



# **SPATIAL DEVELOPMENT FRAMEWORK**

**2005 –06**

**MANGAUNG LOCAL MUNICIPALITY**

## **5 SPATIAL DEVELOPMENT FRAMEWORK REVIEW FOR IDP REVIEW 2005-6**

### **5.1 Spatial background and purpose of the SDF**

The spatial fabric of South African society was engineered through Apartheid planning, which led to the unequal distribution of resources, low-density sprawl, the lack of opportunities in disadvantaged areas and too much emphasis on private transport. Mangaung's Spatial Development Framework (SDF) has been designed to address these inequalities and to create a more sustainable spatial environment.

#### **5.1.1 Role of the SDF**

Section 35(2) of the Municipal Systems Act, No 32 of 2000, stipulates that the SDF, as contained in the IDP, will prevail over a plan defined in Section 1 of the Physical Planning Act No 125 of 1991 alias the old guide plans. The SDF therefore has statutory power once the IDP is adopted by the Council and will guide all land use management within the municipal area. In terms of section 25(a) of the act, the SDF, as part of the IDP, must link, integrate and co-ordinate plans (projects from sector and service plans) with spatial implications, and takes into account proposals for the development of the municipality and (b) aligns the resources and capacity of the municipality with the implementation of the plan.

The purpose of the SDF is not to infringe upon existing land rights but to guide future land uses. No proposals in this plan create any land use right or exempt anyone from his or her obligation in terms of any other act controlling land uses. The maps should be used as a schematic representation of the desired spatial form to be achieved by the municipality in the long term. The boundaries created through this process should therefore be left for interpretation and not be scaled.

The SDF review followed a process of consultations with the Ward Committees and Ward Councilors to identify the key spatial issues and related strategies that should be incorporated into the SDF.

Consultations were also held with the provincial planning department, district and local municipalities within the district to identify the regional issues that should be considered in the review. Within the municipality there were consultations with the sector departments and IDP programmes to integrate the SDF with the IDP objectives

### **5.2 The Current Development Situation and Trends**

#### **5.2.1 Spatial Characteristics**

The Mangaung area comprises 3 urban centres and a surrounding rural area that accommodates both commercial and communal mixed farming. The central locality of the municipal area in relation to the rest of the country ensures that a number of major arterial and access routes transverse the area, of which the N1, N6 and N8 routes are the three national roads that link the municipal area with the rest of the country. A number of provincial, secondary and tertiary roads have also been established to complement the national road network.

The area is also serviced with an east/west and north/south railway line and a national and municipal airport just outside Bloemfontein while an airport was also developed outside Thaba Nchu, but is currently no longer in operation.

### **5.2.2 Bloemfontein**

Bloemfontein is the economic hub of the municipal area and will remain the locus for future development. The city is centrally located in South Africa and is served by major roads such as the N1 which links Gauteng with the southern and western Cape, the N6 which links Bloemfontein to the Eastern Cape and the N8 which links Lesotho in the east with the northern Cape in the west via Bloemfontein. The city has developed around the central business district (CBD) in a sectoral form, with the majority of the poor and previous disadvantaged communities living in the south-eastern section. The north/south railway line creates a definite barrier between communities and has distanced the poor from the economic opportunities that are mainly concentrated to the west of the railway line. Except for the industrial areas which flank these settlements, the previous disadvantaged areas offer very few job opportunities to these individuals and people need to travel up to 15 kilometres to get to the centre of the town.

There has been a major relocation of services from the Bloemfontein CBD to suburbs, particularly to the west, which has led to under-utilised office space in the central business district. Manufacturing is declining in the city, which is a matter of concern. The areas surrounding the CBD have also developed as transgression areas, with a mixed land use character.

### **5.2.3 Botshabelo**

Botshabelo was spatially designed along a major access route that runs in a north/south direction through the centre of the area, giving rise to a linear urban form. This creates a problem to the most southern communities as they need to travel as far as 8 kilometres to access the economic opportunities which have developed more to the northern parts of the town. The area is characterised by an oversupply of school sites and public open spaces. The allocated business sites are not developed, which inhibits the sustainable neighbourhood development and contributes to the movement of people over long distances to the central business area in the north of the area.

There has been a decline in the manufacturing sector of Botshabelo largely due to subsidy cuts to industries in Botshabelo. As a result Botshabelo offers very limited employment opportunities and many residents have started their own businesses as a last resort. Others seek employment opportunities outside of Botshabelo, giving rise to almost 13 000 commuters that commute on a daily basis between Botshabelo and Bloemfontein. Approximately R80 million is annually spent on transport subsidies for bus transport in the MLM area of which the larger part is for bus transport between Botshabelo, Thaba Nchu and Bloemfontein..

Large open spaces (mostly flood plains) separate the different residential areas and ample sites have been planned for public amenities throughout the area. A sports stadium has also been developed next to the Klein Modder River, which runs through the town. Many residents keep cattle within the urban environment and the open spaces and communal land are grazed extensively. Signs of overgrazing are visible. Towards the south is located a Game Reserve and the Rustfontein Dam with some tourism potential that needs to be explored. In the same area is found a smaller dam with potential for small scale agricultural activities.

#### **5.2.4 Thaba Nchu**

Thaba Nchu has a more scattered development pattern with 37 villages surrounding the urban centre, some as far as 35 kilometres from the closest urban centre. 4 of these villages have recently been formalised. The area is characterised by vast stretches of communal grazing areas that surround the urban centre. Many residents still keep cattle within the urban area and this creates a problem to residents.

The majority of new urban developments have developed towards the west along Station Road, while the central business district has developed to the east of these extensions. Again, this leads to some urban communities centred around the urban core to be as far as 8 kilometres from these economic opportunities.

The area has also two industrial areas, one that developed to the west near the railway station and one that developed to the east of the CBD. The western industrial area was developed along the railway line and has therefore sideline facilities and is the more viable of the two. However, inaccessibility due to poor road conditions and the lack of direct access from the N8 route hampers future extension. It is presently only 65% occupied.

Thaba Nchu has always been a major service centre to the Eastern Free State with many government departments establishing regional offices in this area. However, recently many of these offices and amenities have closed down, thus leaving the town crippled in terms of economic investment.

The town has also a very rich cultural history and more emphasis should be put on cultural tourism. The town also currently accommodates the only two casinos in the municipal area although Thaba Nchu Sun's licence will be allocated to a new casino in Bloemfontein. Mmabana Cultural Centre is also a cultural resource in this area.

Thaba Nchu stadium is situated opposite Naledi Sun and is a major events stadium in the area. Selosesha grounds and scattered sports fields supplement this, but all of these facilities need upgrading.

Public facilities like the sanatorium, the military base, the college and the reformatory school have all closed down in Thaba Nchu. This leads to fewer visits from outsiders and a decrease in spending in town. This has contributed to the outflow of factories and businesses.

#### **5.2.5 Rural areas**

The rural area is characterised by extensive commercial farming in the west, mainly mixed crop production and cattle farming. There is intensive farming along the lower drainage area of the Modder river in the north-west and the west. The area surrounding Thaba Nchu and Botshabelo is Trust land, which is utilised by subsistence and small farmers. The area is also characterised by high unemployment rates. Most employed people are migrant workers in Bloemfontein and elsewhere, due to the limited employment opportunities in the area.

Glen Agricultural College to the north of Bloemfontein is an asset to the rural area, especially in offering support to the establishment and sustenance of emerging farmers.

Several dams are located in the rural area of which the Krugerdrift dam, Tierpoort dam, Mockes dam, Rustfontein dam and Groothoek dam are some of the more prominent water sources. Water for agricultural use is very limited in the MLM area, which is a major constraint for agricultural development in the area.

### **5.2.6 Development trends**

There has been a lot of recent building activity in Bloemfontein, mainly new offices and retail developments primarily in the suburbs to the western side of town, as well as the expansion of high density walled townhouse complexes to the west of the N1. However there has been very limited investment in Thaba Nchu, Botshabelo, former Mangaung township, and the CBDs. This has led to the deterioration of these areas and an under-utilisation of existing infrastructure in some areas.

Development has also tended to concentrate along major traffic routes and this has given rise to typical ribbon developments along these roads. In some cases such as Curie Avenue, Church Street and Nelson Mandela Avenue, these developments have led to a decline in the traffic service levels of the relevant streets.

The illegal occupation of land has continued, particularly in areas far away from job opportunities or along public transport routes, while backyard dwellings have decreased. This has given rise to a continuation of urban sprawl and low-density residential developments in favour of medium to high density developments in the disadvantaged areas, which has led to longer travelling distances and the dislocation of poor people on the fringe of the urban areas. Another problem that stemmed from this is the increase in congestion experienced on Dr Belcher Road as the link between Mangaung township and the CBD.

Land use transgressions into residential areas adjacent to the CBD of Bloemfontein have been evident. There has been a big increase in the number of illegal small business operators or home-industries that conduct business from home without permission. This has given rise to traffic and safety problems as these areas were not designed for this purpose. A number of guesthouses have established in recent years throughout the municipal area. There has also been an upsurge in the amount of student accommodation, particularly in areas surrounding the two universities, which has socio-economic consequences and a considerable impact on municipal and other services in the particular areas.

Urban conservancies have been established throughout the area. Uncontrolled advertising has also increased in recent years. A new advertising policy will, however, soon be adopted and implemented by Council to overcome this problem.

Developments still favour private motor vehicles as the mode of transport and there is a lack of non-motorised transport routes, proper pedestrian walkways and public transport amenities at bigger developments. Inadequate on-site delivery facilities are provided with most of the new developments while insufficient taxi amenities leads to littering and pedestrian-vehicle conflict.

There is increasing pressure for small agricultural subdivisions of farmland, particularly around the urban centres within the municipal area and in the Bainsvlei area to the west of Bloemfontein.

## **5.3 Mangaung's Approach to the Development Facilitation Act**

### **5.3.1 Commitment to social justice**

The DFA Chapter One principles are interpreted by MLM as a set of interrelated intentions to guide land planning and development and entrench a more equitable and developmental planning system for the municipality. MLM has adopted a strong commitment to social justice and through this commitment they specifically intend to improve the living conditions of the poorest and historically most disadvantaged members of MLM.

Flowing from this commitment and overarching interpretation of the principles, the role of spatial planning in relation to land development is ultimately to serve the people who live within MLM and future generations. To this end spatial land development planning in MLM is concerned with:

- Promoting equity;
- Promoting efficiency;
- Protecting the public good;
- Ensuring the effective use of scarce resources, and;
- Protecting the environment.

MLM has adopted two normative planning approaches to give effect to the principles. These are:

- a people-centred approach with its main purpose being to pay particular attention to achieving social justice, through assisting the poorest members of society to meet their basic needs and requirements, and;
- an awareness and respect for the environment which recognise its constraints and the opportunities it provides, in a sustainable way

### **5.3.2 The planning system**

MLM believes that the intentions of the principles are to create a better planning system which is proactive and developmental, using laws and controls where appropriate, and one which positively accommodates the needs of all its people, where rural and urban areas are integrated, reinforcing an efficient system in which all people have access to the opportunities which arise.

### **5.3.3 Spatial integration in development planning**

The approach to spatial integration in development planning should occur across the different levels of planning and across spheres of government. It should also occur between public and private investment through co-ordinated programmes and commitment to the spatial patterns of future public spending and a minimal specification of spatial structure. To this end the SDF should predetermine only a minimum number of significant structural actions necessary to give clear direction to the development of land in the future in MLM indicating:

- where development should not occur for sustainability, environmental and access reasons;
- the proposed pattern of public spatial investment;
- areas where particular types of investment will be encouraged, eg light industry;
- areas of high impact uses and special service requirements, and;
- zones and locations where high intensity activity will be allowed.

An important function of this approach is to facilitate ongoing partnership between MLM and private developers by clearly indicating a spatial development framework within which the partnership needs to occur.

The approach to spatial integration is one of reinforcement, where all parts and elements of a settlement should reinforce and complement each other. This approach is to be applied to a number of forms of integration and in the following situations:

- Between urban and rural areas where the urban system provides markets, social, cultural and economic services for rural inhabitants,

- Between spatial structuring elements such as public transport and social facilities,
- Between land uses ranging from mixed land use to a reasonable proximity of different uses,
- Between existing and new development where the new development is benefiting from the proximity to historic investment in social, economic and infrastructure services, and
- The integration of different socio-economic groups where all people are treated as part of the same settlement, benefiting from their respective and complimentary resources and abilities.

The concept of integration does not call for artificially enforced mixing of any of the above, but rather to create the spatial opportunities within which all potential land uses can be located to suit their own requirements. These different forms of integration require planning to be driven by concerns about the whole of Mangaung, rather than by concerns for the performance of the individual areas or parts of the Municipality, while recognising that constructive compromise will be necessary to achieve this.

### **5.3.4 The spatial structuring of settlements**

MLM's central concern underpinning the Chapter One principles is the need to create a new spatial form and structure for the settlements in its area of jurisdiction to improve their performance. The principles, as interpreted by MLM, reject the low density, sprawling, fragmented and largely mono-functional settlement forms that resulted under apartheid and which imposed considerable hardship on people. MLM believes the principles call for the emergence of settlement patterns which create benefits accessible to the people of Mangaung. For this approach to be realised all settlements in Mangaung should strive to achieve the following qualities:

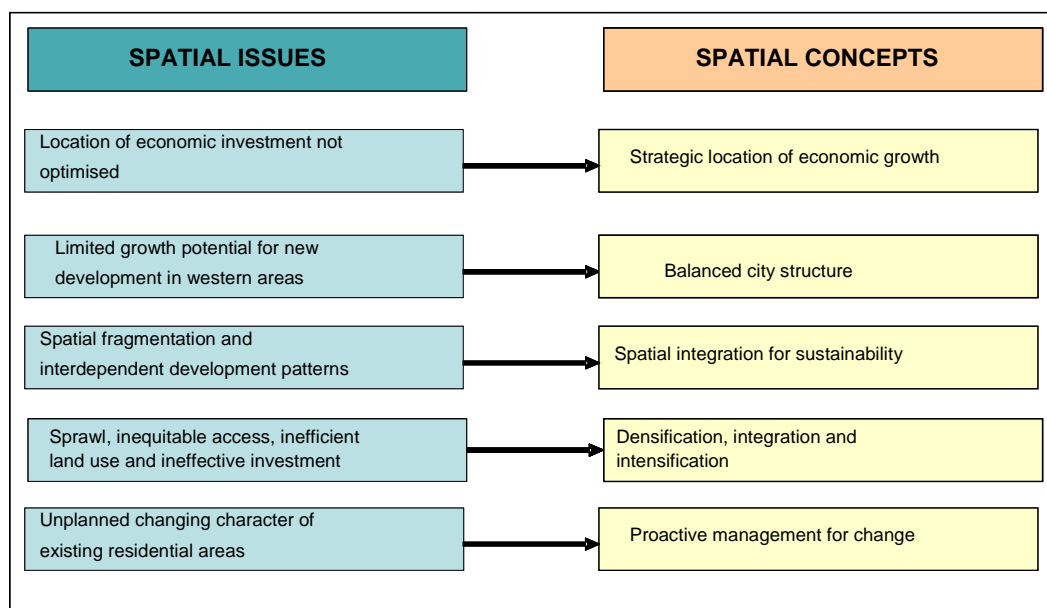
- To generate a wide range of economic opportunities;
- To be convenient to inhabitants to conduct their daily activities, easily and as inexpensively as possible,;
- To offer a choice of living conditions to all,;
- To be equitable in the sense that all inhabitants have reasonable access to the opportunities and facilities which support living in settlements,;
- To promote the efficient use of resources,; and
- To give dignity to people through the quality of the public spatial environment.

