

**THE ORIGIN, GROWTH AND FUTURE OF THE
BOROUGH OF ISIPINGO WITH SPECIAL
REFERENCE TO ENVIRONMENTAL MANAGEMENT**

by

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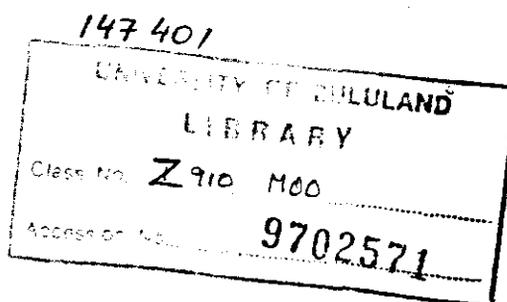
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DECLARATION OF ORIGINALITY

I, Shirley Bernadette Moodley, hereby declare that the dissertation, 'The Origin, Growth and Future of the Borough of Isipingo with Special Reference to Environmental Management' is the outcome of my research conducted between the years 1993 to 1996 in Isipingo under the supervision of Prof. E.M. Makhanya.

All sources that I have used or quoted have been indicated and acknowledged by means of references.

Signed: S.M. Moodley at Durban this 9th day of
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ABSTRACT

The aims and objectives of this study was to examine the origin and development of the Borough of Isipingo for the purpose of analysing its present management efficiency and viability. The focus was on the changing state of the quality of life of its residents. The ultimate objective was to evaluate its future role in the face of the Government's proposals of the Reconstruction and Development Programme.

The area now occupied by Isipingo first developed as sugar cane farms. In 1925 a "White" town board was established which, in 1949, was linked to Amanzimtoti, Southern Umlazi and Umbogintwini to form a single authority called Kingsborough. In 1963, as the result of the 1957 Group Areas Act (Act 77 of 1957), Isipingo was declared an Indian Group Area. It was gdeclared a fully fledged local authority in 1966, and in 1974 it attained the Borough status.

The delimitation of its boundaries is such that its expansion has been limited by Amanzimtoti's industrial area of Prospecton in the east and Umlazi in the west. Isipingo became too small to cater for its resident and non-resident population. It is characterised by traffic congestion, environmental pollution, informal trading and general urban decay. This is associated with the degeneration of Isipingo into a third world town. The quality of life of residents has deteriorated, and there is a substantial exodus of old residents associated with the resultant high crime rate.

As a result of the new dispensation initiated in South Africa in 1994, Isipingo became part of the Durban Transitional Metropolitan Council on the 31st May 1995. It is part of the South Sub-structure that is managed together with the other constituencies of the South Sub-structure by a Multiracial Council representing all constituencies.

The main findings of this dissertation were that although some of the environment problems of Isipingo were ecological, some were caused by negligence on the part of the resident and non-resident population. It was found that many people were not aware of the environmental issues, and were guilty of littering. The Borough management was found to be incapable of coping with this type of pollution of the environment.

If it were not for the apartheid legislation, Isipingo's evolution might have been different. The Indian Town Board did, However, improve the quality of life of some of its residents through the construction of brick houses, the provision of water, electricity and sewerage to the less fortunate residents who were living under slum conditions, such as those of Orient Hills and Lotus Park.

The task of the new management structures is to administer the assets, liabilities, rights, duties and obligations of each of the former local authorities. Although there are tangible changes such as the composition of management structures, it is too early to assess the long term effects of this transitional process. It is hoped that conditions in Isipingo will, nevertheless, improve so that all residents and non-residents experience a better quality of life.

OPSOMMING

'n Onderzoek na die oorsprong en ontwikkeling van die Isipingo Dorpsraad die doel om die bevoegdheid en bestaansreg van die huidige bestuur te analiseer. Die fokus is die veranderende lewenstandaard van die inwoners. Die uiteindelijke doelwit is die evaluering van die Raad se toekomstige rol in die nuwe bedeling.

Die Isipingo-gebied is oorspronklik ontwikkel as suikerplase. In 1925 is 'n "blanke" dorpsraad geskep wat in 1949 amalgameer het met Amanzimtoti, Suid-Umlazi en Umboğintwini onder die enkele owerheid, nl. Kingsburgh. In 1957 is Isipingo onder die Groepsgebiedewet tot 'n Indiergebied verklaar. In 1966 word dit 'n ten volle erkende plaaslike raad en in 1974 verkry Isipingo volle munisipale status.

Die vasstelling van die grense was sodanig dat uitbreiding ingeperk is deur Prospecton, Amanzimtoti se industriële gebied, in die ooste- en Umlazi aan die westekant. Isipingo het te klein geword vir die inwoners sowel as die nie-inwonende populasie. Dit het tot gevolg verkeersopeenhopings, omgewingsbesoedeling, toename in informele handel en algemene agteruitgang. Isipingo degenereer tot 'n derdewereldse dorpsgebied. Die lewensgehalte van die inwoners verlaag en daar vind 'n grootskaalse eksodus van gevestigde inwoners uit die gebied weens die meegaande hoe misdaadsyfer.

Dehalwe is die slotsom waartoe die ondersoek kom, dat sommige van Isipingo se probleme

ekologies van aard is, maar dat ander veroorsaak is deur die nalatigheid van die inwonende sowel as die nie-inwonende populasie. Daar is bevind dat die meeste mense onbewus is van omgewingsake en self skuldig is aan besoedeling. Die plaaslike bestuur het nie die vermoë om hierdie omgewings-besoedeling te beheer nie.

Was dit nie weens apartheidswetgewing nie, kon die evolusie van Isipingo anders verloop het. Die Indier Dorpsraad het desnieteenstaande die lewenstandaard van die behoeftevolle inwoners verbeter deur die oprig van baksteenhuise, water-, elektrisiteits- en rioolvoorsiening in Orient Hills en Lotus Park.

As gevolg van die nuwe dispensasie in Suid-Afrika wat in 1994 geïnisieer is, het Isipingo op 31 Mei 1995 deel van die Durbanse Oorgangsmetropolitaanse Raad geword. Dit is deel van die Suidelike Sub-struktuur wat saam met ander areas in die gebied bestuur word deur 'n verteenwoordigende veelrassige raad.

Die taak van die nuwe bestuursliggaam is om die bates, laste, regte, pligte en verpligtinge van elk van die vorige plaaslike owerhede te administreer. Alhoewel daar merkbare veranderinge aan die samestelling van bestuurstrukture gemaak is, is dit te vroeg om die lang termyn uitwerking van die oorgangsfase te evalueer. Daar word gehoop dat toestande in Isipingo sal verbeter sodat die lewenstandaard van die inwonende sowel as die nie-inwonende populasie sal verbeter.

CHAPTER ONE**CONCEPTUAL FRAMEWORK OF THE STUDY****1.1 INTRODUCTION**

Geographers have for some time been concerned with issues that take into account the livelihood of people. Issues such as poverty, deprivation, human suffering and social justice have been topics that attracted geographers throughout the world. The objective of studying these issues for many geographers has been to explain the apparent spatial and social imbalances occurring in the world (Leniham, 1978; Mashabela, 1990; Smith, 1992). One issue that has attracted the attention of geographers is the concept of "quality of life".

Quality of life is the ability to "be well" (Putterill and Block 1978; Schlemmer and Moler, 1982; Erikson, 1993). Quality of life has two components:-

(a) Material Component

In the capitalist economy, where the acquisition of almost everything depends on material wealth, the amount of money a person earns influences his or her lifestyle, and thus the quality of life that person can have (Lisk, 1977; Nattrass, 1979; Burness and Galster 1992).

(b) Non-material Component

Although wealth goes a long way in furnishing a person with the basic needs and wants in life, happiness cannot be guaranteed by material wealth alone. There is a need for non-material things such as leisure time, music, literature, fine art, appreciation of the built and natural environments and friendship which are necessary for the well-being of an individual in society. The quality of life of an individual in society is thus influenced by a complex relationship of the natural environment, the cultural environment, the socio-economic environment, as well as the political environment (Schlemmer, 1982; Liu, 1976). Quality of life is also dependent on involvement in social, welfare and recreational activities which, in turn, are influenced by our spiritual and mental well being.

It is on this basis that this dissertation examines the development of Isipingo as a community. The focus is on examining the efficiency of the management of the socio-economic, cultural as well as natural environment that constitutes the aesthetics of urban environment which in turn, influences the quality of life of the Isipingo residents.

1.2 THE NATURE OF URBAN SETTLEMENTS

Isipingo is an urban area. A great variety of inputs are necessary to keep urban areas going, e.g. powered technologies and long distance transport that bring in food and raw materials (Girardet, 1992; Johnson, 1976). These urban areas are likened to organisms of evolutionary history (*ibid*), with clearly identifiable consumption patterns. Urban areas vary in size from the smallest hamlet to a large metropolitan area.

The complexity of cities are seen by the labyrinth of the intricate design of street plans. These static structures of stone and concrete are processors of food, fuels and raw materials that feed a civilization (Davies, 1973). Cities have complex metabolisms that make them huge organisms whose connections stretch across the globe. Seen as organisms, cities convert raw materials into products and waste, energising them in the process. The urban organism seeks to reproduce the living conditions necessary for survival. They are artificial structures depending on transport systems and factories to function, producing objects alien to the natural world. Cities convert food, fuels, forest products, minerals, water and human energy, into buildings, manufactured goods and political power, all the components of civilization (Giradet, 1992).

Since urban settlements are centres of consumption that have the potential to do great environmental damage, the citizens who create towns and cities need to recognise this negative aspect and take responsibility for the consumption pattern of these urban areas (Jones, 1974; Lowry, 1975).

Although there may be differences in the character of cities throughout the world, there are general similarities. The people of Berlin, Singapore, Cairo, Nairobi and Paris, for instance, share similar experiences of man-made world of reinforced concrete, tarmac, glass and bricks, traffic, fumes and noise pollution (Giradet, 1992).

1.3 THE ORIGIN OF URBAN SETTLEMENTS

The term 'origin' is one of the key concepts of this dissertation. It means the

commencement of the existence of anything. In the context of this dissertation, it refers to the commencement of the existence of the Borough of Isipingo. A dictionary definition of a borough is an incorporated village or town; a subdivision of a city, having limited self-government.

There are many factors resulting in the establishment of urban settlements. These include the need for defence, trade, socialisation, health and religious fellowship. People with the same objectives often find themselves gathered on one site that ultimately develops into an urban settlement (Whyne and Hammond, 1976). People coming from many differing backgrounds mix and try to make sense of living together peacefully.

There are many examples of ancient and medieval urban areas that originated as defence sites. Such urban areas are usually characterised by circular shapes (Butterworth and Chance, 1981; Daniel and Hopkins 1981). Girardet (1992) cites a number of examples of ancient cities of the near East that originated as religious centres with temples that were surrounded by administrative buildings, workshops, dwellings and walls topped with watch towers. Every able-bodied person was obliged to contribute to building and safeguarding city walls. The walls had defensive functions, but also guaranteed the citizens internal self determination. The wall symbolised the "free" collaboration of merchants, priests, scholars, craftsmen and warriors that gave medieval cities their special dynamism (Jones, 1974).

According to Whyne and Hammond (1976) towns and cities have always been hubs of trade. The medieval cities traded in things like salt and olives and later in industrial products (Whyne and Hammond, 1976). Davies (1973) mentions trade and farming as two factors responsible for the emergence of towns 6 000 years ago along the fertile flood plains of the

Tigris and Euphrates Rivers. Other river valleys which became centres of urban growth and civilization were the Nile, Indus and Whang Ho. Nomadic farmers are seen by Girardet (1992) to have been turned into more settled agricultural farmers that subsequently lived in more permanent urban villages.

1.4 THE GROWTH OF URBAN SETTLEMENTS

Control over access to resources has made cities into manufacturing centres capable of transforming the natural world. The division of labour meets the desires for ever-more sophisticated goods, bringing never ending innovation and change which make them vulnerable artificial creations. Once established, cities become centres of financial power that can profoundly affect life in distant places. Whether cities grow or decline depends on a number of internal and external variables.

Girardet (1992) cites Rome as Europe's greatest ancient city (accommodating one million people by AD 100) that collapsed when its supply lines became overstretched. He also states that many cities of the empire had by AD 600 collapsed as a result of the depleted agricultural supplies from neighbouring (an external factor) farmland (Girardet, 1992). Testihuacan AD 450 with a population of 140 000 people was an important commercial and trade centre of obsidian valued for its hard cutting edge. By 750 AD it was looted and burned (*ibid*).

Many villages and small towns, however, grew into cities (Hudson, 1970; Smailes, 1970). After the fall of the centralized Roman Empire, the decentralized European cities emerged

along local forests and farmlands, and like the Chinese cities became the sustainable urban systems. Many were "free cities" under the control of citizens rather than under feudal lords. The renaissance put the aristocracy back in charge, supported by a new military technology. It reinstated ancient ideas of grandeur e.g. Florence still profits today from its sheer magnificence (Carter 1983; Johnson, 1976; Briggs, 1982; Whyhne, 1976; Murphy, 1974).

Bruges grew rich by weaving wool from Britain, so did Florence until banking dominated its economy. Constantinople was Europe's largest city and premier trading centre exchanging the riches of India, Africa and the Mediterranean lands for woollen and iron products of western Europe (Girardet, 1992). By the end of the Middle-ages Venice was western Europe's first city to live and prosper by commerce. She traded in spices, silks, ivory and precious stones and metals from Persia, India, North Africa and became the renaissance centre of learning, art and music on the basis of its trading wealth (*ibid.*).

1.5 THE GROWTH OF MODERN CITIES

Since the 18th century Europe and North America have experienced an urban boom as a result of the Industrial Revolution and global trade. Ever since, efforts have been made to counter unplanned and disorderly urban sprawl with coherent planning concepts to turn settlements into "orderly" places. But all over the world the rapidly growing cities have tended to defy rational planners sometimes, spreading uncontrollably as they are controlled and driven through by the motor of industrial growth.

Medieval London relied on its immediate hinterland for its food and fuel supply. By the 18th

century Britain's colonial trade, backed by its naval power, steam engines and technology, outstripped all other European states economically and in urban growth and was during the same period, Europe's largest city. By 1820 it had the world's largest warehousing system and a port accommodating 1 400 merchant vessels. Trade was conducted by private companies. Local industries included silk weaving, tailoring, shoemaking, printing, bookbinding, bakeries, breweries, gin manufacture, watch and clock making, pottery, jewellery, soap, glass and furniture manufacture. London became the world's financial capital with 29 000 workers. As metropolitan London expanded, new colonial cities were needed to control the empire. Sixty colonial cities provided the administrative, military and trade centres through which the British empire was managed (Jones, 1974; Clark and Slack, 1976; Carter, 1983).

In the 17th century coal attracted much investment and coal mining areas became sites for new industrial cities - London, Newcastle, Birmingham, Leeds and Manchester and colonial centres such as Calcutta, Sydney Lagos, Mombasa and Montreal (Whyne and Hammond, 1976).

In the mid 17th century Louis XIV adorned medieval Paris with new buildings such as the Louvre. He destroyed the many old houses along meandering streets and replaced them with straight avenues. Haussmann constructed 100 km of gaslight boulevards radiating from the Arc de Triomphe controlled by the fire power of the army. He modernized the city's services, building a modern pumped water supply and sewerage system. These were followed by market halls, an opera house, and English style parks (*ibid*).

At the turn of the 20th century London became the world's largest city. Ebenezer Howard sought to solve the problems of the congested city by developing the "garden city", a greenbelt to provide the city with food and serve as a barrier to urban sprawl. He was a firm believer in shared ownership of land, and he proposed that land should be purchased at low agricultural values and all houses and factories should be leaseholds, rent being used to repay the investors (Girardet, 1992).

After the First World War, new ideas about planning cities emerged and radical new approaches to architecture, planning and housing developed in France and Germany. Le Corbusier advocated angular building shapes, new construction technology, concrete, iron girders and plate glass replaced brick, timber and leaded windows. He proposed housing hundreds or even thousand under one flat roof. To him houses were "machines for living in" and "apartments were cells" with "nothing personal and intimate about them." He envisaged a decongested city with large blocks of flats towering over open, tree dotted spaces below. Le Corbusier planned one city only "Chandigarh" (the new capital of India's Punjab). He designed it as an American or European city suitable only for the use of cars and machines and was not designed for the traditional, Indian way of life.

The Brazilian's capital city 'Brazilian' layout owes much of its design to Le Corbusier even though it was not designed by him. Its layout allows for free traffic circulation and open spaces but often with no intimacy and it lacks a centre (Murphy, 1974; Carter, 1983).

During the first half of the 20th century, suburban growth was encouraged by transport technology and the city sprawled into the country (Butterworth and Chance, 1981). From

1900 to 1950 in Britain 10 million inhabitants in Britain moved to the suburbs. Rural England was under threat, so Patrick Abercrombie proposed London's growth should be confined within a green belt radius of 40 kms around the city centre. The plan, a model for megacities all over the world today, was complemented by the New Towns Act of 1947 (*ibid*).

World War Two damage in London, Berlin, Coventry, Bristol, Rotterdam, Leipzig, Duisburg and Dresden destroyed 50 percent of these cities (Jones, 1974; Carter, 1983; Giradet, 1992). Slum clearance and outdated brick terraces were demolished to make way for the new construction methods of concrete parcel tower blocks. These new municipal styles of architecture were similar to those found in capitalist and socialist countries (*ibid*). In the former Soviet Union over 1 00 new "tower" towns were built. In South America, South Korea, Rumania, and all over Europe, new blocks were made of prefabricated concrete panels mounted on steel skeletons. The crane replaced the trowel. But these buildings lacked soul or individuality; they were ugly and difficult to live in. In the 1960's and 1970's structural patterns, with their unpopularity, lack of consultation with housing needs of people, and the collapse of Ronann Point in London in 1968, led to major changes in housing policy (Jones, 1974; Johnson 1976; Giradet, 1992).

In the United States in the 1930's Lloyd Wright developed planning concepts that were highly influential. His "Broadcare city" depicted the city centre as each person's home and traditional civic centres e.g., schools, museums, galleries, swimming pools, zoological and botanical gardens which would later be replaced by activity nodes spread throughout the sprawling city. Cars would shrink distances along a dense network of highways and would

free people from the inflexibility of rail travel (Girardet, 1992).

Urban sprawl became the rule as millions owned their plots of land (without potato patch) with trimmed grass leisure land. The American city centre has not gone but has become a collection of giant crystals of office blocks housing oil companies, hitech corporations or banks. Los Angeles, Dallas, Phoenix and Atlanta all identify their financial muscle with the size of their sky scrapers. The Shinjuku business district in Tokyo has towers competing for space (*ibid*). Skyscrapers are symbols of monetary might, technology and unlimited amounts of energy and exist as a result of a vast industrial infrastructure that urban capitals have helped to create.

The spaciousness of Wrights' layout resulted in problems similar to those of Le Corbusier's i.e., isolation of people and not recognising reality that the size of the city is made up of people, environment, economy and political forces. The city centre has not disappeared as Wright envisaged, but instead central urban locations are in great demand for business premises. Skyscrapers are the response to high land values in cities where one hectare of land can be worth many millions of 'dollars' (Butterworth and Chance, 1981; Jones, 1974). The 1980's post modern scrapers that are decked out with marble, tropical hardwood veneers, stainless steel and brass finishes, are pretentious display of wealth and power.

Between the First World War and the Second World War, New York City became the world's first "megacity" with 10 million people. According to Girardet, many other cities today are increasing at a rapid rate in becoming megacities. Tokyo City has a population of 30 million; Mexico City 20 million (Jones, 1974; Girardet, 1992).

Urban growth is gripping the whole world today and between 1950 and 2000, 1,4 billion would have become city dwellers in the developing world. Mass communication ensures that culture and people's values become urbanized and the hinterland of such cities tends to become a mere colony (*ibid*).

People in urban areas have needs which they cannot satisfy themselves e.g. they need streets and pavements, garbage removal, sewerage system and electricity. As soon as an urban area is established and becomes populated there is a need for an authority to exercise control and to render essential services.

1.6 LOCAL AUTHORITIES

Central government through its state departments can render these essential services, but people in urban areas are usually dissatisfied with these services as from the provincial authorities whose offices are far from most towns or cities. Politicians and top officials cannot real grasp the local needs and expectations of the inhabitants of specific areas. The officials of a state or provincial department provide essential services according to a regional or national standard which does not allow for peculiar needs of an individual urban area, and it was for this reason that local authorities were established. Local authorities are essential for democracy, they teach people to use and enjoy liberty and to govern themselves (Girardet, 1992; Cloete, 1993; Government Gazette 2nd February 1994; Maharaj, 1996).

For the orderly establishment, development and maintenance of urban areas, a number of complicated legislative, governmental and administrative activities have to be performed by public authorities. These activities are performed to provide the essential goods and services

necessary for a good quality of life (Girardet, 1992; Cloete, 1993; Government Gazette 2nd February 1994; Maharaj, 1996). Throughout the world the establishment, development and maintenance of cities, towns and villages depend on how much authority is given to the local inhabitants in providing the public with good services which are essential for comfortable and harmonious living.

To this end local authorities or municipal authorities have been established in all countries. These local authorities are headed by city, town or village councils, depending on the type and/or size of the urban area. The functions of local authorities are best performed when the inhabitants of urban areas are well-informed. The inhabitants should know how their city, town or village is governed and administered to enable them to carry out their functions as voters, and if elected as councillors and office-bearers of municipal councils (Cloete, 1993; Government Gazette, 1994).

1.7 EMERGENCE OF LOCAL AUTHORITIES IN SOUTH AFRICA

South African urban areas are young compared with those of Europe. So are the local authorities. Urban areas in South Africa developed from 1652 with the first Dutch Settlement at the Cape. As the European settlers moved eastward and northwards, Port Elizabeth (1799), Bloemfontein (1846); Kimberley (1867), Johannesburg (1886), Pretoria (1855), Pietermaritzburg (1837) and Durban (1828) were established (Cloete, 1993).

Prior to 1948 the local authorities in South Africa were relatively autonomous from the centre. Local governments were well established in all four colonies when the Union of

South Africa was constituted in 1910. The local governments were supervised by the provincial government which was a second tier of government. Powers of the provincial councils were promulgated by Acts of Parliament. Provincial ordinances created local authorities and defined the scope of their local jurisdiction. In this way the provincial ordinances controlled and regulated municipal affairs. Parliament also had the power to create local authorities. Local governments were therefore controlled by higher tiers of government.

The National Party's (NP) apartheid policy did not receive support from all local authorities. Many local authorities were dominated by commercial and civic interests, which were sympathetic to the opposition United Party (UP) and attempted to obstruct the implementation of Apartheid. The NP responded by attempting to restructure the local state in order to facilitate the implementation of its policies. Direct state control at local level was necessary to ensure the successful introduction of Apartheid. Autonomy of the local authorities was reduced by numerous laws being passed which sanctioned central state intervention in affairs of the local state.

In 1954 the local authority became part of the government's responsibilities by the imposition of financial constraints on the local state and restructuring it administratively to facilitate greater central control.

The apartheid state with its different levels of government competing for power appeared as uncoordinated and divided at central, provincial and local levels. Goals in different departments may have been conflicting, social ethics differed from region to region and

different ethnic group officials interpreted their tasks and interests differently.

The local government in South Africa certainly differs from that of Britain where the accent is on the autonomy of the local government. Politics and the state are abnormally centralized in South Africa, and the lack of research on the local politics and the local government in South Africa has obscured our understanding of their relatively autonomous dynamics and characteristics.

1.8 THE LOCAL GOVERNMENT AND SPATIAL ORGANISATION

The Group Areas Act (GAA) of 1950 is one of the key instruments used to reinforce the ideology of apartheid and has considerable spatial implications for the residual restructuring of Isipingo.

Legal segregation of Indians in South Africa preceded that of Urban Africans by 30 years. Whites perceived Blacks as a passive threat, but Indian were regarded as a sophisticated and active menace to their own position in Colonial society, competing for space, place , trade and political influence with the imperial authority.

The GAA of 1950 was a powerful tool for state intervention in controlling the use, occupation, and ownership of land and buildings on a racial basis. All interracial property transactions were state controlled. The GAA emphasized separate residential areas, educational services and other amenities of different race groups achieved by coercion. The Act aimed at reducing racial friction by reducing points of contact. It embodied a four-point

control strategy, namely, ownership, occupation, residence and trading.

1.9 STATEMENT OF THE PROBLEM

The area now occupied by Isipingo, first developed as sugar cane farms. In 1925 a "white" town board was established which, in 1949, was linked to Amanzimtoti, Southern Umlazi and Umbogintwini to form a single authority called Kingsborough. As the result of the South African Group Areas Act of 1950, Isipingo was declared an Indian Group Area. It was separated from other racial group areas and was declared a fully fledged local authority in 1966. In 1974 it attained Borough status. Since 1996 Isipingo has been incorporated into the Durban Metropolitan Area as part of the South Substructure.

