A New Era in Land Use Planning and Development - The Challenge

Mauritius stands at the dawn of a new era in land use planning and development. Significant changes are taking place in the economy, which will have a direct impact on the use of land: these will continue to take place for the next few years and perhaps longer:

- Conversion of large tracts of land out of sugar cane for housing and other development following restructuring and diversification in the sugar sector, with knock-on effects on the future number of jobs and sugar factories in the countryside
- Likely changes in the way some manufacturing is carried out in the towns, as the sector adapts to new international challenges, in its drive to add value to its products which could lead to demand for new types of buildings and sites
- Continued expansion of the tourism sector, and demand for more large sites for hotels and integrated resort schemes, almost exclusively of high quality and at present sited on and around the environmentally-sensitive coastline
- Anticipated growth in the new economic engines of high tech/ICT and financial services and demand for new styles of campus development on spacious greenfield sites adjoining existing urban areas, but also perhaps in the countryside.

All of these changes will have far-reaching consequences on the use of land in Mauritius, but they are difficult to predict beyond a few years: new skills and processes are needed to guide and manage future growth as efficiently as possible.

Responding to these challenges the Government of Mauritius through the Ministry of Environment’s EIP2 Programme has commissioned a review of the 1994 National Physical Development Plan (NPDP) in order to lay down the foundations for development planning over the next 20 years. Halcrow Group Ltd was appointed by the Ministry of Housing and Lands as executing agency to carry out the review and this document presents its final findings.

Socio-Economic Context

The island of Mauritius covers some 186,500ha of land of which around 40% is under sugar cane. Other significant land uses include forests and scrub and built development including roads and utilities.

The population in 2000 was estimated by CSO at 1.14 million, an increase of around 120,000 since 1990: this increase is associated with decreasing birth rates and fertility, especially in the last 4-5 years. Trends towards an ageing population are being experienced, implying less need for new schools in the longer term but correspondingly a greater requirement for health services and facilities for the elderly.

The number of households in 2000 was 287,700 an increase of 59,000 since 1990 representing a growth rate over double that for population - and a direct consequence of declining fertility. Emerging trends show a decreasing family and household size: from 4.5 persons to 4.0 since 1990. These characteristics could lead to changing demand for house types, for example for smaller sized apartments and town houses, and to higher densities in urban areas.
Housing has grown in most main settlements including those in rural areas, especially in the North, with a trend towards further urbanisation north and south of the capital city Port Louis and the adjacent Plaines Wilhems linear conurbation. Nearly 50% of the housing increase over 1990-2000 occurred in the conurbation, with between 14% and 16% each in the North, East and South Districts of the island.

The economy has developed over the past 30 years from a sugar-based mono-culture to a relatively diversified multi-sector economy based on export-oriented textile manufacturing, tourism and sugar. Gross Domestic Product (GDP) has grown from Rs 42.4 billion in 1992 to Rs 101.7 billion in 2000. Employment now stands at 483,600 (based on 2000 Census), some 42% of the island’s population. The conurbation accounts for 54% of this total and Port Louis 27%. This national economic growth has been one of Africa’s great success stories.

As the economy has grown, vehicle ownership has risen rapidly: car registrations per 1000 population have increased by 34% since 1994 - a rate equivalent to over 50% in the last ten years. Both the port (10% increase in goods loaded) and airport (6.5% increase in aircraft movements) have also experienced significant growth since 1994; for both of these strategic transport facilities long term Master Plans to cover the period to 2025 are being implemented in stages.

After very low unemployment in the early 1990s, the unemployment rate has grown and the economy is now experiencing levels in the 8 - 9% range. In addition to changes in primary activities, mainly the sugar sector, restructuring and diversification programmes in manufacturing may lead to some structural unemployment problems in the short term. To balance this shortfall, increasing demand for skills in the services sector, particularly ICT, will lead to requirements for training/re-training programmes over the next decade.

Need for a New Approach

Life in today’s Mauritius was built on a degree of land use continuity and understanding: it was largely based on sugar cane cultivation and milling, textile manufacturing and exporting via the EPZ and international tourism.

