

REPORT TO ECONOMIC DEVELOPMENT AND PLANNING COMMITTEE

IDP PLAN 1: SUSTAINING OUR NATURAL
AND BUILT ENVIRONMENT

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CLUSTER: SUSTAINABLE DEVELOPMENT AND ECONOMIC ENTERPRISES
UNIT: DEVELOPMENT PLANNING, ENVIRONMENT AND MANAGEMENT

DRAFT BACK OF PORT INTERFACE (BOP) LOCAL AREA PLAN (LAP)**STRUCTURE OF THE REPORT**

1. Purpose
2. Attachments
3. Background
4. Summary of Findings for BOP LAP
5. Proposed Public Participation Process
6. Recommendations

1. PURPOSE

The purpose of this report is to present an overview of the DRAFT Back of Port Interface (BOP) Local Area Plan (LAP) in order to:

- Obtain the Committee's support for the BOP LAP proposals in principle; and
- Obtain the Committee's support to initiate the stakeholder engagement process for the project.

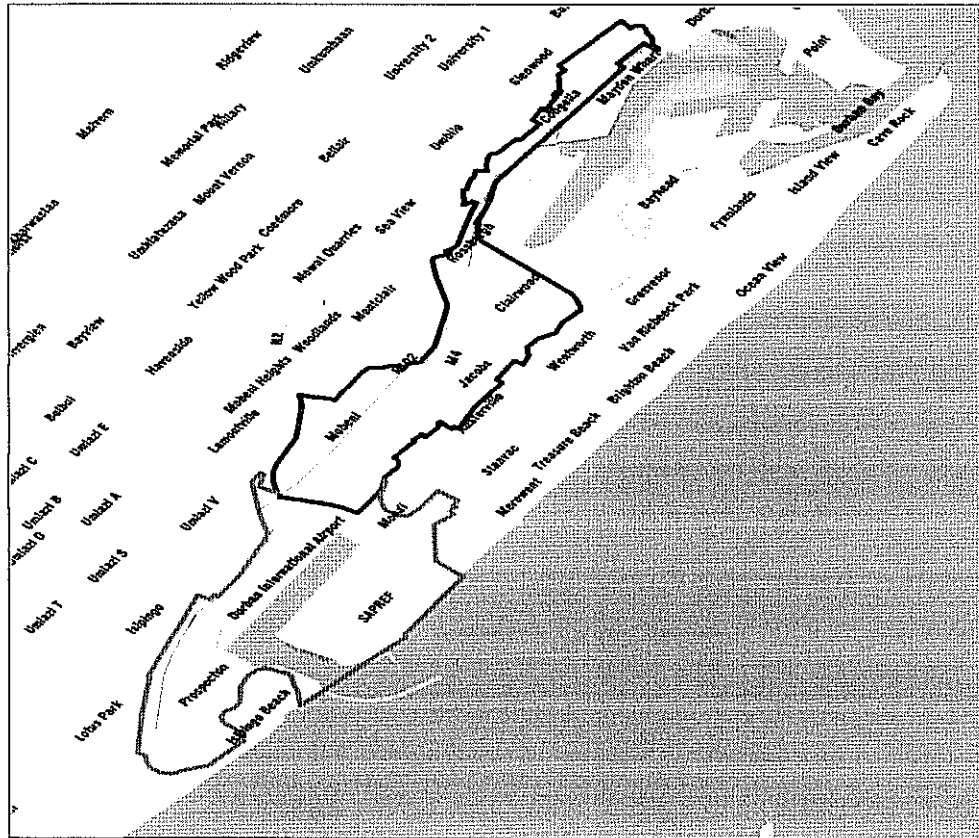
The following six areas were initially identified as part of the study area. These are listed below in no particular order:

- Congella;
- Umbilo Industrial;
- Rosburgh;
- Clairwood;



- Jacobs;
- Moberni

These areas are indicated within a black boundary on the plan below. The project focused on the areas initially identified viz. the area from Moore Road through to the Umlaas Canal on the northern edge of the DIA site. As the project evolved, it became clear that Transnet, the owners and operator of The Port of Durban, intended to construct a new port, to complement the Port of Durban, at the recently vacated Durban International Airport site at Reunion. It therefore became necessary to also incorporate plans and intentions for the DIA site and this area of influence has been demarcated in red on the plan below.



BOP STUDY AREA

2. ATTACHMENTS

- 2.1 Back of Port Interface Local Area Plan presentation - (Annexure A)
- 2.2 Copy of the DRAFT Back of Port Interface Local Area Plan - (Annexure B)- electronic copy and hard copy available on request.

