

# **MANDENI MUNICIPALITY MULTI-YEAR HOUSING PLAN**

## **1.1. INTRODUCTION**

In terms of Section 9(1) of the National Housing Act, Act 107 of 1997, every municipality must, as part of the municipality's process of integrated development planning, take all reasonable and necessary steps to ensure that the inhabitants within its area of jurisdiction have access to adequate housing on a progressive basis by setting housing delivery goals, identifying suitable land for housing development and planning, facilitating and coordinating housing development in its area of jurisdiction.

E-Plan Town and Regional Planners was appointed by the municipality to prepare the required housing plan.

The overall aim of this project is to formulate a multi year, holistic and integrated Municipal Housing Development and Implementation plan based on identified development needs, opportunities and comparative advantages of the Mandeni Municipality, to inform and guide the municipality to facilitate development; unlock the latent development potential of the area; encourage private sector investment; create economic development, sustainable human settlements and sustainable job opportunities for the local communities.

## **1.2. METHODOLOGY**

In order to ensure alignment between the Housing Plan, the IDP and the various Sector Plans, E-plan intends to follow the methodology similar to the compilation of the IDP. This action is determined in terms of the revised procedures as established in Chapter 3 of part 3 of the National Housing Code.

This methodology makes provision for the following key steps:

Phase 1: Analysis

Phase 2: Strategies

Phase 3: Projects

Phase 4: Integration

Phase 5: Approval

In short the end product will be through the following condensed actions:

1. Determine the number of sites that must be provided to eradicate the housing demand and provide a development framework to create a favourable environment for future demands

2. Identify suitable land for the development of housing, and to make applications for housing subsidies.

In order to reach these objectives the following actions need to be taken;

**A. To determine the number of sites:**

1. Determine the current demand for housing in the Municipal area
2. Determine the number of sites provided by current projects
3. Determine the number of sites to be provided to eradicate backlogs after the current sites have been subtracted

**B. To identify land (set development informants):**

1. Identify land not suitable for development
2. Identify land suitable for development
3. Identify land with the maximum development potential for sustainable housing projects.

### **1.3. ANALYSIS**

The analysis will include a technical data assessment exercise drawing from existing sources of information including census information, municipal and provincial officials, the IDP and information research pertinent to the municipal area. This may include provincial and municipal waiting lists, information about informal settlements, backyard structures and information obtained from community meetings/workshops etc.

During this phase the *status quo* of various factors will be taken into account in order to create a basis from which the current demand (backlogs) will be established.

The analysis phase will also take the following into consideration;

- The local spatial, demographic, economic and social context
- Determination of the current housing demand
- Land identification for optimal sustainable housing development
- Current housing projects

### 1.3.1 SPATIAL CONTEXT

Mandeni Municipality is one of the Local Municipalities that falls within the Ilembe District Municipality (DC29). The other three are Maphumulo, Kwadukuza and Ndwedwe. The Kwadukuza municipality includes the town of Stanger, which is the economic hub of the District Municipality. This has a negative effect on the Mandeni Municipality due the fact that the major job opportunities in the area are not in the area of Mandeni Municipality.

Mandeni Municipality is strategically located midway between Durban and Richards Bay, and lies on the development corridor on the North Coast between these two port cities. It is also located on the major railway and road transportation routes, which link these two economic hubs in KwaZulu-Natal. This strategic location is acknowledged in the Provincial Spatial Framework which has identified Mandeni as the growth node in the North Coast corridor.

The Tugela River bisects the Municipal area, thereby giving the area an important competitive advantage in the form of the constant availability of water. The issue of the protection of this resource is a major concern, which is to be taken into consideration when land for future development is identified.

Mandeni also functions as an important service centre for a substantial rural hinterland which lies to the west beyond the Endolinde Hills. There are no other service centers in the tribal areas, and therefore the urban centre of Mandeni serves as an important sub - regional service centre for the "shadow corridor of poverty" which tracks the "development corridor" along the coast of KwaZulu - Natal. Mandeni is in fact arguably the only place along the coast where the development corridor and the shadow corridor of poverty meet, and hence the acknowledgement of its potential in the Provincial Spatial Framework.

The location of the Mandeni Municipal area and its relationship with the Ilembe District Council boundaries, as well as the main urban centers in the broader region, is shown on the *Regional Plan* attached in Appendix 1.

The excellent regional transportation linkages that serve the municipality are shown on the *Transport Infrastructure Plan*, which is also attached in Appendix 1. This plan shows the position of the Municipality in relation to the two national roads, the N2 and N3, serving the province, the two major ports of Durban and Richards Bay, the railway line which serves as an important link between the ports as well as to the countries to the north, and the airports – both existing and proposed, and including the Isithebe airstrip.

Please refer to the IDP document for the relevant plans.  
(Extract from IDP prepared by Christine Platt, Consulting Town Planner)

The comparative advantages of the municipality's location in relation to the Tugela River, the N2 and the two port cities must be taken into consideration when land for future development is identified.

### **1.3.2. SOCIO-ECONOMIC CONTEXT**

The following is an extract of a report prepared by Professor J.J.McCarthy and Mr M. D. Maieane of the Graduate School of Business at the University of Durban Westville, entitled "Towards a Local Economic Development Strategy for eNdongakusuka Municipality 2002" A brief economic-situational analysis of eNdongakusuka area reveals it to be comprised of four basic economic-geographic sub-components:

- The Mandeni/Isithebe urban node and surrounds with its economic emphasis upon commerce and manufacturing industry, as well as social and business services.
- Commercial agricultural areas currently focusing principally upon the cultivation of sugarcane.
- Subsistence agricultural areas, where limited cropping and animal husbandry forms a component of mixed household income strategies.
- Coastal areas with a currently modest emphasis upon tourism (e.g. Tugela Mouth), but with possibly significant potential for further expansion, especially given the potential linkages to cultural tourism and ecotourism.

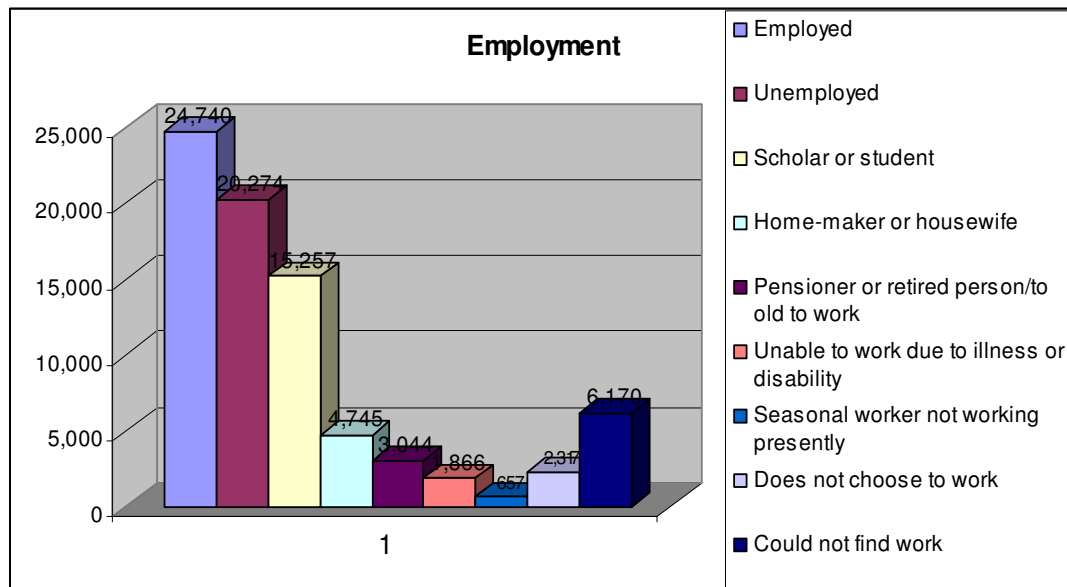
Isithebe industrial park was set up as a decentralised industrial park under the previous government. The development of this park was funded by Ithala (then the KwaZulu Finance Corporation). Isithebe is one of the largest industrial estates in the province. The focal point for investment is the clothing and textile sub sector. These encompass a wide range of businesses including printing and publishing, paper, plastics and packaging, metal products and chemicals and oils. Major businesses in the district include Whirlpool SA and Nampak. Sappi has mills in Stanger and Mandeni.

The employment status for Mandeni Municipality is as follows:

**Table 1. Employment status**

Employment Status	Employed	Unemployed	Scholar or student	Home-maker or housewife	Pensioner or retired person/to old to work	Unable to work due to illness or disability	Seasonal worker not working presently	Does not choose to work	Could not find work	Total
Number	24,740	20,274	15,257	4,745	3,044	1,866	657	2,317	6,170	79,071
Percentage	31.29%	25.64%	19.30%	6.00%	3.85%	2.36%	0.83%	2.93%	7.80%	100.00%

**Graph 1. Employment status**



From the above it can be seen that there is an unemployment figure of 31% in Mandeni Municipality. This indicates that a large number of people in the municipal area will be dependant on subsidies to meet their housing needs. This fact is also illustrated by the annual household income in the municipality.

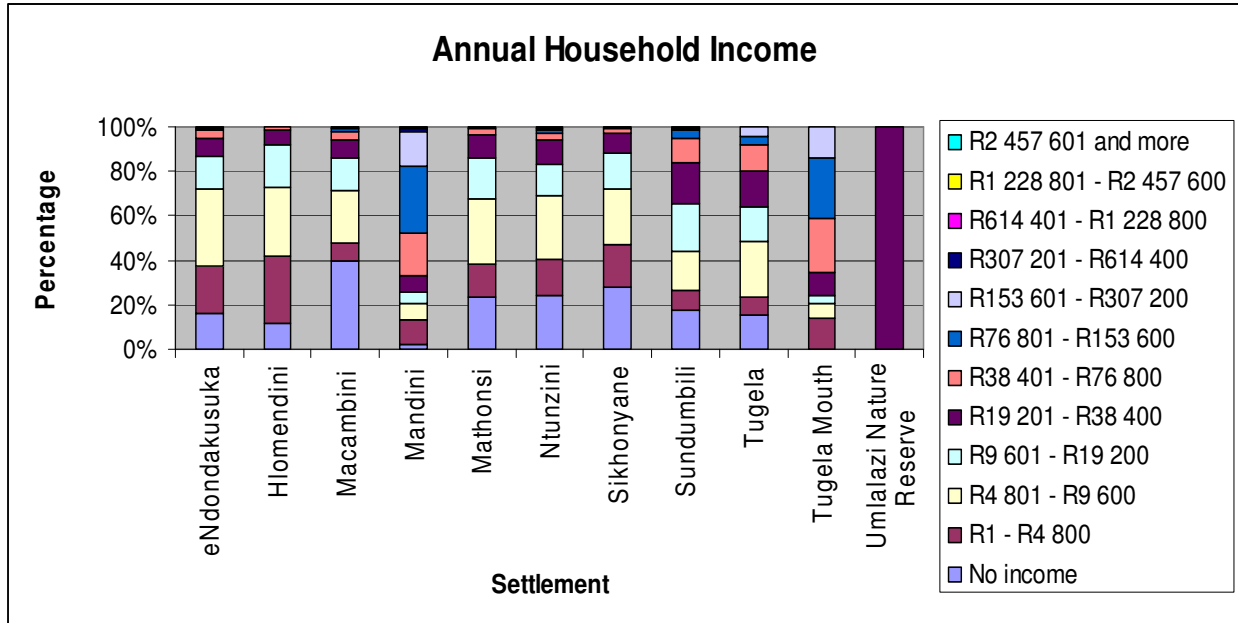
It is also indicated that almost 4% of the community are pensioners and or retired. It can be derived at that these elders mostly have a place to stay but that their housing need might differ from the rest of the community. 2.3% of the community is indicated not to be able to work due to disability and or illness. It is therefore also important to note that the total number of people in need of a different housing type, namely care-centers and special housing facilities amounts to almost 6% of the total community.

Approximately 20% community is indicated as scholars and students. These are the people in the community that will inevitably in the future have a demand for housing. Adding people not able to afford housing and the portion of the

community that will in the future demand housing of some kind as current students, the total demand for future housing can be estimated at almost 51% of the total community, statistically speaking. With a growth rate of 2,83% per year it is inevitable that the demand will further increase in the future.

The annual household income is depicted in graph 2 hereunder;

**Graph 2. Annual household income**



Approximately 20% of the community is depicted to have no income, and considering the fact that table 1 indicated almost 31% as unemployed, a discrepancy of 9% can be derived at. The reason for this can be that people in the informal sector are self-employed and the almost 6% of people are unable to work. Furthermore the portion of the community that are at school or students at other facilities. The annual household income is further depicted in table 2 here under.

**Table 2**

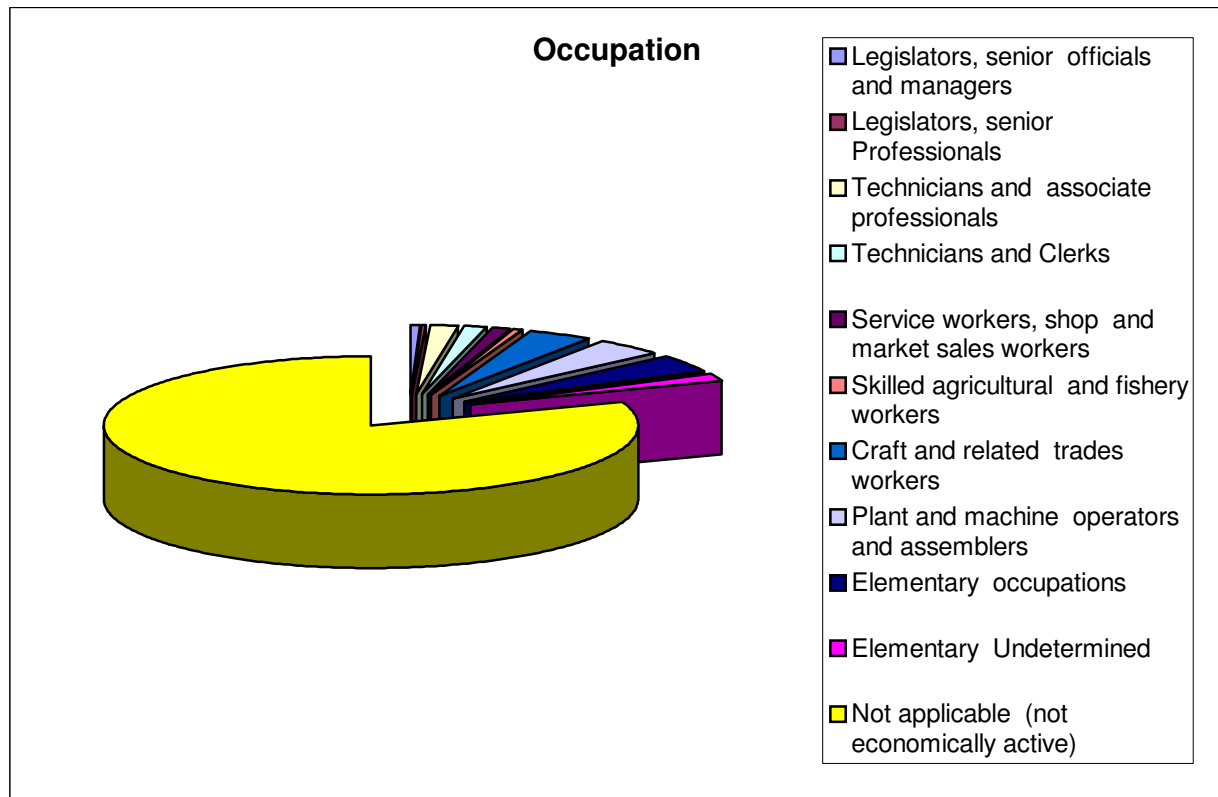
**Annual household income**

	No income	R4 800	R9 600	R19 200	R38 400	R76 800	R153 600	R307 200	R614 400	R1 228 800	R2 457 600	More	Total
eNdondakusuka	412	525	874	362	201	83	32	6	-	3	-	3	2,501
Hlomendini	38	100	100	62	21	6	-	-	-	-	-	-	327
Macambini	2,251	421	1,336	816	479	216	69	18	12	-	3	3	5,624
Mandini	24	143	86	63	94	238	363	198	15	6	3	-	1,233
Mathonsi	1,156	735	1,465	927	514	130	15	6	6	9	-	-	4,963
Ntunzini	123	81	141	71	55	15	9	3	3	-	-	-	502
Sikhonyane	2,031	1,381	1,790	1,183	607	161	42	3	12	3	6	-	7,219
Sundumbili	1,250	667	1,215	1,540	1,323	793	276	30	30	18	6	6	7,154
Tugela	210	117	350	210	223	164	54	54	-	-	3	-	1,384
Tugela Mouth	-	12	6	3	9	21	24	12	-	-	-	-	87
Umlalazi Nature Reserve	-	-	-	-	3	-	-	-	-	-	-	-	3

**Table 3. Occupation**

	Legislators, senior officials and managers	Professionals	Technicians and associate professionals	Clerks	Service workers, shop and market sales workers	Skilled agricultural and fishery workers	Craft and related trades workers	Plant and machine operators and assemblers	Elementary occupations	Undetermined	Not applicable (not economically active)	Total
eNdondakusuka	37	9	45	72	93	268	186	272	1,004	194	3,937	6,117
Hlomendini	6	3	3	6	12	43	24	15	88	15	1,125	1,340
Macambini	58	76	208	198	202	133	368	395	609	465	31,623	34,336
Mandini	228	144	267	285	45	3	371	76	178	54	2,293	3,943
Mathonsi	52	39	227	214	167	104	847	1,038	1,221	343	17,441	21,693
Ntunzini	9	6	18	21	21	46	30	42	91	15	2,112	2,411
Sikhonyane	39	63	280	245	276	58	1,453	1,328	936	413	25,035	30,126
Sundumbili	124	179	876	569	338	39	1,508	2,010	1,026	478	17,147	24,293
Tugela	80	30	97	202	75	29	230	193	372	54	2,810	4,171
Tugela Mouth	18	12	6	12	-	-	12	9	6	3	130	208
Umlalazi Nature Reserve	-	-	-	-	-	-	-	-	-	-	3	3
	651	561	2027	1824	1229	723	5029	5378	5,531	2034	103,656	128,641
	1%	0%	2%	1%	1%	1%	4%	4%	4%	2%	81%	100%

**Graph 3. Occupation.**



The type of employment held by the population can give useful insight into the skills levels thereof. Table 3, indicates that around 5% of the population are employed in highly skilled jobs which include legislators, senior officials and management; business and teaching professionals. Around 4% of the employed possess some sort of skill related to a craft or trade which could benefit the local economy and 1% are skilled in agriculture and fishery. Over 50% of the employed population are engaged in low and unskilled activities, such as plant and machine operators and elementary occupations which include street vendors, domestic workers and agricultural or construction labourers.

This information however only gives us insight into the skills levels of the employed, and considering that people who are not economically active stands at 81% this leaves a large part of the population for which there is no information available regarding skills levels. In this case it is useful to make use of a proxy, usually education levels.

