
Mangaung Metropolitan Municipality

FIVE YEAR INTEGRATED HUMAN SETTLEMENTS PLAN

(2019/20 – 2024/25)



FIRST DRAFT,
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LIST OF ABBREVIATIONS AND ACRONYMS

ADN	Airport Development Node
BEPP	Built Environment Performance Plan
BRT	Bus Rapid Transit
BNG	Breaking New Ground
BRT	Bus Rapid Transport
BTN	Botshabelo and Thaba Nchu

CBD	Central Business District
CSP	Cities Support Programme
CUT	Central University of Technology
DHS	Department of Human Settlements
DORA	Division of Revenue Act
EDS	Economic Development Strategy
EIMP	Environmental Implementation and Management Plan
EPHP	Enhanced People's Housing Process
EPWP	Extended Public Works Programme
FLISP	Finance Linked Individual Subsidy Program
FSHC	Free State Social Housing Company
HDA	Housing Development Association
HSDG	Human Settlements Development Grant
ICDG	Integrated City Development Grant
IDP	Integrated Development Plan
IHSP	Integrated Human Settlements Plan
IPTN	Integrated Public Transport Network
IRPTN	Integrated Rapid Public Transport Network
IRDP	Integrated Residential Development Programme
ISUS	Informal Settlements Upgrading Strategy
ISRP	Informal Settlements Resettlement Plan
ITP	Integrated Transport Plan
LED	Local Economic Development
LRDS	Land Release Development Strategy
MMM	Mangaung Metropolitan Municipality
MSA	Municipal Systems Act. No. 32 of 2000
MTREF	Medium Term Revenue and Expenditure Framework
NDPG	Neighbourhood Development Partnership Grant
NDP	Neighbourhood Development Programme
NHTS	National Household Travel Survey
PIE of 1998	Prevention of Illegal Eviction from and Unlawful Occupation of Land Act. No. 19
PTIG	Public Transport Infrastructure Grant

SDF	Spatial Development Framework
SHI	Social Housing Institution
SIP	Strategic Integrated Projects
SPLUMA	Spatial Planning and Land Use Management Act. No. 16 of 2013
TAZ	Traffic Analysis Zone
UDZ	Urban Development Zone
UFS	University of the Free State
UISP	Upgrading of Informal Settlement Programme
UNS	Urban Network Strategy
USDG	Urban Settlements Development Grant
WWTW	Waste Water Treatment Works

Part

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PART 1: GENERAL OVERVIEW**1.1 PREAMBLE**

The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996) has given municipalities developmental responsibilities. **Sections 152 and 153 of the Constitution** provide that local authorities are responsible for the provision of services to communities in a sustainable manner, giving priority to the basic needs of the local residents. Furthermore, **Section 26** of the Constitution obligates the State to enable citizens to have right of access to adequate housing, which ultimately constitutes of equitable spatial patterns and sustainable human settlements.

To facilitate the above-mentioned provisions of the Constitution, the Housing Act, 1997 (Act No. 107 of 1997) states that *“every municipality must as part of its integrated development planning processes take all reasonable steps within the national and provincial housing legislation and policy plan and promote an enabling environment for housing development within its area of jurisdiction”*.

The Mangaung Metro Municipality (MMM) has accepted these responsibilities and has consequently developed an **Integrated Human Settlement Plan (IHSP)**, which serves as the strategic development direction for providing sustainable human settlements within the Municipal area.

1.2 PURPOSE OF THE IHSP

The purpose of the IHSP is to provide a uniform approach to human settlements development in the MMM for a period of five (5) years so that all stakeholders share the same vision regarding the growth of MMM. When vision is shared, focused spending and effective development is consequential. The IHSP is therefore bold in guiding MMM's sector departments and all other stakeholders towards development that will result in sustainable human settlements.

This IHSP is compiled consistent with the **Spatial Planning and Land Use Management Act (SPLUMA)**, 2013 (Act No. 16 of 2013), and the **Municipal Systems Act (MSA)**, 2000 (Act No. 32 of 2000). Specific sections having relevance to the IHSP are outlined below:

- MSA Section 26(a) *“The municipal council’s vision for the long-term development of the municipality with special emphasis on the municipality’s most critical development and internal transformation needs.”*
- MSA Section 26(b) *“An assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic municipal services.”*
- MSA Section 4(2)(j) *“The council of a municipality, within the municipality’s financial and administrative capacity and having regard to practical considerations, has the duty to contribute, together with other organs of state, to the progressive realisation of the fundamental rights contained in sections 24, 25, 26, 27 and 29 of the Constitution.”*
- SPLUMA Section 21(d) *“Identify current and future significant structuring and restructuring elements of the spatial form of the municipality, including development corridors, activity spines and economic nodes where public and private investment will be prioritised and facilitated”*
- SPLUMA Section 21(f) *“Include estimates of the demand for housing units across different socio-economic categories and the planned location and density of future housing developments”*
- SPLUMA Section 21(h) *“Identify, quantify and provide location requirements of engineering infrastructure and services provision for existing and future development needs for the next five years”*
- SPLUMA Section 21(i) *“Identify the designated areas where a national or provincial inclusionary housing policy may be applicable”*
- SPLUMA Section 21(k) *“Identify the designation of areas in the municipality where incremental upgrading approaches to development and regulation will be applicable”*
- SPLUMA Section 21(l) *“Identify the designation of areas in which —*

1.3 AIM AND VISSION OF THE IHSP

The aim of the IHSP is to evaluate current urbanisation realities facing the MMM, and specifically to focus on the diverse housing challenges it faces. However, simply addressing a housing need will not adequately meet the need of the citizens of MMM. Rather, all aspects required in sustainable human settlements must be provided for.

Hence, the vision of the IHSP is: ***“Towards Integrated and Sustainable Human Settlements in MMM by 2030.”***

1.4 MISSION AND OBJECTIVES

The mission of the IHSP is *“To develop sustainable human settlements which are socially and spatially integrated and are characterised by mixed-development initiatives through efficient and effective resource allocation in partnership with the private sector, other spheres of government and agencies and the communities to ensure that the citizens have access to settlements where they can live, work and play.”*

The objectives of the MMM IHSP are as follows:

- To densify and compact the city;
- To redress land ownership disparities;
- To expand the economic base of MMM;
- To address the backlog in basic services;
- To address the backlog in housing;
- To ring-fence arable land for food security;
- To reverse the spatial effects of apartheid;
- To promote innovation and alternative technologies; and
- To identify environmentally significant areas and establish means to protect these areas.

1.5 SETTING THE SCHEME

1.5.1 Introduction

Since 1990, the world has seen an increased gathering of its population in urban areas. This trend is not new, but relentless and has been marked by a remarkable increase in the absolute numbers of urban dwellers - from a yearly average of 57 million between 1990-2000 to 77 million between 2010-2015 (UN Habitat, 2016).

Urbanization fosters growth, and is generally associated with greater productivity, opportunities and quality of life for all. Cities create wealth, generate employment and drive human progress by harnessing the forces of agglomeration and industrialization. Cities also offer greater societal freedoms. In the process of urbanization, however, there have been some bumps along the road. Many rapidly growing cities keep sprawling, informal settlements are expanding, there is increasing poverty and inequality, and crime

can be rife in large cities, on top of which comes the contribution that cities make to climate change. Although urbanization has the potential to make cities more prosperous and countries more developed, many cities all over the world are grossly unprepared for the multidimensional challenges associated with urbanization. Poorly planned and managed urbanization – which translates into low densities, separation of land uses, mismatch between infrastructure provision and residential concentration, and inadequate public space and street networks, among others – diminishes the potential of leveraging economies of scale and agglomeration (UN Habitat, 2016).

South Africa has also been experiencing rapid urbanization for decades. Approximately 60% of the country's population lives in urban areas. In line with global trends, the movement of people from the countryside to the cities is expected to continue, and by 2030 about 70% of South Africans will live in urban areas (NDP, 2013). Combined with increasing urban poverty, chronic shortages of serviced land and adequate housing and inadequate urban policies and planning approaches, large numbers of urban dwellers have had few other options than to settle in life and at times health threatening conditions. This situation is posing a significant threat to the social, economic, and environmental sustainability of cities.

The Mangaung Metro Municipality (MMM) is well familiar with the opportunities and constraints that may arise from urbanization and has therefore prepared this Integrated Human Settlements Plan (IHSP) to guide their prospects regarding development in the Municipality so that sustainable human settlements are enabled.

1.5.2 A Paradigm Shift: From Housing to Human Settlements

Formerly the government placed great emphasis on the provision of housing “top structures” for the poor and vulnerable. Millions of beneficiaries have received so-called RDP houses as the government attempted to comply with its constitutional mandate. However, the effectiveness of this housing product has been questioned as it appeared that no significant improvement to the quality of life for the beneficiaries has been realized. The government then recognized that simply providing a family with a decent house does little to improve their livelihoods. Only when a house is located close to places of work, to schools and hospitals, to recreation, etc. can the lives of beneficiaries adequately be improved. Hence, the emphasis of housing delivery has shifted from simply building houses to recognition of the importance of providing access to opportunities and resources that would facilitate the active participation of residents in the economic and social fabric of South Africa (SACN 2014). From 1994 to 1996 the backbone of government policy was the Reconstruction and Development Programme (RDP). This programme was eventually replaced by the Breaking New Ground (BNG) policy, which resulted in key shifts in the housing policy of South Africa. The main shifts can be summarized as follows:

1.5.2.1 From Housing to Neighbourhoods and Communities

To effectively address the spatial and economic fragmentation found in South African cities, the housing mandate must expand beyond mere housing delivery to the creation and enablement of integrated neighbourhoods and communities (SACN 2014:8).

1.5.2.2 From Shelter to Asset

Housing must not only be perceived to provide people with shelter but must also be seen as an asset for households that are excluded from accessing the economy (SHISAKA, 2011). Housing is also an asset for the local economy since more rates and taxes are collected when the property market grows. The BNG policy further acknowledges the value of property by stating that property must be accessible by all “*as an asset for wealth creation and empowerment*” (Department of Housing, 2004).

1.5.2.3 From Top Structure to Services

Housing must be provided consistent with the effective delivery of basic services such as water, electricity, and sanitation, as well as social amenities. Households must have easy access to economic opportunities and improved transport services. This will give residents a quality livelihood (SACN 2014:8).

1.5.2.4 From Over-expensive Housing to Standard Housing

The housing norms and standards that were introduced through the Housing Code of 1997 were aimed at enhancing the delivered housing product. These norms and standards frequently resulted in houses that were too expensive for the state to build and had very high maintenance costs to the owners (SACN 2014:8). The aim today is to build houses that is adequate and safe yet is not too expensive for the state to build or for the owners to maintain.

1.5.2.5 From Formal to Informal

Informality is likely to be a feature of the future South African urban landscape. Informal practices (economic sector as well as shelter) provide important coping mechanisms and should be harnessed, especially where they reflect the investment and agency of individuals, households, and communities (SACN 2014:8).

1.5.3 Components of Human Settlements

It is apparent that the government is no longer focused on housing provision *per se*, but rather on the creation of sustainable human settlements. A human settlement is a very complex system that consists of five elements - man, society, physical structures, networks, and nature (Doxiadis, 1970). The spatial relationship between the different

parts of the habitable space and the form of the built environment provides the material support for the inhabitants of the settlement. The following are the main physical components of sustainable human settlements that must be taken into consideration in the planning, design, and development of sustainable human settlements.

1.5.3.1 Housing

The most basic element of any human settlement is housing because it forms the operational base from which human being function. Access to decent and well-located housing is vital since it directly affects human health and wellbeing. Where homes are located, how well designed, and built, and how effectively they are weaved into the environmental, social, cultural, and economic fabric of communities are factors that influence the daily lives of people, their health, security and wellbeing, and which, given the long life of dwellings as physical structures, affect both the present and future generations.

1.5.3.2 Movement Networks

The movement of people, services and goods is the energy network of settlements. Activities requiring the greatest degree of exposure will tend to gravitate towards the most accessible points and links in the network. Examples of movement networks are roads, railways, and passages. These are used by means of busses, taxis, private vehicles, bicycles, or pedestrians' movement. Emphasis is placed on the importance of generating enough high-density developments in and adjacent to movement networks to make the systems more viable. The most efficient and affordable public transport system currently operating in and between South African settlements is the informal/semi-formal taxi services provided by private operators. These provide a convenient, inexpensive, and flexible service to commuters.

1.5.3.3 Services Infrastructure

Services Infrastructure refers to access to basic services such as water, sanitation, stormwater, electricity, and communication (infrastructure that allows access to the internet and telecommunications). Without these services infrastructure a city cannot function.

1.5.3.4 Public Amenities and Social Services

Public space takes various forms and can be grouped into a clear hierarchy with each fulfilling a specific function and have a myriad of benefits, spanning from recreational to economic and aesthetic. Some of these include:

- Educational facilities such as schools and places of further education.
- Health facilities such as hospitals and clinics.

-
- Security services such as police stations.
 - Emergency services such as fire and ambulance services.
 - Cultural facilities such as community centres, and heritage sites (such as cemeteries).

1.5.3.5 Open spaces and Recreational Areas

Each city must have open spaces, like formal parks at the city core, the streets, sidewalks, and footpaths that connect the residents to various areas in a city. It is essential that considerations for parks and open spaces form part of every development, particularly residential developments.

1.5.3.6 Business, Commercial, and Industrial Areas

Settlements must have business and commercial nodes and industrial areas that provide residents with goods, services, and economic opportunities. Informal retail also contributes to economic opportunities in a city.

1.5.3.7 Agricultural Zones

Urban populations are heavily dependent on a daily supply of fresh produce. However, high yield land is often used for commercial purposes. Municipalities must create spaces to promote the productive use of arable land in human settlements to the benefit of communities. Thus, a well-balanced settlement will contain a wide variety of the above-mentioned aspects.

PART 2: LEGISLATIVE FRAMEWORK AND POLICY ALIGNMENT

2.1 LEGISLATIVE FRAMEWORK

This document upholds the view that all Municipal legislative requirements and local policies are guided and informed by National and Provincial Legislation and Policy directives. The principles, directives and guidelines set out in National and Provincial laws and policies are already addressed within the Municipal IDP, SDF and sector plans. Consequently, the relevance and context of applicable National and Provincial legislation are discussed separately in the **Legislative Framework**, attached to the IHSP as **Appendix A**.

The various Municipal Policy documents and sector plan directives impacting on the IHSP are discussed in more detail below.

2.2 POLICY ALIGNMENT

It is crucial that all legislative principles and policy directives must find expression in the Mangaung's Integrated Human Settlements Plan (IHSP) by setting and delivering on local targets in support of national targets. The City's IHSP has therefore been developed within the context of these legal and policy provisions. The IHSP is intended to be a well-resourced guide that will assist the Municipality to achieving the objectives of creating integrated and sustainable human settlements.

Through the IHSP the Municipality will be able to stimulate the local economy, create an environment conducive for local job creation and address the needs of the homeless, the aged, street kids, the disabled and those affected by HIV/AIDS. Furthermore, the Municipality intends correcting the spatial disparities of the past through consciously planned human settlements projects, taking cognisance of all the dynamics that are required to ensure integration and restructuring of the city.

2.2.1 Mangaung Integrated Development Plan (IDP)

The Mangaung Integrated Development Plan (IDP) forms the backbone for the IHSP, whereby the Municipality commits itself to “***creating prosperous, liveable and inclusive living spaces with abundant social and recreational amenities***”, which stands core to formulating an IHSP that will guide the provision of municipal services, housing and supporting facilities, as well as economic development opportunities to all citizens. In addition to this, the IDP is also ambitious in its approach, as it states that the Municipality intends to “***fast-tracking the development of mixed housing to build integrated human settlement and invariably upgrade informal settlements***”.

The terms of the IDP, the city has identified five (5) strategic development objectives in line with national and provincial priorities outline below:

- **Spatial Transformation**: Implement and integrated and targeted strategy that transforms the spatial and economic legacy of Mangaung.
- **Economic Growth**: Boost economic development by strengthening organisational performance
- **Service Delivery Improvement**: Strengthen service delivery as a priority for economic growth
- **Financial Health Improvement**: Implement a financial recovery plan that rebuilds financial Strength
- **Organisational Strength**: Strengthen the organisation – the heart of it all

These priorities will tackle the past distortions of the municipality’s spatial configuration head-on and will effectively guide the provision of sustainable human settlements. More specifically, the Metropolitan IDP’s direct response for Human Settlements is to:

- Address housing backlog;
- Provide housing opportunities;
- Upgrade informal settlements;
- Acquire land to promote sustainable human settlements (public and private).

2.2.2 Municipal Spatial Development Framework (SDF)

The MMM Spatial Development Framework (SDF) forms an extension to the IDP and serves as the main intervention tool as far as spatial restructuring is concerned. The SDF is geared towards creating an efficient built environment by promoting a **compact city model**, which

is based on principles relating to settlement integration and densification, as well as optimization of services infrastructure. More specifically the SDF is aimed at:

- Supporting an efficient movement system;
- Supporting sustainable Environmental Management;
- Initiating and implementing Corridor Development;
- Managing Urban Growth and densification;
- Delineating an urban development boundary; and
- Facilitating **sustainable housing environments** in appropriate locations.

As part of integrating the city and supporting efficient movement across the city, the Municipality embarked on the Integrated Public Transport Network (IPTN) Plan. The IPTN aims to bring an affordable public transportation alternative for the citizens in Mangaung and will address trends in demand for transport services by mode and income group; average trip lengths (time, distance, cost, reliability, and safety).

The adoption of an IPTN necessitates and promotes transit-oriented development so that the city moves towards a well-connected, densified and sustainable human settlements resulting in a more efficient urban form supporting economic development and growth.

2.2.2.1 Environmental Implementation and Management Plan (EIMP)

Environmental management is a vital function of the MMM, and the Municipality recognises the need to protect the social, natural and economic resources on which the area's future development and quality of life depends. This approach makes it mandatory to use resources wisely to maximise opportunities for sustainable growth and development at present and in the future.

The City's Environmental Management Unit will strategically focus on:

- Generation of energy from waste;
- Solid Waste Management;
- Environmental Policy and Education; and
- Climate Change adaptation and mitigation.

Responding to and preparing for climate change, Energy Management, reducing emissions, managing water, minimizing, and reusing waste are key areas that will require strategic planning for implementation and alignment with international and national requirements and treaties in order for the municipality to embrace the Millennium Development Goals and Local Agenda 21 targets centred on Sustainable Development efforts. These are all issues that the municipality will engage in to form partnerships with retailers, property developers, manufacturers and/or office-based organizations to achieve an effective Environmental Management System.

2.2.2.2 Informal Settlements Upgrading Strategy (ISUS)

In line with developing Sustainable Human Settlements, the Metro is embarking in the review of the Informal Settlements Upgrading Strategy (ISUS), whose aim is to come up with a more focused and logical manner to deal with upgrading of Informal Settlements. The objectives of the ISUS are to:

- Ensure alignment with National and Provincial Human Settlement strategies, planning directives and policies;
- Ensure sustainable and spatially integrated Human Settlement delivery;
- Consolidating, confirming and installing a shared human settlement division between Mangaung Metro and all spheres of government, role players and stakeholders by outlining and emphasising targeted informal settlements focus areas in respect of informal settlements within the Municipal area;
- Ensure alignment and integration with the Metro's other strategic documents;
- Align budgets and capacities to the objectives of the Metro.

The ISUS is a developmentally focused strategy which seeks to bring about more rapid, equitable and broad-based responses to the challenge of informal settlements in the Metro. The focus is strongly in line with the Part 3 of National Housing Code and current developmental priorities of government as recently reflected in the National Development Plan 2030.

The upgrading of informal settlements is also prioritized via Breaking New Ground and the Upgrading of Informal Settlement Programme (UISP), which advocates a developmental and incremental approach with relocations as a last resort.

The overriding objective for the strategy is to address and comply with the requirements of the government programme of action Outcome 8 National Delivery Agreement, which places a high priority on the upgrading of informal settlements with an emphasis on basic services, community empowerment and security of tenure.

Finally, ISUS is also aligned with other Metro strategic planning documents such as Integrated Human Settlement Plan (IHSP), Spatial development Framework (SDF), Integrated Development Plan (IDP), Growth and Development Strategy 2040 (GDS), Informal Settlements By-Laws, etc.

2.2.3 Accreditation

Outcome 8 and 9 of Government's National Programme of Action (2009–2014) positions accreditation as a key instrument to achieve accelerated delivery of housing opportunities

and the upgrading of well-located informal settlements with access to basic services and secure tenure.

Mangaung is one of the Metropolitan Municipalities identified for Accreditation and progress has stalled. The Metro will engage further with the relevant stakeholders for the implementation of the programme. This programme is about the constructive implementation of National Human Settlements Programmes, and sets the following objectives of Accreditation:

- Achievement of co-ordinated development (horizontal integration). Municipalities are a logical platform for the effective alignment of inter-departmental and inter-governmental funding streams.
- Accelerated delivery (vertical integration). Municipalities should lead housing delivery and ensure improved expenditure patterns.

