

PART 2 - OBJECTIVES AND OUTCOMES

Since 1994, much emphasis has been placed on the restructuring and sustainable development of urban areas. In the planning for the Rosebank area, there was a need to reflect on needs to be delivered in terms of legislated and stated developmental principles, as well as desired outcomes at national, provincial and City levels.

Figure 5 indicates a general legislative and policy framework within which spatial planning, city-wide, regional and local, ought to operate. The Rosebank UDF cannot be seen in isolation. It fulfills a specific function in the planning and development of the City.

As part of the SDF package, it should reflect the City's response to the principles, policies and strategies as charted by national, provincial and the City government to better the lives of communities, and to promote economic and social growth and development.

The Rosebank UDF is given form and responsibility by the various regulations and directives that indicate what it should be and what it should accomplish. It is given legitimacy by being part of the City's IDP process.

In view of the above-mentioned, the UDF should take cognisance of other plans, other intentions to, for example, ensure better transport and create a sustainable environment. It should be relevant through the mechanisms of implementation – design, zoning, scale, legibility and investment decision. But even more important than these technical tools are those things which the community and people working in and for Rosebank can offer. Ultimately, the plan is only as good as the relationships between those facing the challenge of putting it into action and finding solutions that cannot always be documented or regulated.

The intention of this section is therefore not to identify and describe every piece of legislation that has a direct and indirect impact on spatial planning in the area, but rather to identify required outcomes that should be achieved in order to create compact and efficient urban form in Rosebank.

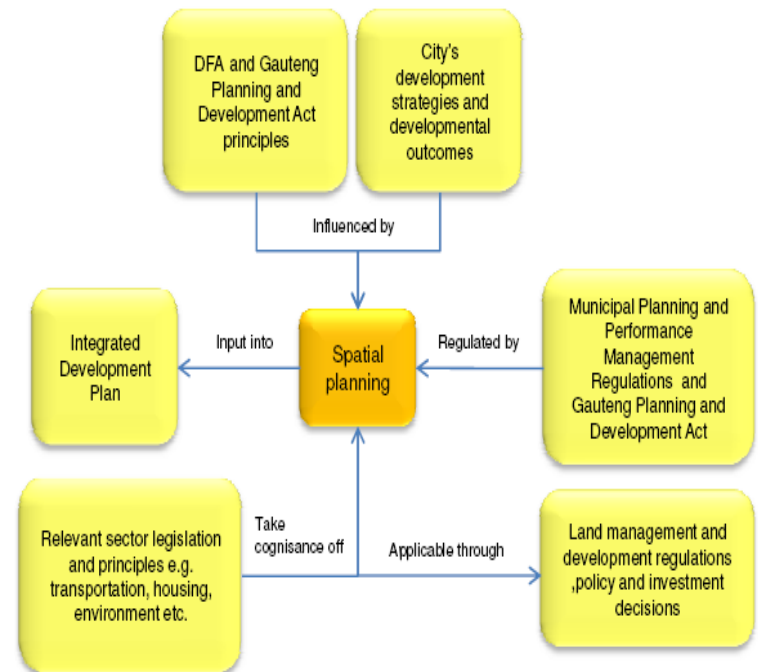


Figure 5: General Legislative and Policy Framework

The issues that will therefore be addressed include:

- National/ provincial objectives, development principles and strategies
- The City's response in terms of development objectives, principles and policies.

1. National and Provincial Development Principles and Objectives

In terms of this study, national and provincial development principles and objectives or outcomes are derived mainly from:

- the Development Facilitation Act of 1995
- the Gauteng Planning and Development Act of 2003
- Gauteng Growth and Development strategy including the Gautrain project
- the National and Provincial spatial development perspectives
- relevant transportation legislation and policy.