In tomorrow’s Mauritius there will be a need for more flexibility in planning, to adapt to new circumstances quickly and to build on the opportunities offered by an increasingly-global economy. Because of the significant and unpredictable changes that are taking place in the economy, a fresh look is needed at the way the nation’s towns, countryside and coast are planned and managed.

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most economically-advisable approach. These changes point to the need for a new approach that focuses on a reconsideration of land use priorities.

There is also an urgent need for simplification, for reducing the red tape involved in processing development proposals and for providing clear and consistent planning guidance to both Government agencies and the private sector.

So What Will the New Development Strategy Look Like?

First and foremost it will not be just ‘a plan’ which allocates uses to particular sites; such plans quickly become out of date. Development planning today is about managing change efficiently and sustainably, whilst still allowing for flexibility and innovation. It’s about reaching a consensus amongst key stakeholders, Government, the private sector and the community, as to how best to plan and implement major developments that can have a wide range of impacts. The objective is to create win-win situations which all Mauritians should be able to benefit from.

The new National Development Strategy will be a cohesive package of plans and policies, guidelines and mechanisms for implementation. It will aim to create and stimulate the conditions to focus and prioritise Government investments and private sector initiatives as efficiently as possible, so that economic growth can be sustained, whilst maintaining and enhancing the nation’s natural and built environment.

Foundations for the New Strategy

The new National Development Strategy builds on some of the key principles laid down in the previous Plan, and other complementary strategies, and brings them up to date in the light of the significant changes now taking place. It is based on the concept of achieving critical mass through clustering of settlements and employment-generating activities, to form an attractive economic base for Government sector commitments and private sector initiatives. It is needed to achieve the overriding Strategy objectives of:
• Providing strategic advice to Government on the efficient provision of transport and utility infrastructure
• Facilitating development opportunities for national and international investors
• Promoting sustainable development which conserves high quality agricultural land and protects sensitive environmental areas
• Earmarking the institutional and implementation changes needed to support effective follow-through, including the framework for the future revision of Local Councils’ Plans.

Demand and Supply

Government (CSO) forecasts indicate an increase in population over the next 20 years of 200,000 or so, which means about 115,000 new households, nearly double the increase in the last 10 years. Based on these estimates and current housing stock, there will be future demand for about 140,000 new housing units (or about 7,000 each year for the next 20 years); there will also be a need to increase the number of jobs by around 125,000.

On the supply side, current Government commitments for the conversion of sugar cane lands foresee some 4,600ha being made available for housing and other uses. In the longer term and depending on the future needs of the agricultural and forestry sectors including retention of some sugar cane as a buffer to produce bagasse and other by products, and for landscape and tourism reasons, there could be release of a further 10,000ha of land, though in practice this will be largely governed by market conditions over the planning period.

Options for Development

Given current trends and availability of suitable sites, some 50% of new housing units (about 70,000) could well be attracted in and around the conurbation including CyberCity over the next 20 years, both as infill and new greenfield developments. A further 52,700 units (at an average public/private density mix of 22/ha.) could be built on the 2,400ha of land already committed for housing from sugar cane conversions, on sites on the fringe of the conurbation and in the rural districts; over 85% of future housing requirements for the next 20 years may then have already been accounted for through current trends and commitments.

The scope for identifying significantly different development strategies is strictly limited: attempts to divert current trends would require very much stronger development controls and could lead to more expensive provision of Government support services if development became too dispersed; the impact on the natural environment and landscape could also lead to a deterioration in the image and quality that is the hallmark of the Mauritian lifestyle.
The focus for the new Strategy is aimed at supporting, managing and facilitating land use change, particularly in employment-generating activities, by identifying key settlement clusters and growth zones in the conurbation, the countryside and on the coast where strategic developments should be guided. At the same time growth will also be supported in and around existing settlements to nurture local economies, especially those undergoing major adjustments due to sugar industry restructuring.

**Complementary Strategies**

In drawing up the new Strategy, and building on previous plans where these are still effective, the new Strategy has taken account of Government’s recent national and sectoral visions, in order to provide a consistent, comprehensive and consensus-building approach to development planning over the next 20 years.

