



Housing Sector Plan Strategy

**Review of Housing Sector
Plan & Review of Informal
Settlements Register**

Draft Housing Sector Plan

August 2026

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Abbreviations

Abbreviation	Full Description
ABP	Accreditation Business Plan
AGSA	Auditor-General of South Africa
BNG	Breaking New Ground
CBA	Critical Biodiversity Area
CBD	Central Business District
COGTA	Department of Cooperative Governance and Traditional Affairs
CRU	Community Residential Unit
CSIR	Council for Scientific and Industrial Research
CWP	Community Work Programme
DALRRD	Department of Agriculture, Land Reform and Rural Development
DC	Development Charges
DDM	District Development Model
DHS	Department of Human Settlements
DMRE	Department of Mineral Resources and Energy
DPWI	Department of Public Works and Infrastructure
EIA	Environmental Impact Assessment
EPWP	Expanded Public Works Programme
ESA	Ecological Support Area
FBO	Faith-Based Organisation
FHFS	First Home Finance Subsidy
FLISP	Finance Linked Individual Subsidy Programme
GDP	Gross Domestic Product
GIS	Geographic Information System
GMM	Govan Mbeki Municipality
GSDM	Gert Sibande District Municipality
HDA	Housing Development Agency
HSDG	Human Settlements Development Grant
HSP	Housing Sector Plan
HSS	Housing Subsidy System
HSSP	Human Settlements Sector Plan
IDP	Integrated Development Plan
IGR	Intergovernmental Relations
IHP	Inclusionary Housing Policy
IRDP	Integrated Residential Development Programme
IRF Act	Intergovernmental Relations Framework Act, 2005
ITP	Integrated Transport Plan
IUDF	Integrated Urban Development Framework
KPI	Key Performance Indicator
LED	Local Economic Development
LM	Local Municipality
MDHS	Mpumalanga Department of Human Settlements
MEC	Member of the Executive Council
MFMA	Municipal Finance Management Act, 2003
MIG	Municipal Infrastructure Grant
MISR	Municipal Informal Settlements Register
MPT	Municipal Planning Tribunal

MPHS	Mpumalanga Provincial Human Settlements
MPHSMP	Mpumalanga Provincial Human Settlements Master Plan
MSA	Municipal Systems Act, 2000
MSDF	Municipal Spatial Development Framework
MTEF	Medium-Term Expenditure Framework
MTREF	Medium-Term Revenue and Expenditure Framework
MTSF	Medium-Term Strategic Framework
NDP	National Development Plan, 2030
NEMA	National Environmental Management Act, 1998
NHA	Housing Act, 1997
NHBRC	National Home Builders Registration Council
NHC	National Housing Code, 2009
NHFC	National Housing Finance Corporation
NHNR	National Housing Needs Register
NPO	Non-Profit Organisation
NSAA	National Spatial Action Area
NSDF	National Spatial Development Framework
NUSP	National Upgrading Support Programme
PGDS	Provincial Growth and Development Strategy
PHSHDA	Priority Human Settlements and Housing Development Area
PIE Act	Prevention of Illegal Eviction from and Unlawful Occupation of Land Act, 1998
PMS	Performance Management System
PPP	Public-Private Partnership
PSC	Project Steering Committee
PSDF	Provincial Spatial Development Framework
RAF	Revised Accreditation Framework, 2023
RDP	Reconstruction and Development Programme
RHA	Rental Housing Act, 1999
SA	South Africa
SDBIP	Service Delivery and Budget Implementation Plan
SDF	Spatial Development Framework
SDG	Sustainable Development Goal
SHA	Social Housing Act, 2008
SHI	Social Housing Institution
SHRA	Social Housing Regulatory Authority
SLP	Social and Labour Plan
SOE	State-Owned Entity
SPLUMA	Spatial Planning and Land Use Management Act, 2013
SQM	Square Metre
TBC	To Be Confirmed
TRA	Temporary Relocation Area
UISP	Upgrading of Informal Settlements Programme
UN	United Nations
WSIG	Water Services Infrastructure Grant
WWTW	Wastewater Treatment Works



1. INTRODUCTION

This project entails the review and updating of the Govan Mbeki Local Municipality's (GMM) Housing Sector Plan (HSP) and the Municipal Informal Settlements Register (MISR) to ensure alignment with current legislation, policy and developmental frameworks.

In accordance with the Housing Act, (Act 108 of 1997), the Municipal Systems Act, 2000 (32 of 2000) and the National Housing Code, 2009, municipalities are required to periodically review and update their Human Settlements Planning Instruments as part of the Integrated Development Plan (IDP) process.

The existing GMM Housing Sector Plan was developed in 2014, and as a result, there is a need for review to coordinate the establishment of integrated and sustainable human settlements for the communities within the jurisdiction of the municipal area.

The review seeks to respond to evolving demographic, socio-economic, spatial and infrastructure conditions within the municipal area, while addressing housing backlogs and informal settlement challenges.

The updated Housing Sector Plan will provide a strategic five-year (5-yr) framework to guide sustainable human settlements development, support the municipality's accreditation status and inform prioritized housing programmes, projects and investment decisions.

Concurrently, the updated informal settlements register will ensure accurate, current data to support effective planning, upgrading interventions and improved service delivery outcomes for residents of Govan Mbeki Local Municipality.

This report serves as a draft Human Sector Plan report, which seeks to provide detailed assessment (in-depth) of the status of the municipality, draft HSP vision coupled with the strategies and implementation plan.

1.1 Background

The Govan Mbeki Local Municipality continues to experience significant pressures related to population growth, urbanization, migration and socio-economic change, all of which directly impact housing demand and the formation of informal settlements within its area of jurisdiction.

As a Level 1 accredited municipality, Govan Mbeki is required to plan, coordinate, and facilitate sustainable human settlements development in line with national and provincial legislative and policy frameworks.

The existing Housing Sector Plan and Informal Settlements Register have become outdated and no longer fully reflect current housing needs, spatial dynamics, and settlement patterns. In

particular, the municipality faces challenges associated with housing backlogs, informal settlement expansion, land availability, bulk infrastructure capacity, and the need to align housing interventions with the Integrated Development Plan (IDP), Spatial Development Framework (SDF), and the Medium-Term Expenditure Framework (MTEF).

Against this backdrop, the review of the Housing Sector Plan and the updating of the Informal Settlements Register are necessary to provide an accurate, responsive, and strategic basis for informed decision-making, prioritized investment, and improved service delivery outcomes.

The proposed initiative presents the municipality with efforts to remain in balance with improving government policy frameworks, changing environmental conditions of the municipal area, and ensuring a sustainable human settlement development process.

1.2 Aim of the Project

The primary aim of the Human Sector Plan is to give recognition to, and inclusion of, human settlements within an Integrated Development Planning Approach/Framework (IDP) so as to enable the plan to remain credible: relevant and appropriate, to identify changing circumstances (macro and microlevel) and assess these changes in relation to the plan to therefore update and/or amend the plan accordingly if necessary to ensure implementation of the function will progress towards achieving planned Key Performance Indicator Outcomes and Target Results.

In South Africa, there are various legislative considerations guiding human settlements. These include the Housing Act (No. 107 of 1997), The Social Housing Act (No. 16 of 2008), The Rental Housing Act (No. 50 of 1999) and others.

The Housing Sector Plan should give effect to the following key principles in respect of housing development:

- Meaningful consultation with individuals and communities affected by housing development should be prioritized
- Housing development should provide wider choice regarding type of house, materials, tenure, etc.
- Housing development should take measures not to harm the environment
- Housing should be prioritized for the poorest of the poor
- Promote higher density in respect of housing development to ensure the economic utilization of land and services
- Promote racial, social, economic and physical integration in urban and rural areas
- Housing development should be administered in a transparent, accountable and equitable manner and uphold the practice of good governance
- Promote the establishment of socially and economically viable communities and safe and healthy conditions to ensure the elimination of informal settlements
- Facilitate the active involvement of all relevant stakeholders in housing development, and
- Provide community and recreational facilities in residential areas.

1.3 Objective of The Project

The project aims to develop a comprehensive, five-year (5-yr) housing sector planning framework that will guide sustainable housing development, support the municipality's accreditation requirements, and inform prioritized housing programmes and projects aligned with the Integrated Development Plan (IDP), Spatial Development Framework (SDF), and Medium-Term Expenditure Framework (MTEF).

Specifically, the project seeks to:

- Identify and quantify current and future housing demand and backlogs across the municipal area.
- Update and verify the status, location, and conditions of informal settlements.
- Align housing planning with national and provincial human settlements policies and programmes.
- Identify strategically located land and development opportunities for sustainable human settlements.
- Provide a prioritized pipeline of housing and human settlements projects; and
- Strengthen informed decision-making, resource allocation, and coordinated implementation of housing interventions within Govan Mbeki Local Municipality.

1.4 Project Approach and Methodology

1.4.1 Project Approach

The project will adopt an integrated, participatory, and evidence-based approach to ensure that the revised Housing Sector Plan and updated Informal Settlements Register are credible, compliant, and implementation-focused.

The approach is grounded in national and provincial legislative frameworks, including the Housing Act 1997, National Housing Code, SPLUMA, 2013 and relevant accreditation guidelines, while remaining responsive to the local context of the municipality (GMM).

Emphasis will be placed on close collaboration with municipal officials, sector departments, provincial stakeholders, and communities to ensure shared understanding, alignment, and ownership of outcomes.

The approach further prioritizes the use of accurate data, GIS-based spatial analysis, and robust stakeholder engagement to support informed decision-making, realistic prioritization, and sustainable human settlements planning.

1.4.2 Project Methodology

The GMM Housing Sector Plan (HSP) is developed through a phased, consultation-cantered approach integrated into municipal IDPs, focusing on assessing current housing demand,

identifying land, and aligning with national and provincial strategies to create sustainable human settlements.

Core steps involve setting objectives, stakeholder engagement, situational analysis, strategic formulation, and defining implementation programmes.

The development of the proposed HSP, which follows a structured, multi-step process and includes the following:

- **Situational Analysis & Data Collection:** Analyse current demographics, housing demand, existing infrastructure, and identify available land for development.
- **Alignment & Policy Context:** Align the plan with national housing codes, provincial development plans, and the local Integrated Development Plan (IDP) to ensure compliance and funding access.
- **Consultation-Centered Planning:** Integrate stakeholders from the initial commencement, including provincial and local stakeholders, to establish ownership and create social, economic, and physical integration.
- **Strategy Formulation & Targeting:** Set specific housing delivery targets, identify appropriate housing programmes (e.g., in-situ upgrades, new developments), and formulate alternative proposals.
- **Implementation & Financial Planning:** Create a detailed implementation plan that includes budget forecasting, procurement strategies, and potential public-private partnerships for affordable rental housing.
- **Final Reports and Approval:** facilitate approvals with the municipal protocols and submit final products as anticipated.

The figure below summarizes the activities to be undertaken.

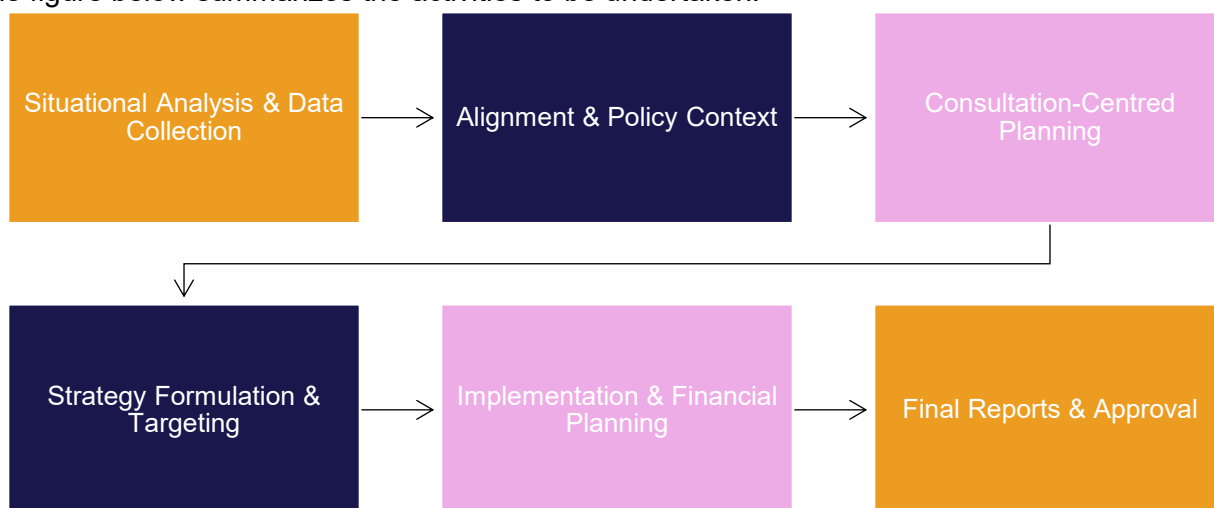


Figure 1: Project methodology

RDP HOUSING



BUILDING BETTER COMMUNITIES
TOGETHER

A BETTER LIFE

A BETTER LIFE
FOR ALL



2. LEGISLATIVE AND POLICY FRAMEWORK

The settlement pattern of Govan Mbeki Local Municipality has been shaped by industrialization, mining, petrochemical activity, labour migration, and the continued growth of urban centres such as Secunda, eMbalenhle, Evander, Bethal/Emzinoni and Leandra. As with many South African municipalities, the municipality still reflects the effects of fragmented and unequal spatial development, including informal settlement growth, housing backlogs, pressure on engineering services, and the need for better integration between housing, economic opportunity and transport.

The legislative and policy framework for this Housing Sector Plan therefore needs to guide not only housing delivery, but also spatial restructuring, infrastructure coordination, tenure security, social integration, climate change and resilience, environmental sustainability and sustainable economic growth.

The policy environment across all spheres of government places strong emphasis on integrated, well-located and inclusive human settlements rather than stand-alone housing provision.

2.1 International Context

2.1.1 United Nations Sustainable Development Goals, 2030

The United Nations (UN), 2030 Agenda for Sustainable Development was adopted by all United Nation member states in 2015. Its foundation lies in seventeen (17) Sustainable Development Goals (SDGs), which provides guidelines for countries to achieve sustainable futures in relation to other interconnected socio-spatial challenges.

South Africa is committed to the 2030 Agenda for Sustainable Development, integrating the 17 Sustainable Development Goals (SDGs) into national policies to end poverty, reduce inequality, achieve sustainable cities and communities, tackle climate change, etc.

South Africa is localizing the UN SDGs by integrating these goals into municipal Integrated Development Plans (IDPs).



Figure 2: Sustainable Development Goals

Goal 11. ‘Sustainable Cities and Communities’ is the SDG that is most applicable to the development of a Housing Sector Plan. This SDG speaks to ensuring “access for all to adequate, safe, and affordable housing and basic services and upgrade slums” (Target 11.1) and enhancing “inclusive and sustainable urbanization and capacity for participatory, integrated, and sustainable human settlement planning and management in all countries” by the year 2030 (Target 11.3).

2.2 National Legislative Framework

2.2.1 Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)

The Constitution is the supreme legal framework guiding all housing and human settlements development in South Africa. Section 26 provides that everyone has the right to have access to adequate housing and requires the State to take reasonable measures, within available resources, to progressively realize this right.

Other relevant constitutional provisions include Section 25 on property rights, Section 27 on access to basic services such as water, and Section 28 on children’s right to shelter. These rights collectively establish a rights-based foundation for equitable, lawful, and socially responsive housing delivery within municipalities.

The Constitution commits to the government providing an environment that ensures equal and progressive opportunity to adequate housing. GMM is required to take reasonable measures which include availing its resources to achieve progressive realization of adequate housing to all its populace.

Housing Policy is formulated and funded mainly by the national government but is implemented primarily by provincial and local government.

Within the GMM context, the Constitution requires the Housing Sector Plan to prioritize access to adequate housing in a manner that is lawful, equitable and integrated with basic services. The municipality must ensure that informal settlement upgrading, beneficiary administration, land acquisition and housing project implementation are undertaken in ways that protect tenure rights and prevent unlawful eviction.

The above is already ongoing within the municipality. The Housing Sector Plan must especially take into consideration the vulnerable groups, including children, female-headed households, older persons and households living in inadequate or unsafe conditions that live within the municipality. In essence, the municipal housing programme must be structured as a vehicle for realizing constitutional rights, not merely for allocating housing units.

2.2.2 The Housing Act, 1997 (Act 107 of 1997)

The Housing Act of 1997 provides the principal legislative framework for housing delivery and defines the responsibilities of national, provincial and local government. It requires municipalities to plan and facilitate housing development, identify and designate land, and ensure that housing delivery is linked to access to services and amenities.

The Act promotes sustainable housing development that is economically, socially and environmentally viable, while also prioritizing vulnerable households and integrated settlements. It is therefore the key statute that translates the constitutional housing mandate into an implementable local government function.

The Act mandates the municipality must take an active planning and facilitation role, rather than a passive or project-by-project approach to housing delivery. The Housing Sector Plan must identify suitable and strategically located land, align housing delivery with infrastructure planning, and ensure that housing projects contribute to broader municipal development objectives.

Given ongoing urban pressure within towns such as Secunda, Bethal/Emzinoni, Leandra and surrounding settlements, the municipality must use the Act to guide structured, serviced and sustainable human settlements growth. The Plan must also demonstrate clear alignment with the IDP and sector planning processes.

Section 9 of the Act summarizes the functions of the municipality regarding housing development to take all reasonable and necessary steps within the framework of national and provincial housing legislation and policy to ensure that:

- The inhabitants of its areas of jurisdiction have access to adequate housing on a progressive basis.
 - Conditions not conducive to the health and safety of the inhabitants of its area of jurisdiction are prevented or removed.
 - Services in respect of water, sanitation, electricity, roads, storm water drainage and transport are provided in a manner which is economically efficient.
- Set housing delivery goals in respect of its area of jurisdiction.
- Identify and designate land for housing development.
- Create and maintain a public environment conducive to housing development which is financially and socially viable.
- Promote the resolution of conflicts arising in the housing development process.
- Initiate plans, co-ordinate, facilitate, promote and enable appropriate housing development in its area of jurisdiction.
- Provide bulk engineering services, and revenue generating services in so far as such services are not provided by specialist utility suppliers; and
- Plan and manage land use and development.

2.2.3 Spatial Planning and Land Use Management Act, 2013 (Act 16 of 2013)

SPLUMA, 2013 establishes the national framework for Spatial Planning and Land Use Management and introduces the principles of spatial justice, spatial sustainability, efficiency, resilience and good administration.

It requires municipalities to ensure that development applications, land use decisions and settlement planning are consistent with these principles.

The Act also requires municipalities to adopt land use management instruments and institutional structures such as municipal planning by-laws and Municipal Planning Tribunals (MPT). In the context of human settlements planning, SPLUMA is critical because housing delivery must be spatially just, legally compliant and efficiently located within the municipal structure.



Figure 3: SPLUMA key principles

For Govan Mbeki, SPLUMA means that all human settlements proposals and project applications must comply with the municipality's spatial planning system and approval processes.

The municipality already has a municipal by-law and a Municipal Planning Tribunal in place, which places it in a position to consider and approve development applications associated with housing projects.

The Housing Sector Plan must therefore ensure that proposed projects are aligned with the SDF, land use management requirements and the broader goal of spatial restructuring. This is especially important in addressing urban sprawl, informal settlement expansion and the need to locate housing closer to jobs, transport routes and social amenities.

2.2.4 Municipal Systems Act, 2000 (Act 32 of 2000)

The Municipal Systems Act (MSA) of 2000 requires municipalities to prepare Integrated Development Plans as the principal strategic planning instrument guiding municipal development. It also promotes participatory governance and requires municipalities to align sector plans with municipal priorities, budgets and implementation programmes. For human settlements, this means housing cannot be planned in isolation from infrastructure, social services, Local Economic Development (LED) and spatial planning. The Act therefore provides the institutional foundation for integrating the Human Settlements Plan with broader municipal planning.

Within the context of the GMM, the Housing Sector Plan must be fully integrated into the municipality's IDP so that housing delivery becomes part of the municipality's budgeted and monitored development agenda. This requires alignment between housing priorities, service delivery programmes, capital investment, infrastructure planning and land use management. The housing projects must support broader municipal outcomes such as improved service delivery, job creation, spatial restructuring and access to basic services. The Plan must therefore function as both a housing strategy and an implementation support instrument for the municipality.

2.2.5 Rental Housing Act, 1999 (Act 50 of 1999)

The Rental Housing Act (RHA) of 1999 regulates the Rental Housing Market and seeks to improve relationships between landlords and tenants while promoting access to rental accommodation. It provides for lease requirements, dispute resolution mechanisms and the establishment of Rental Housing Tribunals.

In terms of housing policy terms, it supports the recognition of rental accommodation as a legitimate and necessary part of the housing market, especially for lower-income households and mobile workers. This is particularly relevant in municipalities with industrial employment bases and growing demand for temporary, transitional and affordable accommodation.

Within the GMM, the Rental Housing Act supports the need to diversify housing options beyond ownership-based models.

Given the municipality's industrial and employment base, including workers who may require affordable rental accommodation close to economic nodes, the Housing Sector Plan should recognize rental housing, backyard rental and other tenure options as part of the housing continuum.

The Plan should also consider how rental housing can relieve pressure on informal settlements and reduce overcrowding in established residential areas. In this regard, rental housing becomes an important instrument for flexibility, accessibility and inclusion.

2.2.6 Prevention of Illegal Eviction from and Unlawful Occupation of Land Act, 1998 (PIE Act)

The PIE Act of 1998 provides a fair and equitable legal process for evictions and protects people against being removed from land or dwellings without due legal process. It is particularly relevant in the context of growing informal settlement expansion, land invasion and occupation of vacant or privately owned land. The Act places emphasis on fairness, judicial oversight and the rights of vulnerable occupiers. In the housing context, it highlights the need for municipalities to address informal settlement challenges through planning and upgrading rather than reactive enforcement alone.

Within the GMM context, the municipality must manage informal settlement pressures through lawful, planned and humane interventions. The Housing Sector Plan must include strategies for informal settlement upgrading, land identification, interim basic services and prevention of unsafe occupation, rather than relying only on control measures. Where unlawful occupation occurs, the municipality must ensure that legal requirements are followed and that the needs of affected households are considered.

This is particularly important in high-pressure growth areas such as eMbalenhle and other settlements experiencing urban influx.

2.2.7 Housing Consumer Protection Measures Act, 1998 (Act 95 of 1998)

This Act protects housing consumers by requiring residential builders to register with the NHBRC and enrol in qualifying new homes under the defect warranty scheme. It provides protection against poor workmanship and structural defects and establishes minimum standards for housing construction, including subsidized housing.

The Act therefore strengthens quality control, accountability and consumer protection in the housing delivery process. In the context of subsidized housing programmes, it is a key safeguard against defective construction and long-term maintenance burdens.

The Housing Sector Plan must make provision for strict compliance with NHBRC requirements in all qualifying housing projects.

For Govan Mbeki, this means quality assurance must be embedded in project planning, contractor appointment and project monitoring. The municipality must ensure that new housing stock is durable, safe and compliant with national standards, particularly where public subsidy funding is involved. This will improve long-term value, reduce future rectification costs and increase beneficiary confidence in municipal housing delivery.

2.2.8 Social Housing Act, 2008 (Act 16 of 2008)

The Social Housing Act (SHA) of 2008 provides a legislative framework for affordable rental housing aimed at low- to moderate-income households in well-located urban areas. It promotes densification, mixed-income communities, urban restructuring and institutionally managed rental stock.

The Act also establishes the Social Housing Regulatory Authority and encourages partnerships that can support delivery of social housing in restructuring zones. For municipalities with strong urban nodes and significant worker accommodation demand, social housing can be an important tool for addressing affordability and spatial efficiency.

The Social Housing Act creates an opportunity to expand affordable rental housing in urban nodes such as Secunda, Evander and Bethal, where workers and lower-income households require access to well-located accommodation.

The Housing Sector Plan should identify areas where social housing and other rental products can support densification and reduce pressure on informal and peripheral settlements. The municipality should also consider the institutional, land and partnership requirements needed to

make such projects viable. In this context, social housing is not just a housing option, but a restructuring tool that can improve access to work opportunities and urban services.

2.2.9 Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005)

The Intergovernmental Relations Framework Act (IRF) of 2005 promotes cooperative governance and structured coordination between national, provincial and local governments. Within housing development and processes, policy, finance, project approval, infrastructure support and implementation responsibilities are distributed across different spheres of government.

The Act supports communication, role clarification, dispute resolution and integrated planning processes. It is therefore central to the successful implementation of housing programmes at municipal level.

Govan Mbeki Municipality must work in close coordination with the Mpumalanga Department of Human Settlements (MDHS) and other sector departments to deliver housing effectively. The Housing Sector Plan should clearly identify areas of intergovernmental dependence, especially in relation to bulk infrastructure, subsidy funding, approvals and project implementation.

The municipality also needs to use intergovernmental structures to align local housing priorities with provincial and national programmes. Stronger coordination will reduce duplication, improve project sequencing and enhance overall delivery capacity.

2.2.10 National Housing Code, 2009 (Revised 2019)

The National Housing Code consolidates housing policy principles, programme guidelines, qualification criteria, norms and standards into a comprehensive implementation framework. It does not replace the core housing legislation, but it translates policy into practical instruments and programmes for delivery.

For municipalities, the Code is critical as it sets out the different housing programmes that can be used to address informal settlements, rental housing, integrated development, gap market needs, emergency accommodation and rural housing delivery. It therefore provides a practical programme assortment through which the Housing Sector Plan can be implemented.

Within the context of GMM, the proposed Housing Sector Plan must be programme-based rather than generic, meaning it should link local needs to the most appropriate national housing programmes.

The municipality faces a combination of informal settlement growth, urban expansion, industrial labour accommodation demand and mixed-income housing needs, which means a single programme approach will not be sufficient. The Plan should therefore identify where upgrading, integrated development, rental accommodation, emergency relief and gap-market support are each most appropriate. In this way, the Code becomes the operational backbone of the municipal housing strategy.

Programs most relevant to Govan Mbeki include the Integrated Residential Development Programme (IRDP) for phased and integrated settlement development in areas such as Greater Secunda, Bethal/Emzinoni and Leandra; the Upgrading of Informal Settlements Programme

(UISP) for in situ upgrading in settlements such as eMbalenhle, Kinross, Leandra and Bethal; the Emergency Housing Programme for households affected by fires, evictions or acute shelter crises; the Social Housing Programme and Community Residential Units (CRU) for affordable rental accommodation in urban centres; First Home Finance Subsidy (which was previously known as FLISP) for gap-market households, including employed residents who cannot access fully bonded housing; the Institutional Housing Subsidy Programme for potential co-operative or employer-assisted models; and the Rural Housing Programme for outlying rural and agricultural settlements where applicable.

These programmes are especially relevant because the municipality's housing demand is not uniform and spans subsidized, rental, incremental and market-linked needs.

2.2.11 National Development Plan (NDP), 2030

The NDP provides the long-term national vision for spatial transformation and sustainable human settlements. It promotes densification, compaction, better-located housing, diversification of housing products and improved access to opportunities and services. It also highlights the need to unlock well-located land, upgrade informal settlements and improve the functioning of the lower end of the housing market. In the housing sector, the NDP reframes delivery away from isolated units and toward integrated settlements that improve quality of life.

Within the context of Govan Mbeki, the NDP implies that future housing development should be directed toward well-located areas and should support compact urban form rather than continued sprawl. The municipality should use the Housing Sector Plan to promote in-fill development, better access to jobs and services, and a more diverse range of housing typologies and tenure options. This is particularly important in Greater Secunda and other growth nodes where residential development must respond to employment concentration and service efficiency.

The NDP therefore supports a shift from quantity-driven delivery to strategically located and functionally integrated settlements.

2.2.12 Breaking New Ground (BNG), 2004

Breaking New Ground is the national policy that shifted South African housing delivery from a narrow focus on shelter provision to the broader goal of sustainable human settlements. It promotes mixed-use and mixed-income development, informal settlement upgrading, social and rental housing, improved urban restructuring and stronger links between housing and job creation. BNG also places greater emphasis on location, settlement quality and integrated infrastructure provision. It remains one of the most important policy frameworks shaping municipal housing planning.

Within the context of GMM, it implies that the proposed Housing Sector Plan must move beyond single-use, low-density subsidized housing layouts and instead promote more integrated neighbourhoods.

Informal settlement upgrading, densification, rental accommodation and mixed-income development must all be treated as part of the municipal response to housing need. This is

especially relevant in a municipality where housing demand is closely linked to economic activity, mobility and infrastructure capacity. BNG therefore supports a more strategic and transformative housing model for the municipality.

2.2.13 Medium-Term Strategic Framework (MTSF)

MTSF is the medium-term implementation framework for the NDP and includes spatial integration, human settlements and local government as a key priority area. It promotes accelerated access to adequate housing, improved living environments, security of tenure, better access to affordable housing finance, and multi-programme integration in priority development areas.

It also reinforces the need for neighbourhood infrastructure and diversified programmes for both ownership and rental. In this sense, it translates long-term policy goals into practical government priorities and outcomes.

Within the context of Govan Mbeki, the MTSF implies that the municipality must sequence projects in a way that combines housing delivery with infrastructure provision, tenure formalization and neighbourhood improvement.

The Housing Sector Plan should therefore include measurable priorities that improve living conditions, support serviced settlements and widen access to housing opportunities across income categories. The framework also supports the use of multiple programmes in targeted growth areas rather than relying on one housing intervention type. This is particularly relevant for settlements under pressure from urban growth and service backlogs.

2.2.14 Integrated Urban Development Framework (IUDF), 2016

The IUDF provides a national policy framework for managing urban growth through the vision of compact, connected and coordinated towns and cities. It promotes improved access to opportunities, stronger governance, inclusive growth and spatial transformation. Policy Lever 3, Integrated Sustainable Human Settlements, is especially relevant because it envisions settlements that are spatially integrated, multifunctional and well connected to services and employment. The IUDF therefore provides strong support for using housing as a spatial restructuring instrument rather than treating it as a stand-alone welfare response.

Within the context of the municipality, the IUDF means housing development should be closely linked to transport, land use, infrastructure and economic development planning. The Housing Sector Plan should support compact settlement form, improved connectivity and better access to jobs and social amenities, especially within and around urban nodes.

The municipality should use housing projects to build safer, more functional and more cohesive communities rather than continuing fragmented growth patterns. This is particularly important in managing the relationship between industrial areas, residential demand and existing township settlements.

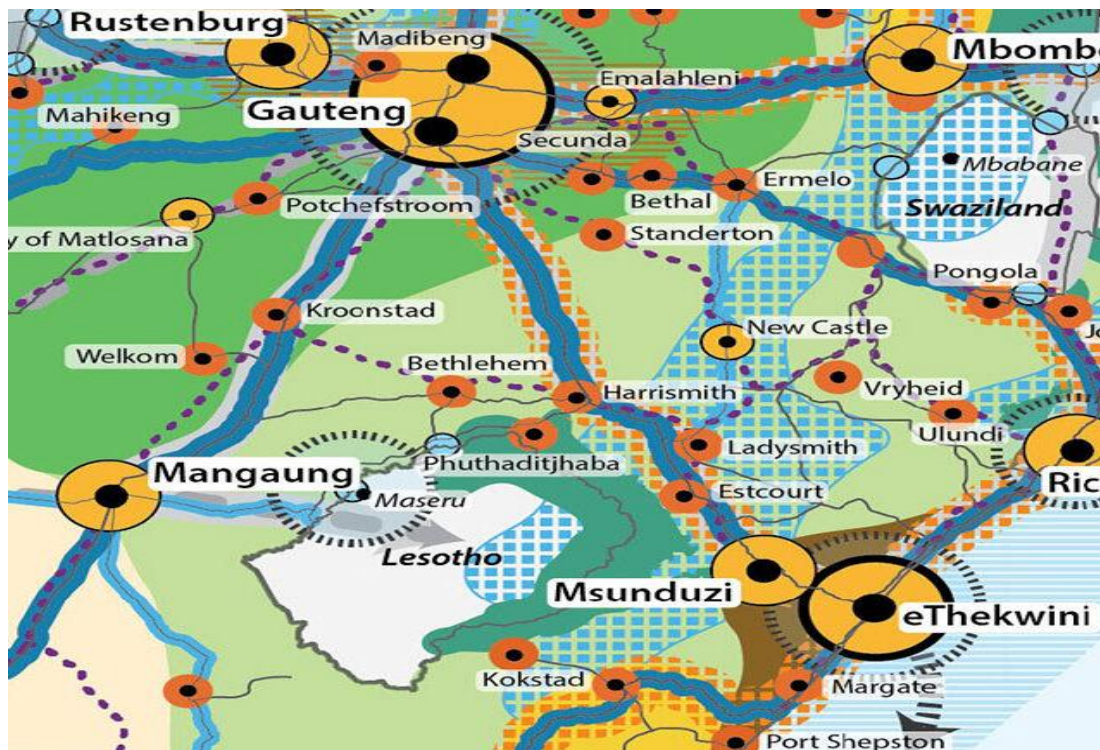
2.2.15 National Spatial Development Framework (NSDF), 2022

The NSDF seeks to redress and resolve the multiple and persisting social and economic problems created by the way in which the country's national space was unequally 'carved up', fragmented and developed at the national, and subnational (provincial, regional, municipal and settlement) scales.

The framework ensures decisive, collaborative, integrated, and targeted State and Nonstate infrastructure investment, and social, economic, and spatial development spending in national and sub-national space, to drive our country towards the shared, inclusive and sustainable future. The framework also guides public investment toward areas with economic potential while also addressing spatial inequality. It promotes aligning housing and infrastructure with economic activity so that residents can access jobs, services and opportunities more easily. It also supports integrated development planning, densification and targeted interventions in less advantaged areas. For municipalities, the NSDF encourages efficient settlement planning that reduces long travel distances and improves developmental impact.

The NSDF identifies the most urgent short-term, strategic spatial development catalysts in the form of National Spatial Action Areas (NSAAs). Within Govan Mbeki, the NSAAs include the following:

- Infrastructure & Energy: Focus on maintaining electricity stability and improving road infrastructure to attract investment.
- Development Corridors: Integration into the Maputo Development Corridor and other regional economic nodes.
- Service Delivery: Addressing urgent water and sanitation crises and upgrading informal settlements.



Map 1: NSDF Strategic catalyst areas

2.2.16 Municipal Fiscal Powers and Functions Amendment Act, 2024 (Act 4 of 2024)

The Municipal Fiscal Powers and Functions Amendment Act, 2024 (Act 4 of 2024) strengthens the legislative framework governing how municipalities raise revenue through development-related charges, including Development Charges (DCs) and bulk infrastructure contributions. The Act provides municipalities with clearer authority to impose charges on developments to fund the provision, upgrading, and expansion of bulk infrastructure such as water, sanitation, electricity, roads, and stormwater systems.

The Act emphasises that development charges must be:

- Transparent and standardised,
- Cost-reflective and equitable, and
- Directly linked to infrastructure demand generated by development.

It also reinforces the principle that new developments should contribute proportionally to the infrastructure required to support them, thereby reducing the financial burden on municipalities and ensuring sustainable service delivery. This is particularly relevant in fast-growing municipalities where infrastructure capacity is under pressure due to urbanisation and economic activity.

Within GMM context, the application of development charges is critical given the rapid growth associated with the Secunda industrial complex and surrounding settlements, which continue to place strain on bulk infrastructure systems. The Housing Sector Plan must recognise that infrastructure capacity is a key constraint to housing delivery, and that development charges are a necessary mechanism to ensure that growth is financially and operationally sustainable.

The Municipality must ensure that:

- Development charges are applied in a consistent and transparent manner across new developments, including private and mixed-use housing projects.
- Revenue generated from development charges is ring-fenced and directed toward bulk infrastructure upgrades in high-growth areas such as Secunda, eMbalenhle, Bethal and Leandra.
- Housing projects, particularly large-scale integrated developments (e.g. IRDP), are aligned with available bulk capacity or planned infrastructure upgrades.

At the same time, the Plan must acknowledge the limitations of applying development charges to subsidised housing programmes, where affordability constraints require state support or cross-subsidisation mechanisms. In this regard, the Municipality should explore:

- Blended funding models, combining grants, subsidies, and development charges.
- Public-private partnerships, particularly in areas of high development pressure.
- Strategic phasing of developments, linked to infrastructure rollout.

Importantly, the Housing Sector Plan must use development charges as a strategic planning tool, not just a financial instrument. This means guiding development toward well-served areas, supporting densification in existing nodes, and discouraging peripheral, infrastructure-intensive sprawl.

2.2.17 Priority Human Settlements and Housing Development Areas (PHSHDAs)

PHSHDAs are intended to advance spatial transformation and consolidation by ensuring that housing delivery is used to restructure and revitalize towns and cities. They are underpinned by the principles of the NDP, NSDF and IUDF, including spatial justice, spatial efficiency, access to connectivity and social infrastructure, and access to quality housing options.

A key feature of PHSHDAs is that they seek to synchronize housing programmes and public investment in areas identified as strategically important for human settlements development. In this way, they provide a territorial focus for coordinated and higher-impact housing interventions.

The implementation of PHSHDAs in Mpumalanga is led by the Provincial Department of Human Settlements, in collaboration with municipalities and national entities. Key interventions within these areas include in situ informal settlement upgrading, installation of bulk and internal services, construction of subsidised housing (RDP/BNG), delivery of social and rental housing (including Community Residential Units), and strategic land acquisition for integrated developments. There is also an increasing emphasis on mixed-income and mixed-use developments, aimed at creating more inclusive and economically functional settlements.

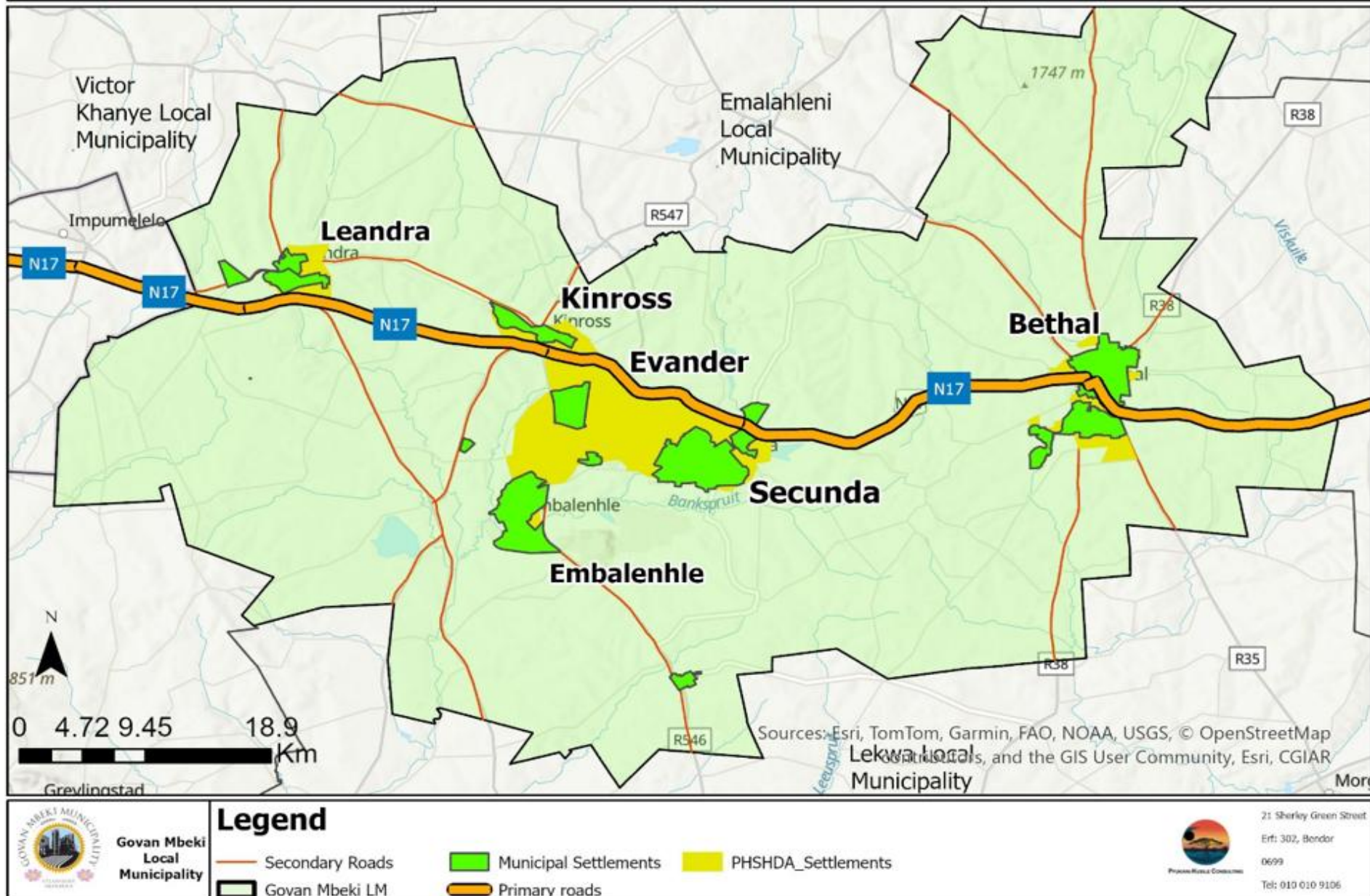
However, the implementation of PHSHDAs is not without challenges. Municipalities such as Govan Mbeki and eMalahleni face constraints related to ageing bulk infrastructure, limited fiscal capacity, and the high cost of servicing land, particularly in areas experiencing rapid urbanisation. These constraints require careful planning, prioritisation, and alignment between infrastructure investment and housing delivery. The below are areas demarcated for PHSHDA.

Emzinoni Ext 2	• Located near Bethal and Emzinoni township. • Identified for major greenfield housing expansion and formalisation. • Requires investment in bulk services, storm water control, and social facilities.
Lebohang Ext 16	• Positioned strategically along the R545, near existing industrial and mining employment zones. • Offers opportunities for incremental development and mixed-income housing. • Must consider environmental constraints, including wetland proximity.
Leslie Ext 1	• A former mining zone now prioritised for redevelopment and housing projects. • Land availability is high, but concerns remain regarding soil contamination and infrastructure readiness. • Good potential for integrated human settlements if serviced appropriately

Kinross, Evander, Trichardt SPs	• These areas have proximity to the N17 transport corridor and existing industrial and commercial facilities. • Suitable for densification, GAP housing, and informal settlement upgrading. • Public transport links and road infrastructure make them attractive for expansion.
Sasol Secunda	• Although heavily industrialised, surrounding residential areas face rental shortages and overcrowding. • Potential for infill development, hostels redevelopment, and formalisation of backyard rentals.

Table 1: Priority Human Settlements and Housing Development Areas in Govan Mbeki

MUNICIPAL SETTLEMENTS AND PRIORITY HOUSING SETTLEMENTS



Map 2: Municipal settlements and well located land

2.2.18 Disaster Management Act, 2002 (Act No. 57 of 2002)

The Disaster Management Act, 2002 provides the legislative framework for integrated and coordinated disaster management across all spheres of government. The Act focuses on preventing or reducing disaster risk, mitigating the severity of disasters, ensuring emergency preparedness, enabling rapid and effective disaster response, and supporting post-disaster recovery and rehabilitation. It also provides for the establishment of disaster management centres at national, provincial and municipal levels.

In the context of the Govan Mbeki Housing Sector Plan, the Act is relevant because human settlements planning must consider disaster risk before housing projects are implemented. This includes avoiding or carefully managing development in areas exposed to flooding, unstable land, mining-related risks, industrial hazards, servitudes, poor stormwater conditions and environmentally sensitive areas. Informal settlements and unlawful occupations are often more vulnerable to disaster risk due to limited access to formal services, inadequate drainage, unsafe building materials, overcrowding and poor access for emergency vehicles.

The HSP should therefore support a risk-informed approach to housing delivery by ensuring that land identification, informal settlement upgrading, relocation planning and infrastructure investment are aligned with disaster risk reduction principles. This requires coordination between Human Settlements, Disaster Management, Infrastructure Services, Town Planning, Environmental Management, Land Use Management, Legal Services and community structures.

For Govan Mbeki, where housing pressures intersect with informal settlement growth, mining activity, industrial land uses, infrastructure constraints and stormwater challenges, the Disaster Management Act reinforces the need for proactive settlement planning. Future housing projects should be located on safe and suitable land, supported by basic services, designed with emergency access and stormwater management, and integrated into municipal disaster risk monitoring and response systems.

2.2.19 Revised Accreditation Framework, 2023

The Revised Accreditation Framework (RAF), 2023 explicitly prioritizes municipalities for accreditation support based on indicators such as high housing demand, prevalence of informal settlements, mining-related urbanization and rapid population growth. Govan Mbeki aligns strongly with all these prioritization criteria.

As a mining and industry-led Intermediate municipality, Govan Mbeki continues to attract in-migration from both surrounding rural areas and labour-sending regions, resulting in sustained pressure on formal housing delivery systems. The Framework highlights that Intermediate City Municipalities with these characteristics are particularly prone to:

- Expansion of informal settlements
- Overcrowding within existing townships
- Increasing demand for rental, transitional and incremental housing options
- Heightened service delivery and land invasion risks

In this regard, the accreditation framework implicitly positions municipalities such as Govan Mbeki as high-pressure human settlements environments where traditional delivery approaches are insufficient to keep pace with demand, and where informal settlement upgrading must form a central component of the municipal human settlement's response.

A key emphasis of the Revised Accreditation Framework is that accreditation, housing delivery and settlement sustainability are contingent on the availability of adequate bulk infrastructure capacity and alignment between housing plans, infrastructure investment and municipal budgets. The Framework underscores that many Level 1 accredited Intermediate City Municipalities remain constrained not by planning capability alone, but by infrastructure limitations that directly affect development feasibility.

In the case of Govan Mbeki, the Framework's classification and prioritisation criteria highlight that housing delivery challenges are closely linked to bulk infrastructure pressures, particularly in high-growth areas. The Framework therefore reinforces the need for an infrastructure-led human settlement planning approach; whereby housing delivery is sequenced and prioritised in accordance with realistic bulk service capacity and planned infrastructure upgrades.

The state of human settlements within the municipality, as reflected through the accreditation framework, indicates the need for:

- An explicit focus on managing rapid urbanisation and housing demand
- Clear articulation of informal settlement upgrading strategies
- Alignment of housing delivery with bulk infrastructure capacity and funding realities
- Phased and prioritised project pipelines that are realistic and implementable within current accreditation parameters

Other national housing related policies and frameworks include:

- White Paper: A New Housing Policy and Strategy for South Africa (1994)
- People's Housing Process (1998)
- Social Housing Policy for South Africa (2005)
- Social Housing Act (No. 16 of 2008) (dealing with the identification of transition zones where higher density group housing is to be established)
- Housing Development Agency Act (No. 23 of 2008) (providing for identification of strategic land for human settlement development)
- Framework for an Inclusionary Housing Policy (IHP) in South Africa (2007)
- National Norms and Standards for the Construction of Stand-Alone Residential Dwelling
- Financed through National Housing Programs (2007)

2.3 Provincial Policy Framework

2.3.1 Mpumalanga Spatial Development Framework (PSDF)

The Mpumalanga PSDF provides a provincial spatial framework aimed at spatial justice, sustainability, efficiency, resilience and good administration. It integrates development policies, strategies and sector investment priorities, and guides where growth, land use and infrastructure should be prioritised. In relation to Govan Mbeki, the PSDF identifies Secunda as a primary development node and earmarks it for industrial, mixed-use, commercial and urban agriculture development. It also highlights integrated human settlements projects in the municipality, including the Secunda West/Langverwacht Integrated Human Settlement and the Emzinoni Extensions 11 and 13.

The PSDF means that local housing planning must support the provincial role of Secunda as a primary development node and must align with the wider spatial structure of the province. The Housing Sector Plan should therefore prioritize projects that reinforce strategic nodes, support mixed-use and integrated settlement development, and align with infrastructure investment. The municipality must also ensure that housing development contributes to spatial restructuring while balancing development needs with environmental considerations. In practical terms, the PSDF supports concentration of investment in areas where housing, jobs, services and mobility can be integrated most effectively.

2.3.2 Mpumalanga Provincial Growth and Development Strategy (PGDS)

The PGDS provides a spatially referenced framework for public and private sector investment in Mpumalanga and identifies key areas of opportunity, intervention and development alignment. Its six broad priorities include economic development, infrastructure development, human resource development, social infrastructure, environmental development and good governance.

These priorities are closely related to human settlements because housing delivery depends on coordinated investment in infrastructure, services, governance and economic opportunity. The PGDS therefore provides an important provincial policy context for integrated and sustainable settlements development.

Within the GMM context, PGDS implies that housing planning must be aligned with provincial growth, infrastructure and service priorities rather than treated as an isolated social sector function. The Housing Sector Plan should support infrastructure-led development, improved living conditions, better access to services and stronger links between housing and local economic development. Because the municipality is an economically significant area within the province, the Plan should also ensure that housing supports labour market participation, social services access and broader quality-of-life outcomes. The PGDS therefore reinforces the need for integrated and investment-sensitive housing planning.

2.3.3 Provincial Human Settlements Delivery Support and Programmes

At provincial level, housing delivery is also supported through programme implementation, subsidy allocation, technical support and bulk infrastructure coordination by the Mpumalanga Department of Human Settlements.

The provided text notes that the province, through the District Development Model and its annual human settlements implementation efforts, continues to support housing delivery despite constraints such as inflation, material costs and limited budgets. Provincial support includes assistance with bulk infrastructure and aligned human settlements development.

This confirms that provincial programmes are not limited to policy direction alone but also influence delivery readiness and implementation capacity at municipal level.

GMM must structure its Housing Sector Plan in a manner that is implementable within provincial programme and funding arrangements. Project prioritization should therefore consider provincial support for bulk infrastructure, subsidy allocation, project readiness and realistic delivery sequence.

The municipality should also use the Plan to motivate support in areas where infrastructure constraints are limiting housing delivery. Provincial alignment is especially important where human settlements growth is outpacing local infrastructure and fiscal capacity.

2.4 District Policy Framework

3.4.1. Gert Sibande District Integrated Development Plan (IDP)

The Gert Sibande District Municipality (GSDM) IDP provides an overarching development framework guiding all local municipalities within the district, including Govan Mbeki. It emphasizes integrated, sustainable human settlements, improved service delivery, and alignment between spatial planning, infrastructure, and economic development.

A key focus is the development of functional and integrated urban settlements, supported by infrastructure, land governance, and economic opportunities. The IDP also highlights ongoing challenges such as housing backlogs, informal settlements, land availability, and infrastructure constraints.

The Housing Sector Plan must align with district priorities by promoting integrated settlement development linked to infrastructure and economic activity. The municipality must address housing backlogs and informal settlements proactively, particularly in high-growth areas such as Secunda and eMbalenhle.

The Plan must also support coordinated infrastructure investment (water, sanitation, roads) to ensure sustainable settlement expansion. Importantly, housing delivery must contribute to the district's goal of creating functionally integrated and economically viable settlements.

3.4.2. Gert Sibande District Spatial Development Framework (SDF)

The District SDF provides a spatial vision for development across the district, identifying key nodes, corridors, and areas of economic potential. It highlights the importance of urban nodes such as Secunda, which is the dominant economic hub within the district. The SDF promotes spatial integration, corridor development, including the N17 and N2, and alignment of land use with economic activity. It also identifies key spatial challenges such as fragmented land use patterns, outdated planning schemes, and lack of coordinated spatial planning across municipalities.

The district SDF urges the proposed Housing Sector Plan to prioritize housing development within strategic nodes and corridors, particularly around Secunda, eMbalenhle, Bethal and Evander. It must avoid reinforcing urban sprawl and fragmented settlement patterns by promoting infill development and densification.

The Plan must also align housing with transport routes and economic corridors, improving access to employment opportunities. Additionally, it must support the transition from reactive land use management to proactive spatial planning, ensuring long-term spatial efficiency.

2.4.3 District Development Model (DDM)

The District Development Model promotes a “One Plan, One Budget” approach to integrated planning across all spheres of government within the district. It emphasizes coordinated infrastructure development, improved service delivery, and alignment of sector plans, including human settlements. The DDM specifically highlights the importance of bulk infrastructure provision for water, sanitation, electricity, to support sustainable human settlements. It also encourages the collaboration between municipalities and sector departments to improve implementation efficiency.

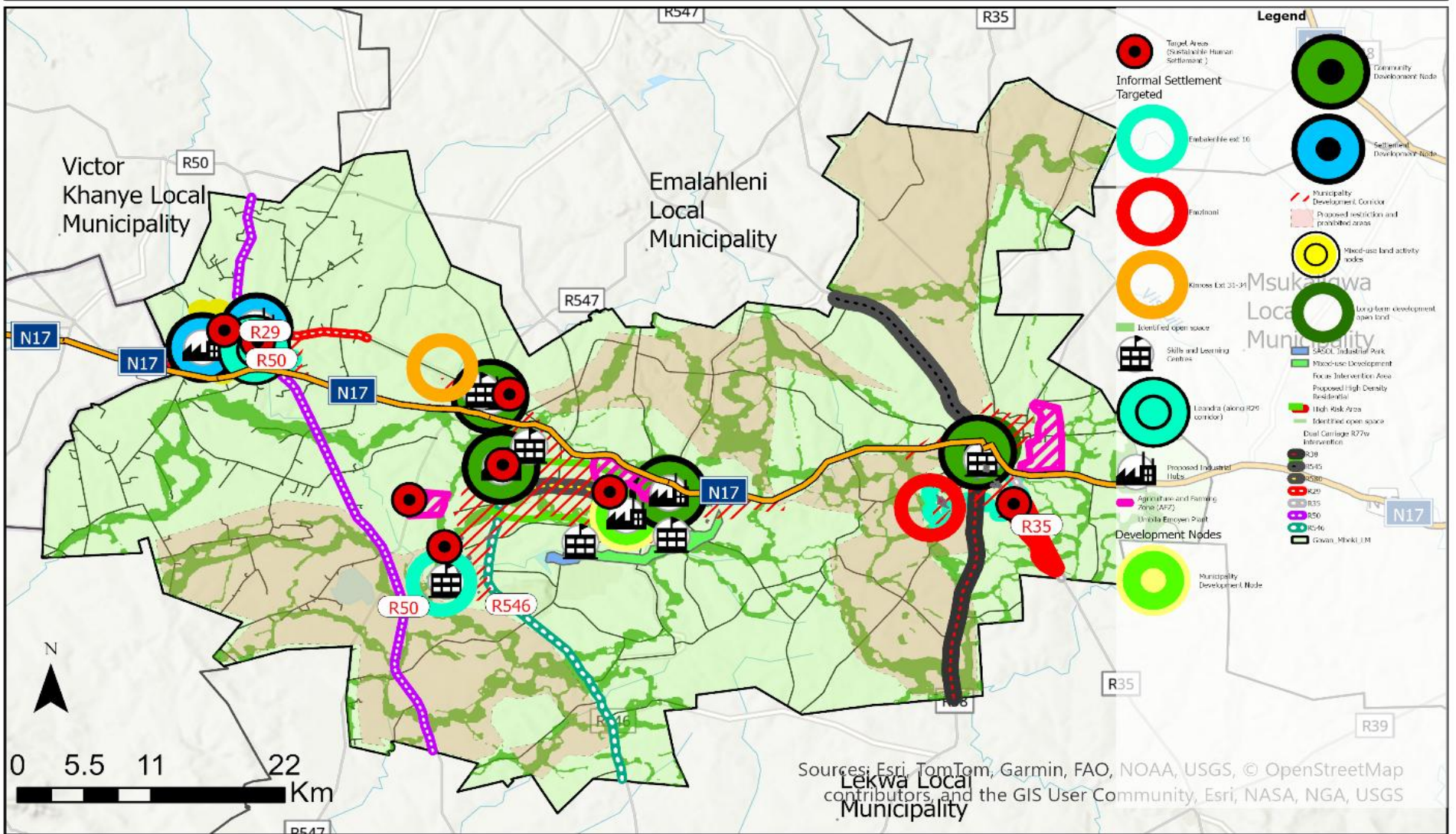
This proposed Housing Sector Plan must be aligned with district-wide infrastructure planning and investment priorities. Housing projects must be sequenced based on availability of bulk services, especially in rapidly growing areas. The municipality must strengthen coordination with district and provincial stakeholders to ensure funding alignment and implementation support. This approach will help prevent situations where housing is delivered without adequate infrastructure, which is a key risk in Govan Mbeki.

2.5 Local Policy Framework

2.5.3 Govan Mbeki Spatial Development Framework (SDF), 2025

The Govan Mbeki SDF guides land use, housing development and urban growth patterns to ensure sustainable and efficient spatial development. It is informed by population growth, household size and projected housing demand, and it promotes key principles such as integration, sustainability, densification, connectivity and equity.

CONSOLIDATED SPATIAL DEVELOPMENTAL FRAMEWORK



Govan Mbeki Local Municipality

Legend

Primary roads

Secondary Roads

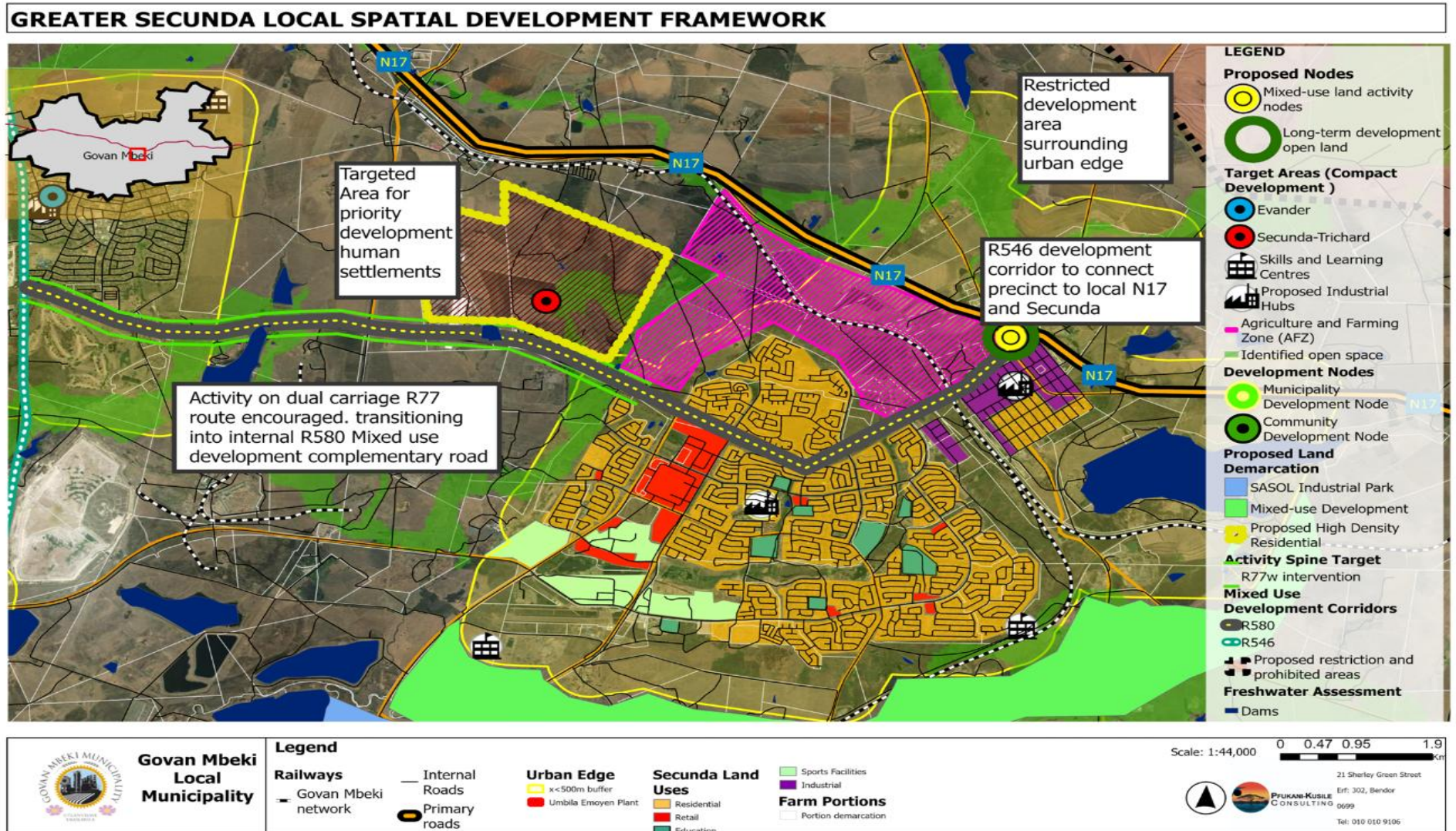
Surrounding Local Municipalities

21 Sherley Green Street
Erf: 302, Bendor
0699
Tel: 010 010 9106

Map 3: Composite development framework

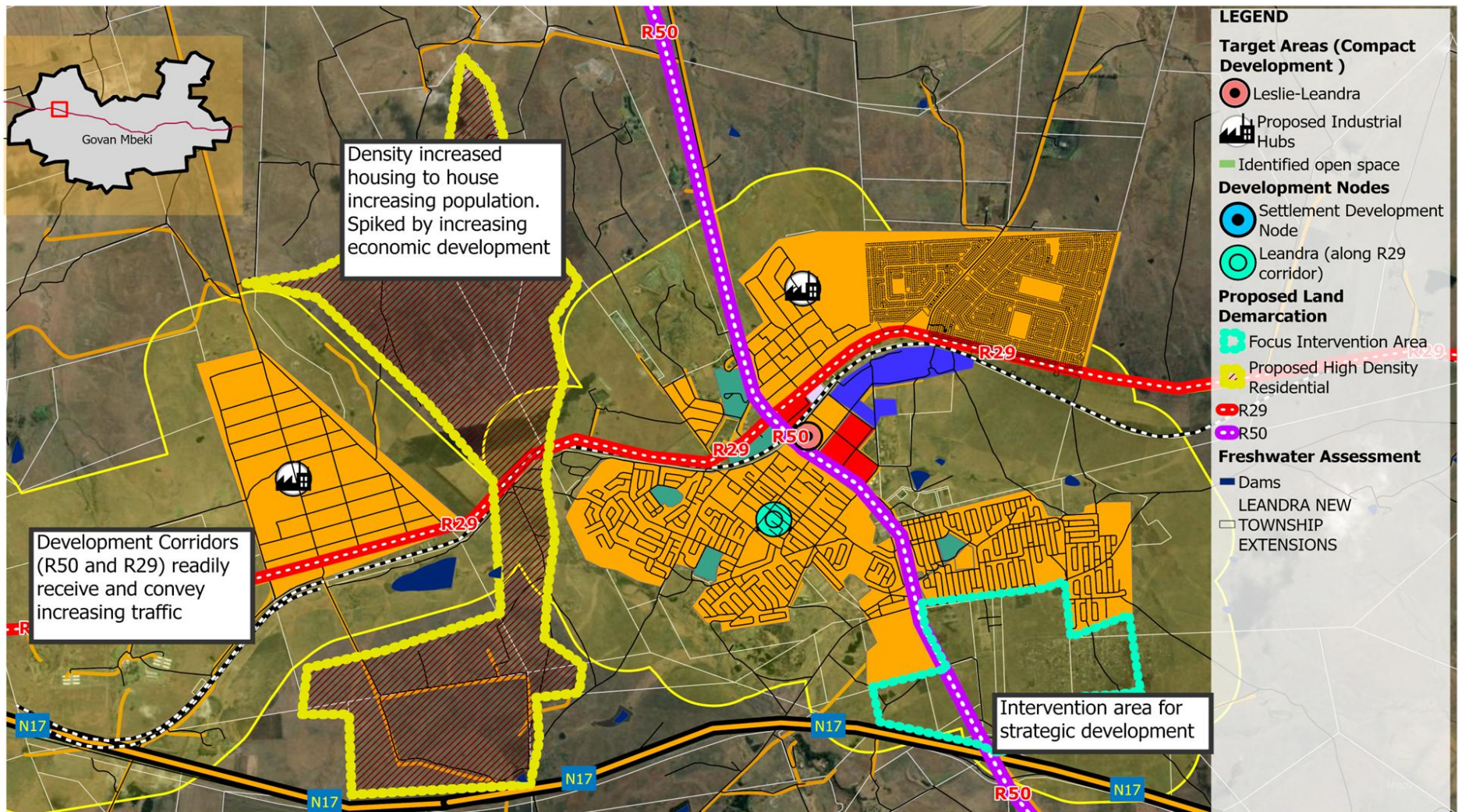


The SDF identifies significant housing backlog and future demand, with the largest shortages in Greater Secunda, Bethal/Emzinoni, Leandra and Charl Cilliers. It also proposes a residential mix of subsidised, bonded and free-market housing and identifies extensive land requirements for future residential expansion.



Map 4: Secunda local spatial development framework

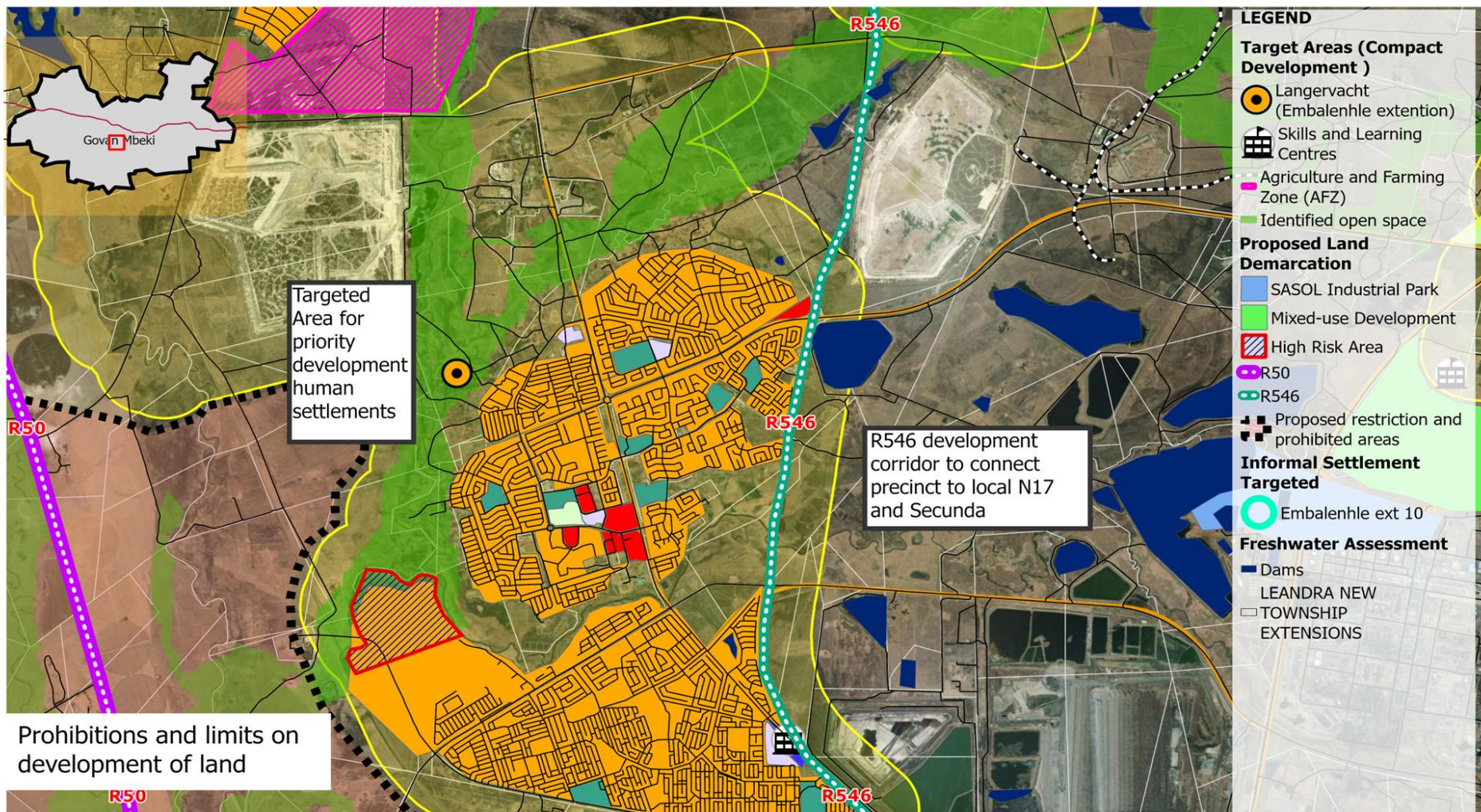
LEANDRA LOCAL SPATIAL DEVELOPMENT FRAMEWORK



Map 5: Leandra local spatial development framework



EMBALENHLE (NORTH AND SOUTH) LOCAL SPATIAL DEVELOPMENT FRAMEWORK



Map 6: eMbalenhle local spatial development framework

The Housing Sector Plan must directly respond to the spatial priorities and growth assumptions of the SDF. Housing proposals must support densification, integration with social and economic amenities, improved connectivity to transport and jobs, and the efficient use of existing infrastructure.

The Plan must also target the municipality's major pressure areas, especially Greater Secunda, Bethal/Emzinoni and Leandra, while ensuring that future land release and development are spatially sustainable. In short, the SDF provides the core local spatial framework within which all housing interventions should be located and phased.

2.5.2 Govan Mbeki Integrated Development Plan (IDP)

The municipality's IDP provides the overarching local planning, budgeting and implementation framework within which housing must be positioned. The user-provided text indicates that the IDP already reflects adherence to national housing policies and programmes and that housing planning is integrated into the municipality's wider development strategy. This is important because the IDP links housing to service delivery, infrastructure, local economic development and municipal performance. As such, it is the key municipal instrument for translating housing policy into funded and prioritised action.

Within the context of GMM, the Housing Sector Plan must function as a sector plan that informs and is informed by the IDP. It should support the municipality's service delivery agenda, spatial restructuring goals and socio-economic development priorities, while also identifying projects that are realistic within municipal and provincial resource constraints. The Plan must therefore assist the municipality in prioritizing land, projects, infrastructure and beneficiary needs in a coordinated manner. This will improve implementation credibility and make the housing strategy more actionable.

2.5.3 Local Economic Development (LED) Strategy

The provided text notes that the municipality's LED Strategy links housing development with job creation and community upliftment initiatives. This is significant because Govan Mbeki's settlement dynamics are closely linked to industrial and employment patterns, especially around Secunda and associated economic nodes. The LED Strategy therefore provides an important local policy bridge between human settlements and the local economy. Housing planning in this context must support labour market access, settlement viability and broader socio-economic resilience.

Within the GMM context, housing projects should be located and designed in ways that improve access to employment, support household livelihoods and reduce the cost burden of long-distance travel. The Housing Sector Plan should therefore prioritize well-located development, mixed-use opportunities and proximity to economic nodes where possible. This is particularly important in a municipality where industrial and commercial activity continues to drive migration and settlement demand. Integrating housing and LED planning will also help ensure that

settlement development contributes to long-term economic sustainability rather than only short-term shelter provision.

2.5.4 Municipal Spatial Planning By-law and Municipal Planning Tribunal

The municipality's spatial planning by-law and Municipal Planning Tribunal are important local institutional instruments for implementing SPLUMA and processing development applications. The provided text confirms that Govan Mbeki has adopted a municipal by-law and has established a Municipal Planning Tribunal, which means the municipality is procedurally positioned to consider and approve development applications linked to housing projects. These institutions are critical for legal compliance, spatial governance, land use decision-making and the orderly implementation of human settlements. They provide the institutional machinery through which strategic planning is translated into approved development.

The proposed housing projects must be framed with clear regard to land use rights, township establishment processes, development controls and planning approvals. The municipality must use its by-law and tribunal structures to support orderly, compliant and timely project implementation. This is especially important in a municipality facing development pressure, informal expansion and the need for coordinated land development. The existence of these structures is a strength that the Plan should build on.

2.5.5 Govan Mbeki Control and Management of Informal Settlements By-law (2021)

The Govan Mbeki Control and Management of Informal Settlements By-law provide a comprehensive local regulatory framework for the management, control, and prevention of informal settlements and land invasion within the municipal area. The by-law defines land invasion as the illegal occupation of land without the consent of the owner or lawful authority, and establishes clear procedures for identifying, managing, and responding to such incidents.

The by-law mandates the Municipality, through the Director: Planning and Development, to monitor informal settlements, prevent new land invasions, maintain a register of authorised residents, and ensure alignment with the municipal housing demand database. It further requires that any incident of land invasion be assessed within 24 hours, with the settlement classified as either authorised (to be managed and potentially upgraded) or unauthorised (to be removed in accordance with legal processes).

In cases of unauthorised land occupation, the by-law outlines a structured response, including notification to residents, a 24-hour notice period to vacate, and the initiation of legal eviction proceedings in terms of the Prevention of Illegal Eviction Act (PIE). The Municipality is also empowered to remove structures, enforce evictions through a Land Invasion Reaction Unit, and prevent recurrence through ongoing monitoring and control measures.

Importantly, the by-law distinguishes between authorised informal settlements (which may be managed and formalised over time) and unauthorised settlements (which are subject to removal), thereby providing a dual approach of control and incremental upgrading.

The proposed Housing Sector Plan must align closely with this by-law by incorporating proactive land invasion prevention strategies, rather than relying solely on reactive enforcement. This includes identifying and securing well-located land for future housing development, improving development readiness, and strengthening monitoring systems in high-risk areas such as eMbalenhle and surrounding settlements.

The Plan must also integrate informal settlement upgrading (UISP) as a key intervention for areas that are deemed suitable for formalisation, ensuring that authorised settlements are progressively improved rather than neglected. At the same time, the Municipality must ensure that responses to unauthorised land invasion are legally compliant, coordinated, and supported by social interventions, in line with the requirements of the PIE Act.

Furthermore, the by-law highlights the need for a credible and continuously updated housing demand database, which must inform beneficiary allocation and prevent opportunistic land occupation. The Human Settlements Plan should therefore strengthen data management, community engagement, and communication strategies to ensure transparency and reduce conflict.

Overall, the by-law reinforces the need for a balanced approach in Govan Mbeki—one that combines firm land use control and enforcement with planned, inclusive, and forward-looking human settlements delivery, particularly in a context of strong urbanisation pressures driven by industrial and economic activity.

2.6 Summary of Housing Programmes Relevant to the Plan

From national to provincial and local level, the legislative and policy framework points to a multi-programme housing approach for Govan Mbeki Local Municipality, rather than a singular delivery model. This is particularly critical given the Municipality's unique development dynamics, characterized by rapid urbanization driven by the petrochemical and industrial economy centered around Secunda, as well as significant immigration into settlements such as eMbalenhle, Bethal/Emzinoni, Leandra and Evander.

The most relevant programmes and delivery instruments include IRDP, UISP, Emergency Housing, Social Housing, CRU, FLISP, Institutional Housing Subsidy and Rural Housing, supported by PSHDA-based targeting, provincial infrastructure investment, and local spatial and implementation instruments such as the SDF, IDP, LED Strategy, municipal by law and Municipal Planning Tribunal. These instruments collectively provide the Municipality with a comprehensive toolkit to respond to its diverse and evolving housing demand, which ranges from informal settlement upgrading and subsidised housing delivery to rental accommodation and gap-market support.

Within the context of Govan Mbeki, the application of these programmes must directly respond to high levels of informal settlements, particularly in eMbalenhle and the surrounding areas, housing backlogs, backyard rental pressures, and demand for accommodation linked to industrial and contract-based employment. The Municipality must also address urban sprawl, limited availability of well-located land, and infrastructure capacity constraints, which continue to shape settlement patterns and delivery feasibility.

Collectively, these frameworks indicate that Govan Mbeki must plan for a diversified housing response, including subsidised housing, in situ informal settlement upgrading, affordable and social rental housing, gap-market support through FLISP, and worker-linked and transitional accommodation models. Furthermore, housing development must be prioritised within strategic nodes and corridors, particularly Greater Secunda and other high-growth areas, to improve access to economic opportunities and optimise infrastructure investment.

This approach is consistent with both the Municipality's growth pressures and economic structure, as well as the broader policy shift toward integrated, sustainable, well-located and inclusive human settlements, ensuring that housing delivery contributes meaningfully to spatial transformation, economic participation, and improved quality of life.



3. SITUATIONAL ANALYSIS

3.1 Study Area

Govan Mbeki Local Municipality is situated in the Gert Sibande District Municipality (GSDM) of Mpumalanga Province, with Secunda as its main administrative hub. The municipality borders Nkangala District (north), Dipaleseng & Lekwa Local Municipalities (south), Msukaligwa Local Municipality (east), Gauteng Province (west) and is approximately 2955KM².

Govan Mbeki is a key economic centre due to its coal mining and petrochemical industries, particularly Sasol operations in Secunda. Its economy is largely driven by mining, energy and manufacturing, but it also faces challenges of rapid urbanization and uneven development across urban and rural settlements.

The municipality is a strategically important industrial hub but faces significant housing and settlement challenges. With many informal settlements, aging infrastructure and growing pressures of urbanization.



