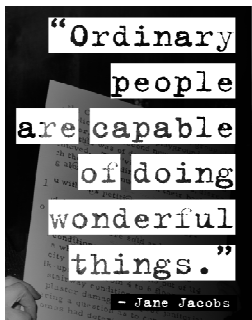


BACKGROUND INFORMATION DOCUMENT FOR THE PREPARATION OF THE 2021 - 2041 WINDHOEK SPATIAL DEVELOPMENT FRAMEWORK

"Towards One City"



**this
is your
world.
shape it or
someone
else will.**

INTRODUCTION

The Windhoek Spatial Development Framework is being prepared on behalf of the City by Urban Dynamics, Town and Regional Planners, who have assembled a team of experts to cover all aspects and themes which need to be incorporated into the planning. Due to the recent promulgation of the Urban Planning Act, 2018 (Act No. 15 of 2018), the document will now be referred to as the Windhoek Urban Structure Plan (WUSP) so as to ensure that it is fully aligned with the terminology used in the Act.

The WUSP is to be prepared at three levels:

- **Metropolitan Level** which will be more course grained and will cover the entire extended boundary area of the City. The aim is to provide guidance on how to deal with development outside the existing services footprint of the City.
- **City-Wide Level** which will be more detailed and will comprise the area of the city currently falling under the jurisdiction of the Windhoek Town Planning Scheme. This includes Brakwater.
- **Local Area Level** which will take an even more detailed look at urban design guidelines for nodes and corridors within the City.



WHAT IS AN URBAN STRUCTURE PLAN?

An Urban Structure Plan is an important municipal policy instrument. It provides a spatial framework that seeks to guide the spatial distribution of existing and future land use within a local authority area. It is a core component of Municipality's economic, sectoral, spatial, social, institutional and environmental vision.

In terms of the Urban and Regional Planning Act, 2018 (Act No. 5 of 2018) (the Act), an USP:

- is a long-term spatial development and policy framework that guides the development of a city by defining the future development and land use patterns and set policies and frameworks to achieve a better future for all its inhabitants;
- is guided by the provisions of the Urban and Regional Planning Act (5 of 2018). It is a Statutory Plan which means it is legally binding;
- is a document that would enable the City of Windhoek to become an Authorized Planning Authority, thereby enabling the City to speed up the process of developing and availing land to its resident;
- is a comprehensive and strategic process aimed at providing answers to three key questions: **"Where are we?" "Where would we like to be 20 years from now?"**, and **"How do we get there?"**; and
- is consultative and requires widespread public consultation to ensure that all

stakeholders have the opportunity to influence the plan making process.

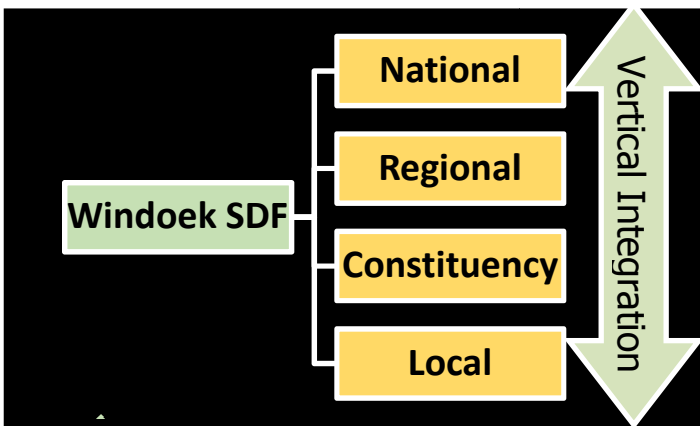
The main objectives of an USP are:

- ✚ to **identify the most suitable land** to accommodate expected development over the plan period;
- ✚ to determine a sequence of development, desirable land uses, target population densities, and the general location of transportation routes and public utilities;
- ✚ to assist in prioritizing and aligning public investment in terms of **economic, social, public infrastructure, employment creation, and infrastructure development;**
- ✚ to serve as the basis for **coordinating** sustainable environmental management and **infrastructural development;**
- ✚ to **guide private sector investments** by determining with clarity the direction for growth as well as municipal policy and standards related to development within the extended municipal boundary;
- ✚ to create a legible spatial structure by identifying fixes and **discouraging sprawling and haphazard developments;**
- ✚ to promote the principles of new urbanism to improve the spatial nature of the city;
- ✚ to promote **spatial justice** by means of land use policies aimed at removing spatial barriers to enable every resident to choose where to live and work and make the spatial structure of the City more fair.

