

GLOSSARY

BNG	Breaking New Ground
CBD	Central Business District
CPF	Community Policing Forum
COGTA	Department of Co-operative Government and Traditional Affairs
DRD&LR	Department of Rural Development and Land Reform
EDS	Economic Development Strategy
EAP	Economic Active Population
FET	Further Education and Training
FSDGS	Free State Growth and Development Strategy
GDP	Gross Domestic Product
GIS	Geographic Information System
HDA	Housing Development Agency
ISUS	Informal Settlements Upgrading Strategy
ITP	Integrated Transport Plan
IRDP	Integrated Residential Development Programme
IHSP	Integrated Human Settlement Plan
LED	Local Economic Development
MLM	Mangaung Local Municipality
MMM	Mangaung Metro Municipality
MTREF	Medium Term Revenue Expenditure Framework
NDHS	National Department of Human Settlements
NUSP	National Upgrading Support Programme
RDP	Reconstruction and Development Programme
SMS	Stormwater Management System
SMMEs	Small Medium and Micro Enterprises
USDG	Urban Settlement Development Grant
UISP	Upgrading Informal Settlement Programme

EXECUTIVE SUMMARY

Given the scale of the informal settlement challenge, its complexity and the limited human and financial resources available, the strategy seeks to be practical and achievable. The Mangaung Metro Municipality Informal Settlement Upgrading Strategy (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 advocate 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.

More importantly, the Mangaung Metro ISUS does not address human settlements issues and challenges in isolation from other Metros' plans and policies but the strategy is 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. The ISUS presents an unique opportunity for the Metro strategically to narrow down to upgrading of informal settlements within the broader human settlement context. The strategy document consists of the following six parts which seek to upgrade all Mangaung Metro informal settlements with the long term aim of achieving sustainable human settlement:

- **Part 1: introduction:** Outlines the need for strategy and objectives as well as the methodology, policy context and definition of informal settlements.
- **Part 2: municipal context/situational analysis:** Mainly rely on desktop analysis, existing data sets and information sourced from various units of Metro, this part evaluates the demand as well as key issues and challenges in Mangaung Metro.
- **Part 3: informal settlements response plan:** This section provides description of main responses or programmes for infrastructure, tenure and community empowerment. Also the detail settlement responses plan to promote integration and sustainability.
- **Part 4: medium term expenditure framework:** This outline list of projects with estimated cost based on specific activities on a medium term expenditure framework.
- **Part 5: monitoring and evaluation framework:** This consists of a logical framework which defines the overall goal of the strategy as well as its objectives, key outcomes and main activities. It provides indicators with means of verification and assumptions. It also defines key roles and responsibilities such as those of the Mangaung Metro and Free State Department of Human Settlements.
- **Part 6: settlement profiles:** This consists of each settlement profile attributes for the 28 informal settlements of Mangaung Metro.

It is broadly recognized that responses to the challenge of informal settlement in Mangaung Metro Municipality (and more generally in Free State Province) need to be multi-pronged, broad based and inclusive of the urban poor. Such responses need to promote more integrated and sustainable human settlements, promote an efficient urban form and optimize scarce land. Whilst the exact scale of informal settlements in Mangaung Metro Municipality cannot at this time be accurately quantified, there are estimated to be approximately 27 735 households residing in informal settlements located within the 28 informal settlements in Mangaung Metro. These figures represent a slight decrease relative to the Stats SA – Community Survey 2007 which put the backlog at 30 604 households. The scale of 28 informal settlements rapidly assessed in Mangaung Metro, coupled with occupation of public open spaces, undevelopable areas,

developable areas without basic services and challenge of access to bulk services in areas of Thaba-Nchu and Botshabelo.

All the 28 informal settlements have access to shared water taps or stand water tap. Most of the informal settlements are using self-dug pit toilets but there are few households that use the VIP or bucket system. Informal settlements in Thaba-Nchu and Botshabelo West Ext 1 are facing challenge of bulk infrastructure and needs to be prioritised since people are already residing on these areas. All of the informal settlements in Mangaung Metro are situated within or closer to the existing townships which makes it easy access to the existing services pending capacity verification. The positioning of some of the informal settlements may influence urban sprawling since they are located at the urban outskirts, eg. Bloemside phase 7, Caleb Motshabi & Kgotsong.

The 28 informal settlement sites varies in terms of sizes from 15 households to 10 000 households. Different situations led to the establishment of these settlements which amongst other includes, coming closer to opportunities, new developments, population growth or family expansion, etc. Most of these settlements are on the Municipal land and Thaba-Nchu has settlements situated on Department of Rural Development and Land Reform (DRD&LR) land. Integration of services and facilities between the existing and planned settlements is critical for sustainable human settlement in Mangaung Metro. Involvement of all stakeholders or sector alignment is very critical in upgrading of these informal settlements.

The strategy therefore recognizes that a range of different developmental responses are necessary and the Metro needs to be flexible to address the specific challenges which vary from one settlement to another. The multi-pronged strategy document promotes the following main **developmental actions and responses** in respect of addressing the basic infrastructure and housing needs of informal settlements:

- **Rapid up-front preliminary assessments and categorisation** of all informal settlements in order to obtain an adequate profile and to enable the determination of the appropriate developmental response(s).
- **Full upgrading** (16 settlements) delivery of full services, top-structures and tenure including township establishment are currently appropriate, affordable and viable.
- **Interim basic services** (04 settlements) for settlements viable and appropriate for long term upgrading but where implementation not ready or cannot be expedited in the next year or two.
- **Emergency basic services** (00 settlements) for settlements where long term upgrading is not viable or appropriate but relocation is not urgent or possible.
- **Relocations** (08 settlements) as a last resort for settlements where long term upgrading is not viable or appropriate.

The strategy recognizes that, whilst many of the necessary policy and grant instruments are already in place, there are instances where this is not the case (e.g. for emergency basic services). It also recognizes that, in the case of infrastructure provision, the required grant funding may be provided or co-funded by other sources such as the Urban Settlement Development Grant, Upgrading of Informal Settlements Programme, Emergency Housing Grant, etc. About R 312 882 161.89 estimated is required to address all 28 in-situ upgrading and relocation settlement without Road and Storm Water while R543 242 858.93 required with inclusion of Road and Storm Water. Whilst the ISUS is formulated and led by the Mangaung Metro, it has implications that go beyond housing and the associated basic infrastructure (e.g. in terms of integrated settlement planning, public transport and the provision of key social services such as education and health care). The strategy will thus help to lay the platform for investment through sector alignment of other government departments/sectors or by Municipalities.

Settlements earmarked for relocation due to inappropriate location also needs immediate attention in order to avoid further land invasion and people residing without proper services. The key activity for 8 settlements earmarked for relocation is the enumerations and resettlement plan. This is necessary in order to obtain more comprehensive settlement information and to thereby enable effective decisions on relocation. The following settlements are earmarked for accommodating about 599 households through densification: Mkhondo, Kgatelopele, Jacob Zuma, Bloemside Phase 4 & Sonderwater. The process of socio-economic survey or enumeration is critical for all of these settlements in order to provide sustainable developmental response. All of the earmarked settlements for relocation do not have electricity and sites are informally allocated.

In term of the in-situ upgrading, the Metro already initiated development plans and implementation thereof in most of these areas but township establishment processes are not been completed on some of the 20 informal settlements. Majority of these areas has rudimentary services provided by Metro and eventual full upgrading is required. In some of these in-situ upgrading settlements, beneficiaries have been formally allocated sites and these sites already have installed electricity while in other areas installation is still in progress

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PART 1: INTRODUCTION

1 Need for the Strategy

The majority of municipalities in the Free State are facing the challenges of informal settlements. The influx to the settlements is due to unemployment and poverty in rural areas and perceived job opportunities in urban areas and the low living expenses of an informal settlement. The immigrants prefer living in informal settlements where they can live very cheaply and still receive the minimum of services - and so informal settlements mushroom. This influx inevitably puts pressure on the municipalities to provide formal housing and services to a greater number of people. The municipalities then take over the responsibility of developing a strategy to deal with the upgrading of informal settlements within a certain period of time.

According to the government's commitment and the vision to eradicate informal settlements by 2014, there is a need for the development of a strategy that clearly indicates the extent of the problem. This problem must be outlined in the IDP, which is an instrument that all municipalities use for strategic management and proper allocation of resources in the implementation of programmes and projects on a priority basis, and which ultimately ensures empowerment of and benefit by the communities.

Therefore, there is a need to develop a strategy that clearly defines the extent of the informal settlement upgrading challenges facing the Metro, particularly in terms of the current condition of the settlement, the services available and their condition, the settlement patterns, and number of households. This information helps to propose a preliminary response for each settlement based on the assessment, be it interim services, a full upgrade, or relocation. The information further assists in the development of a strategy that ensures integrated resource planning and distribution within the Metro.

Informal settlements are mushrooming on a daily basis and are also taking different forms depending on a particular environment or area. The increases of these settlements pose a number of challenges, such as:

- Deviation from the Municipality Spatial Development Framework which encourages fragmented spatial planning instead of integration as per the requirement of the New Comprehensive Plan for the Development of Sustainable Human Settlements (Breaking New Ground Strategy) of 2004
- Invasion of portions of land those are not developable, which creates complications for future development and creation of sustainable human settlements
- Creation of a community without basic services and other social amenities which puts community under health and safety threats

As a result, there is a need for a strategy in order to deal with informal settlement upgrading in a strategic and coordinated way. It is also necessary to have a strategy that will assist the Metro to focus resources towards speedy upgrading of these areas in response to the Outcome 8 targets of eradicating 26,400 informal households in Free State Province by 2014.

2 Objectives of the Strategy

The Mangaung Metro Municipality Informal Settlement Upgrading Strategy is primarily a strategic management tool to assist the Metro in making sure that all activities in informal settlement upgrading are working towards the same goal, thereby assessing and adjusting the Metro's development trajectory in response to a dynamic environment.

Objectives:

- Alignment with National and Provincial human settlements strategies, planning directives and policies
- Sustainable and spatial integrated human settlement delivery
- Consolidating, confirming and installing a shared housing delivery vision between Mangaung Metro and all spheres of government, role players and stakeholders by outlining and emphasising targeted informal settlement upgrading within the Municipality
- Alignment and integration with the Metro's other human settlement strategic documents, such as Integrated Human Settlement Plan, Spatial Development Framework, Metro Growth and Development 2040, etc)
- Align budgets and capacities to the objectives of the Metro

Interventions:

- Establish a common understanding of the informal settlement upgrading challenges and constraints
- Explore and recommend tools to monitor and evaluate informal settlement upgrading delivery on a Metro scale
- Outline deliverables and targets for the medium term period

Integration and Sustainable Implementation:

- Integration with Mangaung Metro Municipality (MMM) Integrated Development Plan (IDP), Spatial Development Plan (SDF), Integrated Human Settlement Plan (IHSP), local planning policies and guidelines
- Integration of the housing delivery action/implementation plan with National and Provincial Departments and Metro initiatives
- Ensure proper developmental response for informal settlements

The overall objective of the strategy is to provide effective linkages between the MMM SDF and the location of housing projects. This will include a range of social, economic, environmental and infrastructural investments. The strategy will ensure that there is a housing focus in both the IDP and the budgeting processes with adequate information about informal settlement upgrading, including options, priorities, parameters as well as strategic and operational requirements. It will also ensure that the contents and process requirements of planning for housing are adequately catered for in the IDP process. And finally, the strategy will ensure that there is an indicative subsidy budgeting and cash-flow planning at both the municipal and provincial spheres of government.

Given this background, the MMM undertook a process to develop the Informal Settlement Upgrading Strategy (ISUS). The main aim of the ISUS is to provide a strategic direction for future human settlements developments within the MMM. The strategy will be about more than just compliance and will also form the basis of the Human Settlement Development Programme of the MMM. The ISUS will provide a strategic context in relation to the housing needs of the Mangaung citizens. This will be in line with the national and provincial legislation and will explore all the national housing programmes. The strategy will also ensure that government meets its constitutional mandate to ensure that all South Africans have access to adequate housing.

3 Methodology

The methodology consists of a comprehensive situation analysis dealing with the current informal settlements situation within the context of the MMM. The following table indicates the methodology followed in developing the informal settlements upgrading strategy:

Identification and sourcing of the required base information	
Collection of baseline information for situational analysis	The available desktop information, such as Mangaung Metro IHSP, IDPs, national and provincial plans, Census data, relevant informal settlement policies and strategies were sourced as the base information. Also additional sourced information, such as GIS data, as well as a range of base research related to the upgrading of informal settlements.
Information gap analysis	The visits to sites and interviews with the local leaders were conducted to gather additional information on the settlements. Key gaps in the available information were then identified and sourced from the Mangaung Metro informal settlements upgrading task team.
Situational and spatial analysis of informal settlements	
Situation and analysis of existing informal settlements in Mangaung Metro	Information collected was then analysed in order to provide the basis for the informal settlements strategy. This included an existing informal assessment of the primary challenges facing the MMM in this programme and strategies to overcome these challenges.
Development of an informal settlement project classification guideline for different project categories and prioritisation	A practical guideline was developed to assist the Metro with the assessment and classification of existing informal settlements in the municipal area. The guideline will also assist the Metro to identify and classify informal settlements for future projects.
Spatial GIS map of informal settlements	The locality maps were developed using a combination of information provided by the Metro as well as GIS base data (eg transport routes, social amenities, land information etc) These maps included base Geographic Information System (GIS) information relating to the availability of social amenities, land identification and slope analysis, to assist both the strategy and the housing official in the classification of individual project sites.
Developmental responses	
Develop practical methodology for assessing, preparing and implementing informal settlement projects	During the final phase of the strategy and based on the information collected and analysed, a practical methodology for implementing informal settlements projects were developed to assist Metro officials to support the implementation of the strategy. This included sections on the profiling of existing informal settlements and for identifying land for development, as well as listing and quantifying prioritised projects related to these settlements.
Develop sector alignment guidelines	A practical guideline developed to assist the Metro to improve alignment between housing and other required sector departments.
Monitoring and evaluation mechanism and framework	
Develop M&E framework, including monitoring mechanism	A comprehensive M&E framework for measurement Mangaung Metro progress developed. This framework will provide the Metro with a mechanism for reporting and monitoring progress related to the implementation of the strategy.

4 Assumptions and Limitations

The assumptions of this strategy will include the followings:

- Informal settlement households assessed within the Mangaung Metro area includes foreign nationals
- Majority of people who stay within the informal settlements are low income.
- Informal settlements are fuelled by people who cannot afford to buy land for occupation
- Outcome 8 is the current primary strategic mandate of MMM
- The strategy will receive the necessary support for its implementation from the Metro and other key stakeholders (including other key sector departments)

- A phase of project preparation will commence immediately after the finalisation of this strategy in order to obtain better information and to develop viable and appropriate developmental plans for specific settlements
- The budget to implement the strategy will be implemented incrementally, and will also be from other sector departments (eg Health and Education)

The limitations of this strategy includes:

- Socio-economic survey has not been conducted prior to the assessment of some informal settlements
- Detail feasibility studies have not been conducted in some of the informal settlements
- Lack of involvement by various government or municipal sectors during the assessment of the informal settlements
- Limited availability of information on infrastructure/services
- The number of households in informal settlements and informal settlements may be increasing

5 Policy Contexts

The Constitution of the Republic of South Africa (Act 108 of 1996)

The Constitution of South Africa has given new municipalities, ie established after December 2000, a number of developmental responsibilities. The Bill of Rights contained in the Constitution of the Republic of South Africa entrenches certain basic rights for all citizens of South Africa, including: 'The right of access to adequate housing' (Section 26). The Constitution broadly defines the role for each sphere of government as follows:

- National government must establish and facilitate a sustainable housing development process for the entire country
- Provincial government must do everything in its power to create and promote an enabling environment for this process
- Municipalities must pursue the delivery of housing (within the framework of national and provincial housing legislation and policy)

The Housing Act, 107 of 1997

The Housing Act supports the aims and goals of the Constitution. It sets out the general principles of housing development that the three spheres of government must adhere to, encourage and promote. The Act gives the City the primary development responsibility and advises on how to achieve sustainability, integration, consultation, good governance, empowerment, equity and the optimal use of resources. Section 9(1)(f) of the Act obliges the City ('as part of the municipalities') to undertake integrated development planning, take all reasonable and necessary steps within the framework of national and provincial housing legislation and policy to initiate, plan, coordinate, facilitate, promote and enable appropriate housing development in its area of jurisdiction.'

Part IV of the Act specifically requires municipalities to compile housing strategies and targets as part of their IDPs. To this end, the Act informs the compilation of the Human Settlements Plans.

In line with section 156 of the Constitution of South Africa, section 10 of the Housing Act 107 of 1997 also states that any municipality can be accredited to administer the National Housing Programmes if these functions can be delivered effectively within the particular municipality. The accreditation, and ultimately assignment, of municipalities to administer national housing programmes on behalf of provinces seeks to achieve two inter-linked objectives:

- Coordinated development (horizontal integration)
- Accelerated delivery (vertical integration)

The National Housing Code, 2009

The National Housing Code sets the underlying policy principles, guidelines, norms and standards which apply to government's housing assistance programmes introduced since 1994. The City's human settlements strategies are guided by a policy framework that is contained in the National Housing Code. The Code is the government's overall vision for human settlements in South Africa and provides guidelines on how to achieve sustainable human settlements.

The Comprehensive Plan for the Development of Sustainable Human Settlements 'Breaking New Ground'

The BNG specifies the role that South Africa's municipalities must play in the creation of sustainable human settlements. The City's ISUS is developed within the context of this plan. In the main, the plan envisages that the supply of state-assisted housing should respond to the demand for different housing typologies. Further, the plan provides that the City must ensure that new developments facilitate spatial restructuring in accordance with its Spatial Development Framework and that efforts are made to effect densification, integration and the development of social and economic infrastructure.

Free State Growth and Development Strategy (FSGDS)

The Free State Provincial Government has developed a seven-year development strategy - the Free State Provincial Growth and Development Strategy (PGDS) (2005-2014). The PGDS is the fundamental policy framework for the Free State Provincial Government. It is the embodiment of the broad strategic policy goals and objectives of the province in line with national policy objectives. The strategy addresses the key and most fundamental issues of development, spanning the social, economic and political environment. It constantly takes into account annual provincial priorities and sets broad targets in terms of provincial economic growth and development, service delivery and public service transformation. The strategy has identified four priority areas of intervention by the province, namely:

- Economic Development and Employment Creation
- Social and Human Development
- Justice and Crime Prevention
- Efficient Administration and Good Governance

The expressed "overarching goal of the PGDS is to align the provincial policies with the national policies and to guide development in terms of effective and efficient management and governance to achieve growth and development." Equally, Mangaung Metro should strive hard to align its five-year development plans with those of the provincial government of Free State.

National Development Plan

The South African Government, through the Ministry of Planning, has published a *National Development Plan*. The Plan aims to eliminate poverty and reduce inequality by 2030. The Plan has the target of developing people's capabilities to improve their lives through education and skills development, health care, better access to public transport, jobs, social protection, rising income, housing and basic services, and safety. It proposes the following strategies to address the above goals:

- Creating jobs and improving livelihoods
- Expanding infrastructure
- Transition to a low-carbon economy
- Transforming urban and rural spaces

- Improving education and training
- Providing quality health care
- Fighting corruption and enhancing accountability
- Transforming society and uniting the nation

At the core of the National Development Plan is to eliminate poverty, reduce inequality, promote gender equity and address the pressing needs of youth. It is prudent for Mangaung Metro to take these issues into account when planning for development over the next five years.

The Outcome 8

The Upgrading of Informal Settlements Programme includes projects that are components of Output 1 of Outcome 8 of the National Delivery Agreement. Outcome 8 is directed towards the achievement of sustainable human settlements and improved quality of household life, and its Output 1 is to improve the standard of services and security of tenure to 400,000 households in well-located informal settlements by March 2014. The following key principles are central to Outcome 8:

- Prioritisation of well-located land
- Negotiated and appropriate basic levels of service
- Community participation
- Densification (achieving higher settlement densities)
- Improved spatial efficiency

National Upgrading Support Programme (NUSP):

The National Upgrading Support Programme (NUSP) aims to assist municipalities and provincial departments in achieving their Delivery Agreement targets, while at the same time promoting incremental upgrading, participatory planning and livelihoods-based approaches to the upgrading of informal settlements. The NUSP is an important initiative which works closely with government at all levels in achieving Output 1 of Outcome 8.

Further to the municipal support detailed above, NUSP aims to provide resource kits to guide practitioners in the incremental upgrading process and to provide a training programme to build capacity among officials, professionals and community members, enabling a collaborative effort in project design and implementation.

Upgrading of Informal Settlements Programme (UISP):

This programme emphasises in-situ upgrading over relocations and emphasises an incremental, infrastructure-led approach.

“The key objective of this programme is to facilitate the structured in-situ upgrading of informal settlements as opposed to relocation to achieve the following complex and interrelated policy objectives:

- **Tenure Security:** to enhance the concept of citizenship, incorporating both rights and obligations, by recognising and formalising the tenure rights of residents within informal settlements;
- **Health and Security:** to promote the development of healthy and secure living environments by facilitating the provision of affordable and sustainable basic municipal engineering infrastructure to the residents of informal settlements. This must allow for scaling up in the future; and
- **Empowerment:** to address social and economic exclusion by focusing on community empowerment and the promotion of social and economic integration, building social capital through participative processes and addressing the broader social needs of communities.”