LEGEND

- Govan Mbeki Local Municipality
- Surrounding Countries
- Mpumalanga District Municipalities**
 - Gert Sibande
 - Nkangala
 - Enhlazeni

Mozambique

Eswatini

LEGEND

- Govan Mbeki Local Municipality
- Road
- Primary roads

Scale: 1:1,216,000

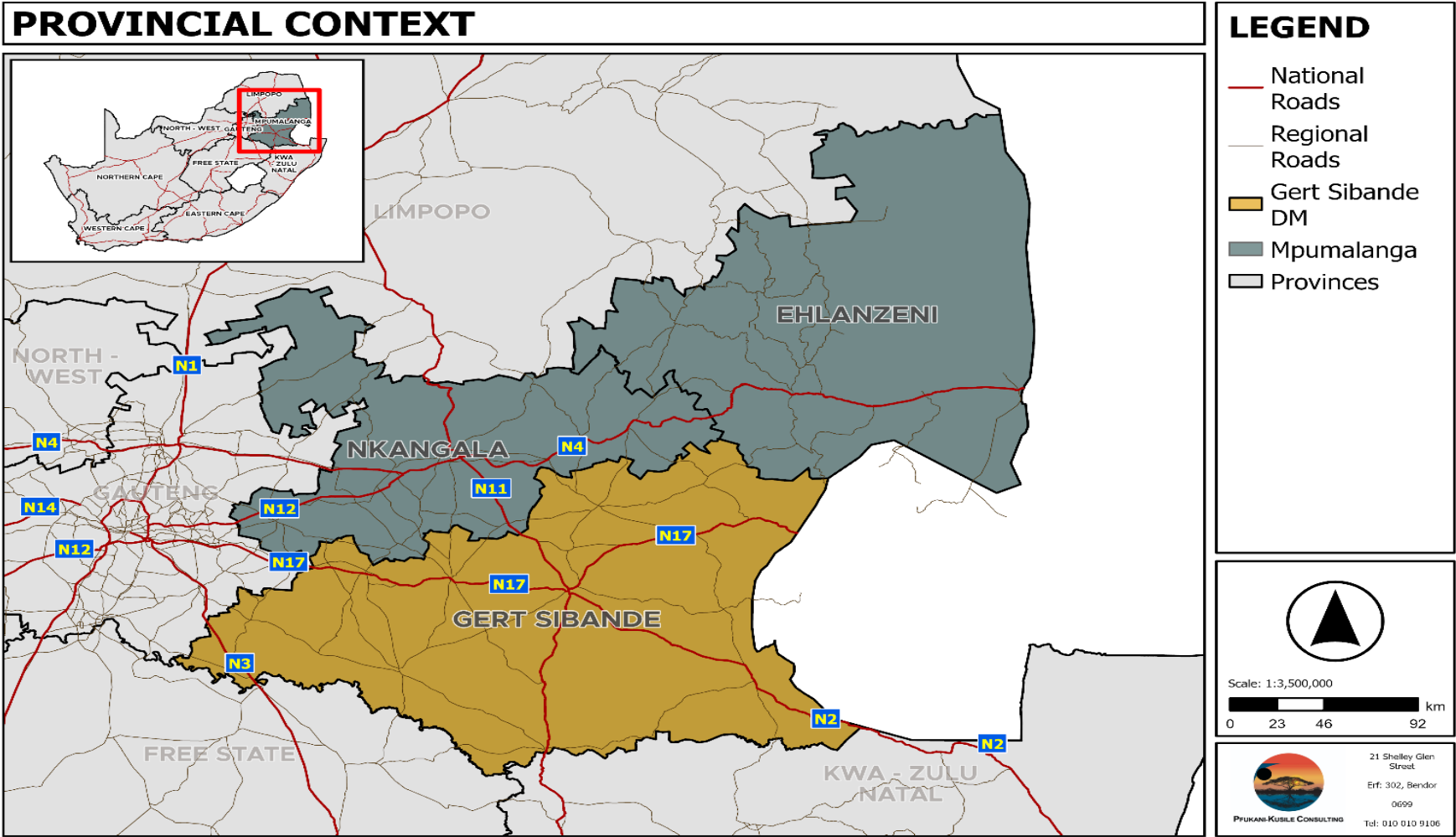
0 12.5 25 50 km

21 Sherley Green Street
Erf: 302, Bendor
PYUKANI-KUSILE CONSULTING 0699
Tel: 010 010 9106

REVIEW OF HOUSING SECTOR PLAN & REVIEW OF INFORMAL SETTLEMENTS REGISTER



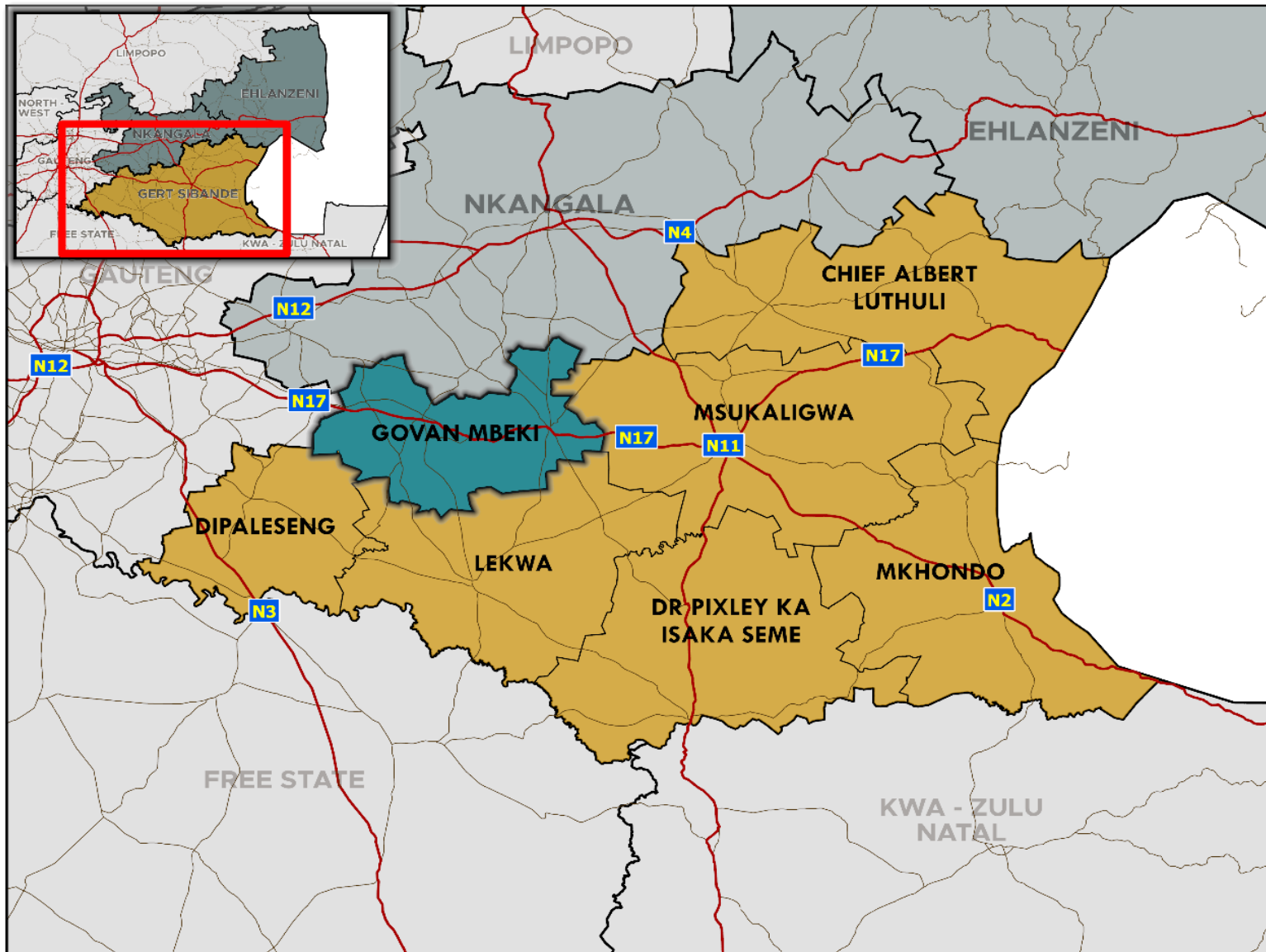
The municipality has a mixed settlement pattern, with formal housing developments in urban centres like Secunda, Bethal, and Evander, alongside informal settlements scattered across its jurisdiction. Many informal settlements emerged due to migration linked to mining and industrial employment opportunities, creating pressure on land, housing and infrastructure.



Map 8: Provincial locality of Govan Mbeki



DISTRICT CONTEXT

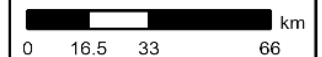


LEGEND

- National Roads
- Regional Roads
- Govan Mbeki LM
- Gert Sibande DM
- Mpumalanga
- Provinces



Scale: 1:2,500,000



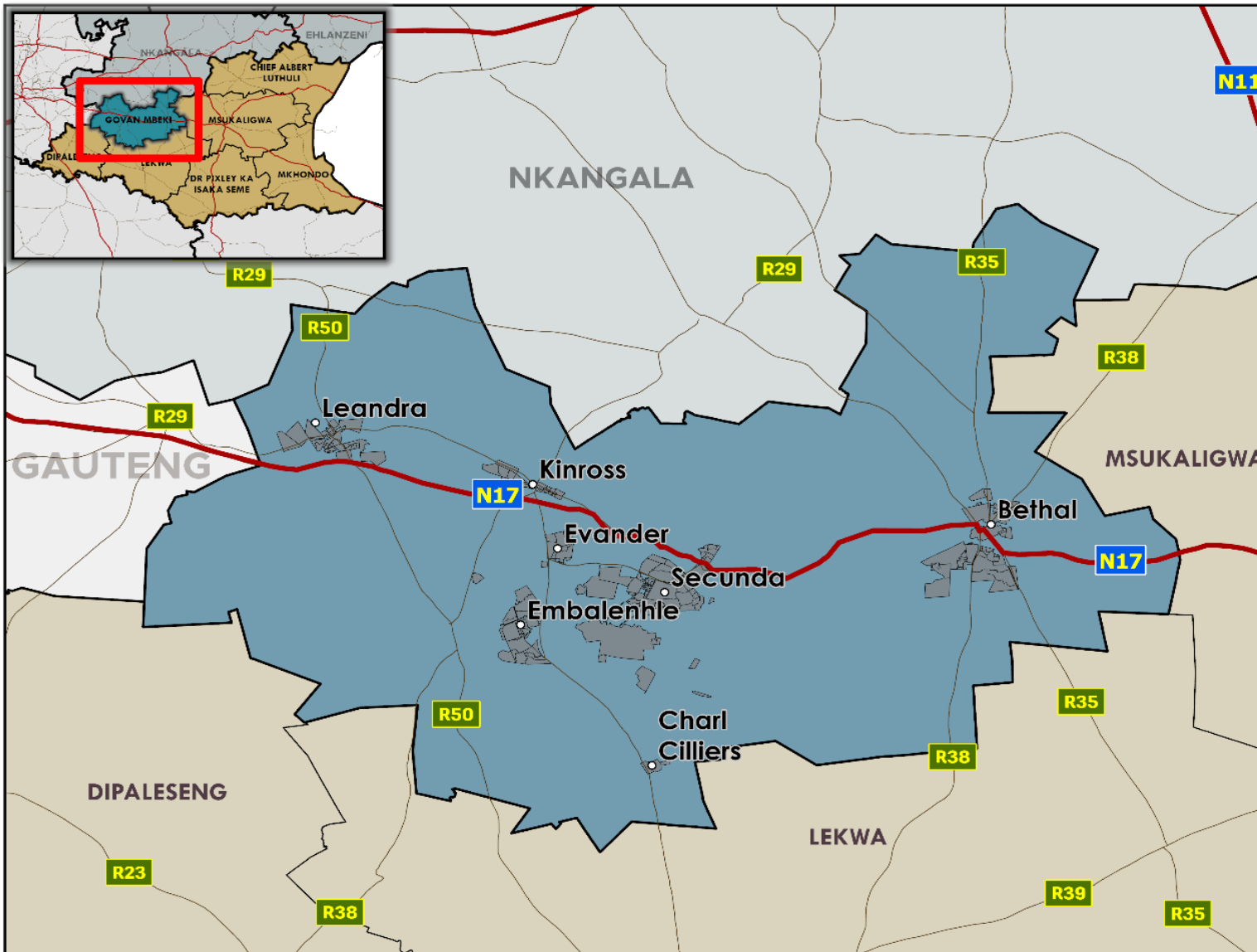
PFU KANI-KUSILE CONSULTING

21 Shelley Glen Street
Erf: 302, Bendor
0699
Tel: 010 010 9106

Map 9: District locality of Govan Mbeki



LOCAL MUNICIPALITY CONTEXT

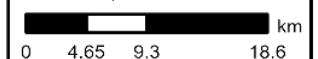


LEGEND

- National Roads
- Regional Roads
- Settlements
- Govan Mbeki LM
- Gert Sibande DM
- Mpumalanga
- Provinces



Scale: 1:700,000



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0699
Tel: 010 010 9106

Map 10: Local municipality of Govan Mbeki



3.2 Municipal Wards

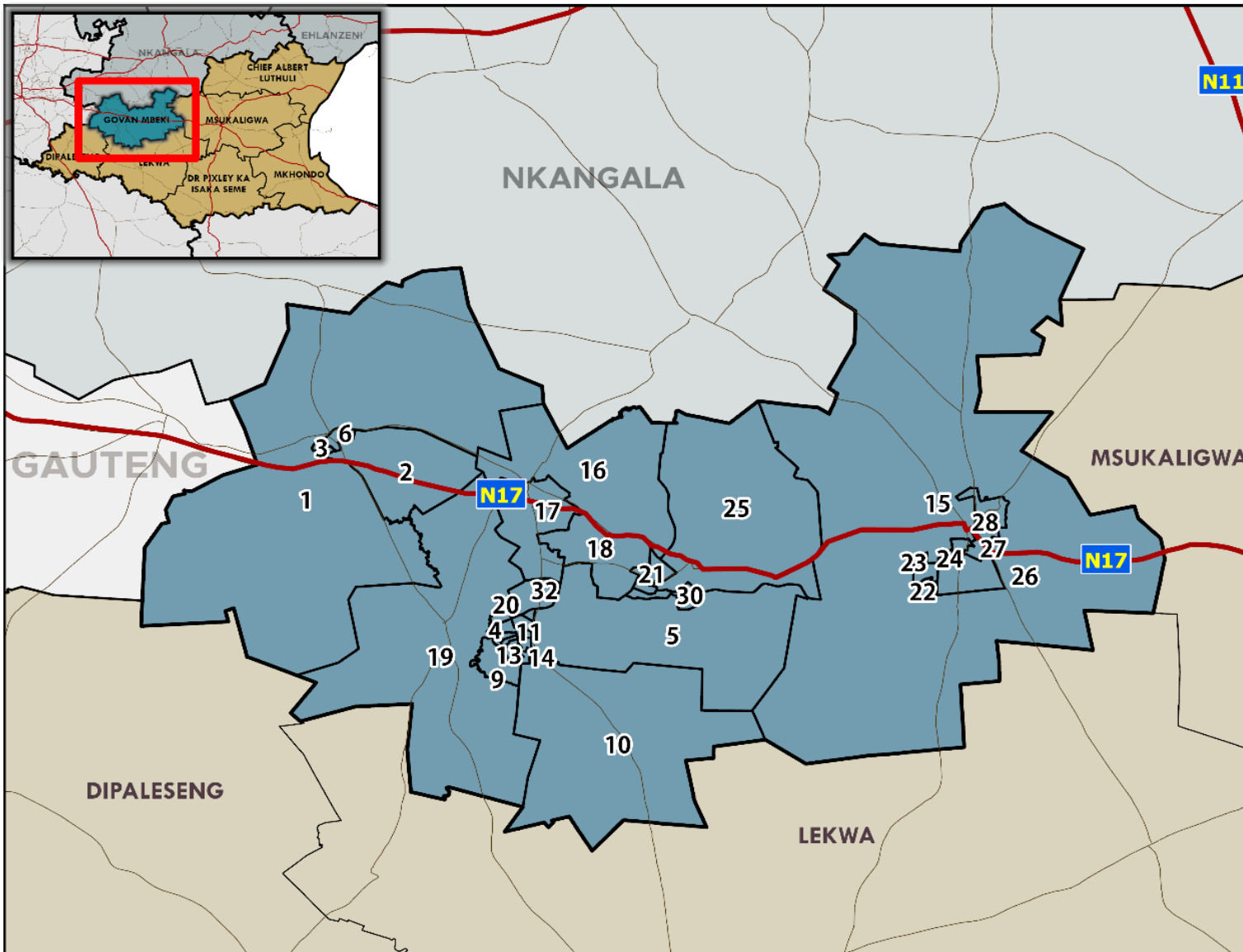
The municipality consists of 32 wards as shown in the table below.

Ward	Settlements/Areas/Towns
1	Leandra; part of Kinross; Eendracht;
2	Lebohang Ext 16 phase 1 &2, Ext 17,18,19,20,21,22,23
3	Lebohang Ext 1,5,6,7, part of Ext 10,11 and 12
4	Embalenhle Ext 2 (Ext 2 (emthethweni), Ext 25 (section D and E), and Section E (2054/00)
5	Secunda Town
6	Lebohang
7	Embalenhle Part of Extensions 4,5,7,9,11 and 12
8	Embalenhle Part of Ext 14,15 and portion of Ext 21
9	Embalenhle; Ext 8 (Hostels) Ext 18 (26147/26148), part of ext. 2
10	Charl Cilliers and farms; Embalenhle Part of Ext 15,17 and 20
11	Embalenhle Part of Ext 3,4,5,7 Ext 24 whole
12	Embalenhle Part of Ext 14, 18, 19, 20
13	Embalenhle Part of Ext 14 and 21
14	Embalenhle Part of Ext 18
15	All Bethal and Trichardt farms
16	Kinross Ext 1,2, 3, 4, 6, 7, 8, 11, 12,15, 16, 17, 18, 19, 21, 22, 24, 25
17	Evander: Enkomeni farm; Emazakhele farm; Bioskop farm; Kinross Mine, and Evander town sector 1
18	Evander town: sector 2 and farms
19	Embalenhle: Ext 1, part of Ext 25, Ext 26, Ext 22 and farms; Brendan Village
20	Secunda Ext 12 (Greenfield), Ext 10, 15; White City (12); White City (13); white City stands
21	Secunda: Portion of sunset park in Secunda, Ext 17, 04, 26, 00, Police station, Fire station.
22	Bethal Ext 5
23	Bethal Ext 4.6; Azapo; Kanana
24	Bethal; EH, 17 to 12 Street, New stands, Ext 2, Tambo, Part of Cowvillage, Part of Chris Hani
25	Secunda town; Trichardt towns

26	Bethal: Ext 23, Informal settlements, Ext 13, Part of Cow Village, Chris Hani Ext 8, Ext 1; Ekuthuleni
27	Bethal Ext 2, 3, 9; eMzinoni Proper stands
28	Bethal East; Milan Park; Bethal Ext 22
29	Embalenhle Part of Ext 9, and 12
30	Secunda
31	Embalenhle Part of Ext 17, 15, 14, 20, 19
32	Embalenhle Part of Ext 11 and 12

Table 2: Govan Mbeki wards

WARDS CONTEXT

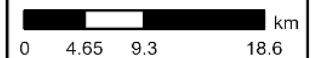


LEGEND

- National Roads
- Regional Roads
- Wards
- Govan Mbeki LM
- Gert Sibande DM
- Mpumalanga
- Provinces



Scale: 1:700,000



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0699
Tel: 010 010 9106

Map 11: Wards in Govan Mbeki municipality



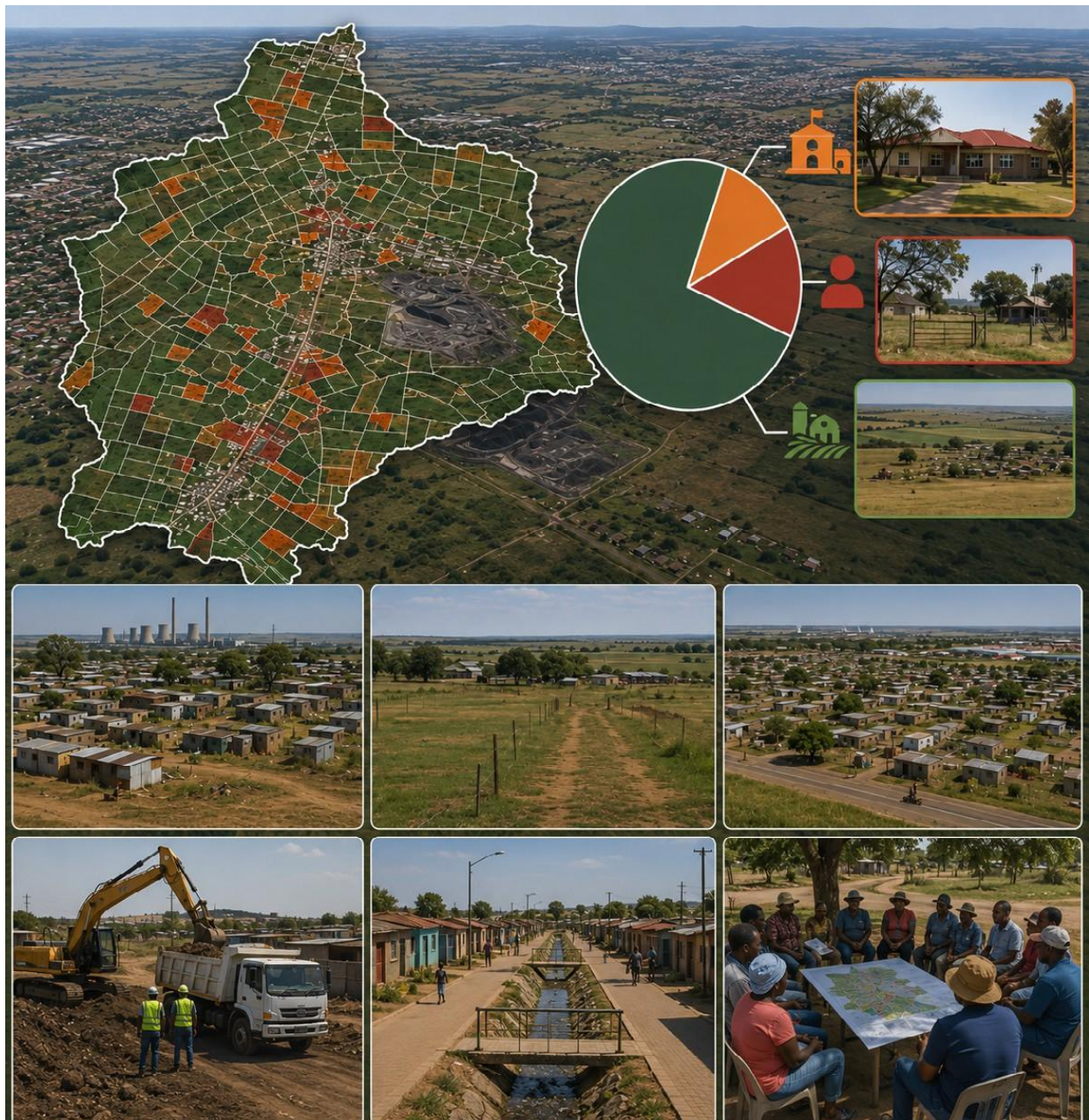
3.3 Spatial Pattern/Form

The municipal spatial pattern has and still reflects the historic “apartheid” spatial model which is characterized by exclusive settlements. At the centre of the area is the economic hub, which comprises the Central Business District (CBD), namely, Secunda, industrial areas (**Evander, Trichardt, Kinross, Leandra, and Bethal**, forming part of the regional coal belt.), and a range of social services and well-established formal urban areas servicing the more affluent residents of the municipality.

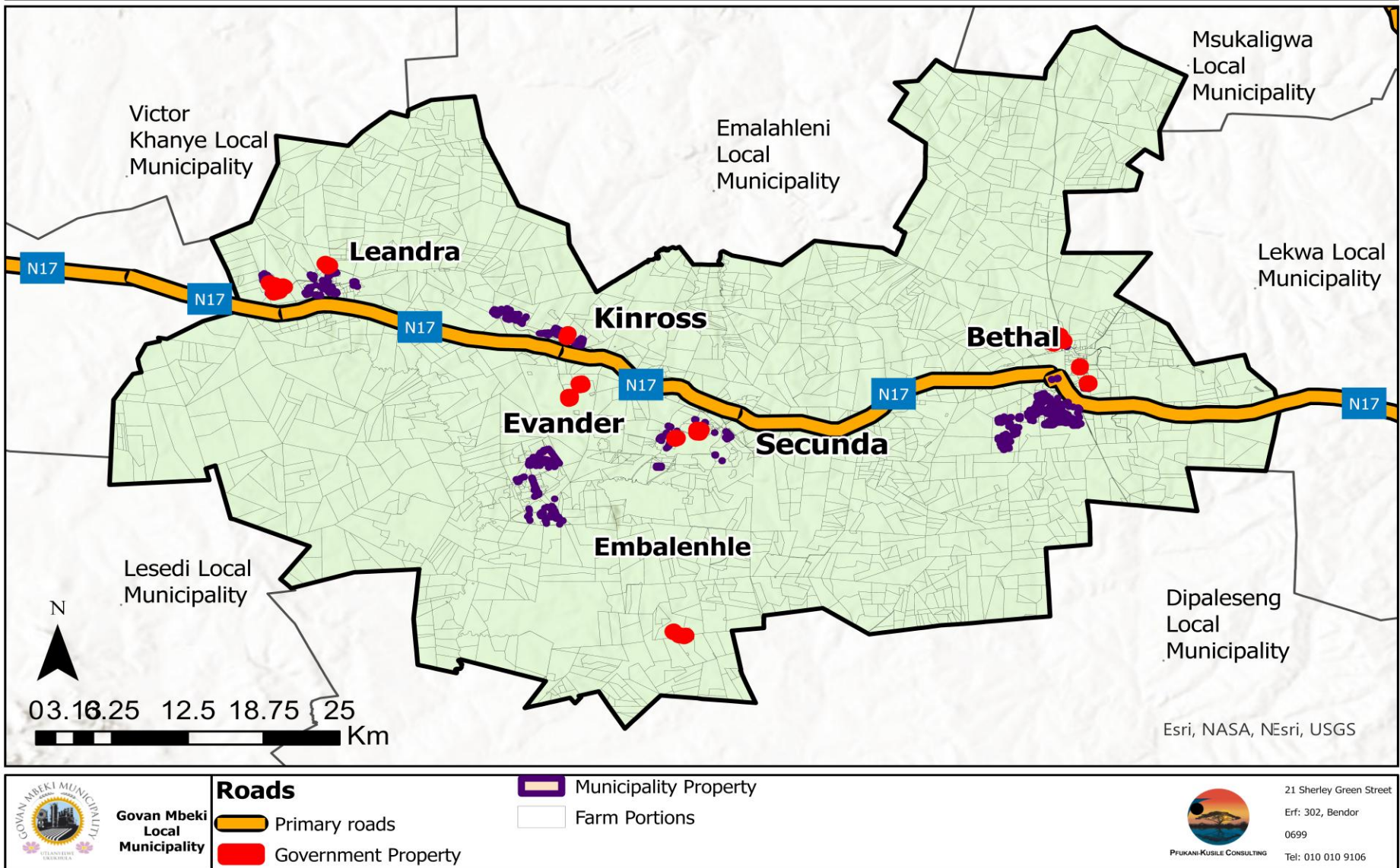
Large pockets of distressed human settlements are located on the outskirts of the urban center, characterized by poor infrastructure, lack of social services, and economic opportunities.

3.4 Land Ownership

The total number of farm portions within the municipal area is 2581. Out of the parcels that are invaded, 108 belong to Govan Mbeki LM, while 93 of it is private.



GOVERNMENT AND MUNICIPAL PROPERTIES



Map 12: Land ownership in Govan Mbeki



Govan Mbeki LM also has 45 portions that are vacant as listed below.

Ownership	Ward No.	Erf No.
Govan Mbeki Municipality	26	3717
Govan Mbeki Municipality	15	150
Govan Mbeki Municipality	9	-
Govan Mbeki Municipality	24	866
Govan Mbeki Municipality	26	3716
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	24	8851
Govan Mbeki Municipality	24	1385
Govan Mbeki Municipality	28	2533
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	14	17763
Govan Mbeki Municipality	31	21839
Govan Mbeki Municipality	12	21046
Govan Mbeki Municipality	32	26487
Govan Mbeki Municipality	2	8421
Govan Mbeki Municipality	22	7643
Govan Mbeki Municipality	22	7073
Govan Mbeki Municipality	22	7656
Govan Mbeki Municipality	26	4266
Govan Mbeki Municipality	8	14461
Govan Mbeki Municipality	13	11716
Govan Mbeki Municipality	31	22187
Govan Mbeki Municipality & Ambros Mabuza	31	21786
Govan Mbeki Municipality	4	-
Govan Mbeki Municipality	16	5075
Govan Mbeki Municipality	16	5076
Govan Mbeki Municipality	22	5827
Govan Mbeki Municipality	22	5846
Govan Mbeki Municipality	22	5887
Govan Mbeki Municipality	22	5016
Govan Mbeki Municipality	23	4210
Govan Mbeki Municipality	23	4589
Govan Mbeki Municipality	13	23146
Govan Mbeki Municipality	2	7938
Govan Mbeki Municipality	22	6140
Govan Mbeki Municipality	22	5659
Govan Mbeki Municipality	23	4556
Govan Mbeki Municipality	23	4377
Govan Mbeki Municipality	9	3715
Govan Mbeki Municipality	26	4617
Govan Mbeki Municipality	10	22189



Govan Mbeki Municipality	14	20953
Govan Mbeki Municipality	13	23361
Govan Mbeki Municipality	31	22359
Govan Mbeki Municipality	4	-
Govan Mbeki Municipality	4	-
Govan Mbeki Municipality	16	5088
Govan Mbeki Municipality	16	5087
Govan Mbeki Municipality	16	3633
Govan Mbeki Municipality	6	1384
Govan Mbeki Municipality	22	5830
Govan Mbeki Municipality	22	6126
Govan Mbeki Municipality	23	4986
Govan Mbeki Municipality	26	4317
Govan Mbeki Municipality	26	4193
Govan Mbeki Municipality	26	4840
Govan Mbeki Municipality	3	2365
Govan Mbeki Municipality	3	2371
Govan Mbeki Municipality	3	2366
Govan Mbeki Municipality	3	2370
Govan Mbeki Municipality	6	7205
Govan Mbeki Municipality	6	7221
Govan Mbeki Municipality	6	7206
Govan Mbeki Municipality	6	7207
Govan Mbeki Municipality	6	7214
Govan Mbeki Municipality	12	19001
Govan Mbeki Municipality	12	19115
Govan Mbeki Municipality	12	19117
Govan Mbeki Municipality	12	18687
Govan Mbeki Municipality	12	19116
Govan Mbeki Municipality	26	11758
Govan Mbeki Municipality	26	11757
Govan Mbeki Municipality	26	11756
Govan Mbeki Municipality	26	11755
Govan Mbeki Municipality	26	11754
Govan Mbeki Municipality	26	11759
Govan Mbeki Municipality	24	8669
Govan Mbeki Municipality	11	25585
Govan Mbeki Municipality	32	27117
Govan Mbeki Municipality	32	27592
Govan Mbeki Municipality	32	27252
Govan Mbeki Municipality	20	11786
Govan Mbeki Municipality	2	-
Govan Mbeki Municipality	2	-



Govan Mbeki Municipality	26	2961
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	20	13501
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	20	13502
Govan Mbeki Municipality	20	11799
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	20	11784
Govan Mbeki Municipality	20	13445
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	13	9963
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	13	9886
Govan Mbeki Municipality	15	-
Govan Mbeki Municipality	8	15590
Govan Mbeki Municipality	8	16692
Govan Mbeki Municipality	14	14260
Govan Mbeki Municipality	31	17438

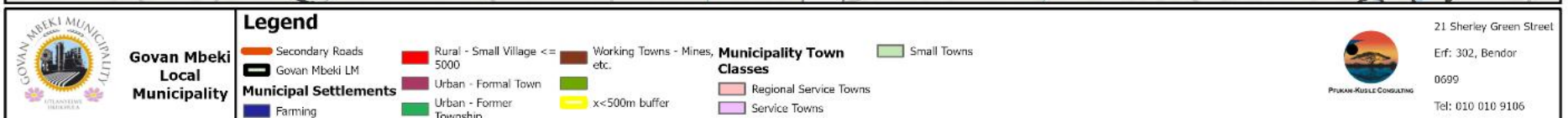
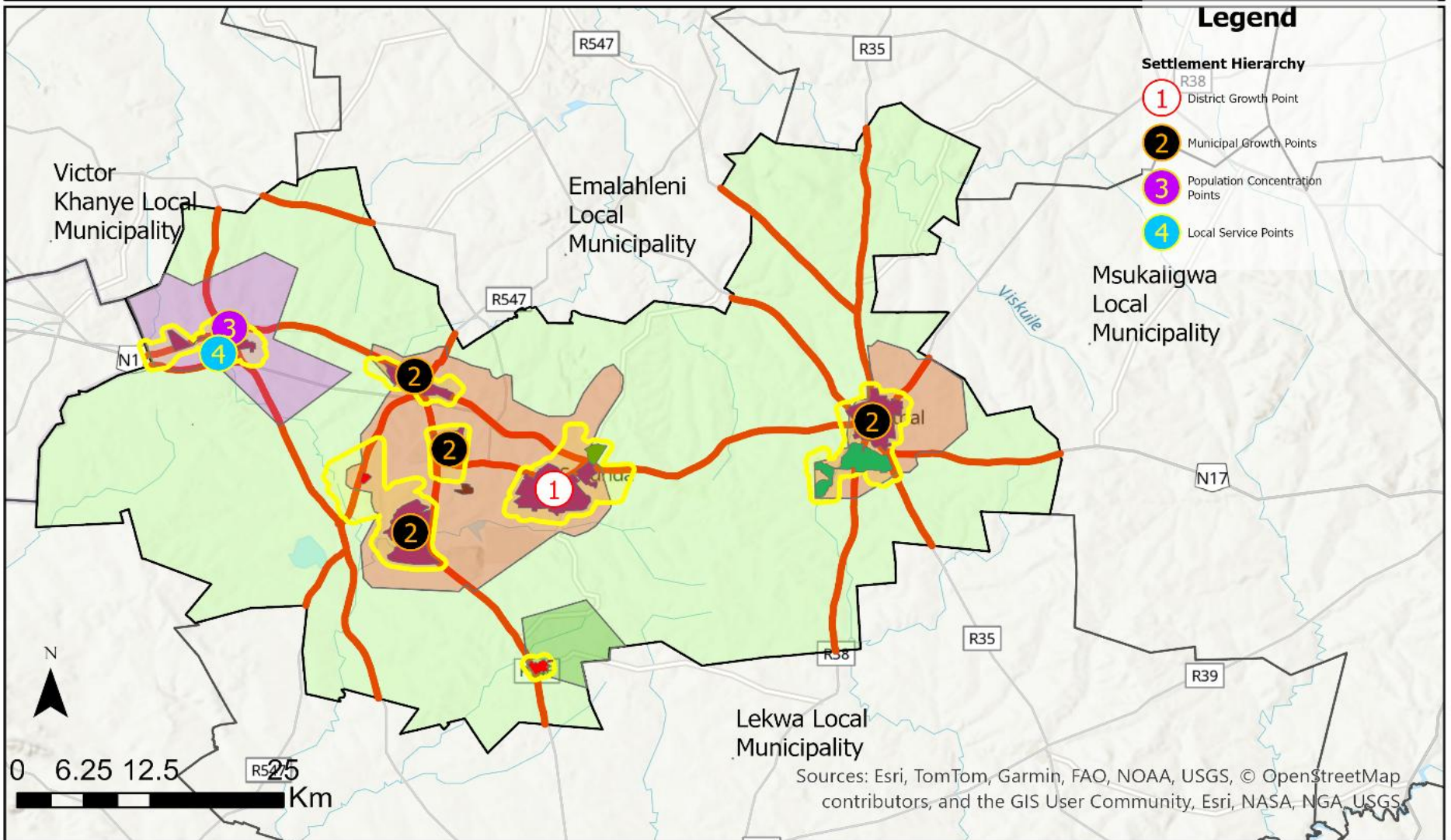
Table 3: Govan Mbeki land parcels ownership

3.5 Settlement Hierarchy

The municipality mainly comprises of agricultural and rural settlements/areas with 3 key urban centres namely:

- Leandra: Incorporating Leslie, Lebohang, and Eendracht, located on the western periphery.
- The Greater Secunda Area: Comprising Trichardt, Evander, Kinross, Secunda, Embalenhle, and Charl Cilliers in the central part of the municipality.
- Bethal/Emzinoni: Situated to the east.

MUNICIPAL SETTLEMENTS



Map 13: Settlement Hierarchy



3.6 Priority Human Settlements and Housing Development Areas (PHSHDAs)

Priority Human Settlements and Housing Development Areas (PHSHDAs) are nationally identified areas intended to support targeted, integrated and accelerated human settlements development. These areas are used to guide public investment, infrastructure prioritisation, land assembly and the implementation of housing programmes in locations that can contribute to spatial transformation, improved access to services and more inclusive settlement patterns.

Within Mpumalanga Province, a total of 16 PHSHDAs have been identified across 3 district municipalities and 10 local municipalities. Govan Mbeki Local Municipality forms part of this provincial PHSHDA network through the Bethal/Secunda/Leandra Development Corridor, which is located within the Gert Sibande District Municipality. The identified PHSHDA for Govan Mbeki includes the following main places:

- Bethal;
- Bethal AH;
- Bethalrand;
- eMbalenhle;
- Emzinoni;
- Evander;
- Kinross;
- Lebohang;
- Leslie;
- New Bethal East;
- Secunda;
- Sorrento Park;
- Terra Nova; and
- Trichardt.

The corridor also covers a wide municipal footprint, including Wards 2 to 32, excluding Ward 1. This indicates that the PHSHDA is not limited to one settlement but rather reflects a broad development corridor linking key residential, economic and service areas across the municipality.

From a status quo perspective, the PHSHDA designation is significant because it confirms that Govan Mbeki is recognised as a priority area for future human settlements investment. The Bethal/Secunda/Leandra Development Corridor includes some of the municipality's most important economic and settlement nodes, particularly Secunda, eMbalenhle, Evander, Kinross, Bethal and Leandra. These areas are also associated with housing pressure, informal settlement growth, infrastructure constraints and demand for a broader range of housing options.

The PHSHDA designation therefore provides an important spatial basis for the Housing Sector Plan. It supports the need to prioritise housing projects in well-located areas that are close to employment opportunities, transport routes, social facilities and existing or planned bulk infrastructure. It also strengthens the case for coordinated investment between the municipality, the Mpumalanga Department of Human Settlements, the Housing Development Agency, Gert Sibande District Municipality, state-owned entities, private sector partners and major employers.

For the purposes of the HSP, the PHSHDA should be used to guide:

- Identification of strategic land for housing development;
- Prioritisation of infrastructure-led housing projects;
- Informal settlement upgrading and relocation planning;
- Development of mixed-income and mixed-tenure housing;
- Social housing and affordable rental opportunities;
- Serviced sites and incremental housing;
- Public-private partnerships and employer-assisted housing; and
- Alignment between the housing pipeline, SDF, IDP and capital investment planning.

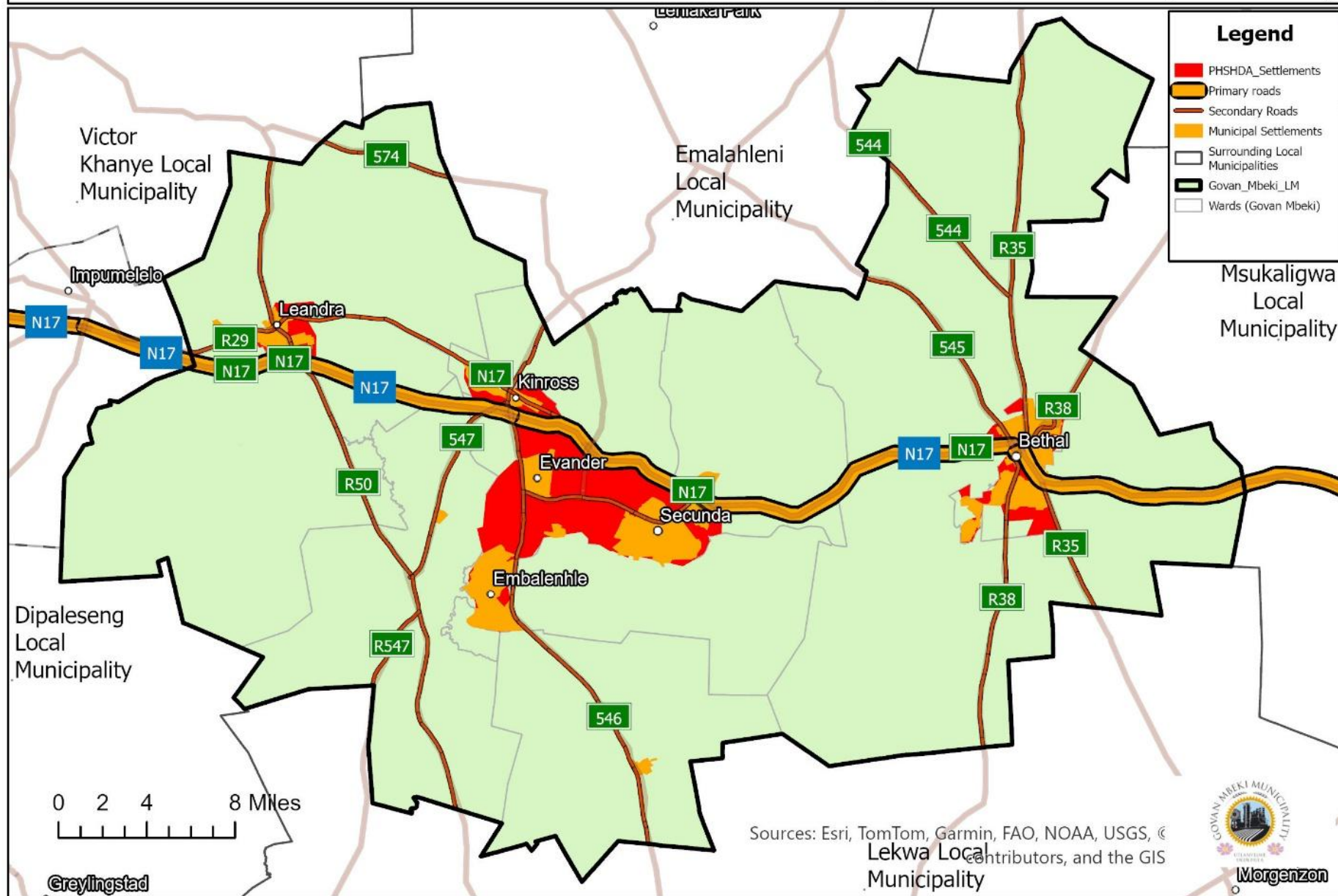
Overall, the Bethal/Secunda/Leandra PSHDA provides a strong spatial platform for supporting integrated human settlements development within Govan Mbeki Municipality. It should therefore be used as a key informant in determining where housing investment should be prioritised, how projects should be phased, and which areas require land, infrastructure and settlement upgrading interventions.

MPUMALANGA PROVINCE					
16 Priority Housing and Human Settlements Development Areas located within 3 District Municipalities, 10 Local Municipalities					
DISTRICT/ METROPOLITAN MUNICIPALITY	LOCAL MUNICIPALITY	PHSHDA NAME		MAIN PLACES	WARD NUMBER
Ehlanzeni District Municipality	City of Mbombela Local Municipality	6	White River Development Area	Colts Hill, Kingsview, Parkville, Phumlani, Rocky Drift, The White River Estates, The White River Estates - Central Section, White River, White River AH	8, 14, 30, 38
Ehlanzeni District Municipality	Nkomazi Local Municipality	7	Nkomasi SEZ - N4 Corridor	Malelane, Matsulu West, Matsulu-A, Hectorspruit, Kamaqhekeza-A, Komati Poort, Kamaqhekeza-B, Kamhlushwa-A, Kwa-Hoyi-A, Luggedlane Tourism Estate, Mahlatikop, Malelane, Marloth Park Holiday Township, Mbekisburg, Schoemansdal-B, Schoemansdal-C, Shongwe, Tonga, Tonga East, Tonga View, Tonga Village, Tonga-C	1, 2, 3, 4, 6, 7, 8, 11, 20, 21, 27, 29, 30, 33
Ehlanzeni District Municipality	Thaba Chweu Local Municipality	8	Mashishing/Lydenburg	Kellysville, Lydenburg, Mashishing	1, 2, 3, 4, 5, 12, 14
Gert Sibande District Municipality	Govan Mbeki Local Municipality	9	Bethal/Secunda/Leandra Development Corridor	Bethal, Bethal AH, Bethalrand, Embalenhle, Emzinoni, Evander, Kinross, Lebohang, Leslie, New Bethal East, Secunda, Sorrento Park, Terra Nova, Trichard	2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32

Figure 4: Gazetted list of prioritised settlements in Mpumalanga



PRIORITY HUMAN SETTLEMENTS DEVELOPMENTS AREAS (BETHAL/SECUNDA/LEANDRA)



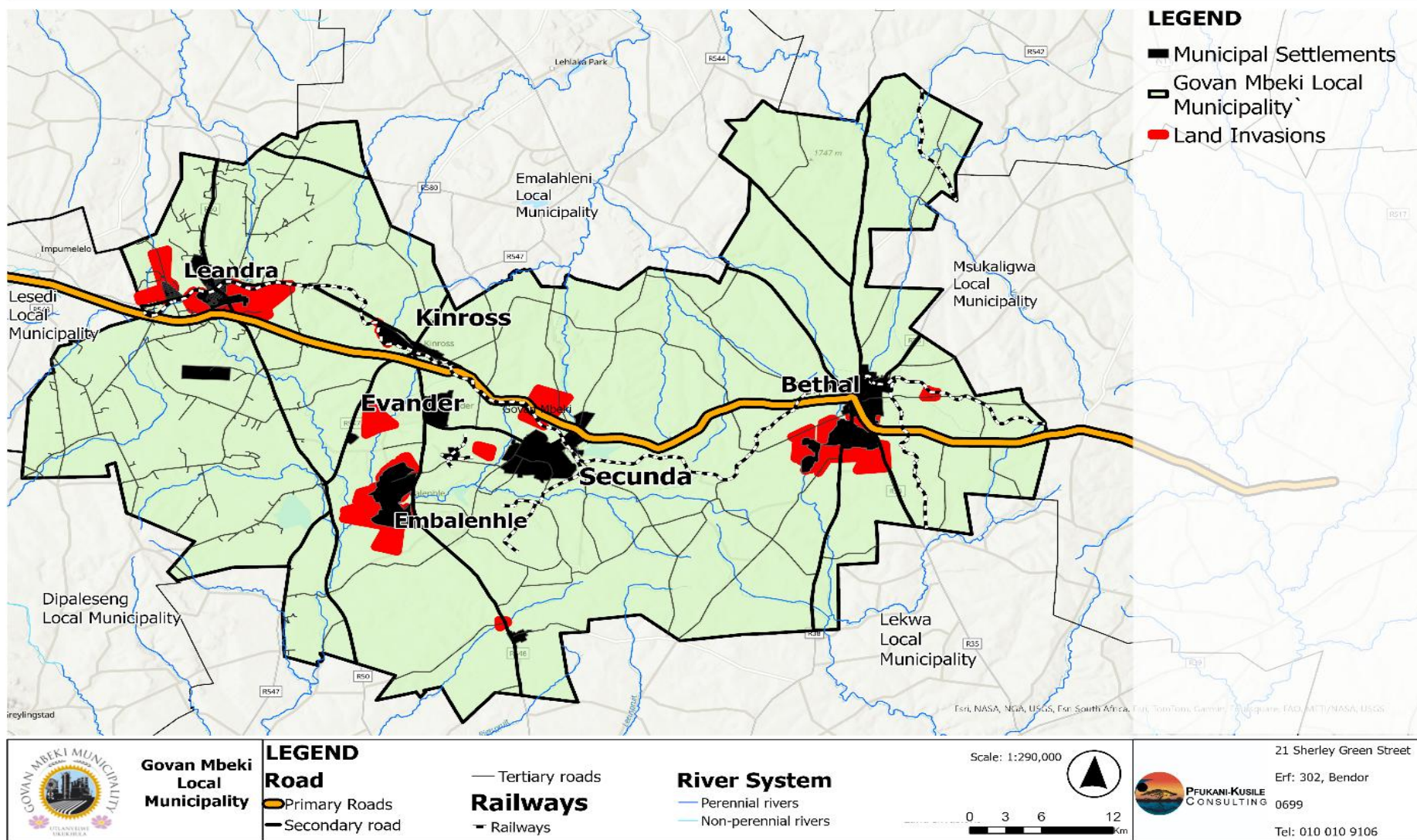
Map 14: PSHDA areas in Govan Mbeki

3.7 Land Invasion

Land invasion within the municipal area has emerged as an ongoing challenge linked mainly to rapid population growth, housing shortages, and high levels of unemployment, particularly among low-income households. Increasing immigration to towns such as Embalenhle and Secunda has intensified pressure on available land and formal housing delivery, leading some communities to occupy land informally as a survival strategy.

These invasions often occur near economic nodes and existing services, reflecting the demand for well-located land, but they create difficulties for orderly spatial planning, service provision, and land management. For the municipality, land invasions highlight the urgent need to accelerate affordable housing delivery, improve land release and management processes, and strengthen community engagement to balance housing needs with sustainable urban development.

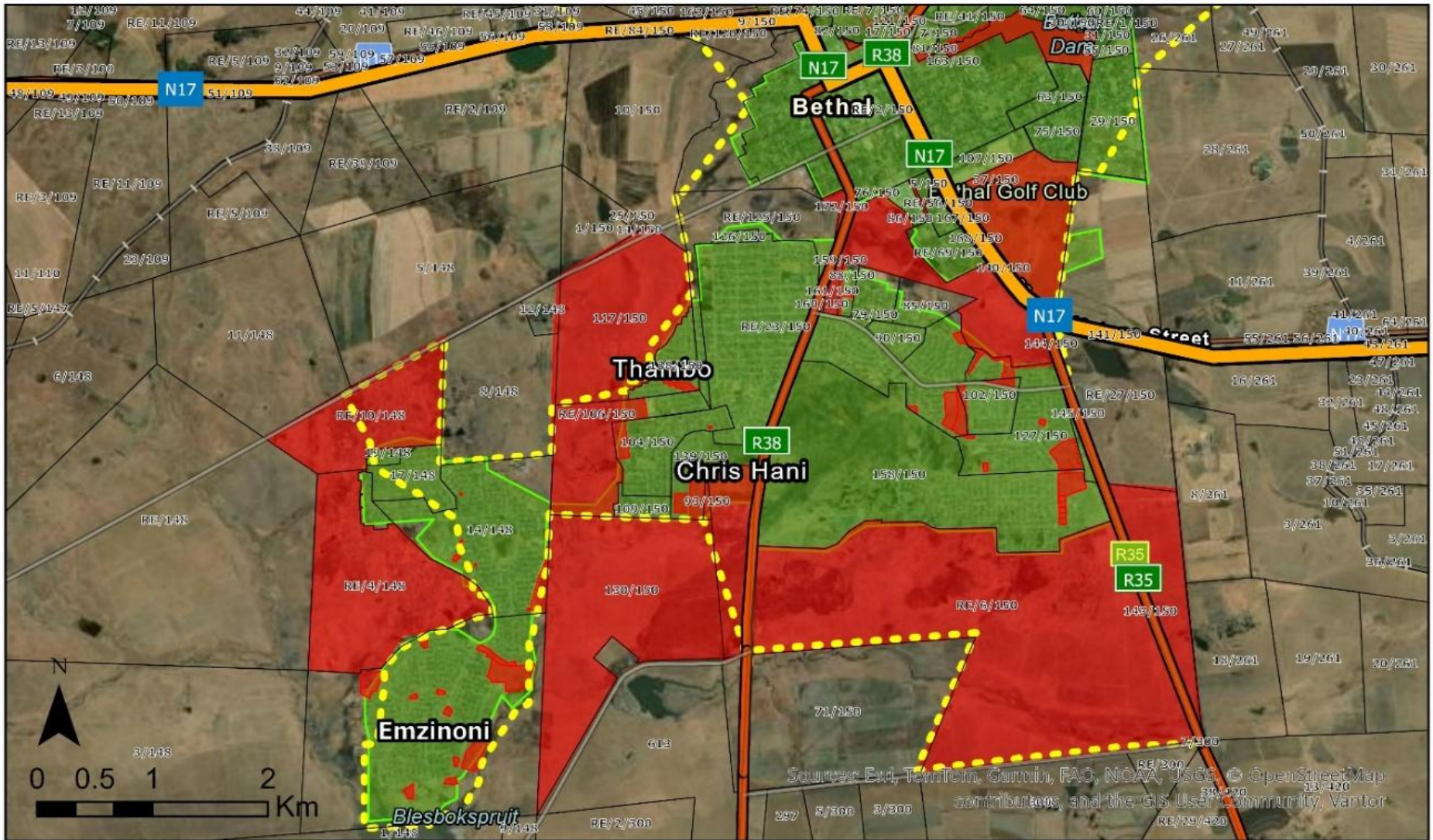
LAND INVASIONS



Map 15: Land invasions in Govan Mbeki

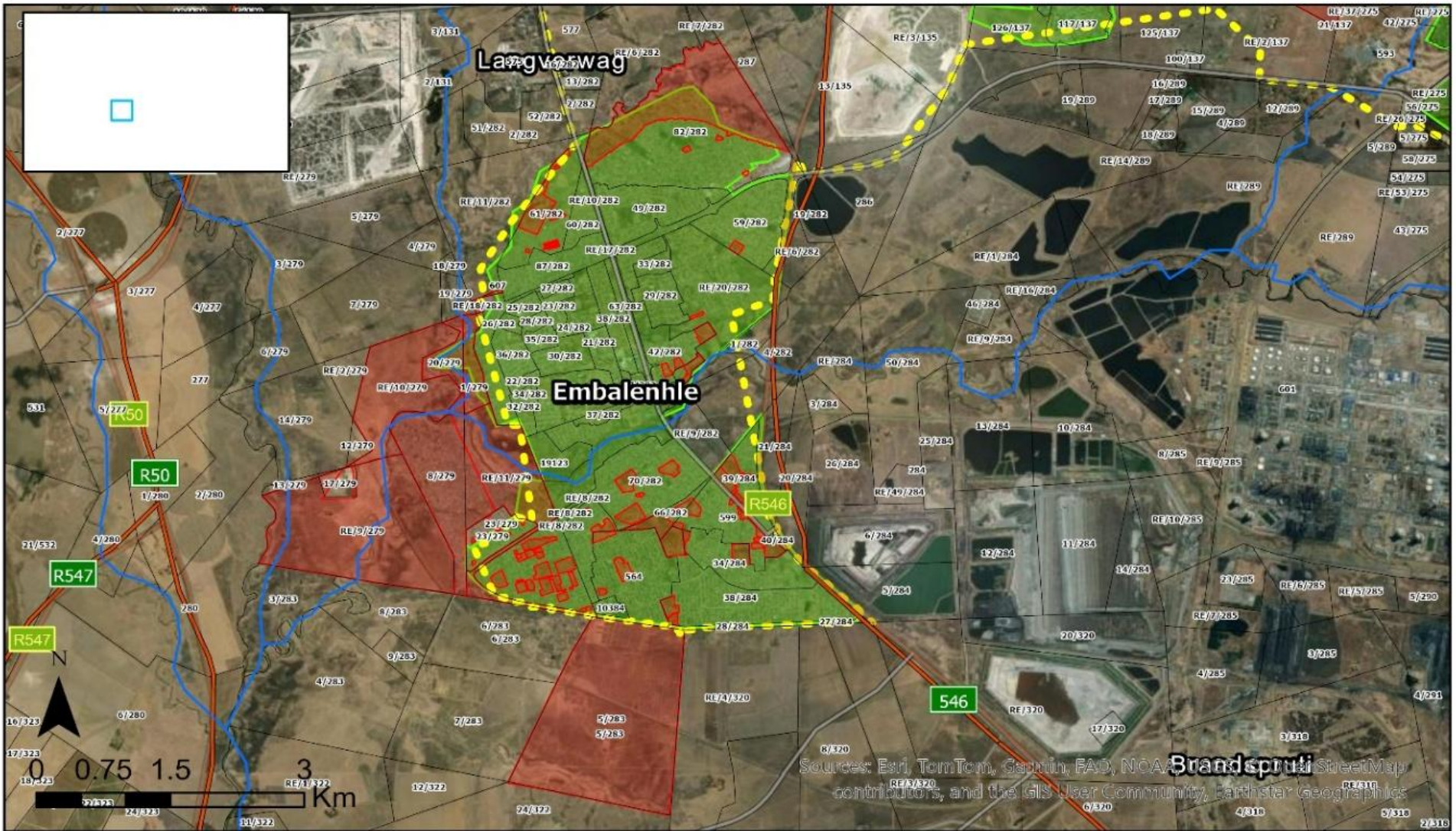
A preliminary list of all properties that are being invaded is attached to this report, and below are examples of areas affected.

LAND INVASIONS IN GOVAN MBEKI (BETHAL-EMZINONI)



Map 16: Land invasions in Bethal-Emzinoni

LAND INVASIONS IN GOVAN MBEKI (EMBALENHLE)



Govan Mbeki Local Municipality

Legend

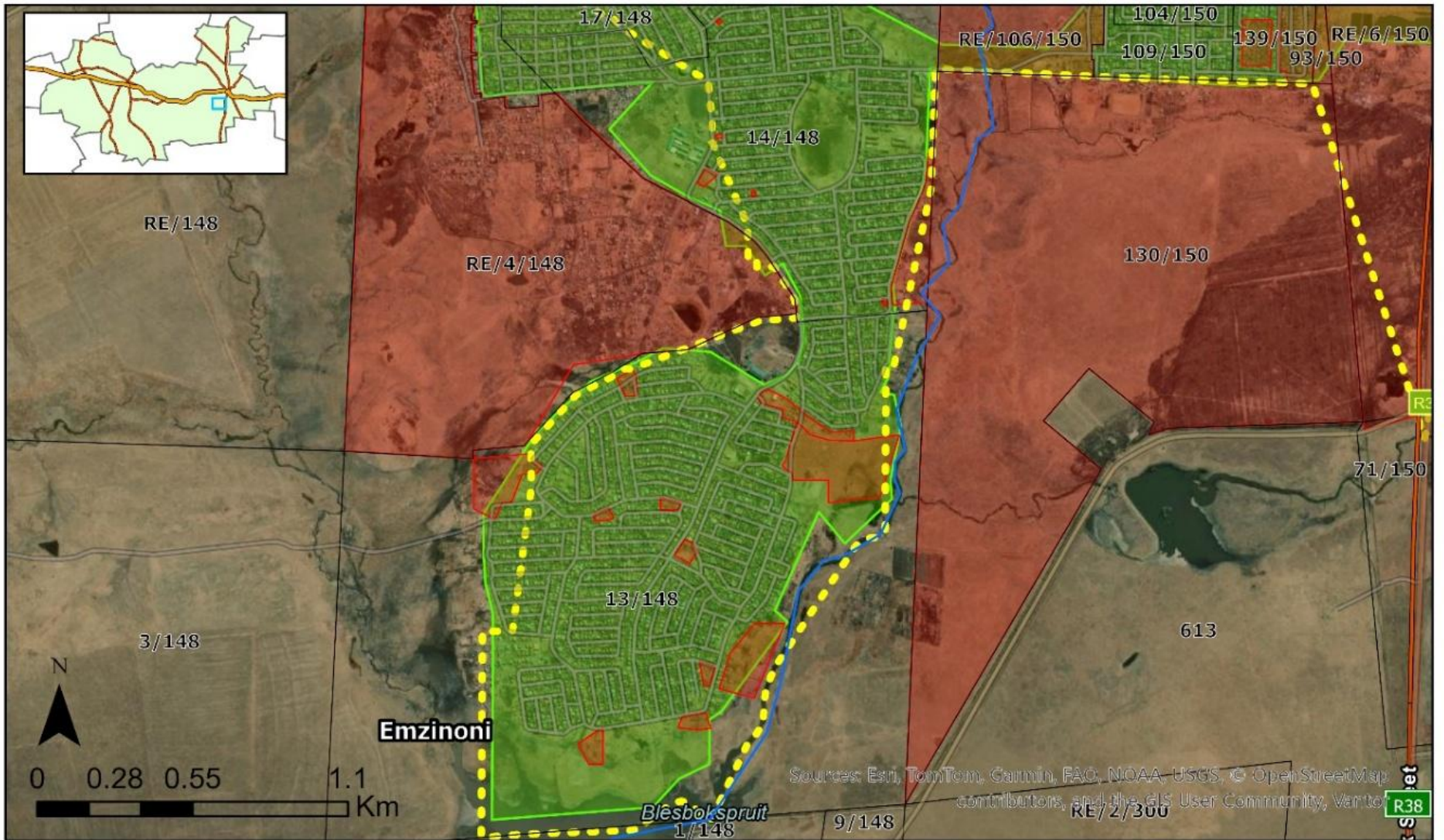
Roads and Railways Secondary Roads Tertiary Roads Municipal Settlements	 Land Invasions Farm Portions PHSDA Settlements	 Perennial Rivers
--	--	---

21 Shirley Green Street
Erf: 302, Bendor
0699
Tel: 010 010 9106

Map 17: Land invasions in Embalenhle



LAND INVASIONS IN GOVAN MBEKI (EMZINONI)



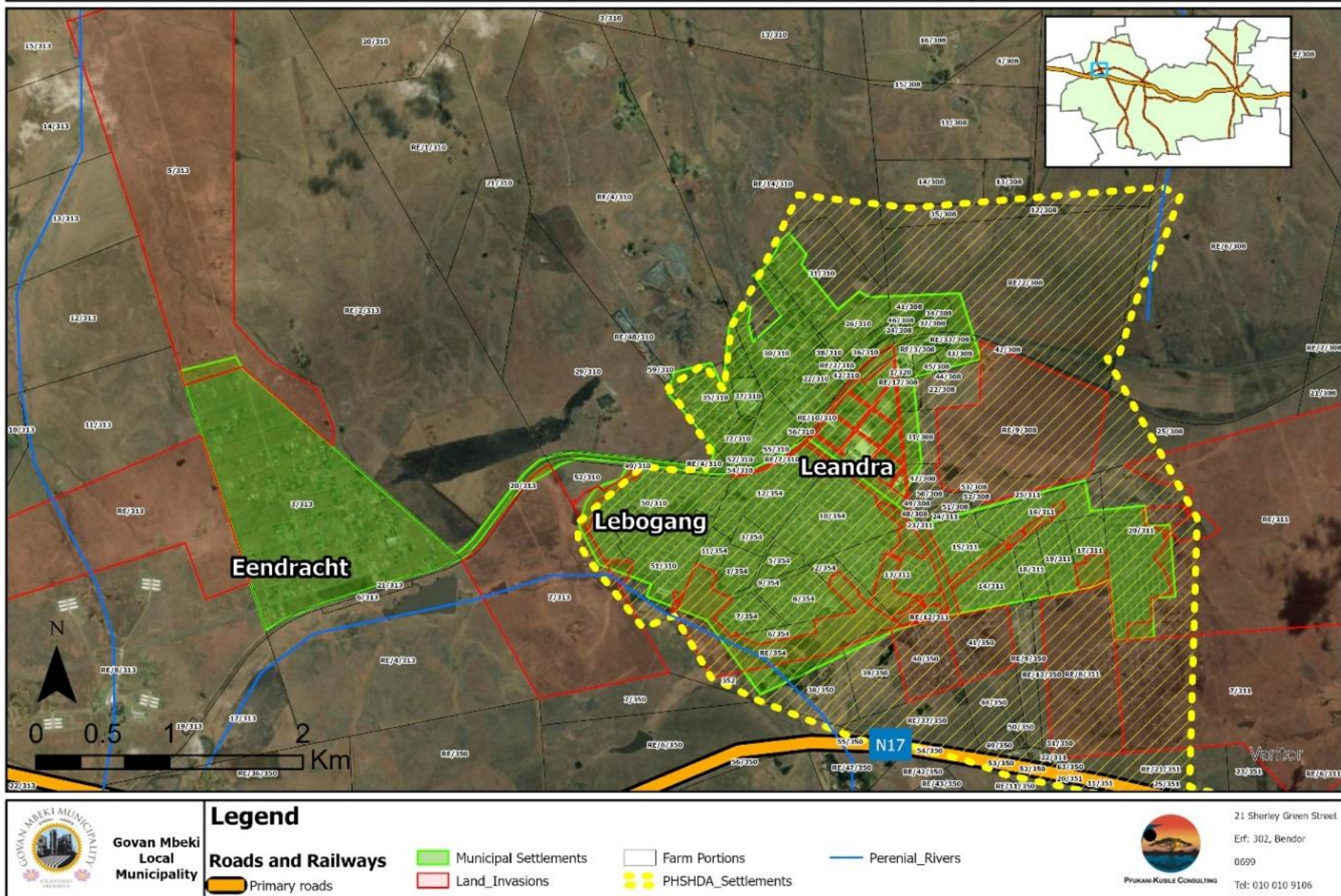
Map 18: Land invasions in Emzinoni

LAND INVASIONS IN GOVAN MBEKI (BRENDAN VILLAGE TO EVANDER)



Map 19: Land invasions in Brendan village to Evander

LAND INVASIONS IN GOVAN MBEKI (EENDRACHT TO LEANDRA)



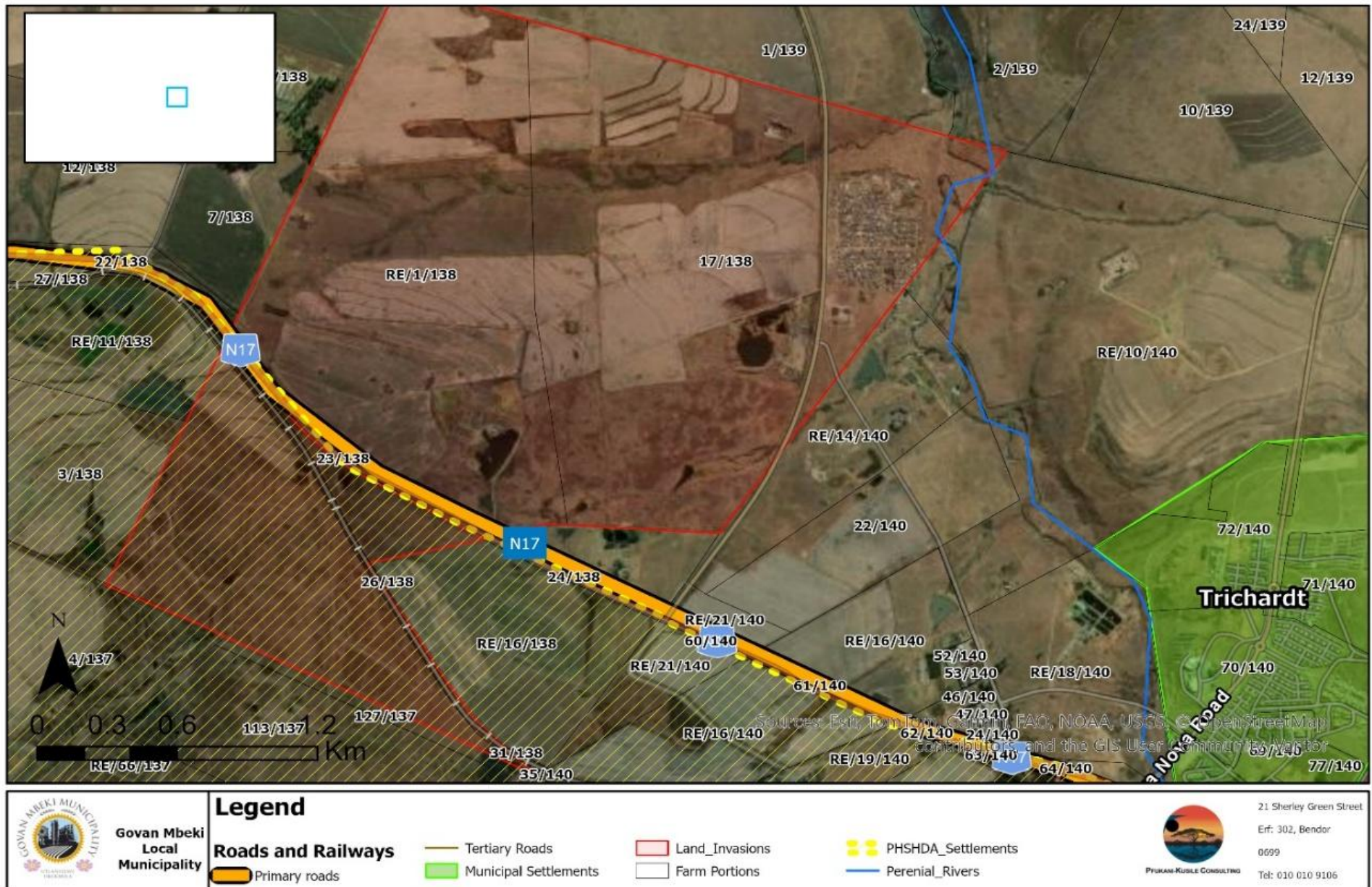
Map 20: Land invasions Leandra

LAND INVASIONS IN GOVAN MBEKI (SECUNDA TO TRICHARDT)



Map 21: Land invasions in Secunda to Trichardt

LAND INVASIONS IN GOVAN MBEKI (TRICHARDT)



Map 22: Land invasions in Trichardt

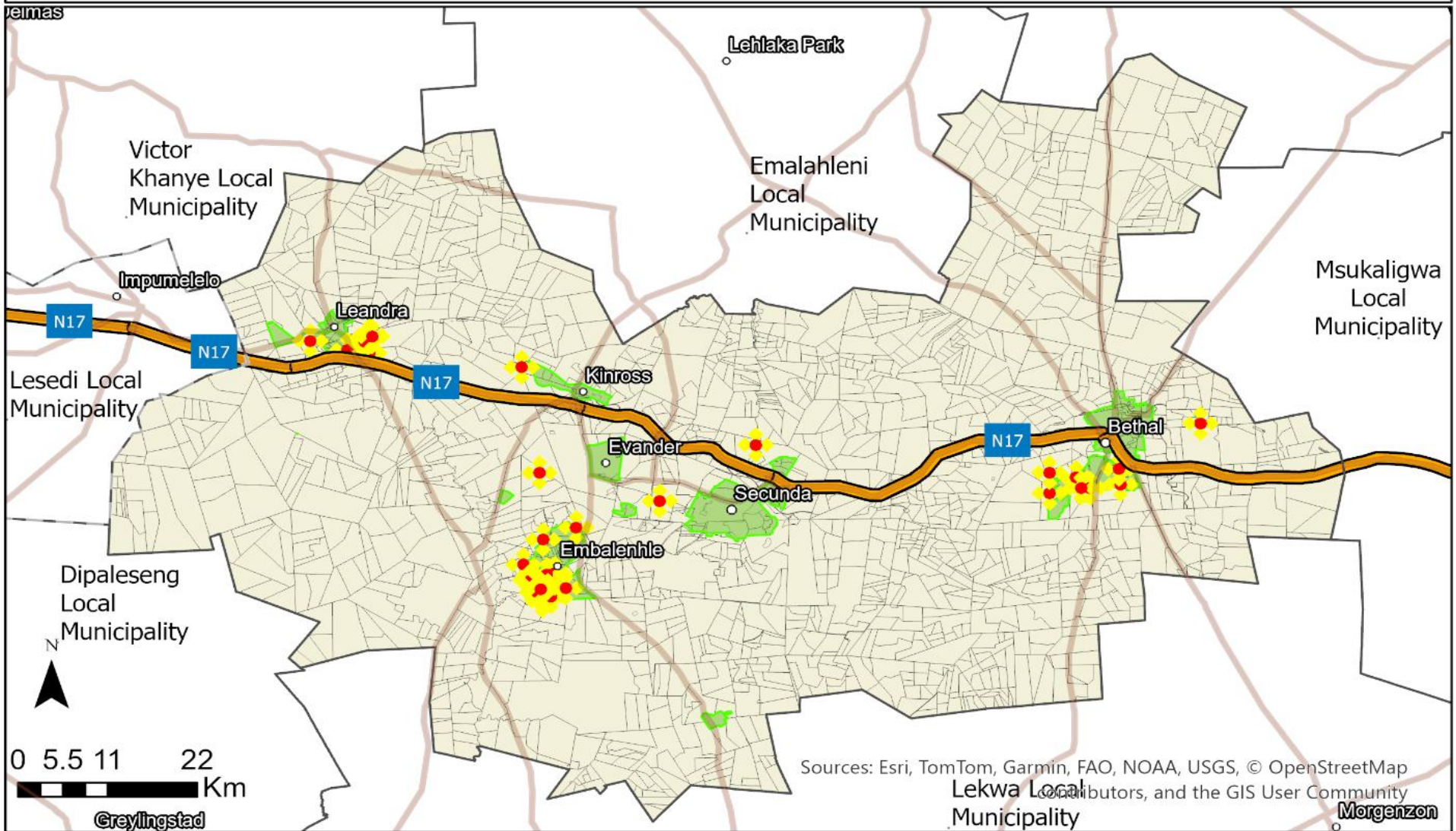


The upgrading of informal settlements is imperative in the municipality along with the improvement of basic services in the areas. The following table indicates the identified planned formalization of informal settlements projects for 2024-2033.

Informal Settlement	Town Extension	No. of Erven	Challenges
Bethal/eMzinoni	eMzinoni Ext 13	2686	Services
	eMzinoni Ext 14	2987	Services
	eMzinoni Ext 15	1001	Bulk services and site clearance
	eMzinoni Ext 17	585	Services and site clearance
	eMzinoni Ext 18	907	Services and site clearance
eMbalenhle	eMbalenhle Ext 31	619	Environmental approval and services
Secunda	Secunda Ext 76	1261	Services
	Kinross Ext 34	2033	Bulk services
	Lebohang Ext 27	1512	Land needs to be transferred and bulk services
Total Erven		13 591	

Table 4: Informal settlements in the municipality

INFORMAL SETTLEMENTS



 Govan Mbeki Local Municipality	Legend		 21 Sherley Green Street Erf: 302, Bendor 0699 Tel: 010 010 9106
	 Primary roads  Informal Settlements	 Municipal Settlements  Farm Portions  Govan Mbeki LM	

Map 23: Informal settlements in Govan Mbeki



3.8 Socio-Economic Profile

3.8.1 Population and Household Indicators

According to Census, 2022 (Stats SA) findings, the population of Govan Mbeki was 310 117 people in 2022, making it the largest local municipality in the Gert Sibande District in terms of population. However, since the last census, the population has grown by 48 052 people which is an increase of 13.4%.

Indicators	Census 2011	Census 2022	Quantec Easy Data 2024
Population (number)	294 538	310 117	358 169
Households (number)	83 869	103 684	103 514
Average Household Size (no. persons per household)	3.5	3.0	3.5
Area (square km)	-	-	2 954.690
Population density (number of people per square kilometre)	-	-	121.2
Household density (number of households per square kilometres)	-	-	35.0

Table 5: Table illustrating the population and household indicator

From the table above, the households' sizes have increased from 83 869 in 2011 to 103 684 in 2022 and slightly decreased in 2024.

3.8.2 Gender Distribution

Females account for 2 673 530 people, representing 52.0% of the total population, while males number 2 469 794, or 48.0%. This indicates a modest female majority which is a common demographic pattern. Overall, the distribution suggests a relatively balanced population.

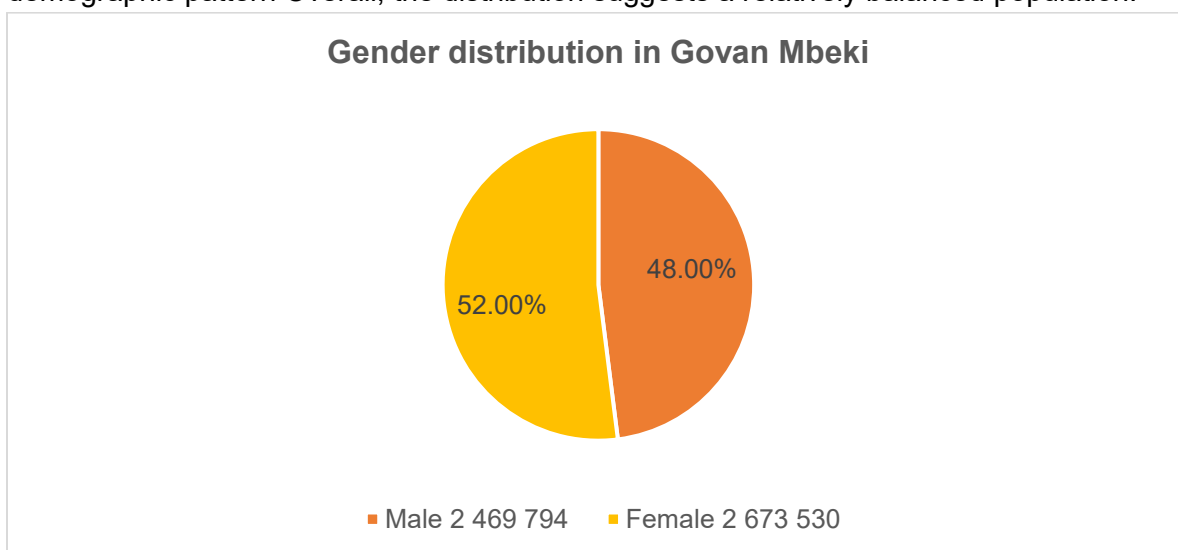


Figure 5: Gender distribution of Govan Mbeki

3.8.3 Population and Housing Estimates

The following table indicates the projected population and household estimates expected for the municipality that is expected for the next 5 years from 2026 derived from Quantec Easy Data. These projections will assist the municipality in developing adequate infrastructure that will accommodate the growth in population.

Year	Population Estimates	Household Estimates
2026	421 199	161 912
2027	430 225	168 242
2028	439 625	174 793
2029	449 364	181 543
2030	459 404	188 538
2031	469 755	195 833

Table 6: Population and housing estimates

The CSIR Green Book has projected the population increase for the year 2030 and 2050 with two possible projections. One under a medium growth scenario and the other under a high growth scenario.

The medium scenario puts the 2030 population at 437 067 and the 2050 population at 607 834 which is shown in the following graph.

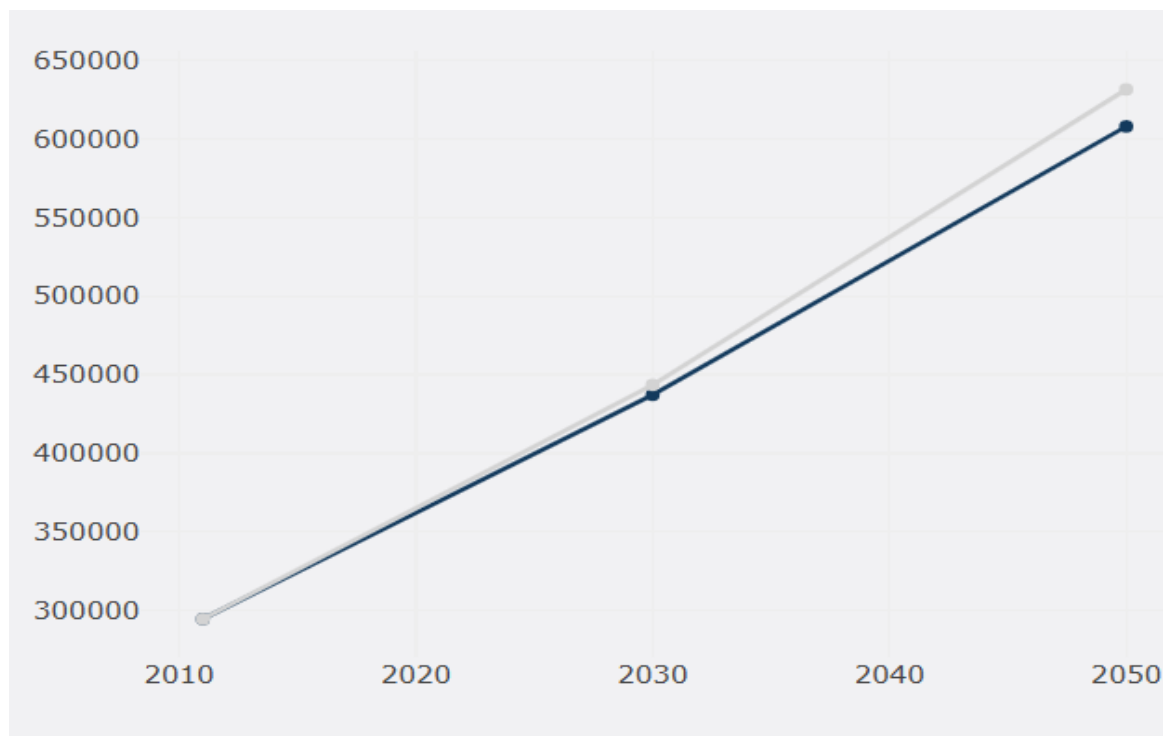


Figure 6: Medium growth scenario graph

The high scenario puts the 2030 population at 443 399 and the 2050 population at 631 409 which is shown in the following graph.

