



1N-30312

PROJECT CLOSE-OUT REPORT

**WARD 105 LOCAL AREA PLAN,
FUNCTIONAL AREA PLAN AND DRAFT
RURAL SCHEME**

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Submitted By



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1 BACKGROUND AND INTRODUCTION

1.1 Report Purpose

The purpose of the project Close-Out Report is to assess the project, ensure completion and derive any lessons learned and best practices that may be applied to future projects.

The Close-Out Report will therefore cover the following elements:

- a) Submission of project deliverables.
- b) Conduct post-project assessment and lessons learned
- c) The challenges experienced and how they were / were not resolved.
- d) Recommendations on the possible improvement to the process.
- e) A Summary of public consultation and participation process
- f) Complete and archive final product records

1.2 Role of Service Provider

Urbis Consulting was appointed to assist the eThekweni Municipality with the Formulation of a Local Area Plan, Functional Area Plans and Rural Scheme Review for the Ward 105 Area. As per the terms of reference, the service provider was required to lead and direct the start and completion of the project with the assistance of municipality.

1.3 Project Description

1.3.1 Project Background

In 2015 The Minister of Cooperative Governance and Traditional Affairs (CoGTA) declared Vulamehlo Municipality to be dissolved post Local Government Elections 2016. Subsequently Wards 1, 2, 3 and half of Ward 4 of the former Vulamehlo Local Municipality have been incorporated within eThekweni Municipality and is renamed. At the same time Ward 5 and a fraction of Ward 7 of Mkhambathini Municipality was also incorporated within the eThekweni Municipality and the various incorporated areas are now known as eThekweni Ward 105, hereinafter referred to as the study area. These demarcations are described and illustrated in more detail within the section below.

Within the above context, the Development Planning, Environment and Management Unit, mandated the Strategic Spatial Planning Branch (SSPB) to undertake a Local Area Plan (LAP), Functional Area Plans (FAP) and draft Rural Scheme for the study area. The completed plan will guide and assist both the eThekweni Municipality, Ingonyama Trust, Traditional leadership and the community with conceptualizing and illustrating a comment future development vision, spatial structure and appropriate land uses.

1.3.2 Project Locality

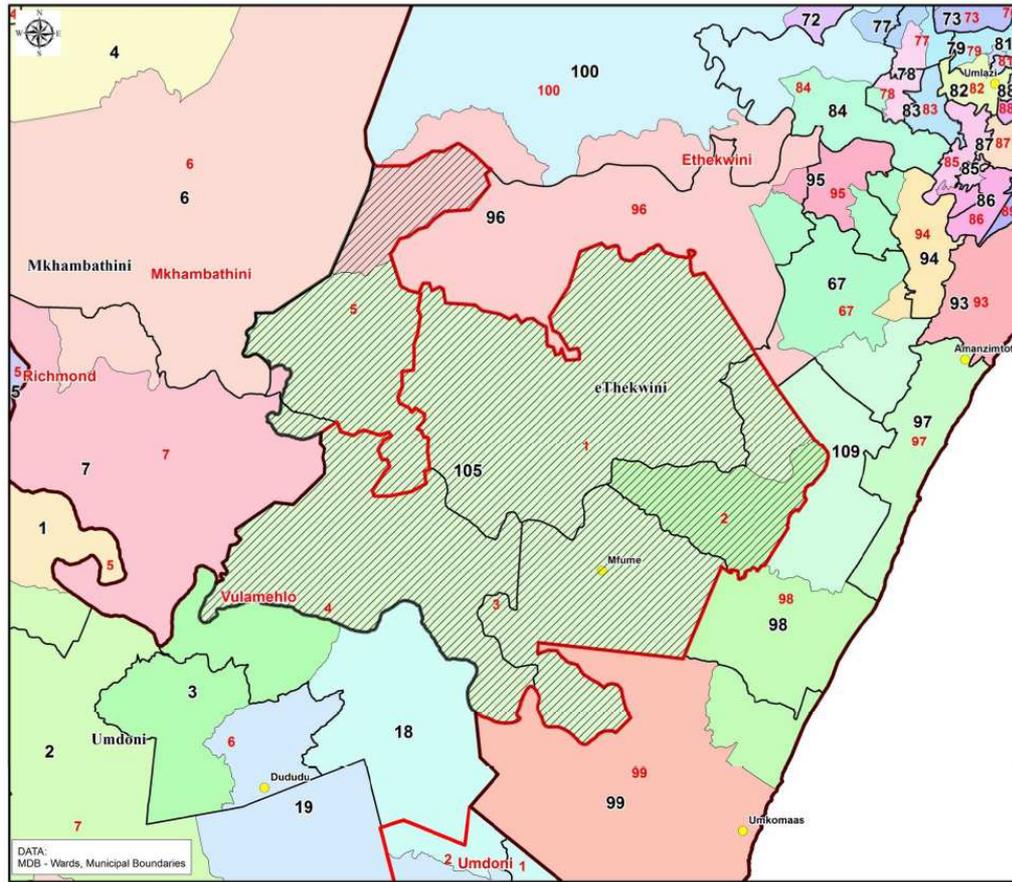
Given the background described above, and although the study area is currently referred to as a Ward 105, it is a really an area comprising historical component wards from Mkhambathini and former Vulamehlo municipalities.