3. BACKGROUND

In the interest of economic growth, alleviating community and business uncertainty and formulating a long term solution for the Back of Port area, the Economic Development Committee (ECOD) approved the following recommendation on 23 November 2006:

- “1. THAT, the Committee supports the strategic review of zoning and landuse within the study area;*
- 2. THAT, the Team be mandated to consult with Interested and Affected Parties in order to arrive at the most appropriate effective and optimal zoning/landuse options for the study area;*
- 3. THAT, subject to approval of (1) and (2) above, it is requested that committee recommend authority for resources to be allocated to meet the objectives as indicated in (1) and (2) above”*

In response to the above resolution, the Ethekwini Municipality through the Development Planning, Environment and Management Unit, has undertaken numerous surveys and investigations in order to inform the development issues impacting on the Back of Port Interface (BOP) Local Area Plan (LAP) study area (Congela, Clairwood, Jacobs and Mobeni). It is in this context that the Back of Port Interface Project was conceptualized, with its fundamental intention being to provide a clear framework for the management and development of a land use in the scheme areas, based on current land use practices and future demands within the context of an expanding Port (“digout” port proposed at the former DIA site and the proposed expansion of the current Port of Durban and several other interventions on the existing Port of Durban).

The project has focused on reviewing plans and proposals for the Back of Port Interface Area in an effort to develop:

- a) Local Area Plan,
- b) Detailed Land Use Management Scheme, and
- c) A comprehensive strategy based on current land use practices and future demands within the context of an expanding Port.

The BOP LAP project provides insight into the nature and extent to which intensified land use changes would occur through natural market forces and public-led investment with the intention of supporting port related industry, manufacturing and commercial development.

The Back of Port Interface Local Area Plan together with the Port expansion plans is intrinsically linked to the Durban to Gauteng freight corridor which is a National imperative. The Durban to Gauteng freight corridor is of critical importance to South Africa's freight transportation network and is a vital national asset, facilitating economic growth for the country and for the entire Southern African region.

The national spatial priorities translate into the National Department of Transport 2050 vision which provides an integrated solution to the growing expansion requirements of the Durban to Gauteng freight corridor which will form the foundation for the establishment of a Southern African regional freight network. The Durban Gauteng corridor is being pursued as a National imperative and is reflected in the National Development Plan, and recently was announced as an infrastructure priority in the President's State of the Nation Speech, as well as the budget speech.

State of the nation

"Secondly, we will improve the movement of goods and economic integration through a Durban-Free State-Gauteng logistics and industrial corridor. This project is intended to connect the major economic centres of Gauteng and Durban/Pinetown, and at the same time, connect these centres with improved export capacity through our sea-ports. In this regard, I am pleased to announce the Market Demand Strategy of Transnet, which entails an investment, over the next seven years, of three hundred billion rand in capital projects. Of this amount, 200 billion rand is allocated to rail projects and the majority of the balance, to projects in the ports."

Budget Speech

"Government is looking at wider interventions to lower the cost of doing business. Improvements are being made to economic infrastructure such as ports, roads and electricity generation to cater for the needs of business. In addition, operational efficiency in ports and rail has been prioritised. There is a review of the regulatory regime and its effect on businesses in a number of sectors, as well as interventions in some institutions to speed up the issuing of licences and to improve transparency in government processes. Various strategies are also in place to deal directly with sector-specific issues."

Port expansion plans together with the Durban to Gauteng freight corridor provides the macro strategic setting for Back of Port study. The implications of this vision for eThekweni Municipality and in particular for the South Durban Basin and for access corridors to and from the study area are immense. Realization of the vision implies enormous bulk infrastructure investment, spanning a period of forty years, in and around the existing Port of Durban as well as at the new port at Reunion (the former Durban International Airport site). Both seaports fall within the back of port study area.

In order to realize the mandate of the Economic Development Committee (23rd November 2006) a Consortium of specialist consultants, led by Graham Muller Associates, was appointed to undertake the development of the BOP LAP.

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This consortium comprises six of firms:

- 1) Graham Muller Associates - Lead Consultant and responsible for project management and economic research and aspects of stakeholder engagement.
- 2) Iyer Urban Design Studio - responsible for town planning and urban design
- 3) UKZN - responsible for social assessment
- 4) Arup - responsible for transport and bulk infrastructure planning
- 5) EnviroConsult - responsible for environmental planning
- 6) TeamDynamix - responsible for the public participation process

The Project was crafted around six major Phases namely:

1. Inception Report
2. Best Practices Report
3. Status Quo Report
4. Conceptual Plan
5. Local Area Plans
6. Precinct Plans and Land Use Management Scheme

