

SECTION F

SPATIAL DEVELOPMENT FRAMEWORK

17. Introduction

The **Spatial Development Framework** for Buffalo City has been compiled to support the development vision, and sectoral objectives and strategies identified in the Buffalo City Municipality's first Integrated Development Plan (IDP), approved in 2002.

In terms of Section 26(e) of the Municipal Systems Act (Act No. 32 of 2000), the Spatial Development Framework is a legally required component of the Municipality's IDP. Whilst the full SDF document is available as a standalone report, this section serves to focus on the key elements contained in that report, which identify the desired spatial form of Buffalo City.

Once approved by the Municipal Council, the Buffalo City Spatial Development Framework has the status of a statutory plan, serving to *guide and inform all decisions on spatial development and land use management* in the area to which it applies.

However, it is critical to understand that the Spatial Development Framework is not a comprehensive, blueprint plan. Rather, in line with a new, more flexible conception of spatial planning and its interrelationship with other (spatial and non-spatial) development processes prevailing in South Africa now, the Framework is *indicative* in nature and not, in the final instance, prescriptive.

Following the direction of the *White Paper on Wise Land Use: Spatial Planning and Land Use Management* (Department of Land Affairs, 2001), **the Spatial Development Framework is intended to:** -

- Function as a strategic, indicative and flexible *forward planning tool*, to guide decisions on land development;
- Develop a set of policies and principles, and an approach to the management of spatial development in the Buffalo City area, which is clear enough to guide decision-makers in dealing with land development applications (i.e. it will serve to inform the formulation of a new Land Use Management System);
- Provide a clear and logical framework for spatial development by providing an indication of where the public sector would, in the first instance, support certain forms of development and where state investment is likely to be targeted in the short – medium term;
- Based on this, to provide a clear spatial logic that would facilitate private sector decisions on investment in the built environment;
- Facilitate the social, economic and environmental sustainability of the area; and
- In the rural context, provide a framework for dealing with key issues such as natural resource management, land reform, subdivision of rural land and the conservation of prime and unique agricultural land.

18. Key Informants of the Spatial Development Framework

For the purposes of the Buffalo City Spatial Development Framework, the key legislative and policy elements of this new approach to spatial planning are derived from: -

- The Municipal Systems Act (Act 32 of 2000);
- The Development Facilitation Act (Act 67 of 1995);
- The White Paper on Wise Land Use: Spatial Planning and Land Use Management (March 2001); and
- The Draft Land Use Management Bill (July, 2002).

