

# Spatial Development Framework

## 12.1 INTRODUCTION

### 12.1.1 WHAT IS THE SPATIAL DEVELOPMENT FRAMEWORK ?

In terms of Section 26(e) of the Municipal Systems Act (Act 32 of 2000), every municipality is required to formulate a Spatial Development Framework as a part of its Integrated Development Plan (IDP).

Taking into account the current pattern of land use and the nature of development in the municipal area, a Spatial Development Framework is required to describe in words and illustrations how the Municipality sees *desirable future patterns of land use and development in its area of jurisdiction*. In essence, it is the Municipality's spatial "Vision" of what the Buffalo City Municipal area will look like in years to come.

The Spatial Development Framework is a legally enforceable component of the IDP, which indicates both to the Municipality (councillors and officials) and to the public (developers, land owners etc.) where certain types of land use and associated developments are permissible, and where certain activities are unlikely to be permitted.

As such, it forms the basis for land use management and serves as a guideline to inform the Buffalo City Municipality in its decisions on land development (new development and changes to existing land uses) in its area of jurisdiction.

Therefore, the Spatial Development Framework also functions as a framework for public and private sector investment in different types or levels of development in those areas of Buffalo City that are identified as appropriate or suited to such development.

## 12.1.2 WHAT GUIDES THE SPATIAL DEVELOPMENT FRAMEWORK?

### 12.1.2.1 The Legislative Framework

In terms of legislation, the Spatial Development Framework within the IDP must be formulated so that it gives effect to the **General Principles on Land Development contained in Chapter I of the Development Facilitation Act** (Act 67 of 1995). These principles indicate that in managing land use and new land development, the municipality must: -

- ❑ Address land development in urban and rural areas in a holistic manner and not discriminate between the two (recognising that the two are functionally part of a complex, interrelated system of settlement and development).
- ❑ Discourage the illegal occupation of land, whilst acknowledging that informal land development processes are a reality in Buffalo City.
- ❑ Promote integrated land development and mixed land use areas in which it is easier for people to live closer to places of work and social and economic opportunities.
- ❑ In so doing, ensure the best possible use of existing infrastructure and resources and contribute to the correction of historically distorted spatial patterns of development.
- ❑ Actively discourage “urban sprawl” and promote the consolidation of urban settlements.
- ❑ Encourage environmentally sustainable land use practices.

### 12.1.2.2 Previous Planning

Several planning studies have been completed within the area of jurisdiction of the Buffalo City Municipality. These exercises have provided valuable guidance in the formulation of this Spatial Development Framework. They include:

- ❑ **East London City Framework Plan (1996)**, which addressed issues around the preferred spatial form of development for the previous East London TLC area. The document identified areas of special development potential as well as points (or nodes) where higher density and mixed land use development should be encouraged, and corridors (key transportation routes along which traffic is generated).

- ❑ **King William’s Town Comprehensive Urban Plan (CUP - 2000)**, which also focused on providing a preferred spatial framework for development in the area of the former King William’s Town TLC area and portions of the King William’s Town TRC that now form part of Buffalo City.
- ❑ **Amatole District Municipality Central Sub-Region Land Reform & Settlement Plan (2000)**, which identified areas (called Settlement Zones) within which a lower density, mixed land use type of land development could be supported in the peri-urban and rural sectors of Buffalo City.
- ❑ **Provincial Spatial Development Plan (1999)**, which sets out the strategic spatial approach to development adopted by the Provincial Government. The Plan promotes the identification of spatial entities with acknowledged “opportunities” in either urban or rural settings and suggests targeting development initiatives that engender consolidation of such areas to facilitate cost effective development / optimised returns on investment.

## 12.2 BACKGROUND : PRIORITY SPATIAL ISSUES

As noted above, it is necessary for the Spatial Development Framework to respond to current patterns of land use and development within Buffalo City, in order to address problem areas and ensure that development opportunities are best taken up. Following the Analysis Phase of the Buffalo City IDP, the following fundamentally interlinked Priority Spatial Issues were identified:

