

Ulundi Land Use Management Ulundi Land Use Management Framework



Prepared For:

Ulundi Local Municipality
Private Bag X17
ULUNDI,
3838

Tel: (035) 870-0501
Fax: (035) 870-3197

Attention: **B J Masango**

Prepared By:

Vuka Planning Africa Inc.
PO Box 1277
Cresta
2118

Tel: 011 431 3939
Fax: 011 431 3938

Enq: **Henri Cullinan**

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1. INTRODUCTION

1.1 INTRODUCING THE LAND USE MANAGEMENT SYSTEM

The Municipal Systems Act, No. 32 of 2000 and the KwaZulu-Natal Planning and Development Act, No. 5 of 1998 require that each municipality prepare an Integrated Development Plan (IDP) for its area of jurisdiction. A key component of such an IDP is the preparation of a Spatial Development Framework (SDF) together with a Land Use Management System (LUMS). Such a LUMS would give effect to the IDP and apply to the entire municipal area. The LUMS is specifically aimed at bridging the gap between the more strategic IDPs and the detailed requirements of land use management at a municipal level. These LUMS need to provide municipalities throughout the province of KwaZulu-Natal with a commonly applicable land use management system, extending the former town planning schemes over the entire municipality in a response to newly demarcated municipal boundaries.

The LUMS enable different levels of development control in response to the requirements of complex municipal areas, ranging from rural areas to urban conurbations. It gives property owners, developers and authorities a clear and common point of reference from which to manage the development and conservation of land. In June 2001 the KwaZulu-Natal Land Use Management System Guideline Manual was drawn up. It provides a common reference for all users in setting out terminology, colour notations and guidelines on development controls for formulating and approving new LUMSs for municipalities.

A prerequisite for the formulation of a detailed LUMS is setting up the framework within which the LUMS will be applied and operate. This implies translating the IDP into a more refined Land Use Management Framework. Such a LUMF is aimed at:

- Promoting efficient land use;
- Promoting orderly development;
- Promoting economic activity;
- Protecting the amenity of adjacent land uses;
- Protecting natural resources, including agricultural resources;
- Protecting areas of cultural and historical significance; and
- Providing procedures for the management of land and for the changes of land use.

To achieve effective and applicable land use management different levels of LUMSs are relevant, depending on the complexity of management required. The basic concept is creating a continuum of land use management mechanisms that would allow for land to be zoned over the whole of a municipality, whether it is an urban, peri-urban or rural area. The different levels of LUMS are as follows:

- Level 1: Rural Planning Scheme: This is the most basic of the planning schemes and may comprise of only a few different land use zones.
- Level 2: Elementary Planning Scheme: This level of scheme is applicable to small rural settlements, emerging settlements and unproclaimed town. This level of scheme would also applies to areas where there is settlement, but where the cadastral boundaries are lacking or imprecise.
- Level 3: Primary Planning Scheme: This planning scheme is applied to small towns and settlements where a greater level of land use management is required than what an elementary scheme could provide.
- Level 4: Comprehensive Planning Scheme: This is the most complex planning scheme and applies to large town and cities. It usually encompasses a whole range of different land use zones as well as more detailed districts and management areas within these zones.

A LUMS consists of all or some of the following components, depending on the area where the LUMS applies and the level of complexity required:

- A Spatial Development Framework;
- A Land Use Management Framework;
- A Land Use Scheme;
- A rates database;
- A cadastral and property database;
- Service provision and requirements;
- A property database on property ownership and tenure;
- Environmental issues and requirements; and
- Transportation requirements.

1.2 THE ULUNDI LAND USE MANAGEMENT SYSTEM

Due to budgetary constraints the Ulundi LUMS will be undertaken in 2 distinct phases. The first phase, which is covered in this report, introduces the broad-based and more strategic component of the LUMS, also referred to as the Land Use Management Framework (LUMF). During the second phase, the detail level components of the LUMS will be developed and formulated. For this reason, the Ulundi LUMS: Phase 1 will consist of the following components and are reported on:

- A Spatial Development Framework;
- A Land Use Management Framework;
- A broad based framework for development support service provision, both social and engineering related; and
- Environmental issues and requirements.

The main thrust of this report is the Spatial Development Framework for Ulundi as a stepping stone for the formulation, approval and implementation of a fully-fledged LUMS. The final Ulundi LUMS will consist of a continuum of the various levels of planning schemes incorporating the entire range, from a rural to a comprehensive planning scheme.

1.3 KEY LEGAL REQUIREMENTS OF APPLICABLE LEGISLATION

The White Paper on Local Government first emphasised the developmental role that municipalities should fulfil. It prescribes the use of IDPs as the process through which a municipality should establish a development plan for the short, medium and long-term. Legislation for the development of integrated development plans was first initiated in the Development Facilitation Act, 1995 and the Local Government Transition Act, 1996.

At this point the Land Use Management System is a set of guidelines for a municipality to follow in their task of managing land and the use of land. There is no direct legislation under which this LUMS can be brought into statutory control. It does, however, have statutory support through a range of legislation. The Municipal Systems Act No. 32 of 2000, specifically legislates the process and in Chapter 5 Clause 26 (e) on Integrated Development Planning stipulates that an integrated development plan must reflect a spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality.

Other legislation that supports LUMS or that need to be taken into consideration in land use management include the following:

- Municipal Structure Act, No. 117 of 1998
- Development Facilitation Act, No. 67 of 1995
- KwaZulu Land Affairs Act, No. 11 of 1992

- Ingonyama Trust Act, No. 3 of 1994
- KwaZulu-Natal Planning and Development Act, No. 5 of 1998
- Land Use Management Bill, Government Gazette No. 22473, Notice 1658, 20 July 2001
- Communal Land Rights Bill, 2002
- Environmental Conservation Act (ECA), No. 73 of 1989
- Section 21 of the ECA: EIA Regulations, Government Gazette No. R18261 of 1997, Notice R1183
- Conservation of Agricultural Resources Act, No. 43 of 1983
- National Environmental Management Act, No. 107 of 1998
- Municipal Systems Act, No. 32 of 2000
- Subdivision of Agricultural Land Act, No. 70 of 1970
- World Heritage Convention Act, No. 49 of 1999
- World Heritage Convention Act Regulations, Gazetted in June and November of 2000

1.4 SETTING THE SCENE FOR THE ULUNDI SPATIAL DEVELOPMENT FRAMEWORK

Since the main focus of this Phase of the Ulundi LUMS is the Spatial Development Framework, specific attention needs to be given to the legislative and policy framework guiding the formulation of such a Spatial Framework and the requirements set in this respect.

A Spatial Development Framework (SDF) is a municipality's urban and regional management tool that deals with planning strategies with regard to issues such as land use, transportation, engineering services, housing, and open spaces. It is aimed at achieving the municipality's vision, enabling it to achieve a thriving and sustainable area. It also provides development direction, co-ordinates initiatives and identifies key development areas for improvement.

Several policies and acts are relevant and provide guidance with regard to the formulation of SDFs. In this regard the Municipal Demarcation Act, No. 27 of 1998 and Municipal Structures Act, No. 117 of 1998 provide the framework for the existing types and structure of municipalities, while the Municipal Systems Act, No. 32 of 2000 gives substance to municipalities' developmental role. The main component in this newly established developmental role is the formulation of IDPs and more specifically, for the establishment of SDFs. Additional requirements with regard to the content of SDFs are contained in the Municipal Planning and Performance Management Regulations for SDFs:

Land Use Management Bill (December 2002)	Municipal Systems Act, 2000 and Municipal Planning Performance Management Regulations 2001
<p>The Spatial Development Framework of a municipality published in terms of this Act and included in the municipality's integrated development plan in terms of section 26(3) of the Municipal Systems Act must:</p> <ul style="list-style-type: none"> □ give effect to the directive principles □ be consistent with the national spatial development framework □ be consistent with the provincial spatial development framework of the province in which the municipality is located □ be consistent with any applicable national or provincial legislation on environmental management □ give effect to any national and provincial plans and planning legislation. <p>A municipal Spatial Development Framework must reflect at least:</p> <ul style="list-style-type: none"> □ a status quo report on land use in the municipality including any spatial dysfunctions that exist □ a conceptual framework reflecting desired spatial 	<p>Spatial Development Framework must:</p> <ul style="list-style-type: none"> □ give effect to the principles contained in Chapter 1 of the Development Facilitation Act, 1995 (Act No. 67 of 1995) □ set out objectives that reflect the desired spatial form of the municipality □ contain strategies and policies regarding the manner in which to achieve the objectives referred to in paragraph (c) which strategies and policies must: <ul style="list-style-type: none"> ▪ indicate desired patterns of land use within the municipality ▪ address the spatial reconstruction of the municipality ▪ provide for decision-making processes relating to the location and nature of development within the municipality □ set out basic guidelines for a land use management system in the municipality □ set out a capital expenditure framework for the

Land Use Management Bill (December 2002)	Municipal Systems Act, 2000 and Municipal Planning Performance Management Regulations 2001
<p>growth patterns in the municipality</p> <ul style="list-style-type: none"> □ a multi-sector based spatial plan, at an appropriate scale, sufficiently formulated to achieve the desired spatial development goals including- <ul style="list-style-type: none"> ▪ the correction of past spatial imbalances and the integration of disadvantaged persons or categories of persons ▪ linkage between settlement development and appropriate transport infrastructure and systems ▪ vacant land analysis comprising: <ul style="list-style-type: none"> (aa) ownership of such land (bb) current zoning of such land (cc) value of the land (dd) surrounding land use (ee) geotechnical conditions (ff) most suitable use (suitability index) □ a multi-sector driven resource plan for implementation of the spatial development framework. 	<p>municipality's development programmes</p> <ul style="list-style-type: none"> □ contain a strategic assessment of the environmental impact of the spatial development framework □ identify programmes and projects for the development of land within the municipality □ be aligned with the spatial development frameworks reflected in the integrated development plans of neighbouring municipalities □ provide a visual representation of the desired spatial form of the municipality, which representation: <ul style="list-style-type: none"> ▪ must indicate where public and private land development and infrastructure investment should take place ▪ may indicate desired or undesired utilisation of space in a particular area ▪ may delineate the urban edge ▪ must identify areas where strategic intervention is required ▪ must indicate where priority spending is required.

According to Chapter 2 of the Local Government: Municipal Planning and Performance Management Regulations (Notice 796 of 2001), a SDF has to be formulated as a core component of the IDP and it must:

- give effect to the DFA principles;
- set out objectives that reflect the desired spatial form of the municipality;
- contain strategies and policies regarding the manner in which to achieve the above objectives (especially with regard to desirable land use patterns, spatial reconstruction of the municipality and the location and nature of development within the municipality);
- set out basic guidelines for a land use management system in the municipality;
- set out capital investment framework;
- contain a strategic assessment of the environmental impact of its planning proposals;
- identify programmes and projects for the development of land;
- provide visual representation of the desired spatial form of the municipality, indicating the following:
 - where public and private development and infrastructure investment should take place,
 - desired or undesired utilisation of space in particular areas,
 - urban edge,
 - areas where strategic intervention is required,
 - areas where priority spending is required; and
- be aligned with the spatial development frameworks of neighbouring municipalities.

The main purpose of a SDF is (1) to provide general direction to guide decision-making and action over a multi-year period aiming at the creation of integrated and habitable cities, towns and other residential areas; and (2) to create a strategic framework for the formulation of an appropriate land-use management system.

The detailed contents of a SDF are contained in the White Paper on Spatial Planning and Land Use Management (2001) as well as the Land Use Management Bill (2001). Consequently, the following issues must be contained herein:

1. A land use policy to guide:
 - (i) desired patterns of land use in the municipal area;
 - (ii) the spatial reconstruction of the municipal area, including
 - (aa) the correction of past spatial imbalances and the integration of formerly disadvantaged areas;
 - (bb) directions of growth;
 - (cc) major movement routes;
 - (dd) the conservation of the natural and built environment;
 - (ee) the identification of areas in which particular types of land use should be encouraged or discouraged; and
 - (ff) the identification of areas in which the intensity of land development should be increased or reduced; and
 - (iii) decision-making relating to the location and nature of development in the municipal area;
2. a plan visually indicating, or where appropriate describing, the desired spatial form of the municipal area;
3. basic guidelines for a land use management system in the municipal area;

Set against this background it is clear that the Ulundi Municipality is responsible for the preparation of a Spatial Development Framework and supporting Land Use Management System within the context of its approved Integrated Development Plan.

2. THE ULUNDI STUDY AREA

2.1 GEOGRAPHICAL LOCATION AND DESCRIPTION

The Ulundi Local Municipality is located on the southern boundary of the Zululand District Municipality in north-eastern KwaZulu-Natal. The Ulundi Local Municipality area is approximately 4 086 km² and includes the towns and settlements of Ulundi, Mahlabathini, Babanango, Mpungamhlophe, the Traditional Authorities of Buthelezi, Hlatswayo, Jama, Lukwazi Ntuli, Mbatha, Mpungose, Ndebele, Ntombele, Usustu, Ximba, Zondo and large farms in the western part of the area. The largest concentration is, however, Ulundi town and its surrounding rural peripheral area.

Approximately half the Municipal area consists of commercial farms and the area supports a substantial agricultural community.

The Ulundi Local Municipality consists of 24 wards with 47 Councillors and falls under the Zululand District Municipality, located in the province of KwaZulu-Natal. Its area is now roughly 100 times the size of the original area administered by the former Ulundi TLC, the largest part of which is rural and underdeveloped.

2.2 DEMOGRAPHICS AND SOCIO-ECONOMIC CIRCUMSTANCES

It is estimated that in 2000, Ulundi had a population of approximately 340 157 people. The town of Ulundi represents the only urban centre in the Ulundi Local Municipal area and accommodates 55 000 people (17% of the population). The settlement pattern reveals a high population concentration in the town of Ulundi and densely populated peri-urban area surrounding the town and along the main routes R66 and P700.

Further settlements concentrations include:

- Nqulwane in the eastern part of the Municipal area, largely as the result of the location of a mine in that area;
- Babanango, which developed as a result of the forestry industry;
- Denny Dalton/Mpungamhlophe, which developed as a result of road and rail infrastructure; and
- Ceza to the north, which developed in response to the establishment of supportive land uses such as a hospital, clinic and other related social support services in the area. It is also situated on the road network system. It is therefore a connection and concentration point for people and activities.

The remainder of the Ulundi Municipal area is characterised by large private and state-owned farms with only the presence of small farming communities in the area.

The Ulundi Municipal area population consists mainly Zulu (99,4%) and the ethnicity and culture of the Zulu community in the 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. Today the legacies of such practices are evident and are discussed in more detail in some of the following sections.

An annual growth rate of 2,1% is predicted for the Ulundi area. If the impact of HIV/AIDS is considered, a steady decline in the average annual population compound growth rates for KwaZulu-Natal over the next 20 years can be expected. Over the next 20 years a conservative total population increase of 36 907 (16.44%) persons is therefore expected. The following gives an indication of projected population growth in the Ulundi Municipal area for the next 20 years:

<i>Year</i>	<i>2000</i>	<i>2005</i>	<i>2010</i>	<i>2015</i>	<i>2020</i>
<i>Growth rate</i>	<i>Base year</i>	1,44%	0,96%	0,58%	0,08%
<i>Population</i>	340 157	365 364	383 241	394 485	396 065

The population of Ulundi is characterised as follows:

- Ulundi town represents the only urban area in the municipal area and therefore plays an important role in the provision of social and economic facilities to the total population of Ulundi. This places an enormous pressure on the urban area for the delivery of services.
- Ulundi consist out of a large rural population (83%).
- The settlement pattern reveals a high concentration of people in and around Ulundi's peri-urban areas and along the main routes R66 and P700.
- Nearly half the area of the municipality consists out of commercial farms, which are sparsely populated.
- A signification number of households in the area is headed by females, who are usually more disadvantaged in terms of resources and education.
- More than half the population (59%) is younger than 19 years of age, placing pressure on the need for social facilities. A significant number of these children will be orphaned through the impact of HIV/AIDS on their parents.
- Due to the impact of HIV/AIDS, population growth is expected to decline over the next 20 years. This must be taken into account in planning for new services and facilities.
- At least 34% of the population (113 462 people) is already infected with HIV/AIDS and 25 900 people per year could be added to this figure. This will have a severe impact on the need for social and welfare services in the next 10 years.
- Education levels are very low and 29% of the population has no formal education. This means that there is an enormous need for adult education facilities and programmes.
- Income levels are very low and 25% of households has no income. A further 10,5% has an annual income of below R2400,00 per annum - less than R200,00 per month.
- The rural areas are the most severely affected by poverty.
- Unemployment levels are very high with only 6,4% of the total population being formally employed. Every employed person supports 16 unemployed persons of which 9 are over 15 years.
- Of those employed, 60,6% work in the public sector, indicating the lack of diversity in the economy. Private households employ the second highest number of people (9,86%).