These complementary strategies include:

- Meeting the Challenges of Sustainable Development 2002
- Into The 3rd Millennium, National Strategy for Sustainable Development 1999-2005
- The Sugar Sector Strategic Plan 2001-2005, 2001
- The Tourism Development Plan for Mauritius 2002
- The Integrated National Transport Sector Strategy Study 2001
- The Review and Updating of the Port Master Plan 2002

Key principles and policies from these documents have been incorporated into the new Development Strategy in order to provide a solid and coherent basis for future land use proposals.

**Sustainable Development**

There is an increasing awareness that economic growth and social and environmental issues are interlinked. However, it has been recognised that future development cannot simply follow models of the past.

Future development needs to be concentrated in places well served by infrastructure and transport services, in or adjacent to existing settlements, and in the urban areas and town centres, before considering the option of developing greenfield sites.

Sustainable patterns of development which integrate land use and transport, access to public transport and provide the option to walk and in the longer term, cycle to facilities and services will thus become more important in future. This is a cornerstone objective of the new National Development Strategy.
A Strategic Vision

The vision contained in the new National Development Strategy focuses on:

“Encouraging economic growth in the conurbation, the countryside and the coast, whilst maintaining and enhancing the quality of the environment and striving for a more sustainable pattern of development”.

Key aims of a sustainable future for the development of Mauritius will include:

- Stimulation of high and stable levels of economic growth and employment
- Effective protection of the environment and prudent use of natural resources
- Social progress which recognises the needs of all Mauritians.

The focus is on concentrating future development in and around strategic growth clusters in the conurbation including CyberCity, and in existing major settlements elsewhere. Promoting an urban renaissance, particularly in town centres and enabling rural regeneration and tourism development in the countryside and on the coast are key objectives. The strategic vision sees the encouragement through closer integration of land use and transport planning mechanisms, of a wider choice of employment opportunity in both urban and rural areas, as well as safe and convenient travel options. The aim here is to reduce dependency on the private car for journeys to work, and thereby contribute to improvements in social and environmental conditions for all Mauritians.

The New National Development Strategy

To target clustering of new activities in the conurbation, the countryside and the coast, the designation of Urban Renaissance Zones, Rural Regeneration Zones, Tourism Zones and Special Use Zones will form the basis of the new National Development Strategy. These growth Zones have been identified to provide a focus for public and private sector initiatives and implementation actions. New major employment-generating activities should in the first instance be guided to these growth Zones, where a critical mass has already been established or can shortly be envisaged.

Complementary programmes involving housing, social, community, public transport and other infrastructure developments should also be considered and planned for in relation to these Zones. The use of public private partnering agreements should be explored at the planning stage to bring forward priority projects for early implementation.

In these Zones, where a range of mixed use schemes is envisaged, a sequential approach to release of unused or new sites will be promoted. Where sites are available, preference will be given to town and village centres, before edge of centre and out of town locations are considered.

Major new developments in the open countryside
or on the open coast outside these Zones should generally not be encouraged. Major new shopping centres on out of town sites will not normally be permitted, unless in-town sites are unsuitable or exhausted; in these cases full economic and social analysis of alternatives considered should form part of the development application.

**Urban Renaissance and Growth**

Based on current trends and investments some 50% or more of new housing and jobs is likely to take place in and around the conurbation stretching from Baie du Tombeau and Terre Rouge in the north through Port Louis, its port, waterfront and Central Business District (CBD), to the Plaines Wilhems towns of Beau Bassin, Rose Hill, Quartre Bornes, Vacoas-Phoenix and Curepipe, and including the new CyberCity/Highlands growth cluster.

In this conurbation, the new strategy proposes major developments should first be guided to Urban Renaissance Zones in and around town centres: around key transport interchanges including the proposed Light Transport Transit (LRT) stations and park and ride sites: and emerging growth clusters such as CyberCity/Highlands. In these zones a presumption in favour of mixed use developments will be promoted in association with area-wide improvements to public transport, traffic management and the environment.