Mangaung Metro Growth and Development Strategy 2040 (GDS)

The Mangaung Metro perceives the development of the long-term strategy as a pivotal and strategic intervention that will shape the City's future growth and development. Importantly, Mangaung GDS 2040 presents a unique opportunity for the Metro to align its developmental agenda as articulated in its Integrated Development Plan and embed these within the realm of the obtaining realities while building a solid foundation for the City.

The aim of the document is to enable the Mangaung Metro, together with its stakeholders to tease out creative and innovative ideas of transforming the Metro into a more responsive and inclusive City that is capable of rising to the challenge of dealing with manifold competing developmental needs. Mangaung GDS 2040 is an aspirational long-term growth and development framework that is a clarion call to all citizens of City to work together towards the attainment of the set long-term vision and mission statements of the Municipality.

The Municipal Systems Act 32 of 2000

Chapter 5 of the MSA requires all municipalities to compile **Integrated Development Plans (IDPs)** that will guide all their planning, budgeting and management decisions. Apart from the legislative requirement to compile IDPs municipalities are also expected to compile Sector Plans such as the Human Settlements Plan, Infrastructure Plan, and all must be in line with the Spatial Development Framework of the municipality which should form part of the IDPs.

The Municipal Integrated Development Planning is the mainstream process by which South African municipalities plan their activities and allocate resources to their development priorities and strategies. The municipal IDP delineates how its budget will be spent over a specific financial year, on what and where. It is a collaborative and consultative plan, formed after a thorough process of public participation. It identifies strategic focus areas on which to concentrate its activities over the next five years, with the creation of integrated human settlements being one of these.

Prevention of Illegal Eviction from and Unlawful Occupation of Land Act 1998 (Amended In 2005 And 2008) (PIE) is a critical piece of legislation in South Africa giving effect to Section 26 (3) of the Constitution of the Republic of South Africa, 1996, which states that: "No-one may be evicted from their home, or have their home demolished without an order of court made after considering all the relevant circumstances. No legislation may permit arbitrary evictions".

The Millennium Development Goals of the United Nations to which South Africa is party are an important factor in South Africa's policies and developmental programmes. The goal to significantly improve the lives of at least 100 million slum dwellers globally by 2010 is of particular relevance and is referred to in such documents as the UISP in the Housing Code and Outcome 8.

6 Definition of Informal Settlements

The key emphasis is to formalise informal settlements, upgrade services and install necessary social infrastructure to make these areas viable and suitable. Of vital importance is community empowerment through livelihood programmes and giving beneficiaries security of tenure.

However, informal settlement settings and characteristics differ from place to place. As a result, many people define it differently. Below are different definitions of informal settlements:

- UN Habitat Programme (1996) defines informal settlements as: i) residential areas where a group of housing units has been constructed on land to which the occupants have no legal claim, or which they occupy illegally; ii) unplanned settlements and areas where housing is not in compliance with current planning and building regulations (unauthorised housing). Unauthorised housing: excludes units where land titles, leases or occupancy permits have been granted (UN 1996).
- Census 2001 - An unplanned settlement on *land* which has not been surveyed or proclaimed as residential, consisting mainly of informal *dwellings* (shacks).
- Informal dwelling: A makeshift structure not erected according to approved architectural plans.
- StatsSA – an urban informal settlement is a type of settlement that is known as an informal settlement. It can also be thought of as semi-urban or peri-urban fringe (www.statssa.gov.za)
- An unplanned settlement on land which has not been surveyed or proclaimed as residential, consisting mainly of informal dwellings (shacks) (www.thehda.co.za)
- Informal dwelling: A makeshift structure not erected according to approved architectural plans (www.thehda.co.za)
- According to NUSP Resource Kit, an 'Informal Settlement' exists where housing has been created in an urban or peri-urban location without official approval. Informal settlements may contain a few dwellings or thousands of them and are generally characterised by inadequate infrastructure, poor access to basic services, unsuitable environments, uncontrolled and unhealthy population densities, inadequate dwellings, poor access to health and education facilities and lack of effective administration by the municipality. Informal settlements are not peculiar to South Africa – they are increasingly the norm in Africa and in many other developing countries where the need for urban housing for the poor cannot be matched with delivery of any kind of formal housing.
- *The 2009 National Housing Code's* Informal Settlement Upgrading Programme identifies informal settlements on the basis of the following characteristics:
 - Illegality and informality
 - Inappropriate locations
 - Restricted public and private sector investment
 - Poverty and vulnerability
 - Social stress

Mangaung Metro Municipality definition of informal settlements

Informal Settlements Upgrading Programme takes two forms, namely in-situ upgrading of informal settlements and relocation of informal settlements dwellers to safe habitable settlements. The key objective of this programme is to facilitate the structured in-situ upgrading of informal settlements as opposed to relocation to achieve the following complex and interrelated policy objectives:

- Tenure security
- Health and security
- Empowerment

The ultimate aim of this programme is to ensure that citizens have rights to tenure security, health and welfare, and community empowerment. According to Mangaung Metro Municipality Integrated Human Settlements Plan, 2012/2013 – 2016/2017 p. 49, the following is definition of informal settlements:

“Informal settlements refer to the areas that are not formally planned but nevertheless are occupied illegally by the dwellers”

7 How to make use of the strategy

This strategy is guided by the 'Guidelines for the Housing Chapters of Integrated Residential Plans' as presented in Part 2 of the National Housing Code 2009. In line with these guidelines, this plan will amongst others deal with:

- Introduction part which introduce the concept of informal settlements, policy context behind it, the need and objectives for the strategy, and the methodology used
- The municipal context which gives the situation analysis
- The description and details of informal settlement response plan
- Medium Term Expenditure Framework
- Monitoring and evaluation framework that relates to the effective implementation of the plan
- Settlement profiles with preliminary assessment profile and categorisation

The ISUS may be reviewed annually in line with the Integrated Human Settlement Plan (IHSP) and IDP process. The strategy will give a situational analysis of the Municipality particularly in relation to human settlements development and outline the plans with related resources that are in place to ensure the citizens of Mangaung have access to adequate housing. This means that the strategy must be seen as a living document that will be tracking achievements on a continuous basis and also outlining challenges and future plans of human settlements during the implementation processes of the plan.

This document is intended to be utilised by:

- The Mangaung Metro Municipality
- Other sector departments (eg education, health, social development)
- The Free State Department of Human Settlements
- And other relevant sectors of communities

PART 2: MUNICIPAL CONTEXT / SITUATIONAL ANALYSIS

This part of the report will analyse the Mangaung Metro Municipality context through a situation analysis. We look at the status quo of Mangaung Metro area and analyse this situation in order to arrive at the appropriate developmental response.

1 Provincial Context

The basis of the National Housing Strategy is from the Comprehensive Plan for the Development of Sustainable Human Settlements 'BNG'. The main objective of the BNG is to move away from the provision of shelter towards supporting the development sustainable human settlements which have all the social and economic amenities such as health, education, recreational facilities and where they are closer to work opportunities. The BNG identified the following interventions to support the development of sustainable human settlements:

- **Progressive Informal Settlements Eradication** by adopting a phased in-situ upgrading approach where possible in line with international best practise. The plan, therefore, supports the eradication of informal settlements through in-situ upgrading in desired locations and relocation where development would not be feasible or desirable.
- **Promote Densification and Integration** to ensure that the previously disadvantaged and poor are not integrated into the city and the benefits that it offers. This will ensure more integrated, functional and environmentally sustainable human settlements, towns and cities.
- **Enhance Spatial Planning** whereby sustainable human settlements must be undertaken within a broader spatial restructuring framework. This requires that greater coordination and alignment of various planning instruments and economic policies in order to contribute towards the development of sustainable human settlements.
- **Enhance the Location** of new housing projects to undo and restructure the apartheid spatial settlement patterns. In order to have access to well-located land, the BNG identified interventions including accessing well-located state-owned and para-statal land, acquisition of well-located land for housing development, funding for land acquisition and introducing fiscal incentives to support the development of well-located land for housing development.
- Supporting Urban Renewal and Inner City Regeneration to resuscitate declining urban areas. The municipalities are required to support urban renewal and inner-city regeneration by encouraging social (medium-density) housing.
- **Developing Social and Economic Infrastructure** to move away from housing-only approach towards the more holistic development of human settlements including the provision of social and economic infrastructure.
- **Enhancing the Housing Product** to ensure appropriate quality in both urban and rural environments through enhancing settlement design, housing design and the quality of the house.

Free State Provincial Growth and Development Strategy

The vision of the Free State is that "by 2030, the Free State shall have a resilient, thriving and competitive economy that is inclusive with immense prospects for human development anchored on the principles of unity, diversity, equality and prosperity for all".

The Growth and Development Strategy is based on five pillars namely:

1. Economic restructuring, growth and employment creation
2. Education, innovation and skills development
3. **Improved quality of life**
4. Sustainable rural development

5. Build social cohesion
6. Good governance

Pillar three **improved quality of life**, refers to the facilitation of sustainable human settlements, see table below:

Facilitate sustainable human settlements	Promote and support the development of integrated, inclusive, sustainable human settlements
	Accelerate and streamline township establishment processes and procedures to ensure sustainability
	Ensure that municipalities, councillors, officials, the community at large and private sector role players are capacitated to accelerate human settlement development
	Provide individual subsidies and housing opportunities to beneficiaries in accordance with housing programmes: credit-linked subsidies, enhanced people's housing process, individual subsidies, community residential units, social housing, farm worker residence, pre-1994 housing stock

Outcome 8 Delivery Agreement

Government has agreed on 12 OUTCOMES as a key focus of work until 2014. The Free State Province is expected to achieve the following: upgrade 26,400 households in well-located informal settlements with access to basic services and secure tenure by March 2014; develop 5,280 well-located and affordably priced rental accommodation; expand the NUPS for six municipalities and ensure the accreditation of MMM.

These outputs must find expression in the Mangaung's IHSP and local targets must be set to deliver national targets. The City's IHSP is therefore developed within the context of these legal and policy provisions. It is intended to be a well-resourced guide that will help the Municipality to achieve the objective of housing the homeless. Through the IHSP, the Municipality will be able to stimulate the local economy, create an environment for local job creation and address the needs of the aged, street kids, the disabled and HIV/AIDS affected. Furthermore, through consciously-planned human settlements projects in keeping with the human settlement development logic, the Municipality will correct the spatial disparities of the apartheid era and ensure integration of efforts between human settlements and other infrastructural services provided within the City.

Mangaung Metro Municipality context

Mangaung covers 6,863 km² and comprises three prominent urban centres, which are surrounded by extensive rural areas. It 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 with the Northern Cape in the west via Bloemfontein). Bloemfontein is the sixth largest city in South Africa and the capital of the Free State Province. The City is the Judicial Capital of South Africa and serves as the administrative headquarters for 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 (Mangaung IDP).

Botshabelo is located 55km to the east of Bloemfontein and represents the largest single township development in the Free State. Botshabelo was established in the early 1980s and was intended to provide much-needed labour in Bloemfontein without the inconvenience of having labour at the doorstep of the employer. 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.

The Mangaung Local Municipality (MLM) was established in 2000 with the amalgamation of four former transitional councils, but was recently (April 2011) elevated from a category 'B' municipality to a category 'A'

metropolitan municipality. This new status presents both challenges and opportunities to the MMM and it is against this background that the Municipality is excited to fulfil its constitutional mandate by focusing on effective and efficient municipal service delivery, growing the economy and empowering its community (Mangaung IDP).

At a National level, the mandate of government has changed from the delivery of housing to the creation of sustainable human settlements. To realise this, it is imperative that the entire municipal machinery, including all key stakeholders become part of the delivery value chain to promote and create sustainable human settlements. The City undertakes to explore opportunities for major transit-oriented development linked to economic and job creation opportunities along the N8 corridor and on public and private land that promotes integration.

To this end, this is the City's vision relating to human settlements:

Vision

"Towards Integrated and Sustainable Human Settlements in MANGAUNG by 2030"

Mission

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.

Strategic Thrust

- De-racialisation of the City's built environment
- Promotion of mixed land use development initiatives
- Upgrading of informal settlements
- Improve access to basic services
- Facilitate the provision of housing for the people in the 'gap market' ie R3,500 to R15,000 per month
- Acquire well-located public and private land for low-income and affordable housing for city compaction by increasing densities
- Consolidation of the brown field settlements including in-fill developments

Source: Mangaung IHSP

2 Municipal Economy

Local economic development is regarded as one of the key priorities for the MMM, as indicated in the IDP for the Municipality. The Municipality plays an important role in creating the right conditions for sustained growth, and taking this responsibility at heart the MMM has developed an Economic Development Strategy (EDS) to facilitate and fast track economic growth. The vision for this strategy is as follows:

"We envisage Mangaung as a powerful regional economic centre, a world class African city that is built on the foundation of a dynamic, vibrant, sustainable and investor-friendly economy."

In fulfilling this vision, a number of key thrusts and programmes have been identified through the EDS and the municipality is busy implementing many of these programmes. Some of the programmes identified include the N8 corridor development initiative and the diversification of the local economy into a balanced assortment of economic sectors. To this effect, Mangaung has made a commitment with the private sector and parastatals to strike economic partnerships to invigorate lagging sectors. The City's economy plays host

to a number of parastatals such as Eskom, Transnet and Telkom, which are also the major employers in the City's economy.

Growth

Mangaung has a well-developed economy and is the largest contributor to the Gross Domestic Product (GDP) of the province (31,35%), although regarded as one of the most diverse economies in nature. According to Stats SA 2007, key sectors which play a major role in the economy of Mangaung are manufacturing, electricity, construction, trade, transport, finance, agriculture and community work. Sectors showing a steady growth are transport which contributes 11.8%, finance which makes a contribution of 26.9% and community services that contributes 35.3% to the economy of Mangaung.

Despite the decline in some sectors, the economy of Mangaung continues to grow, albeit at a low rate of 3% per annum. The observed economic growth has resulted in a modest increase in employment recently, resulting in better living standards for residents. The Community Survey of 2007 (Stats SA, 2007) indicates that there has been a steady increase of 10% in the number of employed people between 2001 and 2007, despite the fact that Mangaung has experienced a population growth of 16% in the same period. As indicated already, Bloemfontein serves as the hub of economic activities in the municipal area, as well as in the province. As the administrative headquarters of the provincial government, the City offers a large number of employment opportunities within the community services sector.

GDP contribution per sector in 2011:

Sector	National	FS 96	FS 2011	MMM 96	MMM 2011
Agriculture, forestry and fishing	100%	12,2%	9,7%	1,5%	1,2%
Mining and quarrying	100%	13,6%	9,1%	0,0%	0,1%
Manufacturing	100%	3,5%	3,9%	0,5%	0,3%
Electricity, gas and water	100%	6,9%	6,5%	1,3%	0,9%
Construction	100%	4,4%	3,0%	1,7%	1,1%
Wholesale and retail trade	100%	5,1%	4,8%	2,2%	2,1%
Transport, storage and communication	100%	5,7%	4,3%	2,6%	2,0%
Finance, real estate and business services	100%	4,8%	4,1%	1,8%	1,7%
General government services	100%	6,5%	6,5%	2,7%	2,8%

Source: Global insight, 2011

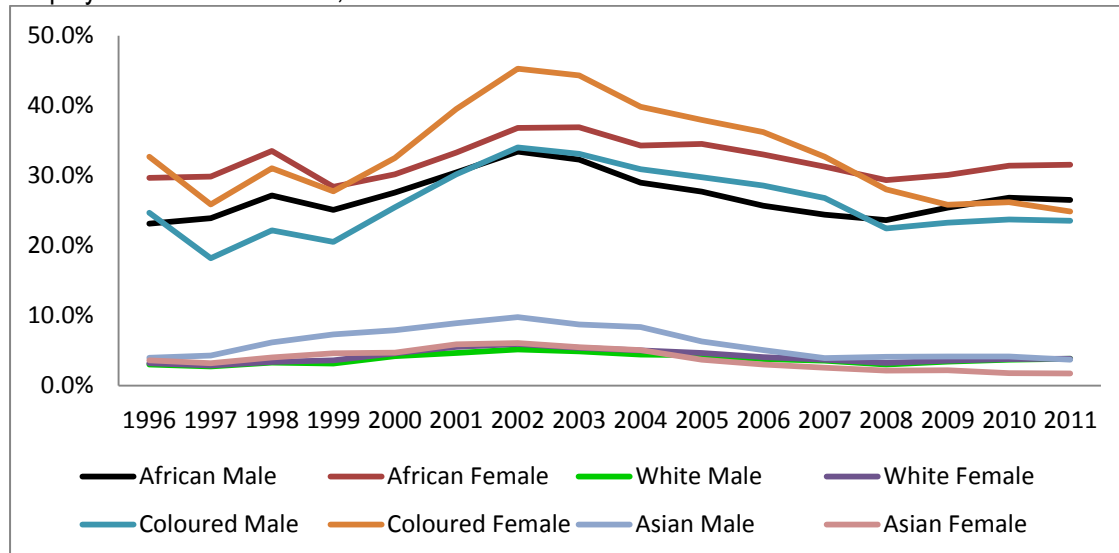
There are disturbing trends in the growth patterns of economic sectors in Mangaung. Agriculture has dropped from 1,5% to 1,2% and indications are that it will stagnate at this percent until 2016 (global insight 2011). Mining has grown from 0, 0% to 0,1% but indications shows that it will remain so until at least 2016. Whereas most of the sectors above have been showing a decline not only in the municipality but generally in the province, general government services have increased from 2,7% to 2,8% between 1996 and 2011. Despite the overall decline in the majority of economic sectors, the general government service and the mining and quarrying sectors have experienced moderate economic growth over this period.

Employment

The creation of employment opportunities amongst semi- and unskilled persons remains a challenge. As the national picture for the unemployment situation bears testimony, women and young people were adversely affected by the lack of participation in the economy and the migration of single parents and young children from surrounding towns is likely to add pressure to what is already considered a dire situation. The Black women followed by Black men in Mangaung are still very much at the end of the beneficiation queue as compared to others races (Global insight, 2011).

The graph below demonstrate the employment parities between men and women in the Metro and the gap that still exist between these groupings, included in this analysis is still the widening gap between African and Coloured males and females and White and Asian males and females.

Employment trends in MMM, 1996 – 2011:

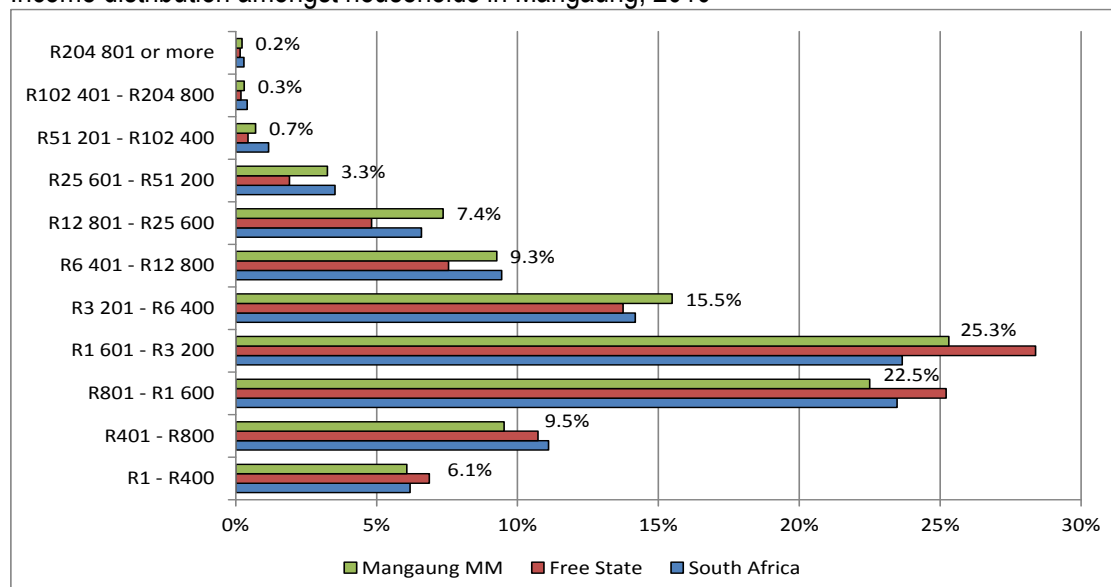


Source: Global insight (2011)

Income levels

It is estimated that 63.4% of households earned less than R3,200 a month in 2010. This compared better to the Free State (71.2%) and South Africa (64.4%). The largest income group in Mangaung (25.3%) earned between R1,600 and R3,200 a month in 2010. Only 0.5% of local households earned more than R102,400 a month in 2010. The weighted average income in Mangaung was R5,183, during 2010, compared with R3,740 in the Free State and R4,822 in South Africa.

Income distribution amongst households in Mangaung, 2010



Source: Quantec research, 2012

According to Stats SA 2007, poverty levels in Mangaung are high with more than 50% of the people earning less than R1,000 per month. The nature of inequitable distribution of wealth and services is demonstrated by the fact that those exposed to severe poverty levels are township dwellers. Botshabelo, Thaba Nchu and Mangaung township residents are the worst affected. In fact, Botshabelo is considered to be one of the most deprived areas in the district and amongst the poorest in the Free State. In addition to facing economic hardships, residents of these areas continue to experience inadequate levels of services compared to well-developed suburbs in Bloemfontein.

3 Municipal Demography

Since Bloemfontein forms the economic hub of the Municipality, as well as the Province, many people are attracted to the area, and continue to stream to the City for better living conditions and employment opportunities. However, this has a serious downside to the trend as it is predominantly indigent families who migrate to the City.