It is obvious that Ulundi is serving a largely rural community of which 44% is currently of school-going age. These rural communities have lower income levels and are more severely affected by circumstances of poverty than the urban community. These families have mostly women as interim household heads and very high dependency levels. The low levels of education have an impact on the types of job opportunities that can be obtained and therefore also potential income generation. The challenge lies in implementing appropriate community upliftment and empowerment programmes to create an environment where people can meet their basic needs and improve their quality of life.

2.3 THE ULUNDI ECONOMY

The spatial economy of Ulundi is characterised by the development of three prominent regional development corridors, i.e.:

- The primary "Coal Line" corridor that runs from Richards Bay and Empangeni along the R34 through Vryheid to Piet Retief and on into the coal mining areas of Mpumalanga.

- The railway line from Gauteng and Mpumalanga that passes through Ulundi en route to Richards Bay.
- Secondary development corridors that run from Vryheid through Louwsburg and on to the N2; and along the R66 from Pongola through Nongoma and Ulundi to the R34. Ulundi is located on the latter some 19 km from the intersection of R66 and R34.

Although the settlement pattern follows the main routes R66 and P700, the population of the entire Ulundi Municipal area and some adjacent rural areas depend on Ulundi town for most basic services. A large number of people reside in Melmoth and commute into Ulundi town on a daily basis due to the limited residential opportunities and accommodation. Other notable commuter movements are from Vryheid and the daily arrival and departure of government officials and business people either by air or private vehicle. They earn their money within the Municipal area but spend it outside the area, indicating a possible leak in the economy.

The main concentrations of population, economic development, infrastructure and income are situated in Ulundi town centre, making it an important centre in the provincial urban hierarchy, and one of the two major centres in Zululand; the other being Vryheid.

Ulundi is heavily reliant on the government services currently supported by government policy. Ulundi's locality is favourable to serve as a service centre, due to vast distances from Metropolitan areas such as Durban and Pietermaritzburg. A change in government policy could however be detrimental to Ulundi.

The key economic activities and trends in Ulundi revolve around the following sectors:

- **Government:** Ulundi plays a central role in the public service sector, which employs 5 130 people. Certain Departments were, however, relocated to Pietermaritzburg, resulting in a move of employees out of Ulundi. A negative decision with regards to the Legislature would be detrimental to Ulundi's economy and efforts should be made to diversify Ulundi's economic base.
- **Agriculture:** This is the second largest sector in the economy. Forestry, sugar cane, sub-tropical fruit, livestock and farming are the dominant agricultural activities in the area. Most commercial farming occurs within the Babanango area to the west of the Babanango town. This area is considered to be an excellent farming area. Very little commercial farming occurs in the tribal authority areas and the usual technical weaknesses of subsistence farming are evident. Promotion of agriculture creates downstream investment opportunities in the manufacturing sector.
- **Tourism:** This sector is considered to be hugely underdeveloped with many of the cultural resources not being capitalised on. A number of tourism activities are located in and around Ulundi. These include game reserves, historical/cultural sites, cultural events and guest lodges. Game reserves in the area include the Hluhluwe-Umfolozi Park, the Ophathe Game Reserve, the Emakhosini (Valley of the Zulu Kings), the planned Emakhosini-Ophathe Conservancy, which will include a number of historical sites and the ThakaZulu Game Reserve. Historical/cultural sites include Nodwengu (King Mpande's residence and grave), Ulundi Battlefield, Ondini KwaZulu Cultural Museum and Dingaan Stat/ Piet Retief's grave.
- **Trade:** The town of Ulundi acts as a regional service centre to the surrounding rural hinterland. Large wholesale stores dominate the commercial and retail sector, which distribute goods to villages in the hinterland through the "bakkie" market. The trade sector has potential for further growth but this will depend upon greater levels of diversification.
- **Informal sector and SMMEs:** It is estimated that this sector adds another 12% to the formal economy with activities occurring throughout the Municipal area. The main concentration is, however, within the Ulundi CBD and at modal transfer points.
- **Construction:** This sector has grown only minimally and remains underdeveloped. Growth in this sector will depend on providing emerging contractors with the necessary technical and managerial skills and assisting them to gain access to bridging finance. Land tenure options and global influences have limited private investment in the past. Public investment is visible but uncoordinated.

- **Business and finance:** Access to these services, located in the CBD of Ulundi, is one of the main reasons for people visiting the CBD. Leakages to other areas for business services indicate that there are potential gaps in this market that can be taken advantage of. The hierarchy of economic linkages is non-existent within the Ulundi urban complex as well as in the remainder of the Municipality. This implies that a tertiary economy is present that directly links with the survival economy. The gaps between the survival economy and the tertiary economy are very large with no secondary sector (manufacturing). There are very little forward and backward linkages between the primary sector and the secondary sector to facilitate movement of goods produced in the area.
- **Transport:** Public transport is dominated by mini-bus taxi operations. There is also a number of bus companies operating in the area, but these remain a small part of the sector. The airport at Ulundi also contributes to this sector. Development opportunities in this sector include transportation of agricultural products, passengers and goods to and from the airport and tours. An airport study was undertaken to determine the future of the Mangosuthu Airport and the potential opportunities for the economy. The airport service was found to be under-utilised and uncoordinated, with major airlines serving the metropolitan areas.
- **Manufacturing:** The manufacturing sector in Ulundi is poorly developed and it is dominated by small-scale activities such as metal work and furniture production. Opportunities to expand this sector could be linked to the agricultural activities, creating stronger forward and backward linkages within the economy

The Ulundi economy is further characterised by the following:

- The sub-region around Ulundi has developed as a peripheral economy and is largely dependent on Ulundi, which is the centre of economic activity and the only urban concentration of the Municipality.
- The population of Ulundi is highly dependent on public transport and is subject to high levels of commuting. A significantly large number of government officials commute to and from Ulundi, due to the lack in good housing facilities. Some of these commuters utilise the airport facilities on a daily basis.
- There is a lack in raw materials and resources and the lack in infrastructure in the rural areas is a big constraint.
- The market is limited to the local community, with few opportunities in the national and international markets.
- Many people conduct their shopping in Vryheid and areas outside of Zululand.
- The competitive advantage of the area is limited to the large labour force and tourist related natural resources. However, the labour force has low levels of education and skills.
- Government and commercial services contribute to more than half of the GGP for the area. This is indicative of the lack in diversity of the economy and leaves the economy vulnerable to external shock.
- Agriculture contributes the second largest proportion to the GGP. It is mostly extensive in nature with timber and livestock as the main products.
- All other sectors of the economy are underdeveloped.
- Ulundi is located on the “Coal Line” which is the main coal rail link between Mpumalanga and Richards Bay. This provides for some economic opportunities for the transport sector. The main provincial corridor, the R34, passes through the area. The urban area of Ulundi is however located on a secondary corridor, the R66.
- The intersection of the R66 and R34 presents some opportunities for the development of a transportation node and tourist facilities.
- Tourism presents the biggest opportunity for development, as the Municipality is adjacent to the Hluhluwe-Umfolozi Park and many historic and cultural sites. The upgrading of the P700 route to the Hluhluwe-Umfolozi Park will provide an injection to the tourism sector.
- Currently the tourism sector remains undeveloped.

The Ulundi area is clearly endowed with various resources which, too date, have not yet been fully developed. It is essential to draw on those resources and through creative and visionary means implement measures that will result in the economic regeneration and upliftment of the area. To achieve this enabling environment needs to be created that will stimulate investment interest and confidence and maintain the momentum this may create. Elements that need to be addressed include skills training, adult education and increased access to job opportunities. This in turn means implementing the necessary educational programmes as well as encouraging local economic activity. From a sectoral point of view the extension of the primary sector and the development of a secondary sector in conjunction with this need to be emphasised. Specific attention is also required to the encouragement of the tourism sector by embracing the potential opportunities of the many game parks and cultural sites within the area. The role of tourism and its growing contribution to the local economy should be explored and developed.

2.4 KEY PHYSICAL AND ENVIRONMENTAL FEATURES

Only limited environmental management is implemented within Ulundi. There is a need for an Environmental Management Policy in order to protect the natural environment of the area. Such a Policy need to focus on the protection of all cultural, historical and environmental sensitive areas, the removal of all alien plants in the region, the prevention of erosion, environmental education to create a cleaner and more aesthetically pleasing environment and pollution control essentially through the creation of a reliable refuse removal system and the maintenance of drains and storm water pipes.

Even though the Ulundi area has seemingly little to offer in terms of the environment, no real efforts have been made to develop those resources that can make a positive contribution to environmental conservation, social upliftment and economic development. Environmental management needs to address the balance between development and sustainability, between conservation and economic development and between environmental protection and human needs. Environmental awareness is a function of education and living standards. Focus should be on the overall improvement of quality of living and create a sustainable link between environmental management, social upliftment and economic development.

2.5 CURRENT LAND USE PATTERNS

Ulundi represents the cultural and historic heart of Zululand. It is situated in an inland development corridor identified in the Provincial Spatial Growth and Development Strategy (PSGDS). The town of Ulundi is the major urban centre serving a large catchment population. Ulundi is located relatively far from other urban areas and is surrounded by a large traditional and rural Zulu population. The nearest other urban areas are Melmoth, some 43km to the south, Nongoma, 55km northeast and Vryheid 160 km northwest, all outside the Municipal area. The villages of Mahlabathini (10 km to the north of Ulundi), Babanango (50km to the south west of Ulundi) and Denny Dalton/Mpungamhlophe (north-west of Ulundi), fall within the Municipal area.

The R34 and R66 routes provide regional accessibility. The R34 is the strongest, being the main transport link between Richards Bay and Mpumalanga. Ulundi town is not located on this route and chances of it expanding to such an extent that it would meet the road are slim. It is, however, located on the secondary regional access route R66, which provides sub-regional accessibility within Zululand. The "Coal Line", which generally follows the alignment of the R34 in other areas, passes through the town of Ulundi. Other roads in the area provide linkage between different rural settlements and are generally of a poor standard and poorly maintained.

Ulundi town is the only urbanised area within the Municipality and the focus of all economic activity. It is surrounded by a number of large, densely populated tribal areas characterised by informal settlement patterns. These areas are completely reliant on Ulundi for employment, goods and services. In terms of population density, concentration and service demands, large sections of these tribal areas can be classified as emerging urban settlements. The urban area therefore has a large peripheral dependency, with large population concentrations located outside the formal urban area. There is a lack of structure, no clear hierarchy of nodes and complex movement patterns.

Ulundi town plays an important provincial role. It is the secondary administrative hub of the province, serving the northern part of KwaZulu-Natal (Pietermaritzburg is the administrative capital of KwaZulu-Natal). Most of its job opportunities are therefore in the public sector. Ulundi must, however, still establish itself as a centre of investment for private sector secondary and tertiary activities to stimulate growth in the economy.

The existing land tenure system of the Tribal Authorities is one of the main reasons for the retarded development in the economy of Ulundi and is detrimental to creating investor confidence. Proper land release opportunities will lead to increased confidence by investors.

The following points summarise the most critical aspects of the spatial and housing component of Ulundi:

- The town of Ulundi is cultural and historic heart of Zululand and the only major urban centre within the Ulundi Municipality.
- A large rural population that depends completely on the town of Ulundi for services surrounds the urban area and places strain on the delivery of services.
- There is an increase in population densities around urban settlements in rural areas, particularly around Babanango, Ceza, Mahlabathini and Mpungamhlophe.
- Long travelling distances from some of the rural areas to urban activities and amenities necessitate the implementation of some sort of hierarchical pattern. A system of Rural Service Centres is proposed to strengthen the hierarchy of settlements and to improve access to services and amenities for the majority of the population.
- There is a considerable need for good quality housing in Ulundi as many of the employees of Ulundi live outside the Municipal area.
- Land tenure practices of the Tribal Authorities contribute to the problem of housing delivery.
- The rural areas surrounding urban areas needs to be formalised and a need for a unified system of land use control exists.
- 70% of the housing stock in the tribal areas is classified as traditional dwellings and the provision of formal housing in these areas is not a priority.
- A need for formal ownership and tenure exists and a number of land reform projects are underway.

Spatially it is necessary to respond to the need for a definite hierarchy of settlements, which will rationalise the regional distribution of investment in basic infrastructure and community services. The development of a system of Rural Service Centres may go a long way in achieving a more equitable development and investment pattern. There is a need to formalise the rural settlements surrounding the urban areas and for consistency in policies, strategies, land use management and by-laws.

2.6 INSTITUTIONAL STRUCTURES

The newly established Ulundi Local Municipality has an area of jurisdiction significantly larger than those areas managed by the former local entities. The sources of funding have, however, not increased with this extension of area and responsibility. Of note is the reliance on external funding, particularly for capital expenditure. Over the next five-year period the Ulundi Local Municipality will be challenged with protecting and growing its sources of income and ensuring that a more equitable allocation between capital and operational expenditure is achieved. This will provide the means through which a balance is maintained between the maintenance of existing infrastructure and investment into new infrastructure through which economic growth and development can be achieved, whilst ensuring sufficient operational capacity.

2.7 PHYSICAL INFRASTRUCTURE

2.7.1 Transportation

Although the Ulundi Municipality is not adjacent to any of the major provincial and national transportation corridors, it does have an well-established regional road network allowing relatively free movement of people and goods to and from of the area.

A. ROADS

Primary corridors identified within the Ulundi area include:

- The R34 which provides the most important external link between the Municipal area and its neighbours. To the north it provides a link with Abaqulusi Municipal area (Vryheid) and to the south it provides a link with Melmoth. The R34 continues further to the east, to link the municipal area with Empangeni and Richards Bay (Mhlatuze Municipality), which has a high-quality harbour facility.
- The R66 route is a secondary corridor and in a poor condition. It provides an important link between Ulundi via Nongoma to Pongola in the north. Parts of this road are gravel and if it could be surfaced to a proper standard, it has the potential to become a primary corridor for the Municipality.
- The “Coal Line” is a railway route, which was initially designed to link the coal-rich mines in Mpumalanga to the port of Richards Bay. The line runs from Witbank and Ogies, to pass through Ermelo, Piet Retief, Paul Pietersburg, Vryheid, Ulundi, to Richards Bay. The railway line transports only freight. A decline in the coal mining sector resulted in a demise in railway activities.

The above-mentioned routes are regarded as corridors along which passengers and goods are transported. They are heavily utilised to transport Zululand’s main exports, namely sugar cane, timber and coal and are linked to the Richards Bay harbour and Empangeni/Richards Bay industrial areas.

Secondary corridors around Ulundi town include:

- The R68 between Babanango and Melmoth in the south and Nqutu and Dundee to the west along the southern boundary of the study area;
- The P250 between the R34 and Babanango;
- The P204 between the R66 north of Ulundi and the R34; and
- The P700 which links Ulundi with the Umfolozi Game Park to the east of the Municipal area.