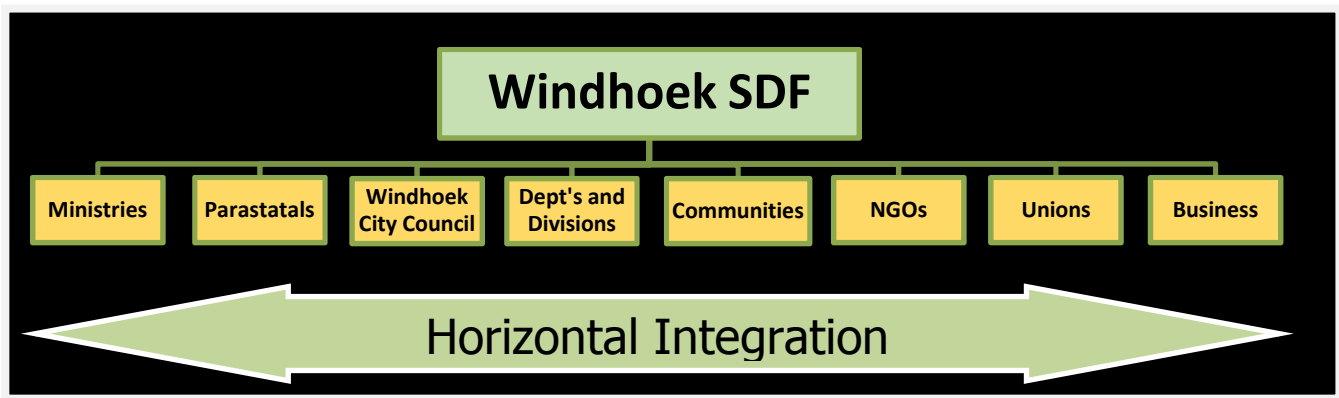
- ✚ to ensure that **every resident or other stakeholder has an opportunity to participate** in the process of plan making.
- ✚ To provide a **high-level implementation programme** to achieve the objectives of the plan.

HOW IS IT PREPARED?

The approach to preparing the WUSP for the City has a number of key components. The first component is **integration**, which must be both vertical and horizontal. **Vertical Integration** refers to integration between the various levels of government, national, regional, constituency and local.



Horizontal integration refers to the integration of interests from the various interest groups and departments within the COW.



The second component is to ensure that the assessment upon which the plan is based is comprehensive and relevant to future Municipal decision making. A locally developed system called **PESFILE** was used to ensure that all aspects that influence the spatial performance of the city were scrutinised.

Physical and Spatial – Considers the spatial characteristics of the city as well as the transport and utility infrastructure that serves it.

Economic – considers the local economy in relation to the performance of the spatial framework to enable local economic development and employment creation.

Social and Demographic – considers the population dynamics in the city which drive the demand for land of various types and at levels of affordability, as well as the provision of housing and social services.

Financial – considers the financial realities of the City and considers how the spatial framework should be designed to contribute to the financial sustainability of the City.

Institutional – considers the institutions of the COW and how it interact with, influences and help or hinder the implementation of the WUSP.

Legal - refers to the national and local legal and policy frameworks within which the WUSP must be framed.

Environmental – refers to the natural environmental considerations that must be taken into account in formulating the WUSP, as well as the provisions that must be included in it to safeguard the environmental sustainability of the City.

Plan preparation follows a strategic approach whereby the current situation is studied as a first step to understand the current situation, problems and challenges faced by the City in terms of its spatial organization. This is followed by a process whereby the findings of the study are synthesized to identify key issues that must be addressed by the plan for each of the PESFILE components. Each of these issues are then discussed with decision makers to form an understanding of what is desired or expected to happen with each by the end of the plan period. Finally, the key issues are elaborated and solutions are sought through spatial and policy interventions which are most likely to achieve the desired outcomes.

WHERE ARE WE NOW IN THE PROCESS?

