Northern Spatial Development Plan (NSDP)

Executive Summary

June 2009
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1 NORTHERN SPATIAL DEVELOPMENT PLAN

The Ethekwini Municipality (EM) is establishing a Land Use Management System (LUMS) for the entire municipal area. The system contains a package of plans which is hierarchical and integrated, and moves from strategy to implementation. Table 1 identifies the purpose and scope of each level of plan.

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<th>Plan Type</th>
<th>Scope</th>
<th>Purpose</th>
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<tr>
<td>Long Term Development Framework IDP</td>
<td>Strategic: Economic Social and Environmental Objectives&lt;br&gt;Strategic: Operational Implementation</td>
<td>Strategic Development Direction for the City&lt;br&gt;Strategic Implementation Direction and Imperatives for the Municipality</td>
</tr>
<tr>
<td>Spatial Development Framework</td>
<td>Strategic: Spatial Development</td>
<td>Strategic Spatial Development Intentions for the City based on the LTDF and IDP</td>
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<tr>
<td>Spatial Development Plan</td>
<td>Strategic: Spatial Development</td>
<td>Translation of Spatial Development Intentions into Land Use, Transport, Environmental, Infrastructure implications&lt;br&gt;Broad based Land Use Directives to guide Local Area Planning and LUMS, Bulk Infrastructure and Transportation Planning Directives for the Municipality</td>
</tr>
<tr>
<td>Local Area Plan</td>
<td>Detailed Physical Plan</td>
<td>Detailed Physical Planning Directives for the Municipality - Refining Land Use, Transport, Environment and Infrastructure to a level that informs the preparation of a Land Use Scheme. Also includes Urban Design Directives for Public and Privately owned Land. May include implementation proposals</td>
</tr>
<tr>
<td>Precinct Plan/Special Area Plan</td>
<td>Detailed Physical Plan for special areas</td>
<td>Detailed Physical Planning Directives for the Municipality for areas with special environmental, economic, heritage etc characteristics. Detailed Urban Design Directives and / or Proposals. May include implementation proposals</td>
</tr>
<tr>
<td>Land Use Scheme</td>
<td>Zoning and Development Control Regulations</td>
<td>Detailed Land Use Management Tool for the Municipality and Allocation of Potential Development Rights to private and publicly owned land.</td>
</tr>
</tbody>
</table>

Table 1: Package of Plans

The Spatial Development Framework (SDF) provides a strategic spatial response to the IDP and translates policy into spatial terms and is the primary Land Use Management (LUMS) tool of the Municipality. In order to achieve this spatial strategy, the SDF needs to be translated into more geographically specific physical development and land use management guidelines through the preparation of Spatial Development Plans (SDP).

The purpose of each SDP is therefore:

- To translate the policies contained within EM’s Spatial Development Framework (SDF) into detailed and geographically specific land use directives.
- To consolidate, update and review existing spatial planning and development management mechanisms in the Northern area.
- To guide the preparation of more detailed local area plans, precinct plans and land use schemes.
- To provide a more concrete spatial and land use guideline policy for use by municipal and other infrastructure service providers in planning and delivering their services.
- To provide direction and guidance to private sector and community investors with respect to the levels, locations, types and forms of investment that need to be made, and that will be supported by the Municipality.

The Ethekwini Municipal Area (EMA) has four municipal planning regions each divided in terms of its geophysical features and the associated settlement patterns.
The Northern Municipal Planning Region (NMPR) boundary extends from Umgeni River in the south to Tongaat in the north with the coastline in the east and the Ilembe District Municipality to the west and north. It has a population of about 1,15 million which is 31% of the total population of 3,5 million (Stats SA Community Survey, 2007).

This is a total area of 56 920 ha which represents approximately 26% of the Ethekwini Metropolitan Area (EMA).

## 2 METROPOLITAN SPATIAL DEVELOPMENT APPROACH

In order to consolidate and transform the inherited local authority structures in line current national and provincial legislation, it was necessary to establish a common spatial planning platform as a directive for the city.

The city is experienced and used through a number of scales of movement to fulfill a range of daily needs and activities. The movement systems facilitate city-wide mobility and local access, and needs to be accessible to all communities, operate efficiently and be sustainable. Some areas perform better than others due to their interconnectedness. Spatial development planning seeks to ensure that access to opportunity and amenity at the local and metro scale is equally available to all communities through the establishment of man-made movement systems that support human activity. The developable areas of land and communities are connected through the road or rail-network to access employment or amenity, located away from their homes or local neighbourhoods.

At the metropolitan scale the open space system of the city is the primary structuring element of space, physically defining areas of land that are suitable or unsuitable for development. The open space system connects these areas of land through ecological, hydrological, and geological processes and systems. They are interrelated and inter dependent. This system is critical for its own sustainable survival and for the sustainable delivery of environmental services and benefits for humans.

The objectives are therefore to:

- redress the adverse impacts of previous planning and group area policies through the elimination of imbalances in the performance and environmental quality of the Municipality’s residential, recreational and business areas by responding to existing outstanding needs and restructuring existing settlements;
- building for the future by responding appropriately to future needs and anticipated growth patterns and trends

The Municipality’s IDP guides development and growth and this plan will focus on the vision, that: “by 2020, eThekwini Municipality will be Africa’s most caring and liveable city.”

To realise this vision, there are basic elements that all citizens, the business community, and visitors must enjoy. This will mean addressing the key development challenges by making key interventions.

The IDP strategy recognizes that hard choices are to be made, as per Spatial Development Framework (SDF). The development principles identified in the SDF are used as overarching guidelines for directing all land use, development and management strategies in order to promote an equitable, efficient and sustainable city. In order to achieve the City’s vision, following key choices have to be made:
A number of spatial elements or concepts can be used to direct development investment and to guide development actions. Collectively these elements form a spatial development management system that can be used to coordinate all municipal departments in their planning and development endeavours, as well as, direct private investment and decision making. It is a system that can be used to define/describe how a metropolitan area should work and function as well as assess its performance as a living environment for people. It will also accommodate and/or protect the variety and diversity of lifestyles of the various communities within Municipality.