To achieve the assignment level, the City must demonstrate the capacity to plan, implement the projects identified in the Integrated Development Plan, and monitor the capital expenditure linked to the projects being implemented.

2.2.4 National Development Plan

The National Development Plan (NDP) is a broad strategic framework setting out coherent and holistic approach to confronting poverty and inequality. Chapter 8 of the NDP is focused on “transforming human settlements” with the following objectives:

- Strong and efficient planning system, well integrated across the spheres of government;
- Upgrade all informal settlements on suitable, well-located land by 2030;
- More people living closer to their places of work;
- Better quality public transport; and
- More jobs in or close to dense, urban townships.

2.2.4.1 Medium-Term Strategic Framework

The MTSF is the planned manifestation of the implementation of the NDP vision of 2030. It lays out the interventions, programmes and targets towards the achievement of the vision of 2030 set out in the NDP.

In transforming human settlements, government adopted the following MTSF targets which Mangaung Metro must contribute to their attainment.

MTSF OUTCOME	MTSF INDICATOR	2024 NATIONAL TARGETS
Adequate housing and improved quality of life	No. of housing units and typologies provided	30 000 rental housing units delivered in the Priority Development Areas
		12 000 CRU units delivered
		1 500 informal settlements formalized/ upgraded to phase 3 of the Informal Settlements Upgrading Programme
		450 000 BNG houses delivered
		20 000 households that received financial assistance and purchased units through FLISP
		300 000 serviced sites delivered
Eradicate backlog and issuing of Title Deeds	No. of title deeds	45 535 outstanding pre-1994 title deeds registered
		500 845 outstanding post- 1994 title deeds registered
		346 842 outstanding post- 2014 title deeds registered
		300 000 new title deeds registered

PART 3: SITUATIONAL ANALYSIS

3.1 MANGAUNG IN CONTEXT

3.1.1 Composition

Mangaung Metropolitan Municipality's area is measured at 9 899 km² and the city is centrally located within the Free State and is accessible via National infrastructure including the N1 (which links Gauteng with the Southern and Western Cape), the N6 (which links Bloemfontein to the Eastern Cape), and the N8 (which links Lesotho in the east and with the Northern Cape in the west via Bloemfontein).

3.1.2 Development Character

Bloemfontein is the sixth largest city in South Africa and the capital of the Free State Province and was founded in 1846. The serves as the administrative headquarters of the province. It also represents the economic hub of the local economy. The area is also serviced by an east/west and north/south railway line and a national airport.

Botshabelo is located 55km to the east of Bloemfontein and represents the largest single township development in the Free State. Botshabelo was established in 1979 and was intended to provide the much-needed labour in Bloemfontein without the inconvenience of having labour at the employers' doorstep.

Thaba Nchu is situated 12km further to the east of Botshabelo and used to be part of the Bophuthatswana "Bantustan". As a result, it exhibits a large area of rural settlements on former trusts lands.

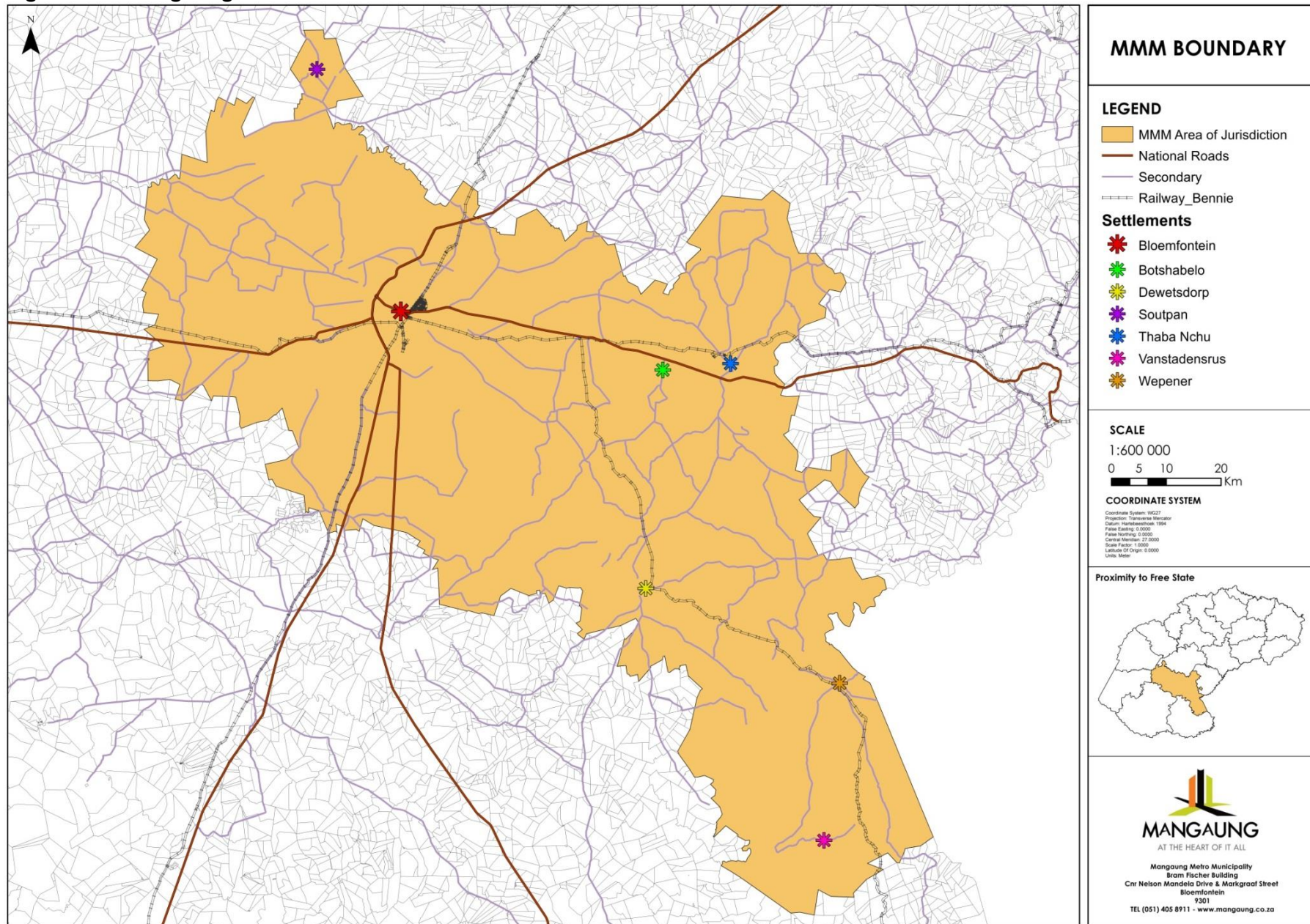
Soutpan/ Ikgomotseng is a small town that was established due to the existence of salt in the immediate surroundings of the town. The town is 52 km away from the town of Bultfontein to the north and 38 km away from Bloemfontein to the south. The area is known for the Florisbad anthropological area and also the Soetdoring Nature Reserve. Ikgomotseng is 5 km to the east of Soutpan and can almost be seen as a center on its own.

Dewetsdorp lies 75km south-east of Bloemfontein on the R702. The town of Dewetsdorp is part of the Battlefields Route. One attraction is the British War Graves and Monument. The town has a beautiful nine-hole golf course and is also the home of the Osram Total Car Rally.

Wepener was founded in 1867 on the banks of Jammersbergspruit, a tributary of the Caledon River. The Caledon Nature Reserve is about 15km south of Wepener on the R702. The Caledon River flows through the reserve, and the Welbedacht Dam is in the southern region of the reserve. Also, of interest is the Louw Wepener Memorial statue, Thaba Bosiu Memorial stone, and Jammerbergdrif Battlefield site. The sandstone street of Jammersberg Bridge over the Caledon River has been declared a national monument.

Van Stadensrus is located 30km from Wepener on the R702 and is one of the frontier towns on the border of South Africa and Lesotho. It is in close proximity to the Egmont and Van Stadensrus Dams and is on the Anglo-Boer War Route.

Figure 3.1: Mangaung in Context



Van Stadensrus is a very small urban settlement located 30km south of Wepener, still along R702 en route to Zastron. The two urban settlements (Van Stadensrus and Thapelang) are relatively young urban settlements and only provide limited services and facilities. Van Stadensrus is a compact area with almost all of the urban land uses located within a 1km radius, although a number of large undeveloped land parcels exist in the western parts of the town. The Nuwejaarspruit River flows along the northern boundary of the settlements, forming a natural barrier limiting any further urban development in this direction.

The Mangaung rural area is characterized by extensive commercial farming in the west (mainly mixed crop production and cattle farming), with more intensive farming along the lower drainage area of the Modder River in the north-west and the west. The area surrounding Thaba Nchu and Botshabelo is Trust land, which is utilized by subsistence and small farmers. The area is also characterized by high unemployment rates. Glen Agricultural College to the north of Bloemfontein is an asset to the rural area, especially in offering support to the establishment and sustenance of emerging farmers. Several dams are located in the rural area of which the Krugerdrift dam, Tierpoort dam, Mockes dam, Rustfontein dam and Moutlatsi Setlogelo dam are some of the more prominent water sources.

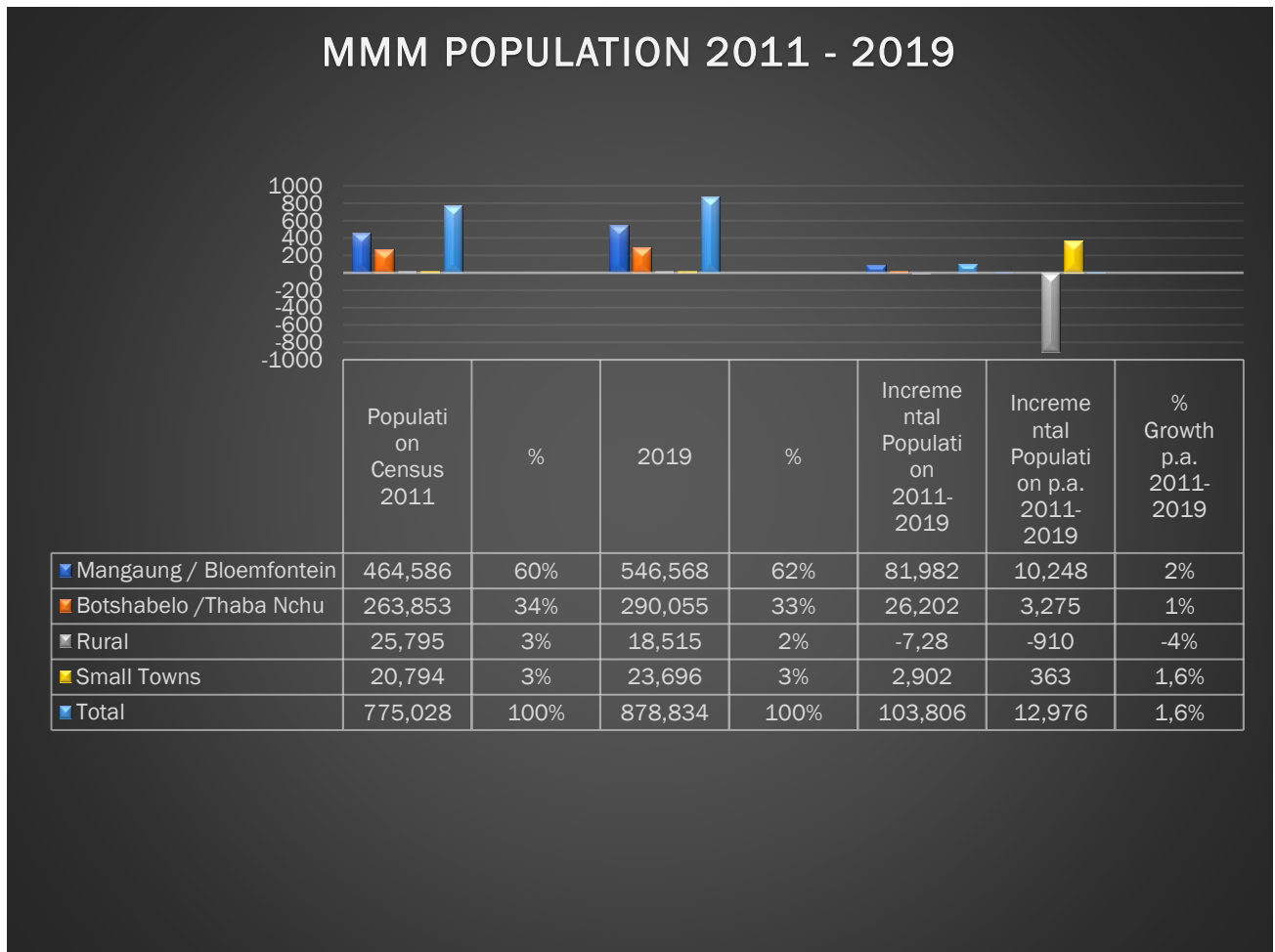
3.1.3 Demographics

During the compilation of draft IDP, the South African population during the month of February 2022 was being counted by means of Census 2022 by Statistics South African (StatsSA). Therefore, the city relied on the existing statistics to be able to complete this important document with authentic data.

The Mangaung Metropolitan Municipality represents approximately 28% of the provincial population. During the period 2011 to 2019 an estimated population of the Mangaung increased from 775,028 to 878,834 – an increment of about 90,904 (1.6%) people, this is due to immigration into the city from other cities. This large influx represents both challenges and opportunities for the municipality, such as increase in demand for basic services and human settlement and opportunities are amongst others revenue income for the municipality.

The city has 51 wards as per the demarcation of 27 November 2020 with the representation of 101 councilors.

Figure 3.2: Mangaung Households 2011-2019

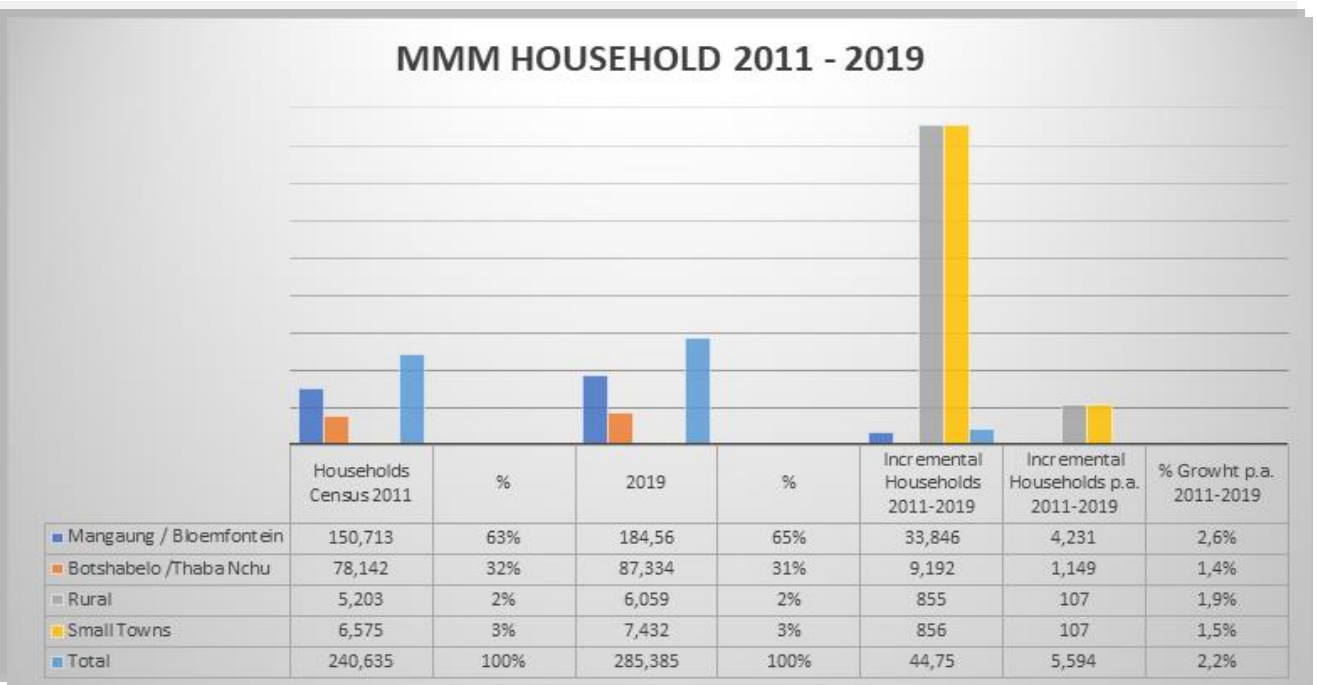


Source: Mangaung Spatial Development Framework 2019

3.1.4 Household structure

The population represents an estimated **285,385** households at an average household size of 3,1 people per household. About 65% of all households reside in Mangaung/Bloemfontein; 31% in Botshabelo-Thaba Nchu, 3% in the other small towns and 2% in the farm areas. The estimated household increment during the period 2011 to 2019 is approximately **44 752** which translates to approximately **5,594 households** per annum as depicted in the figure below.

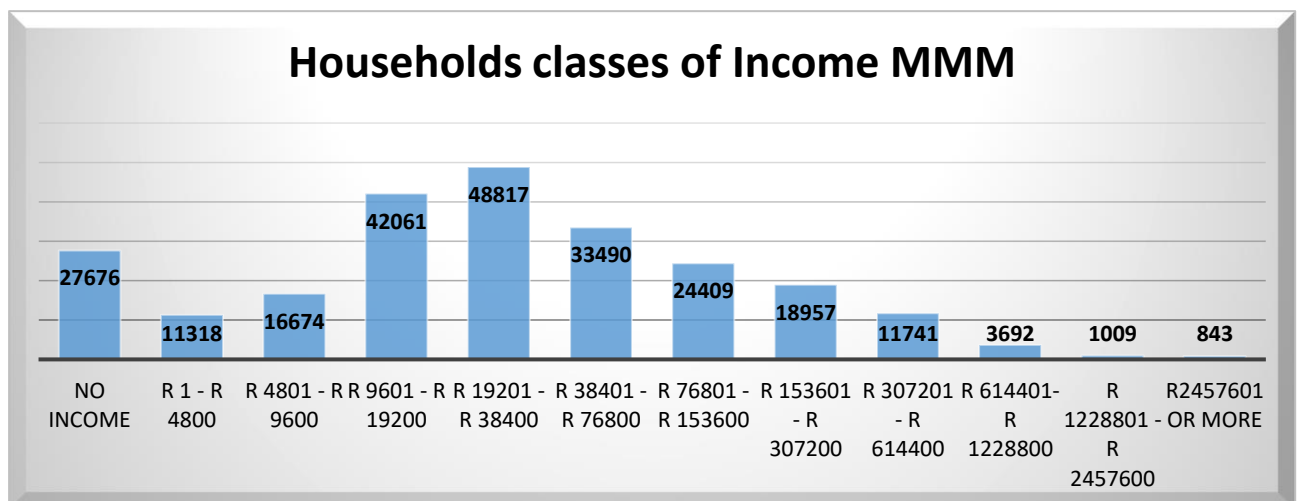
Figure 3.3: Mangaung Households 2011-2019



Source: Mangaung Spatial Development Framework 2019.

The Community Survey 2016 by Stats SA in the figure below give an indication on the types of households classes of Income within Mangaung Metropolitan Municipality.

Figure 3.4: Mangaung Households 2011-2019



Source: Stats SA, Community Survey 2016

3.2 ECONOMIC DEVELOPMENT

3.2.1 Economic Development

The city is ardent to **create an environment that promotes the development of the local economy** through:

- Regulatory frameworks that is conducive
- Facilitate business friendly
- Create new investment opportunities at the Industrial Zones, UDZ and Corridors
- Invest in physical infrastructure.

Furthermore, the following is prioritized to facilitate job creation initiatives, expanded value chains, development of informal economy, expanded public works programmes, Tourism Development, Rural Development, Sector Development (manufacturing, medical and pharmaceutical, Knowledge and innovation, Transport and logistics) and the EDS highlights key programmes Industrial Cluster Development and Sector Development, Agricultural Development Programmes, Business Expansion and Retention, Trade and Investment Promotion Programme, Tourism Development Programme.

The city successfully completed the development strategy which gives directives and necessary guidance to determine the demarcation and purpose of functional regions. More specifically, the unique features identified within a specific region determined the functionality and main focus of that region. The Map below indicates the delineation of Mangaung into five broad functional regions. These regions are based on the natural resource, potential and characteristics of each area. The functional regions delineated are outline in figure 2.9 below.

