CONCEPT PLAN

FOR THE

UPGRADING OF

SCENERY PARK PHOLA PARK

INFORMAL SETTLEMENT

BUFFALO CITY METROPOLITAN MUNICIPALITY

2015



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MUNICIPALITY

NUSP

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REPUBLIC OF SOUTH AFRICA

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for the

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1. Introduction

1.1. Background to the report

The National Department of Human Settlements in collaboration with the National Upgrading Support Programme and the Buffalo City Metropolitan Municipality appointed CS Consulting to develop upgrading plans, following a participatory planning process, for the following 32 informal settlements in Buffalo City.

Figure 1: List of informal settlement involved in the upgrading process

No.	Settlement name	No. Units
	Scenery park cluster	
1	Scenery Park – Phola Park	209
2	Scenery Park - Airport	39
3	Scenery Park - Eskom	79
4	Scenery Park - Ekuphumleni	98
5	Scenery Park - Manto	96
6	Reeston- Jevon	115
	Amalinda/ Cambridge cluster	
7	Amalinda Forest	1184
8	Cambridge Location	1341
	King Williams Town cluster	
9	Bhisho-Tyutyu	465
10	Dimbaza South ext. 3-Phola Park	35
11	Zwelitsha- Ndlovini / Crossroads	65
	Mdantsane cluster - south	
	Mdantsane South A cluster	
12	Mdantsane- Khaylethu	150
13	Mdantsane-Nkomponi	172
14	Mdantsane- Daluxolo 1	111
15	Mdantsane-Slovo Park	280
	Mdantsane South B cluster	
16	Andrew Mlangeni	89

17	Mdantsane- Dacawa	253
18	Winnie	164
19	Mdantsane-Mark Makalima	40
	Mdantsane cluster - north	
	Mdantsane North A cluster	
20	Barcelona	37
21	Ladies Park	41
22	Lonwabo	31
23	Mbekweni	53
24	Zola Park 1,2 and 3	97
	Mdantsane North B cluster	
25	Holomisa	120
26	Mdantsane- Masibambane	35
27	Mdantsane- Phola Park	150
28	Mahlangu	214
29	Mdantsane- Stofile Village	75
	Duncan Village cluster	
30	Eluxolweni	701
31	Duncan Village- Gesini	185
32	Duncan Village- New Rest	250
	TOTAL	**6974**

The following technical team was involved in developing these plans.

- CS Consulting – Project management and town planning
- Afesis-corplan – Social facilitation
- Bigen Africa – Engineering
- Environmental Impact Management Services – Environmental
- Jonathan Clark Attorneys – Legal/tenure
- Fort Hare Institute of Social and Economic Research – Socio- economic survey

1.2. Participatory Planning Methodology

These plans were developed through the following participatory planning process:

- Six Community Liaison Officers (CLO's) were appointed to support the participatory planning process.
- The 32 informal settlements were broken up into eight clusters (where a cluster includes informal settlements from the same area). Each CLO was allocated to one cluster, except for two CLOs from Mdantsane who were allocated two clusters each.
- A transect walk was conducted through each informal settlement where the existing conditions in each settlement where observed and recorded. The technical team and a representative of each informal settlement participated in each transect walk.
- A series of three workshops were held with each cluster of informal settlements. The following people were invited to these workshops: between four and eight representatives from each informal settlement (depending on the size of the settlement), a representative from the ward committee within which the settlements occur, the Ward Councillors concerned, and the local Community Development Worker.
- Prior to the first workshop the technical team collected available planning, engineering, environmental and land related information for each informal settlement.
- The first situation analysis workshop provided the participants an opportunity to identify the various assets in their informal settlements and to develop a vision for their informal settlement.
- At the end of this first workshop, the participants were given homework to discuss their draft vision with their community and report back to the second workshop.
- The second planning workshop provided participants an opportunity to develop upgrading plans for their informal settlement which would build on the assets, needs and aspirations of the community as identified in the first workshop.
- At the end of this second workshop, participants were given homework to 1) identify what 'in the mean- time' activities they could start to undertake while they waited for the Municipality and others to upgrade their informal settlement; and 2) identify examples of community committees that they felt needed to be established to assist with the upgrading process.
- After this second workshop the technical team also developed a draft upgrading plan for each settlement which combined the ideas from the community and the technical team.
- The third workshop provided participants an opportunity to comment on the draft plans developed and to unpack what additional actions needed to be undertaken to approve the plans and monitor their implementation.

- At the end of the third workshop participants were given homework to: 1) give a comprehensive report back workshop to their community (they were given guidelines for what to include in this report back); and 2) start the process of establishing necessary institutional structures to monitor the implementation of the upgrading plans.
- A separate socio- economic survey was also conducted to collect a 10% sample survey from all households living in the informal settlements.

The participatory planning process that was used is based on the Asset Based Community Development (ABCD) methodology. More information on ABCD can be found at: http://www.abcdinstitute.org/

1.3. Outline of the report

This report on the Upgrading Concept Plan is broken into the following sections

- Profile: A short introduction to and summary of the informal settlement.
- Situation analysis: Includes information collected by both the technical team and the community through the participatory planning process, as well as though the socio-economic survey on what the existing situation looks like in the informal settlement.
- Upgrading plan: Includes information collected from the community through the participatory planning workshop process, as well as the proposed plans for the informal settlement developed by the technical team.
- Budget: Provides a budget for implementing the plans.
- Annexures: Includes a series of maps for the informal settlement

2. PROFILE OF THE SETTLEMENT

2.1. Locality

The Phola Park Informal Settlement of Scenery Park is located within Ward 13 of the Buffalo City Metropolitan Municipality (BCMM). This informal settlement is situated in Scenery Park (32° 59'22.48"South, 27°49'17.10"East).

2.2. History of the settlement

The Phola Park informal settlement was started in 1999 with 20 families renting sites. Some of them were from a nearby informal settlement named Ndancama. These people were promised houses by the then Ward Councillor, Vuyani Holiday. In 2005 they requested water stand pipes and toilets but there was no response and that propelled them to build their own. The residents of this informal settlement are no longer paying rent for these sites and they do not allow more land invasions in the area.

2.3. Categorization of the settlement

THE SETTLEMENT HAS BEEN EARMARKED BY BUFFALO CITY METROPOLITAN MUNICIPALITY FOR IN-SITU UPGRADING.

2.4. No. of shacks

This settlement comprises of approximately 209 informal structures.

3. SITUATIONAL ANALYSIS

The Situation Analysis section describes what the informal settlement looks like at the start of the upgrading process. It is broken into three parts:

1. The technical analysis includes information collected by the environmentalists, conveyancers, town planners, and the engineers.
2. The community analysis includes information collected from the community from the transect walk and the situation analysis workshop.
3. The socio economic survey includes information collected through the socio-economic survey

See Annexure 1: “Existing situation map” for a map showing the existing situation in the informal settlement, relating to:

- Steep slopes
- Areas close to rivers
- Existing engineering services (for electricity, water, sanitation, etc.)

3.1. Technical analysis

3.1.1. Environmental

3.1.1.1. Topography

The topography of the site ranges in height from 145 to 167m above sea level.

3.1.1.2. Soils & Geology

The Phola Park Informal Settlement is underlain by the Beaufort Group of the Adelaide Supergroup. The soils can be classified as imperfectly drained soils, often shallow and often with a plinthic horizon. The favourable physical properties of the soil class include relative wetness favourable in dry areas. The limitations of this particular soil class include may be seasonally wet.

3.1.1.3. Hydrology

The Phola Park Informal Settlement falls within the R20G quaternary catchment. The settlement is located on the top of a ridge near the Buffalo River. The area slopes largely in an easterly direction which eventually drains towards the Buffalo River. A small wetland is located within the settlement and a stream flows adjacent to the eastern boundary of the settlement in a north easterly direction.
The settlement is located within 500 meters of a National Fresh Water Ecosystem Priority Areas (NFEPA) wetland, and would therefore require an authorisation in terms of the National Water Act (No. 36 of 1998) should development occur. In addition, due to the settlements close proximity to the Buffalo River, as well as the drainage of the settlement, improved storm water management and erosion control will be essential. In addition, further encroachment towards the riparian areas of the rivers and smaller tributaries should be prevented and adequate aquatic buffers should be enforced to prevent further impacts on the watercourses within the informal settlements.

3.1.1.4. Vegetation

The Phola Park Informal settlement falls within the Albany Thicket Biome. This habitat type is poorly protected and is classified as Least Threatened in terms of its Ecosystem Status. The Albany Thicket Biome is a mosaic of different vegetation types, from forest to grassland, but according to Mucina and Rutherford (2006), this vegetation was originally dense thicket pre-human settlement. A number of endemic taxa grow in Albany Thicket Biome e.g. *Brachystelmafranksiaevar, frandiflorum, Bulbinefrutescens var. Nov., Bobartiagracilis* and *MonsoniaGalpinii* (Vromans, 2013).

