

MSUNDUZI SDF REVIEW

EXPLANATORY NOTE:

The purpose of this report is to assist the Municipality and the general public in their assessment of the draft SDF, and must be read together with the draft SDF map. Once agreement has been reached in principle on their proposals, a more detailed report will be formulated for the final adoption process.

1.0 **BACKGROUND**

- 1.1 The Spatial Development Framework (SDF) is an integral part of a Municipality's IDP. It represents the spatial expression of the Council's development vision, and should therefore be reviewed regularly to take into account changing circumstances.
- 1.2 Council's existing SDF was adopted during 2002, and is now being reviewed to accommodate the 2025 Development Vision, which is "to be the dynamic, caring Capital City of Choice in Kwa-Zulu Natal."
- 1.3 In fulfilling this Vision, the Municipality is guided by its mission for facilitating service delivery which includes dealing with:
- Community participation
 - Social and Economic Development and Growth
 - Safety, Security and HIV/AIDS
 - Sustainable Service Delivery
 - Sound finance
 - Sound Governance
 - Sustainable Environmental Management

2.0 **LEGISLATIVE FRAMEWORK**

- 2.1 The SDF is guided by, amongst others, the following:
- The Development Facilitation Act (DFA)
 - The Provincial Growth and Development Strategy (PGDS)
 - Environmental Conservation Act (ECA)
 - The National Environment Management Act (NEMA)
 - Accelerated and Shared Growth Initiative for South Africa (ASGISA)
 - National Spatial Development Perspective (NSDP)
 - Provincial Spatial Economic Development Strategy (PSEDS)
 - NLTTA

2.2 As the regulations formulated in terms of the Municipal Systems Act, 2000 provide the legal requirements for the content of a Municipality's SDF, they are quoted in full hereunder:

- (a) *give effect to the principles contained in Chapter 1 of the Development Facilitation Act, 1995 (Act No. 67 of 1995);*
- (b) *set out objectives that reflect the desired spatial form of the municipality;*
- (c) *contain strategies and policies regarding the manner in which to achieve the objectives referred to in paragraph (b), which strategies and policies must-*
 - (i) *indicate desired patterns of land use within the municipality;*
 - (ii) *address the spatial reconstruction of the municipality; and*
 - (iii) *provide strategic guidance in respect of the location and nature of development within the municipality.*
- (d) *set out basic guidelines for a land use management system in the municipality;*
- (e) *set out a capital investment framework for the municipality's development programs;*
- (f) *contain a strategic assessment of the environmental impact of the spatial development framework;*
- (g) *identify programs and projects for the development of land within the municipality;*
- (h) *be aligned with the spatial development frameworks reflected in the integrated development plans of neighbouring municipalities; and*
 - (i) *provide a visual representation of the desired spatial form of the municipality, which representation –*
 - (ii) *must indicate where public and private land development and infrastructure investment should take place;*
 - (iii) *must indicate desired or undesired utilization of space in a particular area;*
 - (iv) *may delineate the urban edge;*
 - (v) *must identify areas where strategic intervention is required; and*
 - (vi) *must indicate areas where priority spending is required”.*

2.3 The principles contained in Chapter 1 of the Development Facilitation Act set out what should be achieved through planning processes as well as the administrative processes dealing with development proposals and applications. Of specific relevance to the SDF Review are the principles contained in paragraph a) of Chapter 1:

Policies, administrative practice and laws should:

- (i) *provide for urban and rural land development;*
- (ii) *facilitate the development of formal and informal, existing and new settlements;*
- (iii) *discourage the illegal occupation of land, with due recognition of informal land development processes;*
- (iv) *promote speedy land development;*
- (v) *promote efficient and integrated land development in that they:*
 - *promote the integration of the social, economic, institutional and physical aspects of land development;*
 - *promote integrated land development in rural and urban areas in support of each other;*
 - *promote the availability of residential and employment opportunities in close proximity to or integrated with each other;*

