



# MAPHUMULO LOCAL MUNICIPALITY

INTEGRATED DEVELOPMENT PLAN 2009/10

VISION 2015

*“To improve the quality of life of all residents in Maphumulo through the provision of appropriate and adequate infrastructure, social empowerment and promoting local economic development, creating an investment-friendly environment in an environmentally sustainable manner”*

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## **LIST OF ABBREVIATIONS AND ACRONYMS USED IN THIS DOCUMENT**

ART – Anti-Retroviral Treatment  
ASGISA - Accelerated and Shared Growth Initiative for SA  
BEE - Black Economic Empowerment  
CIF - Capital Investment Framework  
CLARA – Communal Land Rights Act, 2004  
DBSA - Development Bank of South Africa  
EPWP - Extended Public Works Programme  
EXCO - Executive Committee  
GGP - Gross Geographical Product  
HIV/AIDS - Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome  
IDP - Integrated Development Plan  
IEP - Integrated Environmental Programme  
KPA – Key Performance Area  
KPI – Key Performance Indicator  
LED - Local Economic Development  
LUMS - Land Use Management System  
MEC - Member of the Executive Council (Local Government and Traditional Affairs)  
MFMA - Municipal Finance Management Act No. 56 of 2003  
MSA – Municipal Systems Act, 2000  
MPRA – Municipal Property Rates Act, 2004  
MIG - Municipal Infrastructure Grant  
MTEF - Medium-Term Expenditure Framework  
NHBRC - National Home Builders Registration Council  
NGOs – Non-Governmental Organisations  
NSDP - National Spatial Development Perspective  
NSDS – National Skills Development Strategy  
PGDS - Provincial Growth and Development Strategy  
PMTCT – Prevention of Mother-To-Child Transmission  
PMS - Performance Management System  
PPP - Public-Private Partnership  
PSEDS - Provincial Spatial Economic Development Strategy  
SEA - Strategic Environmental Assessment  
SDF - Spatial Development Framework  
SDBIP - Service Delivery and Budget Implementation Plan  
SMME - Small, Medium and Micro Enterprise  
VCT – Voluntary Counselling and Testing

## **SECTION 1 - EXECUTIVE SUMMARY**

The Maphumulo Municipality 2009/10 Integrated Development Plan (IDP) review has been undertaken in accordance with the provisions of the Municipal Systems Act (Act 32 of 2000) which prescribes that the municipality must review its IDPs annually in order to address changing circumstances that have a bearing on the municipality's strategic interventions, programmes and projects. The process followed in reviewing the IDP has also been informed by the Planning and Performance Management Regulations (2001) the process required for municipalities to undertake during the review.

### **1.1 MAPHUMULO WITHIN THE CONTEXT OF ILEMBE DISTRICT**

The Maphumulo Municipality forms part of the Ilembe District Municipality area (DC29) which lies on the east coast of KwaZulu-Natal, between the eThekweni Metro in the south and the Tugela River mouth in the south. At 3 260km<sup>2</sup>, this is smallest of the 10 KZN district municipalities. It is one of the four municipalities that make up the Ilembe "family of municipalities", the other three being Mandeni, KwaDukuza, and Ndwedwe. The northern areas of Ndwedwe, the central corridor of Mandeni and KwaDukuza Municipalities are the commercial farming hubs of the District, with most commercial farms being privately owned sugar cane land.

Urbanised areas within the District are KwaDukuza/Stanger, Mandeni, the Dolphin Coast and Zinkwazi. Land uses within these areas are typically urban mixed uses with high levels of infrastructural and service development and an adequate provision of social facilities and services to support the resident populations. Industrial development is concentrated in KwaDukuza, Isithebe and Darnall, most notably the Gledhow and Darnall sugar milling operations at Stanger and the Sappi Paper mills at Mandeni. Informal settlements with limited facilities or infrastructural services occur on the periphery of the developed areas and within the towns of iLembe. Village centres such as Maphumulo and Ndwedwe in the west and Nyoni and Mbizimbelwa in the north comprise of commercial and service development in the rural areas. Both largely exist in association with a magistrate's court, clinic, pension pay point, health, education and welfare office or similar state service. Wholesale commercial activities have expanded and these villages have emerged as supply centres and transportation hubs to the remote rural areas of the Ilembe District.

### **1.2 OVERVIEW OF MAPHUMULO LOCAL MUNICIPALITY**

#### **1.2.1 Geographical Location and Demographic Profile**

Maphumulo Municipality is bounded to the north by Tugela River and extends approximately 30 km to its southern boundary with Ndwedwe Local Municipality (KZ 293). The primary administrative centre of the municipality is the town of Maphumulo which is located approximately 38km north-west of KwaDukuza Municipality. The R74 is the main road which provides access from Stanger and leads on to Kranskop and Greytown. The linkage to the N2 is vital as it provides for community labour transport, access to commercial and employment market in the Durban Metro, KwaDukuza, Darnall and Isithebe area.

Approximately 99.5% of the total municipal area is under the Ingonyama Trust land and a very small percentage is directly under the control of the municipality. As a result, although there are large tracts of land that would generally be regarded as available, land for development purposes is not easily accessible to both the municipality. The Maphumulo Town is the centre of formal activity and provides support services and facilities to its hinterland. Cultivated land is dominated by subsistence agriculture with the main crops being sugar cane, maize, sorghum and vegetables. According

to Census 2001, Maphumulo has a population of 120643 people and approximately 22149 households. The total area of Maphumulo is 894 km<sup>2</sup>. There are 11 Traditional Authority areas in the municipality.

From a spatial development angle, the town of Maphumulo is the primary development node. Maphumulo Municipality also contains five secondary development nodes i.e. Ntunjambili, Mxhosa, Maqumbi, Nhlanomfula and Khabane and four tertiary nodes in the form of Mphise, Oqaqeni, Moyamuhle and Hhosi. It is envisaged that infrastructure investment and economic development opportunities will focus on these nodes. The municipal population is largely composed of youth, which is more than half, i.e. 55% of the total population. This means that the municipality, sector departments, NGOs and other agencies must direct their development plans in favour of youth. Furthermore, this means that there must be an improved intake of social security grants, especially the child support grants within the municipal area.

Unemployment within the municipal area is very high at 68% (Community Survey 2007, Statistic SA). The aforementioned coupled with the 5% elderly population is indicative of a very high dependency ratio within the municipality. Approximately 56% of the population of Maphumulo is female, which is one of the indicators of the migration of the male population out of the area in search of employment opportunities in other major centres in the region, such as Stanger, Greytown, Pietermaritzburg and Kranskop. The poor absorptive capacity of the local economy and the search for a better quality of life results has resulted in a loss of human capital for the municipality which further weakens the ability of the local economy to grow. This over-representation of women means that issues of gender equality must be mainstreamed into the development programmes of all agencies in the municipal area.

## **1.2.2 Institutional Profile**

### **1.2.2.1 Maphumulo Municipal Council**

At an institutional level, the Maphumulo Municipality is managed by a Council consisting of 21 councillors, 11 of whom are ward councillors and 10 are proportionately elected councillors. Maphumulo Council's Portfolio Committees set policies to provide guidance with the implementation of projects and activities. These portfolio committees are structured as per the national guidelines and they meet once per month. Their core function is to look at specific issues that relate to each portfolio committee, research those issues and find all the necessary facts before these issues are discussed. The portfolio committees deliberate issues and then make recommendations to the Executive Committee and the full Council, for the latter to take decisions. The Maphumulo Council Portfolio Committees are as follows:

- Planning and Finance
- Community Services, Economic and Social Development
- Infrastructure and Services Development
- Corporate Governance and Transformation

### **1.2.2.2 Municipal Administration**

Towards ensuring that the municipality discharges on its mandate as reflected in the Constitution of the Republic of South Africa and the subsequent legislative and policy frameworks, a team of experienced and dynamic individuals has been assembled to lead the municipal administration. The functions that the municipal administration is responsible for are informed by the municipality's powers and functions as well as the IDP. The team has been placed under the capable leadership of the Municipal Manager who acts as the Accounting Officer both to Council and external stakeholders. The municipal organisational structure is made up of three directorates namely Support Services, Budget and Treasury, as well as Infrastructure, Community Development, and Housing. The directorates are further divided into business units (Housing, Community Services, Technical Services and Finance). In addition to these, there are three units that fall within the Office of the Municipal Manager, namely Planning, Strategic Support, and Internal Audit.

## **1.2.3 Opportunities and Constraints**

### **1.2.3.1 Economic Development Opportunities**

The primary opportunity from an economic development perspective is the potential for the development of a diversified economy to achieve balanced economic growth and development.

#### Coastal-Inland Linkages

Within a Regional context Maphumulo lies within Ilembe which is located between two big harbours (Richards Bay and Durban) and also at the backdoor of King Shaka Airport and Dube Tradeport. From the Provincial Spatial Economic Development Strategy point of view, Maphumulo Municipality is strategically located along R74 which links the coastal areas of KwaDukuza to Kranskop, Greytown, and leads to Pietermaritzburg, Mooi-River, Dundee and the NI to Gauteng. Maphumulo is also linked to Ndwedwe and eThekweni through the P711 which still needs to be developed into working condition. These strategic linkages provide good investment opportunities if appropriately developed and taken full advantage of. From an investment attraction perspective, the pending formalisation and development of the Maphumulo Town is an opportunity as the area is the nucleus of economic activity as well as the administrative seat of the municipality.

#### Tourism

Maphumulo Municipality possesses a lot of untapped cultural/eco-tourism potential due its cultural background and natural heritage. It boasts tourist such natural attractions as Kwa-Shushu Hot Springs, Itshe likaNtunjambili and Sabuyaze Mountain amongst others. From both a historical and cultural perspective, Izibaya zikaGcugcwa and the world famous battlefields of the Bambatha Rebellion serve as a good attraction for the area. Arts and crafts have also not been explored to the maximum within the area and the potential lies with people who make ornamental carvings and small furniture. In addition, traditional weaving is done by local women and therein is the opportunity for the industry to develop into a tourist market. It remains important to ensure that raw materials are utilized on a sustainable basis to ensure the existence of the industry.

#### Agriculture

The Maphumulo area is well endowed with the type of soil suitable for various types of crops both for subsistence purposes and for commercial agricultural activities. The municipality needs to consider the impacts on agriculture from all other economic activity and identify ways to preserve and strengthen this sector as a viable economic sector. The crops that are dominant in the area are sugar cane and amadumbe (yams). There is a need to diversify these agricultural products and identify local processing opportunities towards more sustainable products such as dry fruit and juices that will ensure economic spin-offs for the local economy.

#### Mining

A potential for titanium mining exists within the municipal area, and the municipality has in a number of times attempted to secure resources to investigate this possibility and follow through the findings. Should this become a reality, it would boost the economic profile of the municipality and create local jobs that would generally improve the ability to pay for services and spending power amongst the residents, and thereby contribute to the sustainability of the municipality as a whole.

### 1.2.3.2 Social Development Opportunities

Owing to a number of social challenges that most members of the community are faced with, a few Non-Governmental Organisations (NGOs) are working in the area to provide support. Although the municipality is aware of their programmes, full integration of those into municipal plans and programmes is yet to take place. The Maphumulo Town currently houses a number of public service institutions that operate within the area, which makes most government services accessible to most community members who visit the centre. The location of each public service institution in close proximity to one another also increases the potential for government across spheres to communicate more and integrate the services provided to the community. Although the Municipality has built a Multi-Purpose Community Centre (MPCC) in the primary node, an opportunity exists for the establishment of satellite civic centres in line with the concept within the secondary development nodes of the municipality to ensure the accessibility of services to all. The promotion of integration and alignment would also require the rest of government to acknowledge the municipality as the “melting pot” for all development programmes in accordance with IDP principles and the Inter-governmental Relations Framework.

### 1.2.3.3 Spatial Development Opportunities

As mentioned earlier, the municipality’s Spatial Development Framework (SDF) identifies the Maphumulo Town as the primary development node, five secondary nodes as well as four tertiary nodes. The formalisation of the primary node as a town and the further development of the secondary and tertiary nodes in line with the SDF would assist the municipality in promoting orderly development but also to ensure the development of the areas around the nodes. This would mean that except in the case of basic services provision, socio-economic development programmes within the municipality should be focused in and around these nodes in the future. The development of the local road network and the development of the P711 in particular would also facilitate strategic linkages within Maphumulo as well as between Maphumulo and other areas.

### 1.2.3.4 Constraints

The following are the constraints in as far as development within Maphumulo Municipality is concerned.

- Difficulties in curbing the spread of HIV/AIDS within the municipal area
- Huge basic services and infrastructure backlogs
- Absence of local training and skills development institutions
- Lack of skills to specifically participate in the local economy
- High unemployment rate
- High dependency ratios and poverty levels
- High illiteracy levels
- Difficulties in attracting investors into the area
- Steep and development-unfriendly terrain with scattered settlement patterns
- Lack of services in the identified development nodes
- Absence of a waste management facility to cater for both current and future development needs
- Absence of a revenue base and the resultant grant dependency
- Inability of the municipality to attract experienced personnel and the existence of vacancies in critical posts
- Shortage of office space for municipal staff
- Lack of burial space within the municipality
- Inadequate inter-governmental alignment and its negative impact on development programmes

## 1.2.4 Key Achievements in 2008/09

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Against the background of the limitations highlighted in the previous section, the municipality has been striving to improve the situation and has consequently achieved the following amongst others:

- The construction of municipal offices is progressing and due for completion during the first quarter of 2009/10
- Three housing projects (Mangcolosi, Mambedu, Nodunga) are on construction phase and are due for completion in 2009/10 while the Zubane, Hlongwa, and Cele projects are at planning stage
- A number of critical posts have been filled including that of the Chief Financial Officer
- Two of the three water supply schemes (Hlimbithwa 1 and 2) are 70% complete and the two sanitation projects (Maqumbi and Masiwela) are also 70% complete
- The KwaShushu Hotsprings feasibility study has been completed and R3,5 million has been secured for planning and infrastructure
- Funding for the titanium mining feasibility study has been secured and the study is due to commence soon
- 90% of the internally-funded projects have been completed
- An amount of R8,5 million has been secured for the construction of a municipal library which will commence in 2009/10
- A report on the state of infrastructure existing within municipal area has been compiled, the results of which will be relayed to the relevant planning authorities to improve service delivery

The municipality had also identified specific areas around which lead projects for 2008/09 were crafted, including the following:

- Feasibility study on the acquisition of the BATA Shoe Factory: The study was conducted and the key findings were that the current owners are not willing to relinquish the factory and that it would not be viable for the municipality to acquire it
- Fast-tracking the formalisation and development of the Maphumulo Town : The application is still with the Department of Local Government and Traditional Affairs, and recent reports have indicated that the Department is addressing the matter with the Office of the Surveyor General
- Development of middle income and rental housing in town: This is largely dependent on the formalisation of the town as the municipality would like to service the land before development.
- Finalisation of the Land Use Management System: The project was affected by the loss of all planning staff during the financial year, and will receive more attention in the 2009/10 financial year
- Upgrade of the Sabuyaze Sports Field: Funding requirements for the upgrade of the facility could not be met within the 2008/09 financial year, and the municipality is engaging relevant funding institutions for support to continue with implementation in 2009/10
- Preparation of the Ntunjambili Nodal Framework Plan and the preparation of the Municipal Safety Plan: Capacity and funding challenges precluded the implementation of these projects during 2008/09, and will be implemented in the 2009/10 financial year

## **1.2.5 Medium and Long-term Strategic Focus**

### **1.2.5.1 Municipal Vision**



The municipality's long-term vision as approved during the beginning of the five-year term in 2007 remains the same as it still captures the municipality's needs and priorities, values as well as strategic objectives. The approved vision reads as follows:

***“To improve the quality of life of all residents in Maphumulo through the provision of appropriate and adequate infrastructure, social empowerment and promoting local economic development, creating an investment – friendly environment in an environmentally sustainable manner”***

#### 1.2.5.2 Mission Statement

The municipality aims to achieve the above-mentioned vision by:

- Creating an enabling environment for economic development
- Empowering municipal staff and social stakeholders
- Ensuring the participation of special groups in development programmes
- Ensuring a clean and safe environment.

