SOUTHERN PUBLIC TRANSPORT CORRIDOR – IMPLEMENTATION FRAMEWORK

OCTOBER 2014

ETHEKWINI MUNICIPALITY,
FRAMEWORK PLANNING BRANCH

SUPPORTED BY:
Goba Hatch
WSP
# Table of Contents

## 1 Introduction

1.1 Focus of Report

1.2 Background to Initiative

1.3 Content to Implementation Framework

## 2 Densification Framework

2.1 Introduction

2.2 Proposed Sustainable Densities

2.3 The Corridor Spatial Vision

2.4 The Sub-Corridor Vision

2.5 The Application of a Sustainable Corridor

2.6 The Landuse Framework

2.7 The Combined Corridor Landuse Framework

## 3 Guidelines for Implementing Densification

3.1 Introduction

3.2 Challenges to Implementing Densification

3.3 Motivation for Densification

3.4 The International Experience

3.5 The South African Experience

3.6 The Ethekwini Strategy

3.7 Synopsis: Implementation Experience

## 4 Implementation Plan Informants

4.1 Introduction

4.2 Types of Densification

4.3 Roles and Responsibilities of Stakeholders in Implementation

4.4 Incentives for Densification

4.5 Institutional Structuring for Managing Densification

## 5 Implementation Framework

5.1 Introduction

5.2 Step 1 – Densification Corridor Planning Densification Framework

5.3 Step 2 – Packaging Pilot Projects

5.4 Step 3 – Institutional Structuring for Densification

5.5 Step 4 – Opportunity Identification

5.6 Step 5 – Implementation Planning

5.7 Step 6 – Project Packaging Pipeline

5.8 Step 7 – Promoting Densification

5.9 Step 8 – Monitoring and Review

## 6 Project Packaging Approach

6.1 Introduction

6.2 Step 1 – Project Identification

6.3 Step 2 – Land Assembly

6.4 Step 3 – Preliminary Assessment

6.5 Step 4 – Concept Development and Assessment

6.6 Step 5 – Recommendations

## 7 Monitoring and Review

7.1 Introduction

7.2 Corridor Performance Indicators

7.3 Indicators for Densification Nodes

## 8 The Southern Corridor Pilot Projects

8.1 Introduction to Pilot Projects

8.2 Assessment of the Sites

8.3 Consolidated Assessment of the Pilot Projects

8.4 Selected Pilot Projects
INTRODUCTION
1.1. FOCUS OF REPORT

The purpose of this document is to present an Implementation Framework for the Densification of the Southern Public Transport Corridor. The Implementation Framework is Phase 3a of the initiative as conceptualised in the Project Terms of Reference. The focus of this is to guide the implementation of densification and intensification of the corridor in terms of the Planning and Land Use Frameworks developed for this purpose in Phase 2.

The Terms of Reference for the project also requires this Implementation Framework to identify three Pilot Projects to be implemented with a view to testing the Frameworks developed.

1.2. BACKGROUND TO INITIATIVE

Densification and intensification is not new to the Southern Public Transport Corridor, but has been occurring over a number of decades through informal housing development, higher density residential developments, the provision of public facilities and the intensification of economic activity along the length of the corridor.

The City has prepared a Densification Strategy that suggests that densities of more than 80 housing units per hectare should be promoted in nodes linked to the Southern Public Transport Corridor. This initiative sets out to establish:

- Whether this level of density can be achieved in the Southern Public Transport Corridor; and
- If so, how this can be achieved.

The key objective as per the Terms of Reference is to develop a comprehensive densification framework for the corridor and adjacent suburbs identified. The densification framework will:

- Identify areas suitable for densification within the road and rail corridor and adjacent suburbs;
- Determine the densification alternatives (infill, intensification and urban renewal) appropriate to each corridor and relevant neighborhoods and nodes;
- Provide land use management tools at a detailed level to inform rezoning and development control regulations (as per the densification proposals put forward within the corridor) – at a block and suitable opportunity site level;
- Provide clear design guidelines to ensure sustainable densification at a block and opportunity site level;
- Assess the market appetite in relation to densification proposals to determine the existing and future take up of densification opportunities within the identified corridors;
- Test stakeholders responses to densification scenarios and their likely impacts; and
- Provide a robust analysis, and to propose innovative but practical responses and set of instruments (zoning, parking, design) at a detail level to advance implementation.
1.3. CONTENT OF IMPLEMENTATION FRAMEWORK

This Implementation Framework includes the following sections:

- Section 1: Introduction
- Section 2: The Southern Corridor Densification Framework
- Section 3: Implementation Plan Informants
- Section 4: Implementing Densification
- Section 5: Concept Nodal Densification Action Plans
- Section 6: Monitoring and Review
THE SOUTHERN TRANSPORT CORRIDOR DENSIFICATION FRAMEWORK
2.1. INTRODUCTION

The basis for the Implementation Framework for the Southern Transport Corridor is the Densification Framework developed as part of Phase 2 of the process. This section provides an overview of the Densification Framework focusing on:

- the understanding of the proposed sustainable densities developed;
- the corridor vision developed;
- the sub-corridor visions developed; and
- the translation of the visions into a land use management framework.

For more detailed information the Phase 2 Land Use Framework report should be considered.
2.2. PROPOSED SUSTAINABLE DENSITIES

The Land Use Framework Report detailed the population projections within the corridor as well as the sustainable thresholds for urban areas and public transport. Each of the sectors provides sustainable thresholds for either a sustainable community or sustainable public transport. The question remains what are the likely densities for the study area factoring in the proposed future growth?

The numbers used to calculate and determine what constitutes a ‘sustainable corridor’, have been generated from various assessments in the Densification Land Use Framework Report:

- Section 03.A details the population numbers associated with the corridor in terms of the population census data. The population is generated as per the planning units and not the project area boundary.
- Section 03.C outlined the requirements from a transport point of view for a sustainable public transport system. An average was determined between low and medium income population over two modes of transport – BRT and Train, which is specific to the Southern corridor. The numbers for which are listed below in the second box.
- Section 03.D, unpacks the elements and densities required for a sustainable urban area. These densities are identified in the first box below;
- Section 03.E, ‘Types of Densification’ (reflected in more detail in Section 4 of this report).
2.2. PROPOSED SUSTAINABLE DENSITIES (cont.)

The development of a sustainable and efficient Southern Public Transport Corridor is determined by the following factors:

- Total corridor areas = 1582 hectares;
- Total number of households in associated planning units by 2030 = 175,000 units;
- For the corridor to be viable it has been assumed that 50% of the total population identified within the planning units should be located within the study area boundary. The highest concentration of people should be located within the corridor. It is not possible to relocate the existing settlement to allow for 50% of the population to be within the corridor boundary, therefore, all new growth and development should be concentrated within the corridor boundary. The remaining 50% should be located along the feeder routes.

As per the above:

- 175,000 is the total number of people expected to live within the Southern Public Transport Corridor by 2030;
- An increase of approximately 51,000 households is expected for 2030 within the planning units that make up the Southern Public Transport Corridor;
- 50% of the expected increase is 25,500 household, which should be located within the corridor boundary;

The following calculation is based on the proposed minimum increased population within the corridor boundary, and not the total expected du/ha for the corridor. The total du/ha cannot be calculated at this stage without a detailed landuse and population survey. Therefore the following details the expected minimum increase in the corridor:

- 25,500/1582 = 16 du/ha overall density increase (all land, including undeveloped);
- 16 du/ha x 2 = 32 du/ha gross density increase (identifying residential and associated land only);
- A factor of 1.25 if used to calculate net density (1.25 is the difference between gross and net), therefore the net density is a minimum of 40 du/ha increase, to the existing residential density.

The assessment therefore illustrates and emphasises that to generate a sustainable corridor we do not require densities in excess of 150 du/ha, (gross) but a sustainable community requires a gross density of 24 du/ha. Likewise sustainable public transport for this corridor can run defiently at 41 du/ha.

<table>
<thead>
<tr>
<th>SUSTAINABLE COMMUNITIES – URBAN AREAS</th>
<th>SUSTAINABLE PUBLIC TRANSPORT</th>
<th>INCREASED GROWTH PROJECTION</th>
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<tbody>
<tr>
<td>GROSS</td>
<td>24 du/ha</td>
<td>32 du/ha</td>
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<tr>
<td>NET</td>
<td>30 du/ha</td>
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<td>51 du/ha</td>
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</tbody>
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|                                           |                             | 41 du/ha                    |
|                                           |                             | NET                         |
|                                           |                             | 41 du/ha                    |
2.2. PROPOSED SUSTAINABLE DENSITIES (cont.)

The densities are therefore not unachievable, it is about creating sustainable communities serviced by public transport in the correct locations.

This section has explicitly outlined that Densification is more than a ‘numbers game’. Densification required the collaboration between a diverse set variables, such as the development of sustainable communities, the reliability on sustainable public transport, infrastructure provisions, government backing and policy, to name a few, to guide the process appropriately. The approach requires the policy makers and decision makers in the City to unite, consolidate resources and adopt a ‘big bang’ approach for the development and implementation of this strategy.

