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PROVINCIAL PLANNING AND DEVELOPMENT NORMS AND STANDARDS

PUBLIC SOCIAL FACILITIES

**Presented By Siphamandla Mzimela
29 November 2019**

Provincial SPLUMA Forum

CONTENT OUTLINE

- **Background to the Project**
- **Legal Framework**
- **Methodology to Developing the Norm and Standards**
- **Type of Public Social Facilities to Apply these Norms/Principles**
- **Guiding Norms/Principles on a Development Application**
- **Facility's Allocation Criteria and Standards**
- **Legal Effects and Applications of these Norms and Standards**
- **Exceptions/Deviations**
- **Supporting Documents and Tools**
- **Conclusion: Status and Progress**



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Background to the project

- The project was commissioned following the Transportation systems and land use planning study done by COGTA-LED Unit in 2017
- The study aimed at looking at linkages between land use planning and transportation system
- Findings pointed the enormous lack of alignment on the provision and distribution of public social facilities such as schools, health facilities, and related social services like police station, libraries and community halls.



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Legal Framework

- In terms of Chapter 11 of the KwaZulu-Natal Planning and Development Act, 2008 (Act 6 of 2008), the Steering Committee was formed to draft Provincial Planning and Development Norms and Standards for Public Social Facilities
- 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.



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METHODOLOGY USED TO DEVELOP THE NORM AND STANDARDS

4 Approaches

- Classification of settlements on a provincial scale based on the 2018 South African Functional Town Typology of Settlements
- Description of Functional Town Area Types / Sub-types, classification based on urban function in surrounding region and urban area size (pop and economy)
- Conceptual Social Facility Provision for a Range of South African Settlements
- Matrix for potential compatibility for clustering

