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**Annexures:**

- Annexure A : Re-Routing of Flow, Central Treatment Works (Investigation Report)  
Annexure B : Umzoniana Valley - Feasibility Report (March 2000)

**Plans:**

- Plan 1 : Study Area  
Plan 2 : Spatial Development Framework - Accessibility  
Plan 3 : Spatial Development Framework - Infrastructure  
Plan 4 : Spatial Development Framework - Land & Housing (incl. Natural Environment)

## 1.0 Introduction

This document is intended to compliment the broader *Buffalo City Municipality's (East London TLC) Integrated Development Plan*. As such, the primary focus is on the necessary actions and objectives of development within the Buffalo Flats region within the Buffalo City Municipality's area of jurisdiction.

The information contained herein is intended for use as a tool towards more effective and integrated development within the region. The process followed has been participative and inclusive, encouraging all sectors of the population residing within the Buffalo Flats area to take ownership of the process and its outcomes.

### 1.1. Purpose of the Report

Therefore, the key aim of this document is the creation of a framework within which development initiatives may be monitored and guided. The key issues raised are those relating to accessibility and housing. The intention is, therefore, that all stakeholders and role-players would make use of this document as a vehicle through which to gain insight into the issues and objectives found within the Buffalo Flats communities.

### 1.2. Background to the Project

Historical planning and administrative processes have created a great number of inequalities within South Africa. As a result, the post-Apartheid Government is faced with the challenge of addressing these inequalities. The ***Constitution of the Republic of South Africa, 1996***, describes the **objectives of local government** as follows:

- ❖ To provide **democratic and accountable government** for local communities;
- ❖ To ensure the **provision of services to communities in a sustainable manner**;
- ❖ To promote **social and economic development**;
- ❖ To promote a **safe and healthy environment**; and
- ❖ To encourage the **involvement of communities and community organisations in the matters of local government**.

It is, therefore, from within this context that the formulation of Local Development Objectives has emerged.

### 1.3. Project Scope and Methodology

#### A First Step

Due to the dramatic changes in the paradigms surrounding planning and government within the past decade, the processes outlined here are regarded as a first step towards achieving the objectives of local government, as outlined above. As such, this project is intended to provide some guidance for the development role-players within Buffalo Flats.

#### Primary Focus

The key focus of this document has been the identification of key issues, processes and objectives within the Buffalo Flats area. In order to address these, development strategies – Local Development Objectives – have been formulated.

### Local Development Objectives: Formulation Methodology

The following is noted:

The Situation Analysis is the foundation upon which LDOs have been developed.

LDOs have been developed within Government policy.

The Spatial Framework provides the framework for development within Buffalo Flats.

#### **1.4. Development Principles**

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##### **Development Facilitation Act**

The Development Facilitation Act (Act 67 of 1995) contains the key elements to the development perspective of this document. The following is a summary of these principles (as found in Chapter 1 of the DFA):

***All laws, policies and administrative practices affecting land development should:***

- Facilitate the development of both new formal and existing informal settlements: there is therefore no bias in favour of any one sort of development and no individual community or group in an area can claim preferential treatment without a good reason.
- Discourage land invasions without ignoring the reality and history of informal land development processes.
- Promote efficient and integrated land development that, among other things: integrates rural and urban areas, integrates poor and rich, black and white areas in towns and cities, rather than keeping them strictly separate.
- Discourage urban sprawl and contribute to more compact cities.
- Make maximum use of all available resources and avoid duplicating existing infrastructure and services.
- Promote development of housing and work opportunities near to each other, and encourage environmentally sustainable practices and processes.
- Be clear and easily understood – they should also provide guidance and information to people in or affected by the land development processes, rather than simply trying to control the process and the people.
- Promote sustainable development that:
  - Is within the fiscal, institutional and administrative means of the country.
  - Establishes viable communities.
  - Protects the environment.
  - Meets the basic needs of all citizens in an affordable way.
  - Ensures the safe use of land.

##### **Provincial Spatial Development Plan**

The Eastern Cape Provincial Spatial Development Plan (1999) suggests the following principles, which add to the above to form a more specific and holistic understanding of development within the Region:

- The optimal organisation of space, such that services and resources are balanced against the level of service and resource needs of the settlement and surrounding areas.

- The meeting of basic human needs and constitutional rights of individuals.
- The building of capacity.
- The attraction of investment.

### **Summary**

Development within Buffalo Flats should meet the criteria set out above. The main objective of development must be to provide a better quality of life for all the residents of an area, without negatively impacting upon those in the vicinity or upon the ability of future generations to sustain themselves. Issues of economic growth and the meeting of basic human needs are essential in ensuring the sustainability of an area. In Buffalo Flats, the issues relating to accessibility are key to determining the future opportunities of the area.

## **2.0 Situation Analysis**

This section is a distillation of the key points highlighted in the Situation Analysis Report.

### **2.1 The Study Area**

REFER TO PLAN 1: STUDY AREA

The Study Area comprises the following residential areas:

Buffalo Flats; Parkside; Second Creek; Windyridge Flats; Pefferville; Alphendale; Asperanzaville; Parkridge; CC Lloyd; Eluxolweni.

### **2.2 Accessibility of the Area**

Accessibility within the Buffalo Flats context refers not only to vehicular traffic flow, but also to pedestrian movement. The significance of this lies in the diverse nature of the population found in Buffalo Flats, which includes both the affluent as well as the poor and very poor. The general accessibility of Buffalo Flats from the surrounding areas of East London is relatively complicated:

- a. Currently, only one bridge links the eastern and the western banks of the Buffalo River.
- b. All vehicular traffic flow is forced to enter Buffalo Flats through one of two roads, being the Ziphunzana Bypass and St John's Road into Windyridge Road.
- c. Furthermore, only one formal pedestrian link exists between Buffalo Flats and the West Bank - CBD. Others, which do exist, are invariably not formalised and have a number of potentially hazardous features about them, thus requiring upgrading.

The importance of creating easier traffic flow both in and out of the Buffalo Flats area cannot be stressed enough.

#### **2.2.1 Formal Areas**

Access to the formal areas, from within Buffalo Flats, is generally good. Roads are tarred and stormwater –notwithstanding the clogging – does exist. Access to public transport is relatively easy from the formal areas of Buffalo Flats, with the key access roads being Alphen, Dunoon and Windyridge Roads.

