Package of Plans

Showcasing the Suite of Plans
Spatial Equity Learning Exchange
30-31st August 2016
Helene Epstein
Strategic Spatial Planning Branch, Development Planning

ETHEKWINI MUNICIPALITY
eThekwini Municipality (Durban)
Economic Development and Planning Cluster

Development Planning Department

- Strategic Spatial Planning
- Land Use Management
- Public Sector Housing
- Information Office
Planning for Sustainability – An Integrated Planning System

- Intention to establish an appropriate mechanism for land use management across the city
- Series of plans with different scope, purpose and level of detail
- Means of translating strategic city policy into geographically based sustainable development interventions, through a suite of integrated socio-economic, environmental and physical development plans
- To guide the decision making of the Council.
- Comprises a LANDUSE MANAGEMENT TOOLBOX

<table>
<thead>
<tr>
<th>Implementation Tools</th>
</tr>
</thead>
<tbody>
<tr>
<td>Long Term Development Framework</td>
</tr>
<tr>
<td>Integrated Development Plan</td>
</tr>
<tr>
<td>Spatial Development Framework</td>
</tr>
<tr>
<td>Spatial Development Plans</td>
</tr>
<tr>
<td>Local Area Plans</td>
</tr>
<tr>
<td>Functional Area Plans</td>
</tr>
<tr>
<td>Special Projects</td>
</tr>
<tr>
<td>Land Use Scheme &amp; Precinct Plans</td>
</tr>
</tbody>
</table>

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<tr>
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eThekwini Package of Plans Concept

1. SDF
   - Revised Spatial Development Framework 2017/18

2. SDP’s
   - ETHEKWINI SPATIAL REGIONS
   - Outer West SDP
   - North SDP
   - Central SDP
   - South SDP

Precinct Plans & LUMS

Cornubia Framework Plan

North SDP

NUDC (3 x LAP)
<table>
<thead>
<tr>
<th>CORPORATE STRATEGIES</th>
<th>DEFINING FEATURES</th>
<th>LEVEL OF DETAIL</th>
<th>EXAMPLE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Spatial Development Framework</td>
<td>❖ City Wide ❖ Strategic investment areas ❖ Broad land use directives ❖ Hierarchy of Nodes &amp; Corridors ❖ Sector Plans ❖ Guides long term development ❖ Priorities and phasing ❖ Annual &amp; 5 year review</td>
<td>Land Use Detail ❖ Residential ❖ Mixed Use ❖ Business Park ❖ Industry ❖ Agriculture ❖ Environment</td>
<td>Conceptual ❖ Coastal Corridors ❖ Tourist Corridor ❖ Mixed Use Corridor ❖ Urban Investment Nodes ❖ Rural Investment Nodes ❖ Economic Inv. Nodes ❖ Investment Opp. Areas</td>
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<tr>
<td>PACKAGE OF PLANS</td>
<td>DEFINING FEATURES</td>
<td>LEVEL OF DETAIL</td>
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<tr>
<td>Local Area Plans</td>
<td>✤ Role of Local Area&lt;br&gt;✤ Environmental Framework&lt;br&gt;✤ Land Use Framework&lt;br&gt;✤ Access and movement&lt;br&gt;✤ Infrastructure Framework&lt;br&gt;✤ Urban Design Guidelines&lt;br&gt;✤ Land Use Management Guidelines&lt;br&gt;✤ Project Phasing&lt;br&gt;✤ Implementation Plan</td>
<td>Land Use Detail&lt;br&gt;✤ Extractive Industry&lt;br&gt;✤ Light Industry&lt;br&gt;✤ General Industry Use a&lt;br&gt;✤ Neighbourhood nodes&lt;br&gt;✤ Urban Design Guidelines &amp; Principles&lt;br&gt;✤ Cadastrally based</td>
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<tr>
<td>Functional Area Plans</td>
<td>✤ Role of Functional Area (corridor, node, CBD)&lt;br&gt;✤ Environmental Framework&lt;br&gt;✤ Access and movement&lt;br&gt;✤ Infrastructure Plan&lt;br&gt;✤ Detailed Land use&lt;br&gt;✤ Detailed Urban Design &amp; Landscape Design&lt;br&gt;✤ Project Phasing&lt;br&gt;✤ Implementation Plan</td>
<td>Land Use Detail&lt;br&gt;✤ medium and high density residential&lt;br&gt;✤ Detached, Cluster housing etc&lt;br&gt;✤ Community centre&lt;br&gt;✤ Parks&lt;br&gt;✤ Schools&lt;br&gt;✤ Worship&lt;br&gt;✤ Minimum site size&lt;br&gt;✤ Proposed zones – land uses permitted / not permitted&lt;br&gt;✤ Building height, architectural considerations, public realm etc&lt;br&gt;✤ Collector and Local Access&lt;br&gt;✤ TDR mechanisms&lt;br&gt;✤ Sector Plans&lt;br&gt;✤ Cadastrally based, Informs the Scheme</td>
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<tr>
<td><strong>Special Projects</strong></td>
<td>Densification, Regeneration, Revitalisation, Role of area (eg transport corridor, former township), Environmental Framework, Access and movement, Infrastructure Plan, Detailed Land use, Detailed Urban Design &amp; Landscape Design, Project Phasing, Implementation Plan</td>
<td>Depends on scale of project</td>
<td><img src="image1.jpg" alt="Implementation Plan Example" /></td>
</tr>
<tr>
<td><strong>Land Use Scheme &amp; Precinct Plans</strong></td>
<td>Precinct Plans, SCHEME, Statement of intent, Zoning</td>
<td>Detailed zoning, FAR, coverage, height etc, Regulations, Built form controls, Individual erven</td>
<td><img src="image2.jpg" alt="Land Use Example" /></td>
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Key Principles & Objectives