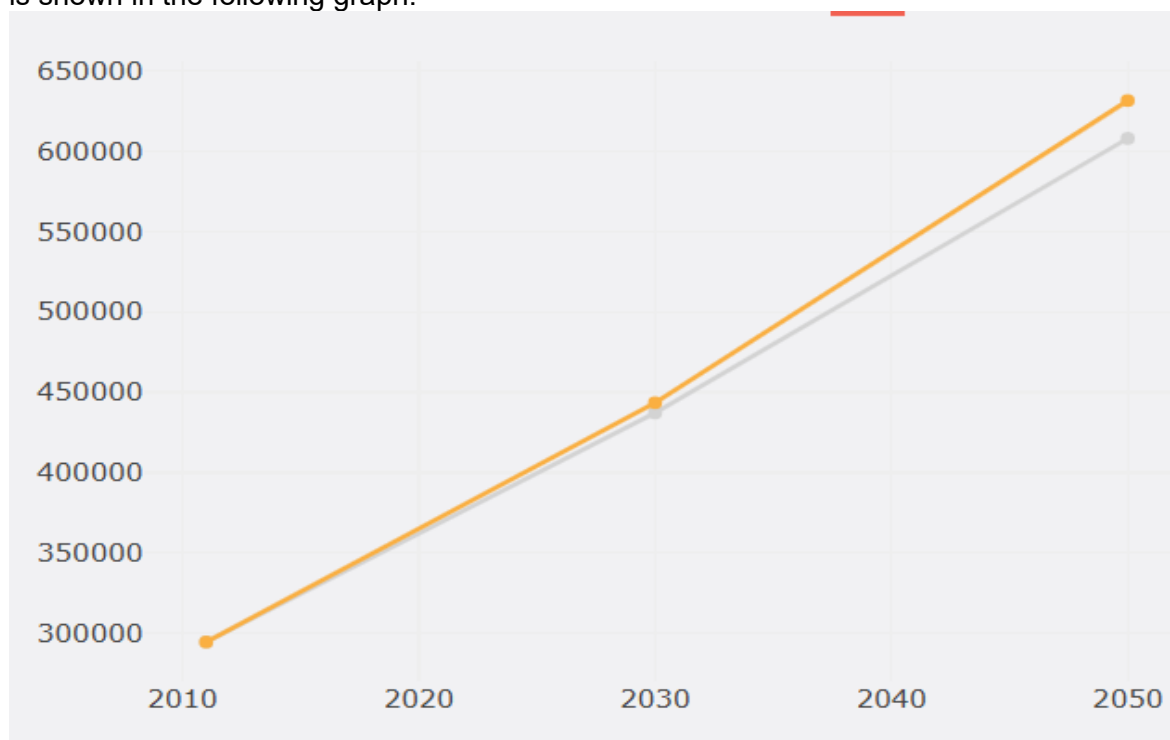


Figure 7: High growth scenario growth

3.8.4 Population Projections per Town

Towns such as Secunda, Emzinoni, Evander, Embalenhle and Lebohang experience higher levels of population increases which could be attributed to economic opportunities available.

Town	2011	2030	2050
Lebohang	33 064	45 837	61 133
Secunda	41 243	67 466	98 830
Emzinoni	19 061	28 210	39 170
Leslie Gold Mines	501	1424	2 529
Kinross	15 303	20 419	26 548
Charl Cilliers	798	804	796
Eendracht	681	1248	1 924
Bethal	41 651	59 947	81 732
Kinross Mine 1	52	1 195	2 565

Evander	10 066	16 279	23 720
Embalenhle	118 951	180 500	253 591

Table 7: Population projections for different towns in Govan Mbeki

The following map indicates the areas and pressures that the settlements will experience due to the population increase.

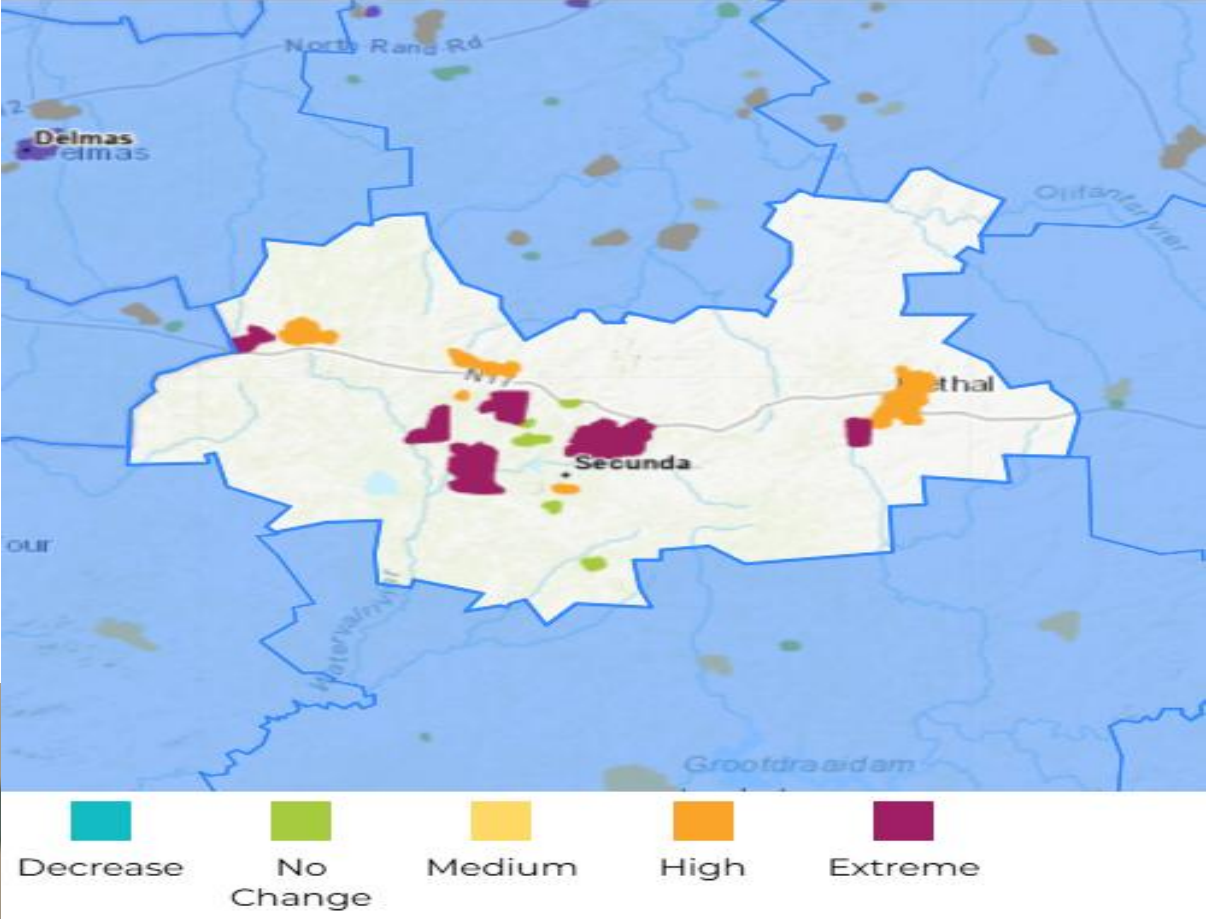
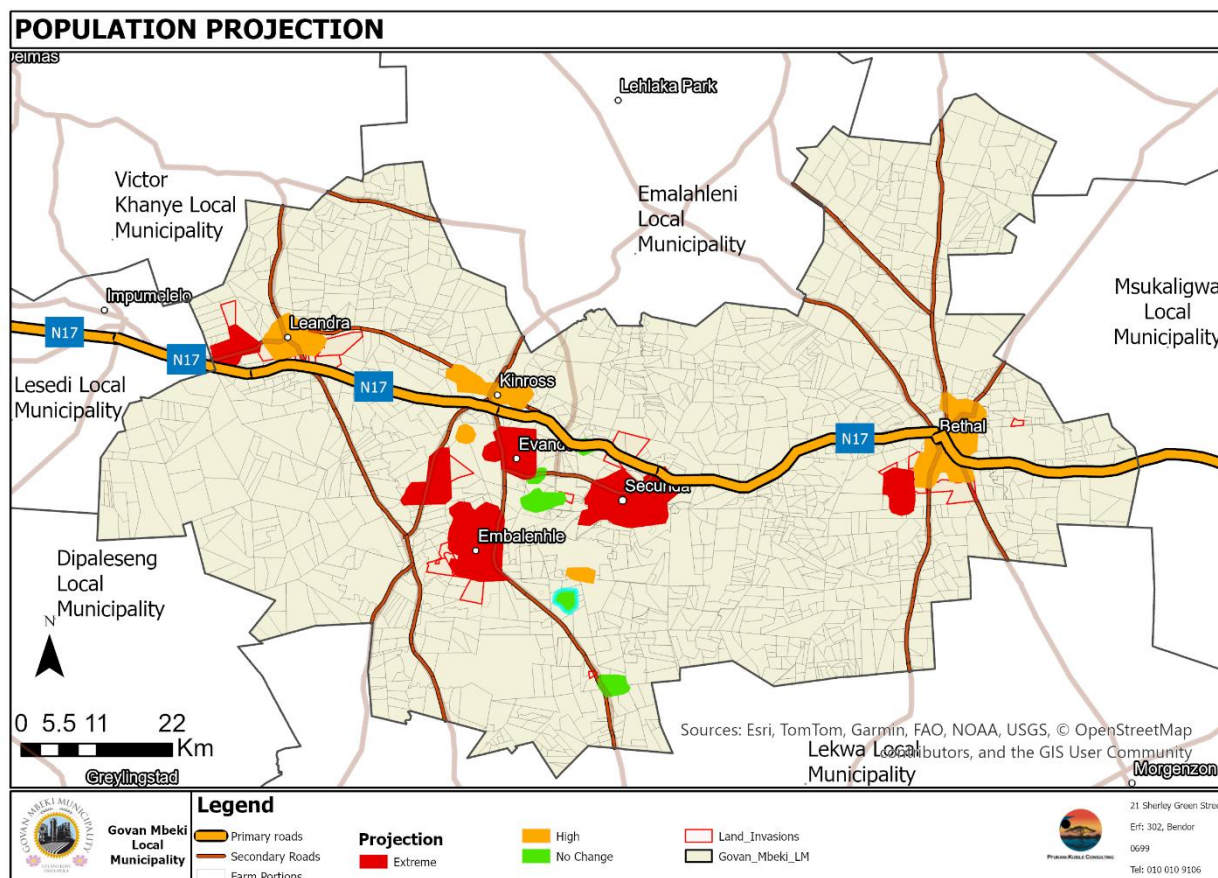


Figure 8: Growth projections for different towns





Map 24: Population projections in Govan Mbeki

3.8.5 Education Enrolment

The table shows a clear upward trend in educational attainment within the municipality between 2011 and 2024. Most notably, there are steady increases in secondary and undergraduate education, indicating improved access to schooling and a growing pool of skilled and semi-skilled residents.

While primary education remains significant, the faster growth at higher education levels suggests positive progress toward human capital development, which is essential for economic growth, improved employment prospects, and better service delivery.

However, the relatively small and fluctuating numbers at postgraduate level imply that advanced specialist skills remain limited, highlighting an opportunity for the municipality to attract or support higher-level training to strengthen local expertise and leadership.

Education Type	2011	2022	2024
No Schooling	-	-	-
Primary School	69 448	70 777	71 626
Secondary School	91 368	124 032	128 788

Undergraduate Education	78 783	115 590	119 427
Honour's Degree	6 630	6 072	6 352
Post Graduate Education (Master's)	3008	1433	1494
Post Graduate Education (Doctorate)	1078	866	913
Unspecified	-	-	-

Table 8: Education enrolment in Govan Mbeki

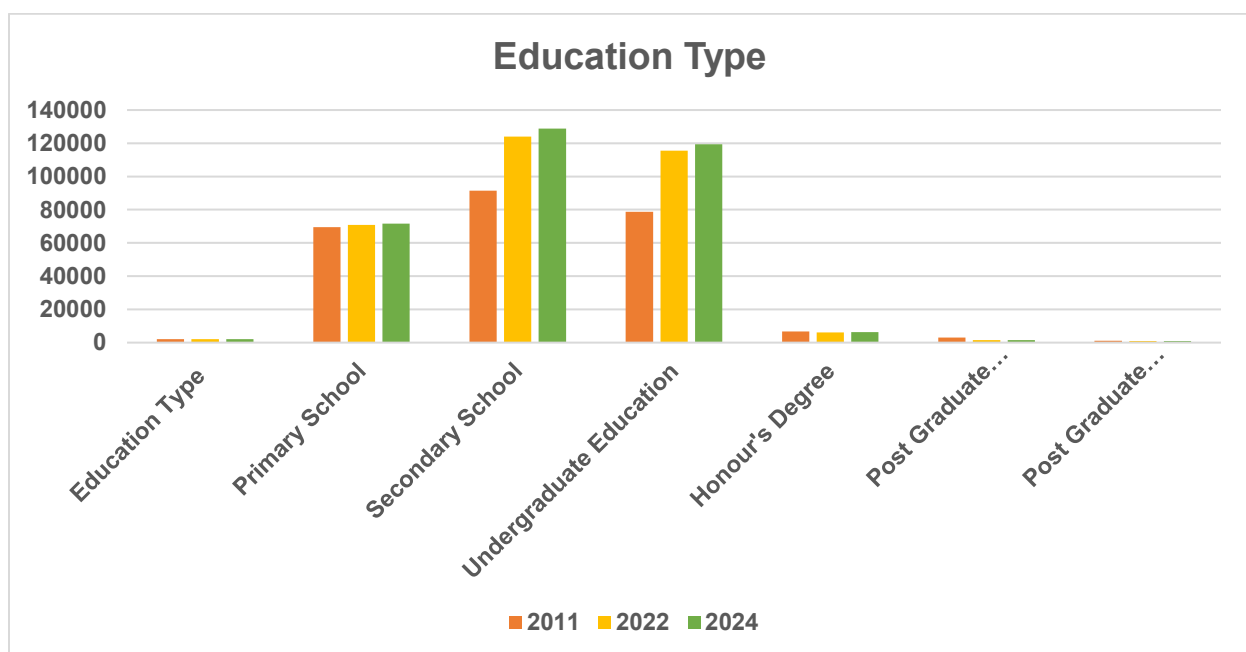


Figure 9: Education types in Govan Mbeki

3.8.6 Migration Patterns as A Result of Population Projections per Town

Towns such as Embalenhle, Secunda, and Bethal show the most significant population increases between 2011 and the projections for 2030 and 2050. This strong growth suggests sustained immigration toward major economic and service centres.

Embalenhle's rapid expansion reflects its role as a primary residential area supporting Secunda's industrial and petrochemical economy, attracting working-age individuals and families seeking employment, housing opportunities and access to better services. Similarly, Secunda's growth is driven by its position as the municipality's main economic hub, offering diverse job opportunities, infrastructure and social amenities.

Medium-sized towns such as Lebohang, Emzinoni, Evander and Kinross also demonstrate steady population growth, likely due to their proximity to economic nodes, mining activity and improved

connectivity. These towns may be absorbing spill-over population from larger centers as housing demand increases, while still providing access to employment and basic services.

In contrast, Charl Cilliers shows little to no population growth, remaining largely stagnant over the period. This suggests limited economic expansion, fewer job opportunities and possible out-migration of younger residents to larger towns in search of work and improved living conditions. Smaller settlements such as Leslie Gold Mines, Kinross Mine 1 and Eendracht show growth from a very low base, likely linked to mining-related activities or niche housing development, although they remain minor in overall population share.

3.9 Economic Profile

The municipality's economy is primarily driven by mining, manufacturing (petrochemicals), and community services, heavily supported by the Sasol Synthetic Fuel Plant in Secunda. As a hub within the province, key sectors also include agriculture, energy generation, finance, and logistics. Key Economic Sectors include:

- **Manufacturing:** Dominated by the petrochemical industry, with Sasol II (2) and III I (3) n Secunda being the main industrial hub.
- **Mining:** Significant contributor to the district GVA, focusing on coal and gold mining.
- **Energy Generation & Supply:** Strong presence of coal-fired power generation, including the Tutuka Power Station, alongside industrial applications.
- **Finance & Community Services:** High concentration in the main towns like Secunda, Bethal, and Evander.
- **Agriculture:** Active sector involving farming, particularly in surrounding rural areas.

The municipality acts as the largest contributor to the Gert Sibande District's GDP (40.6% as of 2021) and the fourth largest in Mpumalanga

3.9.1 Working Age Population

In 2024, the working age population of the municipality was estimated at 258 072 people. Of this total, approximately 172 376 individuals were economically active and formed part of the labour force, while 85 696 people were not economically active.

The labour force participation rate stood at 66.79%, indicating that just over two-thirds of the working age population were either employed or actively seeking employment. The labour absorption rate, also referred to as the employment-to-population ratio, was recorded at 44.53%, reflecting that fewer than half of the working-age population were employed. This highlights ongoing employment challenges within the municipality despite relatively strong labour market participation.

Employment Status	2011	2022	2024
Population (working age)	194 083	248 700	258 072
Labor force -economically active	128 565	165 521	172 376
Not economically active	65 517	83 179	85 696

Labor force participation rate	66.24%	66.55%	66.79%
Labor absorption rate/ employment to population rate	48.87%	44.28%	44.53%

Table 9: Employment status in Govvan Mbeki

3.9.2 Youth Employment

With only 42 200 people employed, compared to 31 615 people unemployed and many people estimated at 53 678 who are not economically active suggests limited job opportunities, particularly affecting young people entering the labour market.

Although the labour force participation rate of 58.74% shows that many youths are willing to work or seek work, the low absorption rate of 31.36% indicates that the local economy is not creating enough jobs to absorb them.

For the municipality, this points to an urgent need for targeted economic development, skills development programmes and youth-focused employment initiatives to reduce unemployment, improve livelihoods and prevent long-term social and economic pressures associated with youth joblessness.

Employment Status	2011	2016	2024
Employed	44 400	44 200	40 803
Unemployed	23 226	26 753	35 615
Not Economically Active	42 573	44 322	53,678
Unemployment Rate	34.35%	38.80%	46.61%
Labor force participation rate	61.37	60.87	58.74%
Absorption Rate	40.29	37.25	31.36%

Table 10: Youth employment status

3.9.3 Adult Employment

Adult employment was relatively high within the municipality in 2024 compared to youth. With 74 106 adults employed and an unemployment rate of 22.77%, the data suggests that adults are more successfully absorbed into the local labour market.

The high labour force participation rate of 74.98% shows that most adults are economically active, while an absorption rate of 57.91% reflects the municipality's comparatively better capacity to translate labour force participation into actual employment.

For the municipality, this means that while adult employment is relatively stable, there remains a need to expand economic opportunities, support job retention and stimulate inclusive growth to further reduce unemployment and support household stability.

Employment Status	2011	2016	2024
Employed	63 490	63 490	74 106
Unemployed	10 261	14 609	54 467
Not Economically Active	22 945	25 417	32 017
Unemployment Rate	17.21	18.71	22.77%
Labor force participation rate	72.65	75. 45	74.98%
Absorption rate	60.15	61.22	57.91%

Table 11: Adult employment status

3.9.3.1 Youth and Adult Employment

The table shows steady population growth in both youth (15-34 years) and adult (35-64 years) people within the municipality between 2011 and 2024. The youth population increased from 110 198 in 2011 to 130 096 in 2024, while the adult population grew more sharply from 83 884 to 127 975 over the same period.

This indicates a maturing population, with large numbers of young people transitioning into adulthood and increasing the working-age population. This implies that the municipality should increase the demand for jobs, housing, skills development, and public services, while also presenting an opportunity to harness a growing labour force to support economic growth.

Effective planning, job creation and investment in education and economic development will be crucial to ensure that population growth translates into improved socio-economic outcomes rather than increased unemployment and service delivery pressure.

Indicators	2011	2022	2024
Youth	110 198	125 539	130 096
Adult	83 884	123 160	127 975

Table 12: Youth and Adult employment status

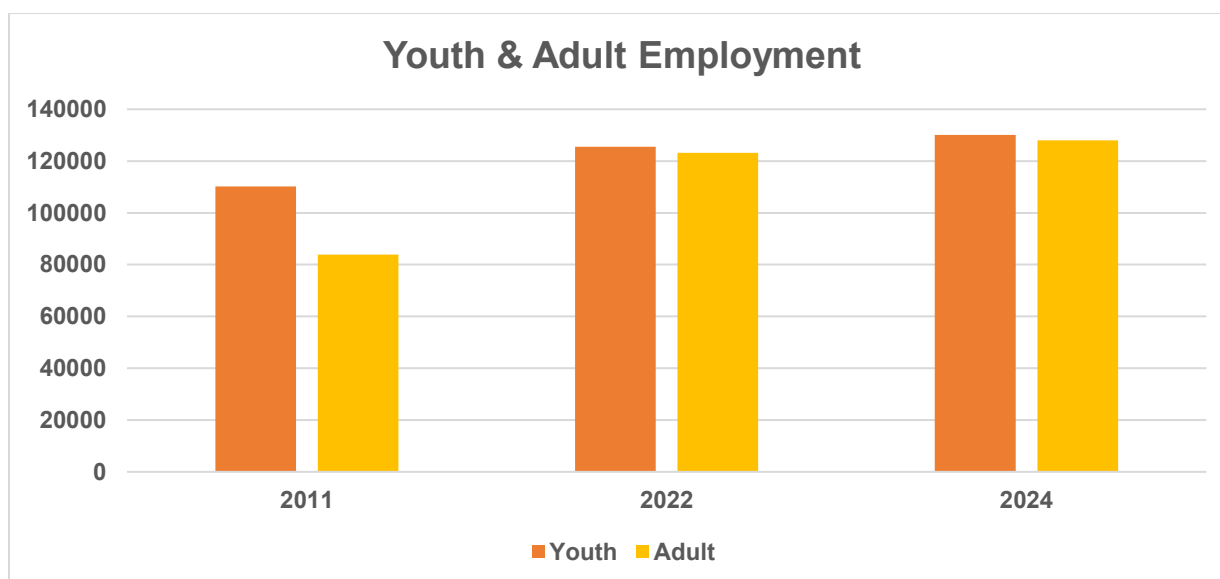


Figure 10: Youth & Adult Employment

3.9.4 Employment Types

Most of the employment opportunities (94 978 jobs) were in the formal sector in 2024, indicating that formal economic activities remain the primary source of employment within the municipal area.

19 931 people were employed in the informal sector, reflecting the importance of informal economic activities as a source of livelihood, particularly for those who may not access formal employment opportunities.

This distribution shows that most employment opportunities in the municipality are concentrated in semi-skilled and low-skilled work, pointing to a limited availability of high-skilled, knowledge-intensive jobs and a potential skills gap within the local economy.

This relatively high unemployment rate suggests that, despite a substantial number of people being employed, the local economy is not generating sufficient jobs to absorb the entire labour force.

High unemployment, particularly when combined with a dominance of low- and semi-skilled employment, poses challenges for income stability, poverty reduction, and inclusive economic growth within the municipality.

Employment Type	2011	2016	2024
Employed (formal)	73 346	82 467	94 978
Employed (Skilled)	15 055	17 783	22 080
Employed (Semi-Skilled)	37 947	41 222	46 667
Employed (Low Skilled)	20 344	23 462	26 231
Employed (Informal)	21 506	23 222	19 931

Unemployed	33 713	41 362	57 467
Unemployment Rate	26.22%	28.13%	33.34%

Table 13: Employment types in Govan Mbeki

3.9.5 Household Income

Income distribution is largely concentrated within the lower- to middle-income brackets. A significant portion of the population earns low or no income, with 16.2% having no income at all and further share earnings below R9,600, indicating persistent poverty and economic vulnerability. The largest proportions fall within the R9,601–R78,400 income range, suggesting that most households rely on relatively modest earnings. As income levels rise, the percentage of earners declines sharply, with very small proportions in the highest income categories. This pattern reflects a municipality with a broad low- and middle-income base and limited high-income earners, highlighting the importance of job creation, income support, and diversifying economic opportunities.

Income per annum	Percentage
No Income	16.2 %
R1 – R4,800	3.6 %
R4,801 – R9,600	5.5 %
R9,601 - R19,600	12.6 %
R19,601 - R38,200	16.5 %
R38,201 - R 78,400	15 %
R76,401 - R153,800	11.7 %
R153,801 - R307,600	9.1 %
R307,601 - R614,400	6.4 %
R614,400 - R1,228,800	2.5 %
R1,228,801 – R2,457,600	0.7 %
R2,457,601 +	0.3 %

Table 14: Household income in Govan Mbeki

3.9.6 Employment per Sector

The chart shows a clear shift in employment patterns over time, with growth increasingly concentrated in the tertiary (services) sector. Between 2011, 2022, and 2024, employment in the

tertiary sector rises significantly, indicating expanding opportunities in services such as trade, transport, government, and community services. The primary sector shows relatively modest and stable growth, suggesting limited expansion in activities like mining and agriculture, while the secondary sector (manufacturing and construction) grows slowly and remains the smallest employer. Overall, the chart highlights a structural change in the local economy toward service-based employment, reflecting urbanization and changing economic dynamics within the municipality.

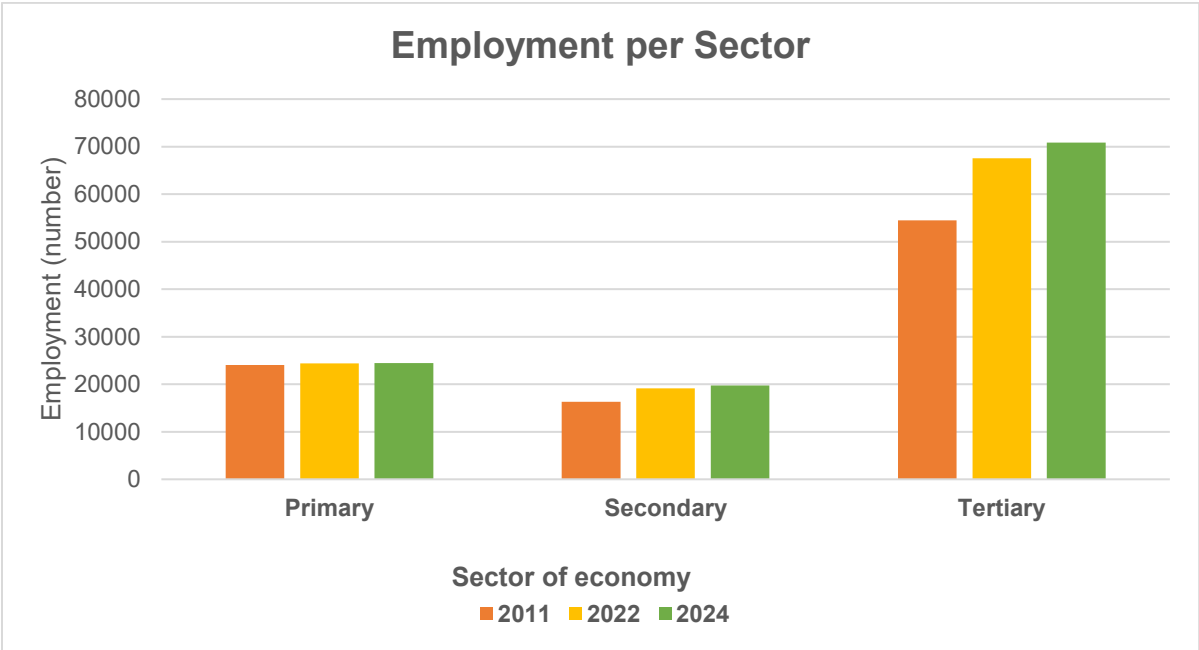


Figure 11: Employment per sector graph

3.9.6.1 Employment per Industry

Changes in employment by industry between 2011, 2022, and 2024, highlighting a gradual shift in the structure of the local economy. Employment has grown across most sectors, with particularly strong increases in wholesale and retail trade, community, social and personal services, and finance and business services, reflecting the expanding importance of the service-based (tertiary) sector. Manufacturing and construction also show steady growth, indicating ongoing industrial activity and infrastructure development. In contrast, mining and quarrying, while still a major employer, shows more modest growth and some fluctuation over time, suggesting relative stagnation compared to other sectors.



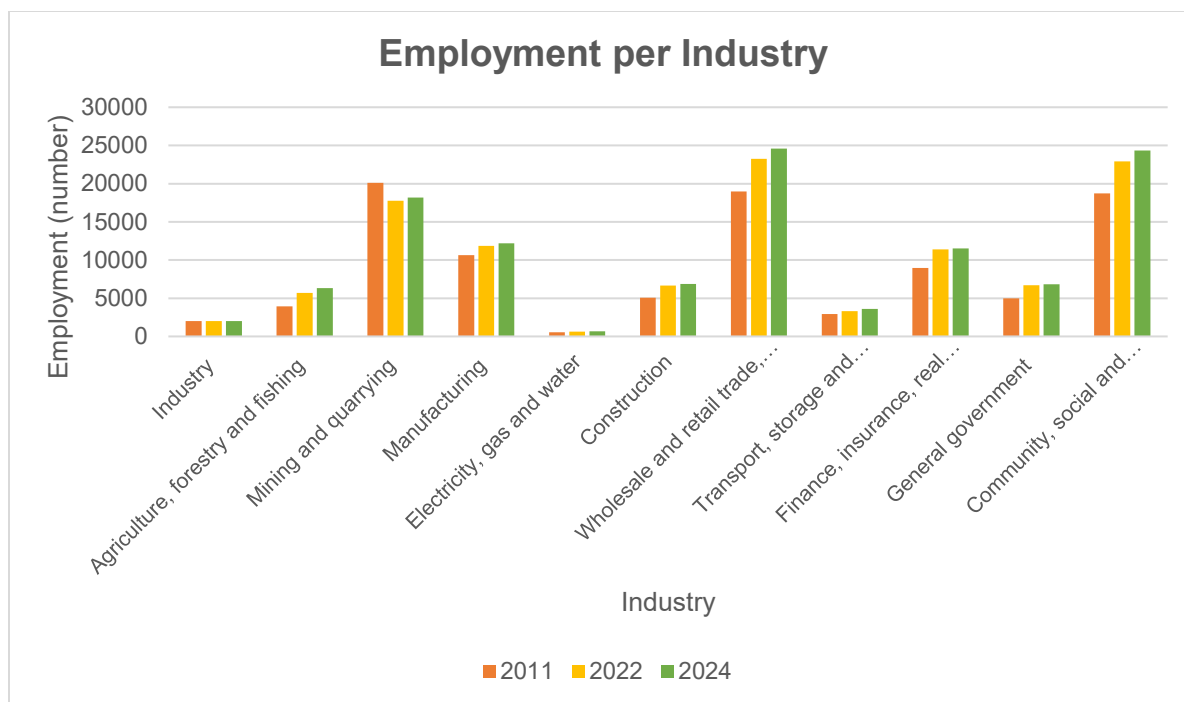


Figure 12: Employment per industry graph

3.9.6.2 Sector Contributions in Terms of Export

The primary sector is dominated by mining and quarrying, which consistently contributes the largest share of economic output across all three years. Mining output remained relatively stable between 2011 (R5 062.85 million) and 2016 (R5 121.60 million) before declining significantly to R3 328.51 million in 2022, indicating a contraction in mining activity in recent years.

In contrast, Agriculture, Forestry and Fishing contributes a negligible share to the local economy throughout the period. Although it increased marginally from R0.01 million in 2011 to R0.58 million in 2016, the value declined again to R0.01 million in 2022, confirming its limited role in the economic structure.

The secondary sector shows mixed performance. Manufacturing experienced a substantial decline between 2011 (R238.06 million) and 2016 (R46.34 million), followed by a strong recovery by 2022, increasing to R300.85 million, the highest value recorded for the sector during the period. This rebound suggests renewed industrial or processing activity. Both electricity and construction show zero recorded output across all three years. This may indicate either limited formal activity within these sectors, data limitations or that production is captured under other sectors.

The tertiary sector demonstrates consistent and strong growth over the review period, highlighting a shift towards service-based economic activity.

- Wholesale and retail trade, catering and accommodation increased steadily from R640.98 million in 2011 to R1 292.59 million in 2016, reaching R1 880.32 million in 2022, making it the fastest-growing sector.

- Finance, insurance, real estate and business services also expanded, rising from R182.59 million in 2011 to R331.76 million in 2022.
- Community, social and personal services more than doubled between 2011 and 2016 and continued to grow moderately to R275.16 million in 2022.

Primary Economic Sectors	R Million in Price		
	2011	2016	2022
Agriculture, forestry and fishing	0.01	0.58	0.01
Mining and quarrying	5 062.85	5 121.60	3 328.51
Secondary Sector	2011	2016	2022
Manufacturing	238.06	46.34	300.85
Electricity	0.00	0.00	0.00
Construction	0.00	0.00	0.00
Tertiary Sector	2011	2016	2022
Wholesale and retail trade, catering and accommodation	640.98	1 292.59	1 880.32
Finance, insurance, real estate and business services	182.59	312.40	331.76
Community, social and personal services	124.92	271.48	275.16

Table 15: Sector contributions in terms of export

3.9.6.3 Growth Performance Index for Gross Value Added (GVA) at basic prices

Primary Sector

The bar chart compares the performance of seven industries that make up the primary sector indicators; Agriculture, Forestry, Fishing, Coal, Gold, Metals and Other mining and quarrying. Agriculture shows relatively stable performance, starting at just above 102 and experiencing a slight downward trend over time, settling near 101–102 in the final years. Fishing follows a similar but slightly weaker pattern, beginning around 101–102 and gradually declining to near 100–101 by 2024. Coal remains steady but below the 100 marks, fluctuating slightly around 98–99 without any clear long-term trend. Gold and Metals are the most stable sectors, maintaining constant values at approximately 100 across all years, indicating little to no variation. In contrast, other mining and quarrying displays the greatest variability, dropping noticeably to its lowest point of about 97 around 2018 before recovering back toward 99–100 in later years.

The graph implies that Govan Mbeki Municipality is experiencing:

- Low growth or stagnation across most sectors
- Gradual decline in key primary industries (forestry, agriculture, fishing)
- Volatility in mining, which increases economic uncertainty
- A lack of strong upward trends in any sector

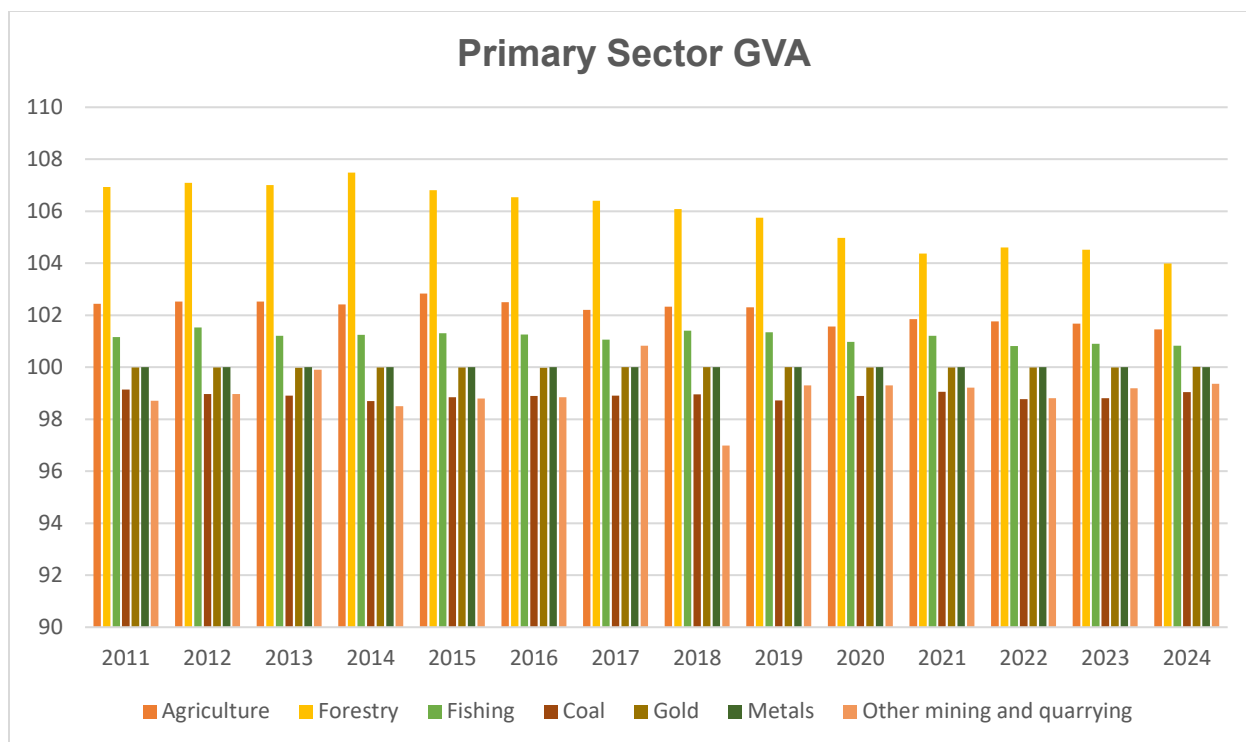


Figure 13: Primary sector GVA

Secondary Sector

The bar chart shows the performance of the secondary sectors multiple manufacturing and industrial sectors including food, textiles, wood and paper, chemicals, metals, machinery, transport equipment, construction and electricity over the period 2011 to 2024. Most sectors fluctuate slightly around an index value of 95 to 107, indicating relatively stable but modest growth. The wood and paper sector consistently records some of the highest values, while sectors like radio/TV equipment and some manufacturing categories occasionally dip below 100, showing weaker performance. Overall, there are small ups and downs rather than strong growth trends, with a noticeable dip around 2020 in several sectors, followed by a gradual recovery.

For Govan Mbeki Municipality, the graph suggests that the industrial and manufacturing base is relatively stable but not expanding strongly. Key sectors are maintaining production levels, but the lack of significant growth indicates limited industrial expansion and job creation. Stronger sectors like wood and paper may provide some support to the local economy, but weaker and fluctuating sectors specially manufacturing and equipment-related industries highlight economic vulnerability and uneven performance. Overall, this means the municipality may face slow economic growth and there is a need to encourage investment, diversify industries and strengthen manufacturing capacity to create more employment and ensure long-term economic development.

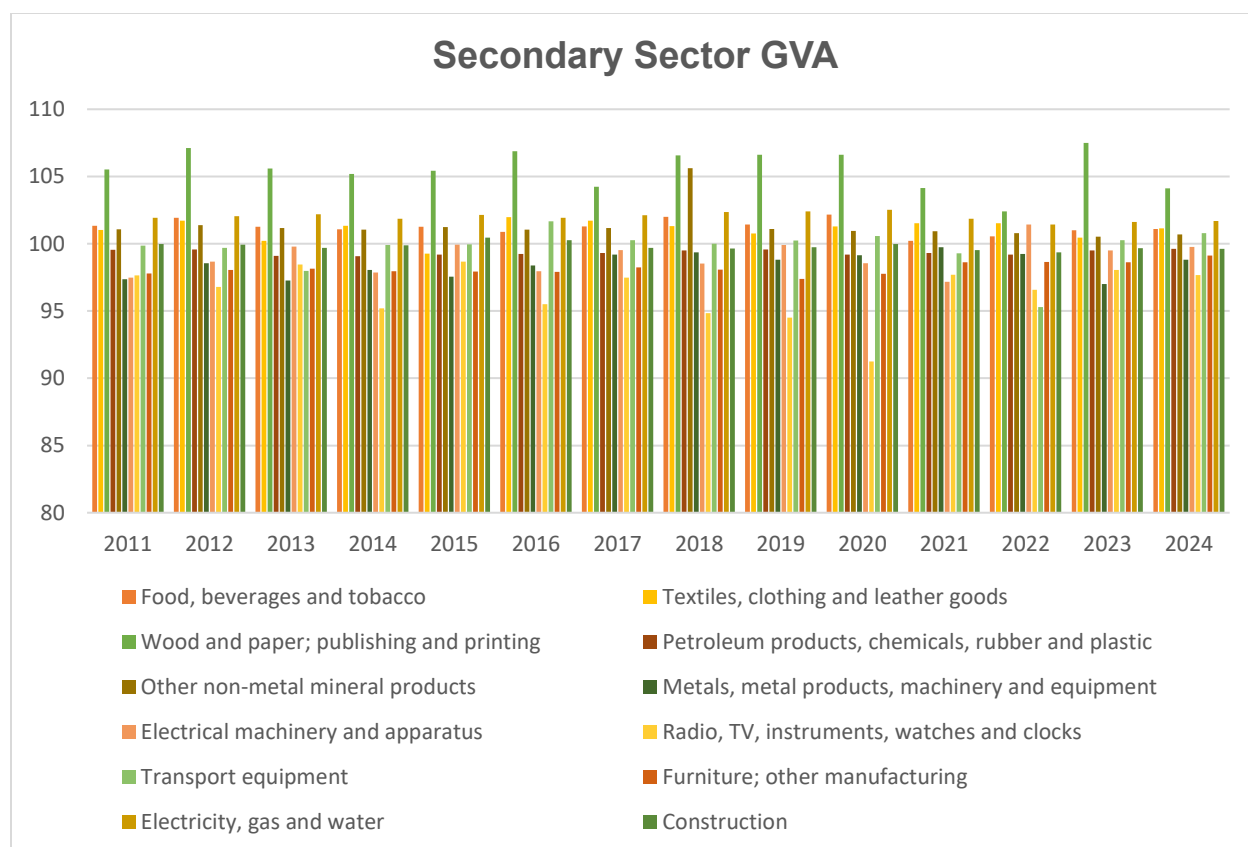


Figure 14: Secondary sector GVA

Tertiary Sector

The bar chart shows trends in the tertiary (service) sector for several industries such as wholesale and retail trade, catering and accommodation, transport, communication, finance, business services, government and community services. Most sectors remain fairly stable, fluctuating slightly around an index of 99 to 102. Wholesale and retail trade and general government tend to be among the stronger and more consistent sectors, while business services and communication remain slightly lower. There is a noticeable dip around 2020–2022 which could be attributed to Covid-19 and in some sectors, followed by a modest recovery, although community and social services drop sharply in 2024, indicating a recent decline in that area.

This graph suggests that the service sector is stable but experiencing slow growth. Key services like trade, transport and government are holding steady, which helps maintain basic economic activity and service delivery. However, the lack of strong growth across most sectors indicates limited expansion in jobs and business opportunities. The dip in recent years, especially in community and social services, may raise concerns about reduced public services or social support. The municipality's economy appears steady but not growing significantly, highlighting the need to stimulate service-sector development, attract investment and improve economic opportunities to support long-term growth and employment.

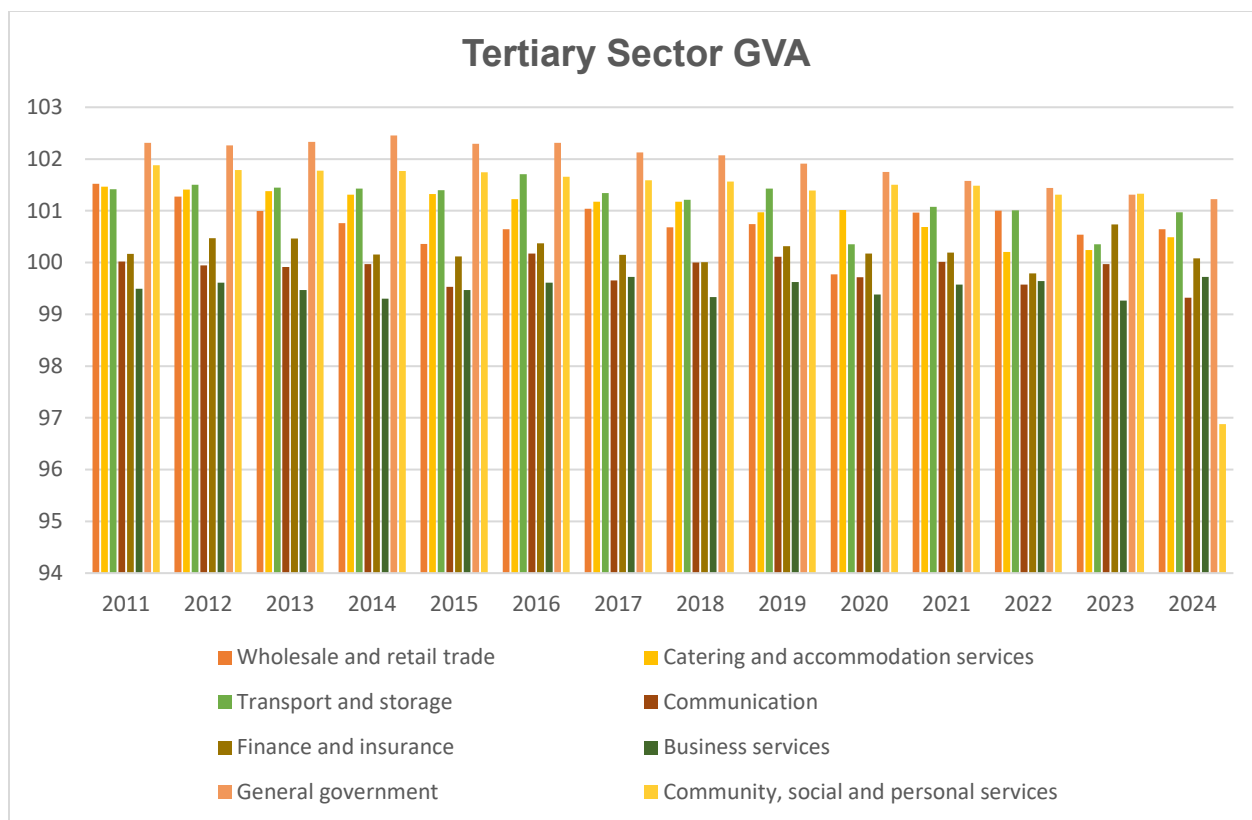
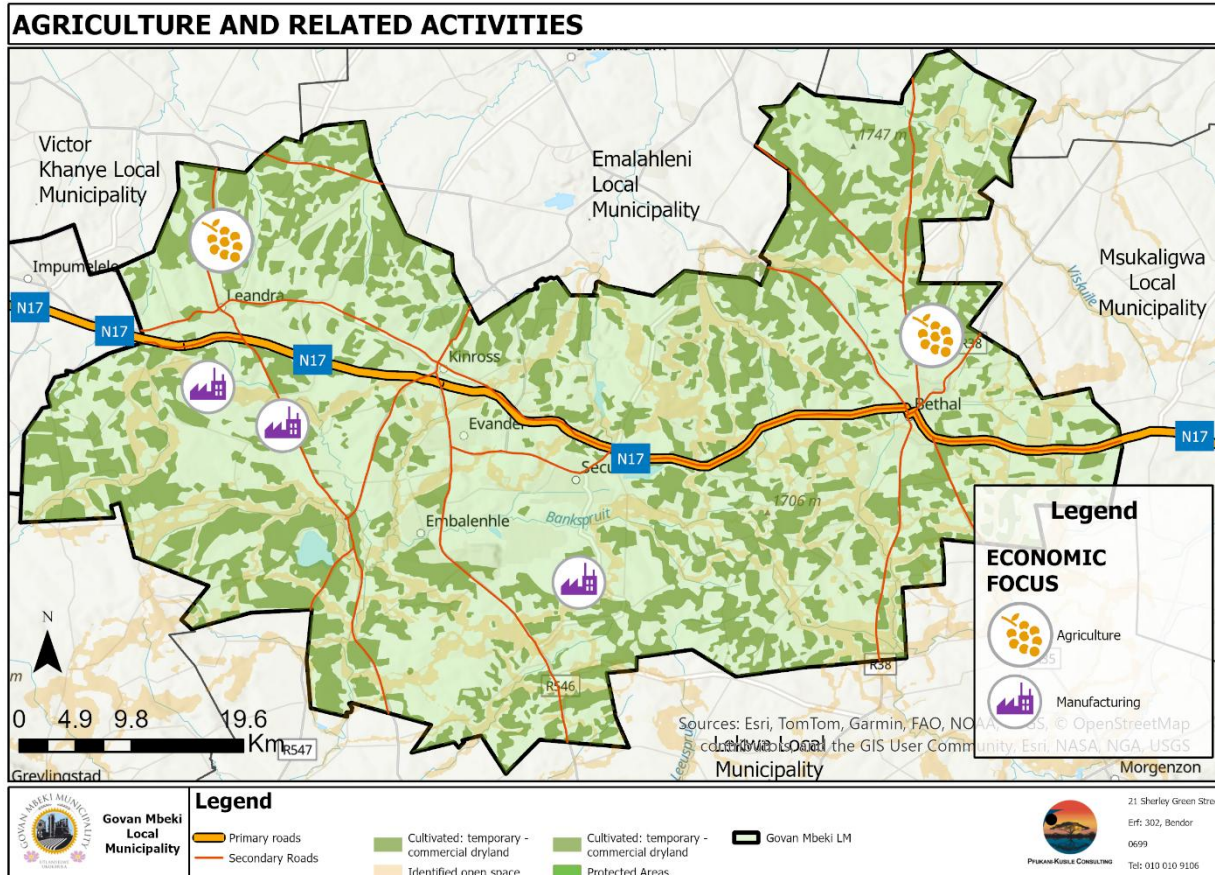


Figure 15: Tertiary sector GVA

The map illustrates that the municipality is primarily an agricultural region with significant industrial pockets, supported by a strong road network (especially the N17). Agricultural activities are widespread, while manufacturing is concentrated around key towns, showing a balanced but spatially organized local economy.



Map 25: Agriculture and related activities.

3.9.7 Types of Mining

Mining plays a historically and economically significant role in Govan Mbeki Local Municipality, forming one of the foundational pillars of the local economy.

The presence of coal and gold mining operations has contributed substantially to employment, income generation, and the development of surrounding towns such as Evander, Kinross, and other mining-linked settlements.

Mining has also supported the growth of related industries, including energy production, manufacturing, and transport, strengthening the municipality's position as an industrial hub within the region.

However, while mining remains an important employer, its fluctuating employment trends and long-term sustainability challenges highlight the need for economic diversification to reduce dependency on the sector and ensure inclusive, resilient growth for the municipality. The location of the types of mining are unknown.

Mining Type	2024
Opencast	6
Opencast, Surface	1

Opencast, Underground	2
Surface	1
Underground	10

Table 16: Mining types in Govan Mbeki

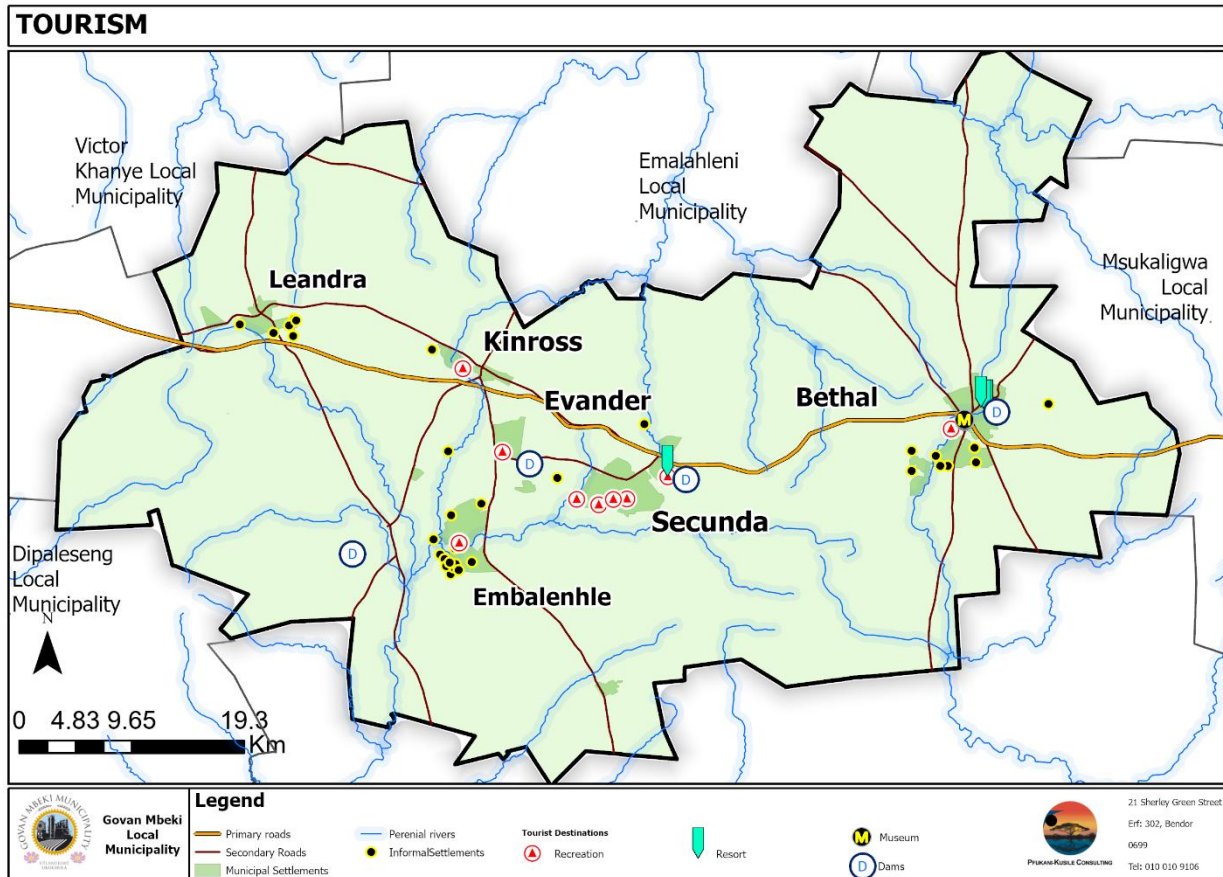
3.9.8 Tourism

Tourism in Govan Mbeki Municipality is anchored around industrial heritage in Secunda and Evander, recreational resorts and dams near Bethal and Kinross, and cultural attractions such as museums in Bethal. These nodes create pockets of economic activity that attract informal settlements, particularly around Embalenhle and Secunda where industrial tourism overlaps with employment opportunities. Rural tourism areas, while less developed, also see scattered informal dwellings near agricultural land and recreation sites due to seasonal labour and accessible space. Overall, tourism acts as a secondary driver of informal settlement growth, shaping mobility and land use patterns through employment attraction and land accessibility near industrial and recreational hubs.

Industrial and recreational sectors pull households closer to economic opportunities, while eco-tourism and water-based sites encourage informal occupation of buffer zones. Without integrated planning, these pressures reinforce uneven settlement growth, but aligning tourism development with housing and zoning strategies can transform them into inclusive opportunities for the municipality.

Name of Tourism Destination	Type of Tourism destination
Nomoya Masilela	Museum
Freedom Square	Museum
Bethal Caravan Park	Resort
Bethal Resort	Resort
Bethal Dam	Resort
eMzinoni Regional Park	Recreation
SASOL Club eMba	Recreation
SASOL Club Secunda	Recreation
SASOL Club Kinross	Recreation
Evander Club	Recreation
Eende Dam	Recreation
Hamerkop Dam	Recreation
Trichardtsfontein dam	Recreation
Trichardtsfontein dam Ontspanningsoord	Resort

Table 17: Tourism attractions in Govan Mbeki



Map 26: Tourism in Govan Mbeki

3.10 Existing Housing Situation

3.10.1 Dwelling Typology

The most predominant type of dwelling within the municipal area is the house brick structure which accounts for 79%. Informal dwellings have decreased across the district which shows a shift towards formal housing (IDP, 2025/6).

However, the municipality still has the highest percentages of informal settlements in the district which could be a result of lack of housing provisions, proximity to economic opportunities.

Type of Dwelling	Number of Households
House brick structure on a separate stand or yard	81 979
Traditional dwelling/hut/structure made of traditional materials	1 245
Flat in a block of flats	2 351

Town/cluster/semi-detached house	812
House/flat/room I backyard or on shared property	4 059
Informal dwelling/shack in backyard	5 129
Informal dwelling/shack not in backyard	7 629
Other or unspecified	312

Table 18: Dwelling typologies found in the municipality

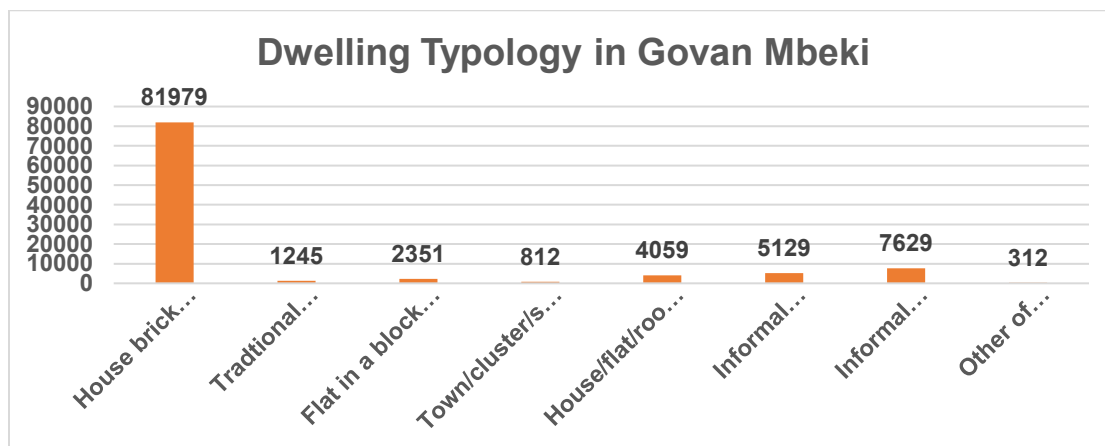


Figure 16: Dwelling typologies in Govan Mbeki

3.10.2 Residential Buildings Built

The table provides a summary of residential building activity by type, number of units, and total costs built in 2024. In total, 411 units were recorded at a combined cost of R51 846, with residential buildings making up the largest share at 179 units.

Dwelling houses dominate the housing mix, particularly larger units (≥ 80 sqm), which account for 118 units, indicating a strong emphasis on standard family housing.

Medium-sized dwellings (31–79 sqm) and smaller houses under 80 sqm also contribute significantly, reflecting demand for more affordable housing options.

Flats are minimal, with only 8 units, and no townhouses were developed, suggesting that residential development is largely low-density and focused on standalone.

Building Type	Units	Cost
Residential Buildings	179	R8149.0
Dwelling houses <80sq.m	53	R8650.0
Dwelling Houses <=30sq.m	1	R9400.0
Dwelling Houses 31 – 79sq.m.	52	R8645.0
Dwelling Houses ≥ 80 sq.m.	118	R8053.0

Flats	8	R8949.0
Townhouses	0	0
Total	411	R51 846

Table 19: Buildings built by the municipality in the year 2024

3.10.3 Housing Backlogs

The Integrated Residential Development Programme (IRDP) and Upgrading of Informal Settlements Programme (UISP) have projects that are under the housing allocation policy which takes into consideration disadvantaged groups, the poor and those with special needs in the municipality. There has been a need for 26 922 units with the number continuing to increase. Only 5856 units have been allocated to respondents with the remaining backlog of 21 066.

3.10.4 Proposed Housing Typologies

Based on the housing backlogs, income profile, and the nature of the municipality with both urban and peri-urban characteristics, a mix of affordable, incremental, and higher-density housing typologies would be most appropriate.

The following housing typologies would make practical and strategic sense:

- **Subsidised Stand-Alone Houses (RDP/BNG Units):** These remain essential for addressing the backlog among low-income households and those with no or very low income. Given the availability of land in parts of the municipality, single-storey detached units with basic services can still be viably delivered, especially in peri-urban areas.
- **Incremental and Serviced Sites Housing:** Providing serviced stands with access to water, sanitation, electricity, and roads allows households to build and extend their homes over time as their finances improve. This typology is cost-effective, supports self-help housing, and aligns well with the municipality's large low- to lower-middle-income population.
- **Medium Density Housing (walk-ups, semi-detached units and row houses):** To reduce sprawl and use land more efficiently in urban areas such as Secunda and Embalenhle, medium-density typologies are appropriate. These forms can accommodate more households at lower per-unit infrastructure costs and are suitable for working households earning moderate incomes.
- **Social and Rental Housing:** Given the presence of young adults, migrant workers, and smaller households, affordable rental units and social housing would help meet demands from those who cannot yet afford ownership. This is particularly relevant near employment nodes, transport routes, and town centres.
- **Gap Housing (affordable bonded housing):** For households earning above the subsidy threshold but below market affordability levels, gap housing can bridge the divide. This includes smaller bonded units or compact townhouses, which can help retain skilled workers within the municipality and support economic stability.

- **Backyard and small-scale infill development:** Formalising and supporting backyard dwellings through appropriate planning and service upgrades can increase housing supply quickly and cost-effectively, while also providing income opportunities for homeowners.

Housing typologies play a critical role in shaping the spatial structure, efficiency and inclusivity of settlements. In Govan Mbeki, typology selection must respond to:

- Land availability and cost
- Infrastructure capacity and urban density
- Socio-economic profile of residents
- Topographical and environmental constraints
- Access to transport and services

Low-density housing typologies, such as detached units, tend to contribute to urban sprawl and increased infrastructure costs, while higher-density typologies, including flats, row housing, and cluster developments, promote compact urban form, improved accessibility, and more efficient service delivery.

A mixed typology approach is therefore essential to:

- Promote spatial integration
- Improve affordability and accessibility
- Support diverse household needs
- Reduce infrastructure costs per household

This approach is particularly important in addressing the Municipality's spatial legacy and supporting more inclusive and resilient urban growth patterns.

3.10.4.1 Rental Housing Models and Housing Diversification

Rental housing plays an increasingly important role in Govan Mbeki's housing strategy, particularly in responding to labour mobility and affordability challenges. Key rental models include:

- Community Residential Units (CRUs) for transitional accommodation
- Municipal-owned rental stock with subsidised rental rates
- Social housing developments targeting low- to middle-income households
- Mixed-income developments supporting cross-subsidisation
- Public-private partnerships for large-scale delivery

Emerging approaches such as rent-to-own schemes further expand housing options and support pathways to ownership.

3.10.4.2 Transitional and Emergency Housing (HDA Role)

While “provisional housing” is not a formal policy term, transitional housing is supported through the work of the Housing Development Agency (HDA) and the Emergency Housing Programme. This includes:

- Temporary Relocation Areas (TRAs)
- Serviced sites with basic shelter and services
- Incremental settlement development

These interventions provide short- to medium-term accommodation solutions for households affected by evictions, disasters, or unsafe living conditions, while permanent housing solutions are being developed.

3.10.4.3 Eligibility and Strategic Land Allocation Criteria

Land allocation within Govan Mbeki is guided by clear eligibility criteria aligned with housing programmes and land use objectives. These include:

Residential Use:

- Registration on the municipal housing waiting list
- Compliance with income thresholds
- No prior housing subsidy benefit

Commercial/Industrial Use:

- Registered business with a viable business plan
- Alignment with LED Strategy
- Proof of financial capacity

Community/Institutional Use:

- Registered organisations (NPOs, CBOs, FBOs)
- Demonstrated community benefit
- Compliance with governance requirements

3.10.9 Human Settlements Projects Catalytic Projects and Status of Township Establishments Overview of Catalytic Projects

The municipality has identified a few catalytic land development and township establishment projects aimed at accelerating human settlements delivery within key growth nodes. These projects are largely aligned with Priority Human Settlements and Housing Development Areas (PHSHDAs) and restructuring zones, particularly within the Secunda, Bethal, Leandra development corridor, which serves as the primary spatial and economic spine of the Municipality. The catalytic projects are predominantly implemented through the Integrated Residential Development Programme (IRDP) and are intended to deliver large-scale, integrated settlements comprising subsidised housing, serviced sites, and supporting infrastructure. These projects are critical in addressing the Municipality's housing backlog, informal settlement pressures, and spatial fragmentation, while also supporting economic access and infrastructure efficiency. However, implementation across these projects is affected by a range of constraints, including:

- Bulk and internal infrastructure limitations
- Delays in township establishment processes
- Land acquisition challenges
- Environmental approvals and compliance requirements
- Public participation and administrative processes

The following table shows the human settlement projects the municipality is currently addressing per township.

GOVAN MBEKI MUNICIPALITY HUMAN SETTLEMENTS: IDP PROJECTS AND PROGRAMMES FOR IMPLEMENTATION FOR THE FINANCIAL YEAR 2022/2023-2026-2027								
EMZINONI								
Area/region	Settlement	Ward	Programme/Instrument Required	Availability of prioritized list of potential beneficiaries	Estimated sites	EIA approval	Township Establishment	Current Status Remarks by Municipality
Outlying (rural/peri urban)	Hofontein	18	Require the relocation program intervention as the land is privately owned	600	1500	No application	No proposal	Municipality request to be assisted with the Relocation Programme as this land is privately owned
Outlying (rural/peri urban)	Informal Settlement 3	18	Relocation subsidy	0	30	No application	No proposal	Municipality request assistance with funding to undergo land development preparation and provision of Rural Subsidy Programme
Outlying (rural/peri urban)	Informal Settlement 1	1	Rural subsidy programme intervention	0	30	no application	No proposal	Municipality request assistance with funding to undergo land development preparation and provision of Rural Subsidy Programme
Outlying (rural/peri urban)	Informal Settlement 8	15	IRDP	0	30	No application	No proposal	remarks by Municipality request Relocation Subsidy Programme

Emzinoni	Bethal Extension 11	26	IRDP	400	1594	Approved before NEMA came into operation Available	Approved and proclaimed	Municipality request assistance with IRDP.
Emzinoni	Emzinoni Extension 1	26	IRDP	18	50	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP programmes interventions
Emzinoni	Emzinoni Extension 2	24	IRDP	18	50	Approved before NEMA came into operation	Approved and proclaimed	IRDP intervention requested
Emzinoni	Emzinoni Extension 9	27	IRDP	4	130	Approved before NEMA came into operation	Approved and proclaimed	IRDP intervention requested
Emzinoni	Emzinoni Extension 3	24	IRDP	171	508	Approved before NEMA came into operation	Approved and proclaimed	IRDP intervention requested
EMZINONI	Emzinoni Extension 10	23	IRDP	171	508	Approved before NEMA came into operation	Approved and proclaimed	IRDP intervention requested
Emzinoni	Emzinoni Extension 8	26	IRDP	86	728	Approved before NEMA came into operation	Approved and proclaimed	IRDP intervention requested
Emzinoni	Emzinoni Extension 6	23	IRDP	113	623	Approved before NEMA came into operation	Approved and proclaimed	IRDP intervention requested
Emzinoni	Emzinoni Extension 2	24	IRDP	18	50	Approved before NEMA came into operation	Approved and proclaimed	IRDP Programmes requested
Emzinoni	Emzinoni Extension 5	26	IRDP	180	2721	Approved before NEMA came into operation	Approved and proclaimed	IRDP requested

Emzinoni	Emzinoni Extension 4	23	IRDP	47	1842	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Emzinoni	Emzinoni Extension 7	24	IRDP	113	623	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP Programme intervention i
Emzinoni	Bethal Extension 23	26	IRDP	82		Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Emzinoni	Emzinoni Extension 16	22	IRDP	180	2721	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP subsidy programme interventions
EMBALENHLE								
Embalenhle	Embalenhle Extension 25	4	IRDP	250	934	Approved before NEMA came into operation	Approved but NOT Proclaimed	Municipality request IRDP Subsidy programme interventions
Embalenhle	Embalenhle Extension 10	32	IRDP	500	750	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP programme interventions
Embalenhle	Embalenhle Extension 26	19	IRDP	400	1594	yes	Approved and proclaimed	Municipality request programme interventions
Embalenhle	Embalenhle Extension 14	8	IRDP	30	2586	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Embalenhle	Embalenhle Extension 15	10	IRDP	30	3821	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Embalenhle	Embalenhle Extension 16	20	IRDP	30	2190	Approved before NEMA came into operation	Approved but NOT Proclaimed	Municipality request IRDP intervention

Embalenhle	Embalenhle Extension 17	31	IRDP	30	1264	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Embalenhle	Embalenhle Extension 18	14	IRDP	30	2588	Approved before NEMA came into operation	Approved but NOT Proclaimed	Municipality request IRDP intervention
Embalenhle	Embalenhle Extension 19	12	IRDP	250	875	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP intervention
Embalenhle	Embalenhle 20	12	IRDP	29	1303	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Embalenhle	Embalenhle Extension 21	13	IRDP	9	1184	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Embalenhle	Embalenhle Extension 22	19	IRDP	60	2019	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Embalenhle	Embalenhle Extension 24	11	IRDP	5	104	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP intervention
LEBOHANG								
Lebohang	Lebohang Extension 12	3	IRDP	86	728	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Lebohang	Lebohang Extension 13	1	IRDP	79	696	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Lebohang	Lebohang Extension 17	2	IRDP	74	719	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions

Lebohang	Lebohang Extension 9	6	IRDP	43	912	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Lebohang	Lebohang Extension 10	6	IRDP	48	799	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
Lebohang	Lebohang extension 11	3	IRDP	7	67	Approved before NEMA came into operation	Approved and proclaimed	Municipality request IRDP interventions
KINROSS								
Kinross	Kinross Extension 21	16	IRDP	121	322	Approved before NEMA came into operation	Approved and proclaimed	IRDP
Kinross	Kinross Extension 25	16	IRDP	46	2163	Approved before NEMA came into operation	Approved and proclaimed	IRDP
Kinross	Kinross Extension 33	16	UISP	3000	1457 906	Approved	Not yet, still in process	The Municipality is assisted by consultant appointed by the Provincial Department of Human Settlements. Regarding the Township establishment: Upgraded Informal settlement program
<u>MIXED HOUSING DEVELOPMENT: INTERGRATED INFORMAL SETTLEMENT PROGRAM</u>								
• KINROSS EXTENSION 30 AND 34 • EMBALENHLE EXTENSION 10 • EMZINONI EXTENSION 11 • SECUNDA EXTENSION 75								
<u>CRU PROJECTS</u>								
FREEDOM SQUARE								
TSALANANG								

Table 20: Human settlements projects that the municipality will undertake

The Provincial Department of Human Settlements has undertaken housing projects in the municipality which are shown in the table as follows:

DEPT. OF CO-OPERATIVE GOVERNANCE, HUMAN SETTLEMENTS AND TRADITIONAL AFFAIRS (CoGHSTA)

Municipality	Project/Programme Name/Description	Project Beneficiary/ Ward/Location/ GPS Coordinate	2025/26 Target	2025/26 Budget Allocation (Annual) R'000	Total project cost R'000
GMM	IRDP Phase 1	Winkelhaak	0	1 730	1 905
GMM	IRDP Phase 1	Embalenhle Ext 10	0	1 805	6 167
GMM	IRDP Phase 1	Langverwartch	0	5 047	19 456
GMM	IRDP Phase 1	Langverwartch -26.513861 29.078775	0	12 031	10 241
GMM	IRDP Phase 1	Emzinoni Ext 15	0	0	4 169
GMM	IRDP Phase 1	Emzinoni Ext 16	0	0	5 777
GMM	IRDP Phase 1	Blesbokspruit	0	0	6 138
GMM	IRDP Phase 1	Emzinoni Ext 14	0	0	9 379
GMM	IRDP Phase 1	Brendan village	0	1 730	10 084
GMM	IRDP Phase 1	Kinross	0	2 000	11 406
GMM	IRDP Phase 1	Kinrose Ext 30 -26.418647 29.098900	0	2 020	10 704
GMM	IRDP Phase 2	Kinross	70 units	12 827	22 358
GMM	IRDP Phase 2	Kinross	73 units	13 377	23 185
GMM	IRDP Phase 2	eMzinoni Ext 11 -26.486155 29.465900	100 units	18 325	76 962
GMM	IRDP Phase 2	Various areas	35 units	6 413	8 578
GMM	IRDP Phase 2	Various areas	90 units	16 493	88 600
GMM	Upgrading of Informal Settlements	Leslie Ext 8	100 sites	6 868	2 071
GMM	Upgrading of Informal Settlements	Leslie Ext 8	100 sites	6 868	6 868
GMM	Upgrading of Informal Settlements	Leslie Ext 8	100 sites	6 868	6 868
GMM	Upgrading of Informal Settlements	Leslie Ext 8	100 sites	6 868	6 868
GMM	Upgrading of Informal Settlements	Leslie Ext 8	100 sites	6 868	6 868
GMM	Upgrading of Informal Settlements	Leslie Ext 8	100 sites	6 868	6 868
GMM	Upgrading of Informal Settlements	Leslie Ext 8	100 sites	6 868	10 02

Table 21: Housing projects to be facilitated by COGHSTA

3.10.10 Institutional Framework for Human Settlements Planning

Human settlements planning is guided by an integrated, multi-institutional governance framework aligned with national, provincial, district, and local mandates. At local level, the Municipal Council provides political oversight and approves policies, programmes, and budgets related to human settlements through the IDP and Medium-Term Revenue and Expenditure Framework (MTREF).

The Executive Mayor and Mayoral Committee offer strategic direction and ensure alignment between housing priorities, spatial planning objectives, and service delivery commitments. On the administrative side, the Municipal Manager is responsible for coordinating implementation across departments.

The Directorate: Planning and Economic Development plays a central role in human settlements planning, integrating housing delivery with the Spatial Development Framework (SDF), Land Use Management (SPLUMA), IDP, and the Municipal Housing Sector Plan. This directorate coordinates land identification, township establishment processes, informal settlement upgrading, and alignment of housing projects with bulk infrastructure capacity.



Figure 17: Institutional framework for human settlements planning

From the below figure (Planning and Economic Development Directorate), Human Settlements function is positioned as a dedicated unit, which reflects a formal institutional arrangement for housing-related matters, with a small but specialised team responsible for human settlements planning, implementation support and administration. The below organogram is extracted from the Govan Mbeki 2026/2027 IDP.



Department Planning and Economic Development Govan Mbeki Municipality

APPROVED ORGANISATION STRUCTURE
Council Resolution No. A1 30/11/2023
Mr. T. Nkomo
Municipal Manager
01 December 2023
Date

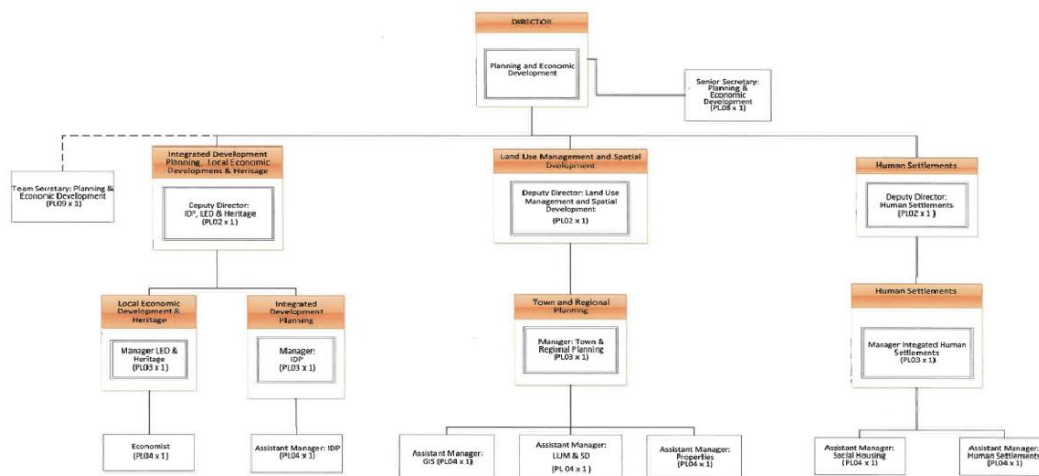


Figure 18: Govan Mbeki Department of Planning and Economic Development Organogram

The Human Settlements unit appears to have four dedicated posts, namely:

Position	Level	Function
Deputy Director: Human Settlements	PL02	Strategic leadership, coordination and oversight of the Human Settlements function
Manager: Integrated Human Settlements	PL03	Management of integrated human settlements programmes and implementation coordination
Assistant Manager: Social Housing	PL04	Support for social housing, rental housing and related programme coordination
Assistant Manager: Human Settlements	PL04	General human settlements support, project administration and implementation monitoring

Table 22: Table showing the Govan Mbeki Human Settlement Organogram Unit



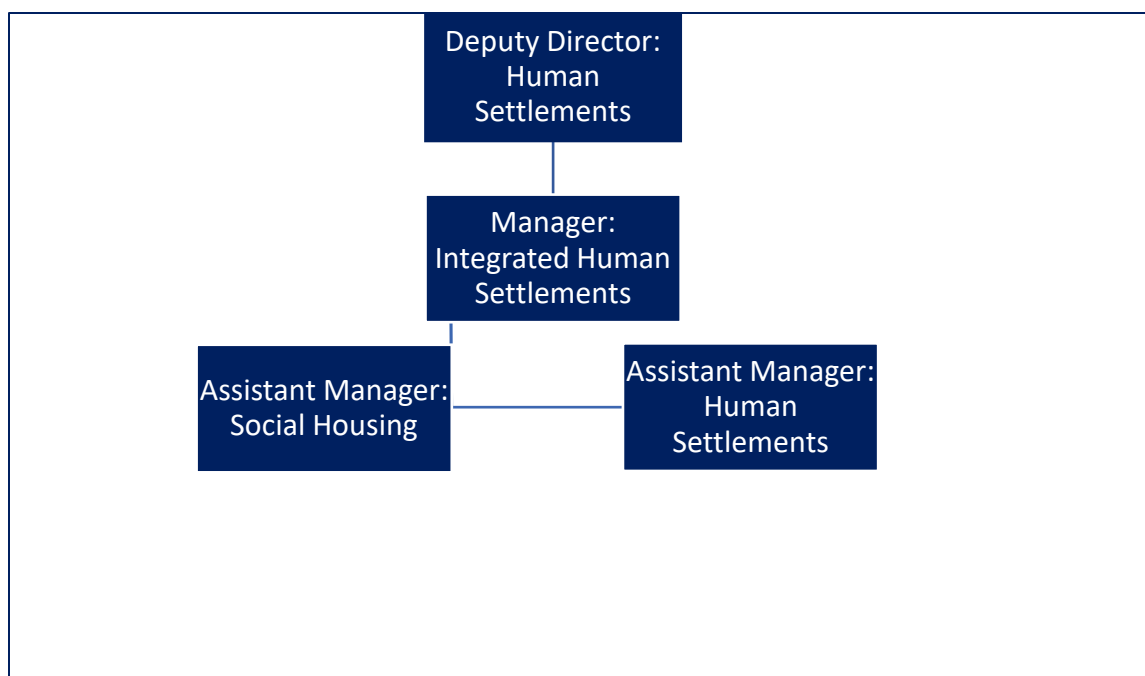


Figure 19: Govan Mbeki Human Settlement Organogram Unit

Not all the positions from the above structure are filled, however, the structure indicates that the municipality has a dedicated Human Settlements unit, which is a positive institutional strength. The presence of a Deputy Director (Acting) and Manager for Integrated Human Settlements provides an important leadership layer for coordinating housing programmes, engaging with provincial departments, managing project pipelines and aligning housing priorities with the IDP, SDF and Housing Sector Plan.

The structure also highlights that the Municipality has the basic institutional foundation to manage human settlements planning, but the unit may be under-resourced relative to the municipality's housing mandate. The housing function requires not only strategic oversight, but also operational capacity for data management, project monitoring, beneficiary verification, land assessment and informal settlement fieldwork.

This is particularly important because the municipality's housing response is expected to move beyond conventional housing delivery and include a wider basket of interventions, such as:

- Informal settlement upgrading.
- Serviced sites.
- Social housing.
- Affordable rental housing.
- GAP market housing.
- Tenure regularisation.
- Land audits.
- Infrastructure-led project prioritisation.

Given these responsibilities, the four-person Human Settlements unit may face capacity constraints, particularly in relation to fieldwork, data verification, informal settlement monitoring, project packaging and ongoing stakeholder engagement.

The following institutional gaps may require attention:

Capacity Area	Identified Gap	Implication
Informal settlement monitoring	No clearly dedicated informal settlement officer or field monitoring post is reflected.	This may weaken the municipality's ability to track settlement growth, land invasions and upgrading needs in real time.
Housing demand verification	No dedicated beneficiary administration or demand database officer is shown.	Housing lists may remain difficult to verify, update and align with income, eligibility and locational preference.
Project implementation support	Limited technical staff are available to support multiple housing projects across the municipality.	Project delays may occur where coordination, reporting and implementation tracking exceed available staff capacity.
Social housing and rental housing	Only one assistant manager appears dedicated to social housing.	This may be insufficient if the municipality intends to expand restructuring zone opportunities, affordable rental and SHRA-linked projects.
Land and housing alignment	Human Settlements is separate from Land Use Management and Town Planning, although within the same department.	Strong internal coordination is required to ensure housing projects are aligned with zoning, land ownership, infrastructure and spatial planning.
Community engagement	No specific community liaison or stakeholder engagement post is shown under Human Settlements.	This may place additional pressure on technical staff and affect communication with communities, ward structures and beneficiaries.
Data, GIS and mapping support	GIS capacity is located under Town and Regional Planning, not directly within Human Settlements.	Housing planning will depend on strong cross-unit support for mapping informal settlements, land availability and project locations.