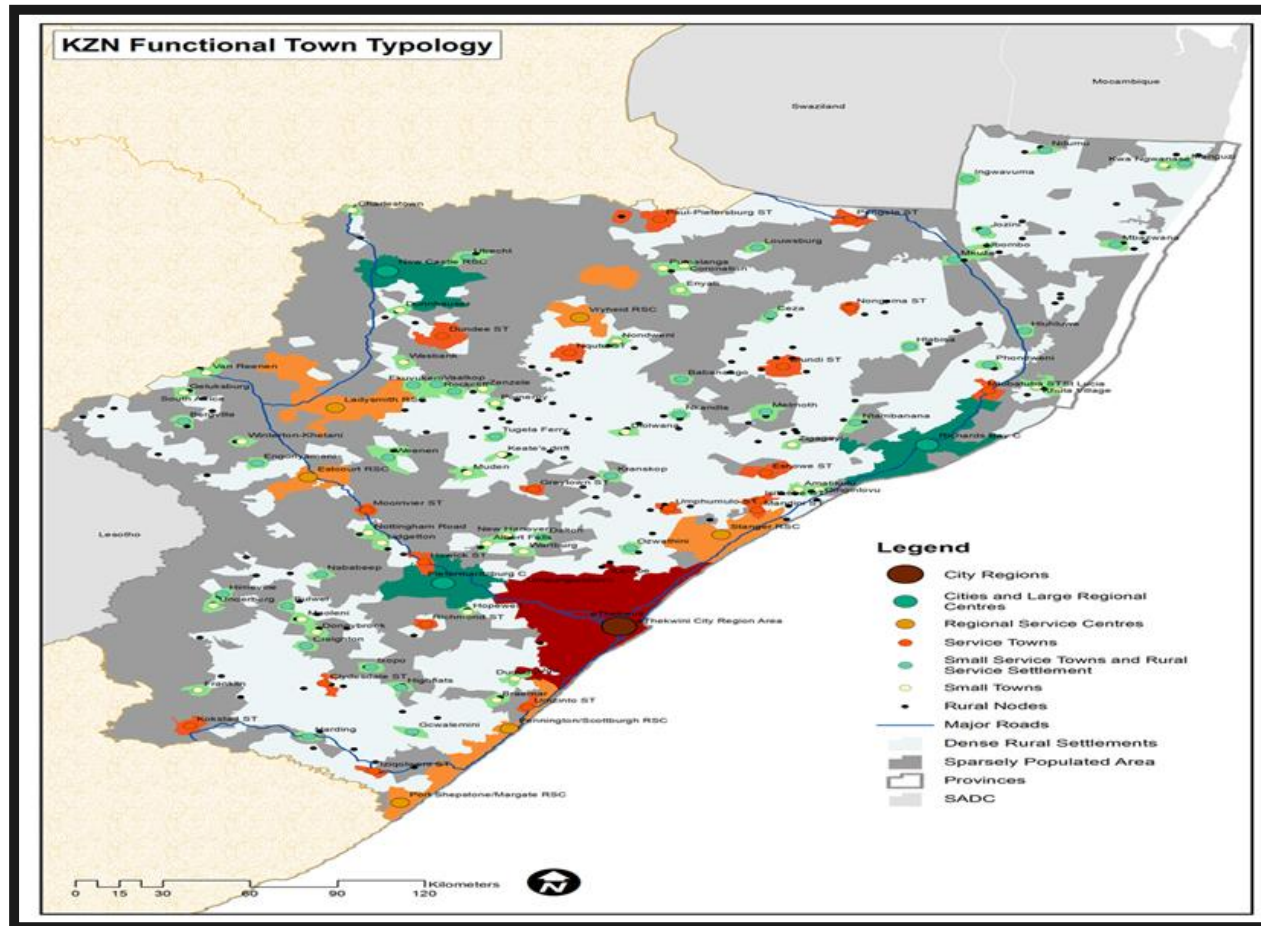
See Figures below



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Description of Functional Towns and Area Types in KZN (Pop + Economy)



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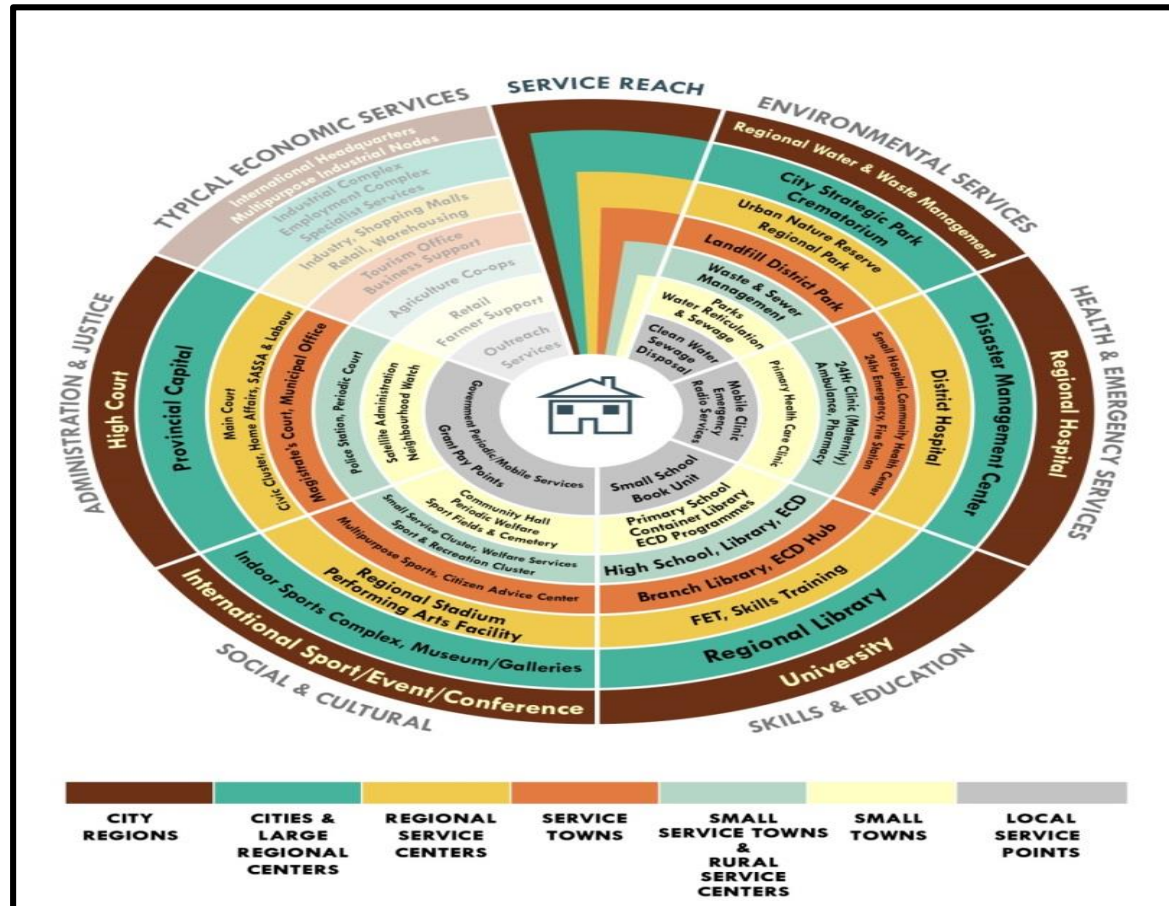