Table 1: National & Provincial Policy & Legislative Summary

Acts, Policies and Strategies	Principles, Objectives and Outcomes
Development Facilitation Act of 1995	<ul style="list-style-type: none"> ▪ Promote residential and employment opportunities in close proximity or integrated with each other ▪ Optimise the use of existing infrastructure including bulk infrastructure, roads , transportation and social facilities ▪ Promote a diverse combination of land uses, also at the level of individual erven ▪ Contribute to more compact towns and cities ▪ Encourage environmental sustainable land development practices
Housing : Breaking new Ground	<ul style="list-style-type: none"> ▪ Ensure that property can be accessed by all as an asset for wealth creation and empowerment ▪ Leverage growth in the economy ▪ Combat crime, promoting social cohesion and improving quality of life for the poor ▪ Support the functioning of the entire single residential property market to reduce duality within the sector by breaking the barriers between the first economy residential property boom and the second economy slump ▪ Utilising housing as an instrument for the development of sustainable human settlements, in support of spatial restructuring ▪ Promoting densification and integration ▪ Enhancing the location of new housing
Transportation: White Paper on National Transport Policy, 20 August 1996 National Land Transport Transition Act, Act of 22 of 2000 (NLTTA)	<ul style="list-style-type: none"> ▪ Priority to public transport ▪ Move away from supply (operators) driven system to a demand-riven system in terms of higher density developments ▪ Provide affordable transport to the public ▪ Integration of modes ▪ Cost-efficiency and service quality ▪ Integrate land transport with land use (integrated planning) ▪ Optimisation of available resources ▪ Needs of special category of passengers must be considered in planning ▪ All spheres of government must promote public transport.
National Spatial Development Perspective	<ul style="list-style-type: none"> ▪ Focusing economic growth and employment creation in areas where this is most effective and sustainable ▪ Supporting restructuring where feasible to ensure greater competitiveness ▪ Fostering development on the basis of local potential ▪ Addressing the spatial distortions of apartheid, - settlement development should be steered into a configuration of nodes linked to main growth centres through activity corridors.

Gauteng Planning and Development Act of 2003	<ul style="list-style-type: none"> ▪ Promote compact development ▪ Optimise the use of existing infrastructure ▪ Establish viable communities with convenient access to economic opportunities, infrastructure and social services ▪ Ensure the safe utilisation of land
Gauteng Growth and Development Strategy Gauteng Spatial Development Perspective	<ul style="list-style-type: none"> ▪ Provision of accessible, affordable, reliable, integrated and environmentally sustainable public transport system ▪ Gautrain ▪ Existing spatial concentrations of economic activity, areas showing potential for the expansion of economic activity and areas that play a supportive role in the regional economy, should be prioritised for public sector fixed investment ▪ Develop sustainable urban regions through promoting an urban form that supports greater efficiencies in land use and service provision

From Table 1 above, a set of relevant and generic development principles can be derived including:

- The development of a more compact urban form that promotes:
 - Residential and employment opportunities in close proximity to, or integrated with each other
 - A diverse combination of land uses, also at the level of individual even
 - Densification and integration
- The optimisation of the use of existing infrastructure, including bulk infrastructure, roads , transportation and social facilities
- The support and prioritisation of the development of viable and sustainable public transportation systems to provide access to opportunities
- Ensuring viable communities who have convenient access to economic opportunities, infrastructure and social services.

2. City Response

The implications of the City's response to the development principles, policies and strategies from national and provincial government for Rosebank should be assessed in terms of the City's planning processes and specifically those related to spatial and transportation planning.

The City's spatial response (the SDF and other levels of plans) to the above should be seen against the backdrop of the City's overall strategic planning processes. The SDF and associated Regional Spatial Development Frameworks (RSDFs) do not exist in isolation from other City processes or agendas. The SDF is tasked with integrating processes and agendas into a single, coherent spatial plan and strategy. The most significant factor influencing the SDF has been the continued support of the established Growth and Development Strategy (GDS) of the City.

To meet the challenge of managing and facilitating urban growth in a sustainable manner, the City has adopted a long-term Growth and Development Strategy (GDS) and a five-year IDP¹. The GDS charts the long-term strategic course, whilst the IDP maps out its medium-term path. The City's GDS is based on six Development Paradigms. These have been formally adopted and form the foundation of the City's IDP and new administrative term of the Council.

These principles are:

- Proactive absorption of the poor
- Balanced and shared growth
- Facilitated social mobility
- Settlement restructuring
- Sustainability and environmental justice
- Creative governance solutions.