Most of these routes run in a north-south direction through the Municipal area. No national roads pass through the Municipal area. Linkages to the N2, which provides a link with Gauteng, are poorly developed. A number of secondary roads, generally consisting of poorly maintained graded gravel roads provide access to rural areas from the main transport corridors. These also serve to provide the east west linkages between the main corridors. Smaller tertiary roads and local roads serve villages in the deep rural areas and provide links with the main corridors within the area.

Ulundi has a fairly high standard of surfaced, internal roads with mountable kerbs on both sides of the streets and piped stormwater drainage. Most of the roads are sealed with chip and spray surface treatment. This has deteriorated to a poor condition, with potholes, due to the age of the roads and lack of maintenance in the past. The maintenance cost of existing roads is very high. More attention is needed in the control of stormwater runoff with regard to erosion and reclamation of dongas.

B. PUBLIC TRANSPORT

The transport system in Ulundi is based on taxis, private vehicles and a small sector of private bus companies. Ulundi is a major concentration point for commuter movements, with a strong commuter link between Empangeni and Ulundi. A taxi rank has been developed in Ulundi town and serves as a drop-and-load zone for local and long distance travellers. The “Coal Line” passes through the town of Ulundi but does not incorporate a passenger rail service. A need has been identified for the introduction of passenger rail services to serve local urban population. The economic viability of this mode of transport should be investigated.

C. AIRPORT

The Mangosotho Airport is a modern airport and there are daily incoming and outgoing commercial flights to and from Pietermaritzburg. Private daily trips also occur to and from Durban for government officials. It is considered to be a regional airport and is licensed. It is capable of accommodating 50-seated aircraft. This service was essentially introduced for the benefit of Government officials and politicians. An investigation completed in May 2000 indicated that current demand does not justify the development cost of an International Airport. Time and flight schedules need to be co-ordinated with other airlines serving metropolitan areas.

2.7.2 Water

As with most of the other sectors, big disparities exist between the urban and rural communities in the provision of bulk water services. Ulundi’s bulk water supply comes from the White Mfolozi River and water is released from the Klipfontein Dam (near Vryheid) for this purpose. It is treated for human consumption at the Ulundi water treatment works. The water quality is low with a high salt content which can be attributed to the geological formations of the White Mfolozi River.

The capacity of the five reservoirs in the Municipal area is 40 million litres in total. The average use of water in Ulundi is 13,5 million litres per day. An additional reservoir is needed to provide for the anticipated future water needs. Ulundi also provides water standpipes in some of the Tribal areas, such as Emthopha around Ulundi.

The rural hinterland of Ulundi is primarily served by a borehole system, formerly implemented and administered by the Zululand District Council. A Water Services Master Plan has been prepared, identifying water demand and supply per village. A typical rural water system is described as a borehole with a mono-pump extracting water into and elevated pressure tank. The village is then served with water via standpipes within a 200 m access radius. The basic shortcomings of this system is the lack of qualified operators, improper maintenance and a lack of monitoring the water supply and quality. Access to clean water is the most important need in the rural areas.

The level of water service provision of a significant percentage of settlements in the Municipal area is classified as “survival” indicating the provision of less than 5 litres of water per capita per day. This level of water service applies to at least 176 of the 309 settlements in the Ulundi area. Infrastructure requirements are not met and pumps, reticulation and electrical power are in short supply in the rural areas.

2.7.3 Electricity

Eskom supplies bulk electricity and Ulundi provides an electrical service to certain adjacent rural settlements. The remainder of Ulundi is located in an Eskom supply area and is comparatively well served. It is, however, estimated that 57% of the rural population has no electricity.

2.7.4 Refuse/Solid Waste Disposal

Ulundi town has a refuse disposal system, but most of the rural communities have to dispose of their refuse by burying it or dumping it in the bush. This practice exposes these areas to inordinate levels of vermin such as flies, rats and other potentially dangerous scavengers, not to mention health and environmental risks.

Plastic garbage bags are issued to households in Ulundi town, collected once a week by tipper trucks and transported to a dumpsite close to the Ondini Museum. The site is well maintained and managed. It is estimated that approximately 20,000 refuse bags with a volume of 1 400m³ are removed monthly.

Indiscriminate and illegal dumping of household waste and building rubble is currently the major pollution problem in Ulundi, especially the CBD area. The following important issues should be noted:

- The poor management of waste has impacts negatively on human beings and the ecosystems with which they interact. The potential impacts include:
 - Contaminated soil;
 - Surface and ground water pollution;
 - Objectionable emissions such as odours;
 - Hazardous gaseous emissions such as methane and carbon dioxide;
 - Unsightly litter and wind scatter;
 - Illegal dumping (fly-tipping); and
 - Stormwater drain blockages.
- Limited surface water and groundwater resources may already be impacted by poor waste practices.
- Concerted efforts are required to increase people's awareness of good waste management practices.

A waste database is required for the Municipal area and the District Council, as the information currently available is limited and imposes constraints on future planning.

2.7.5 Sanitation

Ulundi town is served by a waterborne sewage system, but most of the rural settlements have at best pit latrines. Sanitation has not been addressed satisfactorily throughout the hinterland of Ulundi. It is critical to note that villages are located in areas where groundwater can be contaminated by the current sanitation practices.

Sewage disposal services are provided to 30 000 people in Ulundi town and all formal houses have sewage disposal. Wastewater is treated and cleaned before it is released back into the Mfolozi River. The existing sewage disposal system is reaching its capacity and needs to be expanded in the near future.

Of particular concern in this regard is the fact that where there is no infrastructure in place to take care of an increase in sewer waste the health and sanitation situation worsens dramatically as rural settlements grow and dwellings are built closer to one another. Pit latrines and septic tanks pose a health threat where they are situated close to aquifers and water supplies used for domestic purposes. Samples taken along a stream flowing into the Ithala Game Reserve showed that the faecal coli count is double than what is acceptable in terms of health standards. Rain water washes human waste into rivers and streams. Sanitation at public buildings and schools is of utmost importance to ensure good public health conditions. In addressing the sewage infrastructure backlog, priority should be given to such buildings.

2.7.6 Physical Infrastructure Issues

The following represents a summary of the most important points regarding services and services backlogs in Ulundi:

- The provision of basic infrastructure is hampered by the culture of non-payment.

- Service infrastructure in the urban area of Ulundi, needs upgrading and maintenance and the rural areas are severely affected by a lack of basic services.
- Only 20% of the population have access to clean water. The rest obtain water from rivers and streams, which poses a health risk.
- At least 60% of the population have access to less than 5 litres of water per day and are at survival levels.
- The sewage treatment plant at Ulundi needs to be upgraded to increase its capacity and cater for accommodating the needs of surrounding rural areas in future upgrading projects.
- The urban area has a sanitation system, but the rural area relies on pit latrines or no system at all. This places tremendous strain on the environment and poses a health risk.
- A portion of the population in the urban areas has access to household electricity, and 48% of the rural settlements has this service. Electricity provision at schools and health facilities are especially critical.
- Refuse removal is limited to the urban area and the dumping of refuse in rural areas has become a major problem in denser rural settlements. Even in the CBD of Ulundi, the illegal dumping of refuse has become a problem.
- Efforts are needed to increase people's awareness of the advantages of good waste management practices.

It would therefore be critical to plan and provide time scales for the provision of basic engineering services to rural areas and to maintain and upgrade existing services in urban areas with due regard to limited financial resources. This needs to be part of a holistic approach to achieve social upliftment and a better quality of life for all the citizens of Ulundi. Specific projects need to integrate social, infrastructural and economic development.

2.8 SOCIAL INFRASTRUCTURE

2.8.1 Health Services

The following hospitals are located in the Municipal area:

- Ceza hospital in the northern part of the Ulundi Municipal area, with 265 beds.
- Thulasizwe hospital also in the northern part of the Ulundi Municipal area, with 155 beds.
- Nkonjeni Hospital just north of Ulundi town.
- St Francis Hospital at Mahlabathini.

Ulundi town makes use of Nkonjeni Hospital. This is a Government hospital and it provides ambulance services to the surrounding area. In this instance only three ambulances are available to serving 200 000 people.

The rural areas of the Municipal area are serviced with a number of medical and health clinics, including mobile clinics. These clinics provide childcare, family planning, primary health care and immunisation against Tuberculosis and venereal diseases. There are no medical facilities in the western part of the Municipal area around Babanango. It is assumed that the population in this area makes use of facilities located in the Abaqulusi Municipal area.

2.8.2 Educational Services

There are a total of 114 schools in the Municipal area, many of which with no clean drinking water, sanitation or electricity. The average number of pupils per teacher is higher than the acceptable national ratio of 40:1 for primary schools and only slightly higher than the 35:1 for secondary schools. Urban and emerging urban areas are worse than the rural areas and reach a pupil: classroom ratio as high as 59:1. This indicates a shortage of teachers and inadequate provision of school facilities, i.e. schools are too small to accommodate the number of learners.

Schools in the Ulundi, Nqulwane and Ceza area experience the greatest pressure. The Mpungamhlophe area is smaller relative to the other geographical areas but it has a higher frequency of schools. It has the highest number of secondary schools in the Municipal area and is therefore better developed than the other areas of the Municipal area in terms of educational facilities.

The majority of higher education and adult education facilities are concentrated in the Ulundi area and there is a clear need for such facilities in other parts of the Municipal area.

2.8.3 Community Facilities

Ulundi has a new library and a multi-purpose community centre which includes 5 venues plus facilities for training. The library is however not operational due to a lack of staff and equipment. Although some services are provided in Ulundi town, accessibility for the rural communities is problematic as public transport is not always readily available.

The provision of Rural Service Centres in the rural areas should be considered to 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.

2.8.4 Welfare

From the socio-economic analysis it is clear that poverty and low levels of living quality is a major problem in the municipal area. These are aspects that have to be addressed through dedicated social development programmes, focusing on social and economic upliftment. It is estimated that HIV/AIDS could also have a significant impact in this regard, as people in the economically active population group are the most severely affected, leaving the dependants in households without a breadwinner.

2.8.5 Emergency Services

The head offices of the Northern Natal Police Service are located in Ulundi town and it is also responsible for the protection of the Legislative Assembly in town. The main police station of the area is also situated in Ulundi. Police stations are also located in Babanango, Mahlabathini and Mpungamhlophe/Denny Dalton.

The Ulundi Traffic Department is responsible for traffic management and carries out law enforcement, performing point duties, attending accident scenes to render first aid and attending court proceedings. The main reasons for accidents are exceeding of speed limits and animals walking across the intersections. Traffic law enforcement on provincial roads is done by provincial officers stationed in Ulundi.

Ulundi town has a fire and rescue department, which serves 200 000 people and it is well equipped to provide medical assistance on accident scenes. They do however have to rely on ambulances from the Nkonjeni Hospital, which is not always available in a crisis situation. The R34 and R66 link south of Ulundi town are considered dangerous due to use by non-road worthy heavy vehicles, stray animals, mist and topographical constraints.

The fire truck is very small with an insufficient supply of water when necessary. It is considered unreliable and only able to provide extinguishing services for a period of 3 minutes. It is furthermore not equipped to drive in the veld or on rugged terrain. To improve the service, a four-wheel-drive fire truck with a large water-storing capacity, well equipped ambulance and proper training for staff are required.

2.8.6 Other Services

Information on open space and sport facilities is limited. In Ulundi town there is an incomplete regional sports stadium and sporting facilities are almost non-existent. There are community sports facilities including a soccer field and a tennis court in Section A of Ulundi town and three other informal soccer fields in Section C and D. Some facilities exist at schools although not adequate and the SA Police have a swimming pool, two soccer fields and a tennis court.

There is only one recorded formal cemetery site in Ulundi town and it is 18,58 ha in extent. A second burial place is located in Ulundi town and it serves the Ulundi peri-urban area. The remote Tribal Areas have their own burial places.

2.9 KEY ISSUES ADDRESSED IN THE IDP

Within the Ulundi Municipality, differentiation between the urban areas and rural settlements is recognised. This is mainly due to historic settlement patterns based on racial segregation. The differentiation relates to demographics and socio-economic conditions and the following points summarise the most important socio-economic issues:

- In terms of socio-economic and social development issues, most of the needs and backlogs affect the rural communities. Population concentrations are occurring on the periphery of Ulundi and at rural nodes such as Mpungamhlophe, Mahlabathini, Nqulwane and Ceza.
- These very densely populated rural areas are most severely affected by poverty conditions. The population in these areas has mostly women as interim household heads, low educational levels, low household income and high unemployment levels.
- Ulundi town is the commercial and service centre of the Municipality, although many shoppers conduct their shopping outside the region. Very little commercial activity occurs elsewhere in the Municipal area and the population depends heavily on public transport.
- The movement patterns in the Municipal area are therefore focused on Ulundi.
- Ulundi is located on the “Coal Line”, which has some potential for economic spin-offs.
- Regional accessibility is good with the R34 running through the Municipal area and the R66 providing secondary provincial accessibility. The airport is also important in terms of national accessibility.
- The standard of roads in the rest of the Municipal area is poor.
- Bulk service provision in the urban area need upgrading and the rural areas are severely affected by the lack of basic services. Maintenance of existing services on both urban and rural areas is important.
- There is a lack in hierarchy of settlements and the physical distances between the rural areas and the urban centre calls for the development of service nodes in densely populated rural areas.
- The more densely populated rural areas need to be formalised to assist with upliftment efforts and the provision of basic services.
- There is a need for quality housing in the town of Ulundi. The housing backlog is not that urgent in the rural areas.
- There is an overwhelming need for social facilities and services especially in the rural areas. Existing services are mostly located in the urban area, which are inaccessible to a large part of the population. Concentration of such services and facilities in nodal points, which is accessible to the poorest of the poor, is essential.

3. THE ULUNDI INTEGRATED DEVELOPMENT PLANS

3.1 INTRODUCTION

The Ulundi IDP process was initiated in September 2001 and completed in March 2002 in terms of the Municipal Systems Act, 32 of 2000 and IDP Guide Pack issued by the National Department of Provincial and Local Government. The Ulundi IDP was approved in 2002 and has been reviewed on an annual basis and in December 2003 embarked on their third round of the annual IDP Review Process.

A detailed Process Plan was prepared and adopted by Council, outlining the process that will be followed as part of the 2004/5 Review Process. Specific attention was given to the institutional arrangements, consultative process, alignment and co-ordination with neighbouring municipalities, as well as with the Framework Plan prepared at district level. This 2004/5 IDP Review also focuses strongly on the areas and issues identified by the MEC as shortcomings, especially with reference to a financial viability strategy for the Council.

The Ulundi IDP Review 2004/5 also includes a summary of the process and status of preparing a uniform Land Use Management System (LUMS) and it explicitly states that it is critical to develop such a LUMS and consistency in policies, by adopting a common approach in spatial ordering. The Ulundi SDF sets aside land for specific land uses and provides direction to physical growth and development. The management and stimulation of this growth is essential to protect certain uses whilst promoting others. Specific measures and interventions such as a land use management system and law enforcement are required as part of this strategy. The land use management system should support the Strategic Development Rationale of the IDP and the SDF.

The KwaZulu-Natal Land Use Management Guidelines contain a new Land Use Management System (LUMS). It is designed to provide a single system that can be applied to all areas within a municipality whilst making provision for differentiation between municipal areas and allow for different local planning, development and conservation needs. One of the first steps in preparing a LUMS for a municipality is the preparation of a Land Use Management Framework indicating in broad terms how land will be managed. The Land Use Management Framework bridges the gap between the IDP and the detailed requirements of land use management and is informed directly by the Ulundi SDF.

3.2 VISION

The following vision was adopted for the Ulundi Municipality:

“We, the community of Ulundi, are proud of our cultural heritage. We strive to ensure improved living standards for all our people as well as the protection of the environment and our traditional heritage. We aim to develop a vibrant economy with a strong tourism sector, provide adequate social infrastructure and close service gaps.”

The vision is underpinned by the following principles:

- Sustainable growth and development.
- Quality, affordable services.
- Financial health and fiscal discipline.
- Transformation and integration.
- Accountable and transparent local government.
- Recognition of diversity.
- Respect for fundamental rights.
- Equity.

