

5. SPATIAL DEVELOPMENT FRAMEWORK

SPATIAL DEVELOPMENT FRAMEWORK FOR THE BIG 5 FALSE BAY LOCAL MUNICIPALITY

The following maps should be viewed in the context of this section of the report:

1. Population Density
2. Community Facilities
3. Spatial Development Framework

A Spatial Development Framework (SDF) is a sector plan of a municipal IDP (Integrated Development Plan). The SDF is the visual representation of a municipality's vision, goals and strategies. As such, it is essentially a forward planning document that should not only reflect the current reality but also future development options, i.e. the SDF should be used to guide decision making as well.

In terms of the Municipal Structures Act (Act No. 23 of 2001) the spatial development framework should also "include the provision of basic guidelines for a land use management system for the municipality".

5.1 GUIDING PRINCIPLES

The review of the Big 5 False Bay Municipality SDF should be undertaken with due consideration of a number of principles that are borne in legislation and policies. These principles are summarized hereunder:

- o Balance between urban and rural land development.
- o Urban and rural areas should be developed in support of each other.
- o The discouragement of urban sprawl by encouraging settlement on serviced land within existing nodes.
- o The direction of new development towards logical infill areas.
- o Rural settlements should be developed to an acceptable standard of services and infrastructure.
- o Compact urban form is desirable.
- o Development should integrate social, economic, institutional and environmental aspects.
- o Sensitive, vulnerable, highly dynamic or stressed ecosystems require specific attention in management and planning procedures, especially where they are subject to significant human resource usage and development pressure.
- o Development should be within limited resources (financial, institutional and physical).
- o Stimulate and reinforce cross boundary linkages, i.e. between the Municipality, conservation areas and the Greater St Lucia Wetland Park.
- o A Spatial Development Framework (SDF) should indicate areas where strategic intervention is required and should act as marketing tool to indicate where development can be promoted.

Very importantly, a balanced settlement pattern has to be established in order to improve the provision of public administrative and economic services to outlying rural areas.

5.2 DEVELOPMENT CONTEXT

The Big 5 False Bay Municipality is situated directly north of the Mtubatuba Municipality and it stretches as far north as the Mkuze game Reserve, with the Hlabisa Municipality comprising its western boundary and the Greater St Lucia Wetland Park/False Bay Park its eastern boundary.

The Big 5 False Bay Municipal area can be divided into three distinct portions, namely. The private game farms, the three tribal authorities and the commercial farm land.

The population settlement density is generally below 150 people per km². A higher population density is found in Ward 1 (Makasa Traditional Authority area). Higher densities are also found at the rural nodal areas (identified in the previous IDP SDF) of Mngobokasi, Nibela and KwaMduku.

Specific locational/spatial characteristics are evident that have shaped the spatial development of the Big 5 False Bay Municipality. These include:

- o Accessibility

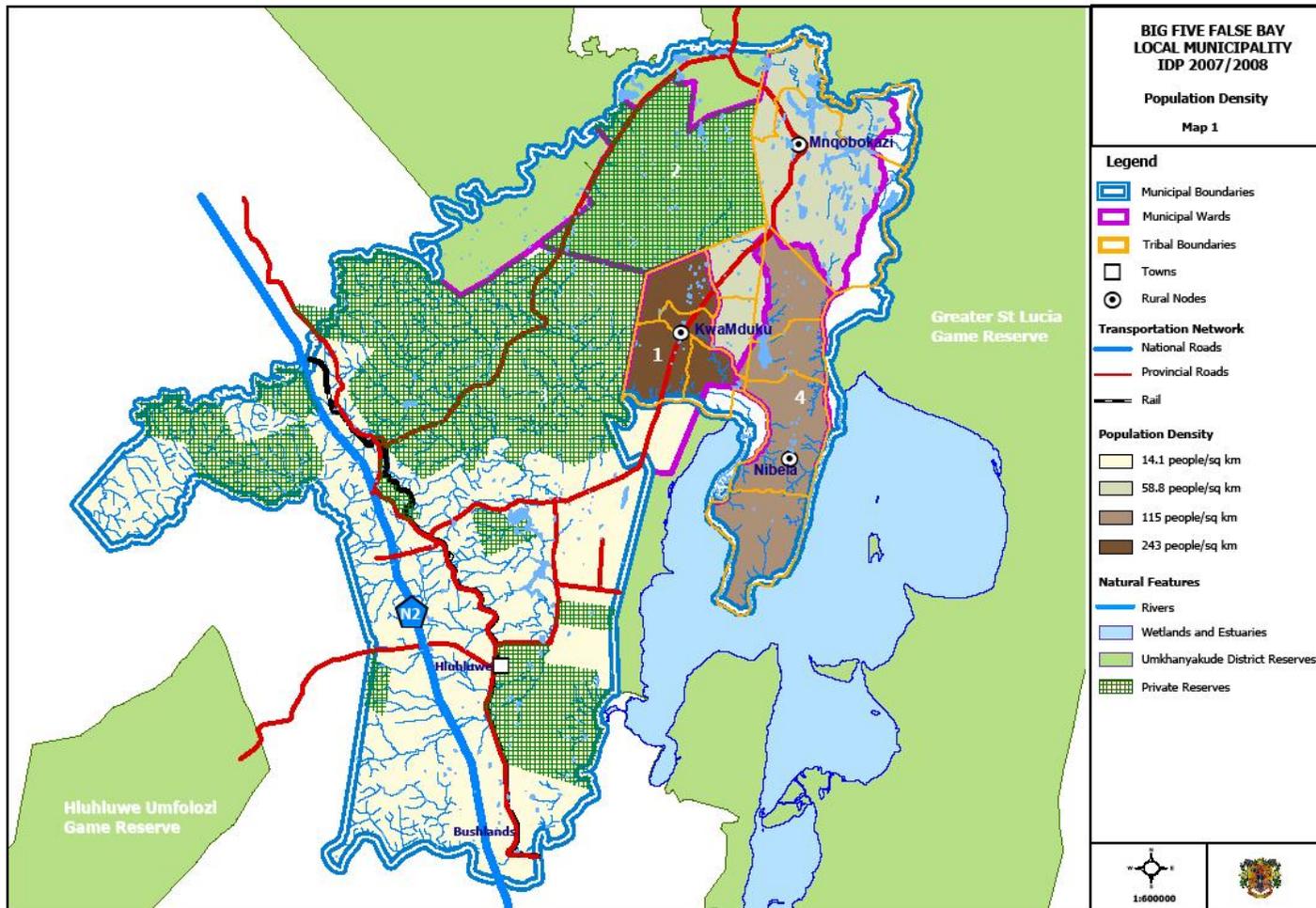
The N2 is the main link between Durban, the KZN North Coast, Gauteng and Mpumalanga. It traverses the area on the west. The SDI road to Mbazwana and Manguzi is the main access to the eastern portion of the municipality. Sandy soil conditions in the Big 5 False Bay area complicate access and many roads are not accessible during the rainy season.