- *optimize the use of existing resources including such resources relating to agriculture, land, minerals, bulk infrastructure, roads, transportation and social facilities;*
- *promote a diverse combination of land uses, also at the level of individual erven or subdivisions of land;*
- *discourage the phenomenon of “urban sprawl” in urban areas and contribute to the development of more compact towns and cities;*
- *contribute to the correction of the historically distorted spatial patterns of settlement in the Republic and to the optimum use of existing infrastructure in excess of current needs; and*
- *encourage environmentally sustainable land development practices and processes.*

3.0 **THE CURRENT SPATIAL FRAMEWORK PLAN**

3.1 The current Spatial Framework Plan forms part of the Municipality's 2002 IDP. It sets out the purpose of the Plan, and identifies the following principles to guide development:

- Compaction
- Integration
- Densification
- Restructuring the City
- Meeting Land Use Needs
- Identification of areas of economic development potential

3.2 The Framework Plan sets a number of spatial goals and elaborates on the guiding principles, as well as the basic planning concepts utilised in the plan, such as movement systems, corridors and nodes.

3.3 The existing SDF identifies issues requiring special attention, and areas where more detailed planning has been done, or was still required at the time. These include the Greater Edendale area, the Central Area and the high potential agricultural land in the west of the Municipality. It also makes recommendations with regard to areas for densification, amenity protection, and more flexible planning controls.

4.0 **THE DRAFT SDF REVIEW**

4.1 **Background**

i) The approach adopted by the Municipality for the SDF review is the formulation of Spatial Development Frameworks for four spatial areas or Area Based Management Sectors (ABMS). From these plans, an overall SDF for the entire Municipality is distilled at an appropriate level of abstraction. The four ABMS are:

- Northern Area.
- CBD, Ashburton, Eastern Areas.
- Vulindlela.
- Greater Edendale.

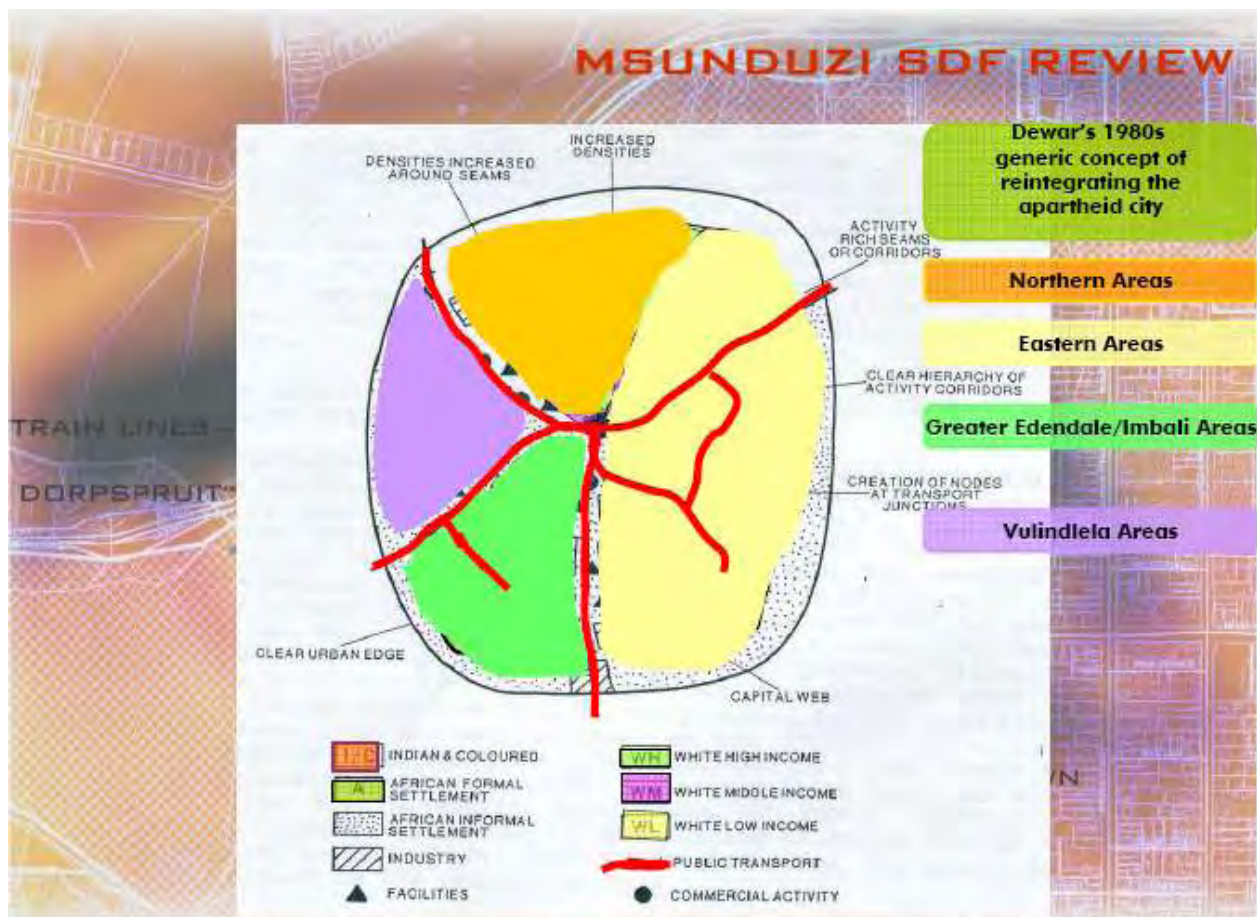
- ii) In the process of integrating the four ABMS into a consolidated a SDF, a certain level of integration and rationalisation is necessary to ensure consistency and legibility.