Spatial planning should not be prescribed by infrastructure limitations and policy led decision-making. Spatial planning needs to escape the existing planning vortex and be driven by an action led agenda

Densification is also greater than one principle or application of policy, it needs to be embedded within a wider city argument of creating a ‘Sustainable City’.

This will require a fundamental shift and change to the current planning approach adopted currently. It will require the support of a ‘Bigger Plan’.

The proposed vision and proposed densities identified in the above form part of a detailed study and position paper prepared. Its not a leap of faith, rather the implementation of a clear plan and vision prepared with insight from the Curitiba case study.

Adopting this wider development vision and cohering various initiatives will assist in creating the sustainable city outlined.

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2.3. THE CORRIDOR SPATIAL VISION

The Study Area refers to the Southern portion of the eThekwini Municipality, specifically the South Durban Basin. The project study area extends from the Durban CBD to Isipingo and inland to Umlazi along the Mangosuthu Highway. The major components of the vision for the development of the area are reflected on below.

- **STRUCTURING ELEMENTS**: Major structuring elements along the eThekwini Municipality south coast is the national mobility route, the N2 as well as the M4 highway. The N2 provides the only direct north/south link between KwaZulu-Natal and the Eastern Cape. The N2 and M4 provides the basic structure for the Southern Public Transport Corridor.

- **MAJOR INTERVENTIONS**: A second major structuring element along the eThekwini Municipality south coast is the Port of Durban and the entire Back of Port zone. The future redevelopment and expansion of the existing Durban Harbour as well as the introduction of the Dig-Out Port, at the old Airport site, will have major restructuring emphasis on the southern corridor.

- **IRPTN AND RAIL**: The introduction of the IRPTN system (both rail and rail) establishes meaningful connections from the in-land suburbs to the main line N2 and M4 corridor, connecting the hinterland to the CBD.

- **COMPLEMENTARY AND FEEDER ROUTES**: The main IRPTN rail and road network is accompanied by a series of complementary and feeder routes. These routes provide an intricate web throughout the suburbs connecting the inner suburbs to the main IRPTN stations and routes.

- **GREEN INFRASTRUCTURE**: Creating a meaningful network will enhance and restore the open space system within the Southern Public Transport Corridor as well as the Durban CBD as a whole, and uplift the existing environmental condition of the South Durban Basin area.

2.4. THE SUB-CORRIDOR VISIONS

A clear and distinct densification vision was developed for each of the sub-corridors forming part of the Southern Public Transport Corridor.

**UMBILO SUB-CORRIDOR - CBD EXTENSION, REDEVELOPMENT ACTIVITY CORRIDOR**

It is envisaged that the Umbilo sub-corridor becomes an extension of the existing CBD. The redevelopment of the Umbilo stripe will allow for a powerful, mixed use, high density activity corridor.

**CLAIRWOOD / MEREBANK SUB-CORRIDOR – LOGISTICS HUB**

The Clairwood sub-corridor presents opportunities for urban renewal with a focus on high quality business and logistics hub. The Clairwood area is a strategic sub-corridor as it is the convergence for three IRPTN corridors – the C2, C4 and C5 corridors. This sub-corridor also presents two unit opportunities to develop two full TOD type development around the Clairwood and Montclair stations.

**ISIPINGO / REUNION SUB-CORRIDOR – HIGH QUALITY BUSINESS AREA**

The Isipingo sub-corridor will see significant change with the development of the Dig-Out Port. In response to the Dig-Out Port the Isipingo zone will provide a strong commercial and high quality business precinct.

**UMLAZI SUB-CORRIDOR – POWERFUL DENSITIES**

The Umlazi corridor will consist of the highest residential densities within the Southern Public Transport Corridor. The area is primarily residential in nature, however the plan envisages a high density residential corridor consisting of no informal settlements and clusters of high intensity mixed uses nodes located at strategic points within the sub-corridor.
2.5. THE APPLICATION OF A SUSTAINABLE CORRIDOR

SPATIAL VISION
2.6. THE LANDUSE FRAMEWORK

2.6.1. UMBILO SUB-CORRIDOR ZONING FRAMEWORK
2.6. THE LANDUSE FRAMEWORK

2.6.2. CLAIRWOOD/MERE BANK SUB-CORRIDOR ZONING FRAMEWORK
2.6. THE LANDUSE FRAMEWORK

2.6.3. ISIPINGO/REUNION SUB-CORRIDOR ZONING FRAMEWORK
2.6. THE LANDUSE FRAMEWORK

2.6.4. UMLAZI SUB-CORRIDOR ZONING FRAMEWORK
2.7. THE COMBINED CORRIDOR LANDUSE FRAMEWORK
GUIDELINES FOR IMPLEMENTING DENSIFICATION
3.1. INTRODUCTION

The implementation of densification takes place within the context of the local situation, but also against the backdrop of other global and local densification initiatives providing guidelines for the implementation of densification in the Southern Public Transport Corridor. This section firstly considers key challenges facing densification in the corridor and then motivates why, despite these challenges, it is important for eThekwini to continue pursuing the densification agenda.

Based on the understanding of the challenges and opportunities relating to densification some guidelines for the implementation of densification developed on the international, national and metropolitan levels are presented.

The section concludes with an extract from the 2013 City Densification Strategy of eThekwini reflecting specifically on the strategy for densification.

3.2. CHALLENGES TO IMPLEMENTING DENSIFICATION

Historically there has been limited focus on the densification and intensification of land uses in existing built up areas as this presents a range of challenges. Generally greenfields on the periphery or on vacant sites within the current urban structure have been the focus for densification initiatives.

Based on the earlier assessments of the potential for densification within the SPT Corridor it is evident that the process of densification still presents a number of challenges to urban development practitioners. The most obvious challenges within the corridor include:

- Absence of larger parcels of vacant land linked to corridor: There are no large parcels of land presenting redevelopment opportunities through which densification can be achieved. Any densification or intensification will therefore have to happen through a brownfields redevelopment process.
- The value of well-located properties in the corridor is relatively high: Through an assessment of recent sales data it was confirmed that prices for industrial and residential units in the study area are not low and this will impact on the feasibility of redevelopment. The acquisition of one or a number of properties for redevelopment may therefore present a challenge for project feasibility.
- The relatively low cost of public transport from for example Umlazi to CBD: Using Umlazi residents as an example, it became apparent through the research process for this initiative that the cost of public transport from Umlazi to for instance Berea Station will not be considerably more than the cost from areas located closer to the end destination. The degree to which commuters will pay a premium on residing closer to work will therefore not be substantial.
3.2. CHALLENGES TO IMPLEMENTING DENSIFICATION (cont.)

- Substantial community resistance to densification should be anticipated: Based on findings from participation programmes in the Berea area regarding minor proposed adjustments to the planning scheme it is noted that resistance to densification should be anticipated if advantages of such a process cannot be clearly illustrated to local residents (this will specifically be the case in the Umbilo section of the Corridor).
- Infrastructure constraints may limit levels of densification that can be achieved: The capacity of infrastructure in the corridor to accommodate densification will have to be investigated on a project by project basis.
- The institutional mind-set to support densification has not been established as yet: The concept of densification is relatively new within the eThekwini Municipal structure and a strong mind-set to support such processes has not been established.

3.3. MOTIVATION FOR DENSIFICATION

Despite the above highlighted challenges there remains adequate evidence that residential densification and employment intensification along key public transport corridors in eThekwini is essential. Importantly, urban areas should not be viewed as areas that are static, but rather as areas that continue to grow and take shape as the requirements of specifically users change with the introduction of new technologies and approaches to urban living.

Added motivation for densification is that few urban environments have an intrinsic quality that will see it retaining its value and condition over an extended period of time without focussed interventions. Investment and redevelopment are required in order for property values to be retained or grown.
3.4. THE INTERNATIONAL EXPERIENCE

Three diverse international examples of corridor development are found in Curitiba (Brazil), the Thames Gateway in London and the revitalisation of deteriorating retail strip corridors in North America.

IMPLEMENTING DENSIFICATION IN CURITIBA

Curitiba is described by Marrian as “...the most famous of the corridor-initiatives is to be found in the internationally-acclaimed Brazilian city of Curitiba”. It is noted specifically that in this corridor the integration between “...land use and transport has been almost perfected by making use of a bus-based corridor-system that has been in operation for more than twenty-five years”. However, Marrian (undated) suggests that the Curitiban model may not be replicable elsewhere and specifically in the South African situation as it “...was set up with a very strong hand at a time of military dictatorship in Brazil and is, even today, in a more democratic environment, strongly controlled by the local authority” (Marrian - undated).

CORRIDOR BROWNFIELDS REDEVELOPMENT IN LONDON

The Thames Gateway in London is an area of land stretching some 70 kilometres. It has been designated a “national priority for urban generation”. This is a major corridor initiative with the focus on brownfields redevelopment. The development of the Thames Gateway Corridor was intended to be delivered through regional development agencies, special purpose development corporations and local partnerships. One of the key agencies in this re-development programme was the London Thames Gateway Development Corporation. However, in 2010 the government announced plans to reform public bodies and these included the abolishment of the Corporation and the devolvement of its functions to mainly Local Government bodies, this included the transfer of assets and planning powers.
3.4. THE INTERNATIONAL EXPERIENCE (cont.)