• Drive Spatial Restructuring of the City
  
  – recognise and address historical imbalances through spatial restructuring
  – clear pattern of where, and what type of growth, will occur in order to support infrastructure
## Key Principles and Objectives

| Equity: Promote an equitable city by | • Reduce infrastructure and service disparities  
|                                            | • Provide adequate and affordable housing opportunities  
|                                            | • Redress imbalances in the location of employment opportunities  
|                                            | • Reduce distances between people, places and work |
| Efficiency: Promote an efficient city by: | • Promote more compact development by increasing densities where appropriate  
|                                            | • Reduce separation between work and home  
|                                            | • Make effective use of infrastructure and facilities  
|                                            | • Promote cost effective movement systems  
|                                            | • Optimize development in areas of greatest opportunity |
| Sustainability: Promote a sustainable city by: | • Promote optimal use of land opportunities  
|                                                  | • Alleviate environmental health hazards  
|                                                  | • Promote total living environments  
|                                                  | • Enhance the natural and built environment |
Lessons Learnt

- Vertical (IGR) alignment
- Horizontal alignment and integration (transversal alignment)
- Multi-sectoral approach
- Attempts to introduce a common legal basis for all plans
- Broadly consultative process
- GIS based plans

Implementation challenges
  - Budget limitations
  - Aligning budgets to approved plans
  - Time to get to detail required for translation to a Scheme
  - Greater integration if include sector and departmental plans

Implementation Tools

- Corporate / Strategy / policy
- Long Term Development Framework
- Integrated Development Plan
- Spatial Development Framework
- Spatial Development Plans
- Local Area Plans
- Functional Area Plans
- Special Projects
- Land Use Scheme & Precinct Plans
eThekwini Municipality
CORNUBIA FRAMEWORK PLAN

PRESENTATION PREPARED FOR THE
SPATIAL EQUITY LEARNING EXCHANGE
30 AUGUST 2016
Neela Naidoo
PLANNING CONTEXT OF CORNUBIA

- Municipal need for **spatial transformation** to redress imbalance
- Pressure for the provision of **low income housing** in the municipality
- **Development shift north** of the municipality provides development opportunities
- Prime location offered an opportunity for **integration of the northern region**
- Cornubia first conceptualised as **Cornubia East**, this provided the basis for negotiations of subsequent planning in 2009.
PLANNING CONTEXT OF CORNUBIA (NUDC)

- URBAN DEVELOPMENT LINE
- CONSOLIDATE TOWN
- COMPLETE WESTERN LINK (MR577)
- IMPROVE LINKS
- ESTABLISH NEW TOWN
- ESTABLISH TRADE PORT
- CONSOLIDATE NORTHERN MOVEMENT SPINE
- ESTABLISH NEW MOVEMENT SPINE
- ENSURE REGIONAL MOVEMENT
- COMPLETE WESTERN LINK (N2)
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SHOWCASING SPATIAL EQUITY IN ETHEKWINI MUNICIPALITY – CORNUBIA

