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EXECUTIVE SUMMARY

Following the promulgation of Proclamation No. 79 of (December) 1994 in terms of the Local Government Transition Act (Act 209 of 1993, as amended), the areas of Mdantsane and Potsdam have legally formed part of the East London Transitional Local Council (EL TLC) area of jurisdiction.

Since its take-over of Mdantsane and Potsdam, the EL TLC has had to grapple with a number of complex issues relating *inter alia* to:

1. The administration of these areas;
2. The need to institute actions to rehabilitate these areas, which had suffered from a lack of sustained investment over an extended period; and
3. The need to initiate new projects that would assist in addressing the numerous social, structural and infrastructural problems manifest in these areas.

Accordingly, the Mdantsane/Potsdam area has represented a major concern and focus of the TLC's post-1995 planning initiatives. Some of these initiatives have included:

1. The East London Framework Plan, which provided a broad framework within which the key structural elements of the "new" East London urban entity (as embodied in the TLC's area of jurisdiction) could be identified and addressed.
2. The Mdantsane-East London Development (MELD) Corridor project, which was co-sponsored by the EL TLC and the national Department of Transport. This study dealt in greater detail with the problems emanating from the fragmented structure of Mdantsane and its linkages with East London, and focused on, amongst other issues, the identification of areas of opportunity along the Corridor for the facilitation and/or development of economic activities and mixed land uses, including housing.
3. The Mdantsane/Potsdam Development Plan (the present document), which had had been tasked with reviewing the current status and built form specifically of the Mdantsane/Potsdam area the identification of key development issues and the formulation of projects aimed at addressing some of the main development problems and needs in the Study Area.

Following an assessment of the current social, economic and physical (natural and built form) elements of Mdantsane and Potsdam, the following was concluded:

THE SITUATION ANALYSIS

1. The historical background to the development of Mdantsane in the 1960s, and the context within which the township was developed, has resulted in a number of contradictory features being manifest in the area.
2. Essentially, the area was developed as an example of "New Town" planning. The impetus for its development was, however, ideological in origin; the development of Mdantsane did not make social, economic or spatial "sense" in the context of East London's urban development at the time. The consequences of this "illogical" decision to develop a new Black Town" include the following:

Mdantsane was developed as a relatively low density urban area within the framework of state-sponsored development;

Relative to the income and affordability profiles of its predominantly low-income residents, the township was developed with a higher level of service than would be likely to be sustainable within the prevailing socio-economic conditions.

This has meant that the township has remained reliant on state subsidies to fund its infrastructure development and maintenance and, in current terms, is likely to remain so reliant for some time to come.

A fundamental contradiction within the above circumstances has been the fact that, if the state set out (as it did) to create a new "Black township" wherein it would provide all facilities, the majority of the housing stock and all the roads and infrastructure networks, state investment levels would have to be maintained over time.

The fact that the required levels of investment were not maintained has meant that the developed areas of Mdantsane and Potsdam represent a relatively poor quality urban environment characterised by low densities paired with a relatively high level of services and a poor transportation/linkage network.

These circumstances have meant that people residing in the study area have not benefited much from the advantages usually associated with urban living.

That is, the development of an urban area over time *under normal circumstances* would lead to an expectation that the concentration of people and investment in a particular area would result in improved levels of economic activity and the development over time of cultural and other community facilities related to the development of social networks.

In Mdantsane and Potsdam, this has simply not yet happened.

3. The above issues are characteristic of many South African urban environments and may be summed up as:

Social and spatial fragmentation;

Associated economic disadvantages to the local area as well as to the greater East London metropolitan area;

Low levels of sustainability in economic and environmental terms.

4. Moreover, it is noted that the broader economic context within which the study area exists is relatively poor. In general, economic growth performance in South Africa has lagged behind what is required to bring about an overall improvement in the life circumstances of the majority of its citizens. This is especially the case in the Eastern Cape.