Geographically Isipingo is largely situated in a flood plain which was initially the confluence of the Umlazi and Isipingo Rivers. It has consequently been subjected to a number of floods since it was first occupied. It is further sandwiched between Umlazi Township and the adjacent Prospecton Industrial Area which was administered by Amanzimtoti. It has thus limited space for further expansion. Without manufacturing industries, its source of revenue is largely dependent on the rates paid by commerce and the residents, yet Isipingo is serving a large population from the adjacent townships and rural areas.

The Isipingo railway station is serving not only the Borough's residents, but also the residents of KwaMakhuta, Umlazi and Umbumbulu, as well as the workers at Prospecton. Consequently, there is an ever increasing volume of traffic to and from Isipingo, the buses and taxis compete for the limited parking and moving space. Traffic congestion is one of

the problems affecting the quality of life of the residents of Isipingo.

Associated with traffic and population congestion the commercial area of Isipingo is choked with litter and squalor. Many of its old residents have been reluctant to invest on improving their properties, with the result that there is general decay in the old residential area. The condition of streets in the residential areas is poor. This squalid condition lowers the quality of life of the residents.

Although the commercial area of Isipingo experienced traffic and population congestion, the residential areas have been relatively free from such congestion because the Group Areas Act prevented the residents of the adjacent overpopulated Umlazi and Malukazi areas from taking residence at Isipingo. With the scrapping of Apartheid, however, people from these adjacent areas are now free to take up residence anywhere in Isipingo. It is therefore expected that there will be a significant immigration into Isipingo, with consequential increase in the resident population. This population increase is bound to have an impact on the availability of natural and socio-economic resources within the Borough (Ward).

The points of interest in this dissertation is whether the Isipingo local government has been able to cope with the problems of population and traffic congestion, environment pollution and the provision of services in the Borough. The dissertation is also concerned with examining how these problems affect the quality of life of the residents.

1.10 HYPOTHESES

The study is based on the following hypotheses :

(a) That Isipingo was a creation of apartheid, and that on its own would not have come into existence as a separate Borough.

(b) That the Borough cannot cope with the increasing traffic and population congestion with the result that the environment is gradually been degraded, causing a lowering of the quality of life of its residents.

(c) That the existence of Isipingo as a separate local authority cannot be sustained into the future.

(d) That the political restructuring of the Durban Metropolitan Area has been an advantage to Isipingo.

1.11 AIMS AND OBJECTIVES

The aim of this study is to examine the origin and development of the Borough of Isipingo for the purpose of analysing its present management efficiency and viability. The focus will be on assessing the changing state of the quality of life of its residents. The ultimate objective is to evaluate its future role within the Durban Metropolitan Region.

1.12 RESEARCH METHODS

The study was carried out by the use of aerial photographs and maps, structured and unstructured interviews, and the study of relevant literature and archive material.

1.12.1 The use of Aerial Photographs

The land use maps for the years 1953, 1968, 1983 and 1992 were prepared from blown up aerial photographs. From the identification of phenomena e.g. buildings, houses, factories, natural and cultivated vegetation, roads, railways, canals, rivers, and personal experience as a resident in the area for 25 years, it was possible to map the land use categories for Isipingo Rail, Beach, Lotus Park, Orient Hills, and Malukazi. Areas were shaded respectively for cultivated land, veld, residential, industrial and commercial functions. Maps were reduced to A3 size and by using the method of squares, approximate areas in hectares were calculated, using the scales for each aerial photograph. Information derived from this exercise were complemented by maps, books and official statistics. A study of the morphological changes within the Isipingo Area was made possible by mapping from the sequential aerial photographs (figures 2.2 to 2.5).

1.12.2 The Interviews

In conducting the structured interviews two sets of questionnaires, intended for two groups of respondents, were used as research tools. The first group of respondents consisted of 30 residents and officials (male and female) of Isipingo. The second group was composed of

the resident and non-resident adults and children. Altogether the number of people interviewed were $30 + 91 = 121$.

1.12.3 Sampling

The sample of 30 residents of Isipingo was selected by systematic random sampling (Sheskin, 1985, p.42; Harris and Goldstein, 1969). The first person met at a certain time (e.g. 09H00) was selected for the interview. Thereafter each fifth person met was selected. When the sequence was, for any reason broken, the next respondent was selected randomly according to the initial procedure. The other sample of 91 respondents was selected by stratified random sampling. Resident respondents were selected at various points of the residential area, while the non-resident respondents were selected around the bus and taxi terminus. The duration of the interviews was five days.

1.12.4 Literature and Archive Material

A great deal of information on the historical development of Isipingo was acquired from official documents and books from the libraries of the Universities of Durban Westville, Natal and Zululand;

The Don African (B.P. Centre Library) as well as from the archives of Killie Campbell Africana Library. The minutes of the different government committees were also used.

1.12.5 Limitations

It is important to state that there was a diversity of opinion among the respondents. In an attempt to summarise, generalisations have had to be made. This does not mean that the views of the respondents are homogeneous. It also does not mean that all questions in the questionnaire could be answered: many people were ignorant about issues such as the general governance of Isipingo and could not answer questions related to it. The latter point made it difficult to subject these questions to statistical analysis.

1.13 THE SIGNIFICANCE OF THIS STUDY

Although a number of works have been written on the functioning of Indian local governments, there is no comprehensive work done by a geographer on Isipingo as such. The use of a combination of methods in this study provides an in depth knowledge of the morphological and functional character of this Borough. Such information is needed now more than ever before because of the new dispensation regarding the Durban Metropolitan local government structures. Isipingo is an important transportation node, and it is useful to know how it has been coping with the increasing traffic and population congestion. This type of information will be useful for future planning of the area.

1.14 CONCLUSION

This chapter has sought to explain the conceptual framework on which the dissertation is based. A brief explanation of the concept "quality of life" has been given, followed by a discussion of the factors influencing the establishment and growth of urban settlements worldwide. The other concept discussed was that of local government. It was shown in this

discussion that the local government in South Africa was unique in that it was based on racial separation. The problem to be investigated has been outlined and the method used to investigate it was explained. Chapter two examines the morphological evolution of Isipingo.

CHAPTER 2**MORPHOLOGICAL EVOLUTION OF ISIPINGO****2.1 INTRODUCTION**

This chapter deals with the historical development of Isipingo. In order to appreciate the historical events that shaped Isipingo, it is necessary to allude briefly to the ecological conditions (i.e. site and situation) that have played a significant role in the evolution of the pattern of urban settlement, urban land use and general distribution of population in Isipingo.

Isipingo is situated along the east coast of KwaZulu/Natal about 16 km south of the Durban Central Business District. The eastern part of Isipingo is largely a flood plain which was originally a point of confluence of the Umlazi and Isipingo Rivers (Figure 2.1) as they meandered towards the Indian Ocean (Anderson, 1982; Begg, 1978; Reh, 1987). The area is prone to flooding and has remained a wetland until recently. The development of Isipingo and its vicinity could not have taken place without the canalising of the Umlazi and Isipingo Rivers, and the subsequent filling up of the flood plain, especially along the Isipingo River, with waste to prevent flooding (Raiman, 1964; Begg, 1978; Cooper and War, 1981; Anderson, 1982; Davies, 1982).

The flood plain is to date occupied by the Prospecton industrial area, the Durban International Airport and the South African Petroleum Refinery (SAPREF). The land used for residential purposes is situated on hillocks such as Orient Hill, Isipingo Hills, Isipingo

Beach and Lotus Park to avoid the floods which still occur frequently. The relatively low lying Isipingo Rail area is used mainly for commercial and transportation purposes (Figures 2.2; 2.3; 2.4; and 2.5).

2.2 EARLY INHABITANTS OF ISIPINGO

The history of the area called Isipingo as it is known, does not begin with the White Settlers in the 1820's, as commonly believed, it began centuries earlier. Archaeological evidence suggests that Isipingo was inhabited by small groups of nomadic hunter-gatherers before the 7th century A.D. (Duming and Guest, 1989; Maggs, 1989; Bird, 1965). This archaeological evidence 'radio-carbon dating' shows that these people collected shellfish from the rocks, ate game and a variety of plant material (Slayter, 1961; Carter, 1971; Russel, 1971; Cable, 1984;). According to Slayter (1961) the original inhabitants of Isipingo were a small, backward, mysterious people, known popularly today as the Strandloopers. They were the counterpart of the nearly extinct Bushmen of the more northern parts.

During the first mining operations (1956) at the Titanium mine at the end of Ernest Clokie Road, close to the golf course in Isipingo, a number of interesting discoveries were made, all of which are linked to the earlier history of the district (Slayter, 1961; Chase, 1968; Russel, 1971; Robert, 1972). Human skeletons were unearthed in various parts of the township almost invariably being relics of the old tribal wars which raged in the coastal region. At the mine, workmen found a skeleton with a difference. It was not of the usual "Bantu" type (Slayter, 1961), and had in its clasp, or lying beside it, a round-bottomed clay drinking cup of a kind used exclusively by the diminutive Bushmen forerunners of the Zulus.

Great interest was aroused, but before the skeleton could be taken away for an official investigation, it was removed secretly by the Native workmen for superstitious reasons. Human bones, relics of tribal wars and an old stone mill were excavated at the "Isipingo Farm House" (Slayter, 1961). This farm house was considered the oldest inhabited house at Isipingo Beach.

In about the 7th century AD, the ancestors of the so-called African peoples who inhabited the region, were detected (Russel, 1971; Maggs, 1989; Bird, 1965). Unlike the hunter-gatherers these people were pastoralists and planted crops. As far as it is known, they too lived in small family groups. They were mostly settled inhabitants, though they were still nomadic, practising slash and burn agriculture and moved on when the soil became exhausted. They were completely organised people, for they appeared to have engaged in trade, bartering ivory for other commodities like beads and weapons (Brooks and Webb, 1967; Ballard, 1989), this was important because it became the reason for White settlement in the area. These iron-age peoples who worked in metal, inhabited the territory for several centuries. However, by the late 18th century state formation began (Perrett, 1971; Russel, 1971; Russel, 1972). The population had grown to such an extent that some sort of organisation was needed, instead of living in isolated family groups (Russel, 1971; Rawden *et al*, 1992). Some historians feel that the growth of organisations might have been the desire on the part of certain powerful individuals to control the lucrative trade routes which had grown up over the centuries. By the late 19th century the mighty Zulu Kingdom was established under the powerful king Shaka (Perrett, 1971; Russel, 1972; Duming and Guest, 1989).

Shaka, a mighty warrior, united many disparate groups of people into a single cohesive unit based in Zululand. His sphere of influence encompassed Durban and the South Coast including Isipingo and Amanzimtoti. 'Amanzimtoti' (sweet waters) River, was named by Shaka after drinking its water (Slayter, 1961; Russel, 1972; Etherington, 1989; Guest, 1989). The river is still called Amanzimtoti. The Borough of Amanzimtoti which is adjacent to Isipingo was named after it.

2.3 THE ARRIVAL OF THE WHITE TRADERS

In the early 1820's White traders, largely from the Eastern Cape began to expand into the region to trade with the indigenous inhabitants (Bird, 1965; Chase, 1968; Clarke, 1972). There was a considerable demand for ivory and the hides of animals from the local inhabitants. These items which were so plentiful were prized and readily exchanged for pots, pans, beads, mirrors etc. by the latter (Osborne, 1964; Brooks and Webb, 1967; Duming and Guest, 1989).

Under the leadership of Farewell and Fynn, the White traders acknowledged the rule of Shaka and obtained his permission to settle permanently in the Durban area as it is known today (Brooks and Webb, 1967; Clark, 1972; Robinson, 1972). This area was chosen for its natural harbour which would facilitate trading and trade items being brought in by ship. Land transport was impossible as there were no roads and vast distances existed between Durban and the Cape (Osborne, 1964; Russel, 1972).

Some more settlers came from the Cape. Displaced African people who came to regard the

whites as their "chiefs" (Osborne, 1964) also came to settle in and around the Isipingo area. The Whites used these people as labourers to trade and hunt for them, and were also used as labourers in exchange for protection (Osborne, 1964; Clark, 1972; Charles *et al*, 1992;). The pattern of exploitation was established very early in this region.

2.4 THE ARRIVAL OF THE VOORTREKKERS 1838

In 1838 the White Trekboer from the Eastern frontier of the Cape Colony arrived in Natal and clashed with the Zulu King Dingaan at the battle of Ncome River in 1838 (Clark, 1972; Ballard, 1987; Blender, 1988). The area they conquered became part of a Trekker state called the Republic of Natalia. The pattern of land settlement changed for the whole region as the Voortrekkers divided practically all the land that they had conquered into farms for themselves (Brooks and Webb, 1967; Ballard, 1989; Guest, 1989). In many cases this involved dispossessing the Zulu inhabitants of their region and thus created a massive refugee problem (Perrett, 1971; Clark, 1972; Russel, 1972). Fortunately, this state was short lived. In 1842 the British decided that the settlement at Port Natal and the whole region called the Republic of Natalia, should be brought under British control. After a few skirmishes, the British gained control of the Port and later the whole region in 1843. It was during this conflict that Dick King made his famous ride to the Eastern Cape to secure help (Blender, 1988; Ethernington, 1989).

2.5 ISIPINGO UNDER THE BRITISH 1844

Land at this time had no particular value. Africa was vast and there was enough space to

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*Rough Sketch of
The ISIPINGO ESTATE
near Durban
1864*

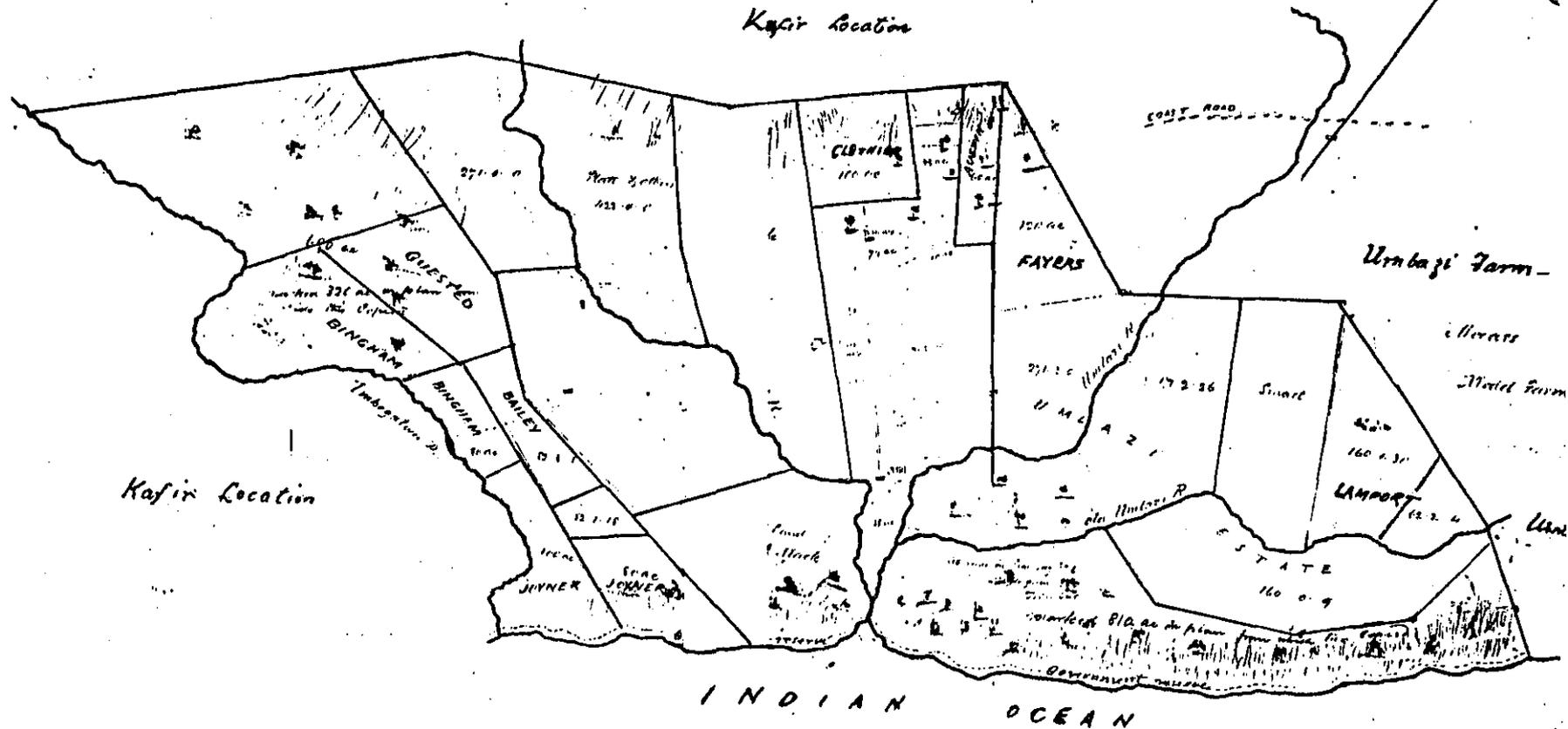


FIG. 2.1 Rough Sketch of Isipingo Estate near Durban 1864

spare for all. Five hundred acres could be exchanged for a bag of coffee. Later Sydney Platt arrived at Isipingo paradise (Slayter, 1961; Osborne, 1964; Clark, 1972). His brother Lawrence bought 250 acres to plant beans which swamped the market. Children under 14 were also allowed to buy land for half price and were given ten acres. The coast was a waste of sand-dunes, covered with bush and succulents. It was thickly wooded with kaffir booms, flat crowns and strelizias (Slayter, 1961; Osborne, 1964; Bird, 1965).

2.6 ARRIVAL OF THE INDIANS 1860

The native Zulus who worked on the sugar-cane farms were traditionally warriors and not good as sugar-cane farm workers (Osborne, 1964; Perrett, 1971; Brain, 1989). They often disappeared right in the middle of the cane cutting season creating labour problems (Osborne, 1964; Perrett, 1971). The sugar cane growers decided to import Indian workers for their cane fields. In 1860 the first batch of indentured Indians sponsored by the Natal Government were introduced as reliable labour for the sugar industry (Osborne, 1964; Perrett, 1971; Brain, 1989). Besides indentured labour, other Indians came of their own will and expense, to join families in Natal or to set up trading.

2.7 EVOLUTION OF THE LAND USE PATTERN IN ISIPINGO

As discussed above, people of different origins came to settle in Isipingo. Each group of people had a specific objective in settling in this area. Although farming was the major occupation of the early inhabitants of Isipingo, it ceased in the early 1970's as Isipingo became more urbanised (Table 2.3). The years of interaction of the activities of the different

people has resulted in the present form and structure of Isipingo. This section is concerned with the explanation of how Isipingo came to have the present pattern of land use.

2.7.1 The Role of Sugar-cane Cultivation at Isipingo

Sugar cane farming was the first major occupation of the European settlers in Isipingo. In 1853 Edmund Morewood (Compensation Farm) imported Bourbon, Ribbon and Creole sugar cane plants from Mauritius. He made a crude sugar mill from timber, using rollers of the masts of a wrecked ship (Slayter, 1961; Osborne, 1964). He employed Native labour in his mill. The process produced one ton of crude sugar a week. In 1855 the Company of Babbs, Jeffels, Mack and Joyner Ltd was formed using the Bourbon Mauritius variety, and machinery brought from Liverpool (Slayter, 1961; Osborne, 1964; Clark, 1972; Robinson, 1972). Dick King and the Platt brothers also planted cane extensively and Alfred Platt was left in-charge of the "Prospecton" sugar estate by his father Lawrence (Slayter, 1961). Dick King found his land unwieldy and cut it up to sell it piecemeal (Thompson, 1952; Slayter, 1961; Osborne, 1964).

At first native labour was used. Later ox power replaced native labour. The sugar variety was large grained golden yellow, called demerara, and was loaded on ox carts and taken to Durban warehouse of William H. Savoy & Co Shipping. On June 23rd 1855 the first sugar auction sale of locally grown sugar was held by Mr Robert Acutt (Slayter, 1961; Osborne, 1964;).

In 1856 the low-lying rivers and periodic heavy rainfall created many floods that washed

away the wattle and daub huts as well as the brick sugar factories of Barbs, Jeffels, Mack and J. Wild (Slayter, 1961; Osborne, 1964; Davies, 1970; Raiman, 1981; Davies, 1982).

By 1858 Jeffels and his associates had eight mills in the Isipingo district and the ox-powered machinery was being replaced by steam driven machinery (Slayter, 1961; Osborne, 1964; Russel, 1972). New methods and the first centrifugal machine were introduced. Sugar molasses were forced through the perforated walls of a revolving cylinder into a separate basin, which led to the manufacture of white sugar, instead of golden brown demerara. Jeffels grew a new variety of cane called "Green Natal" which although fast growing, exhausted the soil. Cane disease like the borer pest together with a serious crop failure in 1865 caused a slump in the property market. There was hardship and heart break at Isipingo (Slayter, 1961; Osborne, 1964; Clark, 1972).

More immigrant settlers were encouraged to settle in Isipingo by inducement. European immigrants possessing five hundred pounds or more would receive their passage and six hundred acres on landing. The immigrants without capital who could manage to pay for their passage received fifty acres of land (Slayter, 1961, Osborne, 1964; Russel, 1972; Clark, 1972).

In 1886 a French-man of Jewish extraction named Daniel du Pas bought a sugar estate at Reunion and planted the "UBA" cane variety found in a weathered box from CUBA which became the only disease resistant variety to be grown in Natal for a long time (Slayter, 1961; Osborne, 1964). Even though there was a shortage of labour in 1890, sugar and mealie crops were very good (Slayter, 1961; Osborne, 1964; Clark, 1972; Brain, 1989). By 1892,

after 40 years of cane industry, 8 000 acres of South Coast land was under cane cultivation, and the railway line was extended beyond Isipingo borders (Slayter, 1961; Robinson, 1972, Russel, 1972).

2.7.2 Other cultivation

While the Natives grew maize as a staple crop, European Settlers introduced other cash crops. By 1856 30 European born immigrant families occupied isolated farmsteads in the Isipingo River district growing coffee, arrowroot and beans (Slayter, 1961; Davies, 1982). In about 1890 there was also an abundant harvest of pineapples, bananas, oranges, and mangoes (Slayter, 1961).

2.7.3 Commercial Use of the Land

During the British rule (about 1844) trading in ivory slowed as animals became scarce. At this time the Zulus had been temporarily subdued, and land was available for White settlement and agriculture. Dick King, who was trading as a butcher in West street, was awarded a grant of land of 5,816 acres from the Umlazi to the Umbogintwini Rivers by the government.

Eighteen fifty was the year of change and fortune for Isipingo. Joseph C. Byrne Emigration Scheme which was based on commercial speculation brought butchers, clerks, carpenters, etc into Isipingo (Slayter, 1961). Up to the year 1880 there were no Indian stores at the

Isipingo Rail area. By the year 1890 the Indians had saved enough money to buy or rent shops in this area (Charles *et al*, 1992). The firm Kynochs of Umbogintwini carpentry was also established (Thompson, 1952; Clark, 1972).

The first succulent nursery was built by Mrs. Lace between Fifth Avenue and Delta Road in 1909. Later in 1911 the first general store was built, and In 1929 Mr. R. Rowles built the River Mouth Tea Room (*ibid.*) These were the beginnings of the establishment of the commercial sector at Isipingo. The process culminated in the establishment of a complex of shopping centres at the Isipingo Rail. The Beach shopping centre was established in 1961.

At Isipingo Rail there also developed a large informal trading sector that started when Africans from inland localities came to sell goats and handicrafts such as grass mats, baskets and crudely glazed earthen pots (*ibid.*) This informal sector now occupies a significant section of Isipingo Rail Area.

2.7.4 Urban settlement

At about 1820, the early White inhabitants of Isipingo had adopted a Zulu lifestyle, building huts in the traditional pattern and even taking Zulu wives and concubines through the payment of lobola (*ibid.*) By 1844 crude huts of wattle and daub had been erected. The roofs were thatched from tambuti grass tied down by wild grass called "mtwali," and the floors were made out of the old ant-hill soil. A few of these houses were scattered without any plan along tracks and infolds of low-lying hills (*ibid.*) Joyner's brick house, which was

built from clay bricks, was luxurious and so was Dick King's house.

Dick King's house is kept as a monument in Isipingo. It provides living evidence that local materials such as the boulders from the local quarry were used for building foundations for houses. Dick King also made his own bricks from local material. The house had few windows because of the difficulty of obtaining window glass (Slayter, 1961; Bender, 1988). The furniture and clothes were home-made (Slayter, 1961, Ballard, 1982).