Table 23: Table showing institutional gaps in the Human Settlements Unit

At provincial level, the Mpumalanga Department of Human Settlements is the primary implementing and funding partner, responsible for subsidy allocation, housing programme approval (BNG, FLISP, NUSP, informal settlement upgrading), and technical support. Collaboration also takes place with provincial sector departments responsible for roads, bulk water, sanitation, education, and health facilities linked to settlement development.

At district level, the Gert Sibande District supports alignment through the District Development Model (DDM) and the "One Plan," ensuring that human settlements projects are coordinated with regional infrastructure, economic development initiatives, and spatial transformation priorities. External stakeholders such as national sector departments, SOEs (e.g. Eskom, Rand Water), private developers, and mining houses (through Social and Labour Plans) contribute funding, infrastructure provision, and partnership support. Ward Committees and local communities play a critical role through public participation processes, helping identify housing needs, informal settlement challenges, and priorities for development.

3.10.11 Required Resources of Accredited Municipality

The table below illustrates the capacities that the Municipality accredited at Level 2 will require. MECs are required to take all reasonable and necessary steps to support municipalities and strengthen their capacity to exercise powers and perform duties relating to housing development in terms of Section 7 (2)(c) and (e) of the Housing Act.

A general support need is for the DHS to assist the accredited municipalities with access to the National Housing Database. A strong emphasis must be placed on the signing and implementation of *Municipal Capacity and Support Plans* (MCSP) as part of the Implementation Protocols entered between provinces and municipalities. These MCSPs must be resourced by provinces and municipalities and should include commitments from other relevant sector role-players.

The DHS and PDHS, together with municipalities, are responsible for ensuring that capacity either exists or is developed in the accredited municipalities.

Functions:	Expected Capacity, Systems & Procedures	Level
Municipal Policy and Planning Capabilities		
Housing Sector Plan	- Credible spatial planning information, via a Geographic Information System (GIS) which tracks the spatial location of programmes, projects and house project data, or some other kind of system (e.g., head or hut count). - Inter-sectoral human settlements planning based on an ability to undertake public, private and community stakeholder consultation and facilitate alignment of plans and budgets. - Capacity for community engagement and participation. - Adequate, transparent, and gazetted operational and capital financing - Capital Investment Plan linked to the IDP and HSP reflects an integrated financing approach to human settlements. - Thorough understanding of the human settlements legal and policy environment.	1 & 2
Integrated Development Plan		
Budget & Frant Alignment		
Accredited Programme Administration Capabilities		
Housing Subsidy Budget Planning	Capacity required includes a - Budget tracking system, which tracks the total and annual budget allocations from the housing subsidy grant and operational funding. - Document management system, which manages all electronic and physical documentation generated, including how and where documents are filed and archived. - Reporting system, to report on overall delivery progress and to provide financial reconciliation accounts. - Migration to National Housing Needs Register. - Municipal housing policies in place.	1 & 2
Beneficiary Management		
Subsidy Registration		
Subsidy Management		
Reporting		
Document Tracking		
Project Identification		
Programme Management	- Capacity to produce and undertake project feasibility assessments for the priority programme(s) - Capacity to administer programmes. Programme management systems installed. These should include a: - Project tracking system, which tracks the status of all projects from application to close-out, providing project data on a regular basis.	2
Project/Programme Approval;		
Contract Administration		
Technical Quality Assurance		

	• Procedures and operations manual, including all the policies, procedures, procedural steps, and pro-forma documentation for the entire housing subsidy administration programme. The manual must be updatable and a regular system for updates must be implemented. • HSS access and functionality, which tracks the approved subsidy amount against the project and the payment of the subsidy against project payment milestones. System linked with the NHSDb, the Deeds Register and Population Register. Legally compliant financial systems that include: • A Cash flow tracking system which tracks cash flow expenditure against budget for each project and programme, also tracking administration costs. • Reporting systems, management information systems, standard accounting procedures, etc. • Ability to be responsive to Internal Audit and Auditor-General queries.	
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Table 24: Required capacity to be in Level 2

3.10.12 Settlement Development (Private Public Partnership based)

The collaboration between the municipality and the private sectors such as Sasol is critical to address the housing backlogs, upgrading informal settlements and developing sustainable and integrated settlements.

The municipality working closely with the district and the province can leverages private sector expertise, funding, and innovative technology to move beyond traditional housing development toward mixed-income developments, rental stock, and regeneration of towns.

GMM has number of private sectors that could influence the housing development. A PPP-based will be a position to provide the municipality with a realistic, fiscally responsible and scalable approach to address complex housing challenges. By leveraging private capital and expertise while safeguarding public interest and constitutional obligations, the Municipality can move from fragmented housing delivery toward integrated, sustainable and inclusive human settlements.

To develop sustainable, inclusive and integrated human settlements through structured public–private partnerships that accelerate delivery, optimise infrastructure investment, diversify housing typologies and enhance spatial transformation within Govan Mbeki Local Municipality.

The key strategic objectives for PPP are:

- Accelerate housing delivery through blended public and private financing mechanisms.
- Diversify housing typologies and tenure options, including rental, social housing, gap housing and serviced sites.
- Leverage private sector land, capital and development capacity in priority growth nodes.
- Reduce informal settlement growth through planned, well-located PPP developments.
- Support infrastructure sustainability by aligning housing delivery with development charges and bulk infrastructure investment.
- Promote economic inclusion and job creation through construction-linked PPPs.

Application Areas:

- Greater Secunda
- Embalenhle
- Bethal/Emzinoni
- Kinross
- Lebohang

Municipal Role

- Land identification and packaging
- Development approvals and SPLUMA processes
- Infrastructure planning alignment
- Access to housing subsidies (BNG, FLISP, UISP)

Private Sector Role

- Capital financing
- Township establishment and construction
- Delivery of bonded, rental and gap housing components
- Cross-subsidisation of subsidised units

Outcomes

- Reduced housing backlog
- Mixed-income inclusion
- Efficient land and infrastructure utilisation

3.10.12.1 First Home Finance Subsidy (Formerly FLISP)

The First Home Finance (FHF) Subsidy, previously known as the Finance Linked Individual Subsidy Programme (FLISP), is a national housing programme aimed at assisting first-time homebuyers within the gap market. This programme targets households earning between approximately R3,501 and R22,000 per month, who do not qualify for fully subsidised housing but are unable to access adequate housing through the open market without financial assistance.

The subsidy is provided as a once-off financial contribution that can be used to reduce the mortgage bond amount, lower monthly repayments, or contribute toward the purchase of a serviced site or newly built home. The programme is implemented through approved financial institutions and supports access to formal housing finance. It plays a critical role in bridging the affordability gap between subsidised housing and fully bonded housing markets.

In addition, the First Home Finance Subsidy promotes:

- Increased access to homeownership opportunities for working households
- Improved housing market participation
- Stimulation of private sector housing delivery
- Support for integrated and mixed-income developments

3.10.12.2 Provisional Housing and Strategic Land Allocation

The Municipality's housing delivery strategy is aligned with national programmes such as IRDP, Social Housing, and the Emergency Housing Programme, and is implemented through local instruments including the Govan Mbeki Housing Sector Plan and SDF.

In partnership with the Govan Mbeki Housing Company (GMHC), the Municipality is delivering a mix of:

- Fully subsidised housing (RDP/BNG)
- Affordable rental housing
- Incremental housing opportunities

Projects such as the Tsalanang Family Complex and the conversion of hostels into Community Residential Units (CRUs) demonstrate the Municipality's commitment to dignified, permanent housing solutions.

The Municipality also prioritises:

- Tenure security through title deed issuance
- Spatial integration through development near economic nodes
- Alignment with funding mechanisms such as the Human Settlements Development Grant (HSDG)

3.10.12.3 Management Protocols and Land Governance

Effective housing delivery in Govan Mbeki is supported by structured management protocols, which guide land allocation, informal settlement management, and development planning. These include:

- Identification and prioritisation of beneficiaries
- Strategic site selection avoiding high-risk areas
- Provision of basic services in line with constitutional obligations
- Community engagement and stakeholder coordination
- Monitoring and enforcement to prevent land invasion
- Use of GIS and planning tools for land suitability assessment
- Alignment with SPLUMA and municipal by-laws

These protocols ensure that housing development is planned, coordinated, and legally compliant, while responding to dynamic settlement pressures.

3.10.12.4 Human Settlements Development Housing Profile and Development Trends

Housing development within the municipal area reflects both progress in service delivery and persistent structural challenges associated with rapid urbanisation and economic migration. According to Census data, there has been an overall improvement in access to household services; however, housing demand continues to exceed supply, resulting in the emergence and expansion of informal settlements, particularly on the periphery of urban areas and on vacant land.

Although there has been a marginal reduction in the number of informal dwellings over time, the Municipality continues to experience significant housing pressure, compounded by a provincial housing backlog of approximately 225 030 households.

The dwelling profile of the Municipality is predominantly formal, with approximately 92.2% of households residing in formal dwellings, while informal dwellings account for a smaller but still critical proportion of the housing stock.

Despite these improvements, several key challenges continue to affect households within the Municipality, including:

- High cost of water and electricity
- Limited employment opportunities
- Inadequate sanitation and sewer infrastructure
- Poor road infrastructure

These challenges highlight the need for integrated human settlements development, where housing delivery is aligned with infrastructure provision, economic development, and service accessibility.

3.10.12.5 Housing Demand and Development Nodes

Future housing development within the municipal area is structured around key urban development nodes, including:

- Greater Secunda
- Bethal/Emzinoni
- Leslie/Lebohang
- Charl Cilliers

These nodes represent areas of high population growth, economic activity, and service demand, and are therefore prioritised for housing delivery. The Municipality's development approach promotes a balanced residential mix, including subsidised housing, bonded housing, and rental accommodation, to cater for different income groups.

The projected housing pipeline indicates a continued need for large-scale delivery across multiple income categories, reinforcing the importance of spatial targeting, phased implementation, and alignment with infrastructure capacity.

3.10.12.6 Sustainable Human Settlements Approach (BNG Alignment)

Housing delivery in Govan Mbeki is guided by the principles of the Breaking New Ground (BNG) Policy, which promotes the development of integrated, sustainable human settlements rather than isolated housing units. The policy emphasises:

- Spatial integration through mixed-income and mixed-use development
- Provision of basic services (water, sanitation, electricity)
- Inclusion of social infrastructure (schools, clinics, commercial facilities)
- Community participation in planning and implementation

The BNG approach further promotes:

- In situ upgrading of informal settlements, where feasible
- Phased, area-based development approaches
- Strengthened partnerships with the private sector
- Use of housing as a tool for poverty alleviation, job creation, and social cohesion

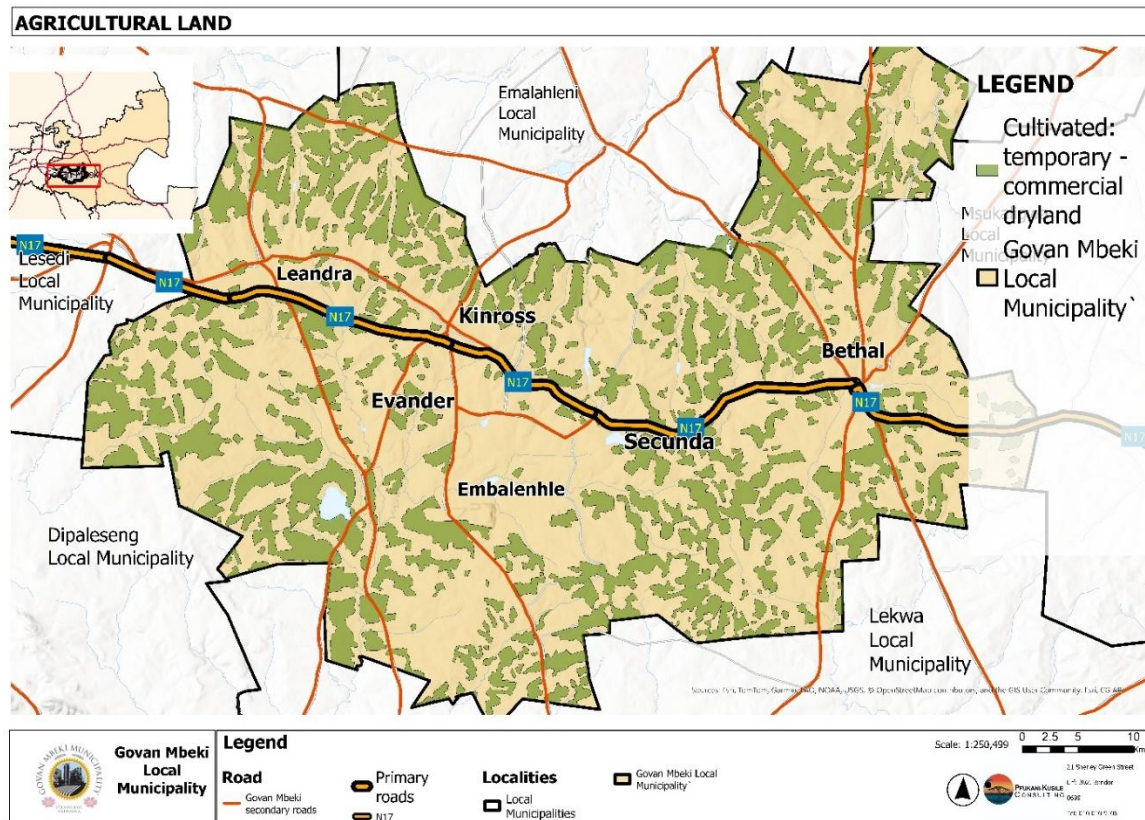
This approach reflects a shift from simply providing shelter to creating functional, inclusive, and economically viable communities.

3.11 Natural and Built Environment

3.11.1 Environmental Profile

3.11.1.1 Agricultural

The map highlights how agriculture is spread across the municipal area, with cultivated areas concentrated around certain towns and transport routes. The N17 highway runs horizontally across the municipality, connecting towns and serving as a major transport corridor. It also shows the balance between agricultural land and urban settlements, giving a glimpse into how land is utilized and connected.



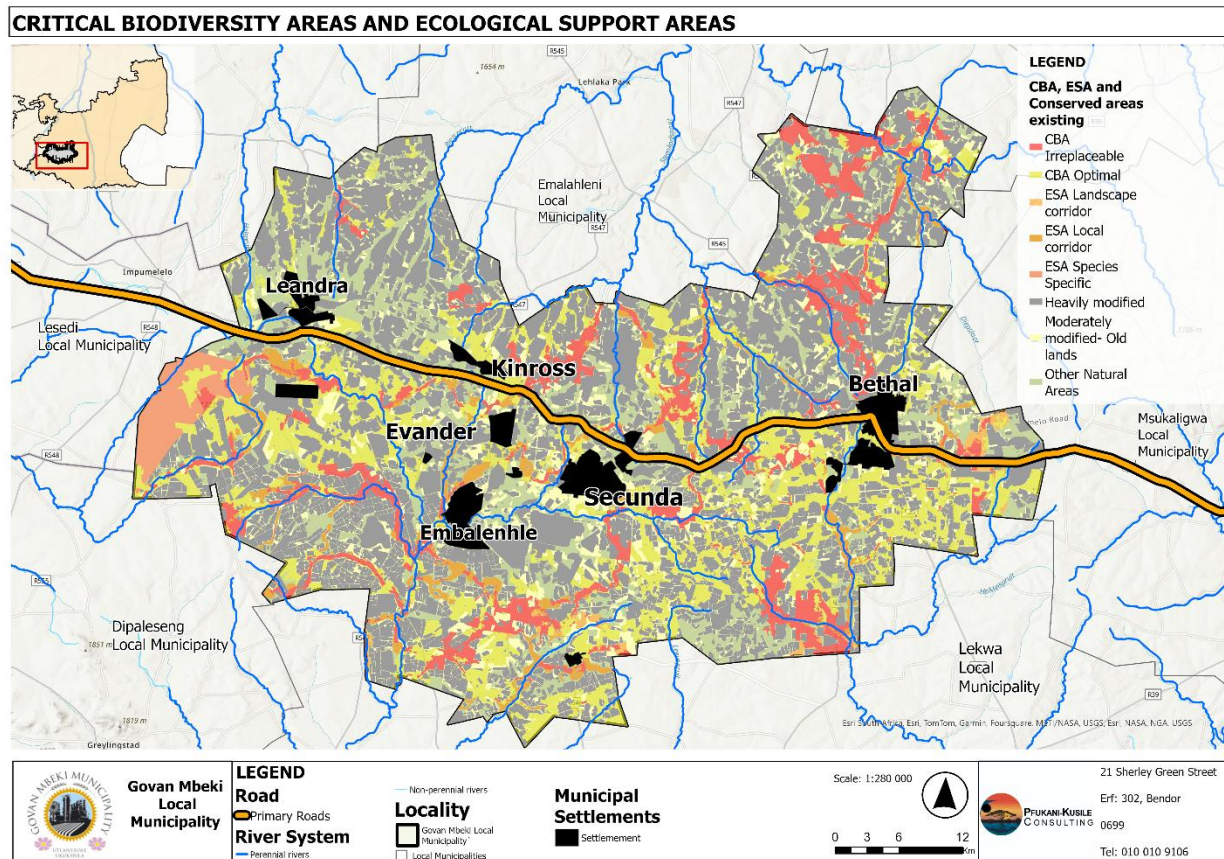
Map 27: Agricultural land in the municipality

3.11.1.2 Critical Biodiversity Areas

The municipal area contains a highly interconnected ecological network, where biodiversity priorities coexist with intensive human activity. Effective land-use planning will require balancing development needs with the protection of irreplaceable biodiversity assets and ecological support systems. The core focus of the map is the classification of land into biodiversity importance categories, represented using a color-coded system:

- Critical Biodiversity Areas (CBAs)
 - CBA Irreplaceable: Areas that are essential for meeting biodiversity conservation targets and cannot be replaced if lost.
 - CBA Optimal: High-priority areas that strongly contribute to conservation targets but may have limited alternatives.
- Ecological Support Areas (ESAs)
 - ESA Landscape Corridors and ESA Local Corridors: Areas that support ecological processes such as species movement, hydrological functioning, and landscape connectivity.

- ESA Species-Specific Areas: Areas important for the survival of species.
- Other Land Cover Categories
 - Natural or Near-Natural Areas: Portions of land remain largely untransformed.
 - Heavily Modified Areas and Old Modified Lands: Landscapes significantly altered by agriculture, mining, urban development, or infrastructure.



Map 28: Critical biodiversity and Ecological support areas in the municipality

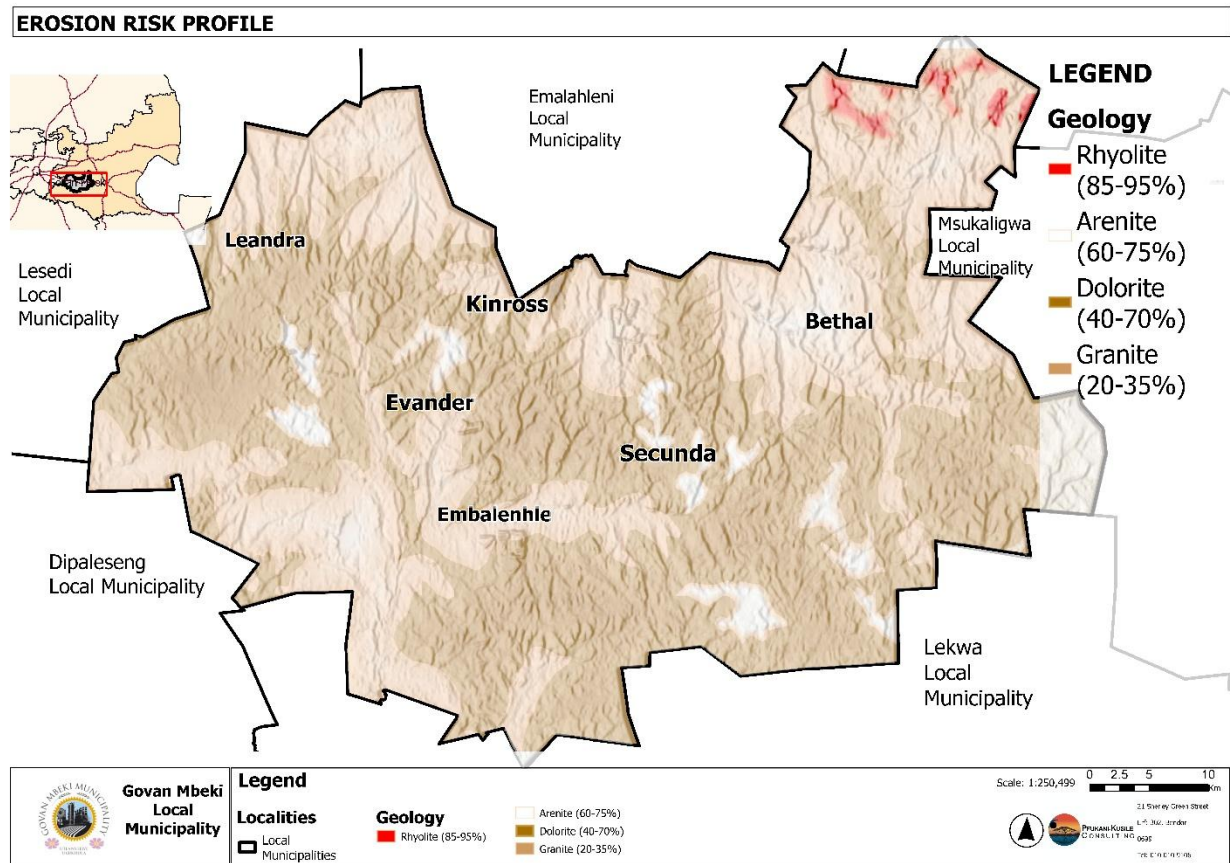
3.11.1.3 Erosion

A shaded relief background is used to emphasize topography, showing ridges, slopes, and drainage patterns that influence erosion processes. Areas with stronger relief and steeper slopes often correspond with higher erosion risk, particularly where more erodible geology is present.

The following types of geology are found in the municipality:

- Rhyolite (85 – 95%): Shown in red, this formation represents areas with very high erosion risk. These occur predominantly in the north-eastern parts of the municipality, particularly near and beyond Bethal, indicating areas that may be highly sensitive to land disturbance.
- Arenite (60-75%): Represented by light beige tones, these areas show moderate to high erosion risk and are widespread across much of the municipality.

- Dolerite (40-70%): Shown in darker brown shades, dolerite areas indicate moderate erosion risk, often forming linear intrusions across the landscape.
- Granite (20-35%): Illustrated in lighter brown or tan colours, granite-dominated areas exhibit low to moderate erosion risk and are generally more stable.



Map 29: Erosion profile of the municipality

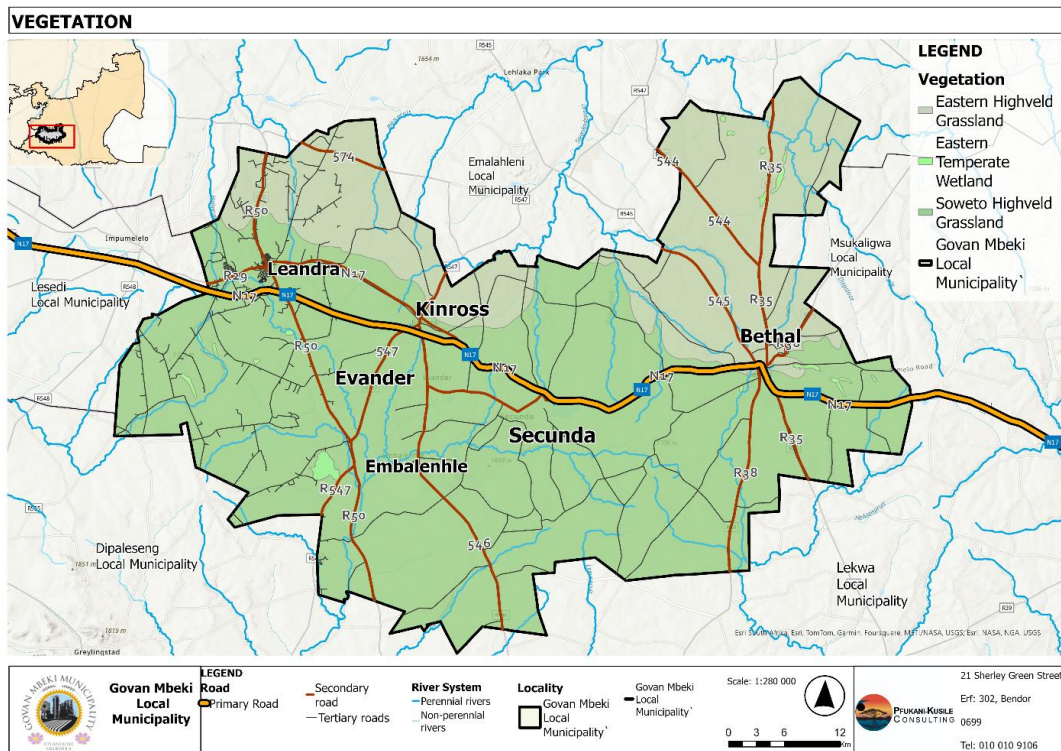
3.11.1.4 Vegetation

The proximity of towns to grassland and wetland areas indicates the close interaction between natural vegetation systems and developed land, which raises a need for careful management to prevent habitat fragmentation and degradation.

Protecting these vegetation types is essential for sustaining ecological functions and meeting long-term environmental and planning objectives. Vegetation classes are shown using shaded green tones and are identified in the legend as follows:

- Eastern Highveld Grassland: This vegetation type dominates much of the southern and central portions of the municipality. It is characterized by open grassland systems, which are ecologically important for grazing, biodiversity conservation, and ecosystem services such as water regulation.

- Soweto Highveld Grassland: Occurring mainly across the western and central areas, including around Evander, Embalenhle, and Secunda, this vegetation type is widespread and closely associated with areas that have historically experienced agricultural and urban development.
- Eastern Temperate Wetland: This vegetation type is found in localized patches, typically associated with river systems, drainage lines, and low-lying areas. These wetlands play a critical role in maintaining hydrological stability, water quality, and ecological connectivity.



Map 30: Vegetation types found in Govan Mbeki

3.11.1.5 Flood Risk

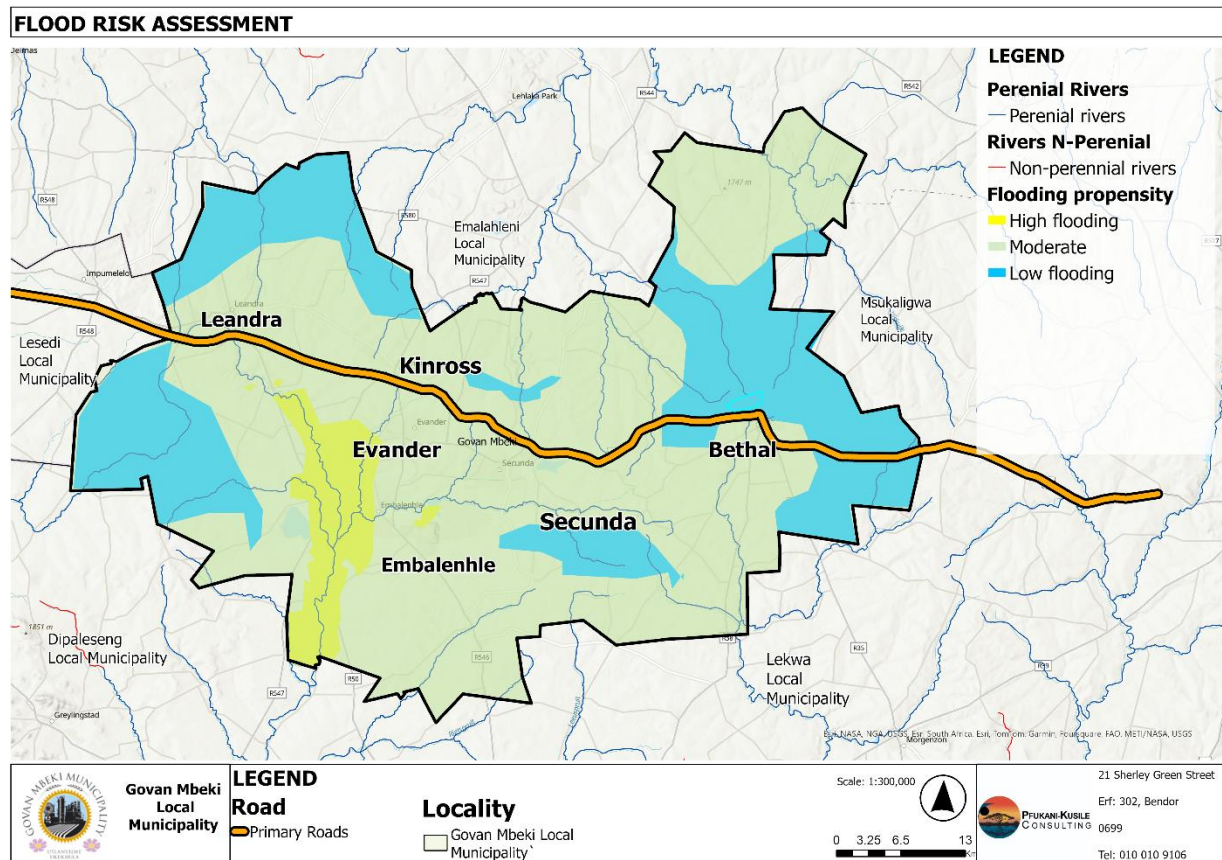
Flood risk is classified into three categories of flooding propensity, namely, high, moderate and low, represented by yellow, light green, and blue shading respectively.

Areas identified as having high flood susceptibility are primarily concentrated along river corridors and drainage lines, particularly in the central and south-western portions of the municipality, including areas around Evander and Embalenhle.

These zones are likely to experience frequent or severe flooding during periods of heavy rainfall due to proximity to watercourses and lower-lying terrain.

Moderate flood risk areas cover much of the central municipality, including Secunda, Kinross, and surrounding regions. These areas may experience occasional flooding, especially during intense rainfall events, but generally pose a lower risk compared to high-risk zones.

Low flood risk areas are predominantly located toward the eastern and northern edges of the municipality, including areas around Bethal, indicating relatively stable conditions with limited flooding potential.



Map 31: Flood risks levels that occur in the municipality

3.11.1.6 Soil Profile

The following table gives an outline of the soil profile across the municipality.

Soil Code	What it Represents (Soil Character)	Engineering / Ground Behavior	Implications for Human Settlement Development
ACH	Very shallow soils over hard rock or strongly limiting layers; weakly developed soil profile	High rock content, shallow refusal depth, limited excavation depth, uneven subsurface conditions	Foundations often hit rock early; expensive excavation; limited bulk earthworks; generally low to moderate suitability for dense housing
ACp	Moderately developed soils with clay accumulation in	Moderate to high shrink-swell potential depending	Housing possible but requires engineered foundations; risk of cracking in buildings

	subsoil (structured or pedogenic clay horizons)	on clay type; seasonal moisture movement	and services if untreated; medium development constraint
LPq	Very shallow, rocky or quartz-rich soils with minimal development over hard rock	Extremely shallow soil cover, hard excavation conditions, rapid transition to bedrock	High construction cost due to rock excavation; limited space for underground services; suitable for low-density or infrastructure corridors rather than large housing projects
PLe	Moderately deep, more developed soils with leached upper layers (often sandy topsoil over structured subsoil)	Relatively stable but prone to erosion and moisture sensitivity; moderate bearing capacity	Generally suitable for settlement development with standard engineering controls; erosion management and stormwater design required
VRe	Vertic (high clay content) soils with strong shrink-swell behaviour and cracking	Highly reactive soils; large volume changes between wet and dry seasons	High structural risk for buildings and roads; requires specialized foundations (rafts/piles); high long-term maintenance costs for infrastructure

Table 25: Soil profile in Govan Mbeki

The following tables provide an outline of different areas that are appropriate for development and not ideal for development. These zones are based on the 3 components:

- Geology Profile
- Soil Profile
- Mining History

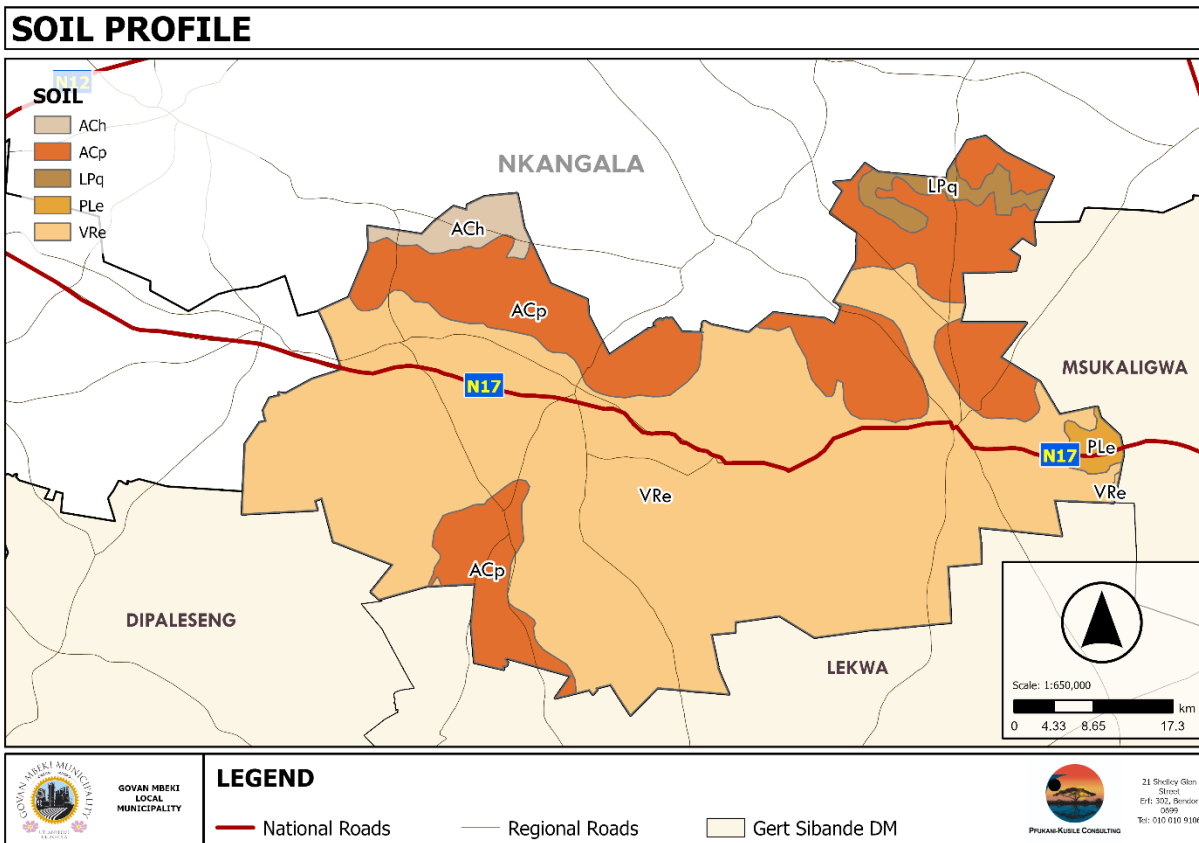
Zone A: High Suitability (Preferred Development Areas)

Characteristics	Typical Conditions	Development Potential	Key Controls
Stable soils, moderate depth, low shrink-swell	Often PLe-type soils in stable geological settings	Residential, mixed-use, infrastructure expansion	Standard geotechnical checks only
Minimal mining disturbance	No historic undermining or shallow workings	Low-cost development	Routine engineering design

Table 26: Zone A- High Suitability Soil

Zone B: Moderate Suitability (Manageable with Engineering Design)

Characteristics	Typical Conditions	Development Potential	Key Controls
Reactive soil or moderate weathering	ACp soils, parts of Ecca Group terrain	Low-medium density housing	Engineered foundations + drainage control
Variable ground conditions	Transition zones between rock and soil	Suburban expansion areas	Site-specific geotechnical report required



Map 32: Soil profile in Govan Mbeki

3.11.1.7 Geology

The Geological Map up of the municipality contains 3 main groups. The 3 groups have differing characteristics and are described in the table below:

Geological Group	Typical Geological Characteristics	Potential Risks for Human Settlement Development	Possible Human Settlement Implications
Ecce Group	Predominantly sedimentary rocks such as shale, mudstone and sandstone, often heavily weathered in places	Expansive or compressible clay soils, differential settlement, erosion, unstable founding conditions, groundwater seepage, and possible impacts from historical coal mining activities	Increased infrastructure maintenance costs, foundation instability, constraints on high-density development, and the need for specialized foundation design and stormwater management systems
Suurberg Group / Drakensberg Group / Lebombo Group	Dominated by volcanic and igneous rocks including basalt and dolerite, often associated with rugged terrain and shallow soils	Difficult excavation conditions, shallow bedrock, slope instability in steeper areas, uneven weathering profiles, and challenges	Higher infrastructure and service installation costs, limitations on large-scale settlement expansion in steep terrain, and increased engineering requirements for

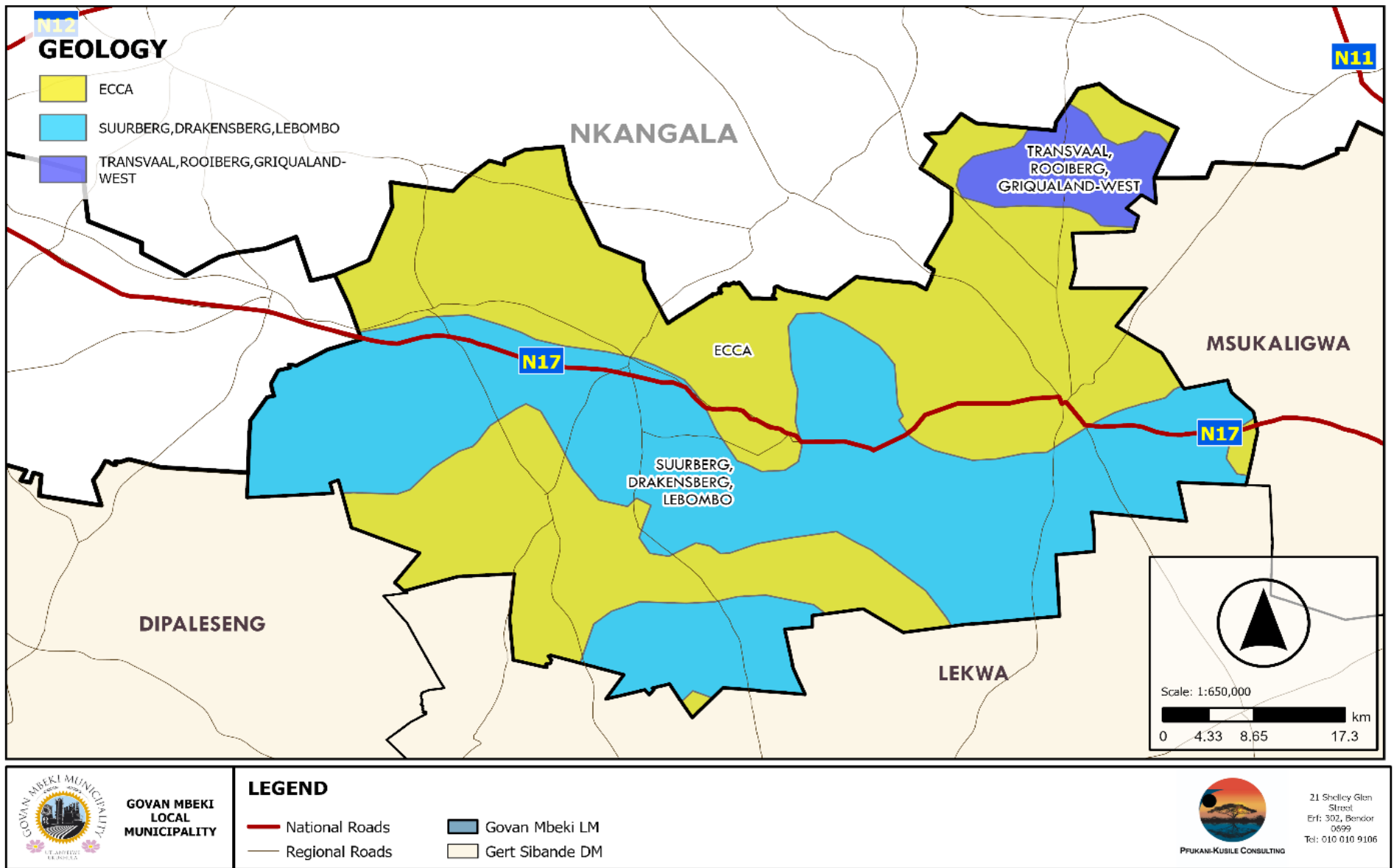
		associated with rehabilitated mined surfaces	roads, services and foundations
Transvaal Supergroup / Rooiberg Group / Griqualand West Sequence	Ancient hard-rock geological formations that may include dolomite, quartzite, banded iron formations and mineral-bearing rocks	Dolomitic instability and sinkhole risk in certain areas, undermining historical mining activity, shallow hard rock, groundwater contamination, subsidence, and land instability associated with abandoned mine workings	Severe constraints on settlement suitability in some areas, costly mitigation measures, restrictions on housing densities, and long-term risks to infrastructure and public safety if inadequately investigated

Table 30: Geological groups

The presence of historical and active mining areas within these geological environments introduces additional risks relating to land stability, environmental contamination, groundwater impacts, and the long-term safety of human settlements. While the rehabilitation of mined land may create opportunities for future development, these areas may remain unsuitable for residential purposes if underlying geological and mining-related constraints are not adequately addressed.

Accordingly, all sites associated with historical or current mining activity should be subject to detailed geotechnical investigations, mine stability assessments, environmental studies, and other specialist surveys prior to the consideration of human settlement development. Development should only proceed where it can be demonstrated that the land is stable, safe, and suitable for long-term occupation.

GEOLOGY PROFILE



Map 33: Geology profile in Govan Mbeki



3.12 Social Facilities

Social infrastructure provision, including schools, clinics, libraries, fire stations and community facilities, is unevenly distributed across the municipality. High-growth settlements such as Embalenhle, Leandra and Kinross already experience capacity constraints. While provincial departments have planned future facilities, implementation timelines often lag settlement expansion.

Without targeted infrastructure investment and improved system efficiency, population growth will continue to outpace service capacity, undermining housing delivery targets and exacerbating informal settlement growth.

3.12.1 Community Facilities

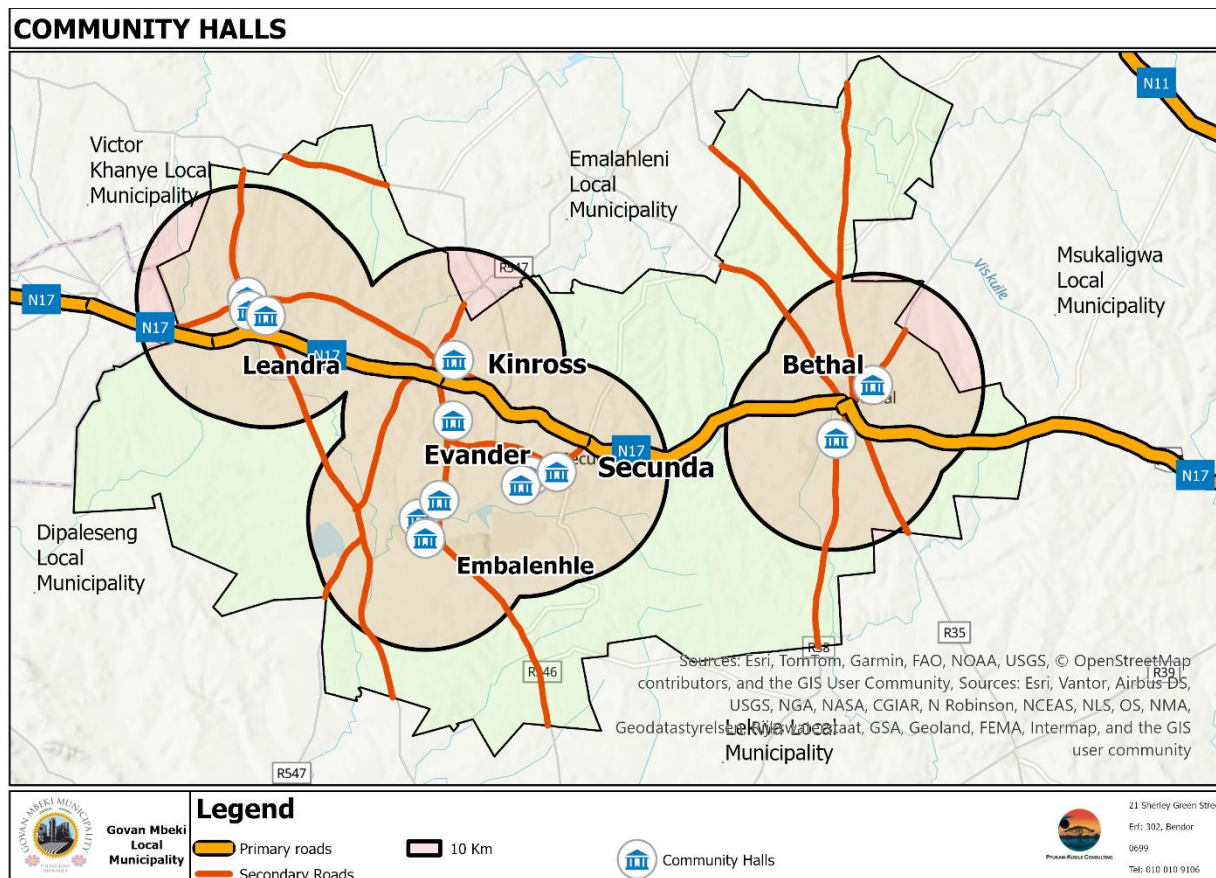
Sport and Recreation, Library Services, and Community Facilities are integral to Govan Mbeki Municipality's mandate to promote community engagement, education, and cultural development. Out of the municipality's thirty (300 public facilities, only sixteen (16) are in active use, while the remaining fourteen (14) are not used on a regular basis. The effective utilisation of these facilities is negatively affected by ongoing challenges related to inadequate maintenance and delays in carrying out necessary repairs.

Although there are efforts to generate revenue through the hiring and use of municipal facilities, most facilities cannot be hired due to their poor condition, security concerns and lack of supporting infrastructure.

The situation is further aggravated by daily vandalism, insufficient maintenance and the absence of security measures such as fencing, electrification and security-related infrastructure. Several facilities also lack basic amenities, including ablution facilities.

In response to these challenges, a draft Facility Policy has been developed and is pending approval by Council to guide the management, maintenance and optimal utilisation of municipal facilities going forward.

The following table highlights the projects the municipality plans to undertake to improve the community facilities.



Map 34: Community halls in Govan Mbeki

3.12.2 Libraries

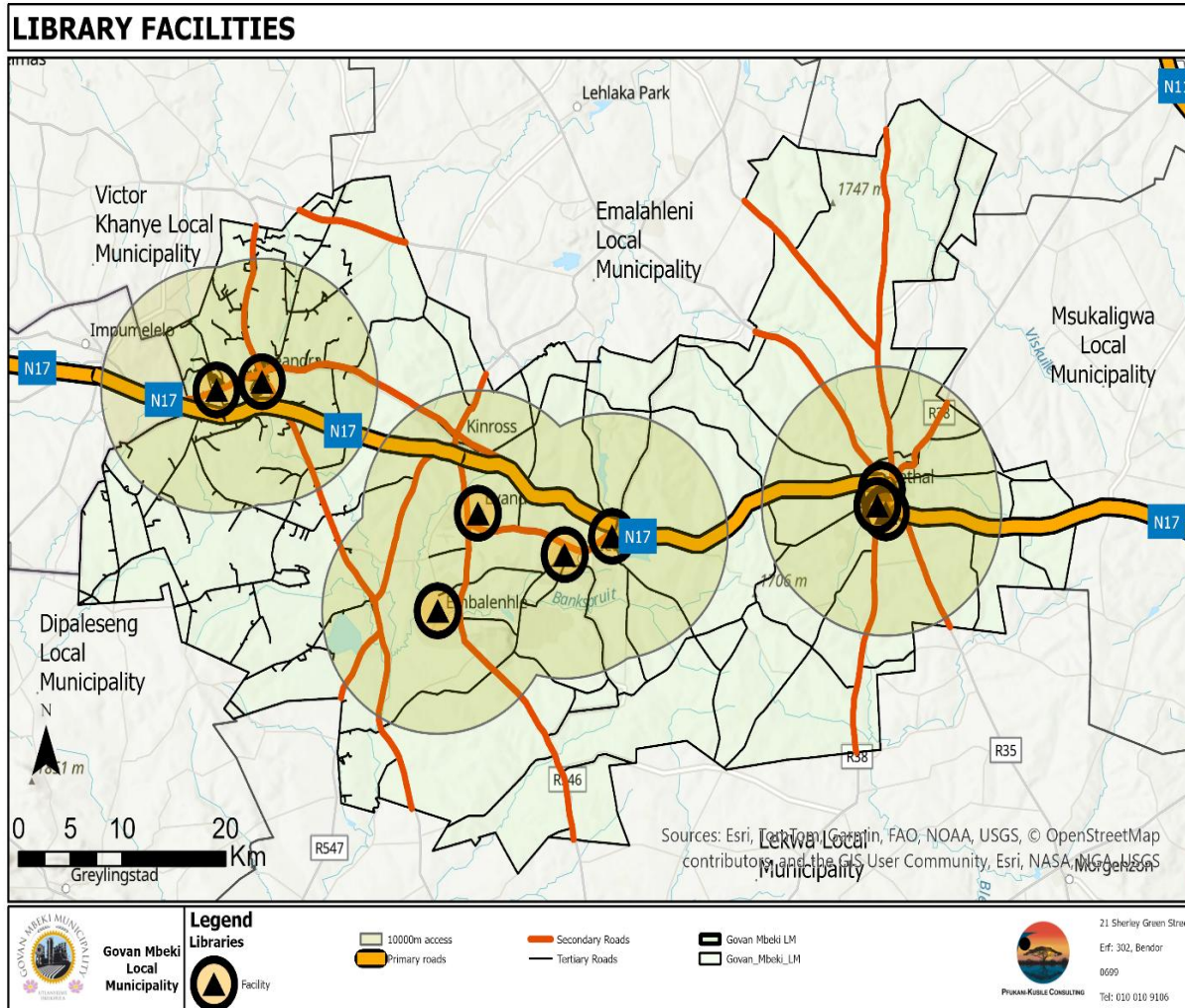
The following libraries are within the municipal's jurisdiction:

- Secunda Main Library
- Embalenhle Branch Library & Computer Centre
- Thisle Grove Branch Library
- Bethal Branch Library
- Emzinoni Branch Library
- Milan Park Branch Library
- Kinross Branch Library
- Leandra Branch Library
- Lebohang Branch Library
- Evander Branch Library
- Trichardt Branch Library

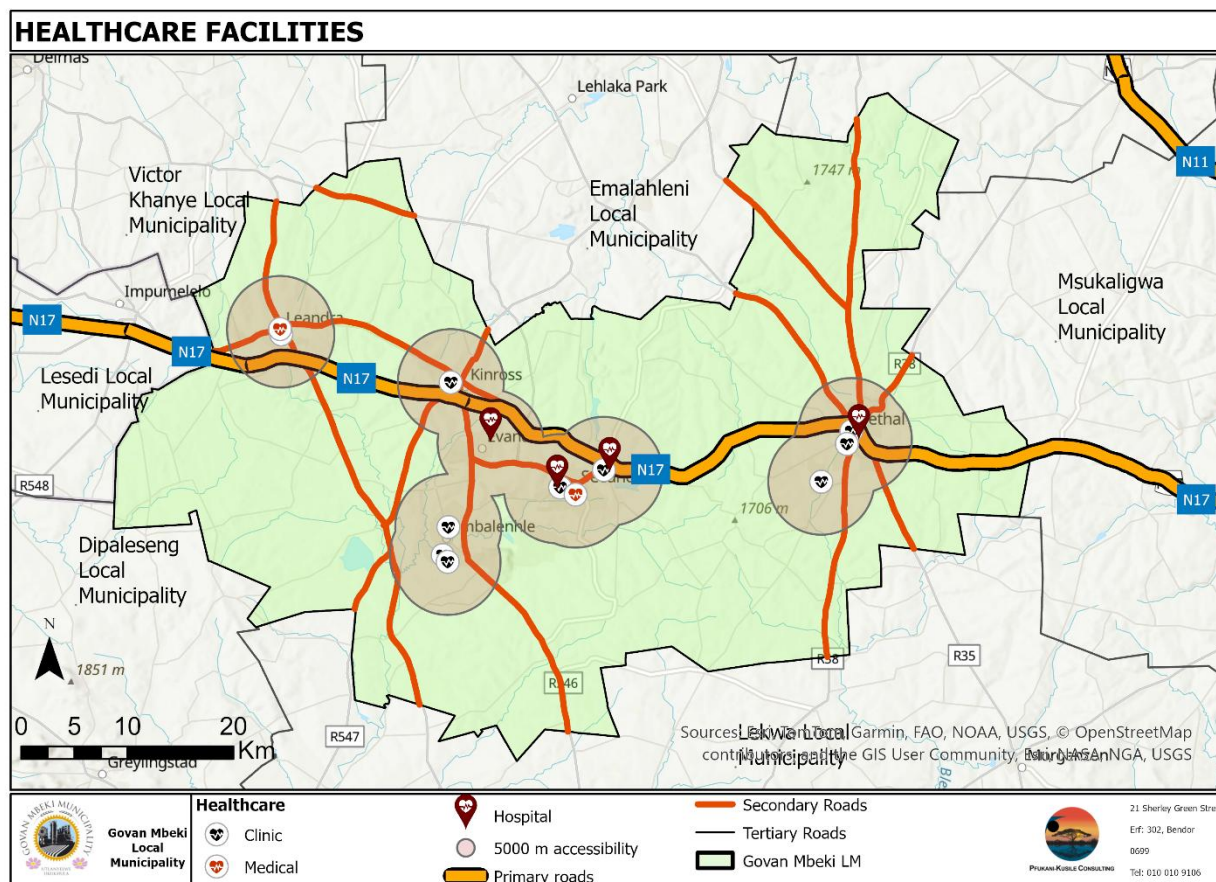
For more frequent use, the municipality aims to improve and upgrade library facilities. The following table illustrates the proposed projects to be undertaken:

FACILITIES AND LIBRARY SERVICE			
Proposed Projects	Estimated Cost	Source of Funding	Year of Implementation
Construction of Evander library	R10 m	Internal and External (DCSR)	2025 - 2026
Establishment of new library in Charl Cilliers	R10 m	Internal and External	2024 - 2027
Fencing Trichardt library, Thistle Groove library, Leandra library	R3 m	Internal and External	2024 - 2026
Upgrading of Study Facilities (study rooms) Trichardt, Kinross, Bethal, and Eendracht Libraries	R3 m	Internal and External	2024 - 2027
Furniture and Equipment (Bethal library)	±R100 000	External (DCSR)	2024 - 2025
Furniture and Equipment Emzinoni MPCC, Kinross library, Eendracht library, Evander library)	R 5 m	Internal and External	2024 - 2028
Revamping of Ablution Facilities (all libraries)	R1 m	Internal and External	2024 - 2027
New Ablution Facilities for library users (Trichardt Library)	R500 000	Internal and External	2024 - 2025
Building Repairs and maintenance (eMbalenhle library)	R667 000	Internal and External (DCSR)	2024 - 2025
Building Repairs and maintenance (Eendracht library, Thistle Grove, Evander library)	R2 m	Internal and External	2024 - 2026
Revamping of leaking roof (11 libraries)	R2 m	Internal and External	2024 - 2028
Library Material (books and other material)	R500 000	Internal and External	2024 - 2025
Upgrading of electricity /DB Box (eMzinoni Library, eMbalenhle library, Lebohang library and Kinross Library)	R2 m	Internal and External	2024 – 2025
Parking Facilities (Embalenhle Library, Lebohang Library, Thistle Groove Library, Milan Park Library, Kinross library, Bethal library)	R2 m	Internal and External	2024 – 2025
Jojo tanks and accessories (Lebohang, Thistle Grove, eMbalenhle libraries)	R200 000	Internal and External	2024 – 2025
Air-conditioning system for all libraries	R2m	Internal and External	2024 – 2027

Table 31: Library facility projects to be done by the municipality



Map 35: Library facilities in Govan Mbeki

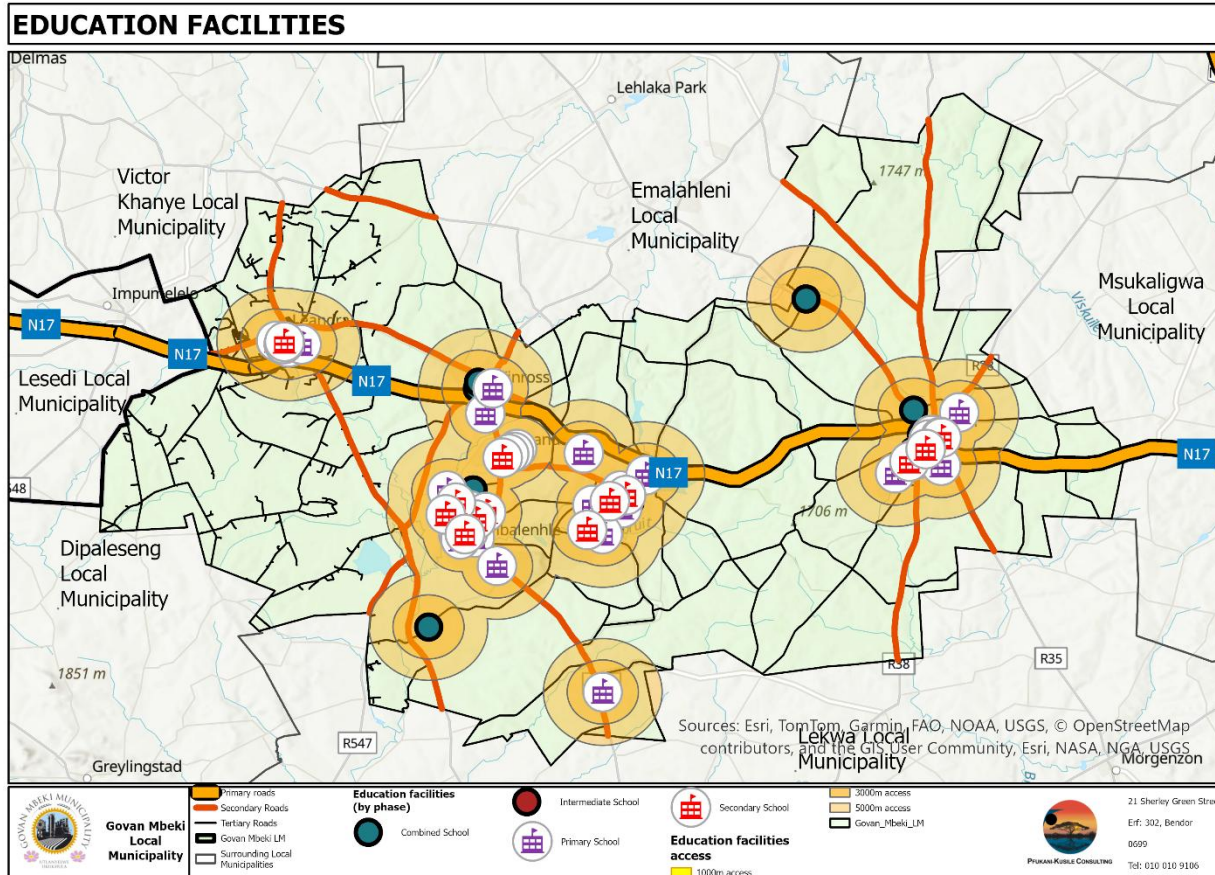


Map 37: Healthcare facilities in Govan Mbeki

3.12.4 Education Facilities

There are thirty-eight (38) primary schools, sixteen (16) secondary schools and sixteen (16) combined schools within the jurisdiction of the municipal area.

Leandra, Kinross, eMbalenhle and eMzinoni have grown in such a manner that the demand of schools exceeds the supply. This results in children travelling longer distances to access educational facilities. The Department of Education will be engaged in the building of schools needed in these areas.

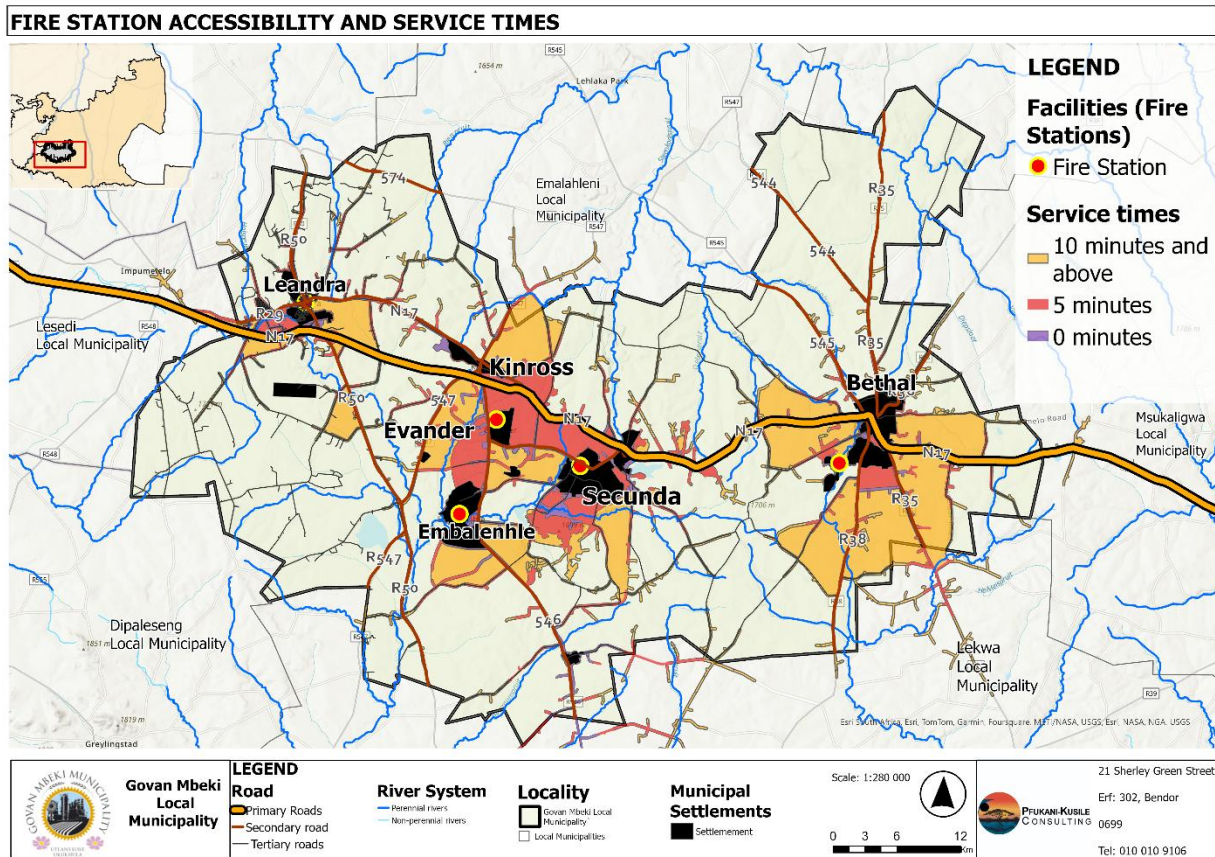


Map 38: Education facilities in Govan Mbeki

3.12.5 Fire Stations

Govan Mbeki manages and operates a Fire and Rescue Service (IDP,2025/6) which offers services such as firefighting, fire prevention as well as road and various other rescue operations. The municipality has a total of six (6) operational fire stations that are in:

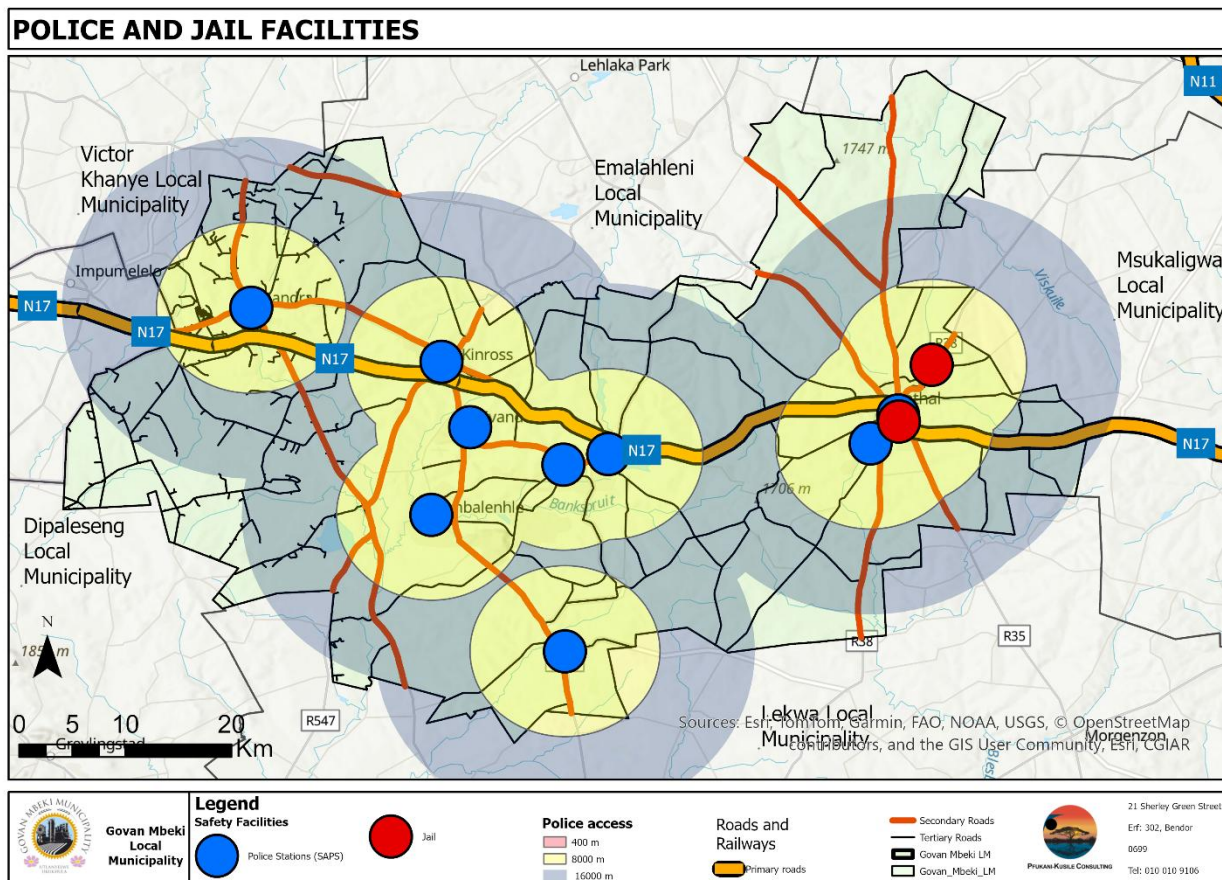
- Bethal
- Emzinoni
- Secunda
- Embalenhle
- Evander
- Leandra



Map 39: Fire stations in Govan Mbeki

3.12.6 Police Stations

The municipality has a total of nine (9) police stations with two (2) jail facilities. Due to the influx of people and more frequent crime cases reported in affected areas, there is a need for more support, interventions and measures to prevent crime. Therefore, the municipality has proposed the construction of new police stations to combat the issues of crime.



Map 40: Police stations in Govan Mbeki

3.12.7 Cemeteries

The Municipality identified 37 cemeteries and grave sites, of which:

- 26 are municipal
- 11 are active
- 17 are inactive (mostly full)
- 9 are private
- 1 Commonwealth site (Bethal)

Rapid population growth is putting pressure on burial space. Most cemeteries face serious operational and infrastructure problems.

3.11.7.1 Cemeteries by Town

Region 1: Bethal & Emzinoni

Key issue: Immediate shortage of burial space (especially Bethal)

Cemetery	Town	Status	Condition
----------	------	--------	-----------

Emandulo (New Bethal)	Bethal	Active	Near full (± 2 years life), overgrown, vandalised, poor access, no environmental approval
Bethal Old Cemetery (main sections)	Bethal	Inactive	Full, overgrown, poor records
Bethal Old (Muslim section)	Bethal	Active (semi)	Small but well used, fenced
Bethal Jewish	Bethal	Private active	Well maintained
eMzinoni ext. 8	eMzinoni	Inactive	Overgrown, poor/no infrastructure
eMzinoni ext. 11	eMzinoni	Inactive	Full, deteriorating

Table 33: Region 1 cemetery overview

Region 2: Evander, Kinross, Secunda, Trichardt, Lebohang, Leslie

Mostly unfenced, overgrown, no records, unsafe (open graves) and some located in areas affecting future development.

Cemetery	Town	Status	Condition
Cosmos	Evander	Active	Long lifespan (~50+ yrs), fencing/ablutions need repair
Simunye	Kinross	Active	Moderate lifespan (~40 yrs), vandalism issues
Ebuhleni Bembali	Lebohang	Active	Short life (~8 yrs), infrastructure needing upgrades
Leslie/Lebohang Muslim	Leslie	Active	Small, no infrastructure
Joe Slovo	Secunda	Active	Large capacity (~48 yrs), needs maintenance
Trichardt	Trichardt	Active	Moderate lifespan (~36 yrs), limited facilities
Kinross/Thistle Grove (Muslim)	Kinross	Active	Fair condition, limited facilities

Table 34: Region 2 cemetery overview

Inactive cemeteries

- Kinross Karee Street
- Lebohang extensions (9, 10, 13, 14, 17)
- Trichardtsfontein old
- Leslie Brakfontein grave sites

Region 3: eMbalenhle & Charl Cilliers

Cemetery	Town	Status	Condition
Ekuphumuleni	eMbalenhle	Active	Very large (~38 yrs life), but vandalised and poorly maintained

Peace Cemetery	Charl Cilliers	Active	Small (~18 yrs life), limited facilities
Ellen Makhungu ext. 18	eMbalenhle	Inactive	Poor condition, damaged fencing
Chris Hani ext. 19	eMbalenhle	Inactive	Poor condition, environmental issues (sewer spills)

Table 35: Region 3 cemetery overview

Private & Informal Sites

- Bethal Jewish Cemetery
- Eendraght Cemetery
- Church cemeteries (walls of remembrance)
- Farm and settlement burial sites (e.g. Sakhisiswe, Grootspuit)

3.11.7.2 Key Issues Identified

The following table highlights the key issues affecting the state and condition of cemeteries in the municipality.

Key Issues	
Infrastructure	• Poor or no fencing, roads and ablution facilities • Widespread vandalism and overgrown vegetation
Capacity	• Many cemeteries are already full or near capacity • Some (e.g. Emandulo) have ≤ 2 years remaining life
Administration	• Missing burial records • No centralized cemetery database • Informal sites unregistered
Compliance	• No Environmental Impact Assessments (EIA) or approvals for any cemeteries.
Operational	• Severe shortage of staff and equipment

Table 36: Key issues identified for Govan Mbeki cemeteries

Strategic Recommendations for Mitigating Key Issues:

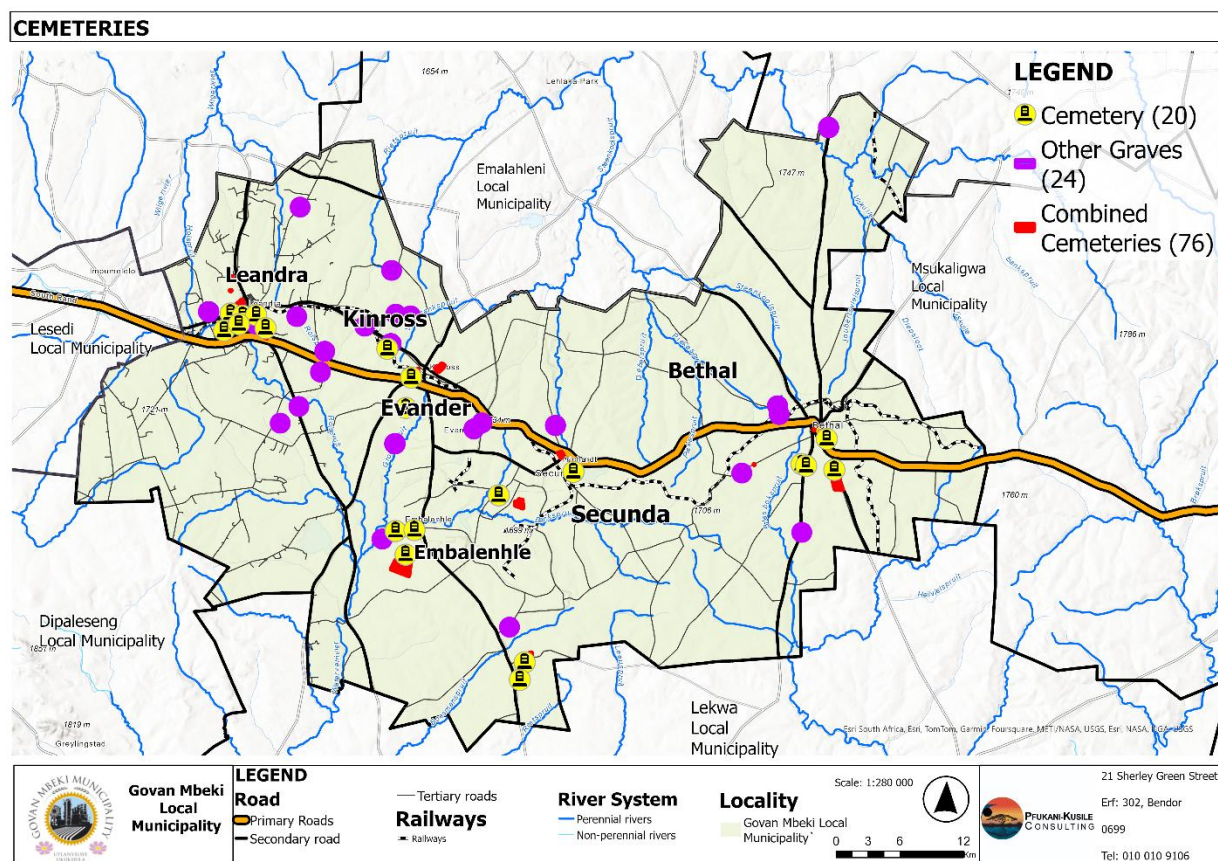
- Develop new cemeteries urgently (especially Bethal/eMzinoni)
- Upgrade: fencing, roads, ablutions
- Introducing cemetery management system (digital records)
- Conduct environmental studies for all sites
- Promote alternative burial methods (e.g. cremation)
- Increase staffing, budget and equipment

3.11.7.3 Proposed (Future) Cemeteries

The Cemetery Master Plan for the municipality identifies new candidate sites to address capacity shortages. These are not yet developed and will require environmental authorisation (EIA) before implementation with the intention that some are meant to serve multiple towns (regional facilities).

Proposed Site	Area/Town	Estimated Life
eMzinoni	Near Bethal	58 years
eMbalenhle	Rietkuil area	53 years
Lebohang / Leslie	Brakfontein	33–35 years
Lebohang South	Watervalshoek	21–22 years
Secunda	Driefontein	56–62 years
Trichardt	Trichardtsfontein	up to 116–147 years
Charl Cilliers	332 IS	long lifespan (100+ yrs)
Kinross	Zondagsfontein	35–37 years

Table 37: Proposed cemeteries for Govan Mbeki



Map 41: Cemeteries in Govan Mbeki

3.13 Provision of Basic Services

3.13.1 Water

The communities in the rural and peri-urban areas do not have access to water and resort to other sources of water such as boreholes, wells and tanks. Bulk infrastructure in the municipality can be improved to accommodate all areas. Technical losses of water come in the form of leaks and faulty infrastructure whereas non-technical losses of water refer to theft and inaccurate metering which has been an issue for the municipality with non-technical losses going from 33% to 48%.

An upgrade to aging infrastructure will mitigate the leaking and the water supply to informal settlements and rural areas should be something to be implemented to ensure access to water for all residents.

Access to Water	Number of Households
Piped water in dwelling	66 130
Piped water inside yard	30 685
Public/communal/neighbour's tap	5 665
Borehole/rainwater tank/well	188
Water carrier/tanker/water vendor	249
Dam/river/stream/spring	70
Other or unspecified	527

Table 38: Access to water found in the municipality

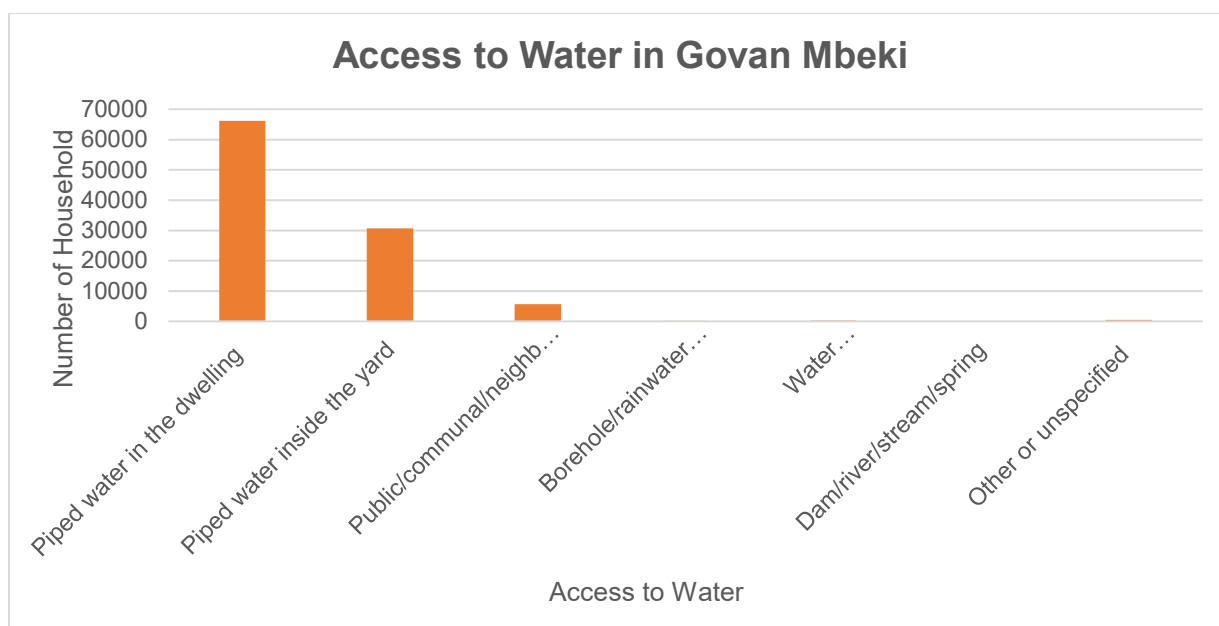


Figure 20: Access to water in Govan Mbeki

The following table highlights the proposed road projects the municipality aims to undertake.