Region 1: Mining Region 2: Intensive Agriculture Region 3: Catalytic Intervention Region
Region 4: Priority Land Reform Region 5: Tourism Region Map 4.3:
Delineation of Mangaung Functional Regions

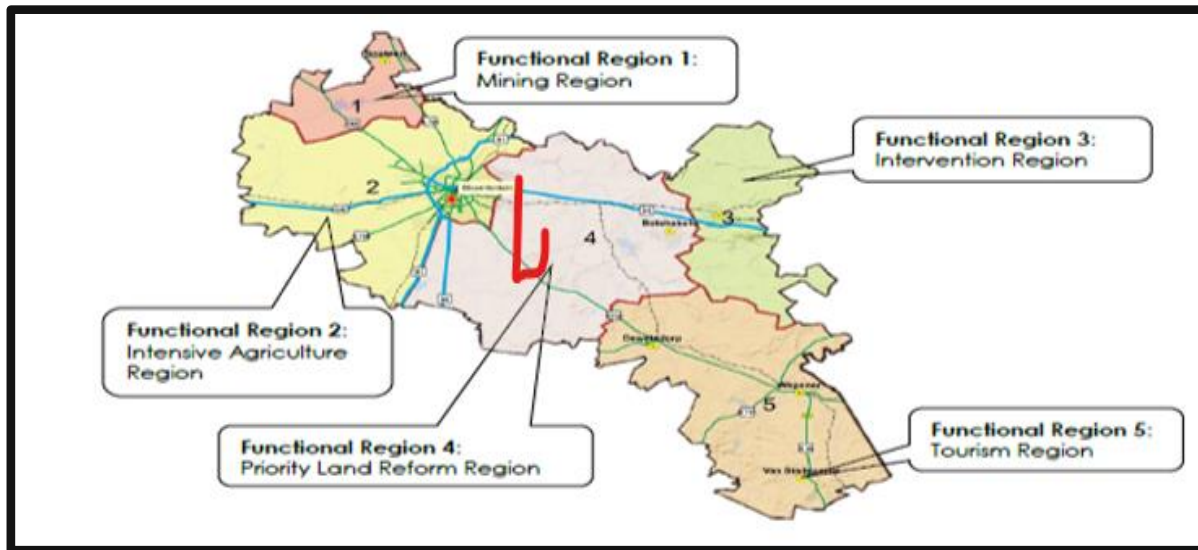


Figure 3.4: Mangaung Households 2011-2019

Below are the commodity regions identified per functional region:

- Functional Region 1: Soutpan and surrounds - Mining Region.
- Functional Region 2: Bloemfontein and surround – Intensive farming Region
- Functional Region 3: Thaba-Nchu- Catalytic Intervention Region
- Functional Region 4: Botshabelo and surrounds: Priority Land Reform Region.
- Functional Region 5: Wepener and Dewetsdorp, Van Stadensrus and surrounds - Tourism Region

Moreover, the Agri-Hub located at Thaba Nchu is regarded as one of the primary strategy directives that will spark a change in the agricultural sector and result in a progressive economy. The Agri-Hub is regarded as the main cluster of agro-processing and related activities. This will be the focus of where the agricultural produce will go to and be further processed. However, it is envisaged that the anchor agri-businesses will create spin-off opportunities that will develop the whole area and act as a catalyst to empower the local communities by creating job opportunities and skills development.

The Agri-Hub will comprise various zones whereby the different functions within the hub will be identified, and includes a Production Zone, Retail Zone, Agro-Processing Zone, Research and Industrial Zone, Logistic Zone and finally an Aquaculture Zone. It has previously been agreed that the top three commodities that would be processed at the Hub would be Red Meat, Wool Sheep and Vegetables. Although these would be the first commodities evaluated to get the Agri-Hub development underway, it is not envisaged to be the only ones developed.

As seen in the previous sub-section, there are several viable, high scoring commodities on the commodity score sheet. As such, it is foreseen and anticipated that cross cutting functions and synergies will start to form between the different commodities and related functions. These will then establish an integrated and strong agro-processing sector within the area where the Agri-Hub operates as catalyst for the agricultural sector. The Agri-Hub has the potential to penetrate the export market. The Agri-Hub will be supported directly by at least three Farmer Production Support Units (FPSU's) located at Sediba, Woodbridge and Botshabelo.

Farmer Production Support Units (FPSUs) play a supporting role to the main Agri-Hub, where most of the Agro-processing activities within the value chain take place. These include but are not limited to:

- Agricultural input supply control, in terms of quality, quantity and timeous deployment of inputs.
- Extension support and training, using the private sector, provincial departments of agriculture, universities, agricultural graduates, and the National Rural Youth Service Corps (NARYSEC) working in a symbiotic relationship with farmers;
- Mechanisation support (tractor driving, ploughing, spraying, harvesting, etc.);
- Machinery, servicing workshop facilities;
- Local logistics support, which could entail the delivery of farming inputs, transportation post-harvest, transportation to local markets;
- Primary produce and stock collection and weighing.
- Sorting, local storage and packaging of produce for local markets;
- Processing for local markets (small scale mills, etc.);
- Auction facilities for local markets;
- Provide Market information on commodity prices (ICT);
- Small Business Development and Training Centre. Farmers wanting services and support from the FPSU will register with the FPSU of their choice. There are currently three FPSU's located near the Thaba Nchu Agri-Hub, namely at Sediba, Woodbridge and Botshabelo.

Supporting Settlement Areas (urban centers, rural towns and villages), form the backbone of the rural landscape, as they provide sustenance to the entire rural community in the form of social facilities and services infrastructure. The specific needs and priorities related to the provision and maintenance of infrastructure and facilities are communicated on a regular basis through the IDP process and were also recently confirmed as part of the RDP extended community participation programme.

For the relevant settlement areas to continue providing much needed services support to the rural communities, it is important to implement strategies which are aimed at optimal functioning of service centres. Urban Centres and Rural Towns Urban Centres and Rural Towns refer to all formalised settlements with an urban character and include

Bloemfontein, Botshabelo, Thaba Nchu, Soutpan, Dewetsdorp, Wepener and Van Stadensrus.

The Central Business Districts (CBD's) of most of the smaller towns still serve as the central meeting place for economic and business purposes, but most of which showing clear signs of decline. Strategies to rejuvenate these spaces are thus critical to ensure survival of these towns.

3.3 HOUSING

3.3.1 Development Trends and Backlog

As in the case of South Africa has, Mangaung has also been experiencing rapid urbanization for decades, which is expected to continue for several years to come. Increasing urban poverty, chronic shortages of serviced land and adequate housing, as well as inadequate urban policies and planning approaches, has resulted in many large numbers of urban dwellers having to settle in serious health threatening conditions. This situation is posing a significant threat to the social, economic, and environmental sustainability of the Metro.

The significant increase of the city's urban population leads to a crisis of unprecedented magnitude in the provision of adequate urban shelter, employment and basic services. Limited financial capacity and resources has led to the inability of the Municipality to meet all these needs, which range from the availability of suitable land, provision of bulk infrastructure, serviced stands tenure security, socio-economic facilities, availability of appropriate construction materials and building technologies, poverty, high unemployment, and vulnerability.

According to Mangaung IDP, 2017 – 2022, the current housing backlog of Mangaung stands at approximately **58 820** households, the bulk of which are residing in the informal settlements, with the demand mainly found in the RDP, affordable (GAP), and the rental market.

A large percentage of this demand is derived from the occupation of land in the form of informal settlement which mainly occurs along the south-eastern periphery of Mangaung where majority of the informal settlements are located. This stimulates urban sprawl as there is continuous pressure to formalise these settlements in-situ. This trend of development along the edge of the urban footprint leads to longer travelling distances and the dislocation of poor people on the fringe of the City. It also increases travel

demand which results in the congestion experienced on major arterials linking these areas with the CBD.

3.3.2 Informal Housing

At present, there are 47 informal settlement areas in the Metro, housing approximately **30 329** households in informal dwellings. The Metro has adopted a municipal wide approach to the upgrading of the informal settlements wherein all the settlements have access to municipal utility services such as solid waste removal, access to water (individual and communal); 95% have access to electricity; and the roll-out of basic services is underway.

Since 2016, Mangaung has upgraded eight (8) informal settlements with a total of **1829** households have been upgraded to phase 3 of the programme i.e. provision of individual household connection of water and sanitation. The Metro is currently in the process of upgrading a further sixteen (17) settlements to phase 3 by providing individual water and sanitation connection to benefit **14 653** households and two (2) through the provision of interim services such as communal taps to **4 046** households.

3.3.3 Formal Housing

3.3.3.1 Low Income Housing

Low-income housing occurs mostly in the former “township areas”, and especially in older parts of such areas. These areas are characterized by old four-room houses, as well as the government subsidized houses built since 1994. Informal houses in the form of shack structures are also common in these areas and occur either on developed sites, unplanned sites or in the backyard of formal houses.

Many of the old houses are no longer suitable for human habitation (some houses still have asbestos roofs) and are thus a constant risk to the lives of the occupants. Although the City has commenced with *in situ* upgrading of some of these areas, the urban renewal processes remain a big challenge due to budgetary constraints.

3.3.3.2 Middle to High Income Housing

Large scale formal housing developments are primarily being undertaken by private developers. Several new formal residential developments had been implemented in recent years in the Grassland, Woodland Hills and Vista Park areas surrounding Mangaung townships, as well as mixed land use developments in the Estoire area to the north-east between the Spoornet land and Bram Fisher National Airport.

The Municipality is not directly involved in providing formal freehold top structures, although the City has been involved, in partnership with the Free State Department of Human Settlements, with implementing several Social Housing- and Community Residential Units (CRU) Projects, which were geared towards the refurbishment and construction of new rental accommodation for integrated communities.

3.4 SERVICES INFRASTRUCTURE

The Municipality's successful delivery of sustainable human settlements is largely dependent on the availability of services and adequate capacities.

3.4.1 Water

Mangaung is currently experiencing increasing shortages in terms of bulk water supply. The Municipality is currently busy three Bulk augmentation options to obtain water from the Gariep Dam. All reservoirs in Bloemfontein, Botshabelo and Thaba Nchu have sufficient capacity to cater for daily demands, except for the Longridge reservoir in Bloemfontein, No' 5 reservoirs in Botshabelo Block F and an existing reservoir in Thaba Nchu.

The city currently provides water services to **261 815** households (Mangaung IDP, 2017 – 2022), thus leaving a backlog of only **3 599 (1.4%)** households with limited access to water.

Current projects relating to bulk water supply, distribution and water reticulation in MMM are summarized below:

- In Botshabelo Section F, a new eight (8) mega-litre reservoir with 2 km water supply and a pump station housing 2 x 65kw pumps are nearing completion to anchor the City's VIP and Bucket Eradication Programme;
- The City is currently upgrading and extending the capacity of the Botshabelo WWTW from a 20 million litres per day works to a 40 million litres per day works, which will benefit additional 22 000 households. Completion of construction is expected by September 2018.

3.4.2 Roads

MMM's bulk roads services consist of approximately 197 km of main roads. Visual assessments are done every two years on MMM's road networks, and the results are captured into the Pavement Management System, which is used to prioritise the roads

to be resealed/rehabilitated. Each year some of the main roads are rehabilitated, but more funding is needed to eradicate the backlog. In the case of new developments and densification of existing urban areas, the capacity of the main roads is investigated and upgrading of the existing main roads is facilitated through the bulk services contribution policy.

3.4.3 Stormwater

MMM's bulk stormwater consists of approximately 56 km of major stormwater canals. The capacity of the major systems varies from a 10–25-year storm frequency depending on the area to be served. In general, there are no major capacity constrain in the major systems, although some portions need serious rehabilitation regarding overgrown vegetation and structural collapses.

MMM is making use of a Stormwater Management System (SMS) to determine the flows and capacities of stormwater conduits and contractors are appointed on a regular basis to do rehabilitation work on major stormwater systems. Additional funding is, however, needed to cater for the total stormwater rehabilitation need.

3.4.4 Sanitation

Most of the WasteWater Treatment Works (WWTW) in Mangaung are operating to full capacity, whilst several other are completely under capacity. The combined capacity of all WWTW is 118.4 MI/day, whilst the current demand is 164.12 MI/day. The demand therefore exceeds the existing capacity with 45.72MI/day. The current status and extent of WasteWater Treatment Works (WWTW) in MMM is summarized in the table below.

Table 3.5: Extent of WWTW in MMM (Centre for Environmental Management, 2016, p. 34)

Treatment Works and (Licence No.)	Class, Design Capacity (MI/d) & Discharge	Status and comments
Bloemfontein BloemSpruit (Permit 842B)	Class: B Capacity: 56 Vaal, Harts and Skoon Spruit CMA.	Existing Lawful Use: Basic Assessment for decommissioning submitted; <ul style="list-style-type: none">• Rehabilitation of access roads in Progress;• Cleaning and refurbishment of digesters and two new digesters in detail design stage;• Cleaning, repair and refurbishment of sludge drying beds.
Bloemfontein Sterkwater (16/2/7/C522/D1/X)	Class: C Capacity: 10 Discharge CMA undetermined.	Unlicensed, Exemption: Application for integrated environmental authorisation submitted 24/10/2011 <ul style="list-style-type: none">• Undergoing extension (doubling of capacity)

Treatment Works and (Licence No.)	Class, Design Capacity (ML/d) & Discharge	Status and comments
Bloemfontein Welvaart	Class: C Capacity: 6 Discharge CMA undetermined.	Existing Lawful Use:
Bloemfontein Bainsvei	Class: D Capacity: 5 Discharge to Irrigation Ponds	Existing Lawful Use: <ul style="list-style-type: none"> • Refurbishing in process (installation of UV pilot system); • Rehabilitation of sludge ponds including outlet structures and access ramps.
Bloemfontein Northern Works (16/2/7/C522/D1)	Class: B Capacity: 1 Orange, Caledon & Kraai.	General authorisation: Undergoing expansion
Bloemfontein Bloemindustria (No registration certificate)	Class: E Capacity: <1 Vaal, Harts & Skoon Spruit.	General authorisation:
Botshabelo (1272B)	Class: B Capacity: 20 Klein Modder River	Exemption: Water use registered. Water use application (WULA) submitted 14/05/2012. <ul style="list-style-type: none"> • Undergoing extension (doubling of capacity).
Selosesha	Class: D Capacity: 6 Sepane Spruit & Modder-Riet Rivers.	Unlicensed: Water use application WULA submitted 16 March 2016. <ul style="list-style-type: none"> • Undergoing extension.
Dewetsdorp Sewerage Works	Class: C Capacity: 2 Kareefontein Spruit.	Status Uncertain: <ul style="list-style-type: none"> • Upgrading/extension recommended.
Wepener Sewerage Works	Class: C Capacity: 5 Sand Spruit.	Status Uncertain: <ul style="list-style-type: none"> • Upgrading/extension recommended.
Van Stadensrus Sewerage Works	Class: C Capacity: 3 Wit Spruit.	Water Use Registered: <ul style="list-style-type: none"> • Upgrading/extension recommended.

Treatment Works and (Licence No.)	Class, Design Capacity (ML/d) & Discharge	Status and comments
Soutpan Sewerage Works	Class: E Capacity: 0.7 Modder-Riet River.	Unlicensed: In the process of applying for a new licence. • Upgrading/extension recommended.

Despite the current or planned upgrading efforts to improve performance of the various WWTWs, the following challenges are being experienced;

- WWTWs exceed the legal limits for key water quality parameters;
- Some WWTWs continue to exceed their design capacities;
- WWTWs do not meet the legal requirements for staffing and staff competencies;
- WWTWs have interim arrangements in terms of Section 21 of the NWA;
- Poor management of EIA processes, authorizations and records associated with upgrades;
- Poor management of water quality data;
- Lack of environmental performance objectives and indicators recorded in the IDP and two SDBIPs.

The City currently provides sewer services to **193 558** households (Mangaung IDP, 2017 – 2022), thus leaving a **backlog of 71 856 (27%)** households without proper sanitation.

Resulting from this backlog MMM has embarked on a six-year programme of upgrading VIP and bucket toilets into decent waterborne sanitation system.

3.4.5 Solid Waste

Most Municipal areas have access to waste services, whilst rural areas, farms, small holdings and some informal areas do not have access to the service due to, amongst other, accessibility and distance. The unavailability of a reliable fleet, as well as a lack of equipment and skilled personnel exacerbates the situation.

In MMM **211 461** households receive formal kerb-side refuse removal (Municipal IDP, 2017 – 2022), thus leaving a shortfall of **53 953 (20%)** households which are not being serviced.

The currently licenced landfill sites are not being operated in accordance with the permit requirements and are therefore non-compliant, although efforts are being made in order to ensure operational compliance.

Table 3.6: Summary of Landfill Sites in MMM (CEM, 2016, p. 62)

Landfill site and (Licence No.)	Size & remaining air space	Status and comments
Bloemfontein Northern landfill site (16/2/7/C522/D1/Z2/P478)	Size: 40 ha Air space: 885 362 m ³	Operational: The MMM could be compelled to close this landfill due to its close proximity to the residential area.
Bloemfontein Southern landfill site (B33/2/350/2/P162)	Size: 117 ha Air space: 5 504 332 m ³	Operational: This site has the potential to develop a waste-to-energy project and also to create green jobs through the sorting and separation of waste.
Thaba Nchu waste disposal site (WML/BAR/02/2013)	Uncertain	Closed: The current Thaba Nchu landfill site is in the process of being closed in terms of the legal requirements.
Botshabelo Eastern landfill site (16/2/7/C521/D1/1/P255)	Size: 24 ha Air space: 1 330 518 m ³	Operational: The life expectancy of this landfill site can be extended when the Thaba Nchu transfer station redirects waste.
Soutpan solid waste disposal site (WML/BAR/14/2014)	Uncertain	Operational: Major non-compliance with licence conditions.
Dewetsdorp solid waste disposal site (WML/BAR.25/2014) & (16/2/7/D203/D1/Z2/1)	Uncertain	Operational: This landfill site has been scheduled for closure and the closure licence has been issued. A new landfill site has been licensed, but it needs to be constructed.
Wepener waste disposal site (EM1/8/08/43)	Uncertain	Operational: Major non-compliance with licence conditions.
Van Stadensrus waste disposal site (Not licensed)	Uncertain	Operational: Concerns are raised about the impact of the landfill site on human and environmental health.

The following solid waste projects and initiatives are currently being implemented by the MMM:

- Upgrading of three permitted landfill sites;
- Rehabilitation and official closure of Thaba Nchu landfill site;
- Establishment of a waste transfer station in Thaba Nchu;
- Establishment of 5 drop –off/recycling facilities in Mangaung.

3.4.6 Electricity

Centlec, a Municipal utility, is responsible for providing electricity in Mangaung. According to community survey 2016 the city is providing electricity services to **254 525** households (Mangaung IDP, 2017 – 2022), leaving a shortfall of only **10 889 (4%)** households without electricity.

The ongoing growth due to the new developments over the years results in an equal growth of electrical load as well. Centlec is faced with the following challenges concerning the lack of investment in respect of electrical infrastructure:

- Accelerating the provision of household electricity connections;
- Fast-tracking the completion of Fichardtpark, Cecilia Park Distribution Centre and Northern Ring from Noordstad to Harvard Distribution Centres and the Airport Development Node sub-station;
- Recruiting additional staff;
- Fast-tracking supply chain management processes; and
- Enhancing debt collection strategies on the electricity services arrears debt.

3.5 COMMUNITY FACILITIES

The provision of adequate community facilities (education, health, recreational etc.), is one of the cornerstones of achieving sustainable human settlements. The availability, size and level of service differ widely between areas, with the larger and improved services located in the more affluent urban areas.

3.5.1 Education

Mangaung is well known for high level educational facilities found in Bloemfontein, ranging from pre-primary, primary, secondary and tertiary education. Amongst these are the University of the Free State (UOFS), the Central University of Technology (CUT), as well as several secondary schools which are rated some of the best in the country.

The best educational facilities are, however distant from disadvantaged communities and pupils generally have to travel long distances to receive quality education. This can be attributed to financial constraints from the Department of Education to construct new

schools, the high density of settlements and the lack of proper co-ordination and integrated planning between the municipality and the Department of Education.

The following table reflects the availability of primary and secondary educational facilities in Mangaung.

Table 3.7: Education Facilities in MMM (Urban Dynamics (FS) Inc., 2017)

Facility	Combined School	Intermediate School	Primary	Secondary	Schools in Rural Areas
Bloemfontein	5	13	51	28	14
Botshabelo	1	28	15	10	
Thaba Nchu	1	4	17	7	
Soutpan	-	-	-	-	
Ikgomotseng	1	-	-	-	
Dewetsdorp	-	-	1	1	
Morojaneng	1	-	1	-	
Wepener	1	-	-	-	
Qibing	1	1	-	-	
Van Stadensrus	-	-	-	-	
Thapelang	-	-	1	1	
Total	11	46	86	47	14

3.5.2 Health

Similar to education facilities, health facilities are also well provided for in the Metro with some of the best hospitals located in Bloemfontein. However, there is a huge backlog in terms of clinics especially in new settlements in the south-eastern part of Bloemfontein, the western settlements of Botshabelo and in the rural trusts of Thaba-Nchu. The municipal plan is to ensure that the health facilities, especially primary healthcare facilities, are within reasonable walking distance in the urban settlements and to ensure that mobile clinics visit rural areas at least twice a week.