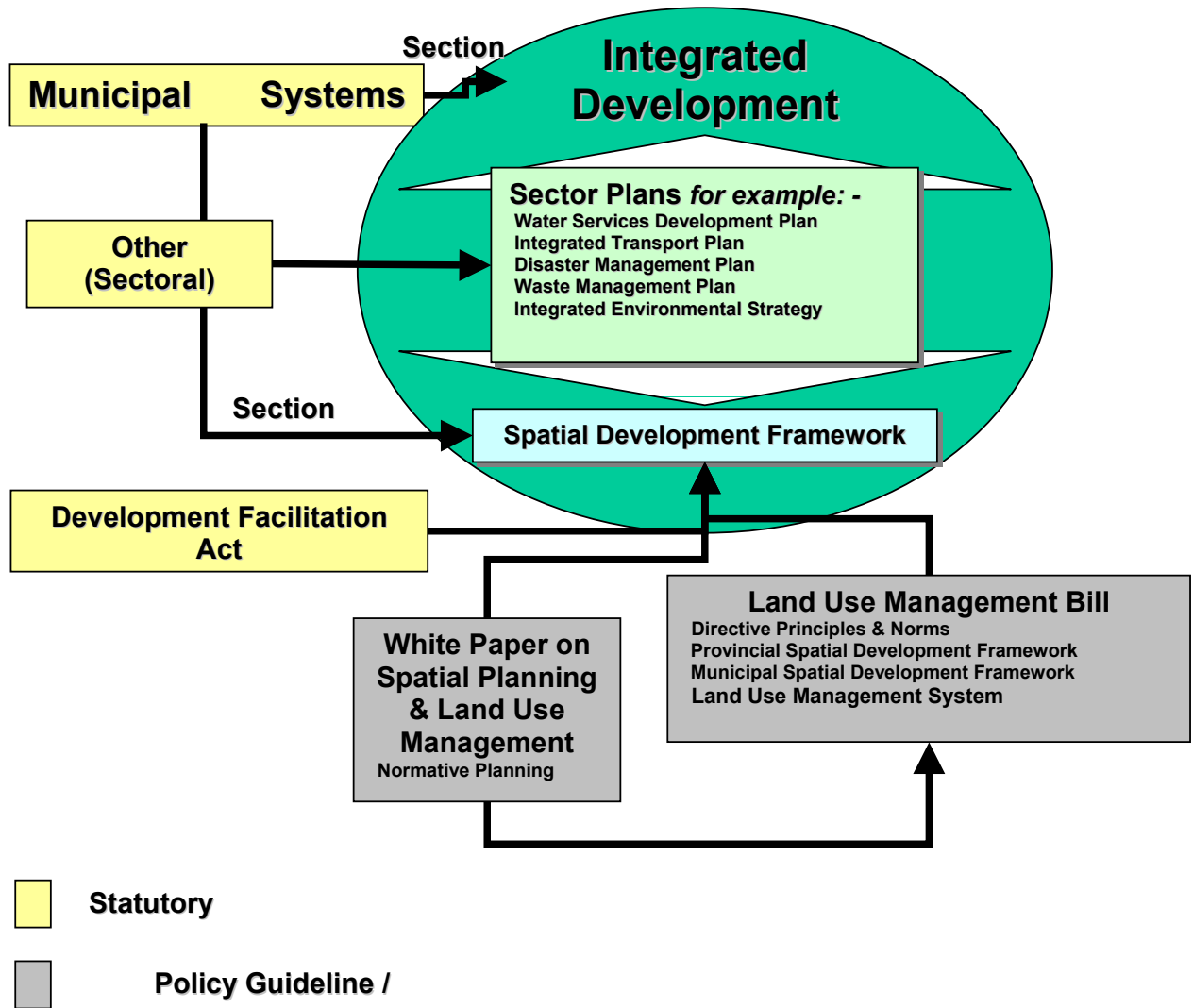
The above laws and policy documents provide the foundations for establishing the parameters of a Spatial Development Framework. As such, these are the principle informants on matters of policy for the Buffalo City Municipality and, in the case of the enacted laws, the Municipality is legally obliged to apply their provisions when engaging in spatial planning and land use management.

In addition, the Spatial Development Framework is materially informed by the outcomes of completed and ongoing Sector Planning processes within the Buffalo City Municipality and the Amatole District Municipality.

The diagram overleaf illustrates conceptually the relationships between the Spatial Development Framework, its various policy and legislative foundations, and the Integrated Development Plan (including its sectoral components – or Sector Plans)¹: -

¹ *It is important to note that the Spatial Development Framework represents the framework within which all Sector Plans need to operate. It therefore encompasses and guides the spatial implications of these Plans, too.*

Diagram F.1: The Legal and Policy Context of the Spatial Development Framework



19. Spatial Development Scenario

After evaluating a number of alternative strategies, the Buffalo City Municipality's IDP has adopted a broad spatial development scenario identified as **Building on Urban and Rural Strengths**. For the purposes of this Spatial Development Framework, this overall concept is accepted and endorsed as strategic direction provided by the Municipal Council.

In this regard, the Buffalo City IDP 2002 notes that: "In essence, the [approach of Building on Urban and Rural Strengths] acknowledges that the urban areas of greater East London/Mdantsane and King William's Town/Bisho and environs are likely to be focal points for significant economic growth and development within Buffalo City over an extended period of time.

However, it is accepted that there is a dependency amongst a significant proportion of the residents of Buffalo City on access to peri-urban and/or rural land for basic livelihood (i.e. survival or subsistence) purposes, and that this is likely to continue to be so, at least in the medium term (10 years).

Therefore, it is concluded that:

It must be accepted that it is most rational and economically effective to focus higher order development investment (in infrastructure, housing and a diversity of economic enterprises) in the urban core areas.