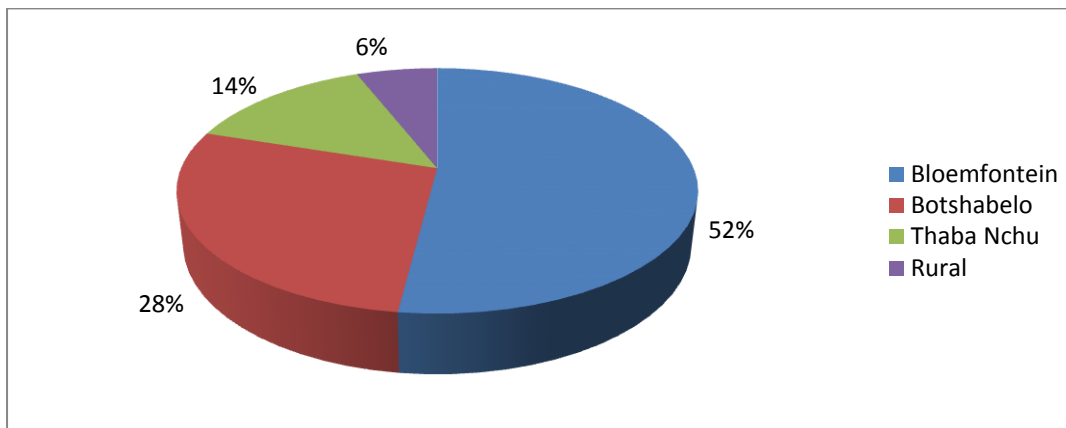
Below is the population study of municipalities in Free State Province:

Municipality	Population total	Population density (People per Sqr Km)	Population household size	Average Population Growth rate (2005-2011)
Letsemeng	37 151	3.63	3.14	-1.80
Kopanong	49 712	3.26	3.21	-1.48
Mohokare	42 308	4.81	4.12	1.83
Naledi	26 270	7.66	3.15	-0.43
Mangaung	737 663	117.24	3.72	1.60
Mantsopa	59 083	13.75	3.56	0.88
Masilonyana	79 020	11.61	2.94	2.48
Tokologo	22 177	2.37	2.92	-5.02
Tswelopele	41 535	6.36	3.23	-3.32
Matjhabeng	401 298	77.72	3.11	-0.20
Nala	94 470	22.85	3.96	-0.34
Setsoto	103 330	17.29	3.44	-2.13
Dihlabeng	109 723	23.12	3.35	-1.91
Nketoana	63 262	11.26	3.74	0.27
Maluti a Phofung	389 950	88.07	3.96	1.05
Phumelela	35 855	4.74	3.04	-4.54
Moqhaka	165 921	20.97	2.60	-0.10
Ngwathe	97 062	13.69	3.13	-2.62
Metsimaholo	149 423	86.51	4.15	2.91
Mafube	54 208	11.77	3.88	-0.72

Source: HDA series of research 2012

The increase in the population and household sizes can be ascribed to migration of people seeking better livelihood opportunities from other towns in the Free State Province, other provinces, as well as from Lesotho. It is expected that the population expansion trend will continue given that the Municipality is regarded as a regional hub for development.

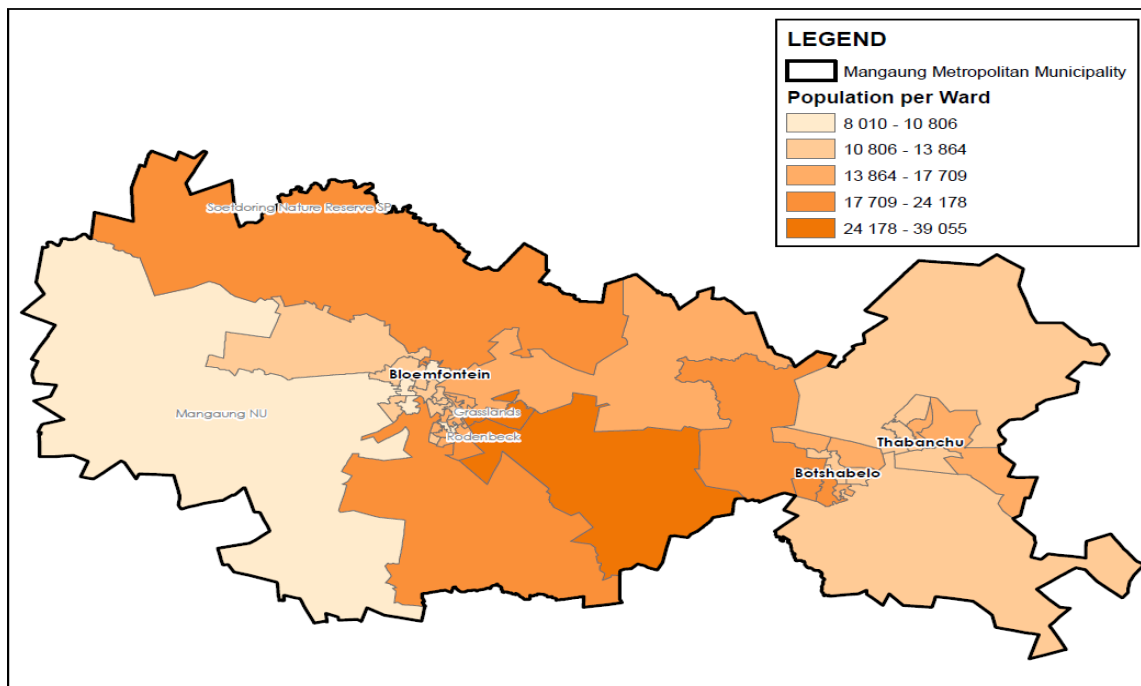
As far as population distribution is concerned, in 2001 more than half of the population is concentrated in the Bloemfontein area (52%), followed by Botshabelo (28%). The rural area has the lowest concentration of people, as indicated in the figure below:



Source: Mangaung IHSP

The population figure for Mangaung has increased from 645,440 (Stats SA, 2011) in 2001 to 747,431 (Stats SA, 2011) in 2011, which indicates a combined growth rate of 16% over the last ten years.

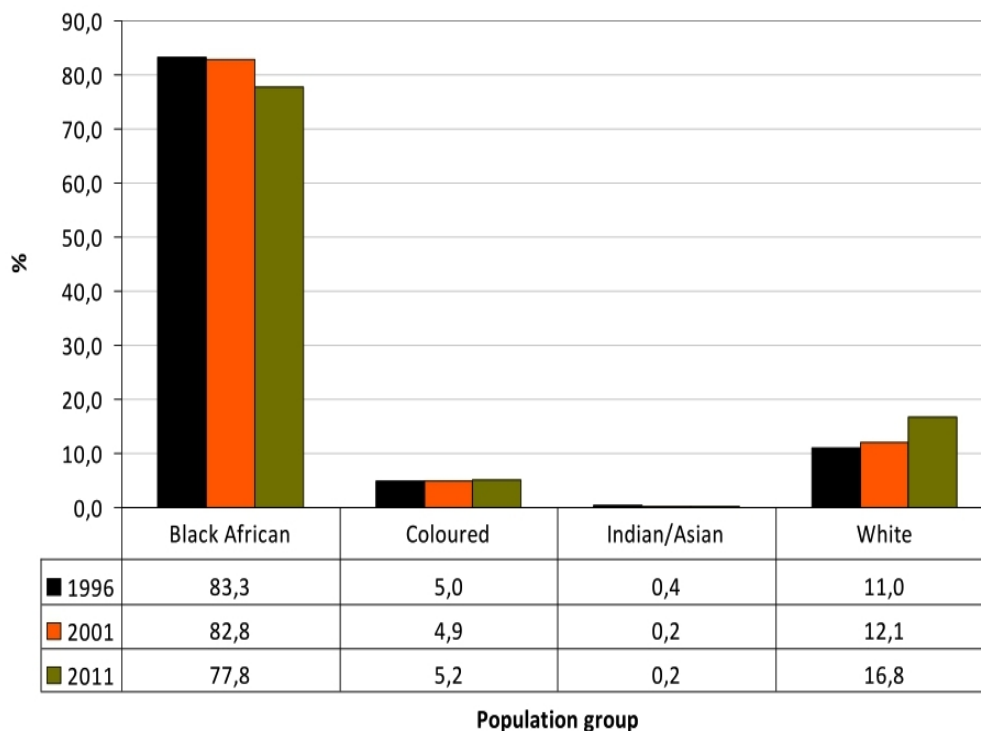
Mangaung population distribution, 2011



Source: Stats SA, 2011

The relative development of the City of Bloemfontein, in particular as a regional hub, has attracted a number of people hoping to improve their livelihoods chances. Moreover, due to it having educational facilities of high quality, Bloemfontein attracts students from across the province and the country. Many of the students end up finding employment in the City upon completing their studies thereby remaining permanently in our municipal area in most cases. The planning process should bear in mind the likely impact of the phenomenon of migration. Therefore, special attention should be paid to monitoring migration into Mangaung shores with the aim of developing and implementing appropriate intervention strategies. The monitoring aspects should look at the volume of migration with particular emphasis on who migrates to Mangaung shores? What resources do they bring?

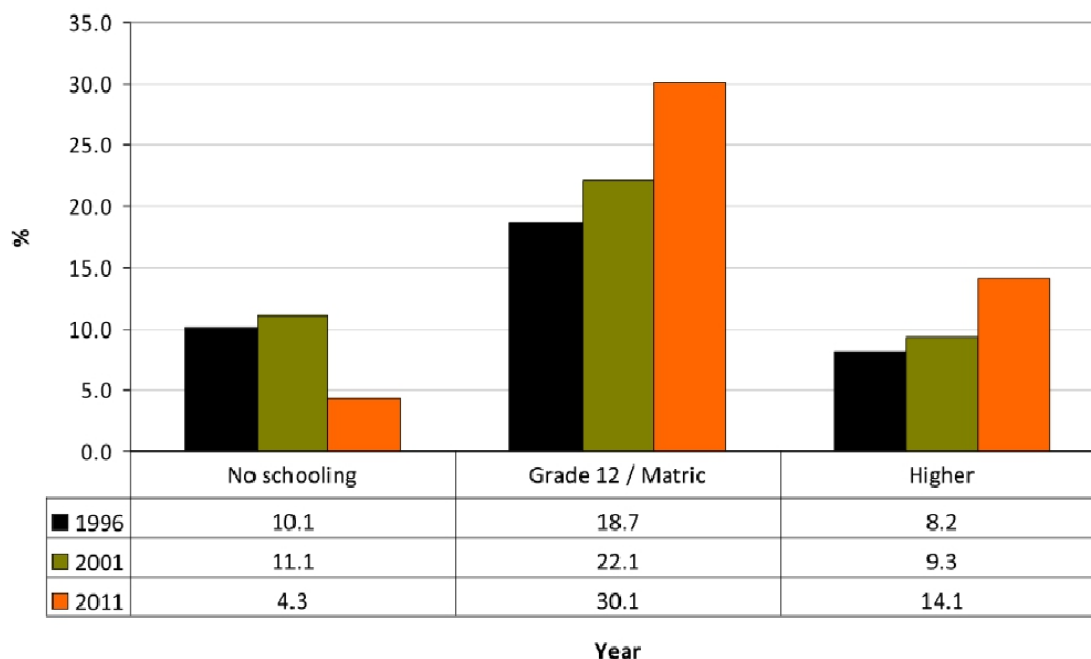
Percentage distribution of Mangaung population by population groups, 1996 - 2011



Source: Stats SA: 2011

Interesting to note that in the table above, there has been a slight decline in the number of Blacks in the City from 83,3% to 77,8% in 2011. This trend is playing itself out also amongst Asian and Indians but Whites and Coloureds are increasing. This could be attributed to a number of reasons, including attracting and pushing economic factors.

Percentage distribution of population aged 20+ by highest level of education, Mangaung 1996 – 2011



Source: Stats SA:2011

Residents with no schooling have declined from 10,1% in 1996 to 4,6% in 2011 whilst, as demonstrated above, access to primary, secondary and tertiary education is on the rise. Although this is a good development, it provides immediate challenges to the municipality and government to expedite interventions aimed at absorbing and retaining the skill that is provided by this development. This lays a solid foundation for the development of the skills base for the City and potentially this may have a positive knock-on effect of attracting investments and enhancing the overall competitiveness of the City.

Access to education is critical for the development and economic growth in Mangaung Metro. It is one of the key pillars for fighting the problem of poverty in the Metro. Mangaung has institutions that cater for all levels of education starting at pre-school, primary and secondary education to FETs and tertiary institutions. As such, the City is now well-positioned to nurture the skills of its citizens, as well as those of neighbouring municipalities. Hence access to education increased in 2011 for grade 12 and higher education while no schooling population have dropped as per the table above.

4 Integrated Development Plan

The Integrated Development Plan is a five year development blueprint for Municipality which should be holistic and integrated in each approach and content. According to the Municipal System Act No 32 of 2000 chapter 5, the IDP is the principal strategy planning instrument which guides and informs all planning, budget, investment, development, management and implementation in the medium-term decision-making.

According to the Constitution (section 152 and 153), local government is in charge of the development process in the municipalities, and notably is in charge of planning for the municipal area. The constitutional mandate gives a clear indication of the intended purposes of the municipal integrated development planning which includes:

- To ensure sustainable provision of services
- To promote social and economic development
- To promote a safe and healthy environment
- To give priority to the basic needs of communities
- To encourage involvement of communities

The Constitution also demands local government to improve intergovernmental coordination and cooperation to ensure integrated development across the neighbouring communities. The White Paper on Local Government gives municipalities responsibility to “work with citizens and groups within the community to find sustainable ways to address their social, economic and material needs and improve the quality of their lives”.

The vision of Mangaung is that “By 2030 Mangaung Metropolitan Municipality is recognised as a globally safe and attractive municipality to live, work and invest”. The objectives of the MMM IDP are:

- Service delivery excellence within and around MMM
- Stimulating integrated and sustainable economic development prospects
- Improve and sustain financial, human resource excellence and management excellence
- Evolve institutional excellence through a thoroughgoing institutional re-engineering effective leadership and effective long range development planning

In achieving these objectives in relation to human settlements, the MMM intends to reduce the housing backlog and promote sustainable human settlements, provide land for socio-economic development, create new erven to promote sustainable human settlements, effectively manage the built environment, promote access to efficient public transport system, provide basic services, and ensure a clean environment.

As a result, a number of meetings, consultations and hearing were organised with all interested parties. Key amongst these parties have been national and provincial departments, organised business, traditional leadership, councillors, and members of the community.

According to Mangaung IDP, the utmost care has been taken to ensure that the new IDP is aligned with plans of national and provincial governments - as well as other plans of neighbouring municipalities. No less than five meetings or workshops were held with various stakeholders from national and provincial sector departments. A series of workshops were held jointly by the Department of Social Development, national and provincial - as well as the Free State Provincial Department of Cooperative Governance and Traditional Affairs (COGTA) that were attended by IDP officials from MMM. In addition, COGTA convened a meeting of all provincial departments in the Free State as well all municipalities - local, municipal and metro alike. The purpose of the meeting was to allow provincial departments an opportunity to outline their development projects for better alignment and improved cooperation with municipalities. Furthermore, key development plans such as the National Development Plan and the Free State Growth and Development Strategy have been reviewed in order to ensure alignment with national and provincial development priorities.

The law mandates the council of a municipality to encourage the involvement of the local community and to consult the local community about (i) the level, quality, range and impact of municipal services provided by the municipality, either directly or through another service provider and (ii) the available options for service delivery. The law places special emphasis on gender equity. It instructs municipalities to promote gender equity in the exercise of the municipality's executive and legislative authority. The law further accords members of the local community the right to (i) contribute to the decision-making processes of the municipality and (ii) submit written or oral recommendations, representations and complaints - to the municipal council or to another political structure or a political office bearer or the administration of the municipality. Moreover, residents have the right to be informed of decisions of the municipal council affecting their rights, and property. Mangaung Metro has made every effort to ensure maximum participation by members of the local community in the development of the IDP. Engagements with communities were made that involved interaction with communities at ward levels and interactions with the reference groups representing various regions of the municipalities.

A number of development challenges were raised during these interactions. These issues have in turn been aligned with key development thrusts for the Municipality. The key development thrusts include:

- Poverty eradication, rural and economic development and job creation
- Financial sustainability (eg revenue enhancement, clean audit)
- Spatial development and the built environment
- Eradication of bucket system, VIP toilets in Botshabelo, Mangaung and Thaba-Nchu, focus on the basics, building solar farming, power plant feasibility study, safety and security
- Human settlement
- Public transport
- Environmental management and climate change
- Social and community services

A further analysis of the priorities of communities presents an interesting picture. The key main issue affecting communities has to do with maintenance of existing infrastructure, particularly roads and drainage as well as sewage system. Matters of safety and wellbeing of the residents also received considerable attention. The erection of speed humps to reduce accidents garnered lots of votes across the Metro as well.

5 Municipal Imperatives and Priorities

Below are the key considerations to inform and influence the developmental agenda in the Metro for the medium- to long-term:

- Facilitate the development of N8 corridor development
- Identify and harness the opportunity of creating a new 'City' - that spatially assist in integrating the City
- Activation of a second developmental node at Botshabelo
- Achieve clean audit by 2014
- Deal with crises facing the City, lay the foundation for ushering the future
- Ensure water service supply and sustainability, lobby the provincial and national government departments to deal with service delivery challenges related to water
- Mainstreaming of poverty reduction and thus incorporate in the IDP, directorates and individual performance scorecards
- Development of Botshabelo and Thaba-Nchu to reduce transportation costs on the poor
- Leveraging resources for a number of flagship projects, namely land development, inner city redevelopment, township rehabilitation (including greening, open spaces and cemeteries)
- Dealing with the fiscal gap by dealing with these critical issues viz billing completeness and accuracy, collections efficiency, debtors minimisation and management, tax and tariff increases for existing revenue sources and expenditure efficiencies. There is an urgent need to conclude the bulk contribution policy and ensure its expeditious implementation. Dealing immediately with the estimated 7000 properties that are not metered for varied services that the City is providing and these are in the Northern suburbs. A turn-around action plan informed by the 80:20 principles will be developed and implemented with time-bound milestones set for the immediate-, medium- to long-term.

Below is the table of relevant key focus areas of Metro with challenges and opportunities:

Key Focus Area	Challenges	Opportunities
Service Delivery	<ul style="list-style-type: none"> • Housing backlogs and incomplete housing projects • Illegal settlements and land invasions in areas/lands planned for different development other than residential • Lack of funds to facilitate upgrade and phase 2 development of the Brandwag Social Housing Project, which resulted in non-achievement of set objectives • Massive service delivery and infrastructure backlogs in the townships and rural areas • Ineffective service delivery • refuse and waste collection and ensuring reliable water supply • Ageing service delivery infrastructure (including electricity and water line losses) and utilities (fleet) • Maintenance of service delivery infrastructure and utilities (including fleet) • Ineffective contract management (SMMs responsible for Solid Waste Management) • Shortage of personnel in critical division – infrastructure departments, supply chain, etc • Poor performance irt capital programmes • Development of the disaster management centre • Health and safety concerns for communities living adjacent to landfill sites of the municipality. • There is no land fill sites at Thaba Nchu 	<ul style="list-style-type: none"> • Building of mixed housing (BNG, Gap Market and Bonded Houses) • Accelerating development of seven (7) land parcels • Fostering of collaboration across the department of the City to deal with varied land development challenges • Implementation of the concept paper on disaster management and establishing and resourcing the unit

Source: Mangaung IDP

6 Analysis of Land Demand for Human Settlements

The demand for urban land is manifested in a number of informal settlements and the recent new residential township establishments in the Grassland, Woodland Hills, Hillside and Vista Park areas, as well as the expansion of high density walled townhouse complexes to the west of the N1. Other land uses, in the form of offices and retail development, primarily occurred in the suburbs to the western side of the City, whilst mixed land use developments were evident in the Estoire area and extensive retail development at the Loch Logan Waterfront.

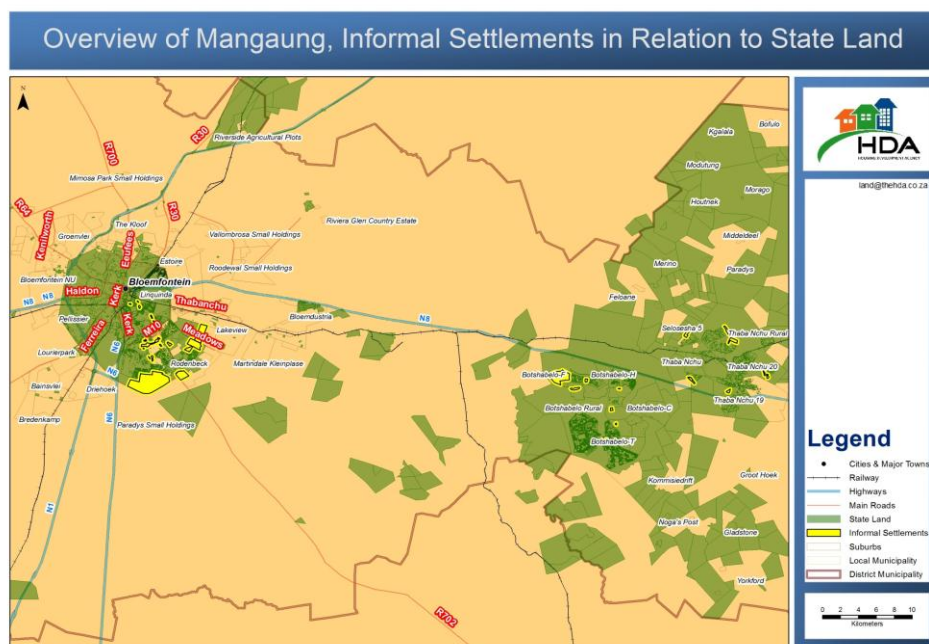
There has been very limited investment in the Thaba-Nchu, Botshabelo and former Mangaung township areas as well as the Central Business Districts. These areas are deteriorating and the existing infrastructure in some of them is seriously under-utilised. Over and above this, the City is experiencing the mushrooming of informal settlements, mainly in Bloemfontein and Botshabelo. This has led to the City chasing after people who illegally invaded land and erected structures, sometimes in areas that do not promote integration. In the City, informal settlements refer to areas that are not formally planned but nevertheless are occupied illegally by people.

