

ANNEXURE A:

STELLENBOSCH

DEFINING RESTRUCTURING ZONE FOR SOCIAL HOUSING

15TH March 2016

A. CRITERIA AND METHODOLOGY FOR DEMARCATING RESTRUCTURING ZONES:

1 GENERAL BACKGROUND AND GUIDELINES:

1.1 SOCIAL HOUSING ACT

The Social Act of 2008 defines a restructuring zone as follows: “restructuring zone means a geographic area which has been;

(a) Identified by the municipality, with the concurrence of the provincial government, for purposes of social housing; and

(b) Designated by the minister in the Gazette for approved projects”

1.2 RESTRUCTURING ZONE GUIDELINES

Draft Restructuring Guidelines state that “restructuring zones” (RZs) are intended as an instrument (among others) to pursue restructuring of South African cities, this is essentially about integration: economic, racial and social. Restructuring is largely about moving away from housing interventions that entrench/enforce or in any way maintain the spatial status quo, which reinforces certain social and economic disparities.

“Restructuring is thus intimately linked to interventions in the land market: either to protect lower income (and often Black) people from displacement or to bring lower income (often Black) into areas of economic and other forms of opportunity from which they would otherwise be excluded. This is perhaps the most important meaning of restructuring”. The logic of restructuring is clearly not the same as the logic of urban regeneration and urban renewal but there are some overlaps.

These zones are intended to align with Urban Development Zones (UDZ) where applicable and to link to planning processes such as the national spatial development framework, Provincial Growth and Development strategies/Provincial spatial development plans, and most particularly local authorities' IDPs. Stellenbosch Municipality does not have UDZs and this alignment is therefore, not required. Alignment with the other planning processes, and with urban renewal objectives however, receives attention.

1.3 RESTRUCTURING VIA SOCIAL HOUSING SEEKS TO ACHIEVE THREE MAIN DIMENSIONS OF RESTRUCTURING:

- a. Spatial restructuring by bringing lower income (and often disadvantaged) people into areas where there are major urban economic opportunities (both with respect to jobs and consumption) and from which they would otherwise be excluded because of the

dynamics of the land market on the one hand and the effects of land use planning instruments such as large-lot zoning (minimum erf sizes). This it should be stressed is the primary meaning of spatial restructuring as it used in social housing policy. Indirectly social housing as understood here contributes to spatial restructuring by increasing densities and compacting growth thereby ensuring that the poor are not pushed out to marginal locations at the edge of the city.

- b. Social restructuring by promoting a mix of race and classes.
- c. Economic restructuring by promoting spatial access to economic opportunity and promoting job creation via the multiplier effect associated with building medium density housing stock.

The primary dimension of the meaning of restructuring is economic opportunity/access. It should be used to open up areas which have major economic opportunities and from which poor people have been excluded or to protect poor people from being displaced from areas with economic opportunity (e.g. inner cities experiencing a revival of property values and where rents are escalating).

A restructuring zone should be motivated on the basis that it contributes to all three types of restructuring. Promotion of economic access on its own is however not sufficient motivation. So too is race and class mix (where social housing brings predominantly lower income people into higher income areas). Restructuring zones cannot be justified on the basis of spatial morphology alone (i.e. it cannot be solely motivated on the grounds that it contributes to changing the form of urban areas from low density areas with low-rise single unit dwellings to higher density areas with medium-rise buildings).

It is important to distinguish between "regeneration/urban renewal zones" and "restructuring zones". Many local authorities have identified "regeneration/urban renewal" areas and as a general rule these are poor areas in need of upliftment and investment. They may be areas with significant latent economic potential but often they are not areas from which poor people have been excluded by virtue of the operation of the land market. In a South African context restructuring zones will often coincide with nodes and corridors of economic opportunity. Townships will not be restructuring areas although almost all will be regeneration areas. Of course there may be economic nodes and corridors within or abutting townships which could qualify as restructuring areas.