## **5.4 Spatial Issues from the Current Reality and Concepts**

In this section, the key spatial issues of the SDF are presented which are derived from an assessment of the current reality according to the process described in section 1. Each spatial issue is then followed by a presentation of the spatial concepts which have been defined to respond to them. The following figure illustrates this approach and provides a route-map through this section of the report.

The issues and the concepts have been presented in a linear relationship to each other. Although the issues were identified separately from one another, there are relationships between them. In addition, many issues relate to more than one concept, so the issue/concept relationship should not be seen in too linear terms. The concepts should not be read in isolation from one another either.

**Figure 5.4.1: Summary of spatial issues and concepts**



#### 5.4.1 Location of economic investment not optimised

Bloemfontein is currently located on the N1 route between Gauteng and the Western Cape (which passes along the western edge of Bloemfontein) and the N8 route running in an east-west direction, while the vast majority of people reside and work in the centre or to the east of the city. While the Bloemfontein airport is also located to the east of the city, there is a planned outer ring road around the city but is not complete in the eastern area, to the north and south of the N8. There is also well located and underutilised land to the north and south of the N8 between the eastern edge of the CBD and the incomplete ring road to the east beyond the airport.

Bloemfontein as the economic hub of Mangaung needs to provide for locational opportunities for further long term economic growth that are more accessible to the growing populations residing in the south-east of Bloemfontein and Botshabelo and Thaba Nchu further to the east.

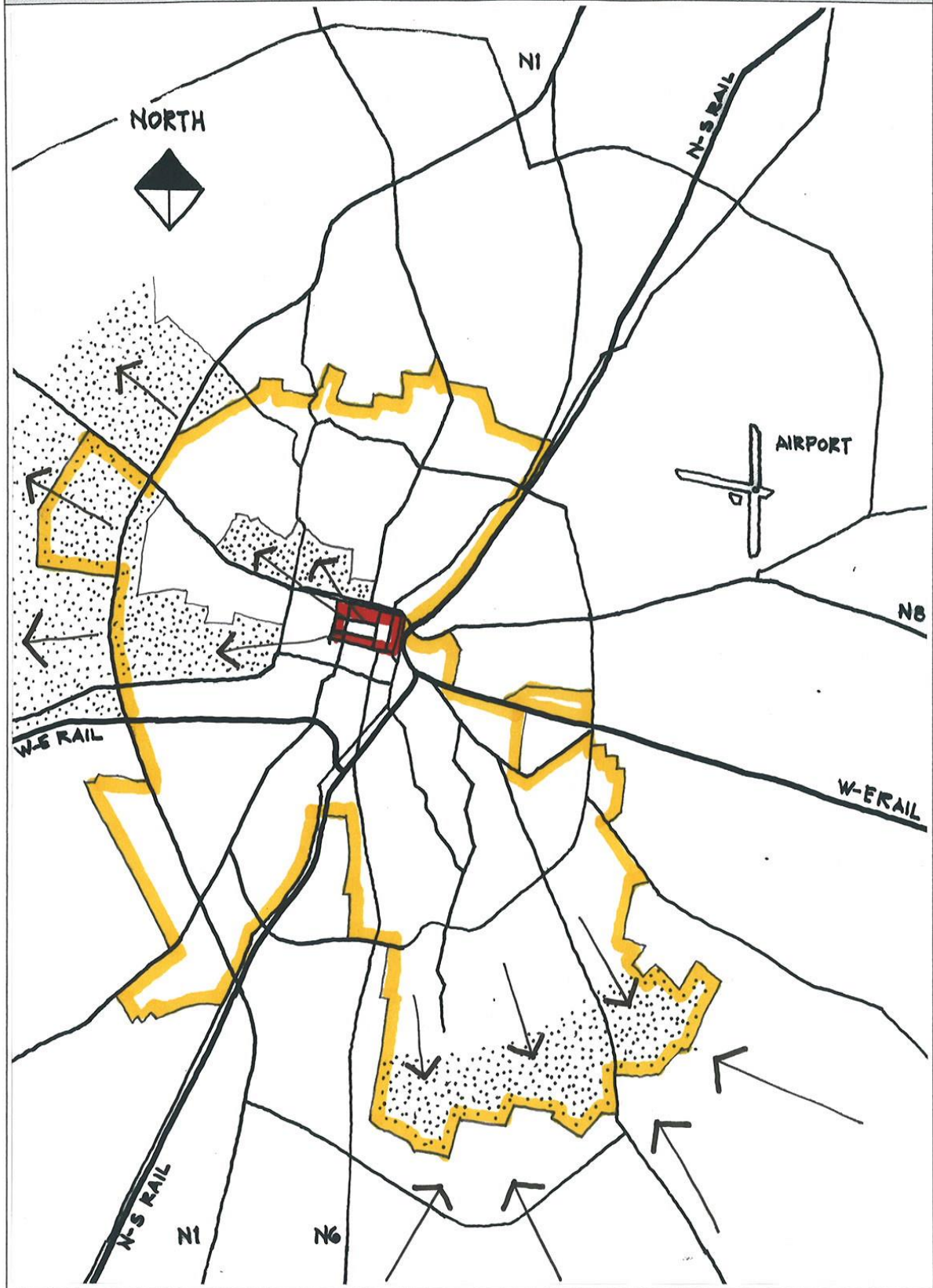
##### **Box 5.4.1 Strategic location of economic growth**

The concept of a desirable location for economic growth should provide sufficient impetus to generate a longer-term growth pattern that is more accessible, creates potential for significant investment over time and takes advantage of the potentials to be derived from the efficiencies of a radial and concentric city structure.

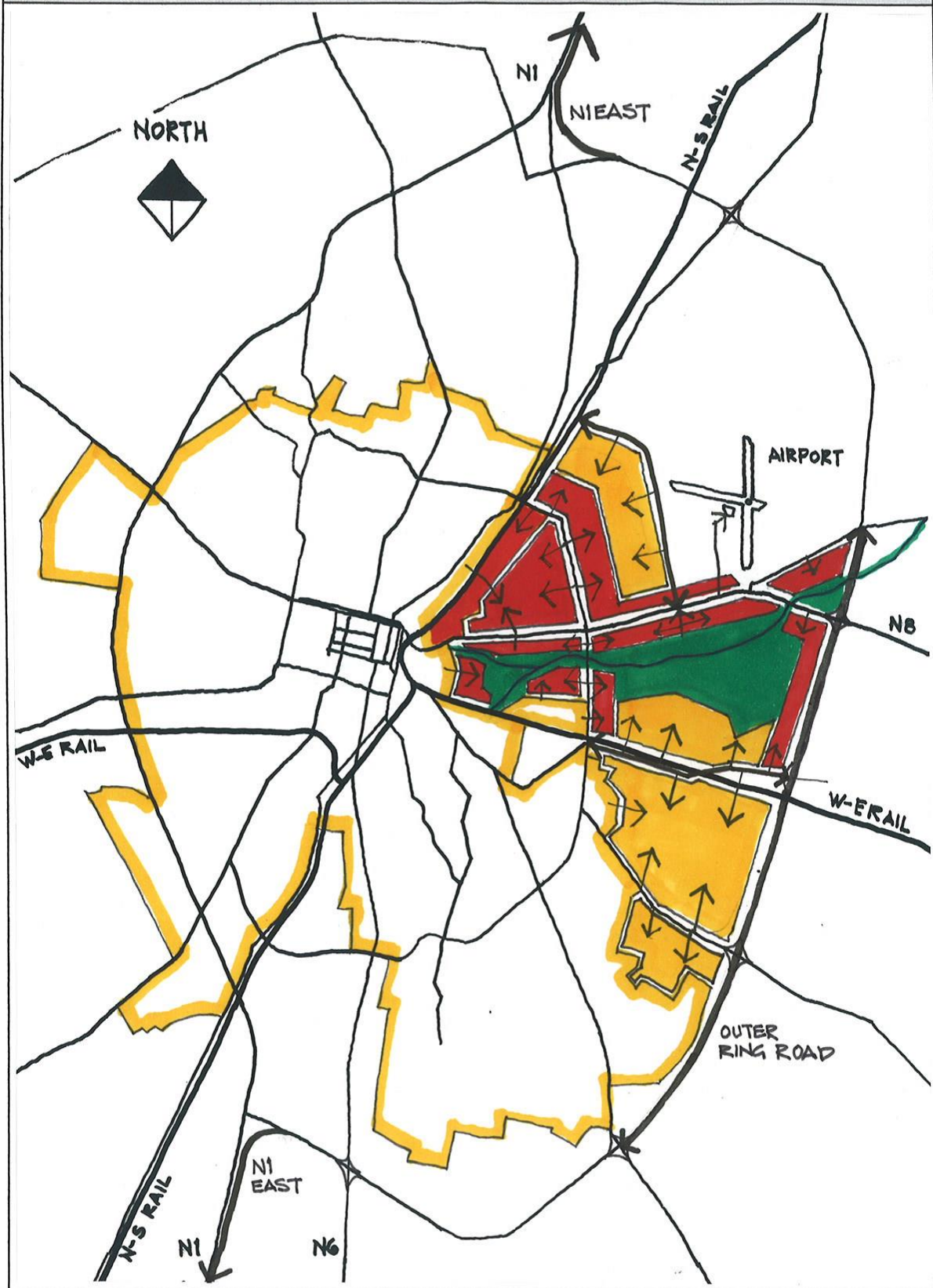
The location of the well located and underutilised land along the N8 national road between the eastern edge of the CBD and the incomplete outer ring road some nine kilometres further east, holds the potential to provide for the strategic location of economic growth. It has strategic locational value as it complements the concept of efficient city structuring, and will enhance existing major infrastructure investment in the airport, N8 road system and outer ring road once complete. The outer ring road could be linked by an intersection with off-ramps and on-ramps to the N1 creating an alternative route to the east of the city (N1 East). This will improve the transportation system generally around the city, assist the constraints and bias of development experienced in the western area in providing alternative locations to the east and for a significant amount of densification, intensification and infill in a suitable location. It also begins to move investment at scale in the direction of spatially integrating an underutilized and sizable wedge of the city into Bloemfontein, and the city with the remote areas of Botshabelo, Thaba Nchu and the rural settlements.



BLOEMFONTEIN'S CURRENT DEVELOPMENT PATTERNS



# STRATEGIC LOCATION OF ECONOMIC GROWTH



#### **5.4.2 Limited growth potential for new development in the western areas of Bloemfontein**

The western areas of Bloemfontein have experienced rapid growth during recent years with major office and retail development in the Brandwag area, and more recently, extensive, mostly residential development in the Langenhovenpark area. Numerous new developments are still being planned in Langenhovenpark and its surrounds.

The shift to developing the west and away from the traditional CBD has contributed significantly to the decline in the CBD and created changes to travel distances. Travel distances and times from the eastern areas of Mangaung have increased, as has travel time to and through the western area as it is clearly not designed with sufficient and appropriate infrastructure to be an intensive business district nor is it located at the centre of the Bloemfontein radial street system, as only a few roads serve the area.

According to the draft Western Areas Road Planning Study, traffic and transportation infrastructure in the western areas of Bloemfontein have not been designed for the existing intensity of use and are in general inadequate to accommodate the current rate of rezoning and township establishment in the area. Specifically in the case of the road network, there are severe physical limits to implement major upgrading to accommodate developments in the area.

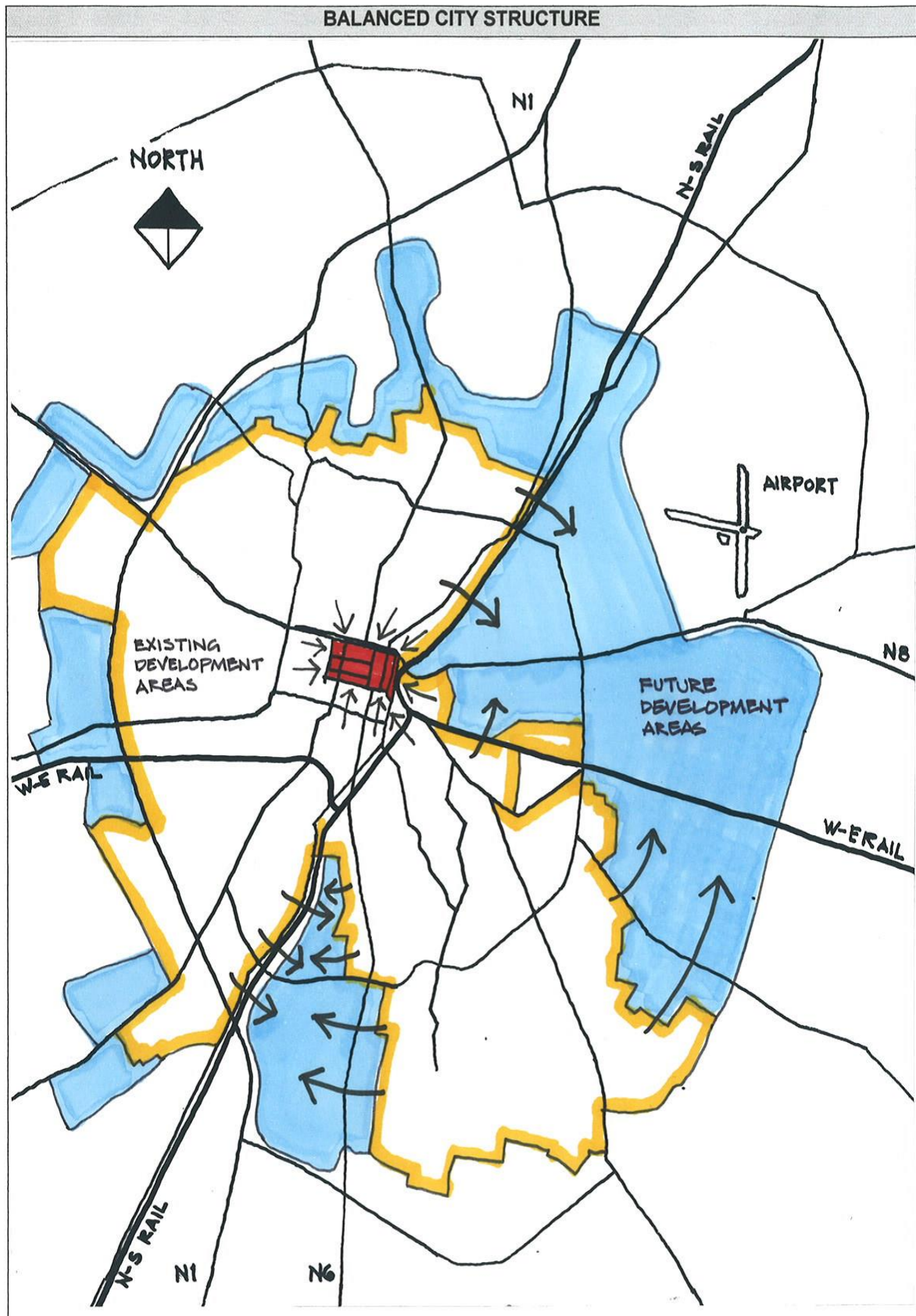
As a result of the existing situation, no significant further development in the western area can be implemented if acceptable levels of transport services are not to be achieved, as the levels of service are already unacceptably low.