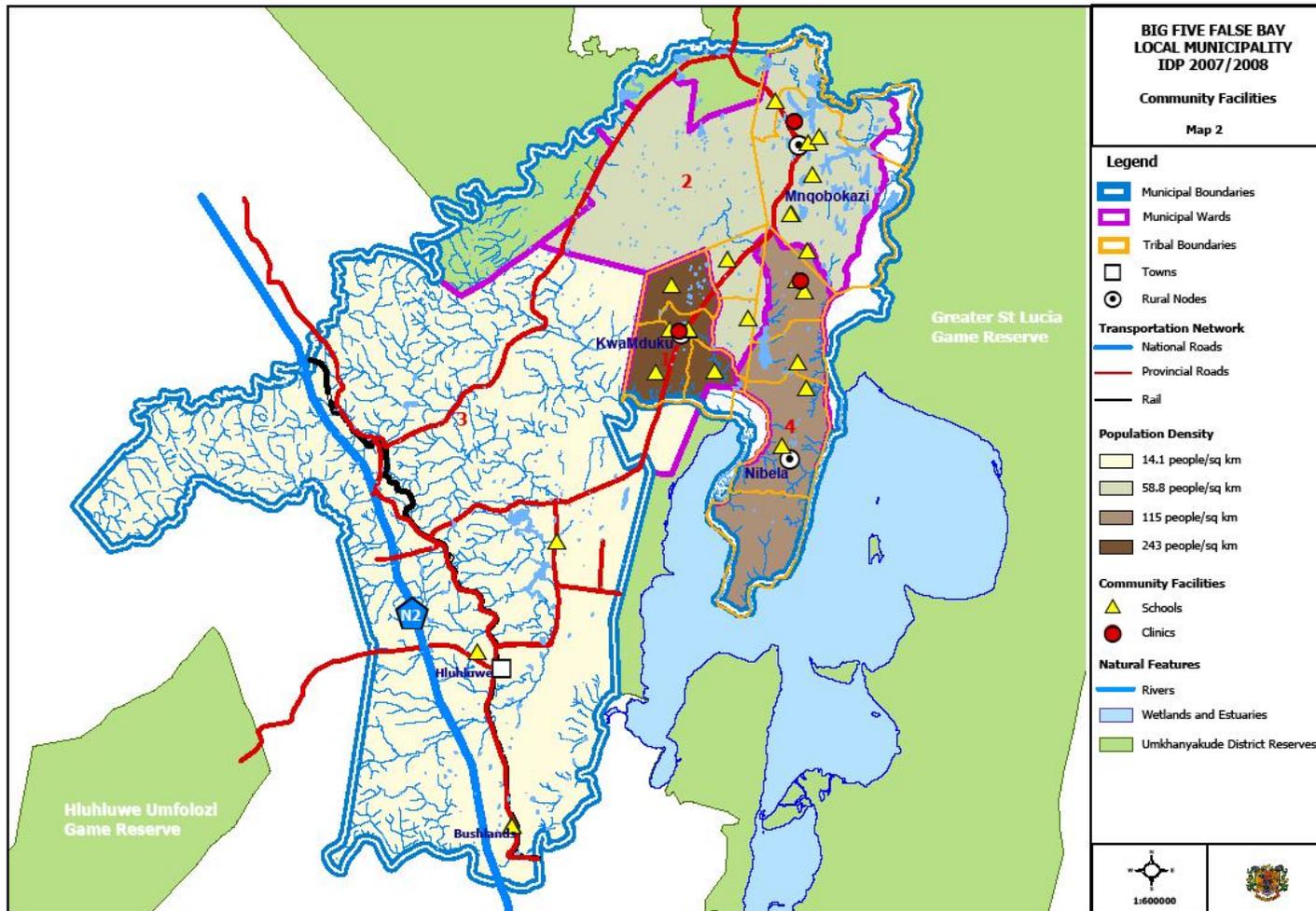
- o Agglomeration

The development in the Traditional Authority (TA) areas, i.e. Makasa, Nibela and Mngobokasi is scattered settlement pattern with an absence of a strong nodal hierarchy. As a result service provision, both physical and social, is poor and the delivery of services to such a dispersed settlement remains problematic and expensive. The establishment of a nodal hierarchy is critical to ensure the efficient delivery of services and infrastructure to these areas.

- o Agricultural potential

The Big 5 False Bay area has limited agricultural potential. The area with the highest potential is the Nibela TA area. The rainfall drops from the East (coastal) to the west (inland). Improved agriculture production can be remedied by the introduction of sound agricultural management and irrigation.





5.3 SPATIAL DEVELOPMENT FRAMEWORK

The SDF for the municipality, as a forward planning document, is informed by a number of current trends as well as the municipal strategic focus areas. The strategic focus areas of the municipality that have an impact that can be effected and presented spatially are depicted hereunder:

- o To create an enabling environment for effective service delivery
- o To actively pursue social and economic development
- o To maintain a strong environmental focus

The SDF for Big 5 False is based on land use and natural features (as well as existing community facilities), the transportation network and nodes, i.e. areas of development or investment. Future development proposals around these are informed by the strategic focus areas listed above.

Land uses and natural features in and adjoining the municipal area that are significant from a spatial development perspective are the Greater St Lucia Wetland Park, Private Game Reserves as well as District Reserves (Umkhanyakude DMA). The population density map shows that the areas listed above have very low population densities as well. The distribution of community facilities (namely schools and clinics) clearly follows the areas of highest population density and is not located in these areas of environmental significance. From a spatial development perspective these areas are protected by way of an Interface Area that buffers the areas of environmental significance from extensive development intrusion. Rather, limited agriculture and eco-tourism is suggested to be undertaken in these interface areas.