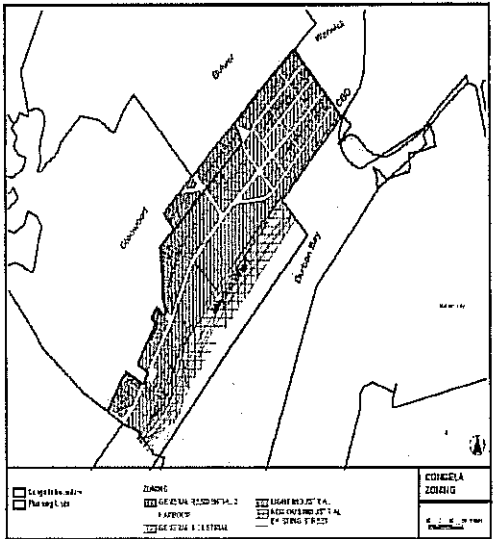
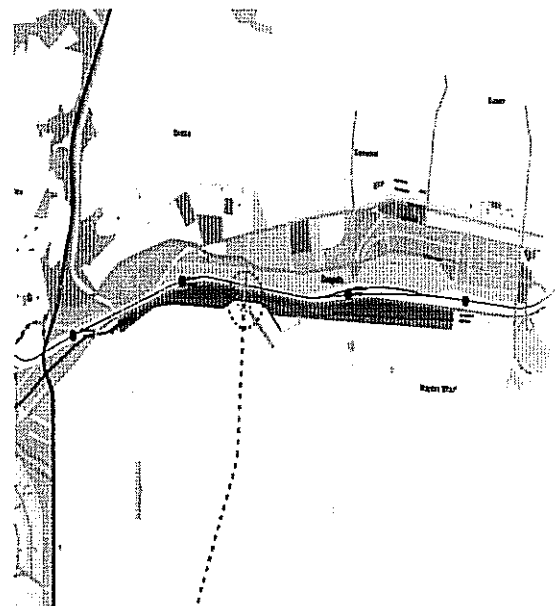
Additional major studies which were conducted that influenced the development of the BOP LAP are:

1. East-West Corridor- Dedicated Freight Route & Implications for the BOP Study
2. Clairwood Property Market Assessment
3. Housing Plan: Relocation of Informal Settlements in Clairwood
4. Markinor Clairwood Property Owners Survey

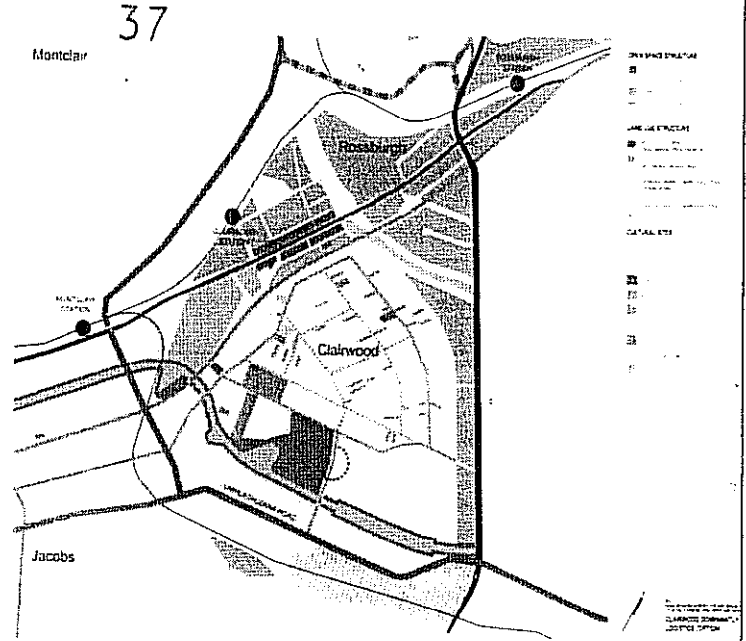
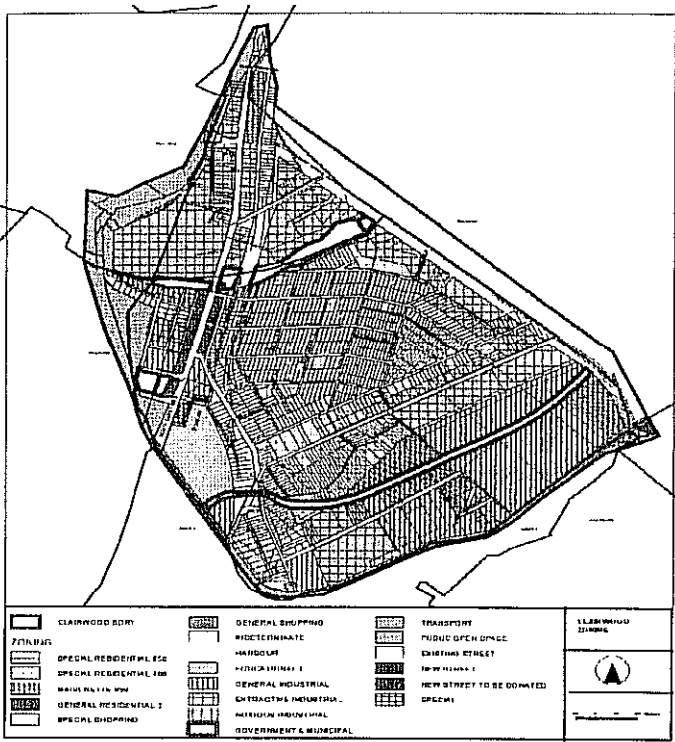
It should be noted that the BOP LAP project was delayed largely due to the finalization of the East-West Corridor Project and Transnet's Port expansion plans.