The assignment is to be executed in six phases as follows (the phase output reports are shown in brackets):

Phase 1: Inception (Inception Report)

Phase 2: Status Quo Evaluation (Status Quo Report)

Phase 3: Setting the Strategic Direction (Strategic Direction Report)

Phase 4: Formulation and Elaboration of the Plan (Draft Structure Plan and Report)

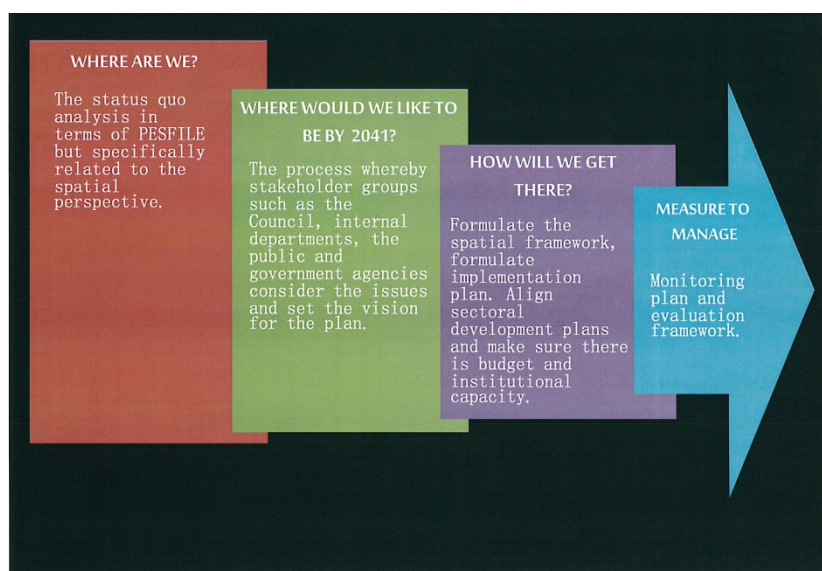
Phase 5: Plan Approval (Final Structure Plan and Report)

Phase 6: Implementation, Monitoring and Training (Implementation and Training Report)

Phases 1 and 2 have been completed and the requisite reports submitted.

Phase 3 has been completed in the sense that Council has considered the findings of the status quo report in terms of the issues, problems and challenges the City will face over the plan period. Strategic guidance has been provided on the key issues and aims to be addressed by the WUSP. The team has also commenced with Phase 4 in the

sense that a wide range of spatial and policy levers have been identified and considered in terms of their suitability to address the key issues and aims of the WUSP and their ability to guide the urban development and planning decision making in the desired direction.



SUMMARY OF STATUS QUO FINDINGS.

The Status Quo Assessment revealed a large number of issues, problems and challenges faced by the City, many of which have a bearing on the

Windhoek faces many challenges. The spatial form remains as fragmented as before independence, its population is growing rapidly, informal settlement is expanding, land delivery lags behind the need, unemployment is unacceptably high and financial and environmental sustainability is under pressure

content and nature of the WUSP. Although an USP cannot resolve all these issues, it can contribute to a spatial framework that would facilitate improvement in virtually all the sectors.

Physical and Spatial

The established urban area is constrained by a mountainous periphery to the east and west and a vulnerable aquifer recharge zone to the south

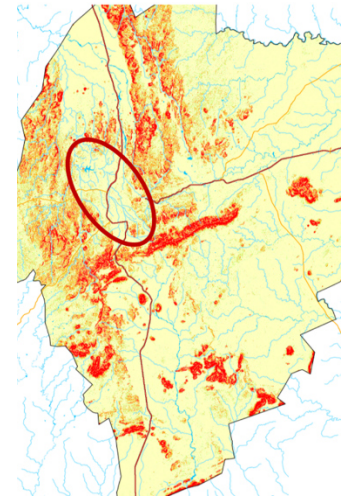
Topographically, there is no shortage of hilly land with slopes ranging from 1:8 to 1:3 that can readily be used for higher income settlement. However, land with flatter slopes suitable for the provision of affordable land and housing is in short supply.

Industrial development and medium to high income housing has expanded over time to occupy the areas with average slopes less than 1:8. As of 2020, about 10,000 hectares of such land within the Windhoek Basin had been developed and occupied

Private sector development on privately owned land has met some of Windhoek's settlement needs, but it seems doubtful that it will be capable of meeting growth in all sectors and at optimal locations.

Only a skeleton framework of public services (infrastructure) exists in the non-urban periphery; expansion is expensive and problematic.