The resulting study area is now 26 427.57 Ha in extent represents and extension to the eThekweni South Operational Entity which is geographically equivalent Umlazi, Umbumbulu and Folweni areas put together as illustrated by **Error! Reference source not found.** maps overleaf. The study area (currently) falls outside of the eThekweni Urban Development Line and is thus deemed as massive rural addition to the municipality.

The study areas furthermore included the 4 different Traditional Authority areas (See **Error! Reference source not found.**) and their associated villages / iSiGodi as indicated by the table below:

Traditional Authority	Toyana TA	Mapumulo TA	Isimahla TA	Embo-Timuni TA
Villages	<ul style="list-style-type: none"> • Egudwini • Fakazi • Hluhluwe • Inkangala • Inkwali • Kwenkwezi • Mashiwase • Mfume • Ntukwini • Odidini 	<ul style="list-style-type: none"> • Itshehlophe • Kwamvula • Okhalweni • Umdumezulu • Ungendwa 	<ul style="list-style-type: none"> • Echobeni • Emgangani • Jilafohla • Ndaya 	<ul style="list-style-type: none"> • Embothimuni • Ezimwini • Mgwahumbe • Ngilanyoni • Ntinyane • Nungwane • Ogagwini

Map 1: Demarcation boundaries of the study area



ETHEKWINI MUNICIPALITY

Prepared For:
**STRATEGIC SPATIAL PLANNING BRANCH
 DEVELOPMENT PLANNING DEPARTMENT**
 ENQUIRIES: (031) 311 7450

WARD 105 LOCAL AREA PLAN

Demarcation Changes to
 Municipal Wards (2016)

Legend

- Project Area - Ward - 105
- Towns/Settlements
- Local Municipalities (2016) (Black Text)
- Local Municipalities (2011) (Red Text)
- Councillor Wards (2011) (Red Text)
- Councillor Wards (2016) (Black Text)

Coloured polygons - Councillor Wards (2016)

