

6. PHYSICAL ANALYSIS

6.1 SPATIAL STRUCTURE

6.1.1 BACKGROUND AND ORIGIN

The City of uMhlatuze has a distorted spatial structure, typical of the apartheid city where people were physically separated on the basis of race. The current rural areas of uMhlatuze were inhabited for a number of centuries and the urban areas only developed in the late 19th century, as a result of the British colonisation of Southern Africa. The following urban nodes are evident in the City of uMhlatuze:

Empangeni had its origins in May 1841 with the establishment of a mission station, Inkanyezi next to the Mpangeni River. This mission station was later replaced with the first Lutheran Mission Station north of the Thukela and marked the introduction of a western culture to this traditional Zulu area. The area where these mission stations were located is now known as Matshana and forms part of the Madlebe Tribal Area.

The emergence of a commercial function was instituted with the granting of a license to establish a pioneer store in Empangeni on 26 January 1894. This was the inception of Empangeni as the commercial hub of Zululand. The relocation of the magistrate's court to Empangeni sparked the flame for the development thereof as an administrative centre, an important function it still fulfils today.

The birth of Empangeni Rail in 1903 provided a commercial artery with Durban and a crucial element in the growth of this town. The agricultural sector and specifically the sugar industry sustained the development of the centre while the allowance of white urban dwellers in Zululand lead to the declaration of Empangeni as a village on 19 June 1906. The establishment of the Empangeni Sugar Mill in 1911 played an important role in the emergence of Empangeni's light industrial sector. The opening of a Public Hall in 1916 lead to the evolvement of Empangeni as the regional centre for the society in its surrounds. At this stage the town was divided between the Village, Rail and the Mill but the amalgamation thereof in 1931 to form the first Town Board of Empangeni saw the birth of a formal municipality and a town in its own right.

Empangeni experienced two decisive economic growth periods, the first being a period of industrial expansion after the Second World War. The second was due to spin offs from the stimulation and development of Richards Bay as a harbour and industrial centre. This encompassed residential development as well as commercial and retail in support of the residential component.

Empangeni originally grew as two (2) separate nodes, one associated with the sugar mill and the other around the rail terminal. The residential expansion eventually married the two, joining the CBD and the industrial areas to the south. The outward growth of Empangeni is to a certain extent restricted by the surrounding sugar cane fields, focusing further expansion to the north, north western and eastern periphery of the town.

Ngwelezane is a residential area to the west of Empangeni. It was originally established as the black township of Empangeni. It has no commercial or industrial base and is entirely reliant on Empangeni and Richards Bay for employment, commodities and higher order services.

Felixton is a separate settlement forming a functional part of Empangeni. It originated from the establishment of the Felixton Mill in place of the Empangeni Mill. This lead to the

development of a small village surrounding Tongaat-Hulett's sugar mill comprising housing and recreational facilities for employees living in the village. The village consists of approximately 170 houses, a hostel and single quarters for apprentices and unmarried employees. The village further contains a small commercial component and recreational facilities for the use of company employees. Felixton is an important source of employment in the Empangeni Municipality, although physically separated from the rest of the area.

Historically **Richards Bay** was visited by the Portuguese mariners long before the British occupation of Natal and was known as Rio-dos-Peixes (the river of may fish). In 1906 the Zululand Fisheries were founded in Richards Bay and in 1907 the first wagon track from Empangeni was pioneered. From 1976 Richards Bay developed around the harbour as main function, with heavy industries associated with the main function characterising the town.

Nseleni and **Esikhawini** to the north and south of Richards Bay respectively, were established as residential areas for Black workers in Richards Bay. **Vulindlela** is situated next to the University of Zululand and was also established as a residential area for Black workers. These three nodes are similar to Ngwelezane in having no economic support base and are entirely reliant on Empangeni and Richards Bay.

Empangeni functions as service centre with higher order commercial, retail, administrative, social, business transportation, storage, institutional and light industrial uses. Traditionally there used to be a clear distinction in function between these two (2) centres, although the commercial and residential sectors in Richards have expanded to the extent that the distinction is no longer that clear. In the same token, Empangeni has realised the potential of heavy industrial development and is capitalising on this opportunity. This implies that symbioses between these two (2) centres should be sought to avoid competition to the detriment of either centre.

The fact that Empangeni continued to grow in the past, despite the considerable state injections to Richards Bay was an indication of its comparative locational advantage. This aspect needs to be built upon to ensure its continued regional function and status.

In terms of regional context, Empangeni used to be the most prominent town in the area, but due to the stimulation of Richards Bay as Port City the latter is playing an increasingly important role in the region. Empangeni and Richards Bay form the urban focus in a predominantly semi-urban/rural hinterland. This hinterland is densely populated, especially within and around the former Black townships.

The following prominent tribal authority areas are located within the municipal area:

- ☞ Dube Tribal Authority;
- ☞ Khoza Tribal Authority;
- ☞ Madlebe Tribal Authority;
- ☞ Mkhwanazi Tribal Authority; and
- ☞ Majazi Tribal Authority.

These tribal authority areas are however densely populated and could be considered as emerging urban settlements. The spatial structure is characterised by the physical separation of nodes by substantial areas of commercial sugar cane and exotic timber plantations.

6.1.2 STRUCTURAL ELEMENTS

The following are major structural elements which pose opportunities and constraints in the development of the City of uMhlatuze:

- ☞☞ The coastline which forms the eastern boundary of the Municipal area;
- ☞☞ The N2 national road and the internal road network;
- ☞☞ The Mhlatuze river system;
- ☞☞ Umhlatuzi Lake (Sanctuary);
- ☞☞ Nsese Lake;
- ☞☞ Mzingazi Lake;
- ☞☞ Port Dunford Forest Reserve;
- ☞☞ Enseleni Nature Reserve;
- ☞☞ The Richards Bay commercial airport; and
- ☞☞ The escarpment between Empangeni and Richards Bay, which forms a local watershed.