Strategic Focus Area: To maintain a strong environmental focus

With regard to the Transportation Network the SDF does not indicate corridors but rather transport routes with a distinction between the type of transport network. Thus, there is caution not to identify corridors that may be perceived to be promoting ribbon development. The following type of transport routes are identified in the SDF:

- o The N2 and the LSDI Road are national roads. They present the municipal area with development potential in that they provide access to areas with development potential by way of other non-national roads that intersect with them. Access off these roads is not readily attained/permissible. The N2 in particular (and the LSDI road to a smaller degree) carries larger volumes of traffic than the other roads through the municipal area at higher traveling speeds. As such, the N2 and the LSDI are classified in terms of the SDF as Main Transport Routes. Importantly, these routes have limitations on the distance (not only access) of development from them by way of road building lines. These have to be abided by for safety purposes and the fact the infrastructure services are in the road reserve of the LSDI road in particular.
- o There are a number of Tourism Routes identified in the SDF as well.
 - o The first one is the P466. It primarily provides access to the various private game reserves located in the northern portion of the municipal area between the N2 and the LSDI road. This area described above is referred to as a "Management Area" in the draft rural LUMS. A variety of tourism and recreational related activities take place in this area that need to be managed in terms of the appropriate legislation.
 - o Secondly, the route from Hluhluwe in a westerly direction, across the N2, towards

the northern entrance of the Hluhluwe Umfolozi Game Reserve is proposed as a tourism route in the SDF. A portion of this route is the entrance into Hluhluwe town from the N2.

- o The circular route that provides access to the False Bay and numerous private resorts to the west of Lake St Lucia is also a very important tourism route in the SDF.
- o A further route that is considered to be a tourism route is the route that provides access from KwaMduku to Nibela (in a south easterly direction) and towards Mngobokasi in the north. It is the proximity of the area that is served by this route to Lake St Lucia and the Greater St Lucia Wetland Park that has contributed to its proposed tourism route status. The area referred to has inherent tourism potential.
- o Access to the various private game reserves is also gained from KwaMduku in a westerly direction as shown on the SDF map as well.

Strategic Focus Area: To pursue social and economic development

Areas of development or investment (nodes) have also been identified in the SDF. Bearing the guiding principles in mind that have been expanded upon earlier in this report, the following areas are considered in more detail:

- o Hluhluwe Town
- o KwaMduku Rural Node
- o Nibela Rural Node
- o Mngobokasi Rural Node

The town of Hluhluwe remains the major development area (from an urban perspective) in the municipal area. The town is at the gateway to the LSDI road, close of the N2 and an existing service centre to the commercial farming community. The town provides its catchment with a wider variety of social and administrative services as well as community facilities than the other urban nodes in the municipality. From a spatial development perspective, development in and around the town of Hluhluwe should focus on infill and densification, thereby ensuring the maximum use of infrastructure and services. It is also important that critical maintenance to the town's infrastructure is done to ensure it maintains its important development role.