1. **Spatial fragmentation**, which refers to the fact that both urban and rural areas in Buffalo City have developed in spatially fragmented ways in response to a variety of factors.
2. **Rapid and unmanaged urbanisation**, which refers to the current problems being experienced with informal settlement formation. This phenomenon is most evident in the urban areas of Buffalo City, but is also a feature of the settlement dynamics and hunger for land (particularly for settlement purposes) in the peri-urban and rural areas.
3. **Low density settlements and urban sprawl**, which refers to the characteristic pattern of settlement and built form in Buffalo City, which, as well as being fragmented (see 1 above) is largely expansive (i.e. of low density) in nature.
4. **Unco-ordinated spatial development**, which refers to the fact that, previously in the area of jurisdiction of the Buffalo City Municipality, multiple

governing bodies exercised regulatory authority over development matters, including spatial development and infrastructural development. One of the consequences of this administrative fragmentation has been a history of unco-ordinated development, with investment in infrastructure or facilities often running counter to (or at least not in support of) socio-economic and spatial development requirements. This lack of co-ordination has often resulted in environmental degradation and the inefficient expenditure of limited resources.

These characteristic features of the spatial pattern of development in Buffalo City form the context within which the Municipality has to manage new investment in development in such a way as to correct the current problems being experienced and achieve a more desirable spatial pattern of development in the future.

### 12.3 SPATIAL DEVELOPMENT OBJECTIVES

In response to the priority spatial issues set out above, the Buffalo City Municipality has identified the following objectives in relation to spatial development and land use management in its area: -

PRIORITY SPATIAL DEVELOPMENT ISSUE	OBJECTIVE
1. Spatial Fragmentation	<ol style="list-style-type: none"> <li>1. To create a well-structured, efficient and sustainable city.</li> <li>2. To correct historically distorted spatial development patterns.</li> </ol>
2. Rapid and Unmanaged Urbanisation	<ol style="list-style-type: none"> <li>1. To provide adequate land and services for urbanising (existing and new) communities.</li> </ol>
3. Low Density Settlements/Urban Sprawl	<ol style="list-style-type: none"> <li>1. To create higher density settlements.</li> </ol>
4. Uncoordinated Spatial Development	<ol style="list-style-type: none"> <li>1. To achieve environmentally sustainable and spatially coordinated sectoral practices.</li> </ol>

### 12.4 SPATIAL DEVELOPMENT STRATEGIES

### 12.4.1 THE STRATEGIC CONCEPT

In order to achieve the above spatial development objectives, the Buffalo City Municipality proposes to manage spatial development in a manner that will focus on existing strengths and development opportunities, whilst addressing areas of critical need. Conceptually, this approach is labelled as:

*Building on Urban and Rural Strengths*

In essence, the conceptual approach acknowledges that the urban areas of greater East London/Mdantsane and King William's Town/Bisho and environs, are likely to be the 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.

### 12.4.2 RECOMMENDED SPATIAL DEVELOPMENT STRATEGIES

The broad concept of **Building on Urban and Rural Strengths** is elaborated in the following four spatial development strategies, adopted by the Buffalo City Municipality. It is emphasised that these four strategies have been formulated to correspond with the spatial development objectives outlined in Section 12.3 above.

The following applies:

1. Consolidate and integrate spatial development in the urban centres by developing land in proximity to existing infrastructure efficiently.

2. Implement a Land Reform and Settlement Programme by identifying zones of opportunity or integrated development in peri-urban and rural areas.
3. Manage land use sustainability in urban, peri-urban and rural areas.
4. Implement the principles of Integrated Environmental Management (IEM).

## **12.5 THE SPATIAL DEVELOPMENT FRAMEWORK**

### **12.5.1 THE CONCEPT PLAN**

Map D1 illustrates how the above strategic approach to spatial development is seen to apply spatially within Buffalo City.

The Municipality has identified five Land Use Precincts as the basic elements (or “building blocks”) of a conceptual Spatial Development Framework. A Precinct is defined as an area within which certain types of land use dominate and where specific developmental outcomes are preferred. The following applies:

#### **1. Precinct A(i) – Dense Urban Existing**

As illustrated, this Precinct includes existing urban areas such as greater East London, Mdantsane and King William’s Town (etc.).

Preferred development outcomes in this Precinct would include the maintenance and upgrade of existing levels of service, the intensification of development (including higher density residential and mixed land use development), and the development of suitable vacant “infill” land parcels in an efficient and sustainable manner.

#### **2. Precinct A(ii) – Dense Urban New**

This Precinct identifies broad areas where new urban development should take place, usually as extensions to existing developed areas.

The key areas identified include:

- ❑ The greater Reeston Development Zone, broadly extending between Mdantsane and the Wilsonia Industrial Area
- ❑ The West Bank Zone, west of existing built-up areas on the West Bank, including the proposed East London IDZ area
- ❑ The Needs Camp Zone, located south of the Bridledrift Dam, across from Mdantsane

- ❑ The Potsdam Zone, located west of Mdantsane.
- ❑ The Quenera Zone, located between Beacon Bay and Gonubie.