### 3 STATUS QUO ASSESSMENT OF THE NMPR (SUPPLY & DEMAND)

#### Supply

This section provides an overview of variables within the NMPR, by indentifying key issues and trends that require a response with respect to long term planning and management intervention.

Approximately 25% of the NMPR is urban, 36% is agricultural activities of which 31% is sugar cane. Industrial and commercial land uses currently only account for 2%. Development is concentrated around Durban North/La Lucia, Inanda, Ntuzuma, Kwa Mashu and Phoenix and around the small towns of Verulam and Tongaat. 84% of the land is under freehold ownership. Sugar cane land is under pressure for conversion to residential and/or commercial and industrial development.

Land form is categorised by the coastal plain and by steep undulating hinterland, with an average elevation range of 120msl The highest point within the study areas is just over 300m. Land form shaped by the Umgeni, Ohlange, Umdloti and Tongati River systems have significantly impacted on settlement patterns, with the easily accessible settlements found within coastal plain. Geologically, the area contains a diverse soil structure with decomposed dune sands dominating the coastal plains and the interior being made up of a 4km belt of shale and sand stone. The soil structure is one which is highly erodible in the coastal areas.

The NMPR has a number of environmental assets containing 17% of the municipal footprint, representing 10,700 ha of land. The assets can be categorised into clearly identifiable habitat types. The coastal types include estuaries, dune forest beaches and rocky shores all of which have been impacted on by urban development and which exist as a fragile system. The coastal assets are a scarce and pressurized resource.

Whilst the development of King Shaka International Airport (KSIA) brings growth potential to the region, it imposes challenges to existing and future urban development associated with the noise zones. Two runways are proposed for KSIA in the long term. Long term planning will need to take into consideration the potential impacts of the second runway estimated to be built by 2060. International practice demonstrates that a balanced approach is an effective means of addressing noise. The elements of the balanced approach include: reduction at source; land use planning and management; noise abatement operational procedures; and operating restrictions.

Land use planning can be used to mitigate against the impact noise and to ensure compatible uses. According to the SANS 10103:2004 guidelines: “Residential development should not be allowed to fall inside the 55 dBA contour” and accordingly is the constraining line associated with the 2060 scenario. It indicates a cutoff point where extensive noise mitigation measures are considered mandatory. In sum: within the 45-55dBA contour - subsidised housing is to be successfully acoustically treated; and within the 55-65dBA contour - private sector or similar standard public housing is to be successfully acoustically treated.

In terms of road network capacity, traffic has increased substantially over the last few years as the “centre of gravity” is moving north, mainly due to large scale developments in areas like Umhlanga and Ballito. Congestion is experienced along certain sections and intersections along the R102. Traffic on the N2 is well within the capacity north of the Umhlanga interchange and to the south of this interchange, capacity recently been increased. The M4 north of the Mdloti River has relatively low volumes, but
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has a high proportion of heavy vehicles avoiding the toll on the N2 at Tongaat. To the south of this point capacity is restricted to the two lanes from the Ohlanga River and southwards, with traffic on this section now close to 80% of capacity in the peak direction. In the east/west direction, traffic on the M27 (MR96) and M43 (Watson Highway) is within the capacity but with limited spare capacity.

The commuter rail component of the system comprises a north-south line from beyond the limits of the Municipal area with a spur line serving Kwa Mashu. Bridge City is a major public transport node with Tongaat, Verulam and Phoenix as nodes of local significance along this line. The existing rail system is characterised by decreasing levels of service, dilapidated rolling stock and parts of the signal system are antiquated The fundamental issue is around sustainability. The is a need for major capital investment to provide a system and services to support a multi-modal public transport system attractive to current and future public transport users. The taxi and major bus route system provides coverage, including services parallel to and in direct competition with some of the rail services. In these areas some of the routes are taxi routes with limited or no bus service.

The movement of freight to/from and within the NMSP is carried out by a multi-modal transport system which includes road and rail transport. Within the road system there are capacity limitations not an uncommon situation in port cities. The rail freight network comprises a well developed local system and main lines to and from the city. The local system was designed to carry import and export cargo. The North Coast line into the interior of the province conveys freight traffic between Durban-Emangeni-Golela.

Umgeni Water is responsible for providing bulk water and is supplied mainly from the Umgeni River system and Hazelmere Dam. The northern sector of eThekwini and other municipalities to the north are supplied from Hazelmere Dam. The dams are susceptible to land based pollution and soil erosion impacts. These impacts have implications for both the quality and quantity of the water supply. The distribution capacity between the western dams and the north is under strain and is currently being enhanced via the Municipality’s Western Aqueduct project. Notwithstanding the above, reservoir and distribution capacity is currently available to initiate planned developments in Ohlanga catchment, although change in planned densities may have compromised this.

There are currently six sewage treatment works that service the area: Phoenix, Umhlanga, Genezanno Verulam, Umdloti and Tongaat. However only two of these (Phoenix and Tongaat) are suitable for development as regional treatment works, although some of the other works will suffice for the short to medium term (Umhlanga and Verulam). Genezanno and Umdloti are due to be replaced by a future regional works on the Umdloti River, which, when Verulam exceeds its current capacity, will also replace this works. Currently, the preferred area for development in terms of sanitation is the Upper Ohlanga catchment serviced by the Phoenix Wastewater Treatment Works (WWTW). Due to pumping constraints to get flows back to Phoenix WWTW, the Lower Ohlanga Catchment has no capacity for further development until 2011/2012, except for those existing units under approval (totaling some 2000 units). Reserve Determinations for the northern catchment indicate that the flow generated by the planned developments closely matches that required by the respective estuaries.

Electricity capacity is currently available to initiate development in Ohlanga Catchment, however, all additional infrastructure required to support further development is is budgeted for.