The following Table reflects the health care facilities located in the settlements of MMM.

Table 3.8: Health Facilities in MMM (Urban Dynamics (FS) Inc., 2017)

Facility	Clinics	Mobile Clinics	Private Hospitals	State Hospitals	Ambulance Service
Bloemfontein	31	8	10	5	1
Botshabelo	17	2	-	1	1
Thaba Nchu	8	4	1	2	1
Soutpan	-	-	-	-	1
Ikgomotseng	1	-	-	-	-
Dewetsdorp	1	2	-	-	1
Morojaneng	-	-	-	-	-
Wepener	1	1	-	-	1
Qibing	1	-	-	-	-
Van Stadensrus	1	2	-	-	-
Thapelang	-	-	-	-	-
Total	61	19	11	8	6

3.5.3 Recreation (Parks and Open Spaces)

The City acknowledges an attractive, clean, green and healthy environment as the basis for sustainable economic development to enhance the quality of life for present and future generations. The Municipality supports a wide variety of open spaces, ranging from vast natural open spaces (“green belts”) to large undeveloped regional parks and small developed neighbourhood parks.

3.5.4 Cemeteries

The primary objective of the Cemeteries Division is to provide graves and crematoria services to the residents of Mangaung in accordance with their cultural requirements. The Municipality further aims to provide sustainable, innovative, affordable service informed by the national guidelines and policies as well as MMM by-laws.

The shortage of burial space is a national challenge faced by many municipalities, especially those in the urban areas. Rapid urbanization and a high mortality rate have put a lot of pressure on the existing cemetery facilities. A cemetery is more than just a burial place - it also has cultural significance. As a result, there is often resistance among communities to adopt alternative ways of disposing of the dead, such as sharing of graves and cremation, making it difficult to deal with the land shortage for this service.

The status of MMM's cemeteries is summarized in the table below.

Table 3.9: State of Cemeteries in MMM (MMM, 2012, p. 37)

Location	Name	Size	Estimated Lifespan	Utilization
Bloemfontein	Bainsvlei	17 ha	10 years	Underutilized (5 burials / week)
	Storm Avenue (Bainsvlei)	3.9 ha	5 years	Underutilized (1 burial / week)
	Bloemspruit	8.5 ha	Full	Full, only top on top burials
	Southpark	88 ha	Full	Over utilized (80 burials / week)
	Hither heights Heidedal	8 ha	Full	Full, only top on top burials
	Memoriam (Monument Rd)	27 ha	Full	Full, only top on top burials
	Crematorium (Monument Rd)	Uncertain	Full	Optimally utilized
	President Brand (Rhodes Ave.)	4.2 ha	Full	Full
	Hamilton (Ehrlichpark)	50 ha	Full	Full
	Phahameng	496 ha	Full	Full, only top on top burials
	Batho	Uncertain	Full	Graves no longer visible - open veld.
Botshabelo	Old	Uncertain	Full	Full
	Current	130 ha	Full	Optimally utilized
	New	231 ha	30 years	Not yet operational
Thaba Nchu	Selosesha	10 ha	5 years	Optimally utilized
	Old Town	4 ha	Full	Full, only top on top burials
	New	65 ha	9 years	Not yet operational
Soutpan				
Dewetsdorp				
Wepener				
Van Stadensrus				

3.6 TRANSPORT

3.6.1 Transport Networks

Mangaung is well serviced in terms of National road, rail and air transport networks linking the municipal area with several other provinces, and therefore benefits greatly from its central location in South Africa and the Free State Province.

Mangaung is strategically linked via the following Class 1 national roads:

- The **N1** linking Bloemfontein with Gauteng to the North and the Western Cape to the South;
- The **N6** linking Bloemfontein with the Eastern Cape, and
- The **N8** linking Bloemfontein with Lesotho in the east and the Northern Cape in the west.

Furthermore, MMM has a series of Class 2 arterial roads linking Bloemfontein with smaller towns located in the municipal area and in the province. These roads include *inter alia* the R702, R706, R700, R30, and the R64.

In addition to the above, a passenger railway network connects the MMM with Johannesburg, Port Elizabeth and East London, while the freight railway network links the MMM with Johannesburg, East London, Port Elizabeth, Durban and Maseru via Thaba Nchu. Transnet also has a major inland freight terminal in Bloemfontein. MMM has no metropolitan train service,

Finally, the Bram Fischer International Airport is also located in Bloemfontein. From here flights are directed to Johannesburg, Durban, Cape Town, George, and Sishen. The Tempe Military airport base also provides MMM with flight services.

3.6.2 Transport Opportunities

The following opportunities have been identified with the view to strengthening the transport networks in the municipal area;

- SIP 6 - Construction of Thaba Nchu Public Transport Route;
- SIP 7 - N8 Development Corridor;
- SIP 17 - Bloemfontein-Maseru rail network.

3.7 SUMMARY OF COMMUNITY NEEDS

As part of the Mangaung annual IDP review process the Municipality follows an intense public participation process each year, encouraging local communities to contribute to the decision-making processes of the municipality by submitting written or oral recommendations, representations and/or complaints. This process takes the form of interactive meetings each year during which several specific needs are identified for each of the 51 Municipal wards, prior to finalizing the IDP and Budget.

The following critical aspects are evident from the community needs analysis and aspirations:

- The upgrading of informal settlements with emphasis on the provision of basic services particularly access to water and sewer to individual households;
- The registration and issuing of title deeds to individual households to deal with tenure security;
- Acquisition of land to accommodate households who are residing in informal settlements which are not habitable;
- Huge backlog in access to basic services such as water, sewer, roads and stormwater in the old township areas;
- Access to different housing typologies including: BNG housing, rental housing and affordable housing opportunities;
- Backlog in access to socio-economic amenities such as schools, health-care facilities, community halls, multipurpose centres for sports, arts and culture activities and places of entertainment.

Part

4

PART 4: TOWARDS AN INTEGRATED HUMAN SETTLEMENT PLAN**4.1 CONSIDERING NATIONAL HOUSING PROGRAMMES**

The Mangaung IHSP gives consideration to a number of National Housing Programmes that serve as tools to plan and develop integrated settlements including all the necessary land uses, housing typologies and price categories to ensure truly integrated and sustainable communities.

4.1.1 Integrated Residential Development Programme (IRDP)

The National **Integrated Residential Development Programme (IRDP)** provides for planning and developing an integrated project, focusing on housing, as well as social and economic needs of different income categories. It does away with the requirement found in other policy programmes to identify subsidised housing recipients up front and provides for both subsidised, as well as finance linked housing, social and rental housing, commercial, institutional and other land uses to be developed (NDHS, 2009).

Owing to the holistic planning and development approach, this instrument also provides for substantial economies of scale to be realised. Integration is achieved through the provision of both bonded and subsidised housing in a mix appropriate to the project location, which in turn lends itself to facilitating inclusionary housing development, requiring a certain number of affordable housing units to be delivered in any residential development.

Projects can be planned and developed in two phases. The **first phase** encompassing planning, land acquisition, township establishment and providing serviced residential stands in a variety of price categories, as well as stands for other land uses to ensure a holistic and sustainable community. In the **second phase** houses are constructed for qualifying beneficiaries, the sale of stands to non-qualifying beneficiaries, as well as to investors with commercial and other interests.

In summary, the IRDP provides for a phased approach to provide for:

- Land acquisition where required;
- Township planning and engineering services designs;
- Township establishment and the provision of engineering services to all the stands where no alternative funds are available;
- The sale of the stands not intended for subsidised housing; and
- The construction of houses by registered contractors for housing subsidy beneficiaries who chose contractor built houses, which can be achieved through a variety of contracting options.

4.1.2 Enhanced People's Housing Process (EPHP)

The **Enhanced People's Housing Process (EPHP)** provides for a process in which beneficiaries actively participate in decision-making over the housing process and housing product. Through this programme beneficiaries are empowered individually and collectively so that the community ultimately takes control of the housing process themselves. This includes identifying the land, planning the settlement, getting approvals and resources to begin the development, **building the houses themselves** (or pay for a contractor to do the construction) and providing the services, living in and upgrading their homes and continually improving the community.

The EPHP is a very unique programme that is relatively unexplored in MMM. However, it should become a serious consideration in transforming informal settlements due to the numerous benefits linked to this programme, as listed below:

- Various partnerships are created;
- Social capital is retained and expanded upon;
- Housing is valued as an asset far beyond its monetary value;
- Housing citizenship is built, with beneficiaries realizing their housing rights and responsibilities;
- Local economic development is promoted with money spent being kept in the community increasing the local multiplier effect;
- Stable communities with a direct stake in the future of their neighbourhoods are fostered;
- Houses are built that are better suited to the needs of individual households;
- Women and the youth are more directly involved in the process, ensuring skills transfer;
- Human settlements are built due to the direct investment of communities.

Apart from the benefits of community initiative and participation in the process, the programme also provides for the involvement by the National Home Builders Registration Council (NHBRC). The programme requires project enrolment with the NHBRC through the Province to foundation and slab level, but will not require individual house enrolment. In addition, the NHBRC will be required to participate as a partner in the programme to build the capacity of the community in which the project is being initiated.

4.2 UNDERSTANDING THE HOUSING ENVIRONMENT

4.2.1 Informal settlements

Informal settlements refer to areas within the urban fabric that are not formally planned but are nevertheless occupied illegally by the dwellers. Globally informal settlements form an intricate part of the urban fabric of cities. These settlements are generally defined by the following characteristics:

- illegality and informality;
- inappropriate locations;
- restricted public and private sector investment;
- poverty and vulnerability; and
- social stress (HDA, 2012, p. 12).

In addition to the above informal settlements, unless upgraded, does not offer security of tenure to dwellers, whilst access to basic services and/or infrastructure remains a big challenge. Education, Health and Emergency services are also hard to come by and it is essential for the Metro to changing these unacceptable living conditions, so that dwellers in these areas may enjoy the same benefits than other citizens living in formal areas.

The most hazardous element of informal settlements is the housing structures that are erected by residents. These structures do not comply with building regulations (or requirements set by the NHBRC) and therefore poses the risk to collapse or could be easily set aflame.

4.2.2 Social housing

Social housing is defined as *“A rental or co-operative housing option for low income persons at a level of scale and built form which requires institutionalised management and which is provided by accredited social housing institutions or in accredited social housing projects in designated restructuring zones”* (NDHS, 2009).

In support of Social Housing the government initiated a Social Housing Programme, which has two primary objectives: Firstly, to contribute to the national priority of restructuring South African society in order to address structural, economic, social and spatial dysfunctionalities thereby contributing to Government's vision of an economically empowered, non-racial, and integrated society living in sustainable human settlements. Secondly, to improve and contribute to the overall functioning of the housing sector and in particular the rental sub-component thereof, especially insofar as social housing is able to contribute to widening the range of housing options available to the poor. The Social Housing Programme also aims to develop affordable rental units in areas where bulk infrastructure (sanitation, water, transport) may be under-utilised, therefore improving urban efficiency (NDHS, 2010, p. 6).

Social Housing includes a very broad range of housing delivery and management mechanisms including housing stock which:

- is rented by tenants from a private company in which they have some form of interest;
- is under the collective ownership of tenants;
- is delivered and managed by an independent, non-profit, privately owned company with some sort of social mission such as delivery of lower-than-market rentals to the poor;
- is delivered and managed by a local authority; and
- may be rented for an initial period and then purchased by tenants on a rent-to-buy basis under sectional title, etc.

Social housing can “*contribute strongly toward the achievement of urban restructuring and urban renewal through urban integration and impacting positively on urban economies*” (NDHS, 2009).

4.2.3 Community Residential Units (CRUs)

The National Community Residential Units (CRU) Programme was launched during 2007 and replaces the National Hostel Redevelopment Programme. The CRU Programme is aimed at rationalizing the Public Sector's rental housing stock and structured to replace the dormitory style hostels that were used to provide low cost rental accommodation to people who could not afford other accommodation

More specifically the CRU Programme aims to facilitate the provision of secure, stable rental tenure for lower-income individuals. The programme targets low-income individuals and households earning between R800 and R3 500 a month, who are unable to enter the formal private rental and social housing market. Although the primary target market is residents living in existing housing stock, the programme also focusses on displaced persons from informal settlement upgrading or eviction processes.

The CRU Programme covers the following type of projects:

- public hostels owned by provincial housing departments and municipalities;
- “grey” hostels that have both private and public ownership;
- public housing stock that cannot be transferred and has to be managed as rental accommodation
- post-1994 newly developed public residential accommodation owned by provincial housing departments and municipalities;
- Existing dysfunctional, abandoned, and/or distressed buildings in inner city or township areas.

The CRU programme can therefore also be regarded as a restructuring programme for resolving certain historical problems relating to public-housing stock, as well as for the provision of new formal rental accommodation in conjunction, and complementary to the other rental housing programmes. It should support the transition of individuals and households from an informal and inadequate housing situation into the formal housing market.

The CRU Programme requires that ownership of the housing stock being funded rests with either a Provincial Housing Department or a Municipality, and cannot be sold or transferred to individual residents. The owner may choose to manage the housing stock in-house or outsource the management to a private company or a municipal entity as long as all costs related to the units forming part of a specific scheme can be financed within the operating budget for the specific housing stock.

4.2.4 Subsidized Housing

A housing subsidy is a grant by government to qualifying beneficiaries for housing purposes. One of the DHS areas of responsibility in the delivery of human settlements relates to the bottom-most end of the market, where it provides housing subsidies to the poor. This is where the bulk of the housing backlog exists, affecting mainly those who earn below R3 500 a month.

The National Department of Human Settlements provides a subsidy (R141,294 per unit) for projects that propose housing units of a minimum of 40m² each. The subsidy amount is, however, dependent on the amount and quality of housing units to be built. The beneficiaries for each housing project are selected according to the National housing waiting list.

4.2.5 GAP: Inclusionary Housing

The term “Gap housing” describes the shortfall or gap in the market between residential units supplied by the State and houses delivered by the private sector. The gap housing market comprises people who typically earn between R3 501 and R22 000 per month, which is too little to enable them to participate in the private property market, yet too much to qualify for state assistance.

To make this market more available to South Africans, the National Department of Human Settlements has initiated the Finance Linked Individual Subsidy Program (FLISP) that assist aspiring home owners to afford a mortgaged bond. The following principles apply to this program;

- The subsidy is only available to first time homeowners;
- Be over the age of 18 years old;
- The subsidy will only be awarded to a person who has successfully applied for mortgage finance;
- All applications must be handed in at the financial institution of choice.

Inclusionary housing projects include both affordable housing and accommodation for middle income households. This is usually done by regulating projects done by private developers to provide a percentage of affordable units benefiting households earning below R22 000 per month.

PART 5: DEVELOPMENT STRATEGIES

5.1 STRATEGIC FOCUS FOR SUSTAINABLE HUMAN SETTLEMENTS

5.1.1 Overall Approach

Mangaung's approach towards the providing sustainable human settlements is derived from the City's **Integrated Development Plan (IDP)** and **Spatial Development Framework (SDF)**, which are the official legitimate policy directives, describing the efforts of the Municipality in providing equitable services and facilitating development within its current area of jurisdiction.

The Strategic Development agenda of Mangaung stems from the key development priorities of the Municipality, as contained in the IDP, SDF, and is unpacked in. The various interfaces between the development priorities have the effect of deriving **two primary focus areas** for the provision of sustainable human settlements, namely;

- Spatial Transformation and integration; and
- Social and economic restructuring.

These two primary focus areas form the overall Integrated Human Settlement Agenda for Mangaung around which specific **development strategies** have been developed to support **Human Settlement Programs** and eventually guiding **Project Implementation**, as outlined in **Diagram 5.1** below.

5.1.2 Spatial Transformation and Integration

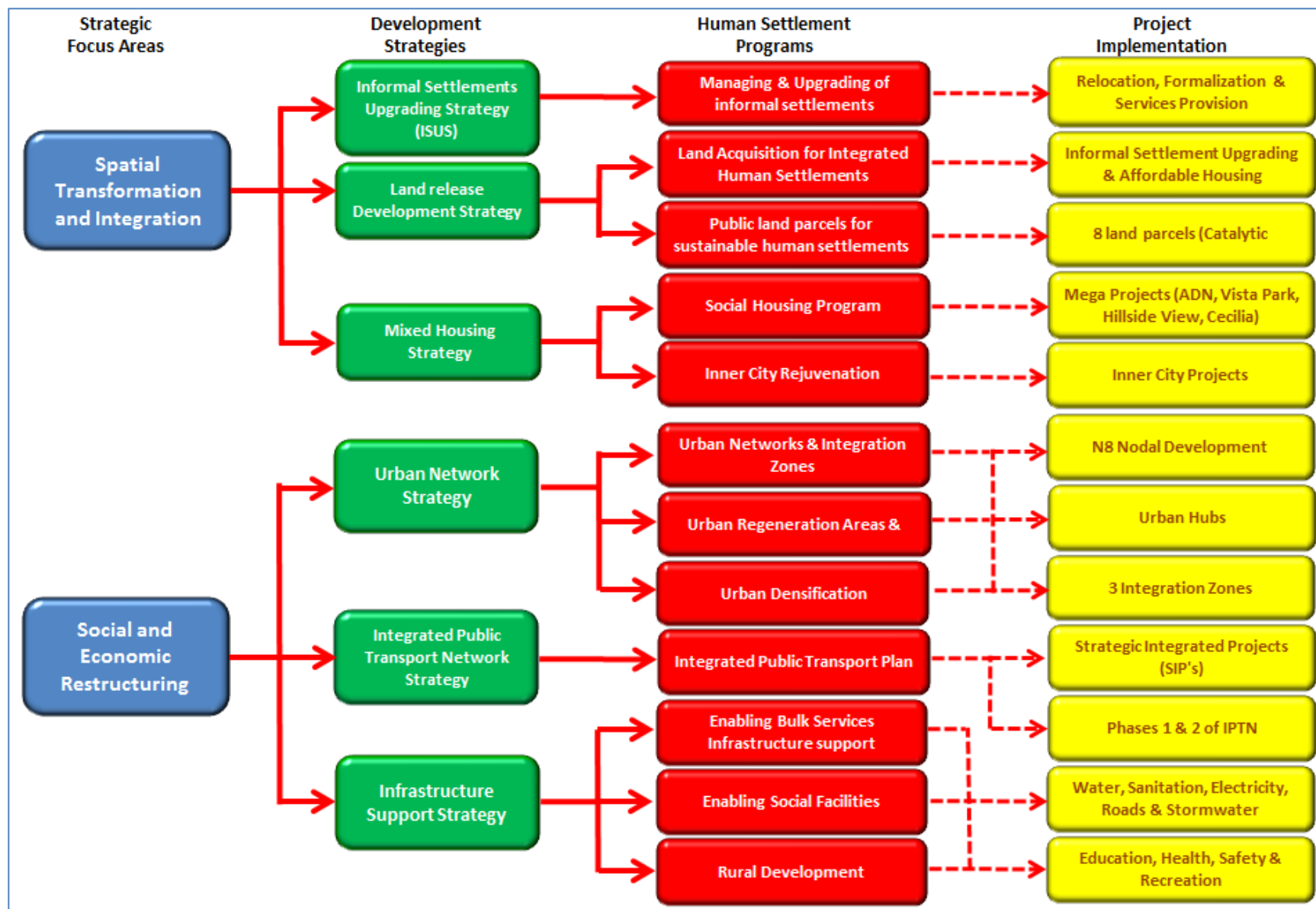
The main objective of the Mangaung SDF is to rectify the fragmented spatial patterns caused by historical distortion through Spatial Transformation and Integration. This objective is to be achieved through the Metro's sound commitment to facilitating sustainable Integrated Human Settlements through three core development strategies namely **informal settlements upgrading**, the release of **well-located land** and the implementation of large-scale **Mixed housing developments**.

5.1.3 Social and Economic restructuring

The Metropolitan Municipality places a high priority on addressing the disintegration of development planning and ensuring a habitable built environment. The City intends contributing towards building more viable and safer communities through its commitment to ensuring social and economic restructuring. This overall focus will be guided by three additional development strategies aimed at socio economic restructuring and maximising the built environment, namely

- Strengthening Urban Networks to facilitate effective linkages;
- Facilitating Integrated Transit Oriented Development, to ensure development along transport corridors; and
- Providing infrastructure support in relation to services and social facilities.

Figure 5.1: Mangaung Integrated Human Settlement Agenda



5.2 INFORMAL SETTLEMENTS UPGRADING STRATEGY (ISUS)

To address informal settlements, MMM has prepared an **Informal Settlements Upgrading Strategy (ISUS)**, which is based on the following three principles of BNG:

- Progressive upgrading of informal settlements by adopting a phased *in-situ* upgrading approach in line with international best practice. The plan supports the eradication of informal settlements through *in-situ* upgrading in desired locations and relocation only where development would not be feasible or desirable (MMM, 2013, p. 15).
- Developing Social and Economic Infrastructure to move away from a housing-only approach towards the more holistic development of human settlements including the provision of social and economic infrastructure (MMM, 2013, p. 15).
- Enhancing the location of new housing projects to undo and restructure the former unbalanced spatial settlement patterns.