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Conceptual Model of Social Facility Provision for a Range of Settlement

(Sourced from CSIR, 2018)



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Matrix for potential compatibility for clustering (Sourced from CSIR, 2018)

Compatible facilities	Library	Primary school	Secondary school	Tertiary education/ trade schools	Community hall	Indoor sports hall	Sports stadium	Local sports field incl. multi-purpose outdoor courts	Parks: Neighbourhood	Parks: District	Parks: Regional	Swimming pool	Urban agriculture	Cemetery/ crematorium	Primary health care centre	L1 Hospital	Police station	Fire station	Worship centre	Nature conservation area
Library	•	•	•	•	•				•						•				•	
Primary school	•	•	•	•	•			•	•	•		•	•		•				•	
Secondary school	•	•	•	•	•		•	•		•	•	•	•		•				•	
Tertiary education/ trade schools	•	•	•	•	•	•	•	•		•	•	•	•		•					
Community hall	•	•	•	•	•	•	•	•	•	•	•	•	•		•			•	•	
Indoor sports hall				•	•	•	•	•		•	•	•			•					
Sports stadium			•	•	•	•	•	•		•	•	•								
Local sports field including multi-purpose outdoor courts		•	•	•	•	•	•	•	•	•	•	•								
Parks: Neighbourhood	•	•			•	•		•	•	•	•		•		•			•	•	•
Parks: District		•	•	•	•	•	•	•	•	•	•	•	•		•			•		•
Parks: Regional			•	•	•	•	•	•	•	•	•	•	•					•		•
Swimming pool (25-50m)		•	•	•	•	•	•	•		•	•	•	•					•		
Urban agriculture		•	•	•	•	•			•	•	•	•	•		•					•
Cemetery / Crematorium									•	•	•		•	•		•	•	•		•
Primary health care centre	•	•	•	•	•	•			•	•			•	•	•	•				
L1 Hospital														•	•	•		•		
Police station														•	•	•	•	•		
Fire station					•				•	•	•	•			•	•	•	•	•	
Worship centre	•	•	•		•				•	•	•			•		•		•	•	•
Nature conservation area									•	•	•		•	•					•	•

CSIR/BE/PSS/ER/2011/0037/B/3







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Type of Public Social Facilities to Apply these Norms/Principles



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 and required separate norms and standards study.



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Guiding Norms/Principles on a Development Application



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FACILITY'S ALLOCATION CRITERIA AND STANDARDS

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EDUCATION FACILITIES

South Africa has a rapid growth of youth especially in rural areas. 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 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			

With respect to libraries, the largest possible type appropriate to the population distribution should be selected for implementation.

