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Cooperative Governance and Traditional Affairs
PROVINCE OF KWAZULU-NATAL

**KWAZULU-NATAL
NORMS AND STANDARDS
FOR PUBLIC SERVICE
INFRASTRUCTURE: SPATIAL
IMPERATIVES**

**PUBLIC SOCIAL
FACILITIES**

**SPLUMA FORUM MEETING
18 May 2018**

**Riaan Thomson (URBIS)
Cheri Green (CSIR)**

Introduction and Background



- In term of Section 11 of the **KwaZulu-Natal Planning and Development Act, 2008** (Act 6 of 2008) [PDA] the MEC of Co-operative Governance and Traditional Affairs must draft **Provincial Planning and Development Norms and Standards**.
- **Steering Committee established** by the MEC in terms of Section 139(1) of the PDA and currently focusing on developing Norms and Standards for two areas:
 - a) Telecommunication Infrastructure,
 - b) **Public Social Facilities**.
- **Urbis Consulting** together with **the CSIR** appointed to assist the Steering Committee in the latter.



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Intent and Objectives

- Establish Norms and Standards which:
 - **Are robust** enough to be **used in all areas of provincial planning and development applications**
 - **assist local municipalities, development agencies and roleplayers** to follow such norms and standards in development authorisations.
 - Would enable KwaZulu-Natal to respond to any drafted National Norms and Standards with **spatial implications to public social facilities**
 - Are based on volume of **existing research and accepted standards**.
- Study Process:
 - To undertake a **literature scoping** and assessment of available information.
 - To **Identify key issues** in Social Service Infrastructure to be considered.
 - To prepare a **Consultation Paper** as starting basis for stakeholder engagements.
 - To undertake **Consultations** with relevant key stakeholder departments,
 - To outline **draft Norms and Standards** and the context of their application.









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Public Social Facilities Considered

Study includes social facilities and infrastructure which is **planned or provided by various tiers of government, and will include the following:**

					
HEALTH FACILITIES	SAFETY AND SECURITY	EDUCATION	SOCIAL SERVICES	CIVIC/ COMMUNITY	PUBLIC OPEN SPACE
i.e. hospitals, clinics and community health centres etc.	i.e. police stations and contact points, fire stations etc.	i.e. libraries, early childhood development, schools etc.	i.e. variety of grants and mobile services etc.	i.e. social event facilities etc.	i.e. sport fields and parks etc.

PUBLIC TRANSPORT FACILITIES: i.e. Taxi & Bus Ranks. Viewed as a critical aspect of access to all of the above social facilities.



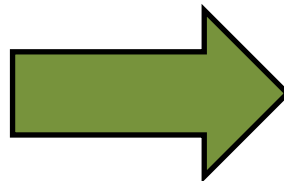
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The Need for Norms and Standards

- Constitution requires every citizen to have **access to basic services towards social well-being**.
- Social Well-being **cannot be achieved without adequate (measured) social facilities** in sustainable human settlements.
- Norms and Standards are thus required for **improved governance and performance measurement** in the provision of social services and public facilities.
- Basis for **informed decision making** and negotiation.
- Ultimately aimed at **achieving social justice through spatial equality** which needs measurement of equity or equality across space.

Incorporation of comparable and benchmarked standards in governance and delivery systems



Equitable, efficient, auditable allocation of facilities leading to greater sustainability



What are Norms and Standards?

NORMS

- **Informal guidelines** about what is considered **normal social/organisational behaviour** in a particular group or sector of society and forms the **basis of collective expectations**
- Norms are however connected to **values, belief, expectations** and ideologies.

"The way we do things around here."

STANDARDS

- **Mandatory requirement** or a **recommendation** that one is expected to follow to obtain the desired norm outcome.

A statement of an **expected level of quality**, which reflects the ideal performance level.

"What we aim to achieve."



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Planning Standards in South Africa



- **Since 1970s** the national planning norms and standards emerged. Often neglected social needs and contextual decision making.
- **Post 1994:** Community and **stakeholder participation** focus. Often resulting in **resource not reaching the most needy areas** and even **wastage of resources**.
- Spatial Planning and Land Use Management White Paper re-introduced **normative planning in 2001**.
- The Government Programme of Action (**Outcome 12**) aimed at reducing the distances people have to travel to reach services, where this is appropriate.
- **SPLUMA** determines that the planning system will include principles, norms and standards.