By 1855 the tiny hamlet of Isipingo was taking shape. Land had been changing hands and values were going up. Land syndicates were formed by Mr W.J. Marriot, J.H.E., Wall (land surveyor) and Mr. T.A. Warner (Charles, 1992). In 1906, during the general depression, the South African Estate and Finance Corporation (as Bond holders), took over the property and developed it with Wall as Estate Manager (Slayter, 1961; Clark, 1972). They built the first double storied building "Braeside" at the beach.

The Indian population (consisting of Hindus and Moslems) lived in small houses along the side streets and in apartments at the back of shops. They numbered about five times more than the Whites (Osborne, 1964). They came purely as plantation labourers of three to five years service contracts after which time they were entitled to a free return passage to India. They could also renew their service contracts of ten shillings per month in the first year with small monthly increases in each succeeding year (Slayter, 1961; Osborne, 1964).

The plantation owner had to provide suitable and sufficient food, lodging and medical attention. Some planters provided long rows of small corrugated iron huts for their workers

while others allowed them to build their own grass huts (*ibid*). Conditions deteriorated but with Indian government intervention the system improved until 1911 when indentured labour was stopped (Thompson, 1952). Poverty was widespread at the Rail amongst the Hindus due to unemployment or lack of opportunity, and most resorted to small odd jobs to survive (Slayter, 1961; Osborne, 1964). Rich traders were mainly Moslem e.g. the Jadwat family who owned a general store opposite the Isipingo station (Brain, 1989).

In 1935 the area of the Township of Isipingo was 300 acres with a White population of 600, and a Non-White population of 150 servants. There were 200 households. The rateable value of the Township was 194,000 pounds. The rates paid by the residents were four pence in the pound on land, one and three quarters pence in the pound on buildings and improvements. The total assets of the Town Board was 5 000 pounds (Slayter, 1961). The Joyners family arrived in 1950 to occupy the land near Tiger Rocks which is bounded by Umbogintwini River and joined to the land of Mr Mack at the Isipingo mouth (see Fig. 2.1).

2.7.5 Land for Industries

Titanium mining operations were carried out at Ernest Clokie Road in Isipingo Beach, and in 1955/56 rich mineral deposits were found. At first 26 tons of mixed minerals to every 100 tons of sand were recovered. These were estimated as one of the richest deposits in the world. Production commenced at 100 tons and increased to 400 tons per month (Slayter, 1961; Russel, 1972; Cable, 1984). The mines are now extinct.

Secondary industries started in the Rail area close to the railway line. By 1964 some international companies remained at the Rail station for rail service and native labour convenience e.g. a steel foundry, a cotton waste manufacturer, timber, linoleum, roofing felts industries and oil refinery (Slayter, 1961; Clark, 1972; Russel, 1972).

2.7.6 Recreational Use of the Land

Recreation facilities were developed very early in the history of Isipingo. In 1856 the Isipingo Rifle Corp was formed (*ibid*). This was followed in 1886 by the establishment of croquet and lawn tennis playing grounds which were organised by Enchman Daniel Du Pas (Slayter, 1961).

In 1917 a flood Golf Course was established on the far side of the Isipingo River (*ibid*). This was followed in 1929 by the establishment of the first 27 hole golf course on the south bank of the Isipingo river, which still exists as an 18 hole golf course named Amanzimtoti Golf Course. As the name signifies, this golf course lies outside the boundaries of Isipingo in the Borough of Amanzimtoti. The Isipingo Golf Course at Isipingo North was taken over by the government and used as a base for training airmen (*ibid*). The present day Durban International Air-port (Louis Botha) was eventually built on the site that was previously used as a base for training of airmen (Slayter, 1961; Charles, *at al*, 1992). On the 20th October 1945 a new Golf Club established on 120 acres on either side of the Umbogintwini river was opened (Slayter, 1961; Clark, 1972). To date only the Amanzimtoti and the Umbogintwini golf courses, both outside the borough of Isipingo, exist.

The Beach Club was started in 1923 with three tennis courts, a croquet lawn, a bioscope and a dance hall (Slayter, 1961). A swimming pool was also built at the river mouth. In 1939 during the Second World War Isipingo played an important role by building a canteen (by Mr. O.E. Bjorseth) for the entertainment of troops passing through the Township (*ibid*). After 1949 the canteen was used for social occasions, and it is today known as the Memorial Hall (Thompson, 1952).

By 1961 Isipingo was famous as a holiday resort with its fine beaches, hotels, and camping sites (Bird, 1965). After the South African Rail and Harbours Administration had deviated the water from the Umlazi river to construct Louis Botha airport, however, it left no water to keep the Isipingo mouth open permanently, and the fine bathing beach which was a most valuable asset of Isipingo Beach became inundated and water logged, creating a mangrove swamp land infested with mosquitoes (Slayter, 1961; Russel, 1972).

The first sports field was founded on land owned by Mr. O.E. Bjorseth in 1944. This land was later purchased by the Town Board and leased to the Isipingo Sports Club.

2.7.7 Land Used for Nature Conservation

Prior to 1844 Isipingo abounded with wildlife such as iguanas, baboons, hyenas, snakes, leopards, flamingoes, hippopotamus and crocodiles. With more people coming into Isipingo the natural vegetation and wild life was threatened (Thompson, 1952; Slayter, 1961). In 1933, 23 acres of the Admiralty Reserve along Isipingo Beach Seafront was transferred free hold to the Isipingo Town Board by the government (Slayter, 1961). With the disappearance

of many wildlife species, the Isipingo Beach remains the only area set aside for conservation by the Natal Parks Board. This is mainly because of the presence of mangrove trees at the mouth of the Isipingo River.

2.8 THE BOUNDARIES OF ISIPINGO

When the former Indian Local Affairs Committees of Isipingo Beach and Isipingo Rail were granted local authority status in terms of the Administrators Proclamation No.101 of 1972, their boundaries were demarcated as follows:

2.8.1 Isipingo Beach Area

Isipingo Beach Area was demarcated thus:-

"Beginning at the point where the prolongation of the western boundary of lot 613, Isipingo Beach Township, intersects the middle of the Isipingo River, thence North-Eastward along the middle of the said Isipingo River to the high water mark of the Indian Ocean, thence South-Westwards along the said high water mark to the point where it intersects the middle of the Umbogintwini River; thence Northwards along the middle of the said Umbogintwini River to the point where it is intersected by the prolongation South-Westwards of the middle of Ernest Clokie Road, thence North-Eastward along the said prolongation and the middle of the said Ernest Clokie Road and Outer Circuit Road to the point where it is intersected by the prolongation Southwards of the western boundary of the said lot 613; thence Northwards along the said prolongation and the boundary and the prolongation thereof to the point first named" (Republic of South Africa, 1972).

2.8.2 Isipingo Rail Area

The following is the demarcation of the Isipingo Rail Area:-

"Beginning at the North-Western beacon of lot 584, Isipingo Township; thence South-Eastward in a straight line to the North-Eastern beacon of lot 545;

thence South-Westwards along the boundaries of the said Isipingo Township, so as to include it in this area, to the Southernmost beacon of lot 524; thence North-Westwards along the South-Western boundary of the said lot 524 and the prolongation thereof to the point where it intersects the South Coast Railway reserve; thence Southwards along the said Railway Reserve to the point where it is intersected by the middle of the Isipingo River; thence North-Westwards and generally Westwards along the middle of the said Isipingo River to the point where it is intersected by the North-Western boundary of the said Isipingo Township; thence North-Eastward along the said North-Western boundary to the beacon first named" (*ibid.*).

The area included in these boundaries had remained a predominantly rural Township until about 1940 (Figures 2.6, 2.7 and 2.8).

2.9 ANALYSIS OF THE PRESENT LAND USE OF ISIPINGO

The present land use of Isipingo may be divided into four categories, namely commercial, residential, industrial and veld. This pattern of land use is the result of a process of urbanisation from the early agricultural mode of living.

Figures 2.2; 2.3; 2.4; and 2.5, which were drawn from blown up sequential aerial photographs of Isipingo for the years 1953 to 1992, provide useful information for an in depth analysis of the current trend in land use changes in Isipingo (Tables 2.3 and 2.4).

In 1953 about 26 608 hectares i.e., 39 percent of the land was covered with cash crops, sugar-cane especially which grew very well in this area, and which was one of the factors that led to the establishment of Isipingo as a trading station. Labour was required for the work on the sugar-cane fields, and 37 percent of the land was used for residential purposes. The Isipingo Beach was mainly occupied by Whites, while the Isipingo Rail area was

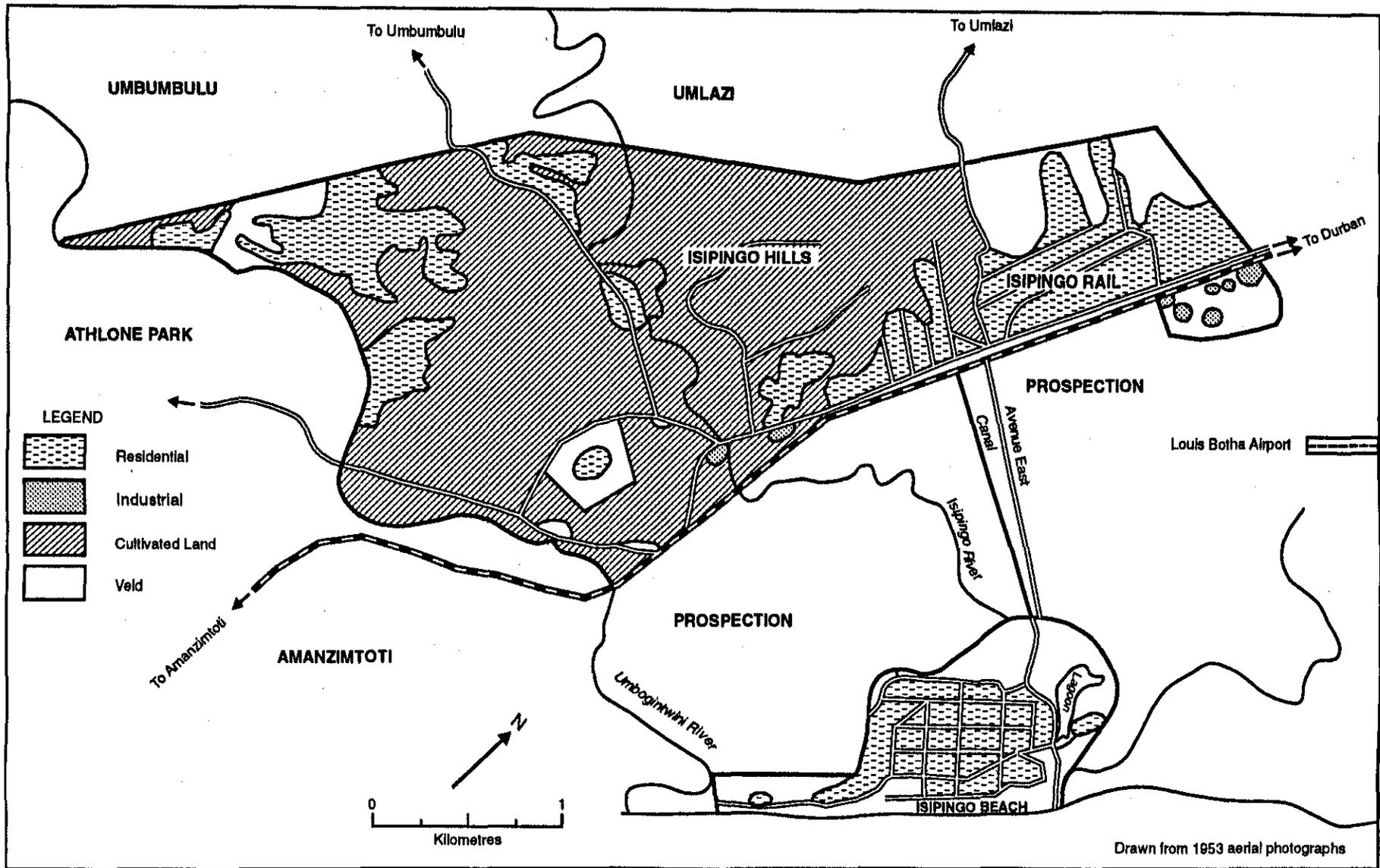


Figure 2.2 : Isipingo land use - 1953

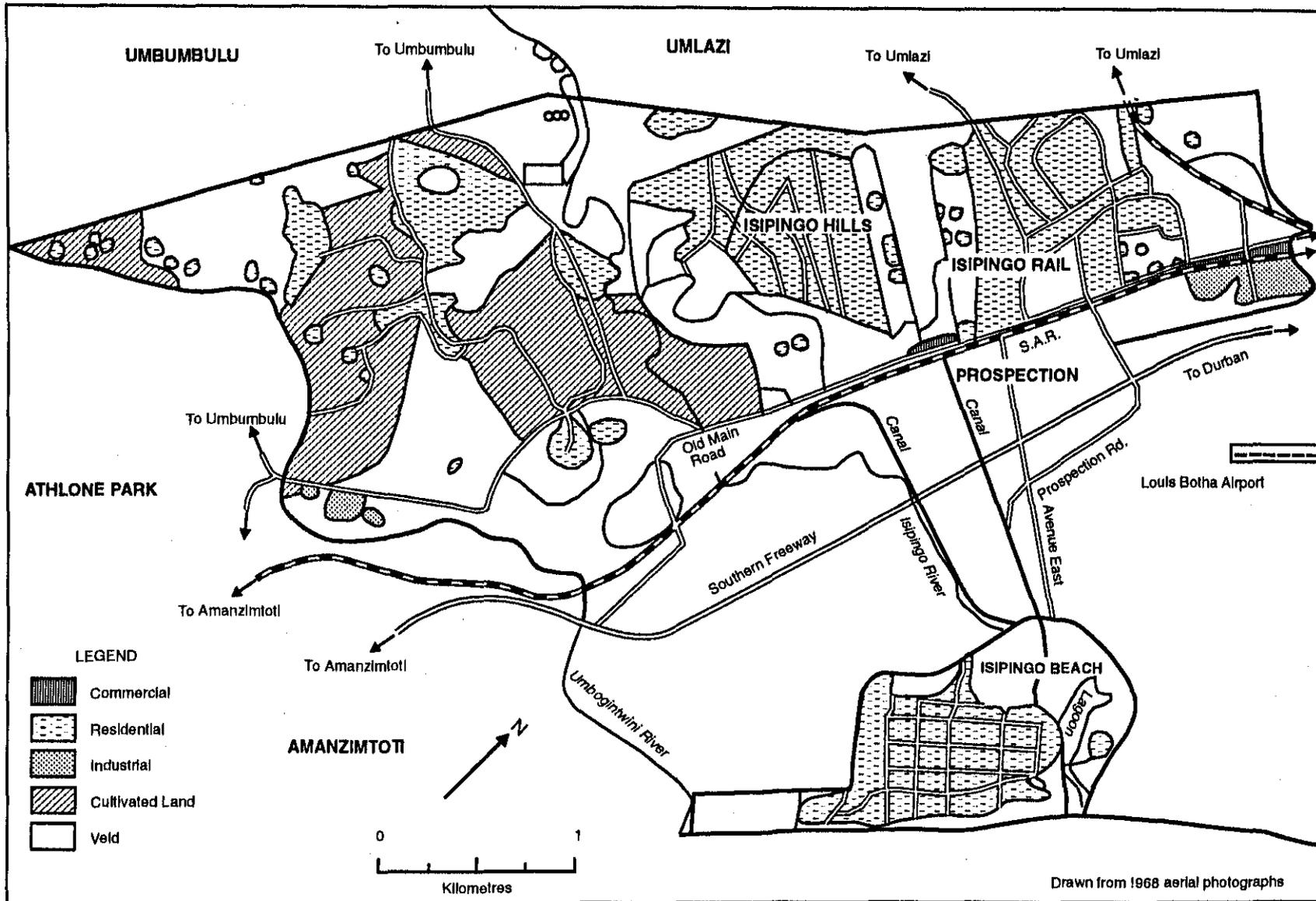


Figure 2.3 : Isipingo Land Use - 1968

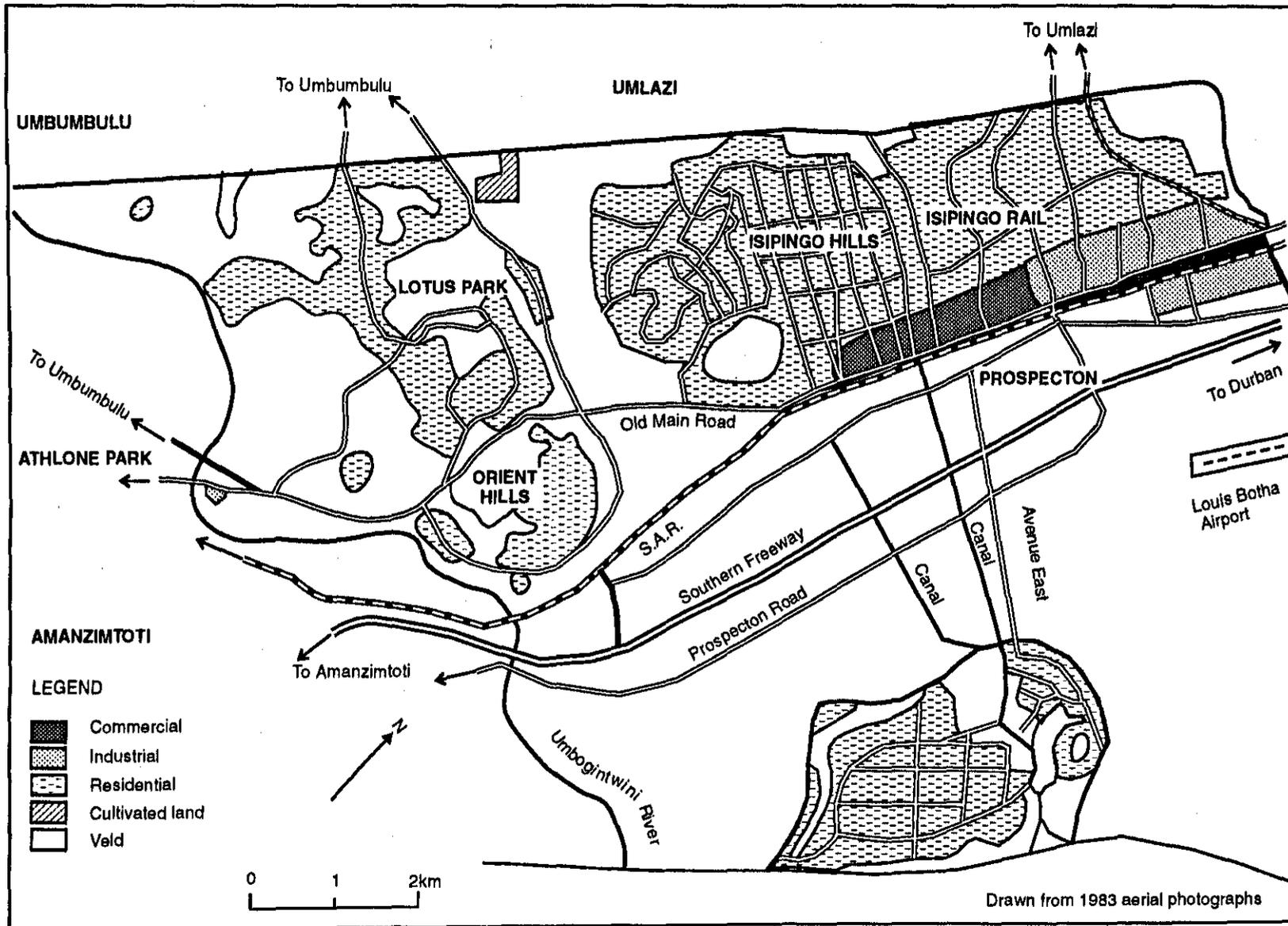


Figure 2.4 Isipingo land use - 1983

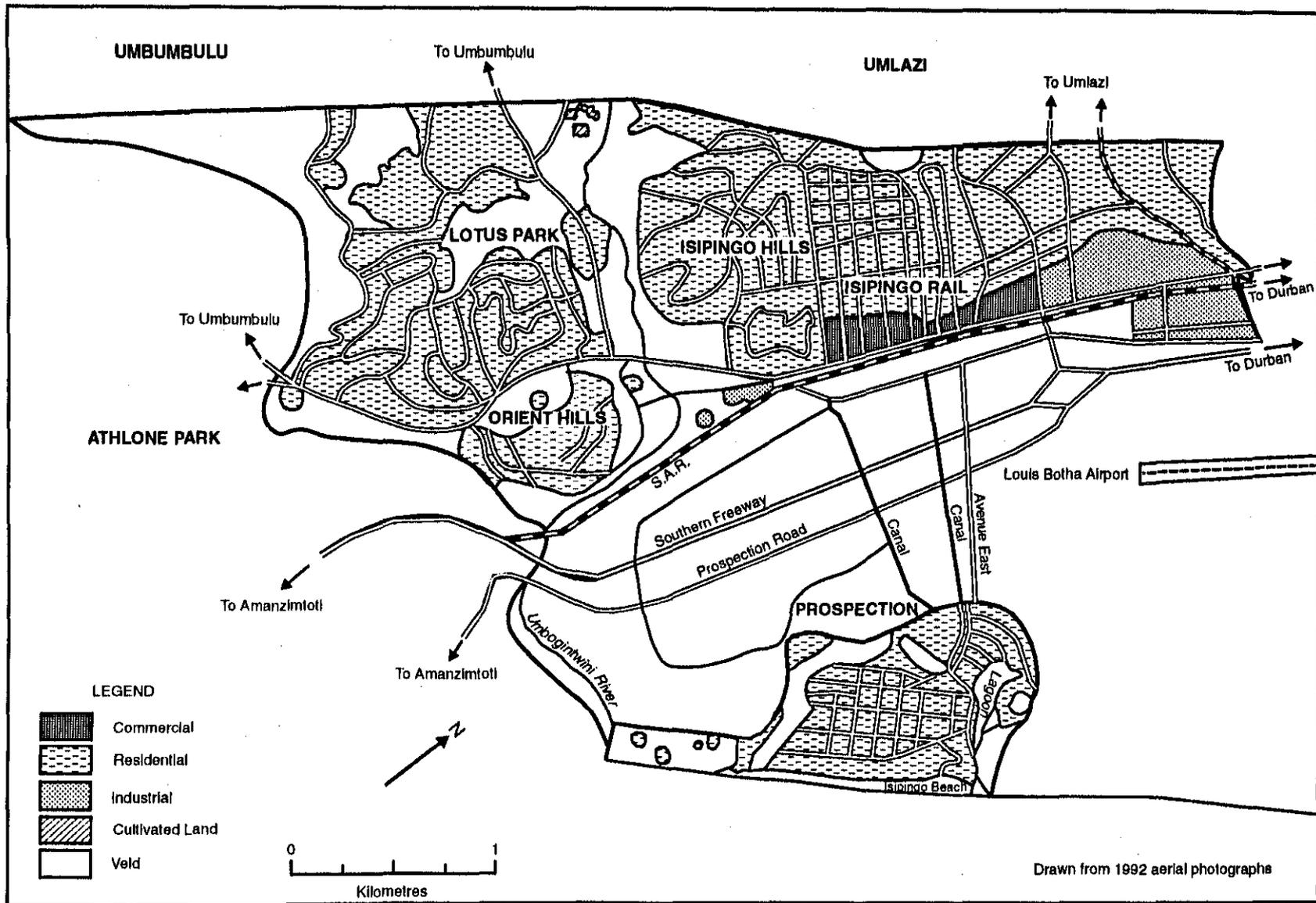


Figure 2.5 : Isipingo Land Use - 1992

occupied by Non-Whites (Indians and Blacks). At this stage Isipingo had very few factories, and only two percent of the land was used for this purpose while the remaining 22 percent of land consisted of veld.

The year 1968 was significant in Isipingo's evolution. It was the time of the beginning of the full implementation of the Group Areas Act and Isipingo was in a state of flux. The uncertainties of location and relocation brought about by the Group Areas Act 1966, resulted in the rapid increase of about 45 percent of land lying unused as veld. Residential land was reduced from 37 to 36 per cent. Whites were removed from Isipingo Beach and Rail areas which were declared Indian Group Areas. Indian traders began to flourish in the Isipingo Rail area, occupying about 676 hectares (one percent) of the land for this specialized function.

Isipingo became a fully fledged local borough entrenched in the hands of the Indian people in 1974. Many Indians from all over Natal immigrated into Isipingo to take up residence in what was previously a holiday resort. Fifty percent of the land was taken up by the residences; three percent by commercial enterprises and four percent by industries. The CBD and its associated functions expanded, while cultivation by the Black and Indian groups ceased. Much of the 43 percent land that was previously used for cultivation became covered by natural vegetation as veld.