4.2 Historical Context

- i) In order to understand the challenges associated with the current form of the city and the planning and development interventions that will be required to address these challenges, we must remind ourselves how the current municipal boundaries came about. As illustrated in **figure 1**, the Msunduzi Municipality Area consists of three district areas, each of which is home to approximately 200'000 people i.e.
- The former borough of Pietermaritzburg
 - Greater Edendale
 - The Vulindlela Tribal area
- ii) During the 1850's, development was concentrated mainly in the central grid which by and large coincides with the existing CBD. Together with the surrounding townlands it made up the borough of Pietermaritzburg.
- iii) In 1848, the Zwartkop location to the west of the borough was declared. The boundaries of this area remained unchanged, and subsequently became the Vulindlela Tribal Area.
- iv) During the 1970's, the Edendale area was established as a separate administrative entity as part of the Government's apartheid policy. At the same time, in an effort to force people out of townships which formed enclaves in so-called white areas, investment was curtailed into infrastructure and maintenance in areas like Sobantu, leading to a deterioration of residential amenities.
- v) At this stage the city as we know it was administered by four different authorities i.e. the Pietermaritzburg Municipality, the Kwa-Zulu Government (Vulindlela), the Department of Co-Operation and Development (Greater Edendale) and the Development and Services Board (Ashburton and Fox Hill). As astonishing as it might seem, these areas were planned and developed in isolation of each other, despite their obvious functional and economic interdependence.
- vi) In 1995, the Pietermaritzburg TLC was established with the Greater Edendale area and other areas to the east being incorporated into the city. This was followed in 2000 by the creation of the present municipal area, which brought Vulindlela and additional areas to the east and southeast into the city.
- vii) Although these interdependent areas now form one administrative entity, the outlying area generally still function as dormitory areas to Pietermaritzburg where most of the economic activity is concentrated. One of the primary objectives of the SDF is therefore to reduce the racial separation, spatial segregation and development inequality produced by colonial and apartheid planning.