• Date Of Approval: May 2011
• Project Timeframe: a 20 Year planning and implementation horizon
• Current Status: Detailed Planning and Implementation
• Joint Venture Project: Tongaat Hulett Developments and eThekwini Municipality
• Planning Consultant: Iyer Urban Design Studio
• Funding Source: Tongaat Hulett Developments, KZN Human Settlements Department and eThekwini Municipality
• Municipal Capacity: departments and sufficient capacity across all sectors
PLANNING OBJECTIVES

• To increase **District Integration** with surrounding areas

• To achieve **Integrated Human Settlement** through a range of economic and social opportunities integrated with housing provision

• Ensuring **Sustainability** by establishing a framework, delivery and management system that embraces all aspects of human settlement.

• To **Build a Dynamic Region** based on the strategic location of Cornubia within the north development corridor and to draw from the economic opportunities that the location presents.
LOCALITY PLAN

- 1331ha in extent.
- Bounded by the Ohlanga River, M41 and N2 and by the R102 and existing regional rail system.
- Is in proximity to Umhlanga, Mt Edgecombe Phoenix, Ottawa & Waterloo.

It is clear that the study area is in a prime position to promote and foster economic opportunity, social and physical integration.
LAND OWNERSHIP

- eThekwini Municipality acquired 659ha primary intention of providing subsidised and affordable housing

- Tongaat Hulett (Pty) LTD owns 579ha of land and proposes General Business, Mixed Use, Light Industry and Medium Density Residential development.

- South African Sugar Association owns 69ha

- Blackburn Village is 24ha

- Total Area is 1331ha
The study area is characterised by steep and undulating topography, wetland areas and floodplains.

The wetlands, drainage lines occupies approximately 29% of the site.

The 55db Noise contour associated with the airport constrains the development of noise sensitive land uses such as residential and schools.
A primary starting point in developing the framework was establishing an Integrated Open Space System.

The Ohlanga River which provides the major east–west open space corridor.

The total extent of the open space is approximately 29% of the total study area.

“The open space system conceived in this manner serves as a lattice that allows for continuity of natural habitat and for recreational purposes.”
A series of interconnected roads that integrates into the larger northern region road network and public transport system is proposed.

- **Blackburn Link** to Umhlanga Ridge. Primary Arterial, limited access. 40m road reserve
- **Dube West** - links Airport to Bridge City Public Transport route. 60m road reserve
- **Cornubia Boulevard** - East links to Umlanga Ridge - Public Transportation route. Accessibility route. 60m reserve.
- **Dube East** – links with Cornubia North Primary Arterial, accessibility route. 40m road reserve
- **Cornubia Boulevard-West** - Connects with Dube West and Blackburn Link. 40m Collector Access Road.
- **35m Collector Access Route** connects Cornubia Boulevard with Waterloo.
Public Transport was a key consideration which required suitable land use to make it viable.

Dube West and Cornubia Boulevard have been identified as priority public transportation routes.

Dube West (C8) serves as a major Public Transport route from Dube Trade Port and King Shaka through Cornubia, the CBD.

Cornubia Boulevard (C9) provides a link between Bridge City and Umhlanga.
In order to create a **balanced community** and an **integrated human settlement**, it was key that appropriate social facilities are provided.

The concept of **walkability** is key in locating facilities, particularly schools. Schools were placed within a **5 minute walking distance**.

New and innovative approach adopted. Social facility clusters and sharing of facilities introduced.
### SOCIAL FACILITIES FRAMEWORK

- A key concept for facilities is the provision of **social facility clusters** which includes **recreational sites** which encompasses a wide array of sporting codes.