Problematic traffic conditions occur where certain sections of roads are used as taxi ranks. Provision of formal taxi embayments would alleviate this problem.

#### **2.2.2 Informal Areas**

Access to informal areas is limited by the poor quality of the road infrastructure. None of the roads are tarred and maintenance is limited. No stormwater drainage is provided therefore the roads rapidly deteriorate.

Similarly to the formal areas, access to public transport is relatively easy.

### 2.2.3 Community Input

- Both pedestrian and vehicular accessibility to/from Buffalo Flats can be improved upon. Emergency services require easier access in order to provide a higher standard of service; and
- Specific attention should be paid to those areas in which public taxis are causing traffic congestion.

In order to facilitate the accessibility of essential services, economic development and an increase in quality of life for the residents of Buffalo Flats, improved access to the area is essential.

## 2.3. *Economic Context*

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When compared to the East London Administrative Unit, employment levels within the Buffalo Flats area appear similar. East London, at the time of the 1996 Census had an employment rate of approximately 41% amongst the potentially economically active population. The Greater Buffalo Flats figure of 40% compares favourably. Currently, however, 18% of the population of Buffalo Flats is unemployed. Approximately 13.4% of the total population residing within the Buffalo Flats area live in informal settlements, and have a limited education and thus limited access to employment. The majority of the employed population currently work outside Buffalo Flats.

Census data suggest that 74% of the households have an income of less than R42000 per annum (R3500 per month). A significant portion of the population (12%) earns less than R200 per month. Income levels significantly impact upon the quality of life experienced by a household.

The continuing trend of rural-urban migration in the Eastern Cape implies continued growth in areas such as Alphenale, Second Creek and Eluxolweni Informal Settlements. This is largely due to the perception that employment and basic services will be easier to access in an urban environment. Thus, the socio-economic situation of Buffalo Flats looks set to continue being put to the test.

### 2.3.1 Community Input

- The already significant unemployment rate within the Greater East London Area is heightened by the number of immigrants (legal and otherwise) in the area;
- Continued influx of people with little education in search of income-generating opportunities occurs;
- Limited employment opportunities are available within Buffalo Flats; and
- A number of significant opportunities exist for economic growth and development in the area:
  - Development of the Buffalo River frontage (tourism)
  - The link between Queenspark Zoo and Second Creek (after the tip site has been rehabilitated) will provide opportunity for small-scale initiatives
  - Community gardens may be developed beneath powerlines which are currently causing a lot of good land to lie vacant
  - The development of a business hive/centre from which small-scale business people can operate their businesses, and where business skills training can be provided.

## **2.4. Infrastructure**

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Accessibility is a key factor in the provision of services and facilities. Investment in excessive infrastructure is not feasible, when the creation of better/ more convenient access is possible. However, this does not preclude the need for appropriate and adequate infrastructure.

The following Service and Facility Infrastructure issues impact upon the quality of life experienced within Buffalo Flats.

### **2.4.1 Social Infrastructure**

#### **Education Facilities**

##### *Current Facilities*

5 primary schools are located within the Study Area, although there are 13 other primary schools within 1 km of this area.

4 secondary schools are located within the Study Area. A further 3 secondary schools are located within 1 km of Buffalo Flats. Many secondary school students attend schools outside the immediate vicinity of Buffalo Flats, within East London.

According to statistics provided by the Department of Education, the current shortage of classrooms across the Greater Buffalo Flats area amounts to 16. There is also a need for a preparatory school which would cater for children from Grades 1 to 3.

#### **Healthcare Facilities**

Only 1 healthcare facility is situated in, or near to Buffalo Flats.

One Old Age Home is located within Buffalo Flats. However, access is difficult, due to the costs associated with the establishment. These costs prevent a large portion of the residents from making use of this facility.

#### **Community Halls**

Community halls – or similar multi-purpose facilities – are required in Pefferville; Windyridge Flats; Parkridge; Rotterdam; Bromely; and Alphendale. Prior to the development of new facilities, the potential use of existing infrastructure (such as school and church halls) should be determined.

#### **Emergency Services**

##### *(a) Police Services*

Only 1 police station is located within the Buffalo Flats area, although others are located nearby – in the CBD (Fleet Street), North End and Duncan Village (2 stations). The community has identified the need for another police facility within Buffalo Flats (possibly on the fire station premises). The existing facility is located in Buffalo Flats Ext. 1 and does, therefore, not adequately service the eastern reaches of the Study Area. The fringe areas have been identified as the most dangerous with respect to potential criminal activity.

In addition, the community noted a need for a mobile police station in the Parkside area.

*(b) Ambulance Services*

Due to the relative inaccessibility of Buffalo Flats, from the East London CBD, there is a great need to station an ambulance in the Study Area.

Associated to both the above, the community requires education on the use and abuse of emergency services, as misuse of such services results in their not being available when their presence is critical.

### **Cemeteries**

Buffalo Flats cemetery is one of five cemeteries in the greater municipal area of East London.

This cemetery was extended during 1998 for a possible life span of a further twenty years. Burials in the East London area (excluding Mdantsane with its own cemetery) mainly take place in the Cambridge and Buffalo Flats cemeteries.

Burial statistics for Buffalo Flats cemetery are on average 6 to 8 from Monday to Friday, 15 to 20 on a Saturday and 2 to 3 on a Sunday (Cambridge cemetery about the same).

## **2.4.2 Engineering Services**

### **Water**

Water supply for the study area is by means of gravity mains directly from Umzoniana water works.

The Alphenale area is supplied from a water tower (Buffalo Pass Tower) off the gravity mains from the water works. Upgrading of the Alphenale supply will require further investigation due to limited expansion capacity for future development in the supply zone. Further than this, adequate supply for the study area exists.

Internal reticulation provides sufficient water to the formal areas of Buffalo Flats. However, the network will require significant maintenance and upgrading – most notably in the older areas. A network analysis of the water supply system will make planned upgrading possible.

The informal areas generally do not have access to piped water in their homes. The majority of the population relies on public standpipes for access to potable water.

