

Sustainable Community Planning

GUIDE



JUNE 2007





WORLD LEADERSHIP AWARDS WINNERS ARE ANNOUNCED

LONDON, 6th December 2005. The winners of the inaugural World Leadership Awards have been announced at the Royal Courts of Justice in London.

Twenty cities had been shortlisted in nine different categories. The finalists were Addis Ababa, Antananarivo, Barcelona, Calgary, Changsha, Cleveland, Columbus, Damascus, Düsseldorf, Jubail, Kazan, Lagos, Lisbon, Liverpool, Madrid, Milwaukee, Phnom Penh, Port Elizabeth, Riyadh and Salt Lake City. To see the full shortlist, go to: <http://www.world-leadership-awards.org/shortlist>

Early in 2005 the World Leadership Forum contacted leaders in 400 of the world's largest cities, and asked them to submit synopses of their most successful projects. These projects covered a very wide range of activities spanning the environment, urban renewal, housing, health, town planning, architecture, civil engineering, education, development of the young, the economy and employment.

The shortlisted projects were presented to the judges (by the people who created and managed them), in a series of live symposia in London on 5th and 6th December 2005. The judges applied three criteria: the quality of leadership displayed, the difficulties, or obstacles, that the city has overcome; and the degree of inspiration that the city may give to others.

Malcolm Turner, President of the World Leadership Forum (organisers of the awards) said: »There is a fascinating and unmistakable trend among these results. In the past, new ideas for better governance tended to originate in the industrialised world, and were often resisted by the developing world – usually for ideological reasons. Since the end of the cold war however, that situation has changed radically. Today, as these winners have shown, many of the most interesting and creative new ideas are coming directly from developing countries.«

The 2005 World Leadership Awards

The World Leadership Forum is a not-for-profit organisation which promotes leadership internationally – especially in the areas of science, technology, education, communication and the arts – by spotlighting the work of exceptional leaders and achievers in a host of disciplines.



THE 2005 WORLD LEADERSHIP AWARDS WINNER IN

TOWN PLANNING

The City of Port Elizabeth

SUSTAINABLE COMMUNITIES

Urban Planning in the post-apartheid era

For further information, photographs or video contact:

Malcolm Turner

World Leadership Forum

Phone: 020 7464 8486

E-mail: M.Turner@World-Leadership-Forum.org

www.world-leadership-forum.org

Sustainable Community Planning

GUIDE



JUNE 2007

EDITORIAL NOTES

This Planning Guide is produced by the Land Planning and Management Division of the Housing and Land Directorate of the Nelson Mandela Bay Municipality, in partnership with other departments, SIPU International and SSPA

The project is funded by
Sida, Swedish International Development Cooperation Agency



FOR INFORMATION CONTACT

Dawn McCarthy
Director: Land Planning & Management
Nelson Mandela Bay Municipality
Tel +27 (41) 506 2352
Cel +27 (82) 827 7744
E-mail: dmccarth@mandelametro.gov.za

PRODUCTION TEAM

AUTHORS	Sixten Larsson, Olov Tyrstrup, SSPA Sweden Dawn McCarthy, Sibulele Dyodo, Schalk Potgieter, Nelson Mandela Bay Municipality
ILLUSTRATIONS AND GRAPHIC DESIGN	Viera Larsson, SIPU International
EDITOR	John Roux, SIPU International

© SA	Nelson Mandela Bay Municipality
© International	Sida

Foreword

This planning guide presents an approach that aims to address and improve conditions in our cities and towns. Though all municipalities have undertaken many projects since our new era of democracy began in 1994, it has become clear that we need a comprehensive new approach to re-planning entire cities. Integrated Development Planning has been the guiding concept for municipal planning in general, and this guide takes this approach further in three important ways.

Firstly it applies integrated development planning to urban spatial and structure planning, taking account of social, economic and environmental considerations. To achieve this, it identifies Sustainable Community Units as distinct planning units at an intermediate level between the city or town level Spatial Development Framework (SDF) and the local neighbourhood level. This has hitherto been a significant gap in our planning approach that has made it difficult to link and integrate SDF and detailed planning.