4. SUMMARY OF FINDINGS

The Draft LAP consists of eighteen (18) chapters. This report provides a summary of the findings:

BOP Precinct: Congella, Umbilo and Rossburgh	
 <p>Current Zoning: Predominately Industrial</p>	 <p>Proposed Zoning: Industrial</p>
Key issues	
Current Land value profile	<u>Congella:</u> (R2500 to R3500 per sq metre); <u>Umbilo:</u> (R500 to R2500 per sq metre) <u>Rossburgh</u> (R1500 to R3500 per sq metre)
Land use composite	The area comprises a mix of different land uses, but is dominated by retail and distribution outlets, service industrial uses and several forms of logistics uses.
Proposed Land use	Land use along the Congella strip to be amended in places, with the status quo maintained, remaining largely unchanged.
Infrastructure	Khangela Bridge: The Khangela Bridge across the M4 freeway. Edwin Swales VC Drive: The M7 (Edwin Swales VC Drive) offering direct access to the Clairwood area, Bluff and surrounding areas. Umhlatuzana Arterial: The Umhlatuzana Arterial has been coded as a two lane / direction link between the Port of Durban and the N2.
Social	No significant impact on the social environment.
Environment	No significant impact on the D'MOSS system.

BOP Precinct: Clairwood



Current Zoning: Noxious / General Industrial (outer edge). The central area is zoned for Special Residential

Proposed Zoning: Logistics

Key issues

Current Land value profile

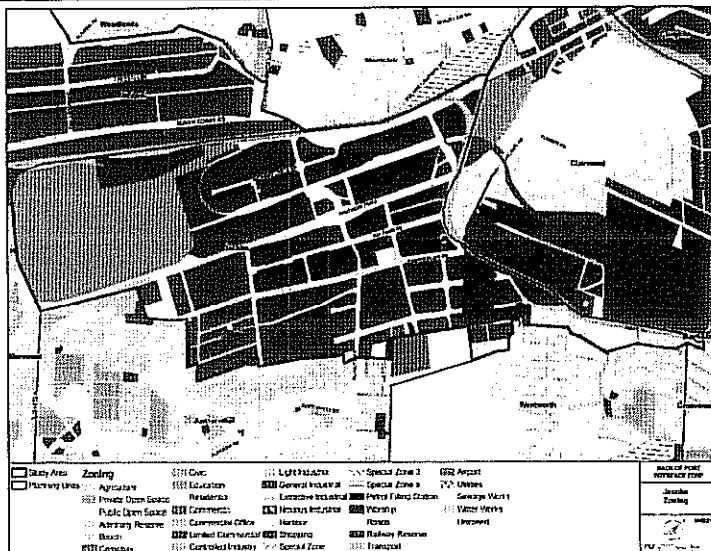
(R100 to R1000 per sq metre) The central and mostly residential zoned portion of Clairwood exhibits the lowest property values in the entire study area

Land use composite

Clairwood comprises a residual residential area and is surrounded by industrial, logistics and commercial development. Industrial development comprises a range of small clothing factories and has been invaded by several transport users and light and service industries. There are also a large number of small scale retail uses “scattered” throughout the area. The total area of all sites in this area adds up to some 270.60 ha. The “logistics” group of uses in the area (transportation related services, warehousing and storage) account for some 27.5% of uses. The related use of wholesaling accounts for another 2.0%. Manufacturing accounts for some 3,3% and high technology industries some 3,5%. Motor related activities accounts for 6.8%. Residential land uses account for 10.1% and retail activities some 7.5%. Welfare and institutional uses account for some 11%. Although the area is only partially zoned for “industrial” uses residential development is a small proportion of land uses. The “logistics” grouping of categories