¹ Joburg IDP, 2007-8

2.1 A Spatial Response

The Spatial Development Framework (SDF) is a key legislative mechanism and integral component of the GDS and IDP providing a citywide perspective of spatial challenges and interventions. The SDF and associated RSDFs seek to guide, direct and facilitate both public and private development, investment and growth within the City in a manner that will expand opportunities and contribute towards the visible upliftment of all communities in the City. Conceptually, the SDF is based on the implementation of four inter-related components, namely:

- The development and implementation of relevant citywide spatial development strategies contributing to a long-term desired spatial form i.e. the SDF's Spatial Plan and Development Strategies
- The interpretation of the citywide spatial development strategies and application of interventions at a local level i.e. RSDFs incorporating Sub-Area Development Management Tables and reflecting approved Precinct Plans / Development Frameworks
- The development of a Capital Investment Framework linking the capital budget planning process and a prioritisation model to support the spatial development strategies (i.e. the Capital Investment Framework and associated Investment Programmes, Capital Investment Management System)
- The implementation of regulatory frameworks and instruments to support the other three components (i.e. a Land Management System reflecting a single Town Planning Scheme 7 and a range of spatial and non-spatial incentives / disincentives administered by a Planning Committee and Appeal Tribunals).

Relevant to the planning and development of Rosebank is the desired urban form that is indicated in the SDF. This includes:

- Focusing development (especially higher density residential uses) in support of existing public transport infrastructure
- A Managed Hierarchy of nodes within the City
- Non-residential uses limited to existing and emerging, managed nodal points
- Increased profile of the pedestrian and public transport aspects of nodes

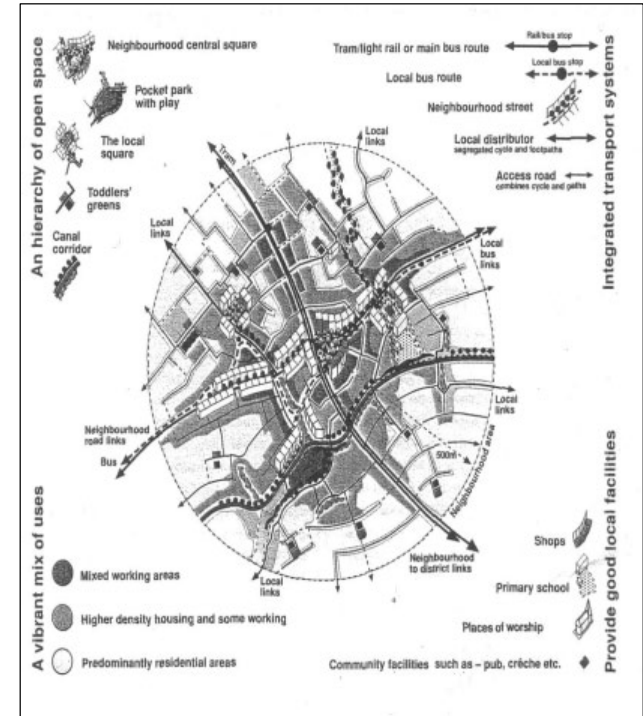


Figure 6: Spatial Plan example

- Emphasis on public space i.e. pedestrian environment, public parks and facilities
- Higher densities and clustered activities in identified strategic locations
- Co-ordinate investment in infrastructure to support densification initiatives
- Increased focus on in-fill and regeneration programmes in closer proximity to existing opportunities and infrastructure
- Range of housing typologies to support the accommodation of various needs.

The City furthermore defines a node as a well-defined and legible urban environment where highly accessible, mixed and compatible land uses are concentrated and serviced. The following attributes provide an overview of the characteristics of an 'ideal' node:

- **Land use:** Activities are clustered to achieve economic efficiency and a vibrant combination of compatible land uses.
- **Urban form:** The node is contained within a clear boundary and a recognisable core. It has a pedestrian focus but does not necessarily exclude vehicular traffic. Developments provide a fine-grain, pedestrian friendly interface. Public spaces such as parks and squares are linked to the pedestrian network.
- **Movement and transport:** The node has a strong pedestrian focus and pedestrian connectivity. Accessibility via private transport is convenient but does not dominate movement within the node. Public transport is integral to the design and functioning of the node.
- **Infrastructure and services:** Services are adequate and support the intensification and densification of the node.
- **Public amenities:** Public amenities and community and social facilities are linked to pedestrian routes and are integrated with commercial activities.
- **Management:** The node is managed as a cohesive entity and not merely as a series of separate properties, landowners and activities. Public areas are beautified and maintained as image building and unifying elements of the node.