- Focus on supply side economics and asset management.
- Safe and secure living environment.

3.3 PRIORITY ISSUES

The overall IDP Challenge and Key Issues that need to be addressed in the Ulundi context revolve around the fact that the communities residing in the rural areas of Ulundi 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 Ulundi 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 Ulundi community to improve their quality of life.

Set against this background, the development foci for Ulundi are:

- Community upliftment and empowerment of rural areas.
- Economic development and attraction of investment - focused in specific nodes to benefit the entire area.
- Provision of basic engineering services and social services in rural areas.

The Key Priorities of the Ulundi IDP are:

- Addressing poverty through community upliftment and empowerment of rural areas.
- Diversification of the economic base and development of the tourism sector.
- Maintenance of main transport routes to ensure regional accessibility.
- Maintenance and upgrading of development standards in urban areas.
- The provision of basic services in rural areas.
- Distorted spatial structure in terms of the disparity between economic activity and residential location.
- The need for a hierarchy of settlements to assist in the rationalisation of distribution of investment in infrastructure and community services.
- Increasing population densities around the urban settlements and rural nodes.
- Protection of cultural and environmental sensitive areas and creating an environmental awareness.
- Pressure on social and community services and growing backlogs in the provision of these services in rural areas, affect women, children and the elderly.
- Welfare services to provide support services to those affected by the HIV/AIDS pandemic.
- Provision and implementation of social and welfare facilities and programs in rural areas in nodal points which are more accessible to the larger concentrations of rural people.
- Optimising the tourism potential of the area, to the benefit of urban and rural communities;
- Land reform and tenure options to be considered that take cognisance of Tribal ruling;
- Local economic development to stimulate SMMEs, contributing to the economic wealth of the region.
- Creating institutional capacity to ensure effective and efficient service delivery.

3.4 STRATEGIC FOCUS AREAS

The strategic focus areas for development in the Ulundi municipal area are based on the following fundamentals for development:

- Recognise Ulundi town as the primary service centre of the Ulundi Municipal area with a clear settlement hierarchy that needs to be established, i.e.:
 - Ulundi as the Regional Service Centre - Ulundi; and
 - Ceza, Nqulwane, Mpungamhlope and Babanango as emerging rural nodes.
- Protect and promote public and private investment.
- Preserve and protect natural resources, cultural heritage and sensitive environmental areas.
- Support the socio-economic growth in Ulundi town and in rural nodes by providing appropriate and accessible social facilities.
- Encourage development of the economy by stimulating the tourism sector.
- Maintain and upgrade existing infrastructure and address services backlogs in rural areas.
- Formalise densely populated rural settlement create consistency in policies, strategies, land use management and by-laws.

The objectives, strategies and interventions forthcoming from the IDP support the vision and fundamentals, while the spatial development framework represents a spatial reflection of the vision, giving effect to the principles and fundamentals by guiding spatial development in the area.

3.5 IDP CHALLENGES AND CROSS CUTTING DIMENSIONS

The Ulundi IDP identified various challenges that need to be addressed in order to achieve sustainable development and the vision for the future development of the Ulundi area. These challenges are:

A. SOCIAL DEVELOPMENT

IDP CHALLENGE 1: The challenge for Ulundi in respect of the socio-economic situation relates to serving a largely rural community of which 44% of people is currently of school-going age. The analyses indicate that the rural communities have lower income levels and are more severely affected by circumstances of poverty than the urban community. Families living in these areas have mostly women as interim household heads and very high dependency levels. The low levels of education have an impact on the types of job opportunities that can be obtained and therefore also potential income generation. This and the low levels of employment and skills development manifest directly in low income levels, over-all low levels of human development and access to economic opportunities. The challenge lies in implementing appropriate community upliftment and empowerment programmes to create an environment where people can meet their basic needs and improve their quality of life.

IDP CHALLENGE 2: In order to implement social upliftment and general improvement of socio-economic conditions, the focus of public spending should be on providing facilities and implementing social upliftment and educational programs especially in more densely populated rural areas. In the light of the dimensions of the AIDS crisis, the provision of social facilities and social educational programmes are to be addressed through the provision of shelter/place of safety for people in distress (HIV/AIDS, abused women and children) and permanent accommodation for orphans. Social facilities should be provided in localities, which are accessible to the rural communities, especially the more densely populated rural areas and all services need to be co-ordinated on a local authority, district and provincial level. More detailed information about social development and service delivery is of the essence.

B. ECONOMIC DEVELOPMENT

IDP CHALLENGE 3: The IDP challenge relates to economic upliftment of the population. The Ulundi area is clearly endowed with various resources which, to date have not yet been fully developed. The IDP challenge is to draw on those resources and through creative and visionary means implement measures that will result in the economic regeneration and upliftment of the area. The Ulundi Local Municipality need to create an enabling environment that will stimulate investment interest and maintain the momentum this may create. In terms of their own competencies there is a need to address skills training, adult education and increased access to job opportunities. This in turn means implementing the necessary educational programmes as well as encouraging local economic activity. From a sectoral point of view the extension of the primary sector and the development of a secondary sector in conjunction with this need to be emphasised. Specific attention is also required to the encouragement of the tourism sector by embracing the potential opportunities of the many game parks and cultural sites within the area. The role of tourism and its growing contribution to the local economy should be explored and developed.

C. INFRASTRUCTURE DEVELOPMENT

IDP CHALLENGE 4: The challenge for the IDP is to maintain main transport routes at regional and provincial level thereby ensuring that the area does not become isolated from markets. Attention should also be given to the maintenance of existing urban roads. Public transport plays an important role in the economy of Ulundi and deserves some attention in the planning efforts of the Municipality.

IDP CHALLENGE 5: The challenge of the IDP is to plan and provide time scales for the provision of basic engineering services to rural areas and to maintain and upgrade existing services in urban areas with due regard to limited financial resources. This needs to form part of a holistic approach to achieve social upliftment and a better quality of life for all the inhabitants of the Ulundi area. Specific projects need to integrate social, infrastructural and economic development.

D. SPATIAL DEVELOPMENT AND HOUSING

IDP CHALLENGE 6: Spatially the IDP must respond to the need for a definite hierarchy of settlements, which will focus the regional distribution of investment in basic infrastructure and community services in rural service centres. The development of a system of Rural Service Centres may go a long way in achieving a more equitable development and investment pattern. There is a need to formalise the rural settlements surrounding the urban areas and for consistency in policies, strategies, land use management and by-laws.

E. ENVIRONMENTAL MANAGEMENT

IDP CHALLENGE 7: The Ulundi area is well endowed as far as the natural environment is concerned. No real efforts have however been made to develop these resources to the benefit of environmental conservation, social upliftment and economic development. Environmental management needs to address the balance between development and sustainability, between conservation and economic development and between environmental protection and human needs. Environmental awareness is a function of education and living standards. The challenge for this IDP with regards to the environment is to focus attention on the overall improvement of quality of living and create a sustainable link between environmental management, social upliftment and economic development.

3.6 STRATEGIC PROGRAMMES

The Vision for Ulundi is supported by various objectives and strategies that guide decision-making and the allocation of funds towards achieving this Vision. Delivering on the expectations created through this can, however, only materialise if all efforts, from the private and public perspective, are focused on the implementation of those projects that would best serve in attaining the objectives.

For the purpose of the Ulundi IDP projects are identified based on addressing the needs of the Ulundi community. One project may satisfy more than one objective and strategy. To fully integrate delivery on this IDP, projects are also not sectorally based.

Within these Programmes due cognisance needs to be taken of current planning and developmental initiatives on a district, provincial and national level. Specific mention in this respect is needed of the Integrated Sustainable Rural Development Plan and the Nodal Delivery Task Teams related to this initiative as well as the initiatives of the Zululand District Municipality.

- Programme 1: Develop Rural Service Centres (RSCs);
- Programme 2: Development Framework Plans;
- Programme 3: Sector Plans;
- Programme 4: Feasibility Studies;
- Programme 5: Social Development Plan;
- Programme 6: HIV/AIDS Awareness and Prevention Campaign;
- Programme 7: Local Economic Development;
- Programme 8: Stimulate Investment;
- Programme 9: Increase Revenue Base of Ulundi Municipality;
- Programme 10: Communication Networks to Promote Participative Governance;
- Programme 11: Provision of Infrastructure; and
- Programme 12: Land Use Management.

From these objectives and strategies, certain capital projects are identified. The following programmes, which satisfy one or more objective and strategy, guide the identification of specific projects. It is critical that projects are implemented to ensure the greatest benefit in the short, medium and long terms. Performance indicators for the Ulundi Municipality are linked to the programmes.

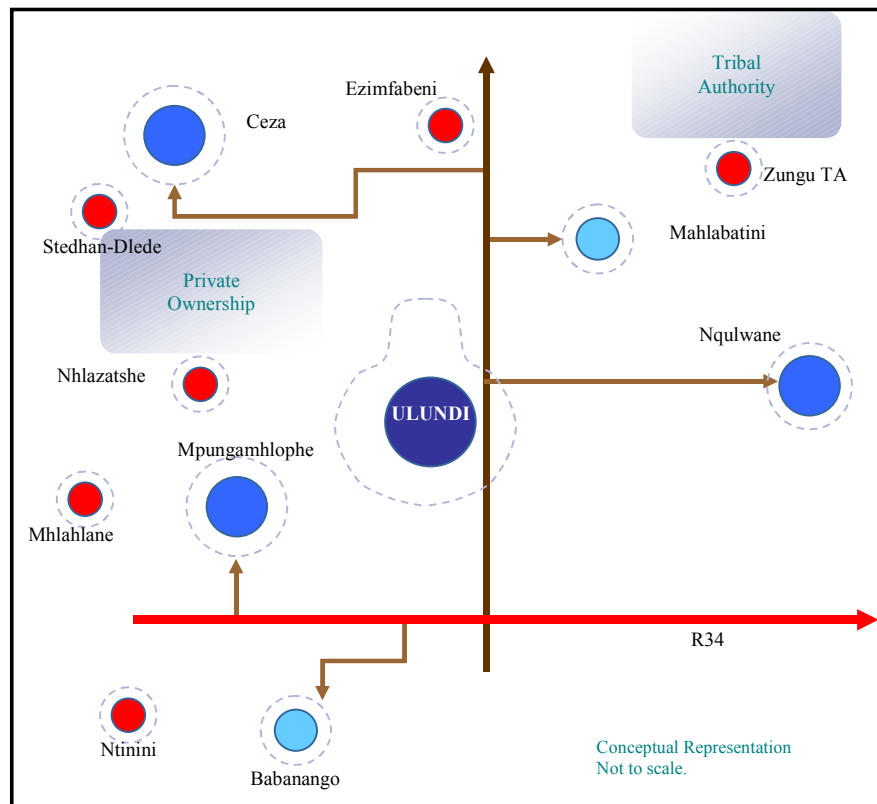
Programme	Projects
Develop Rural Service Centres (RSCs)	Develop Rural Service Centres Locate satellite council offices in the RSCs & include other facilities
Development Framework Plans	Formulate & draft Development Framework Plans for emerging settlements in Ulundi
Sector Plans	Formulate a Water Services Development Plan for Ulundi Formulate a Roads and Stormwater Master Plan for Ulundi Formulate a Transportation Plan for Ulundi Formulate an Electrification Plan for Ulundi Undertake a Strategic Environmental Assessment of the Ulundi area Formulate a Disaster Management Plan for Ulundi Formulate uniform Land Use Management Systems for Ulundi

Programme	Projects
Feasibility Studies	Formulate a Waste Management Plan for Ulundi Undertake a study of cemeteries in Ulundi Formulate and implement a Tourism Plan for the Ulundi area Prepare a Sports and Recreation Master Plan for the Ulundi area Formulate a Housing strategy for Ulundi
Social Development Plan	Formulate a Social Development Plan for Ulundi Provide social facilities in accordance with the Social Development Plan
HIV/AIDS Awareness and Prevention Campaign	Formulate an Action Plan and implement an HIV/AIDS awareness & prevention campaign in conjunction with provincial initiatives
Local Economic Development	Formulate a Local Economic Development Strategy for Ulundi considering the LED study for Zululand
Stimulate Investment	Stimulate investment
Increase Revenue Base of Ulundi Municipality	Increase the revenue base of Ulundi Local Municipality
Communication Networks to promote Participative Governance	Establish communication networks to promote participative governance in the Ulundi area
Provision of Infrastructure Services	Provide basic infrastructure
Land Use Management	Support initiatives that result in the formalisation of townships, opening of township registers, transfer of title, etc in the Ulundi area

3.7 THE STRATEGIC DEVELOPMENT RATIONALE

The Strategic Development Rationale provides the overall approach to the development of Ulundi. This Rationale forms the premise for the Spatial Development Framework and the interventions put forward in terms of strategies, actions and projects.

The diagram below is a conceptual presentation of the Strategic Development Rationale.



The Strategic Development Rationale recognises the structural elements and aspects, which shaped Ulundi into its current form. These elements form the basis of the formulation of a Spatial Development Framework to deal with future physical development of the area. These structuring elements include:

- Dispersed settlements that developed with no order, are dependent on Ulundi and but exist in isolation;
- Ad hoc and unsustainable service and infrastructure provision also with no structure;
- Dense population concentrations around certain centres and dispersed settlements in deep rural areas due to the cultural value system;
- The alignment of the “Coal Line” that played a structuring role in the development of area; and
- The provincial road corridors (R34 and R66), crossing through the area, have played a part in the development of urban settlements along its alignments.

3.8 FROM THE IDPs TO THE LUMS

The Ulundi IDP sets out the main issues that need to be considered in planning and managing land use in the municipal area.

The key elements of this IDP that need to be detailed further with the development and formulation of the Ulundi LUMS, and specifically the Land Use Management Framework, include the following:

- **Facilitate improved integration** through an upgraded road network that provides the links between Vryheid and other settlements.
- **Recognise emerging urban areas** as the primary areas of focus for the development of new engineering and social services.
- **Development a hierarchy of nodes** with Vryheid is as the focus for economic development and job creation.
- **Develop secondary nodes** to provide local economic opportunities to serve the basic needs of the surrounding rural population, enabling access to opportunities that will improve the quality of life for most Ulundi inhabitants.
- **Improve transport links** between these nodes for more effective functioning of public transport and increased accessibility to economic and social opportunities, particularly for disadvantaged and poor communities.
- **Develop Regional Service Centres** in these nodes to stimulate development, indicating some level of investment confidence.
- **Formalise and upgrade** emerging urban settlements in addressing services backlogs and delivery.
- **Develop the tourism sector** in all its facets throughout the Ulundi area.

4. THE SPATIAL DEVELOPMENT FRAMEWORK

The Ulundi SDF serves as a tool for the implementation of the IDP and localised spatial plans and policies, including LUMS and Land Use Management Framework for Ulundi. The SDF also serves to facilitate planning at a higher level, District and Provincial, by informing those authorities of the spatial development directives of the Ulundi Local Municipality. Furthermore, the broad purpose of the SDF is to provide strategic guidelines and principles in terms of which development initiatives and land use applications can be evaluated.

Several policies and legislation provide guidance with the formulation of the IDP and its Spatial Development Framework. These include the South African Constitutions, various National and Provincial Acts and Bills as well as the Economic and Development Strategy for KwaZulu Natal.