5. At the level of the study area, it must be accepted that the primary issues revolve around the fact that the Mdantsane/Potsdam area is a poorly performing urban area offering little in the way of economic and social benefits to its residents in its present configuration.

6. Given the present broad economic context of the area, it is imperative that some of the contributing factors to these circumstances at the local level be addressed in the Development Plan.

7. Accepting the above, then, it is noted that the new policy and planning frameworks being put in place at different levels of government are broadly aimed at addressing the above issues in a systematic way.

8. These policies and planning frameworks are embodied in Government documents and legislation including:

The National Urbanisation Strategy;

The General Principles of the Development Facilitation Act (Act 67 of 1995); and

The Department of Transport's *Moving South Africa* initiative.

9. The present exercise used these policies and frameworks as a basic set of informants to guide decision-making in the planning process and has formulated the following proposals:

DEVELOPMENT PROPOSALS IN BRIEF

The Plan addresses the problem of the fragmented spatial structure and low density, sprawling nature of Mdantsane and Potsdam by:

1. Prioritising the *re-structuring of the urban environment* through the identification of areas, identified as nodes, which offer opportunities for a higher density of development of mixed land uses and housing.

Higher Order Nodes identified are:

The Highway (Mdantsane Town Centre) Node

The Mount Ruth Station Area Node

The Arnoldton Node, located 2km east of Mdantsane

Lower Order Nodes identified are:

The Potsdam Node, located at the intersection of the R102 (East London-King William's Town route) and the Potsdam Access Road.

The Golden Highway Node, located at the intersection of Qumza and Golden Highways

The Zone 9 Node, located at the intersection of Billie Road and Qumza Highway

The Mdantsane East Node, located at the eastern entrance to Mdantsane

2. In addition, in an attempt to address the problem of low residential densities and poor operating thresholds for services, public transportation and economic enterprises, other areas where an increase in density and a broader mix of residential land uses could be encouraged were identified. These areas include:

An area identified as the **Mdantsane Central Special Development Area**, which is bounded by the two Higher Order Nodes of Highway and Mount Ruth in the south and north respectively, and by Billie and Toyana Roads to the west and east.

Areas identified at **Existing Zonal Sub-Centres**, where higher density residential development could be developed on land previously designed for business purposes but never developed.

Other Areas in Mdantsane and Potsdam were also highlighted as having the potential to be developed at higher densities, specifically strategically located areas such as the Buffer Strip townships and Zones located in the eastern (oldest) sector of Mdantsane.

3. Finally, in order to ensure a managed and sustainable approach to urban development, it is proposed that the East London TLC adopt the principle of Urban Consolidation and agree to the Identification of an Urban Edge. The key features of such an approach would be:

The **limitation of development in the western sector of Potsdam in the medium term** (i.e. 10 years);

The support of initiatives to consolidate the urban fabric of Mdantsane and Potsdam by the **development of infill areas** such as **Zone CC, Unit V** and **Potsdam East/Ikhwezi**, where services could be extended in the short – medium term, and the **upgrade of existing viable informal settlement areas** such as the **Buffer Strip townships** and other identified areas within and on the fringe of Mdantsane; and

Simultaneously, the initiation of **development in key localities** such as at **Reeston** and the **Higher & Lower Order Development Nodes**.

It is estimated that the enactment of the above scenario over a 10 year period would enable the development of some 25 000 formal (or formalised) residential units in this time. This would go some way towards meeting the projected 10 year need for the development of some 30 000 residential dwelling units in the study area and environs.

