

# PROJECT PROFILE: KING'S REST LAND RESTITUTION AND HOUSING DEVELOPMENT FOR THE ZANZIBARI COMMUNITY *as at October 2010*



## Background

The Zanzibari community was established by 113 former slaves from Zanzibar and the Makua region of northern Mozambique who were freed by the British navy and sent to Durban in 1873 as indentured labour where they were settled on the Bluff. The community has retained a high level of homogeneity, with many still speaking Makua as their home language.

In 1963 the community was forcibly relocated in terms of the Group Areas Act. Because the members of the community were Muslim, they were given the choice of moving to a "black" area or an "Indian" area. The majority of families were relocated to Bayview and Merewent. The community was permitted to retain use of the mosque and graveyard at the site. The land remained largely unused and undeveloped, with the exception of the construction of a block of Council-owned flats, a school, and an old-age home; this last was the only parcel of land that passed out of government ownership.



In 1999 the Zanzibari community, which had grown to approximately 300 families of 5,000 people, formed the Zanzibari Development Trust (ZDT) as a representative body and applied to the Regional Land Claims Commission (RLCC) to regain the land that had been expropriated. The RLCC identified 199 families that had been dispossessed and the land was awarded to the community in 2002. The block of Council-owned flats was included in the award on condition that the flats would be used for members of the community, but the school and the old age home were excluded on the grounds that these are social amenities that benefit all residents in the area. The ZDT was awarded approximately R13million in compensation for the parcels of land that were excluded from the claim settlement.

## Project Origination

The ZDT and wider community decided that they wished to use the land for housing by means of accessing housing subsidies, as well as other community facilities. There was also consideration of using some of the land for commercial purposes as a means of subsidizing the housing project. The ZDT decided to work with an NGO that had experience in similar projects to plan their housing development. In 2006, PPT was appointed by eThekweni Municipality to assist the ZDT in this regard.

## Project Funding

The RLCC via eThekweni Municipality Housing Unit provided R196,085 for the preparation of this project. The Zanzibari Development Trust has provided an additional R510,000 from its own funds for project preparation, primarily to appoint skilled professionals to complete the preparation of the project.

## Role of PPT and Other Stakeholders

PPT's role was to assist the community and the RLCC to define the project concept and thereafter to manage the preparation of the project (including briefing and managing the professional team). Other stakeholders in the project included the ZDT and wider Zanzibari community, eThekweni Municipality, the KZN Department of Human Settlements, the Regional Land Claims Commission, and neighbouring residents of the proposed project.

## Project Activities

PPT undertook a pre-feasibility study which included extensive community consultation regarding the type of housing that the community wanted and could afford. It was clear that the community wanted housing that reflected its unique culture and would be of higher quality than standard "RDP" low-income housing. Serious consideration was given the possibility of the project being a social housing project with the ZDT as the developer. However, the ZDT eventually decided that it did not have the capacity to manage a social housing

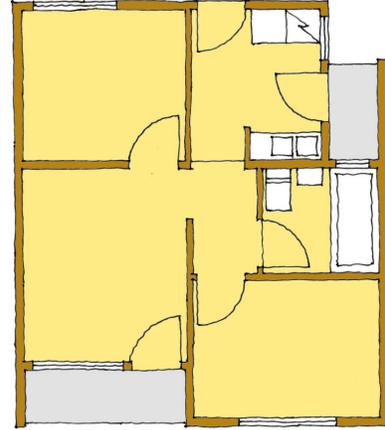


project and decided instead to request that eThekweni Municipality become the developer of the project, using project-linked subsidies, to which the community would add extra funding for a higher quality product. eThekweni agreed to this request and is now the project developer.

PPT is currently in the process of completing the feasibility study and subsidy application, which has entailed commissioning site layout and housing design in consultation with the community, a geotechnical survey, an engineering report, a traffic impact assessment, land survey and an environmental impact assessment.

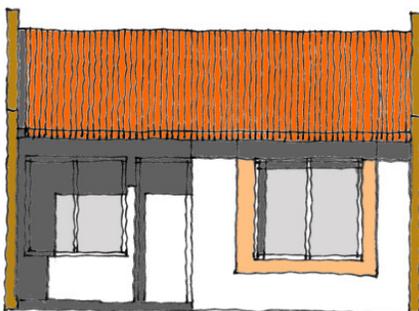
### Challenges

- The Zanzibari Community operates in a very democratic manner. While the community is represented by leaders elected annually, leaders can only finalise decisions once the community as a whole has decided. This has resulted in extremely slow decision-making which has delayed the project on many occasions.
- In terms of the land claim settlement, 199 families have a right to the land. However, many of those who are entitled to the land will not qualify for housing subsidies. The ZDT must identify members of each of the beneficiary families (including second and third-generation descendants) who are eligible to apply for housing subsidies before the subsidy application can be submitted.
- The Council-owned block of flats, comprising 100 units, was included in the land awarded to the community and was intended to provide housing for community members. However, after the land claim was gazetted but before it was finalised, the Council sold 95 of the flats to their tenants under the Discount Benefit Scheme, and ultimately only five flats remained to be transferred to the community. This significantly decreased the number of families who will benefit from this project, as the new housing development can only accommodate 200 households.
- The land is situated in a high-income area and is surrounded by stand alone homes on large plots. The final development must be in keeping with the building standards of the area, which cannot be achieved within the amount of the housing subsidy. The ZDT is therefore required to decide how "top-up" funding will be provided to ensure that the development is of the high quality desired by its members and in keeping with the neighbourhood.
- There is considerable opposition amongst neighbouring residents and from the Ward Councillor towards the proposed development. Residents are concerned that the development will not be in keeping with the character of the neighbourhood; that property values will be negatively affected; that crime rates will increase; that residents of the development will fail to maintain their homes; that traffic, particularly taxi transport, will increase; and that residents of the development, being "low income" households, will not pay rates and service charges.
- When the land was expropriated, ownership of land parcels were passed to various government departments, and the transfer of these parcels from Departments to the ZDT took several years, further delaying the project.



### Main Lessons

- Community-based housing projects require an extensive amount of time to prepare because of the need for thorough consultation with the beneficiaries and wider community regarding project concept and implementation.
- Skilled facilitation is required in dealing with the beneficiary community in order to facilitate well-informed decisions as quickly as possible.
- Community-based housing projects that have small numbers of beneficiaries (i.e. less than 1000 households) will require funding additional to the housing subsidy, as it is not possible to achieve economies of scale on small projects.



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