In terms of the above description, Rosebank is defined as a regional node i.e. it is of regional significance and, serve specific sub-regional areas or large districts.

Although the SDF aims at a logical description of nodes and density, it becomes clear from the discussion in this section that there are various elements and issues to be taken into account in the promotion of densification and sensible nodal development in the Rosebank node. Some of these issues include:

- The suitability of various development controls
- The application of different housing typologies
- The management of the resulting built form at development application stage
- A true mix of land uses even on building level

- Integrated public transport
- A change in urban culture to support pedestrianisation
- Provision of sufficient and aesthetically pleasing community amenities and management issues.

The detailed implications of the above will be discussed further in the analysis, framework and implementation sections of the document.

2.2 A Transportation Response

The movement system is seen as one of the key structuring elements within the City. Cities are to a large extent 'movement economies' and the efficiency of the urban system is directly related to the efficiency of the movement system. Apart from a road-based transport system, the City has an existing passenger rail network that will be enhanced by the proposed Gautrain project (refer to Figure 7). Rail has the benefit that it can move a large number of people and that the stations can act as catalysts for development. It is acknowledged that this important structuring element is, at present, not being fully utilised. The aim of this strategy is found in a number of positive outcomes:

- To promote accessibility of communities to employment, recreation and social opportunities
- To protect the mobility function of major arterials and roads
- To support public transport
- To ensure that the movement system directly links with, and is supported by, strong high intensity nodes and higher density residential development.

The City's transportation system should furthermore support a 'compact' city structure where higher densities are promoted and urban sprawl discouraged². A compact structure will reduce costs in terms of travel times and distances, whilst furthermore providing the thresholds required for the provision of efficient public transport (and other utilities and infrastructure). The City's Integrated Transportation Plan (ITP) supports the delineation of internal development boundaries around nodes to ensure that economic activities are focused and that the infiltration of non-residential uses into residential areas is checked. The City structure and associated movement networks linking nodes needs to be clear and legible.

The SDF, however, recognises that in many of the City's older areas and suburbs, such as Rosebank, it will not be possible to develop the preferred network due to existing land-uses. Where redevelopment and

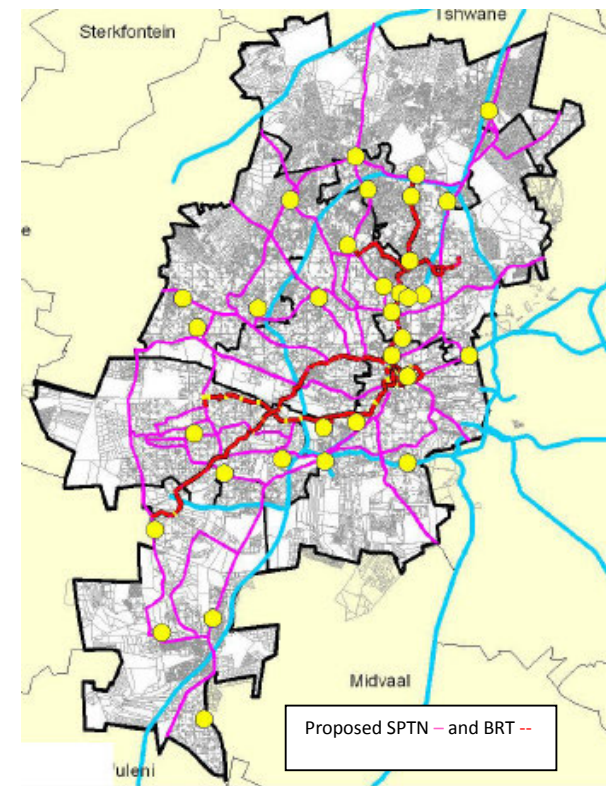


Figure 7: Gauteng Public Transport Routes

² SDF, 2007-8

expropriation opportunities do exist either now or in the future, some development of the network will prove possible.