Table 4 indicates that 51% of the population do not have any schooling beyond primary school level, that is they either have no schooling at all or possess only



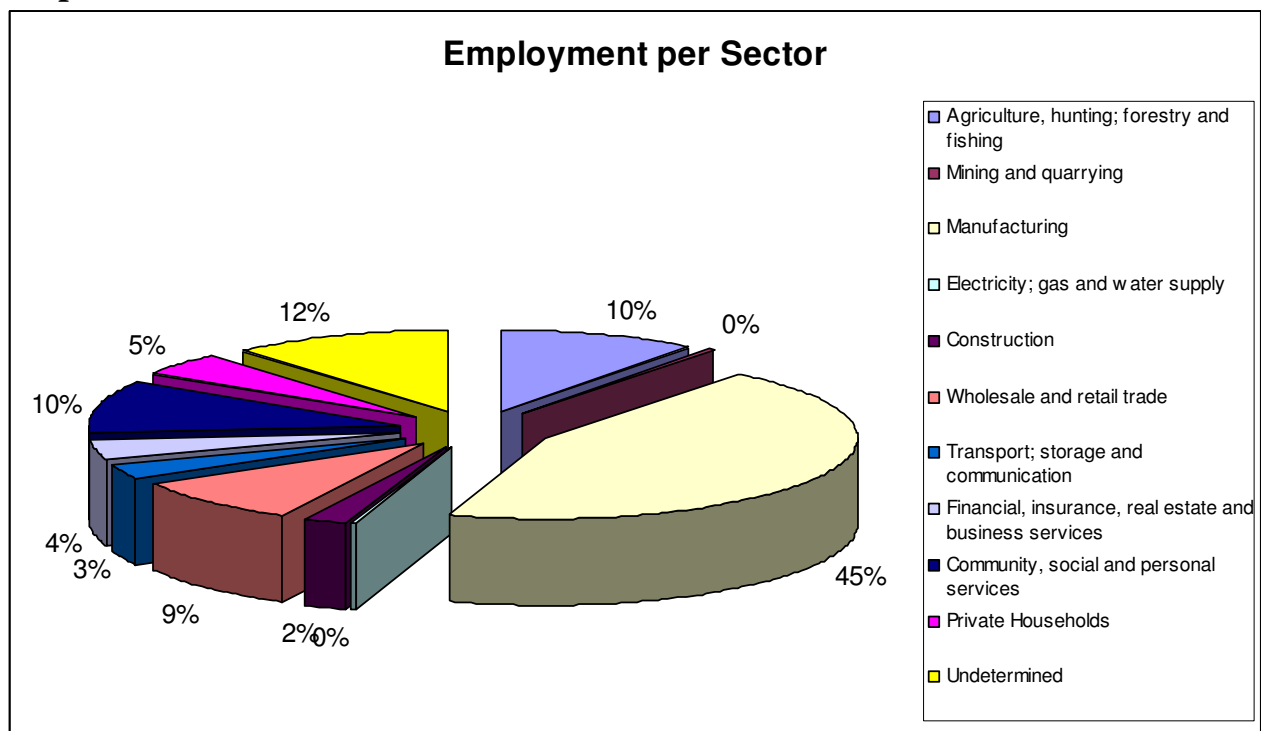
primary education. This indicates that the population of Mandeni likely consists of predominantly low and unskilled labour.

**Table 4. Education levels**

No Schooling	Primary School	Secondary School	Higher	Not Applicable	Total
19,019	45,721	46,962	2,766	14,196	128,664
15%	36%	36%	2%	11%	100%

Social capital is an important economic resource and although Mandeni has a large potential workforce, which is an asset to economic growth and development, this is mitigated by the poor quality of that labour force in terms of skills and education. In order to build on the already existing strong points of the labour force it is important to now focus on skills and training programs in order to facilitate the further development of the area's human capital

**Graph 4.**



The diagram above shows a breakdown of employment according to industry sector. The most important sector in Mandeni is manufacturing, constituting the bulk of employment in the area. The other major areas of employment include agriculture, trade, social services and private households. The undetermined category may to some extent reflect informal activities.

31% People of employable age are employed while 26% are unemployed and 8% could not find work. The effect of these figures on housing provision is that most people living in the Mandeni municipal area will qualify for a housing subsidy according to statistical analysis.

### 1.3.3. STATISTICAL ANALYSIS/DEMOGRAPHICS.

Figures from the 1996 and 2001 National Census as provided by Statistics South Africa will be used to determine trends and growth rates. These will then be extrapolated to 2006 and 2011 to provide the basis figures for this report.

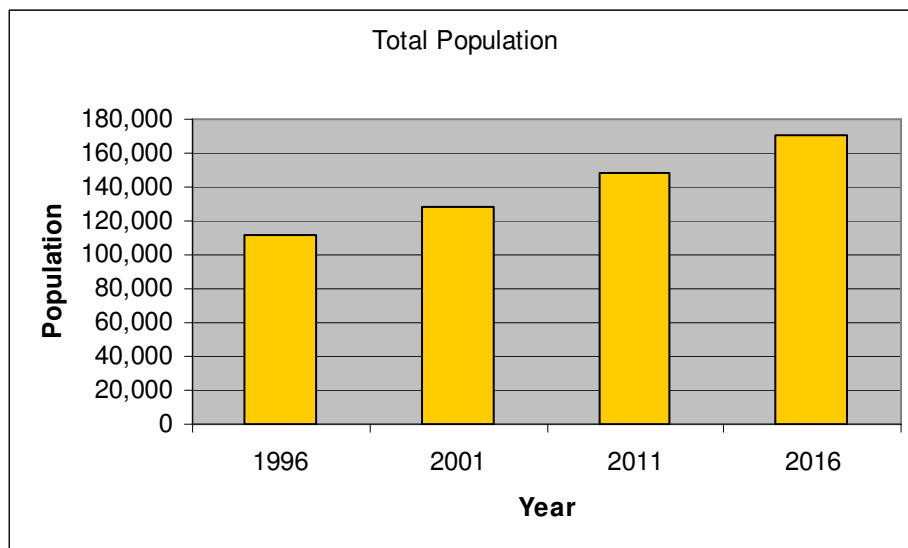
#### 1.3.3.1 Population growth

**Table 5: Population growth.**

Year	1996	2001	2006	2011
Total Population	111 909	128 669	147 939	170 095

Source: Stats SA

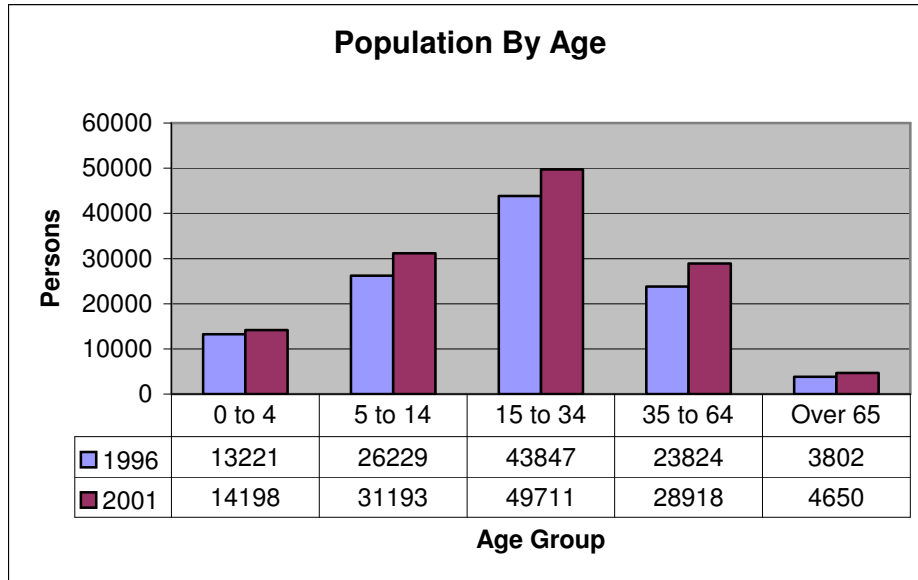
**Graph 5: Total population.**



The figures in the above table indicate that the population of Mandeni Municipality has grown by an average of 2.83% per annum between the two census periods. This rate is consistent with the growth rate of the KwaZulu-Natal province, which was 2.29% per annum over the same period, but it is almost 1% per annum higher than the rate for the country, which was 2.01% over the period.

### 1.3.3.2 Population distribution by age.

**Graph 6. Population by age.**



Source: Stats SA

It is important to note that according to the 2001 census information 39% of the total population consisted of the 15 to 34 age group and the 5 to 14 age group made up a further 24%. This amounts to 63% of the population or 80 904 people who will be in need of a dwelling over the next 10 – 15 years.

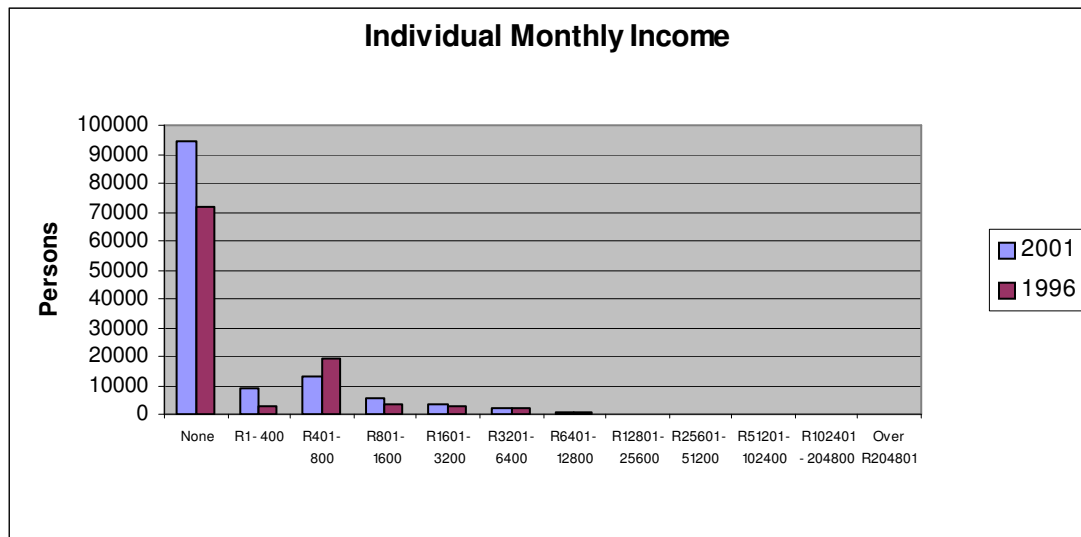
### 1.3.3.3 Individual Monthly Income

**Table 6: Individual Monthly Income**

<b>Persons</b>	<b>2001</b>	<b>1996</b>
None	94,645	71,740
R1 - 400	9,089	2,759
R401 - 800	13,143	19,584
R801 - 1600	5,548	3,509
R1601 - 3200	3,454	2,705
R3201 - 6400	1,737	2,263
R6401 - 12800	765	410
R12801 - 25600	156	69
R25601 - 51200	53	33
R51201 - 102400	31	18
R102401 - 204800	35	0
Over R204801	14	0

Source: Stats SA

**Graph 6. Individual Monthly income.**

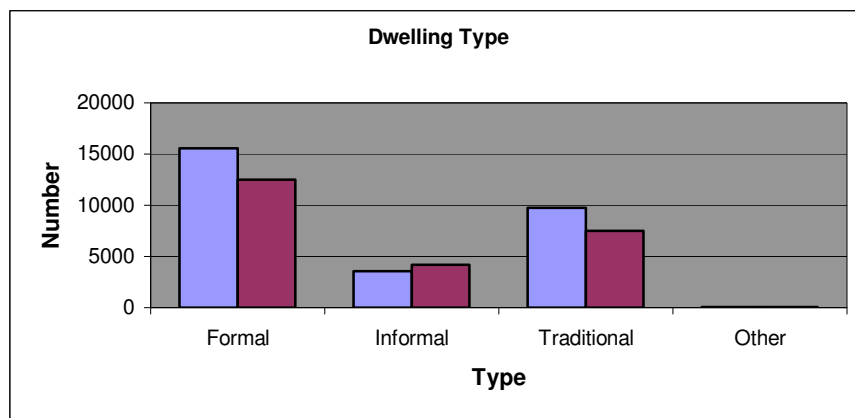


This table indicates the huge presence of poverty in the study area with 75% of the population who indicated that they receive no monthly income. This is an important factor to be taken into consideration during the development of strategies for the implementation of the Housing Plan. A direct consequence of this factor is the fact that a vast majority of the population will be depending on housing subsidies from the government and that the municipality will not need to provide a large number of serviced sites for the private residential market.

#### 1.3.3.4 Dwelling type

**Table 7: Dwelling type.**

Households	1996	2001
Formal	12 517	15 544
Informal	4 196	3 562
Traditional	7 494	9 762
Other	32	84
<b>Total</b>	<b>24 239</b>	<b>28 952</b>



**Graph 7. Dwelling type.**

It can be seen from the table above that there was a total increase of 3 027 of Formal dwelling types that relays to an increase of 4.43% per annum for the period 1996 to 2001. It can thus be seen that the growth in the provision of formal housing in the municipal area was bigger than the percentage population growth. This means that Mandeni Municipality is busy to address the housing demand in the municipal area effectively.

## 2. CURRENT AND PROJECTED HOUSING DEMAND.

Mandeni Municipality doesn't have a register of applicants for housing therefore this register will have to be compiled in order to establish the real current demand. It is recommended that the municipality embark on an intensive registration drive with a time limit. This will enable all the relevant role-players to proceed with the planning of future housing projects in an informed manner, addressing the established demand. In order to proceed with this document it will be endeavoured to establish the current housing demand by making use of the available census data

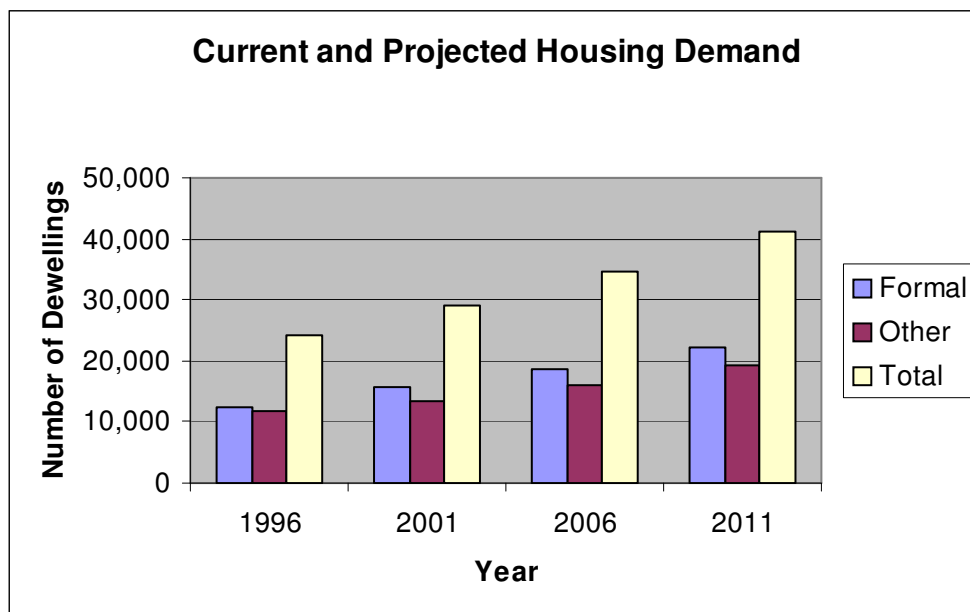
It can be assumed that all the dwelling types not indicated as Formal in the census figures will be the current demand to be addressed by the housing plan.

**Table 8: Current and projected housing demand.**

Households	1996	2001	2006	2011
Formal	12,517	15,544	18,568	22,181
Other	11,722	13,408	16,013	19,129
<b>Total</b>	<b>24,239</b>	<b>28,952</b>	<b>34,581</b>	<b>41,310</b>

Source: Stats SA

**Graph 8. Current and projected housing demand.**



The provision of formal dwellings grew at a rate of 4.43% per annum between 1996 and 2001 this rate was then also the growth factor to provide the extrapolated figures for 2006 and 2011.

The households not living in formal dwellings increased at a rate of 2.72% between 1996 and 2001 this rate was then also the growth factor to provide the extrapolated figures for 2006 and 2011.

It can thus be seen from Table 3 that if no more formal dwellings are provided until 2011 that the demand can then be assumed to be 19 129 dwellings at that stage.

## **2.1 HOUSING DEMAND ASSESSMENT.**

It is vitally important that due to the limited number of housing subsidies per municipality, that those housing projects are delivered primarily in areas with the greatest demand.

There are three main ways of determining housing demand/need within municipal areas, these are 1) using statistical calculations captured through the census or other relevant studies or 2) through the analysis of housing waiting lists and finally 3) through the Provincial housing demand data base.

The present situation at Mandeni is that the municipality doesn't have a register of applicants for housing and as such will have to embark on a process to determine the proper current demand and establish a register for this purpose as mentioned under Point **2. Current and projected housing demand.**

The current preferred method of calculating housing demand is through the use of statistical data collected in census 2001, unfortunately this data is currently 5 years old. Census data on household income levels can be used to determine area of **greatest need based on poverty levels** while census data on housing typologies, which indicate the number of informal dwellings per ward, can be used to determine area of **greatest need based on housing backlog**.

### 2.1.1 Greatest Need Based On Poverty Levels.

**Table 9. Need versus poverty levels.**

Settlement	Less than R38 400		Ward
	Number	%	
eNdondakusuka	2374	95%	3/4/8/10
Hlomendini	321	98%	4
Macambini	5,303	94%	1/2/8/9
Mandeni	410	33%	3
Mathonsi	4,797	97%	4
Ntunzini	471	94%	3/9
Sikonyane	6,992	88%	6/11/16
Sundumbili	5,995	84%	7/13/14/15
Tugela	1110	80%	3/4
Tugela Mouth	30	34%	3
Umlalazi Nature Reserve	3	100%	1

The housing subsidy scheme makes provision for subsidies where household income levels are less than R 42 000 per annum. The above table indicates that that the majority of households in the Mandeni municipal area fall in this category with the exception of Mandeni and Tugela Mouth. The need in Sikonyane proves to be the largest with 6 992 households (88%) followed by Sundumbili 5 995 (84%), Macambini 5 303 (94%), Mathonsi 4 797 (97%), eNdondakusuka 2374 (95%) and finally Tugela 1110 (80%).

These numbers are based on Main Places as demarcated by StatsSA and the location of Main Places, Wards and settlements are indicated on Map 7.

When these numbers are compared with the area of greatest need based on housing backlog, the actual priority areas for housing development ought to be identified.

### 2.1.2 Greatest Need Based On Housing Backlog.

Overall a total of 7344 **informal dwellings/shacks** including 2955 **back yard shacks** and 85 **caravans/tents** being used as dwellings are identified. Of these 4304 are informal dwellings not in back yards or caravans and tents i.e. in informal settlements. Therefore the housing backlog in terms of slums clearance can be estimated at **7344** units.