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EXISTING GUIDELINES
FOR FACILITIES

**Assessment of
Planning Standards
in KwaZulu-Natal**


**Guidelines for
Planning of Facilities
in KwaZulu-Natal**

Schedule of Standards and Guidelines
for the Spatial Provision and
Development of Social Facilities,
Public Institutions and
Public Open Space in Cape Town

Republic of South Africa

**GUIDELINES FOR
THE PROVISION
OF ENGINEERING
SERVICES IN
RESIDENTIAL
TOWNSHIPS**

DEPARTMENT OF
COMMUNITY DEVELOPMENT



**Guidelines for
HUMAN SETTLEMENT
PLANNING
AND DESIGN**

VOLUME 1

Department of Housing



**GUIDELINES FOR THE PROVISION OF SOCIAL
FACILITIES IN SOUTH AFRICAN SETTLEMENTS**

1st Edition: August 2012

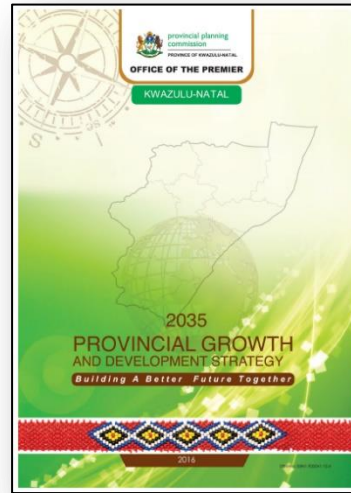


CSIR
our future through science

PGDS Principles & Norms

NORMS & TARGETS

NDP



Sustainable Communities

Economic Potential

Environmental Planning

Sustainable Rural Livelihoods

Spatial Concentration and Urban Development

Local Self-Sufficiency

Coordinated Implementation

Accessibility

Balanced Development

STANDARD

Spatial Development Planning



Land Use Management



Land Development

Emerging Normative Issues from Literature



- 1. National Benchmarks and Priorities**
- 2. Service Boundaries vs Administrative Boundaries**
- 3. Context Matters**
- 4. Affordability**
- 5. Clustering of Facilities**
- 6. Accessibility**
- 7. Filling the gap**



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Facility Location Principles

Basic principles of facility planning:
WHO gets WHAT, WHERE and HOW MUCH

**Citizen
perspective**



**Service provider
perspective**

Objective 1:

Improvement of service accessibility and availability from the perspective of existing and potential customers

- Settlement pattern and density
- Location relative to other places/facilities
- Facility size and distribution
- Facility operational thresholds- max & min size

Objective 2:

Attraction of the threshold volume of customers needed to cover the overheads and make the service viable



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Key location parameters

- Facility operational **thresholds** for efficiency / cost
- Maximum **travel distances** – for user comfort & use frequency
- Differentiated based on:
 - Town typology
 - Density
 - Service catchment population size
 - Location of other facilities
 - Relative location /distance to other places - larger and smaller
 - Service hierarchy &
 - Remoteness