4.3 Planning Design Guidelines

- i) In addition to the legislative provisions referred to in paragraph 2, the following planning principles guide the SDF Review:
- Integration
 - Redressing imbalances
 - Compaction
 - Sustainability
 - Urban densification
 - Quality Urban Environment
- ii) The review was also informed by the SDF for the Umgungundlovu District Municipality, which identifies Msunduzi as the primary node in the District, and *inter alia* recommends the upgrading of certain tourist routes and the establishment of bypass routes to ease congestion in and around the primary node. Alignment with the SDF's of adjoining Municipalities will be required before the reviewed SDF is finalised.
- iii) Dewar's generic concept as illustrated in the following diagram is utilised to achieve the planning principles.



4.4 Planning and Development Informants

- i) The application of general planning and development principles and concepts are influenced by the local context. The following informants shape the SDF;
 - The strategic location of the Municipality on the N3, providing high levels of accessibility between major urban centres and adjacent provinces.
 - The City's status as the Provincial Capital and the primary node in the District, and as an emerging metropolitan area.
 - Present development patterns and the interaction between residential and employment areas, and the availability of services and facilities to communities.
 - The present transport infrastructure which is focused on the central area, and low levels of connectivity between the peripheral areas.
 - Relatively low levels of access to urban services and facilities for some communities.
 - Physical and topographical constraints.
 - Environmental consideration.
 - Pockets of poverty and unemployment and low levels of participation in the local economy by low income communities.
- ii) These informants are analysed and discussed in detail in the contextual framework, and the SDF's for each of the ABMS's.

4.5 The Main Elements and Structure of the SDF

4.5.1 Introduction

- i) In general terms, the planning principles and concepts which underpin the current SDF remain applicable, especially those that conform to the legislative guidelines as set out in paragraph 2 above.
- ii) The concept implies the development of a road "lattice" that offers both alternative routes and the dissipation of traffic, with a clearly differentiated road system and clearly differentiated Nodes, i.e. a hierarchy of Nodes, varying from small local level nodes through to "regional" servicing nodes, with appropriate catchments or thresholds of support. The application of the twin concept of "Nodes and Corridors" has become common practice over the last few years. The use and application of these concepts has also become distorted and misused. Essentially, every major route or road (at the level of major Limited Access Mobility roads and Major Arterials) has tended to be called a "Corridor" or a "Spine". Major activity foci located along such a road has been tended to be called a "Node".
- iii) In its "good practice" sense the concept implies the location of major facilities, of all types, being differentially located along these roads. At no stage in the evolution of this concept did it imply that it advocated the concept of "Ribbon Development". The concept always meant that these nodes would be spatially distinct and separated, often separated at distances of the order of at least 2 kilometres from each other so that most people would be within walking distance of these foci. Only in very specific circumstances would the disposition of land uses along a major road become a "mixed-use" corridor.

- iv) Unfortunately, the concepts of "corridor" and "mixed-use" have become intertwined and synonymous which is clearly an unfortunate interpretation. There has also been a tendency to locate a Node at every single intersection on these Major roads - sometimes without much differentiation between them. Clearly, there is a hierarchy of commercially orientated nodes, such that in a metropolitan area there would be at least the standard 5 tiers of a retail hierarchy and additional new forms of shopping centres. In addition, there could be decentralized office nodes, and hospital and administrative nodes. Consequently, the attempt to squeeze all of these types of foci into a simple trilogy of Primary, Secondary and Tertiary Nodes into plans, especially at the SDF level, is more than simplistic and inappropriate.
- v) The draft SDF largely refines and builds on the current SDF, and is aimed at restructuring the existing radial form of the city through:
 - The introduction of additional Mobility and Arterial roads to create a more functional road lattice to facilitate movement with alternative options. It also attempts to improve access to areas previously marginalised from the local economy.
 - The establishment of a series of nodes in both the urban and rural components of the city, distributed in such a way that communities are within reasonable travelling distance of the services offered at these nodes.
 - Mixed use activity spines that extend a limited distance from the CBD, and in focussed areas along some of the major routes, without undermining the primary mobility function.
 - The location of new residential developments in relatively few areas within an Urban Growth Boundary, to create a compact and efficient city, contain urban sprawl and conform to basic environmental objectives.
- vii) The consolidated SDF,s main departure from the current SDF is in the reduction and rationalisation of proposed nodes and development corridors.