Furthermore the most pressing housing need, in terms of slum clearance, is to be found in Sikonyane with a total of 1010 (23%) informal dwellings (excluding shacks, tents or caravans). Mathonsi follows with 895 (21%), then eNdondakusuka with 869 (20%), and finally Macambini with 555 (13%) of informal dwellings.

Table 10 reflects the current housing backlogs in the study area of 13 410 and taking in consideration Table 8, a demand is determined for 2011 at 19 129, this means that in order to eradicate the backlog and to address the demand until 2011, an additional amount of 5719 dwellings must still be provided over and above the 13410 current backlog. Table 11 indicates that Sikonyane has the largest number of **traditional dwellings** with 3 629 (37%), followed by Macambini with 3 166 (33%), Mathonsi 1 416 (15%) and eNdondakusuka 770 (8%). This information can then be used to determine the areas of greatest need in terms of the rural housing program. Whilst many of the 9 735 **traditional dwellings** offer more than adequate housing, often in idyllic settings, the reality is that many of these traditional dwellings do not provide satisfactory shelter, compounded by the absence of basic services and amenities. Based the infrastructure backlogs determine in the district WSDP 72% of these households are below the acceptable RDP minimum standard in 2004/5. This therefore indicates that the backlog or need for rural housing can be calculated at **7009** housing units.

This table excludes the projects at Inyoni and Masomonce/MandaFarm Rural where a total of 3000 sites are being developed.

# Demand

Settlement	Number of sites required				Number of sites to be provided through current projects	Number of sites to be applied for to address backlog
	Informal Dwellings	Traditional Dwellings	Backyard dwellers etc	Total backlog		
Sikonyane	1 010	3 926	681	5 617	1 000	4617
Mathonsi	895	1 416	426	2737	1 000	1737
eNdondakusuka	869	770	109	1748	0	1748
Macambini	555	3 166	93	3814	1 000	2814
Hlomendini	38	225	3	266	1 909	0
Sundumbili	506	192	1794	2492	1000	1492
Mandeni	30	21	101	152	0	152
Ntunzini	20	293	3	316	0	316
Tugela	381	23	121	525	0	525
Total						<b>13401</b>

**Table 11. Housing types in area.**

Housing Typologies by Geographical area

Geographical Area	Formal		Traditional		Back Yard		Informal		Shared		Tent etc.		Total
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number
eNdondakusuka	769	6	770	8	24	1	869	20	73	25	12	15	2577
Hlomendini	60	0.5	225	2	3	0	38	1	-	0	0	0	329.5
Macambini	1,813	13.5	3,166	33	48	2	555	13	18	6	27	33	5,695
Mandeni	1084	8	21	0	95	3	30	1	6	2	0	0	1250
Mathonsi	2,226	16	1,416	15	326	11	895	21	85	27	15	18	5,053
Ntunzini	182	2	293	3	3	0	20	0	-	0	0	0	503
Sikonyane	1,900	14	3,629	37	621	21	1010	23	44	15	16	19	7,330
Sundumbili	4,661	33	192	2	1,723	58	506	12	59	20	12	14	7,278
Tugela	850	6.5	23	0	106	4	381	9	12	4	3	1	1,399
Tugela Mouth	71	0.5	-	0	6	0	0	0	3	1	0	0	82
Umlalazi Nature Reserve	3	0	-	0			0	0	-	0	0	0	3
Totals	13,619	100	9735	100	2955	100	4304	100	300	100	85	100	31,498
	44.12%		31.80%		9.83%		13.98%		0.96%		0.27%		100.00%

## 2.2 CURRENT HOUSING PROJECTS.

The current projects and project budgets which have been approved by the Regional office of the Department of Housing are indicated in table 13. These projects will provide a total of 8 909 sites at a total cost of R 339 959 771 until 2012. This equates to an amount of R 38160 for a serviced site with a top structure.

These projects will however only address 47% of the current backlog and projected demand of 19 129 until 2011.

**Table 12 Current projects.**

<b>Project Number</b>	<b>Project Name</b>	<b>No. of sites</b>	<b>Project finalisation target date</b>
K03090010	Hlomendini Housing Project	1000	2009/10
K03100025	Macambini Ext 1 Phase 2	1000	2009/10
K04110015	Kwamathonsi/Sundumbili Housing Project	1000	2009/10
K03110009	Sikonyane	1000	2010/11
K06030001	Hlomendini Phase 2B	909	2009/10
K04080002	Masomonce/MandaFarm Rural	1000	2009/10
K05100006	KwaMathonsi Rural Housing Project	1000	2009/10
K03110003	Inyoni Slums Clearance Project	2000	2011/12

The table above is an abbreviated version of table 13 and indicates the current projects and concomitant number of sites which have been approved by the Department of Housing. Table 13 indicates the approved projects and budget spread over the life cycle of the projects. This information was obtained from the regional office of the Department of Housing and is therefore deemed to be dependable insofar as current projects are concerned.

**Table 13. Approved projects and budgets.**

Project Name	No. of sites	Expenditure To Date	2007/2008 Budget	2008/2009 Budget	2009/2010 Budget	2010/2011 Budget	2011/2012 Budget	TOTAL
Hlomendlini Housing Project	1000	23,370,242.00	9,804,940.00	9,169,958.00	300,000.00			42,645,140.00
Macambini Ext 1 Phase 2	1000	933,682.00	4,500,060.00	24,411,852.00	12,205,926.00			42,051,520.00
Kwamathonsi/Sundumbili Housing Project	1000	1,035,983.00	23,003,827.00	15,116,540.00				39,156,350.00
Sikhonyane	1000	70,000.00	1,567,420.00	19,878,720.00	17,393,880.00	4,141,400.00		43,051,420.00
Hlomendlini Phase 2B	909	2,669,742.50	16,688,550.00	11,476,900.00	10,712,655.00			41,547,847.50
Masomonce/MandaFarm Rural	1000	683,535.00	11,089,660.00	24,600,252.00	6,150,063.00			42,523,510.00
KwaMathonsi Rural Housing Project	1000	867,800.00	6,599,114.80	18,862,520.00	18,862,520.00			45,191,954.80
<b>TOTAL</b>	<b>6909</b>	<b>29,630,984.50</b>	<b>73,253,571.80</b>	<b>123,516,742.00</b>	<b>65,625,044.00</b>	<b>4,141,400.00</b>		<b>296,167,742.30</b>
Inyoni Slums Clearance Project	2000	35,000.00	1,602,420.00	19,405,420.00	31,329,060.00	13,561,060.00	13,561,060.00	79,494,020.00
<b>TOTAL</b>	<b>8909</b>	<b>29,665,984.50</b>	<b>74,855,991.80</b>	<b>142,922,162.00</b>	<b>96,954,104.00</b>	<b>17,702,460.00</b>		<b>375,661,762.30</b>

### 2.3 Planned Projects.

The Department did not provide the information regarding planned projects where conditional approval was given, therefore the projects which have been provide by the municipality and were not included in the approved projects as obtained from the department will be considered as planned projects for the purpose of this report. These projects are as follows:

**Table. 14. Planned Projects.**

Housing Project	Number of units	Implimenting Agent	Project completion date	Beneficiary registration status
Macambi New	4,000		Not Available	Not Available
Thorny Park	2,000	R Nhlangothi	Not Available	Not Available
Elbow Farm	2,000		Not Available	Not Available
<b>Total</b>	<b>8 000</b>			

Should these projects become confirmed projects it will have an implication of 16 909 sites that must be deducted from the total projected demand. This will implies that 88% of the backlog and projected demand will be addressed should these developments be realized before 2011. This will then effectively relates to a backlog of 2 220 by 2012 for the whole municipal area of Mandeni.

### **3. LAND IDENTIFICATION AND EVALUATION.**

In order to utilize the provision of housing as a catalyst to the socio-economic development of the Mandeni municipal area the spatial positioning of housing projects must be very carefully considered. The development of housing at the correct/best position will enhance the area and lead to the optimization of scarce resources such as developable land, expensive services infrastructure and the natural environment.

The development informants to be taken into consideration when land for development is identified, is discussed comprehensively hereunder. These indicators must be used to ensure integration with the District and Local municipality's Land Use Management Systems (LUMS) and Spatial Development Frameworks (SDF) and the principles further discussed in this report to determine the optimum location for future development initiatives in the Mandeni municipal area.

#### **3.1. DEVELOPMENT INFORMANTS.**

The purpose of this section is to **determine and establish** development informants that will be used to determine the location of land suitable for future housing projects. A future housing **extension** development area for the study area can only be determined and mapped under the consideration of constraints and **potential developable areas** for the purpose of housing. It must further meet the demands of the community to be served. Development informants determined to be taken in consideration and of central importance are noted hereunder.

##### **3.1.1. Socio-Economic and Demographic Area:**

Socio economic and demography of the population in the study area will determine the human need for location. I.e., people tend to settle in an area where services such as schools security, health facilities and employment are prevalent. This phenomenon will furthermore be displayed in settlement density patterns. However due to historic inequality and forced settlement programs of the previous government enforced by various laws, these patterns can and was distorted. In order to determine the best suitable land for future housing projects it is inevitable to deal with development informants on land where settlement took place under these conditions.

In order to equalise the inequalities of the past a common denominator have to be determined under current circumstances in order to provide the ultimate settlement pattern for the study area.

**Map no. 1** indicates the development socio/ economic and demographic informants listed hereunder;

Schools are indicated throughout the study area and if overlays are made of security instances such as police stations and health facilities, nodal centres can be identified in the region. In the area where ward one and two joins a significant node occurs, and in the area of the Ekuvukeni police station. No other significant nodal point appears in the rural areas if informants mentioned are considered except for the formal Mandini town area.

It can be noted that concentration of population occurs towards the Mandeni Municipal area, Sundumbili and Endlondweni townships industrial area whilst lower density settlement are more prevalent in the tribal areas.

### **3.1.2. Physical, Topography and Geotechnical Area.**

On **Map no. 2** the environmental sensitive areas with regard topography, geology and geomorphology indicates a non developable area, against the sea from Ohwebede north easterly up to Dodokweni. Geological constraints are prevalent here.

Although the study area is generally of a hilly nature it can be noted that little constraints exists that will negatively impact on development of housing. It should also further be considered that existing townships and development are located on relative flat ground.

The Northern part of the study area all along the northern boundary is less suitable for development due to its steep gradient at places. This is indicated by the closeness of contours of the land area and a housing project can therefore not be considered in this area.

### **3.1.3. Environmental Protection Areas & Agricultural Potential.**

Conservation areas, natural forests, Roosting sites and Game reserves are indicated on **Map no. 3**



Conservation and open space areas cannot be developed and extra care should be taken for development close to these areas. The eNdolinde hills are referred to as potential developable areas in the IDP if care is taken of the natural protection area. In short less developable than flat areas. Environmental areas should further not be considered for development such as large parts of the coastline and river valleys. Special concern areas, existing environment problem and conservation areas exist along the Tugela River up to Tugela mouth area and the Amathikulu River.

In the area of Tugela mouth northwards up to Dokodweni, including Red hill and Amathikulu a nature reserve is indicated by the LUMS, and as the geology does not lend the area for development, no to very little development should be considered for housing here and environmental impact studies or assessments should be a prerequisite for development by the local authority.

Two other areas of great concern are the Ingwenya and Harold Johnson nature reserves. Development should only be aimed on conservation if any is considered.

When land potential is considered it can be noted that most land in the study area have high agricultural value. Only at Olanga up to Shayisa in the western part of the study area is land of such nature that it is not indicated as good agricultural land. At eNdolinde land is considered to be moderate for agricultural purposes. This in consideration with the topography of the area indicates that it is inevitable to utilise high potential agricultural land partly for housing projects.

#### **3.1.4. Infrastructure.**

Water services are provided in large portions of the study area according to the information provided by the LUMS and IDP documents.

A water network is provided in the traditional areas northeast and north of Mandini town and Sundumbili and Endlondweni. Programs for upgrading and provision of services are indicated in the LUMS and if successful should be sufficient to establish a reticulation system from where housing projects in future could be served.

Accesses to rural areas are provided and are displayed on **Map no. 4.** with services such as water, roads/ rail, electricity and services that is necessary for the development of housing projects.

The N2, M2, MR 415 and MR 459, and District roads are provided to serve as links with region and development corridor between Durban and Richardsbay.

These services can be considered available in the study area, as it is a matter of distribution rather than availability. Cost of reticulation will then rather become a development informant that will determine land development potential.

Concentration of services in a area will furthermore be another development informant as this will determine development nodes throughout the area of study that will impact on housing projects. Areas identified, as areas of concern and priority will be the Tugela mouth area, as no proper water system are in existence. Road access is poor and services such as police stations are not available in the area. The Tugela mouth area is one of the most important areas for high-income housing that can subsidize services to housing projects in the Mandeni area.

The following actions are recommended within the context of this land identification and evaluation.

- 1) Undertake a detailed land audit with the focus on land that has been identified as suitable for development in the LUMS; the SDF and the municipality's Environmental Plan. This is to ensure that vacant land and potential infill areas are identified;
- 2) Evaluate potential developable land against the principles indicated in Section 2.3 of this report to ascertain the most advantageous locality.
- 3) Assess all the geological, geotechnical, environmental and physical constraints on the land identified that has development potential;
- 4) Determine legal constraints, land restitution issues, tribal or mining rights as well as any land use right considerations;
- 5) Identify land ownership of land that has been screened through the first three categories, prioritize government owned land as far as possible and then embark on a land acquisition process where required. This acquisition process needs to be budgeted for on a regular basis (annually) so as to ensure that the financial allocations are in line with the identified targeted timelines.

### **3.2     Strategic Spatial Development Rationale.**

In order to align the Mandeni Municipal housing plan to the information provided in the context above certain principles will have to be established and adopted by the municipality. These principles will also have to lead to the implementation of the policies set out in the Municipality's IDP. These principles will also form the municipality's development objectives that can be reached through the development of housing.

#### **3.2.1.     Establish a Hierarchy of Nodes.**

An objective of developing a Housing Sector Plan for Mandeni is to improve the spatial structure and definition of urban functions within the municipal area, as well as to provide access to the opportunities in the urban core and surrounding rural areas as a vehicle to sustainable settlement.

The Strategic Development Rationale puts forward an **incremental development approach**, where the upgrading of existing services and provision of new services are focused in specific areas according to settlement and nodal classification. The formalization emerging urban settlements and identification of nodes in rural areas would provide the directives to shape the future urban form and would determine the priority areas for infrastructure service provision. This would ensure that areas with high population concentrations situated outside the primary nodes in the area, particularly in rural areas, are first in line to benefit from upgrading and new service provision. This approach would also ensure that existing service levels are maintained and pressure on services is alleviated. This requires the cooperation of all levels of government and service providers, to ensure coordinated, focused and integrated efforts towards community upliftment and development.

Taking into consideration the policies set out in the Spatial Development Framework and the IDP the following settlement hierarchy is proposed;

**Table 17. Settlement Hierarchy.**

Settlement Name	Hierarchical Classification	Functional Classification	Functions Provided
Mandeni	Local Node	<ul style="list-style-type: none"> <li>Urban core and economic heart</li> <li>Provide for the needs of the broader municipal area and region</li> </ul>	<ul style="list-style-type: none"> <li>Provision of higher order goods and services;</li> <li>Institutional functions and services (local authority offices, provincial and national government main offices);</li> <li>Economic services (secondary and tertiary sector activities);</li> <li>Social services (social /welfare head offices, core functions).</li> </ul>
Isithebe Tugela Mouth Sundumbili Wangu	Emerging urban settlements	<ul style="list-style-type: none"> <li>District Node</li> <li>Serve a large rural population</li> </ul>	<ul style="list-style-type: none"> <li>Social and community facilities e.g. health, education, pension payout points, recreation; and</li> <li>Basic retail facilities for daily needs.</li> </ul>
Hlomendlini Macambini Lambothe Nyoni Ndulinde Thorny Park Mathunzi Nyhatini	Nodes within rural concentrations	<ul style="list-style-type: none"> <li>Tertiary Nodes Provide in needs of local population and surrounding rural areas</li> </ul>	<ul style="list-style-type: none"> <li>Social and community facilities e.g. health, education, recreation, pension payout points; and</li> <li>Basic retail facilities for daily needs.</li> </ul>

Mandeni is seen as the primary urban centre, within which the major industrial, commercial and residential areas, as well as major community facilities, will be based. This area around this central primary urban node presently contains some 50% of the population of the municipal area, and in addition, has very good connectivity, via a number of generally high standard transport corridors, to all of the rural communities within the municipal area. It is therefore logical

to build on this strong central base for the primary, and higher order services, needed by the whole community.

The different nodes in the Municipal area should be integrated and linked through good road linkages, public transport and communication infrastructure. Mandini town should be recognized as the economic heart of the municipal area and the head office for social and economic services, with satellite offices and service points in the lower order nodes. This will create linkages between the nodes and Mandini town and allow for the sharing of manpower and other resources.

Isithebe is to be reinforced as a major industrial development node in the North Coast corridor, utilising the competitive advantages it enjoys, namely good access to labour, transport, water and land. This will build on the high standard, well developed and substantial industrial base already existing in the area, and will be enhanced by specific action taken by the municipality as recommended in the economic development strategy proposed in the IDP.

The primary commercial and government service area will be centralized around the existing commercial centre close to the junction of MR 459 and MR 415, thereby ensuring good access to higher order facilities for residents from throughout the Mandeni area. For this reason, this central area will also be the location for the development of the government services and other facilities, such as high order educational facilities, health facilities, safety and security facilities and other such services needed by all members of the community. It will also be the area where major sporting and recreational facilities will be developed.

Two secondary nodes will however be promoted, namely Tugela Mouth and Wangu. Tugela Mouth has been accepted by the community present at both the sector workshops and representative forum, as the primary growth node on the coast. It is presently a very small settlement, but enjoys an outstanding location at the mouth of the Tugela River, as well as being within an area of outstanding natural beauty. It is also easily accessible from the N2, and therefore will be readily accessible as a tourism and recreation destination for local residents, as well as tourists. It is intended that the development in Tugela Mouth will be focused primarily on tourism related development, however the area is also very accessible as a high standard residential area to serve the Mandeni industrial and commercial areas.

The concentration of activities in nodes improves efficiency and service delivery, for these reasons;

- It optimizes the opportunity for exchange while minimizing transaction costs;
- It optimizes access to urban opportunities;
- It supports and promotes mixed land use development at a fine grain,
- It reduces travel distances and costs; and
- It promotes competitiveness between land uses and economic activities, thereby escalating economic development.

### **3.2.2. Formalize Emerging Urban Settlements.**

The rural settlements around some of the district nodes have reached high population densities and can be classified as emerging settlements in terms of their density, concentration, housing types and diversity of activities. These population concentrations place pressure on the number and availability of social services in these areas as well as the need for basic engineering services.

The densification and development of these areas occur on an ad hoc basis and without structure. The allocation of land for development by Tribal Authorities is without any form of spatial organisation and exacerbates the problem. The provision of social and infrastructure services to these areas is a high priority but is inhibited by the physical form and development of these areas. These issues are addressed by the Housing Policies in the IDP but these policies have not been comprehensively developed and are therefore not rigorously implemented.

