

7. IMPLEMENTATION STRATEGY

These guidelines are offered with due cognisance of the fact that there is often a conflict between strategic or higher level decisions and lower-level EIA decisions. Such circumstances regularly results in situations where local environmental priorities are compromised or traded off against the achievement of socio-economic objectives without realising the cumulative consequences this may have. To minimize this potential risk the new information that was produced by the EMF should be used by stakeholders with an interest in the area. Strategic partners involved in the IDZ and Port development in particular must ensure that their strategic plans are compatible with the environmental constraints and priorities of the area. To this end the City of uMhlatuze has an important role to play in the implementation of the EMF. The findings of the EMF were used to identify linkages between the EMF and the City's strategic plans. Recommendations are reflected in the tables and text below.

Table 16: Recommendations to improve the IDP

INTEGRATED DEVELOPMENT PLAN OF THE UMHLATHUZE MUNICIPALITY	
Vision and fundamentals	The EMF endorses the vision and mission of the municipality but emphasizes the need to inject landscape-level sustainability principles into the planning process as opposed to a focus on preservation and protection of sensitive areas and resources. Natural resources and the <i>services provided by natural assets</i> must be preserved and protected while <i>environmental risks</i> must be minimized to facilitate sustainability in development.
Planning perspective	Situational Analysis
	Community-specific issues
Strategic Development Rationale	The planning perspective can be strengthened by the information offered by the EMF even though the study area is much smaller than the municipal area. The EMF has identified weaknesses in governance (the institutional sector), key constraints in the energy sector and risks in terms of climate change that would need to inform the key priorities for the City. The EMF has also achieved a level of integration of socio-economic, institutional and environmental factors that underscores the need for landscape level management. The latter must inform the strategic development rationale. The EMF has taken a bold step to incorporate a strong environmental voice in future planning. The participation of both advantaged and disadvantaged communities in the EMF has produced new insights into what matters for the people of the area. Specific challenges that the municipality are facing and that should be addressed by the IDP includes issues that would advance social and cultural diversity and integrity : <ul style="list-style-type: none"> • Securing access to natural resources for sustainable livelihoods; and • Securing access to assets for recreational purposes.
Development	Good Governance
	Urban sustainability is fundamentally the sustainability of the landscape as a whole. It is recommended that the Strategic Development Rationale for the study area draws stronger links to the relevance and importance of landscape ecology to help design sustainable urban landscapes. To this end the setting aside and protection of sensitive areas is a step in the right direction. The solution to sustainability however also requires the optimization of urban form to facilitate urban flows (including <i>ecological flows</i>), the need to minimize consumption of space and resources, and the need to protect human health and to ensure equal access to natural resources and environmental services. Sustainability also demands that the Strategic Development Rationale injects a longer-term spatial scale into the overall approach to the development of the City of uMhlatuze. The municipality will only achieve its legitimate purpose if democratic government is enhanced through <i>environmental</i> accountability and transparency, the delivery of services in an <i>environmentally</i> sustainable manner, the advancement of socio-economic development within <i>environmental</i> parameters and the involvement of society in <i>environmental</i> matters. The EMF emphasizes the risk of advancing unsustainability into the future due to environmental sensitivities and landscape-level risks with potential consequences. These risks need to be addressed by strengthening the <i>environmental</i>

INTEGRATED DEVELOPMENT PLAN OF THE UMHLATHUZE MUNICIPALITY		
strategies		dimension of governance. For the municipality it means that development strategies for good governance must take cognizance of the fact that a safe environment is also a healthy environment, and that a decline in environmental resource health will compromise efforts to socially uplift communities in the area. The quality of governance can be improved through corporate citizenship that gives more attention to environmental risk management, better oversight of environmental and development planning and the promotion of a collective responsibility for environmental governance.
	Infrastructure & Services Provision	The EMF identifies areas where a lack of infrastructure and services poses a risk to environmental quality. It also offers guidelines for the provision of new infrastructure and services to protect sensitive environmental attributes. The development strategies adopted by the municipality for the provision of infrastructure and services must therefore advance the consideration and application of the prescripts of the EMF as it relates to the study area.
	Social & Economic Development	The EMF identifies sensitive areas and offers guidelines to support the implementation of social and economic development goals. The sensitivity analysis undertaken for the EMF can be used as a platform for the development of the Open Space System. The EMF also identifies areas with tourism potential and a tool that can assist the municipality in its role in tourism promotion. The most valuable contribution that the EMF makes is its supportive role in promoting environmentally responsible primary industrial development.
Development strategies	Institutional Development	The EMF coordinates information to influence decision-making processes, particularly around the engine of its economy namely the port and industrial development. It has the ability to influence and transform the manner in which the municipality's business activities are carried out. If used correctly it can ensure the proactive identification of impacts of proposed activities and services on the environment. As such the EMF can improve institutional capacity for more environmentally accountable and more environmentally efficient and effective services delivery. The development strategies adopted by the municipality to ensure institutional transformation should therefore advance the application and use of the EMF in planning throughout the organisation, and promote the use of information in the EMF to strengthen the performance management system. Long-term port expansion and the implementation of the IDZ also offer opportunities for improving institutional capacity. To this end the municipality should look at ways to capitalize on these opportunities; the following could be explored: <ul style="list-style-type: none"> • The role and potential assistance of the DTI to support green and energy-saving industries as promoted in IPAP2. • The feasibility of acquiring a "technology solutions partner" to assist the municipality in enhancing industrial capacity through improved environmental performance. • The establishment of an environmental fund to support offset obligations.