5.2.1 Management Strategy

Informal settlements need to be managed effectively, or else challenges relating to basic service provision and poverty will be persistent. MMM applies the following mechanisms in the management and administration of informal settlements;

5.2.1.1 Understanding why people settle informally

In order to properly manage the Informal Settlements, it is firstly important to understand why people settle informally – the reasons include the following;

- Poverty and unemployment;
- Past policies that prevented people from obtaining housing in urban areas;
- Shortage of legally obtainable housing alternatives;
- Population growth and urbanisation take place faster than housing provision;
- “Jumping the queue” (hoping to be helped to housing sooner);
- Shortage of developed land in the vicinity of job opportunities;
- Intra-urban migration to better-located land;
- Encouragement of unlawful land occupations for political and financial gain;
- The perception of unfair housing allocation;
- The unlawful sub-letting and vacating of dwellings, leaving subtenants in occupation; and
- The illegal selling of land before the expiry of the applicable sales restrictions.

5.2.1.2 Anti-invasion Mechanisms

The unlawful occupation of land, as well as the illegal eviction of people from land infringe upon basic Human Rights and Property Owner Rights, as entrenched in the Constitution. It can be a very traumatic experience when a person is removed from his place of residence.

Hence, in dealing with unlawful land occupation, MMM considers both the Constitution and the Prevention of Illegal Eviction from and Unlawful Occupation of Land Act (PIE), 1998 (Act No. 19 of 1998), so as to make sound judgements regarding the matter.

The unlawful occupation of land can be contained with reasonable effectiveness by implementing certain preventative measures. A three-tier approach (Identification and prevention, communication, and action), is applied within the MMM to combat informal settlements, as discussed in more detail in the table below. These mechanisms are also contained in the Metro's By-Law relating to Informal Settlements.

Table 5.1: Anti-invasion Mechanisms

IDENTIFICATION AND PREVENTION	COMMUNICATION
<ul style="list-style-type: none"> • All informal settlements are registered in a proper database. • The database contains a profile of the informal settlement, as well as a profile of the households. • Each housing structure is clearly numbered, and streets are named for identification purposes. • Aerial photographs of the existing settlement border is stored and monitored, and no unauthorized extensions are permitted beyond the settlement border. • Land that is likely to be invaded is fenced off and signage will be erected to warn prospective invaders. (WC, 2003, p. 9). 	<ul style="list-style-type: none"> • A working relationship is established with the representatives of the particular communities to assist with curbing the growth of the informal settlement. If no leadership structure exists, the democratic establishment thereof is facilitated. • All municipal officials are sensitized to monitor, note, and report incidents of unlawful invasion. An Anti-Land Invasion Unit (ALIU) is established to continually monitor land invasion.
ACTION	
<p>Municipalities may only take “physical on site” action against unlawful land occupiers if the Municipality has the authority to act. Action against unlawful occupation may only be instigated by the owner of the property or by the Municipality if the Municipality has the consent of the landowner to act. The following action may be taken:</p> <ul style="list-style-type: none"> • Lay a charge, or encourage the owner to lay a charge of trespassing at the SAPS, conveying details of the property and the owner's capacity to act. • Confront invaders with the instruction to vacate the property voluntarily. • If unlawful land occupiers do not voluntarily vacate the property, the MMM Land Invasion Reaction Unit must dismantle all incomplete or uninhabited structures; and 	<ul style="list-style-type: none"> • A contact person is appointed to file and communicate all information that was lodged regarding illegal occupation of land. • Both the community and municipal officials are informed about the proper procedure in the lodging of an unlawful occupation complaint. • All landowners are informed about their rights and responsibilities as far as the protection of their properties are concerned. • A working relationship with the SAPS is maintained to insure swift action against invaders

<ul style="list-style-type: none"> • Not destroy materials from the dismantled structures. Instead, compile an inventory thereof and store materials off site (WC, 2003, p. 9). 	(SAPS will generally not evict unlawful occupiers but will assist with ensuring the safety of officials and occupiers and to maintain law and order) (WC, 2003, p. 9).
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Still, one must note that land is frequently invaded by the most vulnerable groups in search of better opportunities. It is therefore not morally correct to simply remove illegal occupants without attempting to assist them in their need. In dealing with the challenges of urbanization pro-actively, the Municipality has already provided for a **rapid land release programme** for the MMM area. In addition to the ISUS, the Metro is also in the process of developing an **Informal Settlements Resettlement Plan (ISRP)** to prevent further proliferation of the informal settlements within the jurisdiction of Mangaung. Timeous provision will be made by identifying land that can act as a “**reception area**” where the homeless can settle as an alternative to the unlawful occupation of land.

5.2.2 Upgrading Strategy

The Informal Settlements Upgrading Strategy aims at changing the situation of informality into formalised settlements that ideally serves the dwellers in the same way as other urban areas. Simply put, it refers to the changing of informality entrapments.

In addition to the Management strategy, the following key steps are being followed in the upgrading of informal settlements:

- Purchase land, if still in private hands;
- Plan and survey developable areas;
- Install infrastructure; and
- Consolidate areas.

Based on the above key steps, an upgrading implementation plan is formulated in accordance to the realities on the ground, as per settlement. Therefore, the above key steps form the backbone of the Metro’s upgrading strategy.

The Metro, Provincial and National Departments of Human Settlements, the Housing Development Agency (HDA), as well as the National Upgrading Support Programme Team are working together towards refining the Strategy within the National Informal Settlements Upgrading Programme.

5.3 LAND RELEASE DEVELOPMENT STRATEGY (LRDS)

The City has formulated a Land Release Development Strategy (LRDS), through which **well-located public and private land** had been identified. The LRDS is regarded as the largest and most bold land development programme in the province since 1994, as it ensures the release of more than 30,000 hectares of land, with the potential to creating in excess of 45,000 employment opportunities and generating phenomenal growth in the construction industry. It will also create major downstream benefits in other sectors of the economy.

Well located land

The following four strategic objectives stand central to providing well located serviced land, not only to accommodating poor communities, but also to facilitating sustainable human settlements and ensuring economic growth at the same time.

- Identifying appropriately located land which can be serviced cost effectively;
- creating sustainable human settlements through undertaking housing developments with secure tenure, which establish and maintain habitable, stable and sustainable public and private residential environments;
- ensuring viable households and communities in areas allowing convenient access to economic opportunities, health, educational, social amenities, potable water, adequate sanitary facilities and domestic energy supply;
- correcting spatial disparities through cautiously planned developments and ensure integration between housing and other service sectors such as the economy, infrastructure development, roads, transport, education, health, safety and security, as well as other myriad municipal services.

5.3.1 Acquisition of private land for integrated Human Settlements

A program of selective upgrade was adopted in the Municipal SDF where investigations were carried out to ascertain the development potential of areas being occupied illegally. Several land parcels, identified mainly to the south-east of Bloemfontein, were acquired over the past 10 years from private owners for the purpose of transforming informal settlements to integrated human settlements.

Table 5.2: Land Parcels earmarked for BNG projects (updated 31 March 2013)

Land Parcel	Size (ha)	Land Use	Development Status				Output	
			Planning	Services	Housing	Tenure	No Units	Density
Portion 2, 4, 5 Rocklands 684	171	Vacant	Yes	No	No	No	2654	15.52
Farm Liege Valley 1325	272	Occupied	Yes	No	Informal	No	12094	15.35
Farm Turflaagte 881	516	Occupied						

Rem. Farm Rodenbeck 2972	710	Occupied	Yes	Basic	Informal	No	4200	5.92
Grassland Phase 2	198	Occupied	Yes	Basic	Formalized	Yes	2882	14.56
Grassland Phase 3	134	Occupied	Yes	Basic	Formalized	Yes	2808	20.96
TOTALS	2001						24638	12.31

In addition to the above, the Municipality has also acquired several land portions for future development towards the east of Bloemfontein. The City gives preference to land within the urban edge as identified in the SDF and has earmarked land parcels for the following purposes:

- Formalisation of informal settlements;
- Affordable housing, also known as the GAP market;
- City's flagship catalytic projects; and
- Future development and expansion of the City;

5.3.2 Public land parcels for sustainable Human Settlements

Eight parcels of land owned by the Municipality, and falling within the Cities urban edge, have been identified as infill areas to be integrated successfully within the existing urban fabric (formerly known as the “7 land parcels” initiative). These land parcels are strategically located between the affluent and poor parts of the city, and present excellent opportunities for integrating the city spatially, socially and economically. The land parcels have already become, and will remain the main focus areas for planning and development in future, and are aimed at accommodating mixed housing developments through medium- to long term infill planning and densification projects.

The extent of the eight land parcels are listed in the table below, and also indicated on **Figure 5.2**

Table 5.3: Extent and status of Eight priority land parcels.

Project Name		Size (Ha)	Expected Output		Development Status				
			Density	No. Units	Land Assembly	Planning	Infrastr.	Housing	Tenure
1	Cecilia 2532	155	12.26	1900	✓	○	✗	✗	✗
2	Brandkop Race Track (Bfn 654)	140	7.86	1100	✓	○	✗	✗	✗
3	Pellissier Infill	22	9.09	200	✓	○	✗	✗	✗
4	Brandkop 702	285	9.47	2700	✓	○	✗	✗	✗
5	Vista Park 2 (Bfn 654)	155	36.13	5600	✓	✓	○	✗	✗

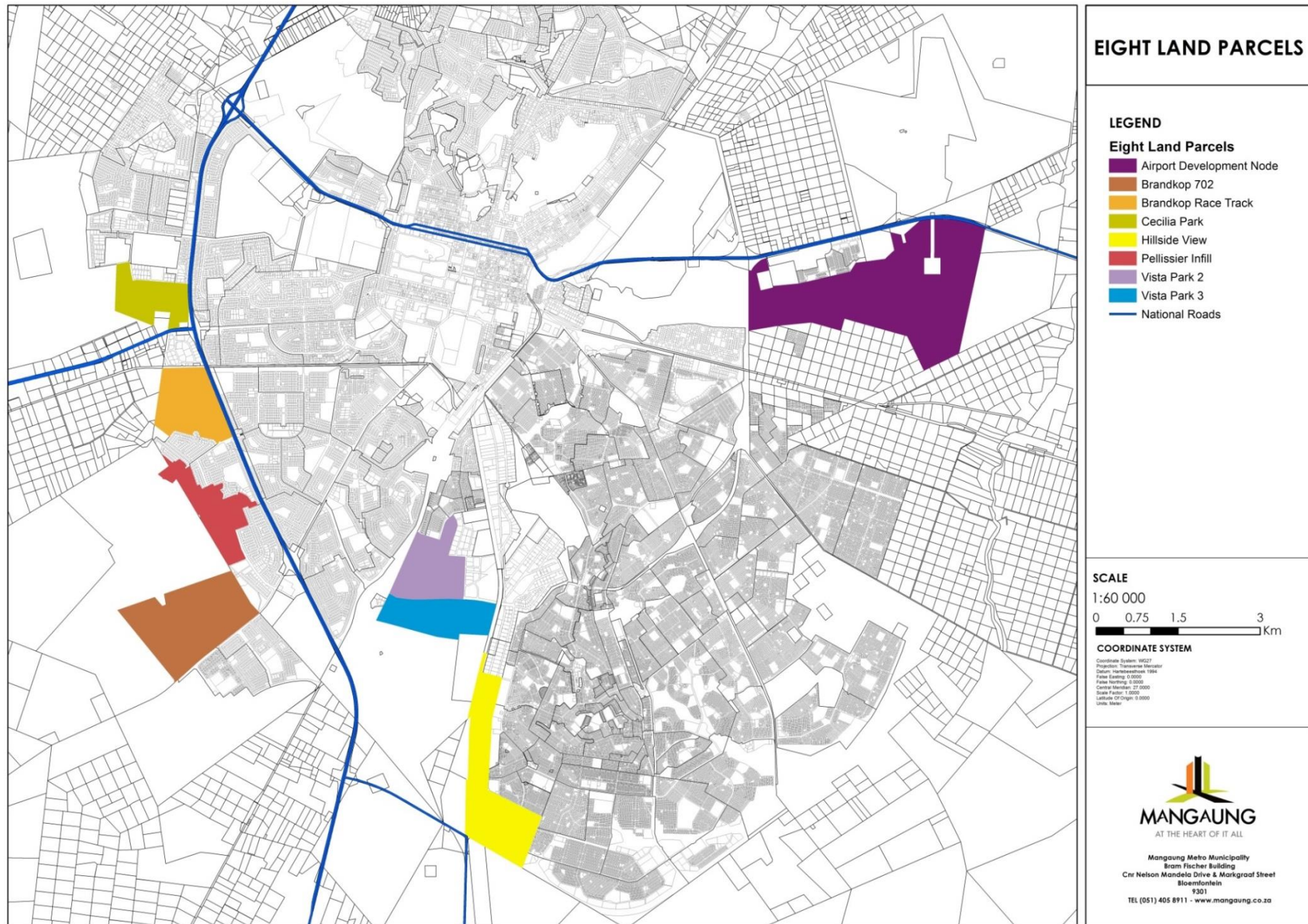
6	Vista Park 3 (Bfn 654)	131	38.93	5100	✓	✓	○	×	×
7	Hillside View (Rocklands 684)	85	48.29	4100	✓	✓	○	○	×
8	ADN (Sunnyside 2620)	700	12.5	8700	✓	○	×	×	×

The identified land parcels are mostly vacant and are meant to provide sustainable human settlements through integrated development, making available 29 400 housing opportunities for mixed development at an average density of 17,5 units per hectare.

Three of these land parcels are currently being developed for mixed land-use initiatives as part of the Cities **Mega Project approach** to boost the delivery of housing and to benefit from economies of scale.

In addition, the MMM has already developed conceptual designs for mixed land-use developments in respect of three other remaining land parcels including Cecilia, Brandkop and the Airport Node (ADN).

Figure 5.2: Eight Land Parcels



5.4 MIXED HOUSING STRATEGY

Mixed-development allows a variety of land uses within a neighbourhood – residential, commercial, business, educational. When such a mix of uses is accommodated, it allows communities to live in close proximity to their places of work and to amenities that provides daily necessities such as grocery stores, pharmacies, hair salons, etc. This reduces the need to travel far distances by car, resulting in less air and noise pollution, and in a greater quality of life (less time is spend travelling, more time is spend on recreation and family).

The City's strategic approach into the future is the implementation of “**Mixed Developments**”. The strategy departs completely from prioritising the building of houses in isolation to building more inclusive communities with access to various other amenities such as schools, clinics, sporting facilities and business opportunities.

The strategy thus seeks to attend to the multiple human settlement challenges to which the National Development Plan refers. Underpinning this approach is an effort to facilitate social integration and cohesion by providing a mix of housing options. Collectively these developments entail various housing typologies and provide wide tenure options to beneficiaries, such as ownership, rental as well as mortgage loan options within the same geographic space. Similarly, the proximity of key amenities such as retail facilities and industry also eliminates transport costs for residents and consumers whilst creating job opportunities around residential settlements.

The Mixed Housing Development Strategy seeks to support the objectives of National Government's IRDP Programme, as discussed in the previous part of this report. More specifically, the mixed Housing Strategy manifests in the implementation of several **Social Housing** and Inner **City Rejuvenation** Programmes in the City.

5.4.1 Social Housing Program

5.4.1.1 Approach

Social Housing is acknowledged by MMM as an important mechanism to achieving urban restructuring and urban renewal through integration. More specifically, the contribution of social housing to the restructuring objectives of the City rests on three dimensions: spatial, economic, and social.

a) Spatial

In MMM the poor live in locations far removed from where vibrant economic growth is occurring. To assist in rectifying this situation, social housing must be located in specific, defined localities (mostly urban) which have been identified as areas of opportunity (largely economic) where the poor have limited or inadequate access to accommodation, and where the provision of social housing can contribute to redressing this situation. Social housing, if provided at sufficient scale and if linked effectively to the policy instruments aimed at boosting the delivery of medium-density housing, will contribute to increasing the equity and efficiency of the City. It will also ensure that the poor are not pushed to distant and marginal

locations, whilst a spatially more compact growth form will improve the efficiency of service delivery and reduce the costs of urban governance.

b) Economic

In addition to its primary impact of contributing to addressing spatial constraints to economic access, social housing will contribute to job creation and economic revitalization. Job creation will be enhanced via the construction of complete (as opposed to incremental) homes, which means greater primary, secondary and subsequent employment multipliers. Job creation is also served by the creation of employment opportunities in the management and maintenance of rental stock. Social housing will furthermore be a tool in the revitalization/regeneration of important economic areas which are lagging or underperforming. Successful regeneration initiatives in other parts of the world indicate that comprehensive strategies are necessary and that the introduction of social housing into blighted environments has had positive external impacts on the surrounding environments.

c) Social

The extent to which social housing brings a level of management to social processes at a local level suggests that it is the most promising of the housing instruments that is available to achieving integration. Within selected social housing schemes, and across the programme as a whole, a mix of race and income levels in the beneficiary profile will be aimed for. The location of social housing projects in targeted areas of opportunity will also contribute to achieving a racial and income mix at a neighbourhood level. Well-managed social housing projects have low internal crime rates, and contribute to stabilizing external crime ridden environments.

5.4.1.2 Social Housing Initiatives

The Social Housing can only be applied in “**restructuring zones**,” (discussed later in this report), which are zones identified as areas of economic opportunity and where urban renewal and restructuring impacts can best be achieved. Brandwag Social Housing is one of the first Social Housing projects implemented by the MMM, where more than 1 000 rental units were developed with the assistance of the Provincial Department of Human Settlements.

The Municipality realises that the success of Social Housing Projects is often determined by the participation of the private sector. In this regard several other projects are currently being implemented in cooperation with private developers as part cities Mega project approach in Vista Park and Hillside View. These projects are described in more detail later in this report.

5.4.1.3 Social Housing Institution (SHI)

Social housing institutions (SHI's) play a significant role in establishing and maintaining a relationship with their residents. The unique support services offered to residents contribute towards providing a sense of belonging and security among residents, stabilize

the household members, and builds on efforts to help residents take on leadership roles and new responsibilities within the larger community. This helps to reconnect the residents with resources in the city and region with resultant integration and market effects from the creation of well-functioning neighbourhoods.

MMM has an existing relationship and has signed a performance agreement with the **Free State Social Housing Company (FSHC)**, who was established to oversee the implementation and management of the Brandwag social housing Project. Part of their responsibilities is to allocate social housing units on the basis of agreement with the Municipality and to prescribe a Social Housing policy. FSHC will be managing 1051 units upon completion of the Brandwag Project.

Looking upon the vast number of social housing units still to be implemented in the City, Mangaung is currently considering additional relationships with other delivery agents, especially taking into consideration the different types of available and future rental stock.

5.4.2 Inner City Rejuvenation

5.4.2.1 Student Accommodation

Various institutions of higher education are located in MMM, such as the University of the Free State and the Central University of Technology. The proximity of these institutions causes a great influx of students to Bloemfontein. Thus, the city is experiencing a great need for student housing. When the two greatest higher educational facilities is considered (i.e. the University of the Free State, and the Central University of Technology) it is clear that at least **48 719** students reside in and around Bloemfontein to further their education. These statistics also prove that higher education is one of MMM's chief advantages and therefore the City must take all measures possible to ensure that it facilitates the higher education sector.

The provision of student accommodation is a big cause for concern as there is a great backlog, as indicated in the table below.

Table 5.4: Current student accommodation

Institution	No. Students	(%)
University of the Free State	4,414	9.06%
Central University of the Free State	860	1.77%
Private student accommodation	2,542	5.22%
Student dwellings (communes)	(Uncertain)	-
Unknown & commuting (backlog)	40,903	83.96%
Total	48719	100%

The University of the Free State (UFS) accommodates 4 414 students in residencies on campus, and the Central University of Technology (CUT) accommodates 860 students in their residencies on campus. Furthermore, the eight private student accommodation developments in the City houses 2 542 students. Considering the above figures, the current potential shortfall for formal student accommodation is estimated at approximately 40 903 students. This figure represents students who do not reside in formal student accommodation and who are accommodated elsewhere or who commute on a daily basis.

Mangaung currently doesn't have a Student Accommodation policy that is aimed at effectively addressing the pressing need experienced in this segment of the market. The Metro does have a Student dwelling control mechanism contained in the relevant Town Planning Schemes, although this mechanism only makes provision for accommodating a limited number of students in private single dwellings (communes).