Again, as with Precinct A(i), it is advocated that new development should provide for higher density development and mixed land use environments wherever possible. In programming the development of these new areas, the effective use of existing infrastructure and road networks is emphasised.

### **3. Precinct B – Upgrade and New Development (Peri-Urban and Rural).**

This Precinct identifies areas where it is anticipated that lower density peri-urban and rural settlement development and mixed land use environments could be supported.

The most important areas identified include:

- ❑ The Newlands Zone, located north of Mdantsane
- ❑ The Needs Camp Zone 3A, stretching northward from the Coastal Road (R72) to Mount Coke
- ❑ The Central Zone 3, stretching from Mount Coke to south of Zwelitsha (King William's Town)
- ❑ The Western Zone 3, stretching to the north and south-east of Dimbaza to Ginsberg (King William's Town south)
- ❑ The Yellowwoods to Kei Road Zone, located to the north of Bisho
- ❑ The Lilyvale Zone, located south of the Coastal Road (R72), adjacent (to the south-west) to the Needs Camp Zone 3A
- ❑ The Macleantown Zone, which includes the land comprising the Macleantown commonage and surrounds.

Preferred outcomes in this Precinct include the upgrading of existing peri-urban and rural settlements, the extension of such settlements where feasible, and the development of additional settlements with access to land for cultivation or stock farming purposes, where possible.

It is emphasised that lower basic levels of service are likely to prevail in these areas than would be the norm in urban areas. Minimum standards would, however, apply.

### **4. Precinct C – Upgrade Existing Rural Settlement Areas.**

This Precinct includes existing areas where rural settlements predominate. The following zones are indicated:

- ❑ The Chalumna Zone

- ❑ The Cornfields Zone
- ❑ The Igoda/Cove Ridge Zone
- ❑ The Fort Jackson/Berlin Zone

Preferred outcomes in this Precinct include the upgrade of existing settlements (development of services and facilities to accepted minimum levels) and the minor extension of such settlements to accommodate natural growth. The development of new settlements in this Precinct is discouraged.

### **5. Precinct D – Environmentally Sensitive Areas.**

This Precinct includes areas of importance at the broad Municipal scale, where conservation-worthy or sensitive natural features require protection. The following zones are noted :

- ❑ The Northern and Southern Coastal Zones, including Coastal Reserves
- ❑ The centrally-located Umtiza Zone, including Umtiza Forests
- ❑ The Amatola Forest Zone, north of Dimbaza

Preferred outcomes in this Precinct include managed land use practices (where limited development appropriate to the environment could be permitted) and the demarcation of restricted conservation areas.

### **6. Precinct E – Agriculture**

This Precinct includes areas where extensive and intensive agricultural land uses predominate. It is described, generally, as the Rural North Zone and the South Western Zone.

Preferred outcomes in this area include sustainable agricultural practices, rural-based enterprise development and tourism development. It is emphasised that most development activity in this zone would be market-driven. Land use will be managed to ensure appropriate use of the available natural resource base in the area.

#### **12.5.2 KEY STRUCTURING ELEMENTS (LAND USE)**

Within the overall conceptual framework described above, certain local areas and roads of potential (or existing) developmental importance have been identified and assigned broad land use categorisations.

These areas are termed spatial structuring elements of Buffalo City, and are described individually as Development Nodes, Development Zones, Settlement Zones, and Corridors. The following applies:

## 1. Development Nodes

These are defined as local areas where current and potential development activities are such that significant levels of development could be achieved in the locality. Mixed land uses and high-density development are proposed to predominate in these development nodes.

At the Municipal scale, three Major Development Nodes are identified:

- The East London Central Business District (CBD)
- The King William's Town Central Business District
- The Mdantsane Town Centre.

In addition, a number of Minor Development Nodes are proposed:

- Dimbaza Town Centre
- Bisho CBD
- Zwelitsha Town Centre
- Ndevana Taxi Stop
- Berlin Town Centre
- Mount Ruth Station Local Area
- Macleantown
- Arnoldton/Reeston
- Meisieshalt Junction
- Gonubie.