However, a proportion of the resources of the Buffalo City Municipality must also be targeted in areas of opportunity and areas of need in fringe rural and peri-urban areas, in order to upgrade existing settlements and create or facilitate new development opportunities in these areas."

In response to the above Scenario, the Spatial Development Framework for Buffalo City is based on the **Objectives And Strategies** for the management and direction of spatial development and land use management in the area, which are set out below.

20. Spatial Development Objectives & Strategies

The following objectives and correlating strategies have been formulated, based on a review of the objectives and strategies contained in the approved Buffalo City Spatial Development Framework (2003) and represent a further refinement of the work set out in that report -

PRIORITY AREA/ISSUE	OBJECTIVES	STRATEGIES
Spatial fragmentation	SI 1 A well structured, efficient & sustainable city	i) Consolidate and integrate spatial developments in the urban centres by developing land in proximity to existing infrastructure efficiently
Rapid & unmanaged urbanization	SI 3 Adequate land & services for urbanizing (existing & new) communities at higher densities.	ii) Support the Land Reform & Settlement Programme by identifying zones of opportunity according to land needs.
Uncoordinated spatial development	SI 5 Environmentally sustainable and spatially co-ordinated sectoral practices.	iv) Pro-actively manage land use in accordance with the appropriate levels of service (LOS) to achieve sustainability in urban, peri-urban and rural areas.
		v) Implement the principles of integrated environmental management (IEM)
Depletion of natural resources and valuable agricultural land	SI 6 Managed use of natural resources and agricultural land	vi) Manage Land use in relation to the Conservation of Natural Resources and Agricultural Land.

21. Proposed Spatial Structure of Buffalo City

This section highlights the basic **Spatial Structuring Elements** identified in Buffalo City. These Elements are used to manage and guide development into certain patterns or arrangements, which will lead to a better and more efficient city in future.

21.1 Conceptual Approach to Spatial Elements

From a conceptual point of view, the urban portion of Buffalo City extends in a linear form along the main watershed between East London and King Williamstown, with the historical settlements and urban nodes using the main roads and railway line as the main transport route to achieve access to the surrounding area.

This urban form can be simply described as “beads on a string” and, in order to enhance the operational effectiveness of this built form, it is envisaged that future development should be directed in such a way that the various settlements or nodes (“beads”) along the main rail and road transport routes (or “string”) be allowed to develop in intensity (i.e. density and variety or mix of land uses).

This is intended to create areas where the density of development and the increased variety of opportunities at points of good access to the majority of residents would improve both the overall functioning of the built environment in Buffalo City, as well as offer better social and economic opportunities for the residents.

More specifically, it is suggested that within areas of high need and/or development potential, the integration of modes of transportation, particularly public transportation modes, should be undertaken to create points of high accessibility for a greater number of people. Of particular importance in the longer term is maximising the potential of historical investments in rail infrastructure.

There are also encouraging signs that use of this mode is increasing, and this should be vigorously encouraged. In this context, the main railway stations represent points of particular potential. Creating high density, mixed-use nodes, which provide intensive local markets, and thus a climate in which small business can flourish around them should reinforce these high accessibility points. The components of these nodes are discussed below.

For the purposes of the Buffalo City Spatial Development Framework, then, the central development concept is one of “beads on a string”, with the string comprising a linear system of integrated movement modes and the beads being the intensive mixed-use nodes, around multi-modal transportation terminals. An alternative (or more technical) description of the concept would be to focus on the concepts of nodes (beads) and corridors (string).

Using the basic concept of nodes and corridors as a fundamental planning tool, the conceptual framework is extended to incorporate the following key aspects: -

At each Node, it is desirable to integrate a number of physical elements, including: -

Public transportation terminals: An important theme that runs through the concepts is the integration of different modes of transportation, particularly public transportation. The existing rail system, although badly under-utilised at present, represents a major potential asset. A conscious attempt should be made to activate this potential by significantly increasing housing densities around stations and by integrating stations with taxi and bus terminals. The success of the plan, however, is not dependent on the utilisation of the train system.