### **Sanitation**

The formal areas are serviced by water-borne systems. However, in the informal residential areas, only 43% of the population has access to any recognised form of toilet. The environmental and health implications are substantial. Where waterborne systems are used, no serious problems are experienced.

A sewer network analysis prepared by consultants during 1999 (see Annexure A) indicated that the main sewerage collector from Buffalo Flats connecting into Second

Creek pump station from the western portion of the study area is utilized above capacity and upgrading is required. Other collectors were in the area were found to be adequate.

Upgrading proposals reflected in the network analysis report are included in the budget programme.

### **Electrical Reticulation**

The study area is supplied by means of two substations viz. Buffalo Flats and North End.

Bulk supply for the area is adequate at present. The development of Area P will require the strengthening of the supply to the Buffalo Flats substation in order to supply adequate power to the area.

Formal areas have access to metered house connections and the streets are generally well lit. Area P (Egoli) requires electrical reticulation. Furthermore, the informal areas generally do not have access to electricity and rely, therefore, on paraffin as their primary source of fuel.

The internal reticulation network supplied by Buffalo Flats substation (Extension 1-7) is relatively new (up to 15 yrs) and no problems are experienced in this area.

The internal reticulation network supplied by North End substation (Buffalo Flats Proper, Pfefferville, Parkridge, Parkside, CC Loyd Township and Eluxolweni) is relatively new (5 yrs – 10 yrs) in certain areas but older systems (20 yrs – 30yrs) exist in Parkridge, Parkside and Buffalo Flats Proper and require upgrading.

Upgrading programmes for the older areas should be put in place, but will require closer analysis prior to realistic costings becoming available.

### **Refuse Removal**

Similar to other infrastructure, whilst the formal areas have their garbage removed on a weekly basis, 57% of the informal population does not have access to any means of refuse disposal.

The council is responsible for waste removal from the study area.

Domestic refuse is disposed of in black plastic bags supplied by the Municipality.

Some shops in the area make use of Sprico containers (metal skips, 1,1 m<sup>3</sup>) which are emptied by the Municipality.

Refuse is collected once per week with a compactor refuse truck and transported to Second Creek dumpsite.

No problems are experienced with the existing refuse removal system.

### Tele-Communications

#### *a) Postal Services and Post Offices*

The need for postal services in the following areas has been noted:

- Ghost Town area;
- Feinbos; and
- Vergenoeg.

In addition, a post office is required in upper Buffalo Flats.

#### *b) Telephone Accessibility*

Whilst almost half the formal population (47%) has access to their own telephone or cellular phone, 95% of the informal population uses nearby private or public facilities.

### Community Input

- The need for additional classrooms across the Greater Buffalo Flats area – particularly the need for a preparatory school (Grades 1 to 3);
- Increased access (largely financial) to healthcare and the Old Age Home
- Maintenance and upgrading of the internal water reticulation network– most notably in the older areas;
- Increased sanitation in the informal settlements
- Area P (Egoli) requires electrical reticulation
- Additional postal services are required;
- Community halls – or similar multi-purpose facilities – are required. Other facilities such as schools to be considered first.

## 2.5. Land & Housing

The Low-Level Aerial Survey and Population Estimate conducted in May 1999 suggests that the Greater Buffalo Flats area hosts a total of **2 569** informal structures. Whilst this provides some guidance in the estimation of the need for housing in the Buffalo Flats area, it does not provide a complete picture. Over-crowding and housing waiting lists provide proof of a greater need. Community sources suggest a need for some **6 000** houses. The East London Administrative Unit's Housing Department has some **5 000** families on their waiting lists.

Maintenance and provision of appropriate housing-related infrastructure is critical in the development of an area. The following refers.

### Formal Areas

The formal areas of the Study Area require some general maintenance. For example, the sewer system, which services the municipal stock houses in CC Lloyd and Pefferville, needs maintenance. Generally, however, the onus is placed on the owner of the house to ensure its maintenance and the property market regulates the provision of housing for the higher income sectors of the population.

### Informal Areas

The informal residential sector is somewhat different from its formal counterpart. The most significant difference is the role of the State, which is largely responsible for the provision of appropriate housing – in appropriate locations for those who do not, and have not previously had access to formal tenure.

Various informal settlements have developed in the study area of the past years and the level of service of these areas is below acceptable standards.

#### **Community Input**

- The need to address the shortage of housing for some 6 000 families
- Maintenance of Council-owned infrastructure

### **2.6. The Natural Environment**

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#### **Public Open Space and Recreational Facilities**

The maintenance and upgrading of recreational areas is of great importance to the health of the community. As a result, it is important that the existing facilities are properly maintained.

The Second Creek tip site is less than ideally situated. The closure of this facility will provide additional recreational space and will facilitate a link between the Study Area and Queenspark Zoo. This may encourage some small-scale economic development.

The Buffalo River frontage has significant potential for further development, which would enhance the environment from both an economic and a psychological perspective.

#### **Community Input**

- Closure of the Second Creek tip site; and
- The Buffalo River frontage – potential for further development.

### 3.0 *Spatial Development Framework*

REFER TO:

**PLAN 2: SPATIAL DEVELOPMENT FRAMEWORK – ACCESSIBILITY**

**PLAN 3: SPATIAL DEVELOPMENT FRAMEWORK – INFRASTRUCTURE**

**PLAN 4: SPATIAL DEVELOPMENT FRAMEWORK – LAND & HOUSING (INCL NATURAL ENVIRONMENT)**

As noted above, a number of key Spatial Informants impact directly upon development within any given area, namely:

Accessibility;

Economic Development;

Infrastructure Provision;

Housing; and

The Natural Environment.

The aim of this chapter is to provide the reader with a framework within which development within Buffalo Flats needs to happen. Subsequent chapters will detail the actual projects and necessary steps.

#### 3.1. *Accessibility*

REFER TO **PLAN 2: SPATIAL DEVELOPMENT FRAMEWORK – ACCESSIBILITY**

Given that accessibility determines, to a large extent, the economic and social fabric of an area, this issue must be appropriately addressed.