In 1992 cultivation was much an activity of the past and 64 percent of Isipingo land became residential areas with the development of Malabar Hills, Orient Hills, Lotus Park and Malukazi. Industrial and commercial areas remained more or less the same size (i.e. four

Table 2.1 : Land Use Changes at Isipingo in Hectares

Category	1953	1968	1983	1992
Commercial	0	676	2 028	2 028
Residential	25 015	24 339	33 804	43 269
Industrial	1 353	1 352	2 704	2 704
Cultivated Land	26 367	10 817	0	0
Veld	14 873	30 424	29 072	19 607
Total	67 608	67 608	67 608	67 608

Source: Measurements taken from Figures 2.2 to 2.5

Table 2.2 : Land Use Changes at Isipingo in Percentage

Category	1953	1968	1983	1992
Commercial	0	1,0	3,0	3,0
Residential	37,0	36,0	50,0	64,0
Industrial	2,0	2,0	4,0	4,0
Cultivated Land	39,0	16,0	0	0
Veld	22,0	45,0	43,0	29,0
Total	100,0	100,0	100,0	100,0

Source: Derived from Table 1.3

and three percent, respectively) and the veld was reduced to 29 percent.

2.10 POLITICO-ECONOMIC BASE OF ISIPINGO

Although the town of Isipingo is set within the western capitalist market economy, the apartheid system has imposed a specific structure and distinctive character on it. State induced racial zoning resulted in an artificial duplication of the residential, economic and administrative functioning of this town. Stringent state involvement in the structuring of the town corresponds to a certain degree to the central planning of second world cities. Socialist principles of equality, however, were absent and the gap between the rich and the poor has increased with time. Furthermore, apartheid stimulated a dualistic economic base within Isipingo comprising a formal Western and an informal Third World economic structure (van der Merwe, 1993).

2.11 THE URBANIZATION PATTERN IN ISIPINGO

The urbanisation of Isipingo has developed dramatically, both demographically and spatially. According to the 1991 Population Census, population densities of 3654,22 and 8807,17 km² existed in the Isipingo urban area even though urbanisation commenced very late in Isipingo's history. The high growth rate of the Indian population in Isipingo compares well with the growth rate of the Third World countries. The majority of inhabitants of Isipingo are Indians and they have reached the saturated high level of urbanisation of 87 percent (Population Census, 1991).

2.12 THE DUALISTIC CHARACTER OF ISIPINGO

Isipingo developed as an apartheid town, manifesting itself in a dualistic character, similar to colonial cities of the Third World:-

(a) Firstly, there was a White ruling component structured in an orderly manner, and well developed according to First World Western norms. Additional characteristics include vigorous capitalistic land use competition, an extensive urban area with low building densities, well planned layouts, private vehicle use, modern architecture, domination by single dwellings, decreasing population densities in combination with increasing social status towards the periphery, high living standards, sound infrastructure and services that are found in Isipingo Beach (Slayter, 1961; van der Merwe, 1993).

(b) Secondly, alongside the Western city sector, there existed a disadvantaged Black component in a relatively disordered and inferior city structure found in the Isipingo Rail (Thompson, 1990; van der Merwe, 1993). Phenomena such as high densities, unemployment, poverty, informal economic activities, illiteracy, ill health, housing backlogs, informal settlements and peripheral squatting, insufficient infrastructure and services are widespread. Isipingo like all other apartheid towns, is characterised by decreasing socio-economic status, increasing density towards the periphery and increasing squatter settlements e.g. at Malukazi and "Uganda".

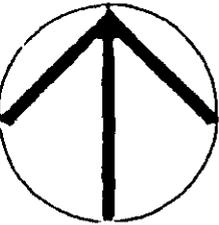
2.13 SQUATTER SETTLEMENTS OF MALUKAZI AND "UGANDA".

Malukazi is a congested low income residential area of Isipingo South, adjacent to Lotus Park which had developed as a result of lack of housing and space for the poor people migrating from the rural areas (Figure 2.10). Conditions at Malukazi have deteriorated over the recent years because of the ever increasing migration growth of the rural population. Shacks have mushroomed as the new migrants continue to use tins, cardboard, pieces of plastic, low quality wood etc. to build their dwellings. There is no proper land division at Malukazi. There is no adequate provision of electricity, water and sanitation services. These appalling conditions place the health and security of the residents of Malukazi at risk. The area is very much prone to violence and many other serious crime activities.

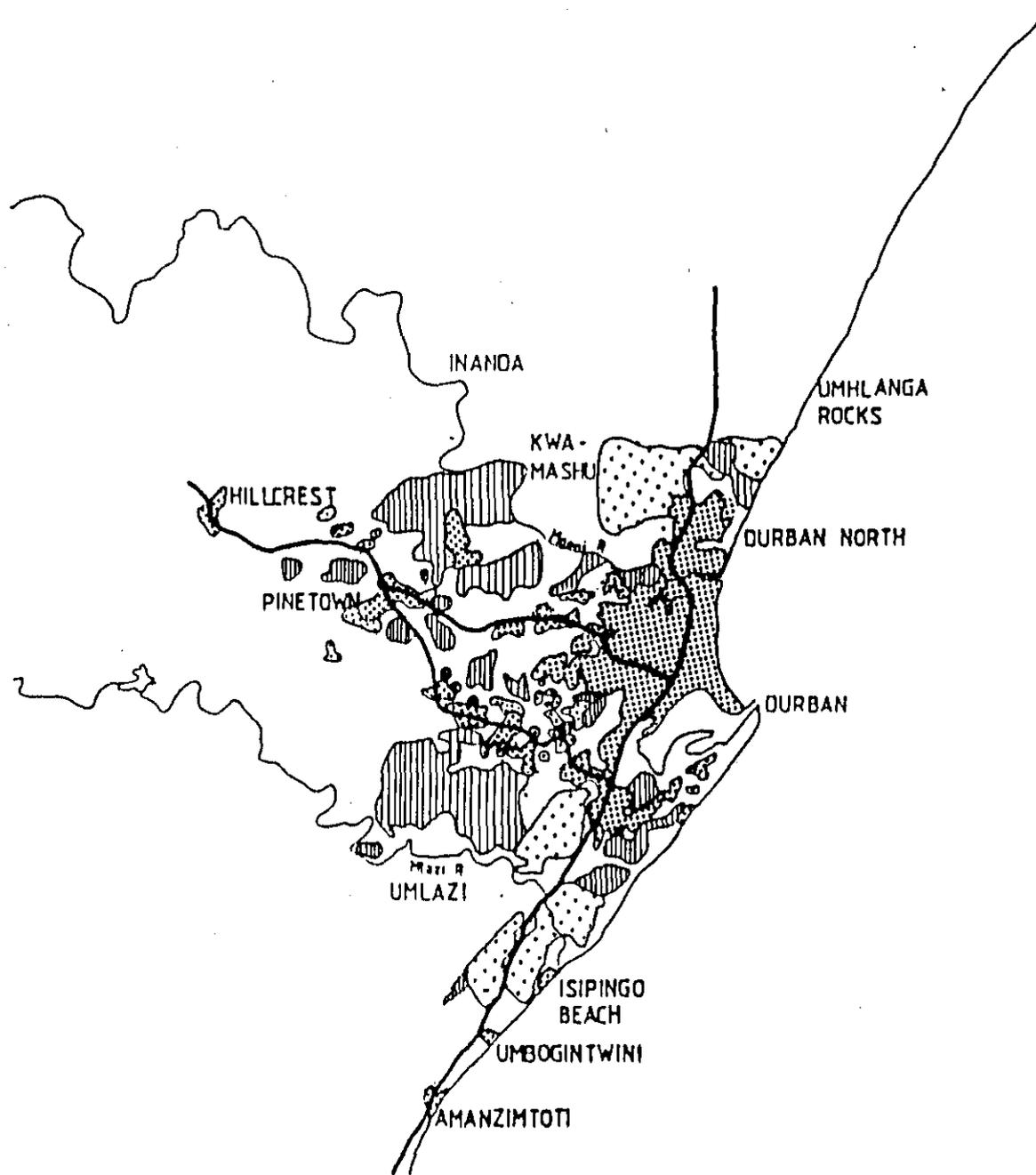
Recently many people from the rural areas settled on an open land belonging to the Isipingo municipality and also on some property belonging to some private individuals. Throughout Isipingo there are shacks, for example, the squatter settlements at Malabar Hills and at "Uganda" (the border of Isipingo Hills and Umlazi). The squatter settlement of "Uganda" is the largest of the squatter settlements. The living conditions here too are very appalling. "Uganda" is also prone to violence and the quality of life is very poor.

2.14 THE DEVELOPMENT OF URBAN INFRASTRUCTURE AT ISIPINGO

The increase in the resident population necessitated the development of infrastructure at Isipingo.



SOURCE : J.J Mc Carthy

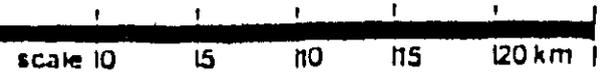


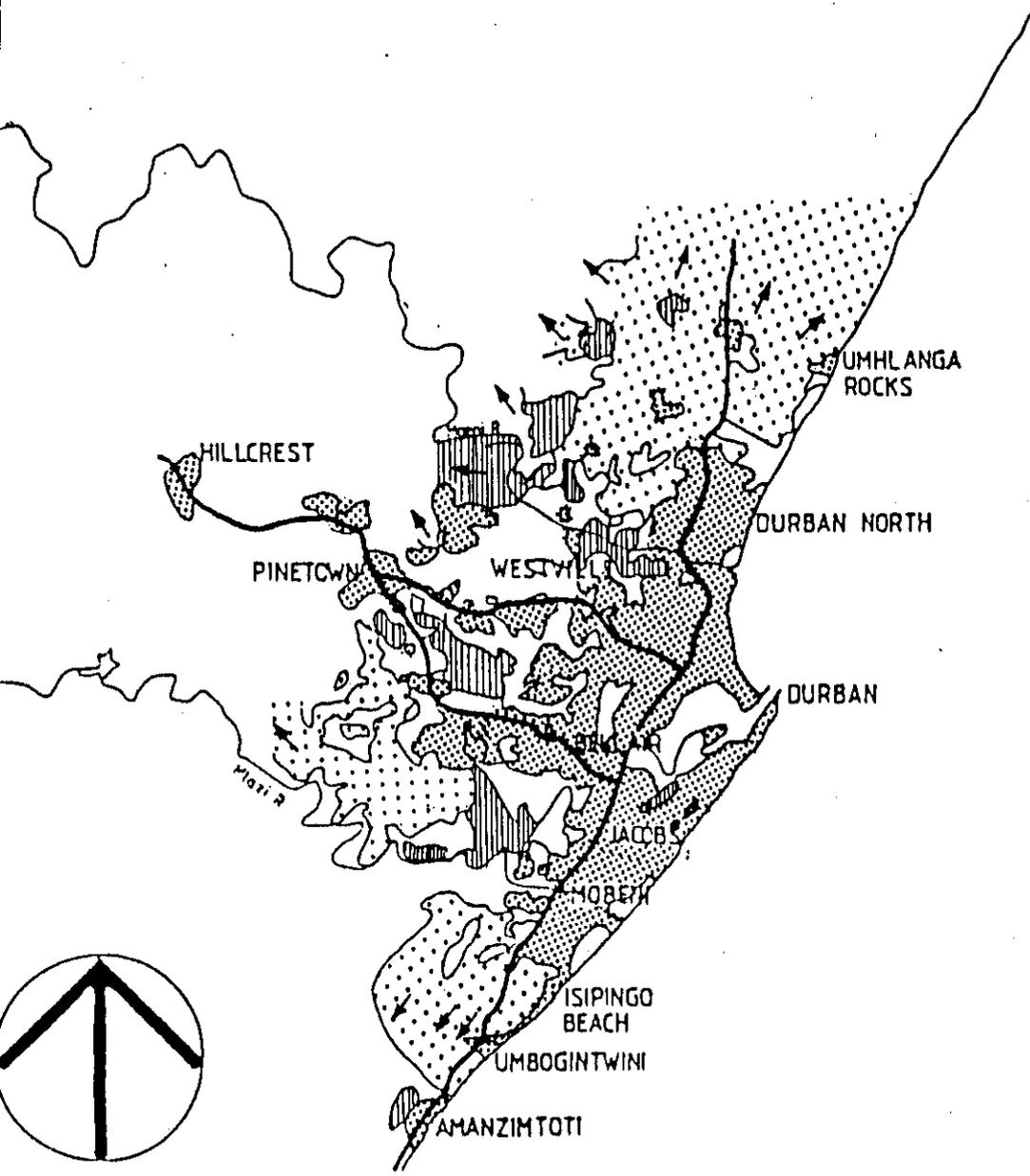
POPULATION : 1937 = 309 000

KEY

- Major inter-urban road routes
- ▨ Small scale agriculture
- Large scale agriculture
- ▩ Urban use

FIGURE 2.6 : 1937 LAND USE





POPULATION : 1937 = 309 000
 1953 = 513 000

KEY

- Major inter-urban road routes
- ▨ Small scale agriculture
- Large scale agriculture
- ▧ Urban use

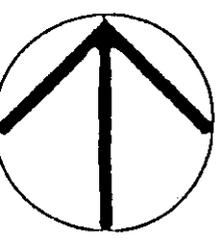
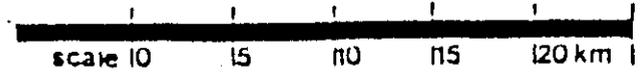
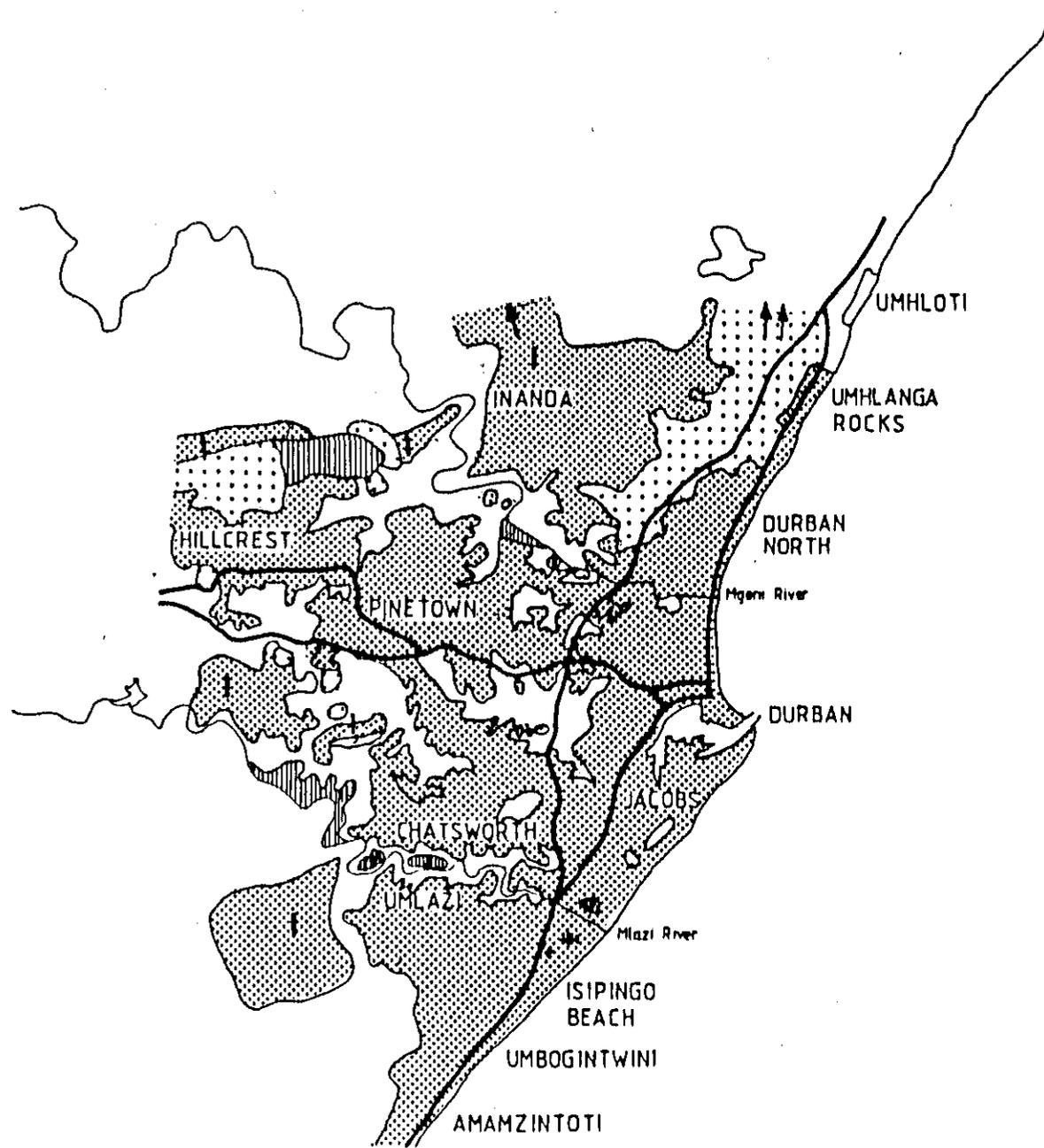


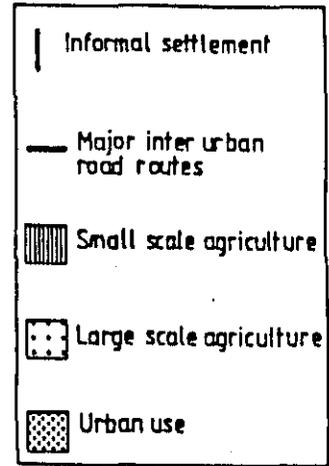
FIGURE 2.7: 1953 LAND USE



SOURCE : J.J Mc Carthy



KEY



1989 POPULATION

Whites	381 000
Asians	624 000
Coloureds	69 000
Africans	<u>2 301 000</u>
TOTAL	<u>3 375 000</u>

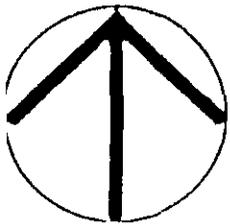
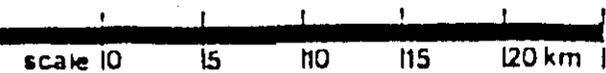


FIGURE 2.9 : 1989 LAND USE



2.14.1 Water and electricity supply

In about 1855 water was drawn from streams and rivers (Slayter, 1961). Subsequently, fresh water was obtained from a well at Delta Farm and from the rain water collected in tanks (*ibid*). There is now an efficient system of water supply managed by the Umgeni Water Board. Electricity was first introduced in 1929 (Clark, 1972; Slayter, (1972), and it now forms a basic facility for every homestead, business premises and public buildings. Street lighting is also well provided.

2.14.2 Churches and Schools

In 1820 with increasing migration into the area of Isipingo, there was a need to organise community life. The first public buildings that were built to cater for the needs of the community were churches and schools. The first Anglican church and school were built in Isipingo Rail in 1856 for R5 500. In 1872 the church of St. James was built (Slayter, 1961). The first Anglican Church to be built in the Beach area was St. Mary Magdalene Church in 1925 at Duiker Road. Land for the building of this church was donated by the Beach Lands' syndicate (Etherington, 1989).

In 1935 the first Methodist Church was opened at Isipingo Beach (Slayter, 1961). The Holy Cross Catholic Church which assisted the poor and youth members of the community was established in 1949 at Isipingo Beach (Etherington, 1989). The latter was subsequently transferred to the Isipingo Rail. When the Joyner family arrived in 1950 they established a Scottish Parish (Russel, 1972; Slayter, 1961).

A mosque was built at Lamontville outside Isipingo for the Moslem Minority (Slayter, 1961, p.127) and the Mariammen Hindu Temple on Old South Coast Road was built by the Moodley family (Slayter, 1961). To accommodate the many Easter Holiday worshippers, a railway halt was built at Pilgrim halfway between Reunion and Isipingo (*ibid*). The Roman Catholic priest Fr. Sabon ministered (in Portuguese) to the indentured Indians in the open air (Slayter, 1961). By 1900 Isipingo village was adequately provided with churches and a school.

More schools were built after 1900. In 1924 two private schools - a boarding school for boys run by Mr. J.E. Ferras and a day school for smaller children by Miss Todd - were built. The first government school under Mr J.G. Kirby with 54 pupils was opened in 1927 (Slayter, 1961). In 1939 the Isipingo Tamil school now known as St. Ramalinga Hall, was built on the opposite side of the Railway station (Charles, *at al*, 1992).

2.14.3 Other Public buildings

Other public buildings built in Isipingo included two post offices, four hotels and two libraries. The first Post Office was established at Isipingo Rail in 1890 (Slayter, 1961). In 1961 the second Post Office was established at the junction of the Delta and River mouth in the Isipingo Beach area (*ibid*). In 1905 Sid Wood established the Island Tea Room known as the Island Hotel today (Slayter, 1961). In 1910 the Ozone Hotel known as Tiger Rocks Hotel was established (*ibid*). Mr C. Tremearne built the Royal hotel in Inwabi Road (*ibid*).. Thereafter the Railway Hotel, which was run by William Rockey was established along the Old Main Road (*ibid*).. The last three hotels no longer exist as they were subsequently

converted into trading shops. In 1959 a welfare organisation opened a Holiday Home for the aged in Ocean Terrace (Slayter, 1961)., which is also no longer functioning.

In 1953 the first Isipingo Public library was established in an annexe of the Memorial Hall with Mrs. P. Brian as the librarian (Slayter, 1961). In 1961 a library and an estate agent office was built in the Rail area (Slayter, 1961). The latter library has since been transferred to the Orient Hills area near the Umbumbulu-KwaMakhuta road junction along the Isipingo flood plain.

2.14.4 Public Transport

During the early colonial period transport and communications were poorly developed and farmers with their families lived in isolation. Isipingo had its first railway line from Durban in 1875, and the first train started operating in 1880. By 1892, after 40 years of the cane industry, the railway line extended beyond Isipingo borders (Osborne, 1972; Slayter, 1991).

A temporary bridge across the Isipingo River was built. Later in 1934 a concrete bridge was constructed with steel tram-lines (*ibid*). The steel lines were laid from the railway station along the Avenue to the sandy track at the top of Delta Hill. The two small horse drawn trams were used initially (Russel, 1971; Slayter, 1991).

Roads were not far from foot bridge of Island Tea-room. The majority of the roads were surfaced (Slayter, 1961). Street patterns started to develop in 1918 and the names of the streets depicted the history of Isipingo e.g. Ernest Clokie road near Tiger Rocks, Clark Road, Dick King Road, and Ridge Road (Russel, 1972; Clark, 1972).

The first motor car (owned by Alfred Platt, NU13 in 1906) later replaced the Isipingo Horse Tram service during the first World War. The first bus service between the Rail and the Beach was established in 1961 (Slayter, 1961; Brooks and Webb, 1967). The present day Durban International Air-port (Louis Botha) was eventually built on the site that was previously used as a base for training of airmen (Slayter, 1991; Russel, 1972) On the crest of ocean terrace is a beacon tower warning air crafts or ships of the hill.

2.15 CONCLUSION

Chapter two has shown how Isipingo developed from a predominantly rural area in the 19th century to the current completely urbanised area. The increase in population, with its consequential increase in the densities of the built environment and traffic congestion, has had an impact on the natural environment. Provided that the environment in Isipingo is not managed efficiently, the present and future growth of Isipingo may be jeopardised. This could have negative effects on the quality of life of the residents. The situation is now dependent on the efficiency of management of the urban environment. Chapter three examines the organisational structure (i.e. Government) of Isipingo, with particular reference to their management efficiency.

CHAPTER THREE

THE GOVERNMENT AND ADMINISTRATION OF ISIPINGO

3.1 INTRODUCTION

It was pointed out in Chapters one and two that people living in an urban area have needs which they themselves could not provide. Roads, public transport, sewerage system, garbage removal, water and electricity supply, libraries, schools, health services and security are examples of such needs. It would be costly, and sometimes impossible, for urban residents to satisfy these needs individually. These needs can, however, be supplied cost-effectively by a central, provincial or local government. In South Africa the local needs of urban residents are provided by local government. Not only does the local government control the revenue of the area or region under its authority, but it also has access to central and provincial government funding. Local government also serves entire communities, whose needs are bulky, and thus cheaper to acquire in terms of the principles of scale economies. This Chapter therefore, examines the emergence, growth and functioning of the local government in Isipingo (Cloete, 1993; Vosloo, 1973).

3.2 LOCAL GOVERNMENT IN SOUTH AFRICA

The creation, development and future of local government structures in South Africa were determined by the central government. It is thus fitting in this discussion to allude to the laws of the country governing local governments in order to better understand the history and

functioning of the Isipingo local government.