PROPOSED PROJECTS WATER		
AREA	DESCRIPTION	PROJECT COST
Kinross	Upgrading of Kinross Bulk Water supply	R20m
Embalenhle	Embalenhle Bulk Water Supply upgrade	R104m
Bethal, Trichardt Embalenhle	Replacement of AC pipe	R 77m
Charl Cilliers	Construction of Bulk line and storage tank at Charl Cilliers	R 33m
eMzinoni	Bulk water supply Emzinoni	R 48m
Bethal	Construction of Betha east Reservoir	R 7m
Leandra	Upgrading of Leandra bulk water line	R 25m
Secunda	Refurbishment of Secunda Reservoir Pump station	R4m

Table 39: Proposed water projects to be undertaken in the municipality

3.13.2 Sanitation

The data shows changes in access to different types of toilet facilities between 2011, 2016, and 2022. Flush toilets connected to the public sewerage system remain the dominant form of sanitation, with a decrease from 85,394 in 2011 to 76,440 in 2016, followed by a significant

increase to 102,473 in 2022. Flush toilets connected to septic tanks increased notably from 426 in 2011 to 1,508 in 2016, before slightly declining to 1,250 in 2022.

The use of ventilated improved pit latrines steadily rose over the period, from 2,485 in 2011 to 5,078 in 2022, indicating gradual improvement in basic sanitation access. The bucket system remained non-existent throughout all years, suggesting its complete eradication.

Non-domestic toilet facilities were not recorded in earlier years but appear in later data, with 98 in 2016 and a sharp increase to 3,821 in 2022. Overall, total recorded toilet facilities increased from 81,160 in 2016 to 116,322 in 2022, reflecting general growth in sanitation provision.

Toilet Facilities	2011	2016	2022
Toilet facilities domestic – flush toilets connected to public sewerage system	85 394	76 440	102 473
Toilet facilities – flush toilet connected to septic tank	426	1 508	1 250
Toilet facilities – bucket system	0	0	0
Toilet facilities – ventilated improved pit latrine system	2485	3114	5078
Nondomestic toilet facilities	-	98	3821
Total Toilet facilities	-	81 160	116 322

Table 40: Toilet facilities in Govan Mbeki

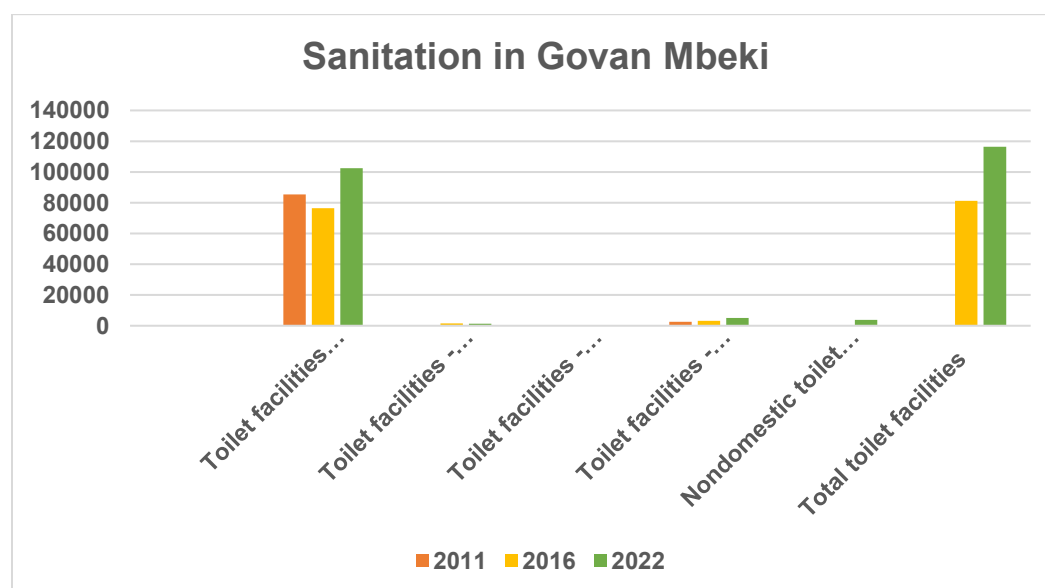


Figure 21: Sanitation in Govan Mbeki

3.13.3 Electricity

The main source of electricity within the municipality is Eskom with Bethal main substation providing electricity to Bethal town and Emzinoni, Embalenhle main substation along with the Bracken substation providing electricity for Embalenhle township,

Kinross main substation supplies to Kinross and Evander main substation supplies to Evander. The municipality has experienced a downward trend of electricity losses from 66% to 40% over the past 4 years. This might be an improvement; however, it is insufficient as NERSA benchmarks a 5-12% in losses and the municipality exceed this by 28-54 percentage points with non-technical losses estimated at 30-53% due to electricity theft, illegal connections and meter tampering. However, this had no effect on the main source of lighting for the municipality.

Energy Source for Lighting	Number of Households
Electricity from mains	95 055
Other sources of electricity (solar, generator, etc.)	1 899
Gas	248
Paraffin	1 164
Candles	4 930
None	83
Other or unspecified	135

Table 41: Energy sources for lighting in the municipality

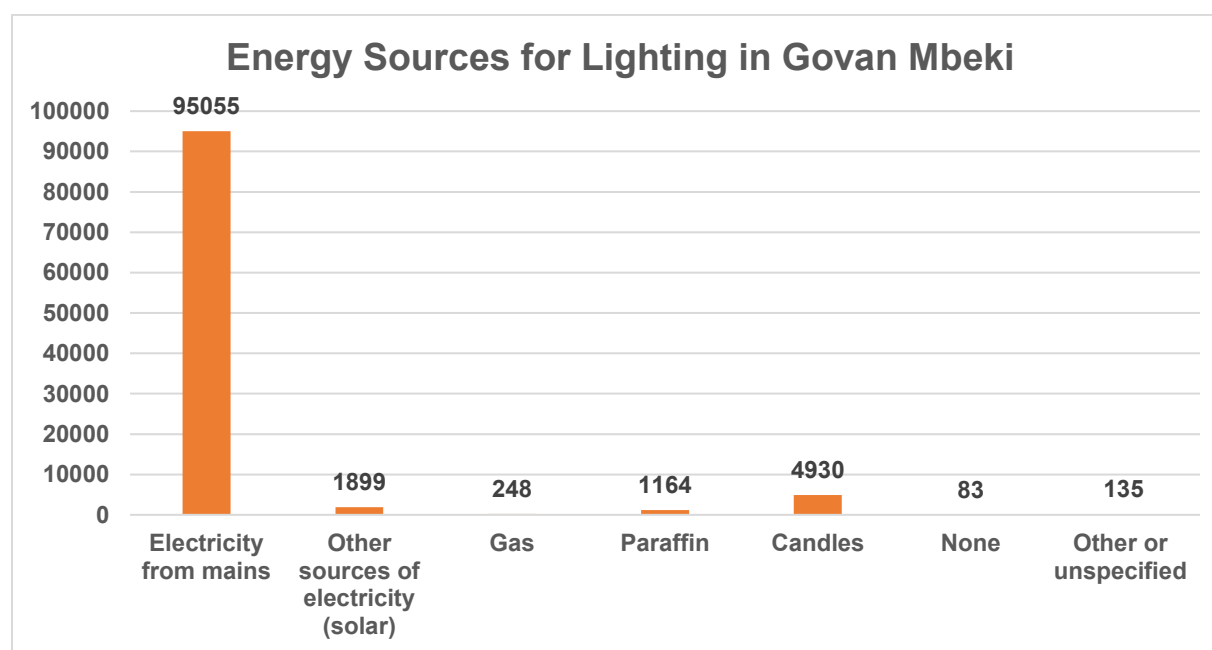
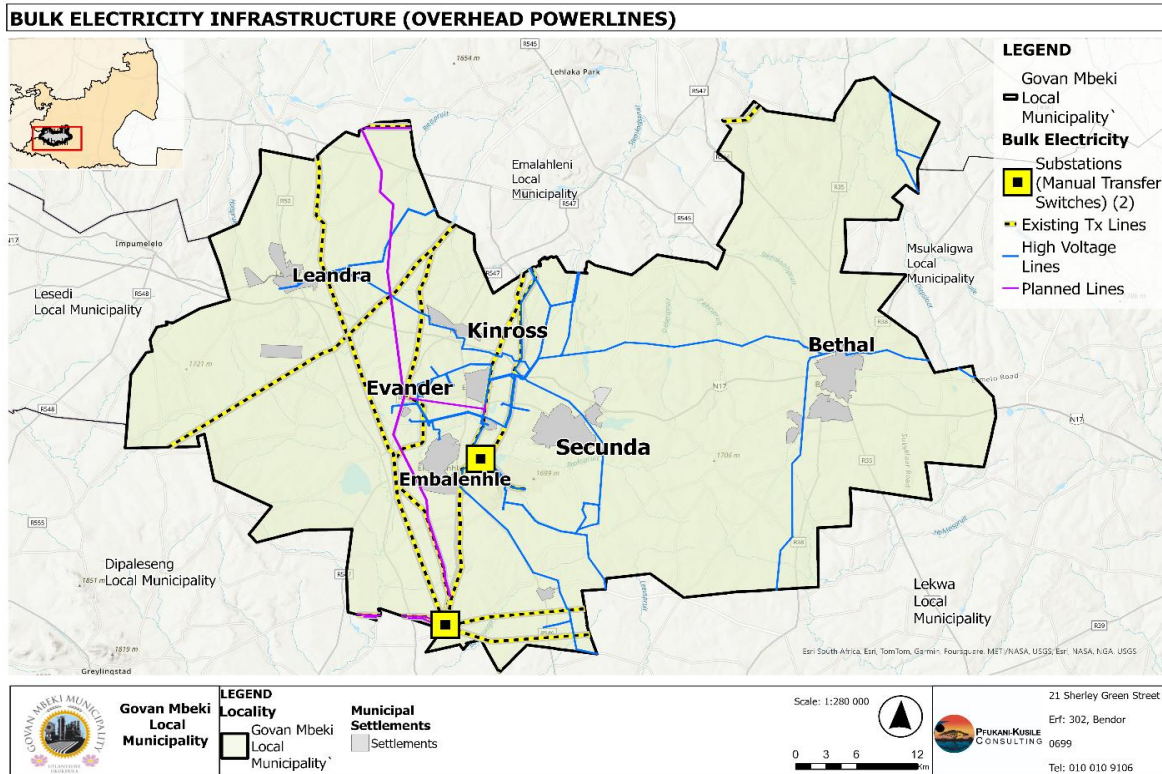
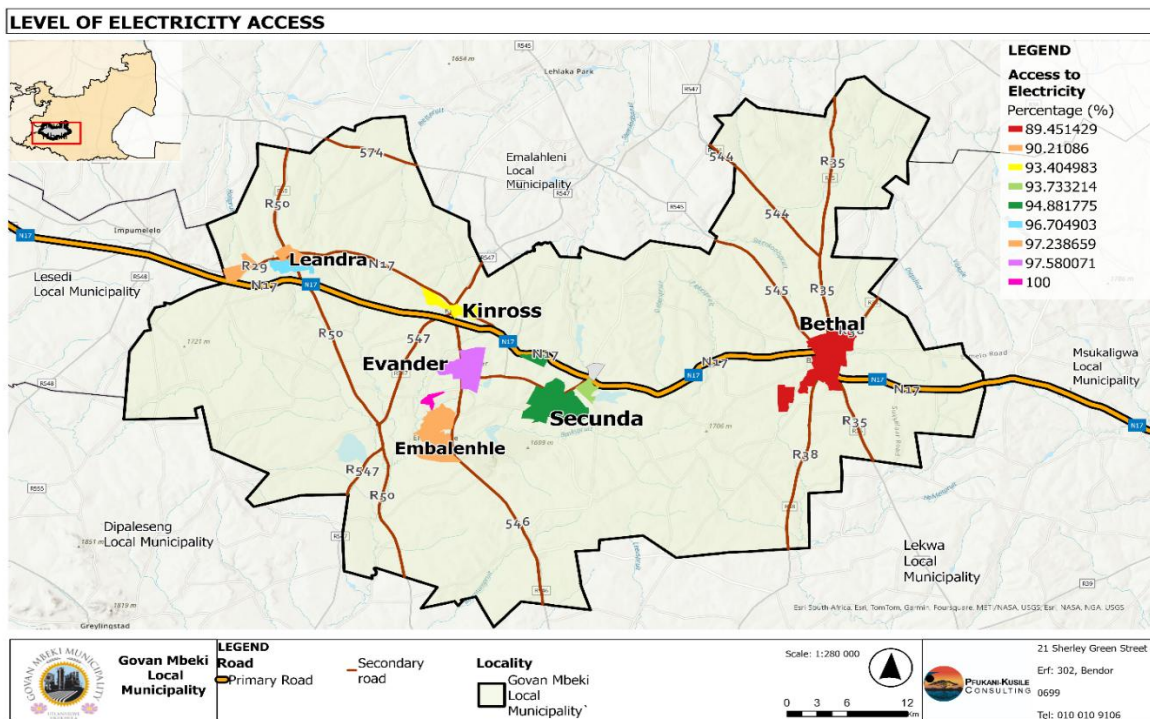


Figure 22: Energy sources in Govan Mbeki



Map 42: Bulk electricity infrastructure in Govan Mbeki



Map 43: Level of access to electricity

3.13.4 Roads

The road network within the municipal area is composed of national, provincial, and municipal routes, each playing a distinct role in supporting regional mobility and economic activity.

At a national level, the N17 national route South Africa is the only major national road traversing the municipality. It originates in Gauteng and extends eastwards toward Eswatini, while also providing connectivity to Richards Bay via the N2 national route South Africa. The N17 serves as a critical freight corridor, facilitating the movement of goods between Gauteng's economic hub and Richards Bay, an increasingly important export port that is emerging as a competitor to Durban in terms of trade and logistics.

The provincial road network further strengthens internal and regional connectivity within the municipality. Key provincial routes include:

- The R50 regional route South Africa, which connects Standerton to the south of Delmas, extending northwest through Leandra.
- The R547 regional route South Africa, linking Middelburg in the north to the R23 regional route South Africa between Standerton and Greylingstad in the south, passing through Kinross.
- The R546 regional route South Africa, which provides a direct link between Kinross and Standerton.
- The R545 regional route South Africa, connecting Bethal to Ogies.
- The R38 regional route South Africa, which runs from Hendrina in the north to Standerton in the south, via Bethal.
- The R580 regional route South Africa, linking Kriel and Delmas with Secunda.
- The R544 regional route South Africa, which branches off the R35 regional route South Africa north of Bethal and extends toward the northwest.

The key issues affecting the road infrastructure in the municipality are:

- Aging infrastructure
- Unpaved roads being un-trafficable
- Lack of resources
- Illegal dumping and encroachment on stormwater system

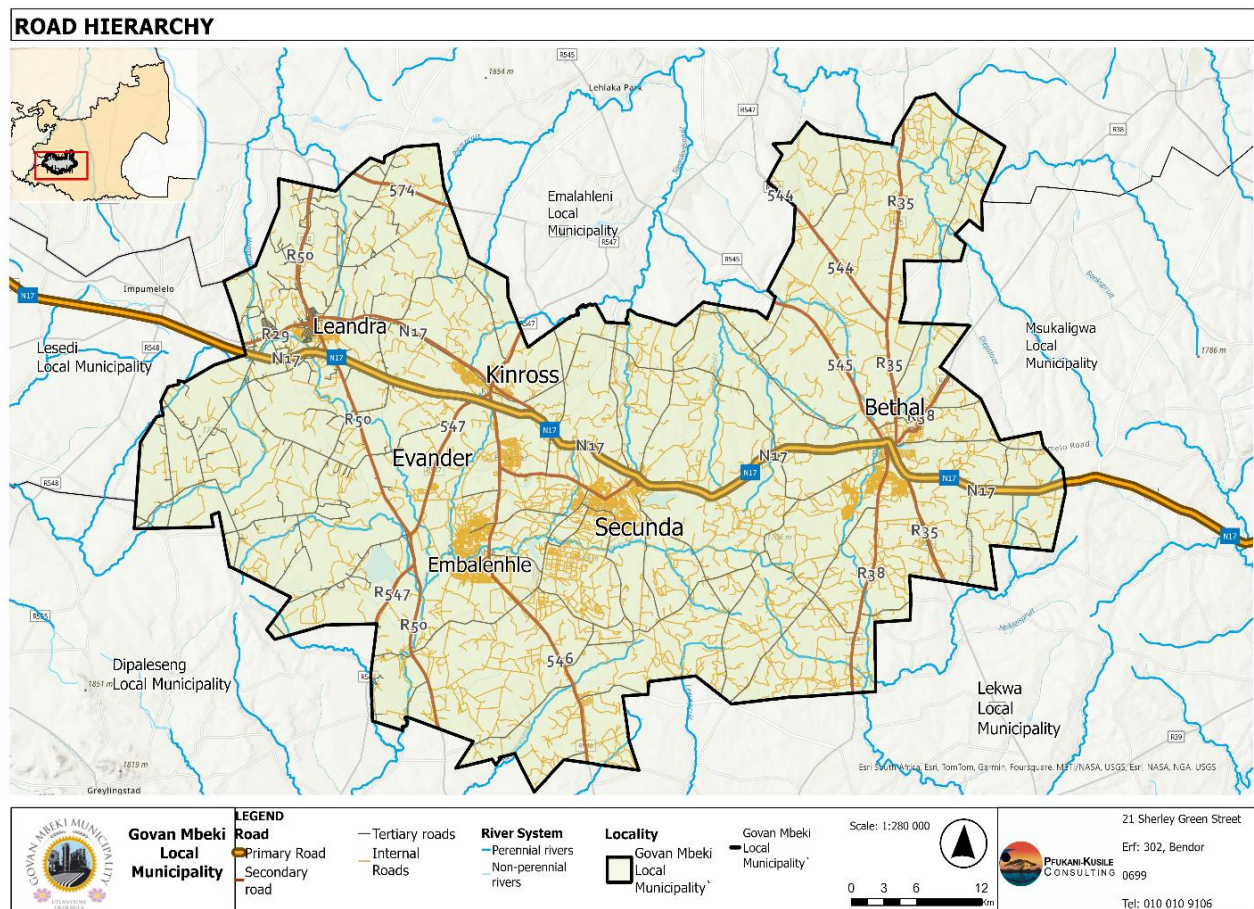
The following challenges can be remedied by:

- Rehabilitating and upgrading the infrastructure
- Upgrading of unpaved roads
- Procurement of resources
- Law enforcement and awareness

The following table highlights the proposed road projects the municipality aims to undertake.

PROPOSED /PROJECTS ROADS		
AREA	DESCRIPTION	ESTIMATED PROJECT COST
Embalenhle	Rehabilitation of Tarred roads in GMM	R56m
GMM	Develop PMS and SMS	R6m
GMM	Upgrading of Unpaved roads to Paved	R180m

Table 42: Proposed water projects to be undertaken by the municipality



Map 44: Road hierarchy in Govan Mbeki

3.13.5 Refuse Removal

All proclaimed and certain non-proclaimed residential erven are provided with a scheduled weekly curb side refuse removal service. Only refuse placed in containers is collected, and it is the responsibility of the waste generator to supply their own refuse bin, bin liner, or suitable container.

Refuse Removal Type	Number of Households
Removal at least once a week by public or private sector	89 347
Removed less often than a week by public or private sector.	3251
Communal refuse dump/container/central collection point	1994
Own refuse dump	6335
No rubbish disposal	2371
Other or unspecified	251

Table 43: Refuse Removal in Govan Mbeki

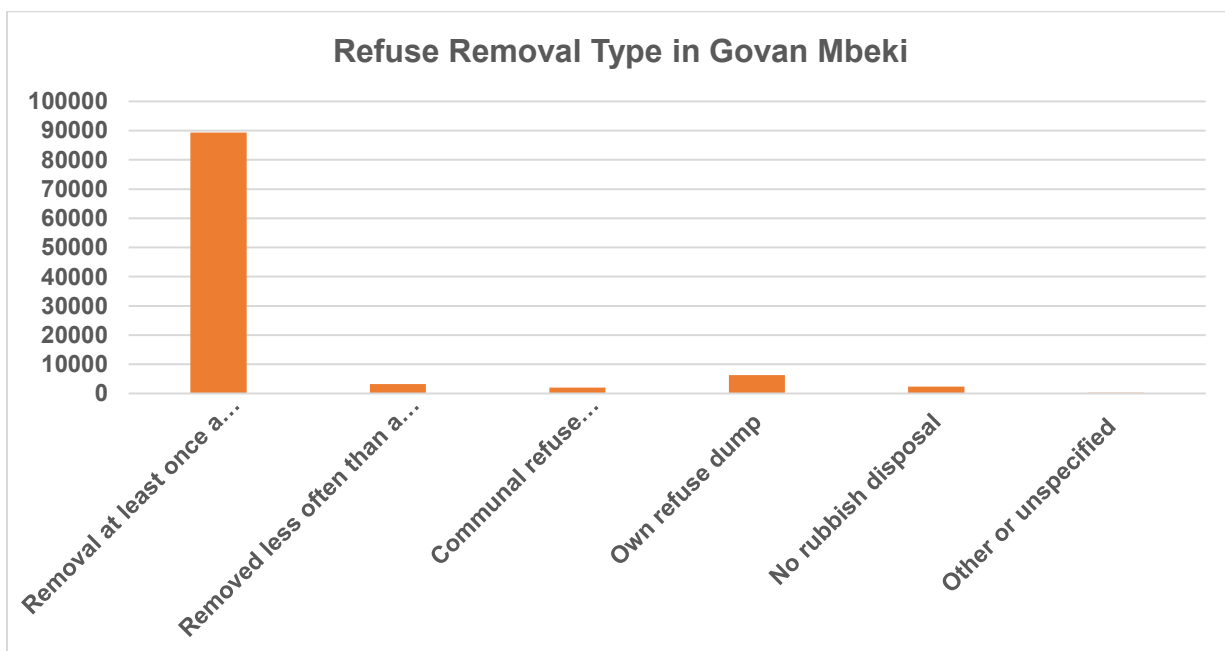


Figure 23: Refuse removal type in Govan Mbeki

3.12.5.1 Integrated Waste Management Plan 2024-2029

The several major waste management problems in the municipality are:

- Rapid population growth and poverty: increasing pressure on waste services and limited ability of households to pay for services.

- Rising waste generation: expected to grow significantly in the future, putting strain on landfill space and infrastructure.
- Poor landfill conditions: many landfill sites lack fencing, access control, proper equipment, and do not meet required standards.
- Shortage of equipment and staff: old or non-operational vehicles and vacant positions affect service delivery.
- Illegal dumping: widespread and costly, especially in townships.
- Incomplete waste collection coverage: some rural and informal areas do not receive services.
- Limited recycling and waste minimisation: although recyclables exist, they are not fully utilised.

Impact on towns in Govan Mbeki Municipality

Towns experience dirty environments, unreliable waste services, and increasing pressure on infrastructure, especially in poorer areas. These issues affect towns such as Secunda, Bethal, eMbalenhle, Evander, Kinross and others in the following ways:

1. Environmental pollution from illegal dumping and poorly managed landfills affects air, land and water quality.
2. Health risks due to uncollected waste, burning of waste (ash) and contaminated areas.
3. Poor service delivery in some areas, especially informal settlements and remote locations.
4. Reduced quality of life in communities with high poverty and limited waste services.
5. Economic strain on the municipality, as funds are spent on cleaning illegal dumping and maintaining failing infrastructure.

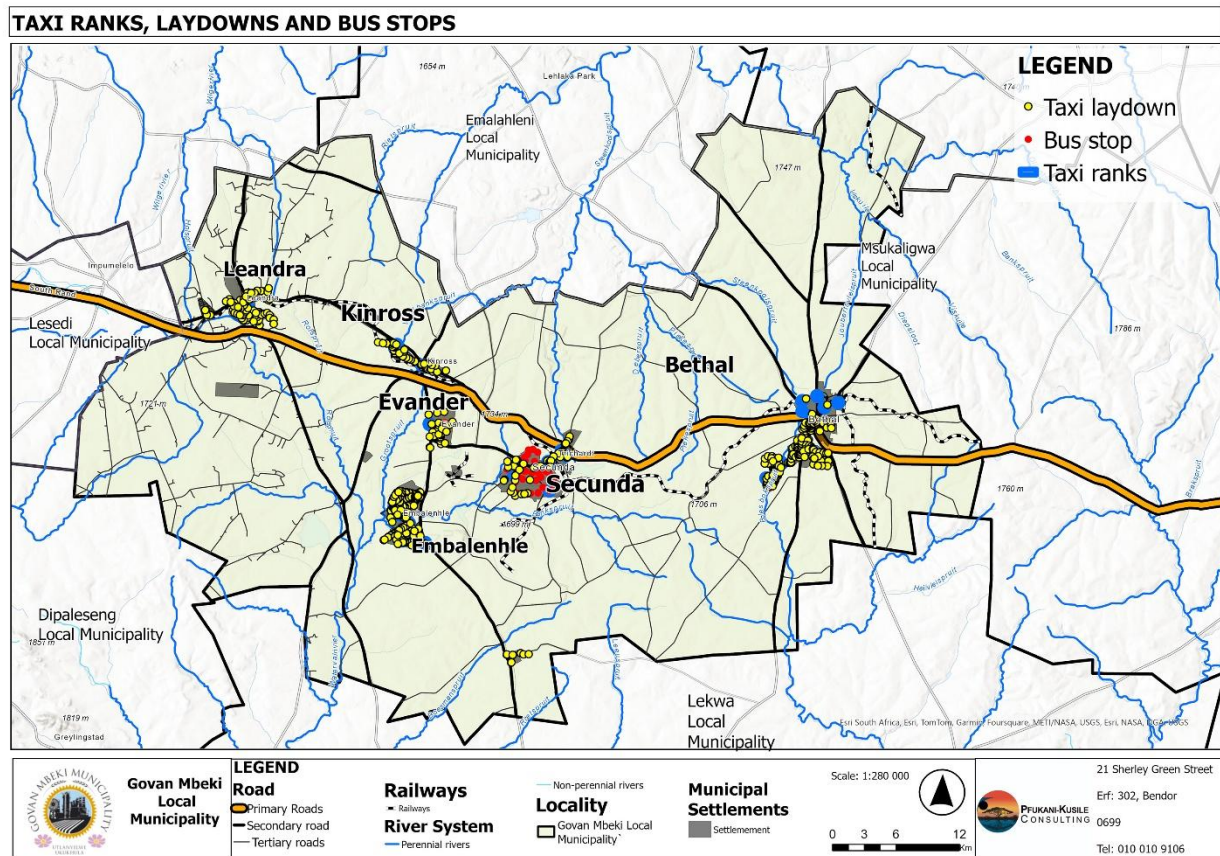
The IWMP proposes several solutions to address these challenges:

- Upgrade landfill sites
 - Improve fencing, access control, monitoring and proper waste handling.
- Improve waste collection services
 - Extend services to unserved areas and optimise collection routes
- Reduce illegal dumping
 - Enforce by-laws, increase clean-up campaigns and raise community awareness.
- Promote recycling and waste minimisation
 - Encourage separation at source, support buy-back centres and increase recycling initiatives.
- Improve equipment and staffing
 - Replace old vehicles, maintain fleet and fill vacant positions.
- Develop infrastructure and long-term planning
 - Upgrade Leandra as a regional landfill and build transfer stations.
- Public education and awareness campaigns
 - Educate communities about waste management and environmental impacts.

3.13.6 Public Transport

An issue of contention with public transport within the municipality is that there is a limitation for areas outside the major towns which makes accessibility and movement an issue.

The municipality aims to improve road networks and public transport systems that will stimulate mobility and access. Furthermore, the improved public transport network should be accessible and affordable.



Map 45: Taxi ranks and bus stops in Govan Mbeki

The table below represents the number of taxi stops and bus stops that exist within the municipality:

Area	Taxi Ranks	Taxi Stops	Bus Stops
Eendracht	0	3	0
Leandra-Lebogang	1	70	0
Kinross	4	64	0
Evander	2	33	0
Embalenhle	10	215	1
Charl Cilliers	0	9	0
Bethal-Emzinoni	12	221	0
Secunda-Trichard	6	54	1
Total	35	670	2

Table 44: Table showing the number of taxi stops and bus stops

Please note that taxi stops are classified as either approved or informal, with informal stops referring to those that have not been formally approved by the municipality. Based on this

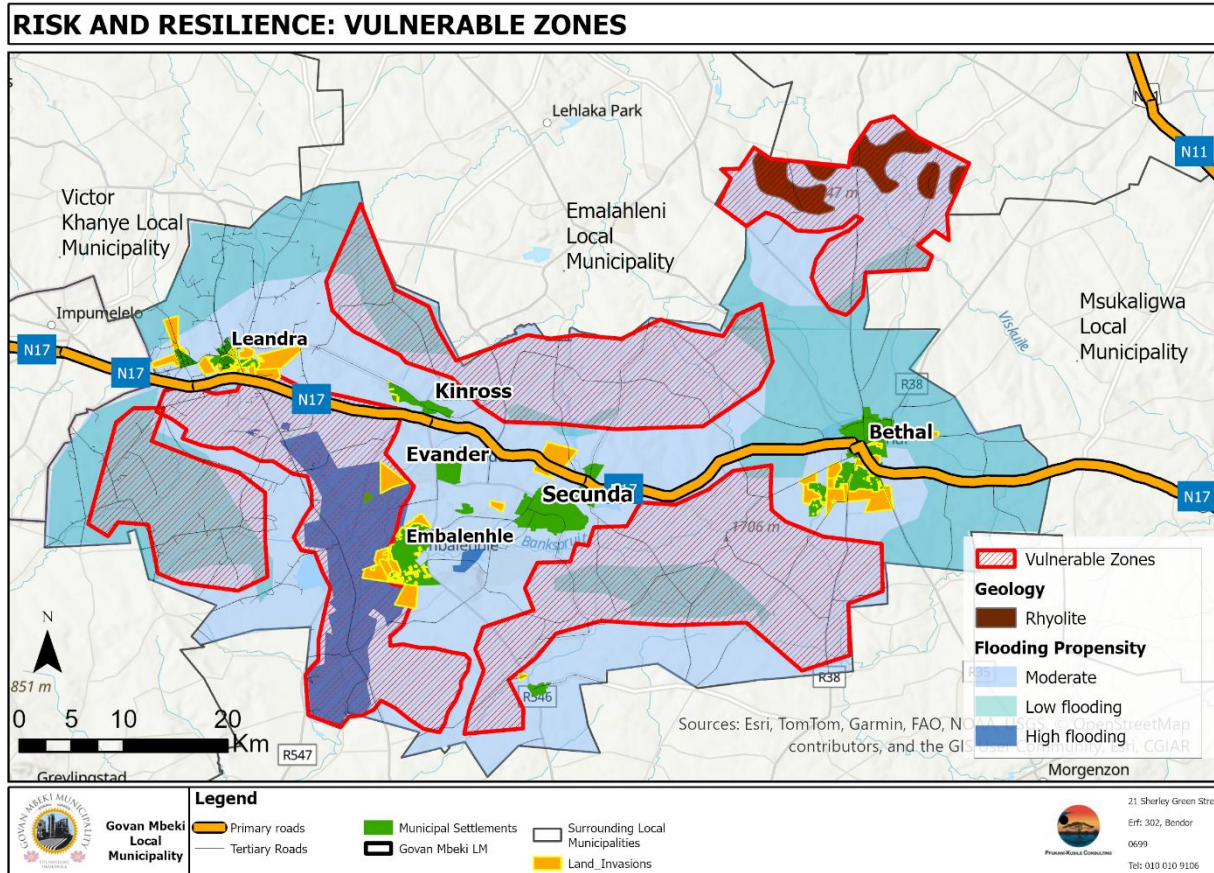
classification, 524 taxi stops are approved, while 107 taxi stops are not approved. A further 39 taxi stops are currently undergoing the approval process.

3.13.7 Disaster Risk Management

Disaster risk management within the municipality focuses on reducing the impact of natural and human-made hazards on communities, infrastructure, and the environment. The municipality typically addresses risks such as flooding (due to rivers and low-lying areas), fires, storms, infrastructure failures, and hazards linked to informal settlements, including poor sanitation and overcrowding.

The approach involves identifying and assessing risks, implementing preventative measures and improving preparedness and response capacity. This includes land-use planning to avoid high-risk areas, maintaining critical infrastructure like stormwater and sewer systems, and enforcing building and environmental regulations. Emergency response mechanisms such as disaster management centres, early warning systems, and coordination with emergency services are also key components.

In addition, community awareness and participation play an important role, ensuring residents understand risks and know how to respond during emergencies. Overall, disaster risk management in Govan Mbeki aims to build resilient communities by integrating risk reduction into development planning, improving service delivery, and strengthening the municipality's ability to respond to and recover from disasters.



Map 46: Vulnerable zones in Govan Mbeki

3.14 Bulk Infrastructure Adequacy

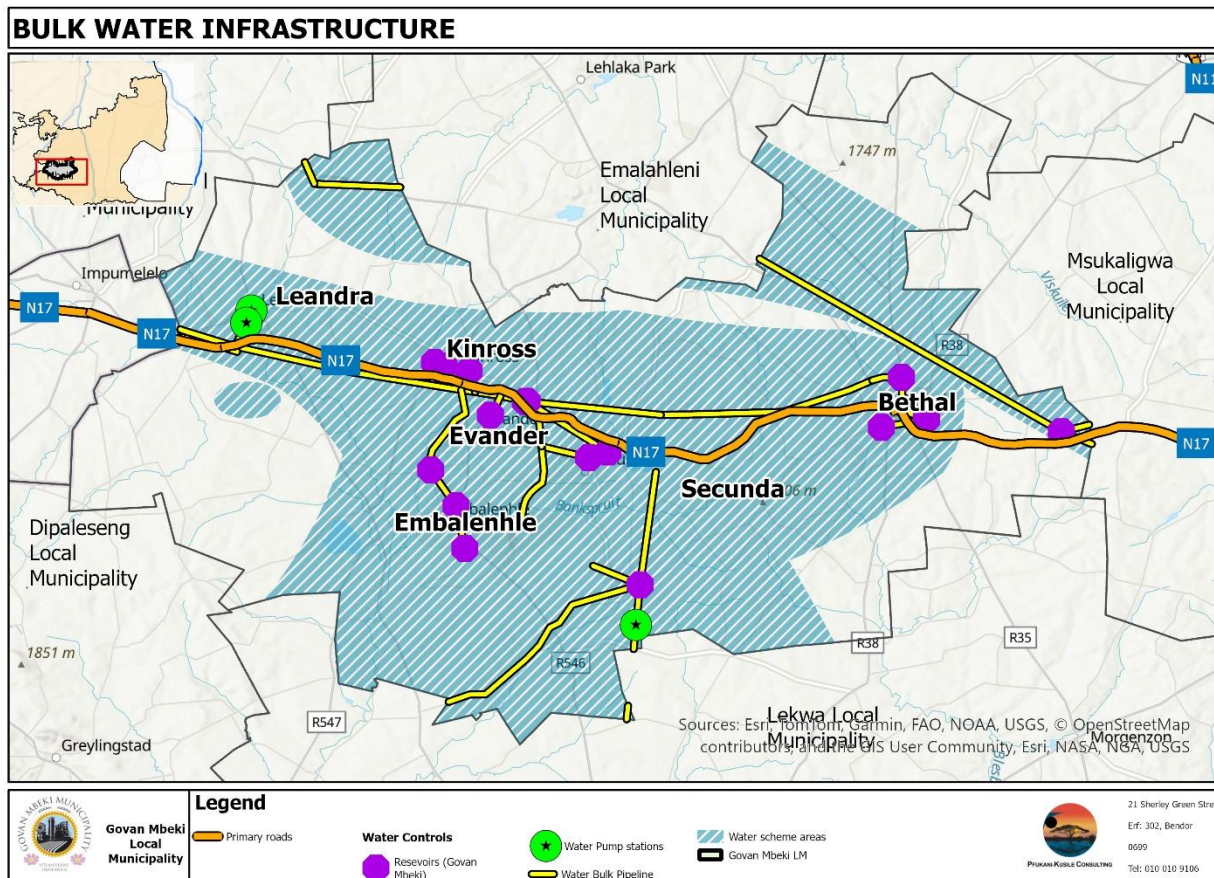
The delivery of sustainable human settlements within the municipal area is fundamentally dependent on the availability, capacity, and reliability of bulk infrastructure services.

Population projections indicate an increase from approximately 421 199 people in 2026 to approximately 469 755 by 2031, with growth continuing toward 2050 under medium- to high-growth scenarios.

Growth pressure is concentrated primarily in Embalenhle, Greater Secunda, Bethal/Emzinoni, Kinross, Evander, Leandra, and Lebohang, areas that already experience infrastructure stress and high levels of informal settlement activity.

3.14.1 Bulk Water

Bulk water supply systems within the municipal area are under increasing pressure due to population growth, aging infrastructure, and high system losses. Planned bulk water projects include upgrades in Kinross, Embalenhle, eMzinoni, Bethal and Leandra, indicating that current capacity is already insufficient for existing demand, let alone future growth. The municipality has a total of 15 reservoirs as indicated in the map below.



Map 47: Bulk water infrastructure in Govan Mbeki

Implications for Housing Delivery:

- Delays in township establishment approvals
- Inability to service new IRDP and UISP projects
- Increased risk of water shortages and service breakdowns

3.14.2 Sewer

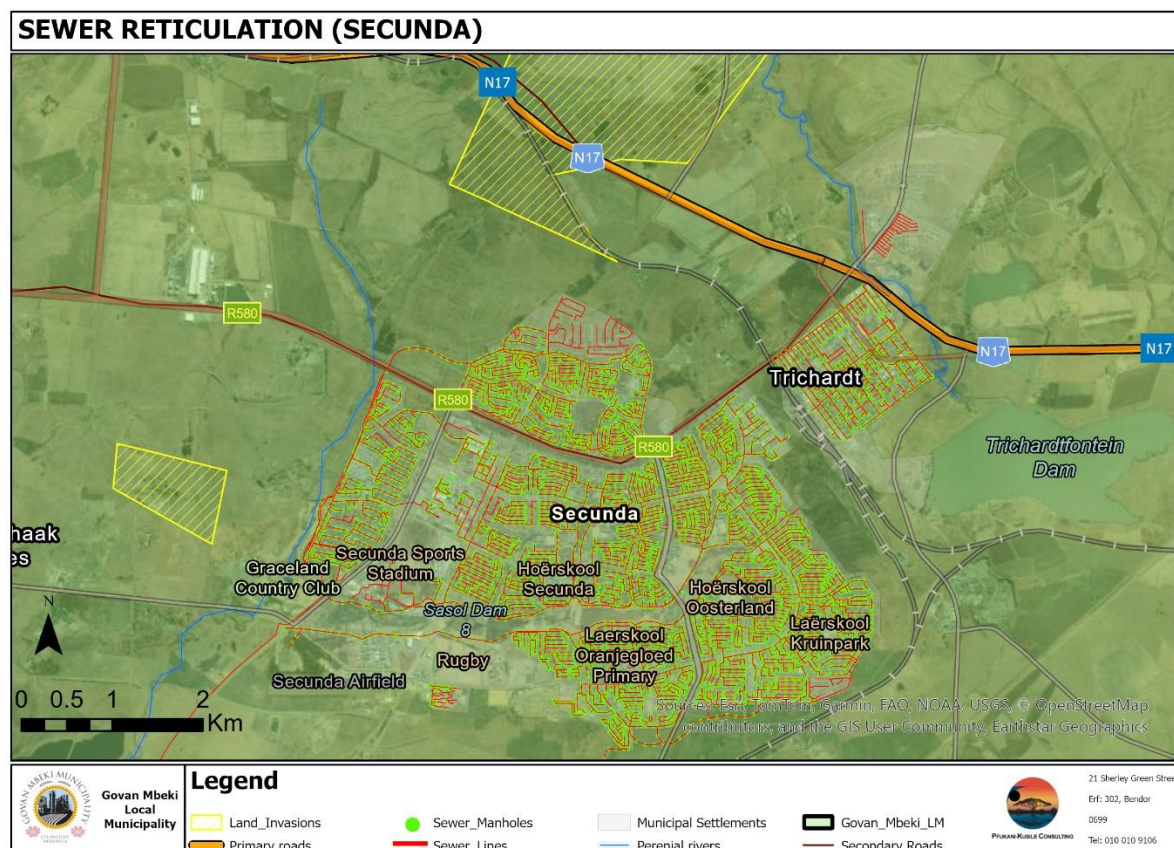
The Municipality's sanitation system comprises thirty-six (36) sewage pump stations, six (6) wastewater treatment works, and the Secunda system, which discharges into the Sasol plant.

Sanitation services are currently provided to formal residential areas; however, service delivery remains a challenge in areas that have not yet been formalised as townships. Key initiatives aimed at improving service delivery include the refurbishment of the Leandra N17 pump station, the upgrading of pump stations in Embalenhle Extensions 22 and 25 and the construction of a new pump station in Extension 5. In addition, the construction of a new Wastewater Treatment Works (WWTW) is underway to accommodate effluent from the Charl Cilliers area, which is presently reliant on septic tanks.

Various interventions have been implemented to address existing challenges, including ageing infrastructure, limited resources and insufficient capital funding for the upgrading of wastewater treatment works, pump stations and the replacement of outfall sewer pipelines.

Secunda

Secunda and Trichardt reflect a highly developed and well-integrated wastewater management system, characterized by a dense and continuous network of sewer lines and evenly distributed manholes aligned with the formal urban layout. The system provides extensive coverage across the core settlement, indicating a high level of service provision. However, peripheral and land invasion areas remain largely unserved, posing risks related to environmental contamination and future infrastructure backlogs. The proximity of sensitive water bodies, including rivers and the Trichardtfontein Dam, further highlights the need for ongoing maintenance, system upgrades, and proactive planning to ensure the long-term sustainability and resilience of wastewater infrastructure.

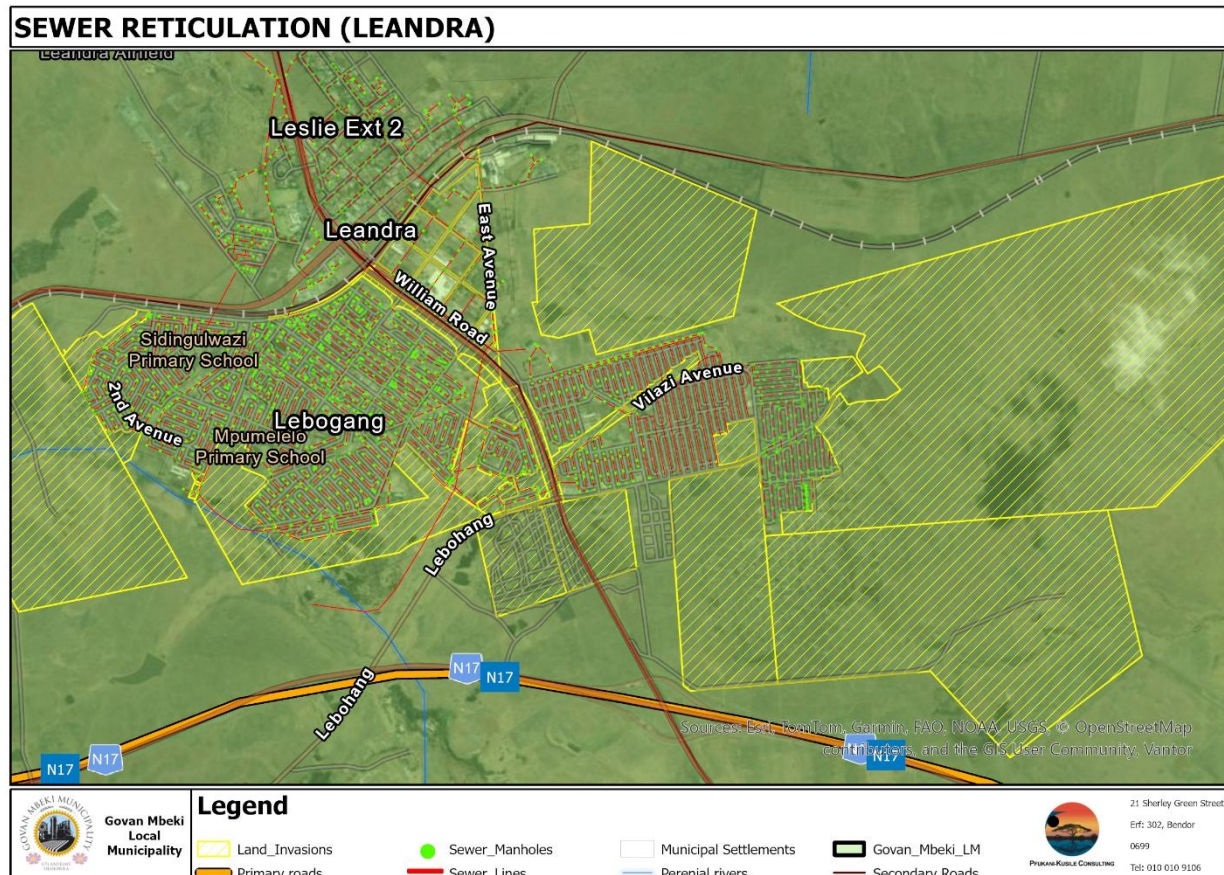


Map 48: Sewer reticulation in Secunda

Leandra

Leandra highlights a moderately developed wastewater network that is closely aligned with formal settlement areas but remains unevenly distributed across the broader urban area. While established neighbourhoods such as Lebogang and the Leandra town centre are well serviced, extensive peripheral and land invasion areas lack adequate sewer infrastructure, resulting in

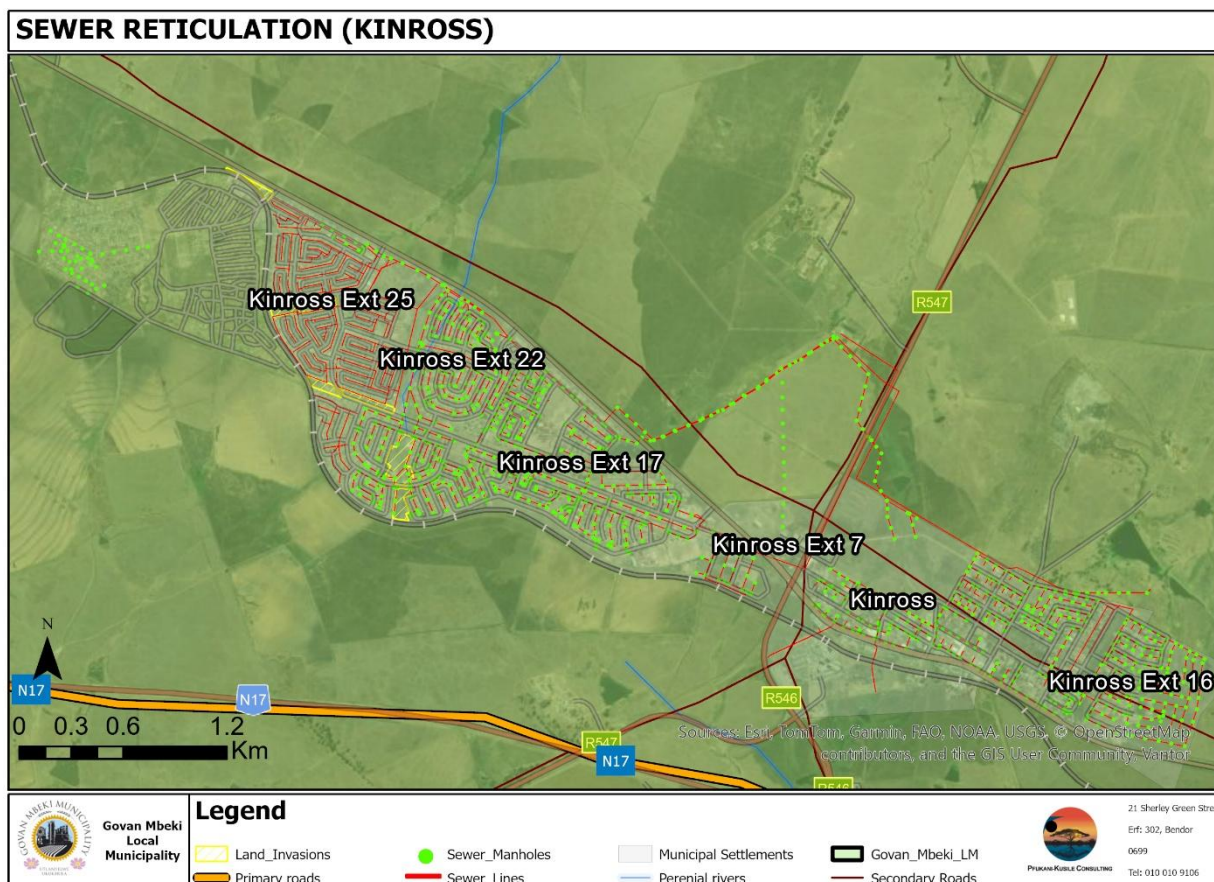
significant delivery gaps. The presence of unserved settlements near natural watercourses raises concerns regarding environmental contamination and public health risks. Addressing these challenges will require targeted expansion of sewer services, improved integration of infrastructure planning with settlement growth, and proactive management of informal expansion to ensure sustainable and equitable sanitation provision.



Map 49: Sewer reticulation in Leandra

Kinross

Kinross indicates a moderately developed wastewater network that is closely aligned with the settlement's linear urban form and road-based structure. While most formal residential areas are serviced by a connected sewer system, infrastructure provision varies across different extensions, reflecting phased development and localized gaps. The relatively low level of land invasion reduces immediate pressure on the network. However, the corridor-based settlement pattern creates reliance on key trunk lines and limits system redundancy. The proximity of natural drainage systems further introduces environmental risks in the event of system failure. Addressing these challenges will require targeted infrastructure upgrades, improved network resilience, and proactive planning to support future growth in a sustainable and efficient manner.

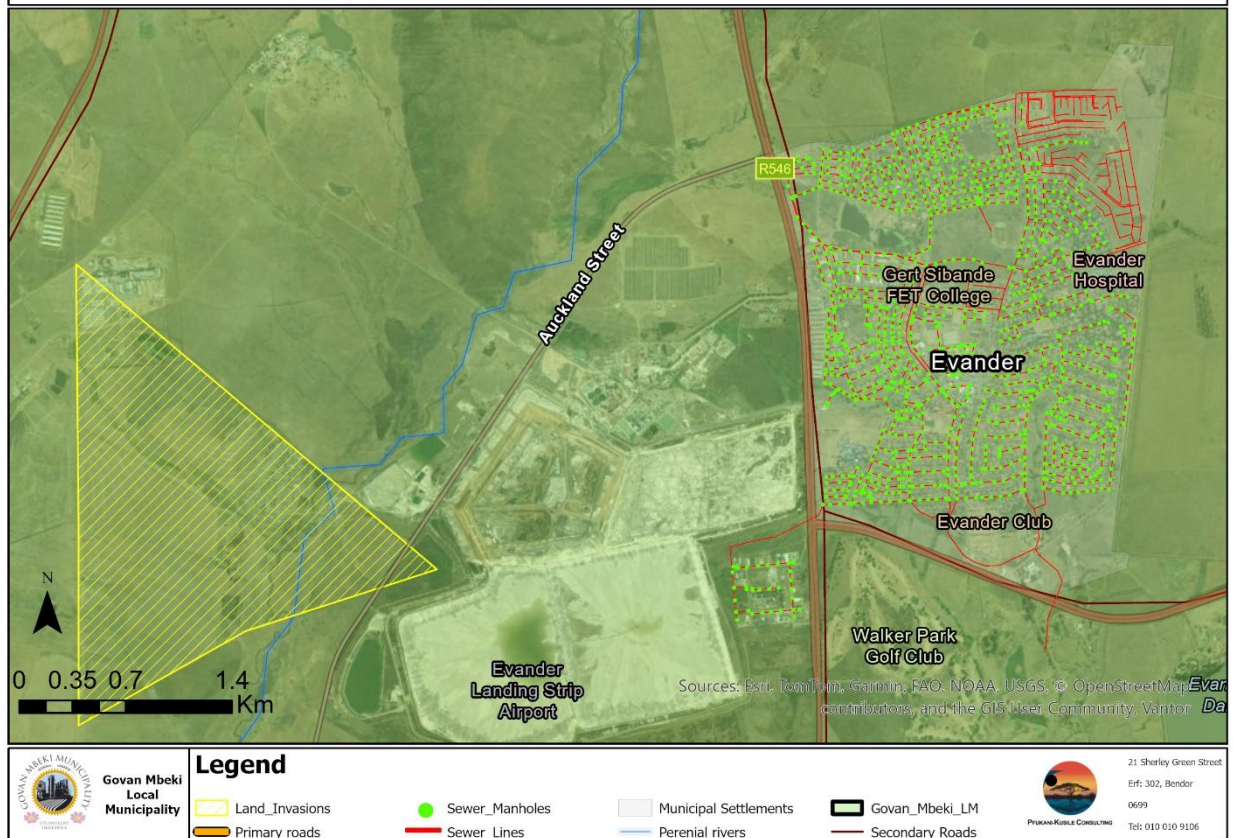


Map 50: Sewer reticulation in Kinross

Evander

Evander indicates a well-developed and integrated wastewater network that provides comprehensive coverage to the formal settlement. The system is closely aligned with the planned urban layout and road hierarchy, enabling efficient service delivery and maintenance. However, the presence of a large adjacent land invasion area that remains unserved highlights emerging infrastructure challenges and potential future backlogs. Additionally, the proximity of natural watercourses and mining activities introduces environmental risks that require ongoing monitoring and management. To ensure long-term sustainability, planning efforts should focus on expanding services to underserved areas, reinforcing system resilience and safeguarding sensitive environmental receptors.

SEWER RETICULATION (EVANDER)

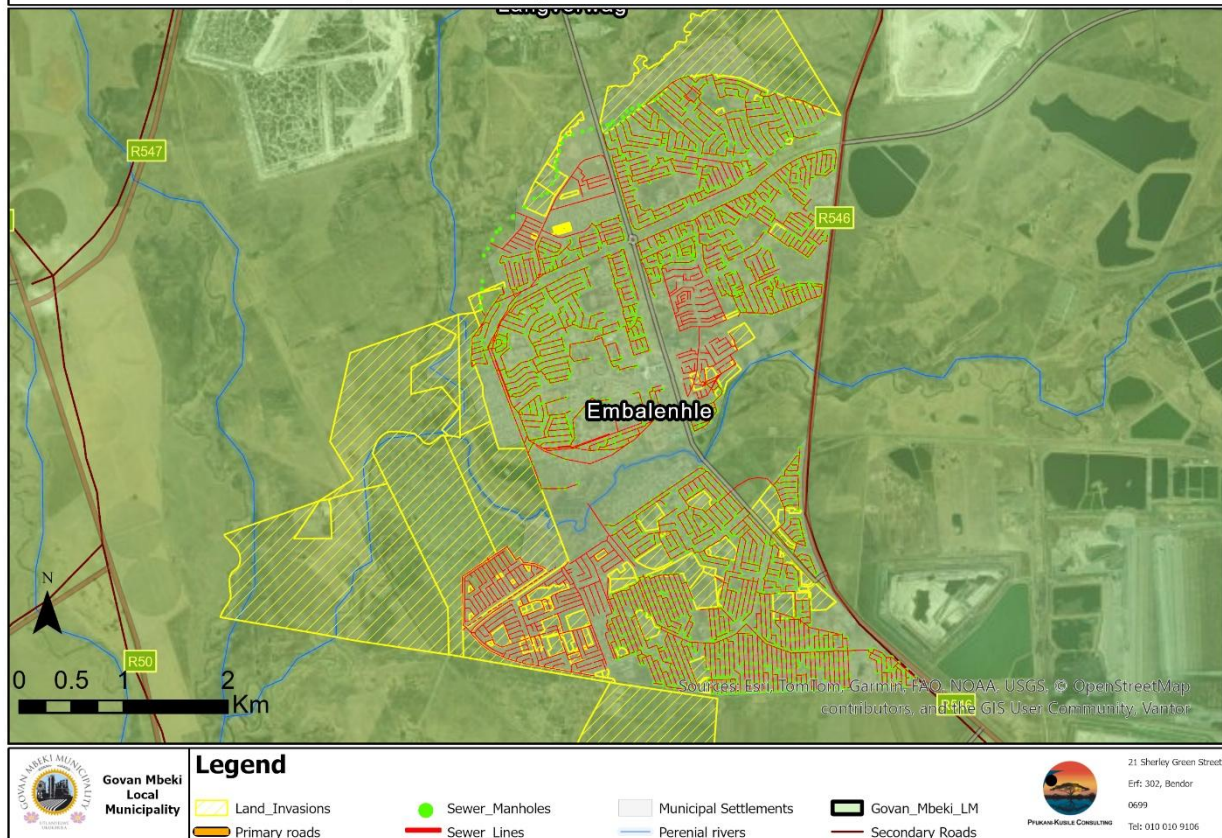


Map 51: Sewer reticulation in Evander

Embalenhle

The map shows that Embalenhle has a well-served urban core with an established sewer network, making it suitable for infill development and densification. However, expanding informal settlements on the outskirts, particularly in the west, southwest and north, lack adequate sewer infrastructure, creating sanitation risks and increasing the cost-of-service provision. The presence of rivers near some of these areas introduces environmental constraints, requiring buffer zones and careful management to prevent pollution and flooding impacts. The settlement pattern reflects outward sprawl into less suitable land, highlighting the need to prioritise development within serviced areas, upgrade existing infrastructure where necessary, and guide future growth along planned corridors such as major roads. Strategic planning decisions will be required to either formalise or relocate informal settlements while ensuring infrastructure capacity keeps pace with development.

SEWER RETICULATION (EMBALENHLE)

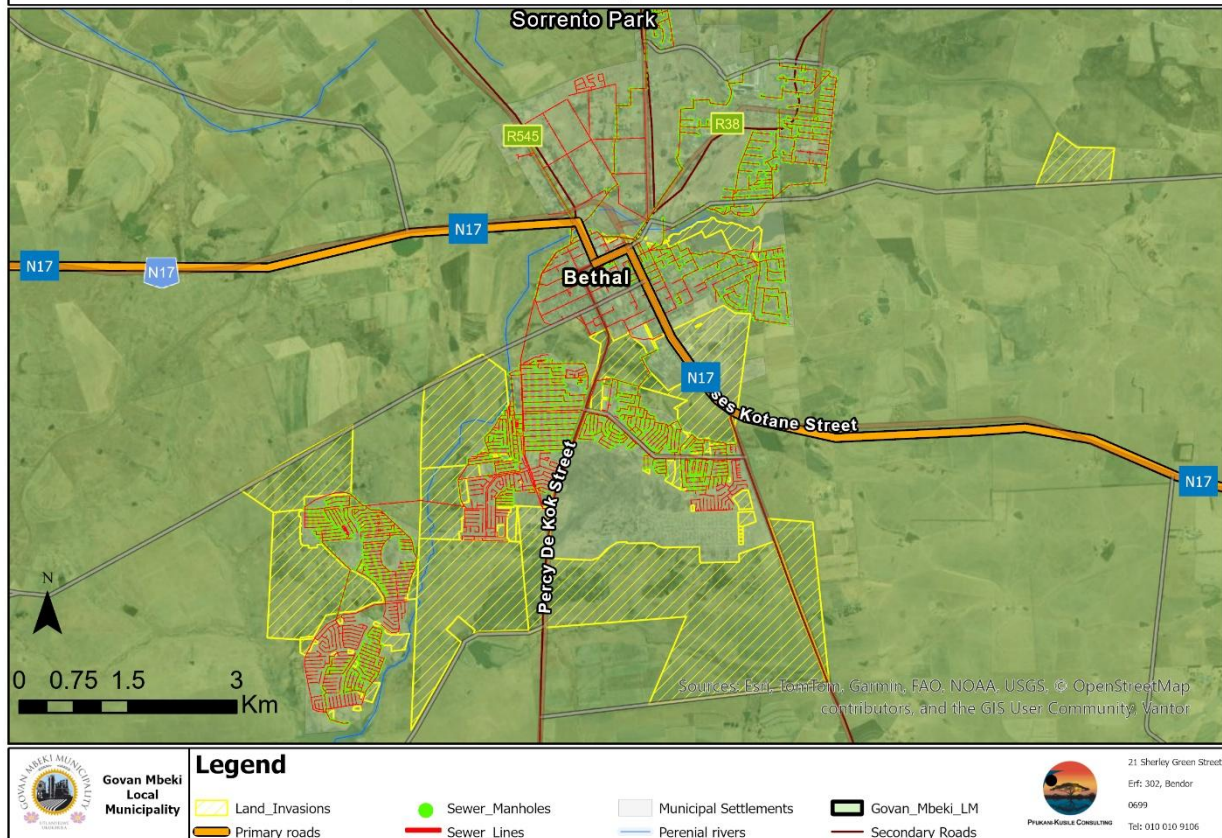


Map 52: Sewer reticulation in Embalenhle

Bethal

Bethal–Emzinoni has a well-established sewer network in the main urban areas, supporting infill development and some densification. However, informal settlements and land invasion areas on the outskirts, particularly to the south and southwest, are poorly serviced, creating sanitation risks and increasing the cost of infrastructure expansion. The presence of nearby rivers adds environmental constraints, requiring careful management to prevent flooding and pollution. Overall, development is spreading outward along major routes like the N17, contributing to urban sprawl. This highlights the need to prioritise growth within already serviced areas, upgrade infrastructure where needed and guide expansion in line with sewer capacity and environmental limits.

SEWER RETICULATION (BETHAL-EMZINONI)



Map 53: Sewer reticulation in Bethal

PROPOSED /PROJECTS SANITATION		
AREA	DESCRIPTION	PROJECT COST
Embalenhle	Equipment of Embalenhle sewer pump station Ext 22 and 25	9m
Trichardt	Refurbishment of 3 wastewater pump stations in Trichardt	4.1m
Trichardt	Trichardt Wastewater Treatment Works refurbishment	3.8m
Charl Cilliers	Construction of WWTW in Charl Cilliers.	11m
Embalenhle	Equipment of Embalenhle sewer pump station Ext 22 and 25	9m
Trichardt	Refurbishment of 3 wastewater pump stations in Trichardt	4.1m
Trichardt	Trichardt Wastewater Treatment Works refurbishment	3.8m
Charl Cilliers	Construction of WWTW in Charl Cilliers.	11m
Leandra	Upgrading of Leandra rising main	20m
Evander	Refurbishment of Evander main pump station	2m
Bethal/ Emzinoni	Refurbishment of Bethal Ext 22 & Millan Park pump stations	2m

Eendracht	Installation of Sewer Reticulation, Pump Station and Rising Main in Eendracht	30m
Embalenhle	Upgrading of Embalenhle Bulk line and pump station (Ext 5 PS)	16m
Embalenhle	Upgrading of Embalenhle Bulk line and pump station (Ext 24 PS)	46m
Embalenhle	Embalenhle Wastewater Treatment works	238m
Emzinoni	Upgrade sewer network infrastructure and conversion of VIP toilets in Emzinoni Ext 6	49m
Emzinoni	Refurbishment and Upgrading of Emzinoni WWTW and sewer pump stations	4.2m
Secunda	Construction of new 15MI Secunda WWTW	394m
Charl Cilliers	Conversion of Charl Cilliers septic tanks to waterborne	20m
Bethal	Conversion of Bethal septic tanks to waterborne	15m

Table 45: Sanitation projects to be undertaken by the municipality

3.14.3 Bulk Electricity

While overall access to electricity is relatively high, the municipality experiences extremely high electricity distribution losses of approximately 59%, comprising both technical and non-technical losses. Bulk electricity supply is marginally adequate, but distribution capacity is not sustainable under projected growth.

Implications for Housing Delivery:

- Reduced system reliability in new settlements
- Increased financial pressure on the municipality
- Risk of capacity shortfalls in high-growth areas

3.14.4 Stormwater Management

Road and stormwater infrastructure is characterised by aging assets, large areas of unpaved roads, and stormwater systems affected by illegal dumping and encroachment. High-growth settlements such as Embalenhle, eMzinoni and Kinross experience increased runoff, erosion and flooding risks due to densification and inadequate stormwater capacity.

Implications for Housing Delivery:

- Reduced accessibility to new housing areas
- Increased maintenance and rehabilitation costs
- Elevated disaster and emergency response risk

3.14.4.1 Current Stormwater Situation

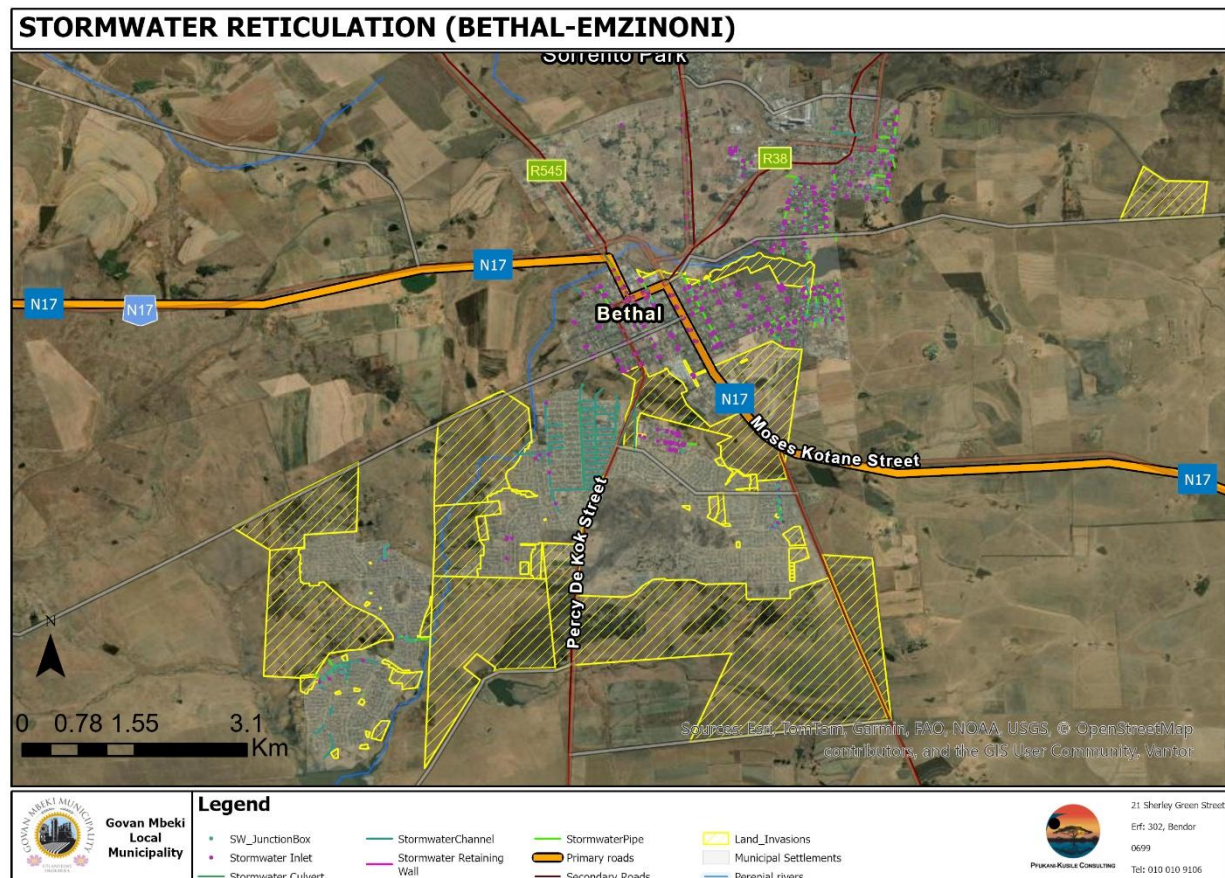
- Frequent flooding: Roads and low-lying areas in Bethal and Embalenhle experience regular flooding during heavy rains.
- Blocked drains and sewers: Poor maintenance leads to overflowing drains, worsening flood risks.
- Infrastructure gaps: Informal settlements lack proper stormwater drainage, making them highly vulnerable to waterlogging and property damage.

3.14.4.2 Local Vulnerabilities

Bethal

The Stormwater Reticulation Map for Bethal–Emzinoni demonstrates a relatively well-developed drainage network within the formal urban core of Bethal, characterized by a dense system of pipes, channels, and collection points integrated with the road network. However, the map highlights significant spatial disparities, with peripheral and land invasion areas exhibiting limited stormwater infrastructure and, in some cases, encroachment onto drainage systems.

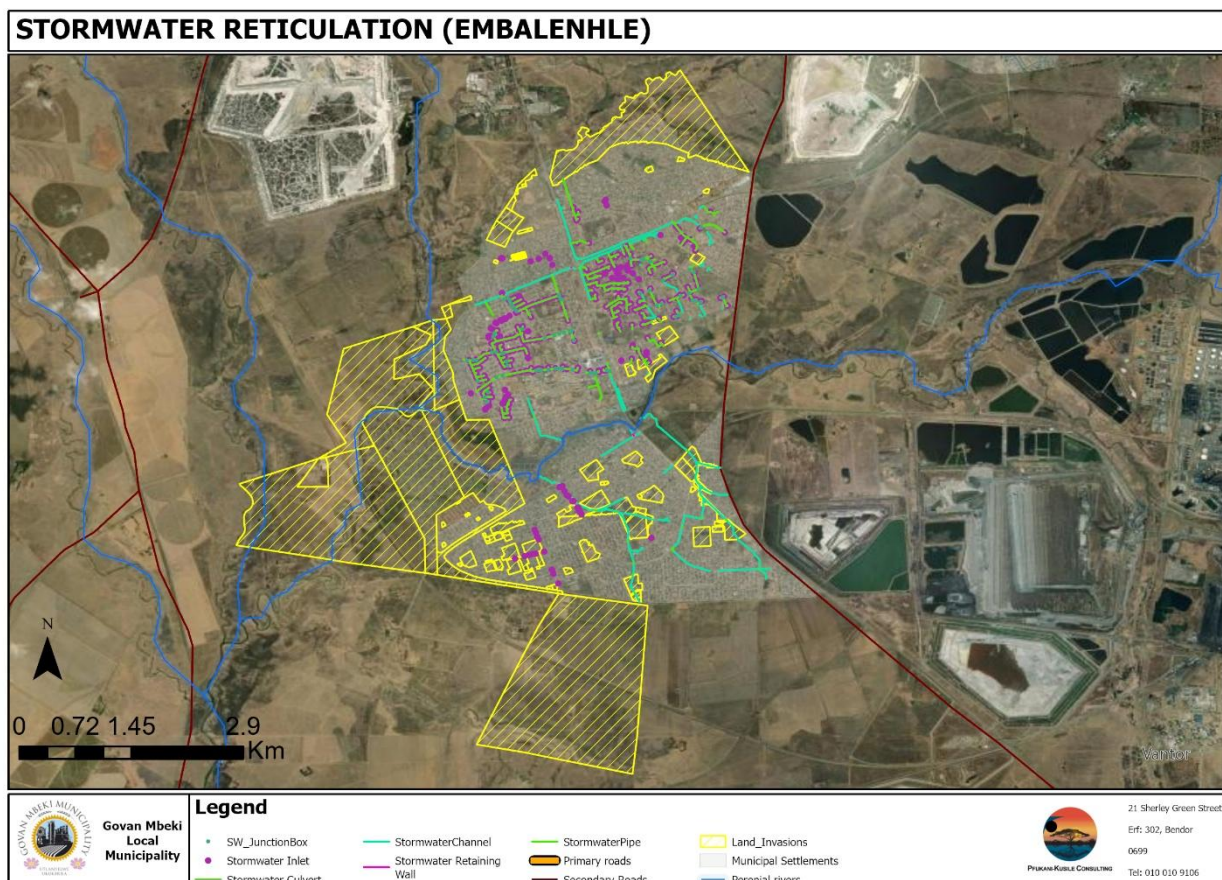
The presence of natural water courses further indicates reliance on open drainage, raising concerns regarding flooding risk, environmental degradation and infrastructure capacity. These patterns point to the need for targeted infrastructure upgrades, improved management of informal settlement expansion and better integration between land use planning and stormwater management.



Map 54: Stormwater reticulation for Bethal

Embalenhle

Embalenhle highlights a partially developed and spatially uneven drainage network, with infrastructure concentrated in certain formal areas but largely absent in peripheral and land invasion zones. The extensive presence of informal settlements, particularly in environmentally sensitive and low-lying areas, places significant pressure on natural drainage systems and increases vulnerability to flooding and erosion. The reliance on rivers and open channels, combined with proximity to major industrial water infrastructure, introduces additional environmental and management risks. The map highlights the need for integrated stormwater planning, upgrading of infrastructure in underserved areas, and stricter control of settlement expansion to ensure sustainable and resilient urban development.

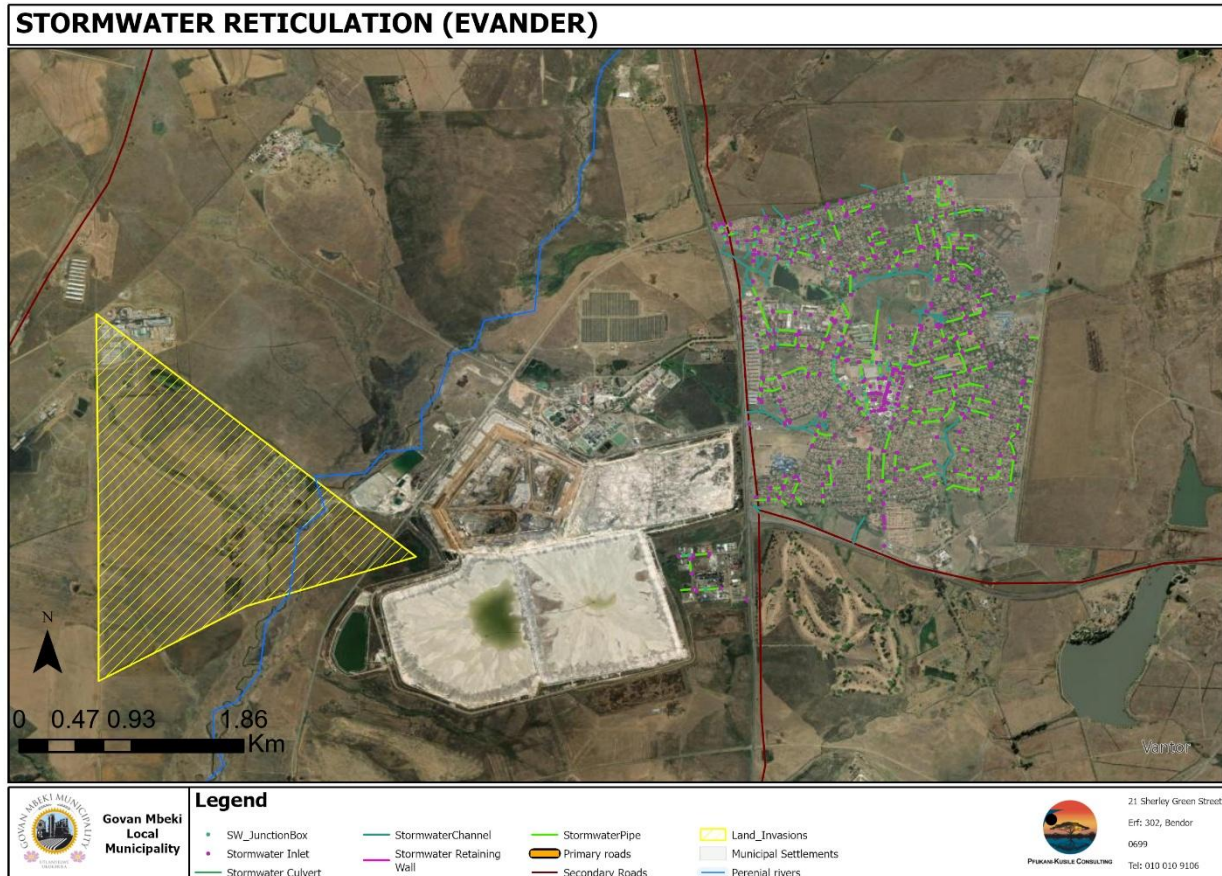


Map 55: Stormwater reticulation for Embalenhle

Evander

Evander indicates a relatively well-developed and integrated drainage network within the formal settlement, supported by a structured urban layout and alignment with the road system. Unlike Embalenhle, Evander exhibits limited informal settlement encroachment within the core urban area, resulting in fewer pressures on existing infrastructure. However, the system is strongly

influenced by surrounding mining activities and relies heavily on a single natural drainage corridor, which may present risks related to flooding, water quality and long-term environmental sustainability. Future planning should focus on protecting natural drainage systems, managing the interface with mining land uses and ensuring that peripheral growth areas are adequately serviced.

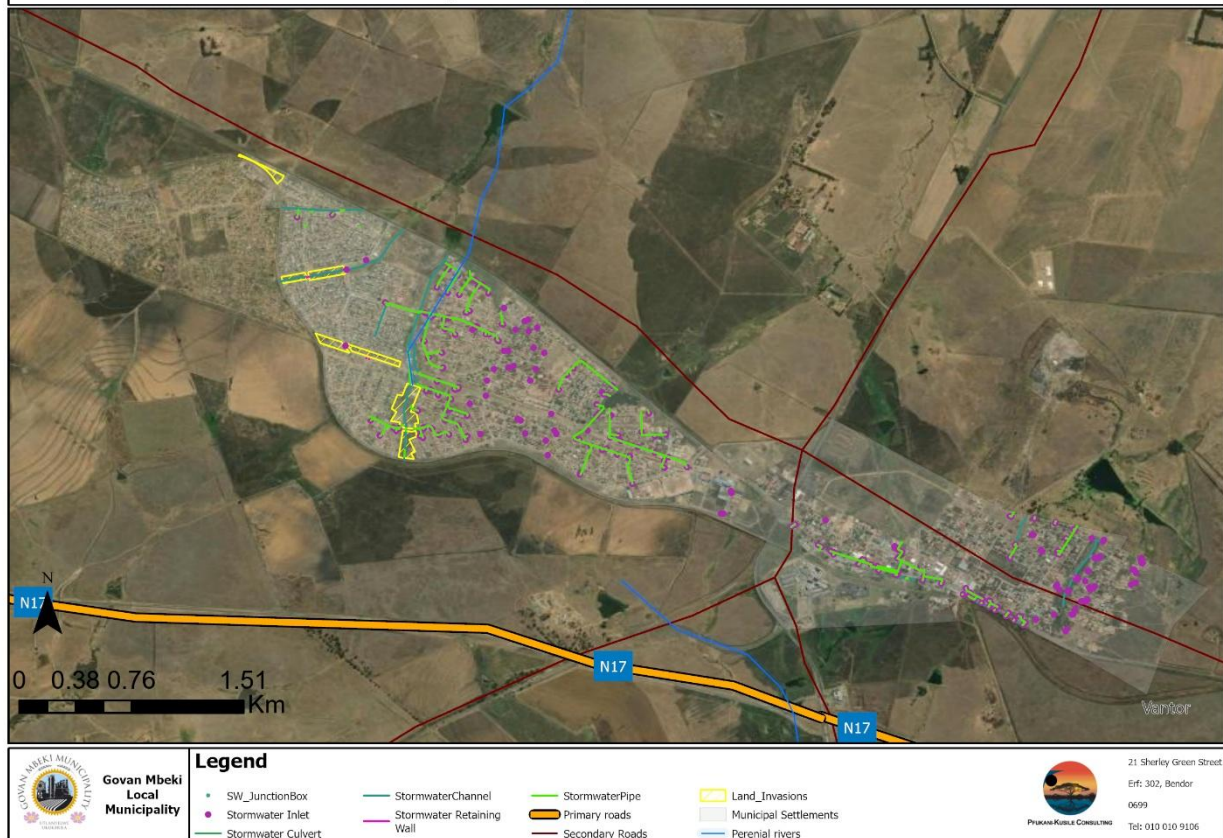


Map 56: Stormwater reticulation in Evander

Kinross

Kinross highlights a partially developed and spatially uneven drainage network shaped by the settlement's linear form along the N17 corridor. While portions of the settlement are serviced by stormwater infrastructure, significant gaps remain, particularly in peripheral and land invasion areas. The reliance on natural drainage systems, combined with limited network integration, increases vulnerability to flooding and environmental degradation. The linear urban structure further complicates stormwater management by constraining connectivity across the network. Addressing these challenges will require targeted infrastructure upgrades, improved integration between transport and drainage systems, and stricter management of settlement expansion to ensure long-term resilience and service sustainability.