Identification and demarcation of RZs should as far as possible be based on existing plans. Most of the municipalities have via their IDP process already identified spatial focus areas which come close to achieving the meaning and intent of restructuring zones. This helps ensure that the initial identification and demarcation process is closely articulated with local government and

provincial planning processes. It also means that formal due process (consultation etc.) will have been followed.

Most municipalities have identified nodes and corridors in their planning processes. These are likely to be suitable as restructuring zones because of proximity to both job opportunities and consumption opportunities.

In instances where no suitable existing zones exist; appropriate restructuring zones should be identified and demarcated in uncontentious locations (such as inner city areas) so as to avoid long due process delays.

1.4 DEMARCATION ON MAPS

- Zones can be blobs or lines.
- Nodes and corridors are likely to be prime candidates to qualify as restructuring zones (relates also to spatial restructuring).
- Areas must be large enough to allow for significant restructuring and warrant zone management.
- Area demarcation must be justified in terms of restructuring and planning logic.
- Attention should be given to the edges of a zone. The environments on either side of the boundaries of the zone should be markedly different (for example the boundary of restructuring zone identified along a high density corridor should be drawn at a point where there is a sharp drop-off in existing and anticipation densities). Where possible boundaries should have a logic attached to them.

1.5 THE KEY CRITERIA FOR APPROVAL

- The provision of a sound restructuring logic in motivating the application. This is the key criterion.
- Clear specification of restructuring outcomes and indicators.
- The satisfactory identification of outputs considered necessary to achieve restructuring outcomes
- Successful incorporation of Restructuring Zones into the normal planning activities/processes of the applicant municipality.
- The specification of adequate Zone management arrangements
- Satisfactory execution of due process requirements including consultation with existing/affected residents conducted?

1.6 SUSTAINABILITY CRITERIA FOR ASSESSMENT OF ALL HUMAN SETTLEMENT PROJECTS IN THE WESTERN CAPE (BNG AND ISIDIMA)

The WCDHS has developed a system for assessing all human settlement projects with regard to:

- Economic sustainability - affordability, access to economic opportunities
- Social sustainability - social integration, access to educational, recreational and health facilities
- Ecological sustainability - conservation of scarce resources

1.7 GENERAL CHARACTERISTICS FOR AREAS TO BE DESIGNATED AS RZS

- Areas with adequate economic and social infrastructure.
- Areas with potential for economic, spatial and social integration, meaning areas where some or all aspects of such integration are currently lacking.
- Well-located areas where the introduction of social housing would prevent the displacement of currently residing working poor people during slum clearance or urban renewal programmes.
- Areas which would not be impossible to zone/re-zone for residential/mixed-use development such as green belts/conservation areas, areas below flood lines or with impossible topographic/geotechnical development conditions.
- Areas where the City/Town or government own vacant land and/or underutilised/derelect buildings will be to advantage. This should not however, be an absolute requirement, and should not cause the exclusion of areas where no such properties are currently available, but where future opportunities may arise due to changes in the nature of properties.

1.8 ALIGNMENT, WITH EXISTING MUNICIPAL PLANS

Inasmuch as these espouse the ideals of inclusive cities and restructuring (integration and densification) the process of identifying Restructuring Zones should align as far as possible with the municipality's:

- Spatial development frameworks
- Transport plans
- Local economic development plans
- Housing chapters of IDPs/Housing sector plans

1.9 ACCESS AND PROXIMITY

- Public transport
- Jobs and economic opportunities for the self-employed/small entrepreneurs
- Services such as emergency services, health, safety and security services, education, day-care, welfare, cultural and community facilities
- Retail shopping facilities

1.10 SHOULD THE LOCATION WHERE POTENTIAL SH TENANTS CURRENTLY RESIDE AND/OR WORK PLAYS A DETERMINING ROLE IN DEMARCATING RZS?

Tenants for new social housing projects generally, but not always, come from all over the city and even beyond, acting mostly as individuals or individual households moved by their own personal decisions. This is different from new

mass housing or informal settlement upgrading projects which deal with re-housing of entire existing communities and all the political, social and economic dynamics accompanying such processes. In practice the above should mean therefore, that where potential social housing tenants reside, should not normally be a determining factor in where RZs are located as the very objective is to improve their residential locational circumstances.