4.5.2 Application of the Concept to Msunduzi

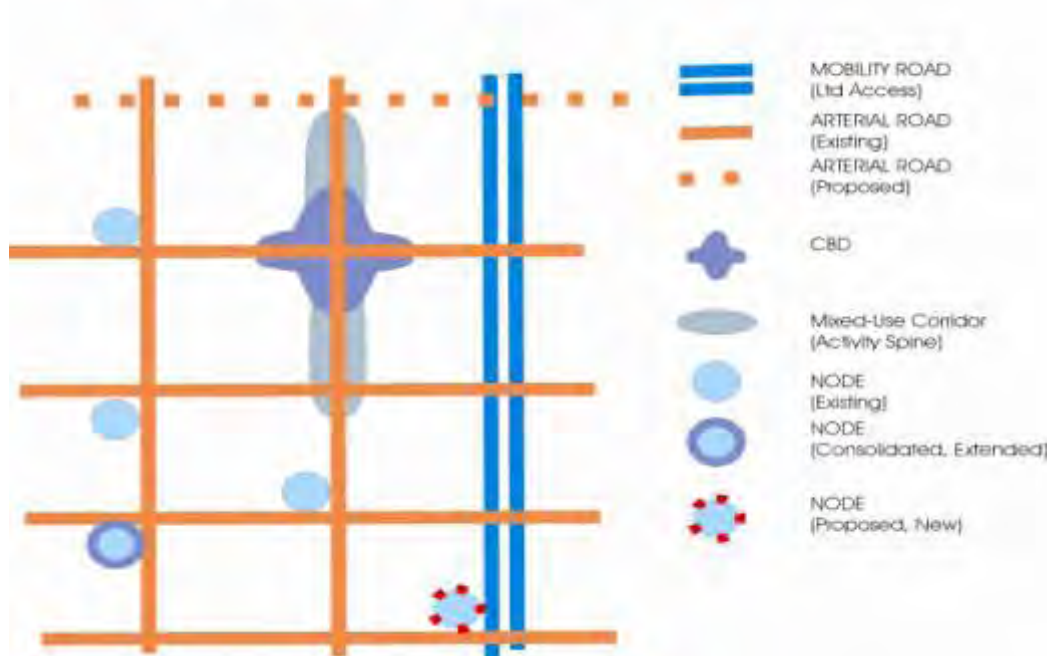
- i) In order to avoid misunderstandings, the application of these concepts will use the terminology as set out below, and the arrangement of the various elements that comprise these concepts are illustrated in the following Concept diagram.
 - Mobility Roads will be called just that, and not be termed "corridors". As Limited Access Roads, these routes will only be able to have Nodes or any other form of development located at or near appropriate major intersections.
 - Arterial Roads will also have Nodes appropriately located at or near major intersections. It will however be possible to locate other major facilities located along these "spines" such as major playing fields, stadia, hospitals, high schools etc, without necessarily being part of the Nodes. Future arterial/link roads aimed at improved accessibility and the reduction of congestion are indicated on the SDF Map.

- Nodes will be distinguished in terms of the retail hierarchy when commercially orientated; or when developed as specific administration or related types of uses. These nodes will be located in terms of their requisite thresholds of support, so that not every intersection is a Node. On the same basis, nodes are identified in the tribal component of the Municipality.
- "Mixed-Use Corridors" will only occur in particular circumstances, ie where arterial roads extend from the CBD or between two or more closely related nodes.

ii) The SDF Plan will also distinguish between: (see diagram)

- ROADS
 - o Existing roads - of all types
 - o Roads for improvement or realignment
 - o New Roads of all types
- NODES
 - o Existing nodes, which will be maintained at essentially their current magnitude
 - o Consolidated or extended nodes, in which existing nodes will be upgraded to play an additional and higher order role.
 - o New nodes to be established and appropriately phased.