6.1.3 TRENDS AND TENDENCIES

The towns of Empangeni and Richards Bay are the main focus point for non-residential development in the area, while Ngwelezane, Esikhawini, Vulindlela and Nseleni have retained their dormitory nature. This results in commuter flow converging on these centres during morning and afternoon peak hours. There is also convergence in these centres over weekends, due to the fact that commercial, service and recreational activities are concentrated in these areas.

Residential densification is however occurring in and around Vulindlela, Esikhawini and Nseleni. Densification is also occurring in Mzingazi. These townships are experiencing pressure from the densely populated rural areas in their vicinity, which also rely on the infrastructure and social services within their boundaries.

A further significant trend is the extension of Empangeni in a northeasterly direction with the addition of the Tigor industrial area and the Correctional Services Development. The formal residential areas of Empangeni are also expanding in this direction through the addition of Hillview Gardens Extensions. The physical integration of Empangeni and Ngwelezane is occurring through the development of the affordable housing scheme between these areas.

The major trend in Richards Bay and the rural areas is the densification occurring around Nseleni, Vulindlela and Esikhawini in the form of informal settlements requiring upgrading and formalisation. The demand for residential development in the middle to high-income group has subsided, due to the fact that there is no significant industrial or commercial expansion occurring at present.

6.1.4 PROJECTS RECENTLY COMPLETED AND CURRENTLY UNDERWAY

The following town planning projects and application are currently underway/under consideration by Council:

- ☞☞ The Richards Bay area was awarded with a casino licence by the Gambling Board, but public opposition experienced to the town planning application has resulted in a shift of the proposed location to the Empangeni industrial area. The application is currently under consideration by the Council.
- ☞☞ Development proposals were called for the Borough Marina to develop this area as a precinct with recreation and tourism facilities. Expressions of interest were received and the Council is also considering the matter.
- ☞☞ An application for the rezoning of the Bayshore/Alkantstrand area, excluding Pelican Island is underway. The Environmental Scoping was approved and the application will now be considered by Council. The rezoning addresses the development of recreational and tourism facilities at the beach.

- ✍✍ The development of a golf course and residential estate was proposed for the Richards Bay area and the feasibility thereof is currently being reviewed.
- ✍✍ A township establishment was launched for the creation of additional commercial erven alongside the Boardwalk and Trade Winds Plaza, while the design and layout of the southern block alongside the Civic Centre is also underway. This is part of the implementation of the Richards Bay CBD Plan. The rezoning of the Commando Site (Erf 483) in Empangeni to "General Commercial 2" was proposed and would be considered by Council.
- ✍✍ A rezoning for the Coastal Dune Zone was approved by the Council in July 2001 and the statutory survey is now in progress.
- ✍✍ The MOSS Committee proposed to classify the Southern Mzingazi Nature Area as a national heritage site. This matter is currently being pursued by the Council and the MOSS Committee. The closure of certain redundant open spaces in support of crime prevention is currently being investigated.
- ✍✍ The development of bus and taxi amenities in Esikhawini, Vulindlela and Nseleni are currently being investigated. The opening of township registers in these areas to enable transfer of land is also underway.
- ✍✍ A review of the Mzingazi Village layout and erf sizes has to be undertaken to enable compliance with housing subsidy criteria. This matter has to be resolved with the Provincial Housing Department.
- ✍✍ The formulation of a Land Use Management Plan for the City of uMhlatuze is currently underway and completion is expected by July 2002.
- ✍✍ The upliftment of the Empangeni CBD is continuing with the beautification of street furniture and addition of trees in Union Street. Further investigation will also be undertaken into the enhancement of the pedestrian crossing at the Weightman/Biyela/Main Road pedestrian crossing, as part of the CBD Upliftment Plan.
- ✍✍ The determination of flood lines is currently underway, in support of the planning for the upgrading of informal settlements around existing urban areas.

6.2 LAND USES

6.2.1 RESIDENTIAL

The residential development of Empangeni today is not much changed from its historical beginning, wedged between the existing areas of the Central Business District (CBD) and the industrial areas to the south. The outward growth of Empangeni has also been restricted by the sugar cane fields and the high value of the land. Over the last decade there has been a significant move towards medium and higher density residential development. Most of these developments have taken place within, to the north west and west, or on the periphery of the CBD. The majority of housing in Empangeni falls in the middle to upper income level bracket, with no formal provision for low cost housing development. Recent extensions such as Hillview Phase 1, Extension 33 and Extension 17 provided ample land for single residential and medium density residential development in the middle and high-income range. Please refer to the **Land Use Plan** (overleaf).

There is a dire need in Empangeni for low cost housing, as the current surplus of serviced stands available for development (also in Ngwelezane) are above the affordability levels of communities seeking formal housing in Empangeni. The need for housing is further extended to lack of accommodation for single persons as well as lack of affordable rental accommodation. The infill housing between Ngwelezane and Empangeni is addressing this need, although the demand still exceeds the supply.