3.2.1 Colonial Local Authorities in South Africa

The first local authorities in Natal were established on the basis of the Cape Ordinance 9 of 1836 (Cloete, 1986). This ordinance provided for the election of a small number of commissioners to serve as members of the municipal council. The electorate consisted of all rate payers in an urban area (*ibid.*). Only White rate payers, however, were qualified to vote. The first local authorities in Natal, and indeed in South Africa as a whole, were thus Whites who mainly catered for the needs of the White residents. Hence public amenities such as schools, churches, hotels, and recreation facilities were for the sole use of White residents.

Prior to the first World War (1914-1918), Blacks settled in urban areas controlled by White local authorities in a small number of cities such as Cape Town, Port Elizabeth, East London, Kimberly, Durban, Pietermaritzburg, Bloemfontein, Johannesburg and Pretoria and they were without representation. Populations were small and the White local authorities, whose councillors and officials had gained experience over the years, managed to satisfy all the basic needs at a low-level e.g. the provision of gravel streets and bucket sewerage system (Cloete, 1993). After the first World War urbanisation increased at a rapid rate and the White local authorities could not provide for the growing needs of essential services.

3.2.2 Institutionalised Racial Segregation in the Urban Areas

Following the adoption of the Apartheid ideology in 1948, the Group Areas Act was passed in 1950. The Group Areas Act of 1950, as amended in 1955, was a cornerstone of the Apartheid Policy, producing for the first time legally enforced segregation in Isipingo and other South African towns and cities. The Native Urban Areas Act of 1923 was to control the number of Blacks entering urban areas into industries in manageable units. It provided for forcible removal of any surplus population in urban areas to reserves. Housing and services were provided separately on a highly uneven basis and access of Blacks to the cities was strictly controlled by means of influx control regulations of 1960. This Act of Influx Control together with 1923 Native Act have been perceived as radical methods to limit Black urbanisation. These Acts promoted the creation of commuter labourers on a daily basis. The transportation of commuters to White towns was subsidised by the government for quite substantial amount of money, R402 million in the 1982-1983 financial year alone (Maharaj, 1991). The result was that cities in South Africa became more highly structured and divided than any multi-ethnic colonial city elsewhere in the world.

There was later a series of laws aimed at ensuring racial segregation in South Africa. Included among these laws was the Urban Areas Act of 1923, Population Registration Act of 1950, the Separate Amenities Act of 1953, the Group Areas Development Act of 1955 and the Group Areas Act of 1957.

Institutions were created to establish Black Local Authorities in areas populated by Blacks in 1962. Four Provincial administrations (general state departments) controlled the day to

day affairs of Black Local Authorities. The Central Department of Local Government and national Housing (also general affairs) controlled policy for local authorities of all population groups through Acts of Parliament (Cloete, 1993; Government Gazette, 1994).

By 1990 approximately 1 700 group areas had been proclaimed in South African cities, resulting in the forced removal of between 750 000 and 1 000 000 people (Bernstein and McCarthy, 1990). Apartheid laws did not only have damaging effects on human lives but also resulted in the artificial structuring of cities in terms of its economy, administration and morphology.

3.3 THE ORIGINS OF THE LOCAL GOVERNMENT IN ISIPINGO

As described in Chapter two, Isipingo first developed as sugar cane farms. At that time the dominant group of people resident in Isipingo were European settlers. The European settlers established Isipingo as a trading station and regarded it as their cultural domain (Slayter, 1961). The indigenous African population of Isipingo was soon drawn to the urban centres to serve the colonial masters as domestics and labourers on the sugar cane fields. Upholding the spirit of the colonial Third World town, class differences and spatial segregation were characteristic of Isipingo from its inception. Historical records indicate that segregation was one of the dominant features of British Colonial Societies (van der Merwe, 1992) The heritage of the British colonial town provided the foundation for the evolution of the segregated and later the apartheid city (van der Merwe, 1992)

3.3.1 The Segregated Town of Isipingo

From 1910 the South African government took over the role of the colonial power in Isipingo. Notwithstanding some racial and segregationist overtones during the colonial beginnings, centralized state control over Black urbanisation only came in 1923 (Thompson, 1990; Maharaj, 1992; van der Merwe, 1992) During this year the Native (Urban Areas) Act empowered, but did not compel, local authorities to set aside land for African occupation in Isipingo which became a White and Indian segregated township/borough. By and large segregation in Isipingo evolved spontaneously as a result of the high level of social distance created by a colonial mentality of dominance dependency relationships between Whites, Indians and Blacks (Maharaj, 1992 and 1995; Thompson, 1990). The overall impression was that of a fragmented city with some mixed zones and scattered ethnic enclaves within certain neighbourhoods e.g. Isipingo Beach (Whites), Isipingo Rail (Indians) and Isipingo Malukazi (Indians and Blacks). During this phase there was a high level of natural division in the residential areas of Isipingo.

3.3.2 Isipingo under White Town Boards

Prior to 1925 Isipingo was managed by the South Coast local Administrative and Health board. In September 1925, the first Isipingo Beach "White Town" Board was established. Its 7 members were Messrs W. McLarty, A.C. Prentice, C. Guillod, M. Cornelius, R. Felgate, J. McCarthy, C.H. Wood and Mr. E. Goble. Mr. Goble was the first town clerk (Slayter, 1961).

Isipingo Rail continued to be administered by the South Coast Administrative board, until it broke away in 1931. It was then administered by a separate local authority called the Isipingo Rail Health Committee (*ibid*). In 1933 the Isipingo Beach Sea front of 23 acres, which was formally known as the Admiralty Reserve, was transferred as freehold by the Government to the Isipingo Beach Town Board. In 1935 the size of the township was 300 acres with a White population of 600 and a non-white servants and labourers population of 150 (Slayter, 1961).

In 1949 Isipingo linked up with Amanzimtoti, Southern Umlazi and Umbogintwini to form a single local authority called "Kingsborough".

3.3.3 Isipingo Declared an Indian Group Area

Following the Group Areas Act of 1957 (Act 77 of 1957), Isipingo Beach and a major part of Isipingo Rail were declared an Indian group area in October 1963. Isipingo's role in the promulgation of the GAA was to either collaborate or agitate. Residential neighbourhoods were clearly racially defined, one race group was not allowed to travel through the residential area of another. Areas were zoned into White, Indian, and Black. Partitioning of Isipingo Beach resulted in financial loss on property. Protests were made in vain against NP formulation and the implementation of the GAA.

Indian Local Affairs Committees were established for Isipingo. This was done to facilitate community development and the institution of local government for Indians (Daily News, 4th Oct. 1963). The Beach area was declared Indian to serve the townships of Chatsworth and other Indian townships in the area. The declarations were made by the government without

consultation with the Indian people of Isipingo. They were made in compliance with the whole master plan of the Apartheid system for the whole country. On the other hand Indians stated that they did not want the Isipingo Beach Township which they accepted as a "White Township" (Daily News, 4th Oct. 1963).

3.4 ISIPINGO LOCAL AUTHORITY

Amendments to Group Areas Act 1966 (Act 36 of 1966) legislation entrenched the governing and administering of the separate race groups whenever areas were close to or bordering each other. In accordance with this Act, Indian group areas such as Isipingo and Verulam became fully fledged local authorities (Vosloo, 1974).

The former Indian local affairs committees of Isipingo Beach and Isipingo Rail were granted local authority status in terms of the Administrators Proclamation No.101 of 1972.

The Isipingo Town Board was established in August 1972. Borough status was achieved in August 1974. At that time the area covered by the borough was 1040 hectares comprising Isipingo Rail and Isipingo Beach (Isipingo Minutes 1992). Orient Park, Lotus Park, and Malukazi were newly added areas. There were 3 licensed hotels, one private hotel, 48 commercial buildings and 31 industrial buildings in the borough.

3.5 OBSTACLES IN THE CREATION OF AUTONOMOUS LOCAL AUTHORITIES

Although Isipingo operated as a local authority, it was dependent on the Borough of

Amanzimtoti for many decisions and services (Cloete, 1986). There were a number of factors hampering the creation of autonomous local authorities, not only in Isipingo, but in all Indian Group Areas. Among these were :

- (a) Inadequacy of rate income originating from Indian local affairs committee areas i.e. all sources derived from residential and other properties.
- (b) Dependence on income from rates to finance expenditure.
- (c) Negligible income from properties other than residences.
- (d) Committees lack other properties such as fully developed industrial areas, office blocks, business centres to supplement income.
- (e) Salaries wages and allowances, capital charges, administrative charges amount to 50 percent of the total expenditure costs of these committee areas.
- (f) Housing services for committee areas also experimenting low income and increasing expenditure resulted in frequent deficits for the past 10 years.
- (g) Completely insufficient community facilities prevail.
- (g) Considerable backlog of capital works and land development works exist.
- (h) The settlement and relief loans by new local authorities will have detrimental effects on weak financial standing of committee areas in Rate and General Services Accounts and Housing Accounts.

The above obstacles and the inheritance of large capital charges made it difficult for the new local authority to render efficient local government services. Inadequate sources of income make successful independence impossible. Capital expenditure is necessary to provide physical assets to enable the local authority to perform day to day services. Indian Local Committees lack the financial capacity to perform essential functions of local authority.

Another problem is the lack of sufficiently qualified and experienced Indian personnel to perform administrative and technical functions. The results of the survey show that few Indians are not given the opportunity at local government level to be trained for high ranking positions. Finally, Indians were in fact opposed to the establishment of local authorities in Indian areas and desired full parliamentary municipal voting rights and to be represented by own members on multiracial municipal town boards and town councils (Cloete, 1986; Vosloo, 1974).

Proposals were made for new local government dispensation for Coloureds and Indians in September 1978 at the New Republic Party Congress. A new local Natal government dispensation for Indians and Coloureds in Natal was announced which provided for local authorities to be established along geographic basis - each race group governing itself in respect of local matters.

3.6 NEW LOCAL GOVERNMENT DISPENSATION FOR COLOURED AND INDIANS.

In an endeavour to resolve differences arising from the new local Natal government

dispensation for Indians and Coloureds, the new Republic Party controlled by the Natal Provincial Administration initiated meetings during 1978 with representatives from the South African Indian Council, the Coloured Labour Party, the Natal Municipal Association and Association of local committees. Representatives of KwaZulu were kept informed of developments, but provinces were precluded from having direct official links with Blacks.

In September, 1978 a new dispensation was established on a geographic basis in each local authority governing itself on local matters. Regional services were provided at metropolitan level by an umbrella multiracial council. Dissatisfaction arose because no vote or franchise was given, and pocket-sized local authorities were not economically viable (*ibid*).

3.7 ATTEMPTS TO IMPROVE THE MANAGEMENT OF INDIAN LOCAL AUTHORITIES

In order to obtain a solution to problems of management inefficiency of Indian local authorities five committees of inquiry were set up (Cloete, 1986), namely:

- 1) Yeld Committee of Inquiry
- 2) The Slatter Committee
- 3) Brown Committee
- 4) Fouche Sub Committee
- 5) Works Committee

These committees completed investigations and submitted findings and recommendations to

create an understanding and co-operations between Indian and co-managements local affairs Committees and government officials at central, provincial and local government levels.

(a) Interest paid to needs and aspirations of Indian S.A. and local government and provide special subsidies by the government to raise the standard of development in areas.

(b) Training provided for high rate administration and technical funds (including salaries) should be made available by the Central Government.

(c) Appropriate guidance and control measures instituted by central and provincial government. Qualified officials to train Indians and Coloureds. Progress reports to be submitted to Parliament for review and adoption of policies should need to arise.

(d) Investigate financing of local government from rate payer who is distressed. Additional - finance should come from separate levy on business - licences fees and sound land policies - for the betterment of cities. Economic government predicted for South Africa but only if local government meet a share of the challenge (successful business).

(e) Mergers and take-overs are needed to rationalize the government to benefit from technical advancements, e.g. computers. If investment return is money, citizens benefit and rapid progress results, but if it has the opposite effect

there will be a fall back (Cloete, 1986; Vosloo, 1974).

3.8 INTEGRATED MUNICIPALITIES

Eventually, the above structure was accepted as unrealistic and abandoned by the "Abolition of Racially Based Land Measures Act 1991 (Act 108 of 1991). This action recalled the Group Areas Act of 1966 and the removal of the separate local authorities. It too was replaced by the combination of two or more local authorities which were advocated by the Interim Measures for local government, Act 1991 (Act 128 of 1991) to bring about conditions of welfare for all people living in urban areas. Section 28 of the Provincial and local Authority Amendment Act 1992 (Act 134 of 1992) empowered the administrator of a province to demarcate by proclamation, joint administrative areas for local government purposes and assign a name for each such area. Section 29 of this Act established an Advisory Commission on financial aspects regarding local government Affairs. At the request of the Minister of Finance Commission, government grants were given to the local governments.

Isipingo was invited to join the Boroughs of Amanzimtoti and Kingsburgh to form the upper South Coast local authority. Isipingo refused to join the two at a meeting held on 6 May 1992. The refusal was based on the grounds that the Black local authorities, such as Umlazi, KwaMakhuta and Folweni were excluded. Isipingo thus remained an Indian local authority until the new dispensation in 1994.

3.9 LOCAL AFFAIRS COMMITTEES FOR SOUTH AFRICAN INDIANS IN NATAL

This section deals with the role played by one of the first local affairs committees for South African Indians in Natal in order to appreciate the functioning of Isipingo as an Indian local authority.

3.9.1 Composition of the Indian Local Authorities

- (a) Nine eligible persons appointed by the Administrator,
- (b) Three nominated by local authority or administration (These three held office until the next election of the second committee).

3.9.2 The Local Affairs Committee or The Succeeding Committee

The committee consisted of twelve persons. Two persons were elected from each ward whose areas have been sub-divided and each person was eligible for re-election.

3.9.3 Function of the succeeding committee

The local authority shall consult the local affairs committee regarding:

- (a) The Annual draft of borough funds in respect of trading undertakings, excluding income and expenditure relating to services of a regional character, unless the local authority otherwise decides.

authority otherwise decides.

- (b) Any estimates supplementary to (a).
- (c) Fixing or amendment of tariffs applicable within the area.
- (d) Authorization by the local authority of capital expenditure directly relating to the area.
- (e) Permanent closing and deviation of public streets within the area.
- (f) Making or amendment of by-laws or regulation.
- (g) The planning, layout and establishing of housing schemes within the area by the local authority and approval of condition of sale or lease pertaining thereto.
- (h) The establishment, closure, discontinuation within the area by the local authority of markets, public libraries, public parks, public playing fields, public swimming baths or bathing areas, cemeteries, fire brigades, health clinics, buildings, refreshment rooms, pavilions, change rooms.
- (i) Preparation of town planning schemes and amendments thereto.
- (j) Appointment of any offices and employees - eligible persons employed mainly or exclusively in the area excluding unskilled, casual and temporary employees.
- (k) Leasing or other alienation of immovable property in the local authority.
- (l) Acquisition of immovable property within the area by the local authority.
- (m) Other matters as the administrator in discretion, and after consultation with local authority prescribe by regulation (Cloete, 1986).

3.9.4 Powers, Duties, and Functions of the Committee

The following were the powers, duties and functions of the local authority committees.

- (i) Right to inspect local authority buildings, capital works, services, report therein, and make recommendation to the local authority.
- (ii) Report to the local authority on the work and functions of employees of the local authority, who are eligible persons.
Not report on not eligible persons.
- (iii) Carry out inspection and gather information in connection with the enforcement amendment or repeal of by-laws of local authority and recommendations.
- (iv) The right to obtain information from the local authority and to make recommendations to the local authority in connection with: (Isipingo Minutes 1972 - 1992).
 - (a) Collection of revenue within the area
 - (b) Spending of funds made available through estimates for use in the area
 - (c) Other powers, duties and functions that Administrator may with consultation with the local authority prescribe by regulation (Isipingo Minutes 1972 - 1992)

3.9.4 Powers Delegated to Committee

The Local authority may delegate and, after consultation with the local authority, the

Administrator directs the local authority to delegate to a committee any of its powers and functions which include, among others:-

- (a) Naming of roads and streets.
- (b) Approval of advert signs.
- (c) Letting of shops, stalls and tables at municipal market and within the area.
- (d) Allocation of street collection.
- (e) Civic hospitality, presentations, courtesies including receptions and commemorations and celebrations.
- (f) Making grants in terms of section 85 of local govt ordinance 1974, not exceeding total expenditure for the financial year - the word borough in 85 being constructed for this area.
- (g) Other matters that the administrator after consultation with local authority may prescribe by regulation (Isipingo Minutes 1972 - 1992).

The local authority may, with approval of administrator, vary or withdraw delegation of any power or function to a committee under sub-regulation (*Ibid*).

Of the 32 consultative, 188 management and 32 local affairs committees only four local affairs committees attained local government status in Natal (*Ibid*).

3.10 SERVICES RENDERED BY THE BOROUGH OF ISIPINGO SINCE ITS INCEPTION IN 1974

3.10.1 Introduction

As stated earlier in this Chapter, Isipingo was declared a Borough or local government on the 1st of August 1974. The researcher went through twenty years of the minutes of the local government of Isipingo to obtain some more data for this dissertation and the following findings have been made about the Borough in the areas below:-

- (a) The Health Committee
- (b) The Police Department
- (c) The Central Business District
- (d) The Recreational Committee
- (e) The Traffic and Roads Departments
- (f) The Housing Committee
- (g) The Finance Committee (Minutes of the Isipingo Town Board 1972 - 1992).

3.10.2 The Health Committee

In August 1972 two health inspectors Mr. S.M. Chetty and Mr. I.S. Nakooda were chosen to attend to the problems of air, water and land pollution in Isipingo. Much has been done by the Health Committee to improve conditions. Smoke pollution of McWillaws Steel

Foundary has been investigated throughout the 20 years. In 1979 an environmental committee was formed. In 1983 a court order was obtained restraining the McWillaws iron and steel foundary situated within Amanzimtoti Borough from polluting residential and commercial areas of Isipingo. Constant reports on observations made were sent to the House of Delegates and the groups were kept informed of water pollution as well. Sewerage removal is constantly monitored. In 1973 Amanzimtoti was approached and in 1974 accepted treatment and disposal of sewerage (*Ibid*).

Throughout the 20 years adequate refuse receptacles have been placed in the C.B.D. and campaigns were organised against formal and informal traders for littering. A new refuse site at lots 236, 237, 238 Isipingo was established in 1984. In 1987 Waste Tech accepted the removal of refuse from Isipingo for 5 years. Waste Tech would provide removal black bags and listen to residents complaints. Waste Tech it was agreed would be successfully closed down on the 28th of February, 1997.

Water pollution has been under constant surveillance in the Umbogintwini and Isipingo rivers and at the Isipingo lagoon. The Natal Parks board has been leased the Isipingo lagoon, and estuary area for 99 years at a rate of R2.00 per annum to protect the environment. In 1989 the Natal Parks Board was placed in charge of sand-winning operations at the estuary and lagoon but, it was the council that benefitted financially from the operations. Rentals of R5000 and R6000 per month have been charged for the removal of sand. In 1992 the lease on sand removal was terminated, because the removal and disposal of sand and dredging had caused a number of deaths by drownings (Minutes of the Isipingo Town Board 1972 - 1992).

3.10.3 The Police Department

Very little was recorded about the activities of the police department, except that they were to report crimes in the area.

3.10.4 The Central Committee

Very little was recorded about the Central Business District (C.B.D).

3.10.5 The Recreational Committee

In January 1973, the Isipingo Beach Sports ground was proclaimed multiracial. A nursery was established in 1972 by the parks and garden department in the North-West corner of the Civic Block, where plants are sold very cheaply to the public. In 1973 camping sites were demarcated on the beach and a committee organised to control recreational activities.

In 1977 a multi sports centre was proposed for the Isipingo River flood plain. In 1989 development of recreational beach facilities began at Dakota Beach. Improvements on sports grounds, swimming pools and gardens were made. Dakota Beach became a "pay beach". Thereafter discussions were constantly made on reviewing this decision by relaxing times of paying to accommodate use of the beaches by ratepayers of Isipingo e.g. After 4 pm, no payment (Minutes of the Isipingo Town Board 1972 - 1992).

3.10.6 The Traffic and Roads Department

Establishment of bus and taxi ranks have been permitted throughout the 20 years. Bus services have been laid on to every ward in Isipingo. In 1979 the South African Railways was asked to lease land for parking buses on lot 402 Isipingo Rail. In 1984 a new bus rank was established by Dr. M.M. Jadwat and M.H. Keerath on lots 1617, 1618, 2255 and 1621 of Isipingo township. In 1989 the idea of a pedestrian bridge from the station, across Old Main road was accepted. In 1990 bus shelters to the value of R60,000 were erected at the bus rank established in 1984. Road naming was to be after fauna and flora (*Ibid*).

3.10.7 The Housing Committee

Townships of Lotus Park, Orient Hills and Malakazi have developed over the 20 year period. This has extended the area of the Borough of Isipingo enormously. The obtaining of land from the owners of property at Malakazi was problematic. The State President of South Africa was approached in 1974 to deproclaim the western area of Malakazi for Indian occupation and ownership. In 1975 on 31st July, Malakazi was incorporated into the Borough of Isipingo from Amanzimtoti in terms of section 85 (1) (1) of the local government ordinance no 21 of 1942. In August 1977 Malakazi was released from the Department of Bantu Administration and declared an Indian Group Area. In 1984 land was acquired by the Isipingo Board from owners at Malakazi. The strip bordering KwaZulu would be declared light industry. In 1987 low cost housing was erected at Malakazi (Minutes of the Isipingo Town Board 1972 - 1992).

3.10.8 The Finance Committee

A stairway with handrail was erected at Orient Hills in 1989 to make the new library accessible. The cost was R1000.00.

In 1973 the training of Indian Personnel in local government was undertaken by the borough.

In 1972 Dick King's house was renovated at the cost of R25,000.

A coat of arms with the lotus flower, Truro sailing vessel and an Indian figure was accepted in 1974. The motto used was "sedore non sopore". Revaluation of property and buildings were done throughout the 20 years by the firm L.L. Boyd.

Houses were allocated to people who had lived in Isipingo for 15 years or more and who were at present residing in other areas for not longer than 3 years. The initial allowances of R100.00 in July 1988 to councillors and the mayor were increased to R500 and R750 per month respectively. Royalties for sand-winning were to be paid to the borough. In August 1990, National Union Public Service Workers (NUPSW) was accepted and salary increase of 18 percent was to be given to all workers.

Throughout the 20 years Isipingo undertook negotiations to include the industrial area of Prospecton into the borough. At every turn they were refused by the Amanzimtoti Borough. They also failed to incorporate the green strip north of the Louis Botha airport.

3.11 INCORPORATION OF ISIPINGO INTO THE DURBAN TRANSITIONAL METROPOLITAN COUNCIL

3.11.1 Introduction

According to the Provincial Gazette of KwaZulu/Natal No. 5044 of the 31st May 1995, the local Borough of Isipingo became part of the South Sub-structure of the Durban Transitional Metropolitan Council (Republic of South Africa, 1995). The South Sub-structure boundary extended from the Umlazi canal to Illovo including Magabeni. Other local Boroughs included were Amanzimtoti, KwaMakhuta, Umbogintwini, Folweni and Kingsburgh. The town clerk of the South sub-structure Council is accountable to the Durban Transitional Metropolitan Council.

3.11.2 Election of Councillors of the South Sub-structure

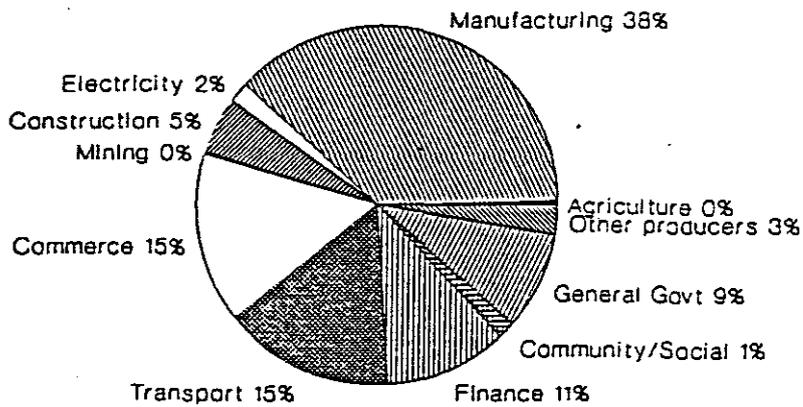
In the 1996 local government elections (Government Gazette, no. 5044, 1995) there were 42 council seats for the South Sub-structure. Four of these seats were allocated to the Isipingo

Wards as follows:

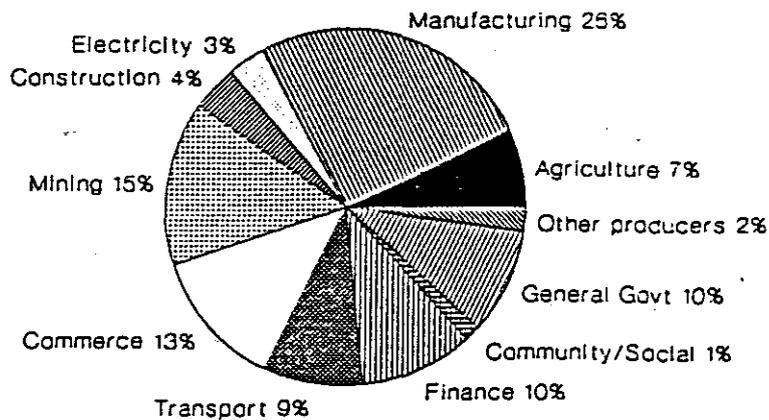
- (a) one for Isipingo Rail and Beach
- (b) one for Malukazi
- (c) one for Lotus Park and Orient Hills
- (d) one for Isipingo Hills.