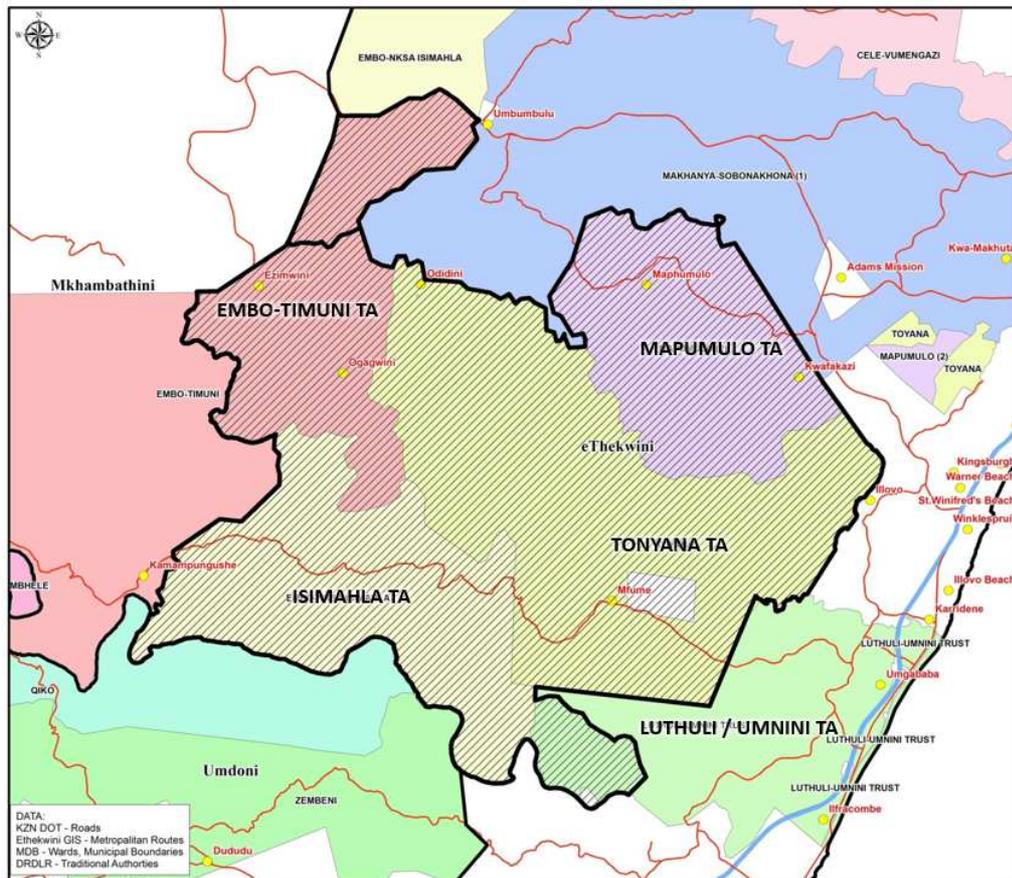
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Map 2: Applicable Traditional Authority Areas



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WARD 105 LOCAL AREA PLAN

Traditional Authorities

Legend

- Project Area - Ward - 105
- Local Municipalities (2016)
- Towns/Settlements
- National Roads
- Provincial Roads

Traditional Authorities

- CELE (2)
- CELE-VUMENGAZI
- DASSENHOEK COMMUNITY AUTHORITY
- EMBO-NKSA ISIMAHLA
- EMBO-TIMUNI
- EMBO-VUMAKWENZA
- ILANGA COMMUNITY AUTHORITY
- LUTHULI-UMNINI TRUST
- MACALA
- MAKHANYA-SOBONAKHONA (1)
- MAKHANYA-SOBONAKHONA (2)
- MANGANGENI-VUMAZONKE
- MAPUMULO (2)
- MBHELE
- QIKO
- TOYANA
- ZEMBENI

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1.3.3 Aims and Objectives

The primary aim of this project is to formulate a Local Area Plan, Functional Area Plans and Draft Rural Scheme for the Ward 105, eThekweni Municipality. Its objectives are as follows:

- Provide a planning framework and planning guidelines to improve the quality of the built environment in conjunction with maintaining the natural environment and to also provide a vibrant unique public space and appropriate infrastructure amenities.
- Develop intervention strategies to integrate existing land allocation and land use to assess its applicability in terms of the current context and
- Identify interventions/management solutions to address infrastructure/transportation constraints
- Identify sites that are strategically suitable for rural densification as well as developing a suitable strategy to guide relocation, if required.
- To develop indicative layouts and subdivisions for settlements that are developing in rural areas and provide appropriate densities, site sizes and housing typologies that allows appropriate services to be provided.
- Undertake a land use audit to determine land ownership, lease agreements and current land use practices.
- Prepare a land use guideline to allow and manage appropriate land allocation and respond to number of issues i.e. moving people away from the road reserves and servitudes, moving people from steep or environmental sensitive areas and set aside land for environmental and social facilities.
- Identify key interventions to enhance the way the study area operates. The role and potential linkages with the P728 and the R102 as well as other key routes within the study area must be interrogated with reference to other planning initiatives to facilitate local connection and regional integration. Identify key interventions at a local level that will facilitate access, movement and circulation (pedestrian and vehicular, private and public - taxi).