REVITALISATION OF RETAIL STRIP CORRIDORS

The revitalisation of deteriorating retail strip corridors has become an important focus in specifically the North American context. A document, “Restructuring the Commercial Strip”, highlights specifically the critical role of local government in these redevelopment processes. The roles of local government are amongst other described as being the following:

- Convener of the public process
- Regulator of land use and development
- Sponsor of capital improvements
- Collaborator in other agencies’ decisions
- Managing interdepartmental and interdisciplinary collaboration
- Orchestrating community participation

All of the above examples can be further engaged with to inform the implementation of densification in eThekwini Corridors.

3.5. THE SOUTH AFRICAN EXPERIENCE

In the South African context major cities have considered densification. Both Cape Town and Tshwane established broad implementation strategies for densification.

The Cape Town approach to “making densification happen” suggests the following steps for the implementation of the densification proposals:

- Incorporate proposals into SDF, DSDPs and local density plans
- Prepare a communication strategy
- Ensure good results
- Ensure regulatory support, incl.
  - the schedule of standards and guidelines for the provision of public facilities and amenities
  - public parking policy
  - the introduction of municipal rates rebates and/or penalties which encourage densification
- review of the developer contributions policy
- set up a monitoring and evaluation system

In the case of Tshwane the chapter on implementation of the densification strategy deals with the following:

- The Role of Regional Spatial Development Frameworks
- Direct Public Investment and Budget Alignment
- Incentives and Disincentives
- Monitoring and Evaluation
- Targets and Timeframes
GUIDELINES FOR IMPLEMENTING DENSIFICATION

3.6. THE ETHEKWINI STRATEGY

The eThekwin Densification Strategy proposes a three-pronged approach to densification. It is indicated that the approach “...recognises that densification interventions and tools need to occur across a range of planning and implementation scales”. This includes a:

- TARGETED APPROACH: Generic small operational interventions
- SYSTEMIC APPROACH: Large scale policy and institutional changes
- EXPERIMENTAL APPROACH: Test cases and pilot projects

It is suggested that “each approach address densification from a slightly different perspective, but all have the same target in mind”. The various approaches are expanded on as follows.

**TARGETED APPROACH**

A targeted approach to densification involves generic small operational interventions that can readily unlock densification in areas that eThekwin wishes to promote higher density (and/or intensity) development.

**POLICY AND REGULATION**

- Encourage dual occupancy of sites (e.g. sectional title developments)
- Encourage subdivision of sites
- Fast-track and stream-line development application processes in target areas

**GOVERNANCE**

- Provide good urban management
- Support the establishment of Urban Improvement Precincts (UIPs)
- Ensure safety and security
- Ensure high levels of operations and maintenance of the public realm
- Enforce bylaws and development controls

**MARKETING**

- Communicate existing opportunities to densify to property owners
- Communicate how to realise additional development rights to property owners

**SYSTEMIC APPROACH**

A systemic approach to densification involves large-scale policy and institutional changes that will affect the whole of the municipal area, or large portions of it.

**POLICY AND REGULATION**

- All levels of municipal plan should contain clear and consistent policy statements and density targets
- Identify density priority zones
- Identify prerequisites for density to be released
- Prioritise density nodes
- Set minimum net density targets
- Place a moratorium on new rights where infrastructure is limited
- Enforce the urban development line
- Introduce the concept of the Transfer of Development Rights
- Relax land use controls in specific areas i.e. Coverage, FAR, minimum erf sizes, building lines
3.6. THE ETHEKWINI STRATEGY (cont.)

- **Encourage greater mixes of land use**
- **Reduce standards i.e. parking, road widths**
- **Development of design controls**

**FISCUS**
- **Toll major mobility corridors**
- **Provide inexpensive, serviced land for high density development in priority zones**
- **Provide rates holidays for developers who develop high density developments in priority areas**
- **Discount municipal servicing costs in priority areas**
- **Implement a spatially variable development levy**
- **Secure additional subsidies to deliver high quality, high density social housing**
- **Tax underdevelopment properties in priority areas**

**FINANCE**
- **Developer pays for infrastructure requirements in areas where density is not prioritised**
- **Provide tax credits to developers of high density developments**
- **Municipality brokers a high density finance package for developers which includes favourable interest and lending rates and provides development loans**
- **Municipality negotiates red-lining policy of banks**

**DIRECT PUBLIC INVESTMENT AND BUDGET ALIGNMENT**
- **Alignment budgets with density priority zones**
- **Invest in infrastructure capacity ahead of high density development**
- **Upgrade public environments in density nodes**
- **Provide additional social and recreation facilities in high density areas**
- **Provide an efficient, high-quality public transport service in specific focus areas**

**GOVERNANCE**
- **Set-up partnerships to deliver density**

**MARKETING**
- **Communicate long term density plans to residents of eThekwini**
- **Make use of branding and place-making to market new high density areas**
- **Publish success stories**

**EXPERIMENTAL APPROACH**

An experimental approach to densification involves pilot studies and experimental interventions in order to test the outcomes of particular implementation tools and/or interventions. Such an approach would assist in limiting unintended consequences across the entire municipal area.

**POLICY AND REGULATION**
- **Prepare Precinct Plans and Urban Design Frameworks for pilot areas e.g. Warwick Junction, Block AK, Cornubia**
- **Reduce parking standards in high priority target areas**
- **Experiment with housing forms, mixes of land use, heights etc. on a project by project basis**

**GOVERNANCE**
- **Investigate alternative management options for high density developments e.g. share block, institutional ownership, sectional title**
3.7. SYNOPSIS: IMPLEMENTATION EXPERIENCE

From considering the international and national case studies of implementing corridor development and densification processes the following is concluded:

- Local government has an active role to fulfil in corridor development and densification processes, i.e. it is not just about scheme adjustments;
- In some cases agencies have been established to drive the implementation of corridor development programmes, but as was noted in the case of the Thames Gateway this may not always be successful;
- The importance of a communication strategy is stressed specifically in the Cape Town example;
- Incentives and/or disincentives appears to be a strong component of most of the proposed densification strategies;
- Public sector investments are viewed as an important component of the strategies;
- Both the Cape Town and Tshwane strategies establish monitoring and evaluation systems;
- Specifically for this current initiative the eThekwini Densification Strategy supports the “experimental approach”, the focus of this initiative, and then make a number of useful suggestions in terms of the options to be considered for densification.
IMPLEMENTATION PLAN INFORMANTS
4.1. INTRODUCTION

There are a number of basic informants that will in future guide the planning for, and the actual implementation of, densification processes. As an initial step in implementation planning three key informants have been identified. The three key informants for implementation planning are:

- **Types of opportunities:** It is suggested that different types of nodes will be dealt with differently in terms of densification models to be applied. The models applied will relate to the size of the nodes, the potential impact of the node on densification and the extent of opportunities in the node. An overview of the models for densification is provided.

- **Roles and responsibilities:** A number of stakeholders need to work together in order to achieve densification in the urban context. A clear definition of roles and responsibilities will therefore be a basic informant of implementation planning.

- **Incentives for densification:** A range of incentives can potentially be used to support densification. Recommendations on the type of incentives to be considered in eThekwini is already reflected on and supported in the eThekwini Densification Strategy, however, a lot of work still needs to be done to make this a reality.

A fourth consideration in implementation planning will be the institutional structuring for implementation. This is a process which is assumed to be currently underway as part of the implementation of the eThekwini Densification Strategy.

4.2. TYPES OF DENSIFICATION

Within the context of the Southern Public Transport Corridor there are various types of densification to be considered. Previous explorations identified six typical models for specifically residential densification. The models include:

- Township/ Suburban layout;
- Row/ Duplex housing;
- City Block: Medium density walkup, 4 storey;
- City Block: Medium density flat, 8 storey;
- City Block: High density flat, 12 storey;
- City Block: High density flat, 20/12 storey.
4.2. TYPES OF DENSIFICATION (cont.)

**TOWNSHIP/SUBURBAN**

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<th>Unit Size: 4 x 6m = 48m²</th>
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<td>Net Area</td>
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<tr>
<td>Number of Units</td>
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<td>Gross Density</td>
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<tr>
<td>Net Density</td>
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<td>Bulk</td>
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<td>Parking (on site)</td>
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**ROW/DUPLEX HOUSING**

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<td>F.A.R</td>
<td>0.4</td>
<td></td>
</tr>
<tr>
<td>Parking (on site)</td>
<td>1 Bay per site = 72 Bay in Total</td>
<td></td>
</tr>
</tbody>
</table>
4.2. TYPES OF DENSIFICATION (cont.)