Public facilities: Wherever un-served demand for public services exists, the nodes should become the focus of social facilities and services such as schools, clinics, community halls, sports fields, pension payout points, libraries and so on.

The public spatial environment: At all nodes, careful attention is given to this. There are two main reasons for this. The first is that the quality of the public spatial environment has a profound impact on private investor confidence. The second is that the public spaces have a direct economic role, in that they provide viable opportunities for informal trade, at very low overheads. If properly managed, this kind of activity can add to the vibrancy and attractive power of the node.

Housing: The nodes provide opportunities for high density housing, where households who wish to do so trade off space for much greater convenience and lower costs. The nodes also offer entrepreneurs economic opportunities through the provision of rental accommodation and lodging.

Manufacture and Retail: Opportunities for smaller and larger forms of manufacture and trade, both formal and informal.

There can be no doubt that an efficient transport system is fundamental for the successful development of the City. The greater the integration between development and the road, rail and modes of transport, the more opportunities there will be for economic development. This implies a need to develop intense and higher density settlements with mixed uses along the main transport routes; inner city medium density residential environments surrounding the East London and King William's Town CBDs and, medium density residential development not more than 120 metres from bus/taxi routes and near stations.

As a refinement of this model, the MELD plan completed in 1999 also conceptualised "Public Transport suburbs" situated within 500 metres of public transport and railway stations, giving way to vehicle priority suburbs further away from the main transport routes.

The rural areas, which contain agricultural/residential mixed uses, would be located in suitable areas where water soils and topography can sustain "urban agricultural environments". It is further proposed market garden living environments be supported where commercial scale agriculture could be sustained.

Such a conceptual framework would enable a close relationship to develop between urban and rural settlements. There is a danger that urban sprawl could erode valuable agricultural land if it continues unchecked. Accordingly, it is believed essential that increased densities close to transport and economic centres is a vital strategy.

New investment in housing, commercial buildings, industrial sites and recreation facilities should be used to increase the intensity of land use within the confines of the existing urban area and thereby raise living densities, improve public transport viability and increase economic activity.

Investment in public facilities can also be used as development facilitators through the development of intensive mixed use nodes and creating "community bundles" containing public facilities, community services and sports infrastructure. Through this conceptual framework of integrating development closely with efficient transport systems, an improved environment is expected for the future city. In order to achieve such a future vision, certain key spatial structuring elements need to be used in all development decision making to direct growth and ensure the city starts to re-direct development into the framework which is more appropriate and desirable".

21.2 Spatial Structuring Elements in Buffalo City

Recognising the need to plan for efficient transport access, maximise use of resources and achieve sustainability; there is a need to focus limited public resources in areas of opportunity and create maximum impact. This means using certain structuring elements to guide future planning. These structuring elements are clustered into four main components: -

- (1) **Development Nodes** – comprising existing and proposed nodal points in the city where mixed uses and high intensity transport, business and residential activities can or do take place;

(2) Development Corridors – described variously as follows: -

- **Activity Corridors**, which are described as bands of high-density urban development up to 800 metres wide along a public transportation route. Typically, activity corridors link areas of greater intensity of land use, which are commonly called nodes. Activity corridors are generally considered the highest order of corridor.

In Buffalo City, two activity corridors have been identified: -

The Mdantsane – East London Corridor (MELD)

The Rail Corridor associated with the passenger rail link from Mdantsane to East London CBD.

- **Activity Spines**, which are defined as the central road or railway line within an activity corridor that links major or minor nodes.
- **Activity Street**, which is usually defined as a local street that is located within the sphere of influence of an activity corridor and reinforces it. To be classified as an activity street, vehicle and pedestrian access to a mix of land uses is a priority.
- **Mobility Routes**, which are defined as roads with limited access that principally carry traffic between major nodes. An example of a mobility route would be the N2 linking East London to King William's Town.

(3) The Open Space System identified in the Municipal area, comprising of designated Protected Areas, areas identified for Protection, environmentally sensitive areas (conservancy areas etc.) and sensitive areas associated with water courses and major river systems;

(4) The Edge of the Urban area – where the transition from the urban area is proposed to change to peri-urban and rural development, involving differing land use characteristics and density of development.