Secondly the guide places Sustainability alongside Integration as a second great guiding principle that is increasingly recognized as essential in all development thinking, given the increasing environmental problems that we face alongside our social and economic challenges. It shows how sustainability is essential in all these aspects.

Thirdly the guide elaborates urban spatial planning principles that will lead to more integrated and sustainable cities, and most importantly, it gives many practical examples of how these are applied in practice. It doesn't only deal with the question of what is desirable, but also how to achieve it, in that it describes how to organize the planning process as a complex process involving many stakeholders, and how to achieve community participation in planning.

We thank all those within the municipality who have contributed their valuable time to this project in spite of very busy schedules, the Swedish consultants and South African consultants, Sida as project sponsor, and all others who have contributed.

Hopefully this guide will prove to be most useful to ourselves and other municipalities in planning the integrated and sustainable cities and towns that we need in order to provide a good quality of life for all our communities.

Acknowledgements

Staff of Nelson Mandela Bay Municipality in the Land Planning and Management Division and other units, as well as many others who contributed with information for text-boxes and participated in workshops and meetings

CORE GROUP

Dawn McCarthy, *Director, Land Planning and Management, Project Leader*
Schalk Potgieter, *Assistant Director, Strategic Planning*
Sibulele Dyodo, *Town Planner*

PARTICIPANTS AND CONTRIBUTORS

Stuart Beattie, *Assistant Director Spatial Development Framework*, **Schalk Potgieter**, *Assistant Director, Strategic Planning*, **Sihle Ndaba**, *Town Planner*, **Andile Cekiso**, *Town Planner*, **S'busiso Dlamini**, *Town Planner*, **Debbie Hendricks**, *Town Planner*, **Nadia Wessels**, *Town Planner*, **Alan de Vries**, *Town Planner*, **Claire Holderness**, *Transportation Planner*, **Anton Snyders**, *Director Special Projects, Infrastructure and Engineering*, **John Pitout**, *Director Parks*, **Rob Howlet**, *Parks*, **Melinda Labuscagne**, *Waste Management*, **Nkosana Dunjana**, *IDP office*, **Calvin Brummer**, *Director Development and Support*, **Ntsikie Ngqebe**, *Assistant Planner Urban Dynamics EC*, **Ndaba Ndzombane**, *Director Metroplan EC*, **David Toyis**, *Assistant Director Housing Delivery*, **Mvuleni Mapu**, *Director Housing Delivery*, **Matsepo Xaluva**, *Assistant Director Social Housing*, **Councillor Ngcolomba**, **Misiwe Mpahlwa**, *Motherwell Urban Renewal Project*, **Ncediswa Ntshanyana**, *Social Development, Education and Administration*, **Thembakazi Hlela**, *Social Development, Education and Administration*, **Amelia Büchner**, *Director Strategic Projects, Economic Development Unit*, **Joram Mkosana**, *Director Environmental Services*, **Henning Borch Hansen**, *Motherwell Urban Renewal Project, EU*, **Gustaf Asplund**, *SIPU International, Sida Urban Advisor to Nelson Mandela Bay Municipality Ndaba*

CONSULTANTS

Ndaba Ndzombane, *Director, Metroplan, Port Elizabeth*
Ntsikie Ngqebe, *Assistant Planner, Urban Dynamics EC Urban Dynamics EC*
Set Plan EC
The Matrix

Mathew Cullinan of *MCA Urban and Environmental Planning in Cape Town* for input and some quotes

Dodd-Savage Architects, *Johannesburg* for a number of useful sketches and photographs from their projects

Peter Engström for number of photographs from Northern Cape

Rodney Harber, *Architect and Planner*, for valuable comments and suggestions

PHOTOGRAPHS FROM

Gustaf Asplund, **Peter Engström**, **Inge Carlsson**, **Heather Dodd-Savage**, **Viera Larsson**, **Sixten Larsson**, **Schalk Potgieter**, *Metroplan*, **PE Express**