#### 1.2.5.3 Values and Principles

The municipality will be driven by and will observe the service delivery principles of Batho Pele principles by:

- Showing compassion and care to all municipal customers
- Treating all residents with equality, integrity and respect they deserve
- Attending to all queries and responding to them swiftly and efficiently
- Conducting the municipal business processes in an ethical and professional manner

#### 1.2.5.4 Development Objectives and Strategies

The municipality has in response to the priority development issues and in line with its long-term vision identified a set of strategic objectives as well as service delivery targets. These objectives represent the municipality's intention to address the factors that influence and lead to the identified priorities. The municipality's development objectives and targets can be summarised as follows:

- To improve the organisational development capacity of the municipality to render effective service delivery
- To enhance revenue and to ensure financial viability and sustainability for Maphumulo Municipality
- To reduce infrastructure and services backlog and to establish a high quality environment with the associated physical infrastructure
- To improve the quality of life of the community by providing them with decent housing and to ensure that each housing project is linked to the improved water supply, sanitation, roads, health services as well as amenities such as education, community halls and basic recreational facilities
- To utilize the municipal area's agricultural potential to the maximum
- To focus development on tourism and mining as untapped economic sectors that can contribute to economic growth of the municipality
- To promote local economic development and growth in Maphumulo through the identification and facilitation of economic opportunities

- To improve the quality of life of the community through providing them with community facilities and housing and contain the HIV/Aids epidemic in the area
- To ensure that residents live within a safe environment
- To improve the quality of the natural environment and promote co-ordinated and orderly spatial development
- To deepen democracy and strengthen democratic institutions

## **1.2.6 The 2009/10 IDP Review Key Areas of Focus and Process**

### **1.2.6.1 Key Areas of Focus for the 2009/10 IDP Review**

Subsequent to the submission of the Maphumulo Municipality's 2008/09 IDP to the MEC for Local Government last year, the municipality embarked on the implementation of programmes identified. Feedback on the plan has since been received from various stakeholders, a number of developments took place resulting in changes within the municipality and a lot of lessons were learnt from the monitoring of progress during implementation. These serve as the key areas of focus for the 2009/10 IDP review, and can be summarized as follows:

- Assessment of the implementation status of the IDP and the general level of development within the municipality
- Addressing comments on the 2008/09 IDP from various stakeholders including those from the MEC for Local Government
- Addressing gaps identified as a result of the municipality's self-assessment as well as lessons learnt during implementation
- Consideration of new realities that need to be addressed within the plan in 2009/10
- Confirmation of priorities, the review of the municipality's development objectives, strategies and projects in line with the approved vision
- Alignment of the reviewed IDP with sector plans, the municipal budget and the organisational performance management system
- Design/confirmation of mechanisms, programmes and projects to be implemented during the 2009/10 financial year

### **1.2.6.2 The Process Undertaken**

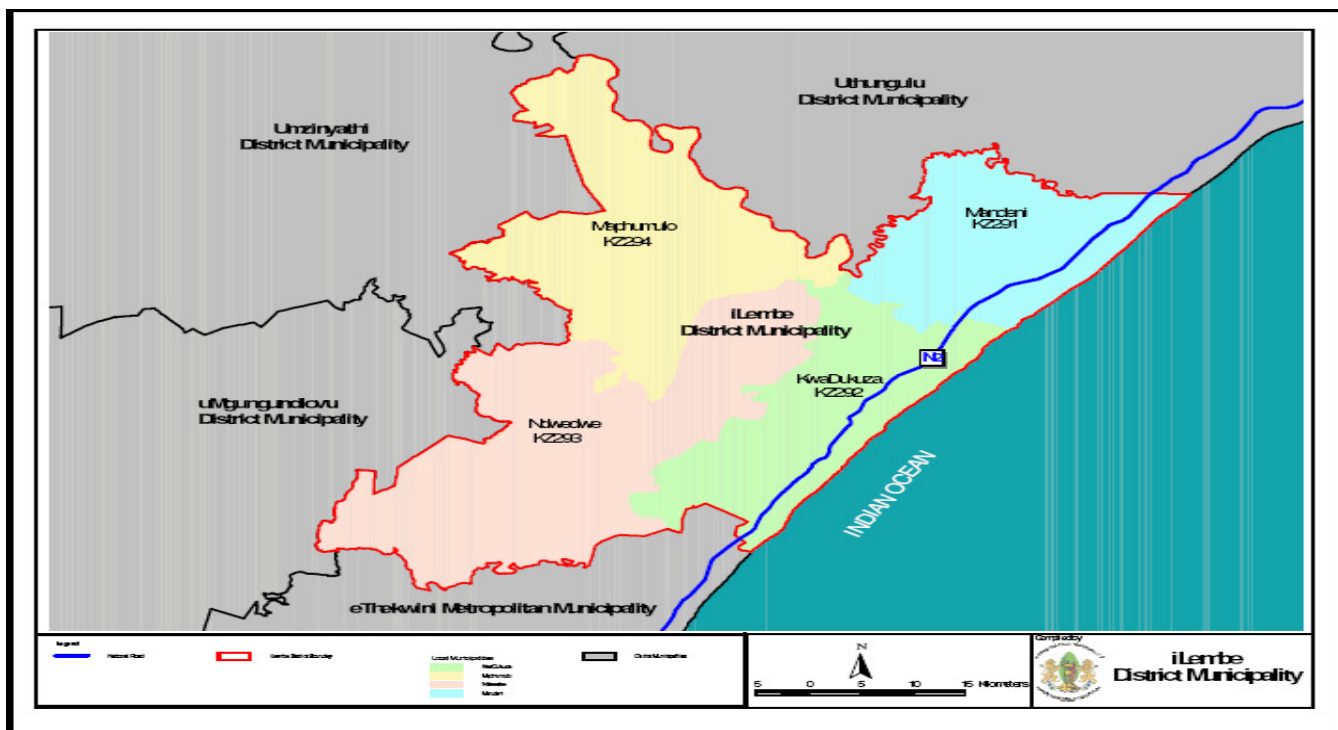
The process to review the 2009/10 IDP was initiated in September 2008 with advertisements calling for all stakeholders to register and to participate in the IDP review. A process plan was then compiled and adopted by the Executive Committee which outlined the process, mechanisms for consultation and alignment, as well as timeframes. The process also included the alignment of the process plan with the Ilembe District Framework Plan. A number of stakeholders have been consulted to obtain input and ensure alignment amongst all institutions and structures working within the area. This includes the meetings of the IDP Steering Committee, the Representative Forum, the Ilembe Alignment Committee, the Provincial IDP Stakeholder meetings, as well as EXCO and Council meetings.

## SECTION 2 - SITUATIONAL ANALYSIS

A new Comprehensive and updated Integrated Development Plan for Maphumulo Municipality, covering the period of 2007 – 2011, was adopted in 2007 in terms of the Municipal System Act (Act 32 of 2000). An annual review of the plan was undertaken during the 2007/08 financial in preparation for implementation in 2008/09. The focus of this IDP review which took place during the 2008/09 financial was to prepare for implementation in the 2009/10 financial year.

### 2.1 MAPHUMULO LOCAL MUNICIPALITY IN CONTEXT

The Maphumulo Municipality (KZ294) is one of the four local municipalities located within Ilembe District municipality (DC 29). Maphumulo Municipality is bounded to the north by Tugela River and extends approximately 30 km to its southern boundary with Ndwedwe Local Municipality (KZ 293). The primary administrative Centre of the municipality is the town of Maphumulo which is located approximately 38km north-west of KwaDukuza Municipality. Figure 1 below shows the location of the area within the Ilembe District



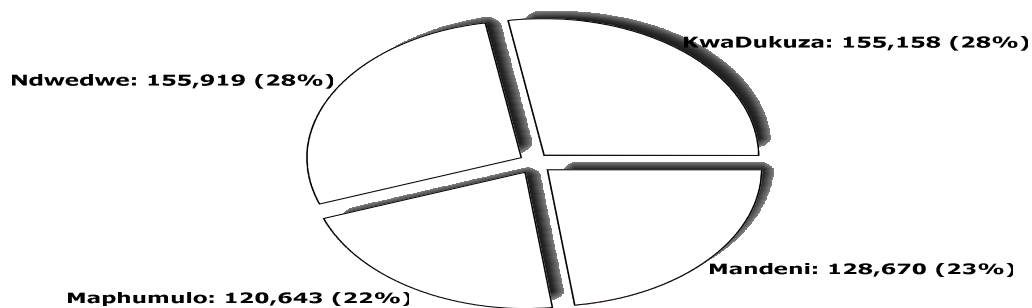
**Figure 1:** Maphumulo in the Ilembe Context

Maphumulo is situated on the R74 Road from Stanger to Kranskop. Maphumulo is bordered by Ndwedwe on the south to which it is linked through the P711. The total area of Maphumulo is 894 km<sup>2</sup>. Maphumulo is further characterized by scenic beauty owing to its natural environment, i.e. a rugged mountainous terrain, contrasting grasslands, many rivers and numerous plant species (including Aloe) that are mainly untouched by any form of development. This natural environment has the potential to contribute to economic development through tourism promotion and development.

## 2.2 DEMOGRAPHIC ANALYSIS

### 2.2.1 Population

The total population of Ilembe District Municipality is 560390 which is made up of Mandeni (128670), kwaDukuza (158582), Ndwedwe (152495) and Maphumulo (120643). As can be seen from the foregoing data Maphumulo has the smallest population in the District. The total area of Maphumulo is 894 km<sup>2</sup>. The following chart summarises the population distribution within the Ilembe District Municipality area. The following chart and table provides details of the population distribution within the Ilembe District area and the number of people per municipal ward in the Maphumulo municipal area respectively.



**Figure 2:** Population Distribution in Ilembe DM

| Ward         | Households   | Population    | Area in Km |
|--------------|--------------|---------------|------------|
| 1            | 2481         | 11974         | 64         |
| 2            | 1694         | 10070         | 159        |
| 3            | 2028         | 11953         | 128        |
| 4            | 1602         | 9722          | 112        |
| 5            | 1132         | 7148          | 40         |
| 6            | 1389         | 8454          | 1389       |
| 7            | 2085         | 12824         | 47         |
| 8            | 1878         | 10867         | 56         |
| 9            | 1099         | 6748          | 59         |
| 10           | 2776         | 12423         | 65         |
| 11           | 3985         | 18460         | 65         |
| <b>TOTAL</b> | <b>22149</b> | <b>120643</b> | <b>894</b> |

**Table 1:** Total Population Figures According to Municipal Wards

The phenomenon of population growth is normally difficult to project as a number of factors determine the population growth rates within a given area. The prevalence of Tuberculosis, Cholera, and HIV/AIDS within the municipality has also led to expectations for the population to grow at a slightly decreasing rate, and thereby complicating the situation even further. However, the results of the 2007 Community Survey by Statistics South Africa indicate that there have been more than expected changes in the Maphumulo demographic patterns. The Community Survey results indicate that the population within the municipality has decreased from 120643 to 109 157 between the 2001 Census and 2007. They further indicate that the number of households has also declined from 22149 to 19934. The municipality intends to investigate the possible reasons behind this decrease of the population by about 11486 people over about six years.

The municipality also has special demographic characteristics that would require serious attention. Such characteristics include the following:

- More than half the municipal population is composed of youth, i.e. 55% of the total population. This means that the municipality, sector departments, NGOs and other agencies must direct their development plans in favour of the youth.
- Approximately 56% of the population of Maphumulo is female, which is a possible indicator of migrant labour patterns that impact on the male population as they move out of the area to find employment elsewhere. This overrepresentation of women means that issues of gender equality must be mainstreamed into the development programmes of all agencies operating in the municipal area.
- The income levels and employment figures are indicative of the poverty prevalent in the area. Based on census 2001, it is estimated that 68% of the population is unemployed. The main sources of income in the municipality are from social services, the manufacturing sector, trade and farming.

## 2.3 GOVERNANCE

Maphumulo Municipality is according to the Municipal Structures Act No. 117 of 1998, classified as a category B Municipality, and the following sub-section provides an overview of its powers and functions.





| Powers and Functions   | Function currently with Maphumulo Municipality |    |
|--|--|----|
|  | Yes  | No |
| Building regulations   |  | •  |
| Child care facilities  | •  |    |
| Fire-fighting  |  | •  |
| Local tourism  | •  |    |
| Storm water  |  | •  |
| Trading regulation   |  | •  |
| Billboard and display advertisement                                  | •  |    |
| Cemeteries, funeral parlours and crematoria                          |  | •  |
| Cleaning   | •  |    |
| Control of public nuisance   |  | •  |
| Licensing and control of undertakings that sell liquor to the public |  | •  |
| Facilities for the accommodation, care and burial of animals         |  | •  |
| Fencing and fences   |  | •  |
| Licensing of dogs  |  | •  |
| Licensing and control of undertakings that sell food to the public   |  | •  |
| Local amenities  | •  |    |
| Local sport amenities  | •  |    |
| Markets  | •  |    |
| Municipal abattoirs  |  | •  |
| Municipal roads  | •  |    |
| Noise pollution  |  | •  |
| Pounds   |  | •  |
| Public places  | •  |    |

**Table 2:** Maphumulo Municipality's Powers and Functions

For the purpose of cleaning the town, the municipality has formed a Public-Private Partnership (PPP) with an external agency that is contracted to clean the town on a month-to-month contract basis.

### 2.3.1 Political Context

At an institutional level, Maphumulo Municipality has 21 councillors, 11 of whom are ward councillors and 10 are proportionally elected councillors. Maphumulo municipality uses the collective executive mayoral system which means the executive committee is collectively responsible for decision making. The municipality makes use of portfolio committees that correspond to municipal powers and functions to expedite decision making. These committees were established in line with Section 80 of the Municipal Structures Act i.e. committees that are appointed by the Executive Committee. Their core function is to deliberate on specific matters and then make recommendations to the Executive Committee and the full Council, for the latter to take decisions. The table below provides the names of the chairpersons as well as an overview of their functions.

| <b><u>Portfolio Committee</u></b>                   | <b><u>Key Areas of Focus</u></b>  | <b><u>Chairperson</u></b>   |
|---|---|---|
| Planning and Finance                                | <ul style="list-style-type: none"> <li>• Integrated Development Plan</li> <li>• Spatial Planning/Land use management</li> <li>• Geographic Information System</li> <li>• Environmental Management</li> <li>• Services delivery and budget implementation</li> <li>• Planning related policies</li> <li>• Budget monitoring</li> <li>• Financial policies and regulations, grants, tax, levies, income, debtor management, budget, logistics, payroll, insurances, loans and investments, cash flow, assets</li> </ul> | Cllr BP Ngcobo<br>     |
| <b><u>Portfolio Committee</u></b>                   | <b><u>Key Areas of Focus</u></b>  | <b><u>Chairperson</u></b>   |
|   | management, fleet management, public relations  |   |
| Infrastructure and Services Development             | <ul style="list-style-type: none"> <li>• Water, Sanitation, Electricity, solid waste, nature conservations, communication infrastructure, business planning, project management, sourcing management, regulatory and monitoring, implementing agent, housing infrastructure, cemeteries, swimming pools Health services, child care facilities, cemeteries, funeral parlours and crematoria, fresh produce markets and municipal abattoirs</li> </ul>   | Cllr N S Ndlovu<br>  |
| Corporate Governance and Transformation             | <ul style="list-style-type: none"> <li>• Administration, secretariat, legal, Council support, policies and procedures, facilities management communications, capacity building, human resources, safety and security, marketing, intergovernmental relations, information and communication technology, cemeteries, records management services, public participation, ward committees, performance management</li> </ul>   | Cllr BZ Mdletshe<br> |
| Community Services, Economic and Social Development | <ul style="list-style-type: none"> <li>• Environmental and waste management,</li> <li>• Local Economic Development</li> <li>• Agricultural Development</li> <li>• Health, protection services, emergency services, civil defense, passenger transport</li> <li>• Tourism Development</li> <li>• Youth development,</li> <li>• Gender, sport and culture, municipal roads, sourcing management,</li> <li>• Security services,</li> <li>• Disaster management</li> </ul>  | Cllr B Ngubane<br>   |

**Table 3:** Maphumulo Portfolio Committees

### 2.3.2 Ward Committee Systems

In terms of the Municipal Structures Act, (Act 117 of 1998) municipalities are required to establish ward committees to enhance community participation in municipal development processes. In compliance with this legislative requirement the Maphumulo Council set up ward committees in each of the eleven wards. The ward committee have since their establishment added much value to municipal processes by providing inputs from a community perspective. They play a major role in the IDP process both in terms of highlighting community priorities but also in maintaining constant communication between the Council and the communities. The municipality has a dedicated Committee Officer that deal with matters relating to ward committees on behalf of the Office of the Speaker. A number of training opportunities have also been made available for ward committee members to augment their capacity.

Even though they are functioning effectively there is a need to improve the ward committees' understanding of IDPs and municipal systems and policies. The sparse nature of the Maphumulo area has also in most instances precluded the maximum functionality of the committees as most of them cannot afford to travel long distances. The municipality however makes efforts to re-imburse them for travelling costs whenever they have to attend to council business in line with provisions of the structures Act and council resolution.

### 2.3.3 Traditional Leadership Structures

The Traditional Leadership institution has been and continues to be at the centre of social development within the Maphumulo Municipality, particularly as the rest of the country experiences challenges resulting lack of social cohesion and the crumbling of family units. Amakhosi work and live with people within their communities and are well-positioned to advise and guide the municipality using local/historical knowledge. The area is also fortunate to have 11 Traditional Authorities which correspond with each of the 11 municipal wards. This has facilitated good working relationships and communication between Amakhosi and councillors in all matters concerning the development of the area, particularly around the allocation of Ingonyama Trust land as well as authorising development applications.

### 2.3.4 Community Development Worker (CDW) Programme

Presently, Maphumulo has 8 Community Development Workers (CDW's). The table below indicates the number of Community Development Worker per Ward.

| Ward Number  | Number of Households | Community Development Workers |
|--------------|----------------------|-------------------------------|
| 1            | 2481                 | 1                             |
| 2            | 1694                 | 0                             |
| 3            | 2028                 | 1                             |
| 4            | 1602                 | 1                             |
| 5            | 1132                 | 0                             |
| 6            | 1389                 | 0                             |
| 7            | 2085                 | 1                             |
| 8            | 1878                 | 1                             |
| 9            | 1099                 | 1                             |
| 10           | 1868                 | 1                             |
| 11           | 3885                 | 1                             |
| <b>Total</b> | <b>21141</b>         | <b>8</b>                      |

**Table 4:** Community Development Workers per ward

The availability of CDWs greatly complements municipal activities, especially communication between the municipality and its citizens around broader development issues including the IDP. As a number of wards that are not represented by

CDW have been increased it really poses a challenge to both the municipality and the Department of Local Government. An intervention is required in appointing two additional CDWs to cater for three outstanding wards.

### **2.3.5 Communication and Public Participation Strategy**

The Municipal Systems Act provides for municipalities to establish structured mechanisms for public participation to ensure participation of community members in all Municipal programmes. The Act stipulates that the Municipality must develop and adopt a Community Communication Strategy Plan. The strategy serves as the guiding tool on how the community is engaged to give their inputs and suggestions on services, projects and programmes offered by the Municipality. In line with the Municipal Systems Act Maphumulo Municipality developed a Community Communication Strategy mapping the ways of engaging community members in all Municipal activities. The Strategy also indicates the tools that are employed when engaging communities and these include, radio slots, press, publications, flyers, notices, izimbizo etc. Also identified are the institutions that have been put in place to ensure that the objectives of engaging communities are achieved.