The proposed structuring elements of the city are described below:-

21.2.1 Development Nodes

Nodes are generally described as areas of mixed-use development, usually having a high intensity of activities involving retail, traffic, office, industry and residential land uses. These are the places where most interaction takes place between people and organisations, enabling most efficient transactions and exchange of goods and services. Nodes are usually located at nodal interchanges to provide maximum access and usually act as catalysts for new growth and development.

The following classes of node have been identified and/or are proposed: -

NODE TYPE	AREA/DESCRIPTION OF LOCALITY
Central Business Districts (CBDs)	East London King William's Town Mdantsane Dimbaza
Major Mixed Land Use Nodes (Potential)	Mount Ruth Station Arnoldton Station
Minor Mixed Land Use Nodes (Existing)	Meisieshalt Bonza Bay Road (Sparg's Centre) Ndende (Duncan Village) Golden Highway (Mdantsane) Berlin town centre Zwelitsha town centre
Major Mixed Land Use Nodes (Potential)	Quenera Brakfontein Chester Road Cove Ridge Nahoon Valley Mdantsane Station Mtsofso Station Needs Camp Zone CC (Mdantsane) Fort Jackson Station Ndevana Phakamisa Junction
Administrative Node	Bisho
Commercial Nodes	Vincent Park Beacon Bay Retail Park/The Hub
Industrial Node	East London IDZ
Coastal Nodes	Kidd's Beach Sunrise-on-Sea
Rural Service Centre (Existing)	Crossroads St Luke's (Newlands) Kidd's Beach Interchange

NODE TYPE	AREA/DESCRIPTION OF LOCALITY
Rural Service Centre (Potential)	Khwetyana Intersection (Newlands) Kuni Village Upper eJojweni Village (Tyolomnqa) Drayini Village (Yellowwoods)

Specific preferred land use outcomes at the above localities are outlined in the full Spatial Development Framework. These form part of the Land Use Management Guidelines required in terms of the Municipal Systems Act.

21.2.2 Development Corridors

As per the definition outlined above, the following corridors are identified within Buffalo City: -

CORRIDOR TYPE	AREA/DESCRIPTION OF LOCALITY
Primary Corridors	Mdantsane – East London Development Corridor Railway Corridor
Activity Streets	Devereux Avenue (Vincent) Lukin Road/Pearce Street (Berea) Old Transkei Road (Stirling/Nahoon) Gonubie Main Road King William's Town to Bisho link (Maitland Road)
Mobility Routes	N2 (East London / King William's Town and East London / Umtata) N6 (East London / interior) R72 Coastal Road (East London / Port Alfred) Mount Coke Road ([346] East London to King William's Town) DR02909 linking Ilitha to Zwelitsha via Phakamisa and Ndevana

CORRIDOR TYPE	AREA/DESCRIPTION OF LOCALITY
Proposed Mobility Routes	Quenera Road linking Beacon Bay Retail Park to Gonubie N2 Bypass (realigned) from Amalinda Interchange through Haven Hills and across Buffalo River to link into R72 Mdantsane Access Road south to Mount Coke Road (346) via Reeston Phase 3 Route from Mdantsane Zone CC via Potsdam Village across Buffalo River to Needs Camp and 346

21.2.3 Open Space System

The environmental conservation and management areas in the city comprise all afforested areas, coastal reserves, nature reserves, estuaries and river flood plains, steep slopes in excess of 1 in 6 gradient and fragile ecosystems.

The main areas comprise the Amatole forest inland from King William’s Town, the Nature Reserves (Umtiza, Fort Pato, Gonubie and Amalinda) the coastal belt and the main river valleys throughout the city.

A network of open space within the city is envisaged to ultimately achieve linkages between river valleys, parks and forests. These would embrace the Nahoon Valley Conservancy (which is proposed as a future Metropolitan Park) and the proposed Nahoon/Blind River Nature Reserve along the beachfront as well as the Cove Rock Conservancy.

A key proposal of the Spatial Development Framework is the extension of the Umtiza and Fort Pato reserves along the northern side of the Mount Coke Road (346), between the road and the Buffalo River. The primary motivation for this proposal is to establish a conservancy network that is home to a number of endangered species and other conservation-worthy plants and animals.