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Clustering of Facilities



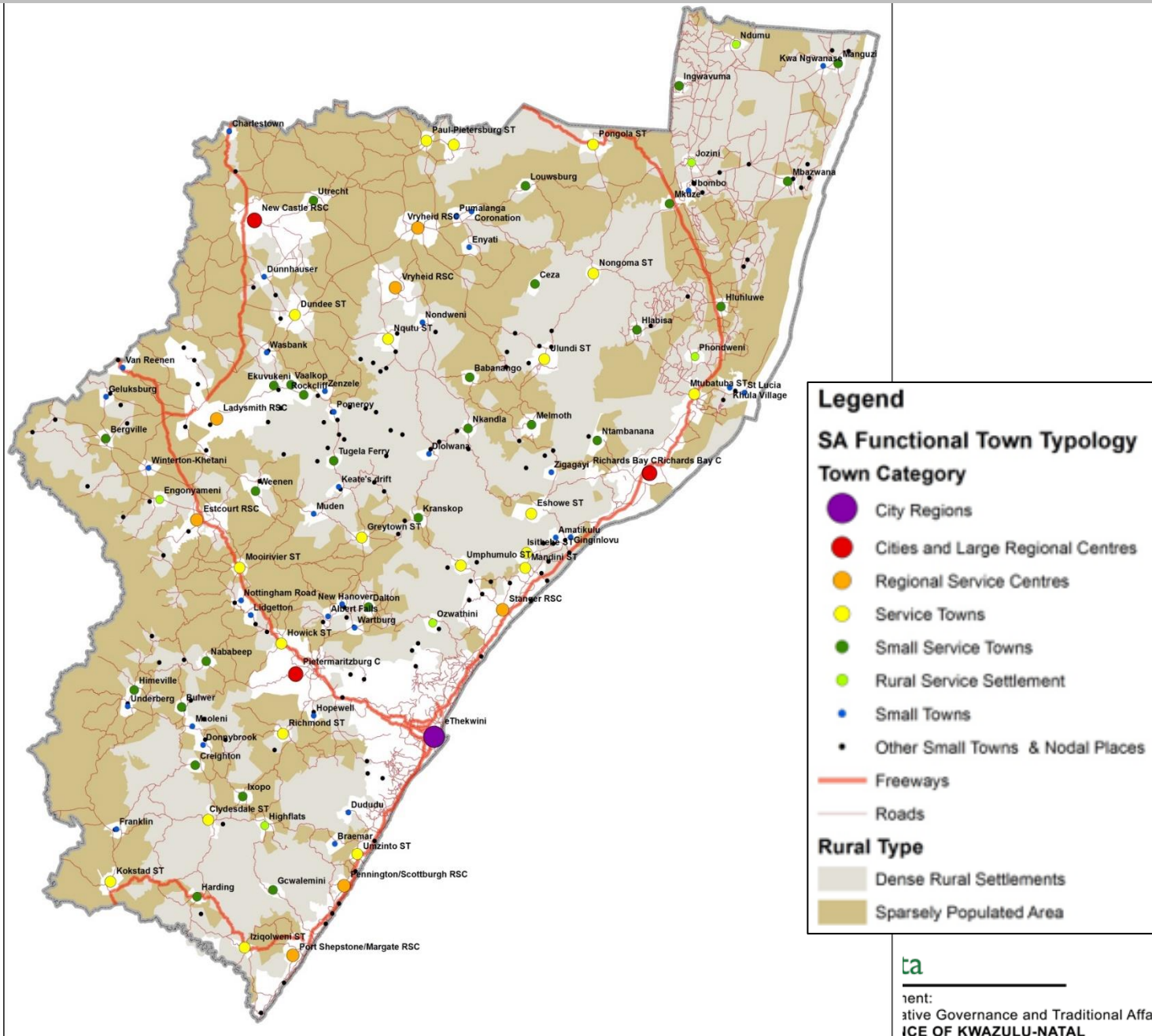
- Facilities can be grouped based on similar threshold and/ or access distance
- Alignment of standards for groups of facilities with similar location requirements enables clustering at different levels of nodes
- Promotes focused development if nodes identified for clustering
- Support agglomeration of urban functions and densification
- Land & cost saving
- Improves citizen access - link to retail & other services
- Supports Public Transport efficiency



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Linking facility types to SA FUNCTIONAL TOWN TYPOLOGY: KWAZULU-NATAL

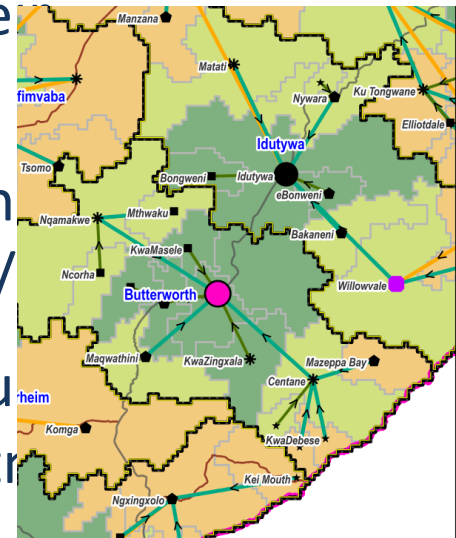


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Service catchment / service centre approach