These structures include Ward Committees that have been established as per the directives of the Municipal Structures Act, IDP Stakeholders Forum, Housing Forum, Amakhosi, Community Development Workers, NGOs and NPOs, IDP Steering Committee, Youth Formations. In order to strengthen public participation and ensure compliance with the legal framework for public participation the Department of Local Government and Traditional Affairs has rendered financial support aimed at engaging a dedicated human resource to deal solely with overall public participation as it emanates from various municipal legislation i.e. Municipal Finance Management Act (2003), the Municipal Property Rates Act (2004), the Municipal Systems Act (2000), the Municipal Structures Act (1998) and the Constitution of the Republic of South Africa. The municipality is currently reviewing the strategy to ensure that it remains responsive to needs on the ground.

The key priority issues that need to be taken forward in the IDP Process are:

- More capacity building and training programmes for councillors and ward committee members required
- Both the Municipality and Department of Local Government need to devise innovative ways of addressing the current situation in those wards that are not represented.
- Communication amongst all stakeholders involved in the development of Maphumulo Municipality needs to be intensified.

## **2.4 INSTITUTIONAL DEVELOPMENT**

The Municipal Structures Act (1998) provides for a municipal council, amongst other things, to annually review its organisational and delivery mechanisms for meeting the needs of the community. This includes the municipal institutional structure, policies and by-laws, as well as systems and procedures. The primary objective is to set up an organizational structure that meets the basic requirements of public service management and that adheres to the principles of the Code of Good practice as well as achieve the Constitutional mandate of local government. This also means that the municipal structure, systems, and resources must be aligned to the Integrated Development Plan in order to effectively respond to the development realities of the area.

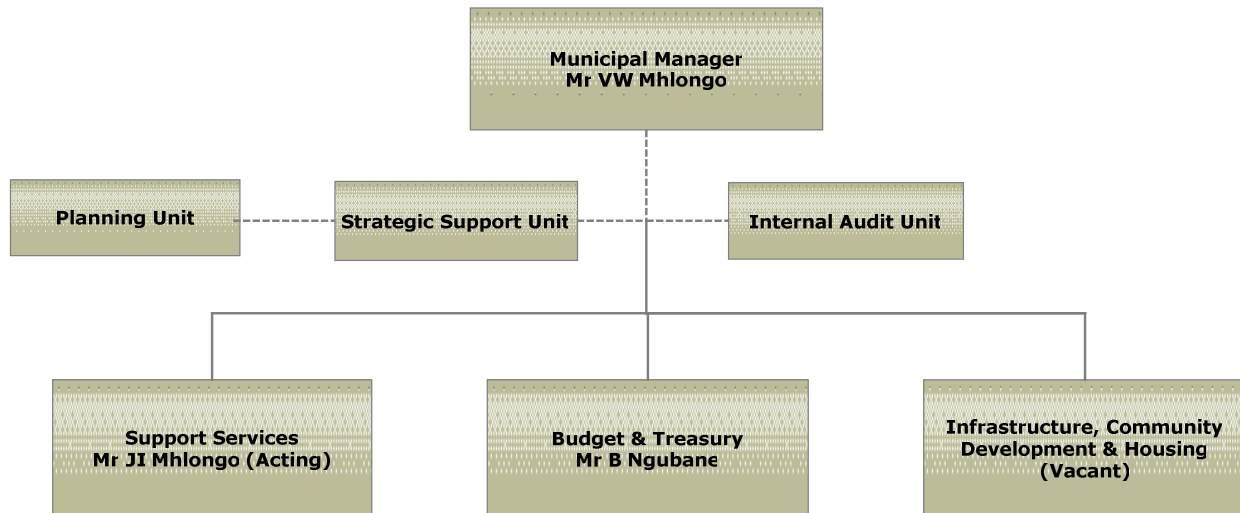
### **2.4.1 Organizational Structure**

The reviewed Maphumulo Municipality organizational structure provides for three directorates which are accountable to Municipal Manager, namely:



- Support Services
- Budget and Treasury
- Infrastructure, Community Development and Housing

The following diagram represents the municipality's current organisational structure at senior management level.



**Figure 3:** Maphumulo Organisational Structure

The three directorates are each under the leadership of senior managers who are appointed in terms of Section 57 of the Municipal Systems Act and are made of a number of business units in line with the municipality's powers and functions and the IDP. Of the three directorates, one senior manager position is filled in an acting capacity, one is filled permanently and the other one is vacant. The municipality is also currently without planning staff since the resignation of two staff members during the 2008/09 financial year. The existence of a vacancy at this level of management poses serious challenges for the municipality as it affects the speed with which certain strategic decisions can be taken and implemented. Under the current set-up, the existing business units which are led by managers are the Housing, Community Services, Technical Services and Finance with the Planning, Strategic Support and Internal Audit Units falling within the Office of the Municipal Manager.

The municipality has made considerable strides in filling identified positions within the various business units in line with the municipal organogram. About 88% of the posts identified in the organogram have been filled and more will be filled in the current financial year. The District-level Development Planning Shared Services initiative by the Department of Local Government and Traditional Affairs is also envisaged to streamline development planning services across municipalities and benefit the Maphumulo Municipality and all other participating municipalities. The municipality is currently investigating the most effective mechanism of integrating this initiative into its current operations.

In addition to the challenge of vacancies, the municipality has had difficulties in attracting and retaining highly skilled individuals into its structure, mainly because of its rural nature and the inability to compete with more established urban municipalities and private businesses for skilled personnel. Furthermore, as indicated in the previous IDP reviews, the municipality still has to contend with establishment challenges in the sense that it does not yet have enough office space as it is operating from Sakhuxolo Skills Centre. The construction of new offices is currently underway in the Maphumulo town and has unfortunately been delayed, but indications are that the project might be complete in the first quarter of the 2009/10 financial year. This will not only provide the municipality with enough operating space, but it will also free up

space for the Sakhuxolo Skills Centre to be utilised for its original purpose particularly in view of the existing skills shortages as already indicated. The availability of office space will furthermore facilitate the establishment of new and critical business units within the municipality's structure to enhance service delivery capacity (including the proposed motor licensing, traffic and community safety functions). It is also envisaged that the review of the municipal structure which is currently underway will culminate in its re-orientation which might see it growing to maintain relevance to needs and to ensure alignment to the core mandate of the municipality.

#### **2.4.2 Skills Development and Capacity Building**

The Skills Development Act requires that all employers, including municipalities, must develop a Work Place Skills Plan (WSP). The WSP is a one year workplace plan (reviewed annually) that is developed indicating the skills gaps, analysis and attributes identified in a particular year. This is also in line with Objective 2 of the National Skills Development Strategy, which advocates for "Promoting and accelerating quality training for all in the workplace". The WSP outlines the training and capacity building programmes to address the gaps and build capacity. The programme consists of a skills programme which is occupational based and the learnerships which are made up of structured learning component. Every year the Maphumulo Municipality develops a WSP indicating the skills gaps, training and capacity building programmes. This is to ensure that staff members are get involved in both skills and learnership programmes to build their capacity and enable them to respond to the needs of the community with confidence. Over and above this, the municipality has over the years encouraged staff members to advance their knowledge through financial assistance for enrolment in relevant academic courses within the available means.

#### **2.4.3 Implementation of Employment Equity Plan**

The Employment Equity Act prescribes that every designated employer must formulate an Employment Equity Plan. This calls for the Municipality to develop a Council Policy defining its employment equity practices. The purpose of the Employment Equity Plan is to achieve equity in the workplace by promoting equal opportunity and fair treatment in employment through elimination of unfair discrimination. Also to implement affirmative action measures to redress the disadvantages in employment experienced by the designated groups in order to ensure their equitable representation in all occupational categories and levels in the workplace.

Maphumulo Municipality formulated its Employment Equity Plan which is a five year plan that guides the Municipality in its employment practices. The current plan indicates that of the overall staff component 75% are males, 30% are females, and of the total work force people with disabilities account for 4%. Although this is not an ideal situation for the Municipality, progress is being made through employment practices that do not compromise competency to engage previously disadvantaged groups.

#### **2.4.4 Performance Management System (PMS)**

In line with Section 38 of Municipal Systems Act the Municipality has developed a Performance management System that is line with its objectives and priorities as are contained in the IDP. One of the objectives of the PMS is to promote the culture of outstanding performance within the organization, its structures and individual staff members and councillors. The Municipality finalised its organisational performance management system during the previous 2007/08 financial year. It incorporates the national key performance indicators as prescribed by the Minister of Provincial and Local Government. The organizational performance and individual performance will be monitored and reviewed quarterly and the consolidated report be presented annually. Due to internal capacity challenges the municipality could not implement the system in its full form during 2008/09, and plans are afoot for the refinement and implementation of the system in 2009/10. The matter is also being addressed as part of the Internal Audit Unit and the Internal Audit

functions that were established during the previous financial year. It is envisaged that from 2009/10 onwards, the PMS will be used to inform both the subsequent IDP reviews and the annual performance reports to be developed.

#### **2.4.5 Supply Chain Management**

In compliance with the Municipal Finance Management Act the municipality has its Supply Chain Management Unit in place. The municipality has a Supply Chain Management Practitioner to ensure that the unit meets the government and local targets, such as preferential procurement and to ensure that the cost-effective procurement arrangements are in place.

#### **2.4.6 By-laws and Policies**

The Municipality has in place Human Resources, Administrative and Financial policies as well as operation and procedure manuals. Most of these policies have been adopted and approved by the Council and are in force. Should the need arise, new policies and procedure manuals are developed. The Council has developed a set of by-laws in line with the proclamation of standard by-laws by the provincial MEC for Local Government.

### **2.5 FINANCIAL VIABILITY AND MANAGEMENT**

On the financial front, the municipality is completely dependent on grant and is primarily funded by the National Government's Equitable Share Allocation and conditional grants funded by the Provincial Government. According to the Division of Revenue Act 2008, the equitable share allocation for Maphumulo over the Medium Term Expenditure (MTEF) period is 19 876 for 2008/09, 24 633 in 2009/10, and 30 382 for 2010/11, with the outer years subject to change. Income obtained from other sources such as rent is very minimal and needs to be sufficiently supplemented to ensure survival of the municipality.

#### **2.5.1 Indigent Support**

An Indigent Policy is in place as part of the Debt Collection and Credit Control Policy, and the municipality is in the process of registering indigent households. Once the process has been completed the municipality will then be in a position to compile an indigent register. Lessons already learnt with indigent registration point out to the fact that the municipality has to set its policy framework and communicate it to residents to enable them to play their role in the process, which is to come to the fore and register on the indigent register. The municipality has devised innovative means of identifying indigent households using ward committee structures, but it has proven difficult to reach each and every household. A challenge also remains in terms of balancing the budget that national government provides to the municipality to cater for the poor sections of the society as part of the equitable share and the number of the people that are defined as indigent locally as there is no universal threshold for the indigent.

The following financial characteristics, issues and challenges impact on the future development of the municipality and still require attention:

- A need to develop a financial strategy that will assist in enhancing a revenue base and to ensure financial viability of the Council.
- Expediting the formalization of the Maphumulo Town create a rates base for the municipality and attract investment to stimulate economic growth and development.
- The municipality has to comply with the legislation and regulations requiring budget reform, the implementation of GAMAP, sound financial management and financial reporting.

## 2.6 ECONOMIC ANALYSIS

The area of Maphumulo is characterized by high levels of unemployment and poverty. Based on the 2001 census data (Statistics SA) it is estimated that 68% of the population is unemployed. While the exact figures are not yet available to the municipality, there are already indications that the global economic downturn is beginning to impact negatively in the Maphumulo area as it does to the rest of the country. The loss of jobs and the decline in new job opportunities that are taking place in some of the industries in neighbouring urban areas such as Stanger, Tongaat and Durban herald a difficult era for areas such as Maphumulo from which people have moved to seek employment opportunities in urban centres. The main sources of income in the municipality are from social services; work in the manufacturing sector, trade and farming. This means that the municipality must concentrate on labour intensive programmes and skills development when rendering municipal services. As indicated above this situation also indicates that social services programmes e.g. social relief must be intensified within the area. The table below depicts this situation.

| Ward Number  | None  | R1 – R2400 | R2401 – R6000 | R6001 – R12000 | R12001+ |
|--------------|-------|------------|---------------|----------------|---------|
| 1            | 171   | 367        | 474           | 379            | 555     |
| 2            | 300   | 287        | 250           | 206            | 81      |
| 3            | 377   | 256        | 606           | 411            | 215     |
| 4            | 311   | 267        | 542           | 252            | 178     |
| 5            | 246   | 128        | 282           | 91             | 144     |
| 6            | 258   | 159        | 233           | 141            | 143     |
| 7            | 686   | 211        | 559           | 213            | 194     |
| 8            | 461   | 213        | 570           | 283            | 156     |
| 9            | 154   | 167        | 350           | 190            | 214     |
| 10           | 272   | 225        | 646           | 332            | 290     |
| 11           | 1046  | 487        | 1107          | 530            | 555     |
| <b>Total</b> | 4282  | 2767       | 5619          | 3028           | 2725    |
| <b>%</b>     | 23.25 | 15.02      | 30.50         | 16.44          | 14.79   |

**Table 5:** Households Income (Statistics SA 2001)

Approximately 23% of the households in the municipality do not earn an income, indicating relatively high levels of poverty in Maphumulo. Within the town of Maphumulo there is a small component of the local work force earning a living. They are mainly involved in both formal and informal commercial activities in the Maphumulo Village. Other commercial activities (both formal and informal) take place along R74 road e.g. KwaJimu, Khazimula and KwaMxhosa. The economic base of Maphumulo local municipality is made up of government services, agriculture, commercial, tourism, and informal economy. As mentioned above, the current global and economic situation is likely to hit areas like Maphumulo the hardest as loss of jobs and the decline in households' spending power would mean difficulties in payments for municipal services but also the increase in the number of indigent households.

### 2.6.1 Sectoral Contribution

#### 2.6.1.1 Public Sector

Government services are the largest contributor to the local economy. This can be ascribed to the government investment and development within the area in the form of schools and clinics but also the concentration of government departments in Maphumulo town. The civil servants are the largest component of the middle class of Maphumulo and as a result, they support the local economy, especially the retail sector.

### 2.6.1.2 Agriculture

While most of the land in the region is steep with limited agricultural potential, the average rainfall in the area is good. Agricultural activity include both formal and subsistence agriculture. Sugar cane, maize, sorghum and vegetables are the main agricultural activities in the area. Amadumbe crop is also emerging as an agricultural activity with economic growth potential, especially in terms of linking the first and second economies. A processing factory has been established in KwaDukuza Municipality thus offering small scale subsistence farming with an opportunity to sell their amadumbe to this factory. Forestry is the second most dominant form of agricultural activity which is scattered throughout the municipality.

### 2.6.1.2 Commercial Activity

Limited commercial activities in Maphumulo exist in the form of general dealers, liquor stores and other small businesses in the small centre of Maphumulo town. Consequently, significant economic leakage to major centres such as KwaDukuza and Durban occurs as daily commodities are usually bought in surrounding towns. Local business people and small scale entrepreneurs find it difficult to trade in an environment which does not provide adequate facilities and have indicated their support for the development of such a facility.

There is no formal industrial development in the municipality; some of the sugar mills and industrial areas that attract the migrant workers are within the KwaDukuza and Mandeni Local Municipalities. Industrial development potential has been identified for industrial development in Ward 10 (Emzini Wezinsizwa) although feasibility studies still need to be undertaken to determine the suitability of this area for such a purpose.

### 2.6.1.3 Tourism

Maphumulo Municipality possesses a lot of untapped cultural/eco-tourism potential due its cultural background and natural heritage. It boasts tourist such natural attractions as Kwa-Shushu Hot Springs, Itshe likaNtunjambili and Sabuyaze Mountain amongst others. From both a historical and cultural perspective, Izibaya zikaGcugcwa and the world famous battlefields of the Bambatha Rebellion serve as a good attraction for the area. Arts and crafts have also not been explored to the maximum within the area and the potential lies with people who make ornamental carvings and small furniture. In addition, traditional weaving is done by local women and therein is the opportunity for the industry to develop into a tourist market. It remains important to ensure that raw materials are utilized on a sustainable basis to ensure the existence of the industry.



**Figure 4:** Eco-Cultural Tourism (KwaShushu Hotsprings)

#### 2.6.1.4 Mining

A potential for titanium mining exists within the municipal area, and the municipality is currently investigating the magnitude of the potential. Should this become a reality, it would boost the economic profile of the municipality and create local jobs that would generally improve the ability to pay for services and spending power amongst the residents, and thereby contribute to the sustainability of the municipality as a whole.

#### 2.6.2 HIV/AIDS and Economic Development

The municipality currently does not have official statistics on HIV/Aids except for anecdotal information that indicated that the spread of the disease is rapidly increasing. As a result the municipality is relying on the Provincial HIV/Aids statistics that the HIV/AIDS infection rate is 30%. The virus has a direct impact on the ability of the area to grow and develop. More specifically there would be a loss in productivity and skilled persons. Growth rates would be negatively affected as a result of illness, which in turn would divert financial resources from savings and investment to health care and welfare. Moreover, there would be an increase in the demand for health care facilities in the area.

