

**ILEMBE DISTRICT MUNICIPALITY**

## **SPATIAL DEVELOPMENT FRAMEWORK**

REVIEW 2010/11

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## ABBREVIATIONS USED IN THIS DOCUMENT

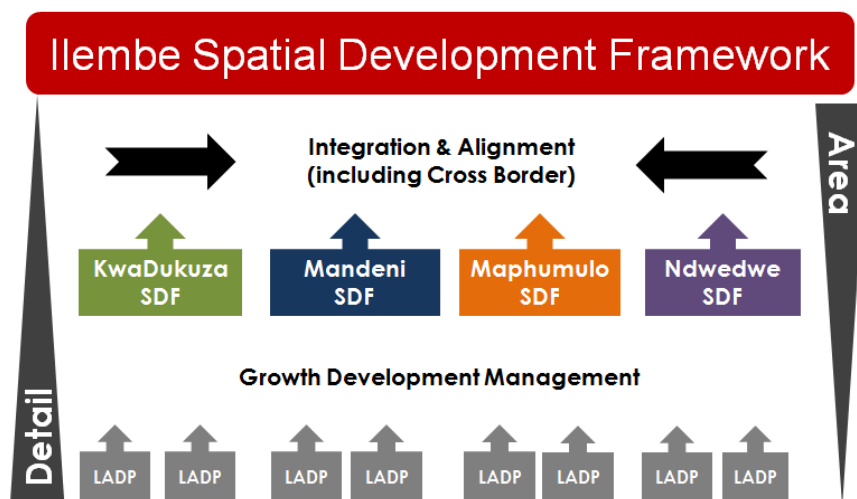
AsgiSA	-	Accelerated and Shared Growth Initiative for SA
AOC	-	Aircraft Operating Company
BEE	-	Black Economic Empowerment
CBD	-	Central Business District
CBPWP	-	Community Based Public Works Programme
CDC	-	Community Development Co-operative
CHARM	-	Comprehensive Hazard and Risk Management
CIF	-	Capital Investment Framework
CIP	-	Comprehensive Infrastructure Plan
CRA	-	Customer Relationship Assessment
CSC	-	Community Service Centre
DBSA	-	Development Bank of South Africa
DEAT	-	Department of Environment, Agriculture and Tourism
DFP	-	Development Framework Plan
DIMS	-	District Information Management System
DLTGA	-	Department of Local Government and Traditional Affairs
DME	-	Department of Minerals and Energy
DOE	-	Department of Education
DOH	-	Department of Housing
DOT	-	Department of Transport
DWAF	-	Department of Water Affairs and Forestry
EIA	-	Environmental Impact Assessment
EMP	-	Environmental Management Procedure
EPWP	-	Extended Public Works Programme
EXCO	-	Executive Committee
FIFA	-	Fédération Internationale de Football Association, French for International Federation of Association Football
GE	-	Gender Equity
GGP	-	Gross Geographical Product
GIS	-	Geographical Information System
HIV/AIDS	-	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICT	-	Information Communication Technology
IDP	-	Integrated Development Plan
IEP	-	Integrated Environmental Programme
ISRDP	-	Integrated Sustainable Rural Development Programme
ISRDS	-	Integrated Sustainable Rural Development Strategy
IWMP	-	Integrated Waste Management Plan
KZN	-	KwaZulu-Natal
LED	-	Local Economic Development
LRAD	-	Land Redistribution for Agricultural Development
LUMF	-	Land Use Management Framework
LUMS	-	Land Use Management System
MEC	-	Member of the Executive Council (Local Government and Traditional Affairs)
MFMA	-	Municipal Finance Management Act No. 56 of 2003
MIG	-	Municipal Infrastructure Grant
MTCF	-	Medium-term Capital Framework
MTCT	-	Mother-To-Child HIV Transmission
MTEF	-	Medium-Term Expenditure Framework
MTSF	-	Medium-Term Strategic Framework
NHBRC	-	National Home Builders Registration Council
NSDP	-	National Spatial Development Perspective
NWMS	-	National Waste Management Strategy
PA	-	Planning Authority
PACA	-	Participatory Appraisal of Competitive Advantage
PGDS	-	Provincial Growth and Development Strategy
PIMS	-	Planning, Implementation and Management System
PMS	-	Performance Management System
PMU	-	Project Management Unit
PPP	-	Public-Private Partnership

PSEDS	-	Provincial Spatial Economic Development Strategy
PTO	-	Permission to Occupy
PTP	-	Public Transport Plan
RDP	-	Reconstruction and Development Programme
RIDS	-	Regional Industrial Development Strategy
RRTF	-	Rural Road Transport Forum
RSC	-	Regional Service Centre
SADC	-	Southern Africa Development Community
SEA	-	Strategic Environmental Assessment
SDF	-	Spatial Development Framework
SDBIP	-	Service Delivery and Budget Implementation Plan
SDP	-	Site Development Plan
SMME	-	Small, Medium and Micro Enterprise
TA	-	Tribal Authority
TLC	-	Transitional Local Council
UAP	-	Universal Access Plan
VTC	-	Voluntary Testing and Counselling
WSB	-	Water Services Backlog
WSDP	-	Water Services Development Plan

# SECTION 1: INTRODUCTION

## 1.1 STUDY BRIEF

ILembe District Municipality appointed Vuka Planning Africa to review the current Spatial Development Framework (SDF) for the district. The iLembe district's Spatial Development Framework is the highest level Spatial Development Framework on a municipal level. The SDF is followed by the Regional Spatial Development (RSDF) in the hierarchy of plans. Because a SDF is drafted for the entire Municipality, its proposals are broad-brush, giving overall direction to spatial development within a municipal area. It is therefore intended to coordinate and integrate spatial development on a municipal level.



Based on the above, the aim of the iLembe SDF will be to provide a tool to guide the spatial planning by local municipalities as well as the spatial development of iLembe and ensure the coordinated and integrated land use development of the district. In addition, the iLembe SDF will aim to address specific developmental issues and challenges within the district and provide a basis for guiding the land use management decision making process.

### Background to Spatial Development Frameworks

#### What is the SDF?

The Spatial Development Framework is a **process** through which municipalities prepare a strategic spatial development plan for a five year period in order to assist in the execution the Integrated Development Plan (IDP). The SDF plan will act as principal spatial planning instrument which guides and informs all planning, land management, development and spatial decision-making in a municipality. It is important to note that the iLembe SDF is a component of the iLembe Integrated Development Plan (IDP) and aims to create a spatial

intepretation of the strategies and projects already contained within the IDP. It should not be seen a separate planning process, but only aims to assist in the prioritisation of resources towards implementing the IDP.

### **Why is it necessary to do SDFs?**

1. The main purpose of the SDF is to **guide the form** and location of **future spatial development** within a Municipal area in order to address the imbalances of the past.
2. As the SDF is a **legislative requirement** it has legal status and it **supercedes all other spatial plans** that guide development at local government level.
3. Under the constitution, municipalities have been awarded major **developmental responsibilities** to ensure that the quality of life for its citizens is improved. Preparing and having the SDF therefore enables the municipality to be able to **manage its land resources** in fulfilling its developmental responsibilities.
4. Through the SDF, the municipality is informed about the **problems affecting its municipal land area** and, being guided by information on available resources, is able to develop and implement appropriate strategies and projects to address spatial problems.
5. Furthermore every municipality should have an SDF in place to deliver the following benefits:
  - ▶ It will ensure more **effective use of scarce land resources**.
  - ▶ It will **speed up delivery** of spatial bound projects and services.
  - ▶ It will **attract additional external funds where it is needed**.
  - ▶ It will **strengthen democracy** and institutional transformation.
  - ▶ It will **promote intergovernmental coordination on spatial issues**.
  - ▶ It will provide **guidance to more detailed Land Use Management Systems**.

## **1.2 PROJECT APPROACH**

The main approach of this review is to guide a Strategic Recalibration process towards ensuring not only improved spatial structuring and functioning, but also more efficient services deliver within the confines of resources. It is vitally important that the SDF guides the strategic interventions on a district level towards accelerated growth and a sharing of development while ensuring the sustainable protection of critical environmental areas.

### **1.2.1 Methodology**

As depicted by the following Diagram, the Methodology for the preparation of the ILembe SDF was conducted in 5 distinct phases: a contextual setting phase, which involved preparing the base information, a vision setting phase, which involved defining a Development Concept for the spatial development of the Study Area, a quantitative phase, which involved the preparation of a Land Use Budget, and a proposals phase, which involved preparing a development framework for ILembe.

### **Phase 0: Project Inception**

A project orientation meeting was held where the details and the proposed approach and methodology of the project was discussed with the Project Steering Committee. This provided a clear indication of any revisions required to the approach, methodology, timeframe or deliverables. It provided an opportunity to obtain all relevant information needed to prepare the SDF, as well as identify information gaps.

### **Phase 1: Contextual Setting**

The contextual setting phase involved preparing the base information for the compilation of the ILembe SDF. Primarily, this involved creating GIS base maps and requesting Census 2001 data from Statistics South Africa. This was also an opportunity to coordinate the planning of the ILembe SDF with the planning of surrounding Municipal areas.

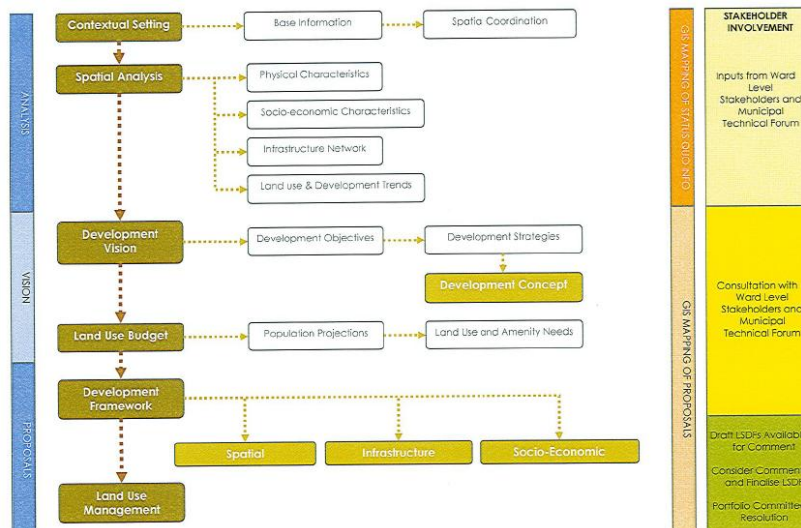
### **Phase 2: Situational Analysis**

The analysis phase involved a spatial analysis of ILembe. This had 4 primary components. The first component involved an analysis of the physical characteristics, such as the topography, the geotechnical conditions, and the natural environment of the area. The second component involved a socio-economic analysis of the Study Area. The third natural environment of the area. The second component involved a socio-economic analysis of the Study Area. The third component provided an overview of the roads and municipal infrastructure network serving the area. The third component involved determining the extent of land use development within ILembe. This involved assessing the spatial development patterns and development trends impacting on the area, as well as land use pattern within the Study Area. This component culminated in a land use map for ILembe.

### **Phase 3: Vision Statement**

The vision phase involved defining objectives and strategies for the development of ILembe. These objectives and strategies focused on issues such as urban consolidation and urban infill, housing development, nodal and corridor development and land use and public transportation integration. Based on these objectives and strategies, a Development Concept was drafted for ILembe. This Development Concept illustrated proposed nodes and corridors, urban linkages and aimed to promote positive development trends and urban patterns.





**Diagram 1: Project Methodology**

#### **Phase 4: Land Use Budget**

The purpose of this phase was to formulate a Land Use Budget for ILembe. This Land Use Budget was tailor-made for ILembe and assessed the development potential and development need within the study area over a given period. This Land Use Budget provided quantitative projections upon which the spatial proposals could be based, thus providing realistic and achievable spatial development goals. This Land Use Budget was based on Census 2001 figures and provided calculations of the Study Area need for the following spatial components: settlement expansion, retail and office development housing backlog and future need and required social and recreational amenities.

#### **Phase 5: Framework Proposals**

This phase involved preparing development proposals for ILembe. The development proposals were based on the information gathered and conclusion made in the previous phases. Based on the Development Concept, proposals were made with regard to the following:

##### **a. Spatial Development**

Proposals were made with regard to land use development to ensure the orderly development of future land uses within ILembe. These proposals gave recognition to the regional context of the Study Area and included proposals with regard to residential and housing development, the development of nodes and corridors, the upgrading of informal settlements, and the infill, densification of vacant/expansion areas. In addition, development zones were identified, which provided guidelines for land use management decision-making on erf-level.

#### b. Infrastructure Development

The SDF for ILembe included principles and guidelines for the development of transportation infrastructure, the promotion of public transport and the integration of land use and transportation. The SDF also guided the development and upgrading of municipal infrastructure and services by showing backlog areas and projecting the extent of future urban development within the Study Area.

#### c. Socio-Economic Development

The SDF for the ILembe incorporated criteria for the provision of social infrastructure and community facilities in an equitable manner. This included, for example, the provision of education facilities, health facilities and recreation facilities. Also, proposals were made with regard to economic issues, such as the protection of agricultural land and the development of retail/office nodes.

### **Phase 6: Land Use Management System**

The development framework set out above, was translated into a land use management system that can be used to implement the framework proposals through applications for land use change. Detailed land use management issues, pertaining to the implementation of the development framework proposals were addressed. For example, these will include defined the land use mix, development density and parking requirements. These were presented in the following mutual supporting formats:

#### a. Demarcated zones

The Study Area was divided into a number of Land Use Management zones. Each of these zones aims to promote the development of a specific land use character through the application of land use mix and density.

#### b. Land use matrix

The land use management system was presented in a matrix format for easy reference and use by municipal planners, developers and property owners. The matrix was linked to the demarcated zones mentioned above and is read with these zones. The matrix defined the land use mix, density and parking requirements to be allowed within each demarcated zone.

### **1.2.2. GIS Database Collation**

The spatial and infrastructure planning information of the ILembe SDF was drawn into a GIS database. The electronic mapping and other information was made available to the Municipality for inclusion in their GIS database and was compatible with the Municipality's Geographical Information System. Care was taken to ensure the information presented is as true as possible, legible and user-friendly. The aim was to present a planning tool that will enable municipal planners to manage ILembe in an efficient and effective manner.

### **1.2.3. Stakeholder Participation**

It was considered essential to obtain buy-in into the ILembe SDF. To achieve this, Vuka Planning Africa consulted with local stakeholders through a municipal technical forum. To ensure relevant and needs-accurate inputs were obtained, the consultation process was targeted to specific stakeholders that

have a good understanding of the study area in question, but also have the necessary experience of and exposure to town planning and town planning principles.

The Municipal Technical Forum included relevant technical representatives from all the relevant municipal departments of the Municipality. In addition, ward representative were drawn into the municipal technical forum from time to time, as is deemed necessary and relevant by the Municipality. Technical meetings were convened and chaired by the project consultant. The project consultant took minutes at all the meetings and distributed copies to all Technical Steering Committee members. Provision was made to allow Steering Committee members to review all interim project documents.

Two project presentations of the ILembe SDF were presented to the Municipal Technical Forum and Ward Committee, one after the completion of the draft Development Concept (Phase 3) and one after the completion of the draft Development Proposals (Phase 5). A presentation of the final SDF was presented to the Portfolio Committee for the approval of the ILembe SDF.

### **1.3. ILembe SDF Objectives**

It is the intention of this SDF Review to address the following objectives in the formulation and implementation of the district SDF:

- Be broadly aligned with the NSDP
- Provide a spatial interpretation of the PSEDs to guide Future Land Use & Development
- Set a policy for the overall Spatial Distribution of Development which will:-
- *Indicate desired or undesired utilisation of space in a particular area*
- *Identify areas where strategic intervention is required*
- *Indicate priority areas where public sector intervention is required*
- Respond to Spatial Implications & Synergies arising from other Development Strategies & Policies and ensure Co-ordination
- Provide Framework for Planning for District & Local Municipalities to Co-ordinate & Facilitate their Planning Initiatives & Service Delivery Programmes
- Address Environmental Considerations in Development Planning

## SECTION 2 : STATUS QUO

### 2.1. Spatial Realities

#### 2.1.1. Local/Regional Context

The iLembe District Municipality area (DC29) lies on the east coast of KwaZulu-Natal, between the eThekweni Metro in the south and the Tugela River mouth in the south. At 3 260km<sup>2</sup>, this is smallest of the 10 KZN district municipalities. iLembe District consists of four Local Municipalities, i.e. Mandeni, KwaDukuza, Ndwedwe and Maphumulo. The latter two of the four Local Municipalities are both Project Consolidate municipalities.

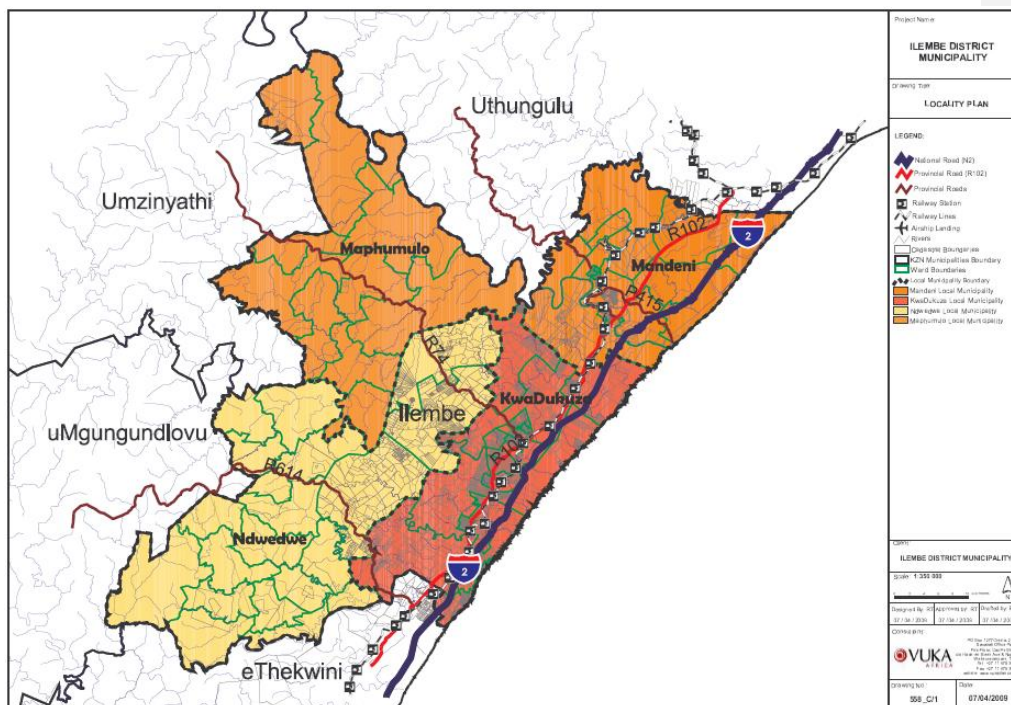
The District is made up of 45 Traditional Authority areas where settlement is controlled by Traditional Authorities according to a traditional land tenure system. These TA areas cover approximately 63% of the total area where the State and the Ingonyama Trust own the majority of the land within Municipality of Maphumulo, the lower reaches of Ndwedwe (69%) and coastal and inland reaches of Mandeni (49%).