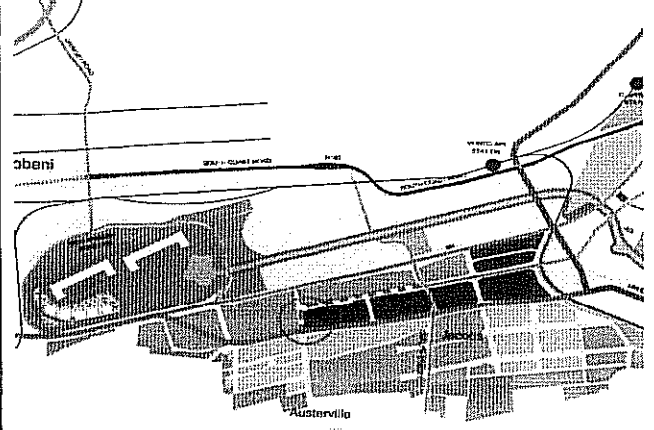
38	is the largest user of land. It should noted that the businesses operating within the core of Clairwood is a combination of both legal and illegal in terms of land use approval.
Proposed Land use	The redevelopment of Fresh Produce Market and the Transnet Diesel Depot is suggested as the site for the initial logistics platform followed by the rezoning of the Clairwood residential core for logistics.
Infrastructure	Umhlatuzana Arterial: The Clairwood area is mainly affected by the introduction of the Umhlathuzana Valley Truck Route. The introduction of this link results in the diversion of port bound traffic away from the already congested Edwin Swales VC Drive onto the Umhlathuzana Truck Freight Route. The Umhlathuzana Truck Freight Route allows for a direct link between the port and the N2 freeway.
Social	This proposal presents a significant social disruption as a result of the removal of residential zoning and also potential loss of historical and cultural assets in the area.
Environment	Beneficiate the parkway system; and Retain playing fields and cemeteries

Jacobs and Mobeni East



Current Zoning

Predominantly Noxious industrial and General Industrial with the exception of Clairwood Race course which is zoned Private Open Space



Proposed Zoning:

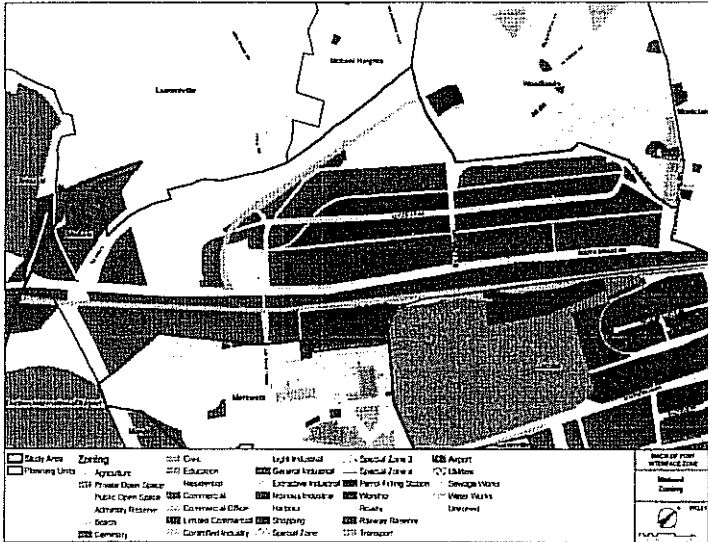
Jacobs: Minor adjustment to zoning.

Mobeni-East: The area will be zoned for the logistics set of uses.

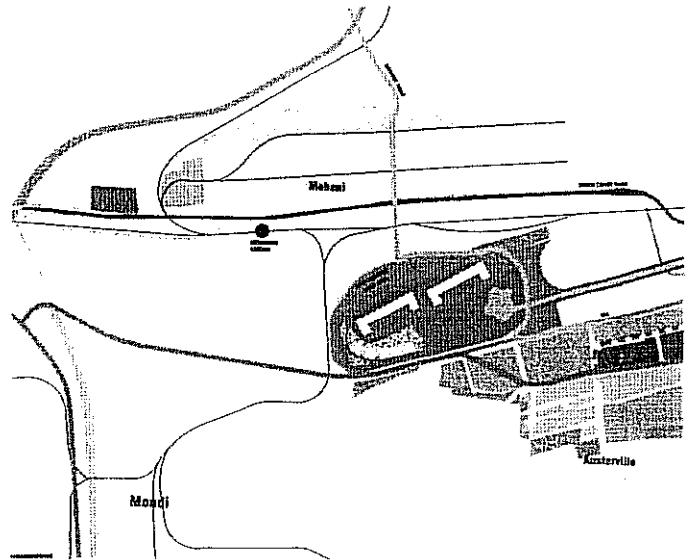
Clairwood Racecourse: Office Park/Logistics related use(including Auto Supply Park) central and northern end recommended to be zoned for a combination of passive and active land uses, as well as protecting the environmental spring area.