2 Project Execution

The execution of the project was guided by the project managers from eThekweni Framework Planning, Mr. Marcus Govender and Mr. Fazal Ebrahim. Regular Project Steering Committee Meetings were also held to ensure that project was executed appropriately and following the required legal obligations. The activity schedule prepared as part of the project life cycle served as basis for monthly reporting. This was used by the client and the project funder to track and monitor progress.

2.1 Project Budget and Deliverable Milestones

The key project deliverables and milestones as was stated in the Terms of Reference were as follows:

Phase	Deliverable	Due Date	Budget (Incl VAT)
1. Phase 0 - INCEPTION REPORT	<ul style="list-style-type: none"> Inception Report. 	10 May 2017	R 57 855.00
2. Phase 1 - SITUATIONAL ANALYSIS / STRATEGIC ASSESSMENT	<ul style="list-style-type: none"> Situational Analysis and Land Audit Report. 	30 Jun 2017	R 231 420.00
3. Phase 2 - ROLE OF AREA AND SPATIAL FRAMEWORK	<ul style="list-style-type: none"> Development Framework Report and map(s). 	31 Aug 2017	R 231 420.00
4. Phase 3 - INFRASTRUCTURE IMPACT ASSESSMENT	<ul style="list-style-type: none"> Infrastructure Impact Assessment Report. 	20 Oct 2017	R 115 710.00
5. Phase 4 - FUNCTIONAL AREA PLANS	<ul style="list-style-type: none"> Functional Area Plan(s) report and maps. 	12 Dec 2017	R 173 565.00
6. Phase 5 - DRAFT RURAL SCHEME	<ul style="list-style-type: none"> Settlement Plan with Indicative Layout and land subdivisions. Draft rural scheme with proposed land use zones and land management mechanisms 	02 Mar 2018	R 115 710.00
7. Phase 6 - IMPLEMENTATION PLANNING	<ul style="list-style-type: none"> Proposed Budgets and Implementation Plan. Project Executive Summary for public distribution. Marketing Poster and material. 	26 Apr 2018	R 57 855.00
8. Phase 7 - MONITORING AND REVIEW PROGRAMME	<ul style="list-style-type: none"> Consolidated copy of final report and maps. Monitoring and review schedule. 	25 May 2018	R 115 710.00
9. Phase 8 - CLOSE OUT REPORT	<ul style="list-style-type: none"> Close Out Report, including Lessons Learned and Skills Transfer Report. GIS data in Shapefile format as required. 	15 Jun 2018	R 57 855.00

The Project Execution took place over a period, starting in May 2017 and ending in May 2018 and approximately a month ahead of the planned project schedule.

2.2 STAKEHOLDER ENGAGEMENT PROCESS

The Ward 105 Local Area Plan had relied on the consultation and participation of key roleplayers as part of the project to identify challenges, solution and proposals included within this report.

2.3.1 Summary of Communication Strategy per Phase

The consultation and participation activities per phase are also summarised in the table below:

Phase	Consolation Activity	Timeframe
Phase 0 - INCEPTION REPORT	<ul style="list-style-type: none"> Discussions with eThekwini Departments regarding available data and project intentions. Meeting with Ward Councillor to introduce project. Meeting with Traditional Leaders and structures to introduce project as well as establish appropriate consultation protocols. Project Steering Committee Meeting to present the inception report and project process for approval. 	April – May 2017
Phase 1 - SITUATIONAL ANALYSIS / STRATEGIC ASSESSMENT	<p>Contact and discussions with roleplayers to provide available information, including:</p> <ul style="list-style-type: none"> eThekwini Departments who have already conducted groundwork (e.g. Water and Sanitation & Environmental Planning and Climate Protection Department) Ugu District Municipality, uMgungundlovu District Municipality, Previous Vulamehlo Local Municipal Officials, Mkhambathini Municipality, Ingonyama Trust Board, Eskom, Department of Human Settlements (KwaZulu-Natal), Department of Transport (KwaZulu-Natal), Department of Rural Development and Land Reform, <p>Project Steering Committee Meeting to present the status quo findings report for approval.</p>	May - Jun 2017
Phase 2 - ROLE OF AREA AND SPATIAL FRAMEWORK	<ul style="list-style-type: none"> Presentation ot Ward Councillor Project Steering Committee Meeting to present the spatial framework for approval. 	Jul - Aug 2017
Phase 3 - INFRASTRUCTURE IMPACT ASSESSMENT	<ul style="list-style-type: none"> Meeting with eThekwini Water and Sanitation. Meeting with eThekwini Transport Authority Meeting with Eskom. 	Sep 2017
Phase 4 - FUNCTIONAL AREA PLANS	<ul style="list-style-type: none"> Presentation to Traditional Authorities Forum and local roleplayers. Project Steering Committee Meeting to present the functional area plans for approval. 	Oct - Nov 2017
Phase 5 - DRAFT RURAL SCHEME	<ul style="list-style-type: none"> Workshop with eThekwini South Land Use Management team. Community Stakeholder workshops with stakeholders. One workshopped held in each of the TA areas. Project Steering Committee Meeting 	Feb 2018