In summary the city structure in the area is incompatible with recent development of the area. Although this is the situation for the western areas generally, some development of the Cecilia area can be allowed without major upgrading if the required road improvements are implemented. Allowing new development without ensuring acceptable levels of service will have a major effect on the functioning of the city and will in the long run have considerable economic implications for the city as a whole.

##### **Box 5.4.2      Balanced city structure**

The spatial concept that is applicable to respond to this issue is to create a more balanced city form which uses existing social and infrastructure services in the inner city, northern and south-western area and exploits spatial opportunities and resources in other parts of the city to the north-east and east. These opportunities would provide a choice of residential and economic developments that intensifies use, densifies and infills development in underutilised areas.





### 5.4.3 Spatial fragmentation and interdependent development patterns

Mangaung has predominantly four spatially fragmented but necessarily interdependent development patterns that are currently under severe stress. The issue of spatial fragmentation of Mangaung and the tenuous but essential interdependence of these patterns on one another is being driven from different but interrelated parts of the municipality. They are:

- (i) the CBD, the core asset of the municipality is in decline;
- (ii) the rapid growth in opposite spatial directions of the south-eastern and north-western areas, which is pulling Bloemfontein apart;
- (iii) Botshabelo and Thaba Nchu being remote urban dependants of Bloemfontein; and
- (iv) Imbalanced linkages between the urban areas of Bloemfontein, Botshabelo and Thaba Nchu and remote rural dependants and neighbours in other municipalities.

#### **Box 5.4.3      Spatial integration for the sustainability of Mangaung**

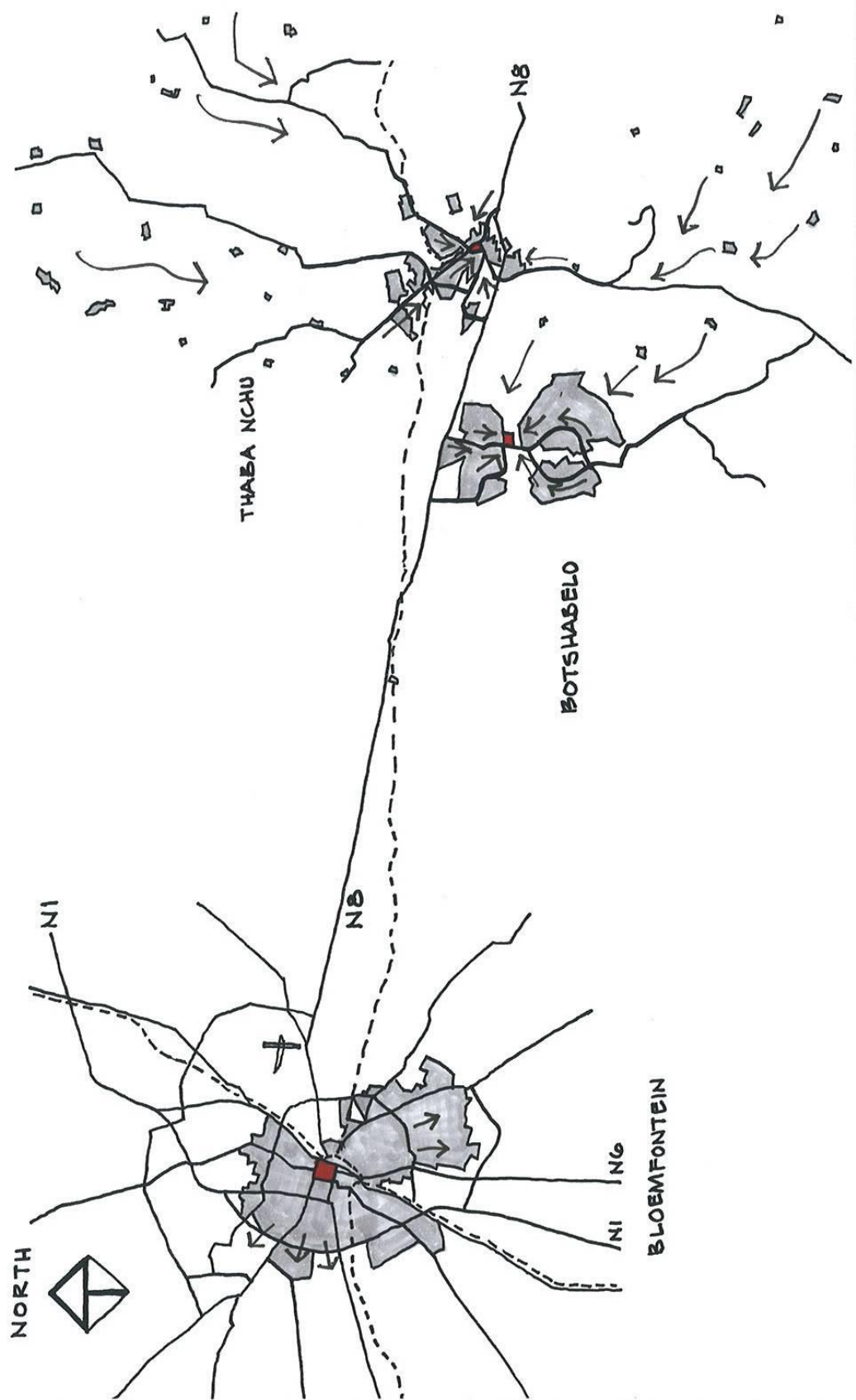
To tackle the spatial fragmentation and reduce the stresses on the necessary interdependence of the different development patterns it is important to address the spatial relationships between:

- the unemployed and job opportunities;
- the existing infrastructure and future housing;
- workers accommodation and employment; and
- institutional, commercial and recreational services and the vast majority of the population.

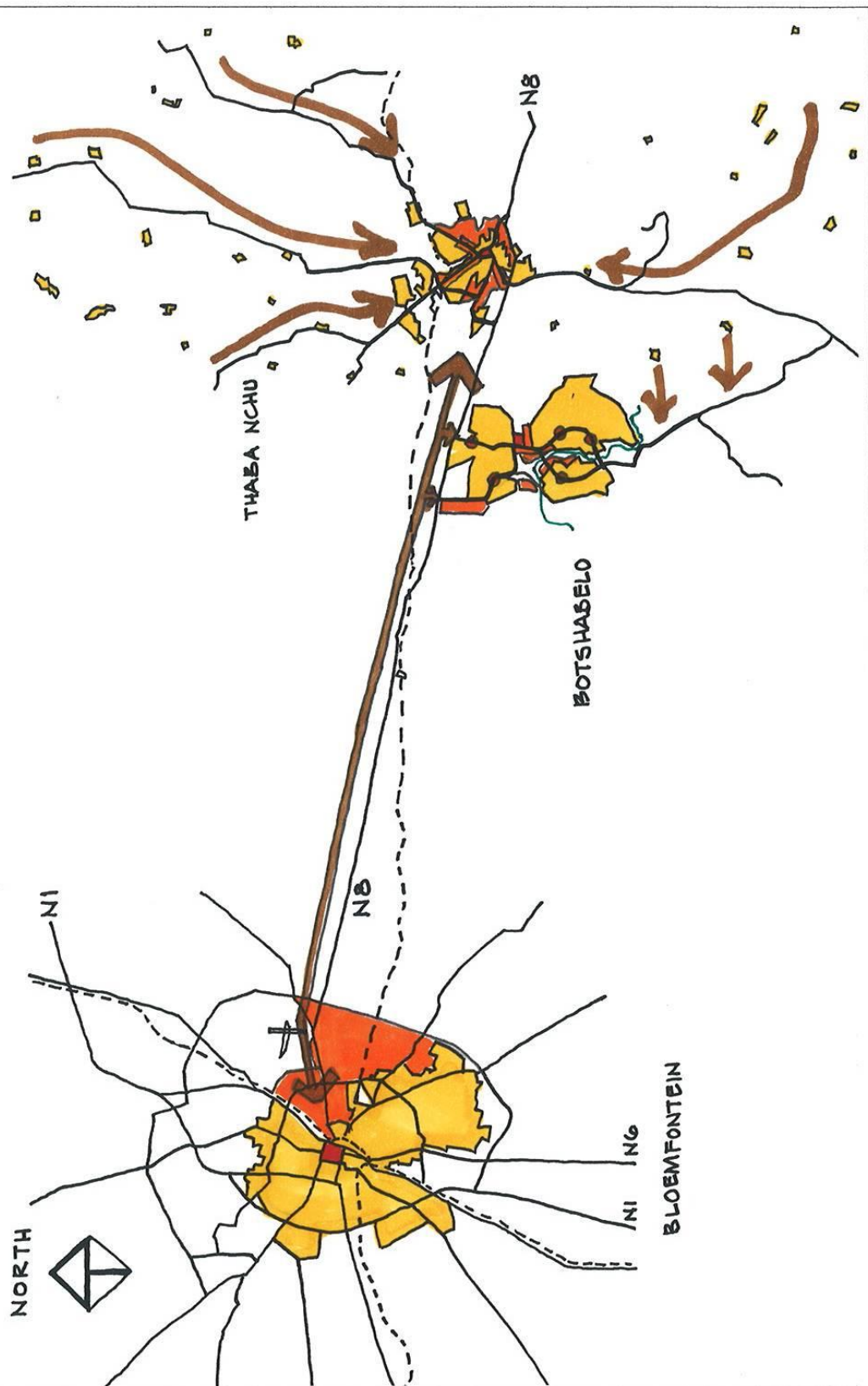
Improving the spatial integration and by reducing the separateness of these development patterns of the CBD, south-eastern, north-western areas, Botshabelo, Thaba Nchu and the rural areas will directly contribute to the long-term sustainability of Mangaung.

Achieving this integration will reduce the competing pressures between each development pattern while reinforcing the soundness of the basic city structure, its inherent strengths and its development pattern, while optimising a more focused use of limited public and private sector resources.

MANGAUNG'S CURRENT DEVELOPMENT PATTERNS

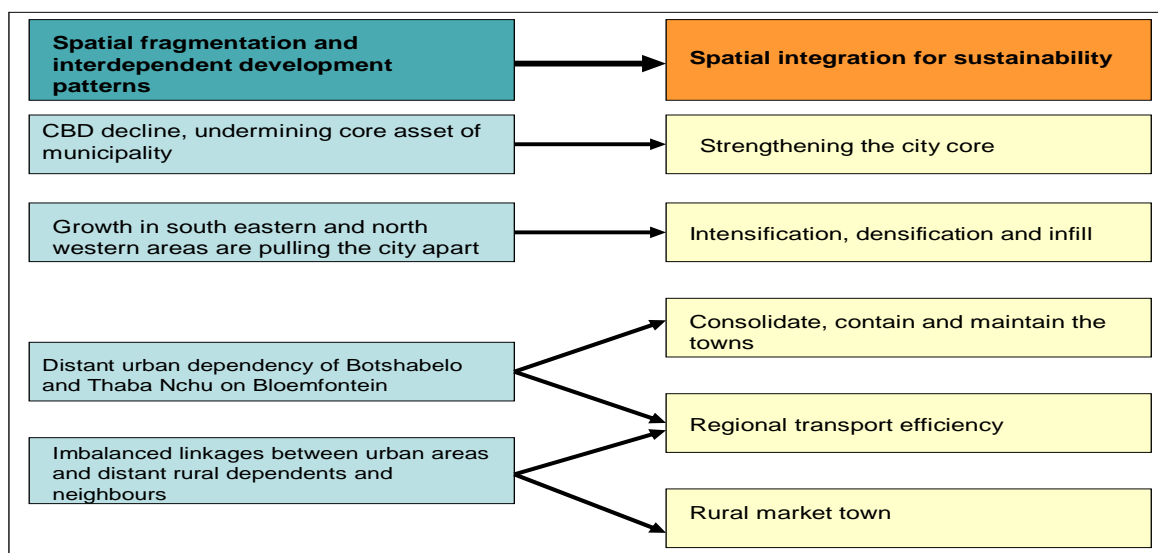


SPATIAL INTEGRATION FOR SUSTAINABILITY – MANGAUNG'S PROPOSED DEVELOPMENT PATTERNS



In the following sub-sections these issues and concepts are unpacked in more detail, as summarised in the following figure.

**Figure 5.4.3 Summary of integration issues and concepts**



#### 5.4.3.1 CBD decline, undermining the core asset of the municipality

The original city structure is centred around a strong business district with numerous radial arterials converging on the CBD area. This structure has historically accommodated a variety of different sectors to integrate the many opportunities and services that benefit a select group of communities of the previously demarcated municipality. These benefits are currently still not available as effectively anywhere else in the region, except partially for the inhabitants residing and working to the west of the CBD.

If the CBD is not prioritised for regeneration the implications, as is evident in the rapid development in the western and south-eastern areas, significant residential and business development outside of the CBD can be expected to occur at the expense of other areas and in particular the CBD. This will also result in an even less balanced city structure with further significant traffic congestion while travel distances and time from some areas will increase, especially to and from the south-eastern areas in Bloemfontein and Botshabelo and Thaba Nchu further east.

If the current development trends being experienced in the western area are not rectified, the impact will not only have an ongoing effect on the CBD but will have a major impact on the benefits and functioning of the city generally and the ability of the CBD to integrate the different communities of the municipality as a whole.



#### **Box 5.4.3.1 CBD regeneration – Strengthening the city core**

This spatial arrangement of a city core requires strengthening to support city integration and ensure relatively short travelling distances between all the residential areas of the municipality and the main business area. The strengthening of the CBD would also support the future viability of public and non-motorised transport as well as city centre parking. This basic city structure could be further improved if transport linkages area improved, the bias of development to the western areas is corrected, and the physical and town planning barriers created for the separation of racial groups between the south-eastern areas and the CBD are overcome. The primacy of the CBD should be strengthened through regeneration in order to shape the city to enhance integration to the advantage of all residents of the municipality and the region.

#### **5.4.3.2 Growth in the South-eastern and North-western areas are pulling the city apart**

The south-eastern area of Bloemfontein is the traditional township of Mangaung and is wedged between rail and road infrastructure and land zoned for industry and small-scale farming on the area's northern and western boundaries. The spatial growth pattern in the south-eastern areas (predominantly residential) in the recent past has been of sectoral (linear) bands of development progressively moving further away from the economic and social benefits of the city centre, which the disadvantaged communities residing in the south-east areas are dependant on. This is resulting in low-income growth pulling away from the city core further outwards in an easterly and a south-easterly direction and consequently undermining the integration potential of the CBD.