Accessibility to and from Buffalo Flats, as well as movement within the area must be viewed in the context of both vehicular and pedestrian traffic. The following principles are key informants in facilitating appropriate development within this context:

1. Existing infrastructure should be built upon in order to minimise the costs associated with increasing accessibility
2. Both vehicular and pedestrian movement should be considered
3. The heavy public transport flow – especially on the major routes – must be accommodated
4. Increased access is required between places of residence and those of work. The implication is that increased, and more appropriate access-ways be provided between Buffalo Flats and the West Bank and CBD.

The following proposals are reflected on **Plan 2**:

#### **A1. Re-open the road linking Buffalo Flats to the harbour**

This would have two significant implications:

1. Facilitate access into the West Bank and CBD; and
2. Provide access to the Buffalo River, which would increase this area's recreational potential.

The community living in Buffalo Flats has put this proposal forward.

The following proposals are extracted from the Duncan Village Transportation Study, conducted by Stewart Scott in 1997. These fall into four categories, namely the *Improvement of Existing Intersections*, *General Upgrading*, *Public Transport Infrastructure/Operations* and the *Creation of New Linkages (pedestrian and vehicular)*. These will be addressed in the above order.

*Improvement of Existing Intersections***A2. Windyridge/Douglas Smit Highway Intersection**

In order to facilitate the implementation of traffic calming and intersection control measures, one of two options should be followed:

1. Either Mznoyana Street (not yet built) should be re-aligned with Windyridge Road. However, this will require the removal of a number of properties.
2. Or, Windyridge Road should be realigned with Mzonyana Road. In this case, there is sufficient road reserve to do so without impacting on surrounding properties.
3. Wayside Road should be closed on both sides of Windyridge Road, due to its proximity to the Windyridge/Douglas Smit Highway intersection.

**A3. Windyridge/Parkridge Intersection**

Four significant issues are of concern at this intersection:

- Commuters attempting to enter Windyridge Road from Parkridge experience significant congestion problems during the morning peak hour.
- Vehicles shortcutting across the wide gravel sidewalk area are endangering the lives of pedestrians.
- Taxis stopping directly on Windyridge Road, directly across from Parkridge Road.
- The dogleg in the intersection between Parkridge Road and Rotterdam Road, where they intersect with Windyridge Road causes additional, unnecessary congestion

Therefore, the proposal is:

1. Add lanes
2. Introduce traffic lights
3. Introduce taxi stopping areas outside of the intersection

However, it is noted that should the Greenpoint/Lavender link be constructed in the short term, the need for signal control at this point will probably not exist.

**A4. Greenpoint/Glorette Intersection**

Due to poor sight distances, the following is proposed:

1. Glorette Street be closed.
2. When the Greenpoint/Lavender link is constructed, it may be feasible to realign Glorette Street with Parkside Road, and implement stop control on both approaches

**A5. Windyridge/Beaconsfield Intersection**

Currently, congestion is occurring due to the lack of a right-turning lane for the east to south movement. Through traffic into St Johns Road is being delayed by right-turning traffic in the shared lane.

Therefore, the following is proposed:

1. An additional lane be added to the Windyridge approach
2. As a result, the bridge will require widening

*General Upgrading***A6. Traffic Calming on Main Routes**

1. This includes proposals to upgrade the speed bumps, and introduce new speed bumps on:  
     Douglas Smit Highway  
     Kadali Street.

2. Mini circles at the following intersections along Douglas Smit Highway should be considered:
  - Windyridge Road
  - Greenpoint Road

#### **A7. Traffic Signalisation – Ziphunzana Bypass**

A number of new links have been proposed, which access and cross the Ziphunzana Bypass. The need will be to signalise all these intersections and provide for linked green progression. The intersections under discussion are:

- Dunoon (existing)
- Alphen/Fath
- N2-15/R72

#### *Public Transport Infrastructure/Operations*

#### **A8. Taxi Embayments**

2. Douglas Smit Highway:
  - a) Opposite the community hall – between Ford Street and Windyridge Road (for parking and loading)
  - b) To the west of Windyridge Road
3. Dunoon Road:
  - a) On both sides, in the vicinity of the school
4. Greenpoint/Parkridge Roads:
  - a) Near entrance to the Police Station
  - b) In the vicinity of the shops near Devonshire intersection
  - c) On both sides at Buffalo Flats Primary School
  - d) Near Adderly Cres. Intersection (eastern end)
  - e) Near shops at Mandrin Street
  - f) On western side, near Rotary Child Care Centre
  - g) On western side, in the grass island formed by Ranonkle Street
  - h) In the vicinity of Vilette Street
  - i) On each side, just south of the intersection with Windyridge Road
5. Windyridge Road:
  - a) On both sides, east of the intersection with Parkridge road
  - b) On northern side, between intersections with Holly and Olive Streets

#### **A10. Public Transport Lane**

Introduce a transport lane on Douglas Smit Highway, between Dunoon Road and Greenpoint Road.

If this is introduced where a surfaced shoulder exists on both sides of the road, this will merely require kerbing and the provision of additional sidewalks.

#### *Creation of New Linkages (pedestrian and vehicular)*

#### **A11. Pedestrian Routes**

1. Provision of suitably surfaced pedestrian walkways, especially around schools and community halls. These include pedestrian routes that do not follow existing roadways. The sidewalks should be a minimum of 2m wide and should make accommodation for hawkers, at reasonable intervals.
2. Pedestrian Bridges across Ziphunzana Bypass:
  - c) Linking C-Section and Braelyn Extension 10

d) Linking C-Section and Amalinda

**A12. Maqubela/Gatwick Link**

This link will impact upon the communities it will serve, in two ways:

1. It will facilitate access to Douglas Smit Highway, Makatala Highway and Ziphunzana Bypass, the for Buffalo Flats residents.
2. Furthermore, this will provide access from Duncan Village to the Buffalo Flats Police Station and sports facilities.