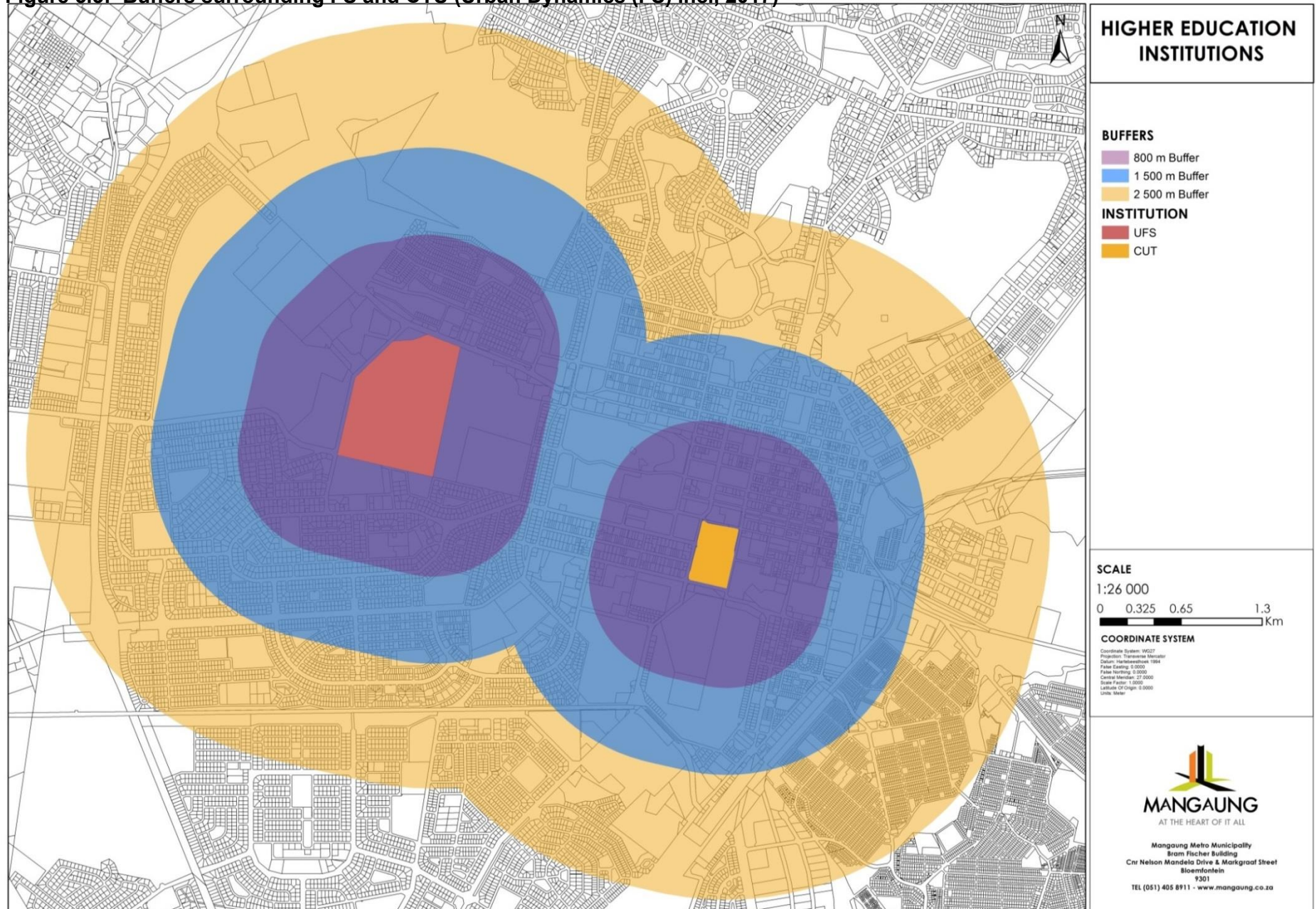
In order to effectively deal with this anticipated need, MMM needs to compile a comprehensive Student Housing Policy that needs to consider and address at least the following pertinent issues;

- Determining the actual need and backlog for student accommodation;
- The location and concentration points of student accommodation;
- Development standards and Land use control mechanisms;
- Infrastructural and other requirements;
- Alignment with the policies of tertiary institutions and national government.

The proposed Student Housing Policy needs to be compiled in association with MMM's institutes for further- and higher education, and in consultation with the private sector. Furthermore, Student Accommodation (be it state – or private housing), must as far as possible adhere to the norms and standards contained in the "*Policy on the minimum norms and standards for student housing at public universities*", which was issued in terms of the Higher Education Act, 1997 (Act No. 101 of 1997). This Policy is applicable to all public universities and privately owned accommodation accredited by public universities. These norms and standards should be incorporated into the criteria developed by each public university and stipulated in the university's policy and rules. Private providers must establish clear and comprehensive standard lease agreements after consultation with relevant University officials and student representatives. Universities should rate and differentiate off-campus student accommodation according to standards set by each University.

Furthermore, student housing must ideally be located within 800 m – 1 500 m from institutions of higher education, and not be further than 2 500 m. from institutions. This will allow students to easily reach their facilities by foot. Error! Reference source not found. spatially depicts 800 m, 1 500 m, and 2 500 m walking buffers around UFS and CUT.

Figure 5.3: Buffers surrounding FS and CTU (Urban Dynamics (FS) Inc., 2017)



To support the ambitions of addressing the huge demand for student accommodation and to facilitate the realistic expectations in terms of guiding policy, it becomes relevant to firstly formulate an appropriate framework that would serve as a basis for a more detailed strategy. Such a strategy should preferably manifest in a Municipal by-law or localised SDF for student accommodation.

5.4.2.2 CBD Regeneration

Regeneration of the respective CBDs will take place in accordance with a CBD Master Plan and the subsequent projects identified in such a document. Bloemfontein has an existing CBD Master Plan, whilst similar plans are also envisaged for Botshabelo and Thaba Nchu. Some projects in Botshabelo are already under implementation such as the provision of hawking stalls.

Finally, the City has also introduced a Urban Development Zone (UDZ) around the CBD to encourage private developers to invest in the inner City, which will also be extended to Thaba Nchu and Botshabelo.

5.5 URBAN NETWORK STRATEGY

The Urban Network Strategy is bound together by several inner-city network elements aimed at Social and Economic Restructuring and maximising development by means of;

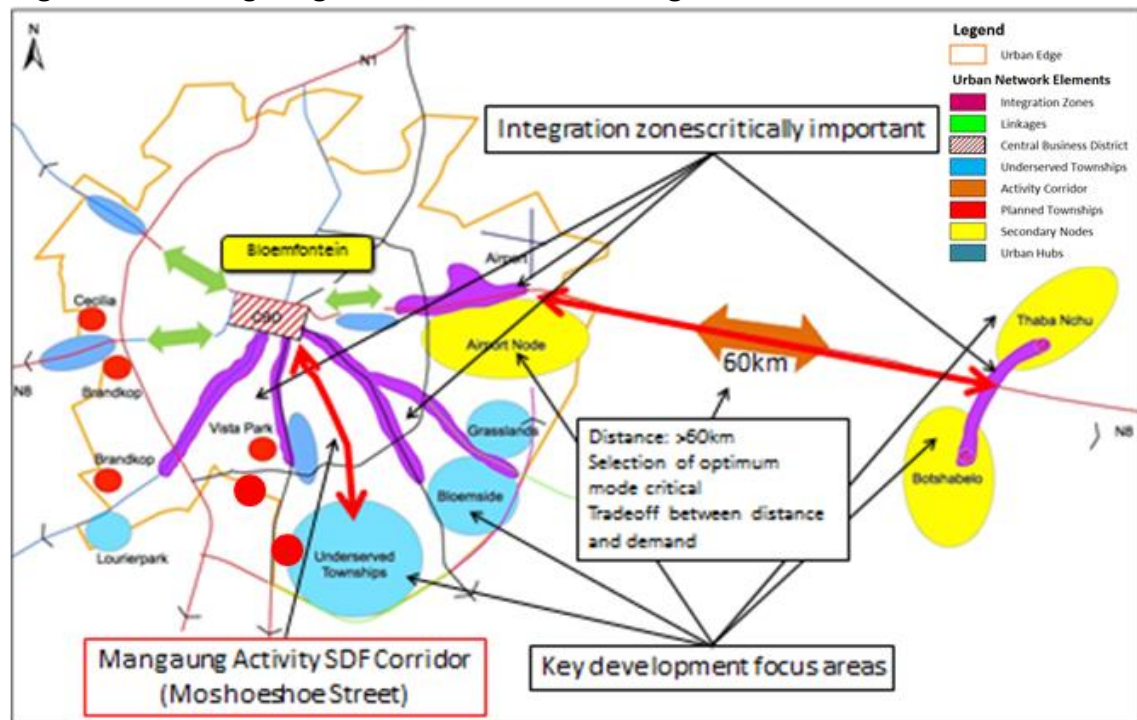
- Strengthening **Urban Networks** and establishing **Integration Zones**;
- Identifying Urban **Regeneration Areas** in need of upliftment and investment; and
- Demarcating **Restructuring Zones** within Regeneration Areas to ensure effective spatial transformation.

5.5.1 Identification of Urban Networks and Integration Nodes

As part of the Metro's strategy to achieve Social and Economic restructuring, the City has prepared an Urban Network and Integration Zone Plan. This Plan reinforces the

soundness and inherent strengths and efficiency of the compact city structure and identifies several urban network elements is indicated in the diagram below.

Figure 5.4: Mangaung Urban Network and Integration Zone Plan



As part of a major intervention to ensure a compact urban structure and stimulate economic development at the same time, **three secondary urban development nodes** have been identified. Apart from Botshabelo and Thaba Nchu, which are developed urban areas in their own right, the proposed Airport Development Node has been identified as a key secondary node to be developed.

In addition to the above the Mangaung Metro also identified a number of mixed income and **mixed housing project areas**, which include the *Eight land Parcels*, as well as **underserved townships areas** earmarked for upgrading, consolidation and infill development. The underserved townships include the following areas;

- the Grasslands area to the east;
- Bloemside Phases 1, 2 and 3 to the south thereof;
- a number of underserved townships representing the southern parts of Mangaung (including Batho, Bochabela, Phahameng, Namibia, Freedom Square, Rocklands, JF Mafora and Kopanong); and
- Lourierpark to the south-west.

Development in these areas includes the upgrading of infrastructure and amenities, promotion of local economic development, and the upgrading/formalisation of informal settlements.

Furthermore, the City has also identified five **urban hubs** listed below, which are targeted to consolidate mixed economic activities;

- areas surrounding route N8 in Schoemanpark immediately west of the N1-N8 intersection,
- area surrounding route R64 north of Langenhovenpark and west of the Nelson Mandela Road (R64-N1 interchange).
- Within the Mangaung Township to the east of the Hamilton-Vista economic activity area;
- the Schoemanpark (Ooseinde-Transwerk Industrial cluster) located to the east of the CBD along N8 East; and
- areas surrounding the Jagersfontein – N1 interchange, in between Pellisier and Lourierpark.

The N8 National Road linking the three secondary nodes (Airport Node, Botshabelo and Thaba Nchu) has been identified as an **activity corridor**, which is aimed at integrating these secondary nodes through several development initiatives. This corridor consists of road (N8 Route), as well as the adjacent rail infrastructure, which has been earmarked as a strategic corridor initiative in the National Development Plan (NDP) as part of the Strategic Integrated Projects (SIP's) group 7.

The Urban Network and Integration Zone Plan also give prominence to a number of **secondary activity corridors** linking the Bloemfontein CBD with underserved township areas, as well as creating an activity spine between Botshabelo and Thaba Nchu.

One of the critical factors to the successful development of the ADN is the construction of an **eastern bypass route** through Bloemfontein, which links to the N1 freeway to the north and south of the town. This route will provide regional access to the Airport Node for north-south moving national and local traffic, and will enhance the total viability of the proposal as the local economy of Bloemfontein will not be sufficient to sustain a development of this magnitude.

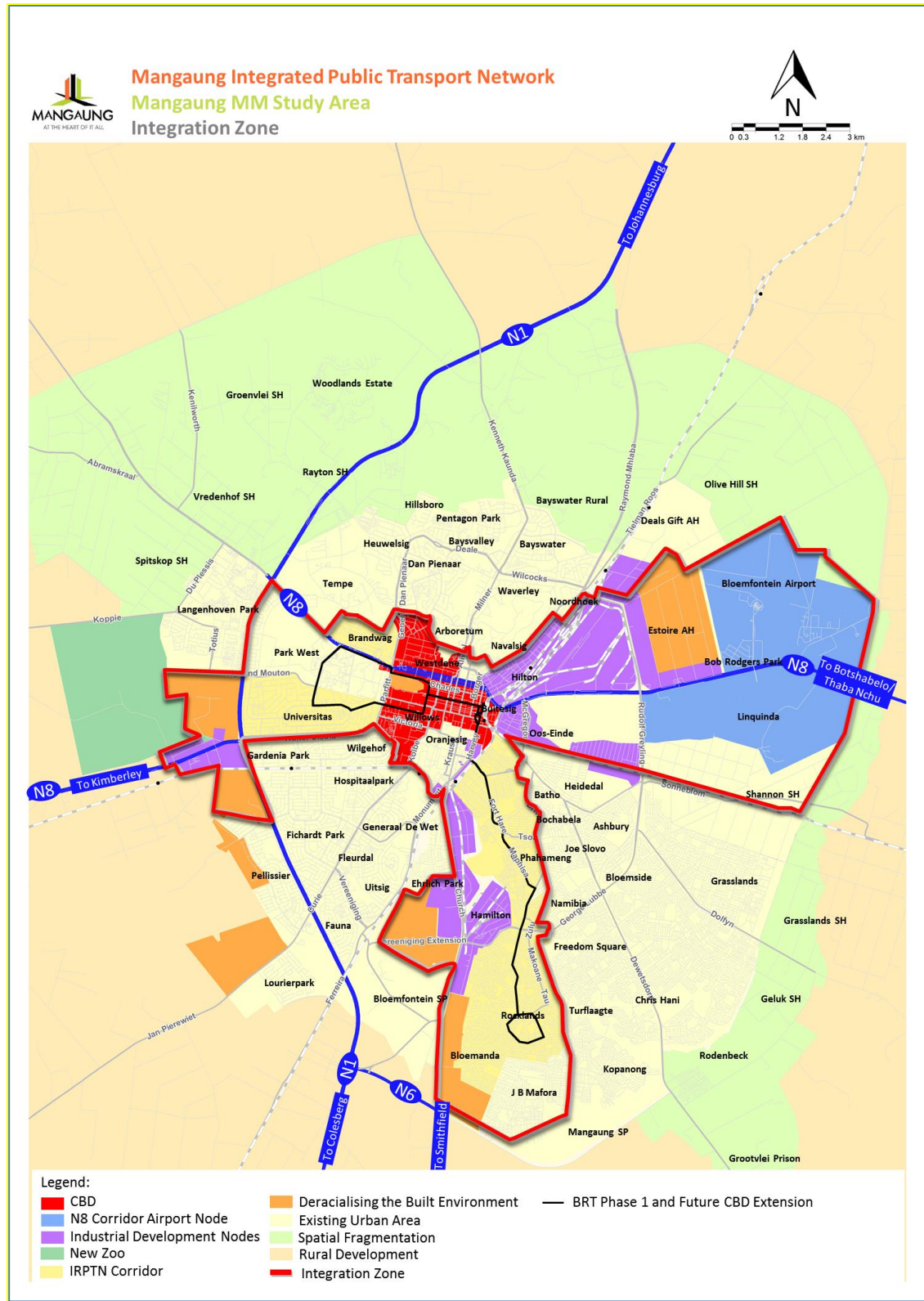
5.5.2 Integration Zones

Priority spending of the Municipality is linked to three Integration Zones, as described in the table below and indicated in **Figure 5.5**.

Table 5.5: Mangaung Integration Zones

Integration Zone	Precinct	Projects
Zone 1 Public Sector Investment and third party grants used for urban rejuvenation and Infrastructure development.	Waaiohoek	Pedestrian Walkways
		Walkway Fan mile
		Bloemspruit Greening
		Urban Pocket Park
	Batho / Phahameng	Maphisa Road Phase II
		Vereeniging Ave Ext Bridge
	Waterfront	Zooland
Zone 2 Public Sector Investment used for infrastructure linkages supporting mixed development areas	Airport Node	Buitesig Bridge linking CBD with Old East End
		ADN Linkage
		IPTN/BRT Station
	Estoire	Township Establishment
Zone 3 Combination of Public & Private Sector investment focused on non-motorised transport, densification and student accommodation.	Willows / Universitas	Park Road
		Victoria Road
		King Edward Road
		Ella Street

Figure 5.5: Margaung Integration Zones

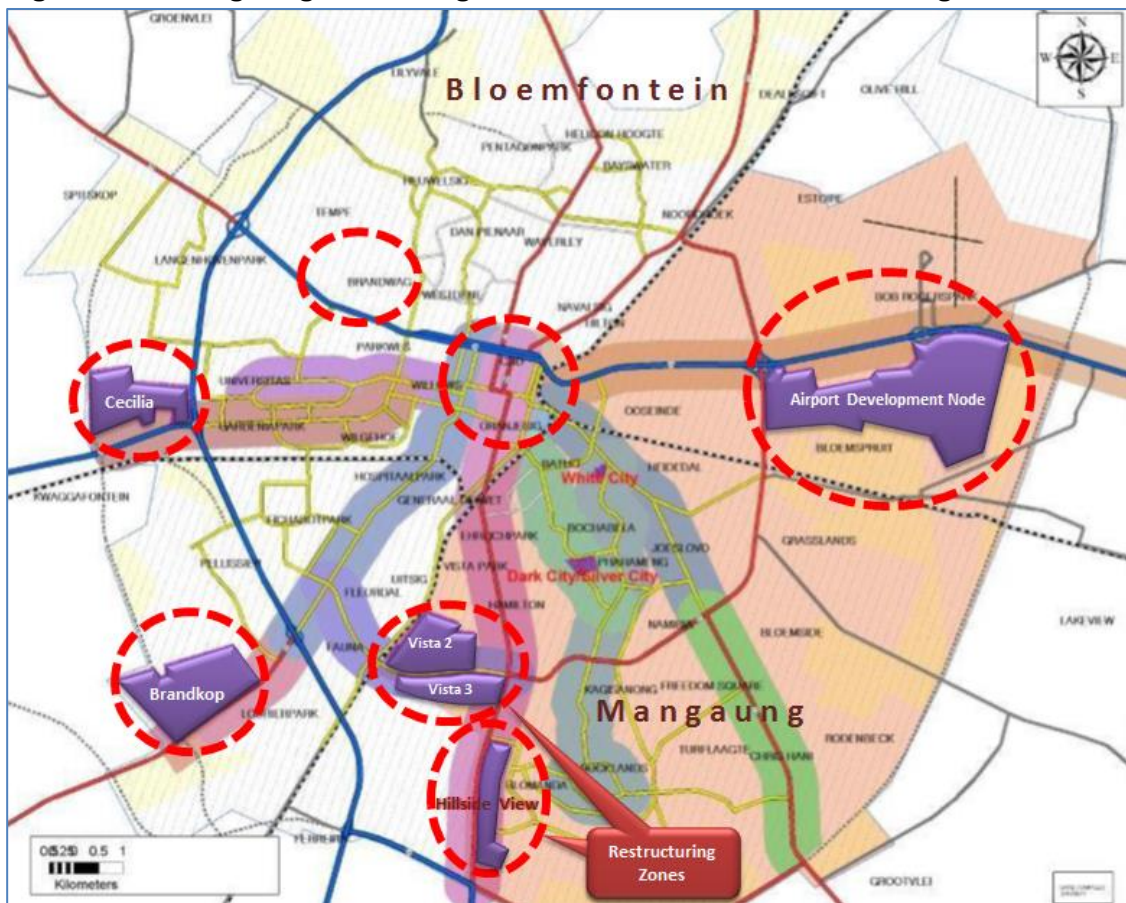


5.5.3 Urban Regeneration Areas

The integration zones seek to link the eight land parcels with one another and with the CBD in order to foster integration within the city. The areas located along these main transit routes are targeted as brown field sites to consolidate the existing urban fibre. The objectives include urban compaction, integration and densification by encouraging new housing developments on well-located land within the city and improving public transport connections between urban nodes.

These integration zones automatically become areas for **urban regeneration**, which suggests the reconfiguration of planning and designs of settlements with higher densities. Densification is proposed within a range of 500 meters from these main transport corridors. The extent of the identified Urban Regeneration Areas is indicated on the Map below.

Figure 5.6: Mangaung Urban Regeneration Areas and Restructuring Zones.