Content

Foreword	3
Acknowledgements	4
Introduction	8
1 Sustainable Community Planning	10
The Spatial Development Framework is a part of the Integrated Development Plan process	13
2 Development Principles	14
The Sustainability and Integration Imperatives	15
2.1 Integration	17
Functional integration	17
Social integration	17
Economic integration	17
2.2 Sustainability	19
Environmental sustainability	19
Social sustainability	19
Economic sustainability	19
2.3 Planning Principles	21
Poverty alleviation and the satisfaction of basics needs	21
Focus on special needs groups	21
Gender equality and equity	21
The environment – physical, social and economic	22
Participation and democratic processes	22
Local economic development	23
Accessibility – public transport and pedestrian focus	23
Mixed use development	24
Corridor development	24
Safety and security	24
Variation and flexibility	24
Densification	25
Reducing urban sprawl	25
Filling the gap	28
Breaking New Ground	30
Legislation, policies, guidelines and Sector Plans relevant to Sustainable Community Planning	31

3 Spatial Planning	34
Functional elements	34
Planning principles	35
3.1 Housing	38
Housing – integration and sustainability	38
Increased residential densities	38
Housing and the environment	43
Mixed development	43
Housing diversity	45
Tenure and financing options	45
Variation and flexibility	45
Neighbourhood safety and security	48
Housing and disadvantaged groups	48
3.2 Work	54
Home-based economic activity	54
Employment	55
Informal economic activities	55
Local economic development (LED) projects	57
Urban agriculture	58
Entrepreneur development	58
3.3 Services	64
Services, integration and sustainability	64
Planning for basic services	65
Electricity and telephones	67
Education	72
Health	73
Social services	73
Safety and security	74
Cultural facilities and community meeting places	74
Municipal offices	74
Commercial services	75
Recreational facilities and open space	76
Cemeteries	77
3.4 Transport	80
Walking and cycling	80
Public transport	80
The road network and car transport	81
3.5 Community	86
Community – integration and sustainability	86
3.6 Character and Identity	88
Local environment	88
Local activities	88
3.7 Urban Planning Structure	92

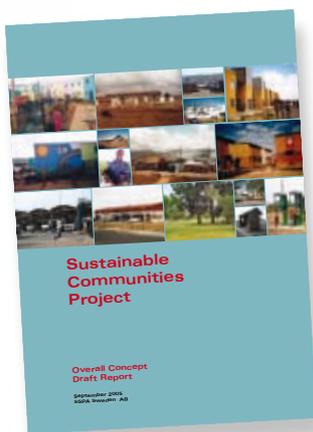
4 The Planning Process	98
The planning framework	99
The sustainable and integrated planning process	100
4.1 The Programming Phase	102
The Plan Initiative	102
The Planning Preamble	102
The Planning Programme	104
4.2 The Planning Phase	105
Initial Planning Stage	107
Plan Preparation	107
Formulation of Plan Proposals	109
Plan Approval	109
4.3 The Implementation Phase	110
Implementation Programme	110
Monitoring and Plan Review	112
Maintenance and land use management	113
4.4 Project Structures	114
The steering committee	114
The planning team	114
The task team	114
4.5 Institutional Linkages	116
4.6 Integrated Development Matrix	117
5 Community and Stakeholder Participation	124
5.1 Community Participation	125
5.2 Stakeholder Involvement	125
5.3 Participants in the Planning Process	126
Decision makers	128
Plan preparation agencies	128
The community	128
Ward councillors and committees	128
Development forums	129
Implementing agencies	129
Supporting actors and agencies	129
5.4 Communication Strategy and Programme	130
Communication methods	130
Communication strategy management	131
Communication programme in different planning phases	131
Communication in the Programming Phase	131
Communication in the Planning Phase	132
Communication in the Implementation Phase	132
5.5 Learning and Capacity Building in the Planning Process	135
Action learning	136
Using the guide as a learning resource	136
An official project planning guide	137
Conclusion	140
Glossary	142

Introduction

This book is intended as a practical guide and resource to help planners, professionals, community representatives and politicians understand and apply sustainable community principles in planning processes, in order to achieve more integrated and sustainable towns and cities with a better urban environment and quality of life.