There are currently approximately 28 informal settlements areas within the City. It is noted that the illegal occupation of land has continued, particularly in areas far away from job opportunities or along public transport routes, while backyard dwellings have decreased. The situation has promoted urban sprawl and low-density residential developments as opposed to medium to high density developments in the disadvantaged areas.

7 Informal Settlement Patterns

The proliferation of informal settlements is one of the major challenges facing the City. The figures below provide spatial information on the location of all the informal settlements in the City.

Below is the distribution of informal settlements in the Mangaung Metro:



The majority of the Mangaung Metro informal settlements are situated within the existing townships of the Metro or at the edge of these townships. These settlements have access to the existing township services (socio-economic infrastructure, roads, water and sanitation) and rudimentary services installed by the City in all settlements. The majority of these settlements occupied parcels of land earmarked for the public spaces such as parks, schools, healthcare facilities, etc.

As already noted in point 6 above, at this stage the Metro is experiencing huge mushrooming of informal settlements, mainly in the Bloemfontein and Botshabelo regions.

8 Land Use Patterns

The MMM **Spatial Development Framework (SDF)** serves as the main intervention tool as far as spatial planning and creating a more compact and efficient built environment are concerned. 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
- Facilitating sustainable housing environments in appropriate locations

An important point to note is the fact that the SDF is geared towards promoting a **compact city model** in terms of urban development, including settlement densification and the imposition of an urban edge to maximise the utilisation of infrastructure capacity. All the housing projects within the Bloemfontein City are developed within the urban edge to ensure that the existing infrastructure is fully utilised. The MMM is characterised by three different land use types including formalised stands in urban areas, small holdings and farms. The size and number of land units are indicated in the table below.

Size and number of land units in Mangaung:

Land Use Type	Land Units		Size	
	No.	%	km ²	%
Formal Stands	172,603	96.37	438.8	6.08
Small Holdings	2,632	1.47	120.7	1.67
Farms	3,867	2.16	5,596.1	77.50
Non defined	-	-	1,065.1	14.75
TOTAL	179,102	100%	7,220.7	100%

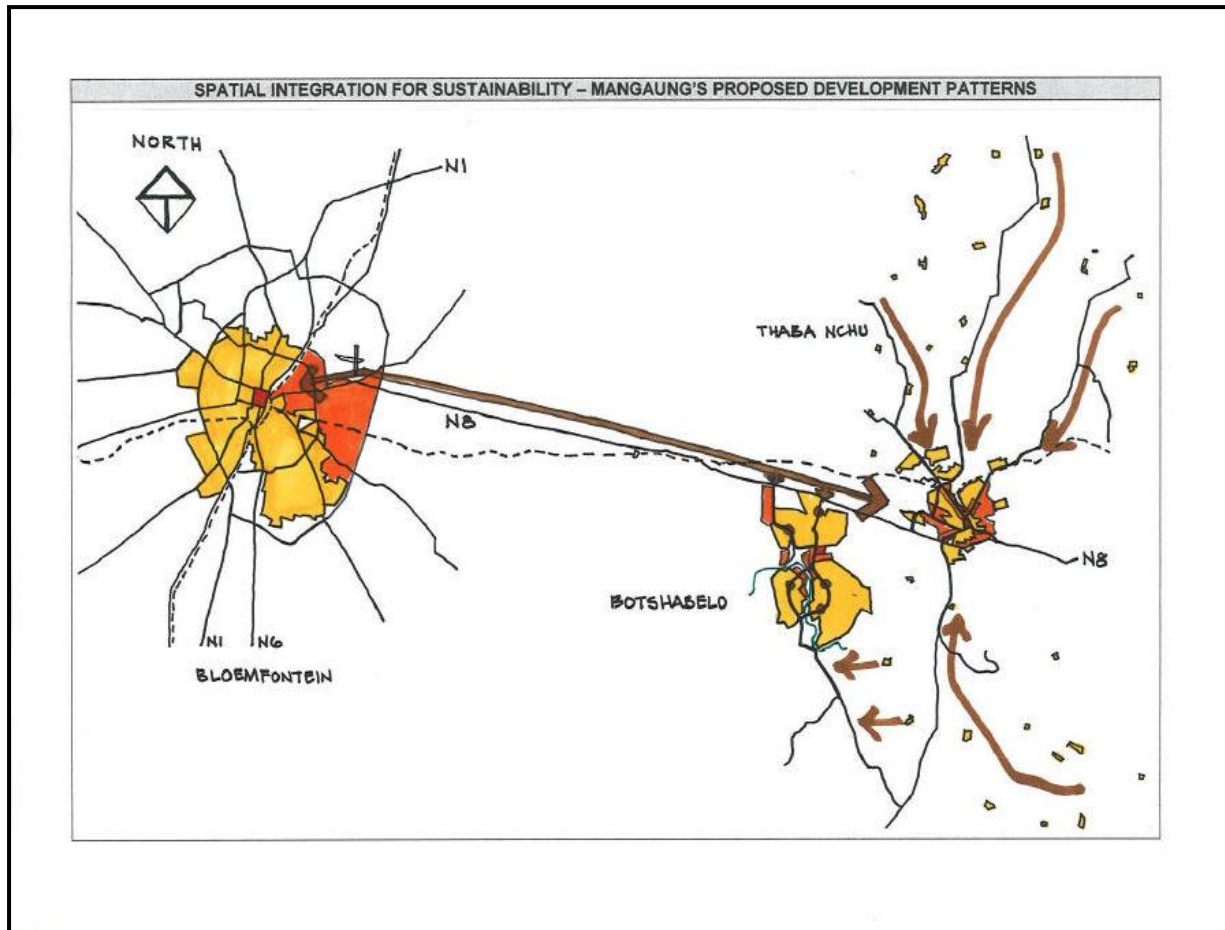
Source: Mangaung IHSP

Bloemfontein has a strong pattern of segregation between north and south whereby the railway line has provided an access barrier between employment opportunities and the poor. Bloemfontein is a former Whites-only town as exemplified by high levels of development, whilst Mangaung township historically served as a major settlement for Black inhabitants. This development pattern is still very evident today and people have to travel long distances from disadvantaged areas to the CBD and surroundings for employment opportunities.

Botshabelo was spatially designed along a major access route that runs in a north/south direction through the centre of the area creating a linear urban form. This creates a problem to the southern-most communities who need to travel up to 8km to access economic opportunities. **Thaba-Nchu** has a scattered settlement

pattern with 37 villages surrounding the urban centre – some as far as 35km from the centre (Mangaung IHSP).

Below is the development pattern of MMM:



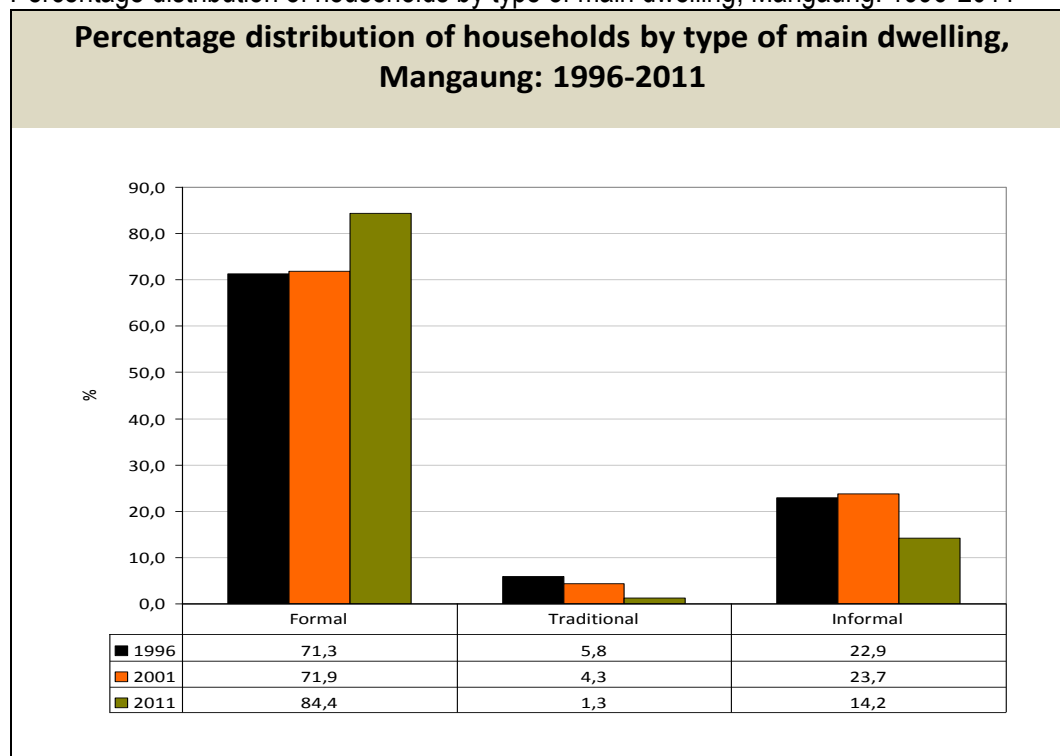
Source: Mangaung IHSP

9 Housing

The City has a huge housing backlog compared with other municipalities in the Free State. More than half of the population in the Metro resides in Bloemfontein and in particular, in the Mangaung township area because Bloemfontein is perceived as the economic hub of the City and people believe that there are better work prospects and better living conditions in Mangaung. According to 2007 Community Survey, approximately 37,000 households were living in informal dwellings. An internal investigation by the Municipality during 2010, however, revealed that the housing backlog stands at approximately 53,820 houses in Mangaung, the bulk of which are in the Mangaung township. This figure has increased to 58,820 during 2011, with the demand mainly found in the affordable (Gap), and the rental markets.

According to Mangaung IDP, the City has not been supplying affordable rental housing over a number of years thus compromising on the opportunity to improve spatial integration, urban efficiency, as well as on opening up economic potential in those planned areas where bulk infrastructure, like sanitation, water and transport, may be under-utilised. It must be noted that the City still has to conduct a full investigation of the housing backlog so as to be able to plan effectively.

Percentage distribution of households by type of main dwelling, Mangaung: 1996-2011



Source: Stats SA, 2011

In terms of the graph above, the City has experienced an increase in the provision of formal housing from 71.9% in 2001 to 84.4% in 2011. In the same timeframe the City has experienced a decrease from 23.7% to 14.2% in the informal dwellings. Part of this decrease could be attributed to more formal houses being provided through a basket of government housing programmes.

10 Infrastructural Services

Due to its relatively high state of development, Bloemfontein inevitably attracts more migrants, especially in the township of Mangaung. This state of affairs results in ongoing services backlog. For example, backlogs for water stood at 8.7%, 6.9% for sanitation, 15% for roads, and 26% for storm water in 2009. A total of 40% of main arterial roads and 60% of access streets need upgrading (Mangaung IHSP).

MMM Roads and Storm-water backlogs:

Existing Developments	No House Units	Length (m)	Unit cost	Total estimated Cost
Mangaung road backlog	167,779	1186400	R 6,500	R 7,711,600,000
Mangaung stormwater Backlog		830480	R 3,500	R 2,906,680,000
Informal settlements	No House Units	Length (m)	Unit cost	Total estimated Cost
Bloemfontein	31627			
Roads		790675	R 6,500	R 5,139,387,500
Stormwater		553472.5	R 3,500	R 1,937,152,000
Botshabelo	6928			
Roads		138560	R 6,500	R 900,640,000
Stormwater		110848	R 3,500	R 387,968,000

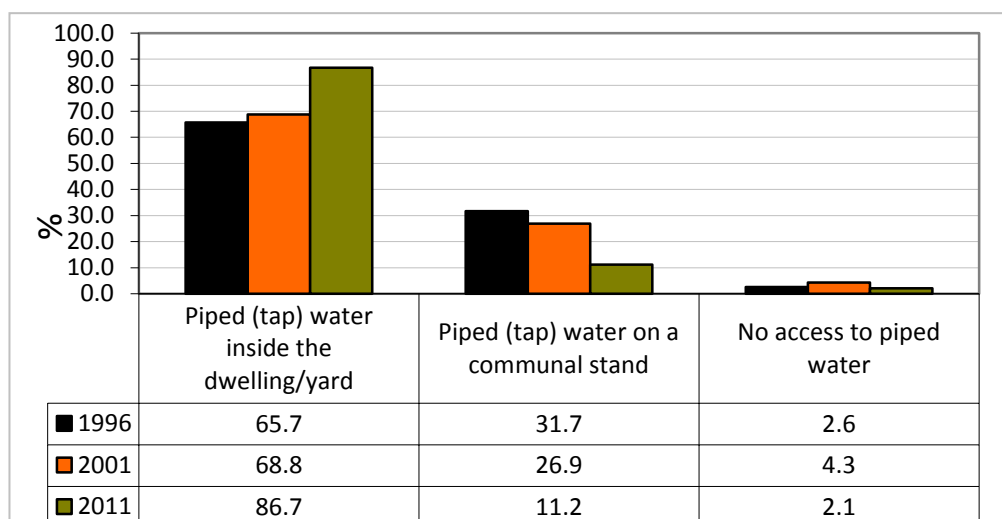
Thaba Nchu	3284			
Roads		65680	R 6,500	R 426,920,000
Stormwater		52544	R 3,500	R 183,904,000
Future Developments	No House Units	Length (m)	Unit cost	Total estimated Cost
7 land parcels	13671			
Roads		273420	R 6,500	R 1,777,230,000
Stormwater		218736	R 3,500	R 765,576,000

Source: Mangaung USDG 2011

According to Mangaung USDG 2011, the City will need a staggering **R21.8 billion** investment to upgrade its road and stormwater backlog that stands at 2,454,735 (m) and 1,766,180 (m) respectively. This demonstrates the acuteness of road and stormwater backlogs that should be dealt with meticulously in the medium- to long-term.

Stormwater management remains a big challenge for the Municipality, since ongoing urbanisation interferes with the natural discharge of stormwater. The volumes of discharge, as well as peak flows, increase radically in comparison with undeveloped areas. The objective of stormwater management is to limit development in sensitive areas and to provide guidelines for development in order to limit peak flows or to convey stormwater in a controlled manner. Precautionary measures are included in the Stormwater Management System (SMS), in terms of which the relevant directorate is responsible to identify and prioritise projects, as well as to find solutions for problems via hydrological modelling (Mangaung IHSP).

Although the bigger percentage - over 92% of all erven in Mangaung has access to water on stands and the remaining 8% has access to water in terms of the Reconstruction and Development Programme (RDP) standards (access within 200m radius) - the need is still high to provide water connection to the remaining erven (Mangaung IHSP). There is also a bigger challenge to address the sanitation backlog, in particular those erven without minimum RDP sanitation.



Source: Stats SA, 2011

Access to basic services such as water and electricity is very high. Access to water is at an average of 86.7%. However, huge backlogs are still being experienced, especially in informal settlements. Above is the percentage distribution of households by access to water for Mangaung between 1996 and 2011:

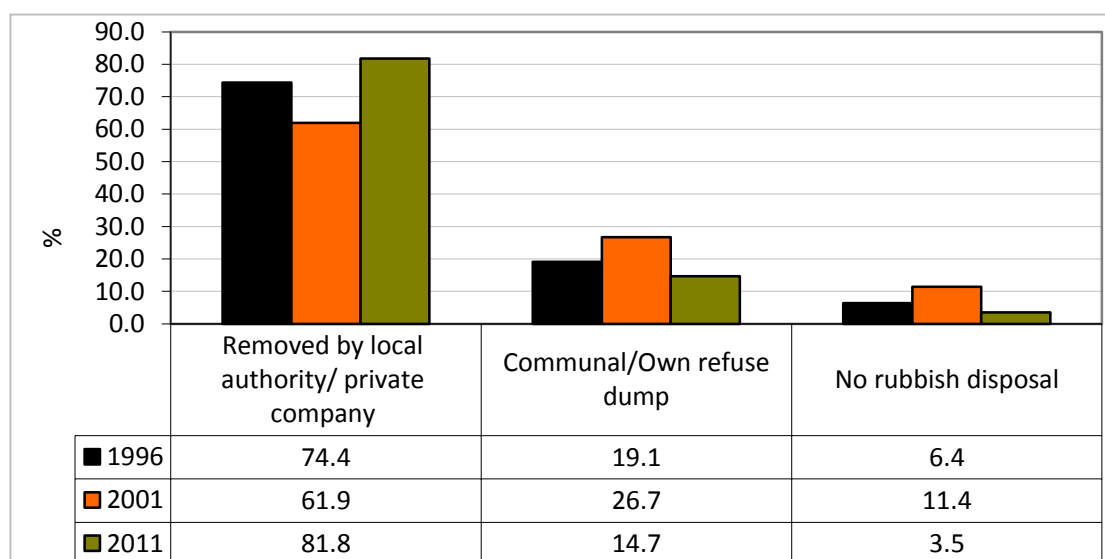
Provision of water inside the dwelling has increased in the MMM from 65,7% to 86, 7%, whilst piped water on communal stands has decreased from 31,7% to 11,2% in 2011. No access to piped water has decreased from 2,6% in 2001 to 2,1% in 2011. Again the challenge the municipality faces is the mushrooming of informal settlements that then increases the backlog (Stats SA 2011).

Refuse Removal

The dumping sites in the Municipality have been upgraded to comply with the relevant section of the Environment Conservation Act. This process entailed the rezoning of land utilised for land-filling, access control, computerised weighbridge with control room, area for off-loading by small and private vehicles, offices, ablution facilities for workers, proper fencing to have security and access control and access roads. According to Mangaung IHSP, a total of R19 million has been budgeted to improve the conditions at the dumping sites i.e. Northern Landfill Site, Southern Landfill Site, Botshabelo Landfill Site, and also the closing of the Thaba-Nchu Landfill site.

In terms of refuse removal, the Municipality has a backlog of 39,700 households that are below the basic level of service. The Municipality intends to eradicate this backlog within the next three years to ensure that even households in the informal settlements have access to refuse removal services (Mangaung IHSP, 2012).

Percentage distributions of households by type of refuse disposal, Mangaung: 1996-2011



Source: Stats SA, 2011

According to the Census 2011 between 1996 and 2011, the City's efforts regarding access to refuse removal have improved dramatically and the Metro is able to provide these services within its resource base. Over this period there was an increase in percentage of households accessing refuse removal services from 61.9% in 2001 to 81.8% in 2011.

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 urbanisation and a high mortality rate (mainly caused by HIV/Aids) has 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.

Mangaung Metropolitan Municipality has a total of 18 cemeteries - 12 in Bloemfontein, three in Botshabelo and three in Thaba-Nchu, and one crematorium that has been outsourced (MMM IHSP). In addition to these cemeteries, there are also 45 cemeteries in the rural trust areas that are under the control of Barolong Tribal Authority. The Municipality does not play an active role in the burials in these areas.

Infrastructure is the main challenge at the cemeteries in the three towns and more resources are needed to constantly improve these cemeteries to keep up with the increasing need for these facilities. Cemeteries in the three towns are easily accessible by the community, although in some instances the road infrastructure is not in good condition due to lack of proper maintenance. The location of the South Park Cemetery in Bloemfontein near the dumping site raises security problems because of people scavenging at the dumping site. There is a need to identify more land for cemeteries in the City. Due to the increase in population growth from urbanisation and natural growth, the MMM intends to consider and promote alternative burial methods such as cremation, recycling, mausoleums, alkaline hydrolysis, etc.

Electricity

CENTLEC is responsible for providing electricity in Mangaung Metro. All formalised areas within Mangaung have been provided with electricity and technically there are no shortages. However, not all informal areas have been provided with electricity. In order to facilitate the provision of electricity in informal areas, Government has, through the Department of Minerals and Energy, set up strategies and guidelines to encourage service providers to electrify unproclaimed/informal settlements by making a contribution towards the cost of connection and treating these connections as part of Government's electrification targets. The initiative to support the electrification of the informal areas was sanctioned by the then Minister of Minerals and Energy, as a strategy to eradicate backlog and ensure "Universal Access" by 2012 (Mangaung IHSP).