Branch Public Library		50 000	150 000	10	1,2,3,4 and 5 subject to population	Province
Basic Public Library	If not within 10km of a branch library	5 000	24 999	5	3, 4, 5 and 6	Province
Container Library	If not within 10km of a basic or branch library	2 750	3 799	5*	As required	Province / Municipality
Community Book Units	If not within 10km of a branch or basic library	1 750	2 749	5	As required	Province / Municipality

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		Min	Max	WITHIN OR LESS THAN DISTANCE (KM)		
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 outreach services for the community and surrounding smaller centres and acts as a training and resource centre with respect to ECD in the community. Located to support a number of smaller ECDs and programmes	20000	N/A	10	1,2,3,4	Province and Municipal
Early Childhood Development Centre (Crèche)	A facility equipped for the care and development of children less than 5 years of age and accommodating 30-150 children	2 400	3 500	5	As required	Municipal
Secondary School - Mega	A facility aimed at densifying facilities and saving on land area. (Minimum Site Size of 4,8ha)	N/A (enrolment 1000 learners)	N/A (enrolment 1400 learners)	N/A	As required	Province
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	1,2,3,4,	Province

EDUCATION FACILITIES

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		Min	Max	WITHIN OR LESS THAN DISTANCE (KM)		
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	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	3,5 &6	Province
Primary School - Mega	A facility aimed at densifying facilities and saving on land area. (Minimum Site Size of 2,8ha)	N/A (enrolment 930 learners)	N/A (enrolment 1280 learners)	N/A	As required	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	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	2,3,4,&5	Province
Primary School – Small 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)	1 000 (enrolment of 135 learners)	2 199 (enrolment of 310 learners)	5	4,5 &6	Province



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HEALTH FACILITIES

Health provision is a compulsory service. At least 1 type of facility should be accessible to all people within 5km even if this is a mobile facility.
Within the norms indicated, the largest possible facility should be provided as required without duplication of service.

FACILITY TYPE	DESCRIPTION	PROVISION REQUIREMENTS			PROVISION CRITERIA	PLANNING AUTHORITY
		POPULATION THRESHOLD		<i>Distance required 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 OR LESS THAN DISTANCE (KM)		
Regional Hospital (L2)	Receives referrals from and provides specialist support to a district hospital and provides a specialist service plus diagnostic radiology and anesthetics (e.g. Prince Mshiyeni Memorial Hospital).	200 000	1 770 000	200	1, 2, and 3 if more than 200km from a L2 or L3 hospital	National/Province
General Hospital (District Hospital L1)	Offers range of outpatient & inpatient services and operating theatres, receives referrals from clinics and community health centres for more long-term & specialist treatments.	150 000	900 000	30	1, 2 & 3 and large 4	Province
Community Health Centre	Open 24 hours a day, 7 days a week. 8 beds; 17 consulting & 4 delivery rooms; may have x-rays, laboratories, physiotherapy.	60 000	149 999	10	4	Province



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		Min	Max	WITHIN OR LESS THAN DISTANCE (KM)		
	In remote areas with low threshold population, may be used in place of L1					
Community Day Centre [A hybrid system offering similar service but open for less than 24 hours can be considered subject to local requirements]	17 consulting & 4 delivery rooms; may have x-rays, laboratories, physiotherapy. In remote areas with low threshold population if access is available may be used in place of L1.	40 000	100 000	10	4	Province
Large Clinic	Open at least 6 days a week; 9 consulting & 2 delivery rooms; 24 hours (3 beds) may have x-rays, laboratories, physiotherapy.	40 000	59 999	10	1,2,3,4 and 5 dependent on population	Province (or Metro)
Standard Clinic	Open at least 5 days a week; 5 consulting & 1 delivery room/s	20 000	39 999	5	3,4,5	Province