The planning guide introduces new development and planning principles and a participative planning process that is particularly relevant in South Africa, given:

- the legacy of divided apartheid cities, with townships as strategically isolated 'labour dormitories' with minimal facilities and services
- low-cost areas with rows of standardised houses on square grid layouts
- urban sprawl with its high transport and environmental costs
- widespread poverty and high levels of unemployment in vast peripheral informal settlements



This planning guide is the culmination of a long process that began with the development of a Comprehensive Urban Plan for Port Elizabeth, which included Sustainable Community Units (SCUs) as a basis for intermediate level planning and as the building blocks for the city (metro). The SCU concept was later elaborated in a concept report on which this guide is based (Sustainable Communities Project, September 2005, published by NMBM). The concept was then tested in actual planning for the Bloemendal area, as a delineated SCU, which resulted in the Bloemendal Pilot Report.

The aim of this planning guide

The planning guide aims to share the principles and methods developed, as a basis for a new approach to urban planning that will result in integrated

GLOSSARY

NMBM

Nelson Mandela Bay Municipality

and sustainable cities and towns. It is intended for use by all stakeholders involved in urban planning, including planners and other professionals in municipalities, other government departments and the private sector, as well as community representatives.

How to use this planning guide

The guide as a whole articulates a new and comprehensive approach to urban planning at the intermediate or Sustainable Community Unit level. As such it deserves reading and study from beginning to end, and is intended to stimulate thinking about and discussion of what is presented and suggested. The intention is to contribute to developing the capacity of planners and other stakeholders, which is the only way in which a new approach will become recognised and sustained. Learning in this sense requires some effort, and is greatly enhanced where undertaken by teams working together in real planning processes.

It could also be a useful text in the education of new planners, both in universities and as part of induction and orientation in the workplace. At best the planning guide may be adopted by municipalities or planning departments as a guide to their preferred approach, which they require staff, consultants and other stakeholders to understand and follow.

While clear on principles, the guide does not provide a simplistic recipe or a set of standard solutions, but rather an approach for others to understand and adapt to their own particular situations. Innovation and creativity in developing better and varied design solutions in different contexts is fully endorsed. Many and varied examples are included to illustrate the approach, give a sense of practical results and benefits, and inspire others to get seriously involved in further developing what is suggested in their own practice.

It will also be fruitful to share and give feedback on any projects that follow this or similar approaches – we need more examples of good urban planning from which to learn.

The guide is also designed to be used on an ongoing basis as a practical reference and guide on specific matters and in relation to practical questions such as:

- How do we organise stakeholder participation in the planning process?
- How do we involve other departments and agencies?
- What are the phases of the process?
- What are the options for types and layouts of housing?
- How is transport planning to be done?
- What should a baseline study cover?

To enable this type of use, the contents and overall layout are designed to facilitate the finding of particular sections and themes. As with any useful tool, its actual usefulness will depend on how well it is used. Hopefully it will often be at hand on desks, at team meetings, lively discussions and presentations to stakeholders, and be shared with and lent to others, who will then want their own copies. Further ideas on using the guide for capacity building and for strengthening learning in the planning process are included in *chapter 5*.

This guide covers:

- Key development and planning principles
- How the principles are applied in practice to the six functional elements of housing, work, services, transport, community and character and identity, and to spatial planning in general
- The planning process and the organisation, management and co-ordination of stakeholders in the process
- How to achieve stakeholder and community participation and effective communication as an essential component of the process

GLOSSARY

Sustainable Community Units – SCUs

planning areas of a size defined by accessibility of services within a maximum walking distance of 2 km or 30 minutes. Intermediate level urban planning units.

intermediate level planning

planning at a level between that of the whole town or city and the local neighbourhood, i.e. planning a suburb or SCU

integrated

combining and harmonising different functions and/or groups

sustainable

able to continue indefinitely without system-threatening harmful environmental, social or economic effects

stakeholders

different groups or role players that are involved in or have a direct interest in a process, project or organisation

Integration and sustainability are essential for efficient development, balanced urban structures and equal opportunities for different groups in society.

1

Sustainable Community Planning

Sustainable Community Unit Planning is a planning methodology devised in the Nelson Mandela Bay Municipality (NMBM) which fills the planning gap that existed between Spatial Development Framework Planning (SDF) which deals with the broad level metropolitan or city wide planning and more detailed layout planning. In this way the spatial planning at sustainable community planning level, also called a Local Area Spatial Development Framework (LASDF), translates the overall vision and principles into more concrete and implementation related guidelines. It also provides a basis for detailed planning, sector planning and project identification. In this way the different levels of spatial planning will be appropriately interlinked.