No Species of Special Concern were recorded within the settlement; such as *Sideroxyloninerme* (Milkwood) and *Pittosporumundulatum* (Cheesewood), which are protected under the Provincial Nature Conservation Ordinance and National Forest Act, however these species are likely to occur within the riparian areas of the nearby rivers and tributaries.

Alien invasive vegetation, particularly *Solanummauritianum* (Bugweed), species of *Acacia* (Wattle), *Cestrum laevigatum*(Inkberry), and species of *Lantana*, are common within the settlement and along the riparian areas of the nearby stream.

Figure 2: Summary of vegetation

Vegetation Habitats	Ecosystem Status
South African Vegetation Map	
Albany Thicket Biome	Least Threatened

3.1.1.5. Climate

East London is generally located in a humid subtropical region with the typical warm and moderate temperatures of the South African coastline. East London normally experiences increased levels of rainfall during the wet season (during spring and summer), with the summer season reflecting the most rainfall levels on average. The area experiences significantly lower rainfall during the dry season (although perceived not a true dry season) between May and August. Average temperature maximum midday levels to range between 20°C during winter time and 26°C during summer time.

Figure 3: Climatic Data for East London (NOAA (2013) and SAWS (2010).

Climate data for East London (1961–1990)													
Month	**Jan**	**Feb**	**Mar**	**Apr**	**May**	**Jun**	**Jul**	**Aug**	**Sep**	**Oct**	**Nov**	**Dec**	**Year**
Record high °C (°F)	36.4 (97.5)	37.0 (98.6)	38.6 (101.5)	35.9 (96.6)	37.0 (98.6)	32.1 (89.8)	34.3 (93.7)	37.5 (99.5)	41.7 (107.1)	39.0 (102.2)	35.3 (95.5)	38.2 (100.8)	41.7 (107.1)
Average high °C (°F)	25.6 (78.1)	25.7 (78.3)	25.0 (77)	23.7 (74.7)	22.6 (72.7)	21.1 (70)	20.9 (69.6)	21.0 (69.8)	21.0 (69.8)	21.5 (70.7)	22.7 (72.9)	24.5 (76.1)	22.9 (73.2)
Daily mean °C (°F)	21.6 (70.9)	21.6 (70.9)	20.8 (69.4)	18.9 (66)	17.1 (62.8)	15.4 (59.7)	15.1 (59.2)	15.4 (59.7)	16.3 (61.3)	17.2 (63)	18.7 (65.7)	20.4 (68.7)	18.2 (64.8)
Average low °C (°F)	18.4 (65.1)	18.5 (65.3)	17.7 (63.9)	15.2 (59.4)	12.8 (55)	10.7 (51.3)	10.3 (50.5)	10.9 (51.6)	12.4 (54.3)	13.9 (57)	15.5 (59.9)	17.0 (62.6)	14.4 (57.9)

Record low °C (°F)	11.8 (53.2)	12.6 (54.7)	10.3 (50.5)	8.3 (46.9)	5.1 (41.2)	2.6 (36.7)	3.2 (37.8)	4.2 (39.6)	5.0 (41)	5.9 (42.6)	9.4 (48.9)	8.4 (47.1)	2.6 (36.7)
Precipitation mm (inches)	69 (2.72)	92 (3.62)	105 (4.13)	83 (3.27)	52 (2.05)	40 (1.57)	47 (1.85)	78 (3.07)	80 (3.15)	102 (4.02)	110 (4.33)	63 (2.48)	921 (36.26)
Avg. precipitation days (≥ 1.0 mm)	9	9	9	7	5	4	3	5	7	9	9	8	84

3.1.1.6. Legislative Requirements

3.1.1.6.1. Environmental planning

The Phola Park Informal Settlement does fall within a terrestrial Critical Biodiversity Areas (CBA). It does not fall within an aquatic CBA or within a National Protected Areas Expansion Strategy (NPAES) focus areas. The settlement is, however, located within five (5) kilometres from a Protected Area, namely the East London Coast Nature Reserve and the Fort Grey State Forest.

3.1.1.6.2. Existing authorisations

There is currently no existing authorisation for the Phola Park Informal Settlement. However, Fig 4 below details the listed activities that would be applicable to the settlement.

Figure 4: Applicable legislation

Title of legislation, policy or guideline:		Administering authority:	Date:
National Environmental Management Act (Act No. 107 of 1998)		**National and Provincial**	**1998**
GNR 544 Listing Notice 1 Activity 11	"The construction of: (i) canals; (ii) channels; (iii) bridges; (iv) dams; (v) weirs; (vi) bulk storm water outlet structures; (vii) marinas; (viii) jetties exceeding 50 square metres in size; (ix) slipways exceeding 50 square metres in size; (x) buildings exceeding 50 square metres in size; or (xi) infrastructure or structures covering 50 square metres or more where such construction occurs	ECDEDEAT	18 June 2010

Title of legislation, policy or guideline:		Administering authority:	Date:
	within a watercourse or within 32 metres or a watercourse, measured from the edge of a watercourse, excluding where such construction will occur behind the development setback line."		
GNR 544 Listing Notice 1 Activity 24	"The transformation of land bigger than 1 000 square metres in size, to residential, retail, commercial, industrial or institutional use, where, at the time of the coming into effect of this Schedule such land was zoned as open space, conservation or had an equivalent zoning."	ECDEDEAT	18 June 2010
GNR 546 Listing Notice 3 Activity 4(a)(iii)	"The construction of a road wider than 4 meters with a reserve less than 13,5 meters in Eastern Cape, in urban areas in areas zoned for use as public open space."	ECDEDEAT	18 June 2010
GNR 546 Listing Notice 3 Activity 12(b)	The clearance of an area of 300 square metres or more of vegetation where 75% or more of the vegetative cover constitutes indigenous vegetation. a. Within critical biodiversity areas identified in bioregional plans;	ECDEDEAT	18 June 2010
GNR 546 Listing Notice 3	"The clearance of an area of 1 hectare or more of vegetation where 75% or more of the vegetative cover constitutes	ECDEDEAT	18 June 2010

Title of legislation, policy or guideline:		Administering authority:	Date:
Activity 13(c)(iii)(aa)	indigenous vegetation, in Eastern Cape, in urban areas zoned as public open space"		
GNR 546 Listing Notice 3 Activity 16(a)(iii)	"The construction of buildings with a footprint exceeding 10 square meters in size; or infrastructure exceeding 10 square meters where such construction occurs within a watercourse or within 32 metres of a watercourse, measured from the edge of a watercourse excluding where such expansion will occur behind the development setback line in Eastern Cape in areas zoned for use as public open space"	ECDEDEAT	18 June 2010
National Water Act (Act 36 of 1998): Section 21 Water Uses		**National and Provincial**	**1998**
(c) Impeding or diverting the flow of water in a watercourse (i) Altering the beds, banks, course or characteristics of a watercourse.		DWA	1998

3.1.1.6.3. Validity of existing authorisations

No existing authorisation exists for the Phola Park Informal Settlement.

3.1.2. Property description and land use

3.1.2.1. Property description

The following Erf numbers are registered against the Phola Park Informal Settlement:

Erf Number
40492
40494
40493

3.1.2.2. Ownership

The registered owner for the erven for the Phola Park Informal settlement is depicted below.

Erf Number	*Ownership*
40492	New Housing Company
40494	New Housing Company
40493	New Housing Company

3.1.2.3. Size and extent of the settlement

The Phola Park Informal Settlement measures approximately 3.7ha in extent.

3.1.2.4. Servitudes

There are no servitudes registered against these erf numbers.

3.1.2.5. Zoning

This informal settlement according to Buffalo City Metropolitan Municipality is currently zoned Institutional Zone 1 (INS 1) and Open Space Zone 1 (POS 1). See table below for zoning of Erf.

Erf Number	*Zoning*
40492	POS 1
40494	POS 1
40493	INS 1

3.1.2.6. Current land uses

Currently the land is being used as an Informal settlement area.

3.1.3. Current infrastructure and services

Note that the existing infrastructure services as described in the text below are also shown on Annexure 1: “existing situation” as well as on Annexure 2: “proposed interventions” (where one can see, for example, where existing communal toilets are located).