Residential development in Richards Bay occurred around the Mzingazi Lake and the coastline. Nseleni, Vulindlela and Esikhawini are suburbs of Richards Bay situated a considerable distance from the rest of the residential area. There are various vacant residential erven available in most of the suburbs, as listed below:

SUBURB	NUMBER OF VACANT STANDS (COUNCIL OWNED)	NUMBER OF VACANT STANDS (NOT OWNED BY COUNCIL)
Aquadene	0	482
Arboretum	3	17
Birdswood	507	132
Brackenham	0	305
Esikhawini	0	62
Meerensee	9	148
Nseleni	0	0
Veldenvlei	3	8
Vulindlela	0	55
Wildenweide	2	44
TOTAL	524	1 293

Most of the erven available are beyond the affordability level of most of the people who urgently require housing. The demand for housing in the middle to high price range is currently quite low, therefore the development of new erven is not deemed necessary for the next five years. The significant demand for low-income housing requires intervention in the form of infill development in Vulindlela and Esikhawini as well as the formalisation of informal settlements fringing the outlying suburbs of Esikhawini, Nseleni and Vulindlela.

The development of a Golf Course Estate is currently being planned, to be developed in three phases of 50 residential erven each.

The IDP challenge: upgrading of informal settlements and emerging urban areas next to Ngwelezane, Esikhawini, Nseleni and Vulindlela, subject to agreement with Amakhosi.

6.2.2 COMMERCIAL

Empangeni historically functioned as the dominant commercial and service centre in the Zululand Sub-Region. This function continued to grow, despite the conscious policy attention directed towards Richards Bay. Empangeni historically dominated Richards Bay commercially, but recent developments in Richards Bay brought this area on par with Empangeni. Careful planning and cooperation between these two areas are required to ensure that negative competition does not lead to the detriment of either.

Commercial development within Empangeni is concentrated in two (2) major locations, namely the Central Business District (CBD) and in a linear form at Empangeni Rail to the

east of the CBD. Smaller commercial nodes are also occurring along Main Road. Provision for the expansion and growth of the commercial sector in Empangeni is imperative to allow for sustained growth.

The provision of services dominates commercial activities in Empangeni. This can be ascribed to the strong peripheral dependency. Wholesale, warehousing and retail form strong components of the Commercial Sector, which need to be entrenched to protect Empangeni's status as regional commercial centre.

The Empangeni CBD has however experienced decline over the last number of years, mainly due to the closing of Union Street. It is important that the CBD be revived as the lifeline of Empangeni and that the significance of the informal sector be recognised and incorporated into the urban structure. The strong link between Empangeni and its surrounding rural areas, based on service provision as well as commercial and retail activities needs to be enhanced and strengthened.

A further important component of the commercial sector is the location of regional offices and service centres in Empangeni. A number of regional head offices of banks, provincial authorities and other institutions are situated in Empangeni, strengthening its regional role.

Commercial development in Richards Bay is confined to two (2) nodes in Meerensee, the TuziGazi Waterfront near Meerensee and the CBD. The CBD is situated west of Lake Mzingazi and between Alton and Arboretum suburbs. Currently only a section of the CBD is developed and considerable expansion is possible. The mall in the CBD provides for a mix of entertainment and commercial activities, with various small shops, retail outlets, restaurants and cinemas.

Land for commercial purposes is available in Richards Bay and Empangeni. The demand for commercial land has subsided, therefore the release of land for this purpose would not be necessary in the near future. While higher order facilities should be concentrated in the main nodes, the development of neighbourhood nodes and lower order commercial activities in Ngwelezane, Esikhawini, Vulindlela and Nseleni should be promoted, to allow these areas to become self-sufficient.

6.2.3 INDUSTRIAL DEVELOPMENT

Industrial development in Empangeni is concentrated in the southern and southeastern portion of Empangeni, with a small light industrial development situated in Ngwelezane. Historically, Richards Bay has been the industrial giant of the region with Empangeni playing a limited role in terms of light industries. This was due to planning policy stimulating industrial development in Richards Bay in support of the harbour. Current industrial development in Empangeni is located along two major intersecting routes, namely Grantham Highway/Tanner Road in a north-south direction and Ngwelezane Road in an east-west direction. This makes the industrial area in Empangeni highly accessible from Ngwelezane and Matshana, the main labour base for industries.

The recent development by Ticor marks the first attraction of a major heavy industrial operation. The opportunity offered by forward and backward linking industries indicate that Empangeni could play an increasing role in terms of industrial development in the region and should position itself accordingly. This development could completely alter the historic rate of industrial development in Empangeni.

Industrial development in Richards Bay is identifiable in five (5) basic nodes, namely:

☞ Alton and Alton North industrial areas;

- ✍✍ Alusaf Bayside Smelter;
- ✍✍ Mondi;
- ✍✍ Alusaf Hillside, Indian Ocean Fertiliser, CTC, Bell and Silvacel; and
- ✍✍ The coal terminal and harbour

Currently there are fifty “General Industrial” zoned erven (council owned) available in Alton and Alton North and nineteen of these have rail siding potential. Two industrial sites are also available west of I.O.F., which are suited for harbour-bound industrial development. There are three privately-owned sites earmarked for industrial development in Esikhawini.

The large number of council and privately owned “General Industrial” sites in Alton and Alton North should be adequate to accommodate any demand for non-harbour-bound industries over the next five years. Township establishment procedures and services design in the Bay Central Business District should be addressed in the interim.

There are no “Service Industrial” zoned erven available at present from the municipality, but any immediate demand could be accommodated by the private sector. The future demand for “Service Industrial” sites will be accommodated in the CBD. There are three sites earmarked for light industrial development in Vulindlela.

The planning and rezoning of the proposed Industrial Development Zone are in progress and it is expected that these areas would be available for development by 2002. The demand for harbour-bound industrial erven, or industrial beneficiation projects of raw materials could be accommodated within this zone, only bulk services need to be provided to the boundaries of the various portions.

6.2.4 COMMUNITY FACILITIES AND OPEN SPACES

Community facilities are mainly concentrated in Empangeni and Richards Bay. This aspect is dealt with in detail in terms of the Social Development Sector of this document. Open spaces are dealt with below.