The implications of such a Policy decision would include:

- A responsibility would be placed on Council to drive development aggressively in the areas identified as being desirable to achieve integration and urban consolidation, including the identified infill areas and the Development Nodes. Specifically, the development of residential sites and housing units in these areas would be essential to divert the pressure for informal settlement formation presently being experienced in the western sector of Potsdam and the onus would be on the Council to investigate innovative ways to fund and implement such projects;
 - Related to this would be the responsibility placed on the local authority to police and manage informal settlement formation in areas which are not identified for formal development in the medium term (i.e. areas which fall outside the defined Urban Edge). The success of this action is likely to depend on the success of the development initiatives discussed above.
4. Along with the proposal of specific projects and associated actions, the Plan also addresses the need for the TLC to create a Development Enabling Environment. The proposals in this regard are aimed at rationalising over time the complexities and disadvantages related to the lesser form of Land Tenure applicable in Mdantsane in terms of the Townships Proclamation R293 of 1962, as. The following project is proposed:

A **PILOT PROJECT** is proposed, which focuses on the necessary actions (e.g. formal township establishment in terms of either the Less Formal Township Establishment Act [Act 113 of 1991] or the Development Facilitation Act [Act 67 of 1995] and upgrading of land tenure in terms of relevant legislation) to **upgrade land tenure in a targeted area within the Mdantsane Central Special Development Area**.

5. In addition, to ease administration and remove any confusion related to the applicability of various legislation in Mdantsane and Potsdam, it is proposed that the TLC approach the MEC for Housing & Local Government for assistance in the following:

Issue a Proclamation in terms of applicable legislation to **ensure the primacy of the Cape Municipal Ordinance (20 of 1974) over equivalent provisions of Proclamation R293 of 1962.**

Issue (the same or separate) **Proclamation to provide that the area of Potsdam will be administered in terms of the Cape Municipal Ordinance (20 of 1974), which would apply to the exclusion of any other law dealing with local government matters in the area.**

IDENTIFICATION OF PROJECTS

In order to give substance to the above framework of proposals, a comprehensive listing of individual projects proposed for implementation over a five-year time frame has been formulated with the TLC's Service Branches. The Table below lists these proposed projects.

TABLE : KEY MDANTSANE AND POTSDAM DEVELOPMENT PROJECTS > 0 – 5 YEARS TIMEFRAME

ACTION/ DEPARTMENT	PROJECT NUMBER	PRIORITY PER		PROJECT DESCRIPTION	CAT	TIMING					FUNDING SOURCE	COST IN RAND	REVENUE IMPACT
		DEPT.	DIR.			YR. 1	YR. 2	YR. 3	YR. 4	YR. 5			
DDP/CP	H1			Detailed land ownership investigation for Highway Node	4	SEE MELD							
DDP/LED	H2			Highway small trader market place – Plan	4	SEE MELD						250 000	
DDP/CP	H15			Highway Light Industrial Zone – Feasibility Study	4		100 000						
DA, DDP/LED	M1			Mdantsane Industrial Development Study and Marketing Strategy with ECDA	4		100 000						
DDP, DA	MC2			Mdantsane Central (Zone 4) Pilot : Township Establishment and Tenure Upgrade	4	5 000						5 000	
DDP, DA	MP1			Mdantsane and Potsdam : Database of all surveyed sites & property ownership details	4	-	-	-	-	-			
DDP, DA	M2			Mdantsane : Approach the MEC for Housing and Local Government to issue a Proclamation in terms of Local Government Transition Act Second Amendment Act to give preference to Cape Municipal Ordinance 20 of 1974	4	-	-	-	-	-			10 000
DDP, DA	P1			Potsdam : Approach the MEC for Housing and Local Government to issue a Proclamation in terms of Local Government Transition Act Second Amendment Act to provide that the Potsdam area is to be administered in terms of the Cape Municipal Ordinance 20 of 1974	4	-	-	-	-	-			10 000
DES/CE P & D	478			Mdantsane Housing – 1 500 sites	1	7 500 000	7 500 000	7 500 000				22 500 000	
DES/CE P&D. ELMET	4731			Forward Planning Housing	4	165 000	180 000	200 000				545 000	
DDP, DES/CE P&D	H4			Highway Pilot Project Area : High Density Housing Project	4	SEE MELD	100 000	2 400 000				2 500 000	
DDP, DES/CE P&D	P2			Unit V (Potsdam area) – Housing Project	4						PHB		