On the other hand many people may already be living in well-located, but insalubrious accommodation (backyards, etc) close to their existing jobs and other facilities and amenities. Note should be taken of this in planning SH projects, but it should not lead to RZs being demarcated in areas that don't conform to the general and specific criteria for such.

2 PRACTICAL METHODOLOGY TO MAP RZS

Within the general guidelines above, the following methodology to identify and map a restructuring zone(s) in a municipality is proposed.

- a. RZs only in the major urban centre/s of each municipality where the bulk of economic activity and potential for growth, development and employment, and availability of social and economic infrastructure exist.
- b. Near employment opportunities and socio-economic infrastructure (amenities/facilities), government services points, retail shopping.
- c. If not within walking distance of above (600m/10 minutes), then within walking distance of affordable, reliable public transport system that will get you to the above within a short driving time (5-15 minutes?).
- d. Not driven primarily be where vacant/cheap/public land is available, or where municipality already has planned housing projects, but does take cognizance of these and tries to incorporate provided the main principles above are not compromised.
- e. Not in distant peripheral greenfield areas where bulk may be a serious problem.
- f. While recognizing short to medium obstacles in respect of high land values, NIMBY and heritage issues in some core parts of towns, and of potential resistance on environmental grounds in current public open space/green areas, CBDs have in any event been included if they make sense in terms of the overall restructuring/integration logic because future opportunities may arise in these areas.
- g. Certain small areas included within the RZ may also be undevelopable due to topography, etc, but have been kept in to provide continuity of borders and show how the different parts of the RZs are linked.
- h. RZ boundaries within defined urban edge.
- i. RZs are aligned with SDF (See 5 below).

B. RZ MAPPING FOR STELLENBOSCH

1 OVERVIEW

The process followed in Stellenbosch was as follows:

- The desktop study of the Spatial Development Plan, including drafts of the TOD and NMT policies and plans, the Integrated Zoning Scheme, the IDP and the Human Settlement Plan. All were well researched documents with developed strategic frames and proposed precinct development plans.
- A mapping exercise with key municipal officials that demarcated specific criteria related to the present and proposed public transport linkages and socio economic opportunities in the town.
- A visit to the key areas, and land identified in these areas, to have a better understanding of the present use and built form of these areas.

Based on this the final defined Restructuring Zone is an overlay on the urban centre of Stellenbosch main place within Stellenbosch Local Municipality.

Within the transport corridors emphasis was given to the areas immediately abutting the CBD area which is the major transport route serving access to the CBD (retail, business services and commercial hubs), the industrial areas to the west and south west and most of the major government linked amenities. It also serves as the linkage between the existing low density residential developments beyond to both the north and south of Stellenbosch main place.

To align with municipal planning, the proposed RZs are all within the current urban edge, and also within the boundaries of proposed HOUSING DENSIFICATION CLUSTERS (See map 1 below for the clusters)