To address this problem town-planning intervention would first be required. This would involve formalization of these areas and the creation of order in the settlement pattern through the formulation of Development Frameworks Plans (DFPs) for these areas. These DFPs form the physical and social premise upon which future development and investment of the area can be based. The Formalization of cadastral boundaries will end administration problems relating to the utilization of land within the boundaries and will streamline the provision of engineering services. Formalization is essential for upgrading purposes and enabling security of tenure and will ensure that these areas are functionally and physically part of the urban system.

### **3.2.3 Provision and upgrading of basic infrastructure.**

The existing infrastructure in Mandeni, Isithebe and the rural areas should be protected and improved to support the entire Municipal area and to maintain

the current level of development. The maintenance of access roads, water systems, sewage and electrical lines must be a priority issue for the municipality.

The upgrading of existing infrastructure in the urban area is necessary to sustain expansion and improved service delivery to peripheral dependent areas. Especially the capacity of bulk services such as water purification works and sewage purification works should be a priority.

The emerging nodes should be the focus points for the provision of water, sanitation, electricity, roads, transport, social services and telecommunication infrastructure. Once the formalization and legalization of dense settlements around the rural service nodes has been completed, the upgrading of these areas can be initiated by addressing service backlogs. The upgrading of social and community facilities in the dense settlement areas surrounding the nodes should enjoy priority, to ensure that the peri-urban and rural areas are reached. Ensuring access to clean water for every person within walking distance is a goal set by the Ilembe District Municipality and it can only be achieved with the co-operation of Mandeni Municipality, Tribal Authorities and the community.

In the eastern parts of the study area problems are already being experienced in the dry season as ground water becomes scarce and boreholes dry up from time to time. Water networks must therefore be upgraded to provide sustainable water sources to communities. This will ensure future effective housing projects. The utilization of water of the Tugela river which is the largest river in the area can provide sufficient water to the study area with regard to the housing sector.

Sundumbili currently uses 18 mega liters of water per day but plans from the Ilembe District Municipality to provide the area with up to 36 mega liters per day within the next 18 months are underway. Water is provided in the Macambini area and will in future be upgraded to higher standards. Water services are also provided in the Tugela Mouth area to a certain standard and expansion of the service can be accommodated from the Rocky Ridge distribution area according to the Director Technical Services. This will ensure the success of housing projects in these areas.

Water borne sewerage systems are currently provided in the Mandeni area and in areas of housing projects are taking place must be prioritized as a matter of health security of communities. Special care must be taken in the rural areas where quick densification occurs. Services and infrastructure delivery according



to the IDP is depicted in Annexure C. This gives a more detailed description of future planning and upgrading for the Mandeni area.

### **3.2.4 Support Land Reform projects and Security of Tenure.**

A Joint Position between the Department of Housing and the Department of Agriculture and Land Affairs regarding the alignment of the Land Restitution Programme (LRP) and the Housing Subsidy Scheme (HSS) was approved by Housing MINMEC on 5 March 2001.

The Joint Position on the alignment of the LRP and the HSS provides the following: -

1. Beneficiaries of the LRP should not be disqualified from accessing the Housing Subsidy and the beneficiaries of the LRP should be awarded conditional access to the Housing Subsidy Scheme benefits to afford them the opportunity to house themselves. This principle should apply to both previous beneficiaries of the LRP and to persons who might benefit from the LRP in future on condition that they comply with the conditions set out in this document. The criterion of the first time property owners has been relaxed to accommodate people who have acquired property through the LRP.
2. In the event where the LRP beneficiaries have been awarded a state/private sector financed serviced site, they only qualify for the residual of the housing subsidy amount, after the deduction of the cost of providing engineering services to the stand from the housing subsidy amount.
3. The LRP beneficiaries who have been awarded un-serviced stands will qualify for the full subsidy amount as determined by their income.
4. Where land belonging to the Provincial Housing Department's (PHD) or their successors in title has been identified for restitution purposes and is not subject to any contractual commitment such land be made available to beneficiaries of the LRP at the historical cost of the land plus any subsequent development expenditures that may have occurred. The process of the identification of land that belongs to a PHD or its successor in title will require close cooperation between the Land Claims Court Commissioners and the Provincial Housing Departments.
5. Where serviced stands, registered in the name of the PHD or their successors in title are awarded to a LRP beneficiary such stands shall be made available at the cost price of the stands. In these circumstances beneficiaries will only qualify for the residual of the subsidy amount available after the deduction of the cost price of the stand.
6. LRP beneficiaries who are granted housing subsidies should be excluded from any further housing assistance provided by the Government. For this



purpose all beneficiaries must be registered on the National Housing Subsidy Data Base.

7. The LRP claimants whose income exceeds the amount stipulated in the qualification criteria for housing subsidies and who do not comply with the qualifying criteria in all respects do not qualify for such subsidies.

Pro-active measures are required to ensure access to land on an equitable basis and provide for security of tenure. The implementation of specific land reform programmes will support this strategy. The proposed Development Framework Plans for emerging urban settlements identifies land for land reform projects. This is based on the viability of the projects in the proposed location. The delivery of basic infrastructure and appropriate settlement standards to land reform projects is essential to ensure such viability.

### **3.2.5. Promote a Variety of Housing Typologies and densities to provide for all demand categories.**

In Mandeni housing needs vary greatly across a wide spectrum of housing developments, from the formal suburbs of Mandeni, to the informal housing/shack development and traditional homes found largely in the tribal authority areas. It is however in these rural/tribal authority areas that the greatest needs exist, and after the finalization of existing housing projects, the removal of slums and informal settlements and rural housing development are the next two priorities in terms of the Provincial and National Departments of Housing.

With much of the land within the Mandeni Municipal area not readily developable for a variety of reasons including land ownership, geotechnical and environmental considerations, availability of infrastructure, there is a need to now give careful consideration to urban densification, which is described as

“.. the process which occurs through development of vacant land, the result of which is an increase in city, town or urban density. It can also occur through compaction i.e. an increase in net residential density through the addition of new units or people into an area through the subdivision of land or through the expansion of floor space of existing buildings.”

(Town and Regional Planning Commission, 2001).

### **3.2.6 Summary.**

The different housing related legislations, guidelines and policy documents over the whole spectrum must be taken into account to provide an aligned Housing

Plan for Mandeni Municipality that will assist the municipality to develop in a structured and sustainable manner to the benefit of all its residents.

These principles provide the framework within which housing needs to be provided. Various Housing projects are being implemented within the context of the Mandeni IDP, the policies contained therein and the Spatial Development Framework (SDF). This was however done in the absence of a specific Housing Sector Plan, which would enable the Municipality to achieve tangible, longer-term deliverables with a clear, and coordinated housing approach, a targeted housing vision and related housing strategy. However, the principles outlined in this Section form the basis for the formulation of a Housing Sector Plan for Mandeni for the future management and delivery of affordable housing and tenure delivery within its Municipal area.

### **3.3. Mandeni Housing Development Strategy.**

The eradication of the housing backlogs in Mandeni Municipality is of the utmost importance with reference to the abovementioned legislation. The previous governmental departments on national and regional levels addressed the housing problems based on the political system that existed namely apartheid. The approach was thus one of mass housing provision in areas under the segregation rule. Through this approach, inappropriate residential development took place everywhere where land could be acquired cheaply thereby perpetuating urban sprawl and segregated development areas. Settlement took place further from job opportunities and social amenities, undermining economic viability and environmental sustainability in the former homeland systems approach.

The quality of the houses was compromised as a result of poor workmanship and the lack of an integrated, quality control approach and nepotism in the apartheid system.

The realities in the current provision of housing over the last ten years created a shift in the housing strategy of provincial and national governments. The challenge was identified to be met with a vigorous approach by going beyond simply the provision of houses, and the settlement of communities.

In order to stabilize the housing environment the following issues must be addressed;

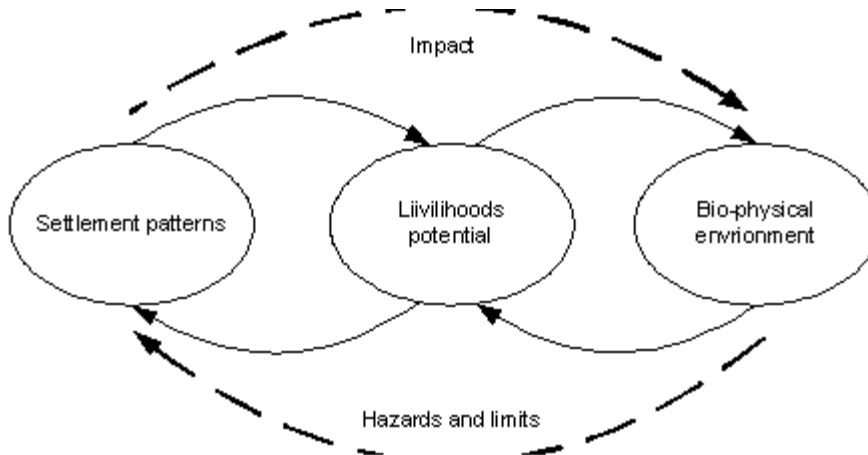
- Creating a stable and effective public environment.

- Lowering perceived risk in the low-income sector of the housing market, by ensuring that contracts are upheld and applied and all parties understand and fulfill their roles and responsibilities.
- Ensuring good quality housing.

“In terms of the Southern African Development Community vision for sustainable development, for example, the region must;

- ✓ Accelerate economic growth with greater equity and self reliance;
- ✓ Improve the health, income and living conditions of the poor majority; and
- ✓ Ensure equitable and sustainable use of the environment and natural resources for the benefit of present and future generations. (ATLAS 2005: National spatial investment potential for housing).

Settlements are shaped by the needs of the people who inhabit them, which mean that the livelihood strategies affect the actual form and structure of, as well as types of facilities within settlements. The location of the settlement can be considered an asset for the urban poor and can form part of their survival strategies, as well as an asset for the wealthier in terms of investment potential and quality of life. Sustainable livelihood strategies in turn affect the biophysical environment, the waste created by households in the settlements can and often does contribute to environmental degradation (including air, water and land pollution). On the other hand, environmental hazards and limitations (including resource scarcity) in all their forms often have an impact on people's livelihoods, especially the poor in terms of both on their survival strategies and their homes (Napier et al 2002). Therefore in order to achieve sustainable development, it is necessary to create opportunities for all people in ways that would ensure human well-being, prosperity and harmony with nature, and in such a way that changes in settlement patterns do not adversely affect the potential for sustainable livelihoods and a sustainable bio-physical environment.”



**Figure 2: Relationship between settlements, livelihoods potential and the bio-physical environment**  
 (Source: Adapted from Napier et al 2002:21)

Sustainability of communities and human settlements, which fosters conditions to promote economic viability and environmental sustainability, is determined to be a must. The approach has now evolved into developing settlements on well-located land closer to job opportunities and necessary social amenities. Such land typically is located on infill areas within cities. Complementary to the infill approach, where no available land exists internally of existing development areas, is the approach to provide a range of alternatives on land immediately adjoining existing settlements, with the aim of facilitating integration of diverse areas and capitalizing the available infrastructure of an existing developed area.

With reference to **table 3** of the statistical analysis of the Mandeni housing plan, it can be noted that the need for housing in the study area up to the year 2011 will be 19 129 units as determined from census figures and keeping in mind that the Municipality does not have existing housing backlog figures and that estimated figures were obtained from ward councilors, to be 50 500, a very combined focused approach will be needed for provision of effective housing development and delivery in the study area.

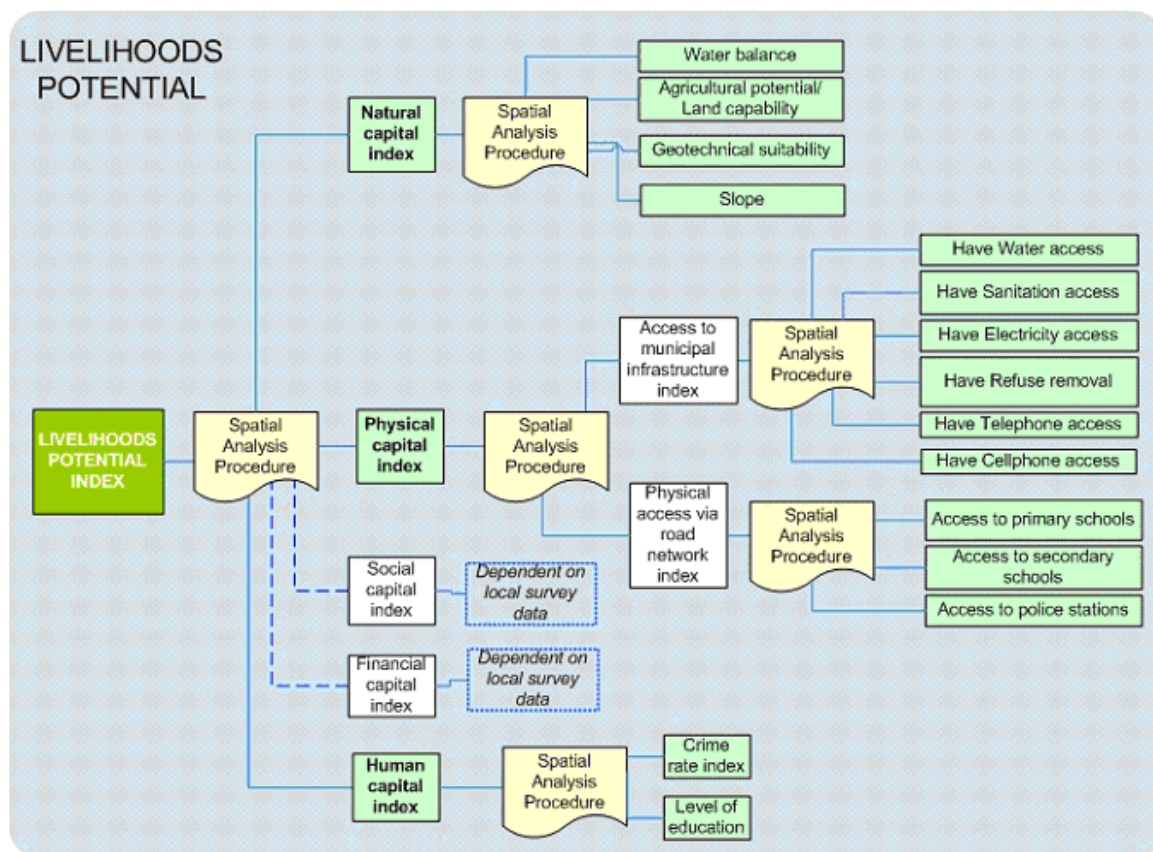
Integrated development is multi-faceted or multi-sectoral and therefore truly answers to the specific needs and circumstances of communities. It is thus critical that the distinction is clearly understood between integration at the broad IDP level and integration at the project level.

Project level integration is concerned mainly with ensuring that development at the community or project occurs in a manner that is holistic, multi-sectoral,

appropriate and sustainable. This means ensuring that housing is accompanied, not only by the necessary water road, water and sanitation infrastructure, but also by other forms of support development activities.

Examples of such supportive initiatives and development can be as follows; Economic and agricultural development, small businesses, and informal sector support of businesses, provision of appropriate social facilities, clinics, day care centers, AIDS centers, administrative support and security centers, and social welfare facilities.

Should the integrated development approach be anticipated to be conducted as mentioned above, effective housing delivery can be provided in the study area and sustainability of communities will be ensured.



**Figure 3: Livelihoods potential model schematic (Atlas)**

### 3.3.1 Categories.

The broad categories for effective housing delivery are;

- **The provision of tenure:** This will be the application phase where the establishment of a township area are conducted by means of an application to the relevant authority be it a Township Establishment process in terms of the Ordinance or an affective DFA.
- **The supply of essential services:** The provision of at least the basic services such as water, electricity, sanitation and roads if possible involves the design and implementation of engineering services.
- **The construction of top structures:** The third component of housing and tenure delivery is the construction of top structures. The construction of the top structures is done through the provision of Government subsidies and is normally constructed by private construction companies.

This approach distinguishes the two main focus areas of housing and tenure delivery. The first is providing affordable housing and tenure delivery, providing the full range (tenure, services and housing) as green-field developments. The second is informal settlement upgrading, which basically provides tenure and services of the existing informal settlements.

### 3.3.2. Housing and settlement types in Mandeni.

Within the study area of Mandeni four types of housing patterns can be identified;

- **Formal housing-** housing that exists on land where services, and infrastructure are available, pre- democratic development areas where infill progression can be accommodated and services be upgraded. These type of housing development is urban based and covers the spectrum of the high, middle and low-income groups. Example of such an infill area is the area of Endloweni and Sundumbili where formal housing occurs. Housing types are solid built with bricks and solid roofing and normally secure.



- **Rural based settlements-** Housing is provided on an agricultural based area and subsistence economic activities are prevalent. Basic service provision is practiced and upgrading must be prioritized in order to establish viable and sustainable communities and consolidate populations into a more formal settlement structure. Wangu, Mandige, Samkhanya, San Souci, Tugela Mouth and Hlomendlini area rural based settlements. Roads and other bulk services are not provided on the same level of standards as in the urban core areas of Mandeni and for sustainable housing projects proposed upgrading must be catered for in local and district level budgets and development programs.
- **Tribal based settlements-** settlement in these areas are done under the auspice of the Traditional Authorities and services as a result thereof are mostly absent or very basic, a forum for government exists between the local authority and traditional leaders. All settlements in these areas falls within the jurisdiction of the Ingonyama trust. Mangeza, Mhlubulweni, Lambothi, Nyathini, Makhwanini, Dokodweni, Fort Crealock, and Mbizimbelwe in the southeastern part of the study area are examples of tribal based settlements. In the northern part of the study area, Mathunzi, Izimpohlo, Nkunzempunga, Ndulinde, Mfuze, Abashini, Ziyendane, Mathonsi, Khovothi and Shayisa are settlements that can be categorized as tribally based. Traditional housing consisting of thatched or corrugated iron roofing is notably clustered in these areas.
- **Informal settlements-** These housing settlements usually take place on an unplanned basis and relates to squatter camps, normally close to serviced areas and formal facilities. Services are normally absent in these areas which leads to a situation where health risks are prevalent. Examples of such settlements are the settlement at Nyoni, and at Isithebe. Dwelling types varies as a result of building materials used such as timber, plastics, corrugated iron, etc, and mainly not secure housing and lack of infrastructure.

Human Settlement Progression Plans are essentially practical internal mechanisms that draw from the Vision and Strategic Objectives. These plans can assist the Local Authority to systematically and comprehensively address each type of housing occurring in the settlement patterns of the Mandeni municipal area. These plans can be derived from the various types of human settlements.

### **3.4. Proposed Development Areas**

Areas of high potential for housing development and infill projects were identified in the corridor between, Isithebe, Endlondweni, Sundumbili and Mandini town. This land falls within the Tribal Authority area, on the main axle road adjacent to the railway line. Land between the road and railway line should also be prioritized for new housing projects where possible. This land must be prioritized for formalization by means of infill projects.