Demand

The NMSP is home to roughly 31% (1, 15 million) of the metropolitan population of 3,510,000. The population is housed in a total of 201,612 houses. The largest population concentrations are to be found at Inanda/Kwa Mashu (58.6%), Phoenix (17.5%) and Durban North (7.1%). Some parts, such as Durban North and Umhlanga/La Lucia are affluent and highly developed, and have low unemployment rates. However, areas such as Inanda, Ntuzuma and Kwa Mashu (INK) have very high unemployment rates (up to 56.6%) and have areas which are very underdeveloped and rural. The percentages by age group for 2005 and 2010, reflect a fairly young population, with 38.47% of the total population being below 20 years of age and 73.95% of the total population being below 40 years of age.

The population of the EMA is expected to increase by 1.1% p.a. by 2030, which means that an additional 1,05 million people will need to be accommodated across the municipality. This represents an overall population increase of 30% in metropolitan population. The NMSP is expected to absorb 44% of this metropolitan growth (i.e. 470, 000) by 2030. The resident population of the area will therefore increase from 1,15million to 1,62million by 2030. This represents an increase in population in the NMSP of 41%. The majority of this population increase will be low to middle income group.
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The economy of the NMPR is significant in terms of the Municipality’s GDP and accounts for approximately 15-17 % of the GDP. The current economic profile is characterised by a spread of economic activity relating to agriculture, manufacturing, warehousing, tourism, retail, entertainment, and leisure accommodation. The DTP/KSIA development will have a significant impact on the economy of the North. The Trade Port itself will involve the creation of substantial new airfreight/ logistics facilities, within a national multi-modal transport network. The Dube Trade Port and the associated logistics industry will create significant employment, estimated between 160,000 and 270,000 over the next 20 years, across a number of sectors thus creating pressure for the transformation of existing industrial, underdeveloped, vacant and agricultural land throughout the NMPR and the metropolitan area as a whole.

Manufacturing industry has been associated with the expansion of the metropolitan area along the Umgeni and North Coast corridor and with the development of Phoenix, Verulam and Tongaat. This pattern is changing due to economic growth patterns of the metropolitan area and the establishment of KSIA/DTP. Land in close proximity to the airport and surrounds or to high capacity road and rail transport routes will be in high demand, to provide high value and advanced manufacturing industrial parks to exploit the new logistics and transportation opportunities. It is anticipated that approximately 1,000ha of land will be developed for additional industrial and logistics requirements in the NMPR. The majority of these opportunities exist along the R102 between Tongaat and Verulam.

The north has developed as a major retail and commercial hub and the development of Gateway has drastically altered the retail landscape. Smaller retail centers exist in Tongaat, Verulam, Phoenix, Kwa Mashu Town Centers, Broadway, and La Lucia Mall. It is anticipated that the NMPR will accommodate 7% of all commercial growth by 2030 (i.e. 20ha) with an additional 330ha of land being developed for mixed use. Bridge City is being developed as a large scale mixed use development.

Tourism is driven by two main sectors in the NMPR viz. recreation and entertainment. Recreation opportunity is considered to be the main tourist resource and is based largely on the natural qualities of the coast providing accommodation, commercial and entertainment development. Further opportunities for tourism and recreation exist around Hazelmere Dam as well as through cultural and religious tourism e.g. the Inanda Heritage Trail, as well as Verulam and Tongaat areas.

The current housing backlog stands at approximately 204 000 units. It is anticipated that by 2030, there will be an additional 133,400 new housing units developed within the metropolitan area. The North is expected to accommodate approximately 98,000 (i.e.73% ). The provision of housing in this area is however negatively impacted on by the noise contours associated with KSIA. 79,000 low cost public sector units are planned for in the NMPR (i.e. 98% in the metropolitan area). 53,000 units fall within the Ohlanga catchment. Net development density ranges between 15 and 40 dwelling units per hectare. A large number of low to middle income units at higher densities and a more sustainable urban form will be developed at Cornubia. Future private sector development of approximately 24,000 units are expected by 2030. The focus of private sector development will be within the coastal plain, east of the N2.

There are good agricultural opportunities in the North. 36% of the NMPR is under agriculture, of which 31% is sugar cane. High value agricultural land is located at Cornubia, areas west of the R102 between Tongaat and Verulam and within Buffelsdriek. Future agricultural opportunities are associated with DTP, with the potential to grow and export high value produce. Farming activities range from subsistence to extensive and include intensive commercial farming. The types of production range from sugar cane (large scale commercial) to market gardeners and small scale vegetable farmers.

Key spatial challenges in the NMPR

The spatial challenges include the following: protection of environmental assets; prevention uncoordinated urban sprawl; protection lifestyle options; provision new major transport infrastructure; provision employment opportunities; protection agricultural assets and provision new bulk infrastructure.

4 SPATIAL STRUCTURING APPROACH TO NMPR

In determining a spatial role for the NMPR it is important to note the areas environmental, social and economic linkages to the wider metropolitan area and also provincially and nationally. Development in the NMPR therefore needs to respond to the long term vision of the EM and is integral in assisting the EM to reach its vision. In order to achieve this vision, all the sub metropolitan areas will have to play particular roles consistent with their inherent characteristics and capacities to support development.
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The roles of the NMPR have been determined in accordance with its inherent character and capacity to support envisaged growth and development within the EMA. The role in turn provides the basis for identifying the most likely, or preferred environmental, land use, transportation, and infrastructure responses for different geographic areas within the NMPR that should be promoted in order to ensure the achievement of the key municipal development principles of equity, efficiency and sustainability.