Phase	Consolation Activity	Timeframe
Phase 6 - IMPLEMENTATION PLANNING	<ul style="list-style-type: none"> • Presentation to community structures and Traditional Authorities. One workshop held in each of the TA areas. • Discussions with departments on Projects, KPIs and implementation. Incl. EPCPD, ETA EWS, Human Settlements, Eskom. • Workshop held between ETA and KZN Department of Transport. • Project Steering Committee Meeting to present the Implementation plan for approval. 	Mar - Apr 2018
Phase 7 - MONITORING AND REVIEW PROGRAMME	<ul style="list-style-type: none"> • Project Steering Committee Meeting 	Apr - May 2018
Phase 8 - CLOSE OUT REPORT	<ul style="list-style-type: none"> • Project Steering Committee Meeting 	May 2018

2.3.2 Presentations to Ward Councillor

The first engagement with the Ward Councillor commenced at the initialisation of the meeting in the form of individual discussions. During these initialisation sessions, the councillors provided key background and experienced development challenges which were included for specific analysis and strategies within the LAP based on Ward Based planning process undertaken in March 2017 as part of the municipal IDP process. After initial status quo findings, the resulting finding and draft concept development plan was again presented to the Ward Councillor who also supported the further stakeholder engagement process with the Traditional Authorities as well as community based roleplayers within the study area. During the implementation phase, the project outcomes were workshopped with the full Ward Committee who welcomed and supported the proposed development strategy and associated projects.

2.3.3 Traditional Authority Engagements

The consultation within traditional authority areas are dependent on understanding and upholding the structures, protocols and sensitivities within such traditional structures as well as the Ingonyama Trust legislation, policies and processes for both dealing with land matters as well as engaging with Amakhosi.

A critical part of this engagement is to arrange it through the already established protocols and programme of engagement with Traditional Authorities within eThekweni Municipality. In terms of this programme, engagements with Amakhosi was initially channeled through the structure to avoid duplication and unnecessary meetings. After agreement with the Amakhosi Forum, two sets of individual meeting with Amakhosi and their community structure were held at eh tribal courts and each TA supported the project proposals.

2.3.4 Community Based Public Engagements

Two sets of public stakeholder engagements took place within the various Functional Areas. Firstly, after the situational analysis to ground truth the findings and secondly after the emerging development proposals to ensure that there is agreement thereto.

A critical part of participation process was ensuring that planning is collaborative and effectively channels the traditional knowledge of the community. During the Community Based Planning process, each traditional authority was workshopped and highlight the challenges and development intentions of the traditional authority on its own land. This process was critical in establishing trust and ownership of the project outcomes by the local community.

The intention of the community-based planning process within the context of this project, was to assist in *self-mobilisation* of the community and hence a sense of self-reliance in certain aspects which are critical for rural development.

2.3.5 Interactions with major roleplayers

Given the history of the area as well as historic service providers, the following key external roleplayers were contacted for inputs and discussions:

- Ingonyama Trust Board,
- KwaZulu-Natal Department of Transport
- Eskom
- KwaZulu-Natal Department of Co-operative Governance and Traditional Affairs.