These TA areas are generally characterised by subsistence farming activities, harsh topographical conditions and the worst of agricultural potentials. Large areas are under-utilised with traditional settlement patterns and low densities which are not conducive to the provision of infrastructural services. Smaller rural nodes, such as trading stores or clinics are scattered through the TA. Traditional housing dominates, but there is a range of other formal and informal structures proliferating in these predominantly rural areas.

The northern areas of Ndwedwe, the central corridor of Mandeni and KwaDukuza Municipality are the commercial farming hubs of the District. The commercial farming areas of KwaDukuza, Mandeni and Ndwedwe (31% of the iLembe District) are mainly under privately owned sugar cane.

Areas of urbanisation in the District comprise of KwaDukuza/Stanger, Mandeni, the Dolphin Coast and Nkwazi. Land uses within these areas are typically urban mixed uses with high levels of infrastructural and service development and an adequate provision of social facilities and services to support the resident populations. Industrial development is concentrated in KwaDukuza, Isithebe and Darnall, most notably the Gledhow and Darnall sugar milling operations at Stanger and the Sappi Paper mills at Mandeni.

Informal settlements with limited facilities or infrastructural services occur on the periphery of the developed areas and within the towns of iLembe. Village centres such as Maphumulo and Ndwedwe in the west and Nyoni and Mbizimbelwa in the north comprise of commercial and service development in the rural areas. They largely exist in association with a magistrate's court, clinic, pension pay point, health, education and welfare office or similar state service. Wholesale commercial activities have expanded and these villages have emerged as supply centres and transportation hubs to the remote rural areas of iLembe.

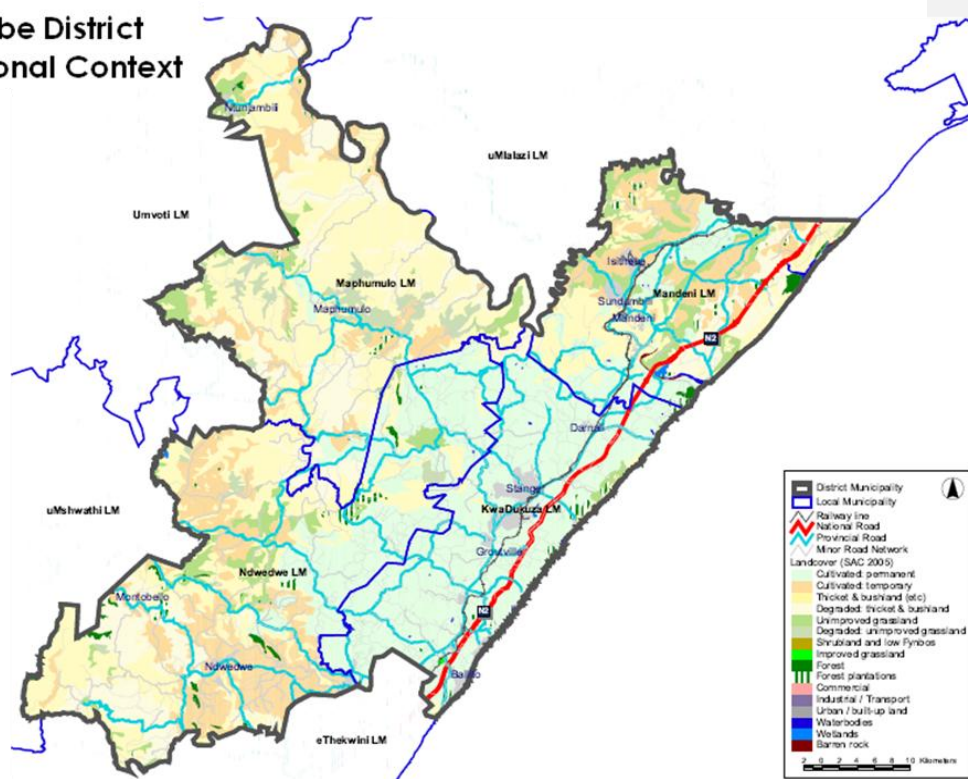


### 2.1.3. Key Spatial Features of iLembe Municipality

The iLembe District is bordered by economic powerhouses to the north and south. Despite this, the iLembe District features sufficient unique selling points to prosper within its own niche market on the following basis:

- Location between Africa's two great ports, i.e. Durban and Richards Bay and its excellent transport infrastructure.
- Potential to capitalise on targeted spill over from the major initiatives planned for Durban such as the Dube Trade Port.
- Pristine beaches and a relatively unspoilt natural environment, undermines the claim of being "The Jewel of the Kingdom of the Zulu".
- Centrally located to the province's other major assets, i.e. Game Reserves, St. Lucia World Heritage Site, Berg, Battle Fields and Durban. This places this District within a two-hour drive of many of KZN's natural attractions and two World Heritage Sites.
- International and local recognition and interest in King Shaka and Zulu culture and history. This diverse and rich cultural heritage has potential for growing and broad international appeal.
- Strong cultural and historical links to India, the United Kingdom and Mauritius.
- A sub-tropical climate positions it as an all year round tourism destination.
- A warm ocean provides comfortable bathing all year round.
- Unique quality of the District's agricultural attributes of soil types, climatic diversity and rainfall.

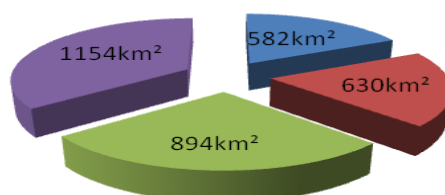
## iLembe District Regional Context



iLembe District is known as a "Family of Municipalities" constituted by the 4 Local Municipalities of Mandeni, KwaDukuza, Ndwedwe and Maphumulo. The following diagrams give a broad profile of this Family of Municipalities.

### iLembe District Area = 3260km<sup>2</sup>

■ Mandeni ■ Kwadukuza ■ Ndwedwe ■ Maphumulo



### 2.1.2. Spatial Realities

The existing settlement structure is substantially influenced by prevailing topographic conditions, physical access and access to land. Consequently a series of settlement bands parallel to the coast developed. The prevailing settlement structure is also influenced by the existence of major commercial agricultural activities in the east, the existence of a series of east-west linkages and the particular opportunities of the coast.

The main urban and economic settlements of the District are located along the R102 and north-south rail linkage occurring in particular at the main intersections of R102 with the R614 and R74. This includes the development of Tongaat (located outside of the District) in the south, Groutville, Stanger, Darnall and Mandeni/Isithebe in the north.

Peri-urban settlements have emanated from the urban centres in the District with emerging rural settlements occupying many of the areas west of the commercial agricultural activities. The more inaccessible areas of the west are mostly occupied by a series of low density rural settlements.

Coastal settlements situated in accessible areas along the coast have until recently been relatively small and limited, but increased focus on tourism and associated residential accommodation have resulted in a substantial increase in these developments.

The location and distribution of land uses follow the movement and settlement patterns identified previously and are influenced by the two major east-west linkages.

Physical and social support services and facilities are in general mainly located in the urban centres, including the peripheral centres of Ndwedwe and Maphumulo. The remainder of the area has only limited access to services and facilities and this is in particular problematic in the peripheral semi-rural and emerging areas in the west.

Much of the commercial and industrial development of the District is confined to the areas in the vicinity of the R102/North Coast Rail/N2, in particular in the Stanger and Isithebe areas. Smaller existing commercial and light industrial developments are largely of local significance.

Commercial agricultural activities take up the major portion of the District, substantially located in the flatter eastern parts of the District. Smaller commercial agricultural activities extend into the western parts of the District. Relatively little diversification has taken place and activities relate mainly to the growing of sugar cane. The majority of the agricultural developments in the western parts are traditional subsistence farming activities.

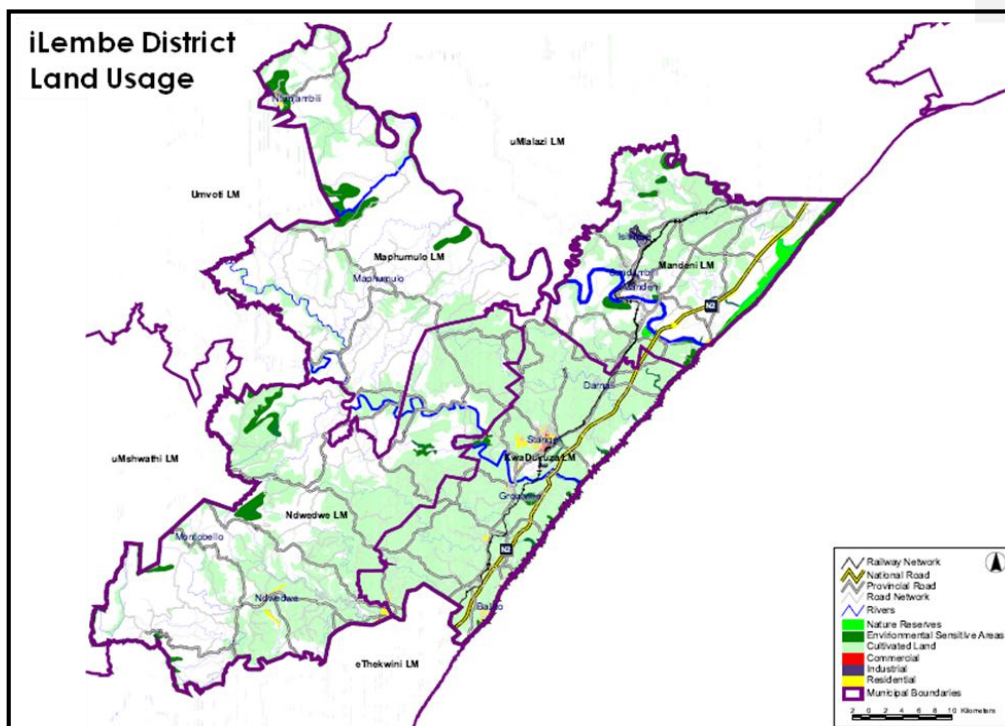
Tourism related activities are concentrated along the coast, extending to some extent into the urban areas along the R102. Tourism opportunities in the western parts of the District, i.e. the scenic and dramatic landscape and rural African environment, are still underutilised.

The following spatial characteristics, issues and challenges impact on the future development of the iLembe District and need to be taken forward in the IDP Process:

- Ranging from sea level to approximately 1000m above sea level, topographic and conditions that range from flat and softly undulating in the east to steep and fragmented in the west have a significant impact on the existing and future development of the area.
- The presence of traditional settlements in the west of the District is distinctly out of balance with development in the eastern parts with most of the road linkages, urban development and economic activities.



- While the coast offers significant opportunities for tourism, the topographic conditions in the west include substantial areas of dramatic and scenic rural conditions that have largely remained unused.
- The road and rail linkages are substantially influenced by prevailing topographic conditions. Consequently all significant national and regional road and rail linkages are concentrated in the east.
- Regional linkages to the west are limited and no north-south linkage exists in the western part of the District.
- Movement and accessibility has a significant impact on the urban and economic development of the area with most of the urban and economic development taking place in the vicinity of the major linkages in the east and along the coast.
- Since much of the remainder of the flat coastal band is utilised for commercial agriculture, semi-rural and rural settlements are largely confined to the western parts.
- Peri-urban development has taken place in the vicinity of major access corridors and economic development nodes.
- There is a substantial concentration of economic, commercial, manufacturing and industrial activities around the major linkages in the eastern part of the District.
- Coastal activities consist largely of tourism accommodation and related activities, some urbanisation and the remnants of natural coastal vegetation.
- Much of the remainder of the flat coastal band is taken up by commercial agricultural activities.
- The western parts of the District accommodate large expanses of traditional dispersed settlements and associated subsistence agriculture. Significant settlement densification has, however, taken place in the vicinity of major access roads and local nodes throughout the District.





## 2.2. Social Context

### 2.2.1. Demographic Realities

The Census 2001 population estimate for the iLembe is 560 388 people living in 120 390 households. If population growth figures and the impact of HIV/AIDS are considered the current population is estimated at 805 239 people living in 145 907 households. This is assuming that average household sizes remained relatively constant at an average of 5.52 persons per household.

The table below depicts a comparison between the respective Census Data and that of the Backlog Study undertaken by the iLembe District Municipality as part of its Service Delivery Strategy and Plan, hence more accurate and the basis on which all the Master Planning is done and studies reviewed.

Municipal Area	Census 1996	Census 2001	DWAF 2004	Census 2006	Backlog Study 2007
Mandeni	111 909	128 669	137 129	138 736	131 830
KwaDukuza	131 091	158 582	169 022	179 963	252 053
Ndwedwe	167 404	152 495	162 452	134 754	208 447
Maphumulo	124 703	120 642	128 549	115 045	212 909
<b>iLembe</b>	<b>535 107</b>	<b>560 388</b>	<b>597 152</b>	<b>568 498</b>	<b>805 239</b>

The following demographic characteristics, issues and challenges impact on the future development of the iLembe District and need to be taken forward in the IDP Process:

- With nearly three-quarters (72%) of people under the age of 34 years, the iLembe District has a relatively young population. And with 49% being under the age of 19 years, this poses immense developmental challenges in relation to future education, health, recreation and other social issues, particularly if the impact of HIV/AIDS is added to the equation. A significant number of these children will be orphaned due to the impact of HIV/AIDS and population growth is expected to decline over the next 20 years. This must be taken into account in planning for new services and facilities.
- The mainly Zulu population and ethnicity/culture in rural and tribal areas play an important role in today's education levels and vocational distribution of women in particular. In the past it was not common practice for young girls to attend school. If they did it was only to achieve the most basic level of literacy and numeracy. The legacies of such practices are still evident today.
- Education levels in general and literacy levels specifically provide an indication of the level at which people will be able to engage in current social and institutional systems, i.e. an illiterate person cannot complete basic application forms for pensions etc. on his/her own. The available data indicate relatively low levels of illiteracy in Mandeni and KwaDukuza at 10.2% and 11.8% respectively. Illiteracy in Maphumulo and Ndwedwe are higher at 20.7% and 24.4% respectively. These figures suggest that there is still a need for adult education facilities and programmes. Specific issues relating to education to be addressed include:
  - the quality of education facilities;
  - the infrastructure available at such facilities;
  - the inability of rural areas to attract high quality educators;
  - the subjects offered at schools do not prepare school leavers for the job market; and
  - the lack of coordinated and targeted adult education and literacy programmes.
- A significant number of households are headed by females, particularly in the Maphumulo area. These women are usually more disadvantaged in terms of resources and education.

- 

A lack of social services facilities or even a breakdown in the appropriate maintenance of such infrastructure and facilities are indicative of high levels of under-development, poverty and disempowerment. These services are essential for the socio-economic functioning of any community.

The following social services characteristics, issues and challenges impact on the future development of the ilembe District and need to be taken forward in the IDP Process;

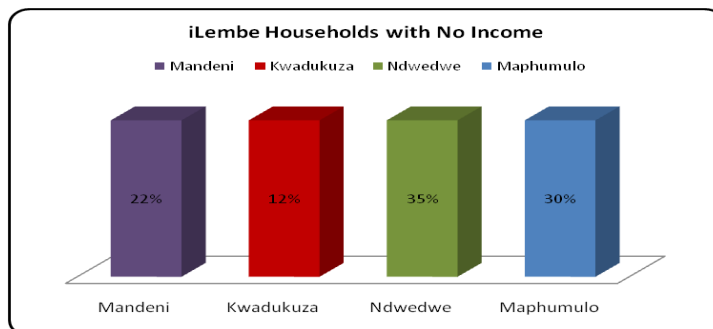
- Social facilities are generally under-provided in the iLembe Municipal area and huge backlogs in the provision of these facilities and services are evident. This is especially prominent in rural areas.
- Where facilities have been provided, the effective operation thereof is often hampered by the insufficient provision of engineering services and infrastructure (water and

electricity in particular). This is particularly relevant as far as education facilities are concerned.

- Services have been provided in an uncoordinated scattered pattern, which does not support the principal of sustainability.
- Community and welfare facilities and services are needed especially in densely populated rural areas. Facilities include children's homes, AIDS support facilities, pension payout points, frail care facilities, feeding schemes and crime prevention actions and facilities.
- Sports facilities and other recreational facilities are non-existent and can be translated into a plethora of social problems. The provision of such facilities and the sustained maintenance thereof pose a challenge to the District.
- Social facilities and programmes to deal with the HIV/AIDS pandemic and its effects on communities have not been fully rolled out and developed.
- There is an under-supply of cemeteries in the area, especially considering the expected number of HIV/AIDS related deaths over the next 20 years. Appropriate facilities need to be provided throughout the area with due cognisance of religion, culture and tradition.
- The Municipal area is disadvantaged in terms of the provision of security and emergency services.
- There is a lack of information on social facilities and development, particularly welfare services. There is also limited co-ordination and communication between the Local Municipalities, District Municipality and provincial government, particularly as far as social development and more specifically welfare is concerned.
- Projects and programmes related to the development of Multi-purpose Service Centre have not yet been fully implemented. Lack of funding is the major constraint in this regard.
- In many instances the boundaries of the Local or District Municipalities do not correlate with those of the relevant service providers, causing problems with coordination and provision of services.