The Mandeni Council purchased Lot 30 Inyoni 13890 FU for the purpose of a housing project. The area of the property is 258,918 hectares in extend. This property is to be utilized for the relocation of the Inyoni squatter settlement. The Inyoni Slums Clearance Project is an Integrated Human Settlement Plan lead project.

It is further anticipated that the remainder of the land can be used for future housing projects, including the provision of land to accommodate the growth of Intombeni; Zavutha and Mkhempini. The land will be able to accommodate approximately 5 000 low income sites of 300m<sup>2</sup> in extend.

Bulk services must however be extended to the area as soon as possible to make the land suitable for development and formalization should become a matter of priority at Municipal and District Council levels. This will provide housing and draw a workforce currently residing far away from the work place to the economic core of Mandeni resulting in a growing economy. People who live and work in an area will inevitably contribute to the economy of their area of living. This is currently not the case. Caution must however be taken of the further development of high potential agriculture land as this sector contributes largely to the local economy and the Council will have to preventative steps regarding development on this land.

Vast pieces of land are still available and if proper township establishment is undertaken in the area where dispersed rural settlement patterns are prevalent. Access to services can be reasonably easily and at lower cost be extended from the Isithebe and Sundumbili infrastructure. **Map 5** indicates the various priority areas proposed for the different housing types development.

Between Sundumbili and Mandeni town area, higher density housing development can be accommodated and the area is indicated in the map referred to. Flats, townhouses and high intensity housing development are



proposed here for the medium income group. This will further also strengthen the urban structure of Mandeni along the main traffic artery of the town.

Support services are accessible in the area. Isithebe was established as a MPRA town. It currently forms the industrial economic heart of Mandeni, and is still managed by Ithala development bank. This means that rates are levied for the total area by the municipality to Ithala. Ithala then derives the rates from individual business industries.

This situation should be rectified as Isithebe industries falls within the jurisdiction of the municipalities tax income base, and all rates should be directly payable to the local authority by industries and business owners. This will enable the local authority to derive more income for cross subsidy purposes of poorer communities in the same area where a flat rate situation is currently practiced.

In the Tugela area, existing land parcels of approximately 20 two hectare plots are available and should be considered for housing purposes. These properties are can be earmarked by the Council for densification for the purpose of medium income housing. This will ensure that growth is not only experienced in the subsidized housing category but overall to provide a balance in the sector and create sustainability of the economy. In the Mandeni area properties belonging to Council in the vicinity of the Technical Services Department offices are not yet developed. Council can further development in the high and middle income areas by ensuring that these properties are made ready for the open market and put on sale with conditions for development. This land is located in a medium to high income housing area and caution should be taken to preserve this area for theses purposes. Proposals for densification will have to be drawn into the existing town planning scheme.

This will further broaden the taxable income and rates basis of Mandeni.

#### **3.4.1. Rural based development proposals**

In the area of Mbizimbelwe and Amatikulu infrastructure exist on various provision levels. Electricity and telecommunication lines exist as a basic service, a water provision scheme is also in existence but basic. Support infrastructure such as schools, secondary and primary, and clinics, training centers are well provided in the area.

Housing in the area varies from formal to informal. This is an area with development potential for low to the medium income groups. Sustainability of the community will depend on the successful exercising of projects, such as agri-village development and community gardens. The area is currently evident of garden plots and with process agriculture management plans can become a sustainable agricultural enterprising area contributing to the food basket of the Mandeni area and its region. The land is potentially high agriculture land and can as such be utilized for development of low density housing with agricultural development potential to create sustainability and job security for inhabitants. Emphasis must also be put on development of a tourism and recreation development plan for the area and functional integrating proposals with the development area of Tugela mouth.

Formalization should in this area be concentrated more towards settlement and development programs for agricultural and tourism enterprises in order to create sustainability of the proposed housing settlement and not concentrate on housing *per se*. Concentration should thus be focused in areas where.

Programs should thus include the local authority's, DAEA and District Municipality officials, during the formalization process to determine a settlement plan and programs for agricultural purposes with a support system to create successful continuance plans for the area.

### **3.4.2. Formal housing project area proposals.**

The development area identified with a high development potential for middle and high income housing is the Tugela mouth area. The Tugela mouth area is a potential growth point to be looked at and should be integrated with the direct adjacent traditional rural area where formalization should take place. This area must be prioritized as a matter of economic survival of the core centre of Mandeni. A high income estate development currently planned by Peter Jewell between Tugela Mouth and the N2 must form part of the further development of the Development Coastal Framework Plan prepared by Christine Platt. This proposed development will make provision for  $\pm 6\ 000$  high income units. In this area caution must be taken during the planning process to align all activities and development programs. Ad hoc project planning can easily result in failure of sustainable development into a pristine area. Integration development plans for the total area with the rural area development initiatives will have to receive priority in order to direct all development in this area. A new functional core must be established with housing, recreation and tourism as the economic

mechanism to address the development challenges of the area. This plan must consider the following aspects;

- 1) Integrated land use and environmental management mechanisms;
- 2) Integration of existing rural and new development areas with regulatory systems;
- 3) Affective services provision plans with regard to anticipated housing amounts;
- 4) Compact settlement development plans to resist low intensity urban sprawl towards the proposed development area;

This will in return ensure the provision of services to the proverbial goose that lays the golden egg. Middle and high income settlements should be concentrated on and service provision should be provided accordingly. In this way an integrated sense of ownership of the neighborhood can be created.

Extensive investment in predominantly poor areas would not necessarily facilitate cross subsidization and combined sense of ownership in this way. By means of an integrated approach social upliftment will start to take affect, providing the, disadvantaged rural group to become part of the property economic market and creating economic beneficial spin-offs for the poor rural settlement area.

### **3.4.3 The urban area of Tugela- mouth.**

The area of Tugela Mouth is identified as a high potential growth nodal area, With high economic development potential as holiday destination, located centrally to numerous tourist attractions in the region of Mandeni. Therefore the following development proposals and initiatives must seriously be considered.

Densification by means of land use rights/rezoning applications and subdivision.

This entails the following;

- Adoption by Council of a strategic development plan and proposals and policy creation.
- Service delivery levels must for this purpose be upgraded to acceptable levels in order to accommodate more residential activities.
- The accessing of MIG grants for the upgrading of services.

The benefits of this are the higher utilization of services and more land owners to pay levies for services broadening the income level of the local authority in a high potential income area.

Expansion by means of land purchase and or development of adjacent land.

Land identified for this purpose is adjacent on the banks of the Tugela river and eastwards along the coastline. This entails the following;

- Adoption by Council of a strategic development integration plans and proposals and policy creation.
- Determine land ownership and obtaining process.
- Determine a list of incentives to draw potential developers.
- Application for township establishment
- Provision of adequate services and MIG grant funding.
- Establish a tourism development strategy and environmental management mechanism within Municipality.

### **3.5. Summary:**

The purpose of the housing plan is to provide direction to housing delivery and settlement management in the Mandeni Municipal area. The purpose of this first Section is to provide an Analysis and overview of the current reality in the municipal area. This Section provide the basis for the future Strategies and Projects that needs to be developed to address the housing demand in Mandeni Municipality. The process of layering will lead to a focussed vision and pertinent strategic objectives for the determination of the ultimate housing program and plan for the study area.

#### 4. RECOMMENDED PROJECTS.

In order to address the current housing backlog the following projects are recommended:

**Table. 15. Recommended Projects: Slums Clearance.**

##### Slums Clearance projects

<b>Project</b>	<b>Number of sites</b>	<b>Estimated Project cost</b>
Sikonyane	1691	R 64 258 000.00
Mathonsi	1321	R 50 198 000.00
eNdondakusuka	978	R 37 164 000.00
Macambini	648	R 24 624 000.00
Sundumbili	2300	R 87 400 000.00
Tugela	502	R 19 076 000.00
<b>TOTAL</b>	<b>7518</b>	<b>R 282 720 000.00</b>

These projects are in priority order and indicate the total number of sites to be developed in order to eradicate the current backlogs which have been calculated by taking into consideration the number of informal structures, backyard dwellings and people living in caravans and tents. This figure is different from the calculated demand under 2.1 due to the fact that the shared numbers were also taken into account. The estimated project cost was determined by using the subsidy amount of R38 000 per site. The cost for the provision of bulk services has not been included as this cost will be project specific and can only be determined once the exact location of a potential project is established.

It must be noted that the large number for Sundumbili can be explained, due to a large number of people living in backyard structures, whereas for the other settlements the number is largely made up from people living in informal structures.

**Table 16. Recommended Projects: Rural Housing.****Rural Housing Program**

Project	Number of sites	Estimated Project cost
Sikonyane	3 629	R 137 902 000
Macambini	3 166	R 120 308 000
Mathonsi	1 416	R 53 808 000
eNdondakusuka	770	R 29 260 000
Ntunzini	293	R 11 134 000
Hlomendini	225	R 8 550 000
Sundumbili	192	R 7 296 000
<b>TOTAL</b>	<b>9 691</b>	<b>R 368 258 000</b>

The figure for the rural housing projects has been established by taking all the traditional dwellings into account. This figure is different from the calculated demand in paragraph 2.1 due to the fact that there are 28% of the traditional dwellings that have access to services infrastructure. This is however a generalization obtained from the Ilembe IDP and the actual situation on the ground need to be determined by means of a housing audit.

Number of units	Total cost
17,209	R 650,978,000.00

**4.1. Projects not specified.**

In order to address the current housing backlog and future demand the proposals in Section 2 of this report regarding the spatial development rationale must be taken into consideration. In order to ensure long term sustainability the principle of taking the people to the services rather than taking the services to people must be implemented by the municipality. This means that the development of residential areas must be considered at Tugela Mouth and the area between Isithebe and the existing development at Sundumbili. This will be infill urbanization and will also comply with the development principals of as set out in Chapter I, Section 3, of the Development Facilitation Act, 1995 (Act no 67 of 1995) especially the following;

- Section 3(1)(a) Policy, administrative practice and laws should provide for urban and rural land development and should facilitate the development of formal and informal, existing and new settlements.
- Section 3(1)(c)(i) “promote the integration of the social, economic, institutional and physical aspects of land development”
- Section 3(1)(c)(ii) “promote integrated land development in rural and urban areas in support of each other”
- Section 3(1)(c)(iii) “promote the availability of residential and employment opportunities in close proximity to or integrated with each other”
- Section 3(1)(c)(iv) “optimise the use of existing resources including such resources relating to agriculture, and, minerals, bulk infrastructure, roads, transportation and social facilities”
- Section 3(1)(c)(vi) “discourage the phenomenon of "urban sprawl" in urban areas and contribute to the development of more compact towns and cities”

The municipality should be providing 4000 units per annum until 2013 in order to be able to eradicate the current housing backlog and address the future demand for housing in the municipal area. This is however a difficult target to reach due to funding and capacity constraints. The municipality must however make a start with the projects indicated above in order to enable itself to apply for the necessary funding from the Housing Department, MIG and potential private developers for projects that don't fall under the auspices of the Department e.g. at Tugela Mouth and Mandeni.

## 5. INTEGRATION.

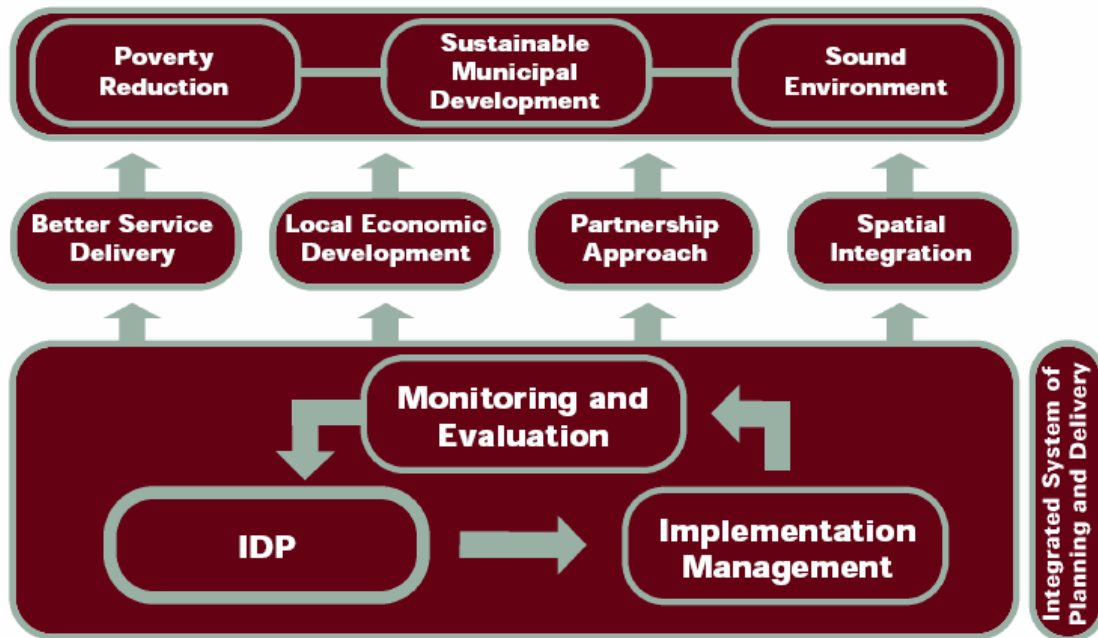


Figure 1: Integration systems and functions approach proposed by IDP Guidepack

The basis for effective integration within the municipal structure is indicated above. The sustainability of any Municipal development, poverty reduction and a healthy environment, can only be achieved by means of;

- ❖ Better service delivery within the municipal structures.  
Proper and continual training of staff, effective performance management systems and co-coordinative systems approach.
- ❖ Local economic development in the Mandeni Municipal area. Job creation projects, economic stability and income generation projects.
- ❖ Partnerships within Municipal structures, social and economic structures, private sectors and District Municipality levels.
- ❖ Spatial integration of services, management, resources and infrastructures.

In order to provide “total living environments”, it is vital that the delivery of housing occur in conjunction with other services and facilities (including health, education, sports, etc.). The housing proposals set out in this Municipal Housing Plan are all in accordance with the IDP and associated Spatial



**Development Framework.** As the IDP is the core document guiding all decision-making in, and with respect to, the municipal area, service providers responsible for the delivery of services and facilities integral to the creation of “total living environments” will be able to plan and budget for the provision of such services and facilities in an informed manner.

With reference to the primary node of the municipality, it is noted that all of the land that has been identified for housing purposes is well located with respect to existing community and social services and facilities. In regard to the housing proposals in the rural areas of the municipality, the delivery of rural residential opportunities is to be targeted at the identified service satellites.

### **5.1. Spatial Integration.**

The above figure sets out the proposed integration system for IDP's. This approach should be utilized as a basis for the housing plan as to be integrated with the IDP and its newest documents, as it falls within the context as a component thereof.

In the study area of Mandeni, intensity, diversity and priority of housing project investment should increase, mainly along transport corridors, and nodal development nodes, from localities of concentrations of greatest need, such as Inyoni, towards areas of greatest economic potential to facilitate spatial integration particularly of displaced settlements with areas of opportunity and potential.

Settlements must be located and designed in such a way as to facilitate structural and functional integration. For example there should be transport opportunities in a reasonable walking distance from houses to connect residents to other modes of transport, job opportunities, shops and metropolitan facilities, as well as local service centers, recreation facilities formal and informal in close proximity to housing developments to fulfill the immediate local needs of residents. The man-made infrastructure should also be well integrated with natural areas, as access to natural areas is very important for human well-being, and furthermore in most instances plays an important part regarding job opportunities.

The area of Mbizimbelwe, Amatikulu, and Sonqoba as well as the coastal area is an excellent example where this integration of activities, services, and land use activities should be prioritized. By unlocking potential of an area does not

necessarily means destruction of resources, but rather management and monitoring.

The range of household services and products should be broadened in appropriate localities to address the extended and diverse needs of a range of people, including the elderly, people with disabilities, children headed households, single headed households and migrant families. Human settlements should offer a range of social, economic and recreational opportunities in reasonable proximity to different housing types.

By clustering many of these facilities in nodes or along specific development corridors in growth centers will increase accessibility and maximize the economies of scale.

Settlements should ideally have many neighbourhoods, which offer different types of housing for different income groups to facilitate social interaction between different groups and provide opportunities where the wealthier residents can subsidize the provision and establishment of facilities and events from which the entire neighborhood will benefit.

The Tugela mouth area is a nodal point to be considered for integration of the social structures. The traditional rural area can and must be considered for formalization and upgrading. This will in return ensure the provision of services to the neglected poor area. Integration will ensure that more people become economically empowered. This will furthermore contribute to development of land by means of land purchase in the free market economy.

In this way an integrated sense of ownership of the neighborhood can be created. Extensive investment in predominantly poor areas would not necessarily facilitate cross subsidization and combined sense of ownership in this way. By means of a integrated approach social upliftment will start to take affect, providing the high and middle income group the opportunity to invest into a up market potential area and creating economic beneficial spin-offs for the poor rural settlement area.

An example of this affect is the well-known Cape – Paternoster and Kommetjie areas, where people suddenly where exposed to a high-income development areas and owned property in between and alongside these development. By selling property people considered poor, obtained financial independence in many ways. They relocated to other areas of choice and

financially benefited to a large extend.

## **5.2. Institutional Integration.**

Integration on institutional level is of utmost importance for the success of housing delivery. Within the Local authority integration of all departments must take place and officials must be capacitated to all aspects of service delivery, financial programs, environmental issues and socio- economic status and programs. It should merely be the task of the Municipal Manager to co-ordinate this function and not as in the past rigidly manage with a iron fist. This should also become the objective of heads of departments and the common goal of the IDP should and must be strictly adhered to in this regard. The Land Use Management System will and must inevitably be a system of all sector plans of the IDP and proposals in the housing plan integrated in the LUMS.

Integration should not be viewed to be the task of a specific department or persons. It must be the task of all people involved in the institutions and departments. Interdepartmental meetings to address integration methods with regard to services provision, planning, and execution is of importance as to result in effective integration as well as optimal

## **5.3. Integration of activities and functions between Government Provincial and Local Authorities.**

Integration between the Local Authority and District Municipality should be strengthened and especially on a financial Level, as projects can not succeed without a coordinated approach. The current situation perceived and experienced by officials at local authorities are that District Municipalities does not prioritize projects identified by local authorities, and thus development at a local level and socio economic growth within the district is hampered. This must be eradicated by an open door approach when budgets are determined in order to establish better functioning of the current system.

Departmental institutions such as Department of Land Affairs and Agriculture and Department of Health, should be integrated with the Municipality in order to determine specific projects for the area. Officials must be accommodated by the municipality.

Ad hoc planning can not be tolerated any longer and this is the reason why many projects failed in the area in the past, Projects should be coordinated and integrated to communities in order for them to take ownership there off and ward councilors must be capacitated for this adoption of ownership which must be transferred to communities. Funds can no longer be poured into unsuccessful projects to the detriment of suffering communities.