2.3.6 Key eThekwini Departments

As the proposals are potentially impacting on the operational interest or current projects of internal department who might not formed a direct part of the Project Steering Committee, several additional meetings were held with these departments to ensure alignment and agreement to the proposals suggested within the LAP. These included:

eThekwini Transport Authority - a number of meetings were held with the unit to obtain clarity on the requirements from the project. Once a development concept was in place for the LAP, a number of additional meetings were held to ensure that the emerging proposals are supported by the unit and could be included in the short, medium and long-term strategies of the unit.

eThekwini Environmental Planning and Climate Protection – Various meetings were held to ensure that the work which the department was doing on the extension of the DMOSS would effectively be considered. The information shared was incorporated within the framework and this not contradict the intentions for the area.

eThekwini Water and Sanitation – Various meetings were held to obtain available base information and modelling outcomes as well as confirmation of projects which the department have already identified.

eThekwini Economic Development Unit – A dedicated meeting was held to discuss the regional economic strategy of the municipality relating to agricultural development and specific market options. This led to the identification of key economic strategies within the LAP.

The above-mentioned stakeholder engagements and representative participation provided all key stakeholders with both information as well as an opportunity to provide inputs and comments during the formulation of the Ward 105 LAP. It is further envisaged and suggested that these same roleplayers be engaged continuously during the systematic implementation of some of the proposals contained within the Ward 105 LAP.

3 CHALLENGES AND LESSONS LEARNED

3.1 Challenges

There were a number of challenges that were experienced during the project, these challenges caused delays in the project that resulted in a tight schedule to ensure the successful completion of the project. The challenges experienced can be summarised as follows:

- a) **Available Base Information** – The unique situation with the study area led to very little base information being available from previous Vulamehlo and Ugu municipalities. The availability of information particularly related to the infrastructure level of services available and level of transport services was a key challenge and public transport interviews were undertaken in parallel to the project to obtain sufficient base information. Although the municipality has knowledge of the level of services and capacity, such information is not documented and therefore makes it difficult to obtain and verify. Even though this was the case, the willingness of municipal officials to provide the required information at meeting made the process a lot easier.
- b) **Consultation with Traditional Authorities** – A number of meetings were held with the combined Amakhosi forum before having individual meetings at the traditional courts. This impacts on progress during some of the phases. Although the timelines were restored, it was found that the Amakhosi were a lot more approachable and could have been consulted much earlier in the process.
- c) **Land Ownership** – The ownership of land by the Ingonyama Trust Board and no portions owned by the municipality made the planning and commitment to specific projects and funding a challenge. This would need to be addressed during the further implementation of the area.

3.2 Lessons learnt and process improvement

Throughout each project life cycle, lessons are learned and opportunities for improvement are discovered. As part of a continuous improvement process, documenting lessons learned helps the project team discover the root causes of problems that occurred and avoid those problems in later project stages or future projects. The lessons learnt can be summarised as follows:

3.3.1 Area Demarcation

Traditional Authority Boundaries and Ward Boundaries do not always follow similar boundaries and could provide challenges during strategic planning processes. Although the Ward demarcation process should ideally consider the incorporation of Traditional Authority Boundaries, these aren't

under the control of the municipality. It is therefore suggested that the boundaries of any future local area planning in the rural areas of the municipality should consider the underlying boundaries of the Traditional Authorities as well.

3.3.2 Standard Detail of Deliverables

The output requirements of various departments are not completely defined within the ToR and although the iterative process of the LAP allows for clarification thereof during the process, it is suggested that a set of LAP guidelines be developed which in more detail clarify the intended activities and outcomes which each department would require for various LAPs and other forward planning exercises. This approach will also ensure that various LAPs prepared by different service providers could all feed into a standards municipal dataset.

3.3.3 Relationship and Consultation with Traditional Authorities

- a) Although proper engagement protocols will be observed, the engagements with individual Amakhosi could start early in the process and would contribute to a building relationship with the Traditional Authorities and the associate community structures during the project.
- b) The relationship and various roles and responsibilities between the Municipality and the Traditional Authorities need to be clarified and constantly built on to ensure a strong co-operative relationship between these structures.
- c) It is suggested that the Traditional Authority office in eThekweni engage in quarterly Rural Development Forum(s) to discuss matters of information surveys, training and capacity building and especially land use management discussions, beyond only ad hoc engagements related to these projects. That would ensure that systematic trust and co-operative relationship is built towards the planning and development of rural areas within the municipality.