## 2.3. Economic Context

The area is characterised by high levels of unemployment and poverty. Income levels are generally low with 27% of all households earning no income.



Compared on individual basis poverty levels in KwaDukuza are substantially lower with only 12% of households not having an income. This reflects the wealth of Ballito and its surrounds. However, poor levels of education and slow economic growth have had adverse effects on the predominantly rural and traditional areas of Maphumulo and Ndwedwe where 30% and 35% of households, respectively, have no recorded income.

The iLembe District also suffers due to low levels of employment. 29.2% of the iLembe population is economically active. Of this, 52.0% of people are employed leaving a staggering 48.0% of the economically active population being unemployed. This is significantly higher than national averages and translates into only 15.2% of the entire iLembe population currently being employed.

The major and most significant sectors of employment in the iLembe District are manufacturing (35.5%), community service (18.4%), agriculture (13.9%) and wholesale/retail (10.8%). Both the manufacturing and agricultural sectors have declined over the past 5 to 10 years. This decline is attributed to the phasing out of subsidies relating to industries located in Isithebe and the subsequent closure and/or relocation of industries as well as the generally negative conditions in the agricultural sector, specifically the sugar industry.

The lack of employment in the District and the concentration of opportunities in the coastal corridor and eThekweni Metro area demand that all available opportunities be exploited to their maximum. Agriculture is the primary activity of the rural areas and comprises predominantly subsistence practices. There is a clear need to establish more commercial agricultural pursuits in the rural areas.

The following socio-economic characteristics, issues and challenges impact on the future development of the iLembe District and need to be taken forward in the IDP Process:

- Dependencies are very high with every employed person supporting at least 6 unemployed persons of which 4 are over the age of 15 years.
- Lack of any substantial economic activity in Maphumulo and Ndwedwe.
- Reduction of employment opportunities in specifically the manufacturing and agricultural sectors – even at a national level.
- Involvement of a large percentage of the population in subsistence farming activities.

- Lack of entrepreneurial development opportunities.
- Difficulties involved in accessing job opportunities in neighbouring metropolitan, district and local areas.
- Rural and traditional areas such as Maphumulo and Ndwedwe are the most severely affected by poverty and unemployment.

There are vast differences in wealth across the District, with small developed nodes along the coast contrasted by large areas of extreme underdevelopment in the hinterland. Land uses within these areas are typically urban mixed use with a high level of infrastructural and service development and a provision of social facilities and services to support the resident populations. The following economic characteristics, issues and challenges impact on the future development of the iLembe District and need to be taken forward in the IDP Process:

Economic Strengths	Economic Weaknesses
<ul style="list-style-type: none"> <li>• It is relatively close to major cities and towns in the province</li> <li>• Location between Africa's two great ports and its excellent transport infrastructure</li> <li>• Potential to capitalise on targeted spill over from the major initiatives planned for Durban</li> <li>• A diverse and rich cultural heritage has potential broad international appeal</li> <li>• International and local recognition</li> <li>• Interest in King Shaka/Zulu culture/history</li> <li>• Strong cultural and historical links to India, the United Kingdom and Mauritius</li> <li>• Quality of natural endowments, coastline, beaches, climate and environmental control</li> <li>• Centrally located to KZNs other major assets, i.e. Game Reserves, St. Lucia World Heritage Site, Berg, Battle Fields and Durban</li> <li>• Quality of agricultural attributes of soil types, climatic diversity and rainfall</li> <li>• High concentration of prime agricultural land in the hands of large commercial sugar cane farmers</li> <li>• The N2 corridor from Durban to Maputo, which already transports more than 1m tourists per year through the iLembe Region</li> </ul>	<ul style="list-style-type: none"> <li>• Backlog in the provision of basic services in rural areas and informal settlements</li> <li>• Access to available land and the legal framework surrounding such access</li> <li>• HIV/AIDS and its impact on demographics</li> <li>• Management of investor risk and direct intervention to attract international capital</li> <li>• Political differences and issues</li> <li>• Concerns over crime, grime and the maintenance of a pristine environment</li> <li>• Impediments to SMME development in iLembe include low levels of education and productive skills, lack of access to finance, lack of integration of rural markets into the formal economy, inadequate infrastructure, lack in effective demand and communication</li> <li>• Local SMMEs are not geared to take advantage of emerging business and tender opportunities offered</li> <li>• Lack of adequate and appropriate services</li> <li>• Inappropriate location of some facilities</li> <li>• Dependence on neighbouring economies like Durban and Richards Bay</li> <li>• Economic growth is hampered by income leakages to these established economies</li> </ul>
Economic Opportunities	Economic Threats
<ul style="list-style-type: none"> <li>• Isithebe is well placed to participate in the new policy momentum around a proposed multi-modal logistics platform for the Durban-Richards Bay corridor</li> <li>• Rail links between the planned La Mercy Airport and Richards Bay harbour provide economic opportunities with potential for Isithebe to become part of an IDZ</li> <li>• Diversification to high value low mass niche products for export is an important opportunity. The prospects for agricultural diversification into higher-value, lower-mass niche products for export will require advanced regional infrastructure</li> <li>• Increasing investment in high income residential properties in Ballito, Zimbali, etc.</li> <li>• Opportunities exist to create greater labour mobility between the deprived interior and the developed coastline through labour bureaux type arrangements and the promotion of skills within the tourist sector through training, learnerships etc.</li> <li>• Opportunities exist to enhance productive participation in agriculture in former homeland areas by promoting out-grower type arrangements as it occurs in the timber and sugar industries</li> </ul>	<ul style="list-style-type: none"> <li>• Sensitivity of industry in Isithebe to global and national macroeconomic forces</li> <li>• Roads and services need upgrading and regular maintenance to reach tourist attractions – this requires high levels of commitment and resources from municipalities</li> <li>• Political differences between municipalities might impede integrated regional development</li> <li>• Concerns over the rapid growth of residential development and the ability of the infrastructure to cope.</li> </ul>

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• Better coordination of municipal and government efforts in the District to enhance performance</li> </ul> |  |
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## 2.3. Infrastructure Development Realities

### 2.3.1. Summary of Backlogs

Clearly the iLembe District is severely backlogged as far as the provision of infrastructure is concerned. Backlogs are estimated to escalate if programmes and projects are not implemented to eradicate these backlogs.

From the analysis of current realities it is clear that the rural and traditional areas of iLembe, i.e. Ndwedwe and Maphumulo, are more severely affected by these backlogs. The topographical features and dispersed settlement pattern of these areas do not make the provision of basic services and infrastructure any easier. The following applies in this regard:

#### Water Backlogs:

- Total Water Backlog of 51 067 Households (32%)
- Rural areas are mostly affected in terms of these backlogs.
- The eradication of backlogs is hampered due to a lack of funding.
- To address these backlogs a Water Services Master Plan has been prepared and now needs to be fully implemented.

#### Sanitation Backlogs:

- Total Sanitation Backlog of 59 209 Households (37%)
- Rural areas are mostly affected in terms of these backlogs.
- Eradicating backlogs is hampered due to a lack of funding.
- To address these backlogs a Water Services Master Plan, which includes addressing the issue of sanitation, has been prepared and now needs to be fully implemented.

#### Electricity Backlogs:

- There is limited access to electricity throughout the iLembe District.
- To fulfil the demand for electricity in the District three sub-stations would need to be built at a cost of R70 million.
- The backlog in electricity provision also affects delivery of other services in the District.
- A Free Basic Electricity Policy has been approved and implemented in the District.
- The provision of electricity in rural areas is most problematic due to a range of factors such as access, distribution of population, remoteness, etc.
- Current electricity backlogs stand at 59% or 86 570 households.
- The greatest backlogs are in Ndwedwe (81%) and Maphumulo (85%).
- To address these backlogs an Energy Master Plan has been prepared and now needs to be fully implemented.

#### Housing Backlogs:

- Current housing backlogs stand at 40% or 58 690 households.
- Land availability and the price of land, particularly land in private ownership tend to hamper efforts to eradicate the housing backlog.
- The availability of bulk infrastructure is a serious stumbling block in effective and efficient housing delivery processes.
- The nature of dispersed settlement areas hinders a smooth housing delivery process, as do a lack of funding and the non-alignment of the allocation of funds for housing.

- The current status of Housing Sector Plans impacts negatively on the allocation of budgets for housing projects.
- iLembe needs to fully participate in the Land Reform process.
- To facilitate a successful housing delivery process specific attention is required to obtain bridging finance and to utilise emerging contractors in the housing delivery process.

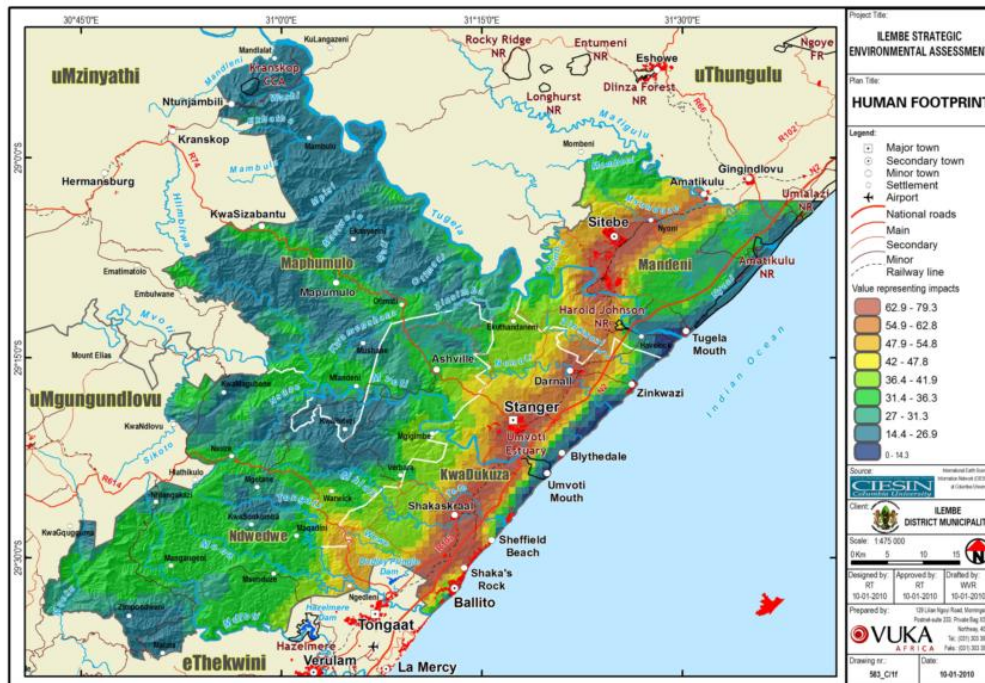
The following infrastructural characteristics, issues and challenges impact on the future development of the iLembe District and need to be taken forward in the IDP Process:

- The provision of basic infrastructure is hampered by the topographic constraints, low densities and low affordability levels, particularly in rural and traditional areas.
- Service infrastructure in iLembe's urban areas needs upgrading and maintenance.
- Rural areas are severely affected by a lack of basic services and continued service delivery backlogs.
- Bulk water supply is a major constraint that effects the entire District and in urgent need of attention.
- 38% of the population still does not have access to clean water and obtain water from rivers and streams. This poses a health risk with further implications regarding the provision of social services.
- The urban areas have proper water borne sanitation systems, but rural areas rely on pit latrines or no system at all. This places tremendous strain on the environment and poses a health risk.
- The bulk of the urban households have access to household electricity. Very few rural settlements have this luxury. Electricity provision at schools and health facilities are especially critical.
- Refuse removal is limited to the urban area. Dumping of refuse has become a major problem, particularly in denser rural settlements. This poses serious environmental problems and risks. Efforts are needed to increase people's awareness of the advantages of good waste management practices.

## 2.5. Environmental Realities

The iLembe District is made up of a number of unique natural environments, including the coastal and dune areas in the east, the remaining natural vegetation of the coastal flats, the vegetation of the incisive river valleys and steep topography with its associated fauna in the west. These environments are, however, under threat from a variety of human activities. The map below is an extract from the recently completed Strategic Environmental Atlas prepared for iLembe and illustrates the key areas where human activity and settlement densities are expected to require active management towards environmental sustainability.





The following environmental characteristics, issues and challenges impact on the future development of the iLembe District and need to be taken forward in the IDP Process:

- The District accommodates significant remnants of a range of natural environments including coastal dunes and vegetation, the natural vegetation of the mostly incisive series of river valleys, including a series of lagoons, as well as remnants of natural environments in the steep and inaccessible western parts.
- The appropriate identification, conservation, rehabilitation and management of protected areas.
- The appropriate usage and integration of environmental opportunities into wider settlement and development strategies.
- An appropriate forward looking development structure that contributes to protecting, maintaining and developing the various environmental aspects of the District and facilitate their integration into the development of a multi-faceted and unique environment.
- The protection, rehabilitation, integration and appropriate management of the natural resources and their integration into the tourism and urban development.
- Linking the unique environments and opportunities in the west of the District to the established activities in the east.
- Involvement of the affected communities, the creation of an increased awareness of the importance and opportunities in protecting the natural environment ensuring that the communities benefit adequately from the appropriate management and usage of the natural resources.
- Lack of funding for environmental management programmes and projects.



## 2.7. Housing Realities

Housing in the rural areas comprises largely of traditional rural dwellings, occurring in dispersed and sparse pockets on TA land. Urban centres are characterised by private residential developments of the well-developed Dolphin Coast that cater for the wealthy minority populous, starkly off-set by surrounding low cost housing and informal settlements. The latter settlements have proliferated over the past few years as hopeful employment seekers flock to the economic hubs of the District.

Delivery of houses to the poorest of the poor is one of the core functions of the Local Municipalities. Significant progress has been made in housing delivery to meet backlogs in the Mandeni and KwaDukuza Municipal areas, which have backlogs of 40% and 30%, respectively. There has, however, been limited progress in Ndwedwe and Maphumulo which both still have a 60% backlog. There is an urgent need for the development of housing plan and housing capacity within these two Municipalities. These housing plans should focus on the facilitation and coordination of housing delivery with due cognisance of the delivery of bulk and link infrastructure.

There are no dedicated Housing Units within Mandeni, Ndwedwe and Maphumulo. Funding for the formulation of Housing Sector Plans for Mandeni, Ndwedwe and Maphumulo have been granted by DOH and the formulation of these Plans are in hand. None of the Local Municipalities are accredited.

The following housing characteristics, issues and challenges impact on the future development of the iLembe District and need to be taken forward in the IDP Process:

- A lack of land to build houses and where private land is available, the landowners are asking very high prices.
- Some landowners, especially in KwaDukuza are encouraging shack farming as an incoming generating activity. In most of the cases these people are staying in very unfavourable and squalor conditions, with no access to water and basic sanitation.
- The provision of engineering services and infrastructure often hampers the effective development of sustainable human settlements.
- The boom in the property and commercial development along the coast of KwaDukuza has attracted many people, especially from outside the borders of KwaDukuza, in search for employment opportunities. This has resulted in the growing number of informal settlements.
- Upmarket housing is a lucrative market in the certain parts of the iLembe District and characterised by speculation. However, this occurs outside any development framework, resulting in ad hoc development and cost inefficiencies. It has become critical to earmark development boundaries to facilitate more effective and efficient delivery of infrastructure and services.
- The lack of institutional capacity to plan for and manage housing projects.
- The lack of funding and the non-alignment of municipal and government department budgeting processes.
- Municipalities need to have bridging finance for housing projects, as well as counter funding for MIG projects. When combined these represent a large proportion of the Municipal budgets which the smaller Municipalities cannot afford.
- The issue of land reform in the iLembe District is not being dealt with strategically in the District or Local Municipal IDPs or in the Municipal Sector Plans.
- There is often a delay in the approval of housing applications by the DOH.
- Dispersed settlement patterns pose a challenge in housing delivery in the Municipal areas of Ndwedwe and Maphumulo who mainly follow the Rural Housing Process.

## SECTION 3: DEVELOPMENT VISION

### 3.1. Community Based Development Challenges

Regular public meetings of the Local Municipalities with their Representative Forums on matters related to the iLembe District IDP reaffirmed the needs and challenges that emerged from this IDP status quo analysis. These need to be taken up and addressed through the iLembe District IDP and its budget allocations. The priority needs identified during various meetings and Izimbizos are as follows:

Priority Needs Identified	Remarks on Needs
<b>Water Service Delivery and Infrastructure</b>	<ul style="list-style-type: none"> <li>• Particularly in Ndwedwe, Maphumulo and Mandeni</li> <li>• The lack of service</li> <li>• Unreliable source</li> <li>• Expensive and unaffordable fees for water supply</li> </ul>
<b>Community Services and Infrastructure</b>	<ul style="list-style-type: none"> <li>• Particularly in Maphumulo and KwaDukuza</li> <li>• Need for clinics</li> <li>• Need for sports facilities</li> <li>• Need for schools that are safe from potential road accidents</li> </ul>
<b>Public Transport and Road Infrastructure</b>	<ul style="list-style-type: none"> <li>• Particularly in rural areas</li> <li>• Specifically related to roads and bridges</li> <li>• Safety of small school-going children</li> </ul>
<b>Electricity</b>	<ul style="list-style-type: none"> <li>• Particularly in Maphumulo and Ndwedwe where many people have no access to electricity</li> <li>• Unreliable service provision</li> <li>• High fees for electricity installation</li> </ul>
<b>Sanitation</b>	<ul style="list-style-type: none"> <li>• Generally an issue in KwaDukuza</li> <li>• Unavailability of toilets in rural area, particularly Mandeni</li> </ul>
<b>Economic Development</b>	<ul style="list-style-type: none"> <li>• Unemployment</li> <li>• Political bias when providing assistance to community projects</li> <li>• Sustainability of projects, particularly in Ndwedwe, Maphumulo and Mandeni</li> <li>• Need for providing support to cooperatives</li> </ul>
<b>Housing</b>	<ul style="list-style-type: none"> <li>• Particularly in Mandeni</li> <li>• Clarity needed on rural housing programmes</li> <li>• Impact of land reform programmes</li> <li>• Need for speeding up housing delivery programmes</li> </ul>
<b>Skills Development</b>	<ul style="list-style-type: none"> <li>• Particularly in Maphumulo</li> <li>• Concerns regarding high illiteracy levels</li> </ul>

The overwhelming importance of basic services and infrastructure delivery shows the need for applying the concepts of sustainable human settlements, robust economic growth and the principles of Expanded Public Works Programmes (EPWP) to the development of the iLembe District. Such an approach will ensure that infrastructure delivery has a meaningful impact on local economies. It will help the iLembe District Municipality to contribute towards the achievement of AsgiSA as espoused by the Presidency. Ultimately, service infrastructure development should be delivered in a manner that takes into account development processes that are taking place beyond the borders of the District.