Key issues	
Current Land value profile	Jacobs: (R1000 to R3500 per sq metre); Mobeni: (R200 to R2500 per square metre)
Land use composite	There is a variety of large and medium sized manufacturers and a plethora of smaller service industrial users that are reusing older industrial buildings. There is a mix of uses in the area within a number of large scale textile and chemical related manufacturers. There are a number of logistics related uses that include large organizations. These exhibit no sense of “clustering” and occur randomly throughout the area, on both small and large sites. It is noteworthy that there are several large warehousing, storage and freight transport activities in the northern section of Jacobs.
Proposed Land use	<p>Jacobs: Zoning should be modified such that there will be a gradation of zones to reduce impacts. Noxious industrial zones should be retained in the middle of the Jacobs, with general industrial zones retained largely on the eastern side of Jacobs. A narrow band of Light Industrial zoning should be introduced along the eastern edge of the precinct so as to form a reduced impact area close to the adjacent residential areas. A series of interface / transition buffers would need to be created between residential and industrial land uses. This is mostly in the form of prescription of the location of offices components of buildings, by restricting certain uses; and with landscaping requirements. A combination of schools, institutional use and open space also act as buffers between residential and industrial uses along the edge of the study area.</p> <p>Mobeni East: The location and contexts of the Mobeni East area is subject to a degree of proposed redevelopment along the parkway. The majority of the Mobeni East area, with its large sites, will become part of the logistics belt that starts in Clairwood at the port entrance, in the form of a Logistics A zone that permits open storage. The southern end of the Mobeni East area is proposed to be rezoned for Logistics B, with no open storage, in order to protect the amenity of the adjacent recreation area.</p> <p>Clairwood Racecourse: The central and northern end of the Clairwood Racecourse is suggested to be zoned for a combination of passive and active land uses, as well protecting the environmental spring area. The remainder of the site will be rezoned for Office Parks /Logistics related uses (including Auto Supply Park).</p>
Infrastructure	The Jacobs area is affected by the introduction of the Umhlathuzana Valley Truck Route, the closure of Quality Street for heavy goods vehicle movement and the link from Grimsby Road to Balfour Road in Jacobs and the introduction of a north-south link along the M4 alignment connecting both sea ports.

40	The Moberni area is affected by the introduction of Grimsby Road link to the M4 Duranta Road interchange, the introduction of a north-south link along the M4 alignment, the closure of Duranta Road for Heavy Goods Vehicle movements and the current upgrade of the N2 / Higginson Highway.
Social	This proposal presents a significant upgrading of the industrial area which will improve amenity, quality and status of existing area but may result in displacement of current activities. The use of Clairwood Racecourse may include future loss of amenity within the area.
Environment	<p>The proposed parkway forms the core of a modulated open space system running through the study area. The preference is for the retention of the current footprint and low development impact for the Clairwood Racecourse.</p> <p>The appropriate and full extent of the Clairwood Racecourse development will be determined through an EIA and Rezoning process.</p>