MAP 1: PROPOSED HOUSING DENSIFICATION CLUSTERS – STELLENBOSCH

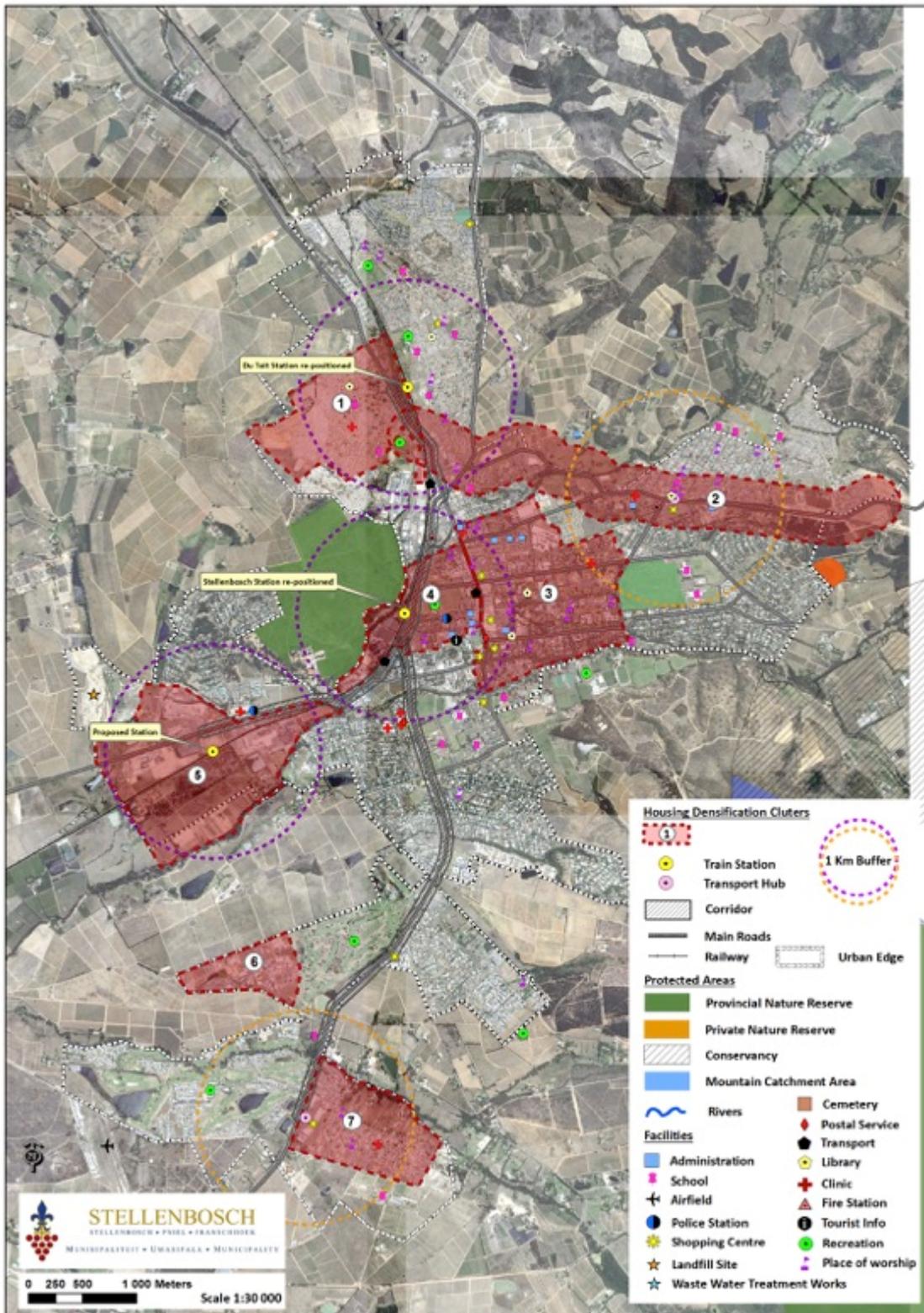
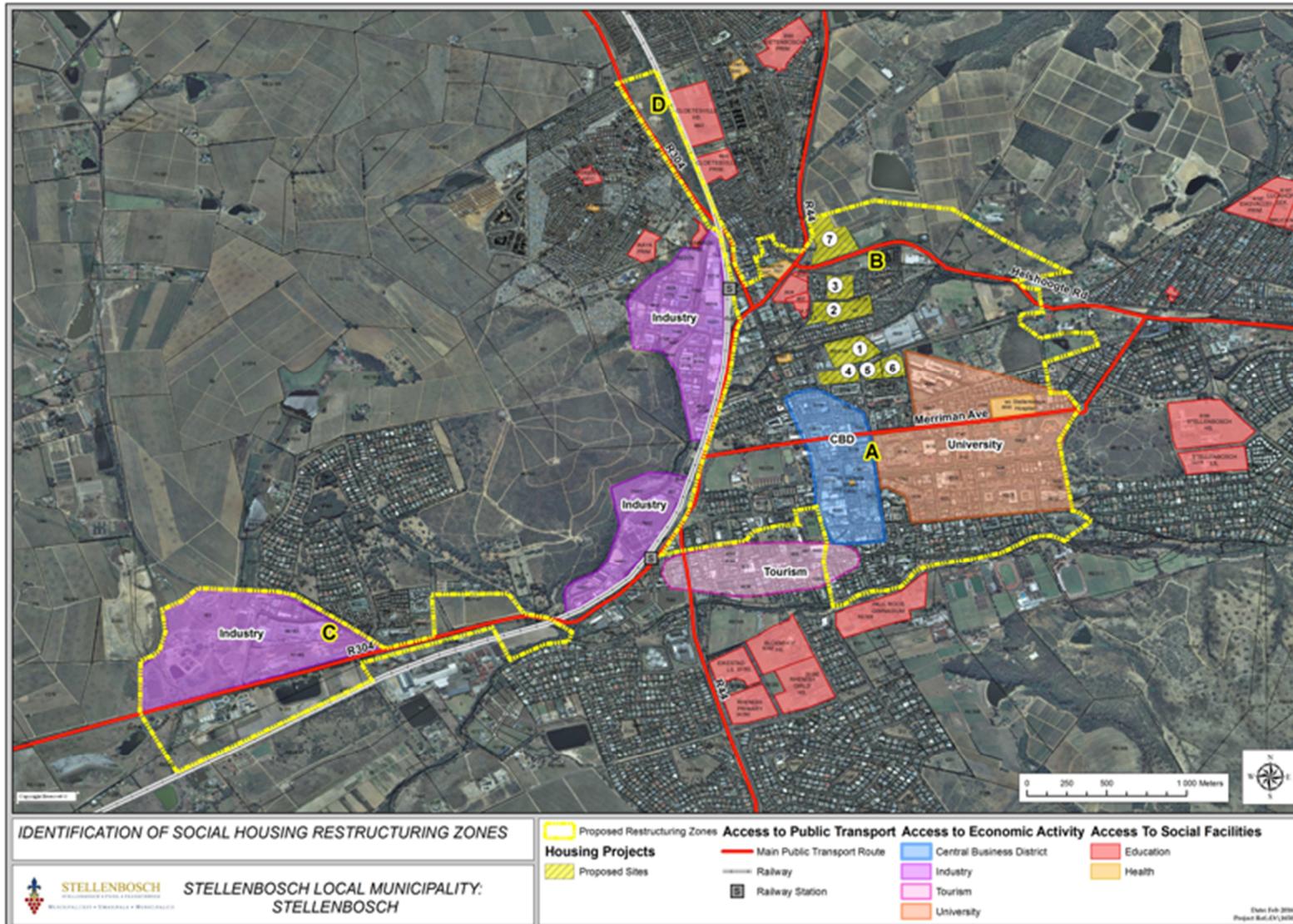