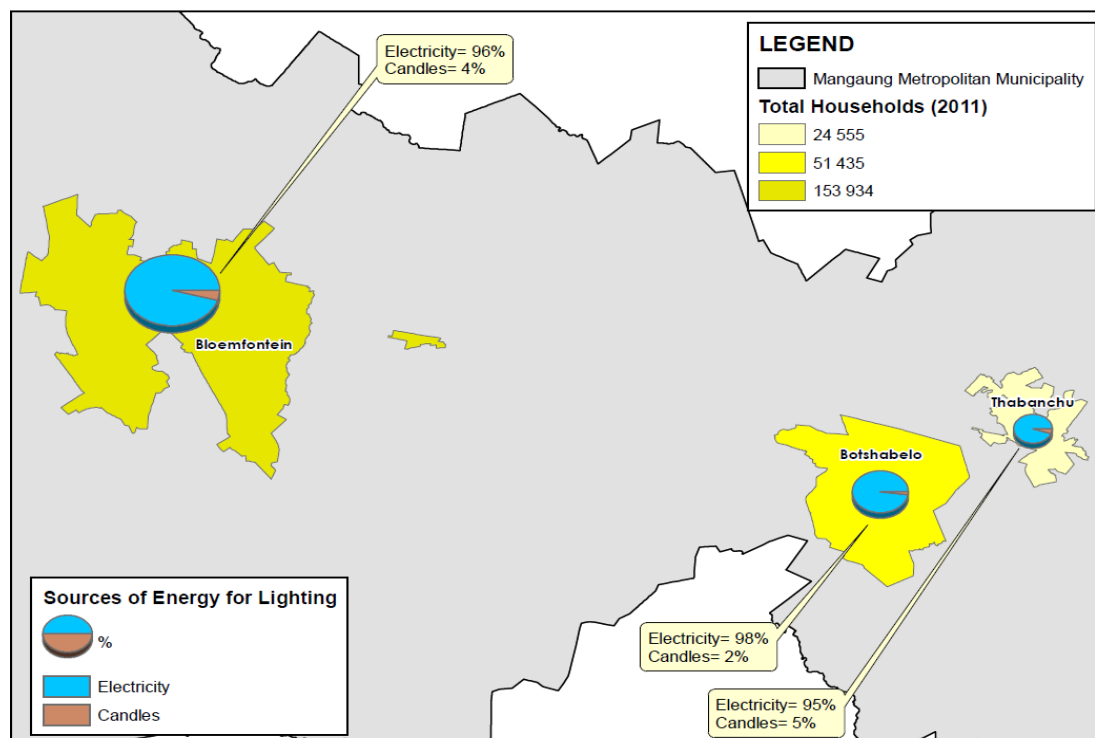
For a number of years Centlec's infrastructure network has been perceived to be one of the best in the country. It is now evident by a number of faults occurring in the system that the utility is experiencing problems with its ageing infrastructure due to a lack of investing in network strengthening projects and maintenance plans. The utility has now incurred a substantial backlog on both capital and maintenance projects. Capex budget cuts have been experienced over the past seven years and this has made it very difficult for CENTLEC to clear the backlogs on maintenance and to delivery network strengthening projects. Maintenance and network strengthening projects a constant, reliable electricity supply to the communities of Mangaung. This lack of investment is also a contributing factor to the outages that have been experienced in recent years. It is important to note that Mangaung Municipality will also need a reliable electricity supply for all new developments that are mushrooming around the N8 corridor and the surrounding areas (Mangaung IHSP, 2012).

When a development within the urban area occurs it is necessary to do electrical design in such a manner that will make provision for electrical supply capacity for a number of years to come. The ongoing growth due to the new developments over the years results in electrical load growth as well. According to Mangaung IHSP 2012, the Municipality has budgeted R210 million in the MTREF to upgrade and build Distribution

Centres to increase the capacity of electricity to deal with the backlog and also for future developments. The following are projects that have been earmarked and committed in the MTREF period in terms of bulk electricity:

- Clover DC located closer to the airport node to support the developments in these areas
- Shannon DC located along the N8 to support development along the N8 corridor development and smallholdings on the east of Bloemfontein City
- Meriting DC located south-east of the City in the township to upgrade capacity to supply electricity in the south-eastern part the township
- Vista Park DC located in the south of Bloemfontein City to supply electricity for new developments including areas of Hillside View, Vista Park, Louierpark, etc
- Fichardtpark DC located on the south western part of Bloemfontein City to upgrade the supply of electricity for existing and future developments in this part of the City
- Cecelia DC located on the west of Bloemfontein City to support new developments including the Cecelia mixed-development and the industrial areas in Kwaggafontein
- Tempe DC to supply electricity in the area of Brandwag and the surrounding suburbs
- Botshabelo Eskom connection and extension to substation to upgrade for current and future developments

Below is the households' source of energy for lighting in Mangaung



Source: Stats SA 2011

11 Transportation

Basic Transport Planning Principles

In order to address the transport needs of the Mangaung population effectively, certain fundamental principles and strategies have been adopted to guide planning processes and to facilitate the development of sustainable urban settlements, served by properly integrated public transport systems. According to Mangaung IDP the key planning principles that are applied to achieve this are as follows:

a) Creating shorter trip lengths

- Supporting land uses which generate employment in close proximity to residential concentrations along *development corridors*
- Supporting higher density residential development near transport terminals and stations
- Identifying and promoting functional mixed-land-use areas where applicable
- Promoting higher density residential development near employment areas
- Directing land-use planning towards the establishment of a more compact urban structure by means of densification and infill planning to prevent urban sprawl

b) Facilitate higher residential densities

- Supporting applications for the subdivision of land
- Supporting applications for higher density residential development
- Supporting applications for second dwellings
- Planning/initiating multi-dwelling unit residential developments

c) Encourage a rational de-concentration process

- Supporting nodal development at employment nodes and modal transfer centres along existing and future transport corridors, while simultaneously maintaining the accessibility and vitality of Central Areas by supporting and promoting development there
- Encouraging the provision of employment generating land uses such as office parks, industrial areas and retail centres at localities accessible to public transport routes

d) Public transport in Mangaung

The key strategic transport priorities of MMM are captured in the vision as contained in the City's **Integrated Transport Plan (ITP)**, which reads as follows:

“By 2015 Mangaung is recognised nationally and internationally as a safe and attractive place to live, work and invest, is served by an effective, efficient, reliable, safe, affordable and convenient transport system with a public transport focus, providing high levels of mobility and accessibility for the movement of people and goods, with a focus on integrated strategic planning between spatial development, transportation systems and economic development to enhance the quality of life in the area with minimum negative impact on the environment” (Mangaung IDP).

12 Social Facilities

The provision of socio-economic amenities closer to communities is one of the cornerstones of the development of sustainable human settlements. The spatial pattern of the MMM shows the disparities experienced in the provision of socio-economic amenities such as clinics, hospitals, schools, libraries, police stations, recreational facilities, shopping facilities, etc.

The provision of even for socio-economic amenities has been done through the town planning standards whereby these amenities are provided for in the layout plans of the settlements. However, the level of these amenities is different based on spatial location - the best amenities are found in the northern part of Bloemfontein City, average facilities in the of Botshabelo and Thaba-Nchu and there are no amenities yet in the new townships accommodating the poor and low-income.

13 Tenure

Although the Municipality has done reasonably well to address the need for housing, huge gaps still exist. There are currently approximately 28 informal settlement areas within Mangaung, and the demand for housing far outweighs available resources. The table below indicates the number of houses that were provided within Mangaung since the 2006/07 financial year.

Number of housing units provided in MMM between 2006 and 2010

Financial Year	2006/7	2007/8	2008/9	2009/10
No of Housing Units	2 850	1 097	3 600	3 904
Total Expenditure	R 121 430 520	R69 538 453	R226 221 000	R245 324 000

Source: Mangaung IDP

The table indicates that a total of 11,451 housing units were completed during that four years period and mainly represents project-linked subsidies. It needs to be pointed out that the relevant housing units were completed in close cooperation with the Free State Provincial Department of Human Settlements. All administrative functions in respect of subsidies were handled by the Provincial Government whilst the Municipality assumed a facilitation role. In addition to the above, the following allocations were also made over the same period;

Hostel Development (CRU)	200 units
PHP	216 units
Extended Discount Benefit Scheme	993 units
Act 81 tenure conversions	4 089 units

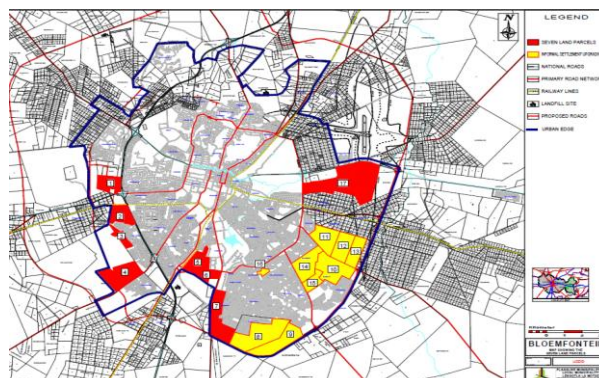
Source: Mangaung IDP

In the last decade MMM has attempted to keep pace with illegal land invasions by either discouraging or formalising invaded areas where these areas could be included within the urban context. So far the Municipality has upgraded more than 40,000 units.

14 Land

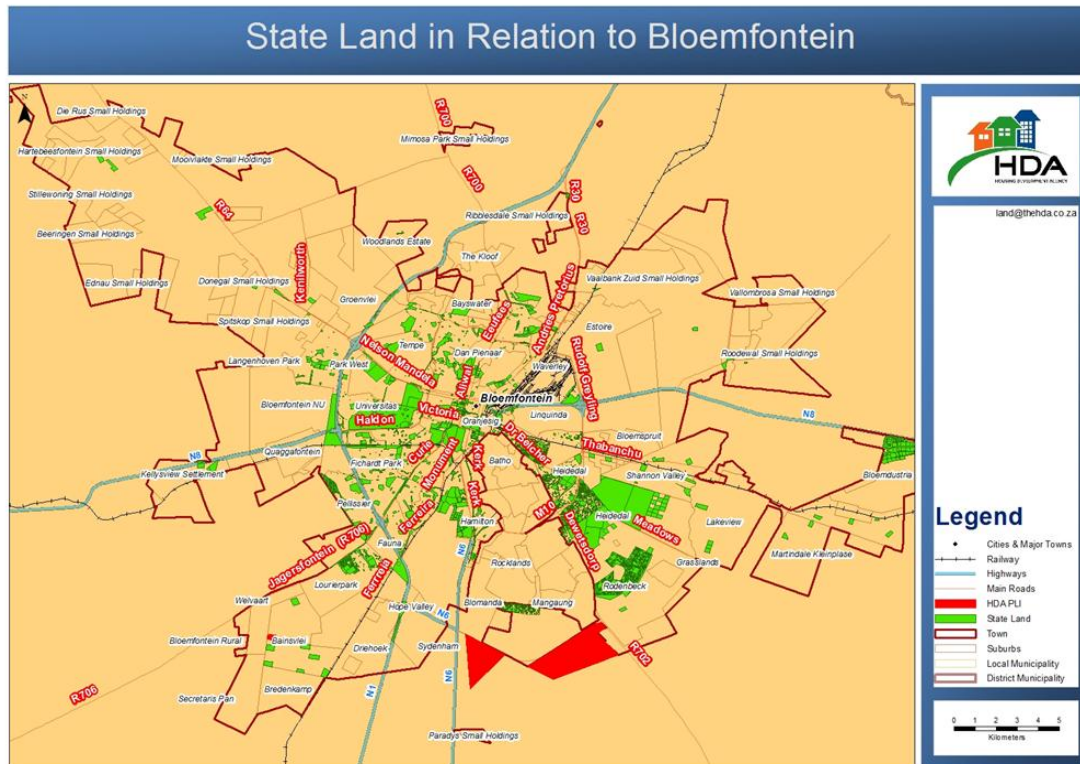
Although the Municipality has vacant land within the three urban centres that can be used for human settlements development, there is still a need to purchase additional land for human settlements, especially in the eastern side of the City in order to promote the N8 corridor development. Some pockets of land in this part of the City are owned by the private sector or other state departments. In the acquisition process, the City gives preference to land within the urban edge as identified in the Spatial Development Framework.

Seven land parcels and informal areas

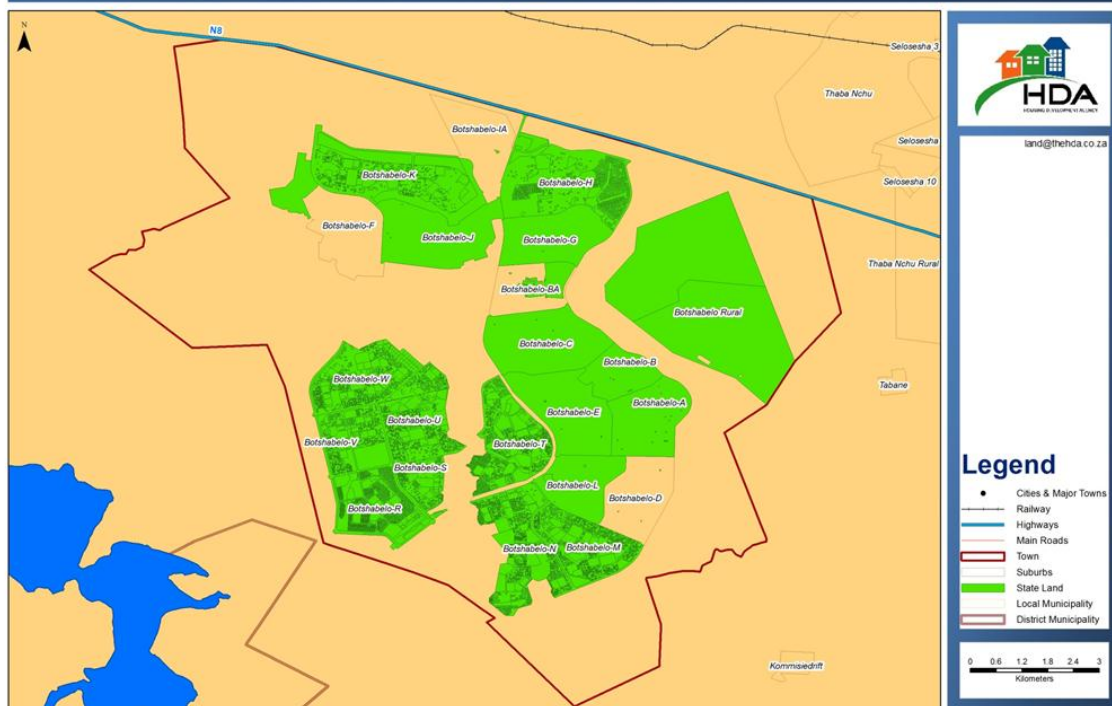


Source: Mangaung IHSP

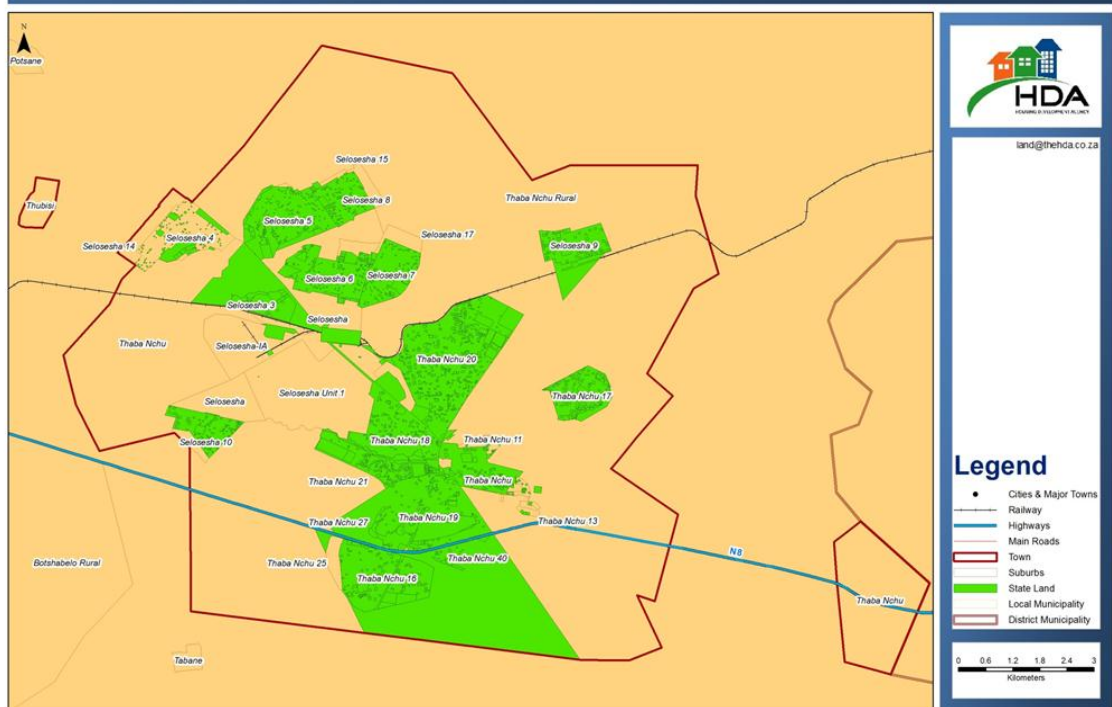
Below is the state land in Mangaung Metro:



State Land in Relation to Botshabelo



State Land in Relation to Thaba Nchu



The Mangaung Metro has earmarked land parcelled for the following purposes:

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

Land parcels earmarked for mixed development initiatives:

Land Parcel	Size (ha)	Output	
		No Units	Density
Cecelia 2532	155	1900	12.26
Brandkop Race Track (BFN 654)	140	1100	7.86
Pellissier Infill development	22	200	9.09
Brandkop 702 (BFN 654)	285	2700	9.47
Vista Park 2 (BFN 654),	155	3397	21.92
Vista Park 3 (BFN 654),	131	2620	20.00
Hillside (Farm Rocklands 684)	85	920	10.82
Sunnyside 2620	70	200	2.86
TOTALS	1043	13037	94.28

Source: Mangaung IHSP

NB: Portion of Hillside also included under BNG land parcels

Private land parcels earmarked for development and City expansion:

LIST OF PROJECTS	EXTENT	NUMBER OF UNITS
Bloemspruit Phase 1	272.97ha	2800 erven
Bloemspruit Phase 2	363.19ha	3200 erven
Olive Hill Ext 1	143ha	1400 erven
Virginia 1435 (N8)	517.3ha	4500 erven
Springbokspan 997 (N8)	81.51ha	1100 erven
Waternal 1291 (N8)	559ha	4850 erven
Bloemspruit, Phase 3	74.83ha	1000 erven
Olive Hill Ext 2	132ha	1450 erven
TOTAL	1639.5ha	20 300 erven

Source: Mangaung IHSP

15 Overview of Available Grant Instruments

The National Upgrading Support Programme (NUSP) was design to support the National Department of Human Settlements (NDHS) in its implementation of the Upgrading Informal Settlements Programme (UISP) with the objectives of eventually upgrading all informal settlements in the country (www.upgradingsupport.org.za).

The UISP and Urban Settlements Development Grant (USDG) administered by the NDHS are the primary policy and grant instruments used to meet national targets. Municipalities are required to act as developers for the UISP and the NUSP provides support, in partnership with province, the NDHS and the HDA, to help them do so effectively. Guidance for implementation is set out in the Part 3 of the National Housing Code (www.upgradingsupport.org.za).

In terms of this assessment, the following have emerged as being the main grant instruments which are relevant and useful in providing infrastructure, tenure and housing for informal settlements and in implementing this Strategy:

Type of Grant	Development Application
Upgrading of Informal Settlements Programme (UISP)	<ul style="list-style-type: none"> • Interim basic services • Tenure upgrading • Land acquisition • Permanent services
Urban Settlements Development Grant (USDG)	<ul style="list-style-type: none"> • Infrastructure services • Land acquisition • Socio-economic amenities
Integrated Residential Development Programme (IRDP)	<ul style="list-style-type: none"> • Top structures
Emergency Housing grant	<ul style="list-style-type: none"> • Emergency housing and basic infrastructure

To a significant degree, the delivery of interim or emergency basic services, which are not linked to an imminent full upgrade via a Municipality's housing department (as opposed to its infrastructure department), is likely to pose an on-the-ground political challenge. This is because of the on-going promises of housing which have been made over many years but which have in many instances not yet been delivered. In many instances the promise of housing cannot be realised in the short-term due to insurmountable budget and technical constraints, such as land and bulk services availability. The installation of interim or emergency basic services if offered by the Municipality's human settlement department, thus likely to be regarded by beneficiaries as a rescindment of prior promises.

By contrast, when offered via a non-housing department (as in the case of eThekweni's interim services programme), the prospect of the interim or emergency infrastructure is typically well-received. There are thus potential advantages in interim / emergency basic services not being provided via a Municipality's housing department, irrespective of the origin of the funding. There is also some potential risk that if communities know that the source of funding is the NDHS, then a similar problem of expectations may arise.

16 Selected Precedent and Case Studies

Immigrants tend to resort to living in informal settlements where they can afford the bare minimum of services, just to survive and thus the growth of informal settlements starts. The municipalities then take over

the responsibility of developing a strategy to deal with the upgrading of informal settlements. The following are precedents, case studies and research that have been used to inform this strategy document:

The HDA in partnership with Coghsta and the municipalities are in the process of developing a workable strategy for informal settlement upgrading in the Limpopo Province. Below are the **five National Upgrading Support Programme (NUSP) prioritised municipalities in the Limpopo Province** used as the case studies:

- Thabazimbi Local Municipality
- Polokwane Local Municipality
- Greater Tubatse Local Municipality
- Elias Motsoaledi Local Municipality
- Modimolle Local Municipality

A systematic categorisation of projects according to the appropriate development response (i.e. full upgrading, interim services, and relocations) based on comprehensive desktop information relating to such parameters as settlement size, topography, bulk services access and geotechnical conditions – was undertaken for these municipalities.

eThekweni Municipality's comprehensive plans for informal settlement and promoting densification provide a valuable precedent and learning for the KwaZulu-Natal Department of Human Settlements and other municipalities. Some of the key areas of learning are discussed in details below.