Figure 3.2 Sectoral composition of output: DFR and SA 1981

Durban Functional Region

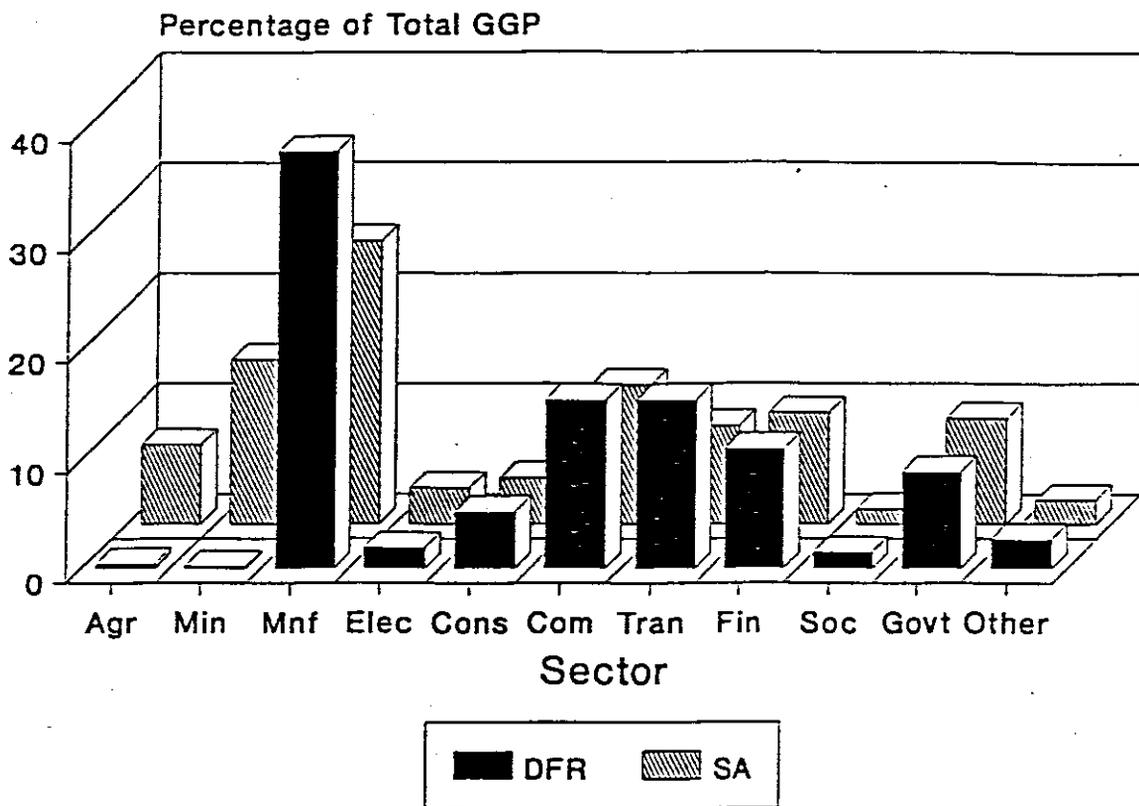


South Africa



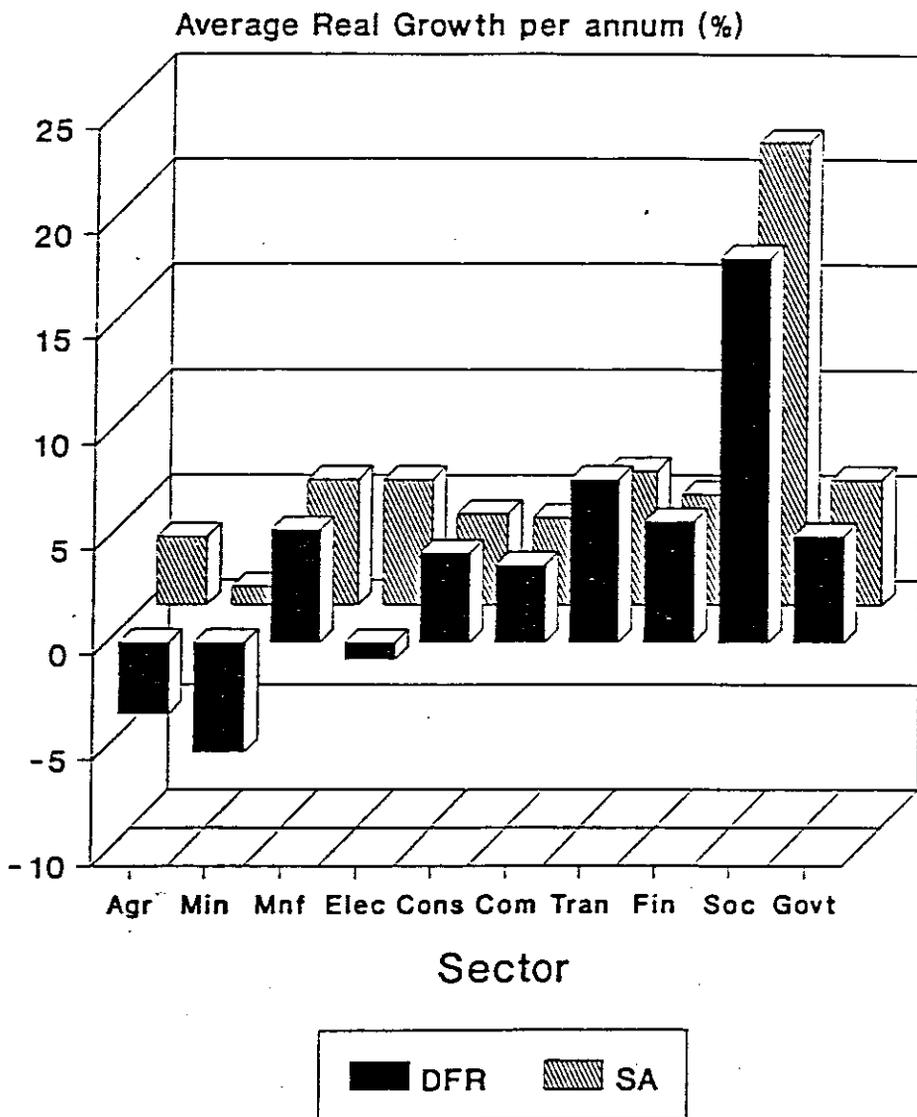
Source: Tongaat-Hullett, 1989.

Figure 3.3 Composition of output DFR and SA 1981



Source: Tongaat-Hullett, 1989.

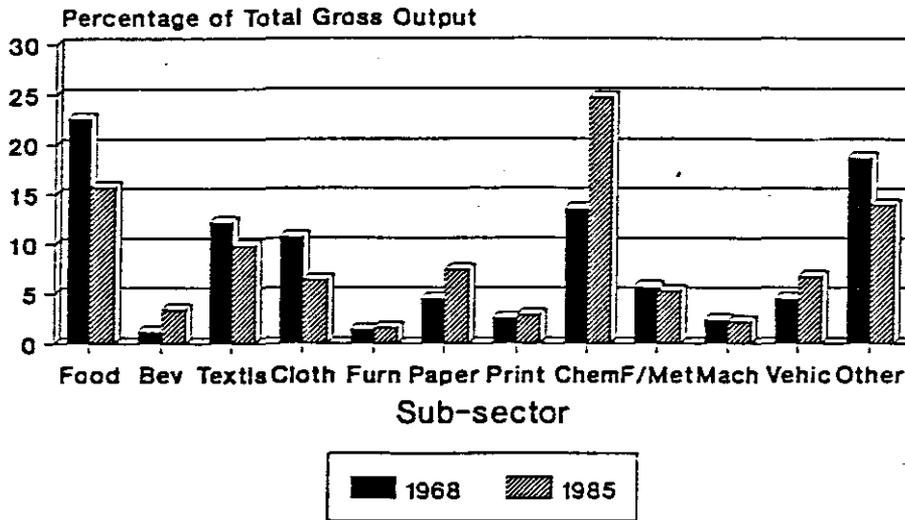
Figure 3.4 Real growth in output DFR and SA 1968-1981



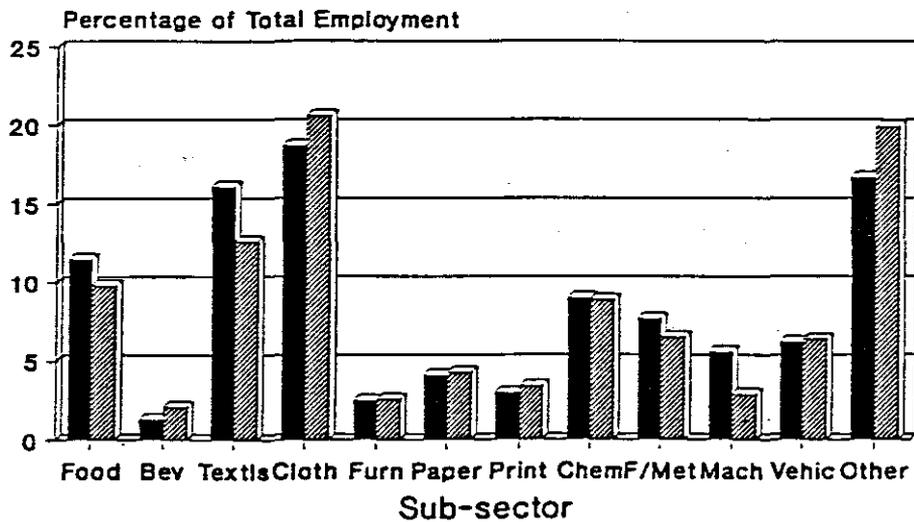
Source: Tongaat-Hullett, 1989.

Figure 3.5 Manufacturing in the DFR 1968 & 1985

Composition of Output

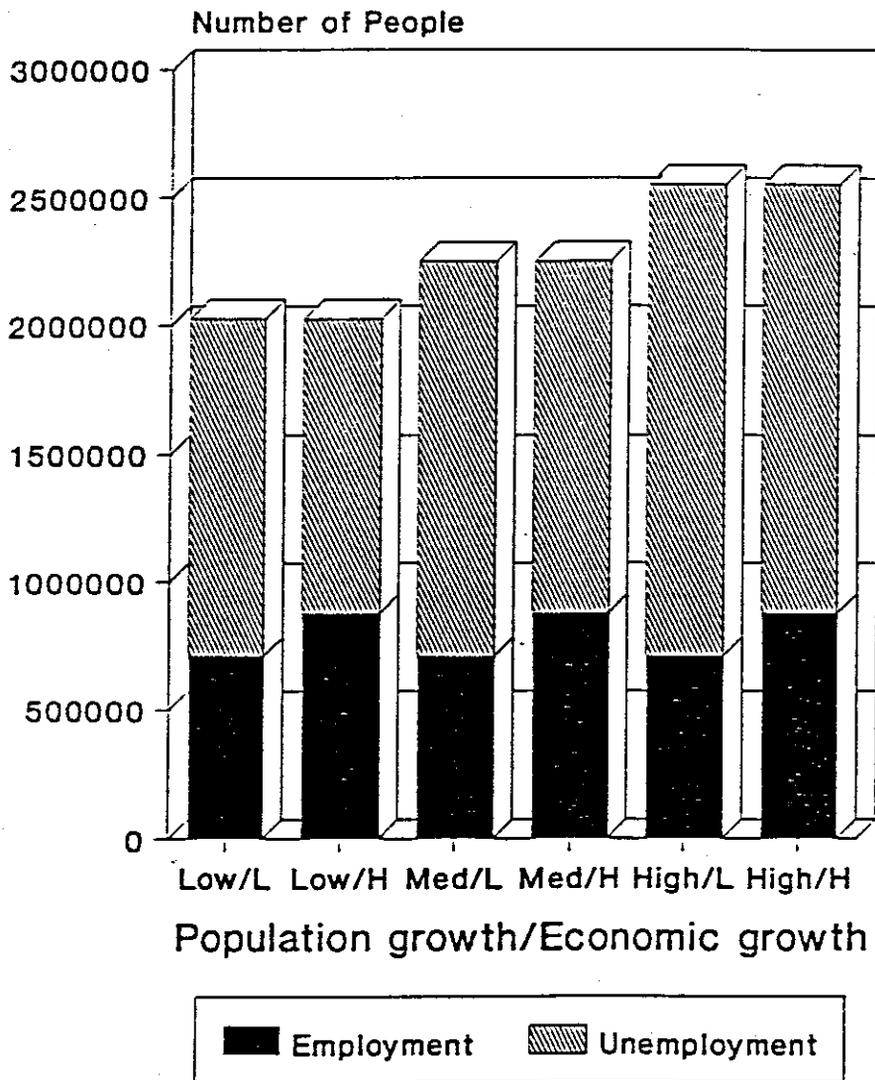


Composition of Employment



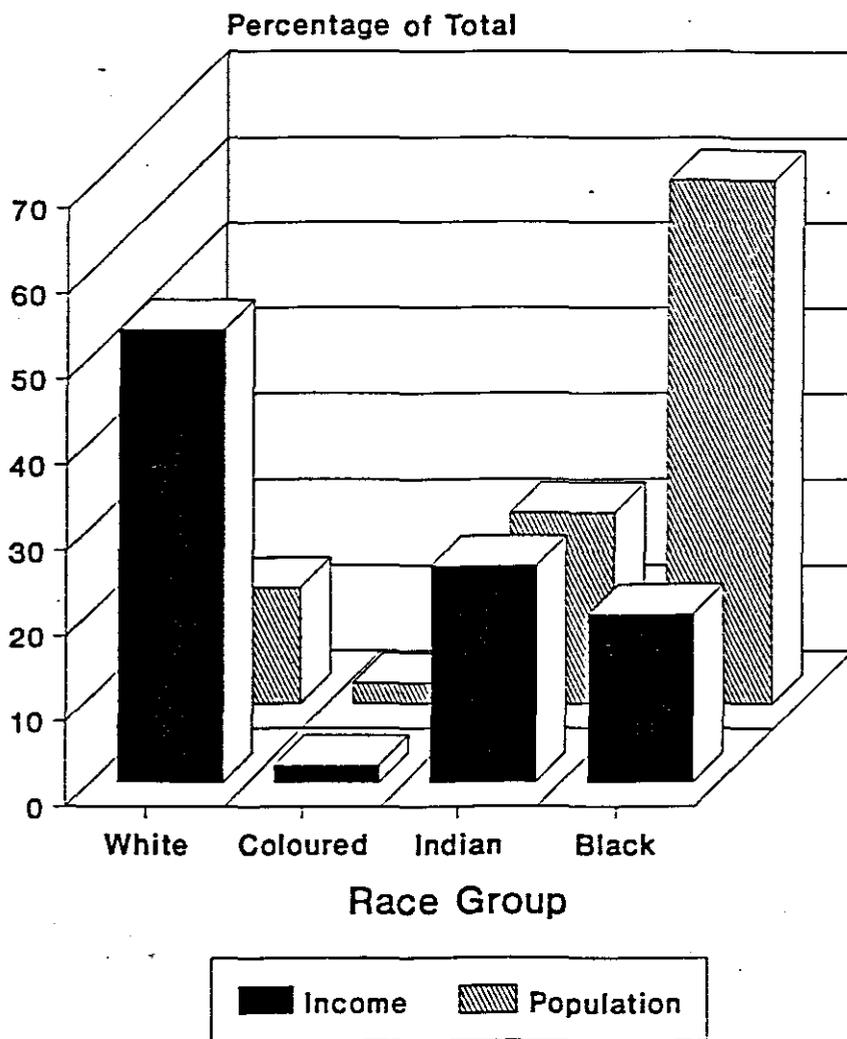
Source: Tongaat-Hullett, 1989.

Figure 3.6 Projected labour supply and employment: DFR 2000
Population growth/economic growth scenarios



Source: Tongaat-Hullett, 1989.

Figure 3.7 Distribution of population and income by race: DFR 1985



Source: Tongaat-Hullett, 1989.

3.11.3 The Executive Committee of the South Sub-structure

The town clerk, town treasurer, medical officer of health and heads of departments of the former Borough of Amanzimtoti were placed in the same capacity for the new Sub-structure council units until such time as when the new Council confirms such acting appointments, or makes other appointments (*ibid*).

3.11.4 Functions of the Sub-structure Council

The Sub-structure Council is responsible for the administration of the assets, liabilities, rights, duties and obligations of each of the local government bodies that were transferred to it. The council is accountable to the provincial government. Structure plans, development plans, and town planning schemes are expected to operate according to the Town Planning Ordinance No. 27 of 1949 of the Republic of South Africa in each of the former areas of jurisdiction, until such time that the Council adopts a new town planning scheme (Republic of South Africa, 1995). An executive committee in accordance with the provisions of Section 16 (6) of the Act, together with the mayor and deputy mayor are accountable to the Durban Transitional Metropolitan council. Former mayors or deputy mayors still exercise their former duties as necessity demands in their old areas.

The immediate gain to Isipingo under this dispensation is in funding. Without substantial number of industries, Isipingo previously relied mainly on rates for funding. Under the new dispensation the implication is that there will be a pooling of both assets and liabilities which means that Isipingo will now have equal access to funds generated by industries in the South

Sub-structure. This includes funds generated by the adjacent Prospecton industrial site from which Isipingo has all along been excluded. Figures 3.2 and 3.3 indicate that manufacturing industries in South Africa contributed about 25 percent of GDP. In the Durban Metropolitan area manufacturing industries contributed 38 percent to GDP. This shows the financial importance of this sector in the economy. It is also established that Whites in South Africa have been earning far more than the other race groups. figure 3.7 shows, for instance, that the earning of Whites far exceeded the size of their population, while the Indian population earned just as much if not less as their numbers. The implication of this is that Whites are expected to have surplus money while the Indians and other race groups are not. A merger with the White components of Amanzimtoti and Kingsburgh will be a financial boon to Isipingo. On the other hand joining up with the adjacent poverty-stricken Black areas such as KwaMakhuta brings with it more liabilities than assets.

3.11.5 The Present structure of the South Sub-structure

A sugar cane farm was purchased for R6,3 million for the location of the administration centre at Illovo. To date the former engineers, traffic department officials, parks and gardens officials of Isipingo have all moved to Illovo. Health services are being controlled at Amanzimtoti and the treasury is at Kingsburgh as found out during the interview (Isipingo officials 31st January, 1995).

3.12 CONCLUSION

The Functional growth of the Borough of Isipingo, like other South African towns, is

currently moving in a critical period in its development. There is a growing concern that Isipingo may face collapse if the escalating problems are not addressed in an appropriate manner. A comparison of the politico-economic framework, and the urbanisation patterns and the internal structure may shed some light on the functional growth of Isipingo.

The municipal council heads the municipal government and administration of the municipality and the quality of the municipality is determined by the manner in which the municipal council, its office bearers and its committee and every councillor performs their or its function.

Local affairs committees for Indians in Natal did not prove successful because Indians lacked the necessary training for positions of local government. Committees were set up by the central government to investigate and resolve these problems.

According to the minutes of the health, recreation, roads and housing committees, much has been done to improve conditions in the areas of Isipingo. Much has still to be done by the Police and Central Committees so that better conditions prevail in the Central Business District.

CHAPTER 4**MANAGEMENT EFFICIENCY OF THE URBAN ENVIRONMENT IN ISIPINGO****4.1 INTRODUCTION**

The 1980's have been characterised by a growing awareness of the relationship between environmental health and development. Both the public and private sectors need to realise the need to have sustainable environmental health, and not to rely on technologies of the future to repair damage done to the environment today.

An urban environment is a man-made or cultural environment. Its condition largely depends on the manner in which the resident population use it. The manner in which people use the environment depends on the complex relationship between population numbers and other population characteristics such as religion, education levels, income levels, attitudes, history, social organisation, government, etc.

The discussions in Chapter four are based on the following statements :

- (a) The population of Isipingo is evenly distributed
- (b) There is an even distribution of males and females
- (c) The population of Isipingo is homogeneous
- (d) The *per capita* income of the residents is high
- (e) The Isipingo local authority cannot cope with traffic congestion

- (f) The Isipingo local authority cannot cope with the provision of water, electricity, sewerage and health services
- (g) Littering in Isipingo was a result of negligence on the part of the population
- (h) The population of Isipingo is not offended by litter
- (i) The population of Isipingo is not aware of environment issues
- (j) There has not been any attempts by the population of Isipingo to clean the environment
- (k) The Isipingo local authority did make attempts to clean the environment
- (l) The Isipingo local authority was incapable of cleaning the environment
- (m) The Isipingo local authority could not deal with environment problems emanating from outside its boundaries.

4.2 POPULATION CHARACTERISTICS OF ISIPINGO

Environmental awareness and health influences are a prerequisite for the quality of life, prosperity and the *well being* of individuals and communities. Isipingo's future quality of life depends on the policy makers and the public at large, both resident and non-resident and on how they care for the environment. Conflicts between the environment and development in the urban areas occur as a result of the rapid growth and expansion of the CBD and the resultant attractions of millions of non-residents to the CBD. The CBD of Isipingo is one example where development and expansion is taking place at an alarming rate.

4.2.1 Population Distribution

According to the 1991 Population Census the population was 26 247. Of these 3 996 or 15.2 percent are resident in the Isipingo Beach area. The total population of Isipingo Rail area was 11 647 or 44.4 percent of the total population. The rest of the population of 40.4 percent are living in Malukazi, Orient Hill and Lotus Park. The average population density for Isipingo is 4881.4 people per km². In terms of densities the Beach area has an average density of 3 111 km² and the Isipingo Rail area has an average population density of 3 650 per km². Population densities range from 1 363 to 5 322 within Isipingo Rail, from 1960 to 4453 within the Isipingo Beach area and the densities in other areas range from 936 to 20 501 people per km². This shows that whereas there is less disparity of the densities with both the Isipingo Rail and the Isipingo Beach areas, there is marked disparity of densities in the other areas. The high figure of 20 501 per km² obtained at Malukazi, which is situated far from the CBD, is indicative of the squalid conditions under which the residents live.

4.2.2 Racial and Sexual Composition in Isipingo

Isipingo is composed of 95.6 percent Asians, 0.9 percent Coloured, about 0.2 percent White and about 3.3 percent Black. The population is homogenous in terms of racial composition. Of the total population 48 percent are male and 52 percent are female (Fig. 4.2). This is a normal sex ratio in Isipingo and is a social factor influencing social stability and quality of life towards its inhabitants.

4.2.3 Literacy Rate

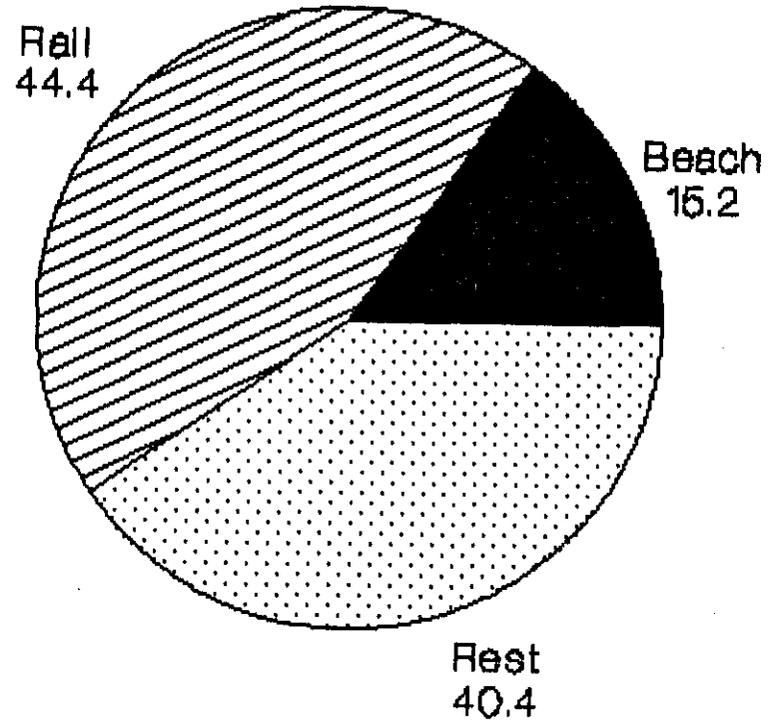
A total of 6677 adults (18-64 years old) in Isipingo have attended secondary school. Of these 3656 were male and 3021 were female. Altogether about 42.3 percent of the adults have reached secondary school. This indicates a relatively high level of literacy, which is a positive indication of a better living standard.