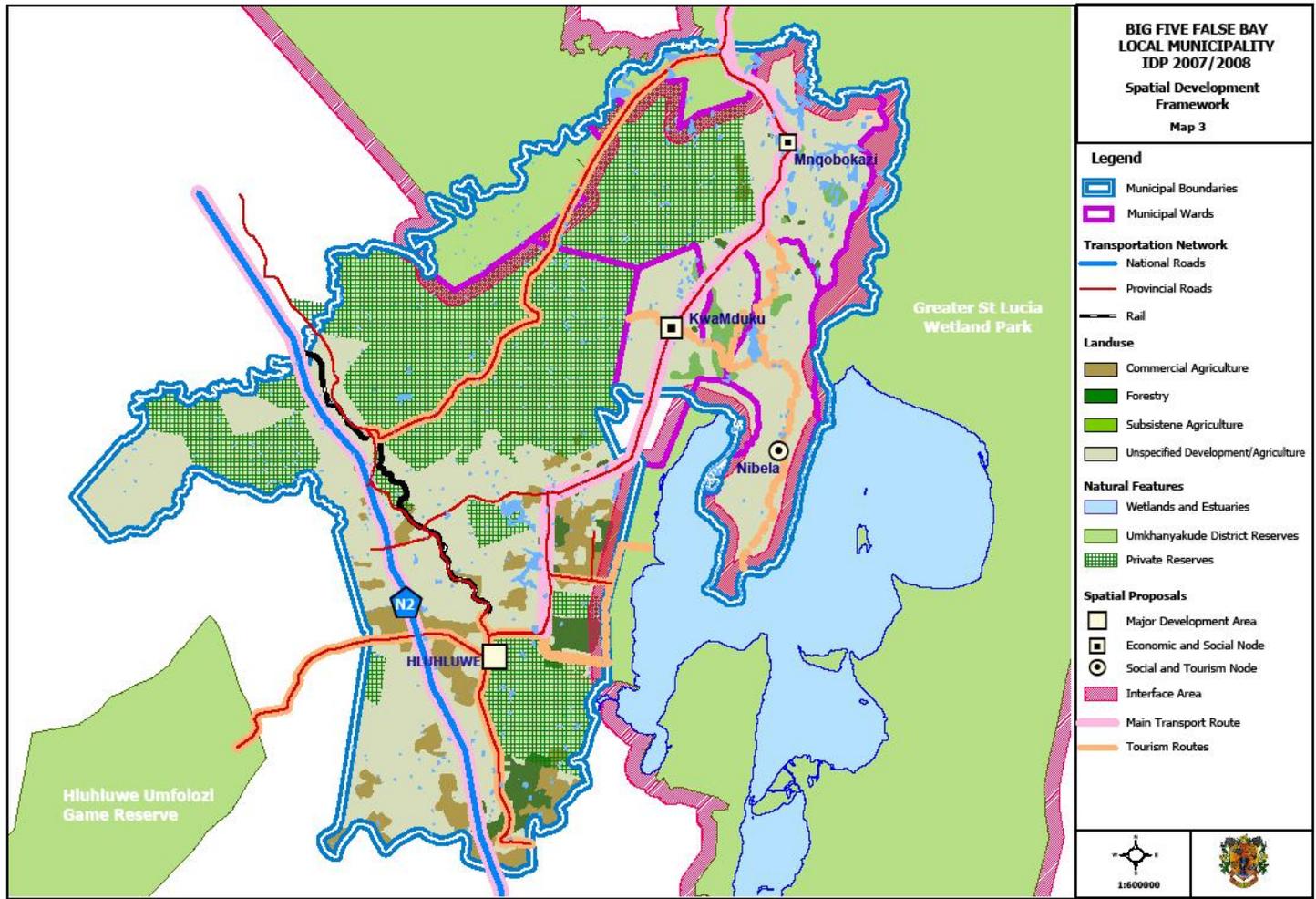
The KwaMduku Rural Node is the major economic (from a commercial and value adding perspective) and social node in the rural areas of the municipality. It is classified as such given its locality on the LSDI road and the fact that access to both the Nibela Peninsula and the Phinda Game Reserve is gained from it. There already a number of developments in the node with a major sport stadium being developed. There is also increasing pressure for the further development of the node as its economic and social role is recognized by the community and investors alike. As such, it is imperative that a framework for the development of the KwaMduku Node be prepared in the short term to ensure the orderly (and sustainable) development of the node. This framework plan will also have to provide guidelines in terms of access to developments adjoining the LSDI road.

The Mngobokasi Rural Node is the minor economic (commercial and value adding) and social node in the municipality. It has similar characteristics than the KwaMduku Node but does not have the same development pressure and extent. It is also located along the LSDI road but is not at such an important intersection of the KwaMduku Node. While the development of a framework for the node is also important it should follow the KwaMduku node framework. As with the KwaMduku Node, the node has a large catchment community that relies on the social services accessible at the node.

With regard to the nodal development of Nibela it is important to recognize that, although many people live in the area, the area is more isolated (in terms of access) than the

economic and social nodes. However, the area has significant tourism development potential. As such, the Nibela node is classified as a social and tourism node. The node has a definite role to provide social services to the community while it is likely that only limited economic activity would be sustainable in the node given its location. At present, a process is underway to investigate and propose a delineation for the node along with land use management guidelines.

- o Strategic Focus Area: (3) To pursue social and economic development and (2) To create an enabling environment for effective service delivery



5.4 LAND USE MANAGEMENT

A draft Land Use Management Framework Plan that also serves as the Rural Town Planning Scheme for the municipality, has been prepared that proposes the following zones.