## **6. HOUSING INSTITUTIONAL FRAMEWORK.**

### **6.1 Context.**

Housing delivery in South Africa don't take place in a vacuum but must happen within the parameters of national, provincial and local legislation, policies and guidelines. Therefore the interventions at a local level must be developed to comply with the national, provincial and district's visions for development and service delivery to ensure the effective implementation of the housing and tenure delivery within the municipal area.

Strategies at local level must include considering and internalizing financial, institutional and environmental resources available to the municipality to deal with a particular issue.

Objectives should be set to address specific issues that have been identified. The objectives should be realistic, feasible and specific to the intended benefit to be achieved and the time-frames within which it shall be achieved. This includes specifying measurable targets.

The Strategies and Objectives must address the following:

- Equip local role-players with the information they need to consider their options
- Specify targets for housing delivery
- Clarify how the housing delivery targets are going to be met

Documentation that must be taken into consideration when developing a Housing Plan for Mandeni Municipality includes the following;

- Housing Act (No 107 of 1997)
- Rental Housing Act (No 50 of 1999)
- Development Facilitation Act (No 67 of 1995)
- National Integrated Rural Development Strategy
- Rural Development Framework (1997)
- White Paper on Local Government (1998)
- Land Use Bill

- Local Government: Municipal Planning and Performance Management Regulations (2001) - Section 4
- Comprehensive Plan on Sustainable Human Settlements/Ground Breaking Housing Plan (2004)
- National Key Performance Areas
- White Paper on a New Housing Policy and Strategy for South Africa
- Rural Housing Programme
- KZN Provincial Growth and Development Strategy
- Policy of the Provincial Housing Development Board of KwaZulu-Natal
- Rural Housing Policy
- Ilembe District Municipality's IDP
- eNdongakusuka Municipality's IDP

### 6.1.1 National Context.

In terms of the **Constitution**, housing is a function shared by both national and provincial government. Local government has an important obligation to ensure that services are provided in a sustainable manner to the communities they govern. The role of provinces, however, has been revised in Chapter 3A of the National Housing Code to the extent that a municipality should be the first option as developer and that the provinces should assist and build capacity to ensure that this role of the municipality is realized. The province may take over the developer role when a municipality cannot undertake development due to capacity or other constraints.

In terms of section 26 of the Constitution everyone has the right to have access to adequate housing (Section 26(1)). The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right (Section 26(2)). The legislation that the Department of housing has promulgated and implemented falls squarely within this Constitutional imperative.

Chapter 3A of the **National Housing Code** states two routes to a metropolitan, district or local government's contribution to the delivery of housing.

The **national housing vision** is confirmed in the **Housing Act**, 1997 (No. 107 of 1997). Within the Housing Act, “housing development” is defined as:

1(vi) “... the establishment and maintenance of habitable, stable and sustainable public and private residential environments to ensure viable households and communities in areas allowing convenient access to economic opportunities, and to health, educational and social amenities in which all citizens and permanent residents of the Republic will, on a progressive basis, have access to:

(a) permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements; and

(b) potable water, adequate sanitary facilities and domestic energy supply.”

The environment within which a house is situated is recognized as being equally as important as the house itself in satisfying the needs and requirements of the occupants. Ultimately, the housing process must make a positive contribution to a non-racial, non-sexist, democratic and integrated society. (SA National Housing Policy Part 1 - Chapter 2.htm)

Despite the constraints in the environment and the limitations of financial resources, every effort should be made to realize this vision for all South Africans whilst acknowledging the need for general economic growth and employment. Recognition should also be given to the efforts and contributions of individuals themselves and the providers of housing credit, as prerequisites for the realization thereof.

Section 2 of the **Housing Act, 1997 (Act No. 107 of 1997)** compels all three spheres of government to give priority to the needs of the poor in respect of housing development (Section 2(1)(a)). In addition all three spheres of government must ensure that housing development -

- provides as wide a choice of housing and tenure options as is reasonably possible;
- is economically, fiscally, socially and financially affordable and sustainable.
- is based on integrated development planning; and
- is administered in a transparent, accountable and equitable manner, and upholds the practice of good governance (Section 2(1)(c))

Though its legislation, existing and future, and the Housing Code, the Department of Housing is carrying out its legislative imperative as set out in the Housing Act, 1997.

Municipalities in particular need to be involved in this process in their new role as agents in the creation of such communities, with specific reference to the following;

- Setting local housing delivery goals;
- Identifying and designating land for housing purposes;
- Regulating safety and health standards in housing provision;
- Creating and maintaining a public environment conducive to viable development and healthy communities;
- Mediating conflict in the development process;
- Initiating, planning, coordinating, promoting and enabling appropriate housing development;
- Facilitating support to housing delivery agencies;
- Planning, funding and providing bulk engineering services;
- Providing and maintaining revenue generating services (if not provided by specialized utilities /suppliers);
- Providing community and recreational facilities in residential areas;
- Providing welfare housing;
- Land planning in areas under their jurisdiction (in terms of laid down performance criteria, possibly at provincial and even national level); and
- Regulating land use and development

The **Ground Breaking Housing Plan** in 2004 led to a change in housing policy from the focus on providing top-structures to a new approach for the development of sustainable human settlements. This Plan provides a framework for the integration and the building of homes in healthy and secure living environments where everyone will have access to the services and goods produced by society. It provides for the provision of a total package of infrastructure such as schools, police stations, community facilities and clinics within the vicinity of areas where housing is developed. This new approach now needs to be taken to the implementation level and provides the point of departure for the formulation of the Mandeni Municipality Housing Sector Plan.

The **Comprehensive Plan on Sustainable Human Settlement** envisions communities that are enabled to create a better life for themselves. The following elements of this Plan need to be highlighted;

- It conceptualizes informal settlements upgrading that is designed to progressively improve the tenure rights and living conditions of people living in such settlements.



- it provides for improved governance and moreover, for creating conditions that are necessary for the creation of a People's Contract between government and communities,
- It gives scope for the active participation of private sector construction and finance organizations
- Municipalities will play a much more substantial role in the delivery of sustainable human settlements and particular provision is made for the accreditation of municipalities to achieve this. This implies that housing functions are devolved and assigned to municipalities on the basis of sound funding arrangements and accountability, appropriate governance arrangements and systematic capacity development of provinces and municipalities. To achieve this goal specific provision has been made for a new institutional arrangement, which promulgates the creation of a Housing Delivery Management Unit (HDMU) within accredited municipalities. Such a HDMU will be specifically tasked with the housing function.

## **Comprehensive Housing Plan**

In September 2004, government unveiled the Comprehensive Housing Plan for the Development of Integrated Sustainable Human Settlements. Cabinet approved the plan as a framework for housing programs in the next five years. It provides for comprehensive oversight by government in promoting the residential property market. This includes the development of low-cost housing, medium-density accommodation and rental housing; stronger partnerships with the private sector; social infrastructure; and amenities. The plan also aims to change spatial settlement patterns, informed by the need to build multicultural communities in a non-racial society.

## **Human Settlement Redevelopment Program**

This program aims to improve the quality of the urban environment and addresses the legacy of dysfunctional urban structures, frameworks and imbalances through multiyear housing development plans. A multi-pronged approach, this program aims to redevelop depressed areas, counter spatial distortion, provide essential community facilities and re-plan existing settlements. This could entail slum clearance and resettlement. By February 2005, more than 180 projects to improve dysfunctional human settlements had been approved and were funded through the Human Settlement Redevelopment Program.

The Human Settlement Redevelopment Grant and the Housing Subsidy Grant have been consolidated into a single integrated housing and human settlement grant to accommodate this responsive, area-based approach to housing delivery.

In the 2005 Budget, an additional allocation was made of R50 million for 2005/06 to step up the housing program so that all informal settlements can be upgraded by 2014. Additional funding amounting to R500 million in 2006/07 and R1,5 billion in 2007/08 has been allocated. Housing projects today aim to encourage previously marginalized communities and particularly women contractors.

### **6.1.2. Provincial Context.**

The KwaZulu-Natal **Provincial Housing Development Plan** states the following vision for housing in the province:

“Together, helping all people to house themselves”

The Plan’s mission statement is as follows:

“To effectively manage the implementation of national and provincial housing programmes in partnership with relevant stakeholders in providing adequate, affordable and sustainable shelter for qualifying citizens of KwaZulu-Natal”.

The **Provincial Spatial Growth and Development Framework** was formulated to identify opportunities for economic growth, to draw attention to development needs, and to set policies for the spatial distribution of development.

In terms of the Provincial Spatial Framework, Mandeni is identified as the primary Urban Growth Node in the North Coast development corridor, between Durban and Richards Bay. Recognition is also given in this work to the tourism and recreational opportunities along the coastline, and along the historically rich lower reaches of the Tugela River.

One of the stated objectives of the Provincial Housing Development Board (PHDP) is that housing projects should be sustainable. This involves the installation of appropriate levels of services and a top-structure that a beneficiary is able to use immediately and develop further in due course. Municipalities are also determined to ensure that proper services are installed in their areas of jurisdiction since this materially affects their role of maintaining

such services. The DLGH recognizes this and it has become standard practice in all township establishment applications to ensure that the municipality takes over services installed by a developer once it is satisfied therewith. The PHDB also usually insists on the production of a services agreement between the municipality, as service provider and maintainer of services, and the developer.

### **The Provincial Growth and Development Strategy For KwaZulu-Natal (1996)**

The PGDS vision is:

“The dynamic Province of KwaZulu-Natal will be characterized by a peaceful, secure, prosperous, healthy, educated and democratic society, and as being attractive and competitive both in local and global terms.”

The PGDS is informed by the following principles;

- The Strategy will **build** on the dynamism and vibrancy of KwaZulu-Natal’s economy and the richness and diversity of its human, natural and infrastructure resource base.
- The Strategy will **create** new areas for economic development.
- Opportunities provided by the changing global economy would need to be explored, new talents unearthed within the Province, and existing industries reshaped so as to take advantage of new opportunities.
- The Strategy will **redress** the social inequities, which are widespread in the Province. It should meet basic needs, identify and support poor, vulnerable and marginal areas and communities.
- The Strategy will **address** constraints to development. It will enhance the skills base, extend infrastructure, and contribute towards a reduction in violence.
- The Strategy should be **rooted** in a shared responsibility for, and commitment to, the economic and social development of the Province.
- The Strategy should **focus** effort on the identification and operation of key levers to the development of KwaZulu-Natal, which will produce the greatest impact in terms of economic growth and the redistribution of opportunities and access to essential services.
- The **condition** for the successful implementation of the Strategy will be the integration of its growth and redistributive elements and the creation of an appropriate and effective institutional framework.

In terms of its specific approach, the Strategy is concerned with:

- Directing existing social and economic trends in KwaZulu-Natal towards the fulfillment of the principles of the Reconstruction and Development Program.
- Fostering growth in wage employment, capital investment and productivity in urban areas.
- Seeking innovative ways in which economic linkages between urban and rural areas can be enhanced.
- Introducing measures for encouraging manufactures to move up the value chain, whereby raw and basic materials are further processed into higher value goods.

The PGDS consists of five programs of intervention. The key relevant programs are:

#### Program One: Building the Winning Province

The objective of this program is to enable the Province to maximize on opportunities in trade and tourism.

The key levers of the program are the development of the ports (Durban and Richards Bay); proactive marketing of the Province's industries; the facilitation of support for SMMEs (Small, Medium, and Micro Enterprises) development through a well-resourced SMME desk in the Department of Economic Development and Tourism; the establishment of an export promotion facility; and the promotion of a diverse tourism strategy.

#### Program Two: Enabling "Local Economic Development"

The objective of this program is to stimulate economic growth and investment in specific localities through the delivery of basic services.

The key levers of the program are the formulation of a clear framework for local economic development strategies (LEDS) which specifies the roles of key institutions, organizations and interest groups; the establishment of an accessible Provincial database; training and capacity building for all tiers of government which includes training in data base management, facilitation, and physical and economic planning; and the implementation of regional pilot projects for delivery of basic services to fast track the LED program.

#### Program Four: Addressing the Needs of the Poor

The objective of this program is to eradicate poverty through the transfer of assets and the provision of social welfare.

The key levers of the program are the land reform program; the development of community financial institutions; the establishment of district health systems for the co-ordinated and comprehensive delivery of health care; specific and targeted support for survivalist enterprises; the formulation of a disaster relief strategy; implementation of a rural service centre program to rationalize the delivery of services to rural areas; the development of a strategy for eco-tourism and cultural tourism to benefit rural communities; and the implementation of a public works program which should be managed as a development initiative and not simply as a service to government.

#### Program Five: Preparing the People Through the Development and Utilization of Human Resources

The objective of this programme is to formulate a co-ordinated approach to the enhancement of KwaZulu-Natal's human resources.

The key levers of the programme are the preparation of a human resource development strategy; the preparation of a training and education database; and capacity building amongst the social partners of government, principally labour and communities.

The beneficiaries of the Programmes are;

- Urban Communities through the delivery of infrastructure and services, and through vocational and skills training.
- Rural Communities through the development of eco-tourism and the sale of rural crafts, through overcoming service and infrastructure backlogs, through facilitation of local economic development, and through increased capacity to engage in productive activities.
- Organized labour through the creation of employment opportunities in tourism and trade, through support for SMMEs, through increased opportunities for self-employment, and through the reform of labour markets.
- Small, medium and micro businesses through the provision of support to SMMEs, through the facilitation of local economic development, and through skills development.
- Organized business, which benefits from improvements in trading infrastructure and increased trade links. It also benefits from the promotion of local economic development, and the increased productivity of labour.

In order for the Housing Plan to be aligned to the Provincial developmental Vision the guidelines that are highlighted in the PGDS must be adhered to when housing projects are implemented. This will also lead to a holistic approach in the creation of sustainable human settlement to the benefit of all the residents of Mandeni municipality.

### **6.1.3. Regional Context.**

The Vision contained in the IDP of **Ilembe District Municipality** is as follows:

“ Ilembe ... South Africa’s District Municipality of Choice “

The Municipality’s Mission statement declares the following:

The Ilembe District Municipality will achieve its Vision by ensuring access to affordable and sustainable municipal services through:

- Creating an enabling environment for social and economic development;
- Capacitating and empowering all relevant stakeholders and focusing on previously disadvantaged communities;
- Economic and efficient management of resources; and
- Fostering sound relationships and applying the principles of good governance.

The following extract from the IDP of Ilembe District Municipality provides the regional context for Mandeni Municipality from the perspective of the District.

Land tenure within the region generally dictates the land usage. Maphumulo, the lower reaches of Ndwedwe and coastal and inland reaches of Mandeni municipality are almost entirely traditional authority areas characterized by subsistence farming activities throughout these traditionally settled areas. The District is made up of 45 Traditional authority areas that cover approximately 63 % of the total area. The northern areas of Ndwedwe, the central corridor of Mandeni and KwaDukuza municipality are more the commercial farming hubs of the Region.

Areas of urbanization in the region comprise the former Transitional Local Council (TLC) areas of KwaDukuza/ Stanger, Mandini, Dolphin Coast and Nkwazi. Land uses within these areas are typically urban mixed use with a high level of infrastructural and service development and a provision of social facilities and services to support the resident populations.



Industrial users are concentrated in KwaDukuza, Isithebe and Darnall, most notably the Gledhow and Darnall sugar milling operations at Stanger and the Sappi Paper mills at Mandini.

Informal settlements with limited facilities or infrastructural services occur on the periphery of the developed areas and within the towns. Village centres such as Maphumulo and Ndwedwe in the west and Nyoni and Mbizimbelwa in the north comprise of commercial and service development in the rural areas. They are largely in existence in association with a magistrate's court, clinic or pension pay point, health, education and welfare office or similar state service.

Wholesale commercial activities have expanded and the villages have emerged as supply centers and transportation hubs to the remote rural areas. Smaller rural nodes, such as trading stores or clinics are scattered through the traditional authority areas. The settlement of the traditional authority controlled areas is according to the traditional system of land allocation by the Nkosi to the families of his tribe. Traditional housing dominates, but there is a range of other formal and informal structures proliferating in the rural areas. Traditional authority areas are generally categorised as having most harsh topographical conditions with the worst agricultural potentials.

Large areas are under-utilised with traditional settlement patterns not enabling efficient or effective provision of infrastructure and services. Traditional settlement patterns are directly related to traditional land tenure. This creates a low density of rural settlement, which, amongst other issues, is not conducive to the provision of infrastructural services.

The State and the Ingonyama Trust own the majority of the land within municipality of Maphumulo, as well as 69% of Ndwedwe and 49% of Mandeni.

The commercial farming areas of KwaDukuza, Mandeni and Ndwedwe (31% of the entire Ilembe region) are mainly under privately owned sugar cane.

The IDP Hearing, which was held on the 11 April 2005 for the Ilembe District Municipality highlighted the following issues;

The panel viewed the main development challenges for the District as being:

- The delay in transfers from national departments as well as the extensive 'red tape' involved at District-level affects the extent to which implementation can take place.

- The vast settlement patterns make it difficult to expedite services to the poor and reduce already extensive backlogs.
- Capacity at District-level does not translate into strategic interventions at local level.
- Difficulties with prioritizing environmental management while faced with exceedingly high backlogs.

The panel proposed the following intergovernmental actions to the above-mentioned challenges;

- **Water, Sanitation and Infrastructure** – A comprehensive capacity audit must be done to ensure that spending patterns of municipalities as well as absorption capacity is enhanced. Additional information is required on infrastructure planning in the DM.
- **Land Management** - The District needs to expand on how land reform processes have been taken up in its planning processes. Strategies need to be devised in partnership with Provincial Government on how service delivery can be further developed in spite of vast settlement patterns.
- **Economic Development** - The District is encouraged to measure the impact of these extensive LED interventions on poverty alleviation. The District is encouraged to document success stories such as the ‘Chilly Sauce’ initiative, and extend lessons, including those from unsuccessful projects such as the chicken initiative, to other municipalities in the province. The District is commended for its excellent approach to managing partnerships with private sector stakeholders and donor agencies. These initiatives should be extended to all municipalities operating in the area to ensure a district-wide economic development strategy. The District is commended for its excellent approach to managing partnerships with private sector stakeholders and donor agencies. These initiatives should be extended to all municipalities operating in the area to ensure a district-wide economic development strategy.
- **Resource Streams** - The municipality is encouraged to assess the impact of development spending in rural areas. Delays in spending patterns of municipalities are of concern. Provincial Local Government needs to facilitate technical support to municipalities in need. Provincial and National Treasuries and LGTA need to research spending patterns of Local Government especially during the June - August period where non-spending is evident. This assessment needs to be done in view of the 3-year MTEF allocations.