5.5.4 Restructuring Zones

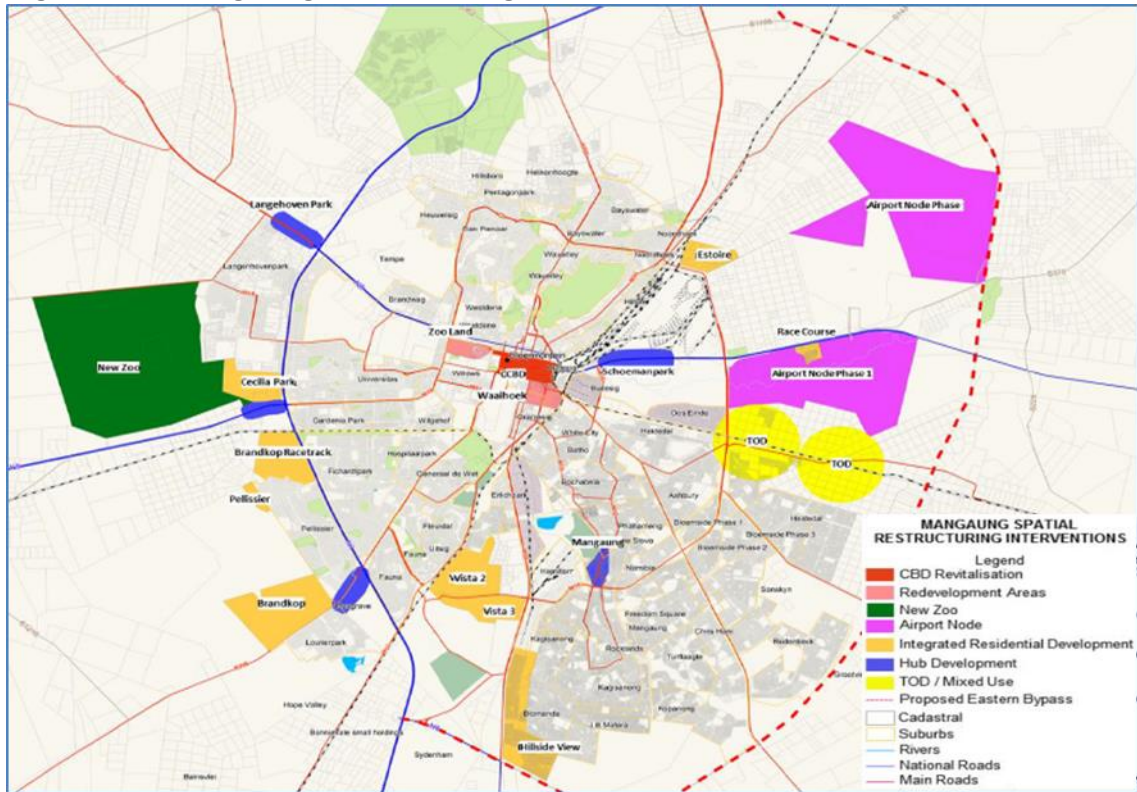
Apart from the Urban Regeneration Areas aimed at mega projects of scale, the City has also identified several **Restructuring Zones** which are essentially areas targeted for urban renewal and focused investment. The objective with these zones is to support **Transit orientated development** by way of high density developments within 500m range from a BRT Route.

Table 5.6: Identified Restructuring Zones in Mangaung

Restructuring / Integration Zone	IPTN Linkage	Status
CBD	Centre of City	Gazetted
Brandwag	Phase 1 BRT Route (Nelson Mandela Road)	Gazetted
Hillside View	Church Street Corridor	Approved by Council on 29 March 2017 – Waiting to be Gazetted and submitted to the National Department of Human Settlements.
Vista Park 2 and 3	Church Street Corridor	
Airport Node, Raceway and Estoire	N8 Corridor	
Cecilia Park & Brandkop 702	N8 Corridor	
Brandkop Racetrack	N8 Corridor	
Thaba Nchu / Botshabelo Node	N8 Corridor	
Oranjesig and Waaihoek Precinct	CBD south extension	

As indicated in the Table above, only two Restructuring Zones have been proclaimed. The remaining Zones have been submitted to the Provincial Department of Human Settlements (PDoHS) for Gazetting and submission to the National Department of Human Settlements (NDoHS) for final approval.

Figure 5.7: Mangaung Restructuring Interventions



5.5.5 Urban Densification

It is paramount that urban settlements give effect to the principle of *densification* to ensure the optimal use of services infrastructure and easy access to places of work. When cities are densified urban sprawl is reduced, services infrastructure is shared, and public transport is more feasible.

To give effect to the principle of densification and mixed-development MMM adheres to the following:

- Supporting applications for the subdivision of erven and applications for second dwellings in accordance to the ruling Town Planning Scheme;
- Supporting applications for higher density residential development within integration zones;
- Making provision for second dwellings (in terms of connection to services and layout of buildings) on single residential erven in new townships;
- Medium-density RDP housing.
- Increasing densities alongside main transit routes within the integration zones.
- Increasing densities around bus, taxi, and rail stations.

5.6 INTEGRATED PUBLIC TRANSPORT NETWORK STRATEGY

MMM realises the great need for effective and affordable public transport, especially in Bloemfontein, Botshabelo and Thaba Nchu and has therefore leveraged resources from the Public Transport Infrastructure Grant (PTIG) to develop an Integrated Public Transport Network (IPTN).

The IPTN aims to bring about an affordable public transportation alternative for the citizens in Mangaung and will address trends in demand for transport services by mode and income group, as well as average trip lengths (time, distance, cost, reliability, safety).

More specifically, the IPTN incorporates a Bus Rapid Transit system (BRT), taxi routes, and passenger railway lines. In designing the IPTN, the City took cognisance of the Local Movement Patterns in Bloemfontein and the Peak Hour Public Transport levels for 2016 in Bloemfontein.

Figure 5.8: Local Movement Patterns in Bloemfontein



Through the IPTN process a route network was developed with prioritization of various routes based on the demand analysis.

Figure 5.9: Road Prioritization Bloemfontein

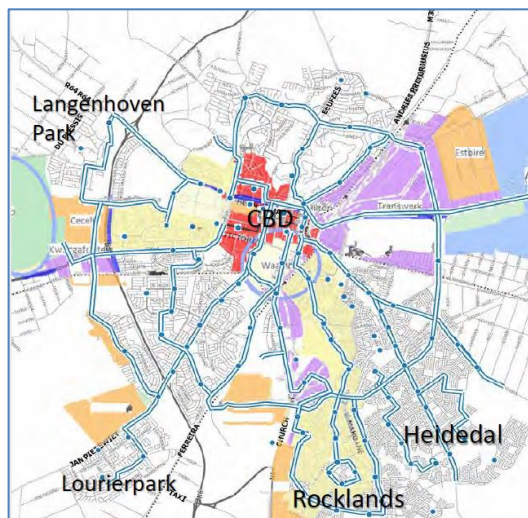
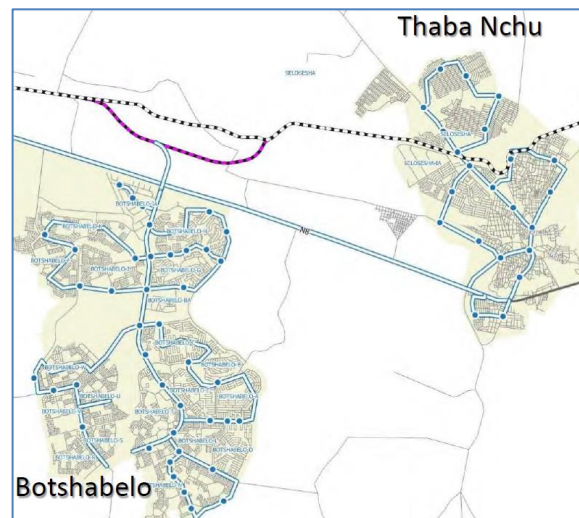


Figure 5.10: Road Prioritization BTN

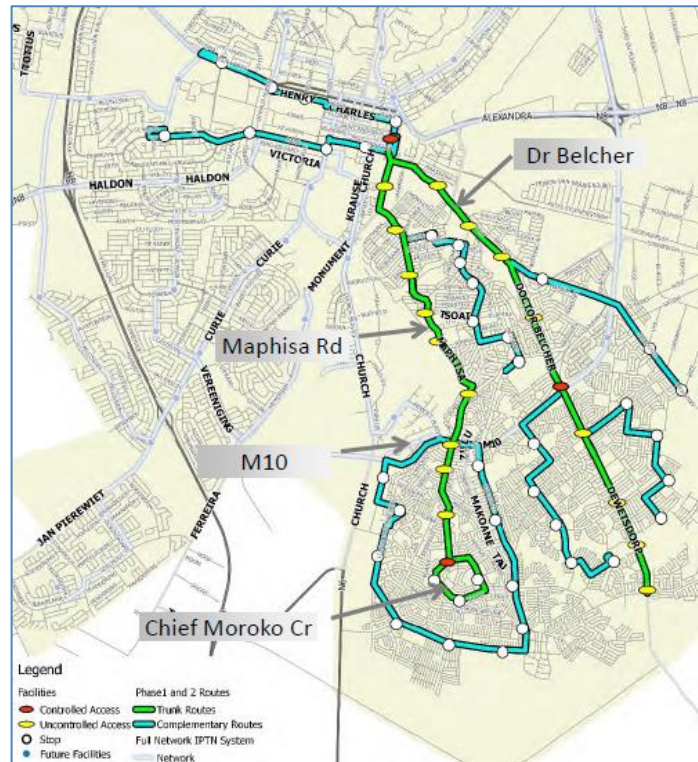


The phase one development corridor was developed linking the Mangaung Township (underserved communities) towards the south of Bloemfontein with the Bloemfontein CBD and further to the west linking the CBD with Brandwag and Universitas.

Figure 5.11: IPTN Phases 1 and 2

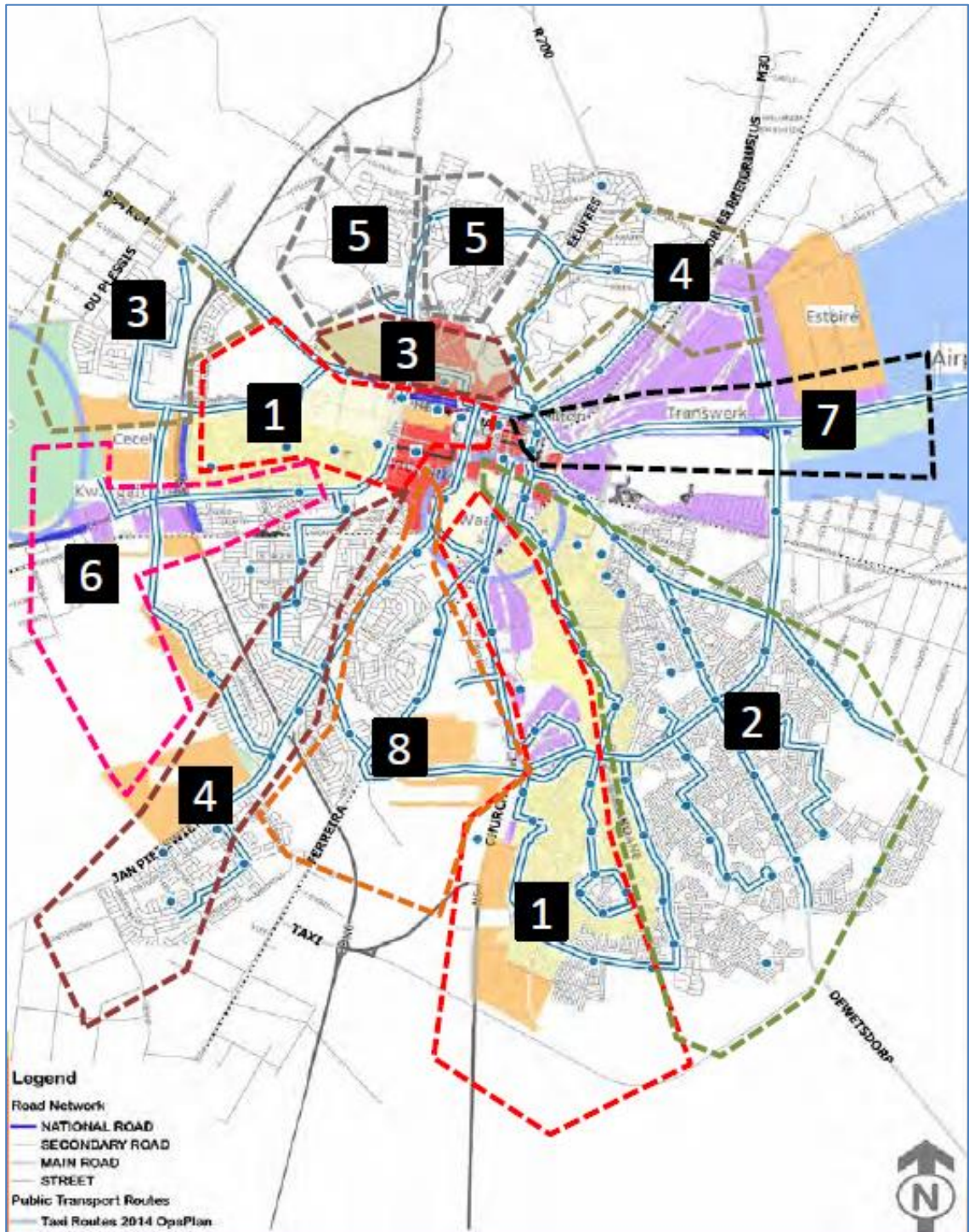
In accordance with the IPTN demand analysis, the routes with the highest demand were classified as Phase 1. These include Maphisa road in Mangaung along which the Dark and Silver City Community Residential Units are located, as well as the Victoria- and Nelson Mandela Road extensions along which the University Of the Free State (UOFS) precinct and Brandwag Social Housing project are found.

The Phase 2 IPTN route links the CBD with the south eastern suburbs and informal settlements along Dr. Belcher and the De Wetsdorp Roads.



The entire IPTN makes provision for 8 phases and will be developed over a period of 25 years.

Figure 5.12: IPTN Complete Phasing



5.7 INFRASTRUCTURE SUPPORT STRATEGY

5.7.1 Enabling Bulk Infrastructure Support

Infrastructure development is regarded as an essential tool to support sustainable human settlements, as well as economic growth and development in general. The primary role of a municipality is to provide basic services to all households, businesses, institutions and service providers within the Municipal area. In order to do that the City needs to ensure that bulk services are available and have suitable capacities to sustain current developments, as well as to provide for future expansion. In this regard, the City is in the process of developing a comprehensive bulk Infrastructure Master Plan to provide guidance in terms of suitable development areas where bulk infrastructure exist and to ensure that realistic contributions are being paid by developers to ensure the expansion of such infrastructure.

In addition to this, the Metro is also facing several risks relating to services reticulation and networks, including:

- Backlogs in relation to water, sanitation, electricity, road and storm-water;
- Ageing infrastructure that increase pressure on repairs and maintenance budget; and
- Maintenance backlogs in respect of service delivery infrastructure (MMM, 2016, p. 25).

It is apparent that MMM faces extreme challenges in supplying, repairing, and maintaining services infrastructure. Given that basic services are at the core of any sustainable human settlement, MMM must prioritise spending in this sector so that settlements in MMM have access to basic services. The capital outlay needed to deal with the infrastructure backlogs is estimated at R2 billion and infrastructure therefore takes up the largest portion of the municipal budget.

The bulk infrastructure support strategy of the Municipality focuses on prioritizing the improvement of water and sanitation infrastructure that will unlock development in the eastern and southern regions of the city.

5.7.1.1 Water

Due to the growing population and development of the identified urban nodes, the demand for reliable water supply has become an absolute necessity. In terms of the Water Services Act No. 108 of 1997, Mangaung is a designated Water Service Authority which is compelled by the law to prepare a water services development plan. In addition to this, the City has also developed a Ten Year Water Conservation and Water Demand Management Strategy.

The city has implemented an extensive plan for developing seven new reservoirs of variable capacities to meet the future water services needs of the City. Mangaung celebrates the fact that two new reservoirs — Naval Hill (35 megaliters) and Longridge (45 megalitres) were recently completed and will be servicing the residents of Bloemfontein, the Airport Development Node, 18 000 new sites in Vista Park, 6500 new stands in Grasslands and 6500 existing stands in Rocklands.

5.7.1.2 Sanitation

The City has recently completed the construction of the North Eastern Waste Water Treatment Works (WWTW) that will benefit approximately 45 000 people in the long-term, as sewer services will be provided. In addition to the above the Municipality has also started with the upgrading of the Sterkwater WasteWater Treatment Works that is currently running at its full capacity. The WWTW serves approximately 26 500 low-income dwellings from the south-eastern parts of Bloemfontein. The upgrading of this project will double the capacity of the Sterkwater WWTW to 20MI/day and will serve three of the seven land parcels located in Vista Park and Hillside View.

5.7.2 Enabling Social Facilities

The provision of adequate socio-economic amenities that are accessible to communities remains one of the most critical elements in creating sustainable human settlements. The needs assessment conducted during the IDP review process revealed a great need amongst communities for amenities such as recreational facilities, clinics, hospitals, schools, libraries, police stations, shopping facilities, etc.

The provision of spaces for socio-economic amenities takes place through normal town planning processes in accordance with national standards, whereby these amenities are provided for in the layout plans of new townships. However, the level of these amenities differs, based on the spatial location whereby the best amenities are found in the more affluent parts of the City, whilst poorer communities are less fortunate. The Metro is, however, committed to improving socio-economic facilities on all levels in it strive to ensuring better living conditions for all inhabitants.

5.7.2.1 Education

The Municipality is passionate about providing high quality educational facilities within reach of- and accessible to all communities within the municipal area. The creation of environments which promote learning forms an integral part of the settlement-making process. Learning has both formal and informal dimensions. Schooling relates to the formal dimension of education. Informal learning stems from exposing people to

experiences outside the formal learning environment, such as experiencing nature, urban activities and social events.

Regarding the formal part of facilities, the Municipality intends facilitating the provision of both primary and secondary education within a radius of 1000 metres within the next five years. The informal part of the learning experience can be enhanced by integrating educational facilities with the broader settlement structure. This can be achieved by locating schools, colleges, technicons, adult education centres and universities close to places of intensive urban activities.

Furthermore, the utilization of educational facilities for longer hours by the broader community is equally important. Facilities should not only be used by learner pupils during the day, but where possible, must also be used during the evenings for adult learning or similar purposes to optimise the use of available facilities.

In terms of their location, schools should be part of an accessible, city-wide system of education facilities where a number of facilities are clustered together. Accordingly, facilities should be located close to primary roads and continuous public transport routes. This will make educational facilities more accessible to larger areas and more sustainable over a longer period.

A set of qualitative guidelines applicable to educational facilities in MMM is attached hereto as **Appendix D**.

Furthermore, all public pre-primary, primary, and secondary schools must comply with the Norms and Standards set out in the Regulations Relating to Minimum Uniform Norms and Standards for Public School Infrastructure, No. 37081 of 29 November 2013, which was issued in terms of the South African Schools Act, 1996 (Act No. 84 of 1996). In terms of Section 7(1) of the regulations the following principles apply to educational facilities:

- (a) The location of schools should ensure easy accessibility to roads, sewage lines and other basic services; and
- (b) Where practicable, a school may not be located close to, or adjacent to –
 - i. Cemeteries;
 - ii. Business centres;
 - iii. Railway stations;
 - iv. Taxi ranks;
 - v. Sewage Treatment Plants;
 - vi. Public Hostels;
 - vii. Busy roads, unless adequate preventative measures have been taken to ensure the safety of the learners; and
 - viii. Bottle stores and shebeens.

5.7.2.2 Health Facilities

Health considerations must inform all dimensions of settlement-making and design. Particularly important is ensuring clean air, potable water, the disposal of human and toxic waste, air circulation, shelter and the prevention of overcrowding. Furthermore, health facilities should be accessible and should be integrated with public transportation. This can be achieved by locating such facilities close to activity areas and regular places of gathering. The location of preventively orientated health facilities, such as clinics, in association with primary and pre-primary schools, offers advantages. Preventive functions, such as inoculation and nutritional programmes are best delivered through schools. Where a multipurpose hall serves a number of schools, a clinic may be beneficially located within or adjacent to that hall.

5.7.2.3 Safety and Security

Planning, design and development of settlements must support the safety and security of communities. Settlement layouts must avoid isolated housing, secluded recreational areas, narrow passages, concealed corners, as well as unlit passages and tunnels. The security in urban areas can further be improved by creating character and identity, promoting a sense of togetherness and encouraging community cooperation. This can be accomplished by means of community-based initiatives such as street committees, housing associations, and tenants associations can play a vital role in promoting safety and security. Furthermore, the NDP states that community safety centres must be developed to prevent crime and include youth in these initiatives (*NDP, 2013: 20*).

It is also notable that mixed-use developments contribute to safety and security as areas are inhabited throughout the day, while residence in commercial areas and activity corridors means these areas are not deserted after working hours.

5.7.2.4 Emergency Services

Emergency services include ambulance, fire-fighting and police services. The following principles apply to the effective supply of emergency services in urban areas:

- Fire stations and ambulance depots should be located near intersections of major continuous urban routes to facilitate rapid access to the movement network. Similarly, police stations should be centrally located and relative to the areas that they serve.
- At a local scale, it is not necessary to enable access to every housing unit by emergency vehicles. However, in such cases, distances should be short enough for easy stretcher bearing, and for buildings to be reached by fire hoses.
- The public spatial structure, which includes streets and public spaces, should be deliberately used for fire-breaks. In informal housing areas, which are not served

by electricity, provision should be made, as part of the essential public infrastructure, for spaces where fires can be made, as cooking frequently occurs in these spaces (CSIR, 2000, p. 42).