### 3.2. IDP Identified Challenges

The diagram below depicts a SWOT Analysis to achieve Partnerships for Sustainable Growth and Development.



There are significant imbalances within the iLembe District. There is firstly a mismatch between local policies, priorities and budgetary allocation. There is also a short-term approach that focuses on compliance as opposed to efficient change in development perspectives. The focus must be on establishing local competitive advantages that collectively are aligned with District and provincial goals and targets. The imbalances of the iLembe District can be summarised as follows:

- The focus of the previous 2006/2007 IDP at local and district level fell on services such as water, sanitation, electricity, housing, health, education and welfare. Economic development is focused on poverty alleviation rather than on changing development trajectories and/or the economic base of the District. The Local IDPs do not explore their competitive advantages in relation to that of the District.
- Operational and detail project planning did not materialise in the majority of ID's. A shortfall in the alignment of budgets and detailed project planning has had a negative impact on the implementation of the IDPs.
- Financial viability within the context of the Municipality's capacity, local economic resource potential and associated operating costs is a cause for concern. These factors influence whether identified programmes and projects can in fact be implemented or not. There is further little integration between the IDP and implementation, both vertically and horizontally and specifically in relation to financial allocations and applicable mechanisms.
- Issues such as land development and growth management in relation to needs (backlogs), etc. were mentioned in all IDPs. In most cases, however, very little indication was given of how these aspects would be practically addressed. This raises questions on the prospect that the IDP has on contributing towards a more efficient, more sustainable and more equitable area in terms of access to resources and opportunities.

- Within KwaDukuza, Ballito land development and intensification have a strong focus on the urban environment. There are, however, problems in that there are substantial inefficiencies, separation of land uses and a fragmented urban forum.
- Local visions are short to medium-term, possibly due to legislative requirements. These need to be directed towards a longer term vision aligned with the Provincial focus.

The main challenges for the iLembe Municipality in this IDP relate to socio-economic issues, economic issues, infrastructure issues, spatial and housing issues as well as the issues around social facilities and services. The key issues most likely to have a fundamental effect on the long-term economic viability of the District are:

- Optimising on the opportunities presented by iLembe's location between the Durban Metro and Richards Bay, the two most important harbours in Africa.
- Optimising on the opportunities presented by the N2 corridor from Durban to Maputo, which already transports more than 1 million tourists per year through the iLembe District.
- The potential opportunities of the proposed development of the King Shaka International Airport on the southern border of the District.
- The backlog in the provision of basic services such as water, sanitation, electricity and housing, especially in the rural areas and in the informal settlements.
- Limited availability of bulk water in the District.
- The HIV/AIDS pandemic and its impact on regional demographics.
- Management of investor risk, and where necessary, direct intervention in order to attract international capital.
- Political stability which will best be ensured via measurable service delivery and economic opportunity.
- The maintenance and preservation of a pristine environment and coastline.
- Land release to facilitate development is of particular concern, particularly with land monopolists such as Moreland.

The iLembe District Municipality has achieved some critical developmental and local economic milestones that are related to the strategies and policies put in place. Although much progress has been made in terms of local economic development within the District and the Local Municipalities, impact on job creation and poverty relief is still limited. Continued infrastructural and institutional support with regard to achieving sustainable settlement and development are required at the district and local municipal level, particularly in respect of addressing continued and looming backlogs. The need for this support is most evident in Ndwedwe and Maphumulo where there is revenue base.

During the analysis of current realities a continuous effort was made to offer possible solutions in addressing the issues and challenges that the iLembe Municipality are faced with. These solutions are linked to national and provincial development strategies and targets. The identified key issues and challenges can therefore be addressed by one or more of the following possible solutions presented:

- Implementing appropriate community upliftment and empowerment programmes.
- The roll-out of an HIV/AIDS Programme.
- Providing the necessary facilities that would create an environment where people can meet their basic needs and improve their quality of life.
- Implementing a LED Programme, focussing on employment creation programmes and greater economic diversity.
- Creating a stronger nodal pattern in the Municipal area through the possible development of Batho Pele Service Centres.
- Addressing the organisation and management of human settlement and creating an environment which is conducive to sustainable settlement and living.
- Implementing more appropriate land use management by applying the LUMS.

- Agriculture needs to be promoted to create downstream investment opportunities in the manufacturing sector.
- Developing and implementation of a fully-fledged Tourism Plan.
- Initiating key economic development projects.
- Implement measures that will result in the sustained economic development of the area with focused economic growth strategies for Ndwedwe and Maphumulo.
- Create an enabling environment to stimulate investment interest and confidence and maintain the momentum created. This includes skills training, adult education and increased access to job opportunities.
- Plan and provide time scales for basic engineering service provision to rural areas.
- Maintain and upgrade existing services in urban areas.
- Implementing service delivery plans in respect of all engineering services.
- Implementing projects that integrate social, infrastructural and economic development.
- Providing social facilities and social educational programmes focused on the provision of shelter/place of safety for people in distress (HIV/AIDS, abused women and children) and permanent accommodation for orphans.
- Delivery of housing through the coordination of Municipal Housing Sector Plans.
- The provision of Batho Pele Service Centres in the rural areas could address this shortcoming. These centres are one-stop shops for those community services required on a frequent basis. The concentration of social activities may also spur the attraction of economic activities.
- Continued financial management and discipline.
- Formulating and implementing a programme of engagement to facilitate more effective co-ordination between the District, Local Municipalities and other service providers in the funding and delivery of services.
- Formulating and implementing a programme for the more effective targeting and utilisation of external sources of funding.

These solutions now come into play in the next section, i.e. the iLembe IDP Strategies where they are synthesised into coherent IDP strategies, objectives, programmes and projects.

### 3.3. iLembe's Development Vision

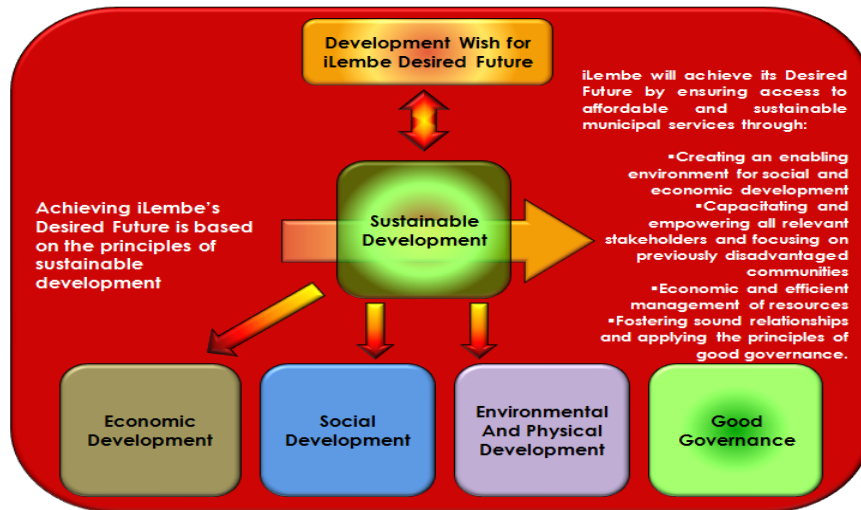
The iLembe position statement provides the foundation from which a clarity and agreement can be obtained of the desired future for the District. By explicitly formulating a development wish the iLembe District Municipality can ensure that all planning endeavours are focused on the same aim or destination. It inspires, focuses the attention and mobilises all residents, communities, stakeholders, politicians and officers in creating that desired future.

Ultimately this development wish can be condensed into a more catchy vision statement, but the basics stay the same, i.e.:

- Creating economic growth and jobs.
- Eradicating backlogs in service delivery
- Providing for housing and socio-economic development (including the impact of HIV/AIDS).
- Positioning the iLembe area as a prime tourist destination.
- Making the area of iLembe a safe and vibrant meeting place of rural, traditional and urban life-styles.
- Integrating the first and second economies to benefit from investment.
- Achieving a sustainable settlement pattern where people could meet all their needs to provide for a better quality of life and maintain sustainable livelihoods.

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- Creating functional and institutional harmony with upstream and downstream spheres of government.



A Vision Statement is an essential ingredient in successful comprehensive development planning. Essentially, the statement should reaffirm time-tested policies or values that are generally held as positive development and community trademarks and identify others deemed relevant. Moreover, a Vision Statement should be a reflection of developmental and community aspirations. Through periodic review and refinement, it should help to set parameters for future municipal and community activities.

To guide the ultimate development of the iLembe District, the following development Vision is pursued:



### 3.4. Spatial Translation of the Vision

As the central future concept for development within the municipality, this vision needs to be translated spatially in order to ensure the development of land as well as the future management of all resources all work towards the achievement of this vision and does not contradict it.

In translating the development vision of the municipality, the core elements of the vision is firstly identified and then expressed in terms of Spatial concepts, responsibilities or challenges. The entire Spatial Development Framework which then follows should ideally be structured and linked to these **core spatial challenges** based on an interpretation of the overall development vision as illustrated below:



The resulting spatial challenges can be described as follow:

THE SPATIAL CHALLENGES IN ACHIEVEING THE VISION	
<b>SPATIAL SUSTAINABILITY</b>	Implies a sense of balance, between the key activities found on land. A continued balance between economic development, social development and environmental development should be sought in all development actions. Practically this will imply that cognisance should be taken of the impact of any development in any one sector on the other two sectors to ensure continued development. If iLembe is to become attractive a World Class Investment Areas, the principle of sustainability is vital to create and secure investment environment as well as ensuring long term benefits to local residents from such investments.
<b>SPATIAL EFFICIENCY</b>	Refers to the most economical and viable means of achieving spatial development within the limitations of available resources. Efficient and strategic spatial planning should ensure the co-ordination and the resolution of conflicts between competing activities, while strengthening market access and unlocking development opportunities crucial for economic growth.
<b>SPATIAL EQUITY</b>	Refers to the fair distribution and access to land and resources. It also recognises that the playing field is not always level in the competition between various land users. In order to ensure fair and equitable spatial development, it may be necessary to take special measures to remedy the disadvantages and promote equity of space in line with the principles of the Development Facilitation Act. The main responsibility of spatial equity is to ensure that all land users have the opportunity to use suited and available land to address their basic needs and requirements for prosperity.

These challenges are crosscutting in nature and needs to be addressed within all the development sectors identified, within all of the development priorities as well as within all geographical areas of the municipality; urban as well as rural settings. Thus these three spatial challenges will form the basis of the entire Spatial Development Framework in order to achieve the municipal development vision.

## **SECTION 4: DEVELOPMENT FRAMEWORK**

### **4.1. Ilembe's Development Thrusts**

The IDP challenge and key issues that need to be addressed in the Ilembe context revolve around the fact that the communities residing in the rural areas are more severely affected by aspects such as poverty and service backlogs than the urban community. Community upliftment and economic empowerment should involve integrated projects of social infrastructure development, environmental management and local economic development. Empowerment programmes should essentially be focused on the rural areas. The general improvement and growth of the economy of Ilembe should focus on economic development, job creation, attraction of investment and maintenance of development standards within the urban areas. The spin-offs would ensure the future sustainability of this area and enable the Ilembe community to improve their quality of life.

#### **4.1.1. Strategic Thrust: Accelerating Growth and Development Strategies**

- Promote investment within defined nodes.
- Promote investment that contributes to regeneration and renewal.
- Promote investment in industrial hubs and introduce incentives.
- Establish a Shared Services Centre as a seat of capacity building and fast-tracking of delivery.
- Promote investment along existing and new corridors.
- Optimising on the opportunities presented by the Umhlathuze-Ilembe-eThekweni Corridor to act as catalyst to accelerate and share growth and development in the district.
- Re-enforcing and strengthening the Stanger hub as main driver of economic growth and development in the District
- Specific and focused packages and interventions to stimulate the competitive advantage of the dominant agricultural, tourism and manufacturing sectors in the District.

#### **4.1.2. Strategic Thrust: Sharing Growth and Development Strategies**

- Eradicate the backlog in the provision of basic services such as water, sanitation, electricity and housing, especially in the rural areas and in the informal settlements.
- Eradicating poverty and addressing specific areas in reducing the number of people below MLL.
- The HIV/AIDS pandemic and its impact on regional demographics.
- Provide sufficient, affordable, reliable infrastructure services.
- Encourage rural settlement along road networks and existing Infrastructure



- Undertake skills development and maintain an updates skills database within the District, incorporating EPWP and AsgiSA principles.
- Establish and promote PPPs.
- Establish cooperatives to maximise economic opportunities in the agricultural sector.
- Regularly maintain and upgrade existing infrastructure.
- Promote cultural and community based tourism.
- Promote integrated tourism development.

#### **4.1.3. Strategic Thrusts: Environmental Sustainability Strategies**

- Preserve and protect the natural environment through the application of appropriate conservation management.
- The protection of natural water resources.
- The maintenance and preservation of a pristine environment.

The ILembe District Municipality has achieved some critical developmental and local economic milestones that are related to the strategies and policies put in place. Although much progress has been made in terms of local economic development within the District and the Local Municipalities, impact on job creation and poverty relief is still limited. Continued infrastructural and institutional support with regard to achieving sustainable settlement and development are required at the district and local municipal level, particularly in respect of addressing continued and looming backlogs.

## **4.2. Spatial Interventionist Responses**

In order to refine and spatially identify specific **interventionist responses** extensive use was made of overlaying various GIS layers and queries of information reflected in the status quo and analysis stage. In determining the Intervention Zones the following data sets of information were used.

- Areas of economic significance in terms of the hierarchy of nodes
- Minimum level of living combined with accessibility to areas of Economic Significance
- Rural nodes and former Exclusion Areas located within areas of Economic Significance
- Rural nodes and former Exclusion Areas located outside areas of Economic Significance
- GIS layers indicating environmentally sensitive areas and possible conflict zones with regard to future and proposed development.

The outcome of this exercise resulted in key localities for responses outlining appropriate interventions according to the intervention areas illustrated overleaf:



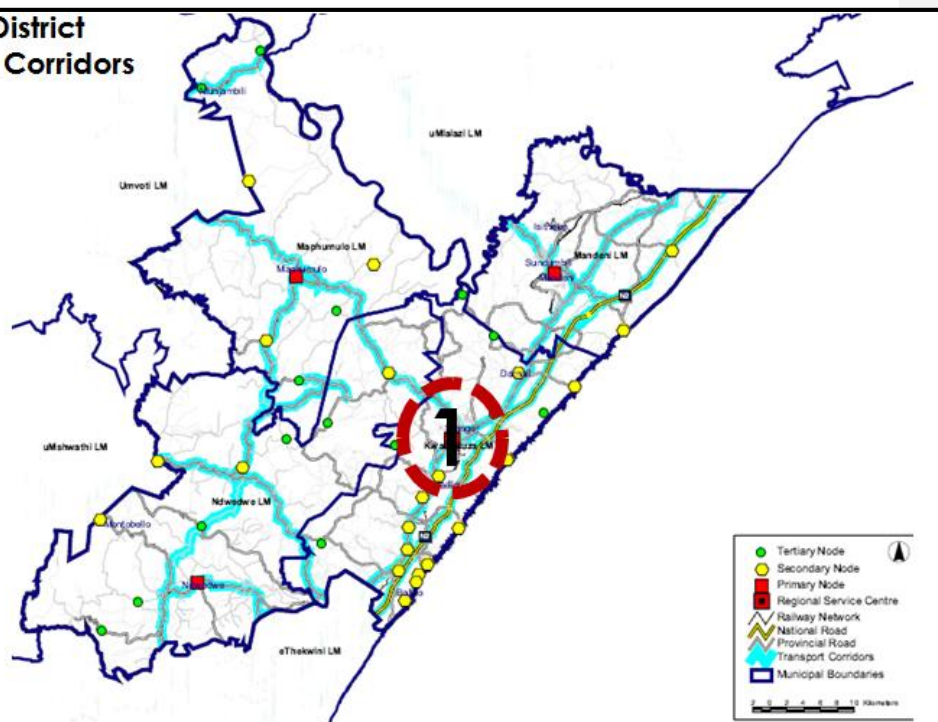
- **Intervention Zone One :** Main Economic Growth Areas for prioritised development spending
- **Intervention Zone Two:** Social Inclusion Areas representing areas for investment in people rather than in places
- **Intervention Zone Three:** Stimulating and kick starting New Potential Growth Nodes
- **Intervention Zone Four:** Environmentally Sensitive Zones.