ACTION/ DEPARTMENT	PROJECT NUMBER	PRIORITY PER		PROJECT DESCRIPTION	CAT	TIMING					FUNDING SOURCE	COST IN RAND	REVENUE IMPACT	
		DEPT.	DIR.			YR. 1	YR. 2	YR. 3	YR. 4	YR. 5				
DDP, DES/CE P&D	P3			Potsdam Village Areas 1 and 2 – Housing Project	4							PHB		
DDP, DES/CE P&D	MB1			Buffer Strip Townships (phased West to East) Housing Project	4							PHB		
DDP, DES/CE P&D	P4			Potsdam East Neighbourhood 1 Housing Project	4							PHB		
DDP, DES/CE P&D	MV1			Mdantsane Valley View Housing Project	4							PHB		
DDP, DES/CE P&D	P5			Potsdam Ikhwezi (Phase 1 East Of Access Road) Housing Project	4							PHB		
DES/CE P&D	MS1&2			Mdantsane Station Transport Interchange – Feasibility Study	4	SEE MELD	?							
DES/CE P&D	MS3			Mdantsane Station Transport Interchange – Implementation	4	SEE MELD AND PROJECT NO. 4765								
	P6			Needs Camp – Feasibility Study	4	?								
	P7			Needs Camp – Implementation	4		?							
DES/CE P&D	MR8			Mount Ruth Transport Interchange – Feasibility Study (includes taxi stop and market place)	4	SEE MELD								
DES/CE P&D	MR9			Mount Ruth Transport Interchange – Implementation	4	SEE MELD AND PROJECT NO. 4765								
DES/CE P&D	FJ2			Fort Jackson : Transport Interchange – South of station – Plan	4	SEE MELD								
DES/CE P&D	FJ3			Fort Jackson : Transport Interchange – South of station – Plan	4	SEE MELD								
DES/CE P&D	FJ3			Fort Jackson : Transport Interchange – South of station – Implementation	4	SEE MELD AND PROJECT NO. 4765					ELMET			
DES/CE P&D	M			Mtsotso : Transport Interchange – Plan	4	SEE MELD								
DES/CE P&D	M			Mtsotso : Transport Interchange – Implementation	4	SEE MELD AND PROJECT NO. 4765					ELMET			
DES/CE P&D	P8			Potsdam East Rail halt/Passenger pick-up – Feasibility Study	4	30 000						ELMET	30 000	
DESC/CE P&D	P9			Potsdam East Rail Halt/Passenger pick-up – Implementation	4		400 000	1 000 000				ELMET/CL F	1 400 000	
DES/CE P&D	MC6			Mdantsane Central : Realignment of Billie Road to form 4 – way intersection with Qumza Highway and Jiba Road; Plan	4		40 000					ELMET	40 000	
DES/CE P&D	MC7			Mdantsane Central : Billie Road Realignment – Implementation	4				1 600 000			ELMET/CL F	1 600 000	
DES/CE P&D	M			Mdantsane Central : Upgrade/develop east-west links to District Distributor standards south of Bufferstrip Townships to link Qumza to Golden Highways	4				1 000 000	1 000 000		ELMET/CL F	2 000 000	
DES/CE P&D	ME1			Egerton Station : Transport interchange (including access road) – Plan	4		60 000						60 000	
DES/CE P&D	ME2			Egerton Station : Transport interchange (including access road) – Implementation	4	SEE PROJECT NO. 4765								
DES/CE P&D	4685			Upgrade Qumza Highway	1	2 400 000	2 400 000	2 400 000					7 200 000	
DES/CE P&D	4691			Potsdam Village Bridge	2			5 000 000					5 000 000	
DES/CE P&D	4763			Mdantsane Access Road Improvements	3	1 000 000	1 500 000						2 500 000	
DES/CE P&D	4694			Potsdam South Access Road surfacing	3		200 000	500 000					700 000	
ELMET IMPLEMENTATION	4765			Transport Interchange and Roadway – Implementation (note this global amount is broken down for the MEDL project)	4	2 125 000	2 200 000	2 300 000	2 500 000	3 000 000		ELMET/CL F	12 125 000	
DES/ELECTRICITY	4186			Mdantsane Network Rehabilitation	1	18 000 000	1 000 000	1 000 000					20 000 000	
DES/ELECTRICITY	4195			Potsdam Electrification (Various)	4		5 000 000	5 000 000					10 000 000	
DES.DA	4622			Mdantsane PWD Building Office Accommodation	2	60 000							60 000	
DA.DES/WASTE-WATER	4345			Office Accommodation Mdantsane	3	150 000	50 000	50 000					250 000	
DES/WATER-WORKS	M	1		Mdantsane Complete Dedicated Water Study PRIORITY	1	?								