ILLUSTRATION OF PLANNING PRINCIPLES



4.6 The SDF Map and its designations

- i) In order to improve legibility while maintaining basic orientation, the cadastral layer has been removed from the base map. The main categories of existing land use are shown as a faint backdrop, with lower order uses such as corner shops, minor educational facilities and clinics being absorbed into the dominant surrounding land uses. Exceptions are made in cases where such existing facilities are at a higher order or serve as major landmarks, e.g. Edendale and Greys Hospital, UKZN and Maritzburg College.

ii) **Nodes**

A hierarchical system of nodes is proposed, based on existing levels and patterns of development, and the distribution of future development and transport linkages, to ensure optimum accessibility to goods and services through equitable distribution. The various nodes are distinguished in terms of whether they are:

- Existing and to be maintained at that level
- Existing at a lower level and to be extended and consolidated into a higher level node
- New nodes to be introduced and phased in over time and as thresholds occur, but shown at the level which is ultimately intended.

a) **The CBD Node**

This is the heart of the City, and consists of the core and the frame surrounding it. The core contains the full range of uses associated with a CBD, while the frame accommodates transitional uses at a lesser density. The so-called CBD extension node, which includes the recently developed Motor World, the Bird Sanctuary Site, the Midlands Mall and the RAS is incorporated into the CBD Node.

b) **Regional Multi-Use Nodes**

This level of node includes a retail component between 75 000 m² and 120 000 m², and serves a regional function. In addition to retail, it can include a wide range of compatible uses. There is one existing Regional Multi-Use Node (Liberty Mall and the surrounding area), and one proposed (in the Edendale area).

c) **Community Multi-Use Nodes**

These serve a community function, and would have a retail component ranging from 25 000 m² - 40 000 m². These nodes also accommodate a wide range of compatible uses, and the SDF distinguishes between existing community nodes to be maintained at existing levels, those with the potential for expansion and future nodes. Essentially, the Edendale Node will be consolidated at this level, and a new node of this type will be introduced at Shenstone.

d) **Neighbourhood Multi-Use Nodes**

These operate at a neighbourhood level, and have retail components of between 5 000 m² and 12 000 m². These types of nodes occur in two forms, viz as mono use nodes that are pure retailing, and those that are multi-use. Again, the SDF identifies existing nodes to be maintained or expanded, and future nodes.

e) **Focussed Multi-Use Nodes**

This node includes light industrial, warehousing and “big-box” retailing and other uses not normally found in the other nodes, and is located at Camps Drift.

f) Administration Node

This node is on the edge of the CBD Node and includes Greys Hospital, Carter High School and the Town Hill Hospital Grounds, to which the Provincial Parliament is likely to relocate.

iii) **Corridors**

a) Provincial Priority Corridor/Limited Access Mobility Road

This is the N3 which has been identified as a priority development corridor by the Provincial Cabinet. Its prime function is to serve as a long-distance movement corridor, and although the agglomeration benefits of the corridor should be optimised, this should not interfere with its primary function. Consequently, development will be located at or near some intersections.

b) Activity Spines

Generally referred to as development corridors, these occur along major arterials leading into or from the CBD Node. A mix of complementary land uses including retail, office, entertainment and residential; about half a street block in width fronting onto the arterials are to be encouraged, but only in specific areas.

c) Arterial Roads and Bypasses

These existing and proposed roads are aimed at improving accessibility, alleviating congestion in and around the core, and opening up areas previously excluded from the local economy. In the case of future roads, the alignment shown is merely diagrammatic.

iv) **Land Use Designations**

- a) A range of standard designations are employed, and to improve legibility of the map the main categories of existing land use are shown as a backdrop.

In the case of residential areas, the map distinguishes between:

- existing residential areas (formal, informal and rural)
- where improvement and/or upgrading is required, and
- future formal residential areas.