#### Investment Area One

Social and economic returns on investment will be highest in the following areas: (as illustrated on the plan below):

- Kwadukuza Town

## iLembe District Nodes & Corridors

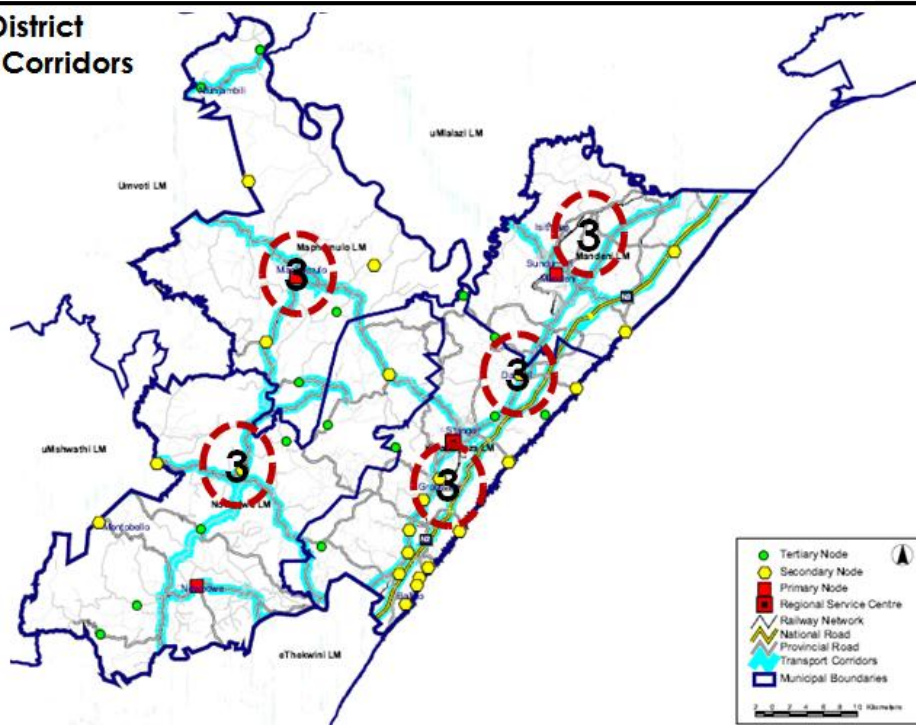


### Investment Area Two

- o Ballito / Compensation
- o Groutville
- o Isithebe / Mandini / Sundumbili
- o Shakaskraal

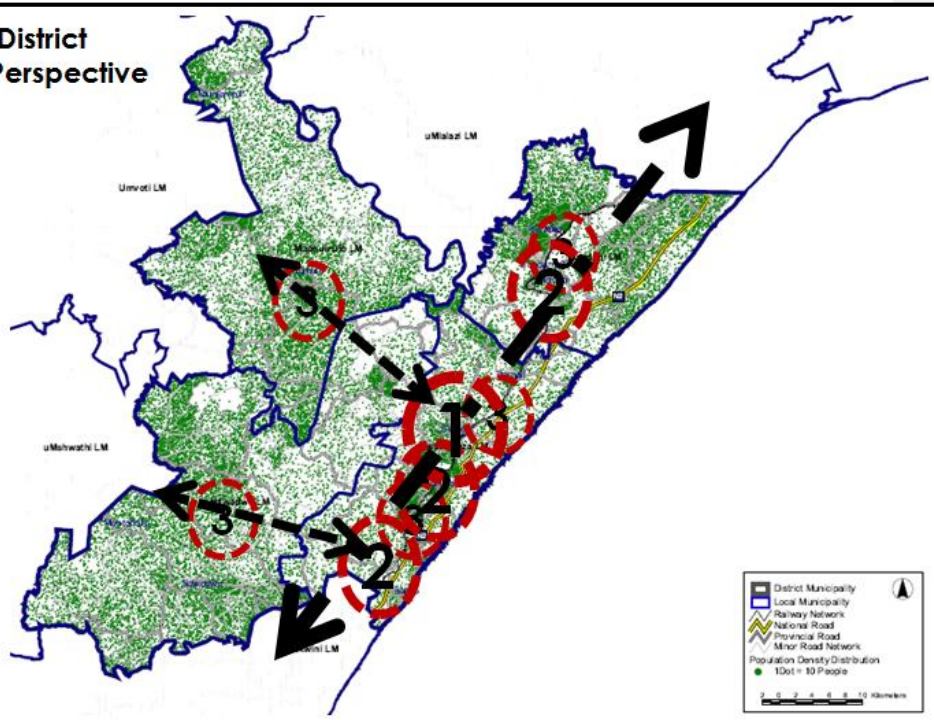


## iLembe District Nodes & Corridors



When the various priority investment areas are combined with the key mobility routes and corridors the following combined spatial concept emerges.

## iLembe District Spatial Perspective



## 4.2.1. Intervention Zone One

### Purpose Intervention Zone One:

- **Strengthening and consolidating a hierarchy of nodes in terms of :**
  - Areas currently representing **existing** spatial concentrations of economic activity
  - Areas showing **future potential** for development expansion in terms of economic growth
  - Areas that play a **supportive** role to existing and future economic development areas.

### Applying Principle LED Responses

- Economic growth and development is the prerequisite for the achievement of other policy objectives such as poverty eradication and equitable development.
- Government infrastructure investment – beyond basic service delivery – will be in areas of high development potential or economic growth
- Areas with high levels of poverty and high development potential should receive investment beyond basic services to exploit this potential.
- Focusing future settlement and economic development opportunities into activity corridors and nodes adjacent to or linked to main growth centres.

### Spatial Structuring Elements

At a District and Local Municipal level these areas indicate areas that will be prioritized in terms of development spending and investment. On a district scale specifically it contributes to the following:

- **Addressing Spatial Imbalances**
  - To reduce the number of households living under unsustainable conditions with 10% per annum.
- **Functional hierarchy of towns and cities**
  - Promoting corridor development.
  - To enhance the development of primary nodes to develop into organized, well planned service centre and economic growth areas.
  - To reduce the number of small unsustainable settlements by 50% over a period of between 20 and 30 years.
- **Specific Land Use Management Principles**
  - Compact Urban Development
  - Focused Investment
  - Managed growth
- **Conforming to concepts such as:**
  - Economic and social activity overlaps
  - Densification
  - Combating urban sprawl
  - Providing economies of scale for effective and affordable service delivery
  - Promoting infill development where high levels of services are available
  - Increased population density (people per m<sup>2</sup>).

#### 4.2.2. Intervention Zone Two: Social Inclusion Areas for investment in people rather than in places

##### Purpose of Intervention Zone Two:

Zone Two is **Rural focused** and promotes the concept of social inclusion by promoting and strengthening overlaps in economic activity and poverty to address high levels of spatial fragmentation and exclusion. This can be achieved by:-

- o Improving spatial accessibility profiles of poverty concentrations;
- o Applying the NSDP principle of "concentrating investment in people rather than places" in areas that is spatially fragmented in nature.

##### Principle LED Response

- o Efforts to address inequalities should focus on people and not places.
- o Areas with high levels of poverty and low development potential should receive investment to provide basic services as well as social transfers, human resource development, and labour market information.
- o Development economic sectors and **spatial localities** in accordance with **people needs and potential**;
- o Deliver on the constitutional obligation to provide **basic services** to all citizens
- o Promote job creation and skills training;
- o Address past and current social inequalities by **focusing on people and not places**
- o Support full participation and **equal opportunities** to all people,
- o Offer the poor skills development and employment opportunities to exercise choices in improving their quality of life in a dignified manner,
- o Use the natural resource base of the District in a **sustainable** manner.

##### Spatial Structuring Elements

At a District and Local Municipal level these areas indicate areas that will be prioritized in terms of development spending and investment. On a district scale it contributes to the following:

- o **Addressing Spatial Imbalances**
  - To reduce the number of households living under unsustainable conditions with 10% per annum
- o **Functional Rural Settlements**
  - To enhance the development of primary rural nodes to develop into organized well planned areas.
  - To reduce the number of small unsustainable settlements by 50% over a period of between 20 and 30 years.

#### 4.2.3. Intervention Zone Three: Stimulating and kick starting New Potential Growth Nodes:

##### Purpose of Intervention Zone Three:

Zone Three will identify and focus on the emergence of potential new nodes where spatial **overlaps between areas of economic activity and areas of poverty occur**. This implies focused investment in poverty concentrations that show potential for economic development in their spatial and socio-economic context in terms of the following:

- o Previously disadvantaged areas within existing urban areas



- o Agriculturally orientated villages in areas of high agricultural potential
- o Communities settled in potential game farming areas
- o Communities situated in Industrial and Tourism Corridors and Eco Tourism areas

#### Principle LED Response

- o Areas with high levels of poverty and high development potential should receive investment beyond basic services to exploit this potential.
- o Focusing future settlement and economic development opportunities into activity corridors and nodes adjacent to or linked to main growth centres.
- o Develop economic sectors and spatial localities in accordance with people's need and potential;
- o Principle: Support full participation and equal opportunities to all people,
- o Principle: Use the natural resource base of the District in a sustainable manner.

#### Spatial Structuring Elements

At a District and Local Municipal level these areas indicate areas that will be prioritized in terms of development spending and investment. On a district scale it contributes to the following:

- o **Addressing Spatial Imbalances**
  - To reduce the number of households living under unsustainable conditions with 10% per annum
- o **Specific Land Use Management Principles**
  - Concentrate on Economic and social activity overlaps
  - Integration in terms of functions, mixed uses, classes of society, residential, commercial, social, agricultural and tourism.
  - Job opportunities closer to where people are living thus reducing transportation needs
  - Increased population density (people per m<sup>2</sup>).
  - Norms and standards applicable to the following land use change regarding the establishment of agriculturally orientated villages:

### 4.2.4. Intervention Zone Four: Environmentally Sensitive Areas

#### Purpose of Intervention Zone Four:

Development Zone Four will largely concentrate on future sustainable development approaches in terms of sustainable development spending. This will be achieved by focusing on rectifying development imbalances relating to equitable access to basic services, the protection of the natural and cultural resources and spatial form that promotes greater efficiencies in land-use and service provision

#### Principle LED Response

- o **Principle:** Elevate key ecological corridors through appropriate protective measures to contribute to the economy.
- o **Principle:** Prevent and manage the spread of invasive species through clearing efforts focused at wetland etc.
- o **Principle:** Minimise further loss of natural habitat to protect ecosystem functioning by means of sector specific land use management guidelines.
- o **Principle:** Biodiversity considerations should be reflected into all land-use considerations at all levels of Government especially at local level. In this regard It is of utmost importance that spatial biodiversity priority areas are incorporated into all strategic spatial development frameworks and policies.. This intervention will minimise the impact of urban development and industrial development (and resultant loss of habitat) on biodiversity. Local government is required, in terms of NEMBA to align IDPs with the National Biodiversity Framework and to take threatened ecosystems and threatened species into account. Local authorities also need to pay particular attention to control and eradication of invasive alien species and to waste management and



pollution abatement, especially where this impacts on aquatic ecosystems, whether freshwater, estuarine or marine. Spatial plans at a local level should be informed by national and provincial priorities and should guide development in a way that minimizes the impact on biodiversity. (Source: South Africa's National Biodiversity Strategy and Action Plan 2005)

- o **Principle:** Use the natural resource base of the District in a **sustainable** manner.

### Spatial Structuring Elements

- o Identify priority (critical) biodiversity areas in the iLembe district.
- o Identify and prioritise areas for the creation of protected area networks that are representative of the district and that are ecologically sustainable.
- o Spatial analysis of land use pressures in relation to biodiversity; and
- o Identification of possible conflict zones (development vs. conservation and bio-diversity protection)

**Critical bioregional categories need to be clearly protected and conserved. These categories are outlined in more detail in below:**

- o **Category One: Protected areas**
  - Areas that have been proclaimed in terms of the Protected Areas Act and are included in the national protected areas register (these include privately owned contract nature reserves).
  - Special protected forest areas declared in terms of the National Forest Act.
  - Areas that are in the process of being proclaimed if there is high certainty that the proclamation will occur.

- o **Category Two: Critical biodiversity areas**

This category may include several sub-categories, such as:

- irreplaceable sites
- important sites
- terrestrial ecological corridors
- aquatic ecological corridors
- special habitats
- critical wetlands
- critical estuaries
- critical sub-catchments
- critically endangered ecosystems \*
- endangered ecosystems \*

- \* These terms must be reserved for ecosystems whose status has been assessed using the criteria developed for identifying threatened ecosystems in terms of the Biodiversity Act. Ecological support areas, should also include a number of sub-categories, such as:

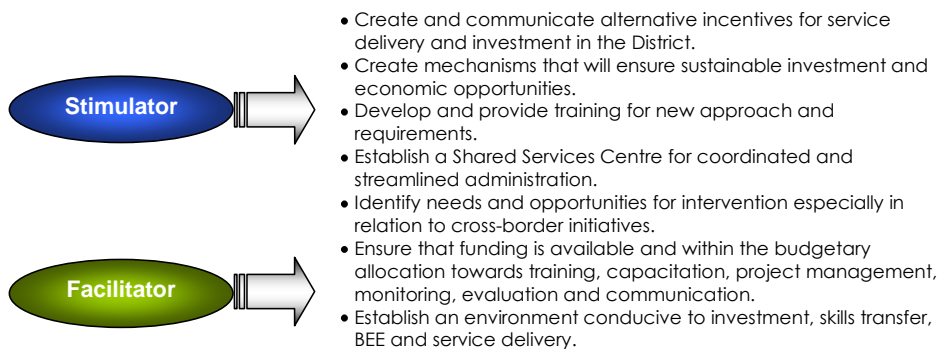
- Primary water production areas
- Groundwater recharge zones
- All wetlands
- All estuaries
- All riparian zones

- o **Category Three: Other natural areas**

- o These areas are still subject to the usual authorization procedures e.g. EIAs, **Category Four: Areas where no natural habitat remains**
  - These areas include cultivated areas, afforested areas, mined areas and urban areas.

### 4.3. iLembe's Development Strategies

Within a development context iLembe District Municipality has very specific roles, i.e.:



#### 4.3.1. Accelerating Growth and Development

GIS overlays on a Map, indicating the spatial distribution of the most important economic activities in the District in terms of the following:

- o Spatial distribution of economic activity (Hierarchy of Nodes)
- o Mining and Quarrying Activities
- o Agriculture Activities
- o Industrial, Trade, Manufacturing and Construction Activities
- o Tourism Potential
- o Intervention zones
- o Stimulate Provincial Industrial Clustering
- o Strengthen growth and development potential by way of the promotion of development corridors that link up with key national areas such as Gauteng as well as International markets
- o Implement Key Flagship Projects

Specific focus of the Accelerating Growth and Development Framework is to introduce a spatial framework for the following considerations:

- o Improve transportation linkages with neighbouring municipalities and Districts
- o Bulk infrastructure planning and investment in key components of SDI corridors
- o Planning and implementation of all infrastructure requirements for 2010 Soccer World Cup
- o Upgrading of district public transport system (incl. requirements of taxi recapitalization programme)
- o Initiate urban regeneration programmes in selected cities/towns

#### Agricultural Sector

**Specific strategies and programmes to be launched in the agricultural sector include the following:**

- o **Integration of land reform activities with sustainable agricultural development initiatives**
  - To increase private landownership by 5% per annum as part of land reform and rural development.
- o **Targeted institutional support for small scale farmers**

Large parts of the district are rural dominated and characterized by a significant number of small scale and emerging farmers being active in these areas. Spatially, a number of important interventions to support this sector (Rural farmer support services) should include the following:

- Basic Infrastructure provision (Engineering, shelter and socio-economic infrastructure)
- Increased accessibility of agricultural inputs
- Access to markets
- Setting up and strengthening cooperatives:

○ **Development, support and management of off-farm and on-farm infrastructure**

- Storage units, including cold storage and regular ambient storage
- Communications facilities (telephones, facsimile, internet access, etc.)
- Abattoirs
- Multi-purpose livestock handling facilities

○ **Optimize production opportunities in areas with irrigation potential**

Within the context of limited water availability in certain areas of iLembe, the optimum utilization of existing areas of irrigation potential is of vital importance. The potential of irrigation schemes should be investigated and necessary measures put in place to optimize the use of available resources.

○ **Diversification of product range with increased focus on high-value specialized products and the identification and penetration of niche markets**

The iLembe agricultural sector is currently highly dependent on sugar, forestry and high value crops products. Subsistence, emerging and commercial farmers should be provided with required assistance to improve their ability to make the transition to economically viable and environmentally sustainable, diversified production systems.

○ **Sustainable resource management**

In view of the importance and the extent of the agricultural sector in the economy of the iLembe District, it is imperative that agricultural and farming practices are environmentally sustainable. A number of important factors need to be considered in this regard:

- Soil erosion and desertification
- Soil salination
- Integrated Livestock-Wildlife Management
- Ensure sustainable farming units and protection of high potential agricultural land
- Farming practices that consider the limited water resources and climate change effects

### **Mining and Quarrying**

The mining and quarrying sector remains a vital part of the district economy and is expected to remain so over the next decade. This sector is expected to make and increasing contribution to overall district economic growth rates and annual employment creation figures over this period.

○ **Focused infrastructure delivery to enhance mining related growth**

The extent of new investment in mining activities, specifically in the Ndwedwe & Mahumulo areas (sand mining) of the District, will necessitate a focused infrastructure delivery programme to support these substantial initiatives of the mining sector. This infrastructure delivery programme will not only be aimed at the primary needs of the mining sector, but will also aim to stimulate growth and development in terms of basic services, housing and other facilities to the growing labour force in these areas.

- o **Environmental management and rehabilitation**

Provincial government, in conjunction with all relevant role players, must put the necessary measures in place to address the following key aspects:

- the environmental rehabilitation of closed mining areas
- the alternative use of such land for industrial, agricultural or other purposes

#### **Manufacturing and Trade Sector**

The manufacturing and trade sector will play a key role in achieving the overall economic growth targets. The key components of the implementation programme of this sector are.

- o **Stimulate district industrial clustering**

Substantial international evidence supports the notion of clustering of industrial activities to leverage on infrastructure and other economies of scale related to specialized processes. The relevant national and provincial departments together with private sector will stimulate and promote this industrial clustering process and will be guided by the National Spatial Development Perspective which highlights areas of particular strength and comparative advantage within these sectors within the district.