- Settlements play a key role in serving the surrounding areas/ hinterland
- The size of town & level of specialisation impacts the extent of service catchment/
- Central place & accessibility of facility cluster to better align government facility investment support & focus economic development
- Typically 3 main sets
- Local facilities (lower order)– less than 5km
- Most middle order service - approx 15- 30km
- For larger/ higher order facilities up to 200km



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Optimising / aligning & clustering location of middle order services



Middle Order facilities accessed infrequently but provide critical services

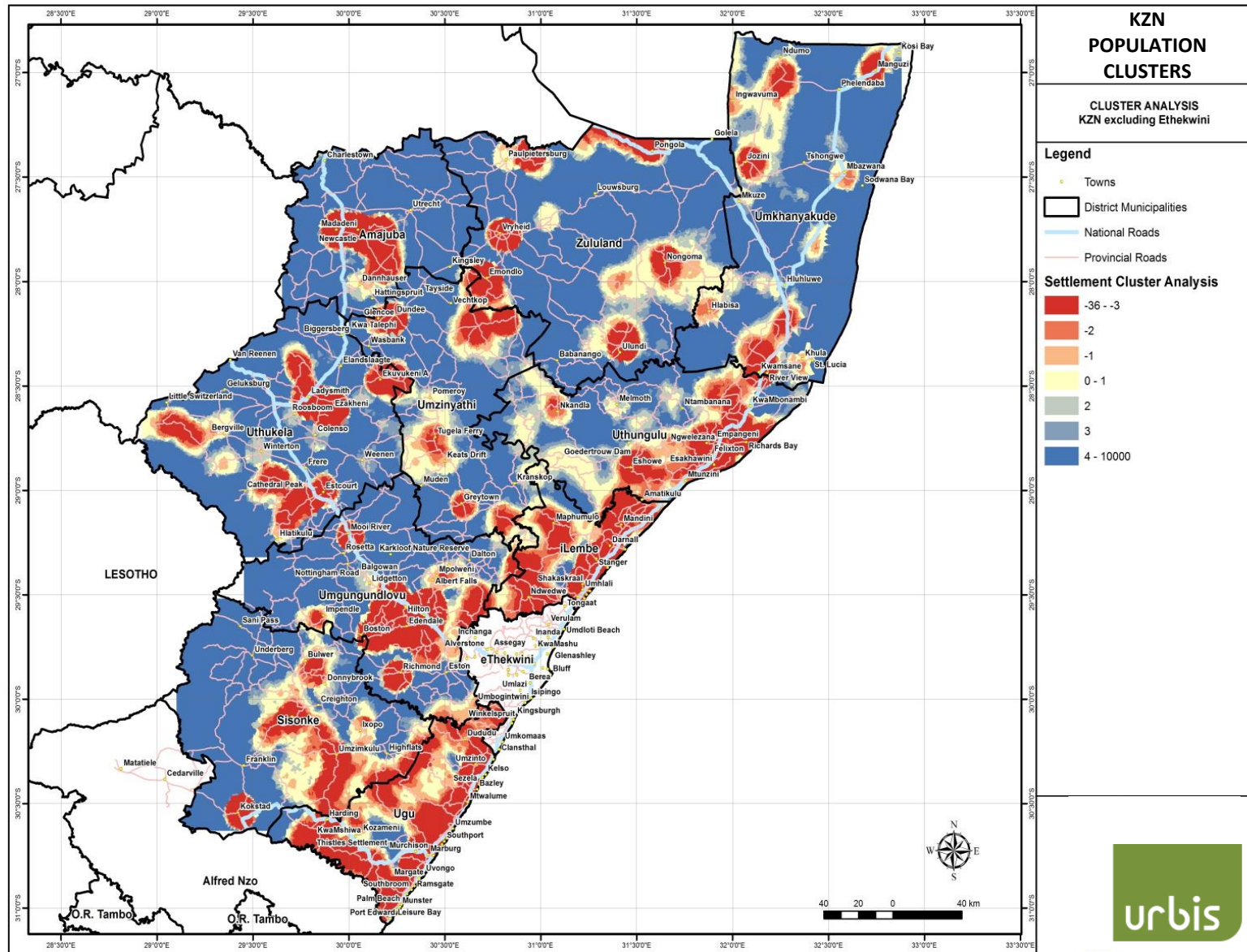
Possible to spatially target (o fill the gaps between main places & identify clustering locations for impact