3.1.3.1. Water

There are three stand taps coupled with four wash basin taps in this informal settlement currently. These are often left open with water flowing continually. There is a bulk water line indicated as crossing the Phola Park settlement. Umzonyana 3 Reservoir lies north of the settlement and supplies water to the coastal areas in East London and some zones in Mdantsane. ***(See location of services indicated on the map)***

Figure 5: Stand taps



Figure 6: Umzonyana 3 Resevoir



3.1.3.2. Sanitation

One set of ablution facility consisting of 8 toilets was observed in this informal settlement. These drain into the sewer network that flows along Washington Bongco Close. There is a substantial amount of water under and around this facility that needs to be investigated. Some residents hire chemical toilets for their own use. There is a sewerage spill from the formal settlement due to broken/small pipes. ***(See location of services indicated on the map)***

Figure 7: Ablution toilets



3.1.3.3. Roads and storm water

There is an adjacent tarred road (Washington Bongco Close) on the southern boundary of the settlement. There is no vehicle access into the settlement and this often poses a problem during emergencies. Storm water drainage is a problem throughout Phola Park due to the informal nature of the layout with no defined roads and storm water servitudes. There is a ground water problem on the western boundary where the community would like to make a park and sporting area for the youth. Storm water also flows from this side onto Phola Park. There is only a surface run-off system and storm water servitudes that were allowed for storm water to flow onto the Phola Park area have shacks on them blocking the path of the storm water flow. The water from this side appears to be flowing onto the wet area creating an unhealthy situation. There are currently a lot of mosquitoes that are prevalent where there is standing water.

Figure 8: Washington Bongco Close



Figure 9: Standing water throughout settlement



3.1.3.4. Electricity

The northern boundary is bordered by an ESKOM Servitude. The power supply to the existing shacks is via a network of illegal overhead connections that are considered very dangerous.

Figure 10: Illegal connections



Figure 11: ESKOM servitude



The Buffalo City Metro has introduced a new by-law clearly stating that illegal electricity users will be arrested and fined, however a pilot project to electrify shacks has been reported as going exceptionally well. ***(Daily Dispatch June 7 2014)***

3.1.3.5. Refuse removal

A solid waste collection facility is provided by BCMM on Washington Bongco Close that is not serviced on a regular basis. Some of the residents who live further from the collection facility have formed their own solid waste point where they dump their solid waste to burn.

Figure 12: Solid waste facility



Figure 13: Dump site



3.1.3.6. Availability of bulk infrastructure

- Reservoir (Umzonyana 3) – feeds the coastal area and part of Mdantsane.
- Bulk and internal water lines.
- Solid waste removal facility on Washington Bongco Close.

Figure 14: Location of existing services



3.2. Community based analysis

The community based analysis is broken into the following two sections:

1. Transect walk, which in turn is also broken into two parts, the first part records comments from community members noted by the technical team while they were conducting the transect walk. The second part notes observations made by the technical team while they were conducting the transect walk. Refer to annexure 4 for photographs of the settlement that were taken by the technical team during the transect walk.
2. Situation analysis workshop records the views made by the community in relation to their existing conditions and their vision for the future in response to questions posed during the workshop

3.2.1. Transect walks

3.2.1.1. Community Comments

The following comments, made by residents of the informal settlement in relation to the living conditions in the informal settlement, were noted by the technical team during the transect walk.

A. Likes

1. The area is close to work opportunities
2. Some households live close to family and friends in the RDP houses
3. There are schools for children

B. Dislikes

1. The area gets very muddy.
2. The area that used to be the informal community hall is now a 'swamp'
3. People throw rubbish away in the settlement and children get sick
4. There is no electricity and dangerous illegal connections
5. We don't have proper houses
6. Refuse collections areas are not properly managed

C. Possible solutions

1. The municipality must upgrade the area where people are living now
2. Some people will be moving to new houses being built by municipality and this will open up plots so can move people from under power line etc. to these open plots

3.2.1.2. Observations

The following observations were made by members of the technical team while conducting the transect walk.

<u>D1. Services.</u>

1. If the storm water and broken sewerage pipes in the area are fixed this will solve many of main problems with drainage in area.

<u>D2. Developability</u>

1. The area can be developed, especially if the storm water (and potentially leaking pipes) is fixed.
2. The surface of the area is flat therefore developability is high for the area.
3. There is a wet area on this site which could pose a problem for development.

<u>D3. Location</u>

1. The area is very close to taxi routes and factories

<u>D4. Organisation</u>

1. Community appears to be well organised and work as a collective

3.2.2. Community Situation analysis

The following section records the responses from the participants from the informal settlement to questions posed by the workshop facilitators relating to the existing conditions in the informal settlement.

A copy of the workshop presentations is available on request from the Buffalo City Metropolitan Municipalities' planning department.

The workshop used an Asset Based Community Development (ABCD) methodology, which requires participants to explore what natural, physical, human, social and economic assets are found in their settlement.

This section is broken into the following sections:

- Existing physical assets shows a map drawn by the participants showing what exists in their informal settlement.
- Existing facilities lists the social and economic facilities that are used by the members of the informal settlement that are found in the broader neighbourhood.
- Existing social assets lists the priority social assets identified by the participants from their community
- Existing tenure summarises how the informal settlement residents manage who is allowed to stay in the settlement. Note that due to time constraints in some of the workshops not every settlement completed this exercise.

One of the reasons for conducting the situation analysis exercise was to get residents of the informal settlement to realise that they already have some assets and resources that they can draw on to develop their informal settlement and that they do not just have to wait for government to do everything for them. This is picked up again in the "in the mean- time" exercise found in the community planning section.

3.2.2.1. Existing physical assets

Figure 15: Existing physical assets



3.2.2.2. Existing facilities

1. Primary Schools: Mbulelo Public School
2. High Schools: Uviwe High School
3. John Dube Community Clinics
4. Scenery Park Community Hall
5. Scenery Park Police Station
6. Play grounds- (we need renovations)

3.2.2.3. Existing social assets

Figure 16: Social assets

Name of Organisation	The Function of Organisation	How active are they?
1. Stokvels	They save money, hold social gatherings and exchange gifts. These contribute quite a great	It is very active

	effect in the socialism for the community.	
2. Political Parties	To mediate and assist in resolving conflicts in the community. To address the needs of the residents.	Operates well and is very active
3. Church	To assist in changing people's behaviours	Very active
4. Community patrol	Alleviating crime in the community	Functions very well
5. Small businesses	Selling vegetables to families, spaza shops.	It very active

3.2.2.4. Existing tenure

Figure 17: Existing tenure

Questions	**Answers**
How is permission to use land granted?	
What rules or what are some of the things that you are not supposed to do and do on the land?	
What happens if one of the members dies or changes residence or has sold the plot? Who do you report to? If there a payment involved? What happens when there are disputes in the community or if one does not abide by the rules?	

*The Exercise was not covered because of limited time.

3.3. Socio-economic survey

The following section summarises a few of the more important survey results from a longer socio-economic survey. The more detailed socio-economic survey results are found in a separate informal settlement report. These responses are based on a 10% random sample of households that were interviewed from the informal settlement. Caution needs to be taken when using the survey results

to draw inferences from the smaller informal settlements as the number of people interviewed in these instances is very small.

Figure 18: Age

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Female between 18 and 45	12	54.5	54.5	54.5
	Male between 18 and 45	3	13.6	13.6	68.2
	Female over 45	4	18.2	18.2	86.4
	Male over 45	3	13.6	13.6	100.0
	Total	22	100.0	100.0	

54.5% of the households were headed by females between the ages of 18 and 45.

Figure 19: People in Household

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Two	4	18.2	18.2	18.2
	Three	5	22.7	22.7	40.9
	Four	6	27.3	27.3	68.2
	Five and above	7	31.8	31.8	100.0
	Total	22	100.0	100.0	

The number of people per household was fairly distributed between two and five or more.

Figure 20: Years in settlement

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Between 4 and 5 years	1	4.5	4.5	4.5
	Between 6 and 10 years	11	50.0	50.0	54.5
	Between 11 and 20 years	10	45.5	45.5	100.0
	Total	22	100.0	100.0	

95.5% of the households had been in this settlement for between 6 and 20 years.

Figure 21: Highest level of Education

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No education	1	4.5	4.5	4.5
	Completed primary	2	9.1	9.1	13.6
	Some secondary	13	59.1	59.1	72.7
	Completed secondary/matric	6	27.3	27.3	100.0
	Total	22	100.0	100.0	

59.1% of households had members who had some secondary education.

Figure 22: Total Monthly Income

	Frequency	Percent	Valid Percent	Cumulative Percent

Valid	R1-R400	1	4.5	4.5	4.5
	R401-R800	4	18.2	18.2	22.7
	R801-R1 600	7	31.8	31.8	54.5
	R1 601-R3 500	9	40.9	40.9	95.5
	R3 501-R7 500	1	4.5	4.5	100.0
	Total	22	100.0	100.0	

40.9% of households had a total monthly income of between R1 601 and R3 500.

Figure 23: Largest source of income

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Social grants	8	36.4	36.4	36.4
	Full time employment	10	45.5	45.5	81.8
	Casual employment	3	13.6	13.6	95.5
	Remittances or cash transfers	1	4.5	4.5	100.0
	Total	22	100.0	100.0	

Largest source of income came from full time employment (45.5%) followed by social grants at 36.4%.