The Sustainable Community Unit concept involves defining planning areas in terms of a reasonable walking distance i.e. 2 km or 30 minutes from a central area. Fundamental to the concept is the notion that the majority of local daily needs for any inhabitant should be within a reasonable walking distance of the home.

The concept is not only for application in new planning areas but also in revisiting existing planning and development in established areas, to increase compliance with the concept.

The basis for sustainable community planning is found in the development principles that have been adopted at national, provincial and at local government level, and which are supported by legislation and government policies. The development goals and principles of particular importance for spatial planning in Sustainable Community Units are:

GLOSSARY

efficient development

urban development that maximizes development goals such as sustainability, integration, accessibility, affordability and quality of living, relative to financial, environmental and social costs, including ongoing and future costs.

balanced urban structures

areas that have a balance of different uses (residential, services, economic activities and recreation) and of built and green environments

Spatial Development Framework – SDF

an overall plan for the physical structuring and development of a municipal area.

special needs groups

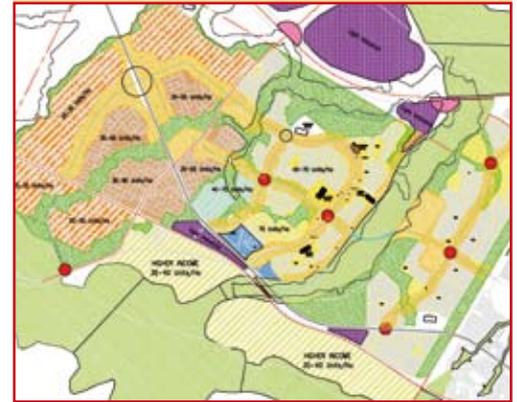
HIV/AIDS affected persons, children, the aged and people with disabilities

Integration & Sustainability

DEVELOPMENT GOALS

- Poverty alleviation and the satisfaction of basic needs
- Focus on special needs groups – HIV/AIDS affected persons, children, the aged and people with disabilities
- Gender equality and equity
- The environment – physical, social and economic
- Participation and democratic processes
- Local economic development
- Accessibility – public transport and pedestrian focus
- Mixed use development
- Corridor development
- Safety and security
- Variation and flexibility
- Densification
- Reducing urban sprawl

PLANNING PRINCIPLES



Example of the Sustainable Community Unit plan from the Bloemendal Pilot Project

These development principles should be reflected in spatial plans and urban development in different ways. The spatial structure of a Sustainable Community Unit will have certain characteristics related to a combination of functional elements. The following elements have been identified:

- Housing
- Work
- Services
- Transport
- Community
- Character and Identity

FUNCTIONAL ELEMENTS

Each of these elements will be incorporated in the spatial planning and provide a focus for the realisation of the development principles. The spatial form will contain the elements, and can be assessed according to the extent to which the principles have been achieved. The Sustainable Community Unit will have different urban structures depending upon the type of area and its location within the municipality, but the overall structure and elements should manifest the principles.

GLOSSARY

compliance

acting in accordance with a law, regulation or condition

spatial planning

planning of physical space, incorporating economic, social and environmental aspects