Finally, two Minor Development Nodes are proposed to function as local service centres. The precise location of these nodes has not been identified but they are illustrated as being desirable in the following localities :

- Needs Camp Zone 3A (Precinct B)
- Chalumna Zone (Precinct C)

## 2. Development Zones

These coincide with Precinct A(ii) and represent areas where new urban development of an appropriate nature will be encouraged. They include (in order of priority) :

- ❑ Reeston Development Zone (Priority Level 1)
- ❑ West Bank Zone (Priority Level 1)
- ❑ Needs Camp Zone (Priority Level 1 and 2)
- ❑ Ginsberg Zone (Priority Level 1 and 2)
- ❑ Sweetwaters Zone (Priority Level 1 and 2)
- ❑ Potsdam Zone (Priority Level 2)
- ❑ Quenera Zone (Priority Level 3)

### 3. Settlement Zones

These coincide with Precinct B but are differentiated into areas where planning has progressed sufficiently to confirm an area's status as a Settlement Zone, and areas where such planning is still required (termed Potential Settlement Zones).

The following applies:

- ❑ Newlands Zone (Priority Level 1)
- ❑ Needs Camp Zone 3A (Priority Level 2)
- ❑ Yellowwoods / Peelton / Kei Road Zone (Priority Level 2)
- ❑ Lilyvale Zone (Priority 3)
- ❑ Western Zone 3 Potential Settlement Zone (Priority Level 3)
- ❑ Central Zone 3 Potential Settlement Zone (Priority Level 3)

### 4. Corridors

These are classified as different *types* of corridor and relate to major roads or rail transportation routes.

The following applies:

- ❑ **Development Corridor** – the route identified as the Mdantsane East London Development (MELD) Corridor, which has been previously planned and is identified as having areas along its alignment that have significant development potential;

- ❑ **Activity Corridor** – the route linking the settlement of Ilitha to Zwelitsha and passing through the Ndevana and Phakamisa areas, along which a significant amount of daily traffic is generated, requiring taxi and bus stop facilities that may also generate local economic opportunities; and
- ❑ **Movement Corridor** – these are major routes (National, Trunk and District Roads) that link urban areas each other and, at a broader level,

serve as linkages between Buffalo City and surrounding areas. Development along these routes is not encouraged, as their primary function is to provide access to areas of social and economic importance.

## **12.6 LAND USE MANAGEMENT**

As indicated in Chapter 8 above, the management of land development and land use in Buffalo City is complicated by a legacy of numerous laws governing land tenure and land use management being applicable in different areas of the Municipality. Often, the enforcement of these laws is assigned to other government bodies and, consequently, the Buffalo City Municipality is unable to exercise its responsibility to manage land use and land development efficiently.

National government is in the process of finalising new legislation, which will require the Municipality to develop a new, integrated Land Use Management System that will enable it to properly manage land use within its area of jurisdiction.

It is anticipated that such a System would focus on the formulation of a single Land Use Management Scheme that would clearly state the land use controls applicable in different areas (or Precincts) of the Municipality. These controls, it is suggested, are to relate to defined “preferred development outcomes” for the different Precincts and, clearly, the importance and legitimacy of the Spatial Development Framework as a basis for such a system – that is, Precincts being the basis for defining such areas of preferred outcome – is fundamental to the integrity of the System.

## **12.7 ENVIRONMENTAL ISSUES**

The Spatial Development Framework compiled for the Buffalo City IDP has incorporated land development proposals drawn from a number of existing, approved planning documents (see Section 12.1.2 above). These previous planning studies, in turn, were compiled taking into account environmental considerations applicable to their scope and objectives. Therefore, at the broad scale of the Buffalo City Spatial Development Framework, no noteworthy or detrimental environmental affects are seen to derive from its proposals.

However, it is emphasised that the Buffalo City Municipality adheres to the principles of Integrated Environmental Management and applies the Regulations made in terms of the Environmental Conservation Act (Act No. 73 of 1989, as amended). Accordingly, any project encompassing a change in land use that is a

Scheduled Activity (listed in terms of Sections 21, 22 and 26 of the Act) will be subject to the required environmental approval procedures. Refer to chapter 15 in regard to the Environmental Management Framework.

**12.8 SPATIAL PROJECTS & PROGRAMMES**

The key spatial planning projects and programmes identified in terms of the IDP have been grouped into five clusters. These clusters are defined as follows:

- ❑ The first four clusters relate directly to the four strategies adopted (see Section 12.4.2 above) and the projects and programmes identified within these clusters give effect to the relevant strategies.
- ❑ The final project cluster relates to projects or programmes that are necessary to underpin all other planning projects (i.e. the development of a planning support system, which encompasses relevant research and the compilation of data).