#### TABLE B: INDICATES SHARED AND CLUSTERED SOCIAL FACILITIES FOR CORNUBIA

<table>
<thead>
<tr>
<th>Shared Clusters of Social Facilities</th>
<th>No. of Clusters</th>
<th><em>Possible Area Required Per Cluster (Ha)</em></th>
</tr>
</thead>
<tbody>
<tr>
<td>2 Primary Schools + 1 Secondary School + 4 Sports Fields + Clinic + Swimming Pool</td>
<td>1</td>
<td>5.2 ha</td>
</tr>
<tr>
<td>Community Hall + Clinic + 2 Primary Schools + 1 Secondary School + 4 Sports Fields + Government Offices + Library</td>
<td>1</td>
<td>5 ha</td>
</tr>
<tr>
<td>2 Primary Schools + 1 Secondary School + 4 Sports Fields + Community Hall</td>
<td>1</td>
<td>6 ha</td>
</tr>
<tr>
<td>2 Primary Schools + 1 Secondary School + 4 Sports Fields</td>
<td>2</td>
<td>4 ha – 5.5 ha</td>
</tr>
<tr>
<td>2 Primary Schools + 1 Secondary School + 4 Sports Fields + Community Hall</td>
<td>2</td>
<td>5.2 ha – 5.6 ha</td>
</tr>
<tr>
<td>2 Primary Schools + 2 Sports Fields + Library + Clinic + Swimming Pool</td>
<td>1</td>
<td>4 Ha</td>
</tr>
<tr>
<td>2 Primary Schools + 2 Sports Field + Library + Clinic</td>
<td>1</td>
<td>3.7 Ha</td>
</tr>
<tr>
<td>Community Health &amp; ARV – Stand Alone</td>
<td>1</td>
<td>3 Ha</td>
</tr>
<tr>
<td>Fire Station – Stand Alone</td>
<td>1</td>
<td>0.5 Ha</td>
</tr>
<tr>
<td>Police Station – Stand Alone</td>
<td>1</td>
<td>1 Ha</td>
</tr>
</tbody>
</table>

**TABLE B**: INDICATES SHARED AND CLUSTERED SOCIAL FACILITIES FOR CORNUBIA
Land Use Framework

Mix of land use relative to public transport.

- **General Business**, proposed along “Dube West” which will consist predominantly of office, and retail types of uses.

- **Light Industry**, proposed providing for employment opportunity.

- **Mixed Use 1 & 2** (200du/ha) will permits retail, office and high density residential uses.

- **High Density Residential 1** (80du/ha) permits residential development for social housing or GAP housing.

- **Medium Density Residential** (80du/ha) consists of Subsidised Housing and Partially Subsidised Housing.
LAND USE SCHEDULE

Protracted negotiation has resulted in this land use schedule.

- 24320 dwelling units
- General business: 186ha
- Light industry: 171ha
- Social facilities: 56ha
- Open Space: 392ha

<table>
<thead>
<tr>
<th>Use</th>
<th>Income Levels</th>
<th>Gross Developable Area (Ha)</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Medium Density Residential 1- Subsidised Housing</td>
<td>(0-R3500)</td>
<td>161</td>
<td>12</td>
</tr>
<tr>
<td>Medium Density Residential 1- Interface Zone</td>
<td>(0-R3500)</td>
<td>17</td>
<td>1</td>
</tr>
<tr>
<td>Medium Density Residential 1- Partial Subsidy</td>
<td>(R3501 - R7000)</td>
<td>45</td>
<td>3</td>
</tr>
<tr>
<td>High Density Residential 1 (GAP housing – social housing) (Sectional Title)</td>
<td>(R7001 - R15000)</td>
<td>22</td>
<td>2</td>
</tr>
<tr>
<td>Mixed Use 1 (High Density Residential + Retail – 80%/20% split) (Sectional Title)</td>
<td>(+R15000)</td>
<td>24</td>
<td>2</td>
</tr>
<tr>
<td>Mixed Use 2 (High Density Residential + Retail – 60%/40% split) (Sectional Title)</td>
<td>(+R15000)</td>
<td>24</td>
<td>2</td>
</tr>
<tr>
<td>Social Facilities</td>
<td></td>
<td>56</td>
<td>4</td>
</tr>
<tr>
<td>General Business (offices, business park, retail and showroom)</td>
<td></td>
<td>186</td>
<td>14</td>
</tr>
<tr>
<td>Light Industry, Service Industry and business park</td>
<td></td>
<td>171</td>
<td>13</td>
</tr>
<tr>
<td>Servitudes</td>
<td></td>
<td>63</td>
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<tr>
<td>Open Space</td>
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<tr>
<td>Existing</td>
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<td>1</td>
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<tr>
<td>Future Reserved</td>
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<td>22</td>
<td>2</td>
</tr>
<tr>
<td>Nursery</td>
<td></td>
<td>4</td>
<td>0,3</td>
</tr>
<tr>
<td>Private Cemetery</td>
<td></td>
<td>9</td>
<td>1</td>
</tr>
<tr>
<td>Highway Planting</td>
<td></td>
<td>11</td>
<td>1</td>
</tr>
<tr>
<td>Roads</td>
<td></td>
<td>115</td>
<td>9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>1303ha</strong></td>
<td><strong>100%</strong></td>
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DEVELOPMENT YIELD

The total bulk anticipated is 3.7 mill m² split in the following manner:

• 1,7 mill m² for Residential (46%)
• 1.2 mill m² for Commercial (32%)
• 0.8 mill m² for Light Industrial (22%)

The total number of residential units proposed is 24 320 units.