**A13. Greenpoint /Lavender Link**

This link will:

1. Provide access to future developments on the Second Creek waste disposal site from Buffalo Flats and Parkside.
2. Provide an additional route for Buffalo Flats residents wishing to access Windyridge Road
3. Allow access to be gained to the existing route between Second Creek and Pontoon Road – in the vicinity of the SAS Port Rex complex

**A14. Alphen Road/Fath Road Link**

This link will provide access to:

1. Haven Hills, from Mdantsane Access Road and Sunnyside Road
2. Amalinda and Cambridge, from Alphenale and Haven Hills

**A15. N2/15 to R72 Link**

The opportunity exists to integrate part of the N2/15 route alignment into a proposed Ziphunzana/R72 link. This will achieve the following:

1. Form part of a future Provincial route, linking the R72 to the N2;
2. The need for 2 bridges across the Buffalo River will be eliminated
3. A more convenient route for regional traffic wishing to access the West Bank from the airport would be provided

It should be noted, however, that at the time of writing the report (1997, June) Stewart Scott did not have finality on the exact position of this proposed link.

**3.2. Economic Development**

**REFER TO PLAN 3: SPATIAL DEVELOPMENT FRAMEWORK – INFRASTRUCTURE**

Economic development within the Study Area is significantly linked to the accessibility of the area.

The following proposals provide a framework within which economic development is encouraged:

**I1. Creation of a Small Business Node**

The establishment of a small business centre will provide the much-needed infrastructure for business people beginning their own enterprises. This will benefit the community through the provision of additional retail and service outlets – thus allowing the consumer a greater variety of choice. In addition, the additional employment generated through this initiative will have a positive impact upon the economic well-being of the area.

**12. Taxi Rank and Hawking Facilities Formalised**

The formalisation of a taxi rank and hawking facilities will have the dual effect of controlling where taxi's stop and goods are sold from, as well as providing a higher quality environment for the hawkers. The current situation is such that the taxis stop in the middle of the road, and the hawkers sell from the side. However, due to the amount of traffic, there is a constant dust cloud surrounding the hawkers. It is, therefore, important that appropriate facilities are provided. Furthermore, it is critical that taxi facilities (particularly embayments) are provided, in order to limit the amount of congestion on this road.

**13. Creation of Community Gardens**

A significant amount of relatively flat, unused land exists beneath the power lines. The establishment of community gardens in these areas would potentially have a positive impact upon the economic profile of a large proportion of the population. This would need to be a community initiative, possibly with NGO assistance.

**3.3. Infrastructure Provision**

**REFER TO PLAN 3: SPATIAL DEVELOPMENT FRAMEWORK – INFRASTRUCTURE**

*Social Infrastructure***14. Additional Emergency Services**

The existing fire station has been identified as a suitable area in which to place additional emergency services – such as an on-duty ambulance and a permanent police station.

The provision of community facilities is also imperative.

**15. Pefferville – Crèche**

A crèche site has been identified in the Pefferville area, which would cater for those residing on the eastern side of Buffalo Flats.

**16. Old Age Home**

In addition, the community has highlighted the inaccessibility of the old age home, due to the high costs associated with the facility. It is felt that there is a need for financial assistance in this regard, either in the form of personal subsidies, or in the form of an institutional subsidy.

**17. Sports Field – Kadali Street**

A sports field has been identified (Kadali Street), upon which it is proposed to construct an indoor sports facility. This would potentially service both the sporting and school communities.

*Engineering Infrastructure***18. Basic Services to Informal Settlements**

The provision of basic services to the informal settlements is also highlighted as an important element of development within Buffalo Flats. It is imperative that all people have access to a basic level of service – both for the sake of the people involved and the environment as a whole.

**19. Maintenance of Infrastructure**

Furthermore, the maintenance of existing infrastructure – particularly in the formal areas – is imperative. The TLC should implement a programmed maintenance and

upgrade plan, which is made known to the communities. In this way, the community may aid the TLC through the identification of more urgent issues. Clear communication will also alleviate the frustrations caused by misunderstanding.

**I10. Second Creek**

The Second Creek tip site is an environmental hazard, and has been identified as a site for closure within a short space of time. Whilst the decisions have already been taken, it must be stressed that it is vital that the closure of this facility be expedited. The opportunities to develop this land into active open space, in the future, should be considered.

**I11. Cemetery**

Lastly, the cemetery is in dire need of maintenance. From a community welfare standpoint, it is important that this facility be well maintained.

**3.4. Land & Housing**

**REFER TO PLAN 4: SPATIAL DEVELOPMENT FRAMEWORK – LAND & HOUSING (INCL NATURAL ENVIRONMENT)**

The provision of housing is a key function of the East London TLC. The Buffalo Flats community estimate the housing need to be in the order to 6 000 dwellings. The official (BCM) figures suggest that the need is somewhat closer to 5 000 dwellings.

Some developable land has been identified on the plans. However, this is merely extracted on the basis of the gradient (less than 1:5). Other factors, such as the stability of the area, etc should be studied prior to any decisions being taken.

**Current (Identified) Housing Projects**

The following housing projects have already been identified. The Table 3.4.1 reflects the requirements in terms of bulk infrastructure.

**Table 3.4.1: Bulk Services to Current (Identified) Housing Projects**

Project*	Maximum No. Erven	Bulk Services Can Support Additional Requirements (Y/N)?			
		Water	Sewerage	Access Road	Electricity
Alphendale Phase 1	320	Additional Water Tower Required	Upgrade Central Treatment Works' capacity	Yes	Yes
Parkridge Ext 2	36	Yes	Yes	Yes	Yes
Second Creek	180	Rehabilitate tip site prior to development			
Bamford Street	46	Yes	Yes	Yes	Yes
Karoo Street	50	Yes	Yes	Yes	Yes
Umzoniana Valley	900	Upgrade existing reticulation system	Upgrade Outfall Sewer Capacity	3 river crossings required	Yes

Alphendale Phase 2	This is only a possibility if the N2/15 link is not routed through this area	
<b>Total Erven</b>	<b>1532</b>	

\* See Plan 4

**Table 3.4.2: Further Constraints (and Comments) Regarding Current (Identified) Housing Projects**

Parkridge Extension 2: the land issues surrounding this area will require resolving prior to any development in this area
Second Creek: this is only feasible once the tip site has been formally closed and covered over
Bamford Street: dual level buildings with shops at ground level and flats above.
Karoo Street: potential infill development
Umzoniana Valley: refer to the feasibility study conducted (Annexure B)
Alphendale Phase 2: this is only a possibility if the N2/15 link is not routed through this area.