6.2.5 OPEN SPACE SYSTEM

Open spaces in Richards Bay have been formalised and incorporated into a Metropolitan Open Space System. Please refer to the **Metropolitan Open Space System Plan** (overleaf), which broadly depicts the open space system. It should be recognised from the start that this system does not only incorporate green or soft open spaces, but includes the full spectrum of:

- ✍✍ Public open space;
- ✍✍ Formal play lots;
- ✍✍ Sport/recreational facilities;
- ✍✍ Community centres;
- ✍✍ Wide, landscaped public streets with pedestrian walkways and space for cyclists; and;
- ✍✍ Unspoilt natural areas.

The Richards Bay Moss combines all the open space elements into a comprehensive framework, thereby ensuring that valuable natural habitats do not become lost to future urbanisation but are available for the enjoyment and benefit of all.

The ethic of the MOSS is that it is not just a mechanism for creating urban wildlife reserves; it identifies natural systems for preservation, it teaches appropriate values and behaviour in the balance between man and nature and it provides the mechanisms and knowledge to manage the system in a beneficial and appropriate way.

The goal of the MOSS is to provide all communities and visitors with a wide choice and diversity of recreational opportunities and tourist pursuits consistent with the protection of natural and cultural resources. The objectives of the MOSS include:

- ✂✂ Identification, conservation and management of natural areas;
- ✂✂ Their use for recreational purposes;
- ✂✂ More effective use of open areas;
- ✂✂ Improved accessibility;
- ✂✂ Diversity of facilities;
- ✂✂ Quality of the environment;
- ✂✂ Individual and collective education growth and
- ✂✂ Cost effective maintenance of the system.

The MOSS assessed the development pressures and socio-economic needs, while addressing conservation priorities centred on:

- ✂✂ The sensitive coastal dune areas;
- ✂✂ The fragile strand vegetation;
- ✂✂ Fresh water lakes (particularly Lakes Nsese and Mzingazi);
- ✂✂ The Sanctuary;
- ✂✂ The Enseleni Nature Reserve;
- ✂✂ "The Ridge" between Alkantstrand and Greenhill;
- ✂✂ Sensitive habitats within the harbour;
- ✂✂ The Manzamnyana and Bhizolo canals;
- ✂✂ The seepage pans (such as Thulazihleka and Magongdo) and
- ✂✂ The general distribution of natural vegetation through the Richards Bay area.

MOSS opportunities are centred on:

- ✂✂ The freshwater lakes;
- ✂✂ The coastline;
- ✂✂ The dune forests;
- ✂✂ The Sanctuary;
- ✂✂ The rivers, streams and canals;
- ✂✂ The marsh and wetland areas and
- ✂✂ Existing and planned formal open spaces.

The MOSS is based on ten general planning principles, which embody the creation of a system or framework of open space, namely its hierarchical diversity, linkages, visibility and accessibility, natural features and ecologically sensitive areas, landscaping, elimination of vacant/waste land and the integration of streets and open spaces. Design and treatment principles centre of the usability of open space, safety, shelter, identity, variety, multiplicity of use and the sharing of facilities, while the implementation and management policies draw on coordination, maintenance, community participation, private sector involvement, recreation programmes, promotion and publicity.

The MOSS comprises two elements:

- ✂✂ A framework plan, which illustrates the spatial distribution of all conservation, open space and recreation areas, the existing and proposed linkages between them, the creation of an urban trail network the use of arterials and approach routes, the treatment and integration of sports fields, Central Business District and Regional Sports Complex and the natural areas.

- ✂✂ Thirteen policy statements and associated actions, centring on:

- ☞ Conservation of ecologically sensitive areas;
- ☞ Creation of linkages;
- ☞ Maximisation of scenic and amenity value;
- ☞ Protection of rivers, streams and wetlands;
- ☞ Landscaping of freeway, arterial and major approach routes;
- ☞ Development of a comprehensive urban trail system;
- ☞ Range of facilities;
- ☞ Diversity of use of open areas;
- ☞ Improvement of neighbourhood facilities;
- ☞ Promotion/publicity;
- ☞ Involvement of communities and public;
- ☞ The provision of usable open space and
- ☞ The establishment of a comprehensive strategy, administrative, statutory and fiscal framework in order to implement MOSS.

The MOSS makes specific recommendations for actions to ensure the effective implementation of the system (Richards Bay Municipal Open Space System, 1994 and Revised Open Space Framework and MOSS, 2000)

Prominent in Empangeni is the lack of a defined open space system with accessible public open spaces and passive recreation areas. Existing open spaces in the area lack definition and maintenance and need to be integrated into a metropolitan public open space system. The variety of plant and bird species in Empangeni is an asset which needs to be enhanced by means of the creation of a metropolitan open space system.

Open space and conservation areas in Empangeni are limited to the existing streams and flood planes topographically unsuitable areas for development, the golf course and a few neighbourhood parks. Most of the active open spaces owned by the council are leased by sport clubs on a long term basis, limiting the accessibility thereof to the broader public.

In January 1991 the local authority agreed in principle to the linking of the existing open space areas with potential conservation areas in an attempt to form a continuous line of open space around the town. This needs to be enhanced in terms of the Spatial Development Framework to ensure the strengthening of the metropolitan open space system.

The IDP challenge: revise and extend the existing MOSS to cover the entire City of uMhlathuze jurisdictional area.