3.3.4 Access to Land

- a) An Intergovernmental Relations Framework would need to be established at the relevant level to discuss and identify the appropriate mechanism for the municipality to firstly consider the transfer of assets from the national and provincial departments and the municipality and secondly the option of capital investment into infrastructure on land which is not owned by the municipality.
- d) This same structure should also include external departments responsible for service delivery and development in the rural area and in the context of Ward 105 would at least include KwaZulu-Natal Department of Agriculture, Eskom and the Ingonyama Trust Board.

3.3.5 Informant Information and Data

Informant surveys and studies intended for the area (e.g. public transport surveys et.al.) should be concluded prior to the commencement of the planning process to ensure proper incorporation of updated information with the project strategies.

3.3.6 Rural Addressing Systems

- a) A globally acceptable addressing / referencing system would need to be developed for the rural areas as a backbone to development implementation towards post, project localities and general communications with community members. This need not imply full township establishment but would need to be a standard spatial structure and addressing convention which could be used throughout the municipality.

4 SKILLS TRANSFER

During the project, the skills transfer strategy was based on both skills development within the municipality as well as for young professionals. Firstly, identified municipal personnel attended all project management and PSC meeting to understand each aspect of the project process. Secondly two candidate planners were included as part of the skills development process within the project. **Ms. Zimasa Sodladla** and **Mr. Mpumelelo Ngwabe** both hold a planning qualification from the University of KwaZulu-Natal, are registered Candidate Planners and worked directly on the project. Their specific tasks and involvement included:

Phase 1 - Situational Analysis / Strategic Assessment

- Using Stats SA data to general demographic graphs and review thereof.
- Using a Land Budget Tool to determine the typical required social facilities for the estimate populations within the study area.
- Research and obtain all applicable municipal strategic planning documents from various municipalities and entities.
- First review of Municipal IDP & SDF as well as South SDP and surrounding Local Area Plans.
- Conducting a full land use survey and capturing associated data in attribute tables.
- Write up of findings in Status Quo Report.
- Attending PSC meeting.

Phase 2 - Role of Area and Spatial Framework

- Contributed to the identification / definition of nodes within the project area based on the land use survey undertaken.
- Alignment of identified development principles with SPLUMA, PGDS and SDF principles.
- Participated in the conceptualisation of the development framework, especially relating to the integration of the study area with surrounding areas.
- Liaison with various roleplayers to obtain input of needs and feedback on emerging development concept and arrange meetings.
- Drafting and review inputs into the Conceptual Development Framework.

Phase 4 - Functional Area Plans

- Identification of key structuring elements within each functional area.
- Assisting in preparation for community-based workshops.
- Participation in design workshop.

Phase 5 - Draft Rural Scheme

- Capturing of all existing land uses and Imizi in creating a full settlement plan.
- Layout planning for proposed additional residential site allocation.
- Workshop with South Land Use Management Unit.
- Review of South Scheme to identify appropriate zonings within the precincts.
- Extraction and review of possible suitable zonings for various land use categories.
- Clean-up of Settlement attribute table for submission.
- Attending PSC meeting.

Phase 6 - Implementation Planning

- Review of municipal IDP for identified capital projects and programmes.
- Amendments to identified project tables based on departmental inputs.
- Review of MTEF budgets from provincial departments.

The experiences gained during the projects has been recorded on the experience record of both candidate planners and will contribute towards expediting their registration as professional planners.

Apart from the above-mentioned Candidate Planners, the project also assisted a young graduate with a Diploma in Public Administration, **Mr. Siyanda Mchunu** by giving him experience in Community Based Planning during the project. He provided facilitation support and attended each of the community and Traditional Authority meetings and workshops and often presented the workshops himself, with the support of the project manager.

5 CONCLUSION

The project Terms of Reference required the formulation of a Local Area Plan, Functional Area Plan and Scheme Review for the Ward 105 Area. This document represents the finalisation of the project and as a reflection of the activities that have transpired during the execution of the project.