Interim basic services programme at scale, currently targeting over 77,000 households in over 160 informal settlements and including the provision of communal sanitation blocks, road access, standpipes, and electrification. Precinct level road master plans for 17 defined informal settlement precincts in order to promote greater spatial efficiency and more integrated urban planning. Area-based social facilities planning in informal settlement precincts (currently underway and targeting such facilities as fire protection, education, health care etc). Relocations of informal settlements is utilised as a measure of last resort.

Recent housing delivery initiatives from some of the major informal settlement upgrade projects, such as the N2 Gateway, Pennyville and Cosmos City projects, has provided a wealth of information and lessons to inform the future delivery of housing opportunities in informal settlements.

Summary of main lessons from past upgrade projects are as follows:

- It is critical that innovative strategies are implemented to manage settlement densities
- Implement effective project preparation to clarify project risks and plan for their impact on the project's implementation
- Innovative approaches to the provision of housing and infrastructure should be investigated to deal with the specific complexities of upgrading informal settlements
- Informal settlement upgrading is about more than eradicating shacks but involves the following:
 - Understand informal settlement communities
 - Real community participation is essential
 - Partnerships are important
 - Community involvement
- Flexible land tenure arrangements must be put in place
- Upgrade in-situ wherever possible
- Flexible standards for planning, land use, infrastructure and housing
- Informal settlement upgrading must always be part of an integrated housing strategy

PART 3: INFORMAL SETTLEMENT RESPONSE PLAN

This section of the report will look at the description of main responses. It will also look at factors affecting the selection of developmental responses. The schedule of all informal settlements showing the scale, locality, categorisation in respect of appropriate response and indicative budget estimate will also be attended to. Lastly it will also detail the programmes to promote integration and sustainability.

1. Description of main responses/programmes iro infrastructure, tenure and housing:

Category		Criteria	Developmental Response	Tenure
A	Imminent full upgrade	Site viable and appropriate for long-term upgrading (land, bulk services, topography, environmental, geo-tech etc all in place) Project is implementation-ready (land secured or imminent, town planning approvals/township establishment secured or imminent, all project funding secured)	Full upgrading including delivery of full infrastructural services, top structures and tenure (including formal township establishment). Where land is scarce, promote densification. It is critical to ensure that there is integrated local spatial planning and action to enable access to key social services such as education and health care.	Individual and formal (either a title deed or locally administered alternative which is upgradeable to full title)
B1	Interim basic services (eventual full upgrade when resources and timing permit)	Site viable and appropriate for long-term upgrading (land, bulk services, topography, environmental, geo-tech all 'Ok'). BUT: Project NOT implementation ready (ie cannot be expedited in the next year or two due to, for example, lack of available funding, land not yet secured, bulk services not yet in place).	Interim basic engineering services appropriate to the basic needs of the settlement and conforming with long-term upgrading plans / layout to avoid wasted expenditure where possible (eg stand pipes, communal sanitation or on-site sanitation, basic road access or footpaths).. It is important that this goes hand in hand with other critical service interventions such as fire protection, solid waste removal, access to basic health and education services etc.	Collective, informal and functional (via municipal classification and recognition)
B2	Emergency Basic Services (eventual relocation when time and resources permit)	Site NOT viable and appropriate for long-term upgrading NO urgent need for relocation (eg material and immediate threat to safety through flooding, slope instability, toxic waste exposure etc)	Emergency basic engineering services appropriate to the basic needs of the settlement but typically to a lower level than for B1 and not needing to conform with long-term upgrade layout (eg standpipes, on-site sanitation or 'portaloo's'). It is important that this goes hand in hand with other critical service interventions such as fire protection, solid waste removal, access to basic health and education services etc.	Collective and functional (via municipal classification and recognition)
C	Imminent relocation	Site NOT viable and appropriate for long-term upgrading AND: Urgent need for relocation (eg material and immediate threat to safety through flooding, slope instability, toxic waste exposure etc). Relocation destination available (either in-situ upgrade or greenfields project with unallocated sites OR site for emergency transit camp and emergency funding available)	No action on the site in question. Participative and consultative process required with residents including site visits to potential relocation destinations. Where the relocation destination is a temporary transit facility then a site feasibility to be conducted and emergency funding secured. Temporary transit facilities should only be utilised where this is unavoidable as they often pose major challenges to relocates and tend to become permanent or semi-permanent.	Not applicable – if relocation destination a housing project then as Category A, transit camp or tenure only

The decisions regarding which course of action to take in addressing the challenge posed by a particular settlement will be informed by a number of factors including:

- the availability of *budget* for housing, land and infrastructure and how soon such budget will become available
- the *locational suitability* of the settlement (eg access to public transport, social facilities, employment etc)
- the *developability of the site* (eg slope, land availability, bulk service availability, geotechnical and environmental constraints etc)
- the *level of need* (poverty and relative deprivation) within the settlement

It should be emphasised that effective categorisation and the selection of an appropriate developmental response can only occur once adequate up-front preliminary assessment work has been completed in order to obtain an adequate profile of the settlement and site in question. It is noted that, in some instances, follow-up technical feasibility work may expose a previously unforeseen obstacle (eg unstable geotech) at which time a re-classification of such a settlement may be necessary.

1.1 Interim basic services

Interim basic engineering services appropriate to the basic needs of the settlement and conforming to long-term upgrading plans or layout to avoid wasted expenditure where possible (eg standpipes, communal sanitation or on site sanitation, basic road access or footpaths). It is important that this goes hand in hand with other critical service interventions such as fire protection, solid waste removal, access to basic health and education services etc.

The site is viable and appropriate for long-term upgrading involves land, bulk services, topography, environmental, geotech to be all in order while the project *implementation not ready* means it cannot be expedited in the next year or two due to lack of available funding, land not yet secured, bulk services not yet in place.

This category includes the following informal settlements:

1. Thabo-Mbeki Square
2. Kgatelopele
3. Magashule Square
4. Mkhondo

1.2 Emergency basic services

Emergency engineering services appropriate to the basic needs of the settlement but typically to a lower level than interim basic services and not needing to conform with the long-term upgrade layout (eg standpipes, on-site sanitation or 'portaloo's'). It is critical that this goes hand-in-hand with other critical service interventions such as fire protection, solid waste removal, access to basic health and education services etc.

These sites are not viable and appropriate for long-term upgrading but no urgent need for relocation (eg no material and immediate threat to safety through flooding, slope instability, toxic waste exposure etc).

Mangaung Metro does not really have informal settlements that need emergency basic services due to their locations or positions. All the informal settlements in Mangaung are situated next to the existing township which makes it easy for access to existing services. In most cases the size of these settlements are also small and not very dense.

1.3 Imminent full upgrading

The upgrading includes delivery of full infrastructural services, top structures and tenure including formal township establishment. Where land is scarce, densification to be promoted. It is critical to ensure that there is integrated local spatial planning and action to enable access to key social services such as education and health care.

Site is viable and appropriate for long-term upgrading where land, bulk services, topography, environmental, geotech etc are all in place. These projects are implementation-ready where land is secured or imminent, town planning approvals / township establishment secured or imminent, and all project funding secured.

This category forms the majority of the informal settlements in the Mangaung Metro since the majority of these settlements are situated on suitable land with formally allocated sites. The challenge relates more to

the installation of services and the social amenities. This category includes the following informal settlements:

1. Bloemside Phase 7
2. Grassland Phase 4(Khayelisha)
3. MK Square
4. Bloemside 9 & 10
5. Bloemside Phase 4 (Sonderwater)
6. Kgotsong and Caleb Motshabi
7. Namibia Erf 27921 and Erf 27778
8. Botshabelo West Ext 1
9. Botshabelo Section E1905
10. Botshabelo Section H412/H447/H1785/H1810/H3/H960
11. Botshabelo Section G 735,736 and 737
12. Botshabelo Section T2473
13. Botshabelo Section C2465 and 2466
14. Botshabelo Section F (Original)
15. Botshabelo Section K1541/K2479,2489,2490,2491/K1692,2259,2131
16. Thaba-Nchu 7 Extensions:
 - Selosesha Ext 14 (Bultfontein 1)
 - Selosesha Ext 27(Moroka)
 - Selosesha Ext 26 (Seroalo)
 - Selosesha Ext17 (Motlatla)
 - Selosesha Ext15 (Bultfontein 5)
 - Thaba-Nchu Ext 25 (Ratau)
 - Selosesha Ext 7 (Bultfontein 4)

1.4 Imminent relocation

There is no development taking place on these sites due to the challenges posed by these areas. Participative and consultative process required with residents including site visits to potential relocations destinations. Where the relocation destination is a temporary transit facility then site feasibility must be conducted, and emergency NDHS funding be secured. Temporary transit facilities should only be utilised where this is unavoidable as they often pose major challenges to relocations and tend to become permanent or semi-permanent.

These are sites that are not viable and appropriate for long-term upgrading and there is urgent need for relocation due to material and immediate threat to safety through flooding, slope instability, toxic waste exposure etc. The majority of these sites are in the Mangaung Metro and are not suitable for development due to small size of sites which were not zoned for residential, rocky areas that can be expensive to develop and flood line areas. The relocation of informal settlements needs to be undertaken in line with the concept of settlement integration, densification and infill, especially in areas where the conditions allow. These informal settlements includes:

1. Kaliya Square and Winkie Direko
2. Saliva Square
3. Rankie Square
4. Lusaka Square
5. Tambo Square

6. Codesa 2 and 3
7. Joe Slovo
8. Jacob Zuma Square

Relocation should be seen as a last resort for those settlements, not only for land that is not viable for long-term upgrading but also where there is a pressing imperative for relocation (ie imminent threat or risk due to such factors as flooding, slope instability or exposure to toxic waste), as well as an available destination for relocations (either an emergency transit facility or an existing housing project with un-allocated sites). Given the difficulties associated with relocations and the protracted timeframes associated with the development of green-fields housing projects, it is expected that this response will only be an appropriate response for a small proportion of all settlements within the short-term (ie within the next five years).

It is emphasised that, whilst the relocations destination may offer better access to basic services and shelter, it may also bring about unintended negative impacts on beneficiaries. These impacts are usually caused by a change in locality and the unintended impacts on livelihoods and survival strategies (eg in terms of access to employment, informal income generating activities, jobs, and schools or else disruption of existing social networks).

It is critical that a **Resettlement Plan** be developed for each and every settlement to be relocated. The resettlement plan will indicate the specific details of each settlement which, among others, should cover public participation, enumeration, rehabilitation and plans to avoid land invasion again, relocation logistics, detail context of the settlement and the area for relocation, time frames for relocation, participants and financial implications.

1.5 Land acquisition

The HDA promotes sustainable communities by making well-located land and buildings available for the development of housing and human settlements. As an organ of state, the HDA is accountable through its Board to the Minister of Human Settlements. The HDA was established to address the land acquisition and assembly process so as to accelerate housing delivery and human settlement development.

Given the above, the HDA is an important partner in providing technical support for upgrading under the coordination of the NUSP. The provision of specific informal settlement upgrading support is defined in the HDA Act as one of the Agency's functions (www.thehda.co.za).

Land acquisition also needs the process of enumeration or socioeconomic survey to be completed in all of these informal settlements, especially the ones that need relocation. This should be done in order to better understand issues like the number of households already residing in the settlement, local economic activity currently in place, access to key social services like health, education, etc. This exercise would also best inform the identification of suitable land, type of infrastructural services or service options for the settlement as a whole. This should be done with the full consultation with the community through focus group discussions.

Although the Municipality has vacant land within the three urban centres that can be used for human settlement development, there is still a need to purchase additional land for human settlements, especially in the eastern side of the City in order to promote the N8 corridor development. This will assist in accommodating a number of households from the informal settlements to be affected by relocations.

This needs to focus on both parcels of land which are already settled, as well as potential greenfield sites. It must be remembered that the process of land acquisition is an inherently slow process (usually taking anywhere between a years and four years) and the MMM therefore needs to plan ahead accordingly. The following are suggested as the main categories of land which the Metro may target for acquisition. These would also constitute the main reasons for a municipality wanting to plan for land acquisition:

- Relocations destinations for full housing delivery (full services, top structures and tenure)
- Relocations destinations for transit camps
- Strategic acquisitions to 'get ahead of the housing problem': ie 'banking' land for future projects such as the development of new suburbs or residential precincts in areas of current of projected urban expansion
- Serviced land release - Acquiring land (either settled or greenfields) with the intention of doing basic planning, installing interim basic infrastructural services and making it available to residents of informal settlements or new arrivals in the city/town

1.6 Release of municipal-serviced land

Whilst this is not yet a mainstream / operational programme of government, this is expected to be a response which will receive increasing attention in the years to come. It is already implicit in the provision of interim basic services. It is always important to plan ahead in terms of acquiring land and servicing the land as per the population growth rate of Mangaung Metro. The area is growing fast and it is difficult to accommodate the population growth but a balance needs to be achieved between the population growth and development planning.

The City already has portions of land that are planned to accommodate different housing programmes as per the tables below. Different portions of land have been earmarked for affordable housing, City's flagship projects, future development and expansion of the City, and formalisation of informal settlements. These portions of land consist of areas that are already in the process of been serviced.

Land parcels earmarked for mixed development initiatives:

No	Land Parcel	Size (ha)	Land Use	Development Status				Output	
				Planning	Services	Housing	Tenure	No Units	Density
1	Cecelia 2532	155	Vacant	No	No	No	No	1900	12.26
2	Brandkop Race Track (BFN 654)	140	Vacant	No	No	No	No	1100	7.86
3	Pellissier Infill development	22	Vacant	Yes	No	No	No	200	9.09
4	Brandkop 702 (BFN 654)	285	Vacant	No	No	No	No	2700	9.47
5	Vista Park 2 (BFN 654),	155	Vacant	Underway	No	No	No	3397	21.92
6	Vista Park 3 (BFN 654),	131	Vacant	Underway	No	No	No	2620	20.00
7	Hillside view(Farm Rocklands 684)	85	Vacant	Yes	No	No	No	920	10.82
8	Sunnyside 2620	70	Vacant	No	No	No	No	200	2.86

9	Laurier Park	-	Vacant	-	-	-	-	-	-
	TOTALS	1043						13037	94.28

Source: Mangaung IHSP,

NB: Portion of Hillside also included under BNG land parcel

The issue of beneficiary administration is critical in order to make sure beneficiaries from the informal settlement are allocated to the right programme depending of their qualifying status. The enumeration or socio-economic survey will assist in terms of understanding the status of the beneficiaries from all the informal settlements. This will also assist in addressing how best to address the challenge of foreign nationals.

2 Detailed settlement responses plan

Below is the schedule of all informal settlements showing scale, locality, categorisation, in respect of appropriate response and indicative budget estimates.

OPTION 1: Land preparation, water and sanitation, street lighting, road and storm water, relocation

No	Name of Settlement	Name of area (Town)	No of Dwellings	Land Ownership	Response Categorisation	Budget Estimate	
					Short/Medium term plan	Short term plan	Medium term plan
In-situ upgrading prioritised projects					Total 16450	Total R293 357 988.00	
1	MK Square & Sibuyile	BFN (Mangaung)	490	MMM	Roads & storm water, water & sanitation, street lighting	R9 789 190.60	
2	Kgotsoong /Caleb Motshabi	BFN (Mangaung)	10000	MMM	Roads & storm water, water & sanitation, street lighting		R199 779 400.00
3	Bloemside Phase 4 (Sonderwater)	BFN (Mangaung)	260	MMM	Land preparations, roads & storm water, water & sanitation, street lighting	R5 438 653.40	
4	Botshabelo West Ext 1	BFN Botshabelo	3700	MMM	Roads & storm water, water & sanitation, street lighting		R73 918 378.00
5	Grassland Phase 4 (Khayelisha)	BFN (Mangaung)	2000	MMM	Land preparations, roads & storm water, water & sanitation, street lighting		R44 323 660.00
Other in-situ upgrading projects			10686	R 219 846 928.78			
1	Kgatelopele	BFN (Mangaung)	85	MMM	Land preparations, roads & storm water, water & sanitation, street lighting	R1 883 755.55	
2	Namibia Erf 27921 & Erf 27778	BFN (Mangaung)	21 /31	MMM	Roads & storm water, water & sanitation, street lighting	R1 345 013.76	
3	Bloemside 9 &10	BFN (Mangaung)	4200	MMM	Roads & storm water, water & sanitation, street lighting		R83 907 348.00
4	Thaba-Nchu Extensions	BFN Thaba-Nchu	2480	DRD&LR	Roads & storm water, water & sanitation, street lighting		R49 545 291.20
5	Thabo -Mbeki Square	BFN (Mangaung)	41	MMM	Land preparations, road & storm water, water & sanitation, street lighting	R908 635.03	
6	Magashule Square	BFN (Mangaung)	48	MMM	Land preparations, roads & storm water, water & sanitation, street lighting	R1 063 767.84	
7	Botshabelo Section E	BFN Botshabelo	1200	MMM	Roads & storm water, water & sanitation, street lighting		R23 925 596.00

INFORMAL SETTLEMENTS UPGRADING PROGRAMME: MANGAUNG METRO MUNICIPALITY

ISU STRATEGY

8	Botshabelo Section H	BFN Botshabelo		MMM	Roads & storm water, water & sanitation, street lighting		
9	Botshabelo Section G	BFN Botshabelo		MMM	Roads & storm water, water & sanitation, street lighting		
10	Botshabelo Section T	BFN Botshabelo		MMM	Roads & storm water, water & sanitation, street lighting		
11	Botshabelo Section C	BFN Botshabelo		MMM	Roads & storm water, water & sanitation, street lighting		
12	Botshabelo Section F	BFN Botshabelo		MMM	Roads & storm water, water & sanitation, street lighting		
13	Botshabelo Section K	BFN Botshabelo		MMM	Roads & storm water, water & sanitation, street lighting		
14	Bloemside Phase 7	BFN (Mangaung)	2500	MMM	Land preparations, roads & storm water, water & sanitation, street lighting		R55 494 575.00
15	Mkhondo	BFN (Mangaung)	80	MMM	Water, sanitation, land preparations, roads, water & sanitation, street lighting	R1 772 946.40	
Relocation projects			599	R14 072 244.14			
1	Kaliya Square & Winkie Direko	BFN (Mangaung)	20 /170	MMM	Kaliya relocation due to floodline & power lines. Water, sanitation, land preparations, roads, water & sanitation, street lighting and relocation. Winkie Direko relocation due to floodline area. Road & stormwaterwater & sanitation, street lighting and relocation	R4 019 622.90	
2	Saliva Square	BFN (Mangaung)	118	MMM	Relocation due to rocky area. Road & stormwater water & sanitation, street lighting and relocation	R3 896 251.44	
3	Jacob Zuma Square	BFN (Mangaung)	114	MMM	Relocation due to rocky area. Road & stormwater water & sanitation, street lighting and relocation	R2 411 773.74	
4	Rankie Square	BFN (Mangaung)	15	MMM	Road & stormwater water & sanitation, street lighting and relocation	R317 338.65	
5	Lusaka Square	BFN (Mangaung)	23	MMM	Road & stormwater water & sanitation, street lighting and relocation	R486 585.93	
6	Tambo Square	BFN (Mangaung)	24	MMM	Road & stormwater water & sanitation, street lighting and relocation	R507 741.84	
7	Codesa 2&3	BFN (Mangaung)	15	MMM	Geo-tech study revealed that the area is not suitable for settlement. Road & stormwater water & sanitation, street lighting and relocation	R317 338.65	
8	Joe Slovo	BFN (Mangaung)	100	MMM	Road & stormwater, water & sanitation, street lighting and relocation	R2 115 591.00	
28		Grand Total 27 735				Grand Total R543 242 858.93	

OPTION 2: Detail response plan excluding road and stormwater:

No	Name of Settlement	Name of area (Town)	No of Dwellings	Land Ownership	Response Categorisation	Budget Estimate	
					Short/Medium term plan	Short term plan	Medium term plan
In-situ upgrading prioritised projects		Total	16450	Total R 182 607 913.00			
1	MK Square & Sibuyile	BFN (Mangaung)	490	MMM	water & sanitation, street lighting	R5 302 000.90	
2	Kgotsong /Caleb Motshabi	BFN (Mangaung)	10000	MMM	water & sanitation, street lighting	R108 204 100.00	
3	Bloemside Phase 4 (Sonderwater)	BFN (Mangaung)	260	MMM	Land preparations, roads & storm water, water & sanitation, street lighting	R3 057 695.60	
4	Botshabelo West Ext 1	BFN Botshabelo	3700	MMM	water & sanitation, street lighting	R40 035 517.00	
5	Grassland Phase 4 (Khayelisha)	BFN (Mangaung)	2000	MMM	Land preparations, roads & storm water, water & sanitation, street lighting	26 008 600.00	
Other in-situ upgrading projects			10686	R 121 687 364.71			
1	Kgatelopele	BFN (Mangaung)	85	MMM	Land preparations, water & sanitation, street lighting	R1 105 365.50	
2	Namibia Erf 27921 & Erf 27778	BFN (Mangaung)	21 /31	MMM	water & sanitation, street lighting	R566 623.71	
3	Bloemside 9 &10	BFN (Mangaung)	4200	MMM	water & sanitation, street lighting	R45 445 722.00	
4	Thaba-Nchu Extensions	BFN Thaba-Nchu	2480	DRD&LR	water & sanitation, street lighting	R26 834 616.80	
5	Thabo -Mbeki Square	BFN (Mangaung)	41	MMM	Land preparations, water & sanitation, street lighting	R533 176.30	
6	Magashule Square	BFN (Mangaung)	48	MMM	Land preparations, water & sanitation, street lighting	R624 206.40	
7	Botshabelo Section E	BFN Botshabelo	1200	MMM	water & sanitation, street lighting	R12 936 560.00	
8	Botshabelo Section H	BFN Botshabelo		MMM	water & sanitation, street lighting		
9	Botshabelo Section G	BFN Botshabelo		MMM	water & sanitation, street lighting		

10	Botshabelo Section T	BFN Botshabelo		MMM	water & sanitation, street lighting		
11	Botshabelo Section C	BFN Botshabelo		MMM	water & sanitation, street lighting		
12	Botshabelo Section F	BFN Botshabelo		MMM	water & sanitation, street lighting		
13	Botshabelo Section K	BFN Botshabelo		MMM	water & sanitation, street lighting		
14	Bloemside Phase 7	BFN (Mangaung)	2500	MMM	Land preparations, water & sanitation, street lighting	R32 600 750.00	
15	Mkhondo	BFN (Mangaung)	80	MMM	water & sanitation, land preparations, street lighting	R1 040 344.00	
Relocation projects			599			R8 586 883.68	
1	Kaliya Square & Winkie Direko	BFN (Mangaung)	20 /170	MMM	Kaliya relocation due to floodline & power lines. Water, sanitation, land preparations, roads, water & sanitation, street lighting and relocation. Winkie Direko relocation due to floodline area, water & sanitation, street lighting and relocation	R2 279 692.20	
2	Saliva Square	BFN (Mangaung)	118	MMM	Relocation due to rocky area, water & sanitation, street lighting and relocation	R2 815 662.90	
3	Jacob Zuma Square	BFN (Mangaung)	114	MMM	Relocation due to rocky area, water & sanitation, street lighting and relocation	R1 367 815.32	
4	Rankie Square	BFN (Mangaung)	15	MMM	water & sanitation, street lighting and relocation	R179 975.70	
5	Lusaka Square	BFN (Mangaung)	23	MMM	water & sanitation, street lighting and relocation	R275 962.74	
6	Tambo Square	BFN (Mangaung)	24	MMM	water & sanitation, street lighting and relocation	R287 961.12	
7	Codesa 2&3	BFN (Mangaung)	15	MMM	Geo-tech study revealed that the area is not suitable for settlement, water & sanitation, street lighting and relocation	R179 975.70	
8	Joe Slovo	BFN (Mangaung)	100	MMM	water & sanitation, street lighting and relocation	R1 199 838.00	
28		Grand Total 27 735				Grand Total R312 882 161.39	

Responses based on assessment

NB: The figures above exclude land acquisition

Budget estimates are based on **Subsidy Quantum Incremental Interventions** in the **National Housing Code: Part 3**

Description	Unit Cost
Land development	R 2 183.89
Water and sanitation	R 10 700.58
Roads and stormwater	R 9 157.53
Street lighting	R 119.83
Relocations	R 1 177.97

This data is indicative and will be confirmed after final site assessments

In the table below are the five settlement prioritisation criteria for projects implementation.