Similarly, the North-western area of Bloemfontein is also stretching the resources available for development further outwards but in the opposite direction to the south-east. This too is resulting in social and economic integration around the city core being undermined. The city consequently is being further racially divided through the spatial pattern of development currently occurring. The upper-income and predominantly White population is growing in a north-westerly direction with new retail, commercial and residential facilities being developed in this area and continuing to move further westwards while low-income and predominantly Black population is growing in a south-easterly direction through the consolidation of informal settlements and further informal settlements occurring on an ongoing basis.

This pattern of development is leading to further sprawl of the city and creating a backlog in the provision of land, services, social and commercial facilities to these rapidly developing areas while the CBD, which has many of the services and facilities needed, is underutilised. This is inefficient and is destroying the economic and cultural heritage of Bloemfontein's CBD

#### **Box 5.4.3.2 Intensification, densification and infill – making the development patterns more compatible for the good of the whole**

To decrease this pulling effect, development in these areas growing in opposite directions should be minimised and managed more proactively. Alternative locations should also be developed through infill development in the existing developed areas. This would include areas such as Hamilton, Heidedal, Ooseinde, Bloemspruit, Grassland, Sonskyn, Estoire, Transwerk industrial land, and within and to the north of the northern areas, where spare social and infrastructure capacity exists, and undeveloped and underutilised areas can be developed, and new social and infrastructure capacity can more easily and efficiently be created with higher densities and intensification of use.

This spatial concept will reinforce the inherent benefits of the basic city structure and extend them to better located areas within the city fabric, while at the same time and with the similar resources also reduce the prominence and spatial extremes of development in these competing areas.

#### 5.4.3.3 Distant urban dependency of Botshabelo and Thaba Nchu on Bloemfontein

Botshabelo and Thaba Nchu are structurally dependant on the economy of Bloemfontein with their own economies providing very limited opportunities. This occurs in the context of the large distance of over 50km between them and Bloemfontein, with a limited and subsidised public transport link to gain access to economic opportunities, social and institutional services and facilities. The shift of development to the western areas and decline of the CBD of Bloemfontein have exacerbated the already fragmented spatial patterns and dependence on Bloemfontein further, while some of the opportunities, services and facilities that were recently available in Botshabelo and Thaba Nchu have closed down. The local economies of Botshabelo and Thaba Nchu are struggling to attract significant future investment to their business or agricultural areas to make them more supportive of their own economies.

##### **Box 5.4.3.3 Regional transport efficiency, safety and affordability coupled to consolidation, containment and maintenance of exiting town developments**

The spatial concept is to make the opportunities that are located in Bloemfontein more efficient, safe, affordable and accessible to the people residing in Botshabelo and Thaba Nchu who are structurally dependant on them. The opportunities and limitations of integration across this spatial divide need to be complemented by public investment in these areas (and other existing viable minor development nodes). The concept for future investment in **Botshabelo** is to:

- (i) **Clarify the viability of labour-based manufacturing through a feasibility study on an IDZ.** This feasibility study is extremely urgent as a lot of other decisions are contingent on these findings.
- (ii) Whether this is viable or not, create a well serviced area for residents with quality services to support people's livelihood strategies achieved through:
  - the consolidation of social services (including health and education, safety and security and a diverse recreation facilities),
  - the containment, upgrading and maintenance of the quality of residential development and the environment,
  - the reinforcement of the management of the commercial centre and invest in well located multi-purpose centres, and
  - the growth and support of small, medium and micro enterprise development.
- (iii) If the IDZ is not viable, limit expansion of settlements which will not have associated economic opportunities and rather to support expansion of settlements close to employment in Bloemfontein

#### 5.4.3.4 Imbalanced linkages between the urban areas and distant rural dependants and neighbours

The rural settlements that exist to the north and south of Thaba Nchu and many of those in municipalities bordering Mangaung are also significantly dependant on Bloemfontein and to a lesser and decreasing extent on the urban areas and facilities of Thaba Nchu and Botshabelo. There are also fragile links that exist between some of the rural settlements that provide minimal social, infrastructure and economic support services to the inhabitants of these areas.

#### **Box 5.4.3.4 Regional transport efficiencies, safety and affordability coupled to a rural market town**

The conceptual approach is similar to that above. There is a greater emphasis on enhancing the benefits of small town efficiencies for Thaba Nchu as a rural market town, and in this way to support rural economic development as the way to trigger a livelihoods growth strategy. The concept for future investment in **Thaba Nchu** is one that requires investment in many small-scale interventions to consolidate and enhance the existing settlement and growth pattern expand agricultural production and tourism, and support Thaba Nchu to develop through the growth of its local economy (see 3.2.4).

This includes:

- reinforcing the business district through better management of the traffic flow, informal traders, land and under-utilised building stock owned by absent landlords and decongesting the bus and taxi rank;
- reinforce the existing rural service centre function supportive of rural development initiatives which maximises livestock farming and beneficiation of related products;
- creating rural eco-tourism incorporating the environmental and historic opportunities that exist; and
- providing infill housing with better access to the business district along the main road between the station and the business district.

#### **5.4.4 Sprawl, inequitable access, inefficient land use and ineffective investment**

The current spatial development patterns of Mangaung and particularly of Bloemfontein are characterised by the following issues:

- low density in most of the old and new residential areas catering to the lower, middle and upper income groups contributing to the sprawl of the city;
- inequitable access to the opportunities and benefits of the urban areas due to the historic spatial structure and more recent locations of residential and economic development;
- inefficient land use in the overall spatial distribution of residential development areas, economic opportunity and social services and facilities; and
- low intensity of investment outside of the CBD of Bloemfontein complimented by low density development.

#### **Box 5.4.4 Integration of socio-economic groups through densification of use and intensification of activities**

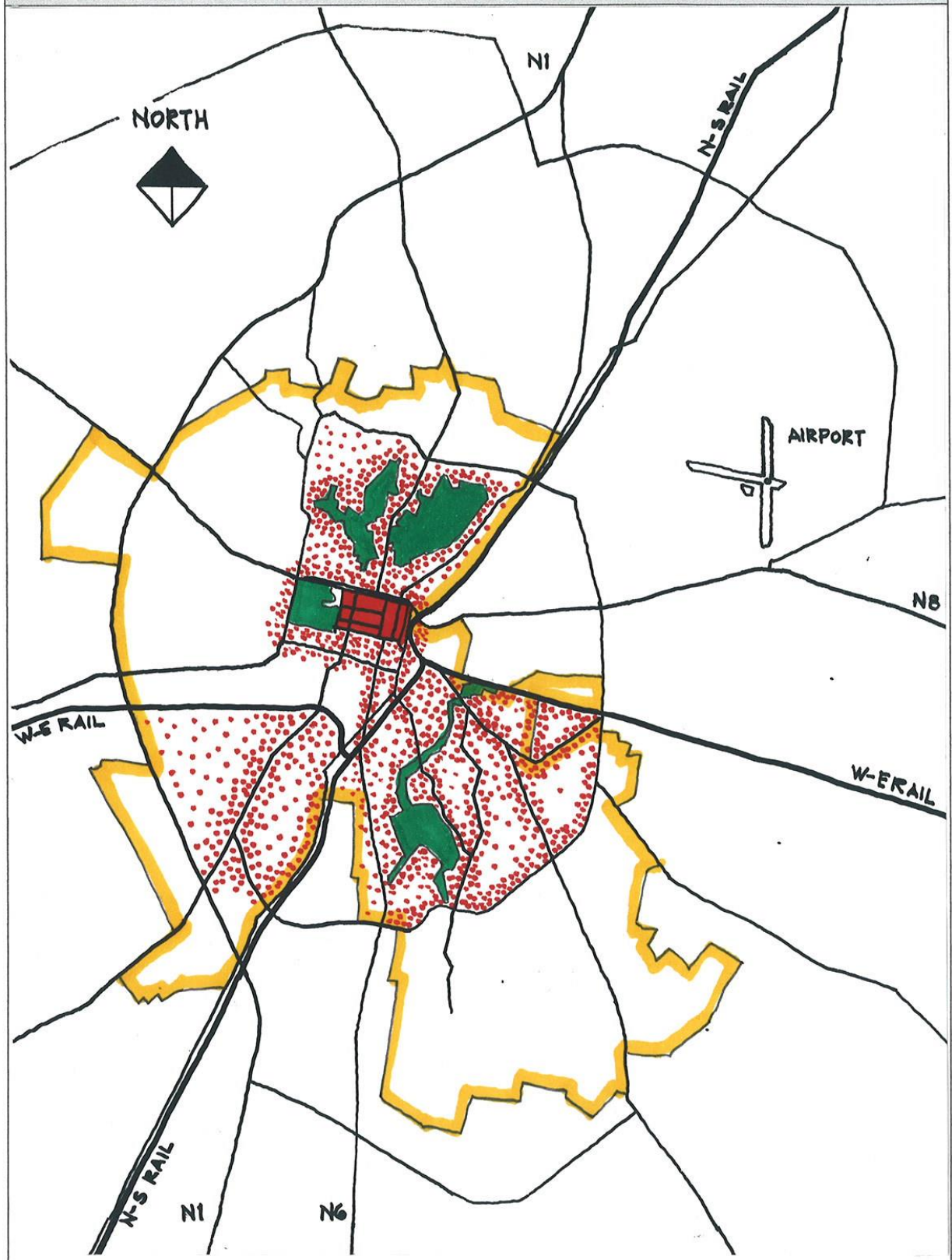
Given the different socio-economic groups making up the population seeking to reside in the urban areas of Bloemfontein and the need for ease of access to employment opportunities across the city, it is desirable for the urban area of Bloemfontein to be more compact in its spatial form which will offer maximum opportunities of choice, greatest ease of use, and maximum and optimal effectiveness. The intention is not only for residential densification but also for people to be part of, and have ready access to, a wider urban system in which the broader range of day-to-day needs can be met. This will also contribute to redressing spatial and structural inequalities currently experienced in Mangaung.

The nodes and activity spines are the places where access to a wide range of urban opportunities should be greatest. Mixed use, intensified development and strong spatial clustering should occur along the radial routes and those ring/connector routes between the radial routes and at nodal points.

The existing pattern of development must become more continuous through infill development on well located but underutilised pieces of land to shape a coherent city form through appropriate density, and zoning practices and policies. However it must be recognised that there will never be continuous ribbon or corridor development from Bloemfontein to Botshabelo, and that this would also be an undesirable outcome. Rather there should be more concentrated development at nodes well-connected by public transport, so that linking occurs through effective transport rather than continuous sprawling development

These concepts jointly will begin to address the issues of city sprawl, inequitable access, inefficient land use and ineffective investment.

DENSIFICATION, INTEGRATION AND INTENSIFICATION



### 5.4.5 Unplanned changing character of existing residential areas

The impact of unregulated and ad hoc change in land use on the character of a number of residential areas in Mangaung is increasing. Some of the areas that are typical of this change are the residential areas adjacent to the Bloemfontein CBD, the smallholdings in the northern and western areas of Bloemfontein, the areas surrounding the universities, zones within and on the edge of the south-eastern areas and the large open spaces within Botshabelo. Associated with this situation is the conflict arising between uses and the inability and degradation of services to support such change without adequate provision being made.

#### **Box 5.4.5.1 Proactive management to regulate and facilitate change**

The concept to respond to the situation is a more proactive management approach aiming to:

- regularise, encourage and maximise the benefits of the investments and the land use changes where suitable in relation to other uses and interests;
- provide the support services and infrastructure needed; and
- provide an effective and accessible procedure to minimise the conflicts in use and interests that arise.

**In summary the structural challenges of restructuring the spatial legacy of apartheid finds expression in two different but prominent spatial development patterns in Mangaung. They are the relatively close proximity of the south-east area of Bloemfontein to the CBD, and the remote towns of Botshabelo and Thaba Nchu.**

The south-eastern area, although close to the CBD, has its access to the CBD constrained by numerous impediments including railway lines, high order road infrastructure, sewage treatment plants, industrial development, broad underdeveloped buffer strips and significant topographic changes in level. There are some radial routes from the developed area of the south-east to the CBD and recent access routes have been provided through the industrial and undeveloped areas to the rest of Bloemfontein. Although this provides some access to the city, the south-east remains a spatially separate area not able to benefit efficiently and effectively from the city's opportunities.

The towns of Botshabelo and Thaba Nchu on the other hand are some 50+ kilometres to the east of Bloemfontein and are only connected by the N8, a national road, and a limited public transport system. The majority of land between Bloemfontein and these towns is zoned for agricultural use. The working age population is dependant on the employment opportunities in Bloemfontein, which has a far larger economic base and is the closest place for employment in the region. Bloemfontein also offers the largest variety of economic and social services and facilities closest to these towns.

Industrial job creation initiatives, in the towns and between the towns and Bloemfontein, have had limited success in providing employment historically and are in decline predominantly due to lack of ability to attract and sustain private industrial and residential investment in these areas.

The movement between the towns and Bloemfontein displays a weekly and daily migration pattern from the central bus and taxi facilities in each of the towns to the central rank on the east of the Bloemfontein CBD and where in many cases from there to the other parts of the city.

#### **Box 5.4.5.2 Restructuring the spatial legacy**

The challenge to address these spatial conditions requires sustainable and effective public investment which should also attract private sector investment. The concept for restructuring the spatial legacy aims to contain and limit the spatial effects of the past; limit the number of people that are affected and begin to redress the situation through:

- strategic location of economic growth towards the east of the Bloemfontein CBD, providing greater opportunities in Bloemfontein for future settlement and economic development at scale;
- creating a balanced city structure in Bloemfontein;
- spatial integration for the sustainability of Mangaung that strengthens the interdependent development patterns;
- CBD regeneration to strengthen the city core, the vital asset of MLM;
- intensification, densification and infill to make the development pattern more compatible for the good of the whole;
- regional transport efficiencies, safety and affordability, coupled to consolidation, containment and maintenance of Botshabelo, considering the economic potential of a labour-based manufacturing hub and IDZ, and reinforcing Thaba Nchu as a rural market town; and
- pro-active public management to regulate and facilitate the current change occurring, and the intended spatial restructuring process.

## **5.5 Applying the spatial concepts to the IDP objectives**

As indicated previously, the spatial concepts presented in the preceding sections respond to the spatial issues raised during the planning process and the intentions of the IDP objectives and associated programmes. Table 5.5.1 below demonstrates how some of the IDP objectives will be supported by the spatial concepts. Only the most directly strategic SDF concept/IDP relationships are indicated. However, indirect support relationships will materialise in most if not all of the others relationships, as well as for the objectives of Mangaung Safe and Secure, Education and AIDS Action and Community Resilience and Self-reliance, which do not form part of the table.

In overview, the SDF concept's main contributions to meeting the objectives of the IDP can be summarised as follows:

- The creation of improved spatial efficiencies and development patterns;
- Improving use of existing investments and resources of the CBD;
- Providing more efficient access to resources for support;
- Maximising existing resources & creating easier access to the supply of new resources;
- Creating greater efficiencies to access locations;
- Intensifying locations that are more accessible;
- Focusing economic investment to maximise the potential of the current situation;
- Improving the existing environmental opportunities through consolidation & maintenance to maximising their benefits; and
- Providing a spatial picture of the proposed approach to development and investment.