- o **Promote Development Corridors**

Strengthen growth and development potential by way of the promotion of development corridors that link District key strategic economic hubs (e.g. ports of Richardsbay and Durban).

- o **Implement Key Flagship Projects**

- Isithebe Expansion,
- Darnell
- Compensation Development
- Stanger

#### **Tourism Sector**

- o **Focus tourism development in key routes and nodes:**

Tourism infrastructure and product development should be focused on themed routes and nodes which could include:

- **Wildlife routes**, incorporating the mass ecotourism destinations as well as coastal routes.
- **Angling Route**, incorporating top recreational fishing spots e.g. and other popular fishing destinations.

- **Zulu Cultural Heritage Route**, incorporating Kwadukuza and Mandeni specifically.
- 
- **Prepare detailed implementation plans for key projects:** A detailed implementation plan should be developed for the following potential key tourism initiatives:
  - King Shaka Statue
  - Upgrading of Albert Luthuli Memorial Site
  - Various Coastal Developments

### Infrastructure and Construction Sector

Infrastructure development and construction is one of the key sectors of the further development and spatial restructuring of the district. The growth rate of the construction sector in the iLembe District has been amongst the highest in the country over the past few years and is also expected to make a significant contribution towards achieving the district growth and development targets.

- **Improve infrastructure linkages with neighboring municipalities.**
- **Improve district public transport system and Implement public transport facilities in line with requirements of taxi recapitalization programme**  
An effective public transport system is a vital requirement for economic development.

#### **Promote a Functional hierarchy of towns and cities**

- To enhance the development of primary nodes to develop into organized, well planned urban areas.
- To reduce the number of small unsustainable settlements with 50% over a period of between 20 and 30 years.
- **Initiate urban regeneration programs in key provincial nodes**  
An urban regeneration programme be developed for key provincial development nodes in line with the PSEDs. These urban regeneration programmes will focus on two key aspects:
  - Revitalisation and regeneration of Central Business Districts
  - Key development of Previously Disadvantaged Areas in terms of the provision of basic economic infrastructure i.t.o the human settlement redevelopment programme.
- **Formalising unsustainable settlements**
  - To reduce the number of small unsustainable settlements with 50% over a period of 20 to 30 years
  - To establish centralised multi-purpose service centres in rural areas
  - Increase private landownership with 10% over the next decade

### 4.3.2. Sharing Growth and Development

The purpose of the Sustainable Growth and Development Framework can be summarized as follows:

The spatially distorted and fragmented hierarchy of settlements in the district can be ordered by targeting future settlement development in areas showing potential as activity corridors and nodes linking up with- and complementing main areas of economic concentration and growth which displays the potential and/or status of major gateways of

regional significance in the provincial, national and global economy. In this regard, location is critical for the poor to exploit

- Growth opportunities and areas of low density vs. high accessibility should specifically be targeted
- Compared to the people living under the Minimum Level of Living, the central and certain western parts of the district indicates a spatial overlap between areas of economic activity and poverty.
- Spatial configuration where high levels of poverty overlap with high levels of economic concentrations provides excellent opportunity to maximize the impact per unit of investment when growth is shared.
- Core economic areas which indicates high levels of economic potential, high concentrations of people, formal and informal economic activity, formal levels of infrastructure and a wide range of socio economic infrastructure are:
  - Ballito / Compensation
  - Groutville
  - Isithebe / Mandini / Sundumbili
  - Shakaskraal
- Focus on high density low accessibility areas should be on improving transport and the flow of freight
- In localities with low economic potential and accessibility (largely the most western parts of the district) the focus should be on providing social transfers, human resource development and labour market intelligence should people want to migrate to more sustainable areas and act in terms of the job market. Specific interventions in these areas should also focus on more aggressive land and agrarian reform and a significant expansion in the agricultural and tourism services. At a local level, the focus should furthermore be to develop viable and functional linkages between smaller densities of people in line with creating scale of economies in terms of key sectors

The district housing delivery should be underpinned by the "Comprehensive Plan for Development of Sustainable Human Settlements" of the National Department of Housing. The imperative of this new plan is to move beyond the provision of basic shelter towards achieving the broader vision of sustainable human settlement and more efficient cities and towns. The contribution of housing to this process of establishing sustainable human settlements in the iLembe District will be facilitated through a number of key strategies:

- To reduce the number of households living under unsustainable conditions with 10% per annum
- The eradication of informal settlements by 2014
- Promoting densification and integration
- Enhance the location of new housing projects in line with recommendations of the NSDP principles
- Supporting Urban Renewal and Inner City Regeneration programmes
- Developing supporting social and economic infrastructure with all new housing projects

#### **Institute the following programmes:**

##### **Health Care Programme**

The overall district health care programme will focus on the provision of accessible and affordable comprehensive primary health care services, the improvement of the health status of the communities through an effective district health system, well functioning and competitive hospitals, and an appropriate HIV/AIDS prevention and treatment programme.

Provision of accessible, equitable and affordable comprehensive primary health care services

- o Ensure equity of access to primary health care services
- o Develop and implement a comprehensive package of services
- o Facilitate easy access for people with disabilities
- o Develop and implement a community health worker programme
- o Strengthening partnerships with alternative community based health providers.
- o Develop a framework for an equitable allocation of resources.

Improve health status of communities through implementation of integrated health programmes and an effective District Health System ((DHS))

- o Accelerate delivery on the hospital revitalization programme service delivery and partnerships.
- o Roll out and market high quality specialist-services comparable to private health services

#### **HIV/AIDS**

The iLembe District will continue the implementation of government comprehensive plan to fight HIV/AIDS and will be informed by an updated national comprehensive strategy in this regard. The implementation of a comprehensive plan for HIV and AIDS, including the provision of ARV's and the strengthening of home-based care programmes will be key elements of this programme.

#### **Education Programme**

The education programme will focus on the following key strategies:

- o Leadership development amongst teachers and school principals
- o Improve science and mathematics teachers teaching capabilities, focusing on both subject knowledge improvement as well as subject specific teaching methods. Support for the Africa Drive Program to retrain educators in maths and science will also be an important intervention.
- o Increased access to pre-primary education
- o Development of school drop-out prevention strategies
- o Annual rewards to teachers in the district, including the best teachers in science, mathematics, other teachers, and teachers who excel in promotion of innovative thinking amongst learners.
- o Health awareness rising in schools, as well as the formulation of health promotion strategies to prevent alcohol, tobacco, and drug use, STD infections; injuries, nutritional education, obesity and other eating disorders, stress, depression, and prevention of suicide.
- o Parent Involvement programmes should be established at all schools
- o Improvement of career guidance at schools to enable learners to make more realistic and informed career choices, and to raise awareness on post-school opportunities.
- o Improvement of education facilities in terms of buildings, infrastructure and other support facilities (e.g. libraries) as per the Departmental Infrastructure Backlog Plan.

#### **Sports, Arts and Culture Programme**

The sports, arts and culture programme will focus on sports and recreation development across the district, heritage resource management and the provision of library and information services.

The provincial sports and recreation programme will focus on the following key strategies:

- o Development, upgrading and maintenance of facilities (multi-purpose sports and recreation facilities including school sport linked to national and local plans)
- o Support and develop capacity building programmes
- o Reinforce and implement high performance programmes
- o Organise and facilitate the diversification of multi-coded facilities
- o Training in sport administration, coaching, referees, first aid, events management and life skills

#### Heritage resources and measures

- o Develop, upgrade and maintain facilities and increase access by communities
- o Develop maintenance plans – linked to national and local plans (monitoring)

#### **Social Services Programme**

The district social services programme will focus on the following key strategies:

- o Develop and implement care and support programme for older persons
- o Develop and facilitate the implementation of prevention of substance abuse programmes
- o Facilitate the social integration of people with disabilities to the mainstream of society.
- o Strengthen specialized protection, care, support and developmental programmes for people with disabilities.
- o Facilitate care and support services to victims of violence and abuse.
- o Improve service facilities for children in need of care and protection.

### **4.3.3. Sustainable Growth Strategies**

The term biodiversity refers to genes, species (plants and animals), ecosystems, and landscapes and the ecological and evolutionary processes that allow these elements of biodiversity to persist over time.

iLembe's biodiversity provides an important basis for economic growth and development, in obvious ways such as providing rangelands that support commercial and subsistence farming, horticulture and agriculture industry based on indigenous species, our tourism industry, aspects of our film industry, and commercial and non-commercial medicinal applications of indigenous resources.

Keeping the biodiversity intact is also vital for ensuring ongoing provision of ecosystem services such as production of clean water through good catchment management, prevention of erosion, carbon storage (to counteract global warming) and clean air.

Loss of biodiversity puts aspects of our economy and quality of life at risk and reduces socio-economic options for future generations. The path towards sustainable development, poverty reduction and enhanced human well-being for all, is therefore dependent on how effectively we conserve biodiversity.

As defined in the National Environmental Management: Biodiversity Act (NEMBA) 10 of 2004, CBA maps must highlight areas important for biodiversity and must be based on systematic biodiversity plans produced at an adequate scale and accuracy. Critical biodiversity areas (CBA's) are terrestrial and aquatic features in the landscape that are critical for conserving biodiversity and maintaining ecosystem functioning and services (SANBI 2007). The use of CBA's here follows the definition laid out in the guideline for publishing bioregional plants (Anon, 2008):



**Critical biodiversity areas (CBA's)** are areas of the landscape that need to be maintained in a natural or near-natural state in order to ensure the continued existence and functioning of species and ecosystems and the delivery of ecosystem services. Maintaining an area in a natural state can include a variety of biodiversity-compatible land uses and resource uses.

**Ecological support areas (ESA's)** are areas that are not essential for meeting biodiversity representation targets/thresholds but which nevertheless play an important role in supporting the ecological functioning of critical biodiversity areas and/or in delivering ecosystem services that support socio-economic development, such as water provision, flood mitigation or carbon sequestration. The degree of restriction on land use and resource use in these areas may be lower than that recommended for critical biodiversity areas

The purpose of the critical biodiversity areas (CBA) map and guidelines is to mainstream biodiversity into land-use planning and decision-making by identifying those sites critical for biodiversity conservation. The overall aim is to avoid loss and degradation of natural habitat in critical biodiversity areas (CBAs), whilst managing sustainable development in other natural areas remaining. The CBA map and guidelines are to provide a common reference point for all decision-makers within the land-use sector, including all stakeholders involved in land-use planning and decision-making processes.

The guidelines for bioregional plans recommend that five major categories need to be clearly identified on the "CBA Map". These categories are:

o **Protected areas**

- Areas that have been proclaimed in terms of the Protected Areas Act and are included in the national protected areas register (these include privately owned contract nature reserves)
- Special protected forest areas declared in terms of the National Forest Act; 47
- Areas that are in the process of being proclaimed if there is high certainty that the proclamation will occur
- Note that areas under voluntary conservation agreements for which there is no long-term security, such as conservancies/stewardship agreements, must not be shown as protected areas, but may be shown as context information (see below).

o **Critical biodiversity areas (CBAs)**

- This category may include several sub-categories, such as:
  - irreplaceable sites
  - important sites
  - terrestrial ecological corridors
  - aquatic ecological corridors
  - special habitats
  - critical wetlands
  - critical sub-catchments
  - critically endangered ecosystems \*
  - endangered ecosystems \*

Note that this is not an exhaustive list of possible sub-categories of critical biodiversity areas

\* These terms are reserved for ecosystems whose status has been assessed using the criteria developed for identifying threatened ecosystems in terms of the Biodiversity Act. The ecosystems need not be formally listed when the plan is drawn up, but must be identified using the criteria developed for listing of ecosystems in terms of the Biodiversity Act.

o **Ecological support areas (ESAs)**

- These can include a number of sub-categories, such as:
  - Primary water production areas
  - Groundwater recharge zones
  - All wetlands

- All estuaries
- All riparian zones
- All wetland and riparian zone buffer areas

o **Other natural areas (ONAs)**

- These are all remaining natural areas not designated as any of the above three categories.
- These areas are still subject to the usual authorisation procedures, e.g. EIAs, and still require a site visit to ensure the absence of important biodiversity features before any environmental authorisation in terms of NEMA is given.

o **Areas where no natural habitat remains (Transformed)**

- These areas include cultivated areas, afforested areas, mined areas and urban areas.

**Protected Areas (PA's)**

The National Environmental Management: Protected Areas Act (57 of 2003) describes a 'protected area' (PA) as one of the following types: Special Nature Reserves; National Parks; Nature Reserves; Protected Environments; World Heritage Sites; Marine Protected Areas; Specially Protected Forest Areas; and Mountain catchment areas. Together these PA types constitute South Africa's 'formal protected areas' (i.e. those that are protected by specific 'legal means') and exist due to the following specific enabling legislation:

- o Protected Areas Act, 57 of 2003.
- o World Heritage Convention Act, 49 of 1999.
- o Marine Living Resources Act, 18 of 1998.
- o National Forests Act, 84 of 1998.
- o Mountain Catchment Areas Act, 63 of 1970).

These formal protected areas are conservation areas that are dedicated to the protection and maintenance of biological diversity, and are formally managed and protected for this purpose.

The Protected Area System (PAS) for the ILembe at present does not; a) adequately conserving a representative sample of the District's biodiversity. b) maintain key ecological processes across the landscape and seascape. (NBSAP, 2005). Therefore the PAS for the ILembe needs to be developed to be comprehensive, adequate and representative.

**Critical Biodiversity Areas (CBA's)**

The purpose of CBA's is simply to indicate spatially the location of critical or important areas for biodiversity in the landscape. The CBA through the underlying land management objectives that define the CBA prescribes the desired ecological state in which we would like to keep this biodiversity. Forty-four terrestrial habitat types and three aquatic habitat types were identified through field surveys and with the aid of the unpublished VEGMAP (National Botanical Institute) data. These areas were mapped at a 1:50 000 scale within the District. The corridors network link core conservation areas through a District wide network that covers the complete range of altitudinal and latitudinal zones. These corridors incorporate the most terrestrial and freshwater priority areas

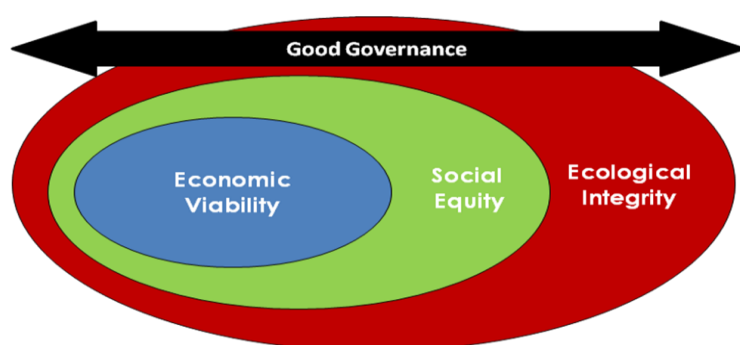
**Ecological Support Areas (ESA's)**

Highest conservation importance is allocated to individual wetlands or clusters of wetlands. Ecological buffers (500m) are included as an ecological support area.

## SECTION 5: IMPLEMENTATION FRAMEWORK

### 5.1. ILembe Implementation Strategies

In order to practically give execution to the intended spatial concepts and strategic intentions, the ILembe Municipality will need to apply similar paradigms in its institutional and organizational processes. The institutional focus will be on ensuring Economic Viability within all spatial related development interventions, while considering the need for Social Equity and upholding the district's Ecological Integrity, as illustrated below. It is only through acknowledging and maintaining the interaction and dependency of these sectors that the municipality will ensure good governance in spatial development and land management.



### Revised Priority Issues, Objectives and Strategies

This section sets out the Priority issues, related Objectives and Strategies for the ILembe District Municipality for the period 2010/2011. The achievement and implementation of these objectives, strategies, programmes and projects will contribute towards making IDM's long-term vision a reality.

These revisions have been informed by the strategic direction set out in 2007 and the continued theme of service delivery, specifically improved and integrated service delivery. This theme has, to a large extent, been the over-arching theme of IDP 2010/11 and its subsequent reviews.

Thus, the revised issues, objectives and strategies are not significantly different in terms of the spirit and intent of IDP 2007-2011 and its subsequent revisions. Rather, the changes reflect an attempt, with the new information and a greater level of understanding, to clarify, sharpen and update the issues, objectives and strategies.

Priority Issues, Objectives and Strategies are arranged in terms of Cross Cutting Issues and the five Thematic Clusters. The order of presentation in this regard is as follows: -

- Economic Cluster
- Spatial and Infrastructure Cluster
- Finance and Institutional Cluster
- Social Cluster
- Environmental Cluster

Within an implementation context ILembe District Municipality has very specific roles, i.e.:



- Balanced approach to fund allocation and identification of strategic projects and programmes.
- Establish and disseminate guidelines and standards for efficient and effective



- service delivery in an integrated manner.
- Ensure integration of actions that support one another and encourage innovation, coordination and methods of implementation.
- Provide funding for strategic and coordinated service delivery, especially for those services that are the responsibility of the District.
- Through the coordination of the Local IDPs, identify common strategic projects for implementation.

To achieve this Vision together with sustainable growth and development within the District, the following Strategies and Objectives are to be explored and invested:

The achievement and implementation these objectives, strategies, programmes and projects will contribute towards making NMMDM's long-term vision a reality.