The SDF does not specify the type or density of housing development in the future residential areas. These aspects are to be addressed in the Municipality's Housing Plan and the Land Use Management System (LUMS).

The exact boundaries and magnitude of future development can only be determined through more detailed assessments, and are subject to obtaining the prescribed statutory approvals. At a general level, *Table 1* indicates the likely yield in terms of number of housing units that could be generated from these proposed areas.

TABLE 1: POTENTIAL DEVELOPMENT AREAS: EXTENT AND POSSIBLE YIELD

ABMS	Total ABMS (hectares)	Extent (hectares)	Dwelling Units/Lots per ha	No. of Dwelling Units/Lots
Future Formal Residential				
Northern	6,551.28	1,300.90	10/ha	13,000
CBD/Eastern/Ashburton	22,639.15	4,041.77	10/ha	40,000
Imbali/Edendale	8,971.18	819.28	15/ha	12,200
Vulindlela	25,209.68	0.00	0.00	0
	63,371.29	6,161.95		65,200
Future Economic Opportunities				
Northern	"	0.00	0.00	0
CBD/Eastern/Ashburton	"	508.73	8/ha	4,000
Imbali/Edendale	"	148.37	8/ha	1,000
Vulindlela	"	224.01	8/ha	28
				5,100

- b) Future Opportunity areas will occur mainly as extensions to existing industrial areas, while higher level commercial and office developments would be located in the existing and proposed nodes, and along activity spines.
- c) To discourage urban sprawl, an Urban Growth Boundary is suggested along the southern and south-western sides of the Municipality.
- d) Expansion of other areas are constrained by the topography, and to the north-east and eastern side of the Municipality a Longer Term Development Area designation is proposed. These areas are presently either undeveloped or used for agricultural purposes and, on the basis of present projections and in pursuance of the general planning objectives of the SDF will not be required for urban expansion purposes in the short to medium term. The main intention is to maintain and enhance the existing rural character with agriculture remaining as the primary land use, supported by compatible land uses such as small scale tourism activities. Large scale land use changes should not be encouraged, and where proposed development is in conflict with these broad principles, detailed motivation will be required addressing issues such as need and desirability, conformity with the general objectives of the IDP and the SDF, the provision of services, access, sustainability and so on.
- e) Restricted Use Areas are those which, because of the topography, and other physical factors or environmental considerations, are generally unsuitable for development. They consist mainly of slopes steeper than 1:3, watercourses and other areas of environmental importance. The future management of these areas is to be addressed in more detail in the Municipality's Environmental Management Framework, which is currently being formulated.
- f) Rural Service Centers: Rural Service Centers (RSC's) are identified focal points from

which a conglomeration of services would occur to serve the generally poor rural communities. These are main distribution centres or higher order points (nodes) where services are concentrated.

The RSC's are based on the Rural Service System model which seeks to spatially distribute economic activities (includes effective service delivery) at an identified concentration point (node) along movement networks. The concentration of economic activities is based on mutual benefit i.e. shared infrastructure, shared market, and one activity producing an input for another activity. The range of services at a concentration point is determined by the threshold which it serves and therefore, the larger the threshold, the greater the range of activities.

- g) Urban Agriculture: Urban agriculture refers to areas of land within the urban component of the city which have high agricultural production potential and which should be set aside for intense food production purposes.

In addition to local economic and food security objectives, such reservation is also in line with broad conservation objectives.

- h) Communal Agriculture: Communal agriculture refers to areas are mostly already used for communal agriculture, and which have potential for agriculture development at a subsistence level, thus promoting the concept of food security. These are areas which could be used for community gardens and/or communal grazing camps.
- i) Corridor Opportunity Areas: In terms of Provincial policy, development is to be encouraged along the Provincial Priority Corridor (N3) at appropriate locations. In the case of Msunduzi, this would be around the intersections where development potential still exists i.e. the Lynfield Park/Lion Park and Ashburton intersections. Local Area Development Plans would be required.