Table 5.5.1 outlines each of these contributions by unpacking the relationship between each SDF concept and the 6 most related IDP objectives.

**Table 5.5.1 Link between IDP Programmes and SDF concepts**

SDF concepts	IDP Objectives and Programmes					
	Promoting economic development	Regenerating the CBD	Sustainable Shelter	Services for all	Clean Environment	Promoting Rural Development
Strategic location of economic growth	By maximising locational advantages to support economic growth	By maximising well located land and key infrastructure investment	By locating higher density residential environments in close proximity to employment	By maximising existing infrastructure and creating more efficient supply of new services		By locating higher density residential and economic development in closer proximity to support rural development
Balanced city structure	By creating improved spatial efficiencies and so permitting sectors to develop in most appropriate way	By improving use of existing investments and resources of the CBD, and not wasting resources having to recreate what exists in CBD	By maximising existing resources & creating easier access to new resources	By maximising existing resources & creating more efficient supply of new resources	By consolidating the use of the environment for greater benefit	By creating greater efficiencies to access locations for markets
Strengthening the city core	By creating more intense use of existing & new resources and investments	By contributing to the regeneration of the CBD	By creating improved existing & new resources & opportunities for livelihoods support	By maximising existing resources & creating more efficient supply of new resources	By improving the protection, upgrading & maintenance of the valued environmental features	
Intensification densification and infill	By creating more intense use of existing & new resources and investments	By maximising more holistically the potential and resources of the city fabric	By creating improved existing & new resources & opportunities for livelihoods support	By maximising existing resources & creating more efficient supply of new resources	By maximising the efficiency, safety, and benefit of services, the environment and open space	By intensifying locations that are more accessible for the demand of goods and services
Regional transport efficiency	By improving regional access efficiencies	By making the CBD a more accessible resource to remote areas	By making livelihoods support services more accessible and effective for remote communities			By making urban markets and livelihoods services more accessible
Consolidate, contain & maintain the towns	By focusing economic investment to sustain and improve the current situation		By improving the existing investments and maximising their benefits	By improving the existing investments and maximising their benefits	By improving the existing environmental opportunities through consolidation & maintenance to maximising their benefits	By improving the existing investments & environment to maximising their benefits
Rural market town	By focusing economic investment to maximise the potential of the current situation		By consolidating the benefits of small town efficiencies	By focusing on more efficient infill investment to consolidate the planning pattern of the town	By improving the existing environmental opportunities through consolidation & maintenance to maximising their benefits	By reinforcing & consolidating the existing rural economic activities and supporting new activities
Proactive management for change	By improved access to efficient decision-making	By creating City Improvement Districts	By increasing access to day-to day services and recognising people's own		By improved access to effective decision-making	

SDF concepts	IDP Objectives and Programmes					
	Promoting economic development	Regenerating the CBD	Sustainable Shelter	Services for all	Clean Environment	Promoting Rural Development
			investments and shelter strategies			

The tables below further demonstrate in more detail how the SDF concepts contribute to and integrate with 6 IDP objectives with major spatial relationships:

- Promoting economic development;
- Sustainable shelter;
- CBD regeneration;
- Services for all;
- Clean environment;
- Rural development.

**Table 5.5.2 Linkage between Economic Development Programme and SDF Concepts**

SDF concepts	Promoting economic development
Strategic location of economic growth	By maximising locational advantages to support economic growth in the area along the N8 identified for future investment by national and international investors as it is close to the airport, proposed provincial ring road, and is easily accessed from northern and south-eastern residential areas. The area should be clearly illustrated in the marketing materials. The area could also accommodate a venue for trade exhibitions and fairs, and a transport logistics hub
Strengthening the city core	By creating more intense use of existing & new resources and investments. This would include a science park, SMME Service Centre, and hawking facilities. Also establishing support initiatives that; sustain MLM as a regional sports events venue and builds on the advantage of Bloemfontein being the judicial capital city of the country
Intensification densification and infill	By creating more intense use of existing & new resources and investments, including the growth of the SMME sector and jobs created
Regional transport efficiency	By improving regional access, transport and mobility efficiencies through a planning and implementation framework for the N8 development corridor and activity nodes along the route.
Consolidate, contain & maintain the towns	By focusing economic investment to sustain and improve the current situation in Botshabelo and Thaba Nchu. A feasibility study for an intensive industrial zone or UDZ in Botshabelo will inform the investment approach and provide for a SMME Service Centre and provision of hawking facilities in the central business areas of Botshabelo and Thaba Nchu
Rural market town	By spatially focusing economic investment to maximise the potential of the rural services currently provided by Thaba Nchu
Balanced city structure	By creating improved spatial efficiencies and so supporting key sectors to develop effectively and the N8 development of the corridor between the east of the CBD and the outer ring road

**Table 5.5.3 Linkage between Sustainable Shelter Programme and SDF concepts**

SDF concepts	Sustainable Shelter
Strategic location of mixed-use economic growth	By locating higher density residential environments in close proximity to employment through the development of a significant portion of the 11500 new houses and serviced land for housing development in the underdeveloped areas that are in close proximity to the N8 corridor development



<b>SDF concepts</b>	<b>Sustainable Shelter</b>
Strengthening the city core	By creating improved existing & new resources and opportunities for livelihoods support through the development of a portion of the 2500 high density housing units with a variety of tenure options
Intensification densification and infill	By creating improved existing & new resources and opportunities for livelihoods support through the development of 2500 high density housing units with various tenure options
Regional transport efficiency	By making livelihoods support services more accessible and effective for remote communities
Consolidate, contain & maintain the towns	By improving the existing investments and maximising their benefits through the development of a portion of the 11500 new houses and serviced land for housing as infill development in Botshabelo
Rural market town	By consolidating the benefits of small town efficiencies through the development of a portion of the 11500 new houses and serviced land for infill development in Thaba Nchu
Balanced city structure	By maximising existing resources & creating easier access to new resources through the development of a portion of the 11500 new houses and 2500 high density housing with a variety of tenure options in the underutilised land in the Hamilton area
Proactive management for change	By increasing access to day-to day services and recognising people's own investments and shelter strategies in specific locations for infill development including the Hamilton area, the area in close proximity to the N8 corridor development and CBD on the east of Bloemfontein and other locations for densification in the developed parts of Bloemfontein

**Table 5.5.4 Linkage between CBD Regeneration Programme and SDF Concepts**

<b>SDF concepts</b>	<b>Regenerating the CBD</b>
Strengthening the city core	<p>By contributing to the regeneration of the CBD to create a coherent and integrated city centre through:</p> <ul style="list-style-type: none"> <li>• establishing a Business Improvement District (BID) within the Bloemfontein CBD;</li> <li>• developing and implementing a plan that integrates the Bloemfontein CBD with the historical precinct in the Westdene/Willows/Park West area and the recreational precinct in the Kings Park/Loch Logan area;</li> <li>• modelling of traffic flows resulting from potential pedestrianization of roads;</li> <li>• demarcation of pedestrian-only zones;</li> <li>• the design and landscaping of Hoffman Square;</li> <li>• landscaping &amp; planting of grass, shrubs and trees;</li> <li>• providing street furniture and lighting;</li> <li>• landscaping &amp; redesign of street surface in car-free zones and erecting hawker facilities;</li> <li>• installing CCTV;</li> <li>• preparing an audit and renovating historic buildings in state of disrepair in the CBD and providing an incentive to owners to leverage investment on the buildings;</li> <li>• upgrading of public ablution facilities;</li> <li>• conducting a feasibility study to enlarge the Bloemfontein CBD eastwards over the railway line to connect more directly to the N8 corridor development and provide easier access to the south-eastern area;</li> <li>• developing and managing the CBD Masterplan;</li> <li>• implementing security patrols, more frequent cleaning operations, maintenance of streets &amp; storm water drainage;</li> <li>• a street trader management system and the design and erection of suitable structures to accommodate street traders.</li> </ul>
Intensification	By maximising more holistically the potential and resources of the city fabric to increase the residential density within the CBD of Bloemfontein, Botshabelo

<b>SDF concepts</b>	<b>Regenerating the CBD</b>
densification and infill	and Thaba Nchu, to ensure that informal traders are thriving and providing an attractive and useful service for residents and visitors in these areas through: <ul style="list-style-type: none"> <li>• designing the covering over the spruit to reclaim land above Bloemspruit;</li> <li>• implementing the KPA 1-3 upgrade Dr. Belcher/Fort Street/CBD in Mangaung Activity Corridor;</li> <li>• facilitating discussions and establishing Memoranda of Agreements with landlords for upgrading or converting offices to residential accommodation;</li> <li>• conducting a study to identify high density residential Zones in the CBDs (CBD Masterplan);</li> <li>• secure funding for at least 2000 units in high density housing in the Bloemfontein CBD; and</li> <li>• upgrading the Batho market.</li> </ul>
Regional transport efficiency	By making the CBD a more accessible resource to remote areas through providing a more extensive, effective, efficient, convenient, reliable and integrated public transport system to service the municipal area, including all the CBDs. Also to improve the accessibility of the CBDs for all modes of transport by reducing traffic congestion problems, implementing the inter-modal transport facility on the east end of the Bloemfontein CBD and completing the Integrated Transport Plan.
Consolidate, contain & maintain the towns	By establishing a Business Improvement District (BID) within the CBD of Botshabelo, increasing the residential density within and immediately surrounding the area and ensuring that informal traders are thriving and providing an attractive and useful service for residents and visitors in the area. To do this a feasibility study should be conducted in Botshabelo to establish possible decentralization of business to nodal centres and developing a plan to address traffic congestion in Botshabelo CBD.
Rural market town	By establishing Business Improvement Districts (BIDs) within the CBD of Thaba Nchu and increasing the residential density within and immediately around the CBD and ensuring that informal traders are thriving and providing an attractive and useful service for residents and visitors in the area.
Balanced city structure	By improving use of existing investments and resources of the CBD, and not wasting resources having to recreate what exists in the Bloemfontein CBD in order to create a coherent and integrated city centre.
Proactive management for change	By creating Business Improvement District with stakeholders working together effectively to address issues related to the future development of the CBDs.

**Table 5.5.5 Linking Services for All programme and SDF Concepts**

<b>SDF Concepts</b>	<b>Services for All</b>
Strategic location of economic growth	By maximizing existing infrastructure and creating more efficient supply of new services to ensure a safe, efficient and reliable traffic and transport infrastructure and engineering services network
Balanced city structure	By maximizing existing resources and creating more efficient supply of new resources through a needs analysis for water, sanitation and roads in formal, informal and rural settlements, and through exploring alternative ways of delivering municipal services sustainably and efficiently.
Strengthening the city core	By maximizing existing resources and creating more efficient supply of new resources through maintaining a clean road and stormwater network and by reducing the occurrence of vandalism and ensuring a safe, efficient and reliable traffic and transport infrastructure network
Intensification, densification and infill	By maximizing existing resources and creating more efficient supply of new resources through providing for maintenance of infrastructure in accordance with World Bank recommendations and upgrading of waterborne services networks to an appropriate standard and ensuring a safe, efficient and reliable traffic and transport infrastructure network

Regional transport efficiency	By improving existing infrastructure and maximizing its benefits through upgrading of arterial and other roads to appropriate standards and ensuring a safe, efficient and reliable traffic and transport infrastructure network.
Consolidate, contain and maintain the towns	By improving the existing investments and maximizing their benefits through upgrading of major and secondary stormwater canals and conduits networks and maintenance of basic sanitation through a needs analysis for water, sanitation and roads in formal, informal and rural settlements, and through exploring alternative ways of delivering municipal services sustainably and efficiently.
Rural market town	By focusing on more efficient infill investment to consolidate the planning pattern of the town and providing basic sanitation as an interim measure to replace bucket systems in the short term.
Proactive management for change	By conducting a customer needs analysis for water, sanitation and roads, exploring alternative ways of sustainable and efficient municipal service delivery, development and implementation of a maintenance plan/strategy, development of a Water Demand Management Plan and developing and implementing an Affordable Levels of Service Strategy.

**Table 5.5.5 Linking Clean Environment Programme and SDF Concepts**

<b>SDF Concepts</b>	<b>Clean Environment</b>
Balanced city structure	By consolidating the use of the environment for greater benefit through the developing a greening plan for Bloemfontein
Strengthening the city core	By improving, protecting, upgrading and maintaining valued environmental features including providing adequate public sanitation facilities where people congregate.
Intensification, densification and infill	By reducing levels of water pollution through sewage contamination, investigating and implementing a MOSS linkage plan, releasing for development open spaces not being utilized optimally, implementing the Quaggafontein Open Space Master Plan and developing and implementing the Naval Hill Master Plan.
Consolidate, contain and maintain the towns	By improving the existing environmental opportunities through consolidation and maintenance to maximize their benefits including investigating the central open space in Botshabelo for more amenable use.
Rural market town	By improving the existing environmental opportunities through consolidation and maintenance to maximize their benefits including investigating the opportunities related to the conservation areas in and around Thaba Nchu.
Proactive management for change	By improved access to effective decision-making through developing an Integrated Environmental Management Policy and Integrated Environmental Management Plan, developing an Integrated Waste Management Plan, finalizing an Urban Open Space Policy and Plan, and developing a Strategic Environmental Management Plan, and reviewing existing environmental by-laws

**Table 5.5.6 Linking the Rural Development Programme with SDF Concepts**

<b>SDF Concepts</b>	<b>Promoting Rural Development</b>
Strategic location of economic growth	By locating higher density residential and economic development in closer proximity to support rural development, identifying and demarcating land suitable for peri-urban farming and developing well managed commonages
Balanced city structure	By creating greater efficiencies to access locations for markets.
Intensification, densification and infill	By intensifying locations that are more accessible for the demand of goods and services.
Regional transport efficiency	By making urban markets and livelihood services more accessible, through improving the transport system and road infrastructure in rural areas and access to urban services by rural communities, identify transport needs in rural areas and

	developing an Integrated Transport Plan to address rural transport needs
Consolidate, contain and maintain the towns	By improving the existing investments in and environments of the towns to maximize their benefits and decreasing rural-urban migration, through engaging with the Free State Department of Public Works, Roads Transport to perform the Extended Public Works Programme in upgrading and maintaining the roads in rural area, ensuring that that all service plans (capital & maintenance) include the rural areas, and that MLM facilitates the provision of government services to rural areas and residents
Rural market town	By reinforcing and consolidating existing rural economic activities and supporting new activities through increased agricultural activity and supporting emerging farmers to become more commercial in their operations. MLM should promote rural agricultural products, agricultural and agri-business projects and establish well managed commonages in Botshabelo and Thaba-Nchu including the purchase of additional land.
Proactive management for change	By facilitating the establishment of local agriculture development forums and creating a platform/forum for interaction between MLM and the House of Traditional Leaders. and demarcating suitable land for peri-urban farming

## 5.6 Spatial Structuring Elements

The Spatial Development Framework needs to be indicative and therefore there is a need to adopt a set of structuring elements that can give future structure to the urban and rural form of the municipal area. Four spatial structuring elements were identified. The following is a brief explanation.