ACTION/ DEPARTMENT	PROJECT NUMBER	PRIORITY PER		PROJECT DESCRIPTION	CAT	TIMING					FUNDING SOURCE	COST IN RAND	REVENUE IMPACT
		DEPT.	DIR.			YR. 1	YR. 2	YR. 3	YR. 4	YR. 5			
DES/WATER- WORKS	P			Provision of Water to 2000 sites Potsdam East / Ikhwezi	4	600 000	2 000 000	3 000 000				5 600 000	
DES/WATER- WORKS	4527			Mdantsane Prison Bypass	2?	150 000						150 000	
DES/WATER- WORKS	4475			Mdantsane Construction of a New Bulk Rising Main	2?	5 000 000	7 000 000					12 000 000	
DES/WATER- WORKS	4526			Mdantsane New Reservoirs	3?	2 500 000	2 500 000	2 500 000				7 500 000	
DES/WATER- WORKS	4533			Potsdam/Zone CC Upgrade Water Supply	3?	500 000	1 500 000	500 000				2 500 000	
DES/WATER- WORKS	M			Mdantsane Water Study – Implementation	4		?	?	?	?			
DES/WASTE- WATER	M			Mdantsane Dedicated Study on Sanitation Options PRIORITY	4	?	1 500 000					1 500 000	
DES/WASTE- WATER	4335			Pump Stations Renewal and Augmentation-Mdantsane	1	550 000	150 000	150 000				850 000	
DES/WASTE- WATER	4339			General Small Plant Replacement – Mdantsane	1	165 000	135 000	200 000				500 000	
DES/WASTE- WATER	4333			Pump Stations General Development – Mdantsane	1	125 000	125 000	150 000				400 000	
DES/WASTE- WATER	4331			Stormwater Ingress – Mdantsane	1	120 000	150 000	200 000				470 000	
DES/WASTE- WATER	4412			Potsdam Bulk Sewers	3	2 000 000	1 500 000	500 000				4 000 000	
DES/WASTE- WATER	4425			Mdantsane Renewal and Augmentation of Pipe Bridges and interceptors	3	2 000 000	3 000 000	3 000 000				8 000 000	
DES/WASTE- WATER	4424			Mdantsane Bulk Sewers to accommodate further development PRIORITY	3	1 500 000	1 500 000	1 500 000				4 500 000	
DES/WASTE- WATER	4383			Potsdam Treatment Works – Study/Design	3	1 000 000	4 000 000	4 000 000				9 000 000	
DES/WASTE- WATER	P			Potsdam Treatment Works – Implementation	4								
DES/WASTE- WATER	4341			Standby Generators – Mdantsane (Pumpstations)	3	50 000	50 000	100 000				200 000	
DES/WASTE- WATER	4413			Potsdam Planning (Part of dedicated wastewater study)	3	50 000	50 000	75 000				175 000	
DES/ROADS	M			Mdantsane Initiate Sidewalk Development Programme	4								
DCS	M			Zone 3 Solid Waste Site : Decommission and start rehabilitation	4?		?	?	?	?			
DCS/HALLS	3057	1	1	Completion of Upgrade halls NU1, 7, 10, 12 and 15 PRIORITY	3	250 000						250 000	
DCS/HALLS	3048	2	2	Reinstate Halls NU 7 and 8 PRIORITY	3	300 000						300 000	
DCS/HALLS	3056	3	6	Wiring and Electrical Installation NU7 and 10 PRIORITY	3	66 000						66 000	
DCS/HALLS	3054	4	8	Chairs and Tables Potsdam Hall	4	50 000						50 000	
DCS/HALLS	3055	5	14	Wiring and Electrical installation Potsdam Hall	3		50 000					50 000	
DC/HALLS	3049	6	12	Caretaker's Cottage NU 7	4		125 000					125 000	X
DCS/HALLS	3050	7	13	Caretaker's Cottage NU 1	4		125 000					125 000	X
DCS/HALLS	3051	8	17	Caretaker's Cottage NU 10	4			138 000				138 000	X
DCS/HALLS	3052	9	18	Caretaker's Cottage NU 12	4			138 000				138 000	X
DCS/HALLS	3053	10	21	Caretaker's Cottage NU 15	4				138 000			138 000	X
DCS/ENVIR	3118	1	7	Fence Mdantsane Cemetery	4	200 000						200 000	X