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		Min	Max	WITHIN OR LESS THAN DISTANCE (KM)		
Small Clinic	Open at least 5 days a week; 3 consulting & 1 delivery room/s	10 000	19 999	5	6	Province
Basic Clinic	Open at least 4 days a week; 2 consulting rooms.	5 000	9 999	5	if no standard clinic	Province
Satellite/ Mobile Clinic	Periodic service proportionate to population threshold (i.e.: 1 day a week for 1 000 people; 2 days a week for 2 000 people,etc.); 1 consulting room	1 000	4 000	5	only as required if no other possible service type can be provided.	Province / Municipal (Metro)
Primary Health Outreach Team	Supplied on a ward basis; team consists of 6 community health workers, a professional nurse & others (each worker allocated average 1 050 people); should get priority in hard to reach places & vulnerable communities/homes	1 000	7 660 people per team	N/A	anywhere context specific usually in remote areas if no other services are possible.	Province / Municipal (Metro)



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SAFETY AND SECURITY FACILITIES

FACILITY TYPE	DESCRIPTION	PROVISION REQUIREMENTS			PROVISION CRITERIA	PLANNING AUTHORITY
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		Min	Max	WITHIN OR LESS THAN DISTANCE (KM)		
Police Station	Indicative values only –Subject to area specific investigations i.e. criem rates.	10 000	<i>(Distance & crime rates are critical factors)</i>	24	All context specific	National/Province
SAPS contact point	Subject to work study; on needs basis & only if >24km from police station	–	–	–		National/Province
Fire Stations	A station’s reach & an area’s fire risk classification are of paramount importance. The extent and type of industry present in the area to be served has a major impact on provision.	60 000	100 000	23	1,2, 3. Other places subject to requirements	Municipal (Metro)
Integrated Volunteer Emergency Response Teams	Context specific; in low-density areas the provision of fire-fighting equipment and personnel is often different to that of high density areas, for instance bakkie pumps and part-time volunteers rather than fixed fire stations may be provided, and the circumstances in a specific low-density area will determine service provision rather than fixed standards.				subject to requirement	Municipal
Prison and Place of Safety	Places for the detention and imprisonment of convicted criminals and inmates awaiting trial. 2 ha - 5 ha depending on demand	-	-	-	1,2 and context specific	National/ Province



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SOCIAL DEVELOPMENT & SA SOCIAL SECURITY AGENCY

FACILITY TYPE	DESCRIPTION	PROVISION REQUIREMENTS			PROVISION CRITERIA	PLANNING AUTHORITY
		POPULATION THRESHOLD		<i>Distancerequired 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 OR LESS THAN DISTANCE (KM)		
Large Thusong/ Multi-purpose Centre with national and provincial services	A hub within communities at which a multitude of government services and other community services can be accessed, i.e. a grouping of Home Affairs, SASSA, Labour, SAP, Health & Justice Dept. (in single buildings with no more that km radius) Maximum population threshold of 300 000 in densely populated areas.	60 000	200 000	25/ 40	1,2,3	National/Province
Small Thusong/ Multi-purpose Centre with national and provincial services	A hub within communities at which a multitude of government services and other community services can be accessed, i.e. a grouping of Home Affairs, SASSA, Labour, SAP, Health & Justice Dept. (in single buildings with no more that km radius)	20 000	59 999	25/ 40	3,4, 5 &6	National/ Province
Satellite Thusong/ Multi-purpose Centre with national and provincial services	A hub within communities at which a multitude of government services and other community services can be accessed, i.e. a grouping of Home Affairs, SASSA, Labour, SAP, Health & Justice Dept. (in single buildings with no more that km radius)	10 000	19 999	25/ 40	5 & 6 as required	National /Province / Municipal (Metro)



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		Min	Max	WITHIN OR LESS THAN DISTANCE (KM)		
Mobile Service / e-government	Mobile and periodic services. Government is advocating a single mobile service for all departments, but this not yet achieved where no Thusong services are available.	2 000	10 000	25/ 40	As required but no land requirement	National/Province
SASSA Office	SASSA local offices and service points provide the public with facilities for social grants applications. Urban areas: within 15km; peri-urban areas: within 20km; rural areas within 40km . Preferably within Thusong Centres of a Cluster.	30 000	120 000	40	6 and above, subject to distance	National/Province
Mobile SASSA Office	Mobile service centres provide the public with mobile facilities for social grants applications	–	–	–	On needs basis in areas further than 40km from an SASSA office y	National/Province
Social Grant Pay Point – Fixed	Social Grant Pay Points are those locations at which cash payments of various forms of social grants are made to grant recipients	-	-	20	4 and above. Distance is the critical factor rather than population numbers and may be out sourced t to PO or retail outlets l	SASSA/ National/Province
Social Grant Pay Point – Mobile	Social Grant Pay Points are those locations at which cash payments of various forms of social grants are made to grant recipients from a permanent facility.	200 (100 bene-ficiaries)	-	5	Distance is the critical factor; at least 100 grant recipients required	Province / Municipal