Town centre locations followed by edge of centre sites will be the preferred locations for strategic developments. These sites should be preferred for major shopping, commercial and leisure activities, especially where a variety of public transport and support services is already available or planned.

**Development Opportunities**

The conurbation and associated growth areas should be developed to: reduce congestion; new "by-pass" routes and town centre loop. Traffic management, identify parking restraint areas, manage and limit service vehicle access.

- Public transport and pedestrian priority areas.
- Identify areas of higher development potential, around areas of high accessibility transport nodes and corridors, generate sustainable "clusters" of development.
- Use public transport accessibility to determine residential and commercial densities.
- Use density standards to maintain and raise densities in specific locations, setting minimum densities as well as a range of maximum densities.
- Mixed Use - improve and build upon the variety of attractions and diversity of uses within the town centre.
- Optimize re-use of urban land, vacant, derelict, underused sites.
- Prepare positive and imaginative development briefs to attract the private sector.
- Develop design guidance to secure quality in higher density development.

**ROSE HILL - A CENTRE OF EXCELLENCE**

Develop a vision that builds on existing assets, requires problems and embraces new opportunities.

- Create linkages to adjoining growth areas and settlement extensions - create development synergy and permeable layouts.
- Capitalise on the LRT proposals, new travel corridors, improved connectivity link, regeneration options.
- Accessibility - Make the centre more easily accessible for shoppers and visitors.
- Reduce congestion - new "by-pass" route and town centre loop.
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Only when the availability of locations within existing settlement clusters are exhausted, or where there are particular specialised requirements that cannot be met in town (such as high tech business parks in landscaped ‘campus’-style settings), should out of town sites be considered for major new developments. Out of town sites and sites in the open countryside are unlikely to be able to support the variety of public transport options needed to reduce dependency on the private car.

Where major out of town developments are proposed, new sites should be subject to the sequential approach which takes into account accessibility, suitability for agricultural use, and environmental and landscape importance.

**Special Use Zones**

In areas where clusters of uses have already started to consolidate, or there is a particular land use focus, Special Use Zones have been identified. These have been identified at the Port/Roche Bois/Riche Terre (port-related industry), at Pointe aux Sables/La Tour Koenig/Coromandel and at Pailles (manufacturing and related SME industry) and around the Airport/Plaine Magnien (airport-related industry).

In these Zones there will be a general presumption in favour of mixed industrial uses, including storage, distribution and warehousing, taking into account a site’s existing and future requirements for strategic highway access, public transport and level of utility provision, the environmental impact of the proposed uses and measures for mitigation, including for solid waste and wastewater treatment.

In the case of the Port and Airport Special Use Zones, long term Master Plans covering the period to 2025 have already been drawn up by the relevant authorities; these Plans need to be incorporated into revised Local Plans and Action Area Plans to cover adjacent lands where long term surface access will need to be safeguarded.

**Rural Regeneration and Growth**

There is a need in the longer term to balance the continued growth of the conurbation through the provision of strategic rural locations which give improved access to existing urban markets, to the port and airport, as well as serve as a focus for rural employment needs.

In some strategic locations and based on existing settlement clusters, Rural Regeneration Zones have been identified to serve a range of purposes. These include:

- to facilitate and concentrate economic growth outside the conurbation
- to create new development opportunities where sites within existing settlements are not available or constrained
- to improve local traffic congestion, safety and environmental conditions.
Criteria for designation of Rural Regeneration Zones should also take account of the need to sustain the economies of local towns and villages and in some cases help smooth the transition from sugar cane dependency to a more diversified and multi-purpose countryside.

Consistent with the overall strategy of clustered growth, new employment-generating activities and supporting housing, social and infrastructure developments should in the first instance be guided to existing limits of permitted development. However in some cases suitable sites to attract inward investments may not be available and so new mechanisms need to be found to facilitate growth.

In these cases Action Area Plans should be drawn up to show how for example, construction of a new bypass can contribute to improving strategic links between the port and airport and open up new sites for development especially where public private partnering agreements with local landowners can bring forward implementation.