Based on policy guidance, the SDF is guided by 5 spatial directives. These directives form the foundation of an appropriate SDF, the principles underlying them are listed in the table below:

Directive Principles	
Equality	<ul style="list-style-type: none"> <input type="checkbox"/> Be treated equally by the Law <input type="checkbox"/> Equal protection and benefit of the Law <input type="checkbox"/> Not to be unfairly discriminated against except as permitted in Terms of the Constitution
Efficiency	<ul style="list-style-type: none"> <input type="checkbox"/> Ensure the best use of available resources <input type="checkbox"/> Develop and promote compact human settlements & discourage low density sprawl <input type="checkbox"/> Secure proximity between residential & workplaces taking into account the health and well-being of affected persons
Integration	<ul style="list-style-type: none"> <input type="checkbox"/> Promote efficient functional & integrated settlement patterns <input type="checkbox"/> Be functionally co-ordinated, aligned with, and take into account related policies and programmes including transportation systems <input type="checkbox"/> Promote integration of communities from diverse backgrounds <input type="checkbox"/> Facilitate appropriate mixed land development
Sustainability	<ul style="list-style-type: none"> <input type="checkbox"/> Ensure that land is used or developed only in accordance with the law <input type="checkbox"/> Take into account disaster management <input type="checkbox"/> Create synergy between economic, social & environmental concerns <input type="checkbox"/> Protect natural, environmental and cultural resources <input type="checkbox"/> Preserve the use of prime agricultural land and permit a change only in public interest
Fair and Good Governance	<ul style="list-style-type: none"> <input type="checkbox"/> Be lawful, reasonable & procedurally fair <input type="checkbox"/> Comply with the right to just administrative action <input type="checkbox"/> Take into account & promote the need of affected persons to understand its nature & effect <input type="checkbox"/> Promote efficient administration including: <ul style="list-style-type: none"> ▪ The provision of adequate notice of details of officials who may affect the public ▪ Inviting affected persons to forums at which spatial planning, land development & land use management decisions are taken ▪ Taking decisions within pre-determined timeframes.

The following principles were identified in guiding legislation - sustainability, efficiency and integration.

- **Sustainability** refers to the ability to achieve a balance of competing demands on land uses in a way that will sustain the social, economic and natural environments. The Spatial Development Framework supports the practical implication of this principle by tools/ structuring elements such as the development of nodes, defining the urban edge (containing urban sprawl) and open space networks (protecting important natural environments).
- **Efficiency** refers to the most efficient use of human, financial, institutional and environmental resources for the betterment of society as a whole. This is achieved through mechanisms such as the optimum utilization of services and social facilities etc that can be implemented through planning tools such as settlement hierarchies (nodes).
- **Integration** is largely to create a mutually supportive mix of activities. This can to some extent be achieved through mechanisms such as promoting the availability of residential and employment opportunities in close proximity to each other; providing a diverse combination of land uses in the urban areas; promoting affordable and appropriate housing in areas in close proximity to economic, social and transportation opportunities and, promoting integration of urban-rural areas (urban-rural interface). Again nodal development and corridor developments are important tools to implement this principle.

The key elements of the Ulundi SDF are focused around the regional accessibility provided by the R34 and R66 routes. The R34 is the strongest, being the main transport link between Richards Bay and Mpumalanga. Ulundi town is not located on this route and chances of it expanding to such an extent that it would meet the road are slim. It is, however, located on the secondary regional access route R66, which provides sub-regional accessibility within Zululand. The “Coal Line”, which generally follows the alignment of the R34 in other areas, passes through the town of Ulundi. This provides opportunities for development in the secondary sector to develop should the possibility of importing and exporting freight through this mode of transport be capitalised on. Other roads in the area provide linkage between different rural settlements and are generally of a poor standard and poorly maintained. These linkages should be improved to facilitate the physical integration of the area and limit segregation due to physical constraints and distances between settlements.

The intersection of the R34 and R66 provides opportunities for the development of a future node. This node could be developed as a modal interchange for tourists or visitors to the area. The development of tourist facilities such as restaurants, curio shops and information services at this point could stimulate the tourism industry of the area. The upgrading of the P700 route to Hluhluwe-Umfolozi Park presents further opportunities for tourism development, as it will provide a shorter and more direct link to this Park from Mpumalanga and Gauteng. This would channel visitors via the Municipal area to the Park, stimulating growth in the tourism sector.

Ulundi town is the only urbanised area within the Municipality and the focus of all economic activity. It is surrounded by a number of large, densely populated tribal areas characterised by informal settlement patterns. These areas are completely reliant on Ulundi for employment, goods and services. In terms of population density, concentration and service demands, large sections of these tribal areas can be classified as emerging urban settlements. The urban area therefore has a large peripheral dependency, with large population concentrations located outside the formal urban area. There is a lack of structure, no clear hierarchy of nodes and complex movement patterns.

Ulundi town plays an important provincial role, as it is the secondary administrative hub of the province, serving the northern part of KwaZulu-Natal (Pietermaritzburg is the administrative capital of KwaZulu-Natal). Most of its job opportunities are therefore in the public sector. Ulundi must however still establish itself as a centre of investment for private sector secondary and tertiary activities. Development through IDP projects and initiatives will stimulate growth in the economy. One of the reasons for the retarded development in the economy is the land tenure system of the Tribal Authorities, which does not create investor confidence. Land release opportunities will lead to increased confidence by investors.

The SDF for the Ulundi Local Municipality is therefore focussed on the development of a hierarchy of nodes. These nodes will form the focal points for development and service provision and ensure access to social and economic opportunities for the entire sub-region. The concentration of activities in and around nodes will stimulate the further development of higher order of activities, particularly in the emerging urban areas around the town of Ulundi. Improved transport linkages

between these nodes will lead to a more effective functioning of public transport, which will increase accessibility for the poor to these economic and social opportunities. The R66 should be considered as a primary corridor and upgraded to an appropriate standard. It will facilitate easy access in a north south direction, linking Ulundi town with the N2 at Pongola.

The nodes will become the focal points for social and economic activities and enable access to all these services and opportunities. Social upliftment relates to improved human development through providing sustainable, accessible social facilities and access to job opportunities. The nodes will also form the specific intervention areas in terms of the IDP, where projects and actions will be initiated. Social and economic activities in these nodes should enjoy first priority in terms of the provision of new infrastructure and upgrading of existing infrastructure. The development of Rural Service Centres in these nodes will create the necessary stimulus for development of an emerging urban area.

Intervention in the emerging urban settlements around the identified nodes will be done through upgrading and formalisation of these areas. The preparation of Development Framework Plans will provide structure and guidance to an incremental service delivery.

The key elements of such a SDF and Land Use Management Plan are:

4.1 ESTABLISH A HIERARCHY OF NODES

The intention of establishing a hierarchical ranking of towns and settlements is to focus the distribution of investment in infrastructure, services and support facilities. This hierarchy also recognises the current and future function of settlements. The following settlement hierarchy is proposed:

Settlement Name	Hierarchical Classification	Functional Classification	Functions Provided
Ulundi	Regional Node	<ul style="list-style-type: none"> <input type="checkbox"/> Urban core and economic heart <input type="checkbox"/> Provide in the needs of the broader municipal area and region 	<ul style="list-style-type: none"> <input type="checkbox"/> Provision of higher order goods and services; <input type="checkbox"/> Institutional functions and services (local authority offices, provincial and national government main offices); <input type="checkbox"/> Economic services (secondary and tertiary sector activities); <input type="checkbox"/> Social services (social and welfare head offices and core functions).
Mpungamhlope Ceza Nqulwane Babanango Mahlabathini	Emerging urban settlements	<ul style="list-style-type: none"> <input type="checkbox"/> District Node <input type="checkbox"/> Serve a large rural population 	<ul style="list-style-type: none"> <input type="checkbox"/> Social and community facilities e.g. health, education, recreation, pension payout points ; and <input type="checkbox"/> Basic retail facilities for daily needs.

The concentration of activities in nodes improves city efficiency, for the following reasons:

- It optimises the opportunity for exchange while minimising transaction costs;
- It optimises access to urban opportunities;
- It supports and promotes mixed land use development at a fine grain;
- It reduces travel distances and costs; and
- It promotes competitiveness between land uses and economic activities, thereby spiralling economic development.

The different nodes in the Municipal area should be integrated and linked through good road linkages, public transport and communication infrastructure. Ulundi town should be recognised as the economic heart of the municipal area and the head office for social and economic services, with satellite offices and service points in the lower order nodes. This will create linkages between the nodes and Ulundi town and sharing of manpower and other resources.

4.2 DEVELOPMENT OF RURAL SERVICE CENTRES

Directly linked to the establishment of a hierarchy of nodes in the Ulundi area and facing the challenge of providing services at grassroots level is the development of Rural Services Centres in areas with high population concentrations. This is particularly relevant for eMondlo, Khambi and Coronation/Hlobane. These emerging urban centres are the most likely locations for Rural Service Centres where the greatest impact could be achieved in terms of sphere of influence.

Rural Service Centres will allow for the provision of a combination of essential services by the relevant tiers of government, according to their roles and responsibilities, at a central location accessible to the community. These services will be mutually supportive and will ensure co-ordination of services, rather than duplication or deprivation. It will therefore focus on basic services required by the public on a daily basis, e.g.:

- Pension Pay-Out Point;
- Emergency Services Call Centre;
- Police Office;
- Post Office;
- Health Care Clinic;
- Local Authority Offices (payment of accounts, account and service queries, reporting of problems);
- Licensing office (licensing of vehicles);
- Developmental Welfare Service Office;
- A place of safety for battered and abandoned women, children in need of welfare services and street children as well as temporary social relief;
- Youth development offices;
- Local Economic Development Office. This office can share workshop space with the Developmental Welfare Offices to undertake community skills training projects;
- Library;
- Home Affairs Office, including birth and deaths registration, application for identity documents and passports;
- Community Hall;
- Sport and recreational facilities (operated by the local authority);
- Emergency Services (fire station, ambulance station) and an emergency call centre;
- Information Centre providing a variety of information such as tourist information, unemployment registration, business directory (operated by the local authority); and
- Public transport collection/drop-off facilities, including sheltered waiting areas, ablution facilities, etc.

The development of Rural Service Centres would furthermore act as an economic injection, by means of initiating investment into previously marginalised areas, and lowering the perceived risk to private sector development. It will allow for a hierarchy in the provision of services, to ensure that existing cores are strengthened and that services become more accessible to remote sections of the population.

The Rural Service Centres will be a strong magnet in the physical environment, drawing people towards it. As a strong magnet, it should be realised that other uses and functions will also be drawn to this Centre. The Centre and the number of people attracted by it will make it an ideal location for small business and retail activities, due to the buying power associated with large numbers of people. It will also allow for an entry point to the formal market for small, medium and micro enterprises in a viable and affordable manner.

4.3 FORMALISE EMERGING URBAN SETTLEMENTS

The rural settlements around some of the district nodes (Mpungamhlope, Ceza, Nqulwane, Babanango and Mahlabathini) have reached high population densities and can be classified as emerging settlements in terms of their density, concentration, housing types and diversity of activities. These population concentrations place pressure on the number and availability of social services in these areas as well as the need for basic engineering services.

The densification and development of these areas occur on an ad hoc basis and without structure. The allocation of land to individuals or families by Tribal Authorities is without any form of spatial organisation and exacerbate the problem. The provision of social and infrastructure services to these areas is, however, of high priority but is inhibited by the physical form and development of these areas.

In addressing this problem town planning intervention would first be required. This would involve formalisation of these areas and the creation of order in the settlement pattern through the formulation of Development Frameworks Plans (DFPs) for these areas. These DFPs will establish a “footprint” for these areas, with surveyed erven, a formal road layout and hierarchy and land use allocation for non-residential purposes and social services. This will ensure that these areas are functionally and physically part of the urban system.

4.4 PROVISION AND UPGRADING OF BASIC INFRASTRUCTURE TO ADDRESS BACKLOGS

The existing infrastructure in Ulundi and rural areas should be protected and improved to support the entire Municipal area and to maintain the current level of development. Of specific importance is the maintenance of access roads, water systems, sewage and electrical lines. The principle of protect what we have and improve on it applies.

The upgrading of existing infrastructure in the urban area is necessary to sustain expansion and improved service delivery to peripheral dependent areas. Especially the capacity of bulk services such as water purification works and sewage purification works should be a priority.

The district nodes should be the focus points for the provision of water, sanitation, electricity, roads, transport, social services and telecommunication infrastructure. Once the formalisation of dense settlements around the rural service nodes have been completed, the upgrading of these areas can be done by addressing service backlogs. The upgrading of social and community facilities in the dense settlement areas surrounding the nodes should enjoy priority, to ensure that the semi-urban and rural areas are reached. Ensuring access to clean water for every person within walking distance is a goal set by the Zululand District Municipality and it can only be achieved with the co-operation of the Ulundi Municipality, Tribal Authority and community.

4.5 SUPPORT LAND REFORM PROJECTS AND SECURITY OF TENURE

Pro-active measures are required to ensure access to land on an equitable basis and security of tenure. The implementation of specific land reform programmes will be undertaken to support this strategy. The proposed Development Frameworks for emerging urban settlements should identify land where land reform projects can be initiated and should be based on determining the viability of the projects in the proposed location.

Programmes for providing access to land and basic services with security of tenure and further programmes for the provision of top structures should be devised.

4.6 PROMOTE A VARIETY OF HOUSING TYPOLOGIES AND DENSITIES TO PROVIDE FOR ALL DEMAND CATEGORIES

The provision of housing should take cognisance of the various housing subsidy programmes to ensure that sustainable housing projects are delivered, contributing to the housing market within Ulundi. It is imperative that the current housing initiatives in Ulundi be promoted to contribute to the much needed sub-economic housing market, optimise existing installed infrastructure and counter potential revenue losses due to emigration to Melmoth.

Formal rural housing can be promoted around the identified nodes through accessing subsidy funds. This is not a critical need, but could contribute significantly to the sustainability of these nodes and creating a hierarchical pattern of development in the Ulundi area.

5. LAND USE MANAGEMENT FRAMEWORK

5.1 INTRODUCTION

This Section of the Ulundi LUMS provides guidelines and mechanisms for dealing with Land Use Management within the municipal area in the interim. The guidelines and mechanisms are specifically geared towards providing a tool for assessing and moving forward with applications for development within the municipal area with due cognisance of the strategic backdrop for such development provided by the Ulundi IDP, the SDF and other relevant policy guidelines. It should be noted that these are interim provisions and are to be replaced once the fully fledged LUMS, providing detailed level land use management mechanisms, has been prepared and approved.

Spatially the manifestation of the Ulundi Vision and SDF is represented by the LUMF Map. This LUMF Map is the basis on which the guidelines and mechanisms for land use management are formulated. For the purpose of this LUMF and to facilitate land use management in the interim, various Land Use Districts are earmarked and described, each with its own statement of intent, development guidelines and development mechanisms. The LUMS Manual was used as a guideline in this respect.

5.2 TERMINOLOGY

For the purpose of the Ulundi LUMF the terminology used in the following Sections are defined as detailed in **Annexure A** attached to this document.

5.3 LAND USE DISTRICTS

The following Land Use Districts are discussed in more detail in Section 5.3 that follows:

- Agriculture
- Conservation Areas
- Corridors
- Development Framework Plan Areas
- Existing Towns
- Nodes
- Residential
- Service Centres and Rural Service Centres
- Traditional Settlement

5.3.1 Agriculture

Statement of Intent	The identification, protection and reservation of land which has agricultural value and that should be most effectively used in accordance with national legislation and provincial policy guidelines related to sustainable development, agricultural production and natural resources. This District is intended to provide land for buildings and uses associated with farming practices on an economic basis.
Objectives	<ul style="list-style-type: none"> <input type="checkbox"/> To utilize agricultural land on a sustainable basis. <input type="checkbox"/> To ensure that land deemed to have high agricultural potential is optimally used. <input type="checkbox"/> To provide mechanisms for the identification and protection of productive agricultural land. <input type="checkbox"/> To ensure that agricultural practises are consistent with environmental considerations and pollution controls.
Development Parameters	<ul style="list-style-type: none"> <input type="checkbox"/> Agricultural buildings <input type="checkbox"/> Agricultural industries <input type="checkbox"/> Agricultural land <input type="checkbox"/> Agri-forestry <input type="checkbox"/> Cropping <input type="checkbox"/> Ecotourism <input type="checkbox"/> Extensive grazing <input type="checkbox"/> Forestry <input type="checkbox"/> Horticultural uses <input type="checkbox"/> Intensive livestock industries <input type="checkbox"/> Irrigated cropping
Prohibited Uses	Any use that may be considered non-compliant or intrusive and that does not support the intent and objectives of this Land Use District.
Development Requirements	<ul style="list-style-type: none"> <input type="checkbox"/> Where applicable the provisions of any existing Town Planning Scheme shall apply until replaced by a fully fledged and approved LUMS. <input type="checkbox"/> Town Planning will adopt a holistic approach and include adequate planning for people with disabilities and environmental constraints. <input type="checkbox"/> An EIA shall be undertaken for any development located in an identified ecologically sensitive area or if otherwise required so by the Ulundi Municipality. <input type="checkbox"/> All developments for ecotourism shall be subject to an EIA.
Environmental Guidelines	<ul style="list-style-type: none"> <input type="checkbox"/> Open spaces, ecologically sensitive area and heritage resources will be properly identified and conserved within the context of the Ulundi Spatial Framework. <input type="checkbox"/> No development will be permitted in or on flood plains, watercourses and wetlands.