Services (infrastructure) are generally available in established urban settlements, but require upgrading and



increased capacity to handle increased intensity of land use.

The Municipality has a firm, successfully

tested regulatory system in place for controlling spatial development and the environment within the urban area; for example, through Zoning Schemes and Township Establishment procedures that are authorised in terms of the Urban and Regional Planning Act, Act 5 of 2018.

Spatially, however, the city is sprawling with informal settlement proliferating on the urban fringe. Generally poorer people are living further away from places of employment and spend a disproportionately high portion of their income on getting to and from work. Low density affluent communities is found in the eastern and central parts of the city while the less affluent with higher densities are found in the western and north-western parts of the city. Spatial fragmentation of settlements, mono-functional land uses and the persistence of the apartheid spatial form characterises the city form.

Poor quality environments that negatively impact the quality of life of communities, especially the poor occur in most parts of the city.

There are significant infrastructure backlogs and limited public resources to attend to growing issues.

Access to facilities, services, and employment for all inhabitants of Windhoek is not equitable.

Poor quality facilities for pedestrians and cyclists, increase demand for vehicular movement. This has a knock-on on environmental, economic and affordability impact.

Spatial and social justice has not been addressed adequately in the past and the WUSP must contribute towards integrating a largely fragmented city into one that benefits all its inhabitants.

Economic

The Windhoek GDP amounts to 31.3% of the National GDP, which is more than double as much as the next region (Erongo) with 12.9% of National GDP.

Public Administration and Defence (11.52%), Manufacturing (10.58%), Education (8.24%) and Health (7.37%) are the largest contributors to GDP in Khomas.

Clearly, the status of Windhoek as the capital city and home to the central government, its ministries and agencies contributes greatly to the GDP of the city and the region.



Local Economic Development activities and the resources employed towards the promotion of local economic development are inadequate.

It is projected that the city will need 200 000 more employment opportunities by 2041. This is not possible without job creation and the stimulation of the local economy.

Job creation is not a simple matter but, at the very least, the city should not hamper opportunities.

For example, in terms of the Ease of doing Business Index, Namibia's position declined from 74 out of 190 economies in 2010 to 104th by 2021. This is a worrying trend and the City is responsible for some of the indicators of the Index.

The success of SMME's is critical to the urban economy and therefore should be an integral part of the strategy to create employment.

Social and Demographic

The current population of the city is estimated at 480 000 people in 140900 households.

It is projected to grow to 972 000 people living in 360 000 households by the end of the plan period.

Of the estimated current 140 900 households,

58 000 reside in makeshift shelters in unplanned areas. This does not include backyard shacks



or makeshift shelters in planned areas.

The rate of new household formation exceeds the rate of population growth in most geographical areas of the city.

The plan must make provision for approximately 219 000 new households over the plan period and, in addition, deal with the existing 58 000 informal settler households.

The current city bulk infrastructure is located in such a way that it would be prudent and cost effective to utilize the current city footprint as much as possible before moving to new areas which fall outside of the current catchment and pressure systems.

The affordability make-up of the residents must be used to derive categories of serviced land to be supplied over the plan period.

Financial

The city's finances are on a downward trend. From 2005, it had budget deficits culminating in a deficit of N\$ 455.7million in 2015.

The total debt of the City stood at more than N\$ 2.608 billion in 2016/17 while its equity was N\$ 2.169 billion. This results in a debt/equity ratio of 1.2 indicating an unhealthy balance sheet.

The main reasons for the deficit is to be found in the provision of services where expenditure is not recoverable – mainly the City Police, the municipal bus service and services such as early childhood development centres.

This state of affairs occurred despite an increase in rates of 7.5% per annum in 2010/11 to about 17% per annum in 2019/20. At the same time CPI decreased from about 7% in 2010/11 to about 5% in 2019/20.

These trends indicate that the City is becoming less affordable to its residents because the increase in rates exceeds the rate of inflation.

The current spatial framework and land use management policies contribute to the problems with financial sustainability.



One of the negative effects of the continued financial pressure is that infrastructure services cannot be maintained as they should. Preventative maintenance is not done adequately. The impact thereof on the future of infrastructure quality and levels of services is obvious.

The organisation culture and ethics is not fully conducive to the financial sustainability of the city.