On new sites within Rural Regeneration Zones there will be a general presumption in favour of a mix of commercial and industrial uses. Sites for clusters of employment-generating activities will be promoted to attract new value-added manufacturing, and linked to these SMEs; sites for new knowledge-based high-tech business parks to support the growth sectors of ICT and financial services, as well as storage, distribution and warehousing uses should also be considered.

These economic/employment-based clusters will be complemented by planned and committed Government projects such as new schools, health clinics and traffic centres to facilitate public transport improvements. The location of new residential morcellements and public sector housing schemes should also be considered to support clustered growth.
Rural Regeneration Zones have been identified at Bel Air Riviere Seche, Centre de Flacq, Bon Accueil and Pamplemousses. Elsewhere, because of committed investments in infrastructure, or because of existing or proposed industrial or commercial investments, growth Zones have also been identified at Triolet, Goodlands, Riviere du Rempart, Bambous, Rose Belle and Chemin Grenier.

Outside of these Zones and existing limits of permitted development, generally speaking there will be a presumption against new strategic proposals, except in cases of national interest. A sequential approach to release of land in such cases should be adopted. Criteria will focus on maintaining land of high and moderate suitability for agriculture as defined by the Ministry of Agriculture, including use of sugar cane land for an economic and environmental buffer zone. Other factors will include protecting land with environmental sensitivity or sites of landscape significance as defined by the Ministry of Environment.

On sites either on the edge of settlements or in the open countryside which fall under these categories, there will be a presumption against major development. However in these areas, especially where there has been significant change in the agricultural sector, and where small scale developments are needed to sustain local economies there will be a general presumption in favour of such proposals, taking into account a site’s agricultural, environmental and landscape significance and where it can be shown to satisfy local needs.

The Coast and Tourism

Along the coast, a presumption in favour of development clustering in existing settlements, resort complexes and major campement sites within Tourism Zones approved by the Ministry of Tourism will be promoted. In such Zones, presumptions in favour of most forms of mixed use tourism-related developments, including hotels, resorts, housing and mixed business uses would be generally applicable.

In this way it is expected that sufficient critical mass will be created to make most efficient use of costly Government infrastructure investments such as new sewage treatment plants, whilst providing the range of support services and facilities to help stimulate the conditions for private sector involvement and initiative.

In some cases, especially where development pressures are acute and Government resources are limited, the private sector should be encouraged to lead the way through partnering arrangements to assist in planning and implementing major projects as part of area-wide Tourism Action Plans.
or on the open coast outside these Zones should generally not be encouraged. Major new shopping centres on out of town sites will not normally be permitted, unless in-town sites are unsuitable or exhausted; in these cases full economic and social analysis of alternatives considered should form part of the development application.

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In this conurbation, the new strategy proposes major developments should first be guided to Urban Renaissance Zones in and around town centres: around key transport interchanges including the proposed Light Transport Transit (LRT) stations and park and ride sites: and emerging growth clusters such as CyberCity/Highlands. In these zones a presumption in favour of mixed use developments will be promoted in association with area-wide improvements to public transport, traffic management and the environment.

Town centre locations followed by edge of centre sites will be the preferred locations for strategic developments. These sites should be preferred for major shopping, commercial and leisure activities, especially where a variety of public transport and support services is already available or planned.
there will be a general presumption in favour of new schemes where it can be shown that they meet local needs and can contribute to the sustainability of local economies. Such principles will also apply to proposals in approved inland Tourism/Natural Zones including the South West Natural Zone and the South Coast Heritage Zone.

Environmental and Transport Impact

In most cases in locations on the coast and in the open countryside where major developments are being considered, comprehensive Environmental Impact Assessment (EIA) will need to be prepared at the project planning stage to meet the needs of the requirements of the EPA 2002. Where traffic and transport considerations are considered to be significant a Transport Impact Assessment should also be prepared. This will be particularly important where development proposals can enhance the viability of the new LRT system.

Policy and Planning Guidance

As an integral component of the new National Development Strategy, updated Policy and Planning Guidance has been prepared to show how for example, clusters of employment-generating activities such as mixed use commercial developments can be integrated within existing settlements and town centres. Such schemes need to be planned and designed in relation to higher density residential, leisure and recreational opportunities, social facilities such as community centres and health clinics, and the availability of existing and proposed public transport facilities, including the strategically-important Light Rail Transit system from Port Louis to Curepipe.