6.2.6 LAND USE MANAGEMENT

There is a multitude of statutory documents dealing with development and land use management in the City of uMhlathuze. The main documents include:

- ☞ Richards Bay – Empangeni Draft Guide Plan – 1983.
- ☞ Draft Phasing Reports: Empangeni and Richards Bay, 1987.
- ☞ Madlebe Traditional Area – Development Scenarios, 1994.
- ☞ Empangeni Structure Plan, December 1996.
- ☞ Empangeni Integrated Development Framework, March 1997.
- ☞ Strategic Plan for Empangeni, August 1997.
- ☞ Uthungulu Regional Development Plan, January 1998.
- ☞ Revised Empangeni Town Planning Scheme, 1999.

- ☞☞Empangeni Local Development Plan, 2000.
- ☞☞Umfolozi Sub-regional Plan, 2000.
- ☞☞Richards Bay Structure Plan, 1996.
- ☞☞Richards Bay Integrated Development Framework, 1998.
- ☞☞Richards Bay Structure Plan.
- ☞☞Richards Bay MOSS, 1994.
- ☞☞Richards Bay Open Space Framework and MOSS, 2000.

The multitude of planning documents and guidelines cause confusion, while there are several sectoral development plans, such as Water Services Plans, which also have to be addressed. The intention is for the Integrated Development Plan for the City of uMhlathuze and the uThungulu District to replace the above mentioned documents. The development of a new Land Use Management System, to replace the existing Town Planning Schemes, is also to be addressed.

The IDP challenge: create consistency in policies, strategies, land use management and by-laws in the City of uMhlathuze.

6.3 LAND REFORM AND SPATIAL RESTRUCTURING

In terms of the Government's Land Reform Programme, a number of land claims were submitted in the City of uMhlathuze area. These are:

CLAIM DESCRIPTION*	CLAIMANT AND STATUS	TYPE OF SETTLEMENT/ REFERENCE NO
Reserve 6, Richards Bay	Gazetted Mthiyane Tribe	Multi-option KRN6/2/2/E/21/0/0/3
Port Dunford	Investigation	Land restoration
Sub 3 Reserve 4	Settled Sabokwe Tribal Authority	Restoration and tenure upgrade KRN6/2/2/E/210/0/1943
Meerensee	Registry Dumisane Mpathi	KRN6/2/2/E/21/0/0/68
Land between Nsezi and Cebekhulu Rivers Empangeni	Registry Ibizo Tribal Authority	KRN6/2/2/E21/0/0/7
Western Area of Reserve 6	Referred back Mandlazini B Tribe	KRN6/2/2/E/21/0/0/3
Lower Umfolozi	Registry Samson Ntombela	KRN6/2/2/E/21/0/0/48
Lower Umfolozi	Registry Zenzo Zungu	KRN6/2/2/E/21/0/0/46
Khulu Rural Land Empangeni	Registry Msawenkosi Dube	KRN6/2/2/E/21/0/0/42
Lower Umfolozi District	Registry Clement Mtetwa	KRN6/2/2/E/21/0/0/39
Lower Umfolozi District	Registry Mzondeni Masondo	KRN6/2/2/E/21/0/0/37
1937, 1938 and 2617 of Empangeni	Registry Nicolaas Stephan	KRN6/2/2/E/21/0/0/69
Sokhulu Forestry	Validation and Gazetting	Restoration and tenure upgrade
Ngwelezane, Empangeni	Registry Mthunzi Robinson	KRN6/2/2/E/21/0/0/70

Lower Umfolozi	Registry Mtholiseni Cele	KRN6/2/2/E/21/0/0/40
Lower Umfolozi	Registry Muntuwenkosi Du	KRN6/2/2/E/21/0/0/55
Reserve 4	Registry Mbonambi Tribe	KRN6/2/2/E/21/0/0/67
Lot 5333 Richards Bay – Mbonambi Tribal Authority	Non-compliance Mbonambi Tribal Authority	KRN6/2/2/E/21/0/0/4
Crystal & DS Steyn Farms	Registry Jabulani Mandaba	KRN6/2/2/E/21/0/0/53
Reserve 78 Tongaat Hulett Sugar Felixton Mill Quota No 13625A	Registry Thamsanqa Gumed	KRN6/2/2/E/21/0/0/33
Esikhawini	Registry Robertson Mdlal	KRN6/2/2/E/21/0/0/35
Kwagoqolothi Reserve 78 Empangeni	Registry Hlonzephi Gumed	KRN6/2/2/E/21/0/0/41
Esikhawini 10	Registry Esikhawini Reserve	KRN6/2/2/E/21/0/0/889
Esikhawini	Registry Mjwayeli Gwala	KRN6/2/2/E/21/0/0/29
Reserve No 5 Sabhuzu Area Kwamthethwa Enseleni District	Registry Sipho Mthethwa	KRN6/2/2/E/21/0/0/30

Commission on Restitution of Land Rights, 2002

*Note: The location of land claims has not been verified, i.e. some of the claims might fall outside the jurisdictional area of KZ282. More detailed information is awaited from the Commission.

These claims are currently being dealt with in terms of the prescribed legal procedures. The Mandlazini claim however poses a constraint in terms of the development of the Industrial Development Zone.

The Land Reform Programme is currently underway in terms of specific initiatives, namely programmes for:

- ☞ Agricultural development.
- ☞ Settlement.
- ☞ Non-agricultural enterprises.

The City of uMhlatuze is currently in the process of opening township registers for Ngwelezane, Enseleni, Esikhawini and Vulindlela, to enable the transfer of ownership to beneficiaries and achieve upgrading of security of tenure.

Land reform is essential to provide people with security of tenure and access to land as a resource to address poverty alleviation and economic development.