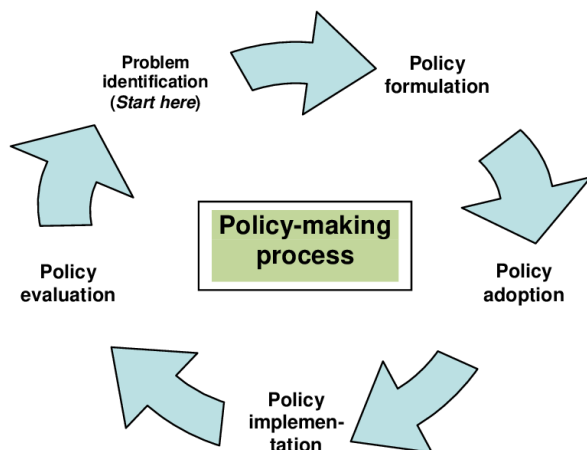
Institutional

The city's organizational structure is well designed to attend to all the requirements for the efficient management of the affairs of a city such as Windhoek. However, it is hampered by inadequate cooperation between the various departments and often unnecessary "red-tape" that has an influence on the overall ability of the city to deliver serviced land to its (especially poorer) residents and to develop and maintain its infrastructure.

Legal

The CoW has a number of policies at different spatial levels covering various thematic zones that created the current spatial structure. These policies

are supported by National Legislation and Local By-laws and Regulations.



Currently the overall direction for the CoW is provided by the Transformational Strategic Plan (until 2022). This plan objectives which have spatial implications are: 1) Improve efficiencies in urban planning and property management; 2) Provide smart public transport; 3) Increase access to services; and 4) Avail serviced land in all land-use categories.

The City has an existing Structure Plan and Town Planning Scheme which guide current planning approvals and recommendations.

In addition, policies are in place to cover land development, housing, informal settlement upgrading, economic development; environmental protection and transportation.

Local area policies cover precincts in various suburbs that expedite planning approval and administration to support and facilitate local property development.

A wide spectrum of laws impact on the WUSP. In particular, the recently enacted Urban and Regional Planning Act requires a National Spatial Development Framework, A Regional Structure Plan

and Urban Structure Plans. None of these plans exist at the moment.

Environmental

The City acknowledges the necessity of an up-to-date practical strategic plan with policies providing guidance to urban development within the bounds of environmental sustainability.

The City's population is projected to grow from 453 638 currently to 927 000 people by the end of the plan period (2041), exerting ever more pressure on water resources and natural habitats.

By 2041 it is expected that the water need for Central Namibia will be 62.75 Mm³/a while the expected need for the city will be 45.5 Mm³/a.

Alternative solutions to augment water supply to the City are being studied. Plans, financial models and feasibility studies are being conducted for alternative water resources e.g., desalination options and the extension of the Eastern National Water Carrier system, amongst others.

A wide spectrum of habitats and environmental sensitivity occur in the larger municipal area. However, this is still at a large scale and projects within the extended municipal boundary are currently only subjected to Environmental Impact Assessment input, often lacking specialist inputs for sensitivity.

Ultimately the City is accountable to illustrate and practice compliance to policies for environmental protection. Although current environmental legislation/policies need to be updated, they provide guidance to eliminate environmental impact.

Management decisions should be based on sustainable long term goals which are more

beneficial to the city's economy, citizens and natural environment.

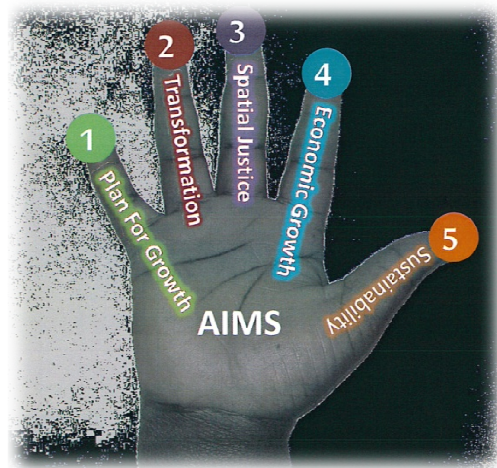
PROVIDING STRATEGIC GUIDANCE

The task of reaching consensus from Council was achieved through a process which involved two workshop/seminar events and subsequent analytical work undertaken by the consultants. This process involved the following:

Strategic Directions Workshop held on 22-23 February, 2021. Delegates included City Councillors, senior COW staff and experts from the consulting team. The objective was to thoroughly deliberate the challenges and opportunities identified in the Status Quo Report and to precipitate out the main issues which needed addressing in the plan. Priority issues were identified by consensus of all delegates.