<table>
<thead>
<tr>
<th>Metro Role</th>
<th>NMPR Role</th>
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| **Economic Growth and Development** | • Air and landside component to logistics hub associated with new international airport.  
• International and national coastal oriented tourism and recreation assets and destinations.  
• Protection, consolidation and establishment of new well located serviced industrial opportunity areas.  
• Protection and/or regeneration of high value and well located agricultural land.  
• Metropolitan and sub-metropolitan business and commercial nodes developed.  
| **Social** | • Provision of a variety of residential lifestyle options for all income groups.  
• Provision of range of service nodes to serve northern metropolitan community needs.  
• Significant and well established social and education facilities  
• Ensure sustainable livelihoods  
| **Environmental** | • Protect denuded environmental assets to ensure eco-service delivery and to ensure tourism and recreation opportunities are not lost.  
• Protect coastal assets.  
| **Spatial** | • Provide a range of residential lifestyle and accommodation opportunities for all sectors of the population and to support the tourism industry.  
• Consolidation and protection of the northern coastal zone  
• Establishment of new industrial and commercial employment zones  
• National and international Gateway to Metropolitan area and Coastal Destinations.  
• Create an Urban Development Line to ensure spatial consolidation  
• Consolidate Provincial Development Corridor between Durban and Richards Bay and surrounding municipalities  
• Reinforce all modes of mass public transport  
| • International and National Logistics Hub (Airport and Harbour)  
• International, National and Provincial Tourism Destination  
• International, National and Provincial Trade Centre  
• International and National Industrial Investment Location  
• Infrastructure and Housing Development  
| • Improving Quality of Life  
• HIV/Aids, Poverty and Crime Reduction, Travel Times.  
• Life Style Choice.  
• Meet basic needs  
• Sustainable Livelihoods  
• Enhance skills, capacity and technology.  
• Address housing backlog  
| • Integrated Eco Services Delivery.  
• Bio Diversity Protection.  
• Catchment Management.  
• Climate Change Impact Management  
| • Densification of the Core  
• Creation of an Urban Development Line  
• Improve High Priority Public Transport Network  
• Creation and Consolidation of Nodes and Investment Corridors.  
• Reduce work/home travel distance  
• Decrease spatial inequalities with respect to the distribution and performance of infrastructure and services.  
• Accommodating physical growth in a balanced manner.  |
The following spatial development strategies are proposed in order to respond to the prevalent spatial inequalities of the NMPR and in response to the need to spatially restructure the metropolitan area. The strategies respond to both metropolitan and local spatial development objectives and are intended to support the economic, housing, social services, transportation and infrastructure development objectives of the municipality. These concepts are based on the key challenges facing the NMPR.

Integrated development corridors

At the sub metropolitan level the NMPR consists of three discrete land use corridors all running parallel to the coast. The roles of the corridors are directly related to their inherent landscape, settlement and infrastructure characteristics and potential which include urban, rural and coastal characters. The corridors should be integrated with each other by the metropolitan road and rail network.

a) **Northern RURAL Corridor:** Consisting of Buffelsdraai and Tongaat Rural Local Areas linked by the metropolitan road system. This corridor contains high value agricultural land and will be developed into a high production intensive and extensive based agriculture corridor. The agricultural opportunities have potential for export and food security.

b) **Northern URBAN DEVELOPMENT Corridor:** The Urban Development Corridor is where urban development will be encouraged at higher densities. This integrated mixed land use and transportation corridor situated west of and parallel to the N2, is oriented around the R102 and the rail spine. It consists of three discrete conurbations: Phoenix and INK; Verulam and Cornubia; and; Tongaat and Dube Trade Port. The corridor contains substantial existing urban settlements and primary transportation infrastructure. Existing areas within the corridor need to be consolidated and urban expansion can occur in areas that have environmental and infrastructure capacity. Dube Trade Port Logistics Hub is located within this corridor and new development opportunities associated with the hub must be integrated with existing urban development. The airport does impose restrictions on development in terms of noise contours and mitigation measures may be required in order to realise full development potential. The corridor includes a number of existing and new industrial development opportunity areas. These are mainly located along the R102/rail development spine. The corridor is to be serviced by the multi modal mass transit public transportation spine of the R102 and rail line and linked into the central metropolitan areas. Higher density development will be encouraged along this development spine.

c) **Northern COASTAL Corridor:** This corridor is situated east of the N2 and is oriented around the M4 and includes the coastal conurbations of Durban North, Umhlanga, Umdloti and Tongaat Beach. It will be consolidated as a mixed use and mixed
density residential, recreation, entertainment and tourist oriented corridor. The highly fragile, but relatively intact, coastal assets of this corridor should be protected and appropriately developed.

**Urban Development Line (UDL):** situated along the western boundary of the urban development corridor, clearly demarcates the limit of areas which should be available for urban development in the long term. It also demarcates those areas that are to be protected and developed as rural and agricultural areas. The line has been drawn to include expansion areas for future growth and which are adjacent to existing urban areas.

**Local Areas:** will each play a role in achieving the broader growth and development objectives of the metropolitan area but they will also ensure that local level needs and lifestyles are respected and met. A number of Local Areas have been identified and have been determined by the east west river catchments. The three development corridors described above can be organized into six Local Areas (LA’s) that are physically and functionally interrelated and which reflect the landscape and lifestyle characteristics of the development corridor within which they are located. It should be a specific aim to develop and manage the assets and attributes of each of these LA’s into high performance and balanced living environments that fully support the lifestyles contained within them. All of the LA’s will be linked to each other and into the metropolitan area as a whole through the metropolitan level access, movement, and linkage system. The six Local Areas and their respective primary roles are:

<table>
<thead>
<tr>
<th>Local Area</th>
<th>Primary Roles</th>
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| Buffelsdraai and Hazelmere  | • Consolidate as mixed rural residential, rural traditional and mixed agricultural area.  
                               | • Consolidate environmental assets base.                                      
                               | • Encourage intensive agriculture                                             
                               | • Recreation opportunity around Hazelmere Dam                                  |
| Phoenix and INK             | • Regeneration, intensification and infill of residential areas.               
                               | • Consolidation and redevelopment of industrial sector.                      
                               | • Establishment of new sub metropolitan node and consolidation of existing local level, commercial, transportation and services nodes. |
| Verulam and Cornubia        | • Residential infill, expansion and intensification.                          
                               | • Consolidation of existing and establishment of new industrial development opportunities  
                               | • Consolidation and redevelopment of sub metropolitan commercial, services and transportation services node (Verulam)  
                               | • Establishment of new local nodes (within Cornubia)                           |
| Tongaat and Dube Trade Port | • Transportation and logistics infrastructure establishment.                 
                               | • Consolidate environmental assets base.                                      
                               | • Residential infill, expansion and intensification (Tongaat, Nyaninga / R102)   
                               | • Industrial consolidation and expansion and diversification                   
                               | • Consolidation and redevelopment of sub-metropolitan commercial, services and transportation services node (Tongaat)  
                               | • Consolidate as intensive agricultural area.                                 |
| Northern Suburbs and Umhlanga | • Consolidation and Protection of Coastal Zone                               
                               | • Residential consolidation and infill                                       
                               | • Recreation and Tourism regeneration                                        
                               | • Consolidation and redevelopment of industrial areas (Glen Anil)             |
| Ohlanga – Tongati           | • Consolidation and Protection of Coastal Zone                               
                               | • Recreation Opportunity Area                                                
                               | • Tourism and recreation regeneration                                         
                               | • Residential consolidation and infill                                        |
Settlement and Built Form (Housing): The distribution of residential settlements is important in structuring the metropolitan fabric and for ensuring community identity, landscape variety and diversity and sustainable settlement. Clearly identifiable types of residential settlement that display varying characteristics with respect to density, building form, public space and landscape and include: urban; suburban; rural agricultural and rural traditional.

Densification is to be encouraged in the Urban Corridor and in selected locations and or nodes within the Rural and Coastal Corridors. Densification is to be encouraged in areas with good access to infrastructure, social services and public transportation. This can be done in two ways:

- **INFILL** on well located large scale urban “Greenfield” developments and through smaller scale infill on underdeveloped, but well located urban “brownfield” sites, OR
- **“COMPACTION”** or the increase of density through the redevelopment of existing properties, including the subdivision of land.

The distribution of density is to occur in relation to the availability of infrastructure and proximity to public transportation routes and also in relation to environmentally sensitive areas. The following density ranges apply to the NMPR.

<table>
<thead>
<tr>
<th>Type Of Corridor</th>
<th>Density Range</th>
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<tbody>
<tr>
<td>Rural Corridor</td>
<td>- No greater than 3 units/ha except in rural nodes where densities of up to a maximum of 20 units/ha will be permitted.</td>
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</tbody>
</table>
| Urban Development Corridor| - A minimum net density of 100 units/ha is to be encouraged within transportation spines.  
                          | - A minimum net density of 40 units/ha is to be encouraged in remaining areas that are to be developed as Greenfield sites or in redevelopment and infill of brownfield sites. |
| Coastal Corridor         | - High densities of up to 100 units/ha around established nodes will be permitted and densities of up to 75 units/ha will be encouraged in new nodes and along metropolitan spines in accordance with appropriate environmental impact studies.  
                          | - Low densities, maximum of 10 units/ha, are to be enforced adjacent to and within designated buffer zones to sensitive environmental areas and dune corridors. |

**Natural Environment and Resource Protection:** The primary spatial structuring asset of the NMPR is the highly pressurized and fragile environmental assets footprint associated with the coastal zone and the river catchments that run through the area. These can be organized into a cohesive and integrated set of “green corridors” that protects the existing, and where possible expands and enhances, the performance of the natural resources assets base so as to maximise the delivery of ecological services for the metropolitan area as a whole, but specifically within the NMPR.

**Development Nodes, Spines and Opportunity Areas:** The expansion and equitable distribution of opportunity and services within a full range of economic sectors will be facilitated and enabled through the establishment of a number, variety and hierarchy of development nodes, development spines and opportunity areas. These installations will provide an interconnected polycentric system of investment and service points and links throughout the NMPR in order to direct residential, industrial and transportation infrastructure investment.

**a) Metropolitan Nodes:** The characteristics of the metropolitan area are such that inherent opportunities for different types of specialised activity exist within its different sub metropolitan areas. This represents the opportunity to establish and/or consolidate a number of specialised development nodes which serve and benefit an area wider that just the sub metropolitan area in which they are located. These nodes could be the function of population and / or income level density, or they could benefit from their locality within the metropolitan access and linkage network or they could be within special landscapes which provide special development potential such as DTP, Umhlanga Town Centre, and Sibaya.

**b) Sub-Metropolitan Nodes:** In order to provide accessible day to day business, transport and social services for existing and future local communities, and in order to encourage local community identity within an expanding metropolitan city, it will be necessary to consolidate existing and establish new town centers (Bridge City, Verulam CBD and Tongaat CBD). These nodes or centres should be well connected to metropolitan public transport system and to their adjacent residential areas.
c) Urban Nodes: Existing and new well located lower order nodes serving the needs of local areas only should be consolidated and/or established. These nodes should be located at transport interchanges and or at the intersections of development spines. Their role should be to provide essential ‘day to day’ commercial needs and social and commercial services to immediately adjacent communities. Local nodes will vary in activity mix which should be determined by the threshold which it serves. The following are local nodes that are to be consolidated, expanded or established: Phoenix Town Centre; Newlands Town Centre; Kwa Mashi Town Centre; Inanda and Cornubia.

d) Opportunity Areas: The establishment of KSIA/DTP as a major national transportation hub will drive both the development of new and the redevelopment of existing industrial areas to accommodate manufacturing (non-noxious industry) and logistics related industrial activity in the NMPR. This development will need to be directed in a manner that contributes positively to the consolidation of existing successful industrial areas as well as to the restructuring of the NMPR with respect to the development of new well located employment zones.

e) Recreation and Tourist Nodes: A series of recreation and tourism nodes are to be established and consolidated to accommodate and support the role that the coastal corridor plays within the metropolitan area. The nodes should be developed to exploit their potential in terms of their proximity to the beach and sea and the coastal zone attributes but should be developed so as not to reduce or destroy the extent and nature of the environmental conditions and quality which provides the recreation and tourism opportunity and attraction. Recreation and tourism nodes opportunities also exist at the various dams in the NMPR.

f) Rural Nodes: Rural Service Nodes are to be established, consolidated and/or enhanced as village centres to provide support to the development of the rural and agricultural hinterland within the Rural Corridor. The nodes are to include community/social facilities, commercial and transportation infrastructure to support the residential needs located in the rural hinterland corridor and they are to be developed in a manner that reflects or establishes a clear identity with the community that it serves and the landscape that it is situated in. Existing established medium/high density residential nodes or developments are to be upgraded, but restricted in size and integrated with surrounding agricultural development.