corridor development

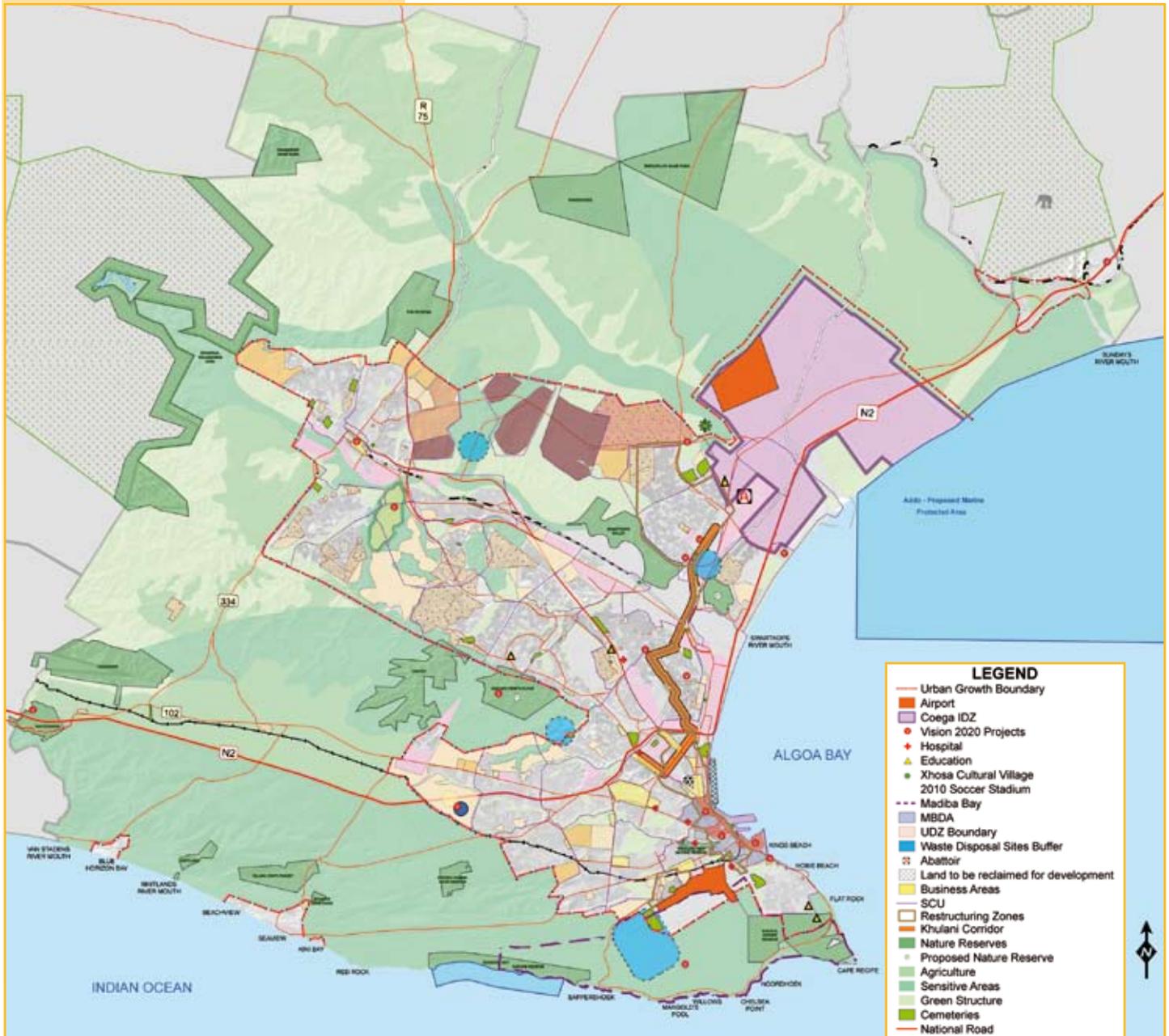
densified development along major routes where mobility, accessibility and the provision of public transport concur

densification

increasing the number of residential or other units per specified area, e.g. by building adjoining units, multi-storey buildings and having smaller plots

urban sprawl

low density, inefficient land use that extends the urban edge unnecessarily



The Spatial Development Framework (SDF) for Nelson Mandela Bay Municipality provides the basis for sustainable community planning

LEGEND

- Urban Growth Boundary
- Airport
- Coega IDZ
- Vision 2020 Projects
- Hospital
- ▲ Education
- Xhosa Cultural Village
- 2010 Soccer Stadium
- Madiba Bay
- MBDA
- UDZ Boundary
- Waste Disposal Sites Buffer
- Abattoir
- Land to be reclaimed for development
- Business Areas
- SCU
- Restructuring Zones
- Khulani Corridor
- Nature Reserves
- Proposed Nature Reserve
- Agriculture
- Sensitive Areas
- Green Structure
- Cemeteries
- National Road
- Trunk Road
- Proclaimed Main Road
- Station
- Rail
- Rail - Narrow gauge
- Housing (Ten year plan)**
- 2005 - 2010
- 2011 - 2015
- 2016 - 2020
- 2020 >
- Housing Development**
- 2005 - 2010
- 2011 - 2015
- 2016 - 2020
- 2020 >
- Groendal State Forest & Addo Elephant National Park
- Existing / Infill Development
- Municipal Districts

This will result in sustainable urban development and integrated, safe, dynamic and vibrant environments based on community participation.