CITY BLOCK: HIGH DENSITY FLAT 12 STOREY

<table>
<thead>
<tr>
<th>Drawing Notes:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unit Size: 6 x 10m = 60m²</td>
</tr>
<tr>
<td>Gross Area</td>
</tr>
<tr>
<td>Net Area</td>
</tr>
<tr>
<td>Number of Units</td>
</tr>
<tr>
<td>Gross Density</td>
</tr>
<tr>
<td>Net Density</td>
</tr>
<tr>
<td>Bulk</td>
</tr>
<tr>
<td>F.A.R</td>
</tr>
<tr>
<td>Parking (on site)</td>
</tr>
</tbody>
</table>

CITY BLOCK: HIGH DENSITY FLAT 20/12 STOREY

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Unit Size: 6 x 10m = 60m²</td>
</tr>
<tr>
<td>Gross Area</td>
</tr>
<tr>
<td>Net Area</td>
</tr>
<tr>
<td>Number of Units</td>
</tr>
<tr>
<td>Gross Density</td>
</tr>
<tr>
<td>Net Density</td>
</tr>
<tr>
<td>Bulk</td>
</tr>
<tr>
<td>F.A.R</td>
</tr>
<tr>
<td>Parking (on site)</td>
</tr>
</tbody>
</table>
4.2. TYPES OF DENSIFICATION (cont.)

**CITY BLOCK: MEDIUM DENSITY WALKUP 4 STOREY**

<table>
<thead>
<tr>
<th>Description</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unit Size: 6 x 10m</td>
<td>60m²</td>
</tr>
<tr>
<td>Gross Area</td>
<td>12 480m²</td>
</tr>
<tr>
<td>Net Area</td>
<td>9 936m²</td>
</tr>
<tr>
<td>Number of Units</td>
<td>384</td>
</tr>
<tr>
<td>Gross Density</td>
<td>310 du/ha</td>
</tr>
<tr>
<td>Net Density</td>
<td>387 du/ha</td>
</tr>
<tr>
<td>Bulk</td>
<td>11 520m²</td>
</tr>
<tr>
<td>F.A.R</td>
<td>2.3</td>
</tr>
<tr>
<td>Parking (on site)</td>
<td>Structured Parking, 2.5 Levels, 1 Bay per Unit = 384 Bays</td>
</tr>
</tbody>
</table>

**CITY BLOCK: MEDIUM DENSITY FLAT 8 STOREY**

<table>
<thead>
<tr>
<th>Description</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unit Size: 6 x 10m</td>
<td>60m²</td>
</tr>
<tr>
<td>Gross Area</td>
<td>12 480m²</td>
</tr>
<tr>
<td>Net Area</td>
<td>9 936m²</td>
</tr>
<tr>
<td>Number of Units</td>
<td>384</td>
</tr>
<tr>
<td>Gross Density</td>
<td>310 du/ha</td>
</tr>
<tr>
<td>Net Density</td>
<td>387 du/ha</td>
</tr>
<tr>
<td>Bulk</td>
<td>23 040m²</td>
</tr>
<tr>
<td>F.A.R</td>
<td>2.3</td>
</tr>
<tr>
<td>Parking (on site)</td>
<td>Structured Parking, 2.5 Levels, 1 Bay per Unit = 384 Bays</td>
</tr>
</tbody>
</table>
4.3. ROLES AND RESPONSIBILITIES OF STAKEHOLDERS IN IMPLEMENTATION

In order to implement densification strategies it is necessary to have clarity on the roles and responsibilities of different stakeholders in such processes. Roles and responsibilities in the implementation of the densification in the SPT Corridor will have to be aligned with approaches adopted for eThekwini as a whole. A preliminary set of roles and responsibilities are, however, reflected in the table that follows.

In order to obtain the support of the various stakeholders communication processes, relating to the implementation of the Densification Strategy, will have to be considered. If the intentions of the densification strategy cannot be conveyed clearly to the various stakeholder groups the strategy have a limited potential for success.

<table>
<thead>
<tr>
<th>ORGANISATION</th>
<th>RESPONSIBILITY</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ETHEKWINI</strong></td>
<td></td>
</tr>
<tr>
<td>Framework Planning Branch</td>
<td>Placing densification high on the strategic planning agenda. Providing guidance for the implementation of densification.</td>
</tr>
<tr>
<td>Land Use Management</td>
<td>Support the development of land use management systems facilitating densification.</td>
</tr>
<tr>
<td>eThekwini Transport Authority</td>
<td>Providing an integrated transport system that supports densification (and that will also benefit from densification)</td>
</tr>
<tr>
<td>Economic Development Unit</td>
<td>Facilitate strategic investments in key nodes</td>
</tr>
<tr>
<td>Treasury / Real Estate</td>
<td>Budgeting for land acquisition and related capital spending Developing and managing incentives Acquiring land for densification initiatives</td>
</tr>
<tr>
<td>Housing</td>
<td>Supporting and actively participating in all residential densification processes, specifically in areas where housing subsidies can be accessed from government</td>
</tr>
<tr>
<td>Line function departments</td>
<td>Ensuring appropriate infrastructure capacity in city networks to accommodate the proposed densification</td>
</tr>
<tr>
<td><strong>OTHER GOVERNMENT INSTITUTIONS</strong></td>
<td></td>
</tr>
<tr>
<td>PRASA</td>
<td>Providing adequate rail services Maintaining and upgrading stations as required</td>
</tr>
<tr>
<td>Government Departments</td>
<td>Provision of appropriate facilities with capacity to deal with increased densities</td>
</tr>
<tr>
<td><strong>COMMUNITY / PRIVATE SECTOR</strong></td>
<td></td>
</tr>
<tr>
<td>Local Landowners</td>
<td>Support densification processes</td>
</tr>
<tr>
<td>Community</td>
<td>Support densification processes</td>
</tr>
<tr>
<td>Developers</td>
<td>Support densification processes</td>
</tr>
</tbody>
</table>
4.4. INCENTIVES FOR DENSIFICATION

4.4.1. CONSIDERING INCENTIVES

Until such time as the principles of densification, and the advantages to all sectors involved in densification, are firmly established in the development planning arena, densification will not occur without support and encouragement from the eThekwini Municipality. As noted earlier, greenfields land is still available for a range of development opportunities in the larger eThekwini, in Conurbia and areas to the north of eThekwini, as well as to the west, but to a lesser extent in the south. It is therefore unlikely that the market will invest in brownfields redevelopment if the advantages of densification are not clearly understood. This process can, however, be supported through offering inducements / incentives for densification initiatives in the SPT Corridor. Such incentives will form part of a eThekwini-wide incentives package aimed at supporting densification.

It is further anticipated that there will also have to be a set of incentives in place to attract users / residents to the areas to be densified as reduced transport costs alone may not be enough to suggest to public transport users to pay a premium and relocate.

Some of the incentives to be considered in attracting investment and people to specific nodes for densification are listed below and is also discussed and promoted in the eThekwini Densification Strategy.

4.4.2. INCENTIVES FOR INVESTMENT

Broad distinction can be made between direct and indirect incentives. Direct incentives could potentially include:

- Special rating areas in terms of rating policy
- Additional development rights (zoning)
- Relaxation on requirements (e.g. parking, building lines etc.)
- Fast tracking of development applications
- Transfer of Development Rights
- Making land available

Indirect incentives would potentially include:

- An upgraded public environment
- Improved transport systems
- Improved stations

Disincentives to investment elsewhere can also be applied in order to facilitate densification in certain areas. Examples of disincentives will be:

- Moratoriums on new rights
- Suspending infrastructure provision in areas on the periphery

It is evident from the listing of the incentives that the incentives cannot be applied ad hoc to specific locations as it will complicate the administration thereof. It will be essential that a clear package of incentives be developed on a municipal level. This package of incentives can then be applied in specific corridors such as the SPTC.
4.4. INCENTIVES FOR DENSIFICATION (cont.)

4.4.3. INCENTIVES FOR ATTRACTING USERS / RESIDENTS

In terms of attracting users / residents to direct and indirect benefits can also be identified.

A “direct” incentive that will attract residents to higher density areas will be well located reasonably priced housing. “Indirect” incentives that will draw people to these areas will include amongst others:

- Upgraded public environment;
- Improved transport systems; and
- Improved stations.

4.5. INSTITUTIONAL STRUCTURING FOR MANAGING DENSIFICATION

Considering the different types of nodes, the roles and responsibilities of stakeholders and specifically the implementation of the incentive scheme, it is evident that implementing densification will require that institutional capacity is identified or established to manage the process.

Three possible approaches can be followed in order to establish appropriate institutional capacity to deal with the implementation of densification strategies. The approaches are:

- Business as usual: Each branch or sector department continues to manage projects in the Corridor as per usual. No alternative structures or additional capacity is created for this purpose.

- Task team: In this approach key people from key departments will serve on a Task Team that meet on a regular basis to monitor implementation of Corridor / Densification initiatives and to ensure that specific responsibilities assigned are implemented. Depending on the extent of the work in a specific corridor or an area specific task team could be established.

- Separate unit: A separate unit (e.g. ABM structure) is established to manage densification in specific corridors or areas. This unit will be responsible for coordinating the activities of the various line departments in the corridor, but internal sector specific capacity will be established in such a unit.
IMPLEMENTATION FRAMEWORK
5.1. INTRODUCTION

Based on the preceding sections this section presents the proposed Implementation Framework for the Densification of Southern Public Transport Corridor. The Framework has been broken down into eight steps. The current planning initiative represents Step 1 of the process which is then also the logical starting point for any corridor densification process.