Development Spines: Metropolitan, Sub Metropolitan and Rural Development Spines, which link and integrate the three corridors, are to be consolidated and or developed into a large scale grid of spines across the NMPR to facilitate the establishment of integrated land use and transportation corridors which promote the “compact city” objective.

a) Metropolitan Spine:

- **R102/North Coast Road and Rail Line**
  This multi modal spine is to be consolidated and expanded from Warwick Triangle to Bridge city along north coast road / rail and then northwards from Bridge City as part of the metropolitan public transportation feeder system to link Verulam, Dube Trade Port/KSIA and Tongaat sub metropolitan nodes. The commuter rail component will link into the Durban CBD directly via Bridge City whilst the road based public transportation portion will link into the CBD via North Coast Road.

- **M4 North**
  The existing M4 North will operate as a coastal development spine and portions of it will be realigned between Umdloti and Tongati Rivers to reduce pressure on the coast and open up the coast for additional recreation development as well as the coastal area for recreation and development.

b) Sub-Metropolitan Development Spines:

These development spines will operate as east west public transportation spines and will link the coastal and urban development corridors with the rural hinterland corridor. They will be supported by high density residential development within 400m walking distance (subject to aircraft noise constraints) or within designated development nodes.

c) Rural Development Spines

These spines serve to connect the rural service nodes and rural hinterland with the urban development and coastal corridors.
Transportation Network: A key component of the NSDP is to establish an access, movement, and linkage system which not only operates in terms of improved circulation, access and linkage, but which also reinforces the social, economic and spatial importance of the movement network. It is particularly important that public transport routes guide the location and help structure, the provision of community facilities and economic activities. The national, provincial and metropolitan level road and rail infrastructure will comprise a network system that will provide north-south and east-west mobility and linkage across the NMPR as well as linkage into the central, southern and western parts of the metropolitan area and into the surrounding district municipalities to the north and west.

a) Future Conditions 2010: Widening of the R102 will be required north and south of Verulam. For the N2, traffic reaching capacity as far north as the KSI/A/DTIP interchange. For the M4 showing high increases in traffic to the north of Umdloti east-west links reaching their existing capacities.

b) Future Conditions 2020: For the R102, widening will be required to the north of Tongaat with the Tongaat bypass being required. For the N2, the critical aspect is whether or not the M4 is widened to the south of Umdloti. For the M4 the demand could justify a four lane facility. If not possible due to environmental considerations, the impact will be on the N2. East-west links will require additional capacity.

c) Public Transportation: National Public Transport Strategy provides a strong focus on accelerated modal upgrading and integrated rapid public transport networks. It seeks to articulate the vision and steps required to implement a public transport system that integrates all modes into a seamless and high-quality network. The development of such an Integrated Rapid Public Transport Network (IRPTN) for eThekwini is particularly crucial to providing a full network covering the expanse of the municipal area with appropriate services based on road, rail and non-motorised options. The integration of the different rail, bus, minibus, and non-motorised transport options remains a major goal in delivering more convenient and cost-effective services. The system envisaged is of sufficiently high quality that will both attract existing car users and greatly enhance the travel experience of current captive public transport customers. The overall goal of this initiative is to improve the quality of life for the City’s residents through the provision of an Integrated Public Transport Network that is rapid, safe and secure, convenient, clean, affordable, and socially equitable.

Development Priorities Phase 1 (short term):

To give guidance on infrastructure provision and phasing, the following are considered phase one priority areas for development and public investment:

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<th>Infrastructure Constraints</th>
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<td>Cornubia</td>
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5 LOCAL AREA DEVELOPMENT GUIDELINES

In accordance with the intention of the “Package of Plans” six Local Areas (LA’s) have been identified. Each contains a number of precincts and neighbourhoods which are spatially and functionally connected and which display their own set of landscape and settlement characters. They also contain a number of opportunities for, and constraints to development.
The planning and management of development in these Local Areas should be aimed at creating and/or protecting the role, functionality and character of the various urban and or rural precincts and neighbourhoods within them and should provide the range of facilities, opportunities and services required to achieve these. The following table provides an initial set of guidelines relating to the role, key characteristics, spatial development concepts and key actions for each of the Local Areas. The tables have been set up to also reflect the corridor that each LA falls within i.e. rural, urban development or coastal.