The EMF does not compete or conflict with the City's **Spatial Development Framework**. Instead it was informed by and in turn informs the Framework. Due to the narrowly defined spatial boundaries of the EMF the extent to which it could add value to SDF is limited.

Table 17: Recommendations to improve the SDF

SPATIAL DEVELOPMENT FRAMEWORK OF THE UMHLATHUZE MUNICIPALITY		
Background		<p>A significant aspect of the conceptual framework that underscores the SDF is the importance of the City in relation to the rest of the province and national policy. To this end the <i>Provincial Spatial Economic Development Strategy</i> (PSEDS) is a key policy driver for the future spatial development of the area. This Strategy must be seen in context of the <i>National Spatial Development Perspective</i> (NSDP) that reflects a shift in policy where natural potential and market forces enjoy precedence over the development of artificial growth points. The NSDP acknowledges that there may be environmental constraints in areas with natural potential. The NSDP has also influenced regional development policy of Spatial Development Initiatives (SDIs) and spatial industrial planning in the form of Industrial Development Zones (IDZs).</p> <p>A strategic policy conflict exist which is a significant governance issue for advancing sustainability on the local level. It relates to the PSEDS which, in its current form, does not recognise environment as a key sector driving the economy in KwaZulu-Natal and as such does not create a provincial context within which to locate the City's strategic assets or within which any incentives could be accessed to capitalize on environmental opportunities or manage constraints to the advantage of local socio-economic objectives. The importance of the City in relation to the rest of the province as reflected by the PSEDS must therefore not only be interpreted in the context of provincial economic development. Although the municipality contextualizes environmental sustainability the significance of this issue is that it may lead to short-term exploitation of local resources for regional benefit with negative long-term consequences for the downstream economy.</p>
Guiding principles, concepts, goals and strategies	Guiding principles	The EMF identifies principles that should be read in conjunction with the SDF principles. The EMF also operationalises some of the SDF principles in relation to the spatial boundaries of the EMF Area for example it identifies limits of acceptable change that should not be exceeded when development takes place.
	Balanced approach	The "balanced" approach advocated in spatial planning need to be updated in lieu of the <i>National Sustainable Development Framework</i> that promotes a "system" approach to sustainability that goes beyond the principle of trade-offs.
	Development concepts	The EMF has, on demand from stakeholders, injected a sustainability approach into the desired future state for the study area. The rationale of spatial development planning could potentially be strengthened by drawing on the EMF objectives that acknowledges the interaction between environmental and socio-economic attributes.
	Goals and Strategies	<p>The EMF identifies sensitive areas and offers guidelines to support the implementation of the spatial development goals.</p> <p>There is a potential conflict between the strategies for tourism and other economic developments. The converse of "Promote tourism development without damaging the economy or ecology of the area" could also apply, namely that the economy and or ecology may damage tourism potential.</p>
Spatial change	Proposed Port Expansion	The EMF refined the level of base data that could significantly improve the quality and utility of the SDF. The EMF has also identified the potential implications of the SDF over the long-term in the study area. It has accordingly offered context and guidelines to steer decisions towards a sustainable future landscape. This information will add value and inform the SDF.
	Air quality	
	Environmental considerations	

SPATIAL DEVELOPMENT FRAMEWORK OF THE UMHLATHUZE MUNICIPALITY		
	Geotechnical assessment	
	Bulk infrastructure Access to land	
Development scenarios		<p>The City has identified development scenarios for the future of the broader municipal area and six <i>potential expansion areas</i> have emerged west of the N2. Although these areas fall outside the EMF Study Area the scenarios highlight various opportunities and potential options for future industrial development that could add value to the challenges and constraints identified in the EMF.</p> <p>The potential environmental implications of the future development scenarios are not addressed but it is evident that the City of uMhlathuze are faced with “a challenging series of decisions” to respond to existing and future development needs. The EMF, due to its limited spatial boundaries, is unable to provide concrete comments on the potential environmental impacts of these scenarios but the following potential future impacts are noted:</p> <ul style="list-style-type: none"> • Decline in water quantity due to growth and industrial expansion. • Decline in water quality due to land use practices and development types. • Decline in agricultural production if land is released for development. • Decline in air quality with residential expansion areas most at risk.

8. CONCLUSION AND THE WAY FORWARD

This draft EMF Report will be advertised and made available to all interested and affected parties for their input and further recommendations for a 30-day period. It will then be finalized for hand-over to the MEC/Minister for adoption and formal gazetting.

9. REFERENCES

A complete database of all the information sources, including planning reports, plans, programmes, studies, laws and guidelines are contained in a database that will be made available with the final EMF. The list below is not complete.

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10. LIST OF ADDENDUMS

The following addendums form part of this report:

REF	ADDENDUM	COMMENTS
1.	Report on Public Participation	This report by Phelamanga Projects covers the Public Participation process undertaken during the EMF. It is still work in progress and will only be complete once the public participation for the EMF Phase is complete.
2.	Atlas of EMF Maps	This addendum contains detail maps of the various management zones.