### 5.6.1 Urban Centres and Nodes

These are areas where development (facilities, services and economic opportunities) tends to concentrate. Different types of nodes can be distinguished:

- **Urban Centres** are larger concentrations of people and investment in a large but specific area such as a town or city. These centres have an impact at the regional scale and offer a spectrum of supporting infrastructure and services. There are three urban centres - Bloemfontein, Botshabelo and Thaba Nchu;
- **Development Nodes** are specific locations where there is local economic growth or where it will be promoted. Social and public amenities may also be located within or nearby the development node. The size, scale, nature and form of a node will differ from one another as a variety of activities will tend to cluster in and around the node. The larger the sphere of influence of a node, the more intense the development associated with the node and the greater the density and area which the node will occupy. Nodes within neighbourhoods also tend to concentrate public amenities, e.g. schools, recreation facilities, etc. and some commercial activity;
- **Rural Service Nodes** are places where services can be rendered from a central point more economically to surrounding farming communities-

### 5.6.2 Corridors:

Corridors occur along a variety of transport routes. The different types of corridors that can be distinguished include:

- **Metropolitan Transportation Corridors** occur along major routes that connect urban centres with one another and along which public transport is regarded as a priority. Since the emphasis is to connect major urban centres, these corridors are characterized by high vehicle speeds (higher than 80 km/h), promoting mobility and limiting direct access to adjacent land uses as far as possible;
- **Movement Corridors** form the primary mobility network of roads within urban nodes. The term "movement" describes the importance of protecting the mobility of these roads,

implying that direct access to adjacent land uses should be restricted. Speed limits of 60 km/h or 70 km/h are typically imposed along these corridors. As with metropolitan transportation corridors, public transport forms an integral part of a movement corridor;

- **Development Corridors** are characterized by ribbon-like development along routes that would otherwise be classified as movement corridors. Mobility is still regarded as a priority, but access to adjacent land uses can be considered if it complies with specific design criteria. Redevelopment of land to higher order land uses (larger traffic generators) can usually only be considered if smaller erven are consolidated into larger units. These routes still form part of the primary road network within urban development centres;
- **Activity Corridor/Street** gives preference to pedestrian and public transport movement and less emphasis is placed on mobility. Such corridors/streets are characterized by lower vehicle speeds and close spacing of accesses. Economic activity is usually limited to adjacent properties and is primarily focussed on pedestrians and surrounding residential areas.

### 5.6.3 Metropolitan Open Space System

*The Metropolitan Open Space System (MOSS)* is a rationalised network of open spaces aimed at complementing the built fabric by providing the urban environment with natural open space for recreation and general amenity, protecting biodiversity in urban areas and providing animal and plants species with habitats and protecting heritage or cultural sites where possible within the system.

### 5.6.4 Districts:

Districts have a significant common identity and character and usually have a homogeneous land use associated with it. Different kinds of districts have been identified:

- **Mixed land use district** is the integration of a suitable and compatible set of residential and non-residential land uses within the same area. It is aimed at facilitating a wide range of residential types within close proximity to employment educational, social and recreational opportunities;
- **Neighbourhood districts** are self-contained areas with regard to daily facilities. They include public and private investments, which ranges from residential, social, recreational and institutional facilities. However they do not contain high concentrations of workplaces, although isolated pockets of small commercial activities or home industries may be evident;
- **Industrial districts** are areas where warehousing, manufacturing, processing or assembly of articles, commodities, goods or foodstuffs takes place;
- **Agricultural district** is an area surrounding intense human settlement (urban nodes), usually associated with agricultural activities;
- **Institutional districts** accommodate land uses that are utilized by hospitals, education facilities, government departments and military complexes, etc;
- **Corporate districts** are a concentration of large office development within an area and are occupied by corporate companies; and
- **Historical Precinct District** is an area dedicated to the preservation and restoring of old buildings, cultural artefacts or places of historic significance.

## 5.7 The macro and micro framework

The objective for the SDF in the IDP is that the legacy of spatial distortions in Mangaung is diminishing and growth is occurring in a way that is sustainable and integrated spatially. The SDF strategies to achieve the objective are:

- To improve urban intensification, densification and infill to contain sprawl in Bloemfontein;
- To improve urban integration to redress spatial imbalances of the past;
- To strengthen links between urban, town and rural livelihoods;
- To consolidate, contain and maintain Botshabelo;
- To reinforce Thaba Nchu as a rural market town supportive of rural development;
- To establish accountable and proactive management of change in land use and to the development patterns.

The SDF is expressed at two different levels. The first is at the macro framework level, which deals with the relationship between the various geographical areas and the urban-rural linkages and the second is at the micro framework level which deals in more detail with focused development areas and related strategies identified in the IDP/SDF review process.

### 5.7.1 The Macro Framework

The macro framework sets forth the future relationship between the various geographical areas and the urban-rural linkages and is described below in terms of the spatial structuring elements:

#### 5.7.1.1 Nodes

##### **Urban Centres**

Bloemfontein is currently the largest urban centre, followed by Botshabelo and Thaba Nchu and most public and private investment will be in these areas. It is foreseen that Bloemfontein will remain the focus for future development as it is predicted that Bloemfontein will house approximately 65% of the total population in 2016.

##### **Development Nodes**

New commercial development nodes have been identified at major intersections, particularly in the previous disadvantaged areas to encourage economic investment in these areas. It is proposed that nodal development be encouraged at the intersection of Kruger Avenue and the N8 road. This node could also be developed as a future event hosting centre, in the area adjacent to the horse race course and the Bloemspruit drainage area, while commercial/industrial development is encouraged along the N8 route between the future intersection of the N8 and the Eastern outer ring road and the Bloemfontein urban centre. Other development nodes that are proposed in the Bloemfontein area, are at the intersections of the Dewetsdorp road and Inner Ring Road, Moshoeshoe Street/Inner Ring Road and at Highway Supermarket along the Dewetsdorp Road.

It is also proposed that the strategic location of the N1 should be utilised more fully and commercial and light industrial activities could therefore be supported along the N1, with the precondition that the visual impact of new developments along the N1 should contribute to enhance the image of the MLM area.

A series of new smaller nodes have been identified along the activity corridor in Moshoeshoe Street and it is foreseen that the existing development centres like Mimosa Mall, Waterfront, Show Grounds and Hyperama, will remain important draw cards for development in future.

In Botshabelo, five decentralised nodes have been identified at strategic localities throughout the urban area to improve accessibility of commercial and other services to the total community of the town.

Two development nodes are proposed for Thaba Nchu, namely at the western access from the N8 to the Thaba Nchu central business area/road to Thaba Nchu Sun, where the focus should be on tourism trade, and a further node on Station Road, at the railway station.

All CBDs will remain high density and high intensity commercial nodes with office development concentrating in and around it.

Social service nodes should be established at strategic locations in the rural areas of Thaba Nchu, based on the number of people in the area and the availability of infrastructure to ensure maximum access.

#### 5.7.1.2 Corridors

Two high potential corridor development projects are envisaged for the MLM area;

- (a) An Activity Corridor development project along the road section comprising Fort Street, Dr Belcher Road, Mkuhlane Street, Brits Street, Ramatsoele Street and Moshoeshoe Street, to integrate the Mangaung township with the Bloemfontein CBD and to stimulate economic development within the Mangaung township; and
- (b) Commercial/Industrial development along the N8 route between Bloemfontein and Botshabelo / Thaba Nchu, in particular along the road section between the Bloemfontein CBD and the proposed intersection between the N8 and the Eastern Outer Ring road.

#### 5.7.1.3 Districts

##### **Neighbourhoods**

The micro frameworks of the respective urban centres identify areas for future development for a mix of compatible land uses. The emphasis was on addressing the imbalances of the past while creating a much more sustainable environment in future. Land for new neighbourhood districts has been identified in localities ensuring the compaction of the city. It is therefore foreseen that higher density developments will feature in future in close proximity to the urban core, which will enable more affordable service delivery and improve the viability of a more sustainable public transport network.

In the Bloemfontein region, the following areas have been identified for larger scale residential development:

##### (a) West

- Brandkop Motor Race Track Area (Higher density, lower middle class residential units); and
- Parts of Cecilia / Kwaggafontein Area (Higher density, lower middle class residential units).

Due to the severe capacity constraints currently experienced in terms of transportation infrastructure, no further township development and/or land use changes to higher trip generation uses, can be supported in the area serviced by Nelson Mandela Drive, which

includes the Spitskop Smallholdings to the west of Du Plessis Avenue and the smallholdings and farms to the north of the R64 (Bloemfontein-Dealesville Road) and west of the N1 route. Further development in these areas will be subject to the upgrading of the relevant road network in accordance with the recommendations of the Western Areas Road Planning Study.

(b) North

- Rayton and rest of the small-holding area to the north of Heuwelsig, Dan Pienaar and Hillsboro up to the N1 route;
- Infill development on small-holdings in Reynecke Avenue between Tempe Military Base, the N1 route and Frans Kleynhans Road;
- Undeveloped land to the north of Pentagon Park/Helicon Heights on both sides of the Bultfontein Road up to the N1 route;
- Undeveloped land to the north of the Bayswater township, east of the Bultfontein Road up to the Bloemfontein/Johannesburg railway line in the east and the farm Tafelkop 2876 in the north. (Higher density, lower middle class residential units on Council owned land).

(c) North-East

- Small holding area to the north-east of Rudolf Greyling Avenue, between Andries Pretorius Street extension in the north and the N8 route in the south (excluding the first two rows of small holdings adjacent to Rudolf Greyling Avenue and the N8 route)

(d) East

- Grassland area and Bloemspruit smallholdings between the farms Sunnyside 2620 and Elite 2630 (north), the Meadows Road (south) and the future outer ring road (east).

(e) South

- Undeveloped land to the south of the Blomanda/JB Mafora/Turflaagte/Chris Hani townships up the Outer Ring Road in the south and between Blomanda and Church Street extension in the west;
- Infill development of the old Hamilton Rifle Range area.

(f) South-West

- Further development in the Lourierpark area;
- Development on the farm Brandkop 702

**To give effect to the concepts and strategies adopted to guide the future spatial structuring of MLM, applications for township establishment in areas not earmarked for this purpose, will only be considered once proven merits exist that the areas demarcated for urban expansion in the direct vicinity of such applications, have been filled up with development to such extent that the proposed development is warranted and adheres to the development concepts of the SDF.**

Owing to the limited growth currently taking place in the Botshabelo and Thaba Nchu areas, further residential development in these areas should as far as possible adhere to the principles of infill development, with special emphasis on providing physical linkages and access links between physically separated areas.

The Military base in Thaba Nchu, like many other redundant public buildings, should be used for alternative uses. It is proposed that the military base could be used for a skills development centre, while some parts of it could be used for future neighbourhood development. Proper sport facilities should also be developed here to enable the communities to the west to access these facilities. It is proposed that some of the redundant buildings could be turned into multi-purpose centres that offer supporting services to the bigger region.



Sensitive areas, like the Seven Dams conservancy, should be incorporated as public open spaces within these developments and, where possible, linkages with adjacent properties should be established to further the principles of the Metropolitan Open Space Framework. Some of these areas like Seven Dams are coming under pressure from encroachment in recent development which could have serious consequences for the loss of future green space in the City.

## **Industrial**

It is proposed that the existing light industrial area in Botshabelo be allowed to expand along the N8 route towards the west, while those in Thaba Nchu should be developed to their fullest potential. New access roads from the N8 to both industrial areas in Thaba Nchu should be developed to increase the viability of these areas.

In the Bloemfontein area, new industrial development should be concentrated within the N8 Development Zone where industrial development will be supported on the Transworks land as well as on the land directly adjacent to and on both sides of the N8 route, between the Bloemfontein CBD and the proposed future intersection of the N8 and the Outer Ring Road. Similarly, industrial ribbon development will also be encouraged on both sides along Rudolf Greyling Avenue / Inner Ring Road between Andries Pretorius Street in the north and the Bloemfontein / Maseru railway line in the south.

Mixed land use, including industrial, should be allowed along the western side of the future Outer Ring road between the N8 route in the north and the Bloemfontein / Maseru railway line in the south. Access to these developments should conform to access requirements pertaining to the relevant road classification of the Ring Road, once implemented.

## **Agricultural**

The surrounding rural areas are predominately commercial mixed farming areas, with the exception of the tribal area surrounding Thaba Nchu, where communal farming practices are established. The Rural Development programme includes encouraging subsistence farmers in the area to move towards commercial production. Three commonages have been identified in the Bloemfontein area, namely at Bloemfontein Airport, Brandkop 702 and at Bloemindustria. It is, however, essential that policy be developed for the effective management of these commonages, which should be viewed as temporary settlements for small-scale farmers. Based on a developmental strategy, these farmers should be channelled to permanent settlements in the rural area.

It is recognised that all land used for cultivation or grazing should be protected from urban development and that future expansion of the urban area be guided by in-depth analyses that takes into account soil potential, carrying capacity, type of agriculture, availability of water, etc. Smaller subdivision of agricultural land and change of land use will thus be considered on an individual basis in context of Act 70 of 1970.

## **Tourism**

The MLM area has significant natural and cultural features which are being proposed in the IDP to be utilised for focused tourism development. Specific locations include the intersection of the Thaba Nchu Sun and N8 road, the Maria Moroka Game Reserve, Giel de Wet, Maselspoort and Philip Sanders Resorts and eco-tourism possibilities on Thaba Nchu mountain (hiking trails, rock climbing, etc.), linking it with Botshabelo mountain, as well as Rustfontein Dam, Tierpoort Dam, Mockes Dam, Maselspoort, and Krugerdrift Dam.. Other cultural and historical features include Anglo-Boer War sites like Sannaspos, Queens Fort and the President Acre, the historical precincts in Bloemfontein a range of museums and

monuments, the rich history of areas like Batho, the fact that the ANC and National Party were established in Bloemfontein, Naval Hill and the Zoo.

#### 5.7.1.4 Metropolitan Open Space Framework

A Metropolitan Open Space Framework has been identified and includes major physiographic features, like the river systems, dams and hillocks that depict the topography of this area. This natural open space system will be linked, where possible, with the public open spaces developed in the urban areas to ensure a system of continuity. The framework has been incorporated into the Draft Urban Open Space Policy and Framework. This urban open space framework will be integral to the SDF once accepted by Council.

All classifications and definitions attached to open spaces should be read in conjunction with the open space framework. Flood line areas in particular need to be kept open and informal settlements within these areas need to be prohibited.