Characteristics:

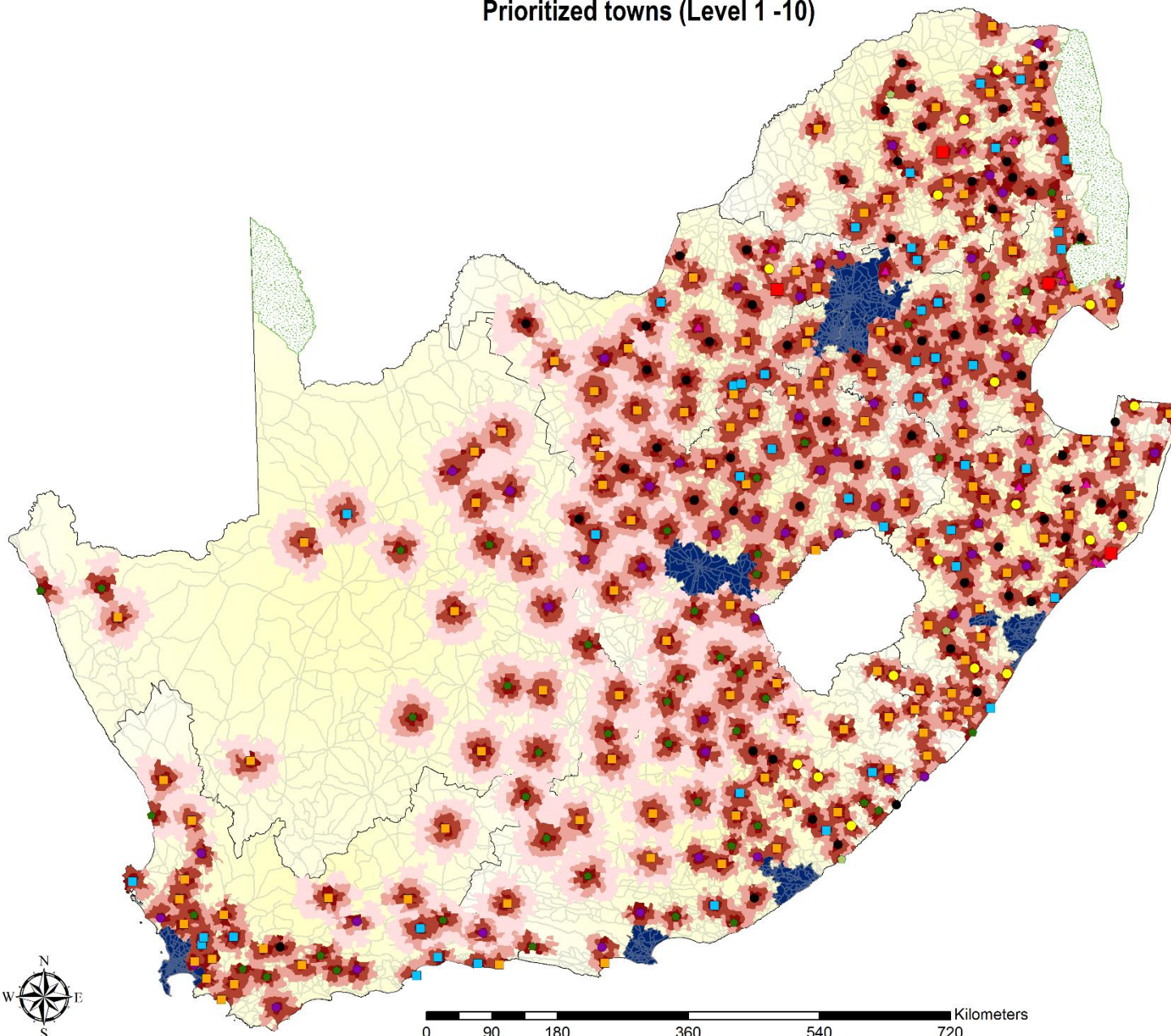
- citizen registration services, Thusong Centres, larger /24h clinics, local hospitals, regional libraries & sports centres
- located within 20 -30km
- typically required 20 000 + people for viability