#### Economic Cluster: Revised Priority Issues and Objectives

PRIORITY AREA/ISSUE	OBJECTIVE
Economic Growth with an increase in job opportunities and an increase in income	<ul style="list-style-type: none"> <li>• Growth in the number of viable, sustainable employment opportunities</li> <li>• Economic growth and a diversified economy</li> </ul>
Increase in income levels in the District	Reduced poverty through the redistribution of economic resources and opportunities for the benefit of all residents
Increase potential for urban and rural agriculture	Increased and sustainable agricultural production in urban and rural areas

#### Spatial and Infrastructure Cluster: Revised Priority Issue sand Objectives

PRIORITY AREA/ISSUE	OBJECTIVE
Spatial fragmentation	A well structured, efficient and sustainable District with corrected historically distorted spatial development patterns
Rapid unmanaged urbanization	Adequate land and services for urbanizing existing and new communities
Uncoordinated spatial Development	Environmentally sustainable and spatially coordinated sectoral practices
Inadequate management of municipal properties	Efficient, productive and sustainable management of municipal properties and land
Inadequate control of built environment	A safe aesthetic built environment, compliant with legislation and regulations
<b>Housing</b> Insufficient and inappropriate housing provision especially for the poor, women, the aged, disabled and people with Aids	All citizens especially the poor, women, the aged, the disabled and people living with Aids have access to appropriate housing
<b>Transportation and Safety</b> Support the development of a Transport system	A fully integrated transport system to meet the needs and to increase the mobility of people.
<b>Roads</b> Inadequate maintenance, upgrading and reconstruction due to lack of	Provide a safe and economic road network

funding for road network, associated structures and road furniture.	
<b>Water Services</b> Organizational Efficiency	Create and capacitate an optimum structure within the municipality to manage the Water Services Authority function.
<b>Water &amp; Sewerage Infrastructure Capacity</b>	Provide sewerage infrastructure capacity to sustainably and reliably meet existing and expected development needs
<b>Backlogs in Water and Sewerage Services</b>	Reduce water backlog Reduce sewerage backlog

#### Finance and Institutional Cluster: Revised Priorities and Objectives

PRIORITY AREA/ISSUE	OBJECTIVE
<b>Finance</b> Financial viability and sustainability of ILembe District	Effective, coordinated and efficient financial management through streamlined expenditure process and increased revenue.
Enhancing organizational efficiency to enable IDM to achieve its strategic objectives in its IDP	<ul style="list-style-type: none"> <li>• Effective and Coordinated Human Resources Management</li> <li>• Transforming organizational culture to enable IDM to realize its vision and mission</li> <li>• Introducing supply chain management principles to promote organizational efficiency to enable IDM to achieve its strategic objectives</li> <li>• Establishment of a corporate governance compliant organization</li> </ul>
<b>Customer care</b>	Establishment of Customer care oriented organization
<b>Streamlining Communication and information systems and procedures</b>	Good communication and access to information for both internal external customers of IDM
<b>HIV/Aids Pandemic in the workplace</b>	IDM employees have access to a comprehensive HIV/Aids workplace programme including prevention, treatment, care and support
<b>The health and well-being of employees impacts on organizational efficiency</b>	Improved health and wellbeing of all IDM employees.
<b>Strategic Planning</b>	iLembe development strategy that supports the realization of the District's vision, is integrated, appropriate to local conditions, compliant with legislation
<b>Performance Management</b>	Support the implementation of the IDP through the Performance Management of the organization and its work force

#### Environmental Cluster: Revised Priorities and Objectives

PRIORITY AREA/ISSUE	OBJECTIVE
<b>Environment</b> Unsustainable Management and use of the environment by different stakeholders	A safe, healthy and sustainable environment within the IDM
	Prevent loss and enhance the value of IDM biological diversity and resources in order to achieve a significant reduction in the current loss.
	Improved environmental management capacity in all IDM departments
	Respond to Climate change

### Social Cluster: Revised Priorities and Objectives

PRIORITY AREA/ISSUE	OBJECTIVE
<b>Primary Health care</b> Adequate and equitable primary health care services	Accessible and equitable primary health services for all communities in the District
<b>Environmental Health</b> Negative impact of adverse environmental conditions on the health status of communities	An integrated and sustainable environmental health service
<b>Community Facilities</b> Insufficient community facilities and poor conditions of existing facilities	Adequate community facilities for all communities
<b>Disaster Management</b> Lack of integrated approach to disaster management results in unsustainable development with unacceptable human, economic and environmental losses	Proactive and integrated disaster management for all communities, so that the consequences of disasters can be reduced through a safe and sustainable environment

## 5.2. Land Use Management

Framework Plans at either the District or Local Municipality level of governance are new planning mechanisms and tools. For this reason, it is important to dedicate part of this document to the provision of an explanation about these concepts and where they fit in terms of the suite of plans in the Land Use Management System as it is currently developing.

Firstly, a generic definition of a "Framework Plan" will be suggested. Secondly, an overview of the legal framework, in which this planning approach and its products operate, will be discussed. Thirdly, the difference between the District and Local Framework Plans will then be shown.

Then the role of the District Council in relation to these plans will be explained, along with some suggestions about how the District Council can assist the Local Municipalities in terms of the integration of these plans in the development planning process.

### 5.2.1. Defining a Framework Plan

The concept of a Framework Plan was first described in the Land Use Management Systems Manual produced by the then Town and Regional Planning Commission (TRPC) in 2001, and then subsequently reassessed as 'linking elements' in the KwaZulu-Natal Provincial Planning and Development Guidelines Document of 2004. In neither of the documents was a definition of the framework plan provided. The lack of a working definition of this planning tool can be attributed in part to the fact that theoretical concept had not been applied in practice<sup>1</sup>. To address this gap consultants on the project have provided the following working definition as a starting point: -

*A framework "is a set of assumptions, concepts, values, and practices that constitutes a way of viewing reality" – this is the dictionary definition.*

<sup>1</sup> It should be noted that a number of the concepts now accepted as part of the Land Use Guidelines or LUMS have been applied and refined in practice and the same is true of the concept of the process that underpins the preparation of a Framework Plan and its outcomes.

The following is the consultant's definition at this time: -

*A Framework Plan "can be part of SDF review process, an alignment process, a broader strategy, or at the local level a linking element for the preparation of a Land Use Scheme. It builds on the Spatial Development Framework's vision statement, refines a planning approach, identifies a typology of land uses, has a detailed set of principles, and provides generic guidelines to inform planning and manage development within a defined spatial or administrative area.*

*Essentially it is a "Process Plan" in that it is not a statutory required plan, but is needed to proceed from the schematic nature of the Spatial DF to the necessary detail required for the LUS.*

It must be borne in mind that the definition covers both the District and Local or Municipal Plans. As existing projects progress, it is likely that this definition will be refined. It is probable that there will eventually be separate definitions for each of the types of frameworks plans based on practice. For the interim, this definition will provide a useful starting point.

### **5.2.2. What is the Legal Context for the iLembe Framework Plan?**

All planning actions and the development of plans have as statutory or legal component in terms of which they implemented. The framework planning process is a tool developed to address the need to revise the Spatial Development Framework Plans produced from the IDP initiatives.

The National Constitution (Act No108 of 1996) is the first point of departure in providing the legal context for integrated development planning. Sections 159 and 229 along with parts B Schedules 4 and 5, deal with the functions and powers of municipal government.

- ❖ Municipal Structures Act (Act No. 117 of 1998) where Section 84 of the Act outlines the roles and functions of the District Council in terms of integrated planning, service provision and bulk infrastructure.
- ❖ Municipal Systems Act (Act No. 32 of 2000)  
Section 27 presents the requirements of the framework approach for the District and states: -

#### **Framework for Integrated Development Planning**

27. (1) Each district municipality, within a prescribed period after the start of its elected term and after following a consultative process with the local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole.
- (2) A framework referred to in subsection (1) binds both the district municipality and the local municipalities in the area of the district municipality, and must at least—
- (a) identify the plans and planning requirements binding in terms of national and

- provincial legislation on the district municipality and the local municipalities or on any specific municipality;
- (b) identify the matters to be included in the integrated development plans of the district municipality and the local municipalities that require alignment;
  - (c) specify the principles to be applied and co-ordinate the approach to be adopted in respect of those matters; and
  - (d) determine procedures—
    - (i) for consultation between the district municipality and the local municipalities during the process of drafting their respective integrated development plans; and
    - (ii) to effect essential amendments to the framework.

It is important to note that the Municipal Systems Act emphasizes process or need for a consistent approach at the level of the District Plan and this is one of the principles underlying the preparation of the Framework Plan.

There are a number of other pieces of legislation that impact on the preparation of the Framework Plan, namely: -

- ❖ The National Environmental Management Act (Act No. 107 of 1998);
- ❖ The White Paper - Coastal Management;
- ❖ The National Environmental Management Act: Biodiversity Act (Act No. 10 of 2004);
- ❖ The Development Facilitation Act (Act No. 67 of 1995);
- ❖ The National Transportation Transition Act (Act No. 22 of 2000);
- ❖ The National Water Act (Act No. 36 of 1998); and,
- ❖ The National Forest Act (Act No. 84 of 1984).

Of all these statutes, the Development Facilitation Act (Act No. 67 of 1995) is the one that deals with the procedural aspects of planning at the level of a development applications whereas the others tend to have requirements or regulatory aspect that need to be addressed in the preparation of a plan. The DFA also set the model for the preparation of subsequent legislation by outlining the principles and objectives of the Act in its introduction. It is suggested that in the preparation of Land Use Schemes the outline of the Act is considered as a basis for these statutory documents. It is important it outline the reason why schemes are being prepared and what the objectives are.

### 5.2.3. What does the District Framework Plan address?

- ❖ Specifies an developmental approach and set of principles;
- ❖ Presents the reviewed strategic vision of the District in plan format;
- ❖ Provides a framework for integrated development planning;
- ❖ Aligns and integrates Local Framework Plans;
- ❖ Addresses local development imperatives through generic policy guidelines;
- ❖ Determines procedures for consultation between the District and Local Municipalities;
- ❖ Provision of assistance with the review process of Local Integrated Development Plans, Spatial Development Frameworks, and by inference - Local Framework Plans

Land Use Frameworks Plans refer to broad land use categories not zones, which are only evident in the land use schemes and detailed management plans. This aspect is a main difference that sets the Framework Plan and Land Use Scheme apart.



#### 5.2.4. What the Ilembe District Framework Plan does not address?

The District Framework Plan does not address the following issues: -

- ❖ Detailed planning and development matters addressed by the Land Use Scheme;
- ❖ Detailed Statements of Intent for Zones;
- ❖ Procedural matters related to individual development applications; and,
- ❖ Specific site related management controls.

It should be cautioned that the District Framework Plan cannot be expected to address issues of detailed management and implementation because it is by nature a strategic, policy based plan.

#### 5.2.5. Ilembe District Environmental Plan

At present the Ilembe District Council in partnership with the Department of Agriculture and Environmental Affairs has appointed private environmental planning consultants to prepare a District Environmental Plan. Included in this work is the consideration of the requirement of the Conservation Plan Process (C-Plan) for the preparation of Biodiversity Plan. Ezemvelo Wildlife is leading this latter initiative and is assisting the consultants with the application of what is termed the MinSet data as part of the informant layer in the preparation of plan. The preparation of this plan requires that careful attention be paid to the specific requirements of national and provincial environmental policy and legislation. Relevant White Papers that would need to be consulted would include: -

- ❖ Spatial Planning and Land Use Development July 2001;
- ❖ Sustainable Coastal Development in South Africa June 2000;
- ❖ Environmental Management Policy 1997;
- ❖ Conservation and Sustainable Use of Biological Diversity May 1997;
- ❖ National Water Policy April 1997;
- ❖ National Transport Policy August 1996
- ❖ Sustainable Forestry Development March 1996; and,
- ❖ Agriculture 1995. The International Convention on Biological Diversity;
- ❖ The National Environmental Management Act (Act No. 107 of 1998);
- ❖ NEMA: Amendment Act (Act No. 8 of 2004);
- ❖ NEMA: Biodiversity Act (Act No. 10 of 2004); and
- ❖ NEMA: Protected Areas Act (Act No 57 of 2003).

In its current stage of application and development the C-Plan is a composite map with data sets attached which need to be interrogated in order that the information can be converted into an overlay for the Land Use Scheme or District Framework Plan. The information presented in the MinSet data draws on natural resources information, scientific data, land satellite imagery, forests habitats, riverine and estuary systems. It is anticipated that the information will be utilized to prepare the environmental plan or Biodiversity Plan for the District or Local Council and be included in local Land Use Frameworks and Schemes. In its present format the information from the C-Plan is a plan in its own right but a map. It has a stated intention that the application of the data and spatial information will assist the Ezemvelo Wildlife and the consultants to move towards the development of what is called the 'Blue Sky Plan'. The plan is the optimal environmental and biodiversity plan for the Local Councils. However the proposed model and application of data needs refinement and a clear methodology for application before the first plan is produced. The aims of the C-Plan process are outlined below: -

- ❖ To provide the tool to create Bio-regional Plan for the Province of KwaZulu-Natal;

- ❖ Set the Minimum targets to ensure the survival of ecosystems, habitats, plants, insects, birds and animals;
- ❖ Create the 'Blue Sky' plan around which to negotiate the reservation of land for Biodiversity at the District and Local Level;
- ❖ To provide detailed scientific analysis of the state of biodiversity; and
- ❖ Incorporate the land targets into the Land Use System Model.

### 5.2.6. The Role of the District Council in Environmental Planning

The District Council has a specific role to play in the field of environmental planning and the application and dissemination of information from the plan namely:-

- ❖ That in terms of Section 48 of NEMA: Biodiversity Act a bio-region can be defined in geographic terms and that the most likely starting point will be the District Level;
- ❖ That in the absence of detailed Local Environmental Plans or as an adjunct to them the District can prepare a 'bio-regional plan' as part of its Land Use Framework Plan or Revised SDF; and,
- ❖ That the District Council may develop or provide 'environmental development objectives and strategies' as part of this process, which it would make available for the Local Councils if they would want to use them.

The application of the C-Plan information is in its infancy and it is likely that the next year will see the development of an environmental plan that will be important for the District and Local Councils.

### 5.2.7. A Local Framework Plan

Currently, the Local Municipalities in the iLembe District are preparing Land Use Schemes in terms of the requirements of Municipal Systems Act. It is not possible to translate the broad strategic intentions of the Spatial Development Framework plans directly into a Land Use Scheme. As a result, a number of the Local Municipalities e.g. Umzumbe, Ezingolweni, and Umuziwabantu are opting to first undertake additional work either as part of an SDF review or in its own right to produce a Local Framework Plan for their areas. They will then prepare a pilot Land Use Scheme for a small portion of the municipality e.g. pressure point or node where there is the need for land use management intervention to occur.

The preparation of Local Framework Plans raises the question of what this process and its products will address that is similar or different from the District initiative. A Local Framework Plan may:-

- ❖ Include a review of the local spatial development framework plan;
- ❖ Reviews the vision statement of the Local Spatial Development Framework plan;
- ❖ Have Statements of Intent for land uses;
- ❖ Quantify the areas of existing land uses;
- ❖ Utilize a typology of land use categories, which can be linked to zones in the scheme; and,
- ❖ Identify development priorities.

The intention or objectives of the local framework planning process is to:-

- ❖ Bridge the gap between the strategic intention of the integrated development plan (IDP) and land use scheme;
- ❖ Allow for a measure of review for the Spatial Development Framework Plan; and,

- ❖ Identify pilot projects for the application of a Land Use Scheme within the specific municipality.

### 5.2.8. The Role of the District Council

With integrated planning projects being carried out at both the District and Local Municipal level, it is necessary to highlight what the role of the District Council is in terms of the SDF Review and District Framework Plan. The role of the District is primarily one of co-ordination and alignment but within this general arena there are a number of specific tasks and actions that the iLembe District Municipality will need to take and these are outlined below.

- ❖ **Coordination** – where the District sets up appropriate institutional and communication mechanisms to disseminate information to the Local Municipal Councils regarding evolving planning models and best practice for the implementation of the Land Use Management Model.
- ❖ **Advisory** – with the preparation of policy guidelines to assist the Local Municipalities with development issues that are common across jurisdictional boundaries.
- ❖ **A facilitative role** – by providing venues and forums for national and provincial departmental input into the integrated planning process. This is particularly important given that most departments have institutional capacity shortages and do not have time or resources to give their input at the local level.
- ❖ **Technical Support** – by providing planning assistance and advice where necessary.
- ❖ **Information Technology** – by the provision of appropriate and Geographic Information Systems and mapping capability on behalf of the Local Municipalities until they are able to undertake this function for themselves.

### 5.2.9. Planning Assistance by the District Council for Land Use Scheme

The iLembe District Municipality can, from the preparation of their own Framework Plan, assist the Local Municipalities prepare their Land Use Schemes by addressing the following issues: -

- ❖ Confirm consistency in the vision statements between District and Local Municipalities Spatial Development Frameworks, Review or Frameworks Plans and their translation into Land Use Statements of Intent for the Land Use Schemes
- ❖ The provision of a set of principles and objectives for local 'Land Use Schemes';
- ❖ The creation of a forum for a technical advisory committee to assist Local Municipalities;
- ❖ The formulation of approach to address alignment of cross boundary issues – intra and inter levels of governance e.g. ensure consistency of land use management policies for uses that cross jurisdictional boundaries of Local Municipalities and the alignment of major roads and infrastructure. Similarly the District needs to consider the alignment of its Spatial Development Plan and Framework Plan with surrounding District Councils;

Although the District does not prepare a Land Use Scheme, there are more generic elements of the documents that they can provide guidance on e.g.: -

- ❖ Common terminology – the application of similar terms in plans prepared by the District and Local Municipalities to make it easier to read them and for comparison of investment opportunities; and,
- ❖ Generic Guidelines e.g. for management plans.

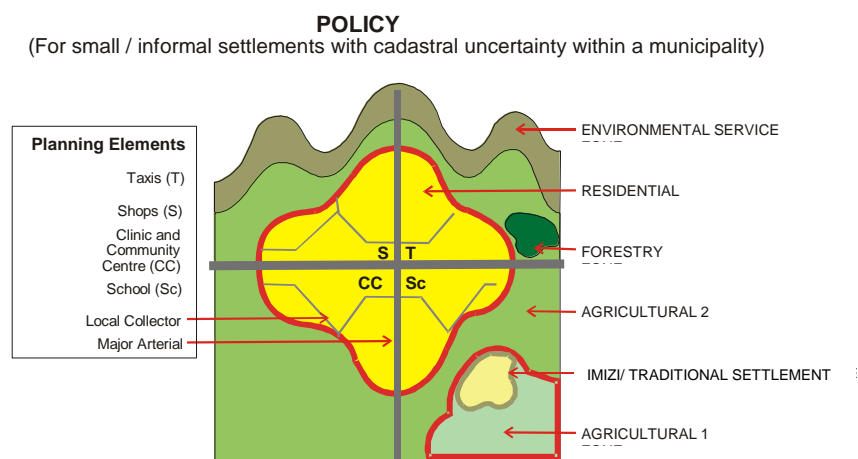
### Example Guidelines

As indicated above, Ilembe District Municipality can provide guidance for the Local Councils in the form of guidelines in respect of the following examples.