STORMWATER RETICULATION (KINROSS)

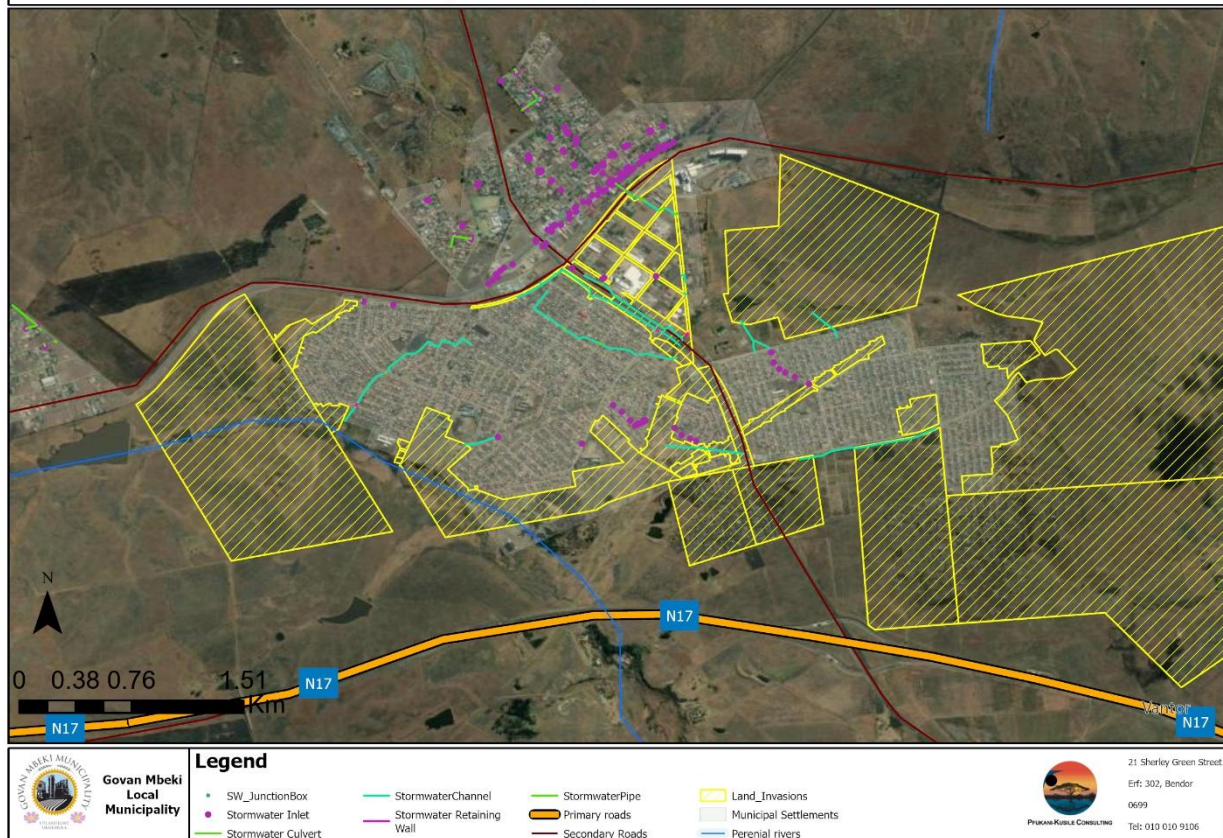


Map 57: Stormwater reticulation in Kinross

Leandra

Leandra reveals a partially developed and unevenly distributed drainage network that is under significant pressure from widespread land invasion and unplanned settlement expansion. While formal areas are serviced by stormwater infrastructure, large peripheral zones lack adequate provision and frequently encroach into natural drainage systems. The reliance on rivers and open channels, combined with the influence of the N17 corridor, increases vulnerability to flooding, erosion and environmental degradation. Addressing these challenges will require targeted infrastructure investment, proactive land use management, and improved integration of stormwater planning with urban growth to ensure sustainable and resilient settlement development.

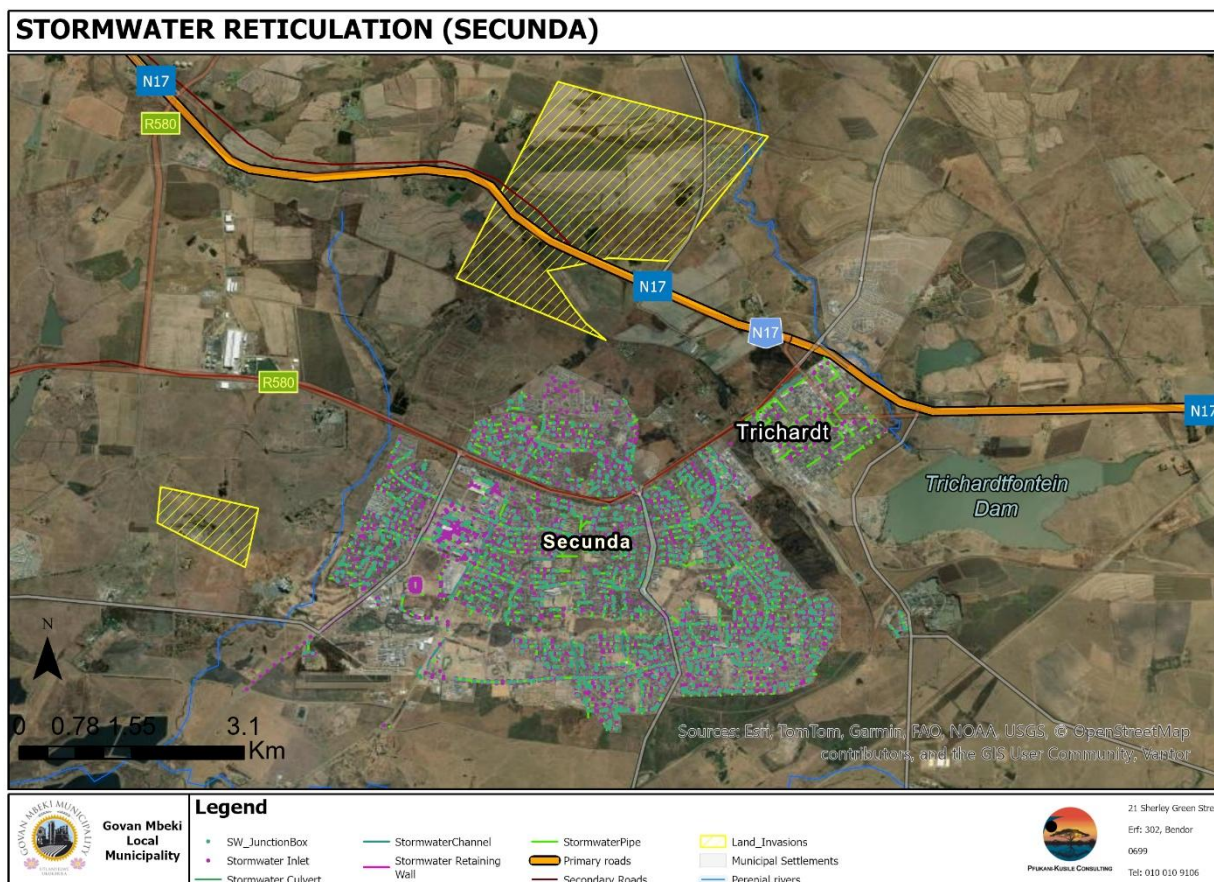
STORMWATER RETICULATION (LEANDRA)



Map 58: Stormwater reticulation in Leandra

Secunda

Secunda and Trichardt reflect a highly developed and well-integrated stormwater management system, closely aligned with a formally planned urban structure and supported by a dense network of pipelines, channels, and collection points. Compared to other towns within Govan Mbeki Local Municipality, Secunda demonstrates a higher level of service provision and infrastructure coherence. However, the system remains dependent on major natural and artificial water bodies, including the Trichardtfontein Dam, which introduces risks related to water quality and flood management. While land invasion pressures are currently limited and largely peripheral, proactive planning will be required to prevent future encroachment and ensure the continued resilience and sustainability of the stormwater system.



Map 59: Stormwater reticulation in Secunda

3.14.5 Landfill Sites

The municipality operates three (3) licensed landfill sites, Bethal, Secunda and Leandra and has five (5) licensed landfill sites that are officially closed, namely Bethal–Morgenzon Road, Evander, Embalenhle, Lebohang, and Kinross. Although the Kinross site has been issued with a closure license, it remains operational until an alternative waste disposal facility is established.

Currently, the infrastructure and maintenance of all landfill sites do not comply with the minimum standards and regulatory requirements for landfill disposal as stipulated in the Waste Act.

3.15 Informal Settlement locations

Informal settlements within Govan Mbeki Local Municipality are largely concentrated in proximity to existing municipal settlements and major movement corridors, particularly along the N17 corridor. This pattern suggests that informal settlement growth is closely linked to access to employment opportunities, transport routes, urban services and established settlement areas.

Notable concentrations are visible around the Secunda, Evander and eMbalenhle area, with additional clusters occurring near Leandra, Kinross and Bethal.

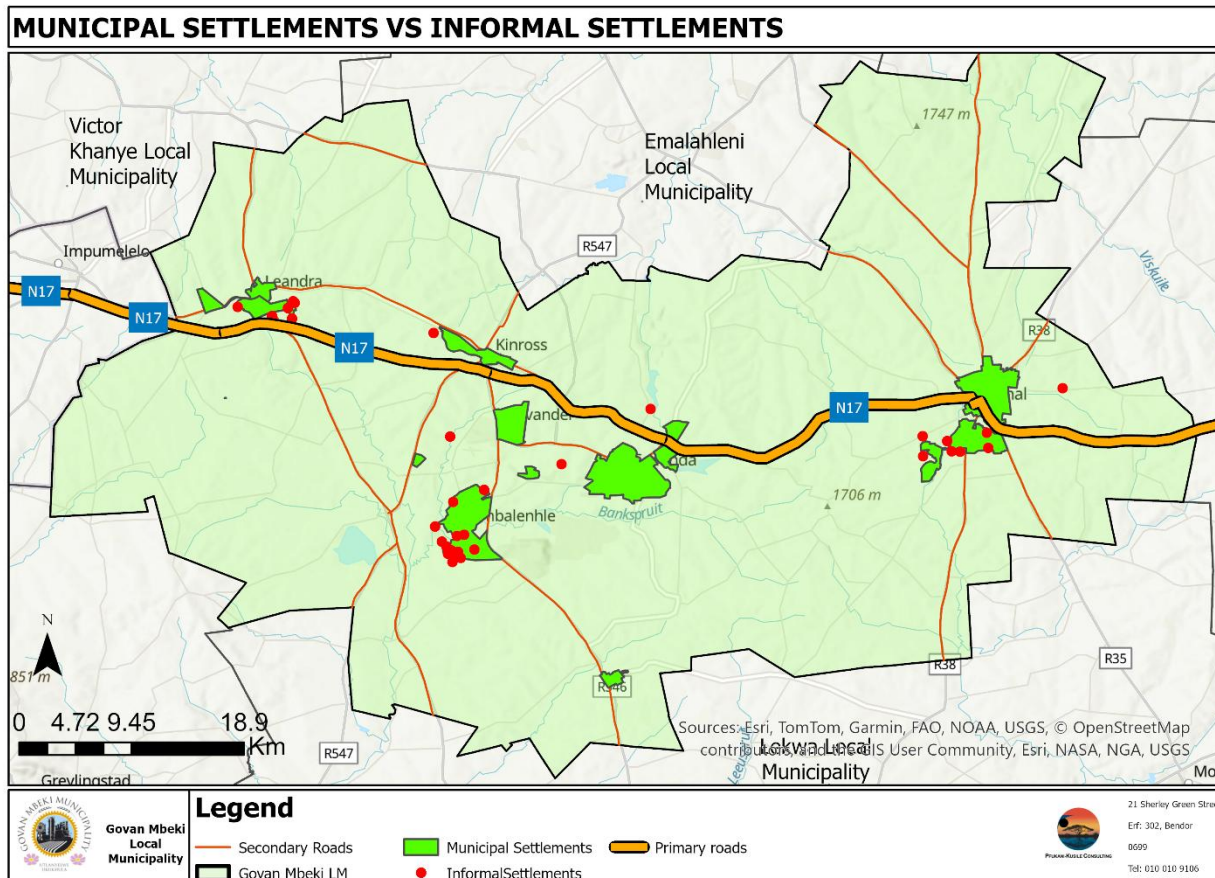
The spatial relationship between informal settlements and municipal settlements highlights both a challenge and an opportunity. On one hand, the clustering of informal settlements reflects ongoing housing demand and possible pressure on existing infrastructure and land resources. On the other hand, their proximity to established settlement areas may support more efficient upgrading, formalisation and service extension, if land ownership, environmental conditions and engineering capacity are favourable.

It is therefore recommended that the municipality undertakes a detailed land audit and settlement-level assessment to determine the development status, ownership, zoning, service availability and suitability of land occupied by informal settlements. This will assist in identifying settlements that may be upgraded in situ, areas requiring relocation, and land parcels that can support future integrated human settlements development.

The informal settlements in Govan Mbeki are:

1. Kinross Extension 25
2. Kinross Extension 27
3. Trichardsfontein Informal Settlement
4. Lebohang
5. eMbalenhle Extension 5
6. eMbalenhle Extension 9
7. eMbalenhle Extension 10
8. eMbalenhle Extension 14
9. eMbalenhle Extension 15
10. eMbalenhle Extension 19
11. eMbalenhle Extension 20
12. eMbalenhle Extension 22
13. eMbalenhle Extension 26

The map below depicts where the informal settlements are located within Govan Mbeki Local Municipality:



Map 60: Informal settlements within Govan Mbeki Municipality

3.15.1 Bethal

A semi-rural informal settlement with a loosely organised layout of dirt roads forming an irregular grid. Small houses and structures are scattered across subdivided plots, with some areas more densely occupied than others. The surrounding landscape includes open fields and patches of cultivated land, suggesting that residents may engage in small-scale farming or subsistence activities. Much of the area remains sparsely built and unevenly developed, indicating gradual and informal expansion over time. Residents in this settlement are likely to face challenges such as limited access to reliable water, sanitation and electricity, as well as poor road conditions that can make transport and access to services difficult. The scattered nature of development may increase the cost and difficulty of providing infrastructure, while proximity to open land and water sources may expose residents to environmental risks such as flooding, contamination, and health hazards.



Figure 24: Informal settlement in Bethal

The informal settlement is situated around a small, irregularly shaped water body, possibly a pond or dam, with surrounding land used for small-scale agriculture and housing. While the presence of water may support livelihoods, residents are likely to face several challenges, including:

- the risk of water contamination
- limited access to safe drinking water
- potential flooding during heavy rains.

The informal layout and lack of infrastructure suggest inadequate:

- sanitation
- waste management
- electricity supply, while dirt roads may restrict access to services and transport.

Additionally, the proximity to stagnant water can increase health risks such as waterborne diseases.



Figure 25: Informal settlements in Bethal



Figure 26: Informal settlements in Bethal

3.15.2 Lebohang

The informal settlement is more structured than a typical unplanned area, with a clearer grid-like layout of roads and plots. Small dwellings are distributed across subdivided parcels of land and while the spacing between structures is not extremely dense, the settlement still reflects incremental, informal development. There are visible pathways and access roads, but these remain unpaved and there is little evidence of formal infrastructure such as drainage systems or public utilities. Some sections appear more developed than others, suggesting gradual expansion over time.

Residents in this settlement are likely to face challenges including:

- limited access to reliable water
- sanitation and electricity
- poor road conditions that can hinder transportation and emergency services.

The informal nature of housing may expose residents to weather-related damage and fire hazards, while insecure land tenure can create uncertainty about long-term stability. Uneven development and limited services may contribute to health risks and reduced access to economic opportunities.



Figure 27: Informal settlements in Lebohang



Figure 28: Informal settlements in Lebohang



Figure 29: Informal settlements in Lebohang



Figure 30: Informal settlements in Lebohang

3.15.3 Embalenhle

The images show a more densely developed informal settlement located along the banks of a winding river. The houses in this area are clustered closer together, especially along a main road that runs parallel to the river, with smaller paths branching into the settlement. The structures appear to be small and constructed from basic materials and the layout is somewhat organised but still informal. The surrounding land is dry with patches of vegetation, while the river creates a natural boundary and focal point within the landscape. This proximity to water may provide some access to water resources, but it also exposes the settlement to environmental risks.

Residents in this area are likely to face challenges such as:

- flooding during heavy rains
- water pollution
- health risks from using untreated river water.

In addition, high population density can increase pressure on limited services like:

- sanitation
- waste disposal
- clean water supply.

Poor road conditions and limited infrastructure may restrict access to emergency services, while insecure housing and lack of formal land ownership can contribute to vulnerability and uncertainty.



Figure 31: Informal settlements in Embalehle



Figure 32: Informal settlements in Embalehle



Figure 33: Informal settlements in Embalenhle

The following image shows a low-density informal settlement where small, simple structures are spread out across large plots of dry, open land. The area is loosely organised with dirt roads forming a basic grid pattern. Some plots are occupied while others remain empty, indicating gradual and unplanned development. Residents in this type of settlement are likely to face challenges such as:

- limited access to clean water
- sanitation
- electricity
- poor road conditions
- difficulty reaching essential services like schools and healthcare.

Housing structures are often fragile and vulnerable to weather and fire hazards, while the lack of formal land ownership may create insecurity. Additionally, the dry environment, sparse services and proximity to transport infrastructure can increase health, safety and environmental risks.



Figure 34: Informal settlements in informal settlements

3.15.4 Evander

Informal settlements in Evander reflect broader patterns of urbanisation, housing shortages, and socio-economic inequality in the area. Rapid population growth driven by economic opportunities in nearby mining and industrial hubs has led to the expansion of unplanned settlements, as many low-income residents are unable to access formal housing.

As a result, these settlements are often characterised by limited infrastructure and inadequate access to basic services such as water, sanitation and electricity. Residents commonly experience intermittent or unreliable water supply, as seen in continuing water outages in Evander, alongside a lack of proper sanitation facilities and formal service connections. Additional challenges include insecure land tenure, poverty, unemployment and exposure to environmental risks such as flooding or poor living conditions. Furthermore, municipal capacity constraints and financial pressures hinder effective service delivery and upgrading efforts, leaving many residents struggling with overcrowding, health risks, and limited economic opportunities.



Figure 35: Informal settlements in Evander



Figure 36: Informal settlements in Evander



Figure 37: Informal settlements in Evander

3.15.5 Kinross

The development of informal settlements in Kinross are a result of rapid urbanisation, poverty, and limited access to formal housing. The growth of these settlements is linked to an increasing population seeking economic opportunities in the region, which places significant pressure on housing availability and municipal infrastructure. As a result, residents often live in overcrowded and underdeveloped areas with insecure land tenure and limited basic services. One of the most pressing challenges in Kinross is the unreliable water supply, with some areas experiencing prolonged shortages or going days without water, leading to community protests and frustration. Informal settlements frequently face inadequate sanitation, limited access to electricity and poor waste management systems. These service delivery issues are compounded by ageing infrastructure, illegal connections and municipal financial constraints, all of which hinder effective provision of services. Residents also experience broader socio-economic challenges such as unemployment, poverty and limited access to economic opportunities, which reinforce cycles of inequality.



Figure 38: Informal settlements in Kinross



Figure 39: Informal settlements in Kinross



Figure 40: Informal settlements in Kinross



Figure 41: Informal settlements in Kinross

3.15.6 Evander-Secunda

The settlement appears informal due to irregular spacing, lack of services, and unplanned layout. There is a mix of dispersed and clustered housing patterns. The land use suggests a combination

of residential and subsistence activities where infrastructure is minimal, with no visible electricity poles, paved roads, or large service facilities.



Figure 42: Informal settlements in Evander-Secunda



Figure 43: Informal settlements in Evander-Secunda

3.15.7 Trichardt

The expansion of informal settlements in this area is largely driven by population growth and economic migration, with many residents unable to access formal housing due to poverty and limited land availability.

A major challenge faced by communities in Trichardt is unreliable and inconsistent water supply, as the broader municipality has experienced recurring water shortages and infrastructure problems, with some areas receiving water intermittently. Residents often struggle with inadequate sanitation facilities, irregular electricity access and poor waste management systems.



Figure 44: Informal settlements in Trichardt



Figure 45: Informal settlements in Trichardt

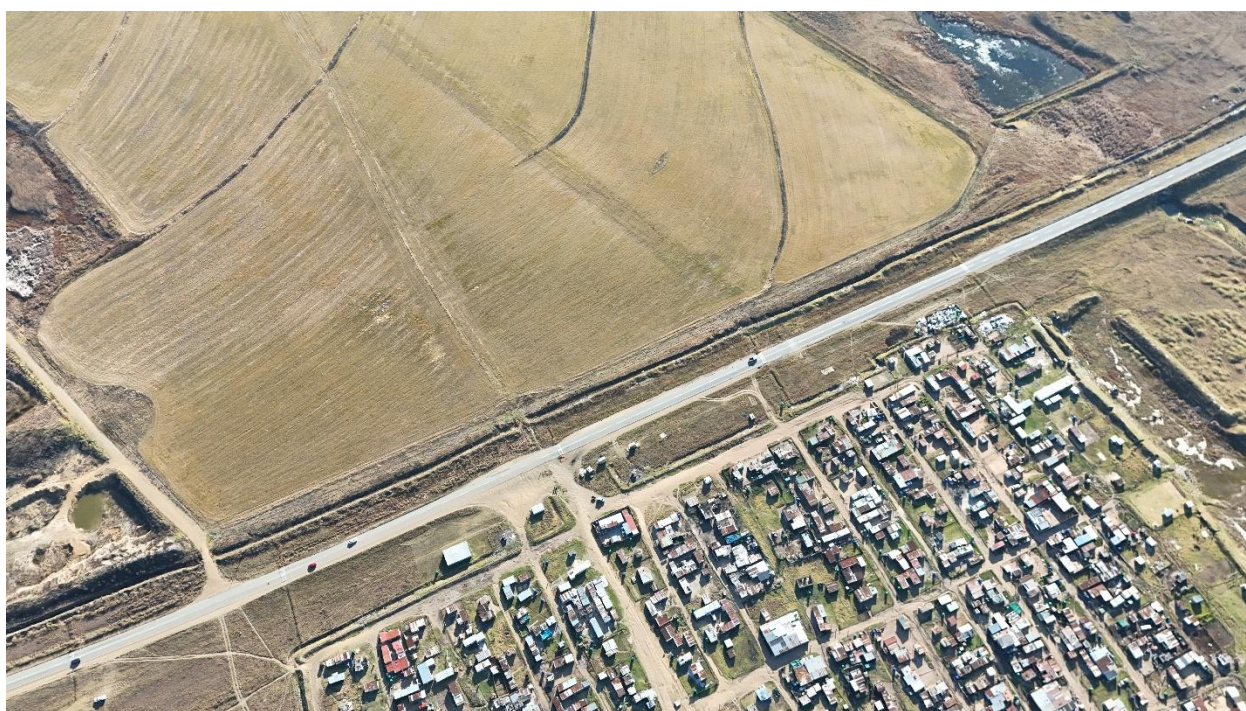


Figure 46: Informal settlements in Trichardt

3.15.8 Emzinoni

Many residents settle in informal conditions due to limited access to affordable housing and secure land, resulting in overcrowded and unplanned settlements. These conditions are further worsened by delays and inefficiencies in formal housing delivery, as some residents have waited

years for RDP houses or have received houses that are incomplete or not connected to basic services such as water, electricity and sanitation.



Figure 47: Informal settlements in Emzinoni



Figure 48: Informal settlements in Emzinoni



Figure 49: Informal settlements in Emzinoni

3.16 Strategic Land versus Informal Settlement

The Strategic Land versus Informal Settlements targeted map below highlights the spatial relationship between strategically located land, existing municipal settlements, major transport corridors and areas targeted for sustainable human settlements development within the municipal area.

The map indicates that a few strategic land parcels that are near established settlement areas, including Leandra, Kinross, Evander, eMbalenhle, Secunda and Bethal. These areas are generally well positioned along or near the N17 corridor and other important movement routes, making them potentially suitable for future housing and mixed-use development.

The location of strategic land close to existing urban areas presents an opportunity for the municipality to promote integrated human settlements, infill development and settlement consolidation. Such land could assist in addressing housing demand while ensuring that new housing projects are located near employment opportunities, public transport routes, social facilities and economic activity areas. This is particularly relevant in areas where informal settlement growth and housing pressure are already evident.

The map further suggests that targeted human settlements interventions should consider the availability of strategically located vacant land as a key decision-making factor. Land that is close to CBDs, major roads and existing municipal settlements should be prioritised for feasibility assessment, as it offers greater potential for sustainable housing development and efficient service delivery. This approach would assist in limiting peripheral expansion, reducing household transport costs and supporting more compact urban growth.

However, the presence of environmental constraints, including vulnerable zones, rivers, open spaces and flood-prone areas, indicates that not all strategically located land may be suitable for development. For this reason, detailed site-level investigations will be required before land is confirmed for housing purposes. These investigations should assess land ownership, zoning, environmental sensitivity, engineering service capacity, access, geotechnical conditions and development readiness.

It is therefore recommended that the municipality undertake a detailed land audit to verify and classify the identified strategic land parcels. The land audit should determine which parcels are municipal, private, provincial or national government owned, as well as whether they are vacant, underutilised, constrained or suitable for future human settlements development. The findings of the land audit should then inform the prioritisation of housing projects, land release strategies, township establishment processes and informal settlement upgrading interventions.



Promote integrated human settlements



Locate housing near opportunities and services



Reduce transport costs and travel time



Support compact and sustainable growth



Protect environmental assets and open spaces



Integrated Human Settlements



Strategically Located Vacant Land



Proximity to Public Transport



Access to Social Facilities



Close to Economic Activity



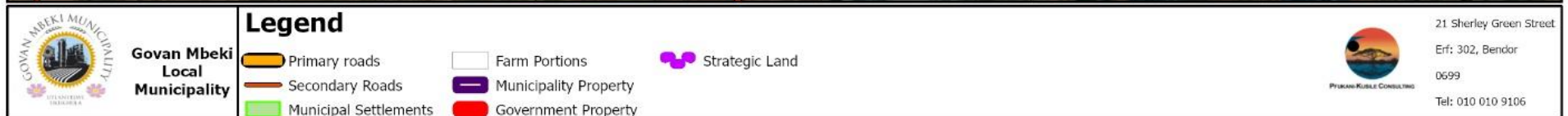
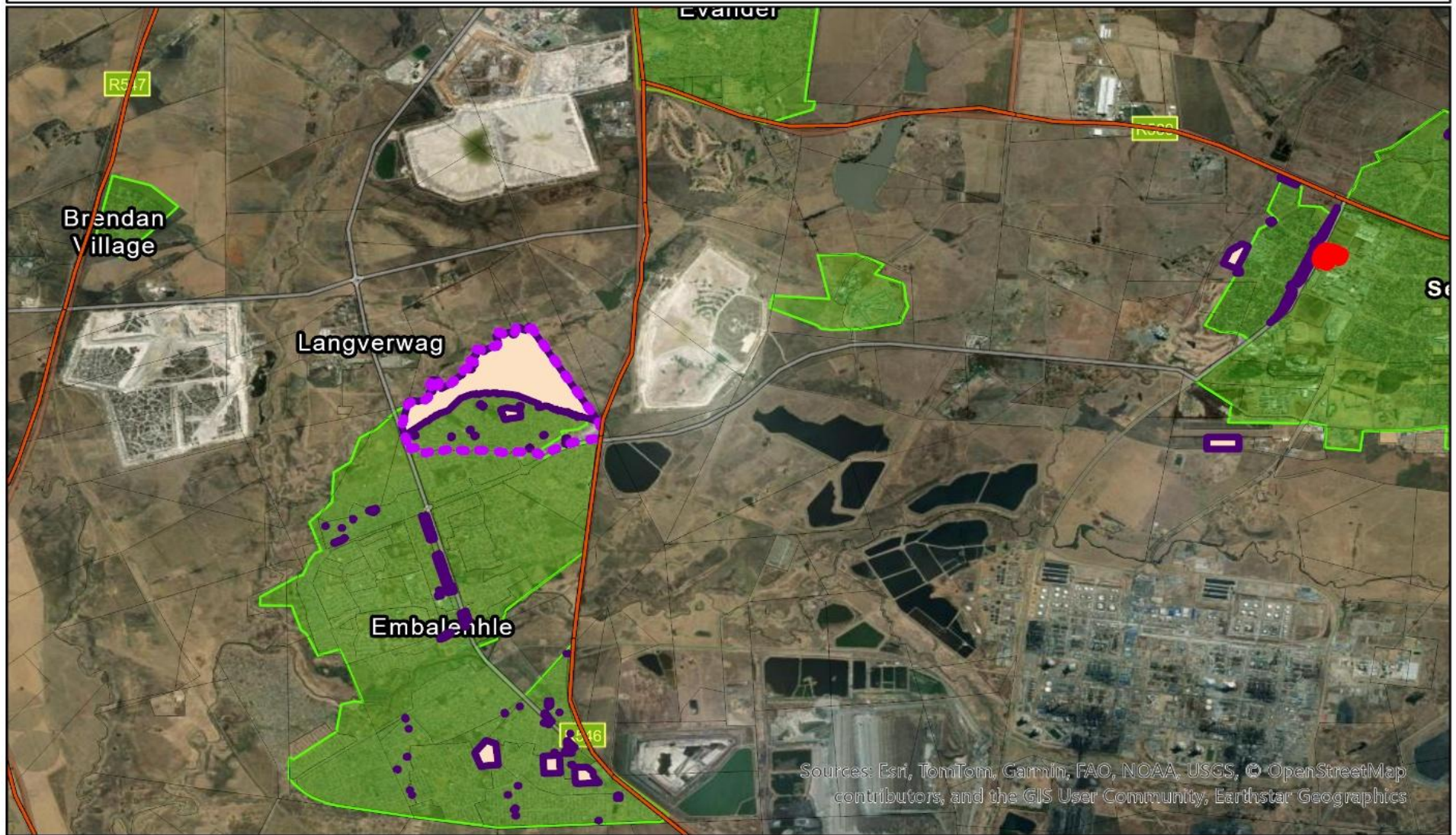
3.16.1 Embalenhle

The land identified on the map is considered strategic for development due to its advantageous location and strong integration with surrounding infrastructure and settlements. The site is situated near major primary and secondary road networks, including a key regional route, which provides excellent accessibility and facilitates the efficient movement of people, goods, and services. This level of connectivity reduces the cost and complexity of development while enhancing the attractiveness of the area for a range of potential land uses.

The land lies adjacent to established settlements such as Langverwag and Brendan Village, creating an opportunity for logical urban expansion and infill development. Its position allows it to support existing communities by accommodating population growth and improving access to housing, services and economic opportunities.

The parcel itself is relatively large and continuous, making it suitable for comprehensive, integrated planning rather than fragmented or piecemeal development. This enables the possibility of creating well-structured residential, commercial, or mixed-use developments. Furthermore, the land is strategically located between residential areas and nearby industrial zones, allowing it to act as a link between places of living and employment, thereby promoting economic integration and reducing travel distances. The combination of accessibility, proximity to existing settlements, availability of infrastructure, size and layout of the land, and its positioning within the broader spatial structure makes this area highly suitable for guiding future growth in a controlled and sustainable manner.

STRATEGIC LAND (EMBALENHLE)



Map 62: Strategic land in Embalenhle

3.16.2 Emzinoni

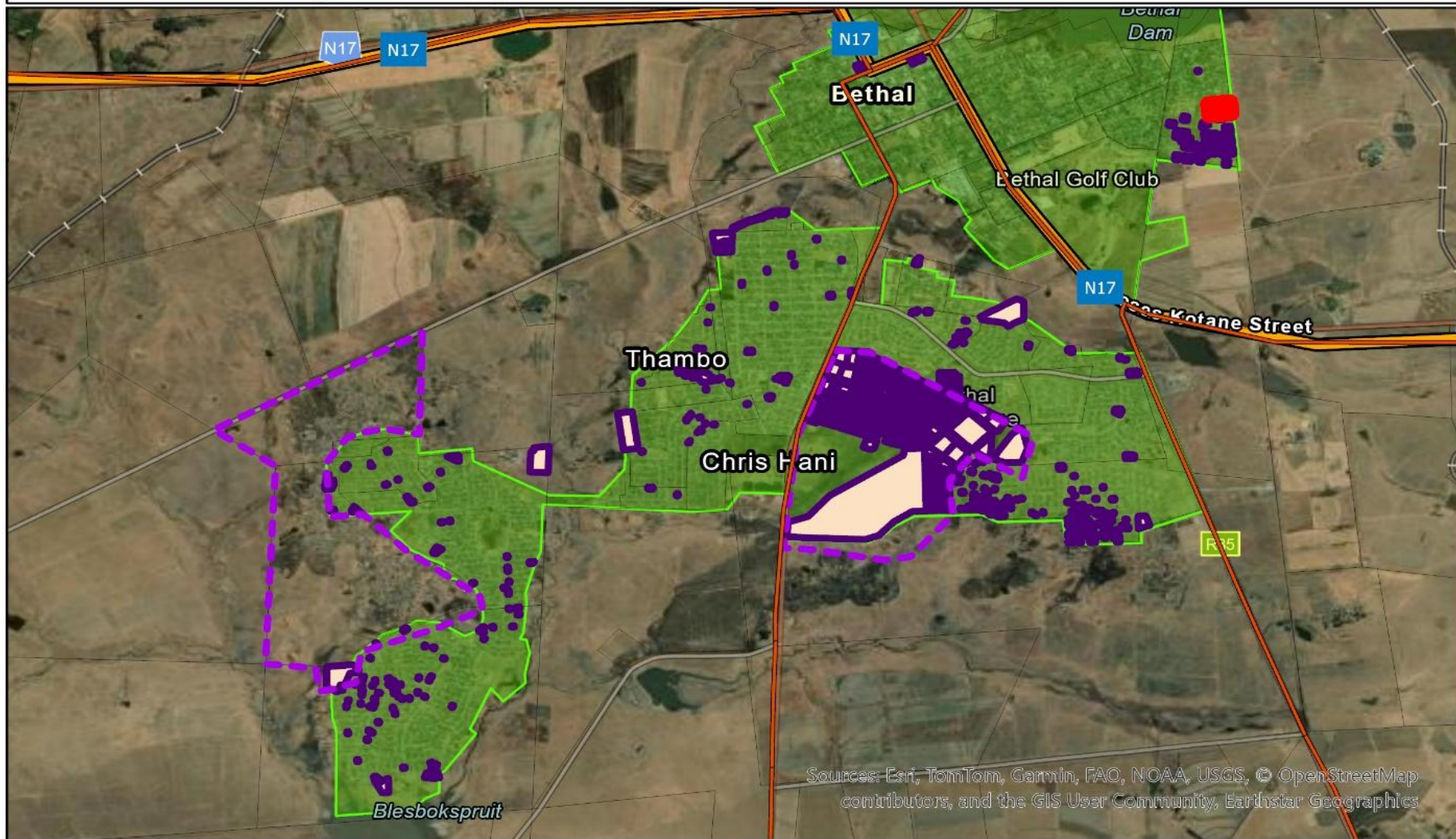
The identified land parcels are near major transport routes, particularly the N17 national road and other secondary road networks. This strong connectivity ensures efficient movement of people, goods and services between key areas such as Bethal and surrounding settlements. Good road access significantly enhances the development potential of the land, as it reduces travel times, lowers infrastructure costs and makes the area attractive for residential, commercial, and possibly industrial uses.

The strategic land is situated adjacent to established urban areas, including Emzinoni extensions (such as Chris Hani and Thambo), as well as the town of Bethal. This proximity to existing settlements indicates that the land is well positioned for urban infill and expansion, allowing growth to occur in a logical and contiguous manner rather than in isolated or fragmented pockets. Such positioning supports the efficient provision of services and helps strengthen existing communities by accommodating population growth and improving access to amenities.

The public sector entities already have a degree of control or influence over these areas, which can facilitate coordinated planning, faster land release and the implementation of development projects such as housing, public facilities, or economic hubs.

The highlighted areas appear to be relatively large, making them suitable for comprehensive and integrated development planning. This allows for the creation of well-structured layouts that can accommodate a mix of land uses, including residential neighborhoods, commercial nodes, and community facilities, rather than piecemeal or uncoordinated development. It has the potential to support economic integration, improve access to employment opportunities, and reduce travel distances for residents. In this way, the land can play a key role in directing future growth in a sustainable and planned manner, aligning with broader municipal development objectives.

STRATEGIC LAND (EMZINONI)



Map 63: Strategic land in Emzini

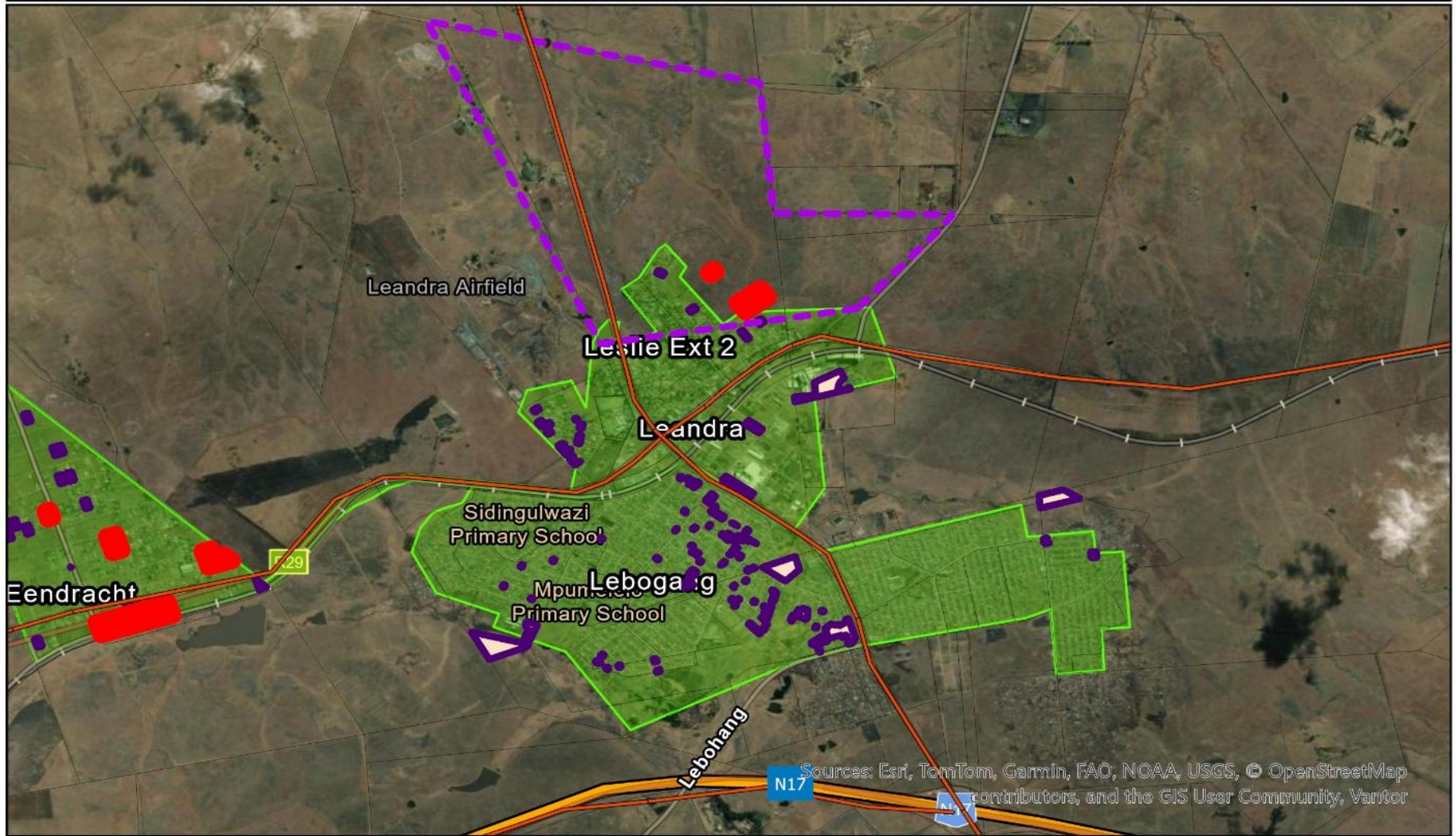
3.16.3 Leandra

The land is positioned near key transport routes, including a major primary road running north–south through Leandra and the nearby N17 corridor to the south. These routes provide strong regional connectivity between Leandra, nearby towns such as Leslie and Eendracht and broader economic centres. This accessibility enhances the attractiveness of the land for development by enabling efficient movement of people, services and goods, while also reducing the cost of extending infrastructure.

The land is located directly adjacent to and north of the existing built-up areas of Leandra and Lebogang, as well as nearby extensions such as Leslie Ext 2. These areas are clearly indicated as municipal settlements in green. The close relationship between the strategic land and these established communities makes it ideal for planned urban expansion, allowing development to occur in an integrated manner rather than creating isolated or fragmented growth. This supports improved spatial efficiency and better access to housing, services and social facilities.

The strategic land consists of a relatively large and continuous parcel, which is not heavily subdivided compared to surrounding farm portions. This makes it suitable for comprehensive, large-scale development, where integrated layouts can be designed to accommodate residential areas, local economic activities, public amenities and supporting infrastructure in a structured manner. The land's location near Leandra Airfield and along important movement corridors adds to its strategic value, as it may support a mix of uses, including residential expansion, light industrial activities, or logistical functions, depending on planning priorities.

STRATEGIC LAND (LEANDRA)



Govan Mbeki Local Municipality

Legend

Primary roads	Farm Portions	Strategic_Land
Secondary Roads	Municipality Property	
Municipal Settlements	Government Property	

21 Sherley Green Street
Erf: 302, Bendor
0699
Tel: 010 010 9106

Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community, Vantor

Map 64: Strategic land in Leandra

3.16.4 Secunda

The land is located adjacent to major transport infrastructure, most notably the N17 national route, as well as a network of primary and secondary roads running through Secunda and linking to nearby areas such as Trichardt. This high level of accessibility makes the land highly suitable for development, as it enables efficient movement of people, goods and services. Proximity to a national route significantly enhances the economic potential of the site, making it attractive for residential, commercial, or mixed-use development while also reducing the cost of infrastructure provision.

The land is positioned along the northern edge of the urban area, making it ideal for controlled urban expansion. This allows growth to occur. Its proximity to established suburbs ensures that new development can easily integrate with existing communities and benefit from already available services and amenities.

Another important consideration is the size and configuration of the land parcel, which appears relatively large compared to surrounding farm portions. This makes it well suited for integrated, large-scale development, allowing for properly planned layouts that can include residential areas, commercial nodes, public open spaces, and supporting infrastructure.

The land is located within a broader economic landscape, with Secunda being an important industrial and economic hub (particularly due to nearby industrial complexes visible on the map). The proximity to employment opportunities enhances the strategic importance of the land, as it can support residential expansion close to jobs, thereby reducing travel distances and improving overall spatial efficiency.

STRATEGIC LAND (SECUNDA)



Map 65: Strategic land in Secunda

3.17 Mining Land

Within the municipal area, there are several mines that have been abandoned or inactive, most notably the Leslie 1 Coal Mine project near Leandra, which was cancelled before development, leaving land disturbed and unused mining rights.

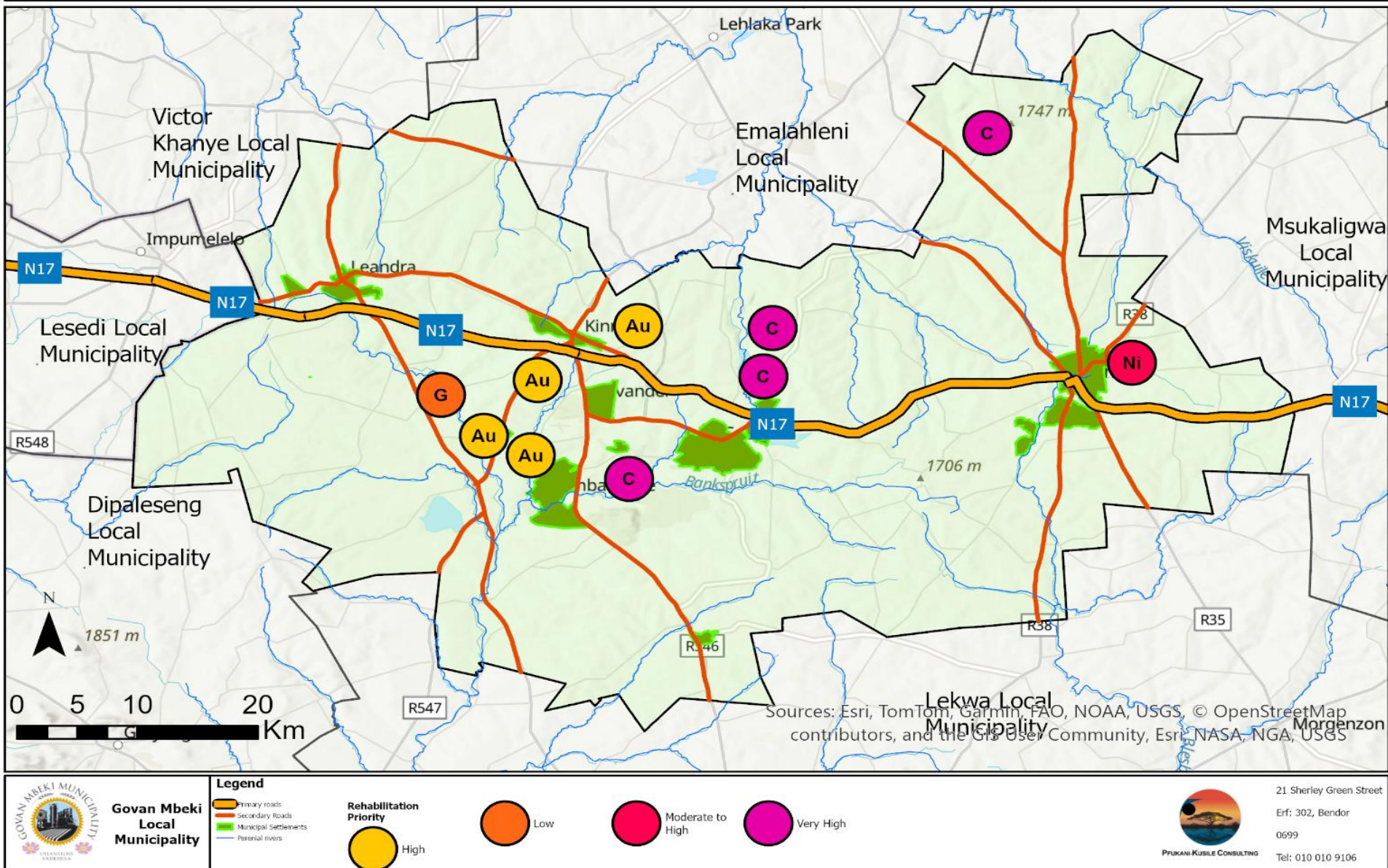
Alongside, some of Sasol's older coal pits between Secunda and Embalenhle have been exhausted and shut down, while smaller legacy shafts for coal and gold around Evander, Kinross, and Bethal remain abandoned. These closed mines, if not rehabilitated, pose ongoing risks such as acid mine drainage, unstable ground, dust pollution, and illegal artisanal mining, all of which complicate municipal land-use planning and threaten nearby communities.

These mines offer an opportunity for the municipality in consultation with the owners to rehabilitate the land for future human settlements. The table below identifies the actions that can be employed to access the land.

Commodity	Mining Methods Used	Rehabilitation Priority	Key Issues & Actions
Gold (Au)	Underground mining, backfill, cyanide leaching, tailings dams	High – legacy gold mines (Embalenhle and Evander) need urgent rehabilitation	Acid mine drainage, tailings dust, sinkholes. Rehabilitation includes backfilling, tailings reprocessing, vegetation restoration.
Coal (C)	Opencast (strip mining), underground blasting, draglines	Very High – coal mines are the largest land disruptors (North of Tritchard;)	Soil fertility loss, invasive species, water contamination. Rehabilitation requires landform redesign, soil stabilization, revegetation, and water management .
Gemstones (G)	Small-scale open pits, alluvial mining, manual excavation	Moderate to High – rehabilitation often neglected	Ecosystem disruption, erosion, illegal artisanal mining scars. Rehabilitation includes soil remediation, re-vegetation, and drainage management.
Nickel (Ni)	Open-pit mining, flotation to produce nickel concentrate (Nkomati mine)	Currently Low – mine is mothballed but may restart	If restarted, rehabilitation must be progressive. Current priority is monitoring care-and-maintenance sites for erosion and contamination.

Table 46: Table showing identified actions to reclaim

MINING COMMODITIES (REHABILITATION AREAS AND PRIORITY)



Map 66: Map showing mining commodities inclusive of rehabilitation priority areas



4. CHALLENGES & OPPORTUNITIES

From the analysis of the state of the municipality regarding housing development, the demand for housing continues to outpace supply, resulting in a significant housing backlog, persistent informal settlement growth, and ongoing land invasions, particularly near economic nodes such as Secunda and eMbalenhle. These dynamics place increasing strain on land management systems, spatial planning, and municipal service delivery.

- A critical constraint to housing delivery is the limited availability of well-located, serviced land, compounded by delays in township establishment, land acquisition, and environmental approvals. Historic apartheid spatial patterns still shape settlement form, with low-income households concentrated on urban peripheries, reinforcing spatial inequality, long travel distances and higher infrastructure costs. Continued low-density expansion is contributing to urban sprawl and inefficient use of infrastructure.
- Bulk infrastructure limitations represent a central risk to sustainable settlement development. Water, sanitation, electricity, roads, and stormwater systems are under severe pressure due to aging assets, inadequate capacity and very high system losses, particularly electricity distribution losses and water leakage. Infrastructure upgrades have not kept pace with growth, directly delaying housing projects and undermining the feasibility of Priority Human Settlements and Housing Development Areas (PHSHDAs).
- Socio-economic conditions further intensify housing challenges. The municipality faces high unemployment, especially among youth, low labour absorption rates and a predominantly low- to middle-income population with limited housing affordability. A significant proportion of households have no income, increasing reliance on subsidised housing, informal accommodation, and backyard dwellings. Economic dependence on mining and industry presents additional long-term risks, reinforcing the need for diversification.
- Environmental constraints also affect development feasibility. Flood-prone areas, high erosion risk zones, and the presence of Critical Biodiversity Areas require careful site selection and often delay approvals. These factors limit land suitable for development and increase project costs, especially for informal settlement upgrading.

Overall, the municipality's key challenge is to manage rapid growth while restoring planning credibility, aligning housing delivery with realistic infrastructure capacity, diversifying housing typologies and tenure options, strengthening land governance, and accelerating integrated, infrastructure-led human settlements development. Continued inaction risks deepening informality, service delivery failures and spatial inequality.

4.1. Housing Issues

From the analysis of different factors, the following housing issues have been identified.

4.1.1. Infrastructure-Constrained Housing Delivery

One of the key housing challenges identified within the municipality is infrastructure-constrained housing delivery. The issue is not only the shortage of housing units, but also the lack of housing opportunities that can be adequately supported by bulk infrastructure and municipal services.

Key challenges include:

- Insufficient water, sanitation and electricity infrastructure to support housing development.
- Sewer spillages linked to:
 - Aging infrastructure systems.
 - Inadequate technical capacity.
 - Insufficient project budgets; and
 - Delays in infrastructure implementation.
- Water supply constraints caused by the inability of both Govan Mbeki and Victor Khanye Local Municipality to fully service debts owed to Rand Water, resulting in reduced water pressure and supply interruptions.
- Limited municipal budgets for bulk infrastructure upgrades, which delay the unlocking of land for housing development and reduce overall delivery capacity.

Implications for housing delivery include:

- Housing projects cannot be considered fully viable unless bulk infrastructure requirements are clearly identified, funded and implemented alongside top-structure delivery.
- Infrastructure constraints continue to slow down project implementation and limit sustainable human settlements growth within the municipality.

4.1.2. Gap Between Strategic Yield and Annual Deliverability

The gap between long-term strategic housing targets and the number of housing units that can realistically be delivered annually is also identified as a housing issue/challenge.

While the widely referenced target of approximately 9,000 housing opportunities at Secunda West reflects significant provincial ambition, it should not be interpreted as 9,000 immediately deliverable completed housing units.

Key challenges include:

- Housing projects are often planned at a strategic scale, but annual implementation remains constrained by:
 - Limited funding for top structures.
 - Delays in bulk infrastructure provision; and
 - Servicing-focused implementation phases.

- The 2023/24 provincial programme for Secunda West prioritised:
 - Site servicing.
 - Internal road surfacing; and
 - Title deed-related outputs, rather than the delivery of funded top structures.
- Similar trends are evident in Leslie Extension 8, where the focus remained on:
 - Servicing informal settlement sites.
 - Bulk water infrastructure; and
 - Sewer upgrades.

The province has also adopted a strategic shift toward prioritising serviced sites over immediate top-structure delivery. This approach:

- Enables households with financial capacity to incrementally develop their own homes.
- Allows government funding to prioritise vulnerable groups, including:
 - Child-headed households.
 - Elderly persons.
 - Persons with disabilities; and
 - Indigent households.
- Additional provincial priorities include:
- Strengthening partnerships with stakeholders such as Sasol to address infrastructure and service delivery challenges.
- Promoting integrated and sustainable human settlements located near:
 - Employment opportunities.
 - Transport networks; and
 - Social amenities.

Implications for the HSP include:

- A clear distinction must be made between:
 - Long-term housing yield.
 - Service-ready sites.
 - Title deed outputs; and
 - Actual annual housing unit delivery.
- Housing targets should be linked to realistic implementation capacity and infrastructure readiness.

4.1.3. Need for a Differentiated Housing Supply Response

There is a need for a more diversified and responsive housing delivery approach within the municipal area.

Current evidence suggests that a single-product approach focused only on conventional fully subsidised detached housing is insufficient to address the municipality's varied housing needs.

Key considerations include:

- The economic structure of the municipality is strongly linked to:
 - Mining.
 - Manufacturing.
 - Industrial activity; and
 - Trade-related employment.
 - Areas such as Secunda West already indicate demand for:
 - FTOP/GAP market housing products; and
 - Alternative housing typologies.

The HSSP should therefore support a broader housing programme mix consisting of:

- Subsidised housing for low-income and vulnerable households.
- GAP/FTOP ownership products for middle-income earners.
- Serviced sites for incremental or self-build housing; and
- Affordable rental and higher-density housing options within the urban core.

Additional challenges include:

- Existing housing demand administration systems require:
 - Stronger beneficiary categorisation.
 - Improved integration; and
 - Better alignment with housing typologies and income groups.

Implications for the HSP include:

- Housing delivery should move beyond a “one-size-fits-all” approach.
- The municipality should promote a balanced housing market that responds to varying household incomes, tenure preferences and urban development patterns

4.1.4. Demand Verification and Demographic Uncertainty

One of the challenges is the housing demand verification coupled with long-term planning under uncertain demographic trends. Although Govan Mbeki Municipality maintains a housing needs database and ward-based housing lists, these systems do not fully resolve important verification challenges.

Key issues include:

- Possible duplication of applicants across housing lists.

- Uncertainty regarding:
 - Current residency status.
 - Subsidy eligibility.
 - Household income levels.
 - Tenure status; and
 - Preferred housing locations.
- Inconsistencies in provincial growth projections for the municipality:
 - Older human settlements report projected rapid population growth.
 - More recent Census 2022-related provincial budget reports indicate growth rates below 1% per annum.

These inconsistencies create uncertainty regarding:

- Future housing demand.
- Infrastructure requirements.
- Land demand projections; and
- Long-term settlement planning.

Implications for the HSP include:

- The municipality should adopt:
 - Scenario-based planning approaches; and
 - A single, verified housing demand register.
- Infrastructure and land planning should not rely on one untested demographic growth assumption.

4.1.5. Informal and Unsustainable Settlement Growth

The continued growth of informal and unsustainable settlements driven by affordability pressures and inadequate service capacity is also reflected as a challenge.

Provincial reporting has linked population growth and housing demand pressures to the expansion of informal settlements, while also highlighting sanitation and infrastructure constraints within the broader Gert Sibande District Municipality.

Key challenges include:

- Continued growth of informal settlements due to:
 - Limited affordable housing opportunities.
 - Infrastructure backlogs; and
 - Service delivery constraints.
- Sanitation systems operating under significant pressure.
- Insufficient grant allocations to rapidly resolve infrastructure challenges.

Implications for the HSP include:

- Informal settlement upgrading should not be treated as a stand-alone programme.
- A more integrated housing response is required, incorporating:
 - Informal settlement upgrading.
 - Prevention of new informal settlement growth.
 - Title deed regularisation.
 - Water and sanitation rehabilitation; and
 - Phased infrastructure and housing delivery.
- Housing interventions should be closely aligned with infrastructure planning and municipal service capacity to promote sustainable settlement development.

The table below outlines the key strengths and weaknesses within the municipal area, representing the internal factors influencing municipal performance and development, as well as the potential opportunities and external threats that may impact future growth, service delivery and sustainable human settlements development.



Corridor-based development along the N17/N12 supported by transport and logistics networks.	Infrastructure failure risks (particularly water and sanitation systems).
Infill development within existing serviced urban nodes to promote compact growth.	Limited municipal and provincial funding for bulk infrastructure upgrades.
Expansion of housing typologies (gap market, rental, social housing, incremental upgrading).	Growth of informal settlements due to affordability pressures and housing shortages.
Public-private partnerships linked to the mining and petrochemical economy.	Economic dependence on mining and petrochemicals exposing the municipality to sectoral shocks.
Informal settlement upgrading to improve tenure security and living conditions.	Environmental risks as they comprise of flood-prone land, stormwater constraints, unsuitable development areas.
Leveraging rail, road and airport access for transit-oriented and corridor development.	Spatial mismatch between housing demand, employment areas and infrastructure readiness.
Strengthening data systems including updated informal settlement register, to support planning.	Weak intergovernmental coordination affecting project alignment and implementation.

5. HSP VISION AND OBJECTIVES

Despite significant pressures, the municipality presents substantial opportunities to transform its human settlements trajectory and advance inclusive, sustainable urban development. These opportunities arise from its economic role within the province and the country, strong policy alignment, land availability in strategic locations, and the availability of diverse national and provincial housing instruments.

- The municipality's position as a major industrial, petrochemical, mining, and logistics hub, centred around Secunda and supported by the N17 corridor, creates strong potential to align housing delivery with economic opportunity.
- Well-located, integrated human settlements near employment nodes can reduce household transport costs, improve access to jobs and support local economic development. This enables housing to function not only as a social good but also as a catalyst for spatial restructuring and economic inclusion.
- There is a significant opportunity to shift from reactive housing delivery to infrastructure-led, spatially targeted development. Priority Human Settlements and Housing Development Areas (PHSHDAs), catalytic IRDP projects, and strategic urban nodes (Greater Secunda, Embalenhle, Bethal/Emzinoni, Kinross, Leandra, and Lebohang) provide a clear spatial framework for coordinated investment. By sequencing housing development with planned bulk infrastructure upgrades, the municipality can unlock largescale, implementable projects and restore planning credibility.
- The availability of multiple national housing programmes creates flexibility to respond to diverse housing needs. Programmes such as IRDP, UISP, Social Housing, Community Residential Units (CRUs), Emergency Housing, First Home Finance (FLISP), and Institutional and Rural Housing subsidies allow the municipality to address informal settlement upgrading, rental demand, gap-market households, and incremental housing simultaneously. This multi-programme approach supports a more resilient and realistic housing pipeline.
- An important opportunity exists to diversify housing typologies and tenure options. Expanding medium-density housing, social and affordable rental units, serviced sites, backyard formalisation and gap housing can improve affordability, reduce sprawl, and make more efficient use of land and infrastructure. This diversification aligns well with the municipality's income profile, labour mobility and growing youth population.
- The municipality is also well positioned to leverage public-private partnerships (PPPs). Strong development demand, private-sector interest in rental and mixed-income housing, and the ability to apply development charges offer opportunities to crowd in private capital and expertise. PPPs can accelerate delivery, cross-subsidies subsidized housing, support infrastructure investment, and reduce the burden on municipal finances when appropriately governed. Informal settlements present an opportunity for in situ upgrading rather than displacement, improving tenure security, living conditions and social stability while preserving access to livelihoods.

There are opportunities to align housing development with social infrastructure investment, green infrastructure and climate resilience. Planned upgrades to water, sanitation, roads, schools,

clinics, and community facilities can be integrated with new housing projects, supporting more complete, functional, and liveable neighbourhoods while responding to environmental constraints through better site selection and design.

5.1 IDP Vision & Mission Statement

The vision of the Govan Mbeki Municipality IDP is **“A Model City of Excellence”**. This overarching strategic vision anchors the municipality’s long-term planning and is aligned with the 2030 vision of the National Development Plan (NDP).

The municipality’s mission is to serve the community by providing sustainable, affordable and high-quality services, promoting socio-economic development, and ensuring participatory democracy.

Within the context of the HSP, this vision and mission require a housing response that is not limited to the delivery of top structures, but one that advances spatial transformation, infrastructure-led development, land management, informal settlement upgrading, tenure security, affordable housing and improved access to economic opportunities.

Given the municipality’s strategic role within the petrochemical, mining, energy, agriculture and industrial economy, the Human Settlements Plan must support housing delivery that is well-located, economically connected and responsive to the diverse housing needs of residents, workers and vulnerable households.

5.2 SDF Vision and alignment

The municipal IDP vision of “A Model City of Excellence” is further supported by the SDF’s short-term vision of ***“creating a spatially equitable municipality guided by inclusive, integrated and sustainable development”***, and its long-term vision of ***“becoming a model city marked by spatial, social and economic inclusivity”***.

The Housing Sector Plan must therefore translate this spatial vision into practical housing interventions.

This requires housing projects to be directed towards serviceable land within existing nodes and corridors, close to employment opportunities, transport networks, social facilities and bulk infrastructure.

The HSP must also respond to informal settlement growth and illegal land invasions through proactive land management, a comprehensive land audit, regular updating of the Informal Settlements Register, GIS-based monitoring and the identification of suitable land for future housing development.

Overall, the HSP should function as an implementation tool of the SDF by linking housing delivery to spatial transformation, infrastructure capacity, land readiness and sustainable settlement growth.

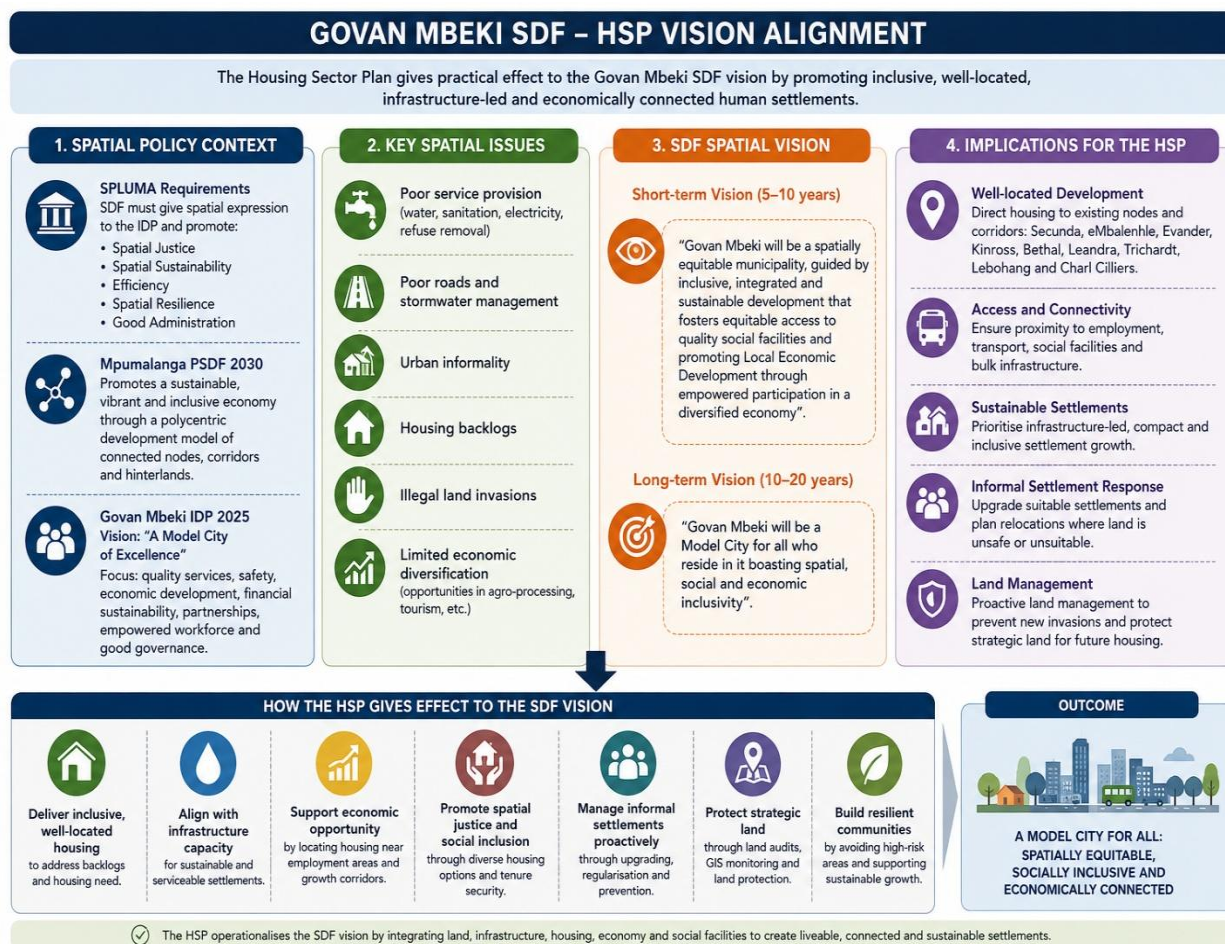


Figure 50: SDF visual aligning to the HSP

5.3 HSP Draft Vision

The proposed vision for the Govan Mbeki Housing Sector Plan is:

"To create inclusive, well-located, Integrated, sustainable and infrastructure-led human settlements"

This vision recognises that human settlements in Govan Mbeki must respond to the municipality's specific spatial and economic context, including the presence of major industries such as Sasol, Eskom and mining operations, the growth of informal settlements and land occupations, and the need to align housing delivery with infrastructure capacity and well-located land.

The vision further supports a diversified housing response that includes BNG housing, informal settlement upgrading, serviced sites, incremental housing, First Home Finance, affordable rental, social housing and public-private partnerships. This aligns with the Status Quo Report, which notes that Govan Mbeki requires a multi-programme housing approach due to rapid urbanisation

linked to the petrochemical and industrial economy, particularly around Secunda, eMbalenhle, Bethal/Emzinoni, Leandra and Evander.

It captures the required shift towards human settlements that are located close to opportunity, supported by infrastructure, responsive to different income groups and tenure needs, and resilient to environmental, infrastructure, mining and socio-economic risks.

5.4 HSP Objectives

The objectives below provide the bridge between the situational analysis and the strategies that follow. They are framed to respond spatially, economically, environmentally, infrastructurally, socially and institutionally to the municipality's human settlements challenges.

No.	Objective	Status Quo Driver	Strategic Response
1	Promote spatially integrated and well-located human settlements	Fragmented settlement patterns, peripheral growth and separation between low-income settlements and economic opportunity.	Direct housing to priority nodes, corridors, infill areas and serviceable land close to jobs, transport and social facilities.
2	Align housing delivery with bulk infrastructure and basic services capacity	Housing delivery is constrained by water, sanitation, electricity, roads, stormwater and waste management capacity.	Use infrastructure readiness as a gatekeeper for project prioritisation, funding and phasing.
3	Prioritise eMbalenhle and other high-pressure informal settlement areas	eMbalenhle carries significant informal settlement pressure, land invasion risk and service demand while remaining closely linked to the Secunda economic core.	Implement an area-based eMbalenhle intervention supported by UISP, land protection, service upgrades, social facilities and tenure pathways.
4	Provide differentiated housing supply and tenure options	Demand is not uniform. It includes indigent households, informal settlement residents, gap-market households, migrant workers, backyard tenants and mobile industrial workers.	Combine BNG/IRDP, UISP, serviced sites, incremental housing, First Home Finance, social housing, CRU, rental housing and emergency housing.
5	Unlock well-located land, buildings and strategic development areas	Land availability, ownership complexity, vacant land, underused buildings, state land, mining land and building decline affect project feasibility.	Package municipal, state, SOE and private land; promote infill and densification; revitalise buildings and hostels; and assess mining land for safe reuse or non-residential transition.
6	Strengthen institutional capacity, housing governance and implementation readiness	Implementation requires stronger interdepartmental coordination, register maintenance, funding alignment, project packaging and partnerships.	Establish a coordinated institutional strategy for project preparation, MISR and housing register updates, PPPs, funding mobilisation and monitoring.

Table 47: Table listing the objectives, status quo driver and strategic response

Govan Mbeki Human Settlements Strategy

Objective 1: Promote Spatially Integrated and Well-Located Human Settlements



Direct housing to priority nodes, corridors, infill areas and serviceable land close to jobs, transport and social facilities.



Status Quo Driver

Fragmented settlement patterns, peripheral growth and separation between low-income settlements and economic opportunity.

KEY STRATEGIES



1

Spatial targeting

Focus housing investment in Secunda, eMbalenhle, Bethal/Emzinoni, Leandra, Kinross and Evander.



2

Urban edge management

Avoid unmanaged peripheral growth and protect strategic land.



3

Infill and densification

Promote medium-density housing, rental units and mixed-use infill in serviceable areas.



4

Social amenities and transport integration

Align housing with schools, clinics, public transport and community facilities.

EXPECTED OUTCOME



Better access to jobs



Reduced sprawl



More efficient infrastructure use



Improved spatial integration

Figure 51: Objective 1: Promote spatially integrated and well-located human settlements

Govan Mbeki Human Settlements Strategy

Objective 2: Align Housing Delivery with Bulk Infrastructure and Basic Services Capacity



Use infrastructure readiness as a gatekeeper for project prioritisation, funding and phasing.



Status Quo Driver

Housing delivery is constrained by water, sanitation, electricity, roads, stormwater and waste management capacity.

KEY STRATEGIES



1

Infrastructure readiness filter

Prioritise projects only where services are available, funded or can be unlocked credibly.



2

HSDG and bulk service alignment

Sequence grant funding around serviced land, internal services and project preparation before top structures where constraints remain.



3

Project phasing

Classify projects as ready-to-implement, infrastructure-dependent, planning and land readiness, or constrained/long-term.



4

Service upgrade focus

Package upgrades for water, sanitation, roads, electricity and stormwater to unlock housing delivery.

EXPECTED OUTCOME



More feasible projects



Serviced stands first



Reduced delivery risk



Improved basic services

Figure 52: Objective 2: Align housing delivery with bulk infrastructure and basic services capacity

Govan Mbeki Human Settlements Strategy

Objective 3: Prioritise eMbalenhle and Other High-Pressure Informal Settlement Areas



Implement an area-based eMbalenhle intervention supported by UISP, land protection, service upgrades, social facilities and tenure pathways.



Status Quo Driver

eMbalenhle carries significant informal settlement pressure, land invasion risk and service demand while remaining closely linked to the Secunda economic core.

KEY STRATEGIES



1

eMbalenhle priority intervention

Treat eMbalenhle as a coordinated human settlements package rather than isolated projects.



2

UISP and settlement categorisation

Profile and categorise settlements for in-situ upgrading, re-blocking, partial relocation or relocation.



3

Land protection and tenure pathways

Apply GIS monitoring, ward reporting, legal response, serviced sites and progressive tenure security.



4

Social amenities and support

Align upgrading with schools, clinics, libraries, emergency access, public transport and community facilities.

EXPECTED OUTCOME



Managed informal growth



Improved living conditions



Safer tenure pathways



Stabilised high-pressure areas

Figure 53: Objective 3: Prioritise eMbalenhle and other high-pressure informal settlement areas

Govan Mbeki Human Settlements Strategy

Objective 4: Provide Differentiated Housing Supply and Tenure Options



Combine BNG/IRDP, UISP, serviced sites, incremental housing, First Home Finance, social housing, CRU, rental housing and emergency housing.



Status Quo Driver

Demand is not uniform. It includes indigent households, informal settlement residents, gap-market households, migrant workers, backyard tenants and mobile industrial workers.

KEY STRATEGIES



1

BNG/IRDP and serviced sites

Continue subsidised ownership and serviced stands for qualifying low-income households.



2

UISP and incremental housing

Support progressive upgrading, tenure security and step-by-step housing improvement.



3

Social, rental and CRU housing

Expand affordable rental options for workers, migrants and mobile households near economic nodes.



4

Gap market and emergency response

Use First Home Finance, backyard rental support and emergency housing for unmet needs.

EXPECTED OUTCOME



Broader housing choice



Better programme fit



Support for mobile workers



Improved tenure diversity

Figure 54: Objective 4: Provide differentiated housing supply and tenure options

Govan Mbeki Human Settlements Strategy

Objective 5: Unlock Well-Located Land, Buildings and Strategic Development Areas



Package municipal, state, SOE and private land; promote infill and densification; revitalise buildings and hostels; and assess mining land for safe reuse or non-residential transition.



Status Quo Driver

Land availability, ownership complexity, vacant land, underused buildings, state land, mining land and building decline affect project feasibility.

KEY STRATEGIES



1

State land release

Prepare a prioritised land release list for municipal, state and SOE land.



2

Vacant land, infill and densification

Unlock serviceable vacant land and intensify existing urban areas.



3

Building revitalisation

Convert or upgrade underused buildings and hostels for rental, social or worker housing.



4

Mining land and land suitability screening

Exclude unsafe, flood-prone or environmentally sensitive land and assess safe alternative reuse.

EXPECTED OUTCOME



More developable land



Urban regeneration



Reduced sprawl



Safer land decisions

Figure 55: Objective 5: Unlock well-located land, buildings and strategic development areas

Govan Mbeki Human Settlements Strategy

Objective 6: Strengthen Institutional Capacity, Housing Governance and Implementation Readiness



Establish a coordinated institutional strategy for project preparation, MISR and housing register updates, PPPs, funding mobilisation and monitoring.



Status Quo Driver

Implementation requires stronger interdepartmental coordination, register maintenance, funding alignment, project packaging and partnerships.

KEY STRATEGIES



1

Project steering and coordination

Maintain a Human Settlements Project Steering Committee and clear municipal roles.



2

GIS, MISR and housing register management

Maintain data on informal settlements, land, service capacity and beneficiary demand.



3

Funding, PPPs and investment packaging

Align HSDG, municipal budgets, development charges and private-sector finance around priority projects.



4

Monitoring and accountability

Integrate projects into the IDP, MTREF, SDBIP and performance management systems.

EXPECTED OUTCOME



Improved implementation readiness



Stronger data systems



Better partnerships



Transparent governance

Figure 56: Objective 6: Strengthen institutional capacity, housing governance and implementation readiness



6. HUMAN SETTLEMENTS STRATEGY

6.1 Strategic Approach

The Govan Mbeki Human Settlements Strategy is based on five mutually reinforcing principles: spatial targeting, infrastructure-led delivery, differentiated housing supply, partnership-based implementation and risk-informed settlement planning. These principles respond to the municipality's current delivery realities and ensure that limited resources are directed to projects that are technically feasible, spatially transformative and capable of supporting sustainable settlement outcomes.

The strategy also recognises that BNG housing remains necessary for qualifying low-income and vulnerable households but cannot be the only delivery instrument. Govan Mbeki requires a mixed programme response because housing demand is shaped by poverty, migration, industrial employment, informal settlement growth, backyard rental, gap-market affordability constraints and a mobile workforce linked to mining, petrochemical, energy, manufacturing and logistics activity.

6.2 Housing Sector Strategies

The table below shows the challenges outlined in the Status Quo and the overall strategic response which will be further unpacked in the below sections.

No.	Status Quo Challenge	Strategy Response
1.	Spatial fragmentation and peripheral growth	Prioritise nodes, corridors, infill areas, densification and PHSFDA-aligned projects.
2.	Bulk infrastructure and basic services constraints	Apply an infrastructure readiness filter before project approval and sequence housing after service capacity is confirmed or funded.
3.	Informal settlement growth and land invasions	Update the MISR, categorise settlements, upgrade suitable settlements, relocate unsafe settlements and protect strategic land.
4.	eMbalenhle pressure	Create a dedicated eMbalenhle area-based intervention combining upgrading, land release, service upgrades, rental options and social amenities.
5.	Diverse household income and tenure needs	Apply a programme mix that includes BNG/IRDP, UISP, First Home Finance, social housing, CRU, rental, serviced sites and emergency housing.
6.	Vacant land, underused buildings and land ownership complexity	Undertake land audits, state land release, building revitalisation and project packaging for well-located land and buildings.
7.	Mining land, mine closure and environmental risk	Assess land safety, support rehabilitation, avoid unsafe settlement expansion and align housing with economic transition areas.
8.	Institutional and implementation capacity constraints	Create project packaging, register maintenance, funding coordination and partnership structures within municipal governance.

Table 48: Status Quo challenge and strategic response

6.2.1 Strategy 1: Spatial Targeting, Urban Edge Management, Infill and Densification

Housing investment should be spatially targeted towards areas that support integration, access to economic opportunity and efficient infrastructure use. Priority should be given to Secunda, eMbalenhle, Bethal/Emzinoni, Leandra, Kinross, Evander and other serviceable nodes identified in the SDF and IDP. The N17 and other key mobility routes should be used to support mixed-use, affordable rental, worker housing, infill development and access to public transport.

The municipality should avoid dispersed and peripheral housing investment that extends the urban edge without a confirmed infrastructure, transport and social facility plan. Where growth beyond existing settlement footprints is unavoidable, it must be supported by township establishment readiness, land ownership clarity, bulk service capacity and an approved phasing plan.