Based on the issues identified and prioritised, the consultants prepared more specific objectives and identified spatial clues which would give early "strategic direction" for the subsequent elaboration of the Plan.

The strategic guidance for the plan that came about through the above process was used to identify the five main pillars that would form the foundation of the plan. The five pillars are:



Plan for Growth

It is clear that the rate of household growth in the city would be one of the key drivers of change. To make provision for this growth it is necessary to evaluate the entire city jurisdiction and determine how best it can grow sustainably over the plan period at metropolitan, city wide and local area levels. Land must be used more efficiently and effectively and policies such as densification and intensification should be used to enable the City to utilise its existing infrastructure with as little additional expense as possible. However, the city does not have enough land to accommodate the anticipated growth within its existing footprint. It will need to work with the private sector and other development partners to guide the use of land not in city ownership towards accommodating the expected growth.

Transformation

Transformation must happen at various levels and manners. Firstly it must attend to the spatial form of the city and design measures that would lead to improved urban quality and towards **one city**. This essentially means adopting strategies that would

make opportunities available to the poor to live and recreate closer to their places of employment. To transform the fragmented nature of the city, ways need to be explored to bring the formal and informal parts of the city together and revitalize the CBD. It also implies the transformation of unplanned settlement areas into viable neighbourhoods with infrastructure that ensures human dignity to the best extent possible.

Spatial and Social Justice

In this context, spatial justice means that all inhabitants of the city are given an opportunity to live anywhere in the city to be closer to places of employment. This can be done through providing opportunities to all (particularly the urban poor) to live, work and recreate anywhere in the city. This requires careful analysis and policy making to ensure that this is carried out with logic and sensitivity.

Economic Growth

Local economic development must be promoted. The WUSP should augment the WED Strategy by developing land use policies and by promoting mixed land use and intensification within selected nodes and corridors that are compatible yet direct enough to encourage opportunities, initiative and entrepreneurship. Land use policies and provisions must encourage and enable rather than stifle the formation of new business and investment.

Sustainability

The plan provisions must contribute towards financial and environmental sustainability through land use arrangements that protect the

environment while enabling optimum revenue generation and optimal use of existing infrastructure.

PUBLIC CONSULTATION

The WUSP provides for a wide variety of stakeholders and it is important to afford each an opportunity to participate in the plan formulation process and make sure that the issues of concern are addressed or at least considered in the WUSP. Various stakeholder groups have been identified and different outreach methods devised for different groups at all three levels of the SDF.

Stakeholder Groups

Potential stakeholder groups are as follows:

- Local Communities
- Property Developers
- NGOs
- CBOs
- International Organisations
- Academic Institutions
- SOEs
- Individual Experts and professionals
- Government Agencies
- The Regional Council
- Government Ministries

Various stakeholders **require different methods** and means of dissemination to ensure that information is **accessible** and **understandable** within the given context. Stakeholder consultation will make use of a mix of the following methods:

- ❖ Local and regional Radio Stations
- ❖ Local Newspapers
- ❖ E-mails
- ❖ Project web site

- ❖ Social media (Facebook/twitter/instagram)
- ❖ Notices with municipal accounts
- ❖ Formal press releases
- ❖ Community meetings

Consultation Events

From time to time notices will be placed in the local press to announce consultation events. Individual e-mails to targeted stakeholders will also be used to provide information and invite discussion. Documents have been loaded onto the project website and all I&APs are invited to visit www.Windoeksdf.com. Windhoek SDF on facebook or instagram also provides a platform for communication. Everyone should feel free to comment on any or all of the material so provided.

HOW CAN I PARTICIPATE NOW?

This Background Information Document is a summary of the strategic direction we believe the WUSP should take. We are interested:

- in your opinion on the strategic direction as represented by the five main aims or pillars of the plan. Do these reflect the most burning and important spatial and land use planning issues in the city?
- In whether you feel that there are particular issues not represented that you feel must be included?
- in any particular ideas that you would like to share with the team that you feel must be captured in the plan?
- in any other matter that you would like to bring to our attention?

Please contact any of us at any time if you have any questions about the Windhoek Spatial Development Framework.

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