Using Population Clusters to target services



Prioritized towns (Level 1 -10)



Legend

Prioritized towns

Town order

- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10

— Road Network

■ National Parks

■ 9 Cities

■ Provinces

Travel Distance

Distance in km

- 0 - 10km
- 10.1 - 20km
- 20.1 - 30km
- 30.1 - 50km

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South African Institute for
Scientific Research

**rural development
& land reform**
Department of
Rural Development and Land Reform
REPUBLIC OF SOUTH AFRICA

04 April 2016

Impact of Prioritisation for Middle Order Services

Non- targeted investment

Targeted investment

All level 1 – 8
catchment nodes =
805 middle order
service
points with 96%
coverage

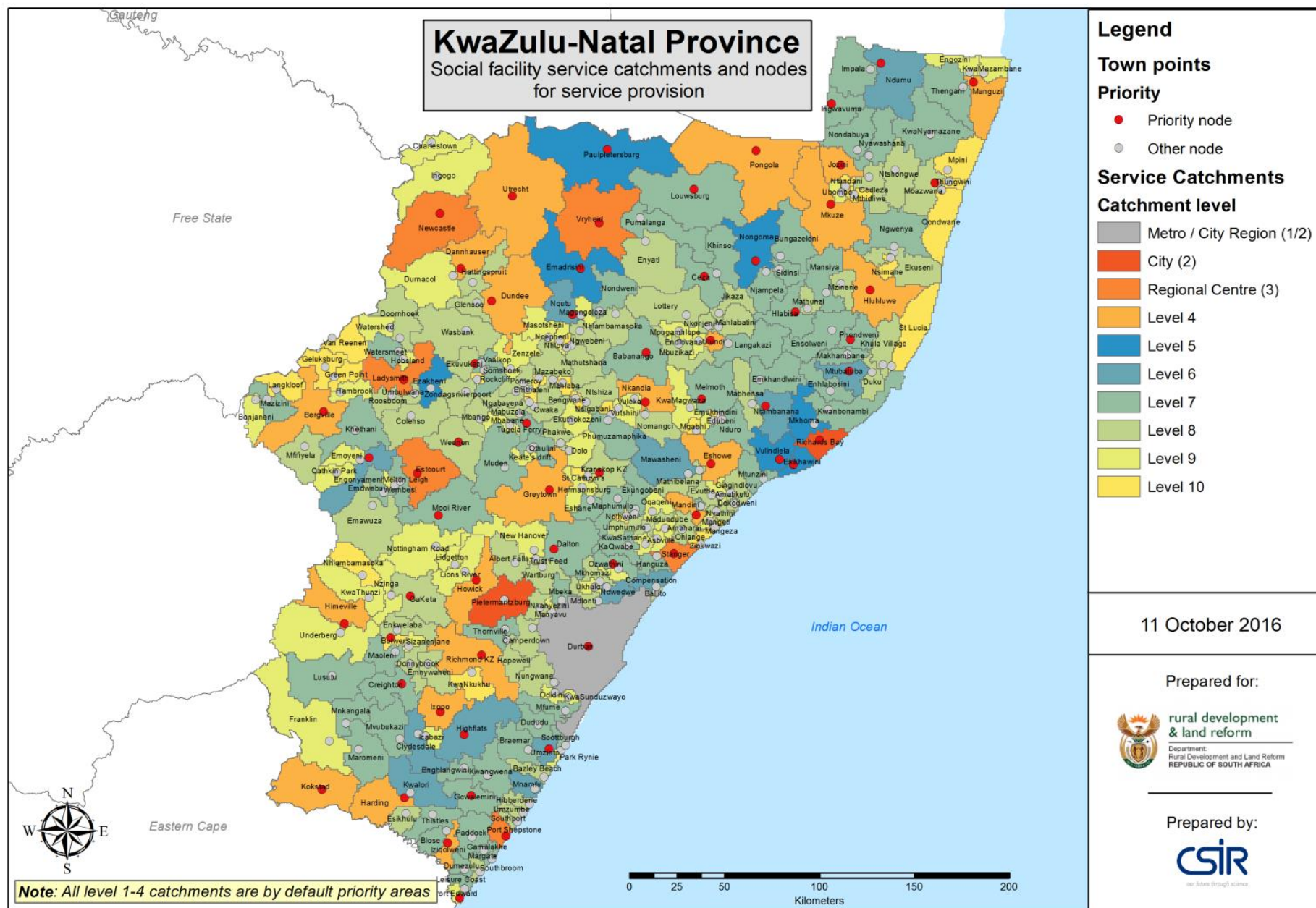


Prioritised & spatially targeted
investment in selected nodes
@30/50km distance
= 380 metro and non-metro
points = 94.1 %