#### 5.7.1.5 Urban Edge

An urban edge has been defined for the urban centres of Botshabelo and Thaba Nchu. In fulfilment of the spatial concepts adopted for MLM, and to direct future development on the outer fringe of the urban areas of MLM in such a way as to give effect to these concepts, it is also necessary that an urban edge be determined and related policy be developed for the Bloemfontein area. It is proposed that this be done in close collaboration with all relevant stakeholders and that the process be concluded in time to inform the next review of the SDF. It is proposed that the Mangaung community be sensitised about the fact that an urban edge is to be applied in the next review of the SDF and that, in the interim, land development applications for development outside the areas identified for this purpose in the Micro Framework Plans, will be dealt with on merits, without prejudice to MLM to exercise its discretion, whilst bearing in mind the “urban edge” when dealing with applications that tend to constitute urban sprawl. It is further proposed that an infrastructure master plan be developed for the provision of bulk services in areas identified for future development.

### **5.7.2 Micro Frameworks**

Micro Framework Plans have been prepared for each of the 3 urban centres. Some areas within these centres have been identified as areas that are prone for redevelopment. These areas mostly concentrate around the CBDs and their surrounding areas. A number of areas have been identified and each will be discussed separately:

#### 5.7.2.1 Bloemfontein

For practical purposes and for the sake of more clearly describing the Micro Framework of Bloemfontein, this urban centre is divided into 6 distinctive areas, namely the Central Business District (CBD), 4 quadrants, namely a north-eastern, south-eastern, south-western and north-western quadrant, and the area beyond the urban edge.

##### **(a) CBD**

Regeneration of the CBD is one of the IDP Programmes. Some spatial opportunities include:

- links be established between the CBD and the Westdene area, the Free State University and other parts of the city. It is furthermore suggested that Elizabeth Street be developed as an activity street. This implies that it will partially be closed for traffic and that pedestrian movement will get priority. It needs to be “greened” and made more pedestrian friendly. The street could therefore be developed with amenities like litter bins, fountains, benches, cafes, etc;

- the Bloemfontein canal through the CBD be developed into an asset for the city. It is proposed that it be developed into a water feature that stretches from the Loch Logan Waterfront in the west to the Central Park bus station and shopping complex in the east. The planting of trees along it is encouraged;
- medium and high density housing complexes be developed along the Spruit with provision for safe pedestrian movement along the relevant section of the canal, thus allowing pedestrians to walk from the sports stadiums to Central Park in a safe environment;
- that the old buildings in Fichardt and East Burger Streets be revamped;
- Hoffman Square be redeveloped as a gathering place. It should be seen as the area where people could meet and relax and the redevelopment should focus on the creation of a conducive environment for this kind of activity. There should be planting of trees, water features, benches, etc. and regulated hawking activities;
- Maitland Street be beautified by focusing on a “greening” activity;
- hawking activities in the CBD be formalised and properly managed. Facilities for hawkers should be erected at carefully selected localities. This will help to create a more safe and secure environment;
- areas in the CBD with particular historical value, such as the Bloemfontein Railway Station Building, Maitland Street, Pres Brand Street, Church Street and St George Street, be developed as a historical precinct and buildings in this area should be conserved. Effective advertising control measures can also help to uplift the image of this area. Pedestrian walkways should be developed to link these various historic buildings;
- where practically possible, vacant office blocks be turned into residential units. These should preferably be well-developed residential units that cater for a wide spectrum of residents, also including some social housing complexes. The number of residents in a flat should be regulated and landlords and owners should be penalised if this is not adhered to. A mix of uses can be accommodated within one building – e.g. the ground level can be used for retail, second and third levels for offices and the rest for residential units. Some buildings could even be converted into public amenities to serve as schools, clinics, etc. within the CBD. Where possible, open spaces should be created for people living within the CBD. To this effect, it is proposed that derelict properties located within the area between Fraser Street (West), Harvey Road (East), St George Street (South) and Douglas Street (North), be identified during the process of compiling the CBD Development Master Plan and that the relevant properties be reclaimed by MLM for strategic redevelopment purposes;
- a monument be erected at the south-eastern entrance to the CBD in Hanger Street in commemoration of South African women;
- a Car-Free Zone be implemented to discourage people to use vehicles in the middle of the CBD. A possible area that can be investigated for this purpose, is the area delimited by Charles Street in the north, St Andrews Street (south), Aliwal Street (west) and East Burger Street (east). Streets on the fringe of the core could be closed off to allow for parking on street while pedestrian movement is given preference in the core;
- the main taxi rank at Russel Square, which has serious capacity problems, be expanded. One should consider the area between Central Park, the Bloemfontein Railway Station and Bastion Square for future expansion and the establishment of an Inter-Modal Public Transport Facility; and
- consideration be given to the railway station being totally revamped to form an integral part of the proposed inter-modal facility.

The details of the proposals set out above and the implementation strategies associated with individual projects, will be formulated by means of a CBD Development Master Plan, which is one of the priority projects in the CBD Regeneration Programme.

#### **(b) North-Eastern Quadrant**

This area basically comprises the north-eastern sector of Bloemfontein, located between the Bloemfontein-Johannesburg railway line in the west and the Bloemfontein-Maseru railway line in the south. The quadrant, inter alia, includes the local areas of Hilton, Buitesig and Ooseinde Industrial Area, the small-holding areas of Estoire, Olive Hill, Vaalbank Zuid, Bloemspruit and Shannon, the Sunnyside area, Bloemfontein Airport and Bloemspruit Air Force Base.

The following proposals are made with respect to the north-eastern quadrant:

- Transwerk property be developed as a mixed light and service industrial area which can be linked with Hilton and Buitesig in future;
- nodal development be encouraged at the intersection of Kruger Avenue and the N8 route;
- that corporate commercial/industrial development be encouraged along the N8 route between the future intersection of the N8 and the outer ring road and the Bloemfontein CBD;
- industrial ribbon development be encouraged along Rudolf Greyling Avenue/Inner Ring Road between Andries Pretorius Street in the north and the Bloemfontein/Maseru railway line in the south;
- mixed land use, including industrial, be allowed on the western side of the proposed future outer ring road, between the N8 route in the north and the Bloemfontein/Maseru railway line in the south;
- pedestrian and cyclist movement, especially along the major movement corridors in the area such as Dewetsdorp Road, Dr Belcher Road, Meadows Road and the Inner Ring Road, be improved. (This matter should be addressed in more detail in MLM's Integrated Transport Plan)

The Hilton Local Structure Plan should be consulted for more detail regarding potential development rights on individual erven in the relevant area.

Bloemfontein Airport is located within this quadrant, which affects the use of land in the area. To this effect, noise contours, as depicted on the Micro Framework Plan for Bloemfontein, have been determined by the South African Bureau of Standards to inform and guide development in the area surrounding the airport. The following criteria have been laid down by the SABS in this regard:

- (a) No residential development with buildings without acoustic insulation within the area with a Noise Index (NI) higher than 65;
- (b) No residential development with buildings with acoustic insulation within the area with a NI higher than 75;
- (c) No schools, universities, technicons, colleges, hospitals and churches may be developed within the area with a NI higher than 60.

### **(c) South-Eastern Quadrant**

This quadrant is located between the Bloemfontein-Maseru railway line in the north and the Bloemfontein-Cape Town railway line in the west. The area basically includes the total Mangaung township area, Heidedal, the Corobrick site, Hamilton industrial area, Ehrlich Park, the old Hamilton rifle range area, South Park Cemetery, the southern land fill site, small-holding areas of Ferreira, Bloemspruit, Shannon Valley, Grasslands and Rodenbeck as well as undeveloped land on the farms Turflaagte 881 and Liege Valley 1325.

The following proposals are made regarding the south-eastern quadrant:

- mixed land use development with economic and recreation facilities and diverse residential development be encouraged on the Corobrick site. It is suggested that the development of the site be actively promoted;
- Batho's historical value be capitalised upon and tourism attractions be developed. It is also one of the areas that is easily accessible and economic opportunities should be developed in this area to improve access to job opportunities closer to residential areas;
- traffic congestion in Dr Belcher Road and Moshoeshoe Street be addressed. Implementation of the Mangaung Activity Corridor is currently in progress. The key objectives of this initiative are to stimulate economic development in the Mangaung township area, to make the area more pedestrian friendly, to promote non-motorised transport and to create an environment which is conducive for public transport;
- encourage the development of the identified smaller nodes along the Mangaung Activity Corridor;
- nodal development be encouraged at the intersections of the Dewetsdorp Road/Inner Ring Road, Moshoeshoe Street/Inner Ring Road and at Highway Supermarket along the Dewetsdorp Road;
- pedestrian and cyclist movement, especially along the major movement corridors in the area such as Dewetsdorp Road, Dr Belcher Road, Meadows Road and the Inner Ring Road, be improved. (This matter should be addressed in more detail in MLM's Integrated Transport Plan.); and
- emphasis be placed on developing green areas in the Mangaung township area. This could be linked with the Metropolitan Open Space Framework for the area.

#### **(d) South-Western Quadrant**

This area comprises the south-western sector of Bloemfontein and is located between the Bloemfontein-Cape Town railway line in the east and the Bloemfontein-Dealesville road in the north. The area, inter alia, includes the Bloemfontein neighbourhoods of Gen. De Wet, Uitsig, Fleurdal, Fauna, Lourier Park, Pellissier, Fichardt Park, Hospital Park, Wilgehof, Gardenia Park, Universitas and Langenhoven Park. The Park West, Willows and Oranjesig areas are typical transition areas surrounding the Bloemfontein CBD. Oranjesig has been developed as a mixed- light industrial and service industry area while Willows has a mixture of medium to high residential development, offices and some retailing. The area also includes the small-holding areas of Hope Valley, Bloemdal, Quaggafontein and Spitskop.

The following proposals are made with regard to this quadrant:

- Kings Park be regarded as a "no-go area" for any development that is not conducive to or in support of the present character of this asset of the city. This is the heart of the City and should therefore remain the focus point for relaxation and events;
- development within this area, which is the focus point for events tourism, be encouraged to expand into the CBD to the east;
- the Park West area be regarded as the focus of residential orientated developments in support of the events node (Kings Park area and sports facilities) and surrounding educational facilities. It is proposed that developments like guesthouses or student accommodation be allowed to develop in this area. Development along Parfitt Avenue should only be encouraged after the widening/upgrading of the road;
- Park West, which area is characterised by historical areas/places, be treated as a precinct which can be linked to the historical areas in the CBD;
- development along Haldon and Victoria Roads be limited and access controlled to retain their high mobility function;
- the Falck/Crause Street link between Batho and this area be strengthened. This area could also create a new area for job opportunities for the adjacent area;

- the first row of houses along Park Road be allowed to be developed for commercial uses including offices and restaurants in support of the events node;
- Oranjesig be developed as a mixed-use area focusing on service industries;
- the concentration of medical services at the intersection of Falck Street and Harvey Road be reinforced;
- Queens Fort and the President Acre with its historical value be developed into tourist attractions. It is also proposed that the Basotho monument be relocated/redeveloped to a more suitable place.
- existing commercial developments along Nelson Mandela Drive should remain, but no further commercial development be encouraged to the west of Parfitt Avenue/General Dan Pienaar Drive. The strengthening of the Mimosa Mall/Brandwag Shopping Centre node should only be allowed if it can be proven that the street network will be able to accommodate the resultant additional traffic impact of such intensification.

The Local Structure Plans for the Willows and Oranjesig areas should be consulted for greater detail regarding potential development rights on individual erven in the relevant areas.

### **(e) North-Western Quadrant**

This area comprises the north-western sector of Bloemfontein and is located between the Bloemfontein-Dealesville road in the south and the Bloemfontein-Johannesburg railway line on the east. The area includes the Bloemfontein neighbourhoods of Brandwag, Westdene, Arboretum, Dan Pienaar, Waverley, Heuwelsig, Hillsboro, Pentagon Park, Kiepersol, Bays Valley, Helicon Heights, Bayswater, Noordhoek and Navalsig. The area also includes the small holdings of the Stirling, Rayton and Lilyvale areas. The Woodland Hills Wildlife Estate Development is also located inside this quadrant.

The following proposals have been made

- The Westdene area has been the subject of intense development over the last few years. This is regarded as positive, but concerns have been raised in terms of future developments in the area.
- Second Avenue should be developed as an activity street where mixed uses are encouraged. It needs to link with the waterfront, and from here in an easterly direction towards the CBD, as well as in a westerly direction along the Zoo to UFS and south to tourism centre. This area should be made pedestrian friendly and “greening” of the walkways.
- Westdene should remain a transitional area but not beyond Brill street in the north. This is an ideal area for small professional firms. It is therefore important to keep the coverage and density low. The area should be promoted for mixed uses, but as a conservation area, should receive special treatment to allow the area to retain its present character.
- open spaces within the Westdene area such as Victoria Square and directly adjacent natural open spaces in the Dan Pienaar neighbourhood, should be conserved to retain the character of the area. Arboretum will form the green link while the activity street and pedestrian walkways will also be used to provide some greenery to the area
- existing commercial developments along Nelson Mandela Drive should remain, but no further commercial development be encouraged to the west of Parfitt Avenue/Gen Dan Pienaar Drive. The strengthening of the Mimosa Mall/Brandwag Shopping Centre node should only be allowed if it can be proven that the street network will be able to accommodate the resultant additional traffic impact of such intensification;
- the Mimosa Mall regional shopping centre is located at the busiest traffic intersection in the entire MLM area and the traffic needs to be organised before it enters this area. Focus on diverting traffic before it enters this intersection should be considered in future.

To this effect, it is suggested that the proposals of the Western Areas Road Master Plan be implemented as soon as possible after adoption of the study and its proposals by the MLM Council;

- Westdene, which is characterised by historical areas and places, be treated as a precinct which can be linked to the historical areas in the CBD;
- the Brandwag area, which is changing character and which is being used for student and low to medium cost housing, be encouraged to develop further in this way;
- the municipal flats in Brandwag be upgraded. They are located along a major arterial road and do not create a good image of the city at present, entering from the West. However, there is still a need for this kind of housing facility in this area. Additional medium to high density residential units should be developed in future in this area;
- in accordance with the recommendations of recent road planning studies, land reservations be made to accommodate new required road links between Nelson Mandela Drive and Mc Hardy Avenue and between Mc Hardy Avenue and Kellner Street over the vacant land directly to the north of the municipal flats, and over the vacant land on the north-western side of the Furstenburg Road/Nelson Mandela Drive intersection and also over the land currently occupied by the OVV and St Michael's School on the northern side of Kellner Street opposite Mimosa Mall;
- development of guesthouses be encouraged in the area between Brandwag Shopping Centre and Hugo Street.

#### **(g) Area Beyond the Urban Edge**

This area basically refers to the peri-urban and agricultural areas located outside the urban edge as demarcated for Botshabelo and Thaba Nchu and outside the areas earmarked for urban expansion in Bloemfontein. For any development, land use changes, subdivision of land and other related matters within these areas, the policies and strategies as contained in the relevant local structure plans for the areas will apply until such policy is replaced by new policy to this effect.

**NOTE:** Applications for subdivision of all land within the areas of jurisdiction of the Bainsvlei Structure Plan and the Bloemspruit Density Map will allow for a maximum of 7 subdivisions (including the remaining portion) of the subject property.