ACTION/ DEPARTMENT	PROJECT NUMBER	PRIORITY PER		PROJECT DESCRIPTION	CAT	TIMING					FUNDING SOURCE	COST IN RAND	REVENUE IMPACT
		DEPT.	DIR.			YR. 1	YR. 2	YR. 3	YR. 4	YR. 5			
DCS/ENVIR	3102	2	9	Mdantsane Playground Equipment	4	250 000	50 000	50 000	50 000			400 000	X
DCS/ENVIR	3119	3	16	Mdantsane Mowing Team Equipment	3		30 000		50 000			80 000	X
DCS/ENVIR	3120	4	19	Mdantsane Purchase Ride-on-Mower	2			180 000				180 000	X
DCS/ENVIR	M	5	22	Mdantsane Landscape / Development	4			50 000	50 000			100 000	X
DCS/CLEANSING	3059	1	3	Mdantsane Spriko Bins	2	400 000	450 000	250 000	250 000	300 000		1 650 000	+ 1-1.5 Mil Per Annum
DCS/CLEANSING	3058	2	4	Mdantsane Containers PRIORITY	2	150 000	160 000	100 000	150 000	160 000		720 000	
DSC/CLEANSING	3060	3	10	Mdantsane Litter Bins PRIORITY	3	100 000	120 000	100 000	100 000	100 000		520 000	x
DCS/CLEANSING	3062	4	11	Mdantsane Changerooms for Staff	4	30 000	250 000	250 000				530 000	X
DCS/LIBRARIES	M/P?	1	15	Additional Libraries	4		100 000	3 000 000				3 100 000	R550 000 Facilities should exist, due to uncertainty
DCS/LIBRARIES	M/P? & B19	1	20	Additional Libraries	4				3 500 000			3 500 000	R600 000 Library subsidy and staff shortages
DCS/LIBRARIES	M/P?	1	23	Additional Libraries	3					4 000 000		4 000 000	R650 000 Not feasible
DCS/AMENITIES	3023	1	5	Potsdam New Sportsfield	3	550 000	1 000 000					1 550 000	R120 000 (1x Caretaker, 2 X Mower Operations)
DPS/TRAFFIC	5016			Mdantsane Traffic Building	2	2 000 000						2 000 000	
DPS/TRAFFIC	5017			Mdantsane Office Furniture	2		40 000					40 000	
DPS /TRAFFIC	5018			Mdantsane Pro Laser with Video Camera	2			60 000				60 000	