Finally, a key structuring element is the definition of an extended conservancy network along the northern borders of Buffalo City by the Sub-Tropical Thicket Ecosystem Planning (STEP) Programme. This area is defined as one that contains systems of natural pathways for conservation-worthy plants and animals that ensure these species survival. As such, this area should be protected from high-impact land uses.

21.2.4 The Urban Edge

As part of the effort to consolidate the urban area and achieve a more compact city, the Spatial Development Framework proposes an Urban Edge be defined (refer to Plan) beyond which it is envisaged that lower density rural development will be favoured.

The Urban Edge defines the zone within which the municipality will endeavour to upgrade levels of infrastructure over a period of time and according to available resources, to support higher densities of residential, industrial, and commercial development. Beyond the Urban Edge, it is envisaged that rural communities will enjoy lower density environments with basic infrastructure and social facilities.

Specifically, higher density-type residential uses will not be permitted beyond the Urban Edge unless (a) they are part of an existing settlement upgrading programme or (b) they form part of Resort developments where individual ownership of land is not permitted.

22. Special Development Areas

In order to give a focus for the organisational activities of the Buffalo City Municipality as it strives to achieve its developmental goals, several specific areas (or geographic localities) have been identified as **Special Development Areas**: - areas where the Municipality would need to prioritise its spending and resources in enhancing and promoting integrated development outcomes. These are proposed as: -

The **Central Business Districts** of East London, King William's Town, Mdantsane and Dimbaza.

Urban Renewal Areas identified as *Mdantsane* (an existing Urban Renewal Area identified as a Presidential Priority Project area and funded from various sources on that basis) and proposed "*Inner City Urban Renewal Areas*": Duncan Village, Southernwood and Quigney.

Development Corridors identified as major transportation routes along which development could be encouraged, either as a band of development along a corridor or as nodal development. The two development corridors proposed for further action in Buffalo City are the Mdantsane East London Development (MELD) Corridor, for which a planning framework has already been completed, and the (related) Rail Corridor between Mdantsane and East London.

The West Bank Mixed Land Use Cluster, which is associated principally with the East London Industrial Development Zone (ELIDZ) but which is comprised of numerous existing and potential developments, including the East London Harbour, the Daimler Chrysler Manufacturing Plant and areas identified for industrial development, mixed land use, and public-funded housing.

Rural Development Areas where the focus would be on development planning for livelihoods support and agricultural development. These areas are seen as key target areas for land reform, principally for land redistribution, land tenure reform and land reform for agricultural development. The principal target areas are associated with land that fell within or on the fringes of the former Ciskei, and land that is presently under pressure for settlement. The main component areas include: -

- Yellowwoods / Kei Road
- Newlands
- Needs Camp
- Chalumna
- Ncera Tribal Trust Area
- Dimbaza hinterland

23. Spatial Planning & Land Use Programmes

In order to give effect to the Spatial Development Framework, four spatial development programmes and related priority projects are identified. It should be noted that the Priority Projects identified within the Programmes are not prioritised for completion in the timeframe under review herein (i.e. within the 2004/2005 Financial year) but extend beyond that.

The four spatial development programmes are noted as: -

- The Urban and Rural Forward Planning Programme;
- The Settlement Planning Programme;
- The Land Use Management Programme; and
- The Urban Renewal Planning Programme.

23.1 The Urban and Rural Forward Planning Programme: 2003 - 2006

This programme addresses the ongoing need for the Buffalo City Municipality to be *pro-active in spatial planning matters* to ensure a secure and facilitative environment within which development can occur. The need for forward planning is acknowledged in the Development Facilitation Act (Act No. 67 of 1995) as well as the White Paper on Wise Land Use: Spatial Planning and Land Use Management and the related Land Use Management Bill (2001).

In essence, the Spatial Development Framework defines the notion of forward planning, in that it is the overall indicative plan applicable to a given municipal area. However, it is proposed that *forward planning should be applied at different levels of detail in order to guide and inform current and future land developments and land uses at different scales*, thus presenting the prospect of more detailed or Local Spatial Development Frameworks being formulated to apply to certain precincts within the overall municipal area, where this is deemed necessary or desirable within the overall framework.