- **Environment, Natural Resource Management and Energy** – There is a need for further prioritisation of environmental issues in the District and local planning processes. There is a need for a district-level engagement with Umgeni Water Board. The intention would be to investigate planned investments in infrastructure and the impact of this on affected municipalities.
- **Governance and Institutional Capacity** - There is a need to further improve relations between the District and Local municipalities. The District needs to extend expertise and strategies to include building the capacity of all Local municipalities. Time frames need to be put in place to measure progress and impact of agreements need to be built into project management.
- **Intergovernmental Coordination** - More clarity is needed around the role of PIMSS in supporting the development planning capacity at municipal level. The District needs to expand on the way in which health and environment has been institutionalized and the absorption capacity of the local municipalities to benefit from this. LGTA is encouraged to support strategic relationship-building between District and Local municipalities.
- **Community Participation** - The District needs to further explore ways of unlocking the second economy through public participation. Assistance is needed from DPLG, Province and SALGA to help expand the understanding of what can be achieved through PPPs. The intended strategy to further enhance cooperatives needs to be coupled with an extensive information campaign to ensure that all company options are considered.

#### 6.1.4. Local Context.

The policies underpinning the urban structure, as depicted in the Spatial Framework, can be stated as follows;

- ✓ *That Mandeni, together with the informal settlements, which abut the existing urban area, such as those in the Mathonsi Tribal Authority area, remains the primary urban centre and development core of the Mandeni Municipality, and must be the focus of attention for this IDP.*
- ✓ *That Tugela Mouth be acknowledged as the secondary urban settlement, which is the focus of tourism and other related development.*
- ✓ *That Wangu be developed as a new secondary urban settlement, building on the accessibility and urban base already in existence, to serve the northern region of the*

*Mandeni Municipality and to build on the services and accessibility that this settlement already enjoys.*

Housing has always been seen as an issue of importance, arguably ranking second after the economic issues. There are numerous housing initiatives currently being undertaken in the Municipal area, most of which were started with little or no co-ordination, or discussion with the Municipality.

The following is a list of housing initiatives in the Mandeni Municipality;

- Hlomendlini
- Thorny Park
- Mathonsi Tribal Authority
- Nyoni Informal Settlement
- Macambini Ministerial Project
- Macambini Nkosi Project
- Sikhonyana Development
- Elbow Farm and Essiena

It is imperative that housing policies be stated in the IDP, in order that properly coordinated development proposals can be supported, and in order that any inappropriate proposals can be halted.

It must be noted that the Municipality cannot and will not give support for any housing projects, which do not comply with the policies set down in the IDP. The policies set down in this section of the IDP report are intended to ensure that any housing development is sustainable, integrates the community as much as possible, and best meets the needs of the individuals who are intended to reside in the houses being developed.

The following Housing policies, which were adopted in the Interim IDP, were found to be acceptable as the housing policies for this IDP, by the local community at the Housing and Land Issues sector workshop, and are therefore as follows;

- ✓ ***Low income housing is to be positioned as close as possible to the main employment opportunities which are centered on Isithebe, in order that the problems associated with long commuting distances, such as long delays, lack of transport for shift workers and the high commuting expenses presently experienced by workers, can be eradicated;***
- ✓ ***Urban sprawl is to be discouraged by the encouraging of settlement on serviced land within designated urban nodes;***

- ✓ ***New urban development is to be directed towards logical **infill** areas;***
- ✓ ***Settlements established by means of **illegal occupation** of land will **not be prioritised for upgrading**;***
- ✓ ***The in - situ upliftment of rural housing and the establishment of **agri - villages** with not less than **0,3ha of arable land per household** to meet the agricultural as well as settlement needs of the community, will be supported;***
- ✓ ***Housing projects which require expenditure for the provision of infrastructure in remote or badly located areas will not be supported;***
- ✓ ***That the **slum clearance project** at **Nyoni** be given priority;***
- ✓ ***That the **infill housing projects** at **Isithebe, Sundumbili and Amanda Farm** be supported;***
- ✓ ***That the **rural housing projects** at **Macambini and Hlomendlini** be supported, with the design of these projects taking careful note of both the settlement and agricultural needs of the residents of these two areas.***

At meeting of the Housing Forum which was held 22 February 2005 sectoral policies for Housing were stressed, as was the requirement that the Municipality could not approve projects which did not comply with its housing policies, as set down in the IDP.

It was stressed to the Forum that any implementing agents must obtain technical guidance on proposed housing projects from the Manager: Technical Services before proceeding too far with any specific project, as time and resources could be wasted on projects if they did not fit with the Municipality's policies. The various implementing agents used the opportunity to report on progress with some of the current housing projects.

At the formal meeting of the forum, no new issues were raised which require inclusion in the IDP at this time, and there was agreement that the priority issues as set out in the briefing document presented on 22 February 2005 urgently be acted upon.

The following issues regarding housing were raised in the original IDP;

- ✓ Questions were raised regarding how access can be obtained for the funding of rural housing schemes
- ✓ Clarity was requested regarding the difference between rural upgrading and urban infill
- ✓ It was strongly agreed that there was little point in concentrating on urban housing when the urban areas offered no job opportunities;

- people are tending to disinvest from the urban core therefore at least equal attention must be paid to the rural economy and rural housing.
- ✓ The Department of Housing supported the IDP process because this input from communities is important and informs the housing programme, plus goes into the Provincial Housing Development Plan
  - ✓ In the past ad hoc projects had been found to be unsustainable, and the IDP is an important planning tool for housing as all development issues such as transport and services are integrated
  - ✓ All projects were now driven by the local authority
  - ✓ In terms of the Municipal Systems Act all decision-making must be driven from grassroots level.
  - ✓ From 1 April 2002 the local authority becomes the *de jure* developer for all housing projects not yet approved, and the Provincial Housing Department will appoint agents to assist where there are capacity problems but municipality remains signatory.
  - ✓ Housing must be sustainable and affordable
  - ✓ The points raised in the IIDP on regarding housing policy were accepted and supported
  - ✓ It was agreed to address low income needs in a central location
  - ✓ Need to halt inappropriate development
  - ✓ Ithala offered to assist the local authority with housing skills and finance in a partnership
  - ✓ Municipality needs to look at partnerships to make things happen, but land invasion, land ownership and land availability complicates programs
  - ✓ Active developers also leaving the housing field
  - ✓ Millions of housing money not being spent
  - ✓ Agreed need housing range/ different types of housing and not just single family dwellings

### 6.1.5 Municipal Capacity

The institutional capacity of the municipality pertaining to it's housing section is very weak both in the current capacity and in the proposed capacity as depicted in the municipality's organogram.

The municipality's housing section falls within the Community Services Department and have two posts allocated to it according to the organogram, namely:

- Housing Officer
- Housing Administration Clerk

The post of the Housing Officer is at present filled by Ms. SE Dlamini and the position of Housing Administration Clerk is at present vacant.

According to the organogram the Housing Section falls directly under the Assistant Manager Social Services who is also responsible for the municipal pool, halls and sport fields and community development and liaison. In order to enable the municipality to fulfill its constitutional responsibility regarding the provision of housing and to enable it to apply for accreditation the municipality must have a focused Housing Delivery Management Unit (HDMU) under the auspices of the Municipal Manager.

The HDMU will be required to deal with the entire housing delivery process from land identification through planning, service delivery, development, project management, site handover and long term management.

The municipality needs a high level official who takes the responsibility for the eradication of the housing backlog and who will be the driver who ensures this housing plan is implemented in the most efficient way possible. This official should be assisted by a capacitated team of people who are dedicated to service delivery in general and housing provision specific.

The municipality should have at least four posts in the Housing Section of which one should be at an administrative level and one in the middle or senior management level. This section will have to work very close with the municipality's planning and technical departments and the people in the section will have to be knowledgeable regarding the technical processes of both these departments. This will ensure that the necessary integration between the housing and service delivery processes take place at a decision making level.

There should also be a dedicated official in the section who must be responsible for establishing and maintaining a housing waiting list in order to ensure that housing projects addresses the right beneficiaries and that the addressing of the housing backlog can be measured in real terms. This position will be responsible for extensive public participation during this process to ensure that no unrealistic expectations are created during the process of auditing and registration.

This section will also be responsible for the monitoring function in relation to the achievement of the strategies, projects and targets as set out in section 6.4 of this document.

### **6.1.6. Proposed Housing Vision.**

*To house every resident of Mandeni in a sustainable and affordable way, with the necessary services, in progressive communities and an enabling environment to create the best possible standard of living for our people.*

## **6.2. Strategies, projects and Performance Targets.**

The strategies and projects must lead the municipality to achieve its vision within the framework of its legal obligations, the context of the other role-players, the principles of the development rational and the current reality in which the municipality finds itself.

### **6.2.1. *Strategy 1: Establish Sustainable Communities***

The housing projects in process and the projects to be undertaken in the future must not only provide a shelter of acceptable standard to the residents of Mandeni but it must be used as an opportunity to shape the developmental fabric of the municipal area in such a way that it will enhance the living standard of all the people in the Mandeni area.

All of the approximately 19 129 housing units needed by the year 2011 (refer to Section 1) need to be supplied by the public sector as these units would cater for the low-income population groups that rely on housing subsidies and qualify for such subsidies. Furthermore, to ensure that the housing developments are in keeping with the "human settlement" perspective, there is a need to ensure that adequate land is identified to accommodate the supporting functions.

The following actions are necessary to ensure that housing delivery targets are met:

#### **6.2.1.1 Project 1 – Determine the actual housing backlog.**

At present there are two sources of information regarding the housing backlog situation in the Mandeni municipal area namely;

1. The extrapolated census figures indicated in the Analysis phase of this report; and
2. The figures provided by Ward Councillors.



There are huge discrepancies between these figures and at present it is impossible to verify either. It would therefore be of crucial importance to the municipality to establish a housing waiting list with registered potential beneficiaries. The benefits of such a database would be the following;

- The real housing backlog in the municipal area would be determined
- The areas of greatest need can be spatially determined
- Planning for future housing projects will be on a solid basis and not on the current *ad hoc* way
- The financial status of potential beneficiaries will be available
- It will be possible to apply for the correct kind of subsidy for potential beneficiaries

It is recommended that the municipality embark upon an intensive beneficiary registration project in order to gather the relevant information. The following methodology is recommended;

- a) Capacitate officials of the municipality's housing component to complete the necessary documentation
- b) Embark upon an intensive advertising campaign to make residents aware that they should register on the municipality's housing database
- c) Make use of the Council's Ward Committees to carry the message to their constituents
- d) Should the need arise make arrangements for registration points at specific dates in the rural wards where it may be difficult for people to travel to a central point.
- e) The possibility to use the same venue as for voter registrations can be investigated.
- f) Once the database has been compiled it should be kept up to date by the municipality.
- g) The database should be linked to the municipality's GIS in order to have the various aspects of the housing backlog represented spatially.

It must be noted that the Provincial Housing Department is in the process of rolling out a project to determine the actual housing demand in the province. There is however at present no clarity regarding when the program will be

rolled out in Mandeni Municipality and it is thus recommended that the Municipality's Housing Section embarks on this project before the end of 2007.

***Performance Target: Establish actual housing demand in the municipal area before January 2008.***

#### **6.2.1.2. Project 2- Land Identification and Evaluation.**

In order to utilize the provision of housing as a catalyst to the socio-economic development of the Mandeni municipal area the spatial position of housing projects must be very carefully considered. The development of housing at the correct/best position will enhance the area and lead to the optimization of scarce resources such as developable land, expensive services infrastructure and the natural environment.

The development informants to be taken into consideration when land for development is identified has been discussed comprehensively in Part One-Section Four of this report. These indicators must be used in tandem with the District and Local municipality's Land Use Management Systems (LUMS) and Spatial Development Frameworks (SDF) and the principles indicated in Section 2.3 of this report to determine the optimum location for future development initiatives in the Mandeni municipal area.

The following actions are recommended within the context of this land identification and evaluation action;

- 6) Undertake a detailed land audit with the focus on land that has been identified as suitable for development in the LUMS; the SDF and the municipality's Environmental Plan. This is to ensure that vacant land and potential infill areas are identified;
- 7) Evaluate potential developable land against the principles indicated in Section 2.3 of this report to ascertain the most advantageous locality.
- 8) Assess all the geological, geotechnical, environmental and physical constraints on the land identified that has development potential;
- 9) Determine legal constraints, land restitution issues, tribal or mining rights as well as any land use right considerations;



- 10) Identify land ownership of land that has been screened through the first three categories, prioritize government owned land as far as possible and then embark on a land acquisition process where required. This acquisition process needs to be budgeted for on a regular basis (annually) so as to ensure that the financial allocations are in line with the identified targeted timelines.

**Performance Targets:**

- a) Complete land audit by November 2007.***
- b) Complete Land Identification by March 2008.***
- c) Initiate land acquisition by July 2008 at the beginning of the 2008/09 financial year.***

**6.2.1.3. Project 3 – Establish Security of Tenure.**

According to the Spatial Analysis of the “èNdondakusuka IDP”, land in the municipality area is occupied under two different systems. The areas that formed part of the former KwaZulu homeland are largely under tribal ownership, belonging to the Zulu King. These areas are now under the jurisdiction of the Ingonyama Trust Act. The remainder of the land is mostly commercial agricultural land subject to the conventional market in terms of freehold title.

Land tenure practices in the eastern and western parts of the municipality relates to the Ingonyama Trust and land is allocated in terms of a "a permission to occupy" (PTO) certificate granted by the relevant tribal authority. This is a formal approval protected in the Constitution as a form of ownership. A number of Tribal Areas, namely Mathonsi, Macambini and Sikhonyane are located in the Mandeni area. Each Tribal area is administered through an Inkosi (chief) and his Tribal Council. Each Tribal Area is divided into Isigodi areas, and ruled by Indunas (deputies).

Families are compelled to approach the Induna, who allocates land to the family. This is ratified by the Tribal Authority and Department of Land Affairs in the form of a PTO certificate. The PTO certificate is regarded as a form of ownership and this system of land ownership has a direct impact on land use.

No framework is however available to guide the issuing of PTO's. This raises some concerns regarding the environmental, technical and social suitability of sites for land use.

Security of tenure can be ensured through the various subsidy schemes and programmes of the government. These programmes and subsidies are indicated in Annexure “A” of this report. This leads back to project 1 because the proposed database will provide the relevant information on the correct kind of subsidy to be used to develop a housing project and provide tenure security to the beneficiaries.

***Performance Target: Compile a Framework to guide the issuing of PTO's by February 2008***

#### **6.2.1.4. Project 4 - Speedy Release and Servicing of Land.**

The focus of this strategy is to facilitate the speedy release and servicing of land. This is achieved primarily through the Development Facilitation Act, 1997 [Act No. 67 of 1997] [DFA] and the Land Development Objectives required in terms of this Act. In addition, a number of other Acts and policies were passed to support this Act. Linked to this strategy is also the issue of ensuring appropriate standards in terms of infrastructure, servicing and housing. All of these issues are explained below.

The DFA deals with the issue of land release and servicing. The main focus of the DFA is to speedily undertake land development projects, especially in terms of the delivery of serviced land for low income housing. The DFA was promulgated by national government. Provincial government is empowered to use it in respect of their own land legislation.

The key elements of the DFA in respect of housing are as follows;

- **Principles:** The act provides a set of nationally enforceable principles in terms of land development that fast track the development process. These principles are elaborated on in more detail after the discussion of the key elements.
- **Land Development Objectives:** The Act requires that Land Development Objective's [LDO's] be developed by every municipality as the basis for future land development. These LDO's must be based on a socio-economic analysis and consultation with stakeholders and communities. The LDO's must define the objectives of the municipality in relation to access to and the standard of services, urban and rural

growth, number of housing units, sites or facilities to be delivered. In each of these categories the LDO's must indicate the implementation approach to be adopted and the number or rate to be achieved. The LDO's are used as a benchmark to measure performance and are implemented through Integrated Development

- Development Tribunals: Development tribunals can be established within each province by the Premier. The tribunals are made up of experts, officials and stakeholders. When an application for development is under dispute the tribunal has the power, amongst others, to impose time frames on the resolution of the dispute.
- Development and Planning Commission: The Development and Planning Commission is responsible primarily for reviewing all provincial planning and related legislation in South Africa, so that it may be amended in favour of legislation more appropriate to the current context. In addition, the commission will produce a Green Paper on planning.

## **PRINCIPLES OF THE DFA:**

- Policy, administrative practice and laws should provide for urban and rural land development and facilitate the development of formal and informal, old and new settlements.
- Policy, administrative practice and laws should discourage the illegal occupation of land, with due recognition of informal land development processes, Policy, administrative practice and laws should promote efficient and integrated land development.
- Communities affected *by* land development should actively participate in the planning process.
- The skills and capacities of disadvantaged persons involved in land development should be developed.
- Policy, administrative practice: and laws should encourage and optimize the contributions of all sectors of the economy so as to maximize the capacity to undertake land development.
- Laws, procedures and administrative practice should be clear, generally available, provide guidance and information IQ those affected, promote trust and acceptance and give further content to the fundamental rights set out in the Constitution.
- Policy, administrative practice and laws should promote speedy land development.

- Each proposed land development should be judged on its merits and no particular land-use should in advance or in general be regarded as being less important or desirable than any other.
- Land development should result in security of tenure, provide for the widest possible range of tenure alternatives, including individual and communal tenure.
- A competent authority at national, provincial and local government level should coordinate the interests of the various sectors involved.
- Policy, administrative practice and laws should stimulate the functioning of a land development market.

### **Other supportive legislation and policies**

Other legislation and policies, which facilitate the speedy release and servicing of land, have emanated primarily from the Department of Land Affairs. Such legislation and policy focuses on land development and land use control, land registration and tenure systems, mechanisms for resolving conflicts in the land delivery process and the alienation of Government owned land. The legislation and policies include the following;

- Less Formal Township Establishment Act, 1991, [Act No. 113 of 1991].
- Old Provincial Ordinances and new Provincial Acts
- Provision of Certain Land for Settlement Act, 1993 [Act No. 126 of 1993].
- Land Acquisition Grant Policy.
- Settlement Grant Policy.
- Land Registration and Tenure Systems Policy.
- Extension of Security of Tenure Act, 1997 [Act No. 62 of 1997].
- Communal Property Association Act, 1996 [Act No. 28 of 1996].
- Interim Protection of Land Rights Act, 1996 [Act No. 31 of 1996].
- Land Reform [Labour Tenants] Act, 1996 [Act No. 3 of 1996].
- Upgrading of Land Tenure Rights Act, 1991 [Act No. 112 of 1991].
- The Prevention of Illegal Eviction from and Unlawful Occupation of Land Act, 1998 [Act No. 19 of 1998].

### **Ensuring appropriate standards**

Government's infrastructure policy and standards apply to the provision of water, sanitation, roads, storm water drainage and domestic energy to housing developments. These standards are governed by departments other than the

Department of Housing. Housing standards, are governed by the Department of Housing, through the National Norms and Standards;

- Infrastructure: Two types of infrastructural services impact on housing, namely, physical or engineering standards and environmental standards. Infrastructure standards are specified in the following documents;
  - Guidelines for Engineering Services and Amenities in Residential Township Development [commonly called the Red Book] which provides information and guidance on the various options available to planners and developers in developing residential towns.
  - NHBRC technical requirements published in the NHBRC Home Builders Manual and which outlines design and construction standards for NHBRC registered builders.
  - The National Building Regulations, set out in the National Building Regulations and Building Standards Act, 1977 (Act No. 103 of 1977), and which relate to health and safety standards.
  - Environmental standards: A range of legislation, policy, guidelines and documents set out environmental standards.
- Housing: The Minister of Housing in terms of the Housing Act introduced National Norms and Standards for housing. The Norms and Standards include the following rules;
  - A maximum up to R7 500 of the basic subsidy provided in terms of the Housing Subsidy Scheme can be spent on services.
  - The remaining amount of the subsidy must be spent on the top structure that should be a minimum of 30m<sup>2</sup> in size.
  - In addition a minimum level of water, sanitation, roads and storm water drainage is specified. A Provincial Housing Development Board will not approve a housing development project unless the municipality certifies that the necessary bulk and connector services are provided or will be provided to the development.