The eight steps focused on are:

- Step 1: Developing Corridor Planning Densification Framework
- Step 2: Packaging the Pilot Projects
- Step 3: Institutional Structuring for Densification
- Step 4: Opportunity Densification
- Step 5: Implementation Planning
- Step 6: Project Packaging Pipeline
- Step 7: Promoting Densification
- Step 8: Monitoring and Review

The steps are not necessary sequential and may overlap depending on the specific situation.

5.2. STEP 1 - DEVELOPING CORRIDOR PLANNING DENSIFICATION FRAMEWORK

The first step in implementing the Densification Strategy of the City in a specific corridor will be to develop a Corridor Densification Framework. This Corridor Densification Framework has been developed in Phase 2 of the current initiative and included the following key components:

- Status Quo
- Vision
- Densification Framework
- Land Use Framework
- Implementation Framework

The Corridor Densification Framework is a necessary component to amongst other things:

- develop an understanding of the densification potential among stakeholders;
- facilitate the coordinated implementation of densification; and
- identify a starting point for densification processes in the corridor.

It is believed that the above has been achieved through the development of the Corridor Densification Framework for the Southern Public Transport Corridor.

(Refer also to Section 2 of this report for an Overview of the Framework)
5.3. STEP 2 - PACKAGING PILOT PROJECTS

Densification of existing transport corridor and other developed urban areas is a relatively new concept in eThekwini. To date the focus of investors has primarily been on expanding the city development footprint through new greenfields developments. Redevelopment of brownfields land has generally not been aimed at furthering densification. For this reason it would be necessary for the City to take the lead and demonstrate to public and private sector investors as to the potential opportunities for densification.

The identification of pilot projects in the Southern Public Transport Corridor is then specifically aimed at:

- showcasing alternative approaches to densification;
- confirming the commitment of the city to the implementation of the Densification Framework;
- developing a better understanding of the challenges and opportunities that will be encountered in densification processes.

The approach followed to the identification and selection of the pilot projects is reflected in Section 8 of this Implementation Framework.

This document represents a first attempt at developing an implementation based on the outcome of the Council approval processes and the findings emanating from the pilot project assessments the Corridor Densification Framework will be updated.

05 IMPLEMENTATION FRAMEWORK

5.4. STEP 3 - INSTITUTIONAL STRUCTURING FOR DENSIFICATION

In line with the recommendations from the eThekwini Densification Strategy to “coordinate, integrate and align activities and energies of all key stakeholders” it is proposed that an institutional structure to manage Densification processes in the City, and more specifically the Southern Public Transport Corridor, must be established. Without a committed group of people driving the implementation of densification in the City it is unlikely that the approach will achieve the ‘traction’ necessary to transform the spatial structure of the City.

As earlier indicated three possible approaches can be followed in order to establish appropriate institutional capacity to deal with the implementation of densification strategies. The approaches are:

- Business as usual: Each branch or sector department continues to manage projects in the Corridor as per usual. No alternative structures or additional capacity is created for this purpose. This approach is not considered an option if it is to be ensured that densification is achieved in the corridor.

- Task team: In this approach key people from key departments will serve on a Task Team that meet on a regular basis to monitor implementation of Corridor / Densification initiatives and to ensure that specific responsibilities assigned are implemented. Depending on the extent of the work in a specific corridor or area a corridor/area specific task team could be established.

- Separate unit: A separate unit (e.g. ABM structure) is established to manage densification in specific corridors or areas. This unit will be responsible for coordinating the activities of the various line departments in the corridor, but internal sector specific capacity will be established in such a unit.
5.5. STEP 4 - OPPORTUNITY IDENTIFICATION

The Densification Framework identified a number of opportunities to be considered for densification initiatives in the corridor. The identified initiatives presents a starting point for establishing a database of densification opportunities.

Within the guidelines presented in the Densification Framework, as well as based on the lessons learnt from the pilot projects, further densification opportunities to be pursued in the short to medium term must be identified.

The process for assessing the identified pilot projects already identifies key criteria to be used in the opportunity identification process, viz.:

- Accessibility;
- Land Availability and Ownership;
- Densification Opportunity Offered (Extent and Relevance); and
- Intensification Opportunities.

Other criteria to be considered in the opportunity identification process include:

- The cost of the land (if not Council owned);
- The current zoning and development parameters;
- The market to be targeted with the development of a specific site.

Densification opportunity identification and the making available or making known of the opportunities will be an ongoing responsibility of the team tasked with promoting densification in the city.

5.6. STEP 5 - IMPLEMENTATION PLANNING

From a City perspective Implementation Planning will focus on four aspects, viz.

- Budgeting for implementation;
- Reviewing of the planning scheme;
- Land acquisition; and
- Infrastructure upgrading.

**BUDGETING FOR IMPLEMENTATION:** Based on the short to medium term opportunities identified budget for implementation of densification programme. Budgeting will potentially include funding for Planning scheme review, Project packaging, Land acquisition, Infrastructure upgrading and Promoting Densification.

**REVIEW OF PLANNING SCHEME:** A Land Use Framework has been proposed as part of the Densification Framework. In order for densification in the corridor to be facilitated the Planning Scheme in which the corridor is located must be reviewed (alternatively development applications will have to be considered in terms of scheme amendment or rezoning processes which can be time consuming.

**LAND ACQUISITION:** It is recommended that the City should be pro-active in the identification and acquisition of land for purposes of densification (through a land-banking process). Budgeting for such a process will relate to the type and extent of the opportunities identified in in previous steps.

**INFRASTRUCTURE UPGRADING:** Potential capacity constraints in terms of infrastructure has already been identified and will be further clarified once a more comprehensive list of opportunities for densification has been developed. The pro-active improvement of infrastructure capacity should be budgeted for as infrastructure availability will facilitate densification.
5.7. STEP 6 - PROJECT PACKAGING PIPELINE

The following project packaging process is proposed:

• Step 1: Project Identification
• Step 2: Land Assembly
• Step 3: Preliminary Assessment
• Step 4: Development Concept
• Step 5: Recommendations

This phased approach will be tested in the pilots for the Southern Public Transport Corridor.

(See Pilot Project discussion for more details on process)

5.8. STEP 7 - PROMOTING DENSIFICATION

COMMUNICATION / PROMOTION

In the City Densification Strategy some emphasis is placed on the need to actively promote densification through communication with key stakeholders in the process. Distinction in this regard can be made between internal and external communication.

• Internal communication will be focused on ensuring that relevant eThekwini line departments actively participate in and support densification processes. A listing of those departments with a potential role to fulfil in densification is reflected in earlier sections.
• External communication regarding densification processes will be focussed on specifically developers / investors and communities or the public impacted on by densification processes. The focus of this communication will be on developing a better understanding of what densification is about and the potential opportunities that it presents both for developers and communities.

Although such communication campaigns must be initiated on a City-wide level it is also necessary that it be focused on priority corridors such as the current Study Area.

INCENTIVISE DENSIFICATION

Considering the policy priority of densification on national, provincial and city level it is important that incentive schemes supporting the implementation of densification be put in place. Such an incentive scheme will have to be developed on a City level with the support of National and Provincial stakeholders (potentially the Treasuries).
5.9. STEP 8: MONITORING AND REVIEW

Although a City Wide monitoring and review process should be established, it is also important that monitoring and review takes place on an area or corridor level. Indicators for monitoring and review could potentially include aspects relating to:

- Bulk Utilisation
- Public Transport Utilisation Rates
- Net New Opportunities Created

Approaches to monitoring and review of implementation will be dependent on the institutional structuring for the implementation of the Densification Strategy in eThekwini. Regardless of this three levels of indicators should be distinguished between:

- Indicators that will be utilised to better understand the progress that is made in terms of the implementation of the eThekwini Densification Strategy in general;
- Indicators that will monitor progress of densification of the Southern Public Transport Corridor specifically should be considered; and
- Indicators that monitor the progress of implementation in specific nodes.

The indicators for the corridors and nodes are considered in more detail in Section 7 of this report.
PROJECT PACKAGING APPROACH
6.1. INTRODUCTION

The approach adopted to the packaging of pilot projects is then also the basis for the proposed future “packaging” of projects in the Southern Public Transport Corridor”. The following approach to the “packaging” of the pilot projects is proposed:

- Step 1: Project Identification
- Step 2: Land Assembly
- Step 3: Preliminary Assessment
- Step 4: Concept Development and Assessment
- Step 5: Recommendations

Each of the steps are discussed in more detail in this section.

6.2. STEP 1 - PROJECT IDENTIFICATION

The first step in the Project Packaging process will be the identification and selection of projects. This step will include the following activities:

- Opportunity Identification
- Assessment
- Project Selection

The assessment of projects at this stage is key to the process as the most significant and feasible opportunities must be selected. The basic criteria to be used in this selection process then includes:

- Accessibility of the Site;
- Land Availability and Ownership;
- Densification Opportunity Offered (Extent and Relevance); and
- Intensification Opportunities.
- The cost of the land (if not Council owned);
- The current zoning and development parameters;
- The market to be targeted with the development of a specific site.