Current Zoning: Predominately General Industrial together with Noxious Industry



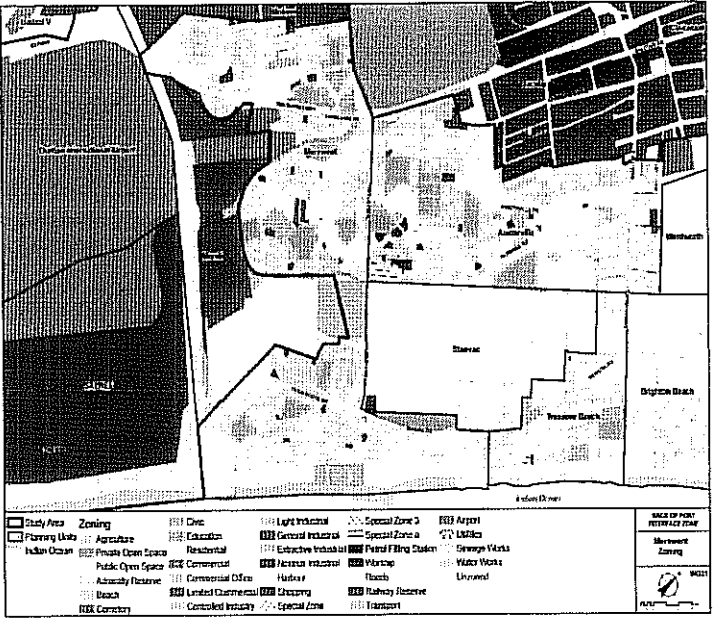
Proposed Zoning: Logistics

Key issues

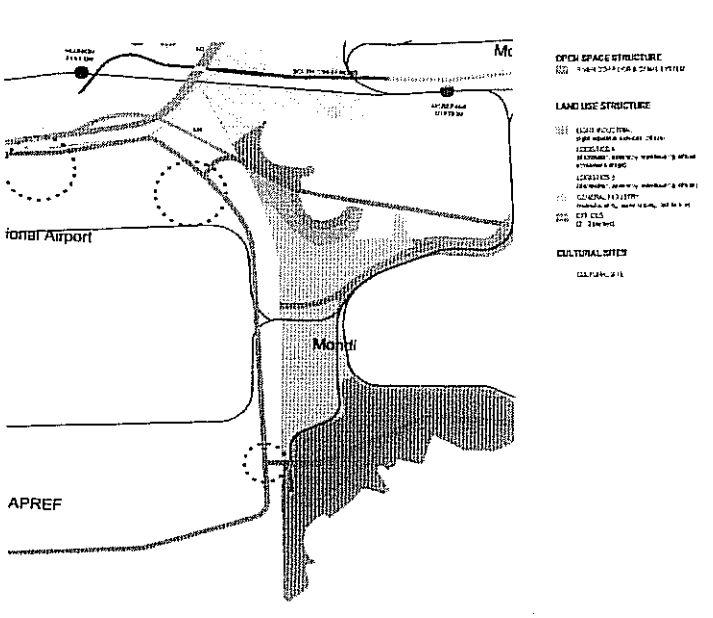
Current Land value profile	(R200 to R2500 per square metre)
Land use composite	This industrial township contains a mix of uses. There is already a substantial amount of warehousing, storage and freight & transportation services uses - all occurring on large sites, particularly in the area between the Southern freeway and the railway. A large number of sites retain manufacturing activities such as clothing and textiles; chemical activities; motor and transport related industrial activities.
Proposed Land use	Minor changes in land use are proposed to facilitate conversion to logistics just below the Southern Freeway and the rail. The logistics proposed within this area prohibit the use of open storage.
Infrastructure	South Coast Road is recommended to be improved to become an activity spine with a dedicated bus route. This activity spine is proposed to run the length of the study area, to the city CBD as well as up the north coast. It is also proposed that Grimsby Road is to be extended across the railway line and split around the Clairwood Racecourse to improve east-west access as a "shared mobility" system for both freight and residential usage. The rail system in Mobeni West should also be improved to increase mobility and choice within the area. An additional improved connection should be made linking the area to the DIA dig-out port at Reunion.

Social 42	This proposal presents improvement in the industrial character to cleaner industry will reduce impacts of industrial and commercial activity on surrounding residential areas. Existing businesses may need to be relocated or may not be able to afford to remain in area. Managing the negative impacts from displaced businesses is a key issue for communities, business and the City.
Environment	It is recommended that a band of open space acts as a buffer on the north -western boundary of the precinct and the adjacent residential

BOP Precinct: Merewent



Current Zoning: General Industry (Merebank industrial) the balance of the area is zoned Residential and cognate activities.



Proposed Zoning: Status Quo largely remains with the exception of an extension of the existing industrial area being proposed to accommodate the (DIA) dug out.

Key issues	
Current Land value profile	Mondi Paper site (R2500 to R3000 per square metre) and very low values for adjacent sites (R100to R200 per square metre).
Land use composite	<p>Three large manufacturing plants are located in Merebank. viz. Engen Oil Refinery, Mondi Paper and Sasol Fibres.</p> <p>The Umlaas canal runs between Merebank and the old airport site, and both the Sasol and Mondi factories are located next to the canal.</p> <p>The balance of the area comprises residential and associated land uses.</p>

Proposed Land use	These industrial developments will continue in their present format with limited extension to the existing Industrial area. 43
Infrastructure	Access to the Engen oil refinery, Mondi paper mill and the SAPREF oil refinery will be via a new system along the periphery of the new dig-out port, that will serve to remove traffic from flowing through residential areas. The proposed link between Stanvac area and the DIA will allow for a freight only link.
Social	It is proposed that the removal of heavy traffic and trucks from residential roads will result in significant improvement of safety and quality of life for residents in Merewent
Environment	No significant impact on the D'MOSS system.

5. PROPOSED PUBLIC PARTICIPATION PROCESS

Permission is now also being sought to proceed with a public process. It is proposed that the public process seek comment and discussion from land owners, developers, the public and all other interested and affected parties in the Back of Port Interface Local Area Plan.

An independent facilitator together with an independent communication and logistics management coordinator will conduct the public participation process of the proposed local area plan and land use management scheme for the back of port interface zone. The methodology proposed by the independent facilitator takes into account the complex and diverse views of the various stakeholders. It is based on their considerable experience of having worked with the Durban South Community for the last eight years.