Figure 24: Most important service

	Frequency	Percent	Valid Percent	Cumulative Percent

Valid	Water	21	95.5	95.5	95.5
	Electricity	1	4.5	4.5	100.0
	Total	22	100.0	100.0	

Water was deemed the most important service by 95.5% of the households.

Figure 25: Most important Community Facility

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Crèche	4	18.2	18.2	18.2
	Education facilities	13	59.1	59.1	77.3
	Fire and emergency services	1	4.5	4.5	81.8
	Health services	1	4.5	4.5	86.4
	Pension pay out points	1	4.5	4.5	90.9
	Road surfaces/tarred	1	4.5	4.5	95.5
	Street lighting	1	4.5	4.5	100.0
	Total	22	100.0	100.0	

Education facilities were chosen as the most important community facility by 59.1% of the households.

Figure 26: Will Family Move in 5 years

	Frequency	Percent	Valid Percent	Cumulative Percent

Valid	Yes	13	59.1	59.1	59.1
	No	9	40.9	40.9	100.0
	Total	22	100.0	100.0	

Figure 27: Development preference

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Upgrade me where I am	13	59.1	59.1	59.1
	Move me to another piece of land and then upgrade me there	9	40.9	40.9	100.0
	Total	22	100.0	100.0	

59.1% of the households preferred to be upgraded where there were while the rest opted to be moved before being upgraded.

4. UPGRADING PLAN

This Upgrading plan section of the report looks at what future interventions are proposed for the informal settlement. This section is broken into to the following two broad categories:

- Community plans looks at what recommendations are made by representatives from the informal settlement at a community workshop.
- Technical plans looks at the proposed plans developed by the technical team for what intervention is proposed in the informal settlement.

4.1. Community plan

The following section records the responses from the representatives from the informal settlement at the situation analysis workshop (for the vision section), the community planning workshop (for most of the other sections), and the planning report back workshop (for the action plans section), to

questions posed by the workshop facilitators relating to what future interventions the community would like to see in their informal settlement.

A copy of the situation analysis workshop presentation, community planning workshop presentation, and the planning report back workshop presentation is available on request from the Buffalo City Metropolitan Municipality's planning department.

This section also draws on the Asset Based Community Development methodology.

This section is broken into the following sections:

- Community vision, summarises a community vision for the informal settlement which was developed at the end of the first situation analysis workshop. Participants were asked to envision what a magazine would say about their informal settlement in 20 years' time. This vision was presented by the community representatives to the residents of the informal settlement at a community meeting.
- Physical plans shows a map drawn by the participants showing the basic interventions that they propose so as to make the settlement more habitable while they wait for future relocation or upgrading. These plans were developed after participants were presented with a summary of the "guidelines for the layout of informal settlements" that is found in technical plans section of this report below.
- Proposed additional facilities lists what additional facilities or expansions to the existing facilities that the participants feel need to be undertaken at the neighbourhood level to improve their living conditions.
- Prioritising provides a list of prioritised interventions that the participants developed drawing from a draft list provided by the workshop facilitators. The participants were to assume that they only had access to a limited and fixed budget to implement these interventions. Participants were able to add to the list provided they were still able to deliver the proposed interventions within available resources. The purpose of this exercise was to get participants to realise that they will not be able to get all the things they would like as there is likely not to be enough money to provide everything they want.
- Social interventions lists a few prioritised interventions that they would like government and others to take to help build on the social assets found in their community. The list is not comprehensive as participants were only asked to develop plans for two or three social groups.

- Future tenure lists possible interventions that the community, government and others can take to improve the way that people are allocated to land within the informal settlement, how changes to who is able to occupy a portion of land in the informal settlement and any other rules that the community feel need to be in place to manage what people are able to do on the land.
- Management lists the proposed roles that the community participants feel that they and government can play in various aspects of the upgrading process, ranging from managing the proposed development interventions, managing the maintenance of any of the facilities and services provided and managing the rules for what people can do on the land.
- "In the mean- time" lists examples identified by the community participants as to what they feel they would like to commit to in the short term to undertake improvements in their informal settlements in a way that does not rely on government or others to make resources available prior to these interventions being undertaken.
- Action plans notes what actions each informal settlement commits to in terms of 1) reporting back to the community and 2) monitoring the implementation of the upgrading planning process. Note that these action plans were developed in workshop 3 on report back on plans.

One of the reasons for conducting the participatory planning workshops was to help manage expectations of participants as to what is possible in terms of upgrading their informal settlement and to get their views for what type of interventions should be considered in the upgrading plans. This information has been taken into account by the technical team to produce the proposed upgrading plans.

4.1.1. Vision

Figure 28: Vision

What is the cover headline and what picture or drawings are on the cover?	Long road to success and pictures of play parks with children playing.
What are the big headlines inside the magazine?	Phola Park has made it through many challenges
What are the headlines for the sidebar stories?	We have finally succeeded.
Are there any quotes?	We appreciate all the support from the government and all the

	departments that partnered with us including the private businesses.
What images/ diagrams are shown?	Pictures of Phola park before and after the upgrading.

4.1.2. Physical plans

Figure 29: Physical plans



4.1.3. Proposed additional Facilities.

Figure 30: Additional facilities

Facilities	Should facilities be added yes/no	Reasons for additional facilities
Primary and Secondary Schools	No	We have Zwelemfundo primary, Mbulelo primary and Uviwe High School.
Clinics	yes	The clinic is too small, far and there is poor service.

Community Halls	No	We hire the Municipal hall
Police station	No	We have one that opens for six hours
Play ground	Yes	We do not have a playground.

4.1.4. Prioritising

Figure 31: Prioritising

No.	**Priority Physical Intervention**	**Comparative Costing**
1	Communal Standpipes	10
2	Communal toilets	20
3	Pre-payment per plot	100
4	Basic paths	20
5	Communal Refuse Point	10
6	Child Play Area	10
7	Post Boxes	5
8	Roof on Pole hall	5
9	Fire Hydrants	5
10	Fencing	5
11	Sport field	10
	Total	**200**

4.1.5. Social interventions

Figure 32: Social interventions

Social Group	**What support could they need?**	**Who can be asked to provide this support**
Residents wanting to build better houses	Provide resources e.g. Brick machine	Housing Department
School children wanting education	Identify a plot and build a school	Department of Education
Sick People wanting to be	Train caregivers and provide	Department of health

healthy	resources required.	

4.1.6. Future Tenure

Figure 33: Future tenure

Questions	Answers
Whose name should be written on the list (Man, woman or both)?	Both names must be written if they are married
How will the list be updated if a new owner is to reside?	If the owner dies the children will take over ownership of the house
How can people be prevented from doing bad things on the land (what are these bad things, give an example)?	Plots must be fenced to stop people from building shacks on other people's lands.
If there are disputes about the bad things done on the land how will they be resolved?	Community members will get involved and voice out their disagreements and if they fail the municipality should get involved.

4.1.7. Management

Figure 34: Management

Management of what?	What should government do?	What should the community do?
Control who can stay in the area & what they can do on the land	Government must issue tenure with a rule that all persons above 18 years of age must have their own dwelling plot	Communities must assist the government with this list of qualifying residents ensuring that they all get plots.
Implement projects developed by government (e.g. communal toilets)	Government must provide a budget for these projects	Must take turns in the employment list for these projects
Maintain the infrastructure and services provided (e.g. communal toilets)	Government must give support and maintenance resources	Must form committees who will take the responsibility of cleaning and maintaining these services.

4.1.8. "In the mean Time"

Figure 35: "In the mean-time"

Intervention	What can be done in the mean time?
Sick people wanting to be healthy	Community members will volunteer themselves by giving support, taking care of the sick by getting advice and medication from the clinics and doing daily check-ups.
Gang or drug addicts who need to be controlled	Community members will go in numbers in places where drugs and marijuana are sold and destroy them, the members of the community can even 'kill' the drug dealers if they refuse to leave.

4.1.9. Action plans

Action plan: report back

- Those of us from each settlement that are at this workshop today will meet again to prepare for and plan how we will be doing the report back to our community. We will delegate report back tasks so one person does not have to do all the report backs. We will also revisit the content of the previous workshops as some of us did not attend these workshops.
- We will then call a community meeting where we will leave time for questions and comments. We will tell people if we don't know the answer to any questions they have.

Action plans: monitoring Implementation

- Each informal settlement that was part of this upgrading process will elect 2 people to represent them in a Scenery Park Implementation cluster committee. This committee will follow up with the municipality to get time frames for implementation.
- We will invite the Ward Councillors to the cluster meetings so we can encourage them to implement the plans. We will find out from the Councillor what is happening with regards to upgrading and we will inform him/her of what we are doing.
- The consultants will submit the draft upgrading planning report to the Municipality. Mr Albie Meiring from the planning department is the contact within the Municipality responsible for these plans.

4.2. Technical plan

This technical plans section outlines the proposed plans that have been developed by the technical team (drawing on their own technical expertise and the recommendations that have been made by the community) for how the informal settlement should be upgraded.