The purpose of this Policy and Planning Guidance is to act as an updated development control tool, and for inclusion in revised Local Plans (Outline Schemes). The Guidance Notes consolidate new national policy advice with existing more detailed planning guidelines produced by the Ministry of Housing and Lands.

Another important component of this Guidance will be to show how new hotels, tourist resorts and related leisure complexes including golf courses can be clustered to sustain local economies within the existing built and natural environments on the coast. Key considerations
In these Zones, where there will be a general presumption in favour of a wide range of land uses, consideration will be given to creating simplified permit requirements, subject to meeting specified criteria (e.g. on environmental and traffic impact, utility provision and design quality appropriate to each site and type of development).

Provision is already made for preparation of such Plans, called Detailed Schemes, in the Town and Country Planning Act and so new legislation will not be required. The Act also provides for the adoption of detailed schemes proposed by the owner of any land within the area.

Through preparation, participation and updating of the National Development Strategy, Local Plans (Outline Schemes) and Action Area Plans, it is envisaged that inter-agency cooperation will be enhanced and delivery of timely advice to the Planning and Development Commission through informed dialogue and regular consultations will be improved.

The SPIU will need to be resourced with a new management structure incorporating units focusing on strategy formulation, strategy and project implementation and regional and local government liaison, in relation to the revision of local councils’ Local Plans.

It is anticipated that local development applications will continue to be processed by the relevant local councils, which will also be strengthened through proposals in the Local Government Bill.

**Implementation Mechanisms**

In addition to Action Area Plans, new implementation mechanisms, such as planning obligations, developer contribution plans and public/private partnering agreements (PPP) are already being considered by Government through, for example, the Ministry of Environment's National Environment Fund and the Ministry of Tourism’s Community Development Fund.

Similar mechanisms could be used in urban and rural areas to help provide local community facilities or village bypasses, or to maintain and enhance town centre environments, green wedges and public beaches.

For successful implementation, such mechanisms need to have the full support of a wide range of Government agencies, private sector stakeholders and representatives of other community groups. Government and private sector commitment to the new National Development Strategy will be an essential pre-requisite.
here include public access to beaches and the conservation, maintenance and enhancement of mangroves, wetlands and other coastal features, so as to enhance the overall quality and image of the area—another important objective of the new Strategy.

Updated Policy and Planning Guidance covering Commercial Development, Industrial Development, Coastal Development and Residential Development has been prepared.

Preparing the new Development Strategy will not of itself make things happen more effectively than before. What is needed is a more efficient way of updating the strategy and processing major projects through the creation of properly-resourced structures and streamlined and fast-tracked procedures to harness the economic growth potential as quickly as possible.

New Planning and Development Commission

In order to manage this process a high-level Planning and Development Commission will be set up. The new Commission will be made up of senior public and private sector representatives, including for example representatives of the Ministries of Environment, Agriculture, Public Infrastructure, Tourism and Industry, the Chambers of Agriculture and Commerce and Industry and AHRIM, all of whom have a strategic interest in land use and development.

The new Commission will provide strategic planning advice to the Planning Minister and to the Cabinet of Ministers, and monitor and interpret the major land use implications arising from changes in the economy.

The Strategic Planning and Implementation Unit

Servicing the new Commission will be the Strategic Planning and Implementation Unit (SPIU). Key responsibilities of this strengthened Town Planning capability will include the monitoring and updating of the Development Strategy, which will become a statutory document, and the efficient processing of major, strategic and nationally-important development proposals, which have more than local significance. These will include proposals for conurbation-wide developments such as new shopping centres, which will necessarily involve cross-boundary collaboration, and other major projects in identified growth Zones, such as integrated resort schemes and high tech. business parks.

Action Area Plans

As part of these responsibilities, Action Area Plans will be drawn up for each Zone, involving relevant local councils, public agencies and the private sector, to focus investment initiatives.
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