Project prioritisation and selection will be based on the assessment of the above criteria.
6.3. STEP 2 - LAND ASSEMBLY

Once a project area has been selected as having potential for densification it must be ensured that the land is available for development. Notwithstanding the ownership and use situation the basic Land Assembly process will include the following steps:

- Confirm Ownership
- Engage with Owner (public or private sector)
- Acquire / Reserve Land

Depending on the ownership situation this may require a number of alternative approaches. The various scenarios and responses thereto is reflected on below:

- eThekwini owned land: In the case of eThekwini owned land there may be a number of situations, i.e.
  - land owned by eThekwini but used by or allocated to a specific department (e.g. parks maintained by Parks and Recreation);
  - land owned by eThekwini and currently unused or un-allocated;
  - land owned by eThekwini but leased by public sector body, a non profit organisation or private sector entity.
In each of the above cases Real Estate and the “owner” of the land must be engaged with and if available the land must be reserved for the purpose of densification with Treasury.

- Privately owned land: In the case of privately owned land the options for gaining access to land could involve (1) entering into a partnership with the owner, (2) the owner proceeding with the development in private capacity, (3) eThekwini acquiring the property or properties from owner(s) or (4) a land availability agreement being entered into with the owner(s).

- Public sector owned land: As is the case for privately owned land various options for accessing the land or facilitating the development may be available.

6.4. STEP 3 - PRELIMINARY ASSESSMENT

The preliminary assessment will establish the basic information for the preparation of the Development Concept (Step 4) and also serves as the first part of the pre-feasibility assessment. The preliminary assessment will include the following activities:

1) An Initial Project Scoping clarifying the following information that will be required for the briefing of engineering, environmental and other specialists:
   - Developable area
   - Bulk
   - Potential units / floor area

2) Planning inputs: Provide an overview of the planning implications relating to zoning and planning parameters for the site

3) Environmental inputs: Provide indication of whether EIA process will be triggered and propose focus areas for scoping / assessment (preliminary baseline environmental screening)

4) Engineering Services inputs: Indicate whether bulk infrastructure capacity will present challenges to the redevelopment process
   - Water
   - Sewerage
   - Electricity

5) Transport inputs: Prepare scoping for TIA, including the identification of potential transport impacts to be considered in TIA
6.4. STEP 3 - PRELIMINARY ASSESSMENT (cont.)

6) Economic inputs: Provide overview of potential implications of development for local economic development

7) Prepare Final Project Scoping: The final scoping report will include the outputs from the above assessment and specifically confirm:
   - Gross Lettable Area (GLA)
   - Number of Units

8) Recommendation on Way Forward: Based on the preliminary assessment specific recommendations on the way forward will be made.

6.5. STEP 4 - CONCEPT DEVELOPMENT AND ASSESSMENT

The Concept Development and Assessment Report, also the core of the Project Business Plan, will include the following components:

1) Project Scope: The project scope will be based on the preliminary assessment and will be refined through the concept development process.

2) Planning Motivation: The Planning Motivation will serve as the basis for a Development Application in terms of the KZN Planning and Development Act and will amongst other things required in terms of planning application processes confirm:
   - Alignment with Densification Framework
   - Current zoning of site
   - Zoning of neighbouring sites
   - Land use of neighbouring sites
   - Alignment with planning parameters

3) Design Concept: The Design Concept will include:
   - Design considerations
   - Site development plan
   - Sketch layout of proposed development
   - Schedule of building GLA
6.5. STEP 4 - CONCEPT DEVELOPMENT (cont.)

4) Engineering Services (Water, Sanitation, Electricity): The Engineering Services assessment will include amongst other things:
   - Capacity requirements
   - Bulk service capacity
   - Servicing options (strategies to accommodate the demands)
   - Preliminary costing

5) Environmental Impact Assessment: The Environmental Impact Assessment will be a non-regulatory process as the development concept is still in the process of being finalised. The Assessment will include amongst other thing the following components:
   - Site baseline environmental screening
   - Identification of potential alternatives
   - Identification of regulatory requirements
   - Identification of potential specialist studies required for an EIA or other regulatory processes
   - Plan of study for EIA process

6) Transport Impact Assessment: Prepare TIA with specific focus on:
   - Impact on surrounding road network
   - Impact on public transport network (capacity)
   - Parking requirements

7) Implementation Guidelines: Implementation guidelines to include:
   - Development Options
   - Budgeting
   - Programming
6.5. STEP 5: RECOMMENDATIONS

The final step in the project packaging process will be to make recommendation on the way forward and then, importantly specifically in the initial phases of densification implementation, an indication of the lessons learnt from the project packaging process undertaken.
MONITORING AND REVIEW
7.1. INTRODUCTION

Approaches to monitoring and review of implementation will be dependent on the institutional structuring for the implementation of the Densification Strategy in eThekwini.

Three levels of indicators can be distinguished between:

- Indicators that will be utilised to better understand the progress that is made in terms of the implementation of the eThekwini Densification Strategy in general;
- Indicators that will monitor progress of densification of the Southern Public Transport Corridor specifically should be considered; and
- Indicators that monitor the progress of implementation in specific nodes.

The indicators for the corridors and nodes are being considered here.

7.2. CORRIDOR PERFORMANCE INDICATORS

The following indicators are recommended for the Southern Public Transport Corridor:

- Population increase in the Corridor as compared with that in other areas of eThekwini;
- Value of buildings plans (for redevelopment) contributing to densification approved in the Corridor;
- Applications for subdivisions received within the corridor (outside of nodal focus areas);
- PRASA and ETA statistics for station utilisation (Railway and BRT) in the Corridor – collective for all stations;
- Overall investment by eThekwini in densification related initiatives.

7.3. INDICATORS FOR DENSIFICATION NODES

The following indicators are recommended for monitoring progress with the implementation of densification processes in specific nodes:

- Project specific progress measured against project parameters (time, money) established action plan for nodal densification;
- Public sector capital investment to support densification;
- Private sector capital investment to support densification;
- Increase in dwelling units per hectare;
- PRASA and ETA statistics for station utilisation (Railway and BRT) in the Corridor – for specific station.
THE SOUTHERN CORRIDOR PILOT PROJECTS
8.1. INTRODUCTION TO PILOT PROJECTS

In the period February to April 2014 a number of potential opportunities for densification projects were identified through engagement with various eThekwini Departments (most notably eThekwini Transport Authority and Housing) and the Project Steering Committee, as well as based on the extensive assessments undertaken by the Team in previous phases.

Through these process a number of potential densification opportunities were identified and presented to stakeholders initially in the Land Use Framework. The opportunities identified included:

- Umbilo Corridor
- King Edward Node
- Rossburgh Station
- Clairwood TOD
- Clairwood South
- Reunion TOD
- Isipingo TOD
- Umlazi W Section
- Lindokuhle
- Umlazi Housing

This section reflects on the assessment of the potential pilot project sites and then confirms the sites selected as the three pilot projects to receive further priority.
### 8.2. ASSESSMENT OF THE SITES

#### A. IDENTIFICATION CRITERIA GLOSSARY

The following section identifies a number of potential projects to be considered for the ‘Detailed Implementation Plan/Project Business Plan’.

The identification of potential pilot projects for the development of the ‘Densification’ and ‘Intensification’ of the Southern Public Transport Corridor requires the establishment of specific criteria for an evaluation. A number of potential pilot projects have been shortlisted based on the Landuse Framework developed. The potential pilot projects identified are primarily located on State or Municipal owned land.

The following criteria has been developed to assess the potential of these projects. The adjacent table puts forward a general glossary for the criteria used in the evaluation process.

The evaluation of the criteria and assessment will be done as:

<table>
<thead>
<tr>
<th>CRITERIA</th>
<th>GLOSSARY</th>
<th>EVALUATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTEXT</td>
<td>The site context considers the relationship of the station and the neighbouring precincts or node issues considered include - is there an existing relationship with neighbouring precincts or nodes, are there opportunities for relationships to be formed through specific planning mechanisms or are there opportunities which exists to create a possible future relationship as a result of existing barriers.</td>
<td></td>
</tr>
<tr>
<td>ACCESSIBILITY</td>
<td>The accessibility criteria consists of several components - 1. Road infrastructure and access to the precinct and station; 2. Pedestrian access to the precinct and station; 3. The ability for alternative modes such as taxi’s and buses to access the precinct and station; 4. The visual access for passengers to locate a station or precinct from the neighbouring communities.</td>
<td></td>
</tr>
<tr>
<td>LAND AVAILABILITY &amp; OWNERSHIP</td>
<td>Land availability together with the ownership of the property plays an important role in the identification of pilot projects. The identification of properties which are either Municipal or State owned is seen as more positive. Secondary to ownership is the identification of vacant properties, sites with possible urban renewal potential and informal settlement with the potential for upgrading are also considered as having more of a priority.</td>
<td></td>
</tr>
<tr>
<td>DENSIFICATION OPPORTUNITIES</td>
<td>Does the identified site offer opportunities for densification - increased housing prospect in the form of new/ redevelopment or infill</td>
<td></td>
</tr>
<tr>
<td>INTENSIFICATION OPPORTUNITIES</td>
<td>Does the identified site present opportunities for intensification - increased industrial, logistics, commercial or general business opportunities</td>
<td></td>
</tr>
<tr>
<td>ABILITY TO REPLICATE</td>
<td>Does the potential pilot project, earmarked for this zone, have qualities or components which may be replicated in other areas along the corridor or city</td>
<td></td>
</tr>
</tbody>
</table>
### B.1 UMBILO CORRIDOR

The Umbilo Corridor presents an opportunity for large scale **densification opportunities**. The adjacent table provides a preliminary assessment of the potential pilot project.