5.3.2 Conservation Areas

Statement of Intent	<p>This District is intended for:</p> <ul style="list-style-type: none"> <input type="checkbox"/> The protection of ecologically sensitive, culturally valuable and historically meaningful sites and precincts and the natural habitats of animals, birds, or reptile species, in accordance with national laws and policies, provincial and local guidelines, strategies and programmes. <input type="checkbox"/> The reservation of land as part of a sustainable living environment by virtue of its importance in terms of natural bio-diversity. <input type="checkbox"/> The identification and preservation of sites that have historical significance or cultural value. <input type="checkbox"/> The reservation of land which has special status and economic value due to its function and the provision of services contributing to the balance of nature or the prevention of natural disasters, e.g. the retention of water in wetlands, grasslands and other natural habitats.
Objectives	<ul style="list-style-type: none"> <input type="checkbox"/> To protect and conserve the natural environment and natural processes for their historic, scientific, landscape, bio-diversity, habitat, or cultural values. <input type="checkbox"/> To provide facilities which assist in public education and the integration of built and the natural environments with minimal degradation of the natural environment or natural processes. <input type="checkbox"/> To create a holistic framework where culturally significant and historical sites are accorded equal status and value along with new developments <input type="checkbox"/> To ensure the sustainable provision of ecosystem services to the community.
Development Parameters	<ul style="list-style-type: none"> <input type="checkbox"/> Catchment areas <input type="checkbox"/> Conservancy areas <input type="checkbox"/> Critical areas <input type="checkbox"/> Cultural sites <input type="checkbox"/> Ecosystems <input type="checkbox"/> Eco-tourism (environmental interface) <input type="checkbox"/> Natural environment <input type="checkbox"/> Amenity areas <input type="checkbox"/> Game reserves <input type="checkbox"/> Nature reserves <input type="checkbox"/> Special landscape
Prohibited Uses	<p>Any use that may be considered non-compliant or intrusive and that does not support the intent and objectives of this Land Use District.</p>
Development Requirements	<ul style="list-style-type: none"> <input type="checkbox"/> Open spaces, ecologically sensitive area and heritage resources will be properly identified and conserved within the context of the Ulundi Spatial Framework. <input type="checkbox"/> No development will be permitted in or on flood plains, watercourses and wetlands. <input type="checkbox"/> Where applicable the provisions of any existing Town Planning Scheme shall apply until replaced by a fully fledged and approved LUMS. <input type="checkbox"/> Town Planning will adopt a holistic approach and include adequate planning for people with disabilities and environmental constraints. <input type="checkbox"/> An EIA shall be undertaken for any development located in an identified ecologically sensitive area or if otherwise required so by the Ulundi Municipality.
Development Requirements Along Tourist Routes	<p>The goal is to preserve and enhance the visual attractiveness of tourist routes throughout the Ulundi Municipality, whilst at the same time not inhibiting economic development and essential social infrastructure in selected areas adjacent to tourist routes.</p> <ul style="list-style-type: none"> <input type="checkbox"/> A tourist route shall be defined as, any present or future route or road which transports or will transport tourists through or to tourist locations in KwaZulu-Natal. <input type="checkbox"/> Development applications which fall within this Land Use District shall comply with the requirements of these guidelines and shall be considered on merit.

	<ul style="list-style-type: none"> □ The following policies and legislation shall be taken into consideration when evaluating proposed developments along tourist routes: <ul style="list-style-type: none"> ▪ Provincial Growth and Development Strategy; ▪ KwaZulu-Natal spatial development initiatives; ▪ Green Wedges Guidelines for the KwaZulu-Natal Coastal Zone; ▪ KwaZulu-Natal Public Open Space Guidelines; ▪ National Roads Act (No. 54 of 1971); ▪ Advertising along Roads and Ribbon Development Act (No. 21 of 1940); ▪ Development Plans and Planning Schemes; ▪ National Land Transport Act; ▪ KwaZulu-Natal Provincial Roads Act; and ▪ Integrated Environmental Legislation, Government Gazette No. 5999. □ Applications for development along tourist routes shall be commented on and evaluated by the following parties where applicable: <ul style="list-style-type: none"> ▪ National Department of Transport; ▪ Provincial Department of Transport; ▪ Town and Regional Planning Commission; ▪ Department of Traditional and Local Government Affairs; ▪ Responsible Authorities; and ▪ Department of Agriculture and Environmental Affairs. □ Proposed development shall reflect the urban or rural character and the context of the setting of the route. □ Attractive view sheds and landscapes shall be preserved while detracting development is to be mitigated against. □ The ‘backyard syndrome’ of unsightly ‘back of building’ areas shall be firmly discouraged. □ ‘Gateways’ to urban areas shall be enhanced. □ The effect of topography on the visual impact of proposed developments shall be taken into consideration. □ The visual impact of the lights of the development at night shall be considered. □ Signage shall comply with applicable Provincial and National legislation. Approved signage which serves to attract tourists shall be permitted. Obtrusive signage shall not be permitted. □ Building materials and cladding of buildings shall as far as possible, be in keeping with the natural environment and be non-obtrusive. □ Existing open space systems shall be enhanced wherever possible and sustainable development shall be promoted. □ Mitigation measures involving any landscaping shall be carried out using appropriate features. □ Proposed development shall comply with the Integrated Environmental Management legislation particular with regard to visual impact. □ Proposed developments shall take the economic needs of communities adjacent to tourist routes into consideration.
<p>Development Requirements for Ecotourism</p>	<p>The goal is to promote, facilitate and regulate, economically efficient, socially acceptable and ecologically sustainable ecotourism development within the Ulundi Municipality.</p> <ul style="list-style-type: none"> □ Sustainable forms of ecotourism development shall be fostered within the Ulundi Municipality by setting ecotourism carrying capacities and granting Ecotourism Development Rights which relate to these carrying capacities. □ Ecotourism developments and their tourist activities shall not exceed the carrying capacities of the property on which they are located, or the wider carrying capacity of the sub-region. □ The overall carrying capacity of the Ulundi Municipality and particularly Ecotourism and Conservation Areas, shall be determined by the provincial planning and nature conservation authorities. □ The extent to which individual ecotourism developments contribute towards reaching these overall carrying capacities shall be taken into account in determining ecotourism development rights. There are several different types of carrying capacities which shall not be exceeded by ecotourism developments. The criteria and conditions which shall apply to each of these types of developments are as follows:

	<ul style="list-style-type: none"> □ Ecotourism carrying capacity is related to the types of ecotourism experiences which attract tourists. Within the Ecotourism and Conservation Areas of the Ulundi Municipality, these experiences are of a nature and, sometimes, cultural basis. They provide wilderness, pristine and authentic African experiences. Proposed developments and the increased number of tourists they bring may impact adversely on these experiences, and there are certain thresholds beyond which the number of tourists impacts negatively on these experiences to an unacceptable level. □ Ecotourism carrying capacities shall be based on the total number of overnight and day visiting tourists (and in certain instances vehicles) within a particular ecotourism development. The degree of access provided for day visitors, and the nature and extent of facilities provided for them, shall also be taken into account in determining total carrying capacities of ecotourism developments. Carrying capacity shall be determined by a particular ratio of the total number of tourist per hectare on an individual property where development is proposed. Different ratios shall be applied to different types of ecotourism developments, as follows : <ul style="list-style-type: none"> ▪ Major Game Reserves are major, international class game reserves which contain the full spectrum of large and dangerous game endemic to the region, such as lion, elephant, rhino, leopard, and buffalo. These reserves will typically contain large areas falling within a Conservation Area, where ecotourism use, if permitted on the basis of a development permit, will be of a low intensity, wilderness experience type, and must be compatible with the overall conservation management objectives of this Area. Ecotourism will be concentrated within the Ecotourism Areas of Major Game Reserves. The minimum size of a Major Game Reserve is considered to be 5000 Ha, and the on-site ecotourism carrying capacity ratio shall be one tourist per 75 Ha. ▪ General Game Reserves provide a wide, but not necessarily complete, spectrum of big game, and may not contain certain of the large and / or dangerous species which occur in Major Game Reserves. These reserves may contain some areas falling within the Conservation Area, where ecotourism use, if permitted on the basis of a development permit, will be of a low intensity, wilderness experience type. Ecotourism development will be concentrated within the Ecotourism Area of General Game Reserves. The minimum size of a General Game Reserve is considered to be 750 Ha, and the on-site ecotourism carrying capacity ratio shall be one tourist per 35 Ha. ▪ Ecotourism Resorts are tourism enterprises which occur within an Ecotourism Area, where the main focus is on the provision of accommodation in the form of lodges, bush camps, cultural villages, and bed and breakfast establishments within an attractive natural setting. Ecotourism Resorts would not contain major built recreational facilities, such as golf courses or fun fairs, which would be located in the Normal Tourism Area. The focus of these resorts shall be on the provision of appropriate nature based and traditional cultural experiences. These experiences shall be provided either on site, or through the acquisition of off-site Ecotourism Rights (see below). The minimum size for an ecotourism resort is considered to be 50 hectares, and the on-site Ecotourism Carrying Capacity ratio shall be one tourist per four hectares. Certain features which enhance the recreational quality and experiences offered within an Ecotourism Resort may be taken into account, and could possibly increase its Ecotourism Carrying Capacity (for example a river, dam or hot spring). □ Physical and infrastructural carrying capacity shall be assessed in terms of supply, disposal and space criteria required by a proposed ecotourism development. It shall also be assessed in terms of whether or not the provision of space (for example for storage or parking), and the provision of infrastructure (for example energy, water, transport, parking, and waste disposal), can be adequately catered for, or is likely to bring about unacceptable changes, within either the property or the region within
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	<p>which it is located.</p> <ul style="list-style-type: none"> □ Environmental and ecological carrying capacity shall be assessed in terms of whether a proposed development is likely to cause unacceptable changes or losses to a landscape quality or sense of place, soil or water, air quality, biological communities or species, ecological processes within the property concerned, or the region within which it is located. □ Ecotourism developments bring in more tourists who need to be managed and controlled in various ways, for their own safety, to protect the quality of the environment from certain tourist related activities, and to prevent the unsustainable use of resources. The management capacity which a proposed development itself, and / or the Municipality has to manage and control tourists, may limit the permitted size of an ecotourism development. □ The extent to which proposed ecotourism developments are likely to cause unacceptable changes to local economies (for example the loss of agricultural land, or access to resources) shall be assessed in determining the carrying capacity of a proposed ecotourism development. □ Property owners may apply for ecotourism development in order to acquire ecotourism development rights which they may then contract to another party to obtain off-site ecotourism development rights. These ecotourism development rights will be granted, provided that all or part of the property warrants either a Conservation or Ecotourism Area status. For example, land under commercial forestry or commercial agriculture is unlikely to be taken into account in determining a property’s ecotourism carrying capacity on which these rights would be based. □ The amount of local community involvement, benefit and empowerment associated with ecotourism developments and related tourism activities will be a significant criterion of the provincial authorities in deciding whether permission for a particular tourism development should be granted or not. It will also be a criterion in evaluating the relative merits of potentially competing development proposals. □ State owned protected areas will not be permitted to have an excessively high proportion of ecotourism development rights allocated to provincial tourism or environmental management agencies. The proportion of ecotourism rights to be granted to the private sector will be determined separately for each state owned Conservation and Ecotourism Areas and its associated ecotourism developments. □ Special access to local residents, educational visitors and the handicapped shall be provided to ensure that they are not excluded from ecotourism experiences. Provincial authorities shall reserve a certain percentage of the ecotourism development rights associated with Ecotourism and Conservation Areas on public lands to these groups. □ All planning, design, development and ongoing management of ecotourism developments shall comply with the requirements of National and Provincial Environmental Regulations, and should also comply with the international ISO 14000 and 14001 environmental standards and practices.
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5.3.3 Corridors

Activity corridors are be classified according to the following typology:

- (1) **National/international corridors**, which are areas along major transport routes, where significant growth is expected, or is to be stimulated by public interventions. The corridors perform important movement functions, but also potentially attract small and large businesses, and provide a focus for activities such as small-scale agriculture. They also contain important tourist routes.
- (2) **Regional/sub-regional corridors**, link urban centres and move through rural areas.
- (3) **Metropolitan or intra-urban corridors**, occur within urban agglomerations and link together different parts of towns and cities, and major activity nodes.
- (4) **Local corridors**, which are characterised by low speed movement, a multiplicity of transport modes and a high level of economic activity and social interaction. These may occur within both urban and rural areas.

<p>Statement of Intent</p>	<p>Corridors are intended to exploit the opportunities presented by activity corridors for social and economic development without compromising the transportation functions, through the management of activities and the careful balancing of land uses along these corridors.</p>
<p>Objectives</p>	<ul style="list-style-type: none"> □ To integrate land use and transportation planning. □ To balance competing demands between the economic generative and redistributive capacity of corridors, and transportation functions. In urban contexts, corridors may also be used to integrate previously divided areas, and to provide a framework for densification. The implications for the different types of corridors are as follows: <ul style="list-style-type: none"> ▪ National/international corridors: The transportation function on the national routes and freeways contained within these corridors is dominant and free movement must be preserved. Ribbon development on such routes should be avoided. Nevertheless, these corridors offer significant economic potentials and opportunities should be provided for the development of activity nodes linked to such routes, and along roads running parallel to such routes, to the extent that they are consistent with policies on tourist routes. A greater density of nodes along parallel roads should be allowed. ▪ Regional/sub-regional corridors: Although the transportation function is significant, these corridors also pass through impoverished deep rural areas, where considerable spontaneous economic activity occurs. A greater density of nodes, with direct access from the road, should be allowed on these routes than along national routes and freeways. ▪ Metropolitan or intra-urban corridors: In contrast to national/international corridors and regional/sub-regional corridors, where continuous urban development is to be avoided, metropolitan/intra-urban corridors serve to guide urban development, to link parts of the city/town, to focus public transport, and to provide a framework within which densification can occur. Local Development Plans should distinguish between routes which serve the purposes of mobility, and where high speed movement is to be preserved, and those serving the purpose of accessibility, where a higher density of economic activity may occur. Development along mobility routes should be confined to the ‘beads on a string’ principle, and without direct access from the road, but more intense and continuous development, offering direct access from the road, could be permitted on more intensive accessibility routes, where alternative high speed routes exist. Local Development Plans should indicate the nature of routes within corridors (mobility vs. accessibility), the form development may take (beads on a string vs. continuous development; indirect vs. direct access), and the kinds of activity which will be permitted. Where corridors are used to link distant areas, with considerable open land in between (such as old townships with town centres), plans should indicate how growth along the corridor is to be managed.