The upgrading plans are based on the Upgrading of Informal Settlement Policy and Strategy that was submitted to the Buffalo City Metropolitan Municipality (December 2014) and is in the process of approving. The upgrading informal settlements plans are based on the following five phased upgrading process:

- Phase 1: Preparing for development
  - Conduct a technical and a community based situation analysis exercise
  - Develop upgrading informal settlement concept plans by following a participatory planning process.
- Phase 2: Basic development
  - Provide basic tenure through the provision of Recognition of Occupation certificates and Permission to Occupy certificates.
  - Install basic services and facilities where:
    - Primary (priority) services include: the provision of communal ablution facilities for clusters of about 25 households; the construction of basic access roads for fire and other emergency services; the construction of basic pedestrian paths and storm water management systems; the provision of communal refuse collection services; and the installation of pre- payment electricity and area lighting; and
    - Secondary services includes (for example): fire hydrants, lockable storage facilities, traffic calming furniture, communal post boxes, notice boards and signage, child play areas, multi-purpose community halls, fencing, and other services and facilities as determined by the community.
- Phase 3: Development support
  - Support households to build or organise the building of their own houses by providing training in how to build or organise the building of people's own houses, providing examples of house plans, information of where to access building material and builders, advice in establishment of bulk buying schemes, support in organising or accessing local savings and loan schemes, etc.

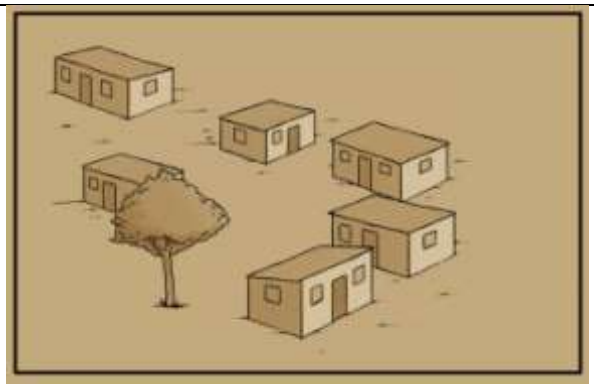
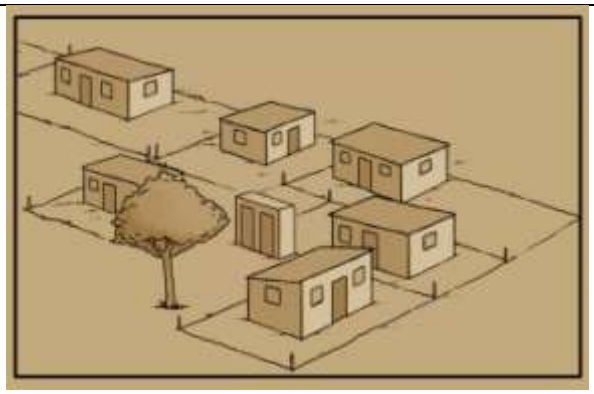
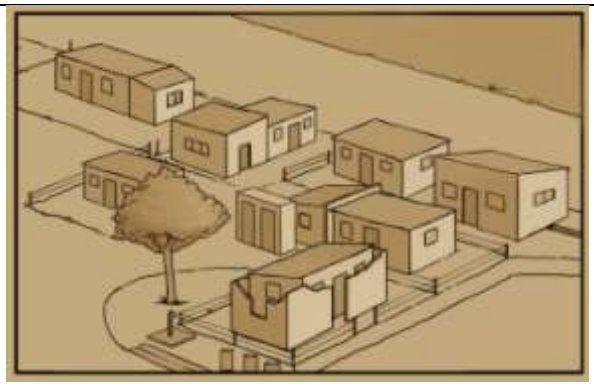
- Support businesses to start or expand by providing training in how to run a business or providing appropriate skills related to the type of business (e.g. plumbing, sewing, marketing, etc.), providing access to cheap loans, and developing locations from where businesses can be run at cheap rates, etc.
- Support social groups such as children (by supporting early childhood development groups), the youth (by providing recreational facilities and after school youth development programmes), the aged, the infirm and people with disabilities (through home based care programmes and improving the accessibility of various government services), women's groups (through targeted training and mentorship programmes), neighbourhood residents (through support to safety and security patrols), orphans (through orphan support programmes), cultural groups like choirs, art clubs etc. (through training and access to space and equipment for them to undertake their activities) and many other sectors and activities as identified.
- Support community leadership through, for example, provision of leadership and organisation training, the provision of mediation and conflict resolution services, and space from which to conduct meetings.

- Phase 4: Consolidation
  - Upgrade tenure from basic tenure to 'full' tenure, which would normally be individual title deeds, but could also include rental, communal property association or cooperative ownership amongst others.
  - Upgrade services and facilities from: communal ablution facilities to water and sanitation per house; basic access roads and paths to internal surfaced road and storm water; basic 'roof on poles' community halls to fully equipped multi-purpose halls; basic play areas to fully equipped multi-purpose recreation centres.
  - Upgrade top structure from self- built interim shelter to subsidised and approved formal dwelling.
- Phase 5: On-going development
  - Households will continue to use their own resources to maintain and improve their own houses.
  - Government will use its rates and service income as well as other grants and loans from national government to maintain and improve the neighbourhood (e.g. fixing pot holes, maintaining electrical distribution systems, etc.)

- Government and other stakeholders will, throughout the whole upgrading process, conduct research so as to learn from past experiences and improve future actions, and share these lessons with other communities and role-players.

The following diagram summarises these 5 phases.

Figure 36: Phases for the upgrading of informal settlement

1. Prepare for development Government and communities identify and negotiate where informal settlements will be upgraded.	
2. Basic development Government provides a basic level of services and tenure security to households so they can start to improve the houses they have already built for themselves.	
3. Development support Households continue to improve their houses and their community using their own resources, with what support they can get.	

4. Consolidation Government and others help households to upgrade their tenure security, level of services and their houses.	
5. On-going development Households, communities and government continue to maintain and improve the houses and neighbourhoods.	

Artist: David Edwards http://artcore.co.za/

The upgrading plans proposed in this report focus mainly on the interventions needed to undertake phase 2: basic development.

This technical plans section is broken into the following sub sections:

- Guidelines for layout of informal settlements provides a proposed set of guidelines that have been taken into account by the technical team when developing the proposed interventions. A summary of these guidelines were also presented at the community planning workshop and as a result also find expression in the communities' proposed physical intervention.
- Tenure upgrading approach proposes how the municipality should approach tenure upgrading from a phased and incremental perspective. The same tenure upgrading approach is proposed for all informal settlements.
- Upgrading approach recommends broadly how the informal settlement should be upgraded. Three (or four) options are considered when deciding on which upgrading approach to follow, ranging from the 1) 'stay/ shift' approach where the settlement is upgraded over time without having to move or significantly move existing households during the upgrading process; and 2) the 'two-step' approach where households are required to move to a temporary relocation area while the original piece of land is developed for households to return to; and 3) 'move' where households are required to move to a completely new piece

of land as the original portion of land is not suitable for upgrading. In all three of these options the first step of the upgrading approach is the provision of interim and emergency interventions to provide households with: access to at least communal ablutions and water; access to fire and emergency services; basic paths and storm water; refuse collection services; and area lighting and pre- payment household electricity.

- Planning for upgrading summarises what further planning interventions are required to continue with the upgrading process. This upgrading concept plan report will be used as the base planning report for all those involved in future planning exercises for the informal settlement.
- Services and facilities lists the proposed physical interventions at the first stage of the upgrading process – the provision of interim and emergency facilities and services as part of the basic development phase of the upgrading process.
- Development support interventions summarises what interventions are proposed so as to start making progress with regards to implementing the development support phases of the upgrading process. Many of these interventions need to be undertaken by the municipality and other government departments at a scale that is larger than the informal settlement itself.
- Management summarises what 1) the community and 2) the Municipality need to do to manage the implementation of the upgrading plans.
- Funding summarises what various departments need to do to apply for specific funds so as to implement the proposed interventions.

The following maps, which relate to these upgrading plans, are found in the Annexure section:

- Annexure 1: Existing situation map
- Annexure 2: Proposed upgrading approach map
- Annexure 3: Proposed intervention map

4.2.1. Guidelines for layout of informal settlements

4.2.1.1. Introduction

These guidelines provide a proposed checklist to be considered when considering short, medium and long term intervention for all informal settlements.

There are broadly three types of layout interventions that can be taken for each shack within an incremental settlement area:

1. Remove shacks that are on unsuitable land to a new piece of land
2. Let shacks remain where appropriate and then either:
    a. Upgrade roll--over where shacks are moved to a temporary relocation area, a new layout is created where the shacks used to be located; and the households are returned to the new layout
    b. Upgrade in- situ where roads and paths are introduced into the existing layout with minimum disturbance of the existing shack layout.