5.7.2.5 Public Services

Public Services such as libraries, community centres, post offices, etc. also form important ingredients in the development of sustainable human settlements. The community needs assessment revealed that there is a huge shortage of such facilities in the south-eastern part of Bloemfontein region and also in Thaba-Nchu and Botshabelo. For instance, there is only one public library in Thaba-Nchu and also about four in Botshabelo which is far below the required standards.

Budgetary constraints have made it difficult for government to construct such amenities. The Metro will nevertheless assist in facilitating the provision of such facilities through the Urban Settlement Development Grant (USDG) and other funding streams that are available, such as the Neighbourhood Development Partnership Grant (NDPG) and Integrated City Development Grant (ICDG).

This approach will also require enhanced settlement planning, moving towards more integrated urban planning techniques with multi-purpose functionalities, encouraging efficiency and greater access to amenities with limited resources. The Metro has set a target to facilitate the provision of at least four multi-purpose centres in the poor areas in the next five years.

5.7.2.6 Recreation and Open Spaces

The Metro is committed to having an attractive, clean, green and healthy environment in Mangaung that will serve as the basis for sustainable economic development and enhance the quality of life for present and future generations. The Urban areas comprises a system of open spaces ranging from vast areas of passive open spaces (referred to as the Metropolitan Open Space System), to smaller recreational areas and community parks, which are being used for recreational spaces, catering for the recreational needs of the communities.

Parks are classified into four distinct categories, as discussed below;

- **Category “A” parks** are fully developed open spaces measuring 3 hectares or larger in size. These parks are also referred to as Regional parks with fully developed infrastructure;
- **Category “B” parks** are less developed with only basic infrastructure and are less than 3 hectares or smaller in size;
- **Category “C” parks** are classified as small neighbourhood parks and are less than one hectare in size. Basic infrastructure exists on these parks and these areas

cater for the immediate recreational needs of the community in a street or adjacent streets (with a 10 minute walking distance). These spaces are usually under severe pressure in terms of utilization, maintenance and upkeep;

- **Category “D” parks** are just natural open spaces with no infrastructure (veld grass and trees). These areas serve as green belts and are referred to as green “lungs” of the City.

In addition to the above, sports facilities also play an important part in the recreational system of cities. According to the NDP, *“sport plays an important role in promoting wellness and social cohesion. Sport and physical education are an integral part of a child’s development. All communities should have access to sports facilities and encourage the formation of amateur leagues. Local authorities can also promote exercise by ensuring that urban roads have proper pavements, developing cycle lanes and installing traffic-calming measures”* (NDP, 2013: 39). Expanding opportunities for participation in sports will foster social cohesion in MMM’s communities.

5.7.2.7 Urban Agriculture

Land for urban agriculture is particularly important in settlements where people are dependent on their own produce for food and nutrition, or have to supplement their incomes. Urban agriculture is an environmental feature that can operate as an area of visual relief, particularly in situations where there is a lack of finance to maintain public open spaces. Space for urban agriculture should generally be provided on peripheral areas so as not to disrupt the continuity of the urban fabric. The following aspects must be considered when land is earmarked for urban agriculture:

- Urban agriculture can be practiced on land located next to water sources such as rivers or stormwater retention ponds. Water sources can also be supplemented by means of rainwater harvesting, channeling and collection of stormwater, as well as treated wastewater;
- In instances where lower-income farmers need to walk to the cultivated lands on a daily basis, urban agriculture should be located close to residential areas;
- Where appropriate, urban agriculture should be located close to markets;
- Urban agriculture is a useful way of productively utilizing residual under-utilized land such as servitudes.

5.7.3 Rural Development

Although just more than 3% of the Mangaung Metropolitan Municipality population live in rural areas, it is imperative that this portion of the population be included in municipal plans to ensure that they also have access to basic services, housing, social amenities and economic opportunities.

In response to this challenge, the municipality will strive towards facilitating rural development by implement several innovative projects supporting the provision of basic services and stimulating local economic development. These initiatives include, amongst other, the improvement of rural infrastructure, as well as the development of an Agri-Park and Agri-Villages at strategic locations. These projects will be done in partnership with other spheres of government and the private sector respectively, which will help to improve the lives of the communities in these rural areas. The various initiatives are discussed in more detail below.

5.7.3.1 Infrastructure development

Firstly, the Municipality intends fighting poverty in rural areas through the provision of basic services such as water and sanitation related to a rural setting, as well as the provision of a rural housing subsidy.

In addition to basic services, the Municipality acknowledges the importance to improving regional transport efficiency by making urban markets and livelihood services more accessible, through improving the transport system and road infrastructure in rural areas. This will not only improve access to urban markets and services but will also decrease rural-urban migration. More specifically Mangaung intends to;

- engaging with the Free State Department of Public Works, Roads Transport to perform the Extended Public Works Programme in upgrading and maintaining the roads in rural areas;
- ensuring that that all service plans (capital & maintenance) include rural areas; and
- Facilitating the provision of government services to rural areas and residents.

5.7.3.2 Social service Nodes

Social service nodes should be established at strategic locations in the rural areas of Thaba Nchu, based on the number of people in the area and the availability of infrastructure, to ensure that people have access to much needed public services and amenities.

5.7.3.3 Agri-Park

The Metro is excited about accelerating and piloting an Agri-Park in Thaba Nchu during the next five years. The Agri-Park is intended to function as a combination of a working farm and a municipal park that will be located at the urban edge. This Concept involves the broader agricultural value chain in a typical rural setting, whereby complete processed products are sold to the immediate or nearby markets. The park will serve as a transition or buffer zone between the urban and agricultural land uses and will be used to kick-start the economy of the rural node.

5.7.3.4 Agri-Villages

Three rural areas in Thaba Nchu have been identified at Sediba, Feloana and Woodbridge 1 and 2, as priority areas for the development of Agri-Villages. These areas have natural dams within close proximity, and it is intended to developing irrigational schemes for these areas to establish and enhance agricultural products including maize, olives and pecan nuts. Other projects envisaged in these areas include feed-lots, community gardens, zero grazing methods, piggery and chicken rearing.

The Agri-Village initiative will play an important role in the overall rural development programme through encouraging subsistence farmers to move towards becoming commercial farmers.

5.7.3.5 Commonage farming

Another strategy of the Municipality is to identify and demarcate land suitable for peri-urban farming and developing well managed commonages to serve as temporary settlements for small-scale farmers. Three commonages have already been identified in the Bloemfontein area, namely at Bloemfontein Airport, Brandkop 702 and Bloemindustria. It is intended to identify similar areas in Botshabelo and Thaba-Nchu, pending the purchase of additional land. It is, however, essential that policy be developed for the effective management of commonages.

5.7.3.6 Conservation of farmland

Firstly, it is recognised that all land used for intensive cultivation or grazing should be protected from urban development and that the future expansion of the urban area be guided by in-depth analyses that takes into account soil potential, carrying capacity, type of agriculture, availability of water, etc. Smaller subdivision of agricultural land and change of land use will thus be considered on an individual basis and in context of The Subdivision of Agricultural Land Act, Act 70 of 1970.

In addition to this, the Municipality will develop a Tourism Node at Rustfontein Dam, and also contain and maintain existing game reserves to support rural development.

5.7.3.7 Proactive Management for change

Finally, the municipality will adopt and implement an extensive integrated and sustainable rural development strategy to capitalise on potential synergies among the various government programmes to promote and support more rapid and equitable rural development.

Part

6

PART 6: PROJECT IMPLEMENTATION AND BUDGETING**6.1 APPROACH**

In line with the development strategies discussed under the previous section, The Municipality currently follows four distinct Approaches, namely;

- Informal Settlement Upgrading;
- Revitalizing Inner City urban communities; and
- Facilitating Mega Projects of scale; and
- Improving Public Transport Networks

Refer to Project Portfolio attached as **Appendix E**.

6.2 INFORMAL SETTLEMENT UPGRADING

In accordance with the informal settlements upgrading programme of Mangaung, the Municipality has identified seventeen (17) settlements comprising 14 653 households for priority upgrading, as set out in the table below.

Table 6.1: Prioritized In-situ upgrading projects

DETAIL OF EXPENDITURE	BUDGET 2022/2023	BUDGET 2023/2024	BUDGET 2024/2025
GRASSLAND PH4 - MAIN ROADS AND STORMWATER	10,000,000	-	-
GRASSLAND PH4 - INSTAL W&S RETIC (1000U)	5,000,000	-	-
MARIKANA - INSTALL RETIC (80 U)	500,000	-	-
MKHONTO ERF 32109 - INS RETIC (111 U)	5,000,000	-	-
SONDERWAT PH 2 80/INST WATER INT SEW RET	8,000,000	-	-
SOUTPAN - INSTALL RETIC (22 U)	12,500,000	-	-
TAMBO SQUARE - INSTAL WATER AND SEWER	5,000,000	-	-

THABO MBEKI SQUARE (48 HOUSEHOLDS) - INT	1,000,000	-	-
MADITLHABELA - INSTAL WATER AND SEWER (938 U)	200,000	3,000,000	-
MATLHARANTLHENG WATER AND SEWER _ INSTAL WATER AND SEWER (3108 U)	500,000	15,000,000	33,000,000
RATAU HLAMBAZA INSTALLATION OF WATER (114)	1,800,000	4,674,000	-
SEROALO EXT 26 - INSTALLATION OF WATER (111)	1,600,000	3,773,954	-
BLOEMSIDE 7 - INST W & S RETIC (500 U)	7,105,000	25,000,000	24,500,000
BLOEMSIDE 9 -INSTA W&S RETIC	25,000,000	42,000,000	-
BLOEMSIDE 9 ROADS AND STORMWATER	-	-	32,500,000
BLOEMSIDE 10-INSTA W&S RETIC	5,000,000	25,000,000	35,500,000
BOTSH SEC R - INSTALL WATER (1 000 U)	33,000,000	1,000,000	-
BOTSHAB WEST - INSTAL W & S (2 500 U)	1,500,000	-	-
BOTSHAB WEST - INSTAL MAIN ROADS AND STORMWATER	11,000,000	-	-
CALEB MOTSHABI/KGOTSONG MAIN ROADS AND STORMWATER	8,000,000	5,000,000	-
THABA NCHU Ext.27 and RATAU Ext. 40 INSTAL OF WATER RETIC (320 U)	27,000,000	8,000,000	-
THABA NCHU Ext.27 Roads and Stormwater	-	-	25,000,000
ACQUISITION OF LAND FOR INFORMAL SETTLEMENTS RELCOATIONS	10,000,000	20,000,000	20,000,000
BOTSHB SEC D - INSTALL SEWER RETIC (100U)	20,000,000	30,000,000	-
BOTSHB SEC M - INSTALL SEWER RETIC (100U)	18,071,150	31,900,000	-
CHRIS HANI 28747 - INSTALL RETIC (50 U)	5,210,000	-	-
F/DOM SQ 37321 (ZUMA- INSTAL RET (117 U)	7,000,000	-	-
SALIVA 35180 & 8323 - INSTAL RETIC (124 U)	7,450,000	-	-
KLIPFONTEIN Water and Sanitation	500,000	27,995,046	29,298,450
KLIPFONTEIN Roads and Stormwater	-	-	40,000,000
ALTERNATIVE SANITATION	24,500,000	30,000,000	40,000,000
INFORMAL SETTLEMENTS ELECTRIFICATION	1,000,000	5,000,000	10,000,000
BOTSHB SEC T -INSTALL RETIC	3,200,000	-	-
TOTAL	265,636,150	277,343,000	289,798,450

PART 7: INSTITUTIONAL ARRANGEMENTS

7.1 ORGANISATIONAL STRUCTURE

The municipal administration is divided into several departments (Directorates) and sub-departments, all of which deliver specific services. Some Directorates focus on direct service delivery, whilst others are more concerned with internal affairs and administration.

The organisational structure comprises ten Directorates, as well as an executive support which are vested in two Deputy Executive Directors in the Office of the City Manager, namely:

- Strategic Planning and Operations; and
- Performance Monitoring and Evaluation.

The Organizational Structure of the Municipality is depicted in the Diagram below.

7.1.1 Human Settlements Directorate

The Human Settlements Directorate is committed to providing effective service delivery in relation to sustainable Human Settlements and is responsible for the following functions;

- Social Housing and Rental
- BNG Project Management
- Informal settlements and beneficiary management
- Land development and property management
- Implementation Support

The Social Housing & Rental Sub-Directorate is furthermore responsible for:

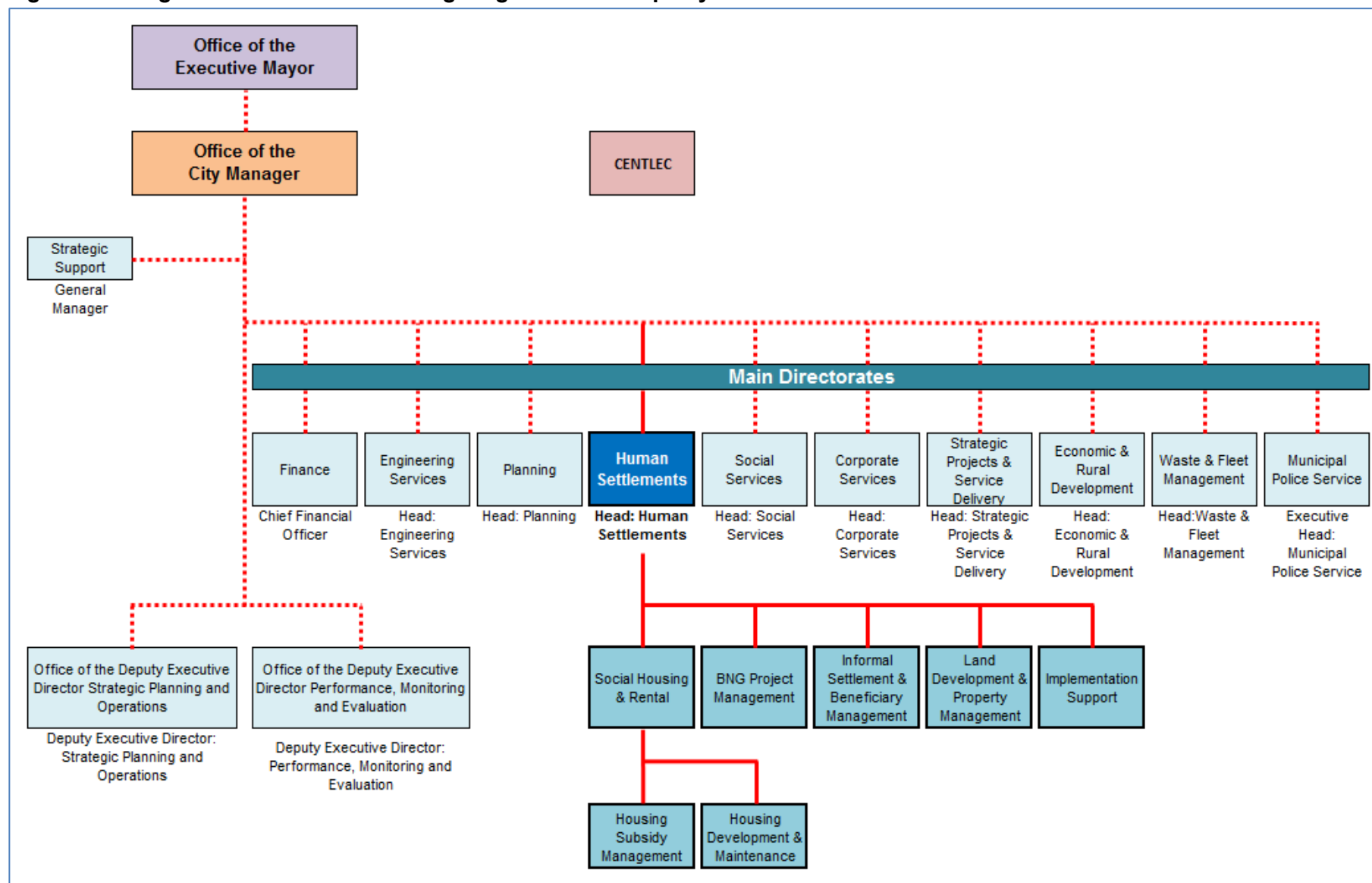
- **Housing Subsidy Management:** The management of both housing subsidy and site waiting lists and the implementation of housing programmes as per the Accreditation Business Plan and Memorandum of Understanding.

- **Housing Development and Maintenance:** The management of rental housing, informal settlement upgrading and development and the maintenance of the Mangaung Metro Municipality's rental stock.

7.1.2 Linkages with Internal Sector Departments

Linkages with Internal Sector Departments take place through budgetary alignment processes each year during revision of the IDP/SDF, BEPP and other policy directives. Other Sector Departments that are actively involved in facilitating Human Settlements include Planning, Engineering Services, Social Services, Centlec, Strategic Projects and Service Delivery, as well as Economic and Rural Development.

Figure 7.1: Organizational Structure Mangaung Metro Municipality



7.1.3 Linkages with National and Provincial Departments

The Metro is in constant engagement with National Department of Human Settlements, Social Housing Regulatory Authority, the Housing Development Agency (HDA), and all other stakeholders.

The Metro has established the PSC at the different levels and signed the Service Level Agreement and Implementation protocol for the successful implementation of the Catalytic Programme and delivery of the Vista Park 2 and Vista Park 3 projects and other programmes including the upgrading of informal settlements.

7.2 PERFORMANCE MONITORING AND EVALUATION

It is essential that policies and programmes are monitored and reviewed on a regular basis to ensure that they have the desired effect or impact and to report information on best practice. Currently, performance measurement is target driven based on the number of households assisted through the delivery of top structures and serviced sites delivered annually. The absence of a relationship between what is measured and the envisaged outcomes remains a setback that must be addressed (NDHS, n.d.). Therefore, there is a need to change what is measured and a shift towards a more outcomes-based approach should be adopted. A set of standards and criteria shall be developed by the National Department of Human Settlements for measuring levels of achievement or inform improvement strategies.

The main goal is to ensure that performance reporting, monitoring and evaluation focus on determining progress towards the achievement of sustainable human settlements and improved quality of household life. Monitoring and evaluation are two distinct but related sets of organisational activities. What monitoring and evaluation have in common is that they are geared towards learning from policy, programme, or project by focusing on efficiency, effectiveness and impact. Monitoring is the systematic collection and analysis of information as a policy, or programme, or project progresses. If done properly, it is an invaluable tool for management, and it provides a useful base for evaluation.

PART 8: CONCLUSION

Communities living in Mangaung are not yet fully integrated into the city's fabric, including aspects such as social acceptance, economic participation or any other opportunities alike. Many communities, especially poor communities continue to reside far from places of work, shopping and entertainment. Many informal settlements continue to mushroom, once again very far from essential services. Moreover, township communities continue to be characterised by poor levels of services, especially infrastructure services such as roads, storm-water and sanitation. For these reasons, the Mangaung Metropolitan Municipality has placed a high priority on addressing the disintegration of responsible development planning and ensuring a sustainable and habitable built environment.

The Municipal Integrated Development Plan (IDP) forms the very starting point in addressing the complex development challenges associated with municipal planning. The IDP, together with the Spatial Development Framework (SDF), acts as a high-level strategic framework that do not only inform the overall spatial development of the City, but also facilitates the urban restructuring and integration with the view to creating sustainable human settlements. Mangaung's approach to achieving this objective is contained in its Integrated Human Settlements Plan (IHSP), which is an inclusive strategic plan focusing in two primary agendas namely;

- Spatial Transformation and Integration; and
- Social and Economic Restructuring.

In this plan, the city has changed its approach from the provision of housing only, to focusing on the dynamic relationships between the different parts of the habitable space, as well as the elements and form of the built environment. To facilitate this overall strategic approach, the Metro has adopted several implementation strategies which aim to bring about more integrated development, as well as social and economic restructuring.

Firstly, the acute problem of housing backlog remains one of the main challenges to creating a sustainable environment. The city will contribute towards building safer communities by implementing a fierce Informal Settlement Upgrading Strategy (ISUS), coupled with an aggressive Land Release Development Strategy (LRDS). These efforts

will ensure the transformation of marginalized and exposed households into viable communities. At the same time the Municipality intends eradicating the housing backlog through large scale **mega developments** making provision for a variety of **mixed housing typologies** subsidized housing, social housing and accommodating the “gap market”.

Furthermore, the Municipality has adopted an Urban Network Strategy, supported by an Integrated Public Transport Network Strategy identify certain network elements and integration zones targeting urban regeneration and ultimately social and economic restructuring.

Finally, the IHSP emphasizes the importance of infrastructure support through enabling bulk engineering services, as well as social facilities as integral parts in facilitating integrated and sustainable Human Settlements.

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Part

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