The Spatial Development Framework (SDF) is a part of the Integrated Development Plan (IDP) process

The Municipal Systems Act requires that all municipalities develop in IDP and SDF. After adoption of the IDP by a Municipal Council, the SDF is binding on the local authority for a period of 5 years. Newly elected Councils may adopt the IDP of the preceding council or develop a new IDP, taking into account the existing IDP.

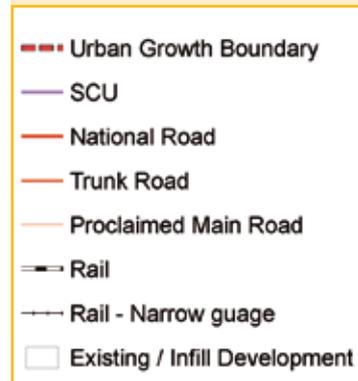
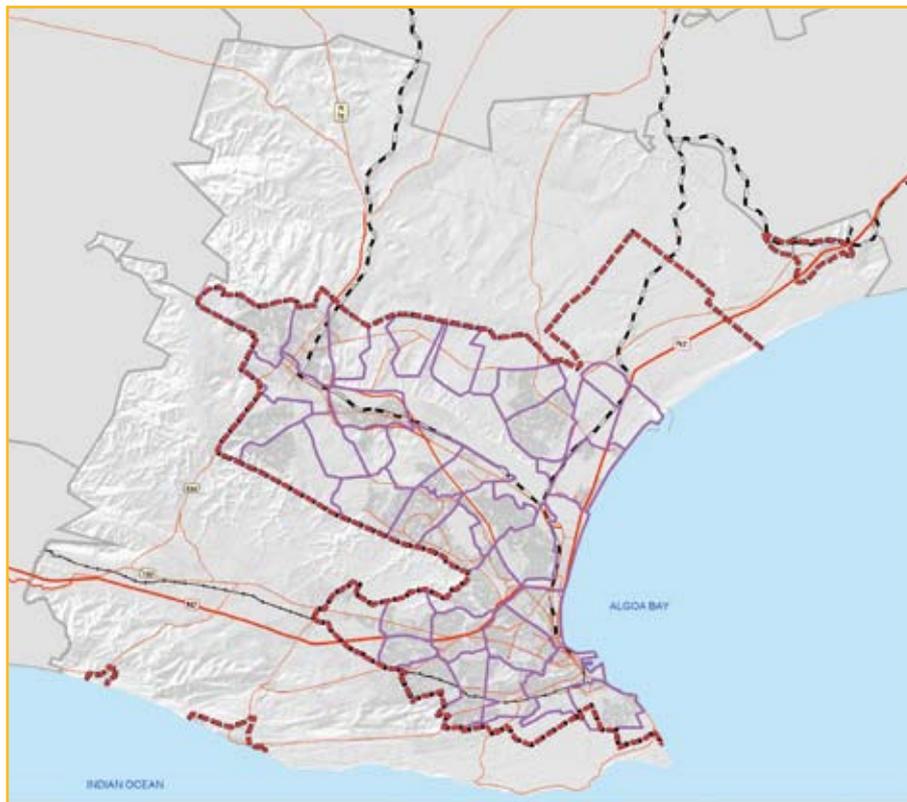
The SDF must be reviewed annually, which could result in amendments that can only be effected by following a statutory process. The SDF covers the entire municipal area and provides the basis for all other levels of spatial planning, including Sustainable Community Unit planning.

Integrated Development Plans

IDPs are comprehensive five year plans for all areas of municipal responsibility including:

- Land and housing delivery
- Basic service provision
- Infrastructure development and maintenance
- Local economic development
- Care of the environment
- Poverty alleviation
- Local democracy, public participation and accountable governance

Municipal Systems Act 32 of 2000



Sustainable Community Units were delineated during preparation of the SDF for NMBM

GLOSSARY

IDP
Integrated Development Plan