6.3.1 RESOURCE OPPORTUNITIES AND CONSTRAINTS

6.3.1.1 Pressures

- ☞ Most of the area on the coastal plains is underlain by unconsolidated and porous sands that have high permeability and through which contaminated substances will quickly and easily pass to the ground and surface water systems.
- ☞ The coastal dune barrier complex sands contain rich deposits of heavy minerals such as illemitite, rutile and zircon which are being extracted commercially. Although the mining of

these minerals provides for export and for processing by local industries, mining is not an environmentally sustainable industry as mineral resources are non-renewable.

- ✍✍ Development on steep slopes may lead to increased erosion potential.
- ✍✍ Soil erosion is one of the most important issues with regards to forestry. This is due to the condition and current land use of forestry, the soil substrate and road maintenance practices. With a dire lack of further dam-sites across South Africa erosion is definitely an issue, and one which may account for or against further afforestation (DWAF, 2000).
- ✍✍ Although the abundance of rivers and streams within the study area assists with aesthetic appeal in terms of future development, the floodlines of those systems place constraints on future development. Future development in the area may also result in increased stormwater run-off due to the steep topography and thus there will be greater potential for erosion and increased sediment loads.
- ✍✍ The areas suited for forestry also hold rare or critically rare grasslands, rare because the remaining areas have largely disappeared to development, including commercial forests. So there are both clear needs and clear conflicts in considerations for the future of new afforestation (DWAF, 2000).

6.3.1.2 Responses

- ✍✍ Environmental awareness and training among different land users with regards to minimal impact on land is needed.
- ✍✍ Public and commercial pressure against development activities that may lead to land degradation.
- ✍✍ The following issues of land degradation are prevalent in KwaZulu-Natal and should be monitored in the uMhlatuze Municipal area:
 - ✍✍ Soil erosion
 - ✍✍ Mining degradation
 - ✍✍ Flood plain and stream bank degradation
 - ✍✍ Soil compaction
 - ✍✍ Estuarine siltation
 - ✍✍ Coastal dune and beach erosion
- ✍✍ Appropriate engineering solutions must be implemented for areas with flood hazards (drainage channels) and steep slopes (greater than 1:3) as these areas are generally unsuitable for development if the appropriate engineering solutions are not considered.

6.3.1.3 Policy Initiatives

- ✍✍ The Conservation of the Agricultural Resources Act (Act 43 of 1983) includes legislation on soil conservation.
- ✍✍ The Environmental Conservation Act (Act 73 of 1989) identifies activities which may have a detrimental effect on the environment require environmental impact assessments.
- ✍✍ The White Paper on South Africa Land Policy 1997 sets out the national government's policy on land reform, which incorporates land distribution, land restitution and land tenure reform. Various pieces of legislation and programmes have been adopted to implement this policy. Well-planned projects could help reduce environmental

degradation caused by overcrowding but poorly planned projects could extend the impact of degradation.

6.3.1.4 Key Issues and Information Gaps

Key issues for Sustainable Environmental Management:

Soil stability together with local relief places a risk of some form on sustainable development in most parts of the area. Towards the interior most of the area is however, regarded as suitable for development provided caution is exercised and appropriate engineering solutions are implemented to ensure slope stability.

Local relief together with soil stability places a risk of some form on sustainable development in most parts of the area. The varied topography however, increases the aesthetic appeal of the area and provides opportunities for a well-planned open space system. The abundance of rivers and streams also aids open space planning.

Information Gaps

There is a severe lack of information for the rural areas. These areas are probably most severely affected due to the poor sanitation practices, clearing of natural vegetation for subsistence farming etc. that can lead to erosion.

6.4 SPATIAL DIMENSION OF DEVELOPMENT 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 verge of existing formal urban settlements, placing pressure on these areas.

Most of the social and economic activities in the City of uMhlathuze area are currently concentrated in the Richards Bay and Empangeni centres. The movement patterns in the sub-region are also focused on these centres, due to their functions as sub-regional service and employment centres. Within these centres, the pressures for extension and new development have subsided, while the need for affordable housing in close proximity to employment opportunities remains imminent. This could however change in the near future, seen in light of new industrial development in Empangeni and the proposed Industrial Development Zone.

The centres of Richards Bay and Empangeni are well endowed with social and engineering infrastructure and services, which serve the sub-region and to a large extent the sub-region is reliant on these centres. This makes the maintenance of existing infrastructure and services imperative, to ensure that service delivery can continue.

Richards Bay and Empangeni currently provide the economic and development impetus for the sub-region. It is however necessary to stimulate economic development to change the status of dormitory townships. This however necessitates the development of a hierarchy of nodes in the City of uMhlathuze, ranging from regional nodes to local neighbourhood nodes.

The pressures identified through the Resource Opportunities and Constraints Report are essential for consideration in the spatial planning and formulation of strategies for the City of uMhlathuze, to ensure sustainable development. The incorporation of the Open Space Framework and MOSS for Richards Bay as part of the Spatial Development Framework of the IDP is critical, as these aspects should form the backbone of the Spatial Development Framework.

6.5 SUMMARY OF PRIORITISED NEEDS DIFFERENTIATED BY LOCATION, SOCIAL CATEGORIES AND GENDER

The following are specific needs identified through the Situational Analysis:

- ☞☞ Community upliftment and empowerment of rural areas.
- ☞☞ Economic development and attraction of investment – focused in specific nodes to benefit the entire area.
- ☞☞ Maintenance of development standards in urban areas.
- ☞☞ Poverty, low household income particularly in the rural areas as well as Ngwelezane, Esikhawini, Nseleni and Vulindlela.
- ☞☞ Service backlogs in rural areas.
- ☞☞ Pressure on social and community services resulting from backlogs in rural areas. These backlogs specifically affect vulnerable groups – women, children and the elderly.
- ☞☞ Increasing population densities around urban settlements.
- ☞☞ Demand for affordable housing in urban areas.
- ☞☞ Distorted spatial structure.
- ☞☞ Balance – growth, development, expansion, new infrastructure/ upgrading and maintenance of existing infrastructure.