4.3 SOCIO-ECONOMIC WELL-BEING OF THE POPULATION OF ISIPINGO

4.3.1 Level of Income

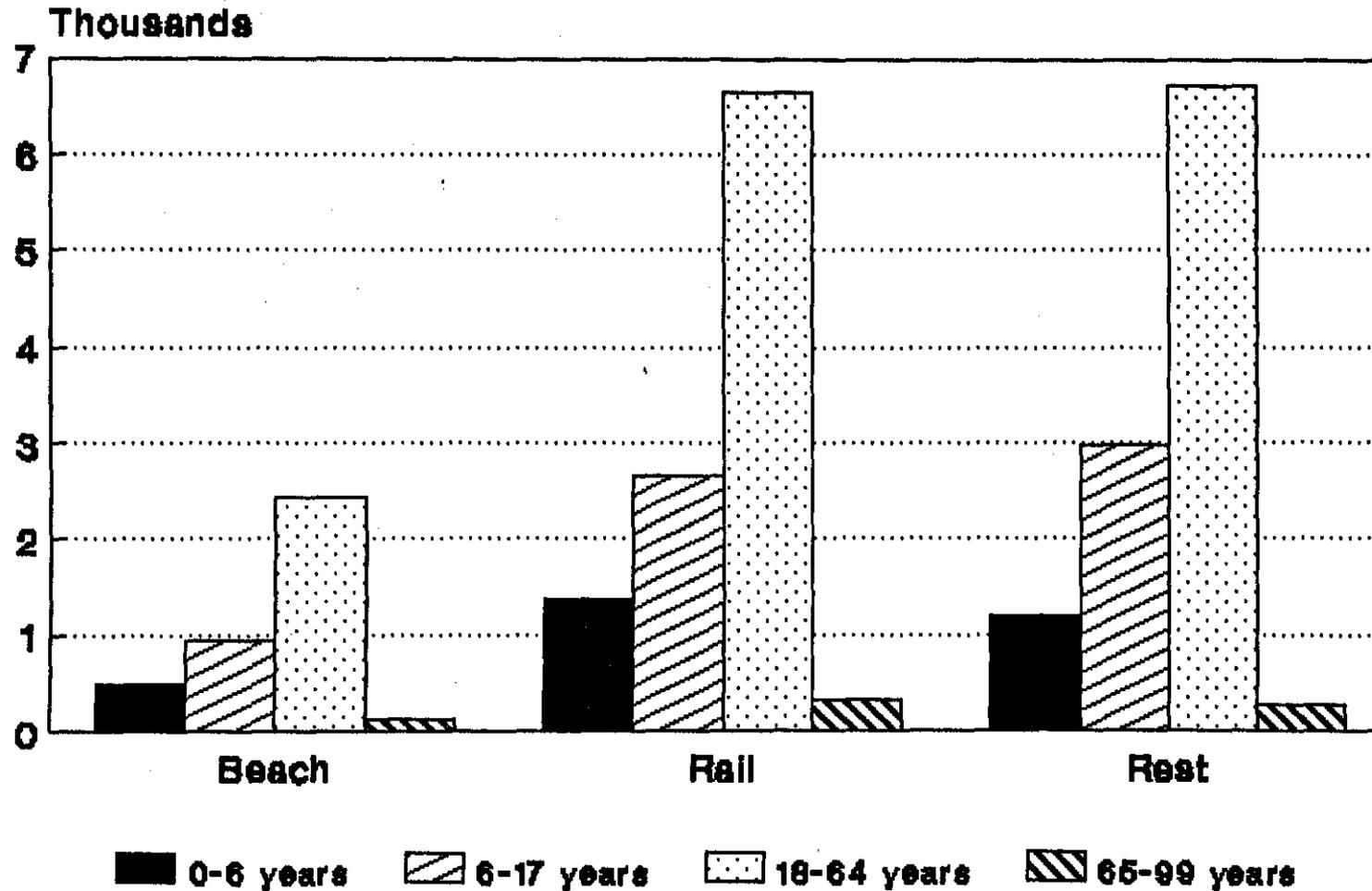
According to the 1991 population census (HSRC, 1991) the total number of economically active people (i.e. between ages 18 and 64) was 10290. Of these 9245 or 89.8 percent were employed. This high figure of employment indicates a relatively satisfactory standard of living. The number of people earning an income of more than R1500 per month was 6117, which was about 66.1 percent of the total people employed. Only 4331 people earned less than R1500 per month. The *per capita* income is about R269. The total income for the whole of Isipingo (including Malukazi) was R194 254 831, and the dependency ratio was 54.9 (HSRC, 1991). The above figures suggest that even though the employment rate was relatively high there were a high number of dependents who were not earning an income. This resulted in the increase in the dependency ratio, a reduction in the *per capita* income and a consequent lowering of the level of earning and standard of living. Figure 4.2 shows that there is a spatial differentiation in the dependency rate.

FIG. 4.1 ISIPINGO POPULATION DISTRIBUTION BY RESIDENTIAL AREA



Source : HSRC 1991 Population census

FIG. 4.2 AGE STRUCTURE OF THE POPULATION IN ISIPINGO BY RESIDENTIAL AREA



Source : HSRC 1991 Population census

4.3.2 Type of Occupation

The Isipingo Rail, Isipingo Beach, Lotus Park and Oriental Hills areas were mainly inhabited by people in the clerical category. The total number of professionals in these areas was 1157 or 12.5 of the total population, and the total number of people in managerial category was 796 or 8.6 percent of the total working population. There is a close association between the type of occupations held by Isipingo people and the level of income discussed in the previous section. The anomaly is presented by inhabitants of Malukazi who are mostly unskilled labourers.

4.3.3 Housing Situation in Isipingo

Of the total of 5096 housing units in Isipingo in 1991, there was only one shack dwelling recorded while the rest (5095) were formal units (Table 4.1). The total number of recorded households was 4958, and in terms of the available housing units, these households were adequately housed. Judging by the number of shack dwellings that have mushroomed in Malukazi, "Uganda" and in a number of vacant sites in the Rail area, it is no doubt that the invasion of the Urban area of Isipingo by informal housing during the last six years, is a serious phenomenon that has a negative impact on the quality of life of the residents.

4.3.4 Provision of Services by Isipingo Local Authority

Parliament has passed laws with regard to the development of all urban areas and cities, which the provincial councils have to implement, and to enforce for the good of the people

living in those areas such as, the physical planning, surveying, preparing and zoning (land-use) including the improvement of the environment, transport, roads, and facilities for recreation.

Table 4.1 Housing Units in Isipingo

Type of Housing	Number of Units
Houses	2 564
Flats	1 267
Flat Erf	53
Town Houses	889
Rooms	21 574
Dwellings	4 957
Hotels	2
Shacks	1
Other	115
Total Units	5 096

Source: 1991 population census

In Isipingo the above services (transport, roads, recreation etc.) are provided for by the borough of Isipingo. There are many more services provided by the Isipingo Local Authority such as the removal of refuse, postal services, retail and commercial services,

housing and libraries. The fresh produce markets are other significant services that promote the welfare of the local community. The unique conditions prevailing in a local area, and the availability of funds play an important part in the delivery of services by the local authorities.

4.3.5 Public Perception of Service Provision at Isipingo

Most of the respondents interviewed by the Researcher, however, expressed dissatisfaction with refuse removal and postal services in Isipingo. They were not also satisfied with the heavy rates they paid for services, hence the constant organised boycotts that were undertaken in 1995 and 1996. These rates, they complained, were three to four times more than those paid by the people in "White" areas. Moreover, they felt that profits were not ploughed back into the upgrading of services at Isipingo. They alleged, for example, the litter in the streets was unavoidable because of the lack of litter bins. They mentioned traffic jams and potholes in roads as some of the signs which show the lack of proper service. Traffic congestions are a daily occurrence because people come there in great numbers, in public and private transport from different parts of the country and they occupy every available space in the Isipingo area as there are very few parking provisions for parking zones.

The residents interviewed all agreed that:-

The streets, pavements and storm water drains were neither well constructed nor maintained. That the absence of pavements and speed control measures made streets extremely dangerous for commuters. That there was further no provision made in the construction of roads for

the huge numbers of commuters and the influx of informal traders on pavements of the CBD.

There was general dissatisfaction about public transport services. In South Africa a small number of local authorities provide passenger bus services, usually at a great loss. This service has therefore to be subsidised with money obtained from the rating of fixed properties or by the increasing of charges for other municipal services. Otherwise the local authority has to provide an alternate transport system by either engaging the services provided by the private transport companies or by taxis or minibuses. Residents in Isipingo use both public and private transport i.e., buses, trains, taxis, and private vehicles. They complained that private transport has not been accommodated for; there are no parking zones and the pavements are narrow. They alleged that whatever space was available was taken over by the buses and taxis, and thus causing traffic jams. Some of the residents felt that the transport is adequate but very expensive, and limited their movements or access to most parts of Isipingo CBD.

4.4 LITTERING OF THE ENVIRONMENT IN ISIPINGO

One of the means of evaluating the character of a nation and assessing its social and environmental health, is to seek out the attitudes of its people to their surroundings. To do this the researcher conducted a survey using a standardised questionnaire.

As discussed in Chapter one, a random sample of 91 residents of Isipingo, including resident and non-resident adult male and female as well as children, was selected for the survey. A structured questionnaire was used.

4.4.1 Awareness of the evil of throwing of Litter through windows of moving Vehicles

A very common habit observed among the commuters and drivers in Isipingo is that of litter being thrown from moving vehicles. Not only is this habit dangerous to other road users, but it is also the biggest contributor to the pollution of the environment.

Table 4.2 shows that both resident and non-resident adults are more conscious than children of the evil of throwing litter from moving vehicles. Seventy five percent of the resident adults stated that they do not throw litter from moving vehicles as opposed to 55 percent of the non-resident adults, and 18 percent of the non-resident children. Only ten percent of the resident

Table 4.2 Throwing of Litter From Vehicles

Category	Total No	Frequency			Percentage		
		No	rarely	yes	No	rarely	yes
Resident adults	40	30	6	4	75	15	10
Non resident adults	24	13	3	8	55	12	23
Resident children	16	2	12	2	13	74	13
Non resident children	11	2	2	7	18	18	64
Total	91	47	23	21	41	39	27

adults admitted to throwing litter from moving vehicles as opposed to 23 percent of the non-

resident adults. The non-resident children are the worst offenders; 64 percent admitted to throwing litter from moving vehicles.

4.4.2 Environmental Awareness and Tissue Paper in the Street

The other habit, mainly characteristic of the female population, is that of dropping tissue papers on the streets. A substantial number of these tissues papers may be observed throughout the densely populated areas of the CBD.

Table 4.3 Dropping Tissue Paper in Street

Category	Total No	Frequency			Percentage		
		No	rarely	yes	No	rarely	yes
Resident adults	40	33	7	0	82	18	0
Non resident adults	24	8	0	16	33	0	67
Resident children	16	2	0	12	12	0	88
Non resident children	11	11	0	0	100	0	0
Total	91	54	7	30	57	4	39

Tissue papers were identified as one of the most common items littered on the streets. All the non-resident children denied that they ever dropped tissue paper on the streets. Only 12 percent of the resident children denied this. On the other hand of the resident adults 82 percent stated that they did not drop tissues on the streets, while 67 percent of the non-

resident adults did drop tissues on the streets (Table 4.3). It is important to note that many non-resident children do not carry tissue paper with them. The resident children seem to be the most offenders followed by the non-resident adults. On the whole 39 percent of the entire sample were guilty of dropping tissues on the streets. Bearing in mind that some of the respondents were male, it can be seen that this type of littering was very common among the females, and is a cause for concern as it does lead to accumulated dirt.

4.4.3 Conscious and sub-conscious littering

Table 4.4 Throwing Litter Around

Category	Total No	Frequency			Percentage		
		No	rarely	yes	No	rarely	yes
Resident adults	40	12	4	24	30	10	60
Non resident adults	24	1	1	22	4	4	92
Resident children	16	8	0	8	50	0	50
Non resident children	11	2	2	7	18	18	64
Total	91	23	7	61	26	8	66

Although the throwing of litter through the windows of motor vehicles and the dropping of tissue papers may be deliberately done, some of the littering occurs sub-consciously out of inborn bad habits.

The availability of dust bins were found to be a contributory factor to littering. About 60 percent of the resident adults, 92 percent of the non-resident adults, 50 percent of the non-resident children and 64 percent of the resident children stated that they were too lazy to look for dust bins (Table 4.4). This implies that there were not enough bins within the Borough for public convenience.

Table 4.5 Leave Litter Around Subconsciously

Category	Total No	Frequency	Percentage
		No rarely yes	No rarely yes
Resident adults	40	24 10 6	30 10 60
Non resident adults	24	2 1 21	8 4 88
Resident children	16	0 0 16	0 0 100
Non resident children	11	0 0 11	0 0 100
Total	91	26 11 54	10 3 87

Table 4.5 shows that a 100 percent of resident children and 100 percent of the non-resident children are the worse offenders when it comes to leaving litter around subconsciously. This is followed by 88 percent of the non-resident adults and 15 percent of the resident adults. The lack of conscience about littering indicates lack of environmental education. It also means that not much is done at school to conscientise the pupils about environment awareness. It is frightening to think that 87 percent of the people in Isipingo littered, even if this is subconsciously.

4.4.4 Respondents' Attitude towards Pollution of the Environment

The respondents were asked questions intended to evaluate their attitude towards pollution of the environment. The first question asked was whether they were offended at the sight of litter. Table 4.6 contains the responses to this question.

Table 4.6 Sight of Litter Offends Person

Category	Total No	Frequency		Percentage	
		No	rarely yes	No	rarely yes
Resident adults	40	7	0 33	17	0 83
Non resident adults	24	1	0 23	4	0 96
Resident children	16	11	0 5	69	0 31
Non resident children	11	2	0 9	18	0 82
Total	91	55	8 28	75	7 18

According to Table 4.6 the sight of litter offends 96 percent of the non-resident adults, 83 percent of the resident adults, 82 of the non-resident children and 31 percent of the resident children. Altogether about 73 percent of the people get offended at the sight of litter. It would be expected from this that more people would have taken the trouble of avoiding littering. Yet, contrary to this, many of the respondents have admitted to littering. This paradox shows some feeling among the respondents that someone else, and not themselves, was responsible for cleaning up. This is the type of feeling that emanates from lack of

involvement of the people in the management of the Borough which was a typical style of government by the past regimes of South Africa.

4.4.5 Efforts by the Public to Clean up the Environment

A few questions were asked to find out if there were any efforts on the part of the respondents to keep the environment clean.

Table 4.7 Pick up Discarded Litter

Category	Total No	Frequency			Percentage		
		No	rarely	yes	No	rarely	yes
Resident adults	40	9	6	25	23	15	62
Non resident adults	24	20	1	3	84	4	12
Resident children	16	16	0	0	100	0	0
Non resident children	11	10	1	0	91	9	0
Total	91	21	0	70	27	0	73

Table 4.7 shows that 62 percent of the resident adults are aware of environmental cleanliness and pick up discarded litter in the streets. Twelve percent of the non-resident adults and 9 percent of the non-resident children sometimes pick up litter. Resident children do not pick up discarded litter. This is further confirmation that a culture of environmental awareness and responsibility was lacking amongst all groups. The fact that only 18 percent of the entire

sample made attempt to pick up litter indicates that the task of cleaning up the environment lies solely with the Borough management.

An indication of the lack of involvement of the people in the management of the Borough is manifested in Table 4.8 where about 79 percent of all the respondents were eager to participate in cleaning up campaigns, although they mentioned earlier that they did not clean up individually (Tables 4.4, 4.5, and 4.6). The children were the most eager to participate in cleaning up campaigns in Isipingo. This commitment is followed by 67 percent of the resident adults and 50 percent of the non-resident adults. Most adults interviewed felt and agreed that a non-working day should be set aside for a special clean up campaign (Table 4.8).

Table 4.8 Participation in Clean up Campaign

Category	Total No	Frequency			Percentage		
		No	rarely	yes	No	rarely	yes
Resident adults	40	4	9	27	10	23	67
Non resident adults	24	12	0	12	50	0	50
Resident children	16	0	0	16	0	0	100
Non resident children	11	0	0	11	0	0	100
Total	91	16	9	66	15	6	79

The respondents were asked if they lived up to the principle of leaving the place cleaner than

they found it. All the non-resident children endorsed the principle. This was followed by 96 percent of the non-resident adults and 80 percent of the resident adults, and lastly 69 percent of the resident children (Table 4.9). It can be concluded from this table and table 4.8, that the residents of Isipingo are willing to take up the cleaning and caring for their environment.

Table 4.9 Live up Principle of Leaving a Place Cleaner than you Find it

Category	Total No	Frequency	Percentage
		No rarely yes	No rarely yes
Resident adults	40	6 2 32	15 5 80
Non resident adults	24	1 0 23	4 0 96
Resident children	16	5 0 11	31 0 69
Non resident children	11	0 0 11	0 0 100
Total	91	12 2 77	13 1 86

4.5 THE ISIPINGO LOCAL AUTHORITY AND THE ENVIRONMENT

The protection of and respect for the environment by the public has increasingly become a need to ensure that the people of a local area are able to improve the quality of their lives and to ensure that they will always have a place to live in. All authorities and especially the local authorities, have become increasingly sensitive to keeping the environment clean and free from pollution and litter. Local authorities, however, seem to find it difficult to educate

people to keep the environment clean and to take punitive action against those who persist in polluting the environment. Yet one of the functions of the Local authorities is the implementation of the provisions of the Environment Conservation Act no. 100 of 1982 (Republic of South Africa, 1982).

4.5.1 Environment Education in Isipingo

Environmental awareness needs to be developed by all users of the environment throughout the Isipingo area. Residents and non-residents should be made accountable to the authorities through the imposition of fines on them. Environmental themes should be introduced into appropriate subjects such as geography and biology in the school curriculum. Environment themes should feature prominently in the mass media and advertising so that adults too may become aware of these. Polluters should be subject to environmental standards which are laid down by law, and if these are breached then stiff penalties should be meted out to offenders. Too often tax payer finances are used by government agencies to clean up environmental pollution after it has occurred. Tax payer finances should be used at the root cause of the problem because prevention is better than cure. All people need to be conscientised about environmental impact on quality of life. The Isipingo local authority has not done much in this direction.

From a survey done on resident and non-resident adults and children on environmental awareness and pollution resulting from domestic and personal waste, it has been found that the public was generally "illiterate" on environmental matters. Much has to be done to remedy the situation especially in the CBD area. The present generation is accountable to

the future generations of Isipingo in keeping the environmental clean, healthy and free from pollution and litter. They are obliged to utilize the resources with care and concern.

4.5.2 The Pollution of Isipingo River

Before 1969 the Isipingo and Umlazi rivers flowed into one estuary as good quality water, which kept the estuary open to the sea so that good tidal interchanges occurred and the resultant diversity of life existed. The developments in the two rivers after 1969, which led to the diversion of the Isipingo river through the Bluff sand dunes, and canalising of the Umlazi river to the Umbogintwini river, together with other developments in the low-lying Isipingo Flats of the Durban International Airport, Oil Refinery (SAPREF) and Prospecton Industrial Complex, have had a negative impact on the ecological function of the Isipingo estuary as a natural system.

In their study Brand *et al.*, (1964) concluded that the Isipingo River (as far as 2,5 km above the lagoon) was of poor chemical quality; that the anomalous mineralization was due to some geological factors, namely :

- (a) excess irrigation run off
- (b) sea water brought up the lagoon run off
- (c) seepage of industrial effluent from Isipingo Rail and Prospecton
- (d) eutrophic characteristics due to effluent from the Umlazi sewerage works
- (e) heavy metals from detergents

- (f) sea water remains semi-diluted because of minimal fresh water inflow
- (g) discarded public refuse

Monitoring of the water quality at the confluence of the Bamboo Drain by the Borough of Amanzimtoti and less frequently by Durban Water Affairs (DWA) was done after the publication of data in Vol. 41 - which indicates the levels of contamination by sewerage in the Northern limb. On 21st October 1980 for example, a sample of the effluent being discharged from the Umlazi 'E' ponds had a chemical composition of 329 mg l⁻¹ (Munthree, 1996). In August, 1982 investigations by the EAC revealed high concentrations of lead, zinc and lithium in the water. Discarded refuse and debris block canals and outlets preventing the flushing of the lagoon. The capacity of the sluice gates was inadequate to flush the lagoon (Munthree, 1996).

4.5.3 Flooding in Isipingo

Flooding has been a common feature in Isipingo. The area most affected by flooding in 1988, 1991 and 1996 was the Isipingo Hills area namely Flamboyant Drive and 'Crab City' - Isipingo Flats and Isipingo Beach respectively. According to the Borough engineer (Moodley, 1996) the problem resulted from silting of the Isipingo River mouth causing water to back up along the stream. The council is investigating the dredging of the Isipingo river mouth to alleviate flooding. Roads, homes and sports fields were flooded when the lagoon burst its banks after torrential rains fell. Storm water drains overflowed, causing large potholes on roads throughout Isipingo Beach area. To prevent damage from flooding the Isipingo Local Authority has filled large parts of the Isipingo valley, especially near the

Isipingo Hills, with soil and rubble.

4.5.4 The Problem of Industrial Waste

Residents of Isipingo have also had to contend with atmospheric pollution caused by neighbouring industries. Angela Rankin (1993) reported that fish was killed as a result of industrial waste being dumped in the lagoon. Residents called for an opening up of the river mouth to prevent further fish deaths from 1993 to 1996 (Moodley, 1996) through the efforts of government and local authority officials, industrialists and the general public are working together to solve the pollution and litter problems.

4.5.5 Noise Pollution

The establishment of the Durban International Airport brought with it the Aircraft noise which is a nuisance to the residents of Isipingo. There is also noise pollution produced by motor vehicles along the busy N2 motor way and the old South coast Road. The old South Coast Road is particularly of great concern to the inhabitants of Isipingo during peak hours because there is always too much congestion then, resulting in too much noise pollution to the locals. The Isipingo Local Authority has not been able to deal with any of these noise producing conditions.

4.5.6 Waste Dumping at Umlazi

The Umlazi waste dump has been operating since the early 1980's by a waste management

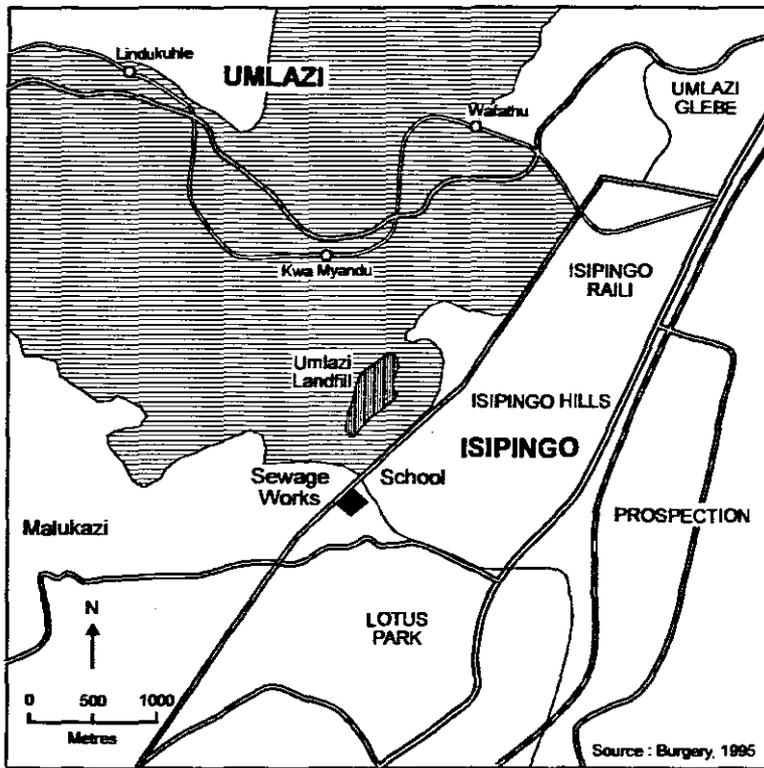


Figure 4.3 : The relative position of the Umlazi landfill

company called Waste-Tech under a temporary licence issued by the Department of Water Affairs and Forestry in Durban (Carnie, 1996). The landfill site, lot 1435, is situated on the remainder of Umlazi Reserve number 8309 (also known as Section T). It is about 600 hundred metres west of the Isipingo Hills residential area, very close to Isipingo High School (fig. 4.3).