	<ul style="list-style-type: none"> ▪ Local corridors offer significant opportunities for small business development, and for intensely urban activities. Where appropriate, these routes could take the form of a ‘high street’, where continuous linear development and direct access from the road is permitted. Although predominantly urban, they have applicability within deep rural contexts, off regional/sub-regional routes, where vehicle densities are low, and roads serve to focus for economic activity. Nodal development along such rural routes should however, be encouraged through the location of public services.
Development Parameters	<ul style="list-style-type: none"> □ Mixed use
Prohibited Uses	<p>Any use that may be considered non-compliant or intrusive and that does not support the intent and objectives of this Land Use District.</p>
Development Requirements	<ul style="list-style-type: none"> □ In general, the concept of development through ‘beads on a string’, i.e. the development of high intensity nodes along routes, is preferred, but continuous development could be permitted within some local and metropolitan/intra-urban corridors. Over time, high intensity uses may spread along corridors. □ In considering development of corridors, the Municipality shall consider the following: <ul style="list-style-type: none"> ▪ The types of land uses to be encouraged and the appropriate zoning. ▪ The impact of the designation of the corridor or route on residential amenity. ▪ The impact of the corridor or route on access to economic opportunities and employment. ▪ The impact of the corridor or route on the natural and built environment. ▪ Its contribution to the efficient use of transportation and other bulk infrastructure. ▪ Trade-offs between the transport function and the generation of economic activity. ▪ The spread of the social and economic costs and benefits. ▪ The impact on the personal safety of users. ▪ The manner in which pedestrian access to and movement along the corridor or route is managed. ▪ The contribution of the corridor or route to the development of an efficient public transport system. ▪ The manner in which the corridor or route contributes to a more rational built form. □ Where applicable the provisions of any existing Town Planning Scheme shall apply until replaced by a fully fledged and approved LUMS. □ Town Planning will adopt a holistic approach and include adequate planning for people with disabilities and environmental constraints. □ An EIA shall be undertaken for any development located in an identified ecologically sensitive area or if otherwise required so by the Ulundi Municipality.
Environmental Guidelines	<ul style="list-style-type: none"> □ Open spaces, ecologically sensitive area and heritage resources will be properly identified and conserved within the context of the Ulundi Spatial Framework. □ No development will be permitted in or on flood plains, watercourses and wetlands.

5.3.4 Development Framework Plan Areas

Statement of Intent	These Districts encompass areas for which more detailed Development Framework Plans need to be formulated as a prerequisite for the formulation and approval of appropriate levels of Planning Schemes within the context of the Ulundi LUMS.
Objectives	<ul style="list-style-type: none"> <input type="checkbox"/> The formalisation of identified areas. <input type="checkbox"/> The creation of order in the settlement pattern through the formulation of Development Frameworks Plans (DFPs) for these areas. <input type="checkbox"/> Establishing a “footprint” for these areas, with surveyed erven, a formal road layout and hierarchy and land use allocation for non-residential purposes and social services. <input type="checkbox"/> Ensuring that these areas are functionally and physically part of the urban system.
Development Parameters	<input type="checkbox"/> Mixed use
Prohibited Uses	Any use that may be considered non-compliant or intrusive and that does not support the intent and objectives of this Land Use District.
Development Requirements	<ul style="list-style-type: none"> <input type="checkbox"/> Where applicable the provisions of any existing Town Planning Scheme shall apply until replaced by a fully fledged and approved LUMS. <input type="checkbox"/> Town Planning will adopt a holistic approach and include adequate planning for people with disabilities and environmental constraints. <input type="checkbox"/> An EIA shall be undertaken for any development located in an identified ecologically sensitive area or if otherwise required so by the Ulundi Municipality. <input type="checkbox"/> The following criteria shall be taken into consideration in the preparation and evaluation of development proposals: <ul style="list-style-type: none"> ▪ Accessibility to urban amenities such as transport, commercial and social services. ▪ The cost effectiveness of the development in terms of the provision and maintenance of infrastructure. ▪ The availability of bulk infrastructure required to service proposed development and the cost implications and responsibility for providing it. ▪ The relationship between residential development and places of work. ▪ The impact of a development on the surrounding area. ▪ Establishing a sense of place as opposed to monotonous urban environments. ▪ The creation of sustainable development from an economic, social and ecological point of view. ▪ The proposed expansion of an urban area into vacant or largely undeveloped land on the periphery of an urban area, shall not be supported unless the it can be shown that the land will be needed for development purposes within the following five years.
Environmental Guidelines	<ul style="list-style-type: none"> <input type="checkbox"/> Open spaces, ecologically sensitive area and heritage resources will be properly identified and conserved within the context of the Ulundi Spatial Framework. <input type="checkbox"/> No development will be permitted in or on flood plains, watercourses and wetlands.

5.3.5 Existing Town Planning Scheme Area

Statement of Intent	This District is intended to mitigate the negative impact of urban sprawl by encouraging the planning of co-ordinated, harmonious, sustainable and compact urban environments. This would apply specifically to the town of Ulundi and its surrounding rural peripheral area.
Objectives	<ul style="list-style-type: none"> <input type="checkbox"/> To facilitate the establishment of planned urban environments. <input type="checkbox"/> To promote sustainable development. <input type="checkbox"/> To encourage the protection of sensitive environmental and agricultural areas. <input type="checkbox"/> To ensure that ad hoc developments on the urban periphery do not impact negatively on the development of quality and efficient environments. <input type="checkbox"/> To ensure effective and efficient social, engineering and other services. <input type="checkbox"/> To maximising development opportunities within appropriate urban areas. <input type="checkbox"/> To facilitate the efficient utilisation of existing resources, services and facilities. <input type="checkbox"/> To contribute to the appropriate restructuring of the urban environment. <input type="checkbox"/> To lead to an improved quality of life.
Development Parameters	<input type="checkbox"/> Mixed use
Prohibited Uses	Any use that may be considered non-compliant or intrusive and that does not support the intent and objectives of this Land Use District.
Development Requirements	<ul style="list-style-type: none"> <input type="checkbox"/> The provisions of any existing Town Planning Scheme shall apply until replaced by a fully fledged and approved LUMS. <input type="checkbox"/> Town Planning will adopt a holistic approach and include adequate planning for people with disabilities and environmental constraints. <input type="checkbox"/> An EIA shall be undertaken for any development located in an identified ecologically sensitive area or if otherwise required so by the Ulundi Municipality. <input type="checkbox"/> The following criteria shall be taken into consideration in the preparation and evaluation of development proposals: <ul style="list-style-type: none"> ▪ Accessibility to urban amenities such as transport, commercial and social services. ▪ The cost effectiveness of the development in terms of the provision and maintenance of infrastructure. ▪ The availability of bulk infrastructure required to service proposed development and the cost implications and responsibility for providing it. ▪ The relationship between residential development and places of work. ▪ The impact of a development on the surrounding area. ▪ Establishing a sense of place as opposed to monotonous urban environments. ▪ The creation of sustainable development from an economic, social and ecological point of view. ▪ The proposed expansion of an urban area into vacant or largely undeveloped land on the periphery of an urban area, shall not be supported unless the it can be shown that the land will be needed for development purposes within the following five years. ▪ The potential to densify different areas, particularly in development corridors. ▪ The likely impact on existing infrastructure, affected communities and the environment. ▪ The integration of densified areas into the broader urban environment and the integration of peripheral areas. ▪ The promotion of higher densities within nodes, corridors and transport routes. ▪ The use of vacant developable or underutilised land excluding designated public open space. ▪ The sustainability of densified areas in terms of affordability and manageability. ▪ Improved access to, or upgrading of existing social and physical infrastructure.

	<ul style="list-style-type: none"> ▪ The creation of visually improved and acceptable urban environments; ▪ The contribution to local economic development. ▪ The contribution to more effective utilisation of public transport and reduced travel and time costs. ▪ That adequate provision is made for social facilities in areas of densification.
Environmental Guidelines	<ul style="list-style-type: none"> □ Open spaces, ecologically sensitive area and heritage resources will be properly identified and conserved within the context of the Ulundi Spatial Framework. □ No development will be permitted in or on flood plains, watercourses and wetlands.

5.3.6 Nodes

Statement of Intent	The development and management of land for the provision of the primary activity focus or a number of foci in urban areas where provision is made for commercial, trade, office, administration, cultural, residential and low impact industrial activities and developments. This is a District which defines and sets aside land for the development of the major activity focus or foci of urban areas where the fullest possible range of development is allowed and encouraged to locate
Objectives	<ul style="list-style-type: none"> □ To optimise the opportunity for exchange while minimising transaction costs. □ To optimise access to urban opportunities. □ To support and promote mixed land use development at a fine grain. □ To reduce travel distances and costs. □ To promote competitiveness between land uses and economic activities, thereby spiralling economic development. □ To encourage the development of a typical central business district focus to accommodate a full range of compatible land uses including light industry. □ To provide design and economic mechanisms that encourage the appropriate development of compatible land uses to form a focal point. □ To ensure that the spatial development and sustained functioning of the core mixed use area is supported by the appropriate levels of transportation and pedestrian access ways.
Development Parameters	<p>Mixed uses with specific focus on creating a hierarchy of nodes as follows:</p> <ul style="list-style-type: none"> □ Ulundi: Regional Node functioning as the urban core and economic heart of the area and providing in the needs of the broader municipal area and region. The following uses shall be permitted: <ul style="list-style-type: none"> ▪ Institutional functions and services e.g. higher order local authority offices, provincial and national government main offices; ▪ Economic services e.g. higher order secondary and tertiary sector activities; and ▪ Social services e.g. higher order social service head offices and core functions. □ Mpungamhlope, Ceza, Nqulwane, Babanango and Mahlabathini: Emerging settlements functioning as district nodes and providing in needs of local population and large surrounding rural areas. The following uses shall be permitted: <ul style="list-style-type: none"> ▪ Social and community facilities e.g.(health, education, recreation, pension payout points ; and ▪ Basic retail facilities for daily needs. □ Stedhan-Dlede, Nhlazatshe, Mhlahlane, Ntinini, Ezimfabeni and Zungu TA: Tertiary nodes providing in the needs of the surrounding rural areas. The following uses shall be permitted specifically within the context of developing Rural Service Centres: <ul style="list-style-type: none"> ▪ Social and community facilities e.g.(health, education, recreation, pension payout points ; and ▪ Basic retail facilities for daily needs. □ Other uses associated with Nodes include: <ul style="list-style-type: none"> ▪ Craft/Flea markets

	<ul style="list-style-type: none"> ▪ Informal trading areas ▪ Modal interchanges ▪ Places of entertainment
Prohibited Uses	Any use that may be considered non-compliant or intrusive and that does not support the intent and objectives of this Land Use District.
Development Requirements	<ul style="list-style-type: none"> □ Where applicable the provisions of any existing Town Planning Scheme shall apply until replaced by a fully fledged and approved LUMS. □ Town Planning will adopt a holistic approach and include adequate planning for people with disabilities and environmental constraints. □ An EIA shall be undertaken for any development located in an identified ecologically sensitive area or if otherwise required so by the Ulundi Municipality. □ The following criteria shall be taken into consideration in the preparation and evaluation of development proposals: <ul style="list-style-type: none"> ▪ Accessibility to urban amenities such as transport, commercial and social services. ▪ The cost effectiveness of the development in terms of the provision and maintenance of infrastructure. ▪ The availability of bulk infrastructure required to service proposed development and the cost implications and responsibility for providing it. ▪ The relationship between residential development and places of work. ▪ The impact of a development on the surrounding area. ▪ Establishing a sense of place as opposed to monotonous urban environments. ▪ The creation of sustainable development from an economic, social and ecological point of view. ▪ The promotion of higher densities within nodes, corridors and transport routes. ▪ The use of vacant developable or underutilised land excluding designated public open space. ▪ The sustainability of densified areas in terms of affordability and manageability. ▪ Improved access to, or upgrading of existing social and physical infrastructure. ▪ The creation of visually improved and acceptable urban environments. ▪ The contribution to local economic development. ▪ The contribution to more effective utilisation of public transport and reduced travel and time costs. ▪ That adequate provision is made for social facilities in areas of densification. □ Where possible the development of commercial and other types of land uses in this mixed use District should be done in a way that adds to the amenity and aesthetic value of the area. Public spaces must be planned in a way to preserve an “open-market” atmosphere with appropriate landscaping and urban design elements.
Environmental Guidelines	<ul style="list-style-type: none"> □ Open spaces, ecologically sensitive area and heritage resources will be properly identified and conserved within the context of the Ulundi Spatial Framework. □ No development will be permitted in or on flood plains, watercourses and wetlands.

5.3.7 Residential

Statement of Intent	The provision and management of land for residential development, which comprises a range of housing types and appropriate ancillary uses. A residential District provides for a range of housing types together with a limited number of compatible land uses required to service everyday needs.
Objectives	<ul style="list-style-type: none"> <input type="checkbox"/> To provide adequate land for residential purposes where small scale low impact ancillary uses are permitted. <input type="checkbox"/> To create integrated, safe and sustainable residential environments for all communities.
Development Parameters	<ul style="list-style-type: none"> <input type="checkbox"/> All residential types <input type="checkbox"/> Bed & Breakfast establishments <input type="checkbox"/> Camping grounds and caravan parks <input type="checkbox"/> Crèches and day care centres <input type="checkbox"/> Guest houses <input type="checkbox"/> Home business <input type="checkbox"/> Hotels <input type="checkbox"/> Open space
Prohibited Uses	Any use that may be considered non-compliant or intrusive and that does not support the intent and objectives of this Land Use District.
Development Requirements	<ul style="list-style-type: none"> <input type="checkbox"/> Where applicable the provisions of any existing Town Planning Scheme shall apply until replaced by a fully fledged and approved LUMS. <input type="checkbox"/> Town Planning will adopt a holistic approach and include adequate planning for people with disabilities and environmental constraints. <input type="checkbox"/> An EIA shall be undertaken for any development located in an identified ecologically sensitive area or if otherwise required so by the Ulundi Municipality.
Environmental Guidelines	<ul style="list-style-type: none"> <input type="checkbox"/> Open spaces, ecologically sensitive area and heritage resources will be properly identified and conserved within the context of the Ulundi Spatial Framework. <input type="checkbox"/> No development will be permitted in or on flood plains, watercourses and wetlands.

5.3.8 Service Centres and Rural Service Centres

Statement of Intent	This District is intended for the provision and development of land and buildings associated with public and private service providers and administrative or government functions including education, health, pension offices, museums, libraries, correctional facilities and community halls. In rural areas provision is specifically made for such services and amenities through the introduction of Rural Service Centres as envisaged in the Ulundi IDP.
Objectives	<ul style="list-style-type: none"> <input type="checkbox"/> To provide an adequate number of accessible, social and civic facilities to meet the needs of communities in the fields of health, education social and cultural services. <input type="checkbox"/> To develop Rural Service Centres in the rural areas as the primary focus of the provision of social and community services and amenities within rural Ulundi. <input type="checkbox"/> To ensure that such facilities are designed to address the special needs of physically challenged, the elderly, women, and children.
Development Parameters	<ul style="list-style-type: none"> <input type="checkbox"/> Cemeteries <input type="checkbox"/> Clinics <input type="checkbox"/> Crèches and day care centres <input type="checkbox"/> Educational uses <input type="checkbox"/> Government or municipal uses <input type="checkbox"/> Hospitals <input type="checkbox"/> Institutional uses <input type="checkbox"/> Places of worship <input type="checkbox"/> Police stations <input type="checkbox"/> Rural Service Centres
Prohibited Uses	Any use that may be considered non-compliant or intrusive and that does not support the intent and objectives of this Land Use District.
Development Requirements	<ul style="list-style-type: none"> <input type="checkbox"/> Where applicable the provisions of any existing Town Planning Scheme shall apply until replaced by a fully fledged and approved LUMS. <input type="checkbox"/> Town Planning will adopt a holistic approach and include adequate planning for people with disabilities and environmental constraints. <input type="checkbox"/> An EIA shall be undertaken for any development located in an identified ecologically sensitive area or if otherwise required so by the Ulundi Municipality. <input type="checkbox"/> Around civic and social buildings and facilities the design should be such that access is easy and welcoming with appropriate shady waiting areas for those buildings where it is necessary.
Environmental Guidelines	<ul style="list-style-type: none"> <input type="checkbox"/> Open spaces, ecologically sensitive area and heritage resources will be properly identified and conserved within the context of the Ulundi Spatial Framework. <input type="checkbox"/> No development will be permitted in or on flood plains, watercourses and wetlands.