Variations are allowed in terms of these specifications, depending on the local circumstances of particular projects.

***Performance Target: Compile and adopt a policy that will comply with the abovementioned legislation and principles before July 2008 to ensure the speedy release and servicing of land for future housing projects.***

***6.2.2. Strategy 2: Develop the necessary institutional arrangements***

The successful implementation of Strategy 1 and its concomitant projects requires that the necessary institutional arrangements are in place at Mandeni municipality. The municipality needs a high level official who takes the responsibility for the eradication of the housing backlog and who will be the driver who ensures this housing plan is implemented in the most efficient way possible. This official should be assisted by a capacitated team of people who are dedicated to service delivery in general and housing provision specific.

Every municipality, as part of its process of integrated development planning, must take all reasonable and necessary steps within the framework of national and provincial housing legislation and policy to ensure that the right to have access to adequate housing is realized on a progressive basis.

In order to fulfill its role, every municipality must carry out the following functions;

- Health and Safety: ensure that conditions not conducive to the health and safety of the inhabitants of its area of jurisdiction are prevented or removed.
- Efficient Services: ensure that services in respect of water, sanitation, electricity, roads, storm water drainage and transport are provided in a manner that is economically efficient.
- Housing Delivery Goals: set housing delivery goals in respect of its area of jurisdiction.
- Land for Housing: identify and designate land for housing development.
- Public Environment: create and maintain a public environment conducive to housing development, which is financially and socially viable.
- Conflict Resolution: promote the resolution of conflicts arising in the housing development process.
- Bulk and Revenue Generating Services: provide bulk engineering services, and revenue generating services in so far as specialist utility suppliers do not provide such services.
- Land Use: plan and manage land use and development.

- Housing Development: initiate, plan, co-ordinate, facilitate, promote and enable appropriate housing development in its area of jurisdiction.

The municipality needs to implement the following projects in order to put the necessary institutional arrangements for efficient housing delivery in place:

#### **6.2.2.1 Project 1 – Capacity Building.**

This project addresses the following two issues;

- The capacity of the institution, and
- The capacity of individuals within the institution

In order to have the necessary capacity for housing delivery within Mandeni municipality it is recommended that the municipality establish a focused Housing Delivery Management Unit (HDMU) under the auspices of the Municipal Manager.

This HDMU should be internally resourced as far as possible but it can outsource some of the specialized functions. It can also have a capacitating and handover programme as the needs require. The HDMU will be required to deal with the entire housing delivery process from land identification through planning, service delivery, development, project management, site handover and long term management.

Further, should the Local Authority opt for accreditation, the HDMU would form the basis of the long term institutional structure and will be able to initiate the processes and business plan for the accreditation.

The municipal officials of the HDMU should be suitably qualified and capacitated to be able to grasp and the various intricacies and potential long-term impact of the housing delivery process on all the functions of the municipality as indicated above.

***Performance Targets: a) Establish a HDMU at the municipality before May 2008.***

***b) Capacitate Officials of the municipality to deal with the entire housing delivery process by May 2008 through training.***



#### **6.2.2.2. Project 2 – Decide on the Accreditation Option.**

It is the constitutional responsibility of both national and provincial government to assign to a municipality the administration of matters such as housing if that matter would be more effectively administered at a local level, and if the municipality has the capacity to administer it. In this regard, and in keeping with the spirit of devolution, the Housing Act provides for the accreditation of municipalities to administer national housing programmes. At this stage accreditation is only permitted in respect of the administration of certain instruments of the Housing Subsidy Scheme.

Two levels of accreditation exist in respect of the Housing Subsidy Scheme;

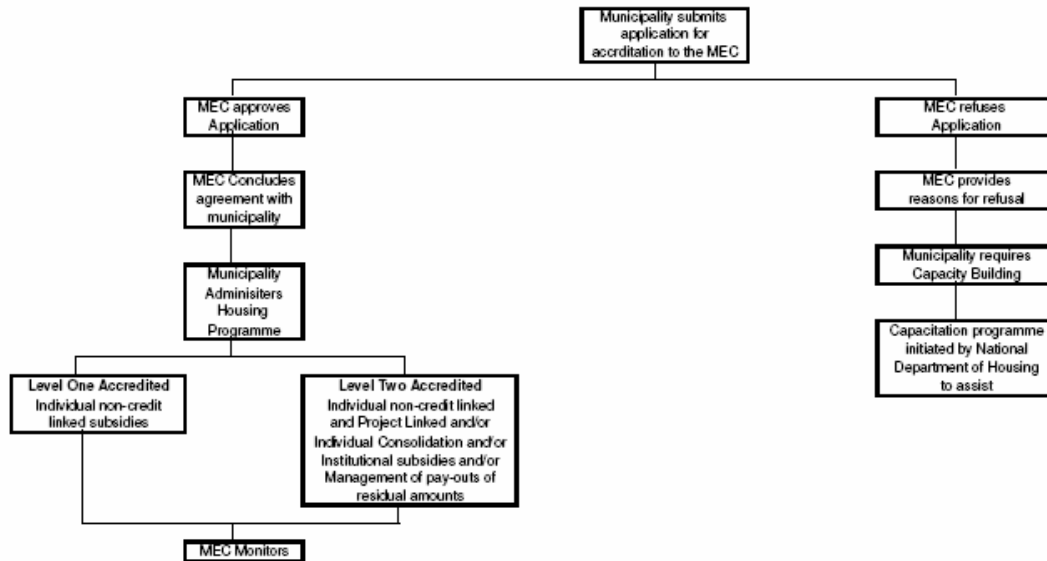
- Level One Accreditation involves the administration of non-credit linked individual subsidies. This is the simplest form of accreditation as subsidies are dealt with in a straightforward manner on an individual basis.
- Level Two Accreditation may be obtained in respect of non-credit linked individual subsidies, project-linked subsidies, project-linked and individual consolidation subsidies, institutional subsidies, and the management of the payouts of residual amounts of non-credit linked subsidies and individual consolidation subsidies. This form of accreditation requires more sophisticated administrative systems to deal with the complexities of the various subsidy mechanisms.

When applying for accreditation, a municipality specifies the level of accreditation for which it is applying. If a municipality is awarded Level Two Accreditation, this also includes accreditation for Level One.

Once accredited, a municipality administers National Housing Programmes and may receive, evaluate and approve or deny applications for subsidies on the basis of its level of accreditation, in its area of jurisdiction. In this regard, it must carry out all the duties assigned to a Provincial Housing Development Board in its administration of national housing programmes.



The accreditation processes is set out in the following **Figure4:**



The comprehensive Accreditation Process is attached as Annexure “B”

***Performance Target: a) Decide on an accreditation option by November 2007.***

***b) Apply for accreditation by April 2008.***

#### **6.2.2.3. Project 3 – Establish Public Participation Structures.**

Local government have an legal obligation to community participation in it’s mandate to service delivery. Through the creation of public participation structures the municipality will make certain that it has the buy-in of the citizens in its area. Public participation will also ensures a transparent process where the community is informed about processes and time frames for housing delivery.

This will terminate unrealistic expectations regarding the provision of housing and will assist in creating enabled and informed communities which in turn can lead better payment figures for services.

As part of the community participation structure there will have to be a communication plan that sets out various aspects of communication e.g. media, timeframes and processes.

***Performance Target: Establish Community participation structures by November 2008.***

#### **6.2.2.4. Project 4 – Establish a Housing specific Performance Management System**

Set Internal Performance Measures in respect of this Housing Plan and the achievements required to measure and monitor its impact and the effectiveness of the HDMU in achieving its goals in housing delivery and sustainable community development. It is recommended that the municipality include these performance indicators as part of their organisational PMS.

***Performance Target; Establish a housing performance management system before the establishment of the HDMU.***

#### **6.2.3. Strategy 3: Structured growth of the municipality**

Housing development must be a catalyst that leads to the following outcomes;

##### **Rural Housing development:**

- Much greater access for rural people to government support and information and to commercial services, with a more logical spatial network of towns, services, roads and transport systems serving both market traders and customers;
- Close availability of water, sanitation and fuel sources, giving everyone more time for economic productivity and better health;
- Dignity, safety and security of access for all, especially women, to useful employment, housing, and land, with people able to exercise control over their society, community and personal lives, and to invest in the future.

##### **Urban Housing development:**

- Spatially and socio-economically integrated, non-segregated, free of racial and gender discrimination, enabling people to make residential and employment choices to pursue their ideals.
- Centres of economic, environmental and social opportunity where people can live and work in safety and peace.

- Centres of vibrant urban governance managed by democratic, efficient, sustainable and accountable metropolitan and local governments in close co-operation with civil society and geared towards innovative community-led development.
- Environmentally sustainable, marked by a balance between quality built environment and open space; and between consumption needs and renewable and non-renewable resources. Sustainable development meets the needs of the present while not compromising the needs of future generations.
- Planned for in a highly participative fashion that promotes the integration and sustainability of urban environments.
- Marked by housing, infrastructure and effective services for households and business as the basis for an equitable standard of living.
- Integrated industrial, commercial, residential, information and educational centres, which provide easy access to a range of urban resources.
- Financed by government subsidies and by mobilizing additional resources through partnership, more forceful tapping of capital markets, and via off-budget methods.

In order to give effect to this broad developmental role of housing development the following projects must be implemented.

#### **6.2.3.1 Project 1- Hierarchy of nodes**

When locating new housing developments, the chosen areas should always be measured against the extent in which it contributes to the establishment of integrated, economically viable and sustainable communities. This involves promoting infill development, instead of allowing urban sprawl to continue unabated.

All housing projects must be done in such a way that the principle of establishing a hierarchy of nodes in the municipal area is adhered to. This includes the strengthening of the primary development node, which includes Newark, Tugela, Amanda Farm, Mandini, Sundumbili and Isithebe. The development corridor between Mandeni/ Sundumbili and Isithebe should be regarded as the priority area for infill and new developments.

The secondary and tertiary nodes of Tugela Mouth, Wangu, Nyoni and eNdolinde must actively be promoted for development and similarly development outside of these nodes must actively be discouraged.

***Performance Target: This is an ongoing principle that all projects must comply to.***

#### **6.2.3.2. Project 2 – Protection of Natural Resources.**

The municipality's natural resources as indicated in the LUMS must be protected and declared as "no go" zones for any future development. It is recommended that the municipality embark as a matter of urgency on the compilation of a Strategic Environmental Assessment and Environmental Management Plan in order to protect and manage its most valuable asset.

***Performance Target: Source funding to compile a Strategic Environmental Assessment and Environmental Management Plan before July 2008.***

#### **6.2.3.3 Project 3 - Efficient Service Delivery.**

Affordable housing projects are reliant on access to bulk municipal services. These include water as the highest priority, followed by sanitation and electricity bulk infrastructure. Usually bulk municipal services are available in or next to existing urban areas, this favours infill development as the primary option for affordable housing development and opposes urban sprawl as a form of urban development.

The municipality's Service Delivery Plan should take into consideration the principles and strategies as set out in this Housing Plan in order to ensure that services are provided in such a way that it strengthen the development nodes and contribute to a spatially well ordered settlement pattern. This will ensure that services can be provided to consumers in a sustainable manner with the concomitant benefit of service delivery at an economy of scale basis.

***Performance Target: Review the municipality's Service Delivery Plan before July 2008 with emphasis on the Spatial Development Rationale.***

#### **6.2.3.4. Project 4 – Formalization of Existing Informal Settlements.**

The formalization of existing settlements should be a priority project of the municipality because it would ensure that the principles and strategies of this

housing plan are adhered to. The benefit of formalization are numerous and includes the following;

- Security of Tenure
- Accessibility to infrastructure
- Entrance into the property market
- Enhancement of living conditions

This project should be of an integrated nature and the HDMU should work closely with the municipality's Technical and Planning departments to achieve the formalization.

It is recommended that a Development Framework Plan should form the basis for the formalization process.

***Performance Target: a) Obtain funding to compile a Development Framework Plan.  
b) Appoint a service provider to compile a DFP for the Municipality.***

#### **6.2.3.5 Project 5 - Provide options of housing types**

The greatest need for housing will be within the Mandeni/Isithebe development area. The housing need will largely have to be addressed by the public sector. To promote a greater housing typology mix, a certain amount of affordable, government-subsidized housing would need to be developed in Mandeni and a way will have to be found to encourage middle and upper-middle housing private sector development.

The project's specific development proposals are included in Section 3 of this Report.

***Performance Target: Adopt the development proposals in Section 3 of this report and ensure adherence to the proposals on an ongoing basis.***

#### **6.2.4. Strategy 4: - Make provision for HIV/AIDS affected people.**

The housing delivery process is faced with problems of having to deal with beneficiaries, who are minors after being orphaned by the disease before the project is closed out.

There is a need to provide easy access for weak HIV/ Aids patients. In effect homes have to be designed around the needs of wheelchair patients. It also means that municipalities, as developers, have to pay more attention to roads and access to the homes themselves. Planning will have to be integrated so as align housing delivery with other service provision in projects if these special needs are to be addressed. More clinics are going to have to be built and public transport improved to make it easier for HIV patients to get medical help. As developers and as a society we have no option but to increase densities in order to bring down the costs of services such as water, sewage and roads and to make public transport viable once again.

#### **6.2.4.1 Project 1- Compile a HIV/AIDS Plan.**

It is recommended that the municipality develop a HIV/AIDS plan that must be taken into consideration the impact of the disease on service delivery including housing.

***Performance Target: Obtain funding and compile a HIV/AIDS plan before November 2008.***

#### **6.2.5. Strategy 5: An Integrated Approach Towards Sustainable Human Settlement.**

In order to ultimately achieve the vision of Mandeni municipality and comply with the seven strategies of the National Department of Housing it is crucial to have an integrated approach towards sustainable human settlement. It is recommended that this goal be achieved through by having settlement progression plans for the different kinds of settlement typologies.

##### **6.2.5.1. Formal Housing Settlement Progression Plan;**

- Focus on identifying land for infill projects in the urban areas with cost effective settlement as a goal.
- Determine income level housing provision areas/ relating to land potential
- Research and undertake a land audit in identified areas for expansion in the Tugela Mouth, the coastal area and High View Park areas to broaden the tax income base of the Municipality for cross subsidy purposes. Expand development of tourism industry, to strengthen development potential.

- Research stimulation of the property market by means of development proposals by private and financial institution- backed developers for potential tourism areas.
- Determine a Council policy and partnership agreements and incentives for such tourism expansion plan.
- Communication and capacitating of available finance and housing options, tenure options and housing typologies in the Mandeni area.
- Focus on upgrading and maintenance of services to acceptable basic standard levels.
- Access grants (MIG. Municipal Infrastructure Grant) from National Government for identified areas for services.
- Calculate, identify and determine facilities and amenities to achieve sustainable human settlements in the various sectors of the economy.

#### **6.2.5.2. Rural Based Settlements Progression;**

- Justify settlement in terms of economic perspective in relation to serviced areas.
- Focus in consolidating existing dispersed populations.
- Maintenance of the rural subsistence relationship determine programs for self reliance, Community garden projects, social programs and recreation areas.
- Creation and strengthening of individualistic energies rather than to compete with urban areas.
- Address farm labour tenure issues in accordance with DLA.
- Provide sufficient and affective and economic access to basic services by determination of viable connection points to services and upgrading programs.
- Establish funding on a budget basis on Municipal and district level.
- Establish Partnerships for expropriation with the identified farmers and determine support programs and subsidies for sustainability with DLA. And DAEA.
- Formalize a rural development forum and provide support to identify specific community needs.

### **6.2.5.3 Tribal Based Settlements Progression;**

- Establish a formal working partnership or body between tribal authority and the local authority with executive powers in order to have a forum to determine housing development needs and priority areas.
- Undertake a detailed survey of the tribal land versus dwelling types in the area, human densities and demand statistics.
- Determine existing and potential nodal centers for future housing projects.
- Determine levels of service provision according to a standards list and need areas. Pass information to the established forum.
- Develop a rural housing priority settlement plan for implementation with a set of incentives for support services through the partnership.

### **6.2.5.4 Informal Settlement Progression Plan;**

- Develop a strategy to curb informal settlements prioritize the accommodation of resettlement programs in terms of the IDP proposals.
- Undertake the identification of research of backyard shacks and.
- through consultation facilitate a change to higher standards.
- Identification of a housing delivery project that can be eligible
- for donor funding
- Develop a proposal related to HIV/AIDS and human settlements as a climate change mitigation and energy efficient sustainable practice in upgrading and renewal capacitation.
- Determine a training program on the housing subsidy process to community. Communication on alternative housing typologies and tenure.
- Develop, refine and monitor a housing waiting list, with the community by a capacitated official of the local authority.

***Performance Target: Compile settlement progression plans by July 2008.***



## 7. Synthesis.

The low income-housing sector is often perceived as being mainly an important component of the social welfare system. However, the housing sector is also an important economic sector with crucial real, fiscal and financial links to the overall economic performance of the national economy. Good housing policy is therefore dependent on an understanding of how the various components of the housing market work, and how these components can be manipulated to improve the performance of the housing sector while also serving broader economic and social development goals.

The productivity and impact of housing investment is much broader than that evident in rent or bond repayments. Housing contributes to a wide spectrum of benefits to the individual household, communities, businesses, as well as to the national economy. Unfortunately, these are not always easily quantifiable. Types of benefits that stem from housing investment include:

- better health, due to improved living conditions,
- improved labour productivity as workers are less susceptible to diseases associated with poor living conditions,
- community pride leading to further investment in the maintenance and upgrading of housing and related infrastructure,
- indirect forward employment opportunities are generated by new homeowners who have a demand for consumer products such as household appliances and furniture, stimulating production in these sectors,
- indirect backward employment opportunities are generated through the relationship between the housing sector and the building material supply industry, where the construction of housing creates a demand for products like cement, bricks, glass and wood, and thus stimulates production in these industries,
- the simultaneous investment in infrastructure, such as roads, water and sewerage systems, stimulates economic growth by increasing the accessibility of job opportunities to the unemployed, creating new markets for products as communities become more accessible to suppliers of goods and services via better road networks and creating direct employment opportunities in the construction sector,
- an increase in households' privacy and improved quality of life, and
- the creation of stable communities, contributing towards improved safety and security of neighborhoods.

By following the aforementioned proposals the local authority can become competitive in its region with other regions not only as a growth nodal point but also as a sustainable community. The sustainable provision of community housing projects integrated with all sectors of the economy will inevitably if supported by the programs proposed, lead to the aims of the national and provincial housing policy.