A full listing of the prioritised spatial planning projects and programmes is contained in volume 2. The following are noted as the most important (or “mission-critical”) spatial projects and programmes drawn from the five clusters:

PROJECT TITLE	REASON FOR PROJECT'S IMPORTANCE
<p><b>1. Detailed Buffalo City Spatial Development Framework</b></p>	<ul style="list-style-type: none"> <li>❑ This project is an extension of the current Spatial Development Framework.</li> <li>❑ In terms of relevant legislation, it is a legal requirement of the Municipality.</li> <li>❑ It shall serve as a more comprehensive basis for the development of a Land Use Management System.</li> </ul>
<p><b>2. Buffalo City Integrated Land Use Management System</b></p>	<ul style="list-style-type: none"> <li>❑ In terms of proposed legislation, this project will become a legal requirement of the Municipality.</li> <li>❑ An integrated Land Use Management System will assist the Municipality in providing an efficient and development-enabling land use management service.</li> </ul>
<p><b>3. Integrated Rural Development Plan</b></p>	<ul style="list-style-type: none"> <li>❑ This project is deemed to be of strategic importance for Buffalo City.</li> </ul>

PROJECT TITLE	REASON FOR PROJECT'S IMPORTANCE
	<ul style="list-style-type: none"> <li>□ It is intended to provide a coherent framework for development initiatives and support to the rural and peri-urban areas comprising an important part of the overall area of the Municipality.</li> </ul>
<p><b>4. Coastal Development Plan</b></p>	<ul style="list-style-type: none"> <li>□ From a spatial development and environmental point of view, this project is deemed to be of strategic importance.</li> <li>□ It relates to the need to develop a clear spatial development framework for development, and land use and environmental management along the critical coastal zones of Buffalo City, which are zones where considerable resources and natural assets need to be properly managed.</li> </ul>
<p><b>5. Buffalo City Densification Policy</b></p>	<ul style="list-style-type: none"> <li>□ This project is also identified as being of strategic importance in terms of the Municipality's spatial strategies.</li> <li>□ It is intended to give clear guidance on the development of higher density and mixed land use areas in key settlements within Buffalo City, in order to achieve greater equity and efficiency in land development.</li> </ul>
<p><b>6. Mdantsane Urban Renewal</b></p>	<ul style="list-style-type: none"> <li>□ This project addresses one of the most important and critical areas of need in Buffalo City.</li> <li>□ Importantly, the project integrates and relates to the National Urban Renewal Programme.</li> <li>□ It is intended to upgrade and develop key areas of socio-economic and environmental importance in the greater Mdantsane area, where almost a quarter of the Municipal population resides.</li> </ul>
<p><b>7. Ginsberg Planning Implementation</b></p>	<ul style="list-style-type: none"> <li>□ This project is a key strategic project that seeks to counter historically distorted spatial patterns of development in King William's Town.</li> <li>□ It is intended to develop well-located land parcels in close proximity to the King William's Town Central Business District.</li> </ul>

PROJECT TITLE	REASON FOR PROJECT'S IMPORTANCE
<p><b>8. West Bank to Needs Camp Development Plan</b></p>	<ul style="list-style-type: none"> <li>❑ This project is deemed to be of strategic importance.</li> <li>❑ It relates to the need to develop a clear spatial development framework for land development on the West Bank and along the important district route linking East London to Mount Coke and King William's Town.</li> <li>❑ This area is seen to be of importance in correcting the historically distorted spatial pattern of development in the Municipal area and would create critical socio-economic linkages between important areas such as greater</li> <li>❑ Mdantsane and the West Bank industrial area.</li> </ul>

**12.9 IMPACT ON CROSS-CUTTING ISSUES**

As indicated above, the Spatial Development Framework has been formulated in response to a number of objectives, which include the development of an efficient and well-structured city and the meeting of needs for land for settlement, as well as for different social and economic purposes, in a sustainable manner.

These objectives relate directly to the core concerns of Local Agenda 21 and the proposed Framework is seen to contribute positively towards the creation and management of a built and natural environment within which the needs of the most disadvantaged members of Buffalo City's residents may in future be met.

In this regard, the Spatial Development Framework seeks to facilitate the development over time of a city within which levels of access to upgraded infrastructure, social facilities and supportive institutions for marginalized residents and those afflicted with disabilities and illness is improved in both urban and rural environments.