**Table 3.4.3: Summary**

Land Parcel	No. Erven	Key Constraints
<b>Short Term Developable Land Parcels (i.e. few constraints)</b>		
Karoo Street	46	
Bamford Street	50	
<b>Medium Term Developable Land Parcels (i.e. some constraints)</b>		
Parkridge Ext 2	32	Resolve land issues
<b>Long Term Developable Land Parcels (i.e. significant (detering) constraints)</b>		
Alphendale Phase 1	320	Upgrade bulk water and sewerage capacity
Umzoniana Valley	900	Upgrade existing reticulation system; Upgrade Outfall Sewer Capacity and build 3 river crossings
Second Creek	180	Rehabilitate tip site
Alphendale Ext 2		This is only a possibility if the N2/15 link is not routed through this area

**Potential Housing Development Areas**

11 potentially developable land parcels have been identified. However, the reader should bear in mind that these areas have been defined only on the basis of the gradient (less than 1:5). Other factors, such as the ground stability of the area, etc should be studied prior to any decisions being taken.

**Table 3.4.4: Bulk Services to Potential Development Areas**

		<b>Bulk Services Can Support Additional Requirements (Y/N)?</b>			
<b>Project*</b>	<b>Maximum No. Erven<sup>1</sup></b>	<b>Water</b>	<b>Sewerage</b>	<b>Access Road</b>	<b>Electricity</b>
<b>Potentially Developable Land (see Plan 4)</b>					
1	156	Additional Water Tower Required	No	Yes	Yes
2	1044		No	Affected by N2/15 link	Yes
3	14		No	Yes	Servitude
4	21		No	Yes	Servitude
5	238		No	Yes	Yes
6	130	Yes	Below the sewer line	Yes	Yes
7	502	Yes		Yes	Yes
8	50	Yes		Yes	Yes
9	164	Yes		Yes	Upgrade
10	135	Yes	Yes	Yes	Upgrade
11	243	Yes	Yes	Yes	Upgrade
<b>Total Erven</b>	<b>2698</b>				

\* See Plan 4

The following can be noted:

**Table 3.4.5: Summary**

<b>Land Parcel</b>	<b>No. Erven</b>	<b>Key Constraints</b>
<b>Short Term Developable Land Parcels (i.e. some additional capacity requirements)</b>		
10	135	Upgrade Electricity Supply Infrastructure (9,10,11) Cost R3 678 500
11	243	
<b>Medium Term Developable Land Parcels (i.e. significant additional bulk capacity requirements)</b>		
6	130	Below the existing sewer line. Would have to develop pit latrines in order to avoid exorbitant costs
7	502	
8	50	
9	164	As for 6-8; also upgrade electricity supply (see 10 & 11)
<b>Long Term Developable Land Parcels (i.e. significant (detering) additional bulk capacity requirements)</b>		
1	156	Additional Water Tower required; Insufficient wastewater capacity
2	1044	Additional Water Tower required; Insufficient wastewater capacity; Area affected by the N2/15
3	14	Additional Water Tower required; Insufficient wastewater capacity; Electricity servitude across most of the area
4	21	Additional Water Tower required; Insufficient wastewater capacity; Electricity servitude across most of the area
5	238	Additional Water Tower required; Insufficient wastewater capacity

<sup>1</sup> 250m<sup>2</sup> per site for potentially developable sites

If all the additional land parcels can be fully utilised, an additional 2698 erven (250m<sup>2</sup>) could be accommodated. However, as seen above, it is unlikely that this will be the case. Further feasibility studies will determine the real potential of each site.

It is apparent, however, that not all the necessary housing will be accommodated within Buffalo Flats. It is suggested that once all the developable land in this area has been developed, areas in close proximity - such as the West Bank - be prioritised.

### **3.5. *Natural Environment***

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The Buffalo Flats area – particularly along the river – boasts some significant natural bush. This leads to two projects:

#### **L&H9. Environmental Protection**

The natural bush alongside the Buffalo River is an important element of Buffalo Flats, which needs to be protected from the destruction caused by those using it for firewood and building material.

#### **L&H10. Recreational Potential**

In addition, the potential to develop the Buffalo River frontage for recreational purposes should be considered in the light of both economic and environmental considerations and implications. A number of options and possibilities present themselves, including:

1. River front active open space – with facilities for water sports and other outdoor recreation
2. Hiking trails – including bird watching. However, this would need to be carefully thought through, ensuring that issues such as environmental pollution and safety are addressed.

## 4.0 *Development Strategies*

### 4.1. *Accessibility Strategies*

#### Goal

*The accessibility of Buffalo Flats is maximised in order to facilitate both the provision of services and the development of the economy*

#### Strategies

- Provision of formal taxi facilities (embayments and ranks) in and around the Study Area in order to facilitate traffic flow.
- Additional linkages into the area, possibly facilitated by the development of the proposed Buffalo River Crossing.
- Upgrading of existing linkages – particularly intersections – in order to facilitate easy traffic flow.
- Upgrading and formalisation of existing informal pedestrian walkways between Buffalo Flats and the CBD and Buffalo Flats and the West Bank.

#### Formal Areas

- Continued maintenance and upgrading of existing road infrastructure.
- Campaign aimed at keeping the stormwater drains clear of litter.

#### Informal Areas

- Upgrade infrastructure as appropriate, in order to provide accessibility.

#### Integration Issues

- Conduct a detailed traffic and transportation study<sup>2</sup>.
- Identify the real number of people currently residing in the Buffalo Flats area and the expected growth rate for the next 5 – 20 years. An in-depth population projection for the area– including the impact of HIV/AIDS – is currently being finalised.
- Using the abovementioned Traffic Study and Population Study, certain deductions regarding the future transportation needs will be possible.
- Obtain agreement from less formal communities as to the appropriate level of accessibility
- Launch an anti-litter campaign with the aim of easing the pressure on the stormwater drainage system, which is currently clogged by excessive litter.