##### **5.7.2.2 Botshabelo**

The strategic objective pertaining to future development in Botshabelo is to consolidate, contain and maintain the town. From this point of view, the following proposals are made in regard development within this urban centre:

- the central business area of Botshabelo be cleaned and secured for pedestrians, national tenants be encouraged to develop here, the area be properly managed and be allowed to expand onto the undeveloped land directly to the north thereof;
- the development of decentralised activity nodes be encouraged through SMME development at blocks E, F, H, N and W in Botshabelo to enable communities to do their shopping closer to their residences;
- the apparent over supply of school sites and public open space be re-evaluated and utilised for residential development before outward expansion of the town is considered;
- that higher density residential development be encouraged on the undeveloped land directly to the south of the central business area and also along the western side of the main road between blocks J and T;
- the development of the open space between blocks F, J, BA, C, T, U and W, through residential infill development, be investigated to encourage integrated development of the town;



- road links be provided between blocks W and F and also between blocks R and N to improve accessibility to the respective areas;
- that mixed land use commercial development and higher density residential development be encouraged on the western side of the main road, directly opposite the central business area; and
- the provision of safe pedestrian crossings across furrows and water channels between communities and local areas in Botshabelo, be investigated.

### 5.7.2.3 Thaba Nchu

The following proposals are made regarding the Thaba Nchu area:

- the public transport facilities in the Thaba Nchu central business area be properly managed and the taxi rank for long distance taxis be relocated to and made operational at the site that was allocated for this purpose in Joseph Street;
- development be stimulated along Main Road and Station Road, with higher density residential development along Station Road and Excelsior Road.;
- mixed land use development with commercial be encouraged along all the main roads surrounding the central business area and also on both sides of Station Road in the vicinity of the railway station;
- the road between the N8 route and the Seloshesha industrial area be upgraded to maximise access towards this area and the Thaba Nchu railway station;
- infill residential development be encouraged on undeveloped land within the urban edge to address the current distorted planning structure of the town and to maximise intensification and infill planning before expansion of the town should be considered;
- the provision of safe pedestrian crossings across furrows and water channels between communities and local areas in Thaba Nchu, be investigated;
- planning investigations be done to improve the distorted planning structure of Thaba Nchu extensions 19 and 20.

## **5.8 Summary of the SDF Programme**

Based on what has been discussed so far, the overall objective for the SDF is:

**By 2006 the legacy of spatial distortions in Mangaung is diminishing and growth is occurring in a way that is sustainable and integrated spatially.**

The key targets for this are:

Indicator	Proposed 2005/6 target
Amount of investment per m2 of floor area for new industrial and commercial developments in areas demarcated in the SDF for this purpose	10 000 m2
Average travel times for people in employment	Same in Bloemfontein 5 % decrease between the urban centres
Percentage of public investment in public environment, amenities and facilities in historically black areas	Within 5% of previous financial years expenditure
Average improvement of HDIs access (availability, time and distance) to daily goods and services	60% of HDIs are satisfied with level of access to daily goods and services
Amount of investment per m2 of floor area for new industrial and commercial developments in areas demarcated in the SDF for this purpose	10 000 m2

The strategies for achieving the targets are:

Identifier	Proposed strategies	Target for 2005/6
SDF 1	Improve urban intensification, densification and infill to contain sprawl in Bloemfontein	5% increase in residential density within the urban edge
		No township establishment recommended for approval beyond urban edge
SDF 2	Improve urban integration to redress spatial imbalances of the past	2500 residential units developed for affordable housing on well located public owned land
		All additional transportation linkages needed to give access across the historic buffer strips running north-south and east-west are identified and technically modelled
		2500 residential units developed for affordable housing on well located public owned land
		1000 formal job opportunities created in close proximity to historically disadvantaged areas
		All additional transportation linkages needed to give access across the historic buffer strips running north-south and east-west are identified and technically modelled
		Agreement reached with stakeholders to co-ordinate N8 development with outer ring road implementation programme
SDF 3	Promotion of economic opportunities in strategic locations for sustainable development	An implementation programme for the completion of the outer ring road is complete including agreement reached with stakeholders to co-ordinate the N8 development with outer ring road
		10 000 m2 gross leasable area developed for commercial and industrial use in areas identified for growth within the urban edge.
		1500 higher density residential units created in the 3 CBDs
		1000 formal job opportunities created in close proximity to historically disadvantaged areas
SDF 4	Strengthen links between urban, town and rural livelihoods	A plan and implementation programme for development to strengthen urban-rural links is agreed by all affected parties
		An urban-rural strategy and implementation programme is agreed by all affected parties
SDF 5	Consolidate, contain and maintain Botshabelo	Development frameworks and implementation programmes for the 5 decentralised development nodes in Botshabelo is finalised
		Management strategies for trading areas in the industrial zone and the central business area is complete and ready for implementation
		All necessary planning actions for implementation of north-south and east-west access routes between sections F & W and S & N respectively is complete and ready for implementation
		Formal township establishment for regularisation of informal settlements is complete
		An investigation and recommendations for infill development in central open space and higher density residential development around the central business area is finalised and ready for implementation
SDF 6	Reinforce Thaba Nchu as a rural	A final comprehensive development and transport plan for the central business area is complete and ready for implementation

Identifier	Proposed strategies	Target for 2005/6
	market town supportive of rural development	<p>A final economic development plan for livestock activities and beneficiation, mixed land use development related to the N8, and tourism related to historic and environmental sites are complete and ready for implementation</p> <p>A final upgrade plan for extensions 19 &amp; 20 is complete and ready for implementation</p>
SDF 7	Establish accountable and pro-active management of change in land use and to the development patterns	<p>Final policies for social amenities, defining the urban edge, contributions to provision of infrastructure for private developments are approved for implementation</p> <p>Final Local Area Plans for 3 pilot areas are complete and the strategy and implementation programme is approved for roll-out to other relevant areas in MLM</p> <p>Final policy for defining the urban edge, the approach and application is approved</p> <p>A land audit of well located public owned land and buildings in MLM is complete</p> <p>10 monthly SDF Management Forum meetings held and actions for co-ordination and facilitation documented and monitored</p> <p>The capacity of the Land Use Violations Inspectorate unit is increased by 6 people</p> <p>The transfer of all selected land and /or buildings owned by previous and other authorities to MLM in Thaba Nchu is complete</p>

The following table summarises the projects/activities/services per strategy

Identifier	Strategy and project/activity/service to achieve this
<b>SDF 1</b>	<b>To improve urban intensification, densification and infill to contain sprawl in Bloemfontein</b>
SDF 1.1	Identify main public transport routes that can serve as mixed land use activity spines with higher densities for a variety of income groups.
SDF 1.2	Develop settlement and social housing options and locate sites for development, to accommodate lower income groups including weekly and other migrants working in Bloemfontein
SDF 1.3	Plan more convenient public transport drop-off points in the CBD with sufficient space for accommodating pedestrians walking and hawkers trading.
SDF 1.4	Implement the western area transport infrastructure upgrading recommendations
SDF 1.5	Investigate alternative locations for middle and upper income development inside the urban edge.
SDF 1.6	Convert vacant and underutilised buildings in the CBD to appropriate accommodation for commercial and residential use in the Urban Development Zone
SDF 1.7	Provide lighting to public areas which are consistently used by pedestrians
SDF 1.8	Reinforce the Moshoeshoe activity strip to more efficiently accommodate safe pedestrian, social and commercial activity
SDF 1.9	Link the Loch Logan Waterfront precinct eastwards into the CBD and southwards into Westdene
<b>SDF 2</b>	<b>To improve urban integration to redress spatial imbalances of the past</b>
SDF 2.1	Upgrade the environmental quality of the public spaces in the south-eastern area
SDF 2.2	Compile an Integrated Transport Plan:
SDF 2.3	Upgrade traffic signage and erect street name signs in entire MLM area
SDF 2.4	Prepare development plans for Hillside 2830, Cecilia, Brandkop Raceway area, Hillside View (Bloemanda), Vista Park and Extension of Ehrlich Park
<b>SDF 3</b>	<b>Promotion of economic opportunities in strategic locations for sustainable development</b>
SDF3.1	Reinforce the Moshoeshoe activity strip to more efficiently accommodate safe pedestrian, social and commercial activity
SDF3.2	Prepare a feasibility study for the area along the N8 between the east of the CBD and the incomplete outer ring road to intensify utilisation of the undeveloped and underdeveloped area for mixed use development

<b>Identifier</b>	<b>Strategy and project/activity/service to achieve this</b>
SDF 3.3	Engage with provincial government to complete the outer ring road with interchanges at the existing and proposed intersections. This is required between the Maselspoort and Dewetsdorp roads to improve access to the proposed mixed-use corridor, industrial, residential and environmental areas along the N8 and between the outer ring road and the CBD
SDF 3.4	Convert vacant and underutilised buildings in the CBD to appropriate accommodation for commercial and residential use in the Urban Development Zone as part of the CBD Development Master Plan
SDF 3.5	Investigate the feasibility to extend the Bloemfontein CBD eastwards across the north-south railway line and N8 entrance to the city to integrate the station, Buitesig and areas immediately surrounding it and Mangaung township beyond. Intensify the use of the station and make it more accessible
SDF 3.6	Extend development at strategic locations along the N1, at the N8/N1 intersection, at the Jagersfontein/N1 intersection and at the N1/outer ring road (South) intersection to support commercial and light industrial growth through supporting rezoning applications
SDF 3.7	Encourage consolidation of the Moshoeshoe activity corridor at the proposed nodes to stimulate economic activity within Mangaung township through supporting rezoning applications
<b>SDF 4</b>	<b>Strengthen links between urban, town and rural livelihoods</b>
SDF 4.1	Improve spatial planning traffic flow and public transport facilities at the central taxi and bus rank
SDF 4.2	Prepare a feasibility study, plan and implementation programme for the area along the N8 between Bloemfontein, Botshabelo, Thaba Nchu and the rural settlements, to; improve transportation efficiencies, safety and affordability on the N8 and between Thaba Nchu and rural settlements, intensify the land use on land bordering the N8, reinforce nodal development points in close vicinity to the N8, including at entrance routes to Thaba Nchu & Botshabelo, and to create easier and safer pedestrian access across the N8 between Botshabelo and Thaba Nchu
SDF 4.3	Develop an urban-rural strategy to support rural development, links between the rural settlements and the urban centres and consolidating the provision of social services, facilities, livelihoods strategies and access to limited resources
	(See SDF 4.1 above)
<b>SDF 5</b>	<b>To consolidate, contain and maintain Botshabelo</b>
SDF 5.1	Upgrade & maintain informal & formal trading in and around the industrial area
SDF 5.2	Plan, design and implement an east-west access route, crossing the open space between sections N and S
SDF 5.3	Plan, design and implement a north-south access route crossing the open space between sections F and W
SDF 5.4	Prepare a Master Plan for an 'improvement district' to re-organise the central business area and to manage the pollution and conflict of uses between formal & informal traders, pedestrians and vehicles
SDF 5.5	Upgrade road to Rustfontein Dam for recreation and tourism
SDF 5.6	Upgrade roads in clay areas severely affected by wet conditions, open storm water channels and pit latrines
SDF 5.7	Provide lighting to public areas which are consistently used by pedestrians, especially at the bus and taxi stops and bridges
SDF 5.8	Investigate the establishment of a fresh produce market in the proposed node on the main road, south of the business district
SDF 5.9	Prepare a spatial & economic feasibility study for SMME development at proposed nodes
SDF 5.10	Develop Master Plan to encourage higher density residential development on the undeveloped land directly to the south of the central business area and along the western side of the main road between sections J & T
SDF 5.11	Formalise the current informal settlements
SDF 5.12	Develop Master Plan to intensify use and densify development through infill, by consolidating and more effectively re-subdividing the land portions in and around the proposed nodes currently demarcated for public facilities. Allocate the land for higher density housing, livelihoods services including social (not schools), recreational, trading, institutional, public transport and SMME uses

Identifier	Strategy and project/activity/service to achieve this
SDF 5.13	Identify and create alternative location/s and management system for housing livestock outside the urban area and/or in the conservation area within the urban area
SDF 5.14	Investigate the potential of residential infill development on the central open space, including crop growing, animal kraals and recreation facilities
<b>SDF 6</b>	<b>To reinforce Thaba Nchu as a rural market town supportive of rural development</b>
SDF 6.1	Prepare a Master Plan: <ul style="list-style-type: none"> <li>to reinforce and maintain the central business area through land use management support for infill, densification and intensification of land use in the area and along Main, Excelsior and Station Roads</li> <li>for an 'improvement district' to regenerate the underutilised land and buildings under the authority of MLM, parastatals/development agencies and the private sector.</li> </ul>
SDF 6.2	Prepare a traffic management plan to improve traffic flow and bus and taxi rank facilities in the central business area and consider the separation of minibus taxi facilities for local and long distance operations in the central business area as part of the Integrated Transport Plan
SDF 6.3	Define a strategy to consolidate and support livestock activities and the beneficiation of related products
SDF 6.4	Intensify use of land along the N8 around the entrance roads to Thaba Nchu for commercial and industrial mixed land use development
SDF 6.5	Plan for the upgrading of the entrance roads from the N8 through Selosesha towards Thaba Nchu station, the western access route to the central business area of Thaba Nchu and the establishment of a new access road between the N8 and the eastern industrial area.
SDF 6.6	Prepare a strategy to consolidate and support the eco-tourism opportunities of historic and environmental sites that are underutilised
SDF 6.7	Identify additional cemetery sites that are closer to Thaba Nchu
SDF 6.8	Provide public lighting to public areas which are consistently used by pedestrians
SDF 6.9	Conduct planning investigation to upgrade the informal planning in extensions 19 and 20
SDF 6.10	Prepare a Master Plan: <ul style="list-style-type: none"> <li>to reinforce and maintain the central business area through land use management support for infill, densification and intensification of land use in the area and along Main, Excelsior and Station Roads</li> <li>for an 'improvement district' to regenerate the underutilised land and buildings under the authority of MLM, parastatals/development agencies and the private sector.</li> </ul>
<b>SDF 7</b>	<b>To establish accountable and pro-active management of change in land use and to development patterns</b>
SDF 7.1	Develop a social amenities policy for township establishment for sustainable neighbourhood settlement
SDF 7.2	Establish an SDF management forum to co-ordinate the implementation of the SDF projects amongst service units, and monitor progress
SDF 7.3	Develop a management plan for the Planning Department of MLM to co-ordinate the provision of support services and infrastructure to accommodate change in land use where suitable
SDF 7.4	Transfer land to MLM that is held by the previous authorities in Thaba Nchu
SDF 7.5	Prepare a land audit of well located public owned land to support project location and strategy of intensification, densification and infill in Bloemfontein
SDF 7.6	Prepare 3 Local Area Plans initially to pilot methodology and develop roll-out strategy for areas under stress and those that hold significant development potential for the future,
SDF 7.7	Regulate shebeens and taverns and identify more suitable locations which are less disturbing to residents and negotiate their relocation as part of Land Use Management System
SDF 7.8	Prepare a policy to define the urban edge for Bloemfontein, Botshabelo and Thaba Nchu
SDF 7.9	Develop a policy to define MLM's and developers' investment contributions towards the provision of bulk and local infrastructure