It should also be noted that the Council with the independent facilitator have had meetings with the Clairwood Ratepayers Association (CRA) Executive on numerous occasions during the drafting of this plan. This was limited only to the CRA because of the impacts to Clairwood. It is the view of the Unit that the CRA and other stakeholders would now have a formal opportunity to comment on the proposed BOP LAP. It must be noted that the CRA have a very different position on the development component of Clairwood (basically wanting to retain it as a residential area). It is the view of the Unit that the area whilst zoned residential is not performing as a residential area given the close proximity to the port, the shortage of industrial in Etkewini and in the SDB and continued loss of amenity has resulted in a number of business and industrial activity infiltrating the area. Notwithstanding the challenges of zoning and current use in the area, the UNIT and the SDB ABM have also tried to retain residential amenity, through a set of interventions viz. enhanced enforcement team in the area with resulting cases being prosecuted, change of rates to illegal rates code and with the ETA a restricted truck route, as well as a the satellite metro police presence. These initiatives have provided short-term and limited impact in managing the infiltration of industrial and business uses into the area.

The Stakeholder Engagement process is proposed to run over a period of 60 day commencing from the date authority is obtained from ECOD committee to release the Draft plan for public consultation.

The following activities are proposed in order to ensure transparent and qualitative engagement with all stakeholders.

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5.1 Community Meetings (Facilitated by Independent Facilitator)

The project team proposes stakeholder meetings in the following communities in order to enhance participation:

5.1.1 Clairwood x 2 meetings

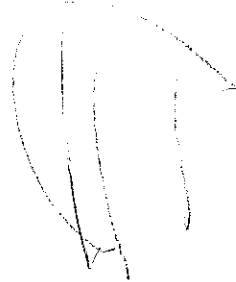
5.1.2 Jacobs / Mobeni x 1 meeting

5.1.3 Congella x 1 meeting

5.1.4 Merewent x 1 meeting

5.1.5 Bluff x 1 meeting

5.1.6 Isipingo x 1 meeting



5.2 Focus Groups Sessions (Facilitated by an independent communication and logistics management coordinator)

In addition to the community meetings the project team recommends holding Focus Group sessions with the following interest groups:

5.2.1 Business - Durban Chamber of Commerce; Jacobs Chamber of Business; Prospecton Business Forum; South Durban Business Forum

5.2.2 Informal Settlements - Representatives or their organisation

5.2.3 Landowners in Clairwood and surrounds.

5.2.4 Residents Associations - Clairwood (CRA); Merewent (MRA), Bluff (BRA); Isipingo (IRA) and others active in the study area

5.2.5 NGO's and CBOs that are operating in the area of the study

5.3 Communication/Dissemination of Information

In order to ensure that stakeholders have sight of all necessary documentation the following is recommended:

5.3.1 Documentation and comment boxes will be made available at relevant libraries; regional centres; and at the South Durban Basin Offices.

5.3.2 Flyers to be distributed/delivered throughout the project area.

5.3.3 Placing of posters at strategic places throughout the project area.

5.3.4 Article insertion into the Metro newspaper

5.3.5 Radio announcements/advert informing public about the BOP LAP public process

5.3.5 A dedicated toll free number, enabling the community and other stakeholders to submit comments easily and efficiently

At the end of the proposed public participation period (60 days) a further submission will be made to the Economic Development and Planning Committee to report on the outcome of this public process and the subsequent review of the BOP LAP and to submit the BOP LAP for Committee's consideration and approval.

6. RECOMMENDATIONS

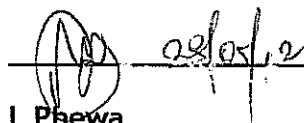
It is accordingly recommended that the Economic Development and Planning Committee:

6.1 Provide in-principle support for the Draft Back of Port Interface Local Area Plan;

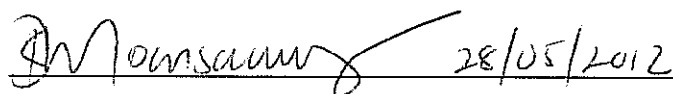
6.2 Support the release of the Draft Back of Port Interface Local Area Plan for public comment for an approximate period of 60 days;

6.3 Support & approve the proposed Public Participation Plan & process for engaging communities, business & key stakeholders in gaining valued input to further refine and finalize the BOP LAP;

6.4 Support that the final BOP LAP be submitted to Committee, for further consideration.


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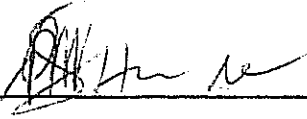
Deputy Head: Development Planning

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28/05/2012

P. Sithole

DCM: Sustainable Development & City Enterprise

ACTING



31/05/2012

S Sithole

Municipal Manager: eThekweni Municipality