### 4.2. *Economic Development Strategies*

#### Goal

*The facilitation of local economic development*

#### Strategies

- Focus on local comparative advantages in tourism and recreation activities
  - Develop an integrated approach to tourism. Incorporate all sectors of the Greater East London area in an attempt to create a holistic tourist experience. Allow space for cultural tourism in Buffalo Flats.
  - Develop the Buffalo River frontage area into a local tourist/recreation area. The following may be included:
    - Bird watching;
    - Hiking

<sup>2</sup> Currently being undertaken by R. Parker

- Water sports
  - Passive recreation – e.g. braai facilities, etc
- Create linkages with other parts of the City, in order to develop synergy between a variety of recreation and/or tourism related activities.
- Engage in partnerships with local role-players in the industry (East London Tourism, etc.), including NGOs
- Invite the assistance of the Department of Economic Affairs, Environment & Tourism
- Liase with marketing agencies such as the Eastern Cape Tourism Board and the *Centre for Investment and Marketing in the Eastern Cape* [CIMEC]
- Encourage a spirit of entrepreneurship and creativity.
  - Establish market areas – such as business hives – in which people have access to affordable premises and education regarding business management.
  - Encourage the participation of local role-players (including NGOs) in the field of skills development
  - Establish community gardens on flat, fertile sections of land beneath the powerlines.
- Practise a policy of “local labour on local projects”.

#### **Integration Issues**

- Improve accessibility to Buffalo Flats
- Encourage a sense of ownership of and responsibility for development within the community
- Address issues of crime, which may negatively impact upon the economic potential of the area

### ***4.3. Infrastructure Provision Strategies***

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#### **Goal**

***Facilitating an improvement in the quality of life of all residents in Buffalo Flats***

#### **Strategies**

- Adopt an approach to development which is based upon the philosophy of “*Some for All, instead of All for Some*”, in order to facilitate the provision of basic needs to all residents in Buffalo Flats
- Obtain agreement with client communities on the appropriate (i.e. affordable) level of service to be provided in the short-medium term.
- Ensure appropriate and safe sanitation; refuse disposal and other such service provision – especially in informal areas.
- Address problems associated with the lack of capacity of the Central Sewage Treatment Works (see Annexure A)
- Establish a partnership relationship with client communities to ensure improved levels of payment for services rendered.
- Encourage the provision of sufficient classrooms in existing schools.
- Provide access to emergency services – such as ambulances and police stations.
  - Educate the community with regards to the use of emergency services.
- Facilitate the development of sufficient elderly-care facilities.

**Integration Issues**

- Develop a partnership approach to development with other role-players (including all 3 tiers of Government, service providers, NGOs and the private sector).
- Implement a detailed communication plan, in order to ensure that clear communication lines are in place, between the Municipality and the local communities.

**4.4. Housing Provision Strategies**

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**Goal**

*The provision of adequate and appropriate housing for the population of Buffalo Flats*

**Strategies**

- Develop residential areas where:
  - The social fabric of the existing community is taken into account;
  - Provision of services and infrastructure will be most cost-effective;
  - Suitable land is available; and
  - Access to economic and social opportunities is ensured.

Note: see Chapter 3 and Plan 4 for further detail on where there may be suitable land

**Integration Issues**

- Conduct an in-depth population projection for the area, based on current trends – including the impact of HIV/AIDS, in order to ensure that strategies currently being developed and implemented will adequately address the housing needs in the future.
- Conduct detailed feasibility studies of identified land. Determine:
  - Capacity of the land – number of sites
  - Geological suitability
  - Impact of additional development on existing services – including roads, water, sewerage
  - Impact of additional development on existing social infrastructure – including schools, clinics, community halls

**4.5. Environmental Development Strategies**

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**Goal**

*Sustainable use of available resources in order to provide a healthy and opportunity-generating environment*

**Strategies**

- Develop an integrated public open space system through linking active open space with undefined open spaces within the cadastral boundaries.
- Develop the Buffalo River frontage into a carefully planned and (environmentally) controlled water-related recreation area.
- Relocate the existing Second Creek tip site in order to provide an active recreational facility. Investigate the opportunities linked to this option.
- Minimise the negative impact resulting from the clearing of existing vegetation, most notably on steep slopes.
- Promote an anti-litter campaign.

**Integration Issues**

- Increase the accessibility of Buffalo Flats.
- Prioritise the resettlement of informal settlement residents.
- Address leachate from Second Creek tip site.

**5.0 Local Development Objectives**

OBJECTIVE	YEAR 1	YEAR 2-3	YEAR 4	YEAR 5
<b>Accessibility (incl. Transportation)</b>				
Investigate the feasibility of opening the existing road to the harbour -> facilitate access to the West Bank.				
Identify key pedestrian routes.				
Formalise and improve key pedestrian access routes.				
<b>Economic Development</b>				
Develop community gardens on suitable land under power lines				
Improve hawking facilities, especially in areas of high traffic flow.				
Create small business centre in Egoli (Area P) and Pefferville				
<b>Infrastructure</b>				
<b>Social Infrastructure</b>				
Maintain existing recreational infrastructure and open space system.				
Determine the feasibility of the fire station becoming a nodal point for health and emergency services.				
Expand social services around the fire station.				
Provide education and awareness regarding the use of emergency services.				
Apply to Department of Safety and Security for the provision of a satellite police station.				
Investigate alternative options regarding postal services (e.g. agencies).				
Identify site for Preparatory School.				
Funding for Preparatory School is pending – application has been made – investigate status.				
Develop pre-school on identified site in Pefferville.				
Investigate sharing educational facilities – after hours – for community purposes.				
Investigate provision of additional community halls and similar facilities.				
Improve access to the Old Age Home facility through the provision of subsidies and financial support.				
Develop indoor sports facility on identified site in Pefferville – Kadali Street				

<b>OBJECTIVE</b>	<b>YEAR 1</b>	<b>YEAR 2-3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Build on the population study recently conducted, in order to provide sufficient information for realistic population projections to be created (incl. HIV/AIDS issues)				
<b>Engineering Infrastructure</b>				
Close Second Creek Tip site.				
<u>Cemetery:</u> - Provide appropriate fencing - Maintain the facility - Provide parking facilities				
<u>Taxi Facility:</u> - Provide taxi facilities in identified areas (see Annexure C and Plan 2)				
<b>Land &amp; Housing</b>				
Ensure that informal settlement residents have access to basic services.				
Maintain existing infrastructure.				
Conduct feasibility studies on potentially developable land see Annexure A & B)				
Based on developable land, conduct bulk services development plan.				
Implement upgrading & formalisation of informal settlements (including all aspects from land tenure [ ] access to services).				
Develop formalisation and upgrade plans for informal settlements.				
Include the unaccommodated housing needs in Housing Projects within the Greater East London area.				
Establish transparent procedures in the allocation of subsidised houses, to minimise irregularities.				
Educate the community regarding housing subsidy provision criteria and procedures.				
Facilitate the development of medium- to high-income housing.				
<b>Environmental Issues</b>				
Realise the recreational potential of the Buffalo River system.				
<b>Administrative Issues</b>				
Streamline administrative processes.				
Improve communication between the TLC and communities.				