In accordance with the above understanding, the following have been identified as **priority Urban and Rural Forward Planning projects**, to give effect to the directions established in this Spatial Development Framework.

1. West Bank – Tyolomnqa Detailed Spatial Development Framework
2. Detailed Spatial Development Framework for Mount Ruth MELD Node
3. Detailed Spatial Development Frameworks for Activity Streets: Vincent Berea Precinct (Devereux Avenue/Pearce Street/Old Transkei Road)
4. Detailed Spatial Development Frameworks for Activity Streets: Amalinda Precinct (Amalinda Main Road)
5. Detailed Spatial Development Frameworks for Activity Streets: Bonza Bay Precinct (Bonza Bay Road)
6. Detailed Spatial Development Frameworks for Activity Streets: West Bank Precinct (Settlers Way)
7. Detailed Spatial Development Framework for Arnoldton MELD Node
8. Rail Corridor Development Framework
9. Densification Strategy for Special Development Areas
10. Land Reform Zone Plan for Dimbaza Hinterlands to Mount Coke Coke Reserve
11. Corridor Typology Study
12. Urban Edge Study
13. Policy on Development Contributions

23.2 The Settlement Planning Programme: 2003 - 2006

This Programme focuses on the design of settlements for human habitation and includes the following: -

- Planning for Greenfields developments (i.e. the design and layout of new settlements);
- Planning for Brownfields development (i.e. the re-design and subdivision or consolidation of existing settlements or developed areas); and
- Planning for In-Situ Upgrade of existing less formal and informal urban and rural settlements.

The following have been prioritised as **Settlement Planning projects**: -

1. Greydell
2. Mdantsane Infill Areas Planning
3. Kanana Layout Plan
4. Phakamisa/Clifton Phase 2 Layout Plan
5. Mdantsane Bufferstrip Phase 1
6. Mdantsane Bufferstrip Phase 2
7. Sunny South Layout Plan
8. Ikhwezi Block Layout Plan
9. Potsdam Village Layout Plan
10. Iliitha Layout Planning
11. Kwaklifu Layout Planning
12. Kwatshatshu Layout Planning
13. Needs Camp Zone: Layout Planning Projects
14. Yellowwoods – Kei Road Zone: Layout Planning Projects
15. Potsdam Unit V

23.3 The Land Use Management Programme: 2003 - 2006

This programme addresses the ongoing need for the Buffalo City Municipality to engage in land use management within the terms of reference of the new, normative planning system promoted by National government in recent policy and legislation.

Key activities here include establishing a sound knowledge base to provide clear direction on land use and potential areas for land development and land use changes, and, principally, the formulation of a new, integrated and unitary Land Use Management Scheme, which would have a binding effect on land development and land use management in the different settings of the urban and rural environments in Buffalo City.

Priority Projects are identified as follows: -

1. Land Use Surveys in urban and rural areas.
2. Land Use Management System: Scheme Mapping and Regulations
3. Consolidated Land Use GIS Database

23.4 The Urban Renewal Planning Programme: 2003 - 2006

The Urban Renewal Planning Programme is proposed in order to meet the need for the Buffalo City Municipality to pro-actively facilitate development in existing urban areas that are strategically located. These areas are chosen on the basis of their fulfilling a strategic role in achieving certain desired outcomes such as the appropriate use and maximisation of existing infrastructure; the most efficient use of areas where densification can be best promoted; and the facilitation of improvements in access to economic opportunities.

The following are seen as project priorities for opening up new urban renewal areas within Buffalo City, in addition to the existing Urban Renewal area of Mdantsane.

1. Inner City Urban Renewal Programmes: Duncan Village/Buffalo Flats Development Framework
2. Inner City Urban Renewal Programmes: Southernwood Development Framework
3. Inner City Urban Renewal Programmes: Quigney Development Framework
4. Inner City Urban Renewal Programmes: King William's Town CBD

A complete discussion on the above elements is set out in the dedicated Buffalo City Spatial Development Framework report.