Whichever of the above three approaches to layout design are adopted it is likely that the households will remain in their existing shacks for a considerable period of time. For example, for those shacks that have to be removed, alternative land needs to be secured and prepared before households are able to move to this new land; and for roll over upgrade, the relocation area needs to be prepared and a new layout needs to be developed for the original informal settlements.

Therefore it is proposed that the following set of guidelines be applicable to all informal settlements no matter which category they fall. For relocate and role- over upgrade settlements the layouts developed using these guidelines will be temporary layouts, whereas for pure in-situ upgrade settlements the layouts will become more permanent layouts.

4.2.1.2. Guidelines

Identify shacks to be relocated

1. Mark shacks for relocation that are on steep slopes (unless terracing and other interventions will be introduced), and are within flood lines of streams and rivers, etc.
2. Mark shacks for relocation that are within existing and proposed future road reserves and engineering servitudes (e.g. water and sewer lines and electricity power lines)
3. Mark shacks for relocation that are in areas where community facilities etc. will be located.
4. Mark shacks that are in environmentally sensitive areas.
5. Mark shacks that fall within existing servitudes

Identify new plots

6. Mark out areas where new plots can be created, ensuring that the implications of such spaces are taken into account in terms of the access to these and other plots.

Access

7. Ensure that all parts of the settlement are within 90 meters of a main road access point. Introduce new access routes into settlement if the 90 meters is not achieved to all shacks.

This is to ensure that fire trucks can get to within 90 meters of any shack with 90 meters being the distance that fire hoses can reliably access a burning shack.

8. If an access road cannot be provided for whatever reason (e.g. the land is too steep), provide a fire hydrant within 100 meters of all shacks so that multiple fire hoses can be connected.
9. If cul de sacs are used, ensure there are adequate turning circles. For cul de sac lengths of less than 150 meters the turning circle can be half a turning circle and if it is greater than 150 meters and less than 300m then a full turning circle should be used. If the road is longer than 300 meters then the road will need to be looped to join another road and a stump should be used where the road ends. Ensure that all parts of a settlement are accessible by fire truck within 100 meters of a fire hydrant
10. Ensure that access points to informal settlements from existing municipal road networks take into account minimum sight lines according the applicable road's design speed and road gradients to a maximum of 10% for turning into a road network
11. At lower densities where able to, demarcate plots boundaries around shacks, ensure that all plots have a vehicular/ pedestrian access point.
12. At higher densities where it is harder to demarcate plot boundaries around shacks, aim to provide at least a broad pedestrian network within the settlement that is accessible to a large proportion of the shacks, but for the finer grained pedestrian network that reaches every shack, leave the demarcation of these internal pedestrian routes to the community to determine on site.
13. Provide pedestrian bridges at stream and storm water crossings
14. Use the following guidelines for width of access routes described above
    a. Access roads 4.00 meters
    b. Primary pedestrian paths 1.850 meters
    c. Secondary pedestrian paths (to be determined on site)

Storm and grey water

15. Ensure that all storm and grey water is channelled away from shacks.
16. Consider creating areas where storm water and grey water can be retained and detained within and adjacent to the settlement so as to reduce the influence of peak storm water flows into the existing storm water system.

Household Clusters

17. Create clusters of between 20 and 30 households; so that these clusters can serve as a local social and physical organisational framework to manage and maintain any collective interventions, including communal toilets

Ablution facilities and services

18. Allocate at least one set of ablution facilities per cluster, where an ablution facility includes:
    a. Toilets (male and female)
    b. Water taps (accessible with bucket)
    c. Laundry facilities
    d. Showers
    e. Grey water soak always or retention sumps accessible by sewer waste removal trucks where waterborne sewerage is not available
    f. Fencing where management and maintenance is a concern
19. Consider location of ablution facilities taking into account:
    a. Ease of access to the facilities for all households within the cluster
    b. Privacy considerations of households adjacent to the facility.
    c. Suitable position for the provision of water and sewer services.

Play areas

20. Create one play space per cluster of group of clusters, ensure surrounding households face onto and overlook play spaces. (Drawing on the defensible space concept)
21. Consider linking such play spaces to local crèches, even moving existing crèches so they adjacent to such spaces.

Vehicular pick up points

22. At accessible places where vehicular and pedestrian spaces intersect, create a taxi pick up/drop off point with adequate pedestrian access and waiting space; as well as parking space for emergency services (fire. ambulance, police etc.) and mobile facilities (mobile clinic, mobile library, etc.)

Electricity

23. Aim to have street lights at least at main intersections, access points and at main community spaces and facilities.
24. Locate electricity poles servicing pre- payment electricity meters internal to group of shacks so that they can service a maximum of 8 shacks from one pole; and that these poles are positioned away from any future road reserves and path alignments thereby minimising potential for relocation of poles in future phases.
25. Place public lighting on top of electricity poles servicing pre- payment electricity meters.
26. Position a suitable light at all ablution facilities.

Community halls

27. Create a 'central' community space where the community can gather for meetings and other social events, and where possible allocate a plot adjacent to this space for a community hall or office
28. Consider building these community halls in a phased and incremental manner starting with, for example a basic roof on poles structure that can be upgraded over time.
29. Provide for notice boards, public pay phones, post boxes, lockable storage units, and other facilities as required and appropriate to be located at, within and around this social space.

Defensible space

30. Use above interventions to help create defensible space and a sense of place and community, such as:
    a. Create gateways to settlements,
    b. Plant clusters of trees along main routes and around main spaces and facilities,
    c. Provide different ground surfaces in semi-public spaces compared to public spaces
    d. Cluster households around a common space so main living areas of houses face onto these spaces
    e. Provide signage that helps give settlement a sense of place.

Refuse collection/pick-up nodes

31. Provide adequate refuse collection points located at suitable positions throughout the settlement at sites accessible by the community and municipal refuse collection trucks.

4.2.2. Tenure upgrading approach

The municipality should follow the following step by step incremental approach to upgrade tenure within all identified informal settlements:

- Step 1: Recognition of occupation: The Municipality records the names of all people living in the informal settlement so as to recognise that they are living in the shack. By recognising occupation the municipality only recognises and acknowledges that the person is staying in the area, and does not give the person any formal permission or right to stay on the land. The household can approach the municipality to obtain a card, or letter that 'proves' that the municipality has recognised their occupation on the land.
- Step 2: Permission to occupy: At a later stage, after the municipality has developed a layout plan for the settlement in which plots (as opposed to erven) or points are spatially recorded on a plan, the municipality will provide households with more 'formal' permission to occupy certificates. Such certificates will only be issued when the municipality has obtained all the necessary approvals for developing the land which includes, amongst others:

    - Town planning approval for 1) the concept layout plan to be approved, and 2) the area to be rezoned as public residential zone 1A
    - Environmental authorisation for the area to be developed as a residential area
- Step 3: Upgrade tenure to title deeds, rental or other appropriate tenure: In future, if the municipality and households agree they should then be able to convert their permission to occupy certificates to individual title deeds or formal rental agreements or other similar more formal tenure arrangement (e.g. cooperative ownership). This will involve the establishment of registered erven through the surveyor general and the creation of registered erven with the deeds registrar.

In the short term, the housing department of the municipality should start with step one above by recording the names of all people living in the settlement. Names will be recorded for all people living in the area including those living on land that is earmarked for relocation. The names of all people living in the shacks and the informal settlement will be recorded no matter if they qualify for a housing subsidy in future or not. This recognition of occupation process only identifies who is staying in informal settlements and does not give the occupants any rights to stay in the area.

The Municipality can use special electronic hand held devices, which it has already started to use in other areas to capture this information. This information will then be kept on an electronic list recording the names of all people living in the informal settlement. This list will be linked to the municipal and government housing data base that is in turn linked to the national housing demand data base. Consideration can be given to accessing Community Work Programme (CWP) funding to help pay for this data capture process if local community members are used to help with collecting the information.

The following information should be recorded:

- The name of each household head and the dependants living with them. (Note that more than one household can be residing in one shack)
- The number the shack and a photo of the shack number
- Geo-referenced coordinates of the front door of the shack
- Record the name of the 'owner' of the shack if the person is 'renting' the shack. (This is to assist the municipality to get an insight into the informal rental market.)

Households should then be able to approach the housing department of the municipality after their details have been recorded to get a 'card' confirming that their names have been recorded on the data base. This card will act as a Recognition of Occupation certificate.

The municipality should also develop more detailed policies and procedures for a locally administered tenure system which will explain how to undertake this data capturing process. This process should also outline the process that households need to follow to change the details of who is living in each shack. For example, households could be required to approach the municipality to inform them of any changes in occupation of shacks, whereupon the municipality should provide them with an updated card, indicating that the information on the data base has been updated.