**6.0 Financial Plan**

The following table outlines suggested budgets for the associated proposals:

<b>OBJECTIVE</b>	<b>FUNDER</b>	<b>BUDGET (Rands)</b>
<b>Housing &amp; Related Infrastructure</b>		
Provision of basic services to informal settlements.	CMIP & Housing Board Guideline Costs	
Identify developable land and conduct feasibility studies	Project Specific	
Develop formalisation and upgrade plans for informal settlements.		R500 per site
<b>Other Infrastructure<sup>3</sup></b>		
Sunnyside/Mduntsha Road Link		3 502 000
Maqubela/Gatwick Road Link		624 000
Greenpoint/Lavender Road Link		3 604 000
Alphen/Fath Road Link		2 720 000
N2/R72 Link (excl. Buffalo River Crossing)		23 080 000
Taxi terminus (Douglas Smit/Greenpoint)		96 000
Taxi terminus (Ndende St)		154 000
Windyridge/Parkridge Intersection		62 400
Windyridge/Douglas Smit Intersection		156 800
Windyridge/Beaconsfield Intersection		1 390 000
Formalise and improve key pedestrian access routes.		80 per m <sup>2</sup>
Link existing road to harbour with the proposed Greenpoint/Lavender Rd link		4 250 000
Build additional water tower		2 200 000
Upgrade/ re-route flow to Central Treatment Works (wastewater)	Wastewater Department formulating strategy	
<b>Social Services And Infrastructure</b>		
<b>Cemetery:</b>		
- Provide appropriate fencing		100 000
- Maintain the facility		
- Provide parking facilities		
Determine the feasibility of the fire station becoming a nodal point for health and emergency services.		In-house
<b>Socio-Economic Issues</b>		
Develop community gardens on suitable land under power lines	Community project: draw in NGOs	
Close Second Creek Tip site.		
Build on the population study recently conducted, in order to provide sufficient information for realistic population projections to be created (incl. HIV/AIDS issues)		In-house
Identify site for Preparatory School.	Community structures	
Improve hawking facilities, especially in areas of high traffic flow.		200 000
Investigate provision of additional community halls and similar facilities.	In-house with community involvement	

<sup>3</sup> Please note that the budgets associated with road infrastructure are based on a 1997 report (excl. link Lavender-harbour)

OBJECTIVE	FUNDER	BUDGET (Rands)
Develop pre-school on identified site in Pefferville.		150 000
Develop indoor sports facility on identified site in Pefferville – Kadali Street		2 000 000
Create small business centre in Egoli (Area P) and Pefferville		1 000 000

### **7.0 The Role of the Buffalo City Municipality**

The role of a local authority is generally accepted as including the following objectives:

To provide democratic and accountable government for local communities.

To ensure the provision of services to communities in a sustainable manner.

To promote social and economic development.

To promote a safe and healthy environment.

To encourage the involvement of communities and community organisations in matters of local government.

The role of the Buffalo City Municipality, in the development of Buffalo Flats is, therefore, to promote and enable the development processes to take place. Thus, there are processes for which the Municipality is directly responsible, such as road maintenance, upgrading and development; low-income housing development; certain service provision, etc. However, a large portion of the development required is dependant upon other role-players and tiers of government. As a result, the Municipality's primary function should be to draw the various development processes together into a single integrated system, which they manage. Such a system would ensure appropriate development at the appropriate time, instead of less controlled systems which may easily generate duplication and a less efficient use of scarce resources.

In order for the Municipality to ensure the effectiveness of the role it plays, communication with the client communities is imperative. Furthermore, the need for appropriate levels of community participation is noted. Whilst communication structures do exist, the communication of the Municipality's goals, targets and strategies is not always clear. It is important that communities are aware of the development strategies and targets in order to ensure that their involvement is effective and appropriate.

Lastly, the role of the Planning Committee should be continued within the existing structures. That is, the focus on the identified zones of development and areas of opportunity – as outlined in this document – should remain. Development initiatives and decisions should be guided by the contents and spirit of this LDO initiative.

## **8.0 Monitoring & Review Process**

Key Performance Indicators (KPIs) are developed in order to facilitate the monitoring of the effectiveness of the implementation of the IDP. The following are suggested for the East London TLC, with specific reference to Buffalo Flats:

### **8.1. Housing & Related Infrastructure**

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#### **Level of Service**

- All residents of Buffalo Flats have access to a minimum of RDP standards of Service and Infrastructure.

#### **Housing**

- Implement the Umzoniana Residential Development Project
- Initiate feasibility studies to determine areas suitable for residential development within Buffalo Flats

### **8.2. Other Infrastructure**

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#### **Roads and Accessibility**

- Open the Buffalo River access road – at least in order to facilitate the development of a recreation area on the banks of the Buffalo River.
- Determine the feasibility of using the Buffalo River access road for access to the West Bank
- Upgrade / formalise key pedestrian routes
- Establish a taxi turnabout at the intersection of Windyridge Road and Buffalo Flats

### **8.3. Social Services And Infrastructure**

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- Prepare funding proposals and business plans with regards to:
  - Old Age Home
  - Indoor Sports Facility
  - Community Halls
  - Crèche

### **8.4. Socio-Economic Issues**

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- Prepare Business Plans for:
  - Hawker facilities
  - Small business centre

### **8.5. Environmental Issues**

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- Provide formal access to the Buffalo River
- Upgrade key informal pedestrian routes
- Develop a conservation strategy for undevelopable land alongside the Buffalo River

**8.6. Administrative Issues**

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- Clearly communicate the Municipality's objectives and strategies to communities
- Continue to practice a transparency policy