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COMMUNITY EVENTS

At minimum, a hall of suitable size should preferably be provided in all nodes.

[In traditional authorities' areas provision for office space for traditional council offices within community halls is recommended.]

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		Min	Max	WITHIN OR LESS THAN DISTANCE (KM)		
A-grade Hall	Well-equipped with large range of facilities including kitchen, toilets, seating, storage areas. A grade halls have higher level of services and is generally larger than B.	60 000	300 000	15	1,2, 3	Municipality
B-grade Hall	Well-equipped with large range of facilities including kitchen, toilets, seating, storage areas.	30 000	59 999	15	1,3, 4 &5	Municipality
C-grade Hall	200m² with toilets, 2/3 offices & kitchen	20 000	29 999	15	1,2,3,4, 5 &6	Municipality
D-grade Hall	150m² with toilets & 2/3 offices	15 000	19 999	10	1,2,3,4, 5 &6	Municipality
E-grade Hall	80m² with toilets & an office	5 000	14 999	10	1,2,3,4, 5 &6 Only to be used in peri-urban or remote areas of larger towns and cities.	Municipality



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PUBLIC OPEN SPACE FACILITIES

Total of 1 ha per 1000 people for all facilities listed below with at least 60% of land for sports facilities and 40% Parks.

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		Min	Max	WITHIN OR LESS THAN DISTANCE (KM)		
Multi-purpose Sports Hall		100 000	–	10	1,2&3	Province / Municipality
Sports Complex (grouping of fields and/or sports complexes) AND/OR athletics stadium/ cricket oval		60 000	–	15	1,2,3 4 &5	Province / Municipality
Grassed surface (2 football fields equivalent) AND 500-seat stand		30 000	–	10	6 and above	Province / Municipality
Swimming Pool 25-metres (subject to available water and operating budget)		60 000	–	10	1,2,3 &4	Province / Municipality
Prepared surface (2 football fields equivalent)	Preferably linked to a school. Land requirement not to exceed 0.56ha/1 000 people	15 000	–	10	6 & above	Province / Municipality



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Legal Effects and Application of these Norms and Standards

- ✓ A municipality must consider the matters contemplated by these Provincial Norms and Standards, when it considers any category of land use application and/or development application for municipal approval as contemplated within its land use management by laws



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Exceptions/Deviations

- Locality could serve areas beyond own catchment.
- Isolated community of some significance (i.e. 5000 people more than 150km from nearest town)
- In some cases, a community may indicate they have no need for a facility
- Population profiles may vary per regions and thus require a greater/different level of service. i.e. disabled



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Supporting Documents and Tools

- KwaZulu-Natal Provincial Growth and Development Strategy (2016);
- Provincial Spatial Economic Development Strategy;
- National Guidelines for the Provision of Social Facilities (CSIR 2015);
- The District Road Masterplans (KZN Department of Transport 2014);
- Guidelines for the Differentiated Provision of Social Services in Rural Areas. Commissioned by the Department of Rural Development and Land Reform. (CSIR 2016), and
- Capital Investment Framework Guidelines (CoGTA 2012),
- Social Facilities Provision Toolkit -
www.socialfacilityprovisiontoolkit.co.za
- Space Planner Tool –
<http://spaceplanner.csir.co.za>



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Conclusion: Status and Progress

STATUS

Adopted for public consultation

PROGRESS

Submission is currently being routed to the MEC seeking approval calling for public comments.



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THANK YOU
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