### 5.1 BUFFELSDRAAI AND HAZELMERE LOCAL AREA (RURAL)

| Role in the Metro | • Protection of the UDL established at the interface with the urban development corridor.  
|                  | • Consolidation of rural periphery offering traditional rural lifestyle options  
|                  | • Provision of hinterland water based regional and metropolitan level recreation associated with environmental assets.  
|                  | • Protection and enhancement of the environment resource assets base located in the mid reaches of the Ohlanga and Umdloti catchments  
|                  | • Consolidation of agricultural asset base and rural hinterland in support of UDL management and protection of rural lifestyle opportunities.  
|                  | • Hinterland metropolitan level recreation related to environmental assets and Hazelmere Dam. |
| Development Spines and Nodes | • Consolidate and enhance Buffelsdraai Rural District Node to serve agricultural hinterland and provide residential opportunities linked to agricultural areas.  
|                  | • Consolidate and enhance Cottonlands/Hazelmere Rural Local Area Node to serve agricultural hinterland.  
|                  | • Develop Hazelmere Dam as Metropolitan recreation node  
|                  | • Consolidate and enhance Osindisweni Rural Local Area Node to serve agricultural hinterland and rural settlements.  
|                  | • Consolidate Cottonlands node and road to Ndwedwe |
| Movement System | • Maintain M28 as North-South linkage between hinterland, INK and central areas of Metropolitan area.  
|                  | • Establish M58 as primary link into the metropolitan and adjacent regional rural hinterland.  
|                  | • Consolidate and upgrade R614 (rural district road) as access and linkage for agriculture and rural areas, incl. Ndwedwe, with the urban development corridor.  
|                  | • Consolidate and upgrade MR 93 as a primary access and linkage route of the LA with Verulam and the R102 urban development corridor and with the Phoenix/INK LA.  
|                  | • Consolidate and upgrade M25 as a primary access and linkage route for agriculture and rural areas to the urban development corridor as well as to the adjacent hinterland of Illembe Municipality.  
|                  | • Consolidate M36 which provides access to Hazelmere Dam  
|                  | • Consider public transportation role and capacity of all main link roads. |
| Land Use & Density | • Limit residential densities within rural and agricultural areas (max 3du/ha).  
|                  | • Maintain low rural residential densities but permit consolidation and increase of residential density within rural service nodes (max 20du/ha).  
|                  | • Establish low suburban densities along the M28 corridor.  
|                  | • Encourage subsistence and commercial level agriculture.  
|                  | • Protect and enhance sustainability of high yielding agricultural areas through promotion of intensive and or extensive agriculture  
|                  | • Protect and enhance sustainability of traditional rural residential settlements through the limitation of density outside rural nodes (max 3du/ha).  
|                  | • Protect and enhance sustainability of high yielding agricultural areas through promotion of intensive agriculture. |
| Open Space/Environment | • Consolidate and develop the local recreation opportunities associated with the open space assets base Hazelmere Dams and Coastal resources  
|                  | • Ensure land use management controls include water quality and quantity, soil erosion prevention and stormwater management strategies.  
|                  | • Consolidate, protect, and enhance open space asset footprint contained in the Ohlanga and Umdloti catchments  
|                  | • Establish sustainable resource reserves contained within the Ohlanga and Umdloti headwater basins. |
| Infrastructure | • Concentrate higher order service level provision within development/service nodes and development spines.  
|                  | • Investigate capacity of water supply, electricity and telecommunications commensurate with proposed rural development  
|                  | • Onsite sewage disposal for rural residential areas with suitably designed treatment systems for rural service nodes  
|                  | • Investigate Electricity Capacity with respect to requirements related to development of agricultural areas  
|                  | • Investigate Water Supply Capacity with respect to requirements related to proposed increase in development of agricultural areas  
|                  | • Investigate telecommunication capacity with respect to increase in development of agricultural areas. |
### 5.2 PHOENIX AND INK LOCAL AREA (URBAN)

| Role in the Metro | • Consolidation of mixed use, mixed density and mixed income urban living areas.  
|                  | • HPPTN intermodal terminal and services for the northern metropolitan area. |
| Development Spines and Nodes | • Establish and consolidate a sub metropolitan node at Bridge City to serve the LA.  
|                  | • Establish and promote Local Area Nodes at Kwa Mashi, Inanda, Phoenix and Newlands.  
|                  | • Local Area Spines include portions of MR 93 between Bridge City and Inanda Nodes and portions of Phoenix Highway between Bridge City and Ottawa Nodes |
| Movement System | • The N2, R102, MR 577 are the major metropolitan access and linkage systems traversing the LA and linking it into the metropolitan area.  
|                  | • The M23, M45 and M25 provide access and linkage within the LA area  
|                  | • The HPPTN rail route for the north will terminate at Bridge City and will be linked to the public transportation spine oriented around the R102 and the northern rail line linking the metropolitan area to the municipalities north of the metro.  
|                  | • Maintain capacity of North Coast Road as integral segment of the HPPTN  
|                  | • Define, Establish and or consolidate commercial, industrial and high density residential components of the urban development corridors along North Coast Road. |
| Land Use & Density | • Consolidate Industrial Opportunity Areas at Phoenix Industrial Park, Phoenix North, Piesangs, Newlands and Ottawa South (non-noxious)  
|                  | • Upgrade informal residential settlements of Inanda  
|                  | • Regenerate / Renew residential areas of Kwa Mashi and Ntuzuma  
|                  | • Consolidate / regenerate residential areas of Phoenix and Newlands.  
|                  | • Establish higher density mixed use / residential development (+ 50du/ha)along the North Coast / R102 development spine |
| Open Space/ Environment | • Protect and enhance open space systems associated with Piesangs River and establish a multipurpose park system to maintain ecosystem services delivery and also meet urban recreation and education needs. |
| Service Levels | • Upgrade and or consolidate capacity of waterborne sanitation, water supply, electricity and telecommunications to accommodate increased densities and expansion of urban residential areas and industrial areas. |

### 5.3 VERULAM AND CORNUBIA LOCAL AREA (URBAN)

| Role in the Metro | • Residential Expansion zone.  
|                  | • Regional Public Transportation Intermodal Terminal (Verulam)  
|                  | • Mixed use, business and industry opportunity |
| Development Spines and Nodes | • Consolidate and enhance Verulam Town Centre as Sub Metropolitan Node to support R 102 Metropolitan Development Corridor.  
|                  | • Establish R102 Metropolitan Development Corridor between Verulam Town Centre and Tongaat Town Centre  
|                  | • Establish Cornubia as a new local node  
|                  | • Improve road linkage between Verulam and R102 |
| Movement System | • N2 and R102 are metropolitan access and linkage systems  
|                  | • Local Area access and linkage routes include M41 and new link route through Cornubia to M27 / R102 and Dube Trade Port / Ksia site  
|                  | • Light Rail link from existing passenger rail route to KSIA proposed |
| Land Use & Density | • Consolidate existing formal settlements through renewal and densification along the metropolitan spine (R102)  
|                  | • Upgrade informal settlements  
|                  | • Establish new mixed density housing development opportunities in Cornubia along the R102 development spine(minimum 50du -70 du/ha)  
|                  | • Establish new mixed medium and high density residential areas in undeveloped zones  
|                  | • Industrial opportunity at Ottawa Flats  
|                  | • Protect and enhance sustainability of high yielding agricultural areas through promotion of intensive agriculture. |
| Open Space/ Environment | • Protect open space assets associated with the Umhlanga and Umdloti river systems and consolidate into integrated park systems providing ecosystem services delivery and recreational opportunities for adjacent residential areas and to “break” the effect of continuous urban settlement within the urban development corridor. |
| Service Levels | • Upgrade and or consolidate capacity of waterborne sanitation, water supply, electricity and telecommunications to accommodate increased densities and expansion of urban residential areas and industrial areas. |
## 5.4 TONGAAT AND DUBE TRADE PORT LOCAL AREA (URBAN)