- o Agriculture
- o Education
- o Medium Impact Mixed Use
- o Management Area
- o Traditional Settlement
- o Existing and future movement corridors
- o Existing Railways
- o National Parks and Equivalent Reserves
- o Communications Towers

The following comments should be noted:

- o The extent of the Hluhluwe Town Planning Scheme area is indicated as a town planning scheme area and has its own zonings and land development controls.
- o The Management Area is defined and has its own policy statements and recommended land management controls.
- o In each of the three Traditional Authority Areas, the Department of Housing is in the process of initiating rural housing projects. These projects will include the preparation of settlement plans that will, once completed, become formal zoning plans that form part of the Municipal LUMS.

The following descriptions for the rural zones referred to on the previous page are expanded upon hereunder out of the draft Land Use Management Framework Plan:

Agriculture	The primary purpose of this zone is to protect land agricultural land within the greater municipal area. The zone is to ensure that agricultural land is utilized in accordance with national legislation and regional policy guidelines related to sustainable development, agricultural production and natural resources.
Existing Roads	This zone shows the major existing roads that have structured and affect land use patterns in Big 5 False Bay Municipality.
Existing Railway	Shows the existing railway and other structural features of the municipality.
Management Area	<p>This zone is in close proximity to the town of Hluhluwe and is located between the Mzinene River to the west and north and the Greater St Lucia Wetland Park (GSLWP), a World Heritage Site to the east. This area is designated as 'Mixed Use Tourism' in the IDP and has had numerous development inquiries and applications for residential and holiday accommodation.</p> <ul style="list-style-type: none"> o The intention of this zone is firstly, to prevent urban sprawl, secondly to carefully assess the potential impact of any proposed development on this land adjoining the GSLWP, a World Heritage Site, and thirdly to try to ensure a range of tourist accommodation for all income groups. Assessing the economic potential of development in any area is difficult especially if those doing the assessing are carrying no commercial risk. For this reason the

	<p>controls have been designed to ensure that the environmental impact of proposed developments remains a priority in assessing proposals in this zone.</p> <ul style="list-style-type: none"> o To avoid the creation of high land values that result from identifying nodes for development of agricultural land each development application must be subject to an environmental scoping report subject to a Record of Decision from the Department of Agriculture and Environmental Affairs before development can be approved. o The area has been intensively subdivided over the years and includes many subdivisions less than 10Ha in extent. The intention is to limit development in this area to low density developments that will provide accommodation and options for eco-tourism ventures but preserve the sense of place. o The agricultural suitability of land in this zone is rated as moderate and the vegetation of this bioresource group in this area is sandy bush and palm veld with extensive farming (Bioresource Program KZN). o It is also recommended that the high capital costs of developing tourist accommodation be investigated with a view to developing a government assisted loan policy to assist the development of tourist oriented accommodation.
<p>Medium Impact Mixed Use</p>	<p>This zone is to encourage the development of a central business district in the SERC's in Makasa and Mngobakasi and the Opportunity Node in Nibela. All development required in urban areas that serve the adjoining rural areas is encouraged to locate in these mixed use areas so that in the future it will ultimately be possible for the authorities in the area to service them on a sustainable basis.</p> <ul style="list-style-type: none"> o For the reasons outlined earlier discussions held with the Traditional Authorities, to develop acceptable methods of incorporating them into existing land management procedures and the proposed LUMS, were not successful. It is suggested that negotiations between the Councilors and the Traditional Authorities be commenced as soon as possible. There is a need to establish a mutually agreed administrative mechanism in the short term to ensure that changing land use information from the Traditional Areas, whether authorized in terms of development legislation or not, is included in the land use information database of the municipality. o This mechanism could ensure that land use allocations and changes made in the Traditional Areas are passed on to the municipality. This would ensure that the actual ongoing land uses in these areas can be recorded the municipality's land use information database even though the formal legal processes for integrating land allocation procedures in the Traditional Areas have not yet been established. This information will be extremely valuable to all authorities involved in development and can only improve future land development decisions. It is not suggested that any laws be flouted by any authorities and applications of any uses requiring approval from government authorities must be made.
<p>National Parks and Equivalent Reserves</p>	<p>This zone recognizes all existing Game Parks in the municipal area. The parks are all managed by competent public or private authorities and have controlled public access.</p>

Education	The location of the existing schools throughout the rural areas of Big 5 False Bay are shown where the scale of the LUMFP permits.
Communication Towers	The position of telecommunication towers are indicated on the LUMFP.