An important element of the City's transportation planning is public transportation. In November 2006, the City approved the upgrading of its Strategic Public Transport Network (SPTN) to a Bus Rapid Transit (BRT) system. In terms of the SDF, BRT is defined as a *"high quality bus-based transit system that delivers fast, comfortable and cost-effective urban mobility through the provision of segregated right-of-way infrastructure, rapid and frequent operations, and excellence in marketing and consumer service"* (Wright and Hook, 2006 in Rea Vaya Scoping Study).

The SDF also made it clear that the BRT is not a move away from the SPTN, but a more aggressive system based on principles similar to the SPTN. Through the introduction of the BRT, the City aims to attract both the low-income public transport users and the current private car users. The City does acknowledge that the BRT will not provide a solution to *all* the transport problems experienced in Johannesburg, but will no doubt form part of the solution to these problems. BRT is expected to complement the existing rail services and even the Gautrain.

The changes that will take place between the SPTN and the BRT are:

- BRT will be based on the median of the road and not on the kerbside.
- There will be closed median stations with pre-board fare collection and verification.
- BRT will use larger vehicles to match the demand.

The detailed implications of the above will be discussed further in the analysis, framework and implementation sections of the document.

2.3 Conclusion

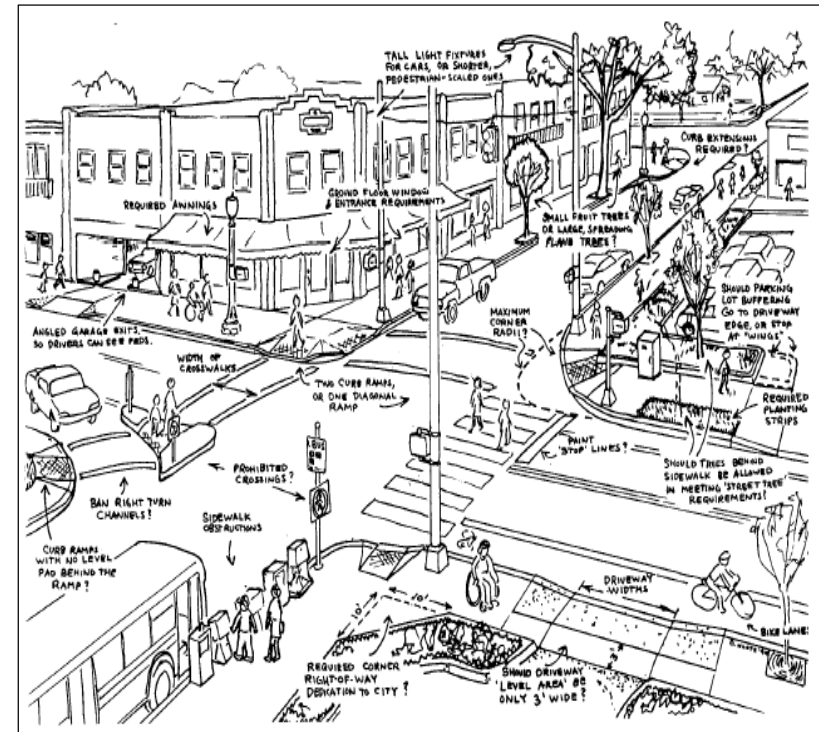
Resulting from the principle and policy discussion above is a set of objectives that starts to influence the assessment, planning and management of Rosebank. The objectives include:

- Developing a more compact urban form that promotes:
 - Residential and employment opportunities in close proximity to, or integrated with, each other
 - A diverse combination of land uses, also at the level of individual erven
 - Densification and integration
- Optimising the use of existing infrastructure, including bulk infrastructure, roads, transportation and social facilities
- Supporting and prioritising the development of viable and sustainable public transportation systems to provide access to opportunities
- Ensuring viable communities with convenient access to economic opportunities, infrastructure and social services

- Promoting and supporting sound urban management practices.

Some of the key issues that will therefore have to be assessed, where possible, in order to evaluate the current state of the Rosebank node includes:

- The level of movement of all modes of transport.
- The current mix of land uses and housing typologies and choices
- Accessibility
- Level of infrastructure and facilities provision
- Level of management of services
- Legibility
- Level of community



Portland Pedestrian Design Guide Introduction

Figure 8: Urban Design Guideline