Settlement order	Prioritisation criteria
Kgotsoong & Caleb Motshabi	<ul style="list-style-type: none"> • Pressure point (political, instability) • One of the oldest settlement • Size-Bigger settlement to make significant impact • Progress – advanced planning processes
Grassland Phase 4 (Khayelitsha)	<ul style="list-style-type: none"> • Pressure point (political, instability) • Size-Bigger settlement to make significant impact • Floodline area (disaster prone)
MK Square & Sibuyile	<ul style="list-style-type: none"> • Pressure point (political, bulk infrastructure, instability) • One of the oldest settlement • Infill upgrading project with services available • Size-Bigger settlement to make significant impact • Progress – advanced planning processes
Botshabelo West	<ul style="list-style-type: none"> • Pressure point (political, instability) • Size-Bigger settlement to make significant impact • Progress – advanced planning processes • Flooding (disaster prone)
Bloemside Phase 4 (Sonderwater)	<ul style="list-style-type: none"> • Pressure point (political, instability) • Infill upgrading project with services available • Progress – advanced planning processes

3 Description of main responses / programmes to promote integration and sustainability

3.1 Community Participation

The National Delivery Agreement targets to improve basic infrastructure, services and land tenure with regards informal settlements. This requires the production of robust project plans to ensure effective implementation. Such plans provide for the provision of tenure, water, sanitation, public transport, electrification, waste management, social services and amenities such as public open spaces and recreational facilities. Part 3 of the National Housing Code 2009 requires that these are developed through participatory planning processes with the affected communities. Mangaung Metro Municipality Review IDP for 2013/2014 outlines public participation and the structures that are already in place be utilised to promote integration and sustainability.

There are various methods and approaches for facilitating effective community participation in the upgrading processes. In all cases, the minimum level of participation should be that of regular meetings between the Province, Municipality and its professional team and the local community structures together with the leaders. Liaison only with the ward development committee and ward councillor is not regarded as sufficient as this invariably results in a 'gap' in information and communication. This does not mean that the ward councillor and ward development committee should not be involved in the process, just that they should not be the main and only point of contact and participation.

In all cases facilitation must be undertaken by an experienced facilitator with extensive experience in working with poor communities and with a good general knowledge of housing, infrastructure and planning processes. This is not a task which should be undertaken by an inexperienced or junior professional or government official. Failure within the facilitation and participation process can threaten the success of a project and even lead to violent confrontation. Additional methods relating to participation include the following:

- Participative community action plans which are multi-sector and identify the most important issues and challenges facing residents
- Socio-economic surveys to obtain more broad, quantitative household and settlement information
- Focus groups (around specific identified issues) to obtain more qualitative information (useful in order to augment a socio-economic survey)

Metro must develop an agreed community consultation approach which will assist with engaging with the community prior to the implementation of projects. This will be guided by existing dynamics in each settlement to be addressed, which should be identified and indicated from the first interactions with a community. This community consultation plan will be the guiding tool for encouraging the participatory planning process for settlements upgrading or relocation.

The settlement planning process must be conducted in a participatory manner, with close involvement of the communities directly affected. Particular attention must be paid to ensuring that communities understand

their development situation, participate in the generation of options and choices for development, and that information is provided in an accessible manner to improve decision-making.

3.2 Local Economic Development (LED)

It is critical to develop a programme that will ensure that community livelihoods are addressed and community empowerment initiatives are suggested as part of settlement upgrading plans. This must be based on an analysis of each settlement and identification of opportunities in that regard. It is critical that detailed enumeration is conducted in each and every settlement in order to understand the community (skill, education level, economic level, etc) and settlement context (availability of space projects, viable initiatives in the locality, existing initiatives, etc).

The LED initiative planning process must be conducted in a participatory manner, with close involvement of the communities directly affected. Particular attention must be paid to ensure that communities understand their development situation, participate in the generation of options and choices for development, and that information is provided in an accessible manner to improve decision-making. This requires that the social facilitation work must be done closely with the technical assessment (feasibility) and that the two assignments are coordinated closely.

The table below reveals that an alarming amount of households (approximately 11%) within MMM have no form of income. MK Square informal settlement was used as a pilot project to achieve well-informed informal settlements upgrading plans. This settlement is situated in ward 6 and 12 of Mangaung Metro. Within Ward 6, 13% of households have no income, while 12% of households in Ward 13 have no income as per the table below.

Annual household income	MMM	Ward 6	Ward 13
No income	11%	13%	12%
R1 – R4 800	5%	5%	2%
R4 801 – R9 600	7%	8%	4%
R9 601 – R19 600	17%	19%	15%
R19 601 – R38 200	20%	26%	20%
R38 201 – R76 400	14%	18%	20%
R76 401 – R153 800	10%	8%	16%
R153 801 – R307 600	8%	2%	8%
R307 601 – R614 400	5%	1%	2%
R614 001 and more	3%	0%	1%
TOTAL	100%	100%	100%

Source: Stats SA, 2011

The majority of households (71%) located in Ward 6 fall in the low-income bracket (R0 – R38 200 per annum), while 53% of households located in Ward 13 fall in the low-income bracket. Slightly more than a quarter (26%) of households in Ward 6 fall in the middle income bracket (R38 201 – R153 800 per annum), while 36% of households in Ward 13 fall in the middle income bracket. Understanding of the settlement context is critical for proposing sustainable and appropriate developmental response for the settlement. The statistics contained in the table above reveal that the majority of households earn less than R3 200 a month,

which is an indication that MK Square is located within a low-income area. This is a reflection of the situation in the majority of Mangaung's informal settlements.

The following table provides information relating to the Economic Active Population (EAP) in the MMM, as well as within Ward 6 and Ward 13. The table also shows the potential EAP (population aged 15-64 years). While this whole section of the population is capable of working, many are not available for work (such as housewives/ homemakers, students and scholars, pensioners and retired people, people who cannot work due to illness or disability, seasonal workers, or those who choose not to work). The following table indicates potential EAP and employment status:

	MMM	Ward 6	Ward 13
Potential EAP	311 215	7 567	3 831
Employed	68%	62%	65%
Unemployed	26%	32%	29%
Not working/other	6%	6%	6%
TOTAL	100%	100%	100%

Source: Stats SA 2011

Through the focus group discussions conducted by the HDA in April 2013 for the enumeration process, it became clear that the majority of people residing within MK Square are unemployed. The people that are employed mostly work for someone else, such as domestic workers or as construction workers in Bloemfontein. There are a number of spaza shops in the settlement and the nearby retail centre provides employment opportunities to a small amount of residents (*refer to the map below*). The residents of MK Square indicated that many people want to start their own business, but are unable to do so due to a lack of funding, limited/no business skills, and little support from government.

MK Square 'uses' locality map:



Source: HDA series of research 2013

The community of MK Square indicated that skill levels in the community are fairly low, and those individuals who are fortunate enough to have benefited from skills training/development mostly have skills relating to domestic work, construction and artisan work. Residents of MK Square highlighted the need for training and skills development, specifically relating to business development and personal development.

The majority of households have skills relating to baking, cooking and domestic work/cleaning. Other skills in MK Square are artisan skills, IT and computer-related skills, carpentry and hair styling. The table below summarises MK Square community skills:

Skills	Count	% distribution
Electrician	34	8%
Sewing and tailoring	53	12%
Baking and cooking	177	42%
Plumbing	34	8%
Mechanic/panel beater skills (car repairs)	23	5%
General building skills/bricklaying	62	15%
Gardening/landscaping	103	24%
Domestic work/cleaning	133	31%
Painting	47	11%
Tree felling	3	1%
Other	79	19%

Source: HDA series of research 2013

Although MK Square has no formal community or settlement leader, the Ward Councillors are active within the community and are involved in community projects and initiatives. Community meetings are held on a quarterly basis. A Community Policing Forum (CPF) exists, but according to the residents, it is not very active. In addition to the CPF, a youth club exists that is committed to supporting sport and learning at school. Besides these, there are no community associations and projects.

Due to low household income levels and the high unemployment rate in MK Square, few households are able to put money away in a saving scheme, such as a household/community stokvel. A handful of women from the settlement have a stokvel where R300 a month is put away (R100 for groceries and R200 for savings). A burial society existed some time ago, but this initiative is no longer in place.

3.3 Special Needs

The MK Square pilot project revealed that special needs include elderly assistance, day-care facilities, improved service at the MUCCP clinic, water and sanitation, roads and stormwater, street-lighting, houses, security of tenure, etc.

Special needs identification entailed door-to-door administration for collection of data. Data collected includes verifying number of residents, profiling of all households, number of structures, living arrangements, community livelihoods, LED initiatives, and access to social amenities, tenure arrangements, etc. On the other hand, the focus groups discussions and one-on-ones for collection of qualitative data, focused on

issues of vulnerability, livelihoods, security of tenure, etc. All of these activities assist to identify the special needs of the community via public participation.

From the survey results, it was revealed that 303 number of households qualify for a housing subsidy. This is the results of the identification of special needs (housing) from the community of MK Square informal settlements (490 stands). The subsidy criteria and the number of households that qualify within each criterion are set out below:

The household head has to be at least 18 years of age	422 (99%) households complied with this criterion
Household size greater than 1 member and the household head has financial dependants	383 (90%) households complied with this criterion
The combined monthly household income should not exceed R3 500	371 (87%) households complied with this criterion
No household member has never received a housing subsidy	420 (99%) households complied with this criterion
No household member owns or has ever owned a house with a title deed	400 (94%) households complied with this criterion
The household head must be a South African citizen	420 (99%) households complied with this criterion

It is revealed that **303 (71%) households may qualify for a housing subsidy** based on the above criteria. Approximately 28% (121) households of households residing in MK Square may qualify for a housing subsidy and are **already on the official housing waiting list**.

3.4 Local Spatial Plans

The importance of promoting integration, sustainability and spatial coherence cannot be overstated. As indicated previously, the NDHS grant funding mandate is primarily focused on housing, infrastructure and tenure, there are two factors which put it in an enabling position in this regard:

- Its overall mandate is 'human settlements' which are always defined as consisting of more than just housing and basic infrastructural services
- It can and does provide funding for the preparation and planning of projects

The overall objective must be to ensure that the following key aspects of development are addressed in parallel with housing and infrastructure, and that the latter investment is used as a way of leveraging broader development and change so as to promote more integrated and sustainable development:

- Fire protection
- Solid waste removal
- Education (especially at school level)
- Health care (especially primary health care / clinics)
- Public transport
- Special needs
- Day care
- Local economic development
- Job creation

- Support for local micro-enterprise
- Livelihoods interventions
- Food security
- Recreation

The majority of Mangaung Metro informal settlements are located within the existing townships with access to facilities and amenities. It is important for any future planning to consider these existing situations in order to establish sustainable human settlements. There are also a number of open spaces that still need investigation to establish if there is a need for the initial purpose or can these areas can be used for infill projects. Bulk services will also have to be investigated in order to establish the capacity for infill projects. The infill projects can accommodate some of the informal settlements earmarked for relocation. Also two informal settlements in Thaba-Nchu without occupation can be used for infill projects. Semi-detached or flats can be built for infill projects in order to maximise the space availability.

The majority of informal settlements in Mangaung Metro either have layout plans in circulation or approved and waiting for township establishment processes to be completed. This limits further innovation to these settlements since people have already been allocated to the pegged sites and built formal structures. As a result, it is critical for any locality plans to take consideration of the existing surrounding context, innovation on locality plans can further be explored on settlements that allow for this. The spatial innovation and densification are further elaborated under **3.8 Promoting Densification and Urban Efficiency**.

3.5 Key Social Facilities

It is critical that informal settlement upgrading does not only focus on housing and related basic infrastructure eg water, sanitation, road access, and electricity. In order to enable more integrated and sustainable development, other developmental issues need to be addressed and other sectors or spheres of government need to be involved. Communities also need to be more fully involved in the developmental process to meet these ends (eg utilising participative and livelihoods approaches). It is important to have effective community engagement and an up-front assessment of a community in order to better understand the issues, needs, social capital, livelihoods and survival strategies of residents, and settlement formation. MMM funding during the preparation and planning stages plays a pivotal role in enabling such involvement and participation through appropriate facilitation and planning activities. Some of the critical responses to social facilities over and above those relating to basic infrastructure services, housing and tenure are:

- basic non-infrastructure services (eg fire protection, solid waste removal)
- social facilities (eg education and health care)
- livelihoods issues (eg food security, HIV AIDS, income generating activities)
- job creation and local economic development.

The Municipality does not have a lot of problems with the provision of **education facilities** in the City and the old township areas. The schools have been provided for in terms of the town planning standards. In most instances the challenge is the physical provision of the school due to budget constraints and lack of proper coordination between the Municipality and the Department of Education. The best schools with good facilities are found in Bloemfontein city and in the high-income suburbs, while the former Black townships don't have access to such schools with the facilities found in the "former white areas". The following are the town-planning standards for the provision of educational facilities in the settlements:

- 0,013 hectares per crèche for 900 residential dwelling units or population of 5,000 people with standard of minimum walking time of 20 minutes

- 0.500 hectares per primary school for 600 residential dwelling units or population of 5,000 people with standard of minimum walking time of 30 minutes
- 1,000 hectares per secondary school for 1,200 residential dwelling units or population of 6,600 people and no standard walking time is specified

As already mentioned above, there is enough provision for schools in the settlements however the children in the previously disadvantaged areas have to travel long distances to attend school. This can be attributed to financial constraints from the Department of Education to construct new schools, low density of the settlements, and also the lack of proper coordination and integrated planning between the Municipality and the Department of Education (sector alignment).

Since **sports facilities** are part of learning and very much linked to education, the Municipality plans to integrate education facilities with sports facilities to ensure efficiency of land and distances to facilities. The Municipality aims to have schools, both primary and secondary, within a radius of 1,000 metres in the next five years. However, this will require a more compact urban form and structure to ensure that these facilities are optimally utilised. Currently the Department of Education has identified three areas ie Caleb Motshabi, Bloemside Phase 6 and Botshabelo West within the MMM for construction of new schools in the MTREF period (Mangaung IDP 2013/2014).

Similar to education facilities, **health facilities** are also provided in terms of the town planning standards. 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 / clinics, are within a radius of 1,000 metres in the urban settlements and the provision of mobile clinics at least twice a week in the rural areas to improve access to health care services within the next five years.

A public service facility includes amenities such as libraries, community centres, post offices, police stations, etc. These facilities are also important for the development of human settlements and are in shortage in the south-eastern part of Bloemfontein city 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.

Similar to other amenities discussed above, these amenities are provided in the layout plans in most instances. However, budgetary constraints have made it difficult for government to construct such amenities. The plan of the Municipality is to use the USDG and other available funding streams, such as the Neighbourhood Development Programme Grant, to build multi-purpose centres to accommodate these amenities within easy access by all the residents (*as stated in Mangaung IDP*). This will require enhanced settlement planning and moving away from the old township development and thereby encourage efficiency and greater access to amenities with limited resources.

The target of the Municipality is to at least build about four multi-purpose centres in the poor areas of the Municipality such as Caleb Motshabi/Kgotsoong, Botshabelo West and the Grassland area to improve access by the poor to integrated public services amenities in the next five years (Mangaung Metro IDP).

3.6 Public Transport

The sustainability and success of any urban settlements strongly depends on the availability of an efficient, reliable, convenient, affordable and properly integrated public transport system serving the area. For this reason, emphasis must be placed on the effective integration of land use planning and transportation

planning in MMM with the view of developing sound policy frameworks and strategies that cater for the mobility needs of all communities within the MMM area.

Mangaung Metro's informal settlements enjoy existing public transport facilities from the surrounding settlements. However, there is still a need for improvement of public transport in the following areas:

Motorised Public Transport - Bus and mini-bus taxi are the predominant motorised public transport modes used within the MMM area. Public transport strategies required to enhance and promote motorised public transport in urban settlement development include:

- Enhancing the effective functioning of the Municipality through the integrated planning of public transport infrastructure and facilities, public transport operations and public transport services
- Upgrading of informal settlements to be used for directing employment opportunities and activities, mixed land uses and high density residential development into high-utilisation public transport corridors, interconnected through development nodes within the corridors
- Upgrading informal settlements to discourage urban sprawl, which tends to undermine effective public transport services
- Giving priority to infill and densification along public transport corridors
- Along major corridors sufficient road reserve (sidewalk space) should be provided for the provision of taxi- and bus- stop lay-bys.