It needs to be noted that this process of recording names is not the same as the process that government will follow to capture information to determine if the household qualifies for a housing subsidy. In future, when the municipality has more clarity on the nature of future housing projects in the area then households will be asked to fill out housing subsidy application forms to determine their eligibility for receiving housing subsidies.

This initial process of recording the names of people living in the area is also not the same as the process that will also take place in future (relating to step 2 above) where the municipality will provide households with recognition of occupation certificates. This process for recording and managing permission to occupy certificates should also form part of the policy and procedures for the locally administered tenure system

4.2.3. Upgrading approach

The Scenery Park Phola Park informal settlement should be allocated to the Stay/Shift upgrading path

See Annexure 2: Proposed upgrading approach map to see which parts of the settlement will fall within which upgrading approach.

This proposed upgrading approach takes into account the following motivations as well as the existing information show in Annexure 1: Existing situation map.

The reason for this is that:

- The land is owned by the New Housing Company and can be transferred to BCMM
- A large portion of the land is zoned as Public Open Space and can be rezoned for residential purposes
- The land has a gentle slope and is developable

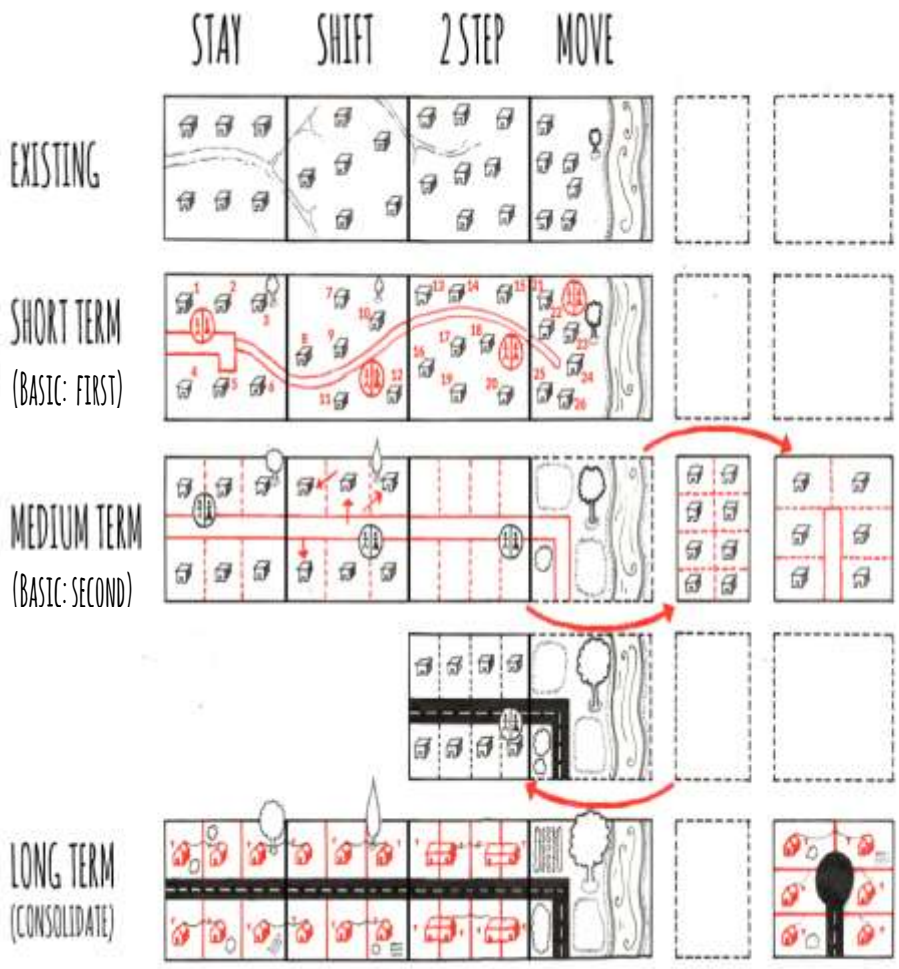
- Access to the site can be taken from Washington Bongco Close
- There is existing infrastructure and services that traverse the site as well as in the surrounding formal residential area that can be used for development
- The community has occupied this land for approximately twenty years

The following provides a summary of this and other upgrading approaches or options. Each informal settlement, or section of a settlement, will be categorised as being part of one of the following three upgrading paths:

- 'Stay/ shift' where the municipality is able to bring in services and create plots without having to move people around (in the stay example), or households only have to move their shack a little bit (in the shift example) to be able to create plots and bring in services. In the stay/ shift example the municipality is able to undertake the upgrading process without having to find alternative land for either temporary or permanent relocation.
- 'Two step 'where the municipality, in order to bring in water and services and create plots, has to move people to a separate piece of land (a Transitional Relocation Area – TRA), and then once the plots and services have been installed on the original land move the households back again.
- 'Move 'where the land is not suitable for in-situ upgrading, as it is too steep, close to a river, on top of servitudes, etc. and where the municipality then arranges to relocate people onto a new piece of land that has been prepared for this purpose.

The following figure summarises these upgrading options.

Figure 37: Upgrading options



The specific interventions outlined in this report focus on those interventions relating to the short term basic – first interventions.

4.2.4. Planning for upgrading

As this informal settlement is on the stay/ shift path the municipality should:

- Appoint town planners to, in a participative manner; develop more detailed layout plans for the settlement that involves shifting households if necessary on the site.
- Appoint town planners to apply for rezoning
- Appoint conveyancers to purchase the land (if this is needed)
- Appoint environmentalists to apply for environmental authorisation where this is required.
- Appoint engineers to design interim and/or permanent engineering services,
- Arrange for a Geotech investigation to be conducted to determine the soil conditions of the area

- Apply for project to be registered with National Home Builders Registration Council

It may take a long period of time (in some cases possibly years) for the municipality to arrange the above, so while the households wait for this planning to take place the municipality should provide all informal settlement residents, no matter which upgrading path they are on, with access to at least a basic level of services and facilities. This is outlined in the next section.

4.2.5. Services and facilities

The following immediate interventions are proposed for this informal settlement:

Water

- Servitude should be created where the bulk water line intersects the settlement. There is possibility for an internal water reticulation network within the settlement that can either be drawn from nearby internal or bulk water lines.

Sanitation

- Constant maintenance is required.
- The substantial amount of water under and around the communal ablution facilities as well as the sewerage spill has to be investigated.

Roads and storm water

- Vehicle access should be made via a link road from Washington Bongco Close.
- Servitude to be created at the points where the water lines intersect the settlement.
- Possible water pipe damage needs to be investigated.
- A road or cut-off berm must be created to alleviate the storm water problem from the west by deviating the flow towards the direction of the Eskom servitude.
- Installation of drains and pipes needs to be done where there are stand taps to alleviate the standing water.

Electricity

There is possibility for an internal electric reticulation network within the settlement that can either be drawn from nearby internal or bulk electric lines.

Refuse removal

- The community members need to be alerted on the dangers of pollution and the correct usage of solid waste facilities.
- More solid waste bins need to be provided in and around the community and serviced on a daily basis and ensure regular waste collection.

Short term interventions:

- Communal toilets and communal water: Install 7 additional communal toilets, 7 stand taps and install the necessary internal water and sewer infrastructure to service these areas.
- Access roads: Provide an access road into the settlement from Washington Bongco Close
- Paths and storm water: Ensure sufficient drainage is provided to drain into the adjacent stream
- Electricity: Provide all households with access to pre-payment electricity meters via a series of electricity poles to service a number of shacks. Also install area lighting on the top of each pole.
- Refuse removal: Provide 2 additional waste collection sites
- Taxi pick up/drop off points: Provide a taxi embayment along Washington Bongco Close.
- Parking for mobile facilities: Utilise the taxi embayment for the provision of mobile clinics and libraries
- Child play areas: Investigate the possibility of child play area
- Community hall/ space: Investigate the possibility of a basic community hall

See Annexure 3: Proposed interventions to see a spatial demarcation of these proposed interventions.

Note that the proposed location for these services and facilities is indicative and should not be 'blindly' followed. For example the actual location of communal toilets should be negotiated with the residents on site so as to avoid placing toilets in a way that blocks the front door of a shack; or locating storm water channels so they run into people's homes; or locating an electricity pole within a household's vegetable garden.

In the medium term, once the necessary planning as described above has been undertaken the municipality should be in a position to provide additional basic services and facilities to households on the planned and approved land. Depending on the timing of when these medium term interventions can be provided in relation to when consolidation funding can be secured, then the municipality should (assuming that consolidation funding has not yet been secured) provide further basic services and facilities to the land that would now have been further planned and approved for development.

These medium term interventions include:

Stay / shift:

- Increase the number of communal toilets
- Improve the roads, paths and storm water

4.2.6. Development support interventions

As described in the introduction to the technical plans section of this report, the development support phases of the upgrading of informal settlements process is where the Municipality and other government (and other) role-players provide on-going support to the community and households so they are able to manage their own development efforts. The support is of such a nature as to help the people help themselves – be it to build their own homes, create jobs for themselves or address their social needs.