### 2.7 SOCIAL FACILITIES AND SERVICES

#### 2.7.1 Education

According to the information received from the Department of Education's Maphumulo District Office, the Maphumulo municipality has 74 primary schools, 36 secondary schools and 40 ABET centres. Schools in Maphumulo are dispersed and are often difficult to access due to the rugged terrain, poor roads and dangerous river courses. There are no tertiary education facilities in the municipality, which is reflected by the low proportion of the population with tertiary qualification

(0.4%). These low levels of education are a major constraint for future development, as there are limited employment opportunities in the municipality.

| Level of Education | % Population |
|--------------------|--------------|
| None               | 31%          |
| Primary            | 32%          |
| Secondary          | 15%          |
| Matric             | 2.9%         |
| Tertiary           | 0.4%         |
| Under Standard 5   | 13.4%        |
| Other              | 0.1%         |
| Unspecified        | 4.5%         |
| <b>Total</b>       | <b>100%</b>  |

**Table 6:** Levels of Education

According to Stats SA 2001, only 22% of Maphumulo municipality population is literate while 31% of population is illiterate. The infrastructure available at the school sites is limited. According to Census 2001, only 2% of all the schools in the Maphumulo district have electricity and 4% make use of generators. This leaves 94% of the schools without any form of power, limiting the educational process and methods available. Sanitation availability in the schools is also limited as 30% of the schools in Maphumulo have no sanitation at all, 57% have pit latrine toilets and 3% have flush toilets and septic tanks. The availability of water at schools is also a problem. Although 56% have water on site or are able to obtain water from communal taps, 44% of the schools have no access to water on site. Other key issues associated with the provision of quality education in the municipal area include:

- The fact that Maphumulo Municipality does not have an institution of higher learning within its area of jurisdiction
- There is a high dependency ratio due to, amongst others, the high portion of the population that is still youths. As a consequence thereof, demands for improved education and facilities need to be addressed
- There are no tertiary training facilities throughout the Maphumulo district which is a challenge as the provision of critical skills would be the catalyst for development and employability for the largely unemployment economically active population of Maphumulo
- Safety concerns at schools have been raised by some members of the community

## 2.7.2 Housing

South Africa has a large housing backlog. To resolve this problem the National Department of housing came up with the concept of sustainable human settlement that guides the provision of houses. To date the municipality, in collaboration with the Department of Housing, has approved six housing projects consisting of 4 840 units. Three of these projects (Amangcolosi, Mambedu, and Nodunga) are currently in the construction phase and are due for completion.

The other three housing projects (Zubane, Hlongwa, Cele) are still at a planning stage, with the Mkhonto project currently blocked until the appointment of a new service provider. A challenge still remains in ensuring that these and other future housing projects are located within the activity nodes and corridors as identified by the Spatial Development Framework. The aim is to direct all government and private sector investments in one area. The community of Maphumulo has emphasized the need for the municipality to provide the rental houses for the middle income residents. In response to the community's needs the municipality will explore the possibilities of providing such houses in the town of Maphumulo.

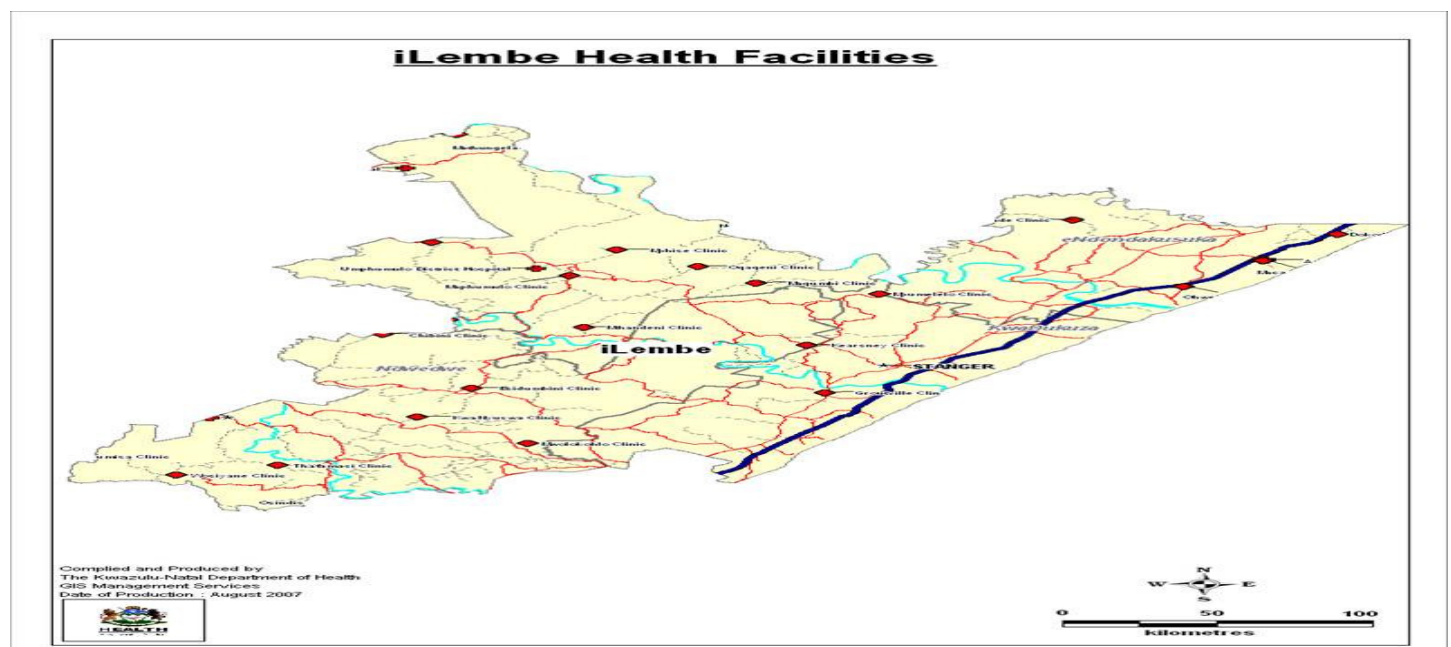
One of the challenges with regard to housing construction within the area is the difficulty in balancing provision to address the housing need and obligation to develop local small businesses through projects. The municipality has experienced challenges in getting quality and efficient from some of the contractors that have been roped into undertake some of the project work to promote local economic development and build skills. This also emphasises the need for government to invest in training for local contractors to participate in housing projects and be able to improve their CIDB ratings.

### 2.7.3 Health

One of the major challenges faced by the residents of Maphumulo is the limited accessibility to these health care facilities and services. This is compounded by the scattered nature of the settlements, lack of proper health and hygiene facilities, lack of access road infrastructure, as well as transport services for travelling to the available health facilities.

As in most parts of the country, the municipality has to contend with increasing levels of HIV/AIDS prevalence. While official statistics on the prevalence are not available, the number of deaths attributed to the pandemic is alarming. The most prevalence cases and HIV/AIDS-related deaths have been recorded amongst the youth, a considerable percentage of which also forms the economically active population in the area. The number of child-headed households has also increased drastically as a result of household heads dying because of HIV/AIDS. This is also putting a lot of pressure on the social security system as most people are increasingly dependent on social grants for daily subsistence purposes, which are over and above the pension, disability and child support grants that most people receive. As alluded to in the previous sections, the Community Survey conducted by Statistics South Africa in September 2007 points out to a drastic population decline within the area between 2001 and 2006. Although the municipality has not confirmed the cause of this sharp decline in population numbers, indications are that death through HIV/AIDS accounts for most of the figures.

Figure 5 below depicts the location of health care facilities within the Ilembe District area in general, including the Maphumulo facilities.



**Figure 5:** Health Services in the Ilembe District Area



The municipality continues to partner with the Department of Health in the implementation of health programmes towards improving access to primary health care services. Achievements in this regard include the following:

- Primary Health Care clinics and Anti-Retroviral Treatment (ART) down referrals (2 in Maphumulo)
- Targets for the number of patients registered and receiving ART are exceeded every year
- Female condoms available in all clinics
- Mother to Mother project support of Prevention of Mother-To-Child Transmission (PMTCT) programme being implemented in most clinics
- The TB cure rate has improved from 46% in 2003 to 60% currently.
- 4 Clinics upgraded by addition of Voluntary Counseling and Testing (VCT) rooms

To improve access to health facilities within the area, the Department of Health has assessed the list of applications for the construction of health facilities in strategic locations within the municipality, some of which are currently being implemented. The table below provides a list of the applications for the area as well as their status as at the first quarter of the Department's 2009/10 financial year.

| Project                | Status  |
|------------------------|---|
| 1. Mambulu Clinic      | Supported and due for building  |
| 2. Snamfimi Clinic     | Supported and due for building , delayed due to lack of water on site but a source as been identified about 2km away  |
| 3. Maphumulo Gateway   | Supported and due for building. The delay was due to non-availability of a site which has eventually been made available by the municipality. The project is in the design phase. |
| 4. Ocheni              | Supported for building of clinic  |
| 5. Qalakancane         | Not supported yet. Communities currently use Oqageni Clinic from about 12km away  |
| 6. Dlakathi Clinic     | Re-investigated and supported for clinic  |
| 7. Mbhekaphansi Clinic | Replacement of existing clinics (to upgrade the size) and is 80% complete   |

**Table 7:** Current Health Facilities' Projects in Maphumulo

To address some of the health-related issues with the area, the following still need to be done:

- Fast-tracking the construction of the gateway clinic and other approved clinics within Maphumulo
- Strengthening alignment with the Department of Health and NGOs in order to combat the spread of HIV/Aids with the municipality
- Coordination with Ilembe District Municipality to extend water supply schemes and sanitation to areas that do not have access to potable water and sanitation. This will reduce diseases such as cholera and typhoid within the municipality
- The upgrading of road infrastructure in order to makes access to health facilities within the municipality easier.

#### **2.7.4 Community Facilities**

The demand for local sports and recreation facilities and services is very high in the area, which compounded by the challenges in mobility that are created by the poor condition of roads and the inadequacy of public transport services within the area. Most wards identified sports and recreation facilities as priorities within their area, the municipality together with other relevant agencies will locate these facilities in a manner that seeks to promote social cohesion and spatial integration in accordance with the spatial development framework.

The Municipality has identified and prioritised the upgrading of Sabuyaze Sport field to serve as Fan Park during the 2010 FIFA World Cup. The sport-field is used for sports such as soccer and ceremonial Zulu dances and other cultural

and sport activities. It can be recorded that minimal progress has been made; the Department of Sport and Recreation has thus far funded the construction of second phase of Mathafeni sport field (Ward 5).

Maphumulo municipality has a lot of community facilities i.e. traditional centres, community halls, and crèches, some of which are unfortunately incomplete, under-utilised and are missing a sense of ownership by the community. The municipality has and continues to engage beneficiaries regarding their duty to use these facilities responsibly for them to be sustainable. The municipality is beefing up its monitoring capacity to address the circumstances that result in some projects remaining incomplete.

### **2.7.5 Public Safety**

The existing police station is Maphumulo SAPS situated in Maphumulo town. This police station has large areas to service and access to remote areas is arduous. Remote rural and traditional areas of the eleven Traditional Authorities are particularly difficult to service in this regard. The SAPS has indicated that they would provide police services to these areas from satellite stations in the appropriate localities. From these satellites they would facilitate community policing efforts in the area to build security. In line with the Domestic Violence Act 1998, and in collaboration with the SAPS and Department of Health, the municipality has established a Domestic Violence Forum. The main purpose of the Forum is to ensure that the relevant organs of state give full effect to the provisions of the Act and to convey that the state is committed to the elimination of domestic violence.

The R74 Road is one of the busiest routes in Maphumulo and there are number of schools located along this road which resulted to a number of school children crossing that is taking place on this route. It has also noticeable that most of infrastructure such as road signs, directions and guard rails along this road are in dilapidated state. This has resulted to a number of accidents or even fatal particularly school children on this Road. The community has identified the school crossing and safety educational programme as one of the programmes that can reduce fatality and promote safe on R74 Road.

### **2.7.6 Disaster Management**

Ilembe District Municipality is responsible for Disaster Management within the area, although the Maphumulo Municipality has developed a draft local plan in alignment with District strategies. The plan is to be refined for finalisation before the end of the 2008/09 financial year for implementation in 2009/10. The Ilembe Disaster Management Plan has been under implementation for the previous four years and has four pillars, namely:

- Disaster Management Framework and Implementation Strategy
- Municipal Disaster Management Centre
- Disaster Management Forums
- A Memorandum of Understanding amongst stakeholders regarding roles and responsibilities in planning and implementation
- Capacity building for local municipalities in particular

Ilembe District Municipality has identified capacity building as the main focus in the medium term to ensure that local municipalities are enabled to play their respective roles in disaster management. Maphumulo Municipality has a Disaster Management Plan that was developed during the 2007/08 financial year and will be reviewed for alignment with the District Plan during the 2009/10 financial year.

### 2.7.7 Cemeteries

The Maphumulo Municipality does not have a formal cemetery within its area of jurisdiction. Burials in the rural areas occur mainly through traditional methods and no formal cemetery system is available. The community of Maphumulo has identified the need for cemetery especially in Maphumulo town. Ilembe District Municipality is responsible for the Cemeteries and Crematoria function, and had commissioned a study for the area which raised possibilities of establishing at least one regional cemetery in each of the Local Municipalities. The study also recommended for an investigation for the merit in establishing smaller individual sites close to areas with high population densities, rather than one large regional site per Local Municipality.

A cemeteries plan is currently being developed on the basis of the study and other inputs, the primary aim of which is to identify and prioritise cemetery sites within Ndwedwe, Maphumulo and Mandeni Municipalities. Ilembe District Municipality for all the local municipalities to identify preferred sites for the establishment of cemeteries within their area, and Maphumulo Municipality has in response prioritised undertaking a feasibility study towards the identification of a suitable site for a cemetery during the 2009/10 financial year.

## 2.8 BASIC SERVICES AND INFRASTRUCTURE

A significant development challenge in Maphumulo is the disparity in service and infrastructural provision between settlement nodes, such as Maphumulo Town and its surrounding areas. A detailed account of such provision is outlined in the following sections. The Accelerated and Shared Growth Initiative of South Africa (ASGISA) has identified service delivery infrastructure as one of the binding constraints that would need to be addressed to promote economic development and growth. The review of the current situation with Maphumulo testifies to this as most wards still identify access to basic services and infrastructure as a priority.

### 2.8.1 Water and Sanitation

The Strategic Framework for Water Services (2003) provides a definition of a basic water supply and a basic sanitation facility. A basic water supply facility is defined as **“infrastructure necessary to supply 25 litres of potable water per person per day supplies within 200 metres of a household and with a minimum flow of 10 litres per minute (in the case of communal water points) or 6 000 litres of potable water supplied per formal connection per month (in the case of yard or house connections)”**.

On the other hand, a basic sanitation facility is then defined as **“the infrastructure necessary to provide a sanitation service that is safe, reliable, private, protected from the weather, ventilated, keeps smells to the minimum, is easy to keep clean, minimises the risk of the spread of sanitation-related diseases by facilitating the appropriate control of disease carrying flies and pests, and enables the safe and appropriate treatment and/or removal of human waste and wastewater in an environmentally-sound manner”**. In view of the above definitions, the Maphumulo area is still faced with huge water and sanitation backlogs within its area of jurisdiction, which poses a challenge as water is a basic need for both domestic supply and economic activities. This is in spite of the area being endowed with raw water resources in the form of Umvoti, Hlimbithwa and Tugela Rivers. Details of household water services backlogs are provided in the subsequent sections.

#### 2.8.1.1 Water and Sanitation Backlogs

According to a study conducted by Ilembe District Municipality, of the 120643 people in Maphumulo, a total number of 82180 is receiving water below RDP standards (further than 200m from the household). With regard to sanitation,

indications are that 94261 receive a sanitation service that is below RDP standards (less than a ventilated improved latrine/VIP) Current sanitation backlog in Maphumulo stands at 78% or 100 348 people

As alluded to earlier within this document, the Water Services Authority (WSA) power and function for the area resides with Ilembe District Municipality and Maphumulo Municipality is to ensure that water services priorities are communicated to the WSA and integrated into their strategic and development plans. According to the Water Services Authority, the huge remaining backlogs are influenced by a number of factors, including the following:

- The Maphumulo area has dispersed settlements as well as unsuitable terrain which increases the cost per capita for water services infrastructure development
- Inadequate funding to address all the backlogs within the area
- Need to balance the operation and maintenance of existing infrastructure and the development of new schemes, which over-stretches the limited staff capacity of the WSA

To address the current water supply backlogs, and with the assistance of the Department of Water Affairs, Ilembe District Municipality has prepared a Water Master Plan for its entire area of jurisdiction in consultation with all four local municipalities. Plans for the preparation of tailor-made Sanitation Plans per local municipality are currently underway to address the sanitation backlogs as each local municipality would have its own dynamics in relation to sanitation.

Some members of the community within the area have raised challenges relating lack of access to basic water and sanitation within schools and health facilities. However, it has been difficult to confirm with the Water Services Authority as well as the Department of Education and the Department of Health as to the magnitude of the challenge.

## **2.8.2 Roads**

The condition of roads system in Maphumulo varies from good to very poor. It has been observed that most of the higher order KwaZulu-Natal Department of Transport's (KZN DOT) roads are reliable and passable most of the time, barring a few of the gravel roads in harsh terrain which are difficult to navigate, particularly during rainy periods. Lower order roads on the other hand are generally in a poor condition, and difficult to navigate even under normal weather conditions. In some areas, no major road maintenance has been undertaken in many years, presumably due to lack of funds. The condition of local roads varies, with some, adequate, but many in very poor condition. The following issues and challenges in respect of roads infrastructure that need to be taken forward in the IDP Process:

- There are number of higher order KZN-DOT roads in Maphumulo that are in a bad condition, requiring a range of maintenance actions such as re-gravelling, erosion protection, cleaning out or reconstruction of drains and/or stream crossing
- The majority of local/access roads in the area has never been formally constructed, and was tracks/paths that were opened up with a grader but never gravelled.
- The gravel local/access roads are almost all impassable during wet weather, as they are poorly gravelled or not gravelled at all, and traverse steep terrain.

The municipality has in the past years made provision the gravelling and upgrading of some of the local roads. The Department of Transport has provided the municipality with a list of roads that will be addressed over the MTEF period, for some of which funding allocations are yet to be confirmed

### **2.8.3 Electricity**

From an institutional point of view, the Maphumulo area falls within two of ESKOM functional areas, with the Eastern parts of the area falling within Empangeni and the Western parts being managed by the Pietermaritzburg Office. According to ESKOM, the electricity backlog in Maphumulo is approximately 52%, but even those areas that are electrified experience power outages due to the weakness of the network. As a result most people are reliant on other sources of energy such as solar, paraffin, gas and candles. In view of all the envisaged developments in the area as a result of the formalisation of the Maphumulo Town amongst other developments, the situation is likely to worsen in the near future, and the municipality has made proposals to ESKOM and the Department of Energy to construct a sub-station within the area.