### Role in the Metro
- International/national logistics infrastructure and support zone.
- National, provincial and local Gateway
- Industrial Expansion Zone
- Specialised and Intensive Agriculture
- Mixed density and mixed income residential expansion (Tongaat)
- Conservation of environmental assets
- Consolidation, protection and enhancement of the environment resource assets base located in the mid reaches of the Tongati catchment
- Consolidation of agricultural and rural hinterland in support of UDL management, protection of rural lifestyles.
- Hinterland water based metropolitan level recreation related to environmental assets and the Dudley Pringle Dam.

### Development Spines and Nodes
- Establish R102 Metropolitan Development Corridor between Verulam Town Centre and Tongaat
- Establishment of KSIA/DTP as primary logistics installation and intermodal transportation node
- Consolidate and enhance Tongaat Town centre as sub metropolitan service node and public transportation terminal.
- Establish new services and industrial/logistics node at Inyaninga as support to R102 metropolitan development corridor and DTP logistics park.

### Movement System
- N2, R102 and M4 provide regional access and linkage system
- Bypass systems east or west to Tongaat Town Centre to be established in accordance with demands on the R102 system
- Establish R102 interchange and access via N2/ Dube Trade Port link road
- new spine between M41 and M27 / Dube Trade Port to facilitate movement and alleviate congestion on M4

### Land Use & Density
- Consolidate existing formal settlements through renewal and densification along the metropolitan spine (R102)
- Establish new mixed density residential areas in undeveloped zones
- Upgrade informal settlements
- Establish new mixed use high density housing developments along the R102 development spine (minimum 50du - 70 du/ha) subject to noise constraints
- Establish new industrial opportunity areas at Inyaninga, North of Dube Trade Port, on northern boundary at Frasers
- Protect and enhance sustainability of high yielding agricultural areas through promotion of intensive agriculture.

### Open Space/ Environment
- Consolidate and protect environmental assets surrounding the Dube Trade Port
- Protect, manage and enhance open space and riverine systems within urban settlements to provide ecological serves delivery and “break” in continuous urban settlement.
- Protect, conserve and enhance open space asset footprint contained in the Umdloti and Tongati catchments
- Establish local recreational opportunities associated with the open space asset base and Dudley Pringle Dam.

### Service Levels
- Upgrade and/or consolidate capacity of waterborne sanitation to accommodate proposed increased densities and proposed expansion of residential and industrial areas.
- Investigate Electricity Capacity with respect to proposed increase in density, expansion of residential and industrial areas and development of agricultural areas
- Investigate Water Supply Capacity with respect to proposed increase in density, expansion of residential and industrial areas and development of agricultural areas
- Investigate Capacity of telecommunication capacity with respect to increase in density and proposed expansion of urban areas.
- Investigate capacity of water supply, electricity and telecommunications commensurate with proposed agricultural and industrial development

## 5.5 NORTHERN SUBURBS & UMHLANGA LA (COASTAL)

### Role in the Metro
- International and domestic tourism destination based on coastal resources, accommodation, recreation and leisure, shopping and entertainment.
- Logistics, manufacturing and service industrial zones associated with variety of industrial parks and areas, Virginia Airport, railway and N2and North Coast Road transport corridors.
- Mixed density and mixed income permanent urban and suburban residential areas
- High priority public transportation corridor.

### Development Spines and Nodes
- ConsolidateUmhlanga/La Lucia Ridge as ‘Specialised Commercial and Entertainment Node’ to support tourism strategies as well as provide regional and local level commercial and social services.
- Identify new and consolidate and enhance existing local level service nodes to retain character and variety within urban environment.
- Consolidate Umhlanga Beachfront Node as primary international and domestic Tourism and Recreation Node.
- Define, establish and or consolidate regional scale coastal zone recreation node at Umgeni River Mouth.
<table>
<thead>
<tr>
<th>Environment Open Land Movement and Development Service Environment Movement NSDP: Nodes &amp; System Spines •</th>
<th>• Identify and establish local level coastal recreation nodes between Umhlanga and Umgeni River Estuary • Establish Coastal Zone Corridor along M4. • Define, Establish and or consolidate commercial, industrial and high density residential components of the urban development corridors along North Coast Road.</th>
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<tr>
<td>Movement System</td>
<td>• Upgrade M4 to accommodate densification within the LA and expansion of urban development in the Ohlanga Tongati LA. • Upgrade/maintain capacity of cross links between M4 and hinterland routes of N2 • Maintain capacity of North Coast Road as integral segment of the HPPTN Land Use &amp; Density</td>
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<tr>
<td>Open Space/ Environment</td>
<td>• Establish and Protect Northern Metropolitan Coastal Zone including dune systems and estuaries at Umgeni and Ohlanga River mouths. • Protect and conserve Hawaan Forest. • Consolidate existing open spaces and parks within residential areas and link into coastal zone. Service Levels</td>
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## LAND USE QUANTUMS PER LOCAL AREA

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<tr>
<th>Local Area</th>
<th>Buffelsdraai &amp; Hazelmere</th>
<th>Ohlanga-Tongati</th>
<th>Northern Suburbs &amp; Umhlanga</th>
<th>Phoenix/INK</th>
<th>Tongaat &amp; Dube Tradeport</th>
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