5.3.9 Traditional Settlement

Statement of Intent	The provision of land for the development of traditional settlement in a sustainable manner and in accordance with relevant national and provincial laws and policies. This is a District for the development and management of land under the administration of the Tribal and Local Authorities and which is primarily for housing, or residential usage including traditional homesteads and Umuzi's, and includes limited cropping and ad hoc grazing.
Objectives	<ul style="list-style-type: none"> <input type="checkbox"/> To provide a mechanism to delineate areas where the primary use is settlement or residential development in Tribal Authority and rural settlement areas. <input type="checkbox"/> To ensure that settlement occurs in appropriate locations without compromising agricultural resources, environmental considerations or local economic opportunities, e.g. tourism.
Development Parameters	<ul style="list-style-type: none"> <input type="checkbox"/> Traditional agricultural uses <input type="checkbox"/> Scattered residential, including Umuzi or traditional dwellings
Prohibited Uses	Any use that may be considered non-compliant or intrusive and that does not support the intent and objectives of this Land Use District.
Development Requirements	<ul style="list-style-type: none"> <input type="checkbox"/> Where applicable the provisions of any existing Town Planning Scheme shall apply until replaced by a fully fledged and approved LUMS. <input type="checkbox"/> Town Planning will adopt a holistic approach and include adequate planning for people with disabilities and environmental constraints. <input type="checkbox"/> An EIA shall be undertaken for any development located in an identified ecologically sensitive area or if otherwise required so by the Ulundi Municipality.
Environmental Guidelines	<ul style="list-style-type: none"> <input type="checkbox"/> Open spaces, ecologically sensitive area and heritage resources will be properly identified and conserved within the context of the Ulundi Spatial Framework. <input type="checkbox"/> No development will be permitted in or on flood plains, watercourses and wetlands.

6. PRELIMINARY GUIDELINES TO THE APPLICATION THEREOF

6.1 INTRODUCTION

The procedures for implementing this LUMF essentially outline the processes followed with development applications. This LUMF is drawn up with a view to finalise a fully fledged and appropriate LUMS for Ulundi. It should be understood that development cannot be halted or postponed in the absence of such a LUMS. These procedure provide interim guidelines for dealing with the realities of continued development and conservation on a sustainable level and will in due course be replaced by the procedures provided in the Ulundi LUMS in terms of which detailed planning schemes will be formulated and adopted for the entire municipal area.

6.2 PRINCIPLES THAT UNDERPIN THESE GUIDELINES

In the spirit of co-operative governance it is important that all stakeholders and role-players agree to the LUMF, its underlying principles and application in respect of the Land Use districts outlined in the previous Section.

When considering any application for development within the context of this LUMF for the Ulundi Municipality the following principles need to adhered to:

6.2.1 Sustainability

Sustainability can be defined as the ability to achieve equity (balancing of competing demands on land) and efficiency (effective allocation and distribution of resources such as land, resources, and skills) on an ongoing basis without damaging the natural resource base. In other words it means living, working and behaving in a way that will sustain the integrity and bio-diversity of the local, and national ecosystem through:

- Protecting the environmental resources such as vegetation and environmentally sensitive areas, during future development.
- Ensuring that sufficient natural resources such as water and land are available for future expansion.
- Ensuring economical, affordable, and variable service provision schemes.
- Creating an investor friendly environment.

The LUMF supports the practical implication of this principle in a number of ways. First, a balance must be sought between the principles of lateral growth and conservation. Although containing urban sprawl has the benefit of protecting valuable scenic and agricultural resources, it cannot be done at the detriment of the economy as a whole. The LUMF also seeks to redress past imbalances through focused public investment. This in turn should assist in improving social justice and encouraging more economic activity in these areas. This LUMF supports the creation of quality urban and rural environments and is also directly aimed at improving the opportunities for social and economic growth. Spatially, the LUMF aims at defining and protecting important natural areas and systems upon which the life of the region depends.

6.2.2 Efficiency

Cities that understand their competitive position, and move wisely and quickly to capitalize on their comparative advantage, can expect economic returns. Small percentage gains in some of these areas over a number of decades for cities that undertake a move towards a more efficient administration, can translate into very large value added. Also, municipalities that plan their strategic moves in appropriate timeframes can expect to waste fewer resources on “catching up” with rapid growth and poorly sited facilities and services. Many cities (internationally) have shown that a well- managed growth can extend services to low income populations in a way, which allows

graduation to higher standards of service in accordance with public and private capacity to pay for services provided.

In this context, this principle also refers to the most efficient use of human, financial, institutional and environmental resources to the betterment of society as a whole. In practice, the following principles need to be adhered to at the applicable levels of implementation:

- Layout of informal settlements needs to be formalised, to ensure effective service provision.
- Planning for engineering services needs to be done well in advance to ensure optimal provision levels.
- Optimum utilisation of services and social facilities.
- An overall land use management system to be developed and implemented for the whole municipal area.

6.2.3 Integration

The aim of municipal integration in general, and urban integration specifically, is to create a mutually supportive mix of activities. In aiming to integrate urban areas, a complimentary mix of activities must be achieved. The location of inappropriate or conflicting activities in close proximity is not supported. However, through appropriate design it is sometimes possible to have potentially non-compatible land-uses in close proximity. The following principles are relevant in this regard:

- Integration between urban and rural settlements (urban-rural interface) where the urban area offers markets and investment opportunities to the products of the rural and surrounding areas.
- Promoting the availability of residential and employment opportunities in close proximity to each other. Thus, mixed land uses co-ordinated through the land-use management system.
- Promoting a diverse combination of land uses within the city, but still improving the quality of life of the residents.
- Promoting affordable and appropriate housing in areas close to existing economic, social and transportation opportunities. This applies particularly to vacant pockets of under-utilised land close to the city centre that should be redeveloped to include mixed uses and a strong affordable housing component.
- Promoting a mutually supportive mix of residential, recreational, commercial and employment opportunities. This applies specifically to the development corridors, and appropriate nodes. Higher densities and mixed land-uses along the corridors are aimed at creating a more sustainable compact urban form that enables people to live closer to places of work, business, recreational and social facilities and services.
- Developing an effective, efficient and equitable transport system (including rural areas) to better link jobs, housing and other urban opportunities with particular emphasis on public transport.

Linked to the above points is the recognition that the study area must be made to work for the person on foot and using public transport. This means that all new developments must be accessible by means of walking, through taxi's, and by public transport in general.

6.3 INTERIM DEVELOPMENT APPLICATION PROCEDURES

The interim procedures for any development application is set out below. All authorities vetting the applications at any stage will be doing so in terms of this LUMF and the guidelines and mechanisms which go with this Plan. All applications are subject to some kind of public comment or consultation process, giving anyone the opportunity to comment on application. Particular note should however be made of consulting with existing community structures such as Ward committees, business or residents' associations about proposed development. The application must go through all the relevant authorities to seek permission for the proposed use and the following criteria must be applied when considering the application:

6.3.1 Compliance with the Ulundi LUMF Land Use Districts

Is the proposed application in accordance with the guidelines and mechanisms outlined in Section 5 of the Ulundi LUMF?

6.3.2 Land Ownership

Is the applicant the owner of the property? If not, has the consent of the registered owner been obtained? If not, the responsible authority may not consider the application.

6.3.3 Need and Desirability

All applications must set out the need and desirability of the proposed development. This need and the desirability must be assessed as set out in Section 6.4 that follows.

6.3.4 Compliance with the Ulundi IDP

Is the proposed application in accordance with:

- the general or directive principles of land development contained in national legislation;
- the vision and policy guidelines as contained in the Ulundi IDP;
- the with spatial framework as contained in the Ulundi IDP?

If not, has an application been made to amend the Ulundi IDP and has it been approved? The responsible authority may not approve applications that are not in conformity with the IDP.

6.3.5 Environmental Considerations

Is the proposed application in close proximity to Environmental Management Areas or other ecologically sensitive areas? Is the proposed development within the earth's ecological limits or carrying capacity? (especially with regard to steeply sloping land, geotechnically and geologically unstable ground, water features, drainage lines, river catchments, indigenous fauna and flora, other sensitive landscapes).

- The proposed application must ensure that no environmental degradation occurs. Ecologically sensitive areas should be protected. Water courses and wetlands should be managed and conserved, with careful consideration given to the impact on groundwater.
- Can adequate mitigating measures be put into place to protect the ecologically sensitive areas? If not, the responsible authority should not approve the application.
- Intensive farming should not occur on land steeper than 1:6.
- Propose land uses involve steeply sloping land (>1:3) should be carefully evaluated in terms of the proposed land use.

6.3.6 Provision of Services

Does the application demonstrate self-sufficiency with regard to service provision, i.e. water, electricity, sanitation, roads, refuse, etc. If not, the responsible authority should not approve the application.

6.3.7 High Value Agricultural Land

Does the application involve high value agricultural land? The proposed land use or subdivision should not take high value agricultural land out of agricultural use.

6.3.8 Historical and Cultural Considerations

Is the proposed application in close proximity to or involve areas of historical cultural significance, e.g. Bushman Paintings, Battle Fields, cemeteries, etc? The proposed application must ensure that no degradation occurs and that adequate mitigating measures can be put into place to protect the these sensitive areas.

6.3.9 Social Considerations

Does the proposed application improve the social infrastructure, e.g. education, health, etc.? Where it can be shown that the application improves such social infrastructure and that is would be of benefit to the greater community, the responsible authority may waive certain criteria subject to appropriate controls or mitigating measures.

6.3.10 Comments from other Government Departments

Is the proposed development acceptable to the relevant Government Departments consulted? If not, do they have valid grounds for an objection? If yes, can adequate mitigating measures be put into place to address the objections? If not, the responsible authority should not approve the application.

6.3.11 Neighbours and Other Interest Groups Comments

Is the proposed development acceptable to the neighbours and other interest groups? If not, do they have valid grounds for an objection? If yes, can adequate mitigating measures be put into place to address the objections? If not, the responsible authority should not approve the application.

6.3.12 Compatibility of proposed land use

Is the proposed development compatible with the surrounding land uses? If not, can adequate mitigating measures be put into place to protect the amenity of the surrounding uses? If not, the responsible authority should not approve the application.

6.3.13 Urban Land Uses

Would the development not be better located on undeveloped land within a formal urban area (in a town). In considering any application the responsible authority needs to take into consideration the potential impact of the proposed development on existing zoned land within the Urban Scheme areas. It is important that, as far as is reasonably possible, urban developments should take place in urban areas where it would be more easily “managed” by the responsible authority. This is also important to ensure that the integrity of existing zoned urban areas and the rural areas are not undermined.

6.3.14 Other Statutory Requirements

Is an approval required in terms of any other law or statutory requirement, or is there a restrictive condition of Title? If yes, has an application been lodged and approved? Dependent of the requirement the responsible authority may approve an application subject to the applicant obtaining the necessary approval before commencing the development or use.

6.3.15 Subdivisional Considerations

Does the application involve subdivision? In the case of a subdivision application, is a change in land use contemplated and has the necessary application been lodged and approved? Where a change in land use is contemplated no application for subdivisional approval shall be granted unless the applicant has first obtained the necessary approval for such change in land use, provided that such applications may be considered simultaneously.

6.3.16 Minimum Lot Size Requirements

Does the proposed subdivision comply with the minimum requirements for land use zone within which it is located? There will be cases where the proposed land use and associated subdivision could be permitted on lots below the prescribed minimum. The responsible authority may also grant its consent to the subdivision of an existing property to create a subdivision less than the minimum Lot size in order to facilitate the establishment of a non-agricultural use where it deems the remainder to be agriculturally or environmentally sustainable or the remainder is consolidated with an adjoining Lot to form an agriculturally or environmentally sustainable unit.

6.4 ASSESSMENT OF NEED AND DESIRABILITY

The goal of assessing the need and desirability of any proposed development is to ensure that land use development proposals are necessary for development purposes and desirable in the public interest, resulting in sustainable land utilisation which is publicly acceptable and relevant in terms of overall economic growth and development, convenience and benefit at all levels.

The purpose of the KwaZulu-Natal Planning and Development Act No.5 of 1998 is to facilitate the coordinated, harmonious and sustainable use of land so as to ensure the rational utilisation and development of resources. Need and desirability is a fundamental principle of this Act. Planning and development proposals shall therefore be tested against whether they are necessary for development purposes and whether they will be desirable in terms of the overall public good.

They shall be guided by the directive principles contained in the draft Land Use Bill and the general principles of land development contained in the Development Facilitation Act No.67 of 1995, the KwaZulu-Natal Planning and Development Act No.5 of 1998 and the following principles;

- A proposed development shall recognise the social, economic, community or other needs of people who will be directly affected and shall seek to minimise any negative impact on the existing built and natural environment;
- The preparation and evaluation of a proposed development shall be advised by appropriate levels of expertise;
- Development proposals shall be based on an ethic of sustainable environmental use and the principles of integrated environmental management;
- The promotion of integrated social, economic and physical aspects of land development;
- The promotion of integrated and mutually supportive development in rural and urban areas ;
- The promotion of residential and employment opportunities in close proximity to each other;
- Optimising the use of existing resources, facilities and infrastructure;
- The promotion of a diverse combination of land uses and opportunities for land ownership;
- Discouraging urban sprawl;
- Contributing to the remedying of historically distorted spatial settlement and land use patterns;
- Encouraging environmentally sustainable land use and development practices and processes; and
- Ensuring public involvement and spatial integration.

Planning and development proposals shall:

- Recognise ecological inter-dependence, avoid hazards and respect uniqueness and regionalism;
- Enhance a sense of place;
- Be within fiscal, institutional and administrative means of a Municipality or the State;
- Be affordable and promote viable communities.

It must be clearly demonstrated that provision can be made for the efficient and cost-effective rendering of services which are essential for the proper functioning of a proposed development or

land use. This includes the provision of water, sewerage and waste water disposal, storm water disposal, solid waste removal and power.

The result of planning and development proposals must be capable of being managed to create a climate of investment confidence and reasonable expectation in terms of investment, whilst reflecting actual demand as opposed to land speculation. Moreover it needs to protect collective and private rights and promote the public good by accommodating flexibility to the extent that it does not compromise any principle established in these guidelines.

The preparation, evaluation and approval of planning and development applications must ensure that national, provincial and local government requirements and inputs are co-ordinated to minimise conflicting demands on scarce resources.

A procedural flow chart is attached as **Annexure B**. This indicates the likely process that any land use application submitted within the context of this Ulundi LUMF has to follow in order to be successfully considered and approved.

7. WAY FORWARD

As previously stated, this is an interim land use management tool and need to take forward to the level of a fully fledged LUMS with uniform application throughout the Ulundi municipal area. To achieve this it is essential that the following be undertaken:

- The formulation and approval of a Comprehensive Planning Scheme for the Ulundi Complex. This Planning Scheme will consist of a whole range of different land use zones as well as more detailed districts and management areas within these zones.
- The formulation and approval of Primary Planning Schemes for Babanango and Mpungamhlophe. These Planning Schemes will be less detailed than the Comprehensive Planning Scheme but will address a reasonable level of land use management through the use of a limited number of Land Use Zones and Districts.
- The formulation and approval of Elementary Planning Schemes for Ceza, Nqulwane, Stedhan-Dlede, Nhlazatshe, Mhlahlane, Ntinini, Ezimfabeni and the Zungu TA. These areas would in likelihood require a basic level of land use management and the Planning Schemes of these areas would contain a limited number of Land Use Districts or defined land use areas.
- The formulation and approval of a Rural Planning Scheme for the remainder of the Ulundi area. This level of Planning Scheme may comprise of only a few different land use zones and would comprise a range of Zones, Districts, Management Areas and Special Zones.

These Planning Schemes need to be formulated within the framework and context provided by this Ulundi LUMF document.