### Policy Plan Approaches

In many of the newly demarcated Local Municipalities there is land included which is held in trust or under Traditional Authority Administration, which were never part of the Town Planning Scheme. There are other areas where land transfers or unregistered subdivisions result in a similar level of cadastral uncertainty. Such areas have to be managed as part of the Scheme and yet cannot be treated in a conventional zoning manner. In these areas the use of guidelines or policy plans provides a different approach to managing development.

The Ilembe District Council can assist Local Councils by providing direction in the preparation of urban design principles for non-cadastral areas e.g. nodes and corridors, and policy scheme areas. Some examples of this approach are outlined in Appendix C. Two examples of areas where there is no cadastral certainty and a policy approach for land use management plans are illustrated below.



**Figure 1: Concept of Policy Plan**

Urban design guidelines presume that there has been the application of the Land Use Schemes principles and that zones are already in place. Urban design guidelines would be prepared as part of more detailed Management Plan, and would be reflected in the Land Use Scheme as a specific Management Overlay. They can be applied in urban situations where there is full cadastral information as either generic or site specific guidelines. In the case of Policy Scheme Areas, where there is no cadastral information, the guidelines are of the policy or generic type.

The following two examples highlight this approach: -

#### **Nodes within Corridors**

*Detail the initial focus of the primary node or nodal points in the corridors and then apply appropriate design guidelines e.g. the location of building relative to each other, pedestrian linkages, public meeting spaces, parking areas and public transport access.*

#### **Free Standing Nodes**

*To ensure that the relatively few facilities/buildings are located in a manner that they work together to reinforce the node. This would require specifying the location of building relative to each other, pedestrian linkages, public meeting spaces, parking areas and public transport access.*

### **5.2.10. Additional Policy Guidelines**

Ilembe District Municipality can also prepare a policy or set of guidelines in respect of the following: -

- ❖ The general format and layout of Framework/Process Plans and Land Use Scheme documents e.g. inclusion of vision, development principles and the rationale for the scheme or plan
- ❖ The preparation of resolution to adopt a scheme under dual legislation; The location and operation of Taverns;
- ❖ The location and size of Tuck shops;
- ❖ Direct Access Service Stations;
- ❖ The need for and location of District Cemeteries;
- ❖ The location of cell towers;
- ❖ Preparation of indigent policy for rating and basic service provision based on the national guidelines currently being prepared;
- ❖ Urban Boundary to address the leap frogging of development into agricultural land; and, Tourism development potential and the mix of options and opportunities that the whole District wishes to provide.

### **5.2.11. Technical Information and Assistance**

In terms of providing hands-on technical assistance, Ilembe District Council is tasked with being the area's Geographic Information Systems repository e.g. they are required to source, sort, translate and apply relevant datasets and mapping for the District. This information they make available to the Local Municipalities, some of whom do not have the institutional or technical capacity yet to undertake their own mapping and data storage. There are also a number of other areas where the District can assist the Local Municipalities from their work on the Framework Plan and SDF Review process namely: -

- ❖ Guidance on the preparation of an atlas of plans to indicate the process of SDF review or detail of a Framework Plan e.g. what layers of information and datasets need to be utilised and presented.
- ❖ Consistency in plan presentation in regard to: -
  - RGB Colour System for land use schemes
  - Zones – solid colours or 45° diagonal hatches
  - Future zones – management overlays
  - Overlays – broad horizontal hatch

- ❖ The archiving of plans in GIS Format e.g. how to store and present plans that accurately reflect changes in land use and development over time and the labelling of data files for consistency and ease of reference.
- ❖ The identification of sources of data and gaps e.g. lack of aerial photography.
- ❖ Ensuring consistency of the Land Uses Management System (LUMS) Model application with reference to the Planning and Development Commissions Guidelines document.
- ❖ Examples of types of Management Overlays and types of Management Plans.

### 5.2.12. Land Use Typology

It has been stressed previously in this document, that in the preparation of Framework Plans, at either the District or Local Level, a land use typology and not zones will be used to indicate the use of land resources. The following list of land uses – although not definitive – could be applied to develop a land use typology for these plans.

LAND USE TYPOLOGY FOR FRAMEWORK PLANS		
1	Settlement	Urban Areas, Towns, Imizi and Development Nodes
2	Economic	Commercial and Traditional Agriculture, Forestry, Quarrying and Mining, Tourism
3	Environmental	Natural Reserves, Conservation Areas, Riverine Edges, Natural Forest and Biospheres
4	Coastal Management	Lagoons, estuaries and coastal edges Estuary Minset Criteria
5	Transportation	Roads, Railways and Terminus
6	Utilities and Services	Capital works and installations

## 5.3. Procedural Land Use Management Approaches

### 5.3.1. Introduction

Given that most of the Local Municipalities have embarked on the preparation of Land Use Schemes or Frameworks Plans with Pilot Projects, it seems appropriate that some guidance be given to them in terms of the application of the LUMS model to their work at the local level. This section deals with this aspect and is linked to the role taken on by Ilembe to make available lessons of best practice to the Local Municipalities.

There are two basic approaches to the preparation of a Land Use Scheme.

The first approach essentially involves a translation of the existing or "As-Is" situation into a Land Use Scheme or Land Use Scheme terminology. For the most part, this is not a forward-looking plan and should be considered as a preliminary or stopgap approach to the formulation of a Land Use Scheme for short-term use. In other words, it is the first step of what is to be an ongoing planning process. There is only a limited sense of guiding a future situation in that the existing Town Planning Schemes (TPS's) have a level of a future prescriptive state. In many cases, existing Town Planning Schemes were delineated to only cover urban areas and surrounding agricultural land for future growth. In terms of the new boundaries of the Local Councils these schemes are old and no longer reflect the on the

ground situation because they were not subjected to sufficient review and evaluation. Often they do not even accurately mirror recent development imperatives or changes in land use.

The second approach requires looking towards an intended future state and will be informed by the intentions of the IDP and SDF. In a sense this implies a "Review" of the existing Town Planning Schemes and anticipating changes in the areas that lie outside of boundary of this scheme. The required detail for such a prescriptive situation is complex and time consuming if undertaken with due diligence. It might become necessary to prepare some areas in detail where there are "pressure points" and/or where there are deliberate planning interventions. In areas where little change is anticipated it will suffice to apply an "as-is" approach, or to identify broad categories of land-use management until such time that sufficient detail information, consultation, and participation can take place.

The Procedural Approach Diagram, which follows from this brief explanatory overview, identifies the various procedures and options (or alternatives) that will need to be considered in the formulation of a Land Use Scheme at the local level.

What follows below are some suggestions of how aspects of the Land Use Scheme may be developed.

### **5.3.2. Existing Town Planning Schemes (TPS's)**

Most formal urban areas have some form of Town Planning Scheme or registered planning layouts associated with them and therefore, have been accommodated by the provisions of the Natal Ordinance in terms of Town Planning Schemes. There are some new municipal areas in the iLembe District which have no formal urban areas within their boundaries e.g. Umzumbe and therefore have no Town Planning Scheme from which to work as a base line. This has been part of the rationale for preparing a Framework Plan and then the pilot project area for the application of a Land Use Scheme. For those municipalities with existing Town Planning Schemes the following approach and explanation will assist with the implementation of the Land Use Scheme model.

There are several possible approaches that can be taken in applying the Land Use Scheme principles, guidelines and terminology to existing Town Planning Schemes.

Firstly, there can be a simple translation of the current Town Planning Scheme into Land Use Scheme terms. Where a Local Municipality possesses more than one scheme within its areas, this translation can be a simple accumulation of the existing zones. This could result in a proliferation of fairly similar zones.

Secondly, the various zones could be reduced and aligned to a limited set of zones where the higher density (or impact) zone in each category of conflated zones will prevail. In this sense, no existing landowner will suffer a reduction of rights and in fact the principle adopted is to apply a zone that will ensure equal or greater land use rights as those enjoyed under the former Town Planning Scheme.

Thirdly, where appropriate, it might be beneficial to introduce some of the new zone types introduced by the LUMS approach. Fourthly, a mini-review can be undertaken to reconsider those areas subject to change or "pressure".

Fourthly a mini review can be undertaken. In order to formulate a future oriented Land Use Scheme, it would be necessary to undertake a full review of the entire existing Town Planning Scheme and to be informed by the recommendations embodied in the IDP and

SDF. Given the kind of pressure to apply the Land Use Management Model and the preparation of Land Use Schemes, it is unlikely that a full review process will occur. It is more likely that an incremental review process will occur once the first translation and alignment process has been completed.

There are likely to be cases/areas where the Land Use Scheme will contain insufficient prescription and more detailed management is required to achieve a particular solution. In such cases the areas will be demarcated or "flagged" by means of a Management Overlay that directs users to additional information. This additional/further management will occur as a Management Plan. These plans can occur at several levels of detail, viz. a suite of Policy statements; a suite of Generic Guidelines; or with a site-specific schematic plan and/or "Development Plan". There are several types of Management Overlay and Management Plan, viz. those addressing urban design issues; environmental issues; or future zones. It needs to be emphasised that these Management Plans are plans that clearly indicate a specific set of conditions with a set of rules or principles.

An Overlay should not simply redirect the user to a set of data. This implies that in addition to the basic format of a Land Use Scheme, there is a need to develop a set of additional plans, e.g. the translation of the more detailed requirements into a prescriptive plan. A good example of this would be the preparation of an Environmental Footprint Plan, which would make use of the Biodiversity information prepared at the Framework Plan level from the KwaZulu-Natal Ezemvelo Wildlife Conservation Plan, a Coastal Management Plan and other Strategic Environmental Assessment (SEA) Plans. Elements of this the Environmental Footprint Plan can be reincorporated as a data layer or sets of informants in the GIS of the Land Use Scheme. Reference may be made to specific controls and management strategies in the templates of the Scheme, which emanate from the Environmental Management Plan.

### 5.3.3. R293 Urban Areas

For the most part, the conditions pertaining to these formalized areas can be easily translated into Land Use Scheme terminology because they have been established using a layout plan and legislation from former KwaZulu. These areas can be aligned with existing Town Planning Scheme systems in the first instance by a simple **extension** of the scheme and then translated into Land Use Scheme terminology with some adjustment where necessary.

In respect of the need for any further detail or "flagging" these areas can be treated in a similar manner to that of existing Town Planning Schemes.

### 5.3.4. Private Towns

A number of private sugar milling, mining and parastatal companies have provided accommodation for their staff in the form of private towns. These settlements have now become part of the Local Municipality. The land and housing is now being sold off since a number of these companies are no longer commercially viable or have ceased their activities. These towns have been set out as formal layouts with planned roads, houses and social facilities and need to be incorporated into the Land Use Scheme so that they are part of the Municipal rates base.

For the most part, the conditions pertaining to these formalized areas can be easily translated into Land Use Scheme terminology. The incorporation of the private town areas can be done in two phases. Firstly they are aligned with existing Town Planning Scheme systems as a simple **extension** of it, and then when the alignment of the Land Use Scheme is done they will translate across along with other formal areas.



In respect of the need for any further detail or “flagging” these areas can be treated in a similar manner to that of existing Town Planning Schemes.

### **5.3.5. Settlement Areas**

There are several types of settlement area. They mostly occur in the form of informal settlements and have little or no formal cadastral site boundaries or identification. However, those occupying the land know the boundaries of the sites, and so there is a de facto land allocation, which can be used to approximate sub-divisions, if this is necessary. The settlement area is identified as an entirety. These areas cannot be translated into prescriptive Land Use Schemes where individual sites are identified for particular use zones. Instead the area as a whole is identified as an Elementary/Policy LUS and is demarcated by its outer perimeter. In some instances there will be agreement with the community to preserve spaces within the settlement for community facilities, schools and other essential land uses.

It is apposite and recommended that some basic and appropriate land uses are identified and located in terms of Policy and/or guidelines. It has also been suggested that some of these basic land uses should be clustered to create nodes and should also be guided by appropriate urban design guidelines. In this sense, these areas within the Elementary/Policy Scheme are identified with an Urban Design Overlay, and are provided with a Management Plan that could take the form of Generic Guidelines or schematic Plans that will induce a sense of place.

These areas can also be identified and prioritised for “formalisation” and/or upgrading. Once formalised with cadastre, these areas can be subsequently translated into a regular Land Use Scheme and then the Elementary Scheme boundary/demarcation will fall away.

### **5.3.6. Rural Settlement Areas**

The creation of wall-to wall municipalities means that a Land Use Scheme now has to take cognisance of Traditional Authority land. In this regard information regarding the boundaries of Traditional Authorities and their ward divisions needs to be obtained as part of the cadastral dataset layer. The provincial Department of Local Government, Housing and Traditional Affairs are busy with this information update at present.

From a Land Use Scheme perspective, Traditional Authorities and the Inkhosi in the Wards have historically, and are employing an indigenous form of land use management and allocation. The aim of the Land Use Management System is to recognize and align the application of a Scheme with these processes and the situation on the ground and therefore the land allocations and uses need to be discussed with the Inkhosi to ascertain their extent and acceptability. Provision has been made in the Land Use Scheme for the application of a Traditional Agricultural and Settlement Zone to accommodate indigenous land uses.

Where possible with the assistance of Inkosi it would be possible to demarcate “fuzzy-line” areas of different uses that can be identified via a Management overlay and with a Management Plan that guides the allocation between broad uses.

### **5.3.7. Agricultural Areas**

Agricultural areas are managed by the use of four zones – Agriculture 1, dealing with extensive agricultural activities and Agriculture 2 dealing with intensive activities, Agriculture 3 dealing with Traditional Mixed Practices and a separate zone for Forestry. The application

of these zones is used in conjunction with parent farm boundaries or Traditional Authority boundaries for demarcation purposes.

It is important to have broad zones types for agriculture since the detail of what is actually cultivated within a farm is detailed in an agricultural plan developed by the Department of Agriculture and is not required within the Land Use Scheme. There is no definitive information regarding the extent of commercial forestry since the acquisition of a permit to plant trees has only been recently made mandatory and there are many areas that are not registered with permits. It should be noted that the Department of Water Affairs and Forestry have set mandatory riparian reserves of 5, 10 or 15 meters within which no cultivate or planting can take place. These regulations can be enforced and therefore are incorporated into the scheme conditions for managing riverine edges.

### **5.3.8. Nodes**

The different types of Nodes will need to be identified prior to a decision of how to translate them into the Land Use Scheme model. Nodes that possess a set of cadastrally identified sites can be translated into Land Use Scheme terminology without difficulty.

Nodes without cadastral identification will be identified with a Management Overlay and will be guided by an Urban Design Management Plan that can be in the form of Guidelines and/or Schematic Plans.

It might be appropriate to phase and prioritise the development of Nodes so that those areas where it is anticipated that development will occur in the short-to-medium term will be shown on the Land Use Scheme while those for later implementation will be identified on a Future Zone Management Overlay.

### **5.3.9. Corridors**

The different types of Corridors will need to be identified. It might be appropriate to phase and prioritise the development of corridors so that those parts of it that are expected to be developed in the short-to-medium term will be shown on the Land Use Scheme; while those for later implementation will be identified on a Future Zone Management Overlay.

### **5.3.10. Environmental Areas**

The management of sensitive environmental resources, coastal areas including the admiralty reserve and natural forest areas are addressed in the Land Use Scheme through Zones, Overlays and Policy guidelines. If there is a detailed Environmental Management or Footprint Plan for the municipalities or District, the information from this plan can be included as a dataset in the preparation of a Geographic Information System for the Scheme. Additional environmental data is available from other sources, e.g.: -

- ❖ The protection of riverine reserves is drawn from the DWAF regulations, and,
- ❖ The reservation of land for biodiversity is obtained from the Conservation Plan prepared by KwaZulu-natal Ezemvelo Wildlife.

Care needs to be taken to manage this aspect, both in the form of management overlays over zones, e.g. in agricultural areas and some low density residential areas, and as uses in their own right where environmental services or conservation is the primary use and intention e.g. game and nature reserves. Detailed management plans for designated parks and reserves are prepared and approved by KwaZulu-Natal Ezemvelo Wildlife.

### **5.3.11. Quarrying and Mining**

The identification of quarrying and mining is important as a part of the rates base of the Local Municipalities and from a District perspective to evaluate potential economic activities and employment. For sustainable development it is important to consider a policy for sand-winning and mining/quarrying operations that include measures for the rehabilitation of sites within the District Municipality. The rehabilitation of specific areas can be referenced as a management overlay and plan.

Information can be obtained from the Department of Mineral and Energy Affairs in Pretoria, but is not in electronic format and so has to be digitised as part of the Land Use Scheme data sets.

### **5.3.12. Transportation**

The hierarchy of roads and railways are shown within the Land Use Schemes. Provision is also made for future road development where it is known as well as road closures. Information for this aspect is drawn from Transportation Plans, existing datasets and aerial photography. Within the District Framework Plan, the road network is major structuring element and the alignment and location of roads in relation to the District and Local level plans is an important element for development.

### **5.3.13. Infrastructure**

Large-scale infrastructural installations and associated uses are managed in the Land Use Scheme with prescriptive zones and notations. In some instances it may be appropriate to develop policy guidelines in respect of their location and the need for development interfaces to mitigate against the impacts of surrounding uses e.g. major power stations, grids and sewerage disposal works.

In Appendix A, a set of diagrams have been designed which illustrate the mechanisms and options to address the different aspects of the Framework Process and the preparation of different types of plans and overlays in the Local Land Use Schemes.