The 2007/08 and 2008/09 IDP reviews respectively highlighted a few priority electrification projects that were to be implemented by ESKOM within the area, including the Ntikanda/Oqaqeni project which was completed in 2008. According to ESKOM, a brief study has been conducted with regard to the electrification of the Qwabe and Sakhisizwe areas which are both in Ward 7 and formed part of the list of priorities. The study identified about 31 existing customers in the area and that the cost of extending the service to other customers will be about R18 000 per connection due to the scattered nature of the households in the area (15-25 houses per square kilometre). The electrification of the area however forms part of the Universal Access Programme, with a total of 564 connections planned. ESKOM plans also indicate that the Thafamasi as well as the Mxhosa/Mbitane electrification projects that were launched during the 2007/08 financial year are due for implementation during the 2010/2011 and 2001/2012 respectively. ESKOM has indicated that the Thafamasi project is dependent on the Kranskop NB 15 upgrade, and will therefore be implemented between April 2010 and March 2011.

Towards addressing the network capacity challenge within Maphumulo, ESKOM has strengthened the Madungela NB 55 (Ngcolosi area) during the 2008/2009 financial year, with the Kranskop NB15 (Kwa Sizabantu) upgrade from 11/22kV currently in progress and scheduled for completion December 2009. The refurbishment of Glendale NB 29 is scheduled for the 2010/2011 financial year.

Key issues for the Municipality with regard to electricity include the following:

- Eradication of the huge electricity access backlogs within the area
- Alignment and communication in the planning, implementation, and monitoring of electrification projects between Maphumulo Municipality, ESKOM, and the Department of Energy
- The upgrade of the electricity network to cater for current and future electricity needs

### **2.8.4 Refuse Removal**

There is no formal waste removal service or landfill site within the municipality. Currently people are burying, burning and dumping waste in open spaces creating pollution. Through its Growth and Development Summit (GDS) resolutions, Ilembe District Municipality is exploring options for establishing a district-wide waste disposal site that will serve all local municipalities in its area. A recommendation for the erection of waste collection containers/buy-back centres at strategic points within the municipality from which waste would be transferred to the landfill site in KwaDukuza has been made by Ilembe DM. The municipality is pursuing that recommendation for implementation during the 2009/10 financial year.

### **2.8.5 Telecommunications**

The town of Maphumulo is serviced with telephone lines. However, only some residents, schools, government offices and shops have access to telephone services – a total of 50% of households in the entire Maphumulo do not have

access to telephones. There is a need for a cellular mast in Maphumulo in order to improve communication. The opportunities for public phones in the identified development nodes should be further investigated.

The municipality has not received formal training on the EPWP guidelines; nonetheless the projects that are undertaken by the municipality are in compliance with EPWP. The projects are labour intensive and local service providers are mostly used.

## 2.9 SPATIAL AND ENVIRONMENTAL REALITIES

### 2.9.1 Spatial Analysis

A distinguishing characteristic of the Municipality is its predominantly rural character comprising mostly of Traditional Authorities and land administered by the Ingonyama Trust on behalf of local communities belonging to 11 Traditional Areas. The Maphumulo Town, the United Church Board for World Ministries, and other pieces of private land is the only land within the municipality that does not fall under the control of the Ingonyama Trust. The town of Maphumulo serves as the main centre of activity and has been identified as the Municipality's principal service and administrative node and future focus of economic growth and development. One of the pressing issues in Maphumulo Local Municipality is the need to improve infrastructure within the municipality and the improvement of access to services.

#### 2.9.1.1 Land Ownership

The following table provides details of land ownership in the municipal area.

| Land Use                           | Area in Ha | %     |
|------------------------------------|------------|-------|
| Traditional Land                   | 96658,58   | 99,49 |
| State Owned Land                   | 32,22      | 0,03  |
| Private                            | 257,00     | 0,26  |
| United Church for World Ministries | 203,83     | 0,21  |
| TOTAL                              | 97 156,63  | 100%  |

**Table 8:** Land Ownership

#### 2.9.1.2 Land Use

The land uses in Maphumulo can be coarsely divided into formal and traditional components. Normal commercial activity, together with support services facilities, is concentrated in Maphumulo town. Informal activity is also present in the town and also occurs at taxi/bus stops along the R74 Road. Cultivated land is outside the town and is dominated by subsistence agriculture which is mainly small crop areas forming part of family settlement units. The major crops forming part of staple diets include maize, sorghum and vegetables. The over utilisation of farms, lack of fertilizers, water shortages, poor farming practices and poor education on farming methods has led to undernourished crops and low yields within these areas. Poor farming practices have also led to the degradation of large tracks of land.

#### 2.9.1.3 Development and Settlement Patterns

Maphumulo has three types of developmental nodes, i.e. primary, secondary and tertiary. These nodes were identified and classified according to accessibility, status in terms of municipal control, the existing level of infrastructure as well as the current level of economic activities.

### Primary Node: Maphumulo Town

Maphumulo Town is identified as the administrative centre of the municipality and is located within Ward 10. Presently, Maphumulo Town comprises of various government sectors, a small shopping area and a community hall. There exists some basic infrastructure as well as some higher order services and facilities such as the offices of the Department of Agriculture, Health, Education, Social Welfare, Correctional Services, Justice, South African Police Services and Transport. These facilities, however, are not very accessible to the rest of the Maphumulo area.

### Secondary Nodes

Ntunjambili, Mxhosa, Maqumbi, Khabane and Nhlanomfula have been identified as second order development nodes. Further development could be facilitated by the development of social and physical infrastructure as well as markets in these nodes.

### Tertiary Nodes

Maphumulo Tertiary nodes are Hhosi, Oqaqeni, Mphise, and Moyamuhle. It is envisaged that infrastructure investment and economic development opportunities will be rolled out from these listed nodes.

#### 2.9.1.4 Spatial Patterns

The spatial pattern is characterized by an uneven distribution of people concentrated in the rural areas which has resulted in the municipality having both densely located and a scattered settlement pattern. A densely located settlement pattern is where the households are in close proximity to each other. The implication is that these are the areas that the municipality may prioritise in terms of service delivery due to their accessibility, efficiency and economies of scale when delivering services in such areas. Scattered settlement is where the households are built far apart from each other. Such settlement patterns are evident in ward 2, ward 3 and ward 6. The implication this has is that it is difficult to provide infrastructure development beyond basic services because of the costs involved.

#### 2.9.1.5 Linkage and Accessibility

The main road in Maphumulo is the R74 which provides access from KwaDukuza (Stanger), to the hinterland, leading onto Kranskop and then Greytown. The R74 is also a main access route to the N2 for the municipal area. The linkage to the N2 is vital for migrant labour transport and access to commercial markets in the Durban Metro. The steep topographic conditions, land availability and tenure have a significant impact upon accessibility and movement patterns in the municipality. It has been argued that these facts have added to the current economic and urban development dominance of the eastern portions of the district.

#### 2.9.1.6 Key Spatial Development Issues

The key spatial development issues that need to be taken forward in the IDP Process are elaborated upon hereunder:

- Due to the settlement pattern of the municipality, it is a challenge for municipality to equally rollout services throughout the rural settlements. As such, development opportunities and infrastructure delivery has to be informed by the nodal hierarchy.
- The town of Maphumulo, Hlanomfula, Ntunjambili, Khabane Maqumbu and Mxhosa have been identified as the future development centres in the municipality. They therefore need to be reinforced as development nodes. Investment and economic development opportunities need to be focused on them.

- Setting up institutional systems and processes for the implementation of the KwaZulu-Natal Planning and Development Act (2009)

### **2.9.2 Environmental Analysis**

Maphumulo is characterized by scenic beauty that is mainly untouched by tourism development which can also contribute to economic development through tourism promotion and development. The area is also prone to donga erosion as well as invasive alien plants. As mentioned earlier, the area is well endowed with water resources, with the Tugela, Hlimbithwa and Umvoti rivers which are important survival resources to the people locally and regionally. An important mineral resource for the municipality is titanium which is still under investigation.

An important aspect in the development of Maphumulo is the type of soils that characterize the area. The complex geography structure is associated with high susceptibility to erosion which will impact on agricultural potential and the provision of bulk services. To a degree, certain practices of the local residents are impacting negatively on the natural beauty of Maphumulo. Erosion-threatened areas caused by overgrazing and veld fire are no longer useful for agricultural crop production or for the grazing of animals as this would lead to the spread of erosion to other areas. Indigenous trees within both forests are being used for household purposes. Unless this is done in a sustainable manner, eco-tourism opportunities could be jeopardized.

Some of the issues relating to the natural environment include the following:

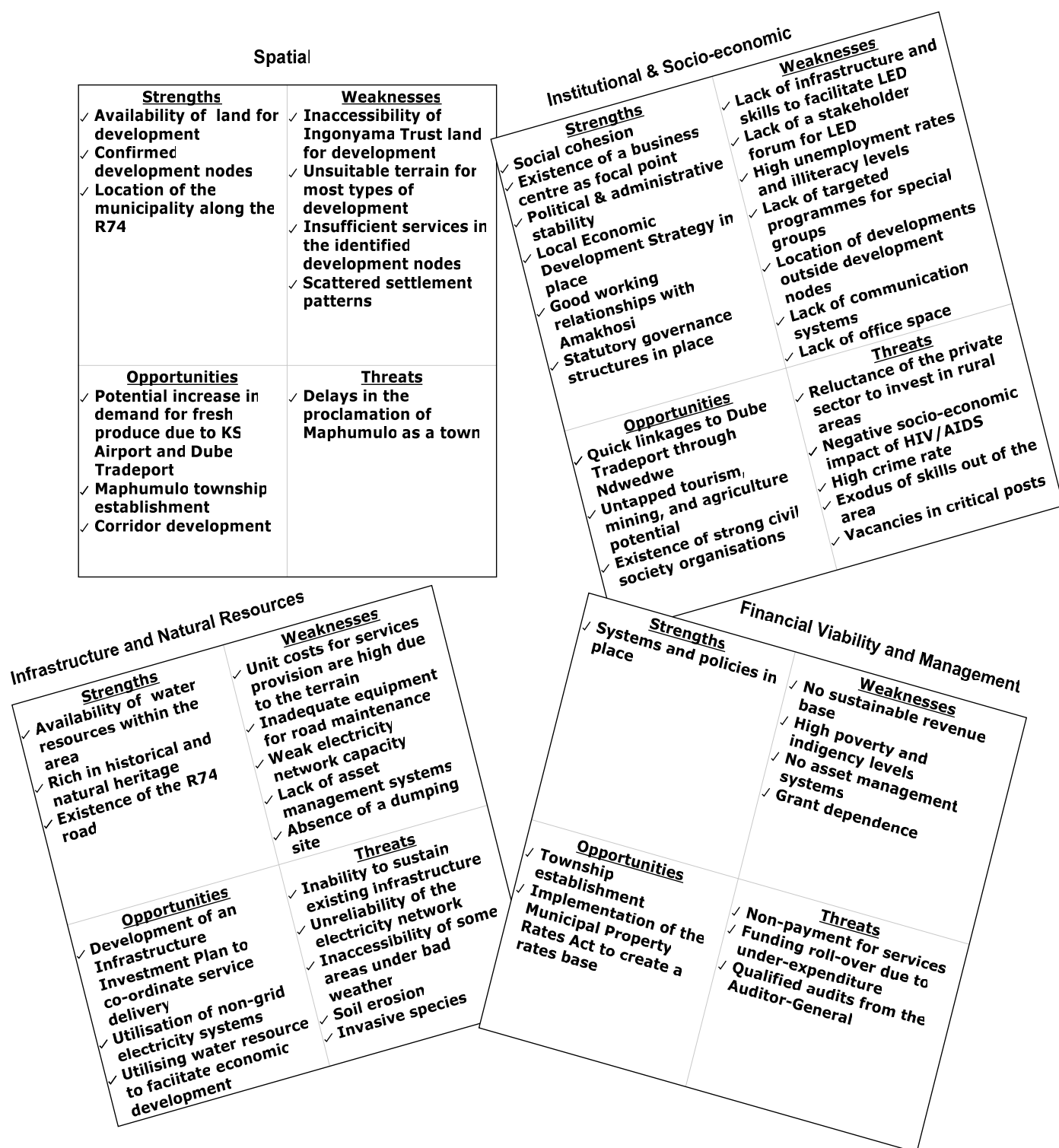
- The erosion of top soil caused by inappropriate agricultural practices and the need to work even closer with the Department of Agriculture in the Land Care programme
- Felling of indigenous trees for household fuel which impacts negatively on the natural environment and the eco-tourism potential of the area
- Need for dedicated human resources capacity for the management of environmental and bio-diversity issues within the area

### **2.10 SWOT ANALYSIS**

This section aims at providing a synopsis of the development issues arising from the analysis of Maphumulo in the form of a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis. A SWOT analysis of the municipality's spatial configuration, social and economic, physical infrastructure, financial, institutional and environment aspects is undertaken to serve as a lens through which the municipality's state of development can be viewed at a glance. The SWOT analysis formed the basis of the 2008/09 IDP review, and has been slightly refined to ensure continued relevance during the 2009/10 IDP review. The figure below summarises the results of the SWOT analysis undertaken.



Figure 6: SWOT Analysis



## 2.11 KEY MUNICIPAL PRIORITIES

On the basis of the situational analysis conducted during the review, and to address the development constraints listed earlier in the plan, the municipality has identified the following as priorities for the 2009/10 financial year:

- Water and sanitation provision
- Road construction, upgrade and maintenance
- Electricity supply
- Eradicating housing backlogs
- Institutional systems development
- Maphumulo Town formalisation and Development
- Local Economic Development to create jobs and alleviate poverty
- Completion and equipment of municipal offices
- Capacity building for municipal staff and the filling of critical vacant posts
- Partnering with all stakeholders to curb the spread of HIV/AIDS
- Addressing the development needs of special groups (youth, women, disabled, and the elderly)
- Ensuring access to training and skills development opportunities for the local community
- Provision of social facilities and services
- Strengthening public participation in municipal affairs
- Spatial development and environmental management

The key challenge for the municipality with regard to the situational analysis has been the availability of reliable and up-to-date data to inform planning. Most of the data on the status quo is still based on the 2001 Census which impacts on the municipality's ability to reflect on the service delivery achievements already made and in planning for the future.

## SECTION 3 - STRATEGIC FRAMEWORK

The municipality had during the beginning of the current 5-year IDP term in 2007 confirmed its long-term vision and mission, its development objectives as well as the strategies to achieve those. This vision is based on the municipality's priorities and is also informed by a sense of where the municipality wants to be in the long-term in as far as development is concerned.

### 3.1 THE MUNICIPAL VISION

The municipal vision that was adopted by the municipality as part of its 2007-2011 IDP has not been changed during the 2009/10 review as it still captures the municipality's values and remains relevant to its priorities and aspirations. The municipality's "Vision 2015" is, ***"To improve the quality of life of all residents in Maphumulo through, the provision of appropriate and adequate infrastructure, social empowerment and promoting local economic development, creating an investment –friendly environment in an environmentally sustainable manner"***

### 3.2 MISSION STATEMENT

Maphumulo Municipality aims to work towards achieving its long-term vision by:

- Creating an enabling environment for economic development
- Empowering municipal staff and social stakeholders
- Ensuring the participation of marginalized community especially women, youth, disabled and HIV/Aids infected and affected
- Ensuring a clean and safe environment

### 3.3 VALUES AND PRINCIPLES

The municipality will continue to be driven by and observe the following service delivery principles of Batho Pele:

- Showing compassion and care to all municipal customers
- Treating all residents with equality, integrity and respect they deserve
- Attending and responding to all queries efficiently
- Conducting the municipal business processes in an ethical and professional manner

### 3.4 DEVELOPMENT OBJECTIVES

Towards the achievement of its long-term vision, and as informed by the priority issues confirmed through the situational analysis, the municipality has crafted a set of broad development objectives to create a sense of focus around key priority issues. These development objectives are aimed at bridging the gap between the current priorities or challenges and the municipality's long-term vision by offering a high-level of what needs to be achieved in the short to medium term. The following are the broad development objectives that the municipality has set:

- To improve the organisational development capacity of the municipality to render effective service delivery
- To enhance revenue and to ensure financial viability and sustainability for Maphumulo Municipality
- To reduce infrastructure and services backlog and to establish a high quality environment with the associated physical infrastructure

- To improve the quality of life of the community by providing them with decent human settlement and to ensure that each housing project is linked to the improved water supply, sanitation, roads, health services as well as amenities such as education, community halls and basic recreational facilities
- To educate and to empower housing beneficiaries on their rights
- To empower previously disadvantaged persons in basic skills in respect of building houses
- To facilitate provision of access to a public resource facility by the community
- To ensure developmental of agricultural potential throughout the municipality
- To focus development on tourism and mining as untapped economic sectors that can contribute to economic growth of the municipality
- To promote local economic development and growth in Maphumulo through the identification and facilitation of economic opportunities
- To facilitate the development of youth with sporting potential and expose them to better opportunities
- To promote good health and attract investors for economic growth through proper and environmentally friendly waste management
- To improve the quality of life of the community through providing them with community facilities and contain the HIV/Aids epidemic in the area
- To ensure that residents live within a safe environment
- To equip young people with knowledge, skills and values and expose them to economic and social programmes.
- To improve the quality of the natural environment and promote co-ordinated and orderly spatial development
- To deepen democracy and strengthen democratic institutions

The objectives outlined above formed the basis for the design of development strategies that would give effect to the municipal vision and seek to outline mechanisms through which the priority issues can be addressed. The strategies inform the identification of projects to be implemented in the medium term, details of which are dealt with later within the document. The table on the next page provides details of the development strategies designed, links them to development objectives and priority issues and puts them within the context of a broad strategic framework. The primary aim of the strategic framework is to ensure that each strategy and development objective within the IDP is aligned to and seeks to address a particular IDP priority.