<table>
<thead>
<tr>
<th>CRITERIA</th>
<th>ASSESSMENT</th>
<th>EVALUATION</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CONTEXT</strong></td>
<td>The Umbilo Corridor presents a unique opportunity for densification through the development of a high density corridor, which has a symbiotic relationship with the IRPTN corridor contained within the study area. The Umbilo Corridor will effectively be an extension of the existing CBD.</td>
<td></td>
</tr>
<tr>
<td><strong>ACCESSIBILITY</strong></td>
<td>The Umbilo Corridor is accessible in terms of all components listed in the criteria – road infrastructure; pedestrian access; ability for alternative modes as well as visual access to stations and corridor.</td>
<td></td>
</tr>
<tr>
<td><strong>LAND AVAILABILITY &amp; OWNERSHIP</strong></td>
<td>The Umbilo corridor is primarily in private ownership, therefore presenting possible difficulties for redevelopment. However this does not preclude the Municipality purchasing a portion of the corridor for redevelopment purposes, if abandon or neglected.</td>
<td></td>
</tr>
<tr>
<td><strong>DENSIFICATION OPPORTUNITIES</strong></td>
<td>The Umbilo Corridor presents a significant opportunity for densification. As an extension of the city the corridor could yield in excess of 15 000 units of high density development, as identified in section 7 above.</td>
<td></td>
</tr>
<tr>
<td><strong>INTENSIFICATION OPPORTUNITIES</strong></td>
<td>The Umbilo Corridor is more geared for densification and not intensification, however the ground floor units of the proposed high density corridor will be for commercial or business uses.</td>
<td></td>
</tr>
<tr>
<td><strong>ABILITY TO REPLICATE</strong></td>
<td>The Umbilo Corridor concept could be replicated along other IRPTN routes throughout the city. The principles could be replicated depending on the site context.</td>
<td></td>
</tr>
</tbody>
</table>
8.2. ASSESSMENT OF THE SITES (cont.)

B. POTENTIAL PILOT PROJECTS

B.2 ROSSBURGH STATION
The Rossburgh Station presents an opportunity for *intensification opportunities*. The adjacent table provides a preliminary assessment of the potential pilot project.

<table>
<thead>
<tr>
<th>CRITERIA</th>
<th>ASSESSMENT</th>
<th>EVALUATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTEXT</td>
<td>The station precinct has a limited relationship with the surrounding amenities. The station is wedged between the M4, the R102 as well as Sarnia Road. There is limited potential for the station to form any future relationship with surrounding facilities as a result of existing barriers.</td>
<td></td>
</tr>
<tr>
<td>ACCESSIBILITY</td>
<td>The accessibility of the Rossburgh Station is limited, however it is situated at a major interchange. Road and pedestrian access is limited to Sarnia Road. Laybys are located on either side of Sarnia Road for commuters to transfer between modes.</td>
<td></td>
</tr>
<tr>
<td>LAND AVAILABILITY &amp; OWNERSHIP</td>
<td>Land parcels surrounding the station precinct are within Municipal and State ownership, which is seen as distinct advantage. The Municipal and State owned sites located around the Rossburgh Station are currently being utilised as a Buss Depot and container storage facility. Limited buildings have been developed on these sites.</td>
<td></td>
</tr>
<tr>
<td>DENSIFICATION OPPORTUNITIES</td>
<td>Due to the location of the site, it is inappropriate for residential densification opportunities.</td>
<td></td>
</tr>
<tr>
<td>INTENSIFICATION OPPORTUNITIES</td>
<td>The location of the site between the M4, R102 and Sarnia Road provides significant intensification opportunities. The site provides opportunities for commercial/ mini factory facilities.</td>
<td></td>
</tr>
<tr>
<td>ABILITY TO REPLICATE</td>
<td>The precinct contains elements which could be replicated either in similar pockets along the corridor or within other areas in the City.</td>
<td></td>
</tr>
</tbody>
</table>
B. POTENTIAL PILOT PROJECTS

### B.3 CLAIRWOOD TOD

The Clairwood TOD presents an opportunity for **densification opportunities** with intensification. The adjacent table provides a preliminary assessment of the potential pilot project.

<table>
<thead>
<tr>
<th>CRITERIA</th>
<th>ASSESSMENT</th>
<th>EVALUATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTEXT</td>
<td>The Clairwood TOD site considers the relationship of the station and the neighbouring precinct. The Clairwood TOD presents a number of opportunities for relationships to form through specific planning interventions.</td>
<td></td>
</tr>
<tr>
<td>ACCESSIBILITY</td>
<td>The site is constrained due to the rail line bisecting the precinct, however this could be dealt with through appropriate urban design intervention. A TOD with a rail line centrally located should increase the accessibility of the precinct. The precinct is accessible by road infrastructure (Blamey Road), therefore the ability for alternative modes and pedestrian traffic to access the station is high.</td>
<td></td>
</tr>
<tr>
<td>LAND AVAILABILITY &amp; OWNERSHIP</td>
<td>The identified land holding for the proposed Clairwood TOD is currently under State ownership, which is an advantage. A large portion of this site forms part of the railway staging yards. The redevelopment of this portion of land should conform to the IRPTN plans for redevelopment.</td>
<td></td>
</tr>
<tr>
<td>DENSIFICATION OPPORTUNITIES</td>
<td>Densification opportunities exist within as well as around the proposed Clairwood TOD site. The area west and south of the precinct is currently residential, consisting of primarily detached housing, it is proposed that portions of these areas are converted to ‘High Density Residential’, zoned as IRPTN Mixed Use Residential 1 in support of the IRPTN corridor and station precinct adjacent to the sites.</td>
<td></td>
</tr>
<tr>
<td>INTENSIFICATION OPPORTUNITIES</td>
<td>Intensification opportunities within the Clairwood precinct are located along the IRPTN South Coast corridor. It is proposed that the precinct is restructured in terms of commercial and residential opportunities in line with the typical TOD type uses.</td>
<td></td>
</tr>
<tr>
<td>ABILITY TO REPLICATE</td>
<td>The Clairwood precinct will contain elements which will be able to be replicated either along the corridor or within other areas in the City.</td>
<td></td>
</tr>
</tbody>
</table>
### 8.2. ASSESSMENT OF THE SITES (cont.)

#### B. POTENTIAL PILOT PROJECTS

**B.4 CLAIRWOOD SOUTH TOD**

The Clairwood South TOD presents an opportunity for *densification opportunities*. The adjacent table provides a preliminary assessment of the potential pilot project.

<table>
<thead>
<tr>
<th>CRITERIA</th>
<th>ASSESSMENT</th>
<th>EVALUATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTEXT</td>
<td>The site is located along Kenyon Howden Road and South Coast Road and currently has limited relationship to the surrounding precinct. However the site is adjacent to two IRPTN Stations, a rail station and provides the interface to the residential component of Clairwood South, therefore an opportunity exists for relationships to be formed through specific development mechanisms.</td>
<td></td>
</tr>
<tr>
<td>ACCESSIBILITY</td>
<td>The site is highly accessible via road infrastructure and is located adjacent to two IRPTN Stations, a rail station, therefore allowing great pedestrian accessibility. As a result of the road infrastructure, pedestrian access and the ability for alternative modes to access the precinct, visual access is optimal.</td>
<td></td>
</tr>
<tr>
<td>LAND AVAILABILITY &amp; OWNERSHIP</td>
<td>The land identified for the Clairwood South TOD is in Municipal ownership and currently zoned as open space. Therefore presenting limited conflicts for the development.</td>
<td></td>
</tr>
<tr>
<td>DENSIFICATION OPPORTUNITIES</td>
<td>The location of the site considering the above factors presents opportunities for densification, in the form of a new TOD development.</td>
<td></td>
</tr>
<tr>
<td>INTENSIFICATION OPPORTUNITIES</td>
<td>The location of the site considering the above factors presents opportunities for intensification with the TOD site.</td>
<td></td>
</tr>
<tr>
<td>ABILITY TO REPLICATE</td>
<td>The application of a TOD site will contain elements that will be applicable for replication either along the corridor or within other areas in the City.</td>
<td></td>
</tr>
</tbody>
</table>
### 8.2. ASSESSMENT OF THE SITES (cont.)

#### B. POTENTIAL PILOT PROJECTS

**B.5 REUNION REDEVELOPMENT**

The Reunion Redevelopment presents an opportunity for *intensification opportunities* with limited TOD and residential component. The adjacent table provides a preliminary assessment of the potential pilot project.