This section is broken into the following two sections:

- Broad development support which outlines development support interventions at the municipal scale that affect each informal settlement.
- Specific development support which proposes a few priority interventions to promote development support at the scale of each informal settlement.

In order to support households living in informal settlements while they wait for their area to be upgraded, the upgrading of informal settlements programme manager within the municipality should also investigate what development support opportunities are available within the municipality.

4.2.6.1. Broad development support interventions

The Manager of the Upgrading of Informal Settlements Programme (UISP) within the BCMM should take the lead in facilitating and coordinating the various development support interventions. In the absence of this position being filled, the Manager of the Housing Department should take the lead.

Development support can be broken into the following broad categories:

- Housing support where government supports households to build or organise the building of their own houses by providing training in how to build or organise the building of people's own houses, providing examples of house plans, information of where to access building material and builders, advice in establishment of bulk buying schemes, support in organising or accessing local savings and loan schemes, etc. Much of this support can be provided from either/or a centralised housing support facility or through a mobile housing (and general development) support programme. This support should be managed within the upgrading of informal settlements programme of the Municipal Housing Department.

- Business support where government helps businesses to start or expand by providing training in how to run a business or providing appropriate skills related to the type of business (e.g. plumbing, sewing, marketing, etc.), providing access to cheap loans, and developing locations from where businesses can be run at cheap rates, etc. The Local Economic Development Department of the municipality should take the lead in this support.
- Social support where government helps social groups such as children (by supporting early childhood development groups), the youth (by providing recreational facilities and after school youth development programmes), the aged, the infirm and people with disabilities (through home based care programmes and improving the accessibility of various government services), women's groups (through targeted training and mentorship programmes), neighbourhood residents (through support to safety and security patrols), orphans (through orphan support programmes), cultural groups like choirs, art clubs etc. (through training and access to space and equipment for them to undertake their activities) and many other sectors and activities as identified by the community and government. The UISP Programme Manager within the Municipal Housing Department should take the lead in coordinating all this social support. Many different Departments of the Municipality (including the Special Programmes Unit of the Municipality) and of other national and/or provincial government departments will need to be drawn in to play a role in these social forms of development support.
- Organisational support where government helps community leadership through, for example, provision of leadership and organisation training, the provision of mediation and conflict resolution services, and space from which to conduct meetings. The UISP Programme Manager within the Municipal Housing Department should take the lead in this organisational support. The public participation section of the Municipality can also be drawn in for advice.

The UISP Programme Manager in the Municipal Housing Department must develop a more detailed programme for how the department can coordinate and implement this proposed development support programme.

4.2.6.2. Specific development support interventions

Note that, in some instances, in the services and facilities section above certain basic multi-purpose halls and facilities, as well as child play areas and satellite police offices have been proposed. Such spaces will play an important development support function.

For Informal settlements within the Scenery Park cluster the municipality must explore the use of the Scenery Park community hall as a housing and development support office and facility. This

office can act as a satellite office for the broader development support programme proposed in the previous section.

The UISP Programme Manager must motivate within the municipality for additional funds and resources to be made available for the expansion and development of these development support facilities.

4.2.7. Management

Management relates to how the continued planning and implementation of the upgrading of informal settlement will be managed.

Some of the information for this management section is derived from responses by the community to questions posed at Workshop 3, the Planning report back workshop, where the participants discussed what plans are needed to monitor the implementation of the plans.

A copy of the planning report back workshop presentation (workshop 3) is available on request from the Buffalo City Metropolitan Municipality's planning department.

4.2.7.1. Community management

This section draws on information collected at the community planning report back workshop that can be found in the section on community plans above.

As part of the planning for upgrading of informal settlements, Scenery Park Phola Park informal settlement. has elected an informal settlement committee that will represent the residents in any further upgrading of informal settlements programme.

This committee has or will elected at least two people to represent the informal settlement on an informal settlement upgrading cluster committee made up of representatives from the following informal settlements that also participated in Round one of the Upgrading of informal settlement programme:

- Airport
- Eskom
- Ekuphumleni
- Manto
- Reeston-Jevon

This cluster committee shall be called the Scenery Park Round 1 Informal settlement upgrading cluster committee). The role of this committee will be to:

- Act as a channel of communication between the community and the municipality in the upgrading process
- Represent the informal settlements in the Municipalities representative IDP forum..

The Informal settlement committee will also develop their own relationship with the Ward Councillor and the ward committee members; and, as a parallel process to the cluster representative process, use these ward structures to also monitor and manage implementation of the upgrading process.

4.2.7.2. Municipal management

This upgrading of informal settlement concept plan will be circulated by the town planning department to all municipal departments for comments.

Each department needs to take note of the projects within the plan for which they are responsible, and ensure that these projects are included in the revised IDP and annual budget. The following departments need to take special attention of these projects:

- Water
- Sanitation
- Roads and storm water
- Refuse collection
- Electricity

Each department will be responsible for implementing the construction of the identified services and facilities.

Each department should nominate a champion to represent the department within a municipal wide upgrading of informal settlement steering committee. This steering committee will be used to ensure there is proper coordination between all the departments when it comes to upgrading this and other informal settlements.

In the medium to long term it is proposed that the Informal Settlements Upgrading programme within the Human Settlements Directorate takes responsibility for coordinating this municipal wide informal settlement upgrading steering committee.

However, as this informal settlement upgrading programme has not yet been established within the human settlements department it is proposed that the Town Planning department take responsibility for setting up and coordinating this steering committee until such time as the Human Settlement directorate is in a position to drive and coordinate this process.

4.2.8. Funding

Funding will be required from multiple sources to upgrade the informal settlement.

It is proposed that the following departments take responsibility for ensuring that the necessary funding is identified and secured for the upgrading interventions:

4.2.8.1. Enterprise Project Management

The Enterprise Project Management Office (EPMO) within the Municipal Managers office should include the identified upgrading interventions into the municipal Built Environment Performance Plan (BEPP) and allocate the necessary Urban Settlement Development Grant (USDG) funds for this settlement. The appropriate line sector department will then be responsible for implementing these projects.

4.2.8.2. Human Settlements Department

The Human Settlements Department should apply to the Provincial Human Settlement's Department for Upgrading of Informal Settlement Programme (UISP) funds. Consideration should be given to combining this application for this settlement into one or more clustered applications for all informal settlements that are part of this round 1 informal settlement upgrading.

This first application will be (as per phase 1 of the Upgrading of informal settlement programme found in the housing code) the submission of an interim business plan to apply for Project Registration and Fund Reservation. Such an application should include relevant details of the municipality's Integrated Development Plan (IDP) and the Housing Development Plan, as well as prefeasibility details of the particular upgrading project (in other words the information found in this concept plan for each informal settlement).

Once the Provincial government approves the interim business plan within phase 1, the municipality will be able to proceed with phase 2 where the municipality is able to:

- Conduct preliminary planning (including environmental studies, geo-tech studies and preliminary layout planning exercises)
- Install basic emergency services; and
- acquire the land in those instances where the municipality does not own the land

As part of phase 2 the Municipality will then also submit a detailed business plan to obtain funding for phase 3 which includes undertaking more detailed township establishment and installing more detailed engineering services. This more detailed business plan will also outline funding requirements for phase 4 the consolidation phase which includes top structure funding.

The Human Settlements Department of the Municipality should also apply for funding to the Provincial Department of human Settlements for Social and Economic Facilities grants.

4.2.8.3. Local Economic Development (LED) department:

The LED department of the municipality needs to organise a meeting with the stakeholders involved in the Community Work Programme (CWP) that is being implemented within the municipality which includes the various engineering, planning, housing and special projects departments of the municipality, as well as the provincial department of Local Government and Traditional Affairs, the national department of Cooperative Government and Traditional Affairs (CoGTA) and the implementing agency in the Buffalo City area responsible for implementing the existing CWP in the city. At this meeting consideration should be given to CoGTA providing additional funds to the Buffalo City CWP site for a sub programme to be established for the upgrading of informal settlements.

5. PROGRAMME AND BUDGET

SERVICES

Settlement	No. units	Ablution facilities			Stand taps	Waste facility	Other
		Series	F/M	Disabled			
Pola Park Scenery Park	209	7	56	7	7	2	

COSTING

Settlement	Roads, Footpaths and Stormwater	Sanitation	Water	Solid waste	Electrical	Community hall	Play area	TOTAL
Pola Park Scenery Park	R 979,251.08	R 746,780.38	R 179,677.75	R 30,000.00	R 1,881,000.00	R 650,000.00	R 100,000.00	R 4,566,709.21

6. ANNEXURES

Annexure 1: Existing situation map

Annexure 2: Proposed upgrading approach map

Annexure 3: Proposed interventions map

Annexure 4: Transect walk photo plate