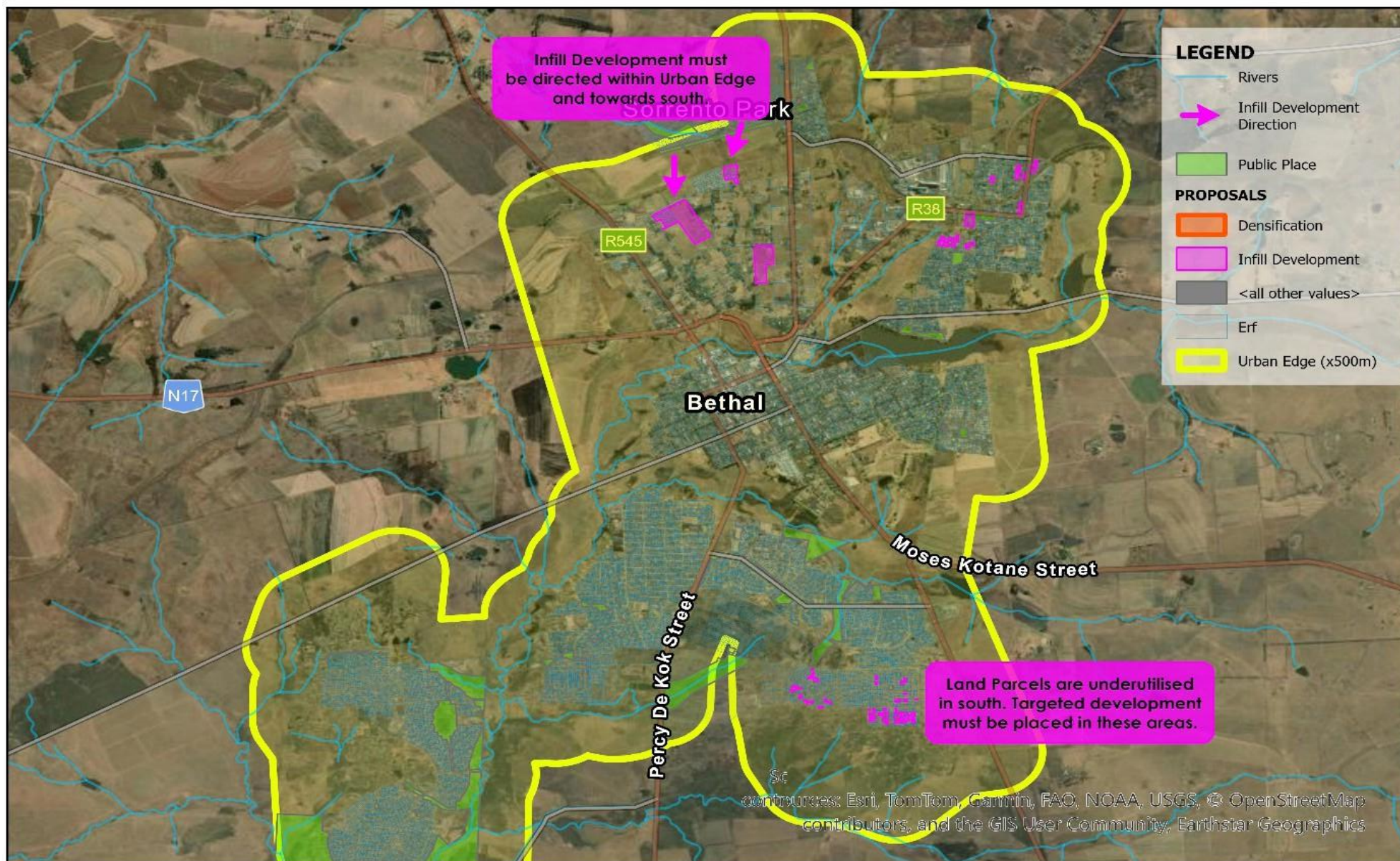
- Identify priority infill and densification areas within existing townships and near economic nodes.
- Promote medium-density housing, row housing, courtyard housing and walk-up rental units where supported by services and transport.
- Align housing allocation with PHSHDAs and the municipal SDF.
- Limit new low-density peripheral projects unless they form part of an approved infrastructure-led development package.
- Use the urban edge to protect agricultural land, environmentally sensitive areas, mining-affected land and high-risk land from unmanaged settlement expansion.

Proposed projects:

1. **Prioritise housing within areas that reduce transport costs.**: Housing opportunities must be directed to areas where residents can access employment, public transport, schools, clinics, commercial services and municipal facilities within reasonable distance. Such areas have been identified throughout this document. This is particularly important for households linked to employment in Secunda, Evander, Kinross, Bethal and Leandra, where housing location affects household transport costs and labour accessibility
2. **Introduce an urban edge compliance test for all new projects**: Projects located outside the current urban edge should only be supported where there is proven land ownership clarity, bulk infrastructure capacity, environmental suitability, municipal Council support and a confirmed phasing plan. Peripheral projects should not be prioritised where they create long-term municipal service costs without clear infrastructure funding.
3. **Infill parcels within existing townships**: The municipality should prepare an infill land register for vacant or underused land within Secunda, eMbalenhle, Bethal/Emzinoni, Evander, Kinross and Leandra. These parcels should be screened for ownership, zoning, service capacity, environmental constraints and proximity to social facilities.
4. **Promote medium-density housing in serviceable areas**. In areas with existing water, sanitation, electricity, road and public transport access, the municipality should promote medium-density typologies such as walk-up units, row housing, courtyard housing, social housing, CRU, backyard rental formalisation and mixed-income developments.

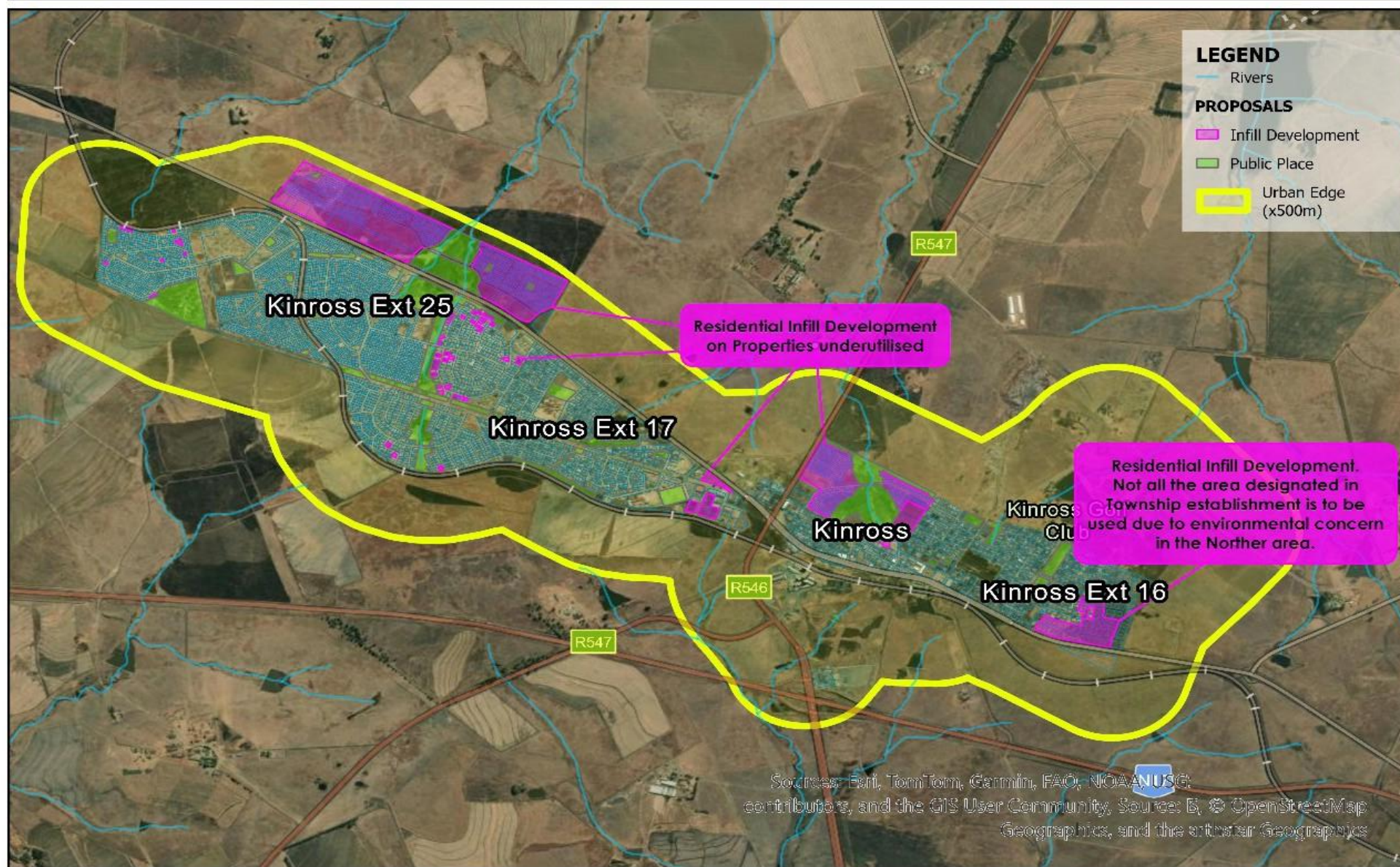
5. **Apply densification selectively, not uniformly. Densification** should be focused in serviceable areas close to economic activity and public transport, especially Secunda, Evander, eMbalenhle, Bethal/Emzinoni and selected parts of Leandra. Densification should not be promoted on mining-affected land, flood-prone land, environmentally sensitive land, servitude areas or areas where bulk services cannot be upgraded.

SPATIAL TARGETING - BETHAL



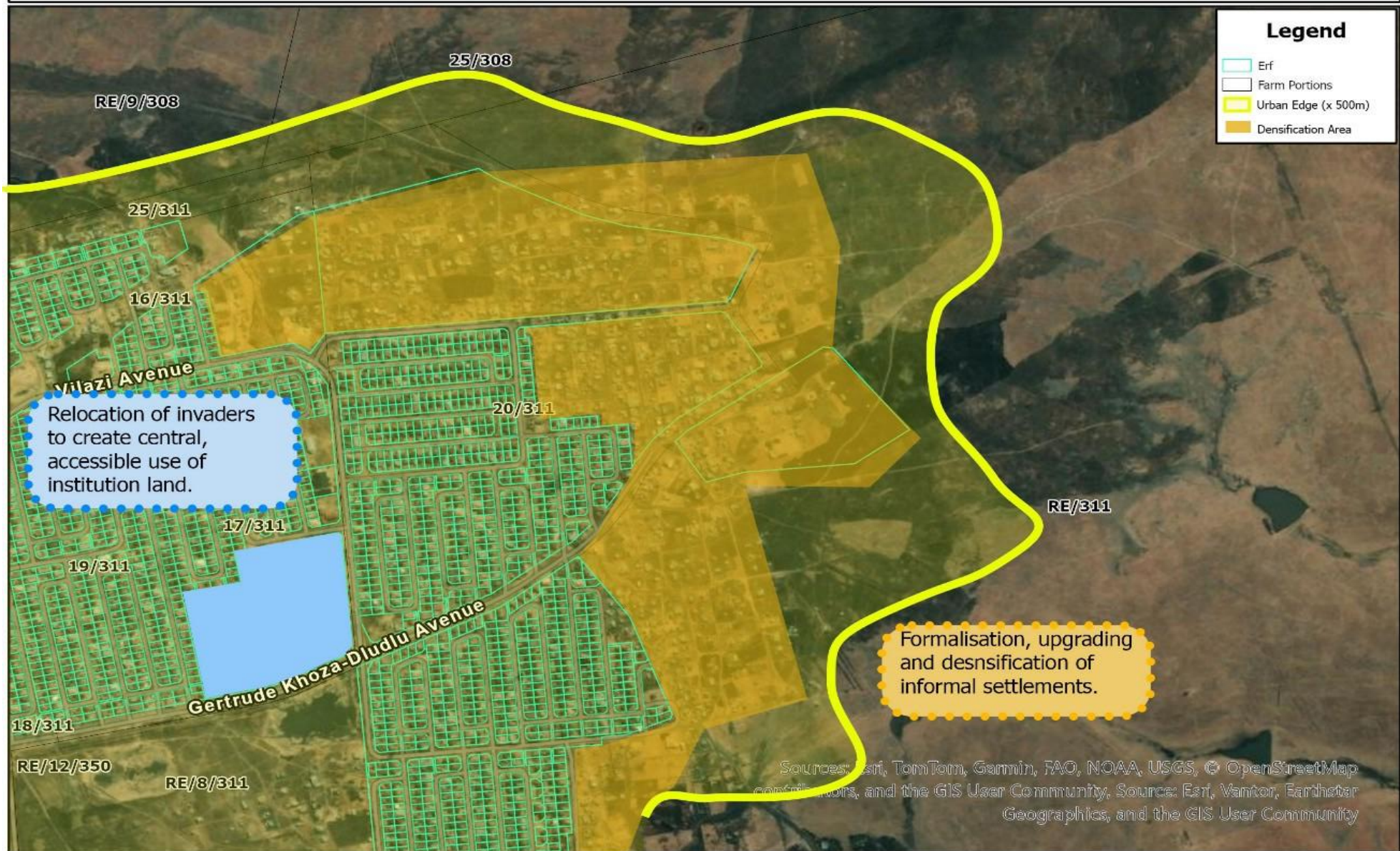
Map 67: Location of Infill Development Proposals for areas underutilised in Bethal

SPATIAL TARGETING - KINROSS



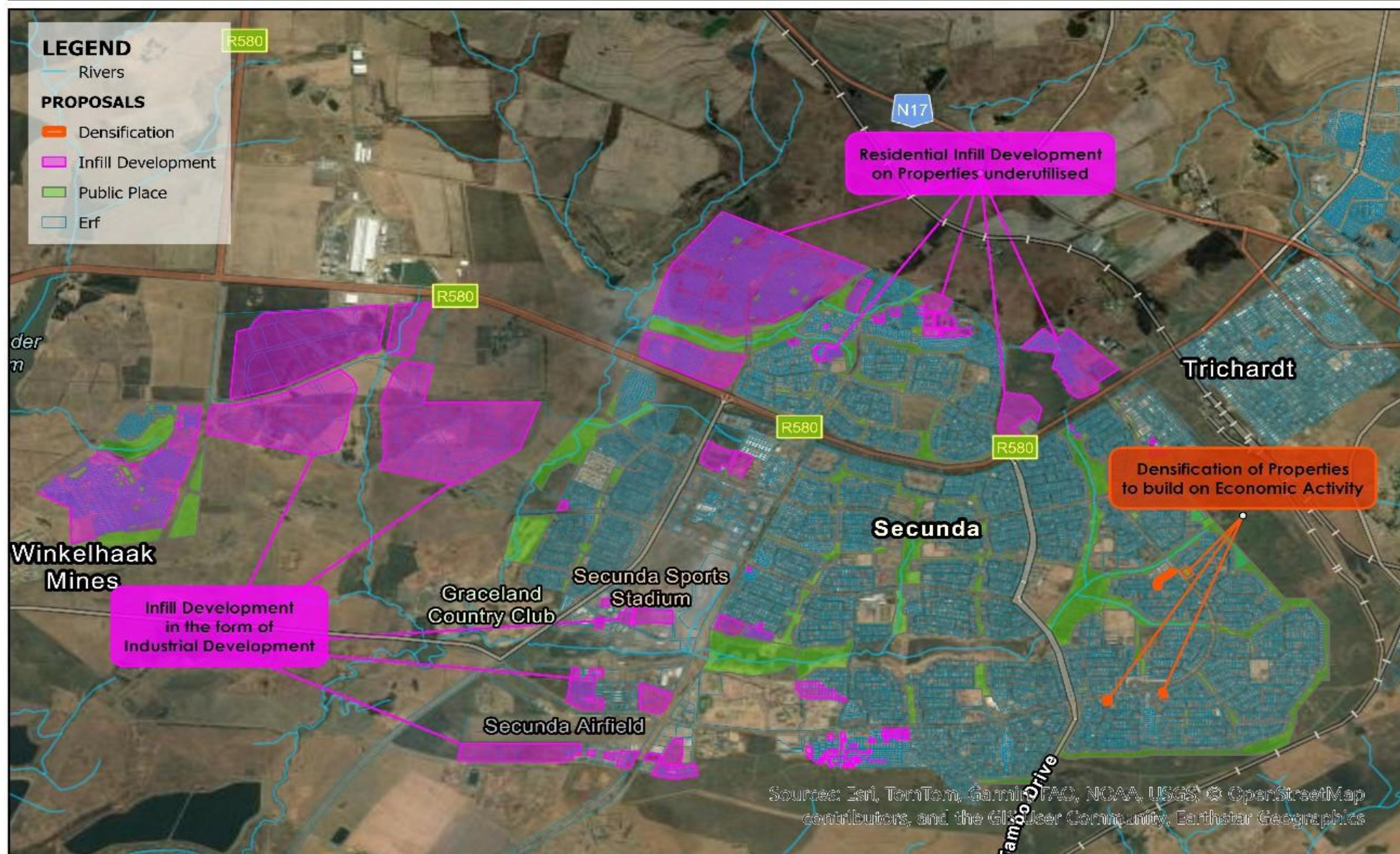
Map 68: Location of Infill Development Proposals for areas underutilised in Kinross

LEBOGANG (EAST)



Map 69: A densification plan surrounding the eastern invasions with additional social amenities for Lebogang

SPATIAL TARGETING - SECUNDA



Map 70: Location of Infill Development Proposals for areas underutilised in Secunda

Govan Mbeki Human Settlements Strategy



Strategy 1: Spatial Targeting, Urban Edge Management, Infill and Densification

Direct housing investment to priority nodes, corridors, infill areas and serviceable land that support integration, accessibility and efficient infrastructure use.

KEY ACTIONS

1



Spatial targeting

Focus housing investment in Secunda, eMbalenhle, Bethal/Emzinoni, Leandra, Kinross and Evander.

2



Urban edge management

Limit unmanaged peripheral growth and protect agricultural, sensitive and strategic land.

3



Infill and densification

Promote medium-density housing, rental units and mixed-use infill in serviceable urban areas.

4



PSHDA and SDF alignment

Align housing projects with the municipal SDF, priority nodes and PSHDAs.

EXPECTED OUTCOME



Well-located growth



Reduced sprawl



Better access to services



Inclusive communities

Figure 57: Strategy 1: Spatial Targeting, Urban Edge Management, Infill and Densification

6.2.2 Strategy 2: eMbalenhle Priority Human Settlements Intervention

eMbalenhle should be treated as a priority intervention area because it combines high residential demand, significant informal settlement pressure, land invasion risk, ageing and overloaded services, proximity to the Secunda economic core, and a large concentration of existing and future households. Prioritising eMbalenhle is therefore not only a housing response, but a municipal risk management, infrastructure, spatial restructuring and social stabilisation response.

The eMbalenhle intervention should be prepared as an area-based human settlements package rather than as separate projects. This will allow the municipality to combine informal settlement upgrading, land release, infrastructure upgrades, social amenities, transport access, land protection, rental housing, CRU/hostel redevelopment and economic support in a coordinated manner.

Component	Required Response
Informal settlement upgrading	Profile, enumerate and categorise informal settlements for in situ upgrading, reblocking, partial relocation or relocation where land is unsafe or not serviceable.
Infrastructure requirements	Prioritise water, sanitation, stormwater, roads, electricity and refuse interventions that unlock serviced sites and improve living conditions.
Land and infill	Identify vacant, underused and strategically located land for UISP, IRDP/BNG, serviced sites, rental and social housing.
Land protection	Introduce GIS monitoring, ward-based reporting, routine inspections and legal response protocols to prevent further unlawful occupation of development-ready land.
Rental and worker housing	Assess hostels, CRU opportunities, social housing, backyard rental formalisation and employer-assisted accommodation for workers linked to nearby industries.
Social amenities	Coordinate schools, clinics, libraries, community halls, public open space, emergency access, police visibility and public transport facilities with settlement upgrading.

Table 49: Strategy 2: eMbalenhle Priority Human Settlements Components and required intervention

Proposed projects:

- Prioritise the western, south-western and northern informal settlement pressure areas.**
 - These areas should be assessed for settlement categorisation, including areas suitable for in-situ upgrading, reblocking, partial relocation or full relocation due to environmental, mining, flood or infrastructure constraints.
- Link housing interventions to sewer and pump station upgrades.**
 - Housing delivery in eMbalenhle should be linked to the upgrading and equipping of sewer pump stations in Extensions 22 and 25, as well as broader sewer, stormwater, water, electricity and road capacity confirmation.
- Use eMbalenhle Ext 8 hostels as a priority CRU and worker housing opportunity.**
 - The existing hostel area should be assessed for redevelopment into dignified, self-contained rental accommodation, including single-worker units, family rental units and possible mixed-use support facilities.

4. Establish an eMbalenhle Land Protection and Monitoring System.

- The municipality should use GIS mapping, ward-based reporting, monthly site inspections, drone/aerial monitoring where available, and legal response protocols to prevent unlawful occupation of development-ready land.

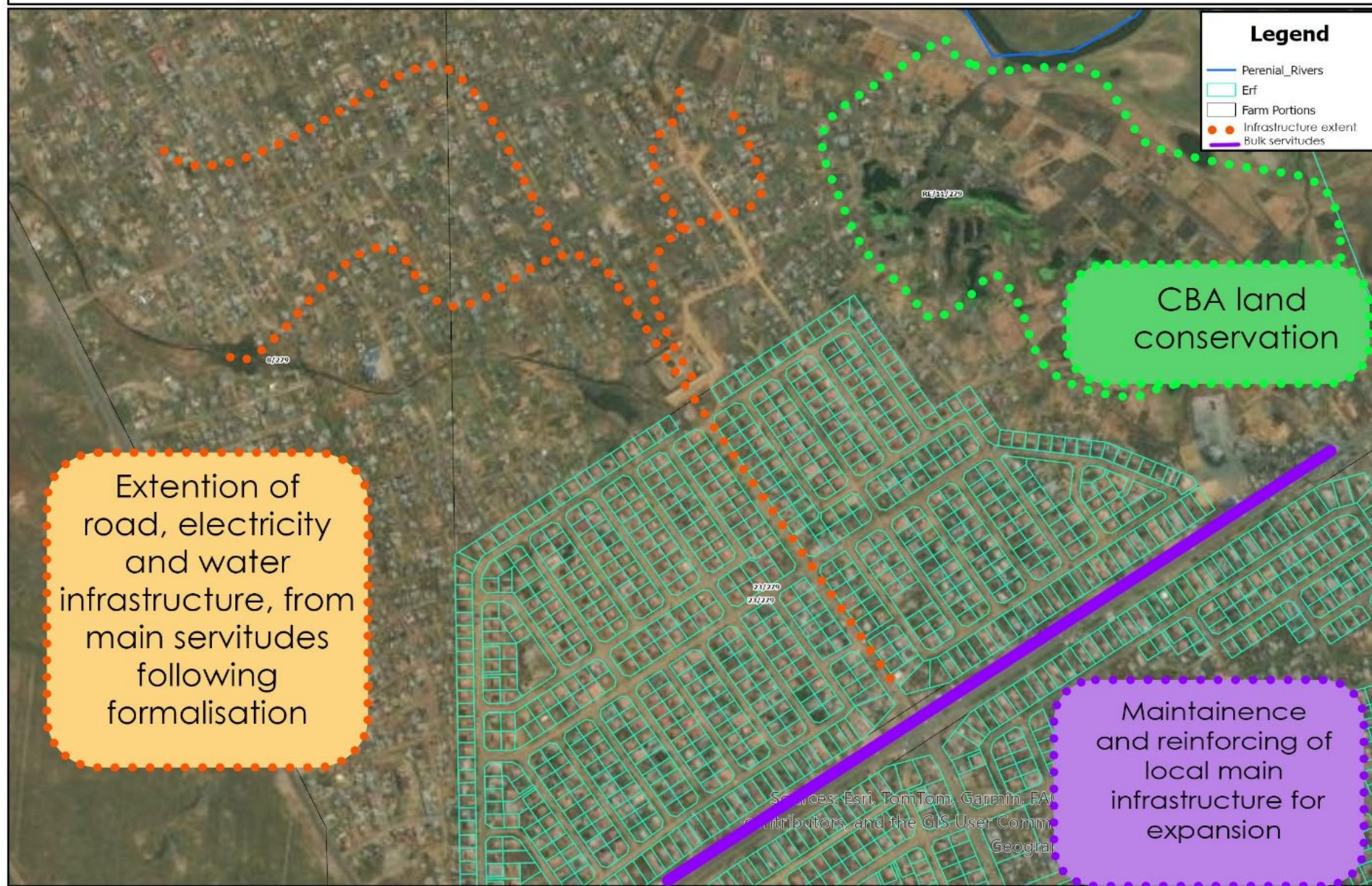
5. Integrate social amenities into every eMbalenhle housing package.

- Any housing or upgrading project in eMbalenhle should include a social facilities checklist covering schools, clinics, libraries, community halls, emergency access, public transport, police visibility, open spaces and local trading areas.

6. Use eMbalenhle as the first pilot for evidence-based implementation.

- The municipality should pilot the full housing delivery system in eMbalenhle, including register verification, MISR update, infrastructure readiness scoring, land release, beneficiary communication and project monitoring.

EMBALENHLE (NORTH-WEST)



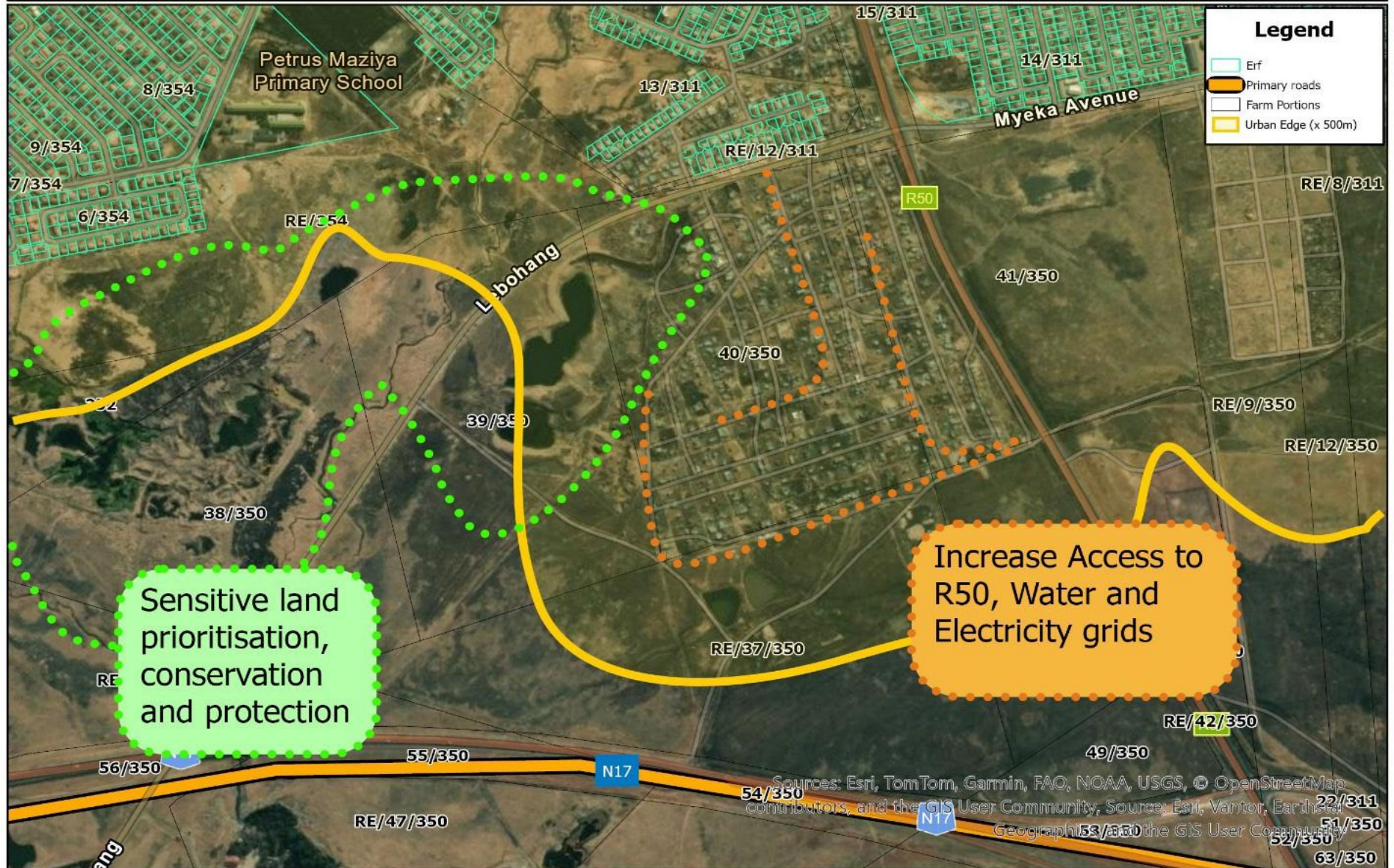
Map 71: Shows ways of increasing access of services through the existing large infrastructure, and formalisation

LEBOGANG (SOUTH-WEST)



Map 72: Proposed allocation for social amenities, within the bounds of local Urban Edge

LEBOGANG (SOUTH-WEST)



Map 73: Prioritisation of sensitive areas with more access to water, electricity and road infrastructure

Govan Mbeki Human Settlements Strategy

Strategy 2: eMbalenhle Priority Human Settlements Intervention



Treat eMbalenhle as a priority intervention area because of high settlement pressure, land invasion risk, service demand and its close link to the Secunda economic core.

Key Actions



1 Area-based intervention

Package eMbalenhle as one coordinated human settlements intervention rather than isolated projects.



2 Infrastructure requirements

Prioritise water, sanitation, roads, stormwater, electricity and refuse services that unlock upgrading and serviced sites.



3 Land and infill opportunities

Identify vacant, underused and strategically located land for UISP, serviced sites, rental and integrated housing.



4 Social amenities and support

Coordinate schools, clinics, libraries, public transport, safety and community facilities with upgrading.

Expected Outcome



Managed informal growth



Improved living conditions



Safer tenure pathways



Stabilised high-pressure areas

Figure 58: eMbalenhle Priority Human Settlement Interventions

6.2.3 Strategy 3: Infrastructure-Led Project Pipeline and Basic Services Capacity

Housing delivery must be sequenced according to verified bulk and internal infrastructure capacity. No project should be prioritised for full housing construction unless water, sanitation, electricity, roads, stormwater and waste services are either available, funded, or included in a credible infrastructure upgrade programme. This is central to avoiding approved housing projects that cannot be occupied safely or serviced sustainably.

The Human Settlements Development Grant should be aligned with infrastructure readiness by prioritising serviced land, internal services, informal settlement basic services and project preparation before top structures where bulk constraints remain unresolved. Alternative funding mechanisms, including municipal capital budgets, development charges, provincial allocations, HDA support, SHRA investment, employer contributions and PPP finance, should be packaged around the same project pipeline.

Project Category	Readiness Criteria	Implementation Decision
Priority 1: Ready-to-implement	Land ownership is clear, township establishment is advanced or complete, service capacity is available or affordable to unlock quickly.	Proceed with beneficiary verification, internal services and housing construction.
Priority 2: Infrastructure-dependent	Land is suitable, but water, sewer, electricity, roads or stormwater upgrades are required before full delivery.	Secure bulk funding, include in IDP/MTREF and phase serviced sites before top structures.
Priority 3: Planning and land readiness	Potentially suitable land or buildings require land release, rezoning, township establishment, EIA, geotechnical assessment or acquisition.	Package project preparation and approvals before committing construction budgets.
Priority 4: Constrained or long-term	Land is affected by mining risk, flooding, environmental constraints, private ownership disputes, servitudes or severe service limitations.	Hold for long-term review, rehabilitation, alternative use, or relocation planning.

Table 50: Strategy 3 project categories, readiness criteria and implementation decision

Proposed projects

- Introduce a Human Settlements Infrastructure Readiness Scorecard.** Every proposed housing project should be scored against water, sanitation, electricity, roads, stormwater, waste management, public transport, emergency access and social facility capacity before being prioritised.
- Classify projects into readiness categories.** Projects should be classified as:
 - Ready for implementation;
 - Infrastructure-dependent;
 - Planning and land readiness;
 - Constrained or long-term.
- Apply a “serviced stands first” approach.** Where bulk services are constrained, the municipality should prioritise land preparation, township establishment, internal servicing, serviced sites and informal settlement basic services before committing to top structures.

4. **Align HSDG applications with infrastructure availability.** Subsidy-funded projects should only proceed where bulk services are confirmed, funded or capable of being unlocked through municipal capital budgets, provincial support, development charges or PPP contributions.
5. **Prioritise areas where formalisation can reduce future service backlogs.** Informal settlements near existing service networks should be prioritised for upgrading where this reduces long-term municipal infrastructure expansion costs.



Govan Mbeki Human Settlements Strategy

Strategy 3: Infrastructure-Led Project Pipeline and Basic Services Capacity



Sequence housing delivery according to verified infrastructure readiness and align funding and phasing with water, sanitation, electricity, roads, stormwater and waste capacity.

KEY ACTIONS

1



Infrastructure readiness filter

Prioritise projects only where bulk services are available, funded or can be credibly unlocked.

2



Serviced stands first

Release serviced land and internal services before top-structure delivery where constraints remain.

3



Project phasing

Classify projects as ready-to-implement, infrastructure-dependent, planning and land readiness, or constrained and long-term.

4



Service upgrade focus

Package upgrades for water, sanitation, roads, electricity and stormwater in priority growth areas.

EXPECTED OUTCOME



More feasible projects



Reduced delivery risk



Improved basic services



Stronger implementation sequencing

Figure 59: Infrastructure-Led Project Pipeline and Basic Services Capacity

6.2.4 Strategy 4: Differentiated Housing Supply and Subsidy Allocation

Govan Mbeki requires a diversified housing supply strategy because the housing market includes very low-income households, backyard tenants, informal settlement residents, migrant and contract workers, young households, gap-market households and formal employees who may not qualify for fully subsidised housing. A single subsidy response will not address this range of needs.

BNG and IRDP housing should remain important for qualifying low-income and vulnerable households, particularly where land is well located, services are available and projects can be integrated with social facilities. However, BNG should be delivered as part of integrated, mixed-income and infrastructure-led settlements, rather than as isolated peripheral top-structure projects.

Programme	Indicative Allocation	Spatial Focus	Purpose
UISP and informal settlement upgrading	40-50%	eMbalenhle, Kinross, Bethal/Emzinoni and other verified informal settlements.	Basic services, tenure security, reblocking, serviced sites and incremental formalisation.
IRDP/BNG and integrated residential development	20-30%	Secunda, Bethal/Emzinoni, Leandra, Kinross and serviced priority land.	Formal subsidised housing, serviced stands and mixed-use settlement development.
Social housing, CRU and affordable rental	10-15%	Secunda, Evander, eMbalenhle, Bethal and areas close to employment nodes.	Rental stock for low-to-moderate income households, mobile workers and single households.
First Home Finance and gap housing	5-10%	Secunda, Evander, Trichardt, Kinross and established property market areas.	Affordable ownership for households above subsidy threshold but below full mortgage affordability.
Emergency and transitional housing	Around 5%	Areas affected by eviction, disaster, relocation or unsafe occupation.	Temporary relocation areas, emergency accommodation and transitional tenure.
Planning, land and project preparation	Around 5%	Municipality-wide priority land and buildings.	Land release, township establishment, EIAs, geotechnical studies and project packaging.

Table 51: Table showing proposed programmes, allotment percentage and purpose



Figure 60: Social Housing in cluster



Figure 61: Social Housing in single dwelling

Below is a table outlining the possible number of units in the respective townships using the differentiated housing supply.

NO.	HOUSING INTERVENTION	STRATEGIC AREA	AREA (SQM)	AREA (HA)	SUITABLE SUBSIDY PROGRAMME	SUITABLE AREA	DEDUCTIONS	UNITS POSSIBLE
1	Strategic Land	eMbalenhle (North of Ext 11)	577 485.49	57.75 ha	UISP (40 – 56sqm.)	(50 sqm.) By observation, residents use their yards as backrooms or agricultural purposes. 50 sqm is given as a median	30% (Roads and Services)	8 085
2	Strategic Land	Secunda	2 365 492.47	236.55	BNG (40 sqm)	(40 sqm.)	30% (Roads and Services)	41 396
3	Strategic Land	Leandra (Lebogang)	3 592 311.36	359.23	BNG (40 sqm)	(40 sqm.)	30% (Roads and Services)	62 865
4	Strategic Land	Bethal	1 268 462.08	126.85	UISP (40 – 56sqm.)	(50 sqm.) By observation, residents use their yards as backrooms or agricultural purposes. 50 sqm is given as a median	30% (Roads and Services)	17 758
5	Informal Settlement Upgrade	eMzinoni Ext 11	683 403.61	68.34	UISP (40 – 56sqm.)	(50 sqm.) By observation, residents use their yards as backrooms or agricultural purposes. 50 sqm is given as a median	30% (Roads and Services)	9 567
6	Informal Settlement Upgrade	Bethal East	509 863.49	50.99	UISP (40 – 56sqm.)	(50 sqm.) By observation, residents use their yards as backrooms or agricultural purposes. 50 sqm is given as a median	30% (Roads and Services)	7 138

7	Informal Settlement Upgrade	Trichardtfontein	204 474.48	20.45	UISP (40 – 56sqm.)	(50 sqm.) By observation, residents use their yards as backrooms or agricultural purposes. 50 sqm is given as a median	30% (Roads and Services)	2 862
8	Relocation	Trichardtfontein (Between Dam & National Road)	165 758.26	16.76	Emergency & Transitional Housing (30 sqm.)	(30 sqm.) These areas must undergo a complete relocation. Preferably moved towards Secunda.	30% (Roads and Services)	3 867
9	Relocation	Secunda Ext 71 (WINKELHAAK)	83 851.52	8.39	Emergency & Transitional Housing (30 sqm.)	(30 sqm.) These areas must undergo a complete relocation. Preferably moved towards Trichardtfontein.	30% (Roads and Services)	1 956
10	Informal Settlement Upgrade	Evander	584 746.11	58.47	UISP (40 – 56sqm.)	(50 sqm.) By observation, residents use their yards as backrooms or agricultural purposes. 50 sqm is given as a median.	30% (Roads and Services)	8 186
11	Informal Settlement Upgrade	Kinross Ext 33	104 959.03	10.50	UISP (40 – 56sqm.)	(50 sqm.) By observation, residents use their yards as backrooms or agricultural purposes. 50 sqm is given as a median.	30% (Roads and Services)	1 469
12	Informal Settlement Upgrade	Lebogang Ext 17 (South)	276 018.35	27.60	UISP (40 – 56sqm.)	(50 sqm.) By observation, residents use their yards as backrooms or agricultural purposes. 50 sqm is given as a median.	30% (Roads and Services)	3 864

13	Informal Settlement Upgrade	Lebogang Ext 16	1 134 370.25	113.4 4	UISP (40 – 56sqm.)	(50 sqm.) By observation, residents use their yards as backrooms or agricultural purposes. 50 sqm is given as a median.	40% (Roads and Services)	13 612
14	Informal Settlement Upgrade	Lebogang Ext 13	123 728.02	12.37	Emergency & Transitional Housing (30 sqm.)	(30 sqm.) These areas must undergo a complete relocation. Preferably moved towards Leandra.	30% (Roads and Services)	2 886

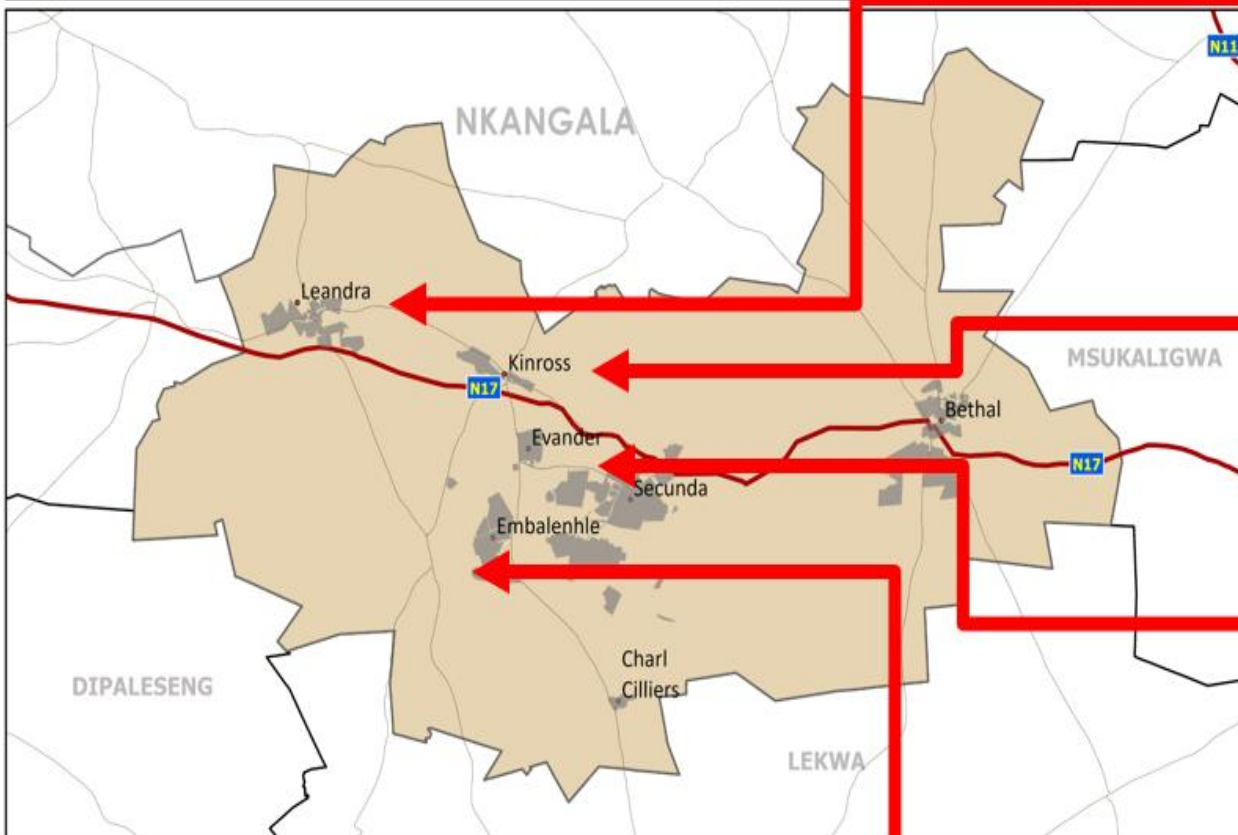
Table 52: Estimated number of Units developed in respective settlements using Differentiated Housing Supply Strategies

EMBALENHLE (SOUTH)



Map 74: Shows arrangement of land and housing following formalisation while allowing for rehabilitation and future sustainable use of the possible large unutilised, rehabilitated land.

DIFFERENTIATED HOUSING PROVISION



Legend

- National Roads
- Regional Roads
- Settlements
- Govan Mbeki LM
- District Councils in MP



21 Shelley Glen,
Erf 302, Bendor,
0699
Tel: 010 010 9108



Social Housing,
Community Residential
Units

**(Secunda, Bethal,
Leandra and
Kinross)**



BNG (Breaking New
Ground) – Integrated
residential
Development

**(Secunda, Bethal,
Leandra and
Kinross)**



First Home Finance/
GAP Housing

**(Secunda,
Evander, Bethal
and Embalenhle)**



Informal Settlement
Upgrading

**(Embalenhle,
Bethal and
Kinross)**

Map 75: Differentiated Housing Provision

Proposed projects:

1. **Use a mixed housing product model.** GMM should not rely only on BNG housing. The municipal housing response should include UISP, IRDP/ BNG, serviced sites, social housing, CRU, affordable rental, backyard rental support, First Home Finance, emergency housing and transitional accommodation.
2. **Link housing products to settlement typologies.**
 - eMbalenhle: UISP, CRU, social/rental housing, serviced sites and informal settlement upgrading.
 - Secunda/Evander: social housing, affordable rental, First Home Finance and mixed-income housing.
 - Bethal/Emzinoni: IRDP/BNG, UISP, serviced sites and infill development.
 - Leandra/Lebohang: IRDP/BNG, serviced sites, incremental housing and selected rental.
 - Kinross: rental, worker housing, formalisation and infrastructure-led development.
3. **Create a gap-market pathway.** Households employed in mining, petrochemical, municipal, retail and services sectors who do not qualify for full subsidies but cannot access private bonded housing should be supported through First Home Finance, employer-assisted finance education and mixed-income developments.
4. **Formalise backyard rental as part of the housing continuum.** Backyard rental should be supported through building guidelines, registration, municipal service planning, safety standards, refuse removal, sanitation planning and incremental densification controls.
5. **Expand rental options near employment nodes.** Rental stock should be prioritised near Secunda, Evander, Kinross, eMbalenhle and Bethal to support mobile workers, young households, single workers and households not ready for ownership.

Govan Mbeki Human Settlements Strategy

Strategy 4: Differentiated Housing Supply and Subsidy Allocation



Respond to different household needs by combining subsidy, rental, ownership and emergency housing instruments instead of relying on one programme only.

KEY ACTIONS

1



BNG and serviced sites

Deliver well-located subsidised housing and serviced sites for qualifying low-income households.

2



UISP and incremental housing

Support progressive upgrading, serviced plots and incremental self-build pathways.

3



Social, rental and CRU housing

Expand affordable rental, social housing and CRU options near employment nodes.

4



Gap market and emergency housing

Use First Home Finance, transitional and emergency housing to address unmet demand.

EXPECTED OUTCOME



Broader housing choice



Better programme fit



Support for mobile households



Improved tenure diversity

Figure 62: Strategy 4: Differentiated Housing Supply and Subsidy Allocation

6.2.5 Strategy 5: Informal Settlement Upgrading, Tenure and Land Protection

Informal settlement management should be anchored in an updated Municipal Informal Settlements Register. The register should not be treated as a once-off schedule, but as a living management tool linked to GIS, the housing demand database, land ownership records, service availability, environmental risk, mining constraints and beneficiary verification.

Each informal settlement should be categorised according to its suitability for in situ upgrading, reblocking or relocation. Where land is safe, serviceable and suitably located, upgrading should be prioritised. Where land is unsafe, privately constrained, flood-prone, mining-affected, environmentally sensitive or impossible to service, relocation should be planned to serviced land with secure interim tenure and community engagement

Settlement Category	Criteria	Recommended Intervention
Category A: In situ upgrading	Safe, serviceable and well-located land.	UISP upgrading, tenure regularisation, basic services, internal services and eventual formalisation.
Category B1: Reblocking and densification	Viable land but overcrowded or poorly laid out.	Settlement redesign, emergency access, stormwater, sanitation, roads and phased tenure.
Category B2: Partial relocation	Some households are on unsafe or constrained portions of an otherwise viable settlement.	Relocate affected households to serviced sites while upgrading the remainder.
Category C: Full relocation	Flood-prone, mining-affected, environmentally sensitive, privately owned or unserviceable land.	Relocate to safe serviced land with interim tenure and livelihood support.

Table 53: Settlement category, criteria and recommended intervention

Proposed projects:

- 1. Update the MISR as a live management tool.** The MISR must be updated quarterly and linked to GIS, land ownership, beneficiary demand, infrastructure capacity, environmental constraints, mining risk and ward-level information.
- 2. Categorise each informal settlement.** Each settlement should be classified as:
 - In-situ upgrade;
 - Reblocking and densification;
 - Partial relocation;
 - Full relocation.
- 3. Prioritise settlements that are close to services and economic opportunities.** Settlements in or near eMbalenhle, Secunda, Kinross, Bethal/Emzinoni and Leandra should be prioritised where land is safe, serviceable and strategically located.
- 4. Provide interim basic services to settlements awaiting upgrading.** Temporary or interim services should include water points, sanitation, refuse removal, basic access roads, stormwater control, solar/high-mast lighting and emergency access routes.
- 5. Apply a land invasion prevention protocol.** The municipality should apply its informal settlements by-law through early warning systems, 24-hour incident assessment, legal response,

community communication and protection of strategic land.

6. **Create tenure pathways.** Tenure should progress from verified occupation to temporary occupation permission or administrative recognition, to serviced site allocation, to lease or title deed depending on the programme.
7. **Use relocation only where upgrading is not viable.** Relocation should only occur where land is unsafe, unserviceable, privately constrained, flood-prone, mining-affected, environmentally sensitive or located within servitudes or hazardous buffers.

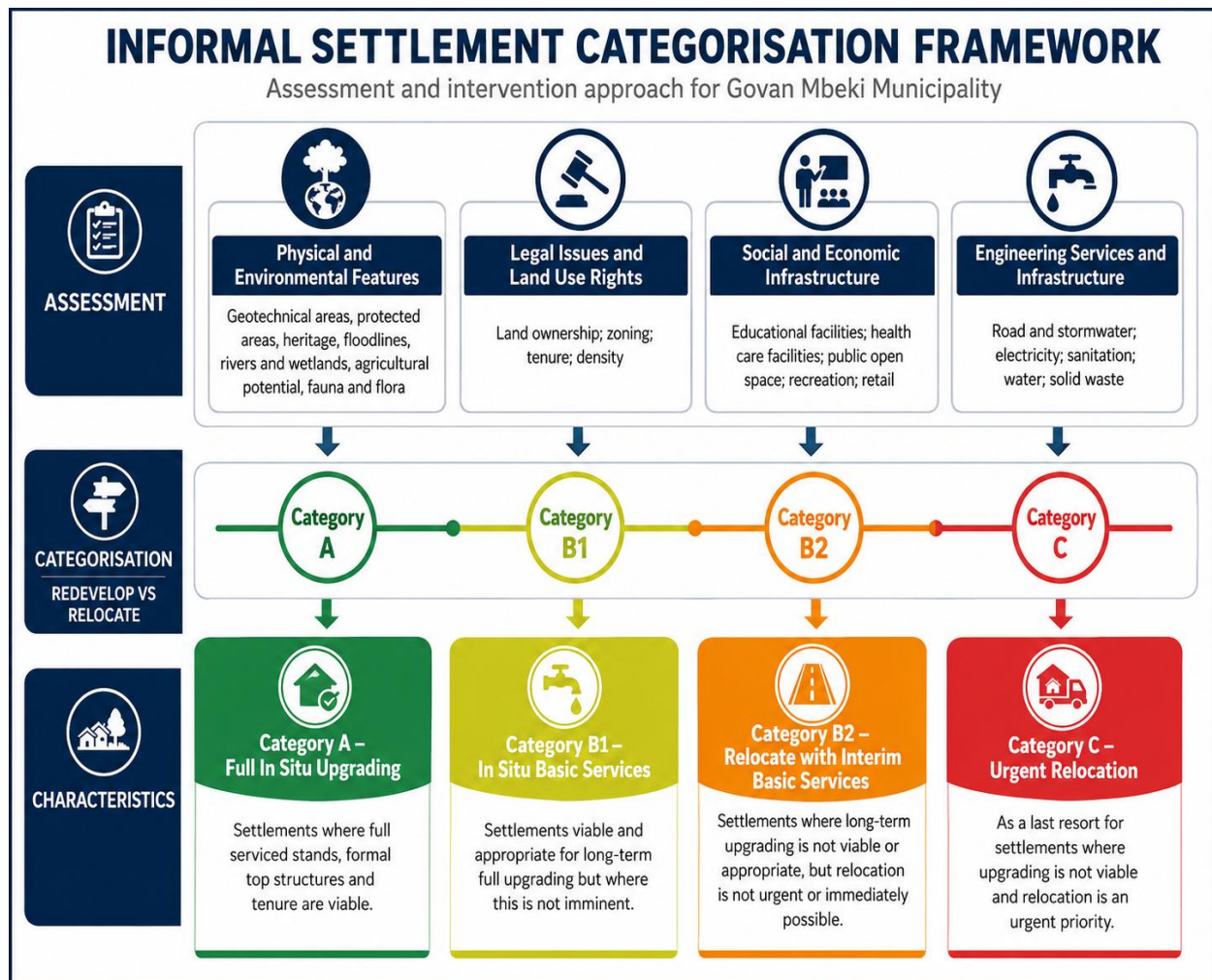


Figure 63: UISP categorisation

The register should be updated regularly and integrated with the municipal housing demand database, GIS system, land-use records and project pipeline.

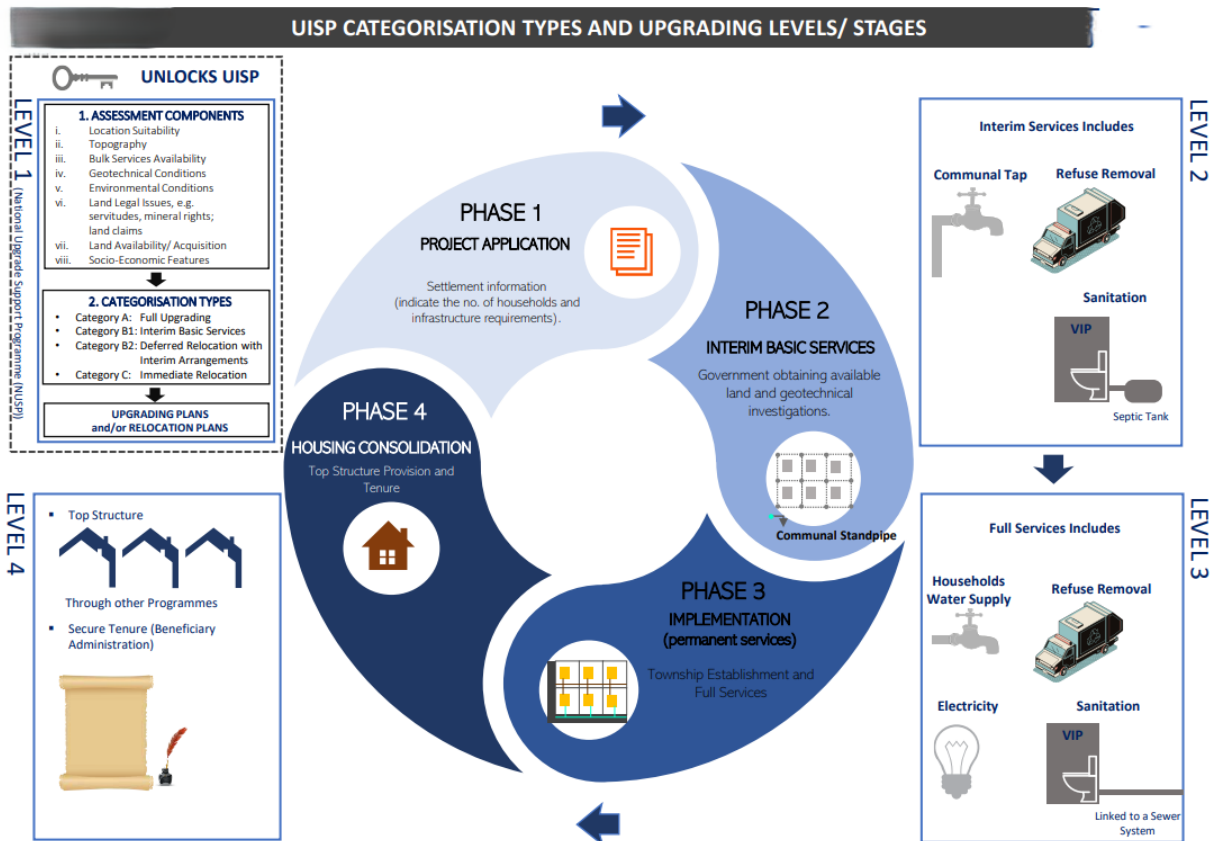
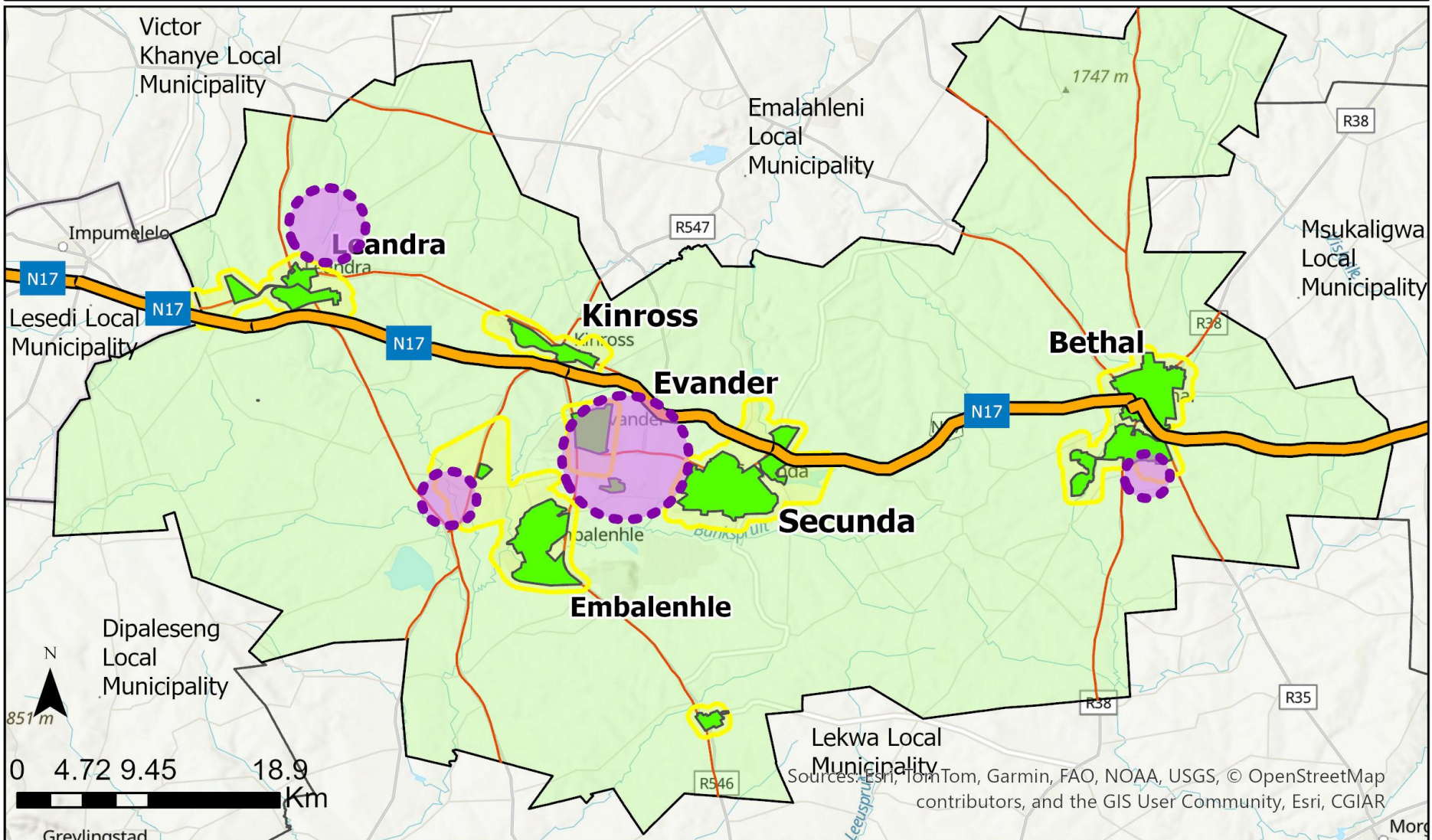


Figure 64: Upgrading of Informal Settlement

Disaster Risk Reduction and Settlement Safety

Informal settlement upgrading and land invasion prevention must be guided by disaster risk reduction principles. Each informal settlement should be assessed for exposure to flooding, poor drainage, mining-related risks, unstable land, servitudes, industrial hazards, environmental sensitivity and limited emergency access. Settlements located on suitable land should be upgraded with improved stormwater management, safer internal access routes, lighting, refuse removal and basic services. Settlements located in high-risk areas should be prioritised for partial or full relocation to suitable land, supported by community engagement and planned alternative housing pathways. This will ensure that human settlements planning contributes to safer, more resilient and better-managed communities.

SPATIAL TARGETING



 Govan Mbeki Local Municipality	Legend		 Spatial Targeting	 21 Shirley Green Street Erf: 302, Bendor 0699 Tel: 010 010 9106
	 Secondary Roads	 x<500m buffer		
 Govan Mbeki LM	 Municipal Settlements			

Map 76: Spatial Targeting



INFORMAL SETTLEMENT UPGRADING - BETHAL (SOUTH WEST)



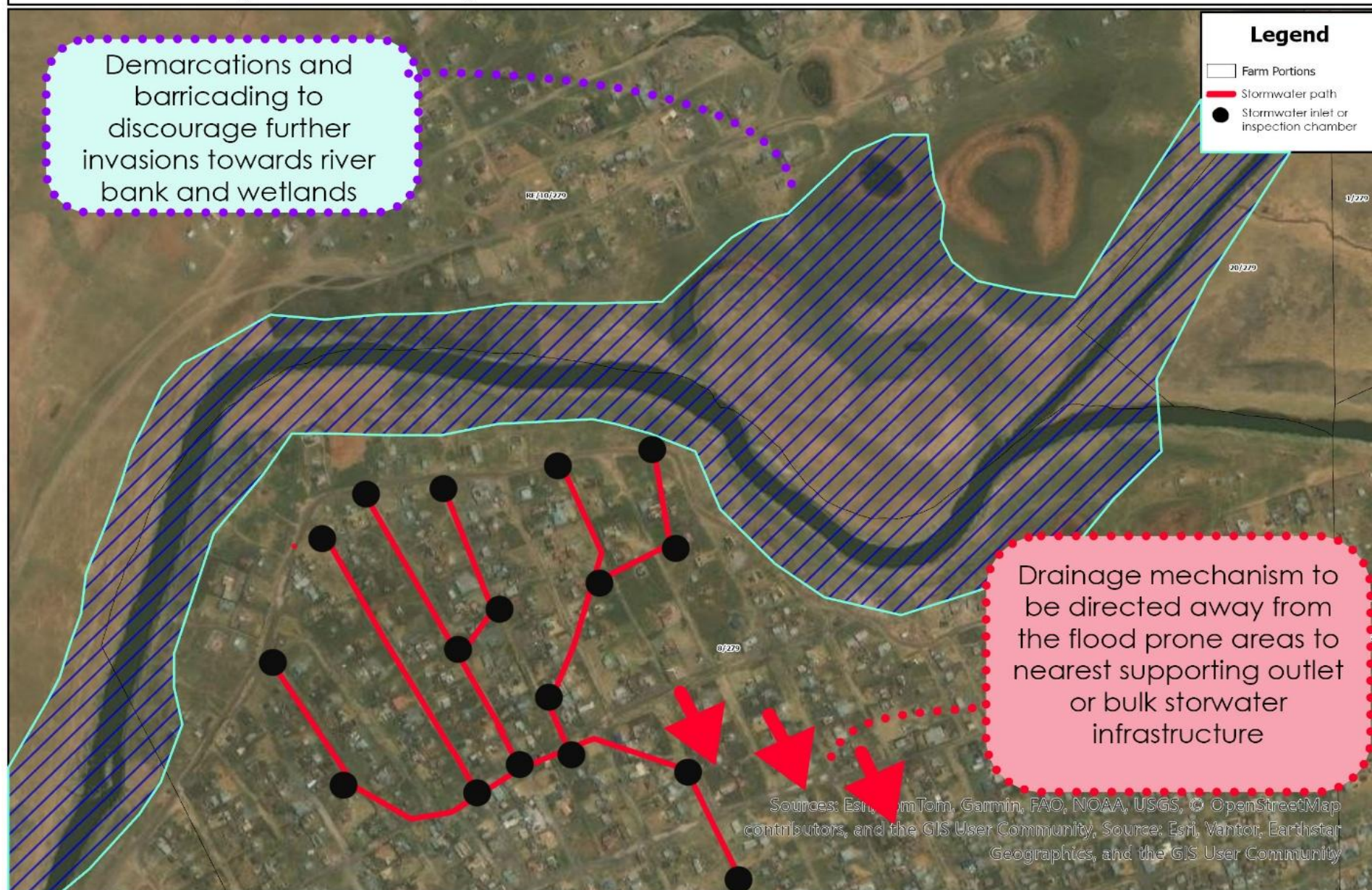
Map 77: Informal Settlement Strategy for Bethal (South West)

INFORMAL SETTLEMENT UPGRADING - BETHAL (WEST)



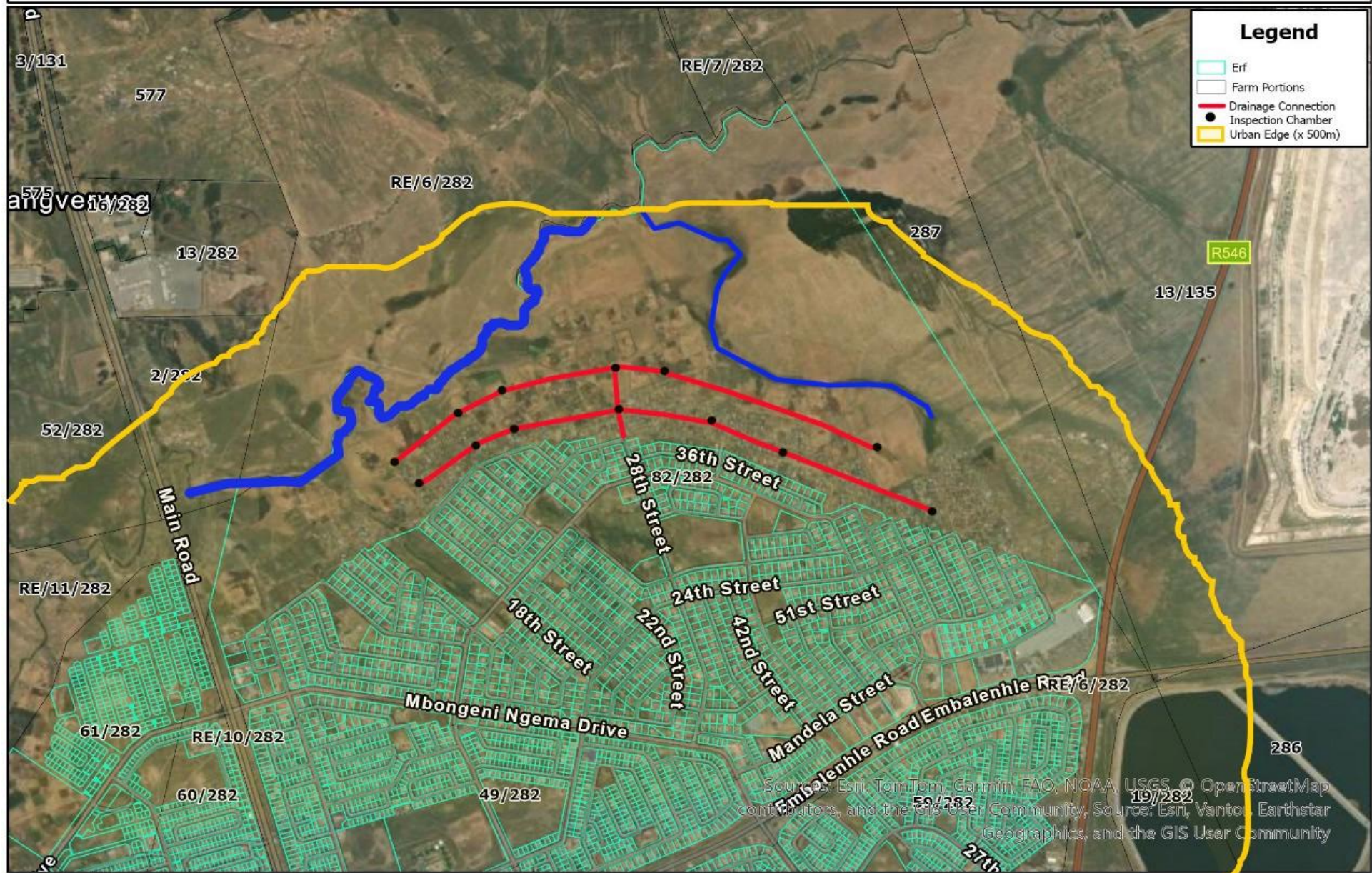
Map 78: Informal Settlement Strategy for Bethal (West)

EMBALENHLE (NORTH-WEST)



Map 79: Risk or disaster reduction intervention discouraging any damage to settlements or sensitive environments.

EMBALENHLE (NORTH)



Map 80: River bank risk or disaster reduction intervention discouraging any damage to settlements or sensitive environments

INFORMAL SETTLEMENT UPGRADING - KINROSS (NORTH WEST)



Map 81: Informal Settlement Strategy for Kinross

Govan Mbeki Human Settlements Strategy

Strategy 5: Informal Settlement Upgrading, Tenure and Land Protection



Use an updated informal settlements register, settlement categorisation, upgrading pathways and land protection measures to manage informal settlements responsibly.

KEY ACTIONS

1



MISR and settlement categorisation

Maintain a living register linked to GIS, land ownership, services and beneficiary verification.

2



Upgrading and basic services

Prioritise in situ upgrading, reblocking and internal services where land is safe and serviceable.

3



Relocation and tenure pathways

Relocate households only where land is unsafe or impossible to service, while providing secure interim tenure.

4



Land protection and monitoring

Protect development-ready land through GIS monitoring, ward reporting, inspections and legal response.

EXPECTED OUTCOMES



Managed informal growth



Improved living conditions



Safer tenure pathways



Protected development land

Figure 65: Strategy 5: Informal Settlement Upgrading, Tenure and Land Protection

6.2.6 Strategy 6: State Land Release, Vacant Land, Infill Development and Building Revitalisation

A comprehensive land and buildings strategy should be prepared to identify municipal, provincial, national, SOE and privately owned land that can support sustainable human settlements. This should include vacant land, underused public land, abandoned or underperforming buildings, old hostels, brownfield sites, infill land and strategically located parcels near transport, employment and social facilities.

- Establish a prioritised land release list for municipal, state and SOE land.
- Engage HDA, DALRRD, MDHS, Deeds Office, Eskom, Transnet, mining companies and other landholding entities to unlock well-located land.
- Identify land and buildings suitable for social housing, affordable rental, CRU, gap housing and mixed-use residential development.
- Promote infill development in existing urban areas to reduce sprawl and improve infrastructure efficiency.
- Assess building revitalisation opportunities in Secunda, Evander, Bethal, eMbalenhle and other nodes where underused buildings can be converted or upgraded for rental, social housing, student/youth accommodation, worker housing or community facilities.
- Use land suitability screening to exclude flood-prone, unstable, mining-affected, environmentally sensitive and hazardous land from permanent housing.

6.2.6.1 Strategy 6A: Revitalisation of Old, Abandoned and Underused Buildings

Govan Mbeki must introduce a dedicated Building Revitalisation and Adaptive Re-Use Programme as part of the broader land, infill and housing supply strategy. The purpose of this programme is to identify, assess, package and repurpose old, abandoned, vacant, underused or deteriorating buildings into functional assets that support human settlements, rental housing, worker accommodation, social facilities and local economic revitalisation.

This strategy is particularly relevant in a municipality where housing demand is concentrated around economic nodes, while some older buildings, hostels, public facilities, municipal buildings, CBD properties and worker accommodation facilities may be underused, poorly maintained or no longer aligned with current settlement needs. Instead of focusing only on new greenfield housing development, GMM should use building revitalisation to support urban regeneration, densification, affordable rental supply, improved safety and more efficient use of existing infrastructure.

Strategic Objectives

The building revitalisation strategy should aim to:

1. Reuse existing buildings and sites in well-located areas for affordable housing and social purposes.
2. Reduce pressure for peripheral expansion by creating housing opportunities inside existing urban areas.

3. Support CBD and township node regeneration, especially in Secunda, Bethal, Evander, eMbalenhle, Kinross, Leandra and Trichardt.
4. Expand affordable rental, CRU, social housing, transitional housing and worker accommodation.
5. Improve safety, reduce urban decay and prevent abandoned buildings from becoming spaces of illegal occupation, crime, vandalism or health risk.
6. Link building reuse to local economic development through construction jobs, small contractor participation, property management and local service provision.

Priority Building Categories

The municipality should identify and assess the following building categories:

Building Category	Possible Reuse
Old hostels and worker accommodation	CRU, worker rental, family rental, transitional accommodation
Vacant municipal buildings	Social facilities, transitional housing, youth housing, municipal service centres
Underused public buildings	Mixed-use community facilities, skills centres, social support facilities
Abandoned CBD buildings	Affordable rental, social housing, student/youth accommodation, mixed-use residential
Vacant or distressed private buildings	PPP rental housing, gap rental, mixed-use redevelopment
Brownfield sites and underused institutional sites	Medium-density housing, serviced sites, community facilities
Old commercial/retail buildings	Ground-floor economic activity with upper-floor rental accommodation

Table 54: Table listing building categories and possible proposed reuses

Priority Locations

The first phase of the programme should focus on:

1. Secunda

Priority for affordable rental, social housing, mixed-use conversion and worker accommodation linked to the economic core.

2. eMbalenhle

Priority for hostel redevelopment, CRU, worker housing, rental accommodation, social facilities and community support infrastructure.

3. Bethal/Emzinoni

Priority for CBD regeneration, adaptive reuse, rental housing, social amenities and infill-linked development.

4. Evander and Kinross

Priority for worker accommodation, rental housing and reuse of buildings linked to mining and industrial employment patterns.

5. Leandra/Lebohang

Priority for smaller-scale rental, public facility reuse, social amenities and incremental settlement support.

6. Trichardt

Priority for mixed-use reuse where buildings are near economic activity, public transport or service infrastructure.

Building Revitalisation Implementation Plan

Phase	Timeframe	Key Actions	Lead / Support	Output
Phase 1: Building Identification	0-6 months	Compile an inventory of old, vacant, abandoned, underused and deteriorating buildings in priority nodes. Use municipal asset records, land use data, GIS, rates records, ward information and site inspections.	GMM Human Settlements, Town Planning, GIS, Property/ Assets, Building Control, Ward Offices	GMM Building Revitalisation Register
Phase 2: Ownership and Legal Verification	0-9 months	Verify ownership through Deeds searches, municipal asset register, rates accounts and land use records. Categorise buildings as municipal, provincial, national, SOE, private, abandoned, disputed or illegally occupied.	Legal Services, Property/Assets, Deeds Office, HDA, Town Planning	Verified ownership and legal status report
Phase 3: Building Condition Assessment	6-12 months	Undertake structural, fire safety, occupational health, accessibility, services and environmental assessments. Identify buildings suitable for immediate reuse, refurbishment, major redevelopment or demolition.	Building Control, Infrastructure Services, Fire and Rescue, Environmental Management, appointed professionals	Building condition and feasibility assessment
Phase 4: Reuse Classification	9-15 months	Allocate each building to a preferred reuse category: CRU, social housing, affordable rental, transitional housing, worker housing, social facility, mixed-use redevelopment, or non-housing municipal use.	Human Settlements, Town Planning, MDHS, SHRA, HDA	Building reuse classification matrix
Phase 5: Project Packaging	12-18 months	Prepare project packages with cost estimates, funding model, yield, target group, planning approvals required, ownership action, tenant strategy and implementation agency.	Human Settlements, Finance, SCM, MDHS, SHRA, HDA, private partners	Packaged building revitalisation projects
Phase 6: Approvals and Funding	18-24 months	Secure Council approval, land/building release agreements, SHRA/MDHS support, PPP approvals, budget alignment and procurement strategy.	Council, Municipal Manager, Finance, SCM, Legal, MDHS, SHRA	Approved and funded pilot projects

Phase 7: Implementation	24-60 months	Refurbish, convert or redevelop prioritised buildings. Ensure building code compliance, tenant management, social facilitation and long-term maintenance arrangements.	Implementing agents, contractors, SHIs, CRU operators, GMM	Completed revitalised buildings
Phase 8: Operations and Maintenance	Ongoing	Establish property management, tenant agreements, maintenance budgets, security, billing and community management systems.	GMM, SHIs, property managers, social housing partners	Sustainable building operation system

Table 55: Building Revitalisation Implementation Plan

Project Prioritisation Criteria

Buildings should be prioritised where they:

1. Are located within or near Secunda, eMbalenhle, Bethal/Emzinoni, Evander, Kinross, Leandra or Trichardt.
2. Are close to employment, public transport, social facilities and municipal services.
3. Can be connected to water, sanitation, electricity, roads and refuse removal without excessive capital cost.
4. Can deliver affordable rental, CRU, worker housing or social housing within a shorter timeframe than greenfield development.
5. Are owned by the municipality, state, SOE or willing private owners.
6. Can support CBD regeneration, township node strengthening or settlement integration.
7. Do not present unmanageable structural, environmental, legal or safety risks.

Institutional Arrangements

A Building Revitalisation Task Team should be established under the Human Settlements Implementation Forum. The task team should include:

- Human Settlements Unit;
- Town Planning and Land Use Management;
- Building Control;
- Property and Asset Management;
- Infrastructure Services;
- Fire and rescue;
- Legal Services;
- Finance and SCM;
- GIS;
- MDHS;
- HDA;
- SHRA;
- Potential SHIs and private developers.
- Funding Sources

Potential funding sources include:

- Municipal capital budget for feasibility, basic repairs and project preparation.
- MDHS support for housing-related interventions.
- SHRA funding for qualifying social housing projects.
- CRU programme funding for public rental stock and hostel redevelopment.
- HDA support for land and building packaging.
- PPP finance for mixed-use and rental redevelopment.
- Employer contributions for worker housing.
- Development charges where building reuse requires bulk infrastructure upgrades.
- Rental income ring-fenced for operations and maintenance.
- Monitoring Indicators

The programme should be monitored through the following indicators:

- Number of buildings identified and captured in the revitalisation register.
- Number of buildings with verified ownership and legal status.
- Number of buildings assessed for structural and service readiness.
- Number of buildings packaged for housing or social use.
- Number of buildings approved for redevelopment or refurbishment.
- Number of rentals, CRU, social housing or transitional units created.
- Number of buildings removed from abandoned or derelict status.
- Number of jobs created through refurbishment and building maintenance.
- Percentage of revitalised buildings with approved operations and maintenance plans.

6.2.6.2 Strategy 6B: State Land Release for Human Settlements Development

Govan Mbeki must establish a direct and implementable State Land Release Strategy to unlock municipal, provincial, national, SOE and other public land for sustainable human settlements. The purpose of the strategy is to move suitable public land from identification to project implementation through a structured process of verification, suitability assessment, release negotiation, planning approval, infrastructure alignment and housing programme allocation.

The strategy should prioritise land that is well located, serviceable, close to employment opportunities, accessible to public transport and aligned with the SDF, IDP, PSHDA priorities and the municipal housing pipeline. State land release must not be treated as a once-off request to government departments, but as an ongoing municipal land assembly and project packaging programme.

Strategic Rationale

The need for a state land release strategy is driven by:

- Growing housing demand in eMbalenhle, Secunda, Bethal/Emzinoni, Leandra, Kinross and Evander.
- Informal settlement expansion and land invasion pressure on municipal and private land.
- The need to reduce peripheral sprawl by unlocking well-located land.
- The presence of strategic land near existing settlements, roads and economic nodes.

- The need to support UISP, IRDP/BNG, serviced sites, social housing, CRU, rental housing, First Home Finance and mixed-income development.
- The need to reduce project delays caused by unclear ownership, slow land release, zoning constraints, environmental requirements and infrastructure gaps.