The following household income brackets have been accommodated i.e. R0 - R3500, R3501-R7000, R7001-R15000, and over R15 000. It is proposed that:

• 48% of the housing will be accommodated within Medium Density Residential 1 and Interface Zone Category (R0 - R3500 income category). This will encompass fully subsidised units of approximately 11 664 units at 80 du/ha and 100 du/ha.

• 12% of the housing will be accommodated within Medium Density Residential 2 Category (R3501-R7000 income category). This will encompass partial subsidised units of approximately 2 880 units at 80 du/ha.

• 4400 units within the GAP /Social housing category (High Density Residential 1 - R7001-R15000 income category) is proposed at 250 du/ha.

• The balance of units are provided within the Mixed Use 1 and 2 category (over R15000 income category) designated for sectional title units. Together approximately 5 376 units are proposed at 200 du/ha.
BUILDING AN INTEGRATED COMMUNITY

A key outcome is ensuring a balanced community with a range of housing types and affordability with access to social facilities, amenities and employment opportunities, all within walking distance.
HOUSING FRAMEWORK
COURTYARDS AS SOCIAL SPACE
DEVELOPMENT PRINCIPLES OF SPLUMA

✓ **Opportunity to redress past spatial imbalances** through improved access to land.

✓ Creates a **human settlement** that provides for different income groups including the disadvantaged, provides employment and provides adequate social and recreational facilities.

✓ Designed to provide **access to tenure**

✓ Location of development in the prime urban development corridor **reduces sprawl and improves urban efficiencies.**

✓ **Environmental sustainability** is ensured by upholding environmental management regulations and mitigating development impact

✓ Promotes **viable communities**

✓ **Efficient use of infrastructure** that is available adjacent to the site and easily augmented.

✓ **Institutional and administrative arrangements** for development applications ensures a quick turnaround time
LESSONS LEARNT

• Took time to achieve agreement between the different parties involved. The Joint Venture meant that each party wanted to maximise their interests. Eg. Municipality and housing

• Simultaneous and timely source of funding can sometimes be challenging such as in the delivery of social facilities as different departments have different priority focus

• Co-ordination between government departments specifically in relation to the provision of social facilities can be extremely challenging

• Cornubia Framework Plan sits within the Strategic Spatial Planning Branch but it is difficult to track changes and keep up to date with progress made as the implementing agent is another department.

• An omission of the incorporation of small business and informal business opportunities in the framework plan but this is being addressed in precinct planning.

• Careful not to set a cost precedent that cannot be replicated
LESSONS LEARNT

• Negotiations were with an organised single, well resourced land owner that had a vision for their land holdings facilitated the engagement significantly.

• The Prime location provided an opportunity to integrate the region.

• The project has brought municipal departments together to develop a shared vision for the area.

• Lead Presidential Project ensures national support but alignment of budgets is still a challenge.

• Opportunity to explore/innovate new concepts in subsidised housing and social facility provision.

• The establishment of the Tongaat Hulett / eThekwini Liaison Committee and Infrastructure Committee to share information and unblock problems.
CONCLUSION

- Cornubia provides substantial housing opportunities, employment and economic opportunities and may serve as a benchmark for future developments in South Africa.

- The framework makes provision for **24 320 units**, of which **14 544 units** are proposed for subsidised and partially subsidised housing, **4400 units** for social and GAP housing market and the balance earmarked for mixed use development.

- Planned benefits – **48 000 permanent jobs** and approximately **15 000 construction jobs** over a 15 year period.

- Value has been added by incorporating the open space as a meaningful element habitat and for recreational purposes.

- Cornubia focuses on creating better living environments through the concepts of walkability, convenience, connectivity, increased densities and sustainability.

- A significant aspect of the overall framework is a focus on district integration facilitated through the proposed higher order routes

- The sharing of social facilities has been proposed as a new model for the efficient use of land.

- The total estimated investment in buildings and infrastructure was R24 billion (2011 estimates)

- Rates generation estimated to be over R300 million per annum (2011 estimates)
The Cornubia Framework Plan may be accessed on the following website:


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Email: Neela.Naidoo@durban.gov.za