Special Category Passengers - The needs of special categories of passengers must be considered in planning and provision of public transport infrastructure, facilities and services by:

- Planning and designing public transport services in such a manner that appropriate modes should be selected and planned for on the basis of where they have the highest impact on reducing the cost of travel. The BRT system is an example of a public transport service which is effective with an expected use in an urban settlement development
- Provide public transport services, facilities and infrastructure to integrate the different modes of land transport
- Public transport functions must be integrated with related functions such as land use and economic planning and development through, amongst others, development of corridors and densification and infilling
- Maximise the affordability and efficiency of the transport system and infrastructure

Non-motorised Public Transport - Walking is by far the most predominant mode of non-motorised public transport in the MMM area. In the design of informal settlement development, the following non-motorised public transport strategies are applicable:

- Along major corridors and township layouts sufficient sidewalk space should be provided allowing for the provision of pedestrian walkways and bicycle routes separated/protected from vehicular traffic
- Locating land uses in the planning of township layouts in such a manner as to reduce pedestrian strive-lines across major corridors as far as practically possible
- Locating schools, community centres and other land uses generally attracting and associated with large numbers of pedestrians not adjacent to, but also not too far from major corridors to be easily accessible for public transport
- Provide ample sidewalk widths around schools even, community centres and other land uses generally attracting and associated with large number of pedestrians

3.7 Sector Alignment Guidelines

Guidelines for the various levels of alignment in the table below:

Sphere of government	Alignment objective	Responsibility	Alignment action required	Comments
Vertical Alignment: National and Provincial Policies	Ensure alignment with national policies and guidelines	Policy Manager/s	Ensure alignment of National Policies ie National Spatial Development Perspective, PIE, BNG, Acts etc.	National and Provincial Policy Managers are responsible for the alignment of the various national policies and guidelines.
	Align Metro and district municipalities	IDP and human settlement Managers	Ensure alignment of Metro and district municipalities	These managers are responsible for the alignment of Metro and districts municipalities as well as between adjoining or affected local municipalities.
Horizontal Alignment: Sector Planning	Align various sectors with each other and overall IDP Spatial alignment of projects through the Spatial Development Framework (SDF):	Planners, IDP Manager, Sector Managers & Sector Specialists	Ensure inter-sectoral alignment between the following: <ul style="list-style-type: none"> – Housing sector plan – LED plan – Transport plan – Water services – Development plan – Environmental management plan – Other relevant sector departments and plans 	Alignment of sector departments is the responsibility of the IDP manager, sector departments and sector specialists who should use the IDP document as the alignment vehicle. Spatial alignment of sector projects is coordinated through the Spatial Development Framework (SDF). This is a dynamic process with on-going adjustment and alignment between various sectors, through the SDF and IDP.
Horizontal Alignment: Project Level Integration (Planning and Implementation)	Manage integration of projects being planned and/ or implemented	Project Manager (appointed or internal) and appointed professionals and sector specialists	Ensure coordination and alignment of the following feasibility studies and processes: <ul style="list-style-type: none"> – Land assembly process – Socio-economic surveys – Environmental management – Bulk services feasibility – Engineering services – Local level transport planning – Town planning – Internal and external social stakeholders (development committee, community, professional team, municipality etc) 	It is the project manager's responsibility to manage and coordinate the project's implementation process. Apart from general project management activities such as securing the land, town planning, environmental management, managing social issues and relevant project stakeholders, the project managers should also manage the involvement of various external stakeholders such as neighbouring residential communities, the local business community, NGOs and social services throughout the project's implementation.
Horizontal Alignment: Project Level Integration (Operation and Maintenance)	On-going alignment and integration to ensure long-term sustainability and settlement	Project Manager (appointed or internal) and appointed professionals and sector	Ensure inter-sectoral alignment between the following: <ul style="list-style-type: none"> – Fire and emergency services – Education – Social welfare – Health 	It is critical that the long-term sustainability of each settlement is effectively managed. Services required by residents (eg fire, police, clinics, hospitals, schools, transport) must be

	management	specialists	<ul style="list-style-type: none"> – Protection services – Relevant civil society organisations in the area – Energy (Eskom) – Telecoms (Telkom) – Local economic development etc 	<p>integrated into the area and develop a plan of assistance to the resident community.</p> <p>Furthermore and based on the needs identified in the initial socio-economic survey, on-going community empowerment programmes such as local economic development initiatives, food security projects etc. should be implemented in the settlement to ensure that residents have the means to develop sustainable livelihoods strategies.</p>
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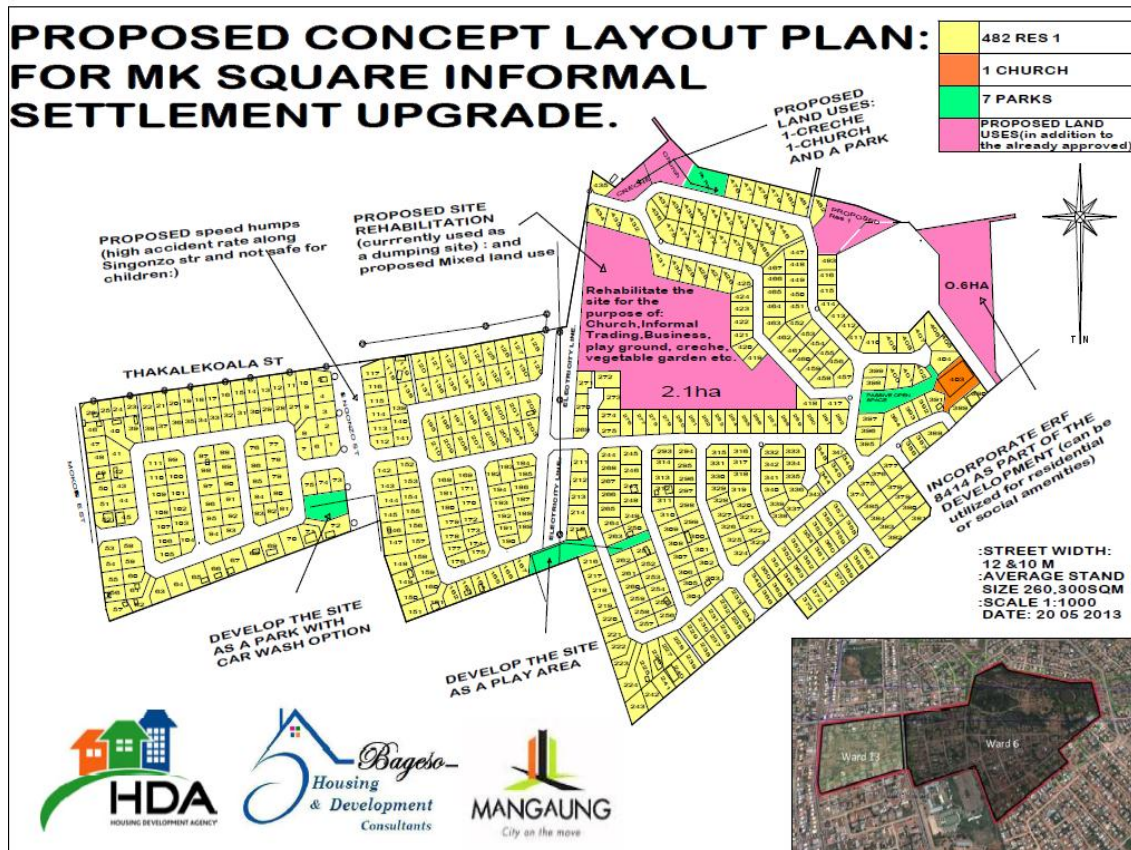
3.8 Promoting Densification and Urban Efficiency

Whilst densification should not automatically be pursued on every upgrade project, it should be pursued where it is appropriate to do so (ie where there is a shortage of land available for development and where 'compaction' of the urban form is regarded as an important planning principle). This will tend to apply mostly to Botshabelo, Mangaung and along the N8 road. There are three main ways in which densification can be promoted:

- Double-storey, attached housing typologies
- More pedestrianised layouts in order to reduce the loss of space to road reserves
- Infill projects where public spaces are available (auditing of these spaces is important to confirm availability)

With regards the benefits of densification versus de-densification - there are additional costs for densification related to top structure and also potentially from the retaining walls and additional civil engineering works that may be required on steep sites. These additional direct costs however need to be offset by other indirect costs which may be difficult to quantify, for instance, relating to a sprawling city / town and the associated need to extend bulk infrastructure or the additional transport costs which commuters might face traveling into town from the urban periphery.

The option to densify informal settlements is explored in the MK Square pilot project for upgrading plans. Intensive meetings with the Metro, the HDA, Ward Councillors and Community with regard densification and urban efficiency took place during the consultation processes. The current density of MK Square is approximately 20 units /ha with the average size of stands at 260sqm-300sqm. Low density development is more costly because of the cost of additional land and bulk infrastructure. It will also be more costly for the end-user because of cost of rates. The capital cost to develop MK Square is approximately R31 million, if the full upgrade option is implemented and only 482 houses are planned for. If the area is to be densified to 40 units/ha the very same capital cost could cater for double the population. The only implementable option is an infill project for the MK Square informal settlement as per the proposed layout plan below:



Challenges identified with densification for the MK Square pilot project are as follows:

- MK Square is already developed, with 18% to 25% formal structures already built as per the pictures below



- The people were formally allocated stands according to the pegs of the surveyor and in terms of the densification policy as stipulated in the Mangaung Metro SDF
- The township's application is already approved and the general plan is to be submitted for approval by the surveyor's office
- The EIA application is also at its advances stage and recommended for approval
- Residents have already been allocated stands with the permit as a form of ownership
- Since the formalisation process is a consultative process, the HDA had difficulties with the community agreeing to the densification concept. The community only wants results going forward since they have been keeping track of the township formalisation process since 2009

As a result, MK Square is already at the advised stage of township development and densification is not an implementable option. This may apply to other informal settlements in Thaba-Nchu and Botshabelo, Caleb Motshabi, Kgotsong, Bloemside 9 and 10, etc.

However, densification can still be explored in the following areas since these areas are still at the early stage of planning:

1. Bloemside phase 4 and Sonderwater
2. Mkhondo

3.9 Achieving Secure Tenure

It must be noted that the new approach for human settlements is a developmental and coordinated area-based approach that talks to integrated, inclusive and non-racial societies, thus it moves beyond basic shelter to sustainable settlements. It is more responsive to the housing demand as opposed to the supply-led approach and allows for a phased development approach. As a result, the nature of tenure provision needs to be appropriate to the level of investment and nature of the developmental response being promoted. Two broad forms of tenure are thus necessary and appropriate for the achievement of this strategy.

The appropriate form of minimum tenure for the **delivery of interim basic services** should be that of functional and 'collective' (settlement-level) tenure (as opposed to formal and individual tenure) and specifically in the form of a municipal recognition of the settlement in question. Such recognition needs to be based on the rapid up-front assessment of settlements. It would typically take the form of an approved municipal schedule of projects which would need to be included in the Municipality's housing sector plan. This recognition means that the Municipality has assessed the settlement as potentially suitable for medium to long term upgrading and that in the interim, it will not pursue any actions aimed at eviction or relocation.

Although the Municipality will in most instances not (yet) own the land in question, it is implicit that it has an intention to do so and that such acquisition will take place when the timing is appropriate. Such recognition means that a settlement is no longer regarded as 'illegal' in the eyes of the Municipality, even if the area has not yet been formalised. The very act of categorising and classifying informal settlements confers a significant level of tenure security mainly through increasing the transparency of future developmental plans and reducing uncertainty over potential relocation. For example, residents of settlements categorised for full upgrading or interim services are assured that they will not be relocated except in the case of those that cannot be accommodated on the site, in which case they will be provided for in another housing project.

The appropriate form of **tenure for the delivery of a full upgrade** should be individual, formal tenure. Whilst a title deed should be regarded as the 'default' form of tenure, in the absence of any proven alternatives, efforts should be made to encourage the testing of other more streamlined forms of individual, formal tenure via pilot alternative tenure projects. The performance criteria for such alternative tenure forms should be as follows:

- Upgradeable to full title as and when the need arises
- Locally administered (eg by the Municipality)
- Easily accessible to residents / owners
- Low or nil transaction cost
- Low administrative cost
- Provides a locally authorised certificate of ownership to the owner

PART 4: MEDIUM TERM EXPENDITURE FRAMEWORK

Projects/High Level Activities	Target	Total Estimated Budget	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
28 settlements	27 735 sites	R 543 242 858.93	R 7 832 071.90	R 54 806 742.52	R 80 972 775.51	R 93 669 041.67	R 98 940 800.33	R 103 522 765.22	R 103 498 661.78
1.Grassland phase 4 (2000)									
Land development	2000 sites	R 4 367 780.00	R 2 183 890.00	R 2 183 890.00					
Water & sanitation	2000 sites	R 21 401 160.00			R 10 700 580.00	R 10 700 580.00			
Roads & stormwater	2000 sites	R 18 315 060.00						R 9 157 530.00	R 9 157 530.00
Street lighting	2000 sites	R 239 660.00			R 239 660.00				
		R 44 323 660.00	R 2 183 890.00	R 2 183 890.00	R 10 940 240.00	R 10 700 580.00	R 0.00	R 9 157 530.00	R 9 157 530.00
2.Botshabelo West Ext 1 (3700)									
Land development	3700 sites	R 0.00							
Water & sanitation	3700 sites	R 39 592 146.00		R 13 197 382.00	R 13 197 382.00	R 13 197 382.00			
Roads & stormwater	3700 sites	R 33 882 861.00					R 11 294 287.00		R 22 588 574.00
Street lighting	3700 sites	R 443 371.00				R 443 371.00			
		R 73 918 378.00	R 0.00	R 13 197 382.00	R 13 197 382.00	R 13 640 753.00	R 11 294 287.00	R 0.00	R 22 588 574.00
3.Bloemside Phase 4 (260)									
Land development	260 sites	R 244 389.00	R 244 389.00						
Water & sanitation	260 sites	R 2 782 150.80	R 2 782 150.80						
Roads & stormwater	260 sites	R 2 380 957.80			R 2 380 957.80				
Street lighting	260 sites	R 31 155.80		R 31 155.80					
		R 5 438 653.40	R 3 026 539.80	R 31 155.80	R 2 380 957.80	R 0.00	R 0.00	R 0.00	R 0.00
4.MK Square (490)									
Land development	490 sites	R 0.00							
Water & sanitation	490 sites	R 5 243 284.20	R 2 621 642.10	R 2 621 642.10					
Roads & stormwater	490 sites	R 4 487 189.70				R 4 487 189.70			

Land Development	2480 sites	R 0.00							
Water & sanitation	2480 sites	R 26 537 438.40			R 5 307 487.68	R 5 307 487.68	R 5 307 487.68	R 5 307 487.68	R 5 307 487.68
Roads & stormwater	2480 sites	R 22 710 674.40						R 11 355 337.20	R 11 355 337.20
Street lighting	2480 sites	R 297 178.40							R 297 178.40
		R 49 545 291.20	R 0.00	R 0.00	R 5 307 487.68	R 5 307 487.68	R 5 307 487.68	R 16 662 824.88	R 16 960 003.28
10. Thabo Mbeki (41)									
Land development	41 sites	R 89 539.49		R 89 539.49					
Water & sanitation	41 sites	R 438 723.78				R 438 723.78			
Roads & stormwater	41 sites	R 375 458.73					R 375 458.73		
Street lighting	41 sites	R 4 913.03					R 4 913.03		
		R 908 635.03	R 0.00	R 89 539.49	R 0.00	R 438 723.78	R 380 371.76	R 0.00	R 0.00
11. Magashule Square (48)									
Land development	48 sites	R 104 826.72		R 104 826.72					
Water & sanitation	48 sites	R 513 627.84				R 513 627.84			
Roads & stormwater	48 sites	R 439 561.44						R 439 561.44	
Street lighting	48 sites	R 5 751.84					R 5 751.84		
		R 1 063 767.84	R 0.00	R 104 826.72	R 0.00	R 513 627.84	R 5 751.84	R 439 561.44	R 0.00
12 -18. Botshabelo sections (1200)									
Land development	1200 sites	R 0.00							
Water & sanitation	1200 sites	R 12 840 696.00				R 4 280 232.00	R 4 280 232.00	R 4 280 232.00	
Roads & stormwater	1200 sites	R 10 989 036.00					R 3 663 012.00	R 3 663 012.00	R 3 663 012.00
Street lighting	1200 sites	R 95 864.00			R 47 932.00				R 47 932.00
		R 23 925 596.00	R 0.00	R 0.00	R 47 932.00	R 4 280 232.00	R 7 943 244.00	R 7 943 244.00	R 3 710 944.00
19. Bloemside Phase 7 (2500)									
Land development	2500 sites	R 5 549 725.00		R 2 774 862.50	R 2 774 862.50				
Water & sanitation	2500 sites	R 26 751 450.00				R 8 917 150.00	R 8 917 150.00	R 8 917 150.00	
Roads & stormwater	2500 sites	R 22 893 825.00						R 11 446 912.50	R 11 446 912.50
Street lighting	2500 sites	R 299 575.00			R 299 575.00				

Water & sanitation	15 sites	R 160 508.70				R 160 508.70			
Roads & stormwater	15 sites	R 137 362.95				R 137 362.95			
Street lighting	15 sites	R 1 797.45				R 1 797.45			
Relocation	15 sites	R 17 669.55				R 17 669.55			
		R 317 338.65	R 0.00	R 0.00	R 0.00	R 317 338.65	R 0.00	R 0.00	R 0.00
25. Lusaka Square (23)									
Water & sanitation	23 sites	R 246 113.34			R 246 113.34				
Roads & stormwater	23 sites	R 210 623.19			R 210 623.19				
Street lighting	23 sites	R 2 756.09			R 2 756.09				
Relocation	23 sites	R 27 093.31			R 27 093.31				
		R 486 585.93	R 0.00	R 0.00	R 486 585.93	R 0.00	R 0.00	R 0.00	R 0.00
26. Tambo Square (24)									
Water & sanitation	24 sites	R 256 813.92				R 256 813.92			
Roads & stormwater	24 sites	R 219 780.72				R 219 780.72			
Street lighting	24 sites	R 2 875.92				R 2 875.92			
Relocation	24 sites	R 28 271.28				R 28 271.28			
		R 507 741.84	R 0.00	R 0.00	R 0.00	R 507 741.84	R 0.00	R 0.00	R 0.00
27. Codesa 2& 3 (15)									
Water & sanitation	15 sites	R 160 508.70			R 160 508.70				
Roads & stormwater	15 sites	R 137 362.95			R 137 362.95				
Street lighting	15 sites	R 1 797.45			R 1 797.45				
Relocation	15 sites	R 17 669.55			R 17 669.55				
		R 317 338.65	R 0.00	R 0.00	R 317 338.65	R 0.00	R 0.00	R 0.00	R 0.00
28. Joe Slovo (100)									
Water & sanitation	100 sites	R 1 070 058.00		R 1 070 058.00					
Roads & stormwater	100 sites	R 915 753.00		R 915 753.00					
Street lighting	100 sites	R 11 983.00		R 11 983.00					
Relocation		R 117 797.00		R 117 797.00					

INFORMAL SETTLEMENTS UPGRADING PROGRAMME: MANGAUNG METRO MUNICIPALITY

ISU STRATEGY

	100 sites	R 2 115 591.00	R 0.00	R 2 115 591.00	R 0.00	R 0.00			R 0.00
8 relocation settlements	599 sites	R 14 072 244.15	R 0.00	R 6 135 213.90	R 803 924.58	R 7 133 105.67	R 0.00	R 0.00	R 0.00

Budgets estimates are based on Subsidy Quantum Incremental Interventions in the National Housing Codes: Part 3

Description	Unit Cost
Land Development	R 2 183.89
Water and Sanitation	R 10 700.58
Roads and Stormwater	R 9 157.53
Street lighting	R 119.83
Relocations	R 1 177.97

PART 5: MONITORING AND EVALUATION FRAMEWORK

The Mangaung IDP review 2013 – 2014, highlights the ‘new’ approach for human settlement development as a coordinated area-based approach which aims to create inclusive societies as opposed to merely supplying basic shelter to individual households. This IDP further states that the MMM has adopted a **‘tripod development approach’** to improve the quality of life of its residents. This approach aims to:

- Target suitable land parcels for specific development initiative
- Upgrade developable informal settlements
- Target specific infill areas for relevant development packages

Given the above approach and the informal settlements context within the MMM, the monitoring and evaluation framework for informal settlement upgrading strategy is as follows:

Overall Goal / Vision	Indicators (Objectives)	Activities/Outcomes	Indicators	Means of Verification	Assumptions
Living conditions within informal settlements are significantly improved (resulting from access to basic infrastructural services, secure tenure, improved shelter, and other social services) and upgrading of informal settlements towards eradication	More effective community participation and involvement occurs	Informal settlement project preparation and planning is strengthened to include key participative activities including: a) participative multi-sector practical action plans b) socio-economic profiles c) participative settlement planning	Directives released to reflect these community participation activities within the required scope of work for the preparation and planning of informal settlement upgrade projects	Policy communiqués and policy directives	Metro to monitor regularly to ensure compliance
	Suitable land is identified and made available to for informal settlement residents	Land with basic services is made available to residents of informal settlements (both in-situ and green-fields)	A target for the acquisition of well-located in-situ and greenfields housing is produced based on municipal land plans	Semi-annual report against target (released internally and externally)	Funding readily available and Metro produce and implement their land identification and acquisition plans
	The scale of delivery is significantly accelerated through a range of appropriate informal settlement development responses (including access to basic infrastructural services, secure tenure, improved shelter, and other social services)	Rapid rollout of interim and emergency basic services and secure tenure Densification promoted where land is scarce and urban	All remaining residents of informal settlements in the Metro receive access to basic services and secure tenure by 2017 At least 50% of informal settlements upgrade sites developed with top structures promotes	Metro annual monitoring report on basic services and secure tenure rollout	USIP and USDG grants can be readily accessed

		efficiency needs to be promoted	densification (eg through double storey attached units and more pedestrianised layouts)		
	Metro programmes and grant instruments are remodelled and / or refined in order to provide streamlined access to the necessary grant funding for both the planning and implementation of informal settlement upgrading projects	UISP subsidy mechanism operationalised and necessary refinements made USDG allocation to Metro	Clarification obtained on key UISP issues including flexibility on funding formula and in particular: a) provision of interim basic services prior to land acquisition b) increasing value of funding for UISP ph1 (interim services) c) non registration of beneficiaries of interim services d) utilisation for emergency basic services where long term upgrading not viable.	Policy communiques	Allocation of USDG to Metro Metro and major municipalities are able to collaborate instead of competing for funding
	Intra-governmental co-operation is improved to enable better integrated service delivery	Informal settlement project preparation and planning strengthened to include key multi sector activities including: a) participative multi-sector practical action plans b) local integrated spatial plans c) multi stakeholder participation /invitation in preparation and planning processes.	Workshop is held with key sectors and departments to identify strategic options and key actions to enable improved collaboration Directives be released to reflect these multi-sector activities within the required scope of work for the preparation and planning of informal settlement upgrade projects	Briefing document and mini report on workshop and attendance registers Short action plan based on input from stakeholders	Other spheres of government take the process and issue of informal settlement seriously and have the necessary will and human resources to participate in the process
	Performance and delivery are effectively monitored and evaluated in order to enable on-going improvements to planning and delivery	Regular reviews of municipal performance against the informal settlements plans and on project planning and implementation	Semi-annual review of municipal progress and production of summarised / combined report	Semi-annual progress report	Undertake regularly M&E and puts in place the necessary capacity to do so. Information is accessible from municipalities

PART 6: SETTLEMENT PROFILES (Annexure A)

ANNEXTURE B: SETTLEMENTS LOCALITY MAPS AND GENERAL PLANS

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