State Land Release Principles

The municipality should apply the following principles:

No	State Land principles	Description
1	Well-located land first	Prioritise land near existing settlements, public transport, employment, schools, clinics, municipal services and economic activity.
2	Serviceability before allocation	No land should be released for housing unless water, sanitation, electricity, roads, stormwater and waste implications are assessed.
3	Legal certainty before project commitment	Ownership, servitudes, title conditions, restrictions, encumbrances and land claims must be verified before project funding is committed
4	Risk-informed land selection	Land affected by mining risk, flood risk, environmental sensitivity, contamination, unstable soils or hazardous buffers should not be used for permanent housing unless mitigation is feasible and approved.
5	Programme alignment	Land should be matched to the most appropriate housing instrument, including UISP, IRDP/BNG, social housing, CRU, serviced sites, First Home Finance, rental or mixed-income development.
6	Council and intergovernmental alignment	Land release must be approved through municipal governance structures and coordinated with MDHS, HDA, DALRRD, DPWI, SOEs and other landholding entities

Priority Land Release Areas

The following areas should be prioritised for detailed land release investigations:

Priority Area	Reason for Prioritisation	Possible Housing Response
eMbalenhle, including areas near Langverwag, Brendan Village and Ext 8 hostels	High informal settlement pressure, proximity to Secunda economy, need for upgrading, rental and worker housing	UISP, CRU, social/rental housing, serviced sites, worker housing
Bethal/Emzinoni	Strategic land near existing urban areas and N17 corridor; formalisation and IRDP pipeline potential	IRDP/BNG, UISP, serviced sites, infill, mixed-use development
Leandra/Lebohang	Strategic land near existing settlement footprint and movement routes	IRDP/BNG, serviced sites, incremental housing, local economic support
Secunda and Trichardt edge areas	Economic hub, employment concentration, gap market and rental demand	Social housing, affordable rental, First Home Finance, mixed-income housing

Evander/Kinross	Mining and worker housing demand, rental pressure, need for safe land screening	Worker housing, rental, CRU, serviced sites, mixed-income housing
Mining-affected and rehabilitated land	Potential future land resource, but subject to safety and environmental screening	Non-residential reuse, renewable energy, logistics, open space, or housing only where proven safe

Table 56: Priority Land Release Areas

Land Release Implementation Plan

Step	Action	Lead Responsibility	Support Partners	Output	Indicative Timeframe
1	Establish a State Land Release Task Team under the Human Settlements Implementation Forum	GMM Human Settlements	Town Planning, GIS, Legal, Infrastructure, Property, MDHS, HDA	Task team established with terms of reference	0-1 month
2	Compile a consolidated land inventory from municipal asset register, Deeds data, GIS, SDF, land ownership maps, ward inputs and HDA records	GIS and Property/Assets	Human Settlements, Town Planning, Deeds Office, HDA	GMM State Land Inventory	0-3 months
3	Classify land by ownership: municipal, provincial, national, SOE, mining company, private, unknown/disputed	Property/Assets and Legal Services	Deeds Office, DALRRD, DPWI, SOEs, HDA	Ownership classification schedule	0-4 months
4	Screen land for suitability using spatial, environmental, infrastructure, mining, servitude, flood, access and zoning criteria	Town Planning	Infrastructure, Environmental Management, Disaster Management, GIS, DMRE where relevant	Land suitability scorecard	3-6 months
5	Rank land parcels according to priority for human settlements	Human Settlements and Town Planning	MDHS, HDA, Infrastructure Services	Prioritised land release list	4-7 months
6	Match land parcels to appropriate housing programmes	Human Settlements	MDHS, SHRA, HDA, NHFC,	Programme allocation matrix	5-8 months
7	Prepare land release motivation packs for each priority parcel	Human Settlements	Town Planning, Legal, GIS, Infrastructure, HDA	Land release motivation pack	6-9 months

8	Submit Council item for municipal land release or support for	Municipal Manager / Human Settlements	Legal, Finance, Council Committees	Council resolution or mandate	8-12 months
9	Engage landholding entity for transfer, donation, lease, land availability agreement, custodianship arrangement or development agreement	Municipal Manager / Legal	HDA, DALRRD, DPWI, SOEs, MDHS	Signed land release agreement or MOU	9-18 months
10	Undertake project preparation: survey, zoning, township establishment, EIA, geotechnical assessment, engineering services report and layout planning	Town Planning	Appointed professionals, Infrastructure, Environmental Management, MDHS	Project-ready land package	12-24 months
11	Align land with funding and implementation programme	Human Settlements and Finance	MDHS, HDA, SHRA, NHFC, private	Align land with funding and implementation programme	18-30 months
12	Implement housing or mixed-use development according to approved programme	Implementing Agent	GMM, MDHS, contractors, SHIs, private partners	Serviced sites, housing units, rental units or social facilities	24-60 months
13	Monitor land use, occupation, beneficiary allocation and post-development management	Human Settlements	GIS, Ward Structures, PMS, Legal	Monitoring report and asset update	Ongoing

Table 57: Land Release Implementation Plan

Land Release Motivation Pack

For each priority land parcel, the municipality should prepare a standard motivation pack containing:

1. Property description, erf/farm portion and SG diagram.
2. Ownership and title deed verification.
3. Current zoning and land use.
4. Site size and estimated development yield.
5. Existing occupation status.
6. Informal settlement or land invasion status.
7. Bulk and internal services status.
8. Road and public transport access.

9. Environmental constraints and flood risk.
10. Mining, geotechnical and servitude constraints.
11. Social facility access.
12. Proposed housing programme.
13. Proposed target groups
14. Estimated project cost and funding source.
15. Required approvals.
16. Recommended release mechanism.
17. Implementation timeframe.
18. Risk assessment.
19. Council recommendation.

Release Mechanisms

The municipality should use different land release mechanisms depending on ownership and project purpose:

Land Ownership Type	Preferred Release Mechanism
Municipal land	Council resolution, reservation for housing, long lease, disposal, development agreement or internal allocation
Provincial land	Intergovernmental release request through MDHS, provincial custodian department and HDA support
National government land	Request through DPWI/DALRRD with HDA technical support and Council motivation
SOE land	MOU or land availability agreement with Eskom, Transnet or other SOE landholder
Mining company land	Land donation, rehabilitation agreement, development partnership, lease or land availability agreement after risk screening
Private land	Acquisition, land swap, negotiated development agreement or inclusionary housing arrangement
Abandoned/unclear land	Deeds investigation, legal process, ownership tracing and municipal recovery where legally possible

Table 58: Land Ownership type and Release Mechanisms

Land Suitability Scorecard

Each land parcel should be scored before being included in the implementation pipeline.

Criteria	Score / Assessment
Located within or adjacent to existing settlement	High / Medium / Low
Close to employment nodes	High / Medium / Low
Close to public transport routes	High / Medium / Low
Close to schools, clinics and social facilities	High / Medium / Low
Bulk water capacity available or fundable	Yes / No / Conditional
Sewer capacity available or fundable	Yes / No / Conditional
Electricity capacity available or fundable	Yes / No / Conditional
Road and stormwater access feasible	Yes / No / Conditional
Zoning supports residential development or can be amended	Yes / No / Conditional

Environmental constraints manageable	Yes / No / Conditional
Mining/geotechnical risk acceptable	Yes / No / Conditional
Ownership clear	Yes / No / Conditional
Land invasion risk manageable	Yes / No / Conditional
Development yield supports project feasibility	High / Medium / Low
Recommended decision	Proceed / Package / Hold / Exclude

Table 59: Proposed Land Suitability Scorecard Criteria

Programme Matching Matrix

Land Type	Recommended Programme
Well-located municipal land with services	Social housing, affordable rental, CRU, First Home Finance, mixed-income housing
Large serviced or serviceable land near growth nodes	IRDP/BNG, serviced sites, mixed-use development
Informally occupied but suitable land	UISP, in-situ upgrading, reblocking, tenure regularisation
Informally occupied but partially constrained land	Partial relocation and partial upgrading
Unsafe, flood-prone or mining-affected land	Relocation, land protection, non-residential use or rehabilitation
Old hostels or worker accommodation land	CRU, worker rental, mixed-income rental
CBD or brownfield land/buildings	Building revitalisation, social housing, affordable rental, mixed-use redevelopment
Rehabilitated mining land	Renewable energy, logistics, open space, industrial reuse or housing only after full clearance

Table 60: Programme Matching Matrix

Institutional Responsibilities

Role Player	Responsibility
Human Settlements Unit	Maintain land release pipeline, match land to housing programmes, coordinate MDHS/HDA support
Town Planning and Land Use Management	Zoning, land use rights, township establishment, SPLUMA compliance and layout planning
GIS Unit	Maintain spatial land register, land invasion layers, ownership layers and project dashboard
Infrastructure Services	Confirm service capacity and infrastructure upgrade requirements
Legal Services	Verify ownership, prepare agreements, review title conditions and manage legal risks
Property/Asset Management	Confirm municipal asset status and manage release/disposal processes
Finance	Align land release with MTREF, project preparation funding and development charges
MDHS	Confirm subsidy programme alignment and provincial support
HDA	Support land assembly, packaging, acquisition and release negotiations
SHRA / SHIs	Support social housing feasibility and institutional rental development
DALRRD / DPWI / SOEs	Support release of state-owned land where applicable

Mining companies / Sasol / Eskom	Support land release, rehabilitation, worker housing and infrastructure partnerships
----------------------------------	--

Table 61: Institutional Responsibilities

Monitoring Indicators

The state land release programme should be monitored through the following indicators:

- Number of land parcels captured in the GMM State Land Inventory.
- Number of land parcels with verified ownership.
- Number of land parcels screened for suitability.
- Number of municipal land parcels reserved or released for human settlements.
- Number of provincial, national or SOE land parcels under release negotiation.
- Number of land release agreements signed.
- Number of parcels packaged for township establishment or development approval.
- Number of land parcels linked to funded housing programmes.
- Number of serviced sites or housing opportunities unlocked through land release.
- Number of land parcels removed from land invasion risk through active development or protection.
- Number of projects included in the IDP, MTREF and HSDG pipeline.
- Number of state land release matters reported quarterly to the Human Settlements Implementation Forum.

Immediate 12-Month Action Plan for Govan Mbeki Municipality

Month	Action
Month 1	Establish State Land Release Task Team and approve terms of reference
Months 1-3	Compile municipal, provincial, national, SOE and mining land inventory
Months 2-4	Verify ownership, title conditions and current land use
Months 3-6	Screen land using suitability scorecard
Months 4-7	Rank land parcels and identify top 10 priority parcels
Months 6-8	Prepare land release motivation packs
Months 8-10	Submit Council item for municipal land and intergovernmental support
Months 9-12	Initiate release negotiations with MDHS, HDA, DALRRD, DPWI, SOEs and mining companies
Month 12	Table first State Land Release Progress Report to the Human Settlements Implementation Forum and Council structures

Table 62: Immediate 12-Month Action Plan for Govan Mbeki Municipality

Strategy 6 Proposed Projects:

1. **Land Release Stream.** Identify and release municipal, provincial, national, SOE and other public land suitable for human settlements, with priority given to land in eMbalenhle, Emzinoni/Bethal, Leandra, Secunda, Evander and Kinross.
2. **Vacant Land and Infill Stream.** Prepare a register of vacant, underused and strategically located parcels within existing urban areas. Prioritise land that can support infill, serviced sites, social housing, rental housing, CRU, gap housing and mixed-use residential development.
3. **Building Revitalisation Stream.** Audit old, vacant, underused and abandoned buildings in Secunda, eMbalenhle, Bethal, Evander, Kinross, Leandra and Trichardt for potential conversion into rental housing, social housing, CRU, transitional accommodation, youth housing, worker accommodation or community facilities.
4. **Prioritise land close to CBDs, transport and social facilities.** Land close to CBDs, public transport routes, municipal facilities, schools, clinics and employment areas should be prioritised over peripheral greenfield land.
5. **Apply a land suitability filter.** No land should be packaged for housing until ownership, zoning, environmental constraints, flood risk, mining risk, servitudes, engineering services, access and geotechnical conditions have been confirmed.
6. **Create a GMM Land and Buildings Release Register.** The register should include erf/farm description, ownership, size, zoning, current use, occupation status, service access, environmental constraints, development potential, recommended housing product and implementation status.

Govan Mbeki Human Settlements Strategy



Strategy 6:

State Land Release, Vacant Land, Infill Development and Building Revitalisation

Unlock land and building opportunities by releasing state land, activating vacant land, promoting infill and revitalising underused buildings.

KEY ACTIONS

1



State land release

Prepare a prioritised release list for municipal, provincial, national and SOE land.

2



Vacant land and infill

Activate serviceable vacant land and prioritise infill development in existing urban areas.

3



Building revitalisation

Convert underused buildings and hostels for rental, social housing, worker housing or community use.

4



Land suitability screening

Screen out flood-prone, unstable, mining-affected and environmentally sensitive land.

EXPECTED OUTCOMES



More developable land



Urban regeneration



Reduced sprawl



Safer land decisions

Figure 66: State Land Release, Vacant Land, Infill Development and Building Revitalisation

6.2.7 Strategy 7: Mining Land, Mine Closure, Climate Resilience and Settlement Safety

The municipality's mining and petrochemical economy has shaped settlement demand, employment patterns and land availability. The HSP must therefore respond to mining land and mine closure risks. Housing investment should avoid unsafe, undermined or environmentally compromised land, and should be aligned with rehabilitation plans, disaster risk management, environmental management and long-term economic transition strategies.

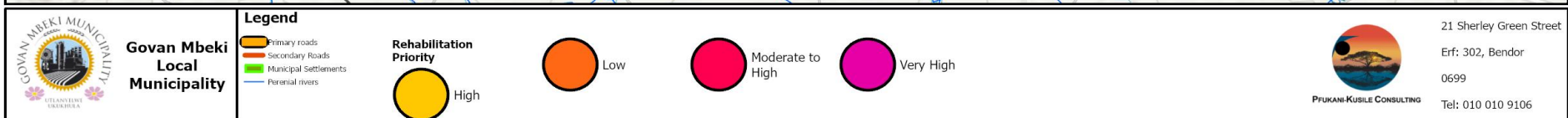
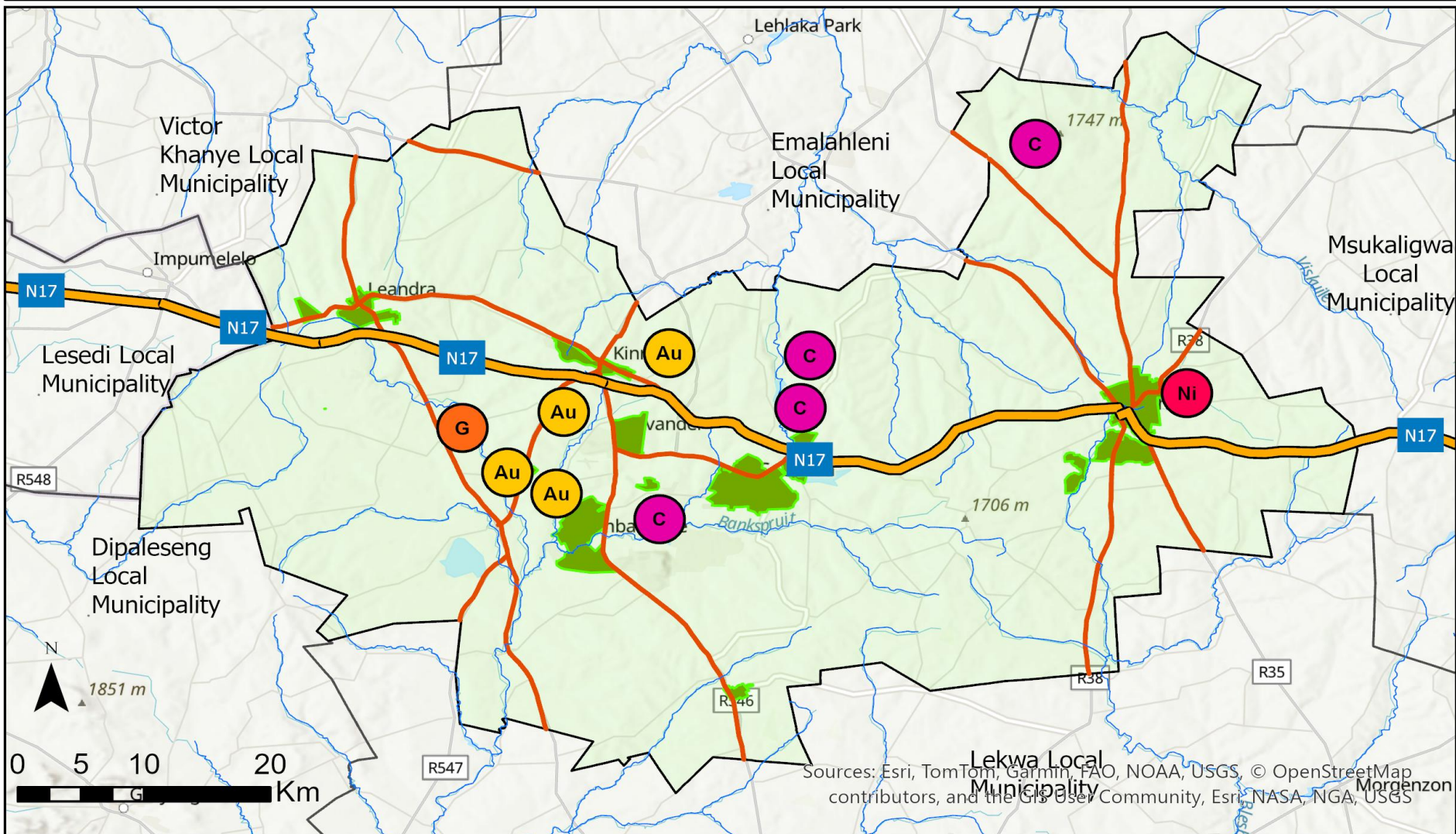
Rehabilitated mining land should not automatically be treated as housing land. Each site must be assessed for geotechnical safety, environmental risk, long-term serviceability and economic suitability. Some mining land may be more appropriate for renewable energy, logistics, industrial redevelopment, open space, rehabilitation buffers or economic transition projects rather than permanent residential settlement.

Climate resilience should be integrated into land selection, informal settlement upgrading, stormwater planning and infrastructure investment. Housing projects should avoid floodplains, poor drainage areas, erosion-prone land, servitudes, hazardous industrial buffers and environmentally sensitive areas. Designs should support stormwater management, emergency access, energy-efficient housing, green infrastructure, heat mitigation and water resilience.

Proposed Projects:

1. **Create a mining-affected land screening protocol.** All land near mining operations, legacy shafts, tailings, exhausted pits or rehabilitation areas should be screened for geotechnical stability, contamination, drainage, undermining, acid mine drainage, dust pollution, servitudes and long-term serviceability.
2. **Do not automatically use rehabilitated mining land for housing.** Rehabilitated mining land should first be assessed for safety and suitability. Some land may be more suitable for renewable energy, open space, logistics, industrial reuse, agriculture, biodiversity restoration or buffer zones.
3. **Engage mining houses on land rehabilitation and housing transition.** The municipality should convene structured engagements with Sasol, mining companies, DMRE, MDHS, HDA and environmental authorities to align mine closure plans with future settlement planning.
4. **Prevent settlement expansion into high-risk mining areas.** GIS monitoring and land invasion prevention must be used to protect mining-affected, unstable and environmentally risky land from new informal settlement occupation.
5. **Integrate climate resilience into project design.** Housing projects should include stormwater planning, flood buffers, erosion protection, green infrastructure, emergency access, heat mitigation, water resilience and energy-efficient design.

MINING COMMODITIES (REHABILITATION AREAS AND PRIORITY)



Map 82: Mining Commodities and Rehabilitation Areas

Govan Mbeki Human Settlements Strategy



Strategy 7: Mining Land, Mine Closure, Climate Resilience and Settlement Safety

Guide housing away from unsafe or compromised land and integrate mine closure, climate resilience and disaster risk into settlement planning.

KEY ACTIONS



1 Mining land assessment

Assess mining-affected land for geotechnical, environmental and long-term serviceability risks.



2 Mine closure response

Align settlement planning with rehabilitation plans, buffers and economic transition opportunities.



3 Climate resilience

Integrate stormwater, energy efficiency, heat mitigation, green infrastructure and water resilience into projects.



4 Settlement safety

Avoid floodplains, hazardous buffers, poor drainage areas and other high-risk land.

EXPECTED OUTCOME



Safer land
decisions



Resilient
settlements



Reduced
environmental
risk



Long-term
sustainability

Figure 67: Strategy 7: Promote Serviced Sites and Incremental Housing

6.2.8 Strategy 8: Migration, Worker Housing and Rental Market Response

Migration and labour mobility are central to the Govan Mbeki housing market. The municipality attracts workers linked to mining, petrochemical, energy, construction, manufacturing, retail and services sectors. Many of these households are not ready for ownership, do not qualify for BNG, or require rental accommodation close to work. The HSP must therefore include a migration and worker housing strategy.

- Expand affordable rental and social housing near Secunda, Evander, eMbalenhle, Bethal and other employment nodes.
- Promote CRU and hostel redevelopment into dignified, self-contained accommodation for single workers, families and transitional households.
- Develop employer-assisted housing agreements with Sasol, Eskom, mining houses and major employers.
- Support safe backyard rental through registration, building guidelines, basic service upgrades and incremental densification standards.
- Use First Home Finance and employer-linked finance education to support gap-market households into ownership.
- Monitor migration patterns through the housing demand database, municipal services records, employer engagement and informal settlement enumeration

A structured Human Settlements Partnership Forum should be established to coordinate public and private investment in housing delivery. Possible partnership models include:

Partnership model	Potential application
Employer-assisted ownership	Deposit support, guarantees, housing allowances or First Home Finance assistance.
Worker rental accommodation	Affordable rental housing for contract, shift and mobile workers.
Land and infrastructure partnerships	Municipal land or planning support combined with private infrastructure or development finance.
Social housing partnerships	Development and management of affordable rental housing by accredited institutions.
Community development partnerships	Corporate investment in settlement upgrading, sanitation, lighting, facilities and public spaces.

Table 63: Proposed partnership model

Potential partners include Sasol, Eskom, mining companies, the HDA, SHRA, NHFC, banks, private developers and social housing institutions.



Figure 68: Houses handed over from Sasol in eMbalenhle, Secunda and Sasolburg

MIGRATION PATTERN

Victor Khanye Local Municipality

Emalahleni Local Municipality

Msukaligwa Local Municipality

Lekwa Local Municipality

Dipaleseng Local Municipality

Leasedi Local Municipality

1747 m

R547

R546

R38

R35

N17

Evander

Secunda

Emalahleni

Kimberley

1747 m

ECONOMIC FOCUS

- Agriculture
- Business and Commercial
- Manufacturing
- Mineral
- Mining
- Power Generation
- Tourism Node
- Training and Education

Map sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community, Esri, CGIAR

Legend

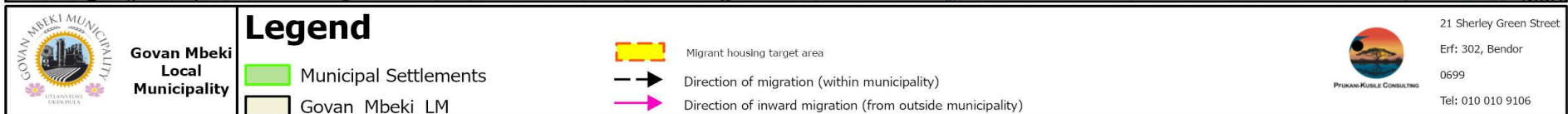
Projection

- No Change
- Extreme
- High
- Land_Invasions
- Govan Mbeki LM
- Direction of migration (within municipality)
- Direction of inward migration (from outside municipality)
- Higher concentration

Govan Mbeki Local Municipality

21 Sherley Green Street
Erf: 302, Bendor
0699
Tel: 010 010 9106

Map 83: Migration Patterns



REVIEW OF HOUSING SECTOR PLAN & REVIEW OF INFORMAL SETTLEMENTS REGISTER

Proposed Projects:

1. **Develop a municipal migration and worker housing profile.** The municipality should track migration, worker mobility, informal rental demand, backyard rental, hostel occupation, employer accommodation needs and pressure areas around Secunda, eMbalenhle, Evander, Kinross and Bethal.
2. **Establish employer-assisted housing agreements.** The municipality should negotiate housing support agreements with Sasol, Eskom, mining companies and major employers, including land contribution, infrastructure co-funding, rental housing, deposit support, First Home Finance education and worker accommodation.
3. **Redevelop hostels and older worker accommodation.** Hostels, especially in eMbalenhle, should be assessed for conversion into CRU or other dignified rental housing products.
4. **Expand affordable rental stock near employment nodes.** Affordable rental and social housing should be promoted in Secunda, Evander, eMbalenhle, Bethal and Kinross, where labour mobility and income diversity are strongest.
5. **Regulate and support backyard rental.** Backyard rental should be brought into the formal housing strategy through registration, safety guidance, service planning, waste management, sanitation support and incremental densification.
6. **Use rental housing to reduce informal settlement pressure.** Rental housing should be targeted at households that are currently entering informal settlements because formal ownership or bonded housing is unaffordable or unsuitable.

Govan Mbeki Human Settlements Strategy

Strategy 8: Migration, Worker Housing and Rental Market Response



Respond to labour mobility and worker demand by expanding rental, CRU, hostel redevelopment and employer-supported housing close to employment nodes.

Key Actions

1



Affordable rental expansion

Scale up affordable rental and social housing near Secunda, Evander, eMbalenhle and Bethal.

2



CRU and hostel redevelopment

Upgrade and formalise CRUs and hostels into decent, self-contained accommodation.

3



Employer-assisted housing

Partner with Sasol, Eskom, mines and other employers to support worker housing delivery.

4



Backyard rental support

Support safe serviced backyard rental and incremental densification near jobs.

EXPECTED OUTCOMES



Broader rental supply



Support for mobile workers



Better access to jobs



Improved housing flexibility

Figure 69: Strategy 8: Migration, Worker Housing and Rental Market Response

6.2.9 Strategy 9: Institutional Capacity, Governance and Intergovernmental Coordination

The success of the HSP depends on the municipality's ability to coordinate land, infrastructure, housing finance, social facilities, environmental assessment, community participation and beneficiary management. An institutional strategy is therefore required to move the plan from policy language into implementation machinery.

Role Player	Institutional Strategy
Human Settlements Unit	Maintain the HSP pipeline, MISR, housing register interface, beneficiary support and programme coordination.
Town Planning and Land Use Management	Lead land use rights, SPLUMA applications, township establishment, densification areas, land suitability and urban edge alignment.
Infrastructure Services	Confirm water, sanitation, roads, electricity, stormwater and waste capacity before project approval.
GIS and Information Management	Maintain spatial layers for informal settlements, land ownership, land invasions, housing projects, risk areas and service capacity.
Legal Services and Public Safety	Support land protection, lawful response to unlawful occupation, contracts, servitudes and risk management.
IDP, Budget and PMS	Integrate priority projects into the IDP, SDBIP, MTREF and performance indicators.
MDHS, HDA, SHRA, NHFC and sector departments	Support subsidies, land release, social housing, finance, technical packaging and social amenities.
Private sector and employers	Co-fund infrastructure, rental stock, worker housing, gap housing and mixed-income development.

Table 64: Role player and institutional strategy

A Human Settlements Project Steering Committee should be retained beyond plan preparation and used as an implementation forum. It should meet quarterly to review project readiness, land release, infrastructure commitments, subsidy approvals, community engagement, risk issues and funding mobilisation.

Proposed Projects:

- 1. Create a Human Settlements Implementation Forum.** This forum should include Human Settlements, Town Planning, Infrastructure Services, GIS, Legal Services, IDP/Budget, PMS, Environmental Management, Disaster Management, MDHS, HDA, SHRA, NHFC, GSDM and key private partners.
- 2. Assign project owners for every priority project.** Each project must have a municipal project owner responsible for readiness tracking, land status, funding status, beneficiary verification, infrastructure coordination and monthly reporting.
- 3. Establish a project readiness dashboard.** The dashboard should track land, approvals, infrastructure, funding, social amenities, beneficiary verification, risks and implementation milestones.
- 4. Create a standing land release and building revitalisation task team.** This task team should manage the land release list, vacant land register, building audit, HDA engagements, Deeds searches, Council reports and implementation packaging.

Govan Mbeki Human Settlements Strategy



Strategy 9: Institutional Capacity, Governance and Intergovernmental Coordination

Strengthen institutional roles, project steering, intergovernmental alignment and accountability so the HSP can move from strategy to delivery.

KEY ACTIONS

1



Project steering and coordination

Retain a human settlements steering committee with clear mandates, reporting and review cycles.

2



Municipal role clarity

Define responsibilities across Human Settlements, Planning, Infrastructure, GIS, Legal and Budget units.

3



Intergovernmental coordination

Strengthen coordination with MDHS, HDA, SHRA, NHFC and sector departments.

4



Monitoring and accountability

Use performance dashboards, implementation reviews and clear accountability arrangements.

EXPECTED OUTCOMES



Improved implementation readiness



Better coordination



Transparent governance



Stronger delivery management

Figure 70: Strategy 9: Institutional Capacity, Governance and Intergovernmental Coordination

6.2.10 Strategy 10: Funding, PPPs and Investment Packaging

Funding must be packaged around prioritised, ready and spatially targeted projects. The HSDG should be used together with municipal capital budgets, provincial infrastructure allocations, development charges, HDA support, SHRA investment, NHFC/First Home Finance partnerships, employer contributions and private-sector finance.

The municipality should not rely only on subsidy funding. Mixed-income and rental developments should use cross-subsidisation where market or gap units help support affordable and subsidised components. Development charges should be ring-fenced or transparently linked to infrastructure that unlocks housing projects, especially in priority nodes.

Funding Source	Application
HSDG and provincial subsidies	BNG/IRDP, UISP, serviced sites, emergency housing and approved subsidy-linked programmes.
Municipal capital budget and MTREF	Bulk and internal services, project preparation, land management, public facilities and land protection.
Development charges	Infrastructure upgrades required for mixed-use, infill, rental and private-linked housing projects.
PPP and employer finance	Worker housing, social/rental housing, gap housing, infrastructure co-funding and land contribution.
SHRA and social housing institutions	Medium-density, well-located affordable rental in restructuring zones and priority nodes.
NHFC/First Home Finance and banks	Gap-market ownership, employer-linked affordability support and beneficiary education.

Table 65: Funding source and proposed application

Proposed Projects:

1. Prepare funding packs for each priority project.

Each project package should include land status, ownership, yield, housing product mix, infrastructure requirements, funding gap, programme alignment, implementation agency and project readiness score.

2. Use blended finance by project type.

UISP should use HSDG and municipal service funding. IRDP/BNG should use HSDG and provincial allocations. Social housing should use SHRA and institutional investment. Gap housing should use First Home Finance and private finance. Worker housing should use employer-assisted funding and PPPs.

3. Ring-fence development charges for infrastructure unlocking housing.

Development charges should be transparently linked to bulk infrastructure upgrades in priority housing and mixed-use areas.

4. Create PPP models for employer-linked housing.

PPPs should be used for rental housing, mixed-income housing, serviced land, bulk infrastructure co-funding, hostel redevelopment, social housing and worker accommodation.

Govan Mbeki Human Settlements Strategy

Strategy 10: Funding, PPPs and Investment Packaging



Package funding around prioritised projects by combining HSDG, municipal budgets, development charges, PPPs, employer finance and housing finance instruments.

KEY ACTIONS

1



HSDG and municipal budgets

Align HSDG, municipal capital budgets and sector allocations around priority project pipelines.

2



Development charges

Use development charges and infrastructure contributions to unlock housing-supporting services.

3



PPP and employer finance

Leverage PPPs and employer-supported investment for worker, rental and mixed-income housing.

4



Social and gap housing finance

Mobilise blended finance for social housing, rental housing and First Home Finance opportunities.

EXPECTED OUTCOME



More feasible projects



Reduced fiscal pressure



Improved investment leverage



Stronger project packaging

Figure 71: Strategy 10: Funding, PPPs and Investment Packaging

6.2.11 Strategy 11: Social Amenities, Transport and Economic Integration

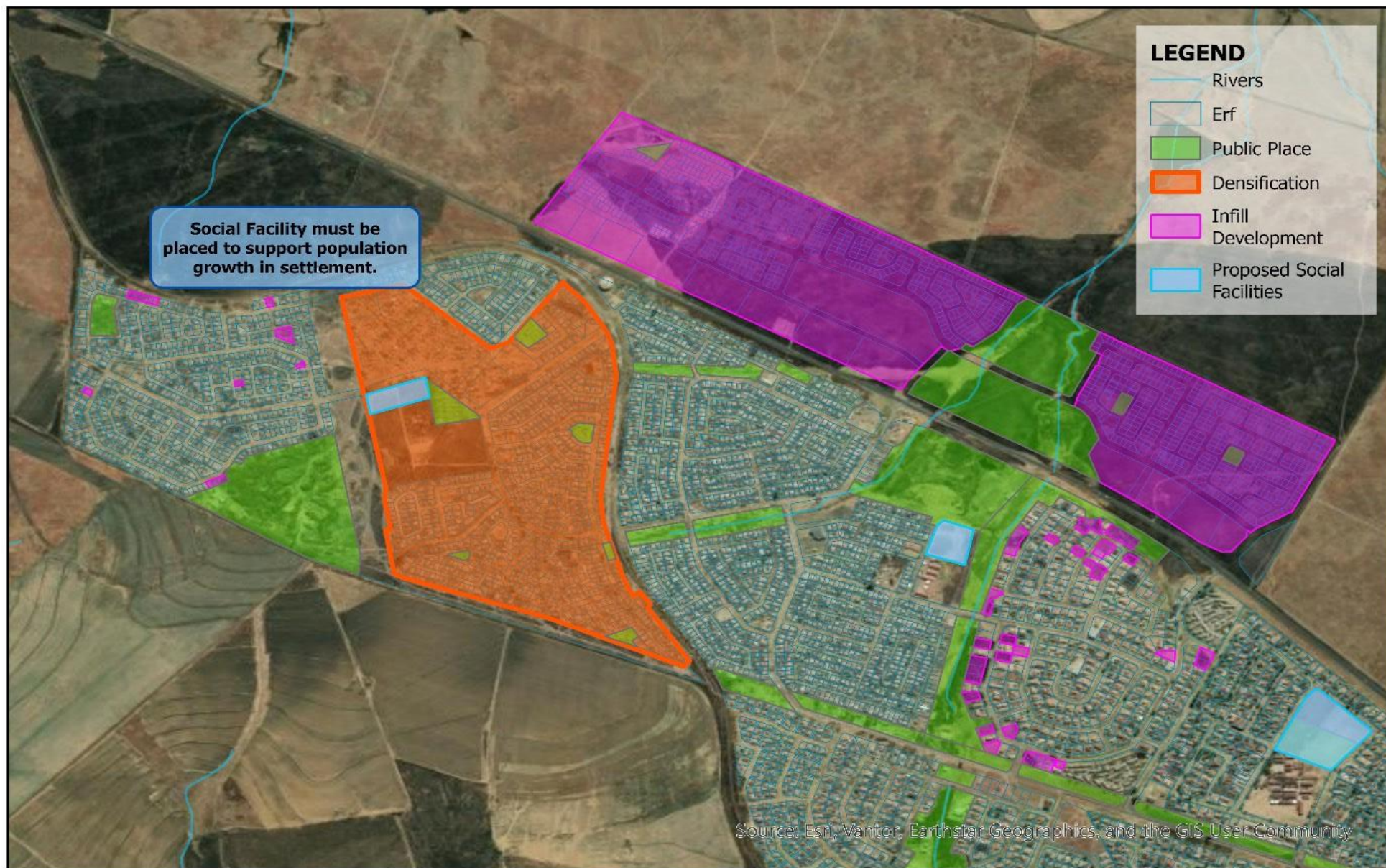
Human settlements projects must include the social, transport and economic infrastructure required to create functional settlements. The project pipeline should therefore identify the need for schools, clinics, libraries, community halls, parks, sport facilities, police visibility, fire and emergency access, cemeteries, public transport facilities, pedestrian routes, informal trading spaces and local economic opportunities.

Social amenities should be prioritised in areas where housing delivery, informal settlement upgrading and population growth will place additional pressure on existing facilities. eMbalenhle, Bethal/Emzinoni, Secunda and high-growth areas should be assessed through a social facilities checklist before major project approval. Housing projects should also support local job creation through construction, maintenance, small contractor opportunities, EPWP/CWP linkages, township economy support and proximity to employment nodes.

Proposed Projects:

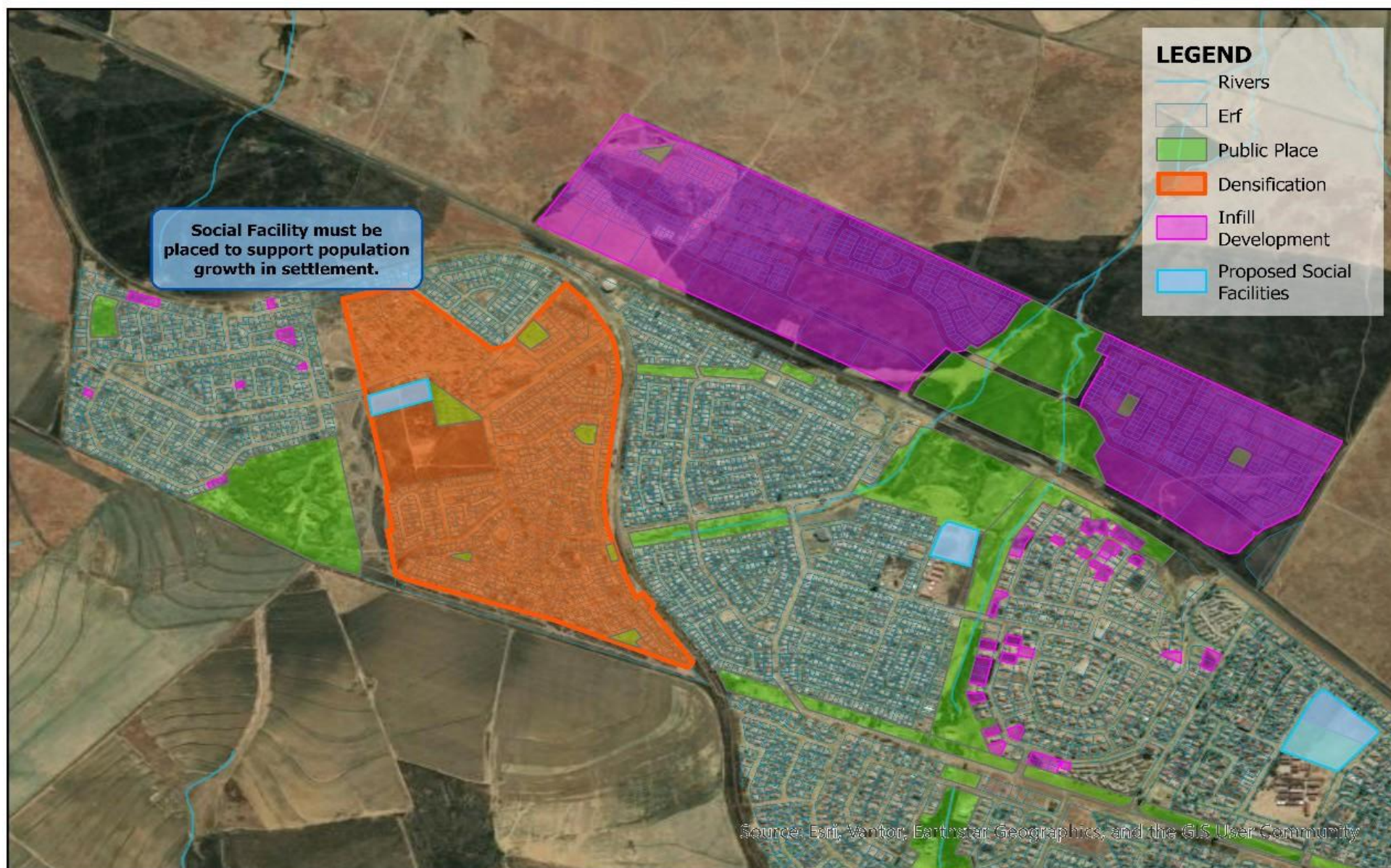
1. **Introduce a social facility checklist before project approval.** Each project should be assessed for access to schools, clinics, libraries, community halls, parks, sport facilities, cemeteries, police visibility, fire services and emergency access.
2. **Prioritise social amenities in high-growth areas.** eMbalenhle, Bethal/Emzinoni, Secunda, Leandra, Kinross and other growth areas should receive priority social facility planning where housing delivery will increase population pressure.
3. **Link housing with public transport.** Projects should be located near existing taxi routes, bus stops, major roads and pedestrian routes. Where this is not possible, transport facilities must be planned as part of the housing package.
4. **Support local economic activity inside new settlements.** Layouts should provide for informal trading areas, small business sites, local contractor opportunities, home-based enterprise areas and mixed-use activity edges.
5. **Use EPWP and CWP for settlement upgrading.** Labour-intensive components such as cleaning, site preparation, public space upgrading, waste management, minor stormwater works and maintenance should create local jobs.
6. **Integrate safety and emergency planning.** Housing layouts must provide for street lighting, emergency vehicle access, fire breaks where needed, visible public spaces and safe pedestrian movement.

SOCIAL AMENITY PROVISION - KINROSS (NORTH WEST)



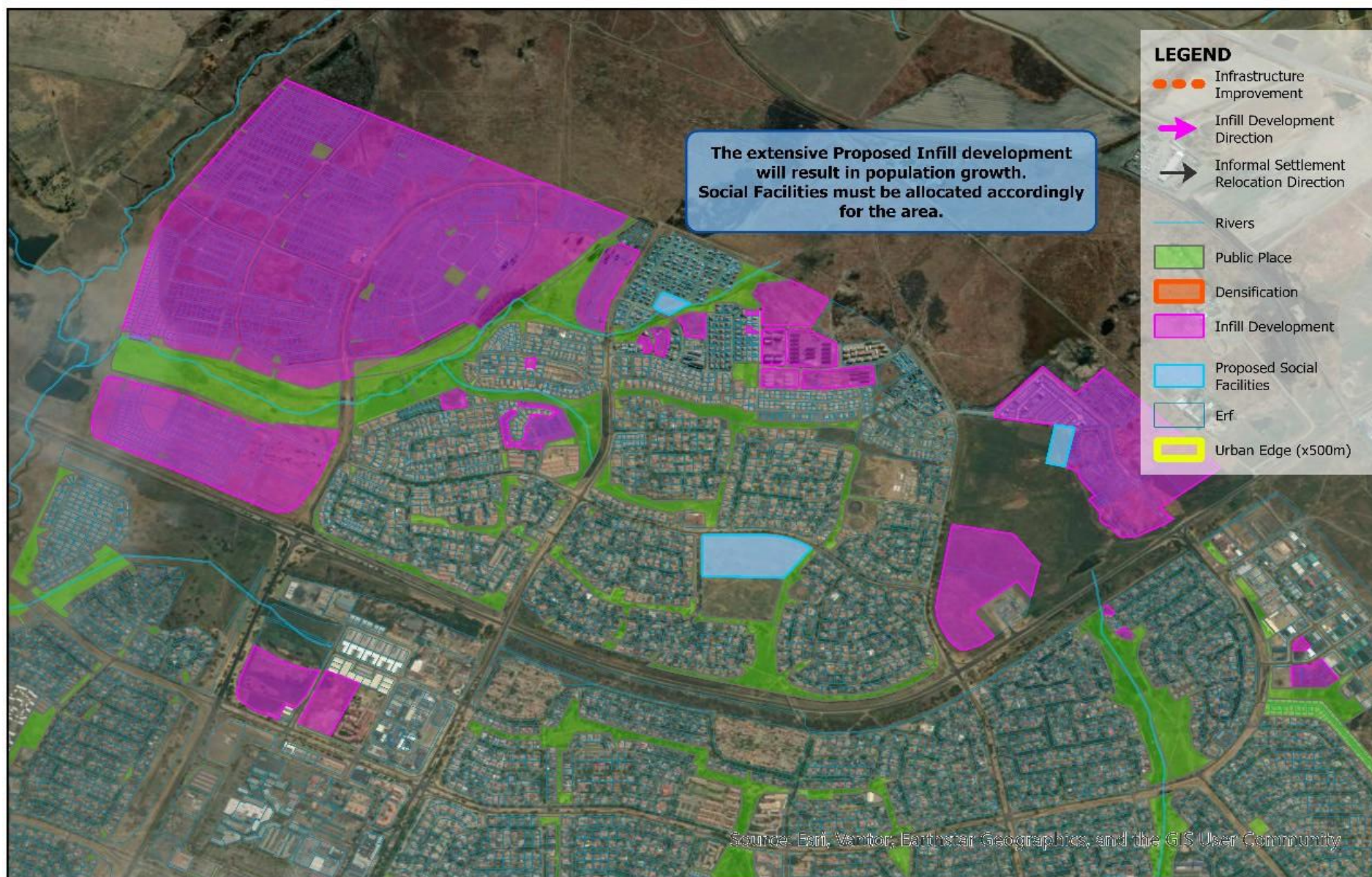
Map 85: Social Amenity Provision for areas where development and Population growth will take place.

SOCIAL AMENITY PROVISION - KINROSS (NORTH WEST)



Map 86: Social Amenity Provision for areas where development and Population growth will take place.

SOCIAL AMENITY PROVISION - SECUNDA (NORTH)



Map 87: Social Amenity Provision for areas where development and Population growth will take place.

Govan Mbeki Human Settlements Strategy



Strategy 11: Social Amenities, Transport and Economic Integration

Human settlements projects must include the social, transport and economic infrastructure required to create functional settlements.

Priority growth areas such as eMbalenhle, Bethal/Emzinoni and Secunda should be assessed for social facility pressure before project approval.

KEY ACTIONS

1



Schools and clinics

Coordinate schools, clinics, libraries and other essential social services in priority housing areas.

2



Public transport and access

Ensure public transport facilities, pedestrian routes and safe access are integrated into settlement planning.

3



Community facilities and safety

Plan for community halls, parks, sport facilities, police visibility, emergency access and public spaces.

4



Local economic opportunity

Support informal trading spaces, small contractors, EPWP/ CWP linkages and proximity to employment nodes.

EXPECTED OUTCOMES



Better access to services



Functional settlements



Safer communities



Stronger local economies

Figure 72: Strategy 11: Social Amenities, Transport and Economic Integration

6.2.12 Strategy 12: Housing Register Maintenance, Beneficiary Management and Demand Verification

The housing register and MISR must be maintained as active planning and allocation tools. Demand verification is essential because outdated or duplicated records can distort project prioritisation, beneficiary allocation and subsidy planning. A clear register maintenance system will also assist the municipality in reducing opportunistic land occupation and improving public trust.

- Update the housing demand database and MISR at least quarterly, with annual municipal-wide verification.
- Integrate the housing register with NHNR, GIS, informal settlement enumeration, land-use records and project pipeline data.
- Record household location, income, employment status, vulnerability, tenure need, preferred housing typology and prior subsidy status.
- Apply transparent beneficiary prioritisation for informal settlement residents, vulnerable groups, low-income households, persons with disabilities, elderly households, female-headed households and households affected by relocation or disaster.
- Use ward-based communication to explain project sequencing, eligibility, waiting list status and relocation/upgrading decisions.
- Maintain audit trails to prevent duplication, corruption risk, opportunistic occupation and allocation disputes.

Proposed Projects:

1. **Update the housing demand database and MISR quarterly.** Quarterly updates should include new applications, removals, duplicate checks, deaths, migration, vulnerability status, settlement location and project-linked eligibility.
2. **Conduct annual municipal-wide verification.** A municipal-wide verification process should be undertaken annually, with priority given to eMbalenhle, Bethal/Emzinoni, Secunda, Kinross, Evander and Leandra.
3. **Use ward-based communication.** Ward committees, councillors and community structures should assist with explaining eligibility, waiting list status, project sequencing, relocation decisions and upgrading timeframes.
4. **Protect the register from manipulation.** The municipality should maintain audit trails, digital records, signed verification forms, duplicate checks and clear authorisation procedures.

Govan Mbeki Human Settlements Strategy



Strategy 12: Housing Register Maintenance, Beneficiary Management and Demand Verification

The housing register and MISR must be maintained as active planning and allocation tools.

Accurate, updated and transparent demand records improve project sequencing, beneficiary allocation and public trust.

KEY ACTIONS

1



Quarterly register updates

Update the housing demand database and MISR quarterly, with annual municipality-wide verification.

2



MISR and GIS integration

Integrate the register with NHNR, GIS, informal settlement enumeration, land-use records and project pipeline data.

3



Beneficiary prioritisation

Apply transparent criteria for vulnerable groups, informal settlement residents, low-income households and relocation-affected households.

4



Audit trails and communication

Maintain audit trails, prevent duplication, and use ward-based communication to explain sequencing, eligibility and waiting-list status.

EXPECTED OUTCOMES



Updated demand records



Better beneficiary targeting



Transparent allocation



Reduced disputes and duplication

Figure 73: Strategy 12: Housing Register Maintenance, Beneficiary Management and Demand Verification

6.3 Consolidated Strategy Alignment with HSP Objectives

HSP Objective	Aligned Strategies
Objective 1: Spatial integration	Spatial targeting; urban edge management; infill and densification; social amenities and transport integration.
Objective 2: Infrastructure-led delivery	Infrastructure readiness filter; HSDG and bulk service alignment; project phasing; water, sanitation, roads, electricity and stormwater upgrades.
Objective 3: eMbalenhle and informal settlements	eMbalenhle priority intervention; UISP; MISR; land protection; tenure pathways; emergency and transitional housing.
Objective 4: Differentiated supply	BNG/IRDP; UISP; First Home Finance; social housing; CRU; rental; serviced sites; incremental housing; emergency housing.
Objective 5: Land and buildings	State land release; vacant land; infill; densification; building revitalisation; mining land strategy; land suitability screening.
Objective 6: Institutional capacity	Project steering committee; register maintenance; GIS; funding packaging; partnerships; interdepartmental implementation arrangements.

Table 66: Consolidated Strategy Alignment with HSP Objectives

Consolidated Strategy Alignment with HSP Objectives

Govan Mbeki Municipality | Housing Sector Plan | Section 6: Human Settlements Strategy

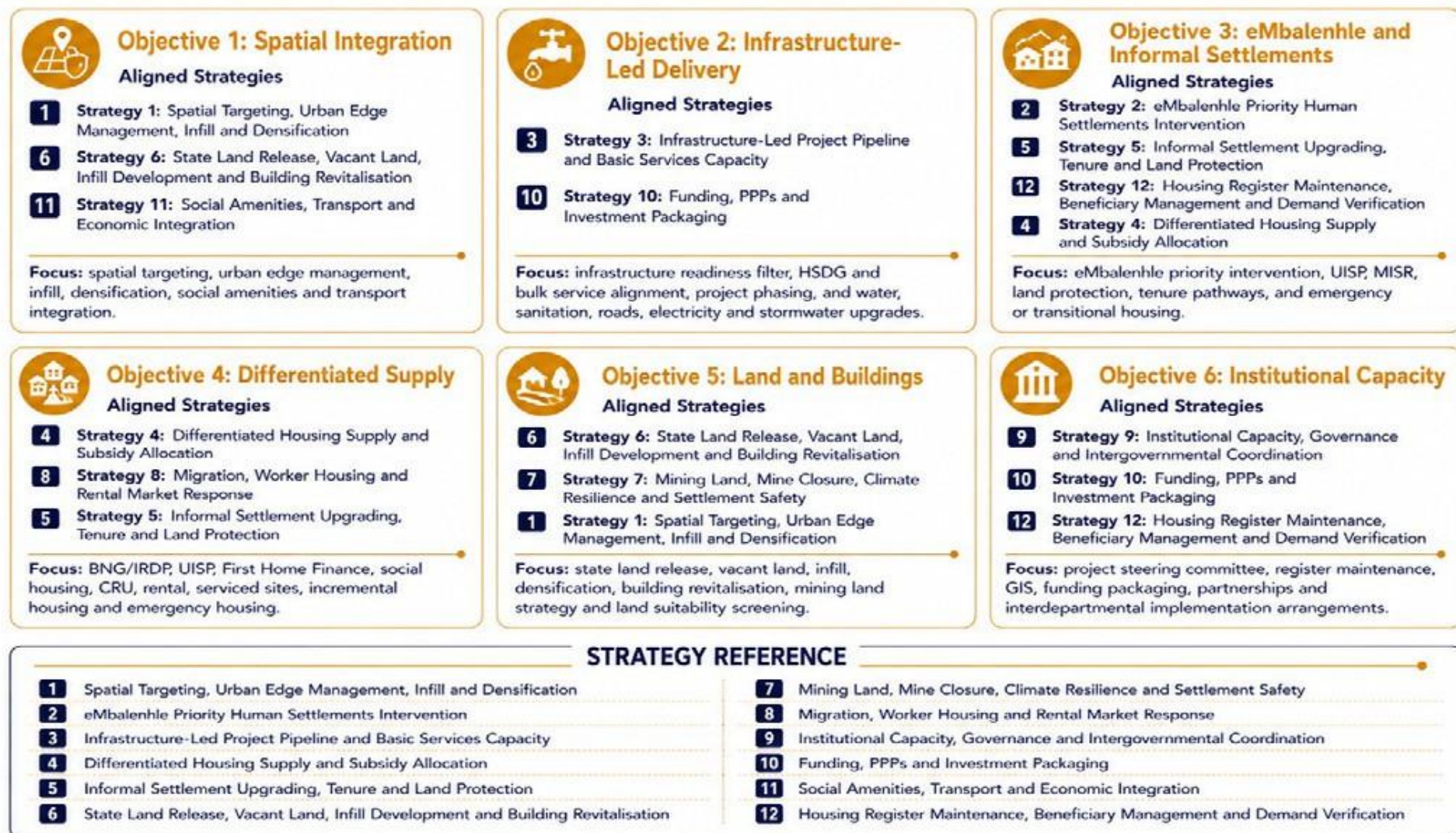


Figure 74: Consolidated Strategy Alignment with HSP Objectives

6.4 Concluding Strategic Direction

The Human Settlements Strategy for Govan Mbeki Local Municipality recognises that the municipality's housing challenge is not limited to the delivery of housing units. It is shaped by a wider system of land availability, infrastructure capacity, affordability, migration, labour demand, informal settlement growth, environmental risk and institutional coordination. The municipality's industrial, mining and petrochemical economy continues to attract workers and households seeking access to employment, particularly around Secunda, eMbalenhle, Evander, Bethal/Emzinoni and other economic nodes. At the same time, the growth of informal settlements reflects the widening gap between economic opportunity and the availability of well-located, affordable, serviced and legally secure housing options.

The strategic direction is therefore to shift from a reactive housing delivery model towards a diversified, infrastructure-led and evidence-based human settlements approach. This requires the municipality to prioritise areas of highest need and greatest strategic importance, particularly eMbalenhle, while ensuring that future projects are guided by infrastructure readiness, land suitability, verified demand, settlement categorisation and alignment with the IDP and SDF. Housing delivery must be phased in a manner that first unlocks land, bulk services, internal infrastructure and project readiness before committing to top structures.

The strategy promotes a balanced package of housing responses, including informal settlement upgrading, BNG and IRDP housing, serviced sites, incremental housing, First Home Finance, affordable rental, social housing, CRU redevelopment, emergency and transitional housing, employer-assisted housing and public-private partnerships. These interventions are intended to respond to different household circumstances, income levels, tenure needs and labour mobility patterns across the municipality, rather than relying on a single subsidy-based solution.

In addition, the strategy places strong emphasis on proactive land and institutional management. This includes state land release, vacant land packaging, infill development, building revitalisation, mining land assessment, climate-risk screening, housing register maintenance, beneficiary verification, and the continuous updating of the Municipal Informal Settlements Register. These mechanisms will strengthen the municipality's ability to protect development-ready land, manage informal settlement growth, reduce land invasion pressure and improve transparency in housing allocation.

Going forward, implementation must be driven by a phased project pipeline, clear institutional roles, intergovernmental coordination, infrastructure commitments, funding mobilisation and regular monitoring. This will enable Govan Mbeki Local Municipality to move towards an integrated, inclusive, serviceable and economically connected human settlements system that responds to immediate settlement pressures while laying the foundation for sustainable long-term urban growth.

7. IMPLEMENTATION PLAN

7.1 Implementation Logic

The implementation plan translates the strategy into a phased pipeline of priority projects and actions. It is structured to meet the requirement that priority projects be defined, quantified, prioritised and incorporated into short-term, medium-term and long-term implementation schedules. It also identifies the major activities, implementing agencies, subsidy programmes, target groups, budget implications, funding sources and indicators required to activate the projects.

The project pipeline should be reviewed annually through the IDP and MTREF process. Projects should move from planning to implementation only when minimum readiness criteria have been met, including land availability, planning approvals, infrastructure capacity, environmental and geotechnical clearance, beneficiary verification, funding confirmation and institutional accountability.

7.2 Delivery Phasing Model

The delivery phasing model provides a structured approach for moving priority human settlements projects from planning to implementation. It recognises that housing delivery should not proceed directly to construction without first confirming land availability, planning approvals, infrastructure capacity, funding commitments, beneficiary verification and institutional readiness. The model therefore sequences implementation into clear phases, beginning with pipeline confirmation and project preparation, followed by land release, bulk infrastructure, internal servicing, housing construction and settlement integration.

This phased approach will assist the municipality in prioritising projects that are ready for implementation while ensuring that constrained projects are properly prepared before capital investment is committed. It also supports better alignment between the HSP, IDP, MTREF, infrastructure planning, subsidy programmes and intergovernmental funding processes. By applying this model, Govan Mbeki Local Municipality can reduce delivery risks, improve project sequencing and ensure that housing projects result in functional, serviced and integrated human settlements rather than isolated housing units.

Phase	Indicative Timing	Focus	Key Output
Phase 0	0-1 year	Planning and pipeline confirmation	Updated HSP pipeline, MISR, land audit, infrastructure readiness screening and project prioritisation.
Phase 1	1-2 years	Approvals and land release	Land release agreements, township establishment, EIAs, geotechnical studies, SPLUMA approvals and beneficiary verification.
Phase 2	2-4 years	Bulk infrastructure	Water, sanitation, electricity, roads, stormwater and waste upgrades that unlock housing projects.
Phase 3	3-5 years	Internal servicing	Serviced sites, access roads, basic services, reblocking and incremental upgrading.
Phase 4	3-5+ years	Housing construction	BNG/IRDP units, social housing, CRU, rental units, gap housing and serviced-site consolidation.
Phase 5	3-5+ years	Settlement integration	Social amenities, public transport, local economic facilities, open space, safety and long-term operations.

Table 67: Delivery phasing model

7.3 Priority Project Portfolio

The priority project portfolio translates the Human Settlements Strategy into a specific, project-based implementation pipeline for Govan Mbeki Municipality. The portfolio is informed by the existing formalisation pipeline, township establishment status, infrastructure constraints, housing demand, informal settlement pressure, and spatial priorities identified in the HSP and IDP.

The table below should replace the previous consolidated project package table. It identifies specific projects to be prioritised over the short, medium and long term, and sets out the programme instrument, indicative yield, current constraint, priority activation actions and the reason for prioritisation. The stated yields should be treated as planning figures and must be confirmed through township establishment, General Plan approval, beneficiary verification, MISR updating, infrastructure feasibility assessments and funding confirmation.

1.1.1 7.3 Priority Project Portfolio

The priority project portfolio translates the Human Settlements Strategy into a specific, project-based implementation pipeline for Govan Mbeki Municipality. The portfolio is informed by the existing formalisation pipeline, township establishment status, infrastructure constraints, housing demand, informal settlement pressure, and spatial priorities identified in the HSP and IDP.

The table below should replace the previous consolidated project package table. It identifies specific projects to be prioritised over the short, medium and long term, and sets out the programme instrument, indicative yield, current constraint, priority activation actions and the reason for prioritisation. The stated yields should be treated as planning figures and must be confirmed through township establishment, General Plan approval, beneficiary verification, MISR updating, infrastructure feasibility assessments and funding confirmation.

Priority	Specific Project	Spatial Location / Ward	Programme / Instrument	Indicative Yield / Target	Current Status / Constraint	Priority Activation	Timeframe	Reason for Priority
1	eMbalenhle Ext 31 Formalisation and Upgrading Project	eMbalenhle priority area	UISP, IRDP/BNG, serviced sites, incremental upgrading	619 erven	Environmental approval and services required	Finalise environmental approval; confirm water, sewer, roads, stormwater and electricity capacity; update beneficiary list; package for HSDG and municipal infrastructure alignment; prevent	Short term: 0-5 years	High informal settlement pressure, strategic location near Secunda economic core, and urgent need to formalise existing

						further land invasion around project area.		settlement demand.
2	eMbalenhle Area-Based Informal Settlement Upgrading Programme	eMbalenhle informal settlement areas, including Ext 8 hostels, Ext 22, Ext 25 and Brendan Village interface areas where applicable	UISP, CRU, social/rental housing, emergency housing, serviced sites	To be confirmed through MISR and enumeration	Informal growth, land invasion risk, service pressure and tenure insecurity	Undertake household enumeration; categorise settlements for in-situ upgrading, reblocking, partial relocation or relocation; prepare an area-based upgrading plan; assess Ext 8 hostels for CRU/worker housing; establish land protection monitoring.	Short term: 0-5 years	eMbalenhle is the municipality's highest pressure settlement area and requires a dedicated, multi-programme intervention rather than isolated project delivery.
3	eMzinoni Ext 13 Formalisation Project	Bethal/eMzinoni, Ward 26	IRDP/BNG, UISP, serviced sites	2,686 erven	Services required; township establishment approved	Confirm engineering services design; align internal services with bulk water and sewer capacity; verify beneficiaries; move to serviced-site implementation once infrastructure is confirmed.	Short term: 0-5 years	Largest ready-linked formalisation project in the Bethal/eMzinoni cluster and important for reducing informal settlement pressure.
4	eMzinoni Ext 14 Formalisation Project	Bethal/eMzinoni, Ward 26	IRDP/BNG, UISP, serviced sites	2,987 erven	Services required; township establishment in process / public participation	Complete township establishment process; finalise public participation; confirm service designs; cost bulk and internal services; prepare funding submission.	Short to medium term: 0-10 years	Largest single project yield in the formalisation pipeline and central to the Greater eMzinoni housing response.
5	eMzinoni Ext 15 Formalisation Project	Bethal/eMzinoni / Bethal farm interface, Ward 15	IRDP/BNG, UISP, serviced sites	1,001 erven	Bulk services and site clearance required; township establishment in process	Finalise site clearance; resolve bulk service requirements; complete planning approvals; verify affected households; align with COGHSTA/MDHS funding pipeline.	Short to medium term: 0-10 years	Required to unlock the broader Bethal/eMzinoni formalisation programme and address service-constrained settlement growth.

6	eMzinoni Ext 16 Project Preparation Area	Greater eMzinoni, Ward 23	IRDP/BNG, serviced sites, project preparation	Yield to be confirmed	No design; site clearance and services required	Appoint planning and engineering team; confirm land status; prepare layout/design; complete feasibility assessment; determine yield; include in future funding pipeline once project readiness improves.	Medium term: 5-10 years	Important future phase of the Greater eMzinoni pipeline, but requires project preparation before implementation.
7	eMzinoni Ext 17 Formalisation Project	Greater eMzinoni, Ward 23	IRDP/BNG, UISP, serviced sites	585 erven	Services and site clearance required	Undertake site clearance; finalise services planning; confirm beneficiary demand; prepare township establishment and implementation documentation.	Medium term: 5-10 years	Supports continued formalisation in eMzinoni and provides a manageable phase for serviced-site delivery.
8	eMzinoni Ext 18 Formalisation Project	Bethal/eMzinoni priority area	IRDP/BNG, UISP, serviced sites	907 erven	Services and site clearance required	Confirm land readiness; undertake environmental and engineering assessments; finalise beneficiary verification; package as part of Greater eMzinoni serviced-site pipeline.	Medium term: 5-10 years	Completes the Ext 13-18 formalisation cluster and supports integrated development around Bethal/eMzinoni.
9	Secunda Ext 75 Integrated Residential Development	Secunda Ext 75, Ward 18, Portion of Portion 66 of the Farm Driefontein 137-IS	IRDP, mixed-income housing, First Home Finance, social/rental, serviced sites	1,370 erven	Standard of services not finalised; service installation slow	Confirm service standards; accelerate service installation; align with restructuring zone objectives; assess mixed-income and rental components; package for infrastructure and housing funding.	Short to medium term: 0-10 years	Strategic economic-node project that can support mixed-income housing close to employment opportunities.
10	Secunda Ext 76 Integrated Residential Development	Secunda Ext 76, Ward 5, portions of Driefontein 137-IS	IRDP, First Home Finance, social/rental,	1,261 erven	Township approved; awaiting General Plans; land	Finalise General Plan approval; resolve land acquisition requirements; confirm	Short to medium term: 0-10 years	Critical project within the Secunda economic hub

			mixed-income housing		acquisition matter linked to Portion 21 Driefontein 137-IS	services; prepare beneficiary and housing product allocation plan; explore gap and rental components.		and suitable for differentiated housing supply.
11	Kinross Ext 33 Integrated Residential Development	Kinross Ext 33, Ward 16, Rem Ext of Portion 7 of Zondagskraal 125-IS	IRDP/BNG, UISP, serviced sites	1,488 erven	Proclaimed; services installation in process	Prioritise completion of bulk and internal services; confirm beneficiary allocation; prepare construction sequencing; monitor service installation progress.	Short term: 0-5 years	Proclaimed project with services underway, making it one of the more implementation-ready projects in the pipeline.
12	Kinross Ext 34 Integrated Residential Development	Kinross Ext 34, Ward 16, Rem Ext of Portion 7 of Zondagskraal 125-IS	IRDP/BNG, UISP, serviced sites	2,033 erven	Layout approved; General Plans submitted; not proclaimed; services outstanding	Secure General Plan approval; complete proclamation process; cost bulk and internal services; confirm funding for services; prepare implementation plan.	Short to medium term: 0-10 years	Major Kinross housing opportunity, but dependent on proclamation and bulk service readiness.
13	Kinross Ext 30 Mixed Housing Development	Kinross Ext 30	Integrated informal settlement programme, IRDP/BNG, serviced sites	To be confirmed	Listed as part of mixed housing / integrated informal settlement programme	Confirm project status, yield, land readiness and infrastructure requirements; align with Kinross Ext 33/34 implementation sequencing.	Medium term: 5-10 years	Supports the Kinross regional housing pipeline and can be aligned with broader Kinross service upgrades.
14	eMbalenhle Ext 10 Mixed Housing Development	eMbalenhle Ext 10	Integrated informal settlement programme, IRDP/BNG, rental/social housing where feasible	To be confirmed	Listed as part of mixed housing / integrated informal settlement programme	Confirm yield, township status and service availability; assess potential for rental/social housing and upgraded settlement integration.	Short to medium term: 0-10 years	Strengthens the eMbalenhle priority response and supports housing delivery in a high-demand township area.
15	eMzinoni Ext 11 Mixed	eMzinoni Ext 11	Integrated informal settlement	To be confirmed	Listed as part of mixed housing / integrated	Confirm project status, beneficiary profile, layout readiness and	Medium term: 5-10 years	Complements the Greater eMzinoni formalisation

	Housing Development		programme, IRDP/BNG, serviced sites		informal settlement programme	infrastructure requirements; align with Ext 13-18 pipeline.		programme and supports phased housing delivery in Bethal/eMzinoni.
16	Lebohang Ext 27 Formalisation Project	Lebohang Ext 27	IRDP/BNG, serviced sites, incremental housing	1,512 erven	Land needs to be transferred; bulk services required	Resolve land transfer; confirm ownership and title conditions; assess bulk services; prepare township establishment and funding submission after land release.	Medium to long term: 5-10+ years	Significant yield, but dependent on land transfer and bulk infrastructure resolution before implementation.
17	Freedom Square CRU / Rental Housing Project	Freedom Square	CRU, affordable rental, social/rental housing	To be confirmed	Listed as CRU project	Confirm building/land status; undertake feasibility study; identify tenant/beneficiary profile; prepare CRU funding and operations plan.	Short to medium term: 0-10 years	Supports rental housing diversification and responds to non-ownership housing demand.
18	Tsalanang CRU / Rental Housing Project	Tsalanang	CRU, affordable rental, social/rental housing	To be confirmed	Listed as CRU project	Confirm project scope, land/building ownership, service capacity and tenant management requirements; prepare funding and implementation plan.	Short to medium term: 0-10 years	Supports municipal rental housing supply and provides an alternative to informal or backyard accommodation.
19	Brendan Village IRDP / Settlement Regularisation Project	Brendan Village / eMbalenhle interface, Ward 19 area	IRDP, UISP, serviced sites, emergency or transitional housing where required	To be confirmed	Listed in provincial IRDP Phase 1 project pipeline; land invasion and settlement pressure area	Confirm project boundaries; verify beneficiaries; assess land ownership and services; align with eMbalenhle area-based upgrading and land protection system.	Short term: 0-5 years	Important settlement pressure area linked to eMbalenhle and requiring structured intervention to prevent further informal expansion.
20	Langverwacht IRDP / Settlement	Langverwacht	IRDP Phase 1, serviced sites, BNG	To be confirmed	Listed in provincial IRDP	Confirm project status, location, beneficiary demand, engineering	Short to medium	Existing provincial project commitment and

	Development Project		where applicable		Phase 1 project pipeline	services and funding availability; include in quarterly project tracking.	term: 0-10 years	potential contribution to subsidised housing delivery.
21	Blesbokspruit IRDP / Project Preparation Area	Blesbokspruit	IRDP Phase 1, serviced sites, project preparation	To be confirmed	Listed in provincial IRDP Phase 1 project pipeline	Confirm project readiness; resolve planning, land and infrastructure requirements; align with Greater eMzinoni development where applicable.	Medium term: 5-10 years	Strategic project preparation area, but requires stronger readiness confirmation before construction.
22	Winkelhaak IRDP Project	Winkelhaak	IRDP Phase 1, BNG / serviced sites	To be confirmed	Listed in provincial IRDP Phase 1 project pipeline	Confirm scope, beneficiary status, services and funding allocation; include in HSP project monitoring dashboard.	Medium term: 5-10 years	Forms part of provincial housing delivery footprint and should be tracked through intergovernmental coordination.

Table 68: Priority projects Implementation Schedule: Short, Medium and Long Term

7.4 Priority Action Matrix

Govan Mbeki Human Settlements Strategy

Priority Action Matrix



Implementation actions, locations, programmes, agencies, funding sources and indicators for priority human settlements delivery.

1 	Update MISR and housing demand database	Location GMM-wide, with eMbalenhle first	Target Group All informal settlement residents and applicants	Programme / Instrument MISR/NHNR/GIS	Major Activities Enumeration, verification, mapping, duplicate checks, vulnerability profiling	Implementation Agencies GMM Human Settlements, GIS, ward structures, MDHS	Funding Sources Municipal budget, MDHS support, technical assistance	Indicators Register updated quarterly; settlements categorised.
2 	eMbalenhle area-based upgrading package	Location eMbalenhle priority areas	Target Group Informal settlement residents, low-income households, backyard tenants and workers	Programme / Instrument UISP, IRDP/BNG, CRU, social/rental	Major Activities Land assessment, service audits, relocation, basic services, land protection, tenure pathways, social facility audit	Implementation Agencies GMM, MDHS, HDA, Infrastructure Services, Saso/Eskom/mines	Funding Sources HSDG, municipal capital, PPP, development charges	Indicators Number of sites serviced; households upgraded; land protected.
3 	Bulk services alignment and readiness filter	Location All priority project areas	Target Group Future beneficiaries and existing communities	Programme / Instrument Infrastructure-led pipeline	Major Activities Confirm water, sewer, electricity, roads, stormwater and waste capacity before project approval	Implementation Agencies Infrastructure Services, GSDM, MDHS, GMM Planning	Funding Sources Municipal capital, MIG/WSIG where applicable, HSDG, development charges	Indicators Projects classified by readiness category; service gaps costed.
4 	State land release and vacant land packaging	Location Municipal, state and SOE land in priority nodes	Target Group Low-income, gap, rental and mixed-income households	Programme / Instrument HDA support, land assembly, SPLUMA	Major Activities Land ownership verification, land release negotiations, zoning, EIA, geotech, township establishment	Implementation Agencies GMM, HDA, DALRRD, Deeds Office, MDHS, SOEs	Funding Sources Project preparation funding, municipal budget, HDA support	Indicators Land parcels released or packaged; development yield confirmed.

Figure 75: Priority Action Matrix part 1



Govan Mbeki Human Settlements Strategy

Priority Action Matrix

5

BNG/IRDP delivery on serviceable land

Location Bethal/eMzinoni, eMbalenhle, Secunda, Leandra, Kinross	Target Group Qualifying low-income and vulnerable households	Programme / Instrument HSDG, IRDP, BNG	Major Activities Beneficiary verification, internal services, top structures, title deed process, community participation	Implementation Agencies MDHS, GMM, contractors, HDA	Funding Sources HSDG, provincial allocations	Indicators Units delivered; title deed process initiated; beneficiary allocation complete.
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6

Rental, CRU and social housing rollout

Location Secunda, Evander, eMbalenhle, Bethal and employment nodes	Target Group Workers, migrants, young households, low-to-moderate income households	Programme / Instrument Social Housing, CRU, institutional housing, PPP	Major Activities Feasibility studies, restructuring zone alignment, SHI procurement, hostel redevelopment, tenant management plans	Implementation Agencies GMM, SHRA, SHIs, MDHS, employers, private sector	Funding Sources SHRA, PPP, municipal land, rental income, employer contributions	Indicators Rental units approved, funded and delivered.
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7

Mining land and climate-risk screening

Location Mining-affected and environmentally constrained areas	Target Group Existing and future communities	Programme / Instrument Risk-informed planning, NEMA, Disaster Management	Major Activities Geotechnical, environmental, flood, servitude and hazard screening before project commitment	Implementation Agencies GMM, DMRE, mining companies, Environmental Management, Disaster Management	Funding Sources Municipal budget, private mining obligations, grants	Indicators High-risk sites excluded or mitigation plans approved.
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8

Social amenities and transport integration

Location Priority housing project areas	Target Group Residents in new and upgraded settlements	Programme / Instrument IDP, sector plans, transport plans	Major Activities Social facility checklist, school/clinic/library/ community facility coordination, public transport access and pedestrian routes	Implementation Agencies GMM, sector departments, GSDM, MDHS, transport operators	Funding Sources Sector budgets, municipal capital, PPPs	Indicators Social facility gaps identified; commitments integrated into project packages.
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Figure 76: Priority Action Matrix part 2

7.5 Institutional Implementation Arrangements

Implementation should be coordinated through a standing Human Settlements Implementation Forum or Project Steering Committee chaired by the municipality and supported by MDHS, Gert Sibande District Municipality, HDA, SHRA, NHFC, sector departments, infrastructure services, town planning, GIS, legal services, ward structures and private sector partners. The forum should convert the HSP into an annual action programme aligned with the IDP, SDBIP and MTREF.

Each priority project should have a project owner, project file, readiness score, risk register, funding plan, beneficiary verification plan, land status note, infrastructure status note and implementation schedule. This will support Council oversight and improve the municipality's ability to secure provincial and external funding.

7.6 Monitoring and Evaluation Indicators

The monitoring and evaluation framework provides a practical mechanism for tracking the implementation of the Human Settlements Strategy over time. It translates the strategic objectives into measurable indicators that can be reviewed through the IDP, SDBIP, MTREF and project reporting processes. The indicators focus on the key areas required to shift housing delivery from a reactive approach towards a phased, evidence-based and infrastructure-led system, including spatial integration, infrastructure readiness, informal settlement upgrading, eMbalenhle prioritisation, differentiated housing supply, land release, institutional capacity, funding mobilisation and social amenities.

The table should be reviewed regularly by the Human Settlements Project Steering Committee to assess progress, identify implementation blockages, confirm project readiness and guide annual updates to the housing pipeline. This will enable the municipality to strengthen accountability, improve coordination between departments and partners, and ensure that housing delivery remains aligned with verified demand, available infrastructure, priority locations and long-term municipal development objectives.

Monitoring Area	Indicator
Spatial integration	Percentage of new housing opportunities located within priority nodes, corridors, infill areas and serviceable land.
Infrastructure readiness	Number and percentage of projects with confirmed bulk and internal service capacity before construction.
Informal settlement upgrading	Number of settlements enumerated, categorised, serviced, reblocked, upgraded or relocated where necessary.
eMbalenhle priority response	Area-based plan approved, households verified, sites serviced, bulk upgrades funded and land protection system operational.
Differentiated supply	Number of BNG/IRDP units, serviced sites, social/rental units, CRU units, First Home Finance beneficiaries and emergency units delivered.
Land release and project packaging	Number of land parcels/buildings audited, released, packaged or approved for housing development.
Institutional capacity	Quarterly project steering meetings held, project readiness dashboard updated and register maintenance completed.
Funding mobilisation	Value of HSDG, municipal capital, development charges, PPP contributions and external funding secured.
Social amenities	Number of priority housing areas with confirmed schools, clinics, libraries, community facilities, transport access and emergency services plan.

Table 69: Monitoring area and indicator

7.7 Concluding Implementation Direction

The implementation direction for Govan Mbeki is to focus first on projects that reduce risk, unlock serviced land and respond to verified demand. The municipality should therefore prioritise eMbalenhle as the immediate pressure point, advance the Bethal/eMzinoni formalisation and IRDP pipeline, and package the Secunda-Kinross mixed-income and worker housing opportunity as a medium-term catalytic programme.

The HSP should remain a living instrument. Its project pipeline, housing register, informal settlement register, land release list and infrastructure readiness dashboard should be reviewed annually through the IDP and MTREF process so that Council can make informed decisions on sequencing, funding, partnerships and implementation responsibilities.

Govan Mbeki Human Settlements Strategy Framework

Vision, Objectives, Strategies and Implementation Logic

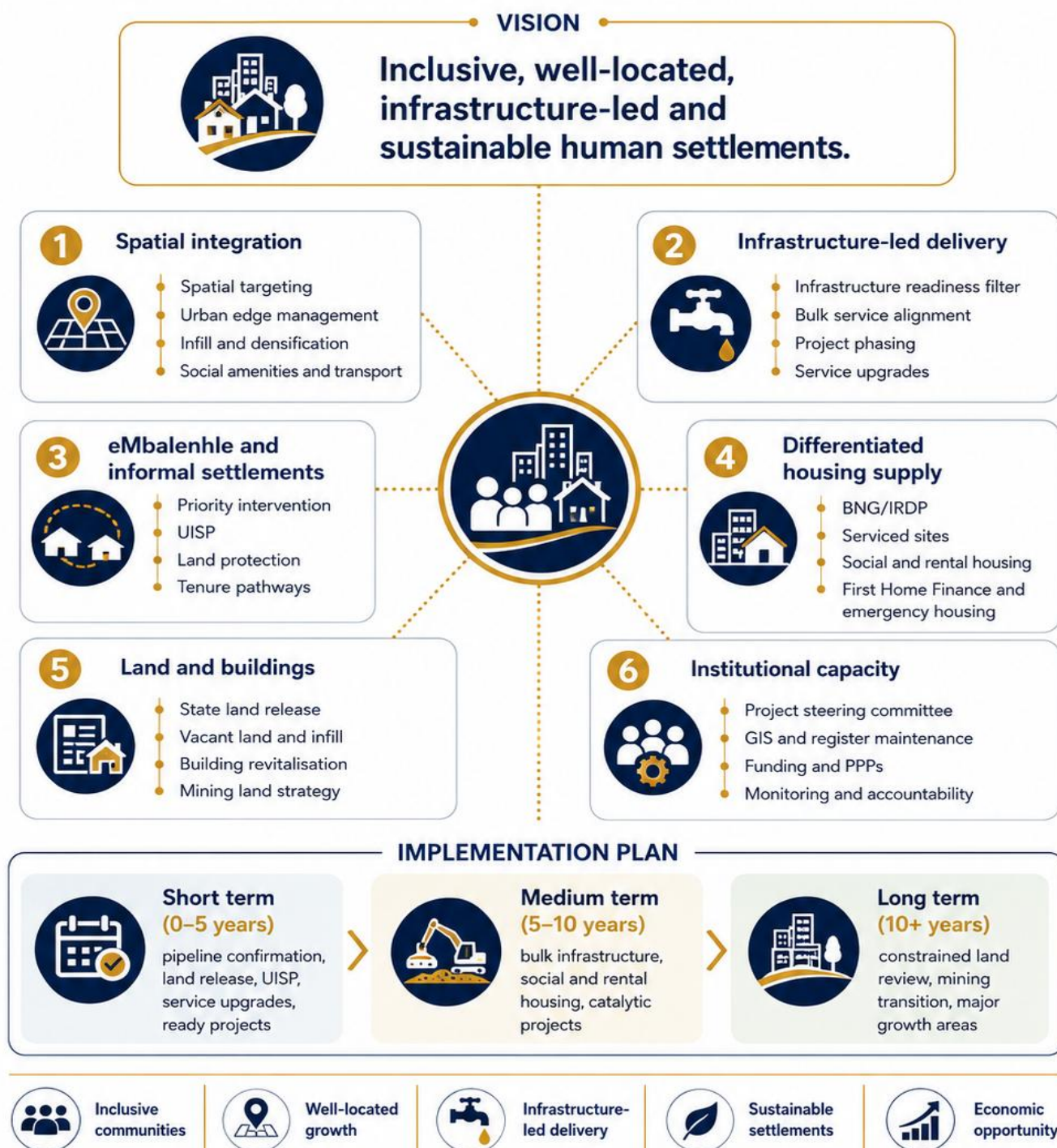


Figure 77: Visual for the outline vision, objectives and the implementation of HSSP



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