7. AGGREGATE PRIORITIES AND IN-DEPTH ANALYSIS OF PRIORITY ISSUES

Two (2) workshop sessions were held with the Representative Forum, where the findings of the Situational Analysis were discussed. The IDP Challenges, Key Priorities and Needs Identification are forthcoming from the Situational Analysis and these workshops.

7.1 SUMMARY OF MUNICIPALITY-WIDE PRIORITY ISSUES

The following key issues were identified per sector in terms of a SWOT Analysis (**S**trengths, **W**eaknesses, **O**pportunities and **T**hreats):

7.1.1 INSTITUTIONAL SECTOR

- ☞☞ Strong financial situation of the uMhlatuze Municipality.
- ☞☞ Strong human resource and skills base of the Municipality.
- ☞☞ Opportunity to extend and improve service delivery in the urban and rural areas.
- ☞☞ Strong overall institutional capacity in the municipality, although with the need for augmenting financial and human resources, equipment, information technology and productivity.
- ☞☞ Weak performance management and monitoring systems.
- ☞☞ Threat posed to revenue base by the potential loss of critical powers and functions, such as the provision of basic services, to the District Municipality.
- ☞☞ Opportunity to promote the status of the City of uMhlatuze as a metropolitan area.
- ☞☞ Weak definition of roles and responsibilities of the traditional leaders vs. the Municipality and weak co-operation between these authorities.

7.1.2 SOCIO-ECONOMIC SECTOR

- ☞☞ Weakness in terms of lack of clarity and agreement on the actual population figure for the area with significant discrepancies between the census figures and the municipality's own figures.

- ☞☞ Weakness in terms of high levels of poverty, particularly in rural areas, in spite of the high employment levels and high Gross Geographic Product produced in the area.
- ☞☞ Threat posed by the severe impact of HIV/AIDS on the population and specifically economically active component of the population.
- ☞☞ Weakness in terms of low levels of socio-economic development in the rural areas, particularly in terms of literacy, education, primary health, early childhood development as well as adult basic education and training.

7.1.3 ENGINEERING INFRASTRUCTURE

- ☞☞ Threat of diseases and environmental problems posed by water and sanitation backlogs in the rural areas.
- ☞☞ Strength in terms of current high levels of engineering infrastructure in urban areas and high levels of access to basic services in urban areas.
- ☞☞ Weak basic services infrastructure in rural areas and informal settlements around urban areas with poor access to services.
- ☞☞ Threat posed to the capacity of infrastructure services by increasing residential densities in informal settlements around existing urban areas.
- ☞☞ Threat posed by the potential loss of powers and functions to the District Municipality.
- ☞☞ The persistent high need for affordable housing is indicative of weak affordability levels on the demand side and a weakness in the provision of affordable housing on the supply side.

7.1.4 SOCIAL DEVELOPMENT

- ☞☞ Threat to the capacity of existing social services in Ngwelezane, Nseleni and Esikhawini posed by the increasing densification of rural settlements around these areas.
- ☞☞ Weakness posed by social service backlogs, particularly in rural areas.
- ☞☞ Opportunity for social development, by provision of additional facilities accessible to rural communities.
- ☞☞ Weak communication and cooperation systems between provincial departments and district/local municipalities, due to the fact that provincial service districts and regions do not correspond with local municipality boundaries.
- ☞☞ Weakness in the safety net due to the lack of shelters/places of safety for people in distress and permanent accommodation for orphans.
- ☞☞ Opportunity of providing Multi Purpose Community Centres in the densely populated rural areas, to provide people with crucial social services required on a frequent basis.
- ☞☞ Weakness due to the lack of sport and recreational facilities in the marginalized townships and rural areas to meet basic requirements.
- ☞☞ Opportunity to stimulate economic development through incentives such as the Industrial Development Zone, tourism projects and local economic development.

7.1.5 ENVIRONMENTAL MANAGEMENT

☞☞ The Atmosphere

- ☞☞ Opportunity to locate future industry with low or no air pollution potential as a “buffer” between heavy industry and sensitive areas to protect sensitive areas.
- ☞☞ Opportunity to accommodate all industry types in Empangeni.
- ☞☞ Threat posed by fluoride emissions - unlikely that Richards Bay will cope with additional fluoride emissions.
- ☞☞ Weakness due to lack of information - health study required to understand the impacts of current air pollution on human health.

☞☞ Land

Weakness - soil stability may limit sustainable development in parts of the area. The interior is more suitable for development.

Opportunity as varied topography increases aesthetic appeal and provides opportunities for well-planned open space system. Rivers and streams aid open space planning.

Water Resources

The use of inland lakes is becoming increasingly multi-purpose and can become threatened.

Threats as surface water resources are limited.

Threat - the impact of catastrophic events e.g. droughts and floods affect the sustainable supply of water.

Weakness - borehole yields and borehole water quality place a limitation on groundwater resource usability.

Opportunity - legal issues will have a major impact on the way industrial pollution is controlled and managed in the area.

Biodiversity

Transformation of the terrestrial environment by development poses a threat.

Alien plant invasion is a serious problem and poses a threat to the natural environment.

Weakness - riparian vegetation has been impacted by cultivation right up to the stream banks.

Opportunity of maintaining wetlands for conservation and biodiversity.

Opportunity to encourage the use of indigenous vegetation for landscaping.

Waste Management

Potential threat of waste disposal sites to pollute ground and surface water.

Weakness as there is inadequate disposal capacity.