The landfill site at Umlazi was selected after a survey based on the 'minimum requirements' criteria of the Environment Conservation Act of 1989 was conducted (Republic of South Africa, 1989). It was selected from five other potential sites, namely, Umbumbulu, Chatsworth, Magabeni, Verulam and Tongaat (CSIR, nd). The screening criteria used by Waste-Tech for the selection of the Umlazi site included factors such as proximity to residential areas, distance from source of the waste, accessibility to transport routes, hydrology and geology (CSIR, nd). The licence was granted to Waste-Tech by the Department of Water Affairs and Forestry without consultation with the local people. Although there were negative impacts of dust, odour and increased traffic caused by the dumping, neither the Umlazi nor the Isipingo residents could stop the dumping of waste on this site.

In terms of the Environment Conservation Act of 1989 Waste-Tech had to upgrade the site for a new permit to be issued to the company. A feasibility study was conducted for Waste-Tech in 1995 (Lombard, 1995) which found no fatal flaws associated with the upgrade of the existing site. The report, however, recommended that an impact study be carried out in view of the development of residential areas in close proximity to the site. A report of the impact assessment stated that there was no indication of health problems associated with the

current or proposed expansion of the landfill facility (Burger, 1995). Another report (CSIR, 1995) also found that the risk to the community of emissions from the current site and future expansion of the site was negligible. Following these reports a permit was issued to Waste-Tech to upgrade the site and continue to operate it as a landfill site.

As a result of the new political dispensation, the neighbouring communities of Umlazi and Isipingo were in a position to oppose the granting of this licence. The argument for opposing the landfill site was precipitated by complaints raised by the pupils and teachers of Isipingo High School (Sun, 30 August 1996). Early in 1995, the community of Isipingo led by the Isipingo Environmental Committee protested against the Waste-Tech site. consequent upon this the Minister of Water Affairs, Mr. Kader Asmal, visited the site around May/June 1995. The Minister issued instructions to have the site closed down (Singh, 1996). A monitoring group, known as the "Umlazi Closure and Rehabilitation Committee" was formed (Singh, 1996). This group held a series of meetings with the different stakeholders to discuss the closure of the dumping site and to monitor progress in this direction. A final decision was taken by the Minister of Water Affairs, Kader Asmal, to stop the dumping (Carnie, 1996). The proposed date for the cessation of dumping at Umlazi was 1 March 1997. Waste-Tech has since given the South Local Council notice to stop using the dump (Sun, 30 August 1996).

The Umlazi waste dumping saga shows how helpless the Isipingo community and the Isipingo Local Government were, prior to the new political dispensation, to stop the dumping of waste at a site that had negative impacts on the quality of life of some of its residents.

4.6 ENVIRONMENT INITIATIVES OF THE DURBAN METROPOLITAN AREA

Durban was the first city in South Africa to formally respond to the local Agenda 21 mandate that was decided on at the Earth Summit held in Rio de Janeiro, Brazil in 1992 (van Heerden, 1995b). Isipingo, being part of the Durban Transitional Metropolitan Council (Republic of South Africa, 1995) falls directly under Durban's Local Agenda 21 Programme which is Durban's response to the National Reconstruction and Development Programme (RDP). It is aimed at alleviating poverty and eliminating inequality in the period of the South African transitional government. This programme ensures that at local level, environmental stability becomes an integral part of the RDP (van Heerden, 1995). The campaign is based on chapter 28 of Agenda 21 which states that "by 1996 most local authorities in each country should have undertaken a consultative process with their populations and achieved consensus on a local agenda for the community" (van Heerden, 1995a) Durban's LA 21 aims at achieving sustainable economic and social development and integrity both environmental management and development into a new system for new municipalities through community participation (Hindson, *et al*, 1996).

Management structures and processes had to be put in place to support the LA 21 initiative, for example, new municipal administrative structures. The goal of the planning effort, is to develop a comprehensive Metropolitan Environmental Policy and Action Plan (van Heerden, W. 1995).

4.7 CONCLUSION

The majority of the population of Isipingo is literate, gainfully employed and enjoying a fairly high level of living. The rate of increase of the population through immigration and commercial activities is, however, having a negative impact on the environment in Isipingo and is threatening to cause a deterioration in the environment conditions.

Financial and human resources in Isipingo local authority are insufficient to cope with the ever increasing population and the urbanisation process. Due to the expected increase in unemployment among the new residents there will be those who will be unable to pay for services that are provided. Insufficient finance will result in a break down in the provision of necessary services by the municipality. It is therefore necessary that the people elect wise, discerning representatives to serve on municipal councils that will provide cheap essential goods and services in sufficient quantities.

CHAPTER FIVE**EVALUATION, SUMMARY AND CONCLUSION****5.1 EVALUATION**

As it was stated in Chapter one, the aim of this study was to examine the origin and development of the Borough of Isipingo for the purpose of analysing its present management efficiency and viability. The study was based on the following hypotheses :

- (a) That Isipingo was a creation of Apartheid and that on its own it would not have come into existence as a separate Borough.
- (b) That the Borough cannot cope with the increasing traffic and population congestion with the result that the environment is gradually degraded, causing a lowering of the quality of life of its residents.
- (c) That the existence of Isipingo as a separate local authority could not be sustained into the future.
- (d) That the political restructuring of the Durban Metropolitan Area has been an advantage to Isipingo.

Chapter five is a synthesis of the main findings of the study for the purpose of evaluating the

validity of the above hypotheses.

5.1.1 Hypothesis One : Isipingo was a creation of Apartheid and on its own it would not have come into existence as a separate Borough.

In the discussion of the history of Isipingo in Chapter two it was shown how people of different origins came to settle in what is now Isipingo. It was stated that each group of people had specific objectives in settling in this area, and these objectives were based on the necessity to make a living. There is no evidence that political motives were at that stage of primary concern. The initial settlement of Isipingo can thus be said to have originated from sheer geographical inertia.

It was shown in Chapter four that although farming was the major occupation of the early inhabitants of Isipingo, it ceased in the early 1970's as Isipingo became more urbanised. It was shown in Chapter one how urban areas evolved from predominantly rural settlements to urbanised settlements (Whyne and Hammond, 1976). Davies (1973) described how trade and farming resulted in the emergence of the ancient towns along the fertile delta of mesopotamia. This theory is also held by Hudson (1970), Smailes (1970) and Girardet (1992). It can thus be stated that the evolution of Isipingo followed a normal process of evolution characteristic of urban settlements world wide. The original urban settlement *per se* in Isipingo was thus not the product of Apartheid (which was only established in 1948).

The character of Isipingo was shaped by years of interaction of the activities of the different

people - Boer, British, Black and Indian. Originally the British dominated the other groups numerically, economically, and militarily. British colonial policy decided the course of development of Isipingo until the formation of the Union of South Africa in 1910. Since the segregation of British settlers from natives was part of British colonial policy world wide, there was similar racial zoning in Isipingo. It was stated in Chapter two that during the colonial days, the Isipingo Beach area was mainly occupied by Whites, while the Isipingo Rail area was occupied by Non-Whites (Indian and Black). It can be concluded from this that the racial zoning of Isipingo originated prior to Apartheid. The Group Areas Act, which was the product of Apartheid, accentuated the racial separation in Isipingo by the declaration of Isipingo as an Indian Group Area.

Indentured Indians came to South Africa in about 1860 to provide a solution to the labour crises for the troubled colonial sugar industry (Osborne, 1964; Perrett, 1971; Brain, 1989). They came out of necessity, without any socio-political undertones at that time. Many other Indians came of their own will and expense, to join families in Natal or to set up trading. Their numbers grew faster than those of the other racial groups, making them a numerically dominant racial group in Isipingo by the beginning of the 20th century. Having established themselves in commerce and trade they flourished in the area.

When the Group Areas Act was passed in 1950 and declared Isipingo an Indian Group Area, it merely endorsed a *de facto* situation. The significant results of the Group Areas Act was the removal of White residents of the Isipingo Beach Area and the African residents in the Isipingo Rail. The exclusion of other racial groups from residing or belonging to Isipingo resulted in the creation of a separate administration for the Indians. This action prevented

the earlier moves to integrate Isipingo with other adjacent areas to form the Kingsburgh local government. It also spatially confined Isipingo, making it difficult for it to expand beyond its boundaries. Finally it denied Isipingo the administration of the Prospecton industrial area, which was given to the White Amanzimtoti administration in terms of the principles of Apartheid. The growth of Isipingo was thus also limited by its exclusion from benefitting financially from the income generating Prospecton industrial sector.

That Isipingo developed as an apartheid town is manifested in its dualistic character which was similar to colonial cities of the Third World. Thompson (1990), Maharaj (1992 & 1995) and van der Merwe (1993) all agree that dualism, where a Western orderly sector existed side by side with a non-western disadvantaged and disorderly sector, is one of the characteristics of the Apartheid city. Isipingo is also characterised by spatially decreasing socio-economic status and increasing density towards the periphery (the squatter settlements of Malukazi and "Uganda").

The hypothesis that Isipingo was a creation of Apartheid is thus true in as far as Isipingo was made static in terms of economic and spatial growth. It is also true in as far as the racial zoning and the racial composition of both the residents and the local government was concerned. Whether or not it would have come into existence as a separate Borough, is difficult to assess given the fact that Isipingo was denied access, by the Group Areas Act, to the Prospecton industrial area which could have made a difference in the course of its development.

5.1.2 Hypothesis Two : That the Borough cannot cope with the increasing traffic and population congestion, with the result that the environment is gradually been degraded,

causing a lowering of the quality of life of its residents.

It was mentioned in Chapter four that one of the functions of the local authorities is the implementation of the provisions of the Environment Conservation Act no. 100 of 1982 (Republic of South Africa, 1982). In spite of the fact that there has been rapid population increase in isipingo, the local authority has managed to provide the basic services to a large part of this population. It was indicated in Table 4.1, for instance, that the total of 5095 formal housing units recorded in the 1991 census were adequate for the 4958 resident households in Isipingo. Failure of the Isipingo Local Authority to provide housing in the increasingly congested informal settlements in Malukazi and "Uganda", as well as in a number of vacant sites in the Rail area, may be attributed partly to lack of funding as well as the legacy of Apartheid that insisted on providing on the basis of "own affairs". The invasion of the urban area of Isipingo by informal housing during the last six years is a serious phenomenon that has a negative impact on the quality of life of the residents.

The same explanation may be given in the case of the provision of the other services such as electricity, water supply, sewerage disposal, social amenities, transport, roads, recreation facilities, postal services, retail and commercial services, etc. that are provided for by the borough of Isipingo in terms of the "own affairs" principle.

One position of advantage that the Isipingo local authority had was the ideal characteristics of its Indian resident population. The high literacy and employment rates of the resident population made it relatively easy for the local authority to deal with service provision. Although lacking in funding and human expertise, the unique conditions prevailing in a local

area played an important part in enabling the local authority to deliver services.

Therefore the hypothesis that the Isipingo local authority cannot cope with population congestion is not valid as far as the provision of some basic services is concerned.

The fields where the local authority of Isipingo apparently failed is in the control of littering in the streets and in easing the increasing traffic congestion. In the case of the former, it is apparent that the local authority did very little to organise education problems and cleaning campaigns to lessen the evil of littering. The glaring lack of litter bins is another area of weakness on the part of the local authority.

Traffic congestions and potholes on roads seem to be overwhelming problems for the Isipingo local authority. The lack of public transport contributes to traffic congestion, since there are almost as many private vehicles as there are passengers on the road. Given the lack of funding and passenger support, it is doubtful whether the Isipingo local authority could manage to provide a viable public passenger bus service.

In terms of the latter findings, the hypothesis that the Isipingo Borough cannot cope with the increasing traffic is valid. Judging from the recent invasion of Isipingo by squatters, commuters and informal businesses, the problems of population and traffic congestion can only become worse and the hypothesis that the environment is gradually been degraded, causing a lowering of the quality of life of its residents is validated.

5.1.3 Hypothesis Three : That the existence of Isipingo as a separate local authority could

not be sustained into the future.

From the historical account of Isipingo given in Chapters two and three, it can be seen that Isipingo has undergone a process of evolution from a predominantly rural area sugar cane farming to the present urban area. During this period it was first administered by a "White" town board which was subsequently linked to Amanzimtoti, Southern Umlazi and Umbogintwini to form a single authority called Kingsburgh in 1949. Although it was not possible to obtain sufficient information on the reasons for the latter move, it is quite probable that Isipingo was not considered to be a viable unit at that time.

The study explains how the Group Areas Act of 1957 (ACT 77 of 1957), changed Isipingo into an Indian Group Area administered by an Indian local authority. When this happened the Prospecton industrial area, which is geographically within Isipingo but dominated White owned enterprises was excised and attached to Amanzimtoti. This robbed Isipingo of the funds it would have generated from the rates paid by industries in the Prospecton industrial area. As a result of this move, Isipingo was also spatially confined. Without sufficient funds for service provision, its viability as a separate local authority diminished.

As a result of the Group Areas Act Isipingo became too small to cater for its resident and non-resident population. It was found in this study that Isipingo is characterised by traffic congestion, environmental pollution, informal trading and general urban decay. The quality of life of residents was found to have deteriorated, and that there was a substantial exodus of old residents associated with the resultant high crime rate.

Subsequent changes of status of Isipingo from an Indian Group Area to a fully fledged local authority in 1966 and a Borough in 1974 were thus a result of sheer political expedience rather than an indication of growth. The hypothesis that the existence of Isipingo as a separate local authority could not be sustained into the future is thus valid.

5.1.4 Hypothesis Four : That the political restructuring of the Durban Metropolitan Area has been an advantage to Isipingo.

It was pointed out in Chapter four that under the new dispensation the local Borough of Isipingo became part of the South Sub-structure of the Durban Transitional Metropolitan Council. Other local Boroughs included in this Sub-structure were Amanzimtoti, KwaMakhuta, Umbogintwini, Folweni and Kingsburgh. The total population of these areas as provided in the Ward demarcation report was about 135 715. The population of Isipingo was given in the report as 37 318, which was 27.5 percent of the total population. Isipingo was, however, allocated 4 of the 42 council seats of the Sub-structure, i.e. a 9.5 percent representation. This was one of the disadvantages for Isipingo.

The racial composition of this Substructure is such that the disadvantaged Black population is just about 50 percent of the total population, the other quarter being the White population. This means for Isipingo that the inherited liabilities were balanced by the inherited assets. Of importance was the inheritance of the expertise of the experienced administrators of the previously White Boroughs of Amanzimtoti, Kingsburgh and Umbogintwini.

Isipingo will also benefit by getting relief from the spatial constraints that hampered its

expansion during the past years. The traffic congestion will probably decrease as the Durban Metropolitan Council may take some of the burden of providing roads and other services to the Sub-structures. Although these are future predictions, the present situation of service provision in Isipingo is worse than it was during the Indian managed Local authority, mainly because of the adjustment problems of the Durban Transitional Metropolitan Council. It may be concluded therefore that it is too early to validate the hypothesis that the political restructuring of the Durban Metropolitan Area has been an advantage to Isipingo.

As far as the management of its environment is concerned Isipingo will benefit from a number of initiatives taken by the Durban Metropolitan Area. These include the "Keep Durban Beautiful Campaign" and the Local Agenda 21 (Discussed in Chapter four). The former is mainly concerned with environment education, while the latter is aimed at the sustainable development of the Durban Metropolitan Area.

5.2 SUMMARY

The aims and objectives of this study was to examine the origin and development of the Borough of Isipingo as well as its management efficiency and viability.

The dissertation describes how the area now occupied by Isipingo first developed as sugar cane farms, and how, in 1925 a "White" town board was established which was linked to Amanzimtoti, Southern Umlazi and Umbogintwini to form a single authority called Kingsburgh in 1949. The study explains how Isipingo was declared an Indian Group Area in 1955 as the result of the Group Areas Act. Subsequent changes of status of Isipingo to

a fully fledged local authority in 1966, a Borough in 1974, and part of the South Sub-structure of the Durban Transitional Metropolitan Council are discussed.

The study observed that the delimitation of the boundaries of Isipingo was such that its expansion has been limited by Amanzimtoti's industrial area of Prospecton in the east and Umlazi in the west. The result of this is that Isipingo became too small to cater for its resident and non-resident population. It was found in this study that Isipingo is characterised by traffic congestion, environmental pollution, informal trading and general urban decay. This was found to be associated with the degeneration of Isipingo into a Third World country town. The quality of life of residents was found to have deteriorated, and that there was a substantial exodus of old residents due to the resultant high crime rate.

Further findings of this dissertation were that although some of the environment problems of Isipingo were ecological, some were caused by negligence on the part of the resident and non-resident population. It was found that many people were not aware of the environmental issues, and were guilty of littering. The Borough management was found to be incapable of coping with this type of pollution of the environment.

If it were not for the apartheid legislation, Isipingo's evolution might have been different. The Indian Town Board did however, improve the quality of life of some of its residents through the construction of brick houses, the provision of water, electricity and sewerage to the less fortunate residents who were living under slum conditions, such as those of Orient Hills and Lotus Park.

As a result of the new dispensation initiated in South Africa in 1994, Isipingo became part of the Durban Transitional Metropolitan Council on the 31st May 1995. It is part of the South Sub-structure that is managed together with the other constituencies of the South Sub-structure by a non-multiracial council representing all constituencies. The task of the new management structures is to administer the assets, liabilities, rights, duties and obligations of each of the former local authorities.

5.3 CONCLUSION

In conclusion it may be stated that local authorities for the White, Coloured and Indian municipalities were empowered to make by-laws that were approved by the Provincial Administrator or minister before being implemented. These by-laws had to be approved by the minister of local government and national housing before being implemented. Local authorities were also empowered to take decisions which directed their officials to perform certain tasks. Local affairs committees for Indians in Natal, and Isipingo in particular, did not prove successful because Indians lacked funds and the necessary training for positions for local government.

The municipal council heads the municipal government and administration of the municipality and the quality of the municipality is determined by the manner in which the municipal council, its office bearers and its committee and every councillor performs their functions.

Environmental management ethics are simple, logical and self-serving. Though these policies differ radically from the past, they demand an element of constraint and presuppose long

term investment horizons. A good quality of life and a strong economy require the existence of a strong environmental ethics. This means that more people who are financially capable should attend to the pressing issues of their environment ethics and that they should take an active part to in the preservation of it. They should teach others to value the natural world in which we have evolved and how we regard our status also in this world as individuals. This is what isipingo Local Authority has not been successful in doing.

The Functional growth of the Borough of Isipingo, like other South African towns, is currently moving in a critical period in its development. There is a growing concern that Isipingo may face collapse if the escalating problems are not addressed in an appropriate manner. A comparison of the politico-economic framework, the urbanisation patterns and the internal structure may shed some light on the functional problems of Isipingo.

According to the minutes, much has been done to improve conditions in the areas of, health, recreation, roads and housing committees, etc., in Isipingo. Much has still to be done, however, by the Police and central committees so that better conditions prevail in the Central Business District.

Although there are tangible changes in the composition of management structures under the new dispensation, it is too early to assess the long term effects of this transitional process. It is hoped that conditions in Isipingo will, nevertheless, improve so that all residents and non-residents experience a better quality of life.

There is a need to develop a national and environmental ethic in our country as a whole. A

strong environmental ethic is a concern for environmental health which is balanced against political and economic growth. Too often governments and municipalities are preoccupied with economic growth and politics which overshadows all environmental concerns. The environment should be an integral part of strategic thinking in all walks of life because it affects the quality of peoples lives. All major projects with regard to development should incorporate an environmental impact assessment report. Affected communities should be allowed to participate in environmentally sensitive decisions before these are taken, rather than being briefed or consulted on projects after the decisions to proceed have been taken. Development and conservation should be considered and evaluated to the benefit of all stake holders. Governments and municipalities should give early attention to both the underlying causes of environmental degradation as well as to the symptoms and possible solutions to these problems. Attention is usually focused on the environment only when the symptoms are obvious, and when the damage is usually advanced and ad hoc solutions to combat environmental problems formulated only as and when these problems arise. Municipalities must ensure that environmental processes are thoroughly researched in order to predict the future consequences of present day trends in population and industrial output. A very serious problem that needs urgent attention is that of the public which is environmentally "illiterate" and is easily misled when making choices that involve the environment.

To preserve the natural character of the Isipingo coastline, underdeveloped areas should not be developed so that the natural equilibrium is maintained by the tidal area of the lagoon (dunes, swamps, estuaries). A nature reserve with a number of different ecosystems ranging from mangroves to lagoons, a beach zone and a rock pool life, rock types, dune shift and shore study could be used in educational programmes.

A permanent oil and trash trap could be erected across the Isipingo River. Better flushing would be enhanced by adding more pipes at a lower level and dredging of the mouth by construction companies or for land filling. Both sluice gates should be kept open so that maximum river flow is allowed into the system and at present diverted into Umbogintwini River. Isipingo River flow is allowed into the system and the Umlazi River should be incorporated into the system. Noxious industrial waste zone on the northern boundary should be removed and the dunes stabilized. According to Section 22 of the Water Act contaminated water is regarded as effluent which should only flow when it rains. Factories, industries and the general public should cooperate with the Department of Water to keep the area clean as it is "an offence to wilfully pollute water" (Section, 23 of the Water Act).

The Prospecton area (under Amanzimtoti in the past) and the Oil Refineries (under the city of Durban) who enjoy special dispensation from the Government should be confronted with more stringent legislation to rectify the pollution problem.

The Durban Metropolitan area is using as its guideline, the proposals of the Reconstruction and Development Programme of the ANC government to achieve its objectives. This Policy document which is built on the tradition of the Freedom Charter, brings to an end one process and begins another. It is an integrated, coherent socio-economic policy framework that mobilises all people and resources, to eradicate apartheid and it tries to build a democratic non racial, non sexist South Africa. It is a people driven Programme and as a result, all stake holders are responsible for its effective implementation that all should benefit from it and have a better quality of life. Hopefully, this is the future project for Isipingo in its role as part of the greater Durban Metropolitan Area.

As part of the greater Durban Metropolitan area, Isipingo should function as a co-ordinate, administrative, political and planning unit, focusing its resources on social and economic issues. People in the region should negotiate a dynamic, concerned, democratic and functional rather than racially defined governance structure. Through co-ordination and co-operation in balances, access to opportunities could be addressed so that environmental quality, and the quality of life, may be preserved for all people. The Durban Metropolitan area should provide all residents with basic infra-structure : clean water, electricity, sewerage, refuse removal, roads, health care and social services. There should be no restrictions on social, residential and occupational mobility, and there should be ample opportunities and free choice for all who want to enter the economy at Isipingo and the informal sector should be incorporated into the mainstream economy. A shared non-racial value system, encouraging reconciliation, non-violence and problem-solving should be accepted and practised by all, so that a better quality of life may exist for all the people of Isipingo.

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ANNEXURE

UNIVERSITY OF ZULULAND : DEPARTMENT OF GEOGRAPHY

QUESTIONNAIRE

1. General Information

Name of Respondent	
Sex	
Age	
Are you a resident of Isipingo ?	
Status in the Household	

2. For how long have you lived in Isipingo?

1. 1 - 5 years	
2. 5 - 10 years	
3. 10 - 15 years	
4. more than 20 years	

3. What do you like most about Isipingo?

	Yes	No
1. Better facilities, a) education, b) recreation, c) youth clubs, d) community centres
2. Healthy environment		
3. Good roads		
4. More new houses		
5. Affordable rent		

	Yes	No
6. Close to place of employment		
7. No alternative accommodation		
8. Job opportunities		
9. Informal Business opportunities		
	Yes	No
10. Sufficient housing		
11. Pensioners are catered for		
12. Government pays for everything		
13. Housing and plots suit the needs		
14. All people benefit from housing provided
a) the rich
b) the poor
c) retirement homes/villages

4. Are you aware of the Services Provided by The Town Board?

	Yes	No
1. Sewerage removal		
2. Water and Electricity		
3. Refuse Removal		
4. Postal services		
5. Any other		

5. Are the Services Provided by The Town Board Important?

1. Very Important		
2. Important		
3. Not sure		
4. Not important		
5. Not important at all		

6. Are you satisfied with all the services Provided?

	Yes	No
1. Satisfied		
2. Not sure		
3. Not satisfied		

7. What do you think the cause of litter pollution is?

	Yes	No
1. Lack of public education		
2. Lack of accountability		
3. Lack of litter bins on pavements		
4. Ignorance		
5. General apathy		

8. What do you think of the state of the roads in Isipingo

	Yes	No
1. Well constructed		
2. Not well constructed		
3. Durable		
4. No pavements on roads		
5. There are pavements		
6. Storm water drain pipes function well		
7. Drain pipes do not function		
8. Streets are tarred		
9. Few are tarred and others not tarred		
10. There are speed bumps on roads		
11. There are road signs		
13. High speed is encouraged		
14. Restricted speeding by authorities		

9. Which of these statements is true for Isipingo ?

	True	False
1. People are ecologically aware		
2. People Appreciate