TABLE 1: MOTIVATION FOR AND ALIGNMENT OF RZs WITH HOUSING DENSIFICATION CLUSTERS

NO.	DESCRIPTION	INCLUDED IN PROPOSED RZs? (General note: All proposed RZs fall within the current urban edge)	RZ AREA	POTENTIAL PROJECT SITES
1	Kayamandi township	Mainly not included. Townships generally don't present opportunities for integration with main access and opportunities available in more well-developed and economically active town centres. Also placing social housing in townships where there are high concentrations of free government housing, poses non-payment risks to SHIs. The only part included is a narrow strip between the R304 main road to the north and the railway line, with the Plankenbrug River flowing through it. The strip is partly developed, and may present some environmental, bulk and linkage constraints, but there is also vacant land, and further studies may identify potential opportunities in future	D	Not yet identified
2	Tennantville and Helshoogte Road corridor	Parts of Tennantville closer to town included. Western part of the corridor closer to town centre included, but the further eastern reaches not included as they start getting to far away from socio-economic facilities, and increase transport costs for people on lower income	B	7
3	Stellenbosch town centre, La Colline	Included. There may not be immediate prospects for social housing in the CBD and surrounding tourism areas, but they might present in the future. Also the main potential social housing sites identified fall within this area	A	1 - 6
4	Dennesig, Adam Tas Road corridor	Section east of railway and Adam Tas Road included. The area west of the railway is heavily built-up already as an industrial area	A	Not yet identified
5	Devon Vallei/ Droëdyke/ R310 corridor	Strips along and close enough to the R310 to be within 10 minutes walking of main public transport route included	C	Not yet identified
6	Techno Park and surrounds	Not included. Too far from town, and intended to house high income skilled and professional people working in the tech industries, with probably limited economic/job opportunities for the semi-skilled and semi-professional people who constitute the main social housing target market segment	N/a	N/a
7	Jamestown	Not included. Too far from town, increasing transport costs to get to socio-economic facilities, probably limited economic/job opportunities for the semi-skilled and semi-professional people who constitute the main social housing target market segment	N/a	N/a

MAP 2: PROPOSED RESTRUCTURING ZONES – STELLENBOSCH



2. RESIDENTIAL DEVELOPMENT PROPOSALS – INDICATIVE ONLY

The STELLENBOSCH plan features a number of municipal and state owned sites intended for residential development. The table below highlights possible sites for social housing development. The municipality will determine the final project pipeline for approval on a project by project basis.

TABLE 2: DRAFT INDICATIVE SCHEDULE: VACANT LAND AND OTHER PROPERTIES WITH POTENTIAL FOR SH PROJECT PIPELINE

No.	NAME	ERF NO	SIZE FOR RH	OWNERSHIP	ZONING	NO. RENTAL UNITS	YEAR FOR DEV	COMMENTS
1	Lapland flats	RE/2149	3.7849 ha	Municipal	Res 4	180 new 220 refurb 400 total	2018/19	Existing medium-rise council flats in fair condition. Refurb existing, regularize tenancy, opportunities for infill densification.
2	Teen-die-bult, La Colline	3481/2/3/4/5/6	0.7011 ha	Municipal	Res 3?	100	2019/20	Existing duplex row housing on 6 erven above park housing municipal officials. Investigate possibility of incorporating portion of park and re-develop at higher density for SH on site, approx. 1.0 ha in size, with internal green space and roads, potentially yielding 150 units (150 du/ha)
3	La Colline	2645, 2644, 2666, 2667, 2660, 2661, 2684, 2683	1.4151 ha	Provincial	Res 3?	240	2020/21	Existing small blocks of flats in four city blocks of 2 erven each, clustered around Tobruk Park. Can be demolished and re-developed at higher densities for SH. Each block of 2 erven requires consolidation and re-zoning? Investigate possibility (feasibility study) of consolidating all 8 erven and the park and streets into one larger site, approx. 2.4 ha in size, with internal green space and roads, and re-develop for SH, potentially yielding between 360 units (150 du/ha) and 480 units (200 du/ha)
4, 5, 6	Town Centre	2609 (prison), 6590 (school), 6659 (traffic dept)	4.3739 ha combined	Municipal and govt	Institution-al?	660	2021/22	Unused/underused buildings, relocated or to be relocated. Buildings can be demolished and sites re-developed for SH. Re-location of existing users, negotiations for transfer of land, and re-zoning required (240 in 2020, balance after this 5 year strategy)
POTENTIAL FUTURE OPPORTUNITIES BEYOND CURRENT 5-YEAR STRATEGY:								
7, 8	Nietvoorbij experimental farm (or other vacant land along Helshoogte corridor), Devon Vallei/Droëdyke/R310 corridor and Plankenbrug River strip between R304 and railway line)					750 – 1000?	After current 5 year strategy?	Portion of farm at southern end could possibly be acquired and developed for mixed use, including some SH. Possible environmental, bulk and planning constraints, but unknown at this stage