Weakness – lack of a regional hazardous waste disposal site.

Opportunity to upgrade existing facilities.

Opportunity to establish new sites.

Weaknesses and threats posed by maintaining the status quo.

Opportunity for a full life cycle analysis, instituting recycling, re-use and reduction measures.

Hierarchy of waste management.

Weakness - need for H:h landfill.

Threat posed by marine pipelines.

7.1.6 PHYSICAL DEVELOPMENT

Threat posed by the increasing population densities around Ngwelezane, Esikhawini and Nseleni.

Weaknesses and threats due to poor living standards in rural areas, particularly in areas with high population concentrations.

The poor nodal hierarchy in the City of uMhlathuze is a weakness.

The opportunity exists to extend the MOSS to the entire City of uMhlathuze area to protect natural resources.

Weakness due to lack of consistency in policies, strategies, by-laws and land use management procedures in the region.

Opportunity for land reform.

Threats posed by land claims and long time frame involved in settling these issues.

Opportunities inherent to specific development initiatives, particularly the Industrial Development Zone and tourism projects.

7.2 SUMMARY OF COMMUNITY-SPECIFIC PRIORITIES

The following needs were identified in terms of the IDP challenges:

IDP CHALLENGE 1: Community upliftment and empowerment of rural areas.	IDP CHALLENGE 2: Economic development and attraction of investment.
Settlement patterns and particularly the physical segregation of areas should be improved to make the area more economically viable.	Spin-offs from service delivery and development should be promoted.
Transportation in the region should be improved. Alternative transportation should be considered for the rural areas, such as the use of bicycles and more appropriate standards for the rural areas.	Input from the primary industry should be optimised – use local resources.
Optimal use of the rail system for public transport and cargo transport.	Attract investors on service sector side. Optimise positive attributes and retain an attractive environment.
Stimulating development in all settlements in the area.	A balance between hard and soft environments and open spaces should be created.
Water provision to farms and rural areas.	The port and other infrastructure should be optimally used.
Provision of agricultural centres.	Safety and security are essential to attract investment – a metropolitan police force was suggested.
	Economic spin-offs should also create social benefits.
	Opportunities associated with the coastal environment, lakes and natural features should be explored.
	Entrepreneurship should be encouraged among children.
	The opportunities and socio-economic benefits associated with sport and recreation should be explored.
	The threat of drugs and abusive substances should be addressed by appropriate structure.
	Continue to attract industrial investors.
	Facilities that attract people should be promoted, such as educational facilities to attract students.
IDP CHALLENGE 3: Maintenance of development standards in urban areas.	
Security in all its facets should be addressed – crime, tenure and personal.	The unique cultures in the area should be valued and encouraged to grow and develop.
A balance should be maintained at metropolitan level, while diversity is essential.	Public private cooperation is essential to achieve synergy.
A dedicated environmental management unit should be established in the municipality.	Implementation of by-laws and law enforcement is essential.
The focus should first be on improving the infrastructure in the civ. then on replacina and	Good inter-governmental relations should be encouraged.

then on upgrading.	
Maintenance of green areas and vacant land is essential to combat crime. The MOSS should be protected.	The municipality requires skilled and motivated personnel to fulfil its function.
Fresh water lakes are an asset and should be protected.	Maintenance and upgrading of the beach is essential for tourism and recreation.
Provincial authorities should be encouraged to ensure that the standards of health and education facilities are maintained and approved.	Improving the quality of fresh water systems is very important, particularly with all the industries in the area.
Tertiary education facilities should be encouraged to locate in the city.	

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7.3 KEY PRIORITIES

The overall IDP Challenge and Key Issues can be states as follows:

From the population profile and differentional analysis it is clear that the communities residing in the rural areas have a lower income and are more severely affected by aspects such as poverty, than the urban community. Community upliftment and empowerment programmes should therefore be focused on the rural areas. Economic development, attraction of investment and maintenance of development standards in the urban areas are however essential to ensure the overall growth and development of the City of uMhlatuze.

The following fundamentals for development were identified and confirmed through public involvement:

- ☒☒ Recognise Empangeni and Richards Bay as the urban core of the City of uMhlatuze with a clear settlement hierarchy:
 - ☒☒ Regional Service Centre – Empangeni & Richards Bay;
 - ☒☒ Emerging Urban Settlements – Khoza and Madlebe;
 - ☒☒ Rural Settlements.
- ☒☒ Protect and promote public and private investment.
- ☒☒ Preserve and protect natural resources and sensitive environmental areas.
- ☒☒ Support the socio-economic growth and development of Empangeni and Richards Bay to the benefit of the entire City of uMhlatuze.
- ☒☒ Promote physical, social and economic integration within the City of uMhlatuze.
- ☒☒ Consistency in policies, strategies, land use management and by-laws.

7.4 ANALYSIS – NATURE OF PROBLEMS, CAUSE, IMPACT, CONTEXTS, DYNAMICS, PROBLEM-SOLVING POTENTIAL AND INITIATIVES

The City of uMhlatuze has a number of pertinent problems, mainly poverty and spatial distortion, which can be attributed to the legacy of apartheid and overall socio-economic conditions in the country. It has the potential, ability and necessary development impetus to address these problems through the upgrading of infrastructure, provision of social facilities and attraction of investment. It is however essential to maintain the current healthy financial status of the Municipality to ensure that the critical issues are addressed. Resource opportunities and constraints have been identified, which should be used as a reference framework in considering new development and in attraction of investment.

8. SYNTHESIS

This report provides the Situational Analysis, which forms the first phase of the IDP. From the Situational Analysis and public participation process, key issues will be determined, leading to the formulation of objectives, strategies and project identification. This will be dealt with in terms of a separate report.