<table>
<thead>
<tr>
<th>CRITERIA</th>
<th>ASSESSMENT</th>
<th>EVALUATION</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CONTEXT</strong></td>
<td>The Reunion Station is located between the existing Reunion residential area and the Umlazi hostels. A relationship currently exists within the context, however this can be enhanced as a result of specific planning interventions. The site is located in an area of change as a result of the impending redevelopment of the old Durban International Airport.</td>
<td></td>
</tr>
<tr>
<td><strong>ACCESSIBILITY</strong></td>
<td>The site has limited access via Old South Coast Road and the rail line. Currently there are limited opportunities for alternative modes to utilise the station precinct.</td>
<td></td>
</tr>
<tr>
<td><strong>LAND AVAILABILITY &amp; OWNERSHIP</strong></td>
<td>Portions of the site are currently under State ownership, whilst others are privately owned. The site currently consists of low density detached railway houses, previously occupied by Transnet employees. As a result of the impending redevelopment of the Old Airport, the residential land use of the site is questionable.</td>
<td></td>
</tr>
<tr>
<td><strong>DENSIFICATION OPPORTUNITIES</strong></td>
<td>This is not conducive to residential densification opportunities as a result of the proposed ‘Dig-Out Port’ adjacent to the eastern boundary.</td>
<td></td>
</tr>
<tr>
<td><strong>INTENSIFICATION OPPORTUNITIES</strong></td>
<td>The Reunion precinct provides an opportunity for intensification or business activities as a result of the proposed ‘Dig-Out Port’ adjacent to the eastern boundary.</td>
<td></td>
</tr>
<tr>
<td><strong>ABILITY TO REPLICATE</strong></td>
<td>The intensification opportunities available at the Reunion site may be site specific, however elements of the proposals could be utilised within other areas of the Municipality.</td>
<td></td>
</tr>
</tbody>
</table>
### B.6 UMLAZI W SECTION

The Umlazi W Section presents an opportunity for both densification and intensification opportunities with limited intensification. The adjacent table provides a preliminary assessment of the potential pilot project.

<table>
<thead>
<tr>
<th>CRITERIA</th>
<th>ASSESSMENT</th>
<th>EVALUATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTEXT</td>
<td>The Umlazi W Section has no relationship with the existing rail route, however it does provide a bus and taxi interchange point. The site was previously utilised as the Town Centre as it is strategically located in the center of Umlazi, therefore containing some of the primary social facilities for the area. Specific planning interventions related to the IRPTN can be introduced to stimulate activity within the area.</td>
<td></td>
</tr>
<tr>
<td>ACCESSIBILITY</td>
<td>Access to the site is primarily via road infrastructure. Surrounding communities can access the site, however the area is not very permeable.</td>
<td></td>
</tr>
<tr>
<td>LAND AVAILABILITY &amp; OWNERSHIP</td>
<td>The majority of the site is under private ownership with small pockets owned by the Municipality and the state.</td>
<td></td>
</tr>
<tr>
<td>DENSIFICATION OPPORTUNITIES</td>
<td>The Umlazi W Section presents unique opportunities for large scale redevelopment within the Umlazi area. The redevelopment potential of the site is primarily for densification – specifically around student accommodation as a key component. Despite the site not being along the rail route a feeder service will run from this precinct to serve the IRPTN network.</td>
<td></td>
</tr>
<tr>
<td>INTENSIFICATION OPPORTUNITIES</td>
<td>The precinct opportunities are primarily for densification, however smaller commercial or general business intensification opportunities should be identified.</td>
<td></td>
</tr>
<tr>
<td>ABILITY TO REPLICATE</td>
<td>The densification opportunities within the site could be replicated either in similar pockets along the corridor or within other areas in the City.</td>
<td></td>
</tr>
</tbody>
</table>
8.2. ASSESSMENT OF THE SITES (cont.)

B. POTENTIAL PILOT PROJECTS

B.7 LINDOKUHLE PRECINCT
The Lindokuhle Precinct presents an opportunity for both densification opportunities with limited intensification. The adjacent table provides a preliminary assessment of the potential pilot project.

<table>
<thead>
<tr>
<th>CRITERIA</th>
<th>ASSESSMENT</th>
<th>EVALUATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTEXT</td>
<td>The Lindokuhle precinct has a relationship with the existing station, however the existing and future relationships formed will be specifically developed around the neighbouring communities and potential NMT routes.</td>
<td></td>
</tr>
<tr>
<td>ACCESSIBILITY</td>
<td>Lindokuhle precinct is located within a residential neighbourhood and not along road infrastructure. Access to the site is limited to NMT routes.</td>
<td></td>
</tr>
<tr>
<td>LAND AVAILABILITY &amp; OWNERSHIP</td>
<td>The state owns a large portion of the land around the station, therefore creating opportunities for redevelopment. Portions of the site are currently vacant, whilst others are inhabited by informal settlements.</td>
<td></td>
</tr>
<tr>
<td>DENSIFICATION OPPORTUNITIES</td>
<td>Due to the nature of the precinct, densification opportunities through, new, redevelopment and infill residential development will provide support to the Lindokuhle station.</td>
<td></td>
</tr>
<tr>
<td>INTENSIFICATION OPPORTUNITIES</td>
<td>The precinct is not suitable for intensification opportunities.</td>
<td></td>
</tr>
<tr>
<td>ABILITY TO REPlicate</td>
<td>The densification opportunities within the site could be replicated either in similar pockets along the corridor or within other areas in the City.</td>
<td></td>
</tr>
</tbody>
</table>
## B. POTENTIAL PILOT PROJECTS

### 8.8 UMLAZI HOUSING PROJECT

The Umlazi Housing Project presents an opportunity for private densification opportunities. The adjacent table provides a preliminary assessment of the potential pilot project.

<table>
<thead>
<tr>
<th>CRITERIA</th>
<th>ASSESSMENT</th>
<th>EVALUATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTEXT</td>
<td>No specific site has been located for this pilot project and is intended rather as a demonstration project that could be applied in other parts of Umlazi and the City.</td>
<td></td>
</tr>
<tr>
<td>ACCESSIBILITY</td>
<td>Accessibility criteria in terms of this potential pilot project is view in a different light. Potential sites for the Umlazi Housing project will need to fall within a determined threshold from the station precinct as well as the primary road infrastructure, typically within a 5 minute walk.</td>
<td></td>
</tr>
<tr>
<td>LAND AVAILABILITY &amp; OWNERSHIP</td>
<td>The project sample is indicative only, however a unit currently on the market could be bought by the Municipality with the intention of redevelopment or infill.</td>
<td></td>
</tr>
<tr>
<td>DENSIFICATION OPPORTUNITIES</td>
<td>An alternative densification model will be explored using conventional detached housing, exploring alternatives to increase the densities of conventional residential units to form streets and neighbourhoods. The densification model would consider redevelopment and infill opportunities within existing detached units, catering for additional units or student accommodation at the rear, in between units and potentially above units.</td>
<td></td>
</tr>
<tr>
<td>INTENSIFICATION OPPORTUNITIES</td>
<td>The focus of this intervention is more demonstrating residential densification.</td>
<td></td>
</tr>
<tr>
<td>ABILITY TO REPLICATE</td>
<td>The densification opportunities within the Umlazi Housing project could be replicated either in similar pockets along the corridor or within other areas in the City.</td>
<td></td>
</tr>
</tbody>
</table>
### 8.3. CONSOLIDATED ASSESSMENT OF THE PILOT PROJECTS

<table>
<thead>
<tr>
<th></th>
<th>Context</th>
<th>Accessibility</th>
<th>Ownership</th>
<th>Densification</th>
<th>Intensification</th>
<th>Replicate</th>
</tr>
</thead>
<tbody>
<tr>
<td>UMBILO CORRIDOR</td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>KING EDWARD</td>
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<tr>
<td>ROSSBURGH</td>
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<tr>
<td>CLAIRWOOD</td>
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<tr>
<td>CLAIRWOOD SOUTH</td>
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<tr>
<td>REUNION</td>
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<tr>
<td>ISIPINGO TOD</td>
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<tr>
<td>UMLAZI W SECTION</td>
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<tr>
<td>LINDOKUHLE</td>
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</tr>
<tr>
<td>UMLAZI HOUSING</td>
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</tbody>
</table>
8.4. SELECTED PILOT PROJECTS

From the above the three selected pilot sites, approved on Steering Committee level and by Senior Management in Development Planning includes:

King Edward Node:
• Site size: 3.9 hectares
• Ownership: eThekwini
• Current use: Sports field
• Availability: Sports Club Lease Available

Clairwood South:
• Site size: 3.8ha
• Ownership: eThekwini
• Current use: Public open space
• Availability: To be determined - Parks and Recreation Responsible

Umlazi W Section:
• Site size: 11.13ha
• Ownership: Ithala
• Current use: Commercial
• Availability: To be determined

The locations of the identified sites are reflected on the map overleaf.
08 THE SOUTHERN CORRIDOR PILOT PROJECTS