OR

Non-metro SA =
89.5% access
coverage

Service Delivery Catchments & targeting-K7N



2016 DRDLR National Social Facility Norms & Standards

www.socialfacilityprovisiontoolkit.co.za

Social Facility Provision Toolkit



rural development
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Department:
Rural Development and Land Reform
REPUBLIC OF SOUTH AFRICA



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RETRO RABBIT

Developed for the Department of Rural Development and Land Reform by the CSIR in collaboration with Retro Rabbit
(2016)



Educational Facilities

EDUCATION FACILITIES

Learner enrolment is a critical factor (on average 14% of population are of primary school going age and 10% of secondary school going age but this may differ in certain areas & must be verified)

FACILITY TYPE	DESCRIPTION	PROVISION REQUIREMENTS				PROVISION CRITERIA	PLANNING AUTHORITY
		POPULATION THRESHOLD		<i>Distance & the density required to achieve the minimum population threshold</i>		1 – City Regions 2 – Cities & Large Regional Centres 3 - Regional Service Centres 4 - Service Towns 5 - Small Service Towns& Rural Service Centres 6. Smaller nodes	
		Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM²)		
Branch Public Library		50 000	150 000	10	80	1,2,3,4 and 5 subject to population	Province
Basic Public Library	Only if not within 10km of a branch library	5 000	24 999	5	63	3, 4 ,5 and 6	Province
Container Library	Only if not within 10km of a basic or branch library	2 750	3 799	5*	35	As required	Province / Municipality
Community Book Units	Only if not within 10km of a branch or basic library	1 750	2 749	5	22	As required	Province / Municipality
ECD resource Hub	A facility equipped for the care and development of children less than 5 years of age . Such centres encompass care facilities , provides a centre for out reach	20000	N/A	10	-	1,2,3,4	Province and Municipal

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		Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM²)		
Secondary School – Large	Learner enrolment is a critical factor (on average 10% of secondary school going age but this may differ in certain areas & must be verified	6 000 (enrolment 601 learners)	10 000 (enrolment 1 000 learners)	5	76	1,2,3,4,	Province
Secondary School – Medium	Learner enrolment is a critical factor (on average 10% of secondary school going age but this may differ in certain areas & must be verified	4 000 (enrolment 401 learners)	5 999 (enrolment 600 learners)	5	51	3,4 &5	Province
Secondary School – Small	Learner enrolment is a critical factor (on average 10% of secondary school going age but this may differ in certain areas & must be verified	2 000 (enrolment 200 learners)	3 999 (enrolment 400 learners)	5	25	3,5 &6	Province
Primary School – Large with Grade R	Learner enrolment is a critical factor (on average 14% of population are of primary school going age but this may differ in certain areas & must be verified)	4 400 (enrolment of 621 learners)	6 600 (enrolment of 930 learners)	5	56	1,2,3&4,	Province
Primary School – Medium with Grade R	Learner enrolment is a critical factor (on average 14% of population are of primary school going age but this may differ in certain areas & must be verified)	2 200 (enrolment of 311 learners)	4 399 (enrolment of 620 learners)	5	28	2,3,4,&5	Province

The Way Forward



- First Draft Consultation Paper prepared.
- To used as basis for **engagement with key provincial Departments** as well as **pilot municipalities** incl. eThekweni, KwaDukuza and Ndwedwe.
- Preparation of **Draft Consultation Paper and Norms and Standards** for the provision of Public Social Facilities.
- **Endorsement by Steering Committee and MEC.**
- Circulation for **public comments and engagement with roleplayers** and municipalities.
- **Approval by MEC** and publication in Provincial Gazette.



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THANK YOU

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