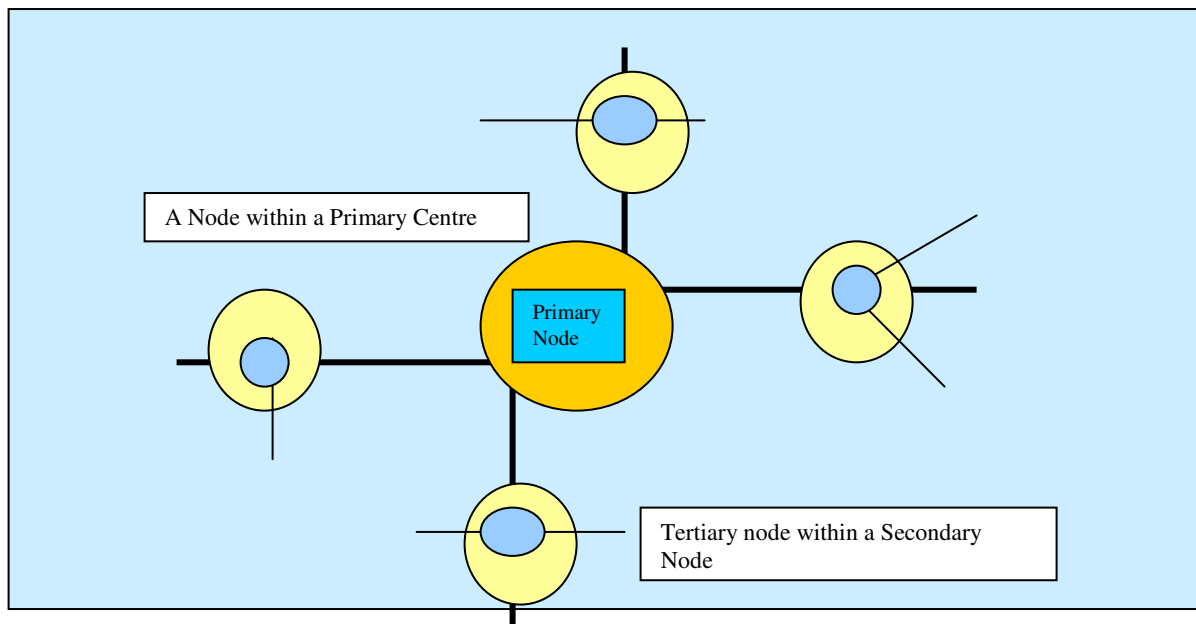




## SECTION 4 - THE SPATIAL DEVELOPMENT FRAMEWORK

The Maphumulo Spatial Development Framework (SDF) was reviewed during the 2007-2011 IDP formulation. The SDF serves as a tool for the implementation of the IDP and localized spatial plans and policies, including Land Use Management Systems. It also seeks to facilitate planning at a higher level by informing district and provincial authorities of the spatial development directives of the Maphumulo Local Municipality. Furthermore, the broad purpose of the SDF is to provide strategic guidelines and principles in terms of which development initiatives and land use applications can be evaluated. The SDF is guided by the following six spatial principles which form the foundation of an appropriate SDF:

- Equality
- Efficiency
- Integration
- Sustainability
- Fair and good governance
- Approach Used



**Figure 7:** Application of Spatial Principles

The benefits for this approach are as follows:

- It provides a logical framework for assessing locational priorities. It recognizes that regions are dynamic social and economic systems, which responds to change, opportunities and limitations.
- They are always in a process of growth and transformation
- The objective of every investment project is to maximize the impact of and the total accessibility to the type of facility in question.
- It allows for the new investments to be informed and responds to that which has gone before. Each investment modifies the rhythm of flows and patterns of accessibility. This in turn, ensures that at each stage facilities and services have the greatest chance of being viable.



- An important dimension of the approach is that it demands sectorally different forms of investment to be considered in relation to each other. Similarly, vertically linked forms of investment can be moulded into an interconnected accessibility system to ensure that each level of service has appropriate threshold.

#### **4.1 RELATIONSHIP BETWEEN THE SPATIAL DEVELOPMENT FRAMEWORK, THE PROVINCIAL SPATIAL ECONOMIC DEVELOPMENT STRATEGY (PSEDS) AND THE NATIONAL SPATIAL DEVELOPMENT PERSPECTIVE (NSDP)**

The fourth principle of the NSDP is that settlement and economic development opportunities should be channelled into activity corridors and nodes that are adjacent to or link the main growth centres. Having considered the strengths, weaknesses, opportunities and threats associated with the Profile of the Province, the KwaZulu-Natal Cabinet resolved in July 2005 to pursue the concept of “corridor development” as a stimulus to economic growth in the Province. To this end the PSEDS endeavours to identify such main growth centres and the related nodes and corridors. As such two development corridors identified in the PSEDS runs through Maphumulo Municipality. The first one is P711 which links Maphumulo and Dube Trade Port through Ndwedwe, while the second one is R74 which is an east-west linkage between the Coast (KwaDukuza) and Battlefields Route (Greytown-Dundee).

The PSEDS thus does not attempt to identify a functional hierarchy of transport logistics corridor routes throughout the province. Instead it focuses its attention on activity/development corridors. These development corridors are not intended to be the basis for a transport logistics network. It is however essential that the development corridors are adequately served by appropriate transport and logistics infrastructure.

The primary and secondary nodes have been identified for priority interventions by the PSEDS over the next five years. The PSEDS acknowledges that there is a need to consult extensively with municipalities on the identification of the lower order nodes, of which the municipality’s SDF will provide guidance and assistance in this regard. The Provincial Spatial and Economic Development Strategy has identified the development corridors as priority interventions and only corridors which are identified as having the potential for greatly impacting on economic growth and the development of impoverished areas have been prioritized. Those corridors not prioritized will still form an important part of the provincial economy and will not be neglected.

It is important to emphasize that these nodes and corridors do not constitute a logistics network for the province. It is imperative however that these corridors and nodes are supported by an adequate and appropriate network of services including transport, electricity, water, housing, health, education and community safety, amongst others. Further planning is required in order to detail projects required to ensure the successful implementation of the PSEDS. (*Source: PSEDS*). The PSEDS identifies Maphumulo municipality as one of the municipalities that contain wards which constitutes 50 of the most deprived areas in the province. It also identifies Maphumulo- Ndwedwe-Dube Trade Port as a secondary corridor as well as a service and agri-processing node linked to Dube Trade Port opportunities.

## **4.2 SPATIAL DEVELOPMENT OBJECTIVES**

### **4.2.1 Maintaining Continuous Green Space and Protecting Biodiversity**

The present generation is challenged to engage with the natural resource base and meet its development needs in a manner that enables the future generations to meet their own development needs. This is often referred to as environmentally sustainable development. It acknowledges the need to protect the environmentally sensitive areas, optimal utilization of high potential agricultural land, creation of an integrated open space system and enhancement of the aesthetic quality of the environment.

River systems as functional systems: Ideally, a buffer line would follow the 1:50 year floor line, but in view of the lack of such information an indicative line has been used. Rivers provide opportunities for tourism, irrigation and sports development. Uthukela and Umvoti Rivers are major rivers that run through the Municipal area. Ecological zones are environmentally sensitive areas, which are not necessarily protected or declared as such. These include wetlands, areas where there are endemic species, scenic areas, etc. Although high impact development should be discouraged in such areas, they provide opportunities for environmental conservation and tourism development.

#### **4.2.2 Transport Corridors as Investment Routes**

A public investment approach, which emphasizes static points, thus defining access in terms of radial service areas is inefficient. It multiplies the number of points, minimizes the impact of inputs and thus the investment required. In conditions of scattered settlement pattern, as is the case in Maphumulo, regional transport routes which link a number of areas should, instead, become the logical focus area of an ordered strategy for rural development. These routes should be seen as activity and investment lines. The structure they give to the area is articulated in the form of movement patterns and systematic distribution of land uses in space.

However, not all regional routes are the same in terms of the intensity of use and ability to attract investment, services, economic activities and settlement. Generally, larger routes linking generators of movement and investment have a greater generative capacity than smaller routes. It thus follows that regional facilities and services should gravitate towards these areas. Smaller facilities requiring smaller thresholds should be located along smaller routes. Viewed in this way, the issue of regional and rural spatial organisation becomes one of creating a systemic framework of interlocking activity routes over time. This has an impact of reducing spatial marginalisation, increasing equitable access to all level of services and promoting investment. The location of facilities along major routes recognises the importance of choice to the rural communities with respect to services such as education, health and welfare facilities.

#### **4.2.3 Enforcing Integration between Different Landscapes/Land Use Zones**

The intention with the built environment should be the creation of large continuous precincts of built form, rather than it occurring in spatially discreet pockets or cells, as is commonly the case in Maphumulo. This is necessary to obtain economies of agglomeration. At places, the continuity of the fabric should be systematically broken so as to ensure equitable access to green space and other opportunities. For this reason, extensive spaces such as arable or grazing land, should as a general rule, be located in suitable land including broken topography in the case of grazing land. Where such space intersects with the built up areas, the edges of the space should be carefully defined to maintain a sense of built continuity.

#### **4.2.4 Acknowledging the Structure and Behaviour of the Existing Settlement**

Settlement in Maphumulo Municipality occurs in the form of low density and sometimes-sprawling settlements reflecting the culture and tradition of the local communities. This pattern is not sustainable and renders service delivery and development ineffective. While this is critical in defining the structure and behaviour of settlements, it has given rise to a continuum of rural settlement ranging from low density remotely located agrarian communities to centrally located relatively high density settlements. Some settlements developed as a result of betterment schemes and land reform program. These have well defined structure and pattern. A detailed consideration of the settlement pattern reveals a high level of interdependence and connectivity between settlements, and suggests that they are functionally integrated. They are spread in space in the form of footprints (unsystematic but logical). Higher density settlements are located along the main transportation routes and are held together by a web of local access roads and public facilities located along these roads. At a regional level, they are knit together by a system of regional access routes. However, settlements are also not static. They respond to change and are continuously in the process of transformation.

## 4.2.5 Development Nodes and Concentration Points

### 4.2.5.1 Primary Node

There is essentially one major node within the Municipal area, namely; Maphumulo Town. It has been identified as the administrative centre with an economic centre, in need of revitalization. It has been identified on the following basis:

- Location in terms of accessibility and linkages into other target service areas and nodes
- Status in terms of development and service infrastructure
- Existing threshold and population
- Current levels of economic activity and future growth prospects.

The regional centre contains existing built up areas incorporating areas of relatively high population densities in close proximity thereto. It is proposed that future urban uses are contained within the existing urban areas and development first seeks to density and infill therein. The urban edge should be defined to prevent urban sprawl. An urban edge facilitates a planned environment while protecting the natural environment so as to promote sustainable development. The urban edge intends to ensure that ad hoc development will not have a negative impact on planned development. Further, it facilitates the efficient delivery of services and infrastructure. Densification of the urban area will maximize development opportunities and facilitate the efficient utilization of existing resources, services and facilities. Further, to promote the effective and efficient provision of future services and facilities. The urban edge as defined, aimed towards the restructuring of the urban environment and the improvement of the quality of life of the people. Residential and industrial activities, should, by virtue of their nature, take place on appropriate land within the urban areas. Agricultural land should not undertake a change in land use to accommodate such activities.

The Town's role in development is focused on promoting municipal wide development and reinforcing integration with the surrounding major rural settlements. That role includes serving as the main administrative centre for Maphumulo Local Municipality, as a sub-centre for Ilembe District Municipality, and as a service centre for the surrounding community including traditional areas. The following initiatives should be promoted in Maphumulo:

- Institutional Precinct and Commercial Precinct development
- Decentralization point for local administration of provincial and local government services.
- Higher order social and commercial services (tertiary education centres, health centres, shopping centres)
- Integration with major urban centres such as Stanger
- Bulk water schemes
- Civic centres
- Housing development
- Secondary Nodes

### 4.2.5.2 Secondary Nodes

Five secondary nodes have been identified, within the Municipality namely; Ntunjambili, KwaMxhosa, Nhlanomfula, Maqumbi and Khabane. These areas are well settled and located strategically along the movement corridors. Access to basic infrastructure lies within close proximity, however, there is a lack of public/private investment in these areas. It is however, recommended that they be further developed due the anticipated through-flow of traffic and the potential spin-offs by being located along major transportation corridors.

#### 4.2.5.3 Tertiary Nodes

A tertiary node serves to provide services to the local resident population and provide services to the adjacent rural areas. They are usually characterized by low levels of infrastructure, basic services, facilities and mobile services with some form of commercial activity. The following nodes have been identified as tertiary nodal areas and are potential areas where some form of agglomeration of activities has potential; namely:

- Mphise
- Oqaqeni
- Moyamuhle; and
- Hhosi

Furthermore, they have access to basic services and infrastructure and are located along the proposed transport corridors. These areas are suitable for the location of lower order services with smaller thresholds. Tertiary nodes are located in remote areas and are sparsely populated compared to the primary and secondary webs. They are dominated by agricultural uses such as extensive grazing and extensive crop production. In view of the distances people have to travel from these areas to the neighbouring centres and social facilities, and the fact that service delivery in these areas cannot be achieved in a cost effective manner, they should be prioritised for agricultural oriented development and be provided with rudimentary services.

#### 4.2.6 Strategies for the Implementation of Maphumulo SDF

The Spatial Development Framework for Maphumulo Municipality has the following critical aspects:

- Protection and enhancement of the natural environment within which all land use and development takes place.
- A system of corridors, which seeks to improve access and movement patterns.
- A system of settlement footprints as the basis for service delivery and development
- A system of nodes, which forms the basis for the agglomeration of certain activities
- Framework for economic development.

The following have been identified as specific areas in the municipality, which require targeted interventions to assist and guide development:

**Recreation and Tourism areas:** Recreation and tourism areas should be developed and promoted in order to support LED and tourism initiatives, as well as social development for residents of the municipality. Two of the key tourism opportunities identified is the development of the Kwa-Shushu Hotsprings and Itshe likaNtunjambili.

**Poverty Alleviation Areas:** These are peri-urban and rural areas in which there are low levels of economic activity and high levels of poverty. Key intervention in these areas include: Provision of access to municipal and social services Support for LED initiatives such as SMME's and small scale agriculture.

#### 4.2.7 Environmental Management

**Green Corridors:** Maphumulo Municipality is unique in the sense that two of the KwaZulu-Natal Province major rivers (Uthukela River and Umvoti River) runs through the municipality in a west-easterly direction in line with the rolling hills and broken topography that is characteristic of the area. They both form an important component of the physical and natural structuring system and they represent breaks in development and land use. Many of the valleys contain

significant areas of indigenous vegetation and In line with the recommendation contained in the Ilembe District Municipality Spatial Development Framework; they should be utilized, together with relevant tributaries as a natural green network structuring the landscape.

The width of this system varies considerable depending on the local topographic and environmental conditions. Appropriate management and maintenance systems should be established together with local communities and appropriate stakeholders. Where relevant a programme of rehabilitation should be considered. This approach would also include appropriately protecting, managing and rehabilitating the natural environment of existing mountain and hill ranges as well as unique natural habitats identified. Where possible the various components should be integrated and linked into an overall natural system consisting of a variety of components.

The municipality should give priority to the following interventions:

- Programmes that are designed to protect and enhance the quality of the river systems should be promoted. This includes the Working for Water Programme, Removal of alien species and participation in the Catchment Management Programmes
- Formulation of an Environmental Management Plan and/or Strategic Environmental Assessment as a component of the IDP and a base document for the Land Use Management System.
- Initiating landcare program in association with the Department of Agriculture. The program will help address challenges such as soil erosion and donga rehabilitation.
- Identification and protection of indigenous forests and other environmentally sensitive areas.

#### **4.2.8 Protection of Agricultural Land**

Nearly half of Maphumulo Municipality comprises of land with a relatively high agricultural potential. However, most of this land has been lost to dispersed expansive rural settlements. This has limited the agricultural activities to subsistence and small scale sugar cane production. Given the strategic location of the area in relation to the Dube Trade Port and its identification in the PSEDS as an area falling within an agricultural and agri-processing corridor, it is important for the municipality in association with the relevant government departments and the affected communities to identify and assemble land for agricultural development purposes. Unlocking this potential may involve the relocation of homesteads in some instances. Potential for out grower schemes should also be explored in greater detail.

#### **4.2.9 Development Strategies for Nodal Areas**

##### **4.2.9.1 Maphumulo Town**

Maphumulo Municipality has identified the development of Maphumulo Town as a primary node/service centre of the municipality. The town is seen as a principal service centre and administrative node which will stimulate economic regeneration within the municipality. Strategies for the development of this area should focus on the following:

- Finalization of a strategic planning and development framework indicating future land use pattern.
- Formalization of Maphumulo Town which entails formal proclamation of the area as a township or development area (DFA), opening of a township register and clarification of land tenure options.
- Identification and packaging of strategically located sites as a means to attract potential investors to invest in the development of Maphumulo as a regional centre. These sites should be packaged to cater for varying development needs and also ensure that it encourages investment. This can be achieved by means of creating development precincts which would cater for Institutional, Commercial, etc.

- Communication campaign to explain the implications of the formalization process to the existing rights holders.
- Introduction and application of the Land Use Scheme based on the Land Use Management System as adopted by the Municipality or the LUMS guidelines as developed by the Provincial Government.

#### 4.2.9.2 Secondary Nodes

In view of the fact that Maphumulo Municipality is generally rural in nature, the secondary nodes are small, low-key and emerging centres located either at the intersection of major arterial routes or along these routes. They may include a few community services, low order commercial facilities and serve as meeting places. Strategies for dealing with these areas should include the following:

- Engaging the local stakeholders (Traditional Authorities, Community Based organizations, etc) in defining the size and geographic extent (boundaries) of these areas.
- Formulation of development frameworks for each node taking into account its character, existing land use/activities, development potential and latent opportunities.
- Introduction and application of the Land Use Scheme based on the Land Use Management System as adopted by the Municipality or the LUMS guidelines as developed by the Provincial Government.

#### 4.2.9.3 Tertiary Nodes

Tertiary nodes are incipient in nature and serve as periodic service centres (pension pay-points, mobile clinics, etc), but may also include services such as a informal taxi rank, local convenient shops such as spaza shops, informal traders and a community hall. Strategies for the development of these areas should focus on the formulation of broad strategic guidelines for managing future allocation of land rights, resources and location of projects. It is also important to assess the status quo of service delivery in terms of sewerage, water and energy provision. This will assist in providing required services and/or infrastructure such on-site water provision, street lighting, sewerage disposal, tarred roads, street/pavement paving, etc.

### 4.2.10 Development Corridors

Development/movement corridors provide strong linkages between main settlements in the settlement hierarchy, as well as channelling movement within the municipality and the adjacent municipalities. They also provide strong structuring elements to guide future development and are one of the most significant structuring elements in the spatial framework. The spatial framework movement pattern has a hierarchy of corridors, namely, primary, secondary and tertiary. These corridors are classified in terms of their role in facilitating movement patterns and potential for encouraging development. The following classification has been used:

- Primary corridors, which are essentially the movement routes, that carries high volumes of traffic and link the main centres in Maphumulo with other centres within Ilembe District.
- Secondary corridors, which provides strategic linkages between major settlement webs and the nodes.
- Tertiary corridors, which are essentially main internal (within and between settlements) movement routes.

#### 4.2.10.1 Primary Corridors

The primary “north–south” corridor (P711) emanates from Ndwedwe (KZ293) at the south through to Maphumulo. The municipal area is linked via an existing “east–west” corridor (R 74) from Kranskop (KZ 245) through to Stanger (KZ292). A further primary corridor (P15) to be re-inforced links the Northern portion of the municipality to Kranskop and Madungela (KZ 286). Three regional transport routes have been identified as primary development corridors.

Maphumulo (R74) serves as the main access route to Maphumulo area and Ilembe District and links the municipal area with Stanger, Greytown and Ndwedwe which feature prominently in the District Spatial Development Framework. Settlements located along these corridors should be prioritized for upgrading in terms of service delivery, road infrastructure, housing and development of higher order public facilities. Particular attention should be paid to the nodes and other accessible areas. North-South corridor (P711) is a strategic link in the Ilembe District Municipality's SDF and is aligned to the corridor highlighted in the Ndwedwe SDF.

#### 4.2.10.2 Secondary Corridors

The secondary corridors are as follows: Linking Hhosi (D881) to R 74 through onto either Kranskop in the west or Stanger to the east; Linking wards 5, 6 and 11 (D1527) to the west of P711 to Maphumulo; Extending the linkage from P711 to Stanger via Khabane Linking the P711 and R74 via the settlement of Nhlanomfula (D1532). The route which link the settlements of Thafamasi, lead to the secondary corridor D881 and also the route which links the settlement of Oqaqeni and Otimati.

The secondary corridors facilitate movement and improve the level of access within the municipal area. They provide road linkages between different settlement webs and also provide access to the tourism centres. The following are identified as secondary corridors:

- Road to Khabane. This road provides access to main road to Ndwedwe and a number of settlements are located along this road.
- Link road from Hhosi to Mphise. This serves as the main internal link road between the northwestern and south-eastern settlements. It is also a tourist route to Itshe likaNtunjambili and kwaShushu hot springs.
- Link road from KwaMxhosa to Zubane.
- Link road from Nhlanomfula to main road to Stanger, similar character as Oqaqeni and Maqumbi.

#### 4.2.10.3 Tertiary Corridors

The tertiary routes are as follows: Roads included are D894, D1573, D1533 and D1534 Road D1630 linking secondary corridor to Primary Corridor (P711) Route linking the Primary Corridor (P711) to Umvoti (KZ245). Tertiary corridors are found mainly within the settlements and bind together different settlements. They serve mainly as internal circulation and access roads to a range of social facilities and economic development opportunities. These corridors are opportunity areas for the location of lower order facilities. The settlement hierarchy and development corridors provide a framework for the future provision of bulk infrastructure, services and facilities, and support for local economic development initiatives.

#### 4.2.11 Development Concept

In addition to the development information provided by the local context, the most appropriate future spatial development pattern is informed by aspects such as existing land use patterns, population concentrations, availability of services, accessibility, agricultural development potential and environmental consideration. The broad development concept contained in the SDF consists of the following:

- Primary Corridors
- Secondary Corridors
- Tertiary Corridors
- Primary Node
- Secondary Nodes
- Tertiary Nodes

- Semi-rural/rural communities
- Potential Commercial Agriculture
- Important Eco-systems and communities
- Green Belt/Open Space System

The development informant and the various component of the SDF are discussed in more detail in the following paragraphs.

#### 4.2.12 Main Elements of Maphumulo Spatial Development Framework Map and Strategic Approach

The **Primary Corridors** identified in the SDF are follows:

- The R74 runs east towards Stanger up to the N2 interchange and towards Umvoti Municipality (Greytown) to the West, from where it continues in a westerly direction forming the primary inland link to Kranskop, Greytown, Dundee in the Umzinyathi District Municipality.
- The P711 runs from the R74 intersection to complete the North-South Primary Transport Route to Ndwedwe and eThekweni municipalities respectively

The Primary Corridors identified provide public transport linkages and accessibility to the communities at the interceptory points with other movement channels. A range of development opportunities are envisaged along these channels. In order to improve accessibility to the inland areas and to create potential inland tourism routes, Main and District Roads have been highlighted for upgrading and regular maintenance as Secondary Corridors. The district roads in the rural component identified as secondary corridors provide an opportunity for the promotion of Eco/ Adventure tourism within the municipality and these networks need to be regularly maintained and upgraded. This corridor has potential to unlock tourism and business potential of the area. The sustained development of tourism facilities is dependant on the capacities of supply services networks, and it is essential that the IDP's capital development programme is aligned to the elements of the SDF.

**Primary Nodes** are fed by development corridors in terms of people and physical thresholds. There is provision of concentration of different activities and services at areas as identified in the SDF Map. Potential in terms of economic development and property development is high in areas as it is in the region of provincial and national recognition.

**Secondary Nodes** are areas identified along the along the secondary corridor strip and have tourism, transport and related business potential.

**Tertiary Nodes** represent the lowest order of locality, where a range of service and economic activities could be concentrated in a sustainable way and are located in the periphery of the Primary Node. Services in these areas may be located at a clinic, store, tribal court or taxi rank. These were identified in AmaNgcolosi, AmaMbedu, AmaBomvini, Nodunga, Hlongwa and Maqumbi area where Multi Purpose Community Centre's (MPCC's) have been or are in the process of construction. These areas have potential for the location of multi-purpose community centres (to include clinics, AIDS support services, library, adult education and skills training and computer facilities).

Areas such as the KwaShushu hotsprings, Itshe likaNtunjambili (the Kop) are identified as low key tourism areas within the Municipality. Small scale tourism development around these areas should be encouraged to add to the uniqueness and tourism attractiveness of the area. There is a demand for middle income housing and rental stock in the municipality and the area identified on this SDF which can possibly accommodate this kind of development is the Primary Node, Maphumulo Town and possibly Ntunjambili. Other areas identified for future housing within the municipal area are AmaNgcolosi, AmaMbedu, AmaBomvini, Nodunga and Hlongwa areas. In semi rural/rural Communities developments should be rural-based, of a small scale, labour orientated and related to the existing agricultural activities and the natural



resource base. It is envisaged that subsistence agriculture and housing will be the primary land use in this zone, exceeding tourism in importance. Particular attention should be paid to the retention of the integrity of rural landscapes. Low key commercial activities are to be promoted at Maphumulo Town area. These should include office development and mixed use development. Light industrial activities are to be promoted at the Ntunjambili Node due to accessibility to transport routes which are not as busy as other corridors and possibly have minimal environmental impacts. At all these potential designations, it is important that Local Area Development Plans be undertaken with the Maphumulo Town and Ntunjambili Nodes being priority. The Maphumulo Spatial Development Framework Map is shown in Figure 8 below.

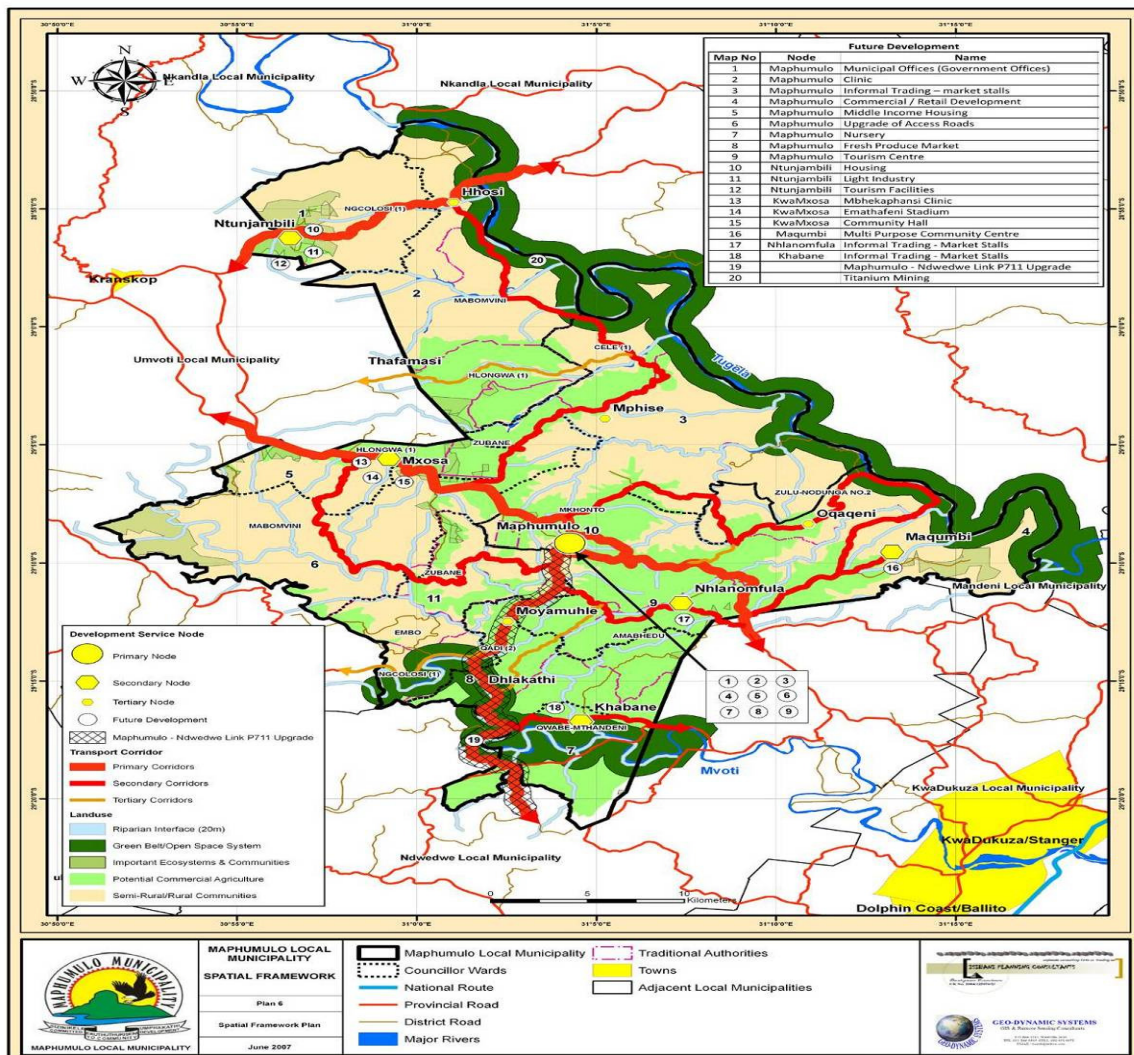


Figure 8: Maphumulo Municipality Spatial Development Framework

## **SECTION 5 – PERFORMANCE MANAGEMENT SYSTEM**

As indicated in the previous IDP review, the municipality had finalised its organisational performance management system (OPMS) in 2007. The municipality's OPMS is made up of the organizational score cards which were later brought down to departmental and individual scorecards with objectives, key performance indicators, performance targets, and measures. It is based on the national key performance area model which locates municipal programmes and projects within each of the KPAs.

### **5.1 THE PERFORMANCE MANAGEMENT PROCESS**

#### **5.1.1 Performance Planning**

At an organisational level, the IDP forms the basis for performance management as it provides the broader perspective of what the municipality aims to achieve, and is linked to organisational targets and indicators which will be monitored, measured and reported on. The annual review of the IDP forms an important part of the performance planning process as it results in new or reviewed set of targets and indicators for the following financial year. To ensure that the municipality's IDP programmes and projects are delivered in accordance with the plan, a set of targets, milestones and performance indicators will be developed. These performance measures form the basis for the Service Delivery and Budget Implementation Plan which breaks the annual targets, milestones and indicators into quarterly and annual service delivery targets.

#### **5.1.2 Performance Monitoring**

Performance monitoring will be done throughout the year to ensure that the set targets and milestones are achieved and to take remedial steps where these are unlikely to be achieved in accordance with the plans. Respective Managers within the municipality will be responsible for monitoring programmes and projects that fall within their ambit and report on the progress of those programmes and projects. The monitoring process will therefore highlight issues that both Council and the administration need to attend to ensure that programmes and projects remain on course for completion in time and with the desired results. The Accounting Officer of the municipality assumes the overall responsibility for the monitoring of individual performance in line with the set scorecards.

#### **5.1.3 Performance Measurement**

Performance measurement will involve the process of collecting and capturing key performance-related information to create a foundation for reporting to take place. The focus of the measurement process will be on the measures set (milestones, targets, indicators). Managers will collect the information for each of the measures for the period in question on the scorecard to enable their superiors, the Executive Committee and Council to analyse the data collected and assess whether the set measures have been attained. These will then inform the organisational performance measurement process, the results of which will be audited by the Internal Audit and the Audit Committee. Maphumulo Municipality will undertake the performance measurement process on a quarterly basis to allow for the reporting processes to take place.

### 5.1.4 Performance Reporting

The performance reporting process will take place in two ways, the first one being during the course of the year as measurement following measurement and the other one taking place annually at the end of the year. During the year, the analysis of data mentioned in the previous section will be followed by a process of reporting at various levels. Firstly, a report on the overall performance of the municipality as per the scorecard will be submitted to the Executive Committee and Council on a quarterly basis. The Council will then assess the performance of the municipality as part of its oversight role and provide feedback to the Executive Committee and the Municipal Manager. In addition to these reports, other quarterly and mid-year reports will be submitted to Treasury on the SDBIP in accordance with the Municipal Finance Management Act, (MFMA) 2003.

On an annual basis, a comprehensive report on the performance of the municipality will be submitted as provided for by the MFMA, 2003. The report on the performance will then form part of the Municipality's Annual Report. The council will then report twice per annum to the community in line with its Communication and Public Participation Strategy which is, as mentioned earlier, is currently under review. The Council will further report annually to Auditor-General and the MEC for Local Government and Traditional Affairs. The annual report will be a reflection of the municipality's performance against the key performance areas, key performance indicators as well as annual targets. The table below provides a summary of the reporting requirements and intervals as outlined above.

| Report   | Frequency   | Recipient                          |
|--|-------------|------------------------------------|
| 1. SDBIP   | Quarterly   | Executive Committee                |
| 2. Organisational Scorecard  | Quarterly   | Executive Committee and to Council |
| 3. Implementation of the budget and financial state of affairs within the municipality | Quarterly   | Council                            |
| 4. SDBIP mid-year budget and performance assessment                                    | Once a year | Mayor (in consultation with EXCO)  |
| 5. Performance report  | Annually    | Council                            |
| 6. Annual report   | Annually    | Council                            |
| 7. Oversight report  | Annually    | Council                            |

**Table 9:** Performance Reporting Requirements and Timeframes

### 5.1.5 Performance Review and Evaluation

A performance review, in which a comprehensive evaluation of the municipal performance will be conducted, will take place at the end of the financial year after all performance information has been audited. The municipality will carefully analyse its performance in order to identify and understand areas wherein it has performed well or badly during the financial year. The analysis is intended to examine trends in performance over time and in all political and administration structures of the municipality. The result of the review process will be used to develop measures to improve performance and inform the planning stage of the following year's balanced scorecards and annual programme.

Maphumulo Municipality is part of a pilot programme by the Department of Local Government and Traditional Affairs on the implementation of the organisational performance management during the 2009/10 financial year. The 2010/11 IDP review is therefore envisaged to benefit from this pilot as it will be informed by the results of the performance measurement process that would have been undertaken, amongst others.

## SECTION 6 – IMPLEMENTATION PLAN

### 6.1 APPROACH TO IMPLEMENTATION

The approach to the implementation of the IDP is informed by both the municipality's internal dynamics and the external environment including its rural nature. It is also premised on the following principles:

- Multi-year view of implementation planning and management
- Service delivery orientation and focus on key priorities
- Highlighting individual contributions to the achievement of broader IDP objectives
- Promoting integration and alignment
- Efficient allocation of resources
- Facilitating continuous learning and innovation
- Promoting of targeted and time-bound programmes
- Linking planning, implementation and performance management systems

In line with the above principles, all the programmes, projects, as well as activities within the IDP falls within one or more of the five national key performance areas (KPAs), with Spatial Planning and Environmental Management added to accommodate relevant programmes and activities. Figure 8 below illustrates the interconnectedness between KPAs.

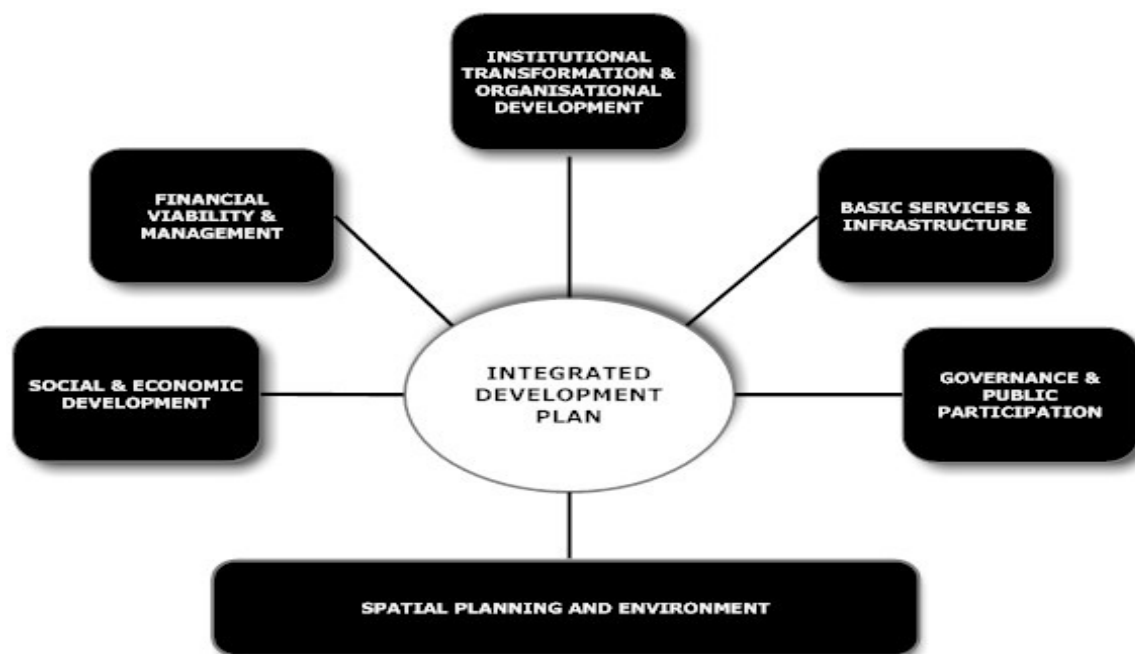


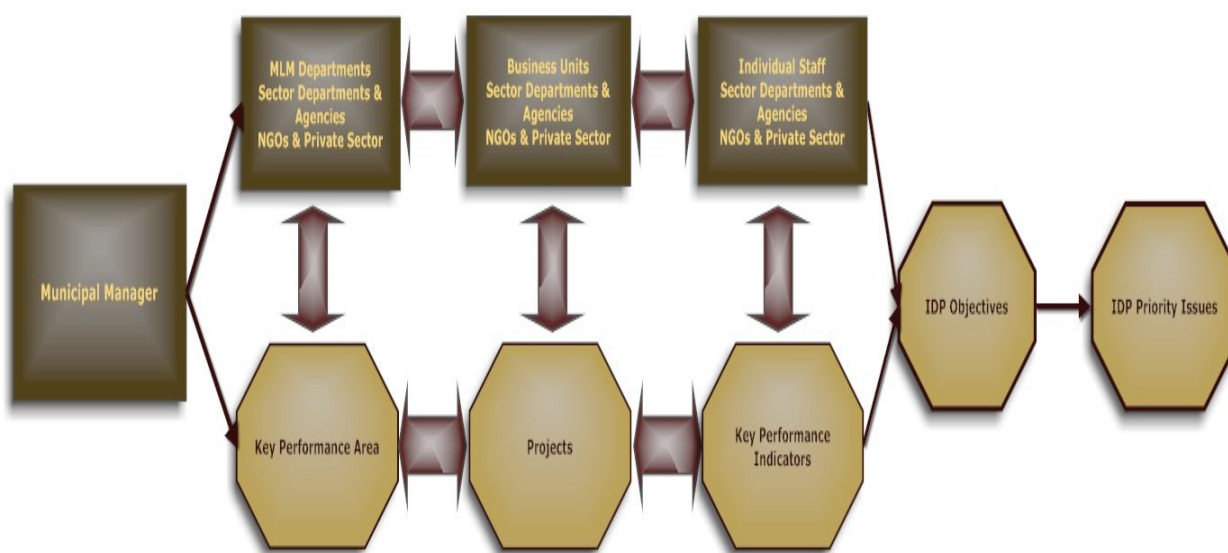
Figure 8: National Key Performance Areas and the IDP

#### 6.1.1 Management, Co-ordination, and Governance Systems

As the Accounting Officer, the Municipal Manager is charged with the responsibility of driving the implementation of the IDP over its five-year term. The IDP KPAs are allocated to each of the three Directorates (Services, Budget and

Treasury, as well as Infrastructure, Community Development, and Housing), with some of the KPAs being jointly managed by more than one Directorate e.g. Social and Economic Development. Various programmes and projects within the KPAs are then allocated to various Business Units within each Directorate for implementation. A project leader will be appointed for each project and shall be responsible for the preparing of detailed business plan, ensuring that the project is adequately integrated with other projects and taking responsibility for managing that project. Some of the projects will require a strong multi-disciplinary project team; such project team should comprise of internal staff, external stakeholders and external professionals with the required expertise. Implementation programmes provide details as to project outputs, key milestones, beneficiaries, timeframes, responsibilities, as well as resources requirements. This is to ensure that each of the programmes, projects, and activities within the IDP are allocated to a structure or an individual to lead implementation. This also requires the involvement of relevant national and provincial sector departments, other state agencies, non-governmental organisations operating in the area, as well as the formation of Public-Private Partnerships to fast-track implementation. The prioritisation of projects and the allocation of funding have also given preference to programmes and projects that have the potential of achieving more than one development objective, thus maximising the potential of addressing identified priority issues.

The municipality also intends improving and strengthening its governance, co-ordination and decision-making processes to expedite the implementation of the IDP process. Such processes include supply chain and contract management, ensuring that Portfolio Committees deliberate on issues relevant to their core business and making recommendations, ensuring that the EXCO and Council make the necessary approvals timeously, as well as facilitating the establishment and functioning of sector-specific stakeholder engagement structures. The institutional approach employed is depicted in Figure 9 below.



**Figure 9:** Institutional Arrangements for IDP Implementation

## 6.2 CRITICAL SUCCESS FACTORS FOR IMPLEMENTATION

The implementation of the IDP will be influenced by a number of inherent and external factors, most of which will need to be addressed prior to and during implementation. Such factors include:

- The level of integration and alignment between the municipality and public, non-governmental, as well as private agencies working in the area
- The filling of critical posts within the municipality's organogram
- The availability of funding to implement some of the priority programmes and projects that have funding shortfalls
- Various sector departments, government agencies and service providers implementing programmes within their powers and functions in line with the planned timeframes and quality
- Necessary approvals relating to the Maphumulo Town development taking place early in the 2009/10 financial year
- Continued and effective participation of relevant stakeholders in sector stakeholder structures

### 6.3 MONITORING, EVALUATION AND REVIEW (ME&R)

The IDP ME&R process will be in line with the municipality's Organisational Performance Management System as discussed in Section 5 as well as the Service Delivery and Budget Implementation Plan (SDBIP). As indicated in Section 5, the Municipality has targets and performance indicators its organisational and departmental performance management system, with the former being directly linked to the IDP and the latter to the SDBIP. The monitoring of progress will be based on those set of indicators throughout the year, with regular reports to Council, Provincial and National Treasury as per the requirements of the MFMA, 2003. At project level, respective Managers will be responsible for the monitoring of progress and the achievement of milestones in accordance with approved business plans. Programme and project progress will therefore influence the reporting within the SDBIP and the overall achievement of the set indicators and targets.

The Council will then report twice per annum to the community as part of the municipality's Communication and Public Participation Strategy. It will further to annually report to the Auditor-General and the MEC of Local Government and Traditional Affairs. The annual report will be a reflection of the municipality's performance against the key performance areas, key performance indicators and annual targets. A performance review, in which a comprehensive evaluation of the municipal performance will be undertaken, will take place at the end of the financial year after all performance information has been audited. In this process the municipality will carefully analyse its performance in order to understand what it has performed well or badly during the financial year. The analysis is intended to analyse trends in performance over time and in all political and administration structures of the municipality.

A detailed implementation plan with programmes and programmes, resources and responsibilities over the Medium Term Expenditure Framework (MTEF) period is attached as **Annexure 2** within Section 9 of this document.

## SECTION 7 – 2009/10 PROJECTS

Project identification and prioritisation is informed by their likelihood to achieve IDP objectives and thereby addressing the priority issues identified during the situational analysis. The projects that form part of this IDP range from multi-year projects to medium and short term projects some of which were identified and initiated in the 2008/09 financial year. Projects that have been identified include projects that:

- ❖ Respond to the identified priorities and are in line with IDP objectives and strategies
- ❖ Three-year view at projects to be implemented in line with the multi-year budget
- ❖ Strike a balance between building a sustainable municipal institution, addressing historical basic services backlogs, promoting local economic development, and social development programmes
- ❖ Other than basic services, promote development within the identified primary, secondary and tertiary nodes to bring it closer to where people live
- ❖ Are identified in a manner that promotes integration and alignment amongst government institutions
- ❖ Are likely to address more than one objective need to be promoted to maximise the impact of government expenditure

A rigorous exercise of reviewing and identifying projects has been undertaken as part of the review to ensure that the entire IDP is relevant to the identified needs and also implementation-orientated. The elements that the exercise had to focus on included the following:

- ❖ The degree to which the project will fulfil IDP objectives i.e. project scope, type of beneficiaries, the precise nature of expected benefits including geographical location
- ❖ The project outputs (deliverables) with target figures
- ❖ Major activities with time estimates and responsible agencies
- ❖ Cost and budget estimates as well as envisaged sources of funding

An annual operational plan has been developed out of the 3-Year Implementation Plan mentioned in the previous section. The intention of the annual operation plan is to capture programmes and projects that are planned and will be implemented during the 2009/10 financial year per KPA which also forms the basis for the SDBIP. It takes into consideration the fact that some projects are either at a planning stage and are therefore not ready for implementation or funding is yet to be committed to them. The annual operational plan is thus made up of programmes and projects that will be implemented during the 2009/10 financial year, roles and responsibilities as well as available funding including sources. A copy of the operational plan made up of a list of projects is attached as **Annexure 3** within Section 9 of this document.

## SECTION 8 – FINANCIAL PLAN

### 8.1 2009/10 MUNICIPAL BUDGET

Below is an overview of the municipality's consolidated budget for the year 2009/10.

| <u>CONSOLIDATED INCOME AND EXPENDITURE BUDGET FOR 2009/2010</u> |   |                                     |   |                     |
|---|---|-------------------------------------|---|---------------------|
| <u>2008/2009</u>  | - | <u>ESTIMATED INCOME</u>             | - | <u>2009/2010</u>    |
|   |   | Opening Balance                     |   | (5,000,000)         |
| 119,279   |   | Rentals                             |   | (208,596)           |
| 18,657,204  |   | Equitable Share                     |   | (25,189,204)        |
|   |   | Free Basic Electricity              |   | (1,218,796)         |
| 500,000   |   | Financial Management Grant          |   | (750,000)           |
| 734,000   |   | Municipal Systems Improvement Prog. |   | (735,000)           |
| 9,202,000   |   | MIG                                 |   | (12,159,000)        |
|   |   | LED- Kwashushu Springs              |   | (3,500,000)         |
| 43,000,000  |   | Housing                             |   | -                   |
| 750,000   |   | Provincial Allocations              |   | -                   |
| 400,000   |   | Interest                            |   | (1,434,787)         |
| 1,366,464   |   | Other Income                        |   | (60,000)            |
| 16,942  |   | Hall Hiring Services                |   | (12,000)            |
|   |   | Property Rates                      |   | (2,000,000)         |
| 74,745,889  |   | <u>TOTAL ESTIMATED INCOME</u>       |   | <u>(52,267,383)</u> |
|   |   |                                     |   |                     |
|   |   | <u>OPERATING EXPENDITURE</u>        |   |                     |
|   |   | -                                   |   |                     |
| 14,018,483  |   | Salaries and Allowances             |   | 17,005,019          |
| 6,268,913   |   | General Expenditure                 |   | 9,652,682           |
| 777,995   |   | Repairs and Maintenance             |   | 1,028,300           |
| 272,600   |   | Contributions                       |   | 2,118,796           |
| 0   |   | Capital Charges                     |   | 0                   |
| 21,337,991  |   | <u>Total Operating Expenditure</u>  |   | <u>29,804,797</u>   |
|   |   | -                                   |   |                     |
|   |   | <u>CAPITAL EXPENDITURE</u>          |   |                     |
|   |   | -                                   |   |                     |
|   |   | MIG                                 |   | 12,159,000          |
|   |   | Internal Funded Projects            |   | 3,500,000           |
|   |   | Infrastructure for Town Development |   | 1,000,000           |
|   |   | LED- Kwashushu Springs              |   | 3,500,000           |
|   |   | Municipal Offices                   |   | 1,350,000           |
|   |   | Land for cemetery                   |   | 80,000              |
|   |   | Contribution to Capital             |   | 873,586             |
|   |   | <u>Total Capital Expenditure</u>    |   | <u>22,462,586</u>   |
|   |   |                                     |   |                     |
|   |   | <b>Surplus/(Deficit)</b>            |   | <b>0</b>            |



## **8.2 FINANCIAL MANAGEMENT STRATEGIES**

As mentioned at the beginning of this document, Maphumulo Local Municipality is a predominantly rural municipality. Accordingly, the municipality does not have the revenue potential associated with more urbanized and possibly industrialized municipalities.

The main source of income for the municipality is government grants, and there's therefore a very limited tax base for the municipality. In view of this situation as well as the financial difficulties resulting from the global credit crunch, the municipality recognizes the need for innovative measures to be taken and strategies to be devised to counter the negative impact of the situation. These strategies will be aimed at ensuring that in the short term all reasonable efforts are taken to collect all possible revenues due to the municipality, and that aggressive but realistic plans are put in place to increase the municipality's revenue base in the long-term. The measures that the municipality will put in place and the strategies to be employed are guided by and in compliance with legislation governing local government, particularly the following:

- Municipal Systems Act, 2000 (MSA);
- Municipal Finance Management Act, 2003 (MFMA);
- Communal Land Rights Act, 2004 (CLARA);
- Municipal Property Rates Act, 2004 (MPRA);
- Division of Revenue Act, 2009 (DORA); and
- National Treasury and MPRA Regulations

An overview of the measures to be taken and strategies to be implemented is provided in the subsequent sections.

### **8.2.1 Strengthening debt collection and credit control**

One of the municipality's key projects for the 2009/10 financial year is the upgrade of the financial management system as well as strengthening its debt collection systems. This is to ensure that although the municipality lacks a broad revenue base, it is able to collect all the revenues due to it in the short to medium term. This includes the ability to recover funds from service providers who have been appointed and rendered a sub-standard quality of service to the municipality.

### **8.2.2 Managing Operating Costs**

As part of its institutional maturity and growth, the municipality is building offices which are due for completion towards the end of the first quarter of the 2009/10 financial year. Linked to it is implementation of the new organisational structure that is aimed at improving the delivery of services for the community. Both these developments will have financial implications for the municipality in the form of equipment, infrastructure, staff salaries, as well as the operating costs of the offices. The municipality intends to manage these costs carefully to manage the unintended consequences of growth and to ensure medium term financial viability. This includes prioritizing the filling of critical posts, re-skilling and training of existing staff, as well as the management of the municipal fleet and plant.

### **8.2.3 Implementation of the Municipal Property Rates Act, 2004**

The implementation of the MPRA will assist the municipality towards the achievement of its revenue-collection objectives. As per the Regulations, the implementation of the Act will include the following steps:

- Determination of a date of valuation
- Appointment of a valuer of a municipality where none exists
- Development of a draft rates policy and its approval by Council
- Commencement of a general valuation
- Submission of certified valuation roll to the municipal manager
- Public notice for inspection of a valuation roll
- Tabling of draft budget before Council
- Approval by Council of by-laws (after advertising for comments and taking into account public comments received) to give effect to rates policy
- Implementation of a valuation roll and rates policy together with the budget of the municipality

#### **8.2.4 Formalisation of the Maphumulo Town to attract investment and to create a source of revenue for the Municipality**

As alluded to in the earlier sections of this document, the municipality has submitted to the Department of Local Government and Traditional Affairs an application for the formalization of the Maphumulo Village area as a town. This is envisaged to boost the local economy through the creation of economic opportunities within the town's business district and also to attract external investment into the area. The existence of businesses and other land users within the area will improve the municipality's tax base and thereby impact on the ability to raise revenue locally and improve the quality of the services provided. As a primary development node, the Maphumulo town area is expected to have a ripple effect on the socio-economic development of the secondary and tertiary nodes within the municipal area.

### **8.3 SERVICE DELIVERY AND BUDGET IMPLEMENTATION PLAN (SDBIP)**

In line with the MFMA, 2003 (Circular 13), and on the basis of the 2009/10 Operational Plan attached to this document as Annexure 3, the municipality is currently preparing an SDBIP which serves as the management and implementation tool for the budget and therefore the IDP. The SDBIP will set in-year information, such as quarterly service delivery and monthly budget targets, and link each service delivery output to the budget of the municipality, thus providing credible management information and a detailed plan for how the municipality will provide such services and the inputs and financial resources to be used. It will also indicate the responsibilities and outputs for each of the senior managers in the top management team, the inputs to be used, and the time deadlines for each output.

A detailed SDBIP will be submitted to the Department of Local Government and Traditional Affairs and Provincial Treasury upon approval.

## **SECTION 9- ANNEXURES**

- 1. IDP Review Process Plan**
- 2. IDP 3-Year Implementation Plan**
- 3. 2009/10 IDP Operational Plan**

# **2009/10 IDP REVIEW PROCESS PLAN**

# **IDP 3-YEAR IMPLEMENTATION PLAN**

# **2009/10 OPERATIONAL PLAN**

## SECTION 10 - APPENDICES

| No. | Report/Plan                         | Status  |
|-----|-------------------------------------|---|
| 1.  | 2007/08 Annual Report               | Final Version   |
| 2.  | Local Economic Development Strategy | Under Implementation  |
| 3.  | Agricultural Sector Plan            | Under Implementation  |
| 4.  | Disaster Management Plan            | Being reviewed for alignment with the District Disaster Management Plan |
| 5.  | Housing Sector Plan                 | Under Implementation  |
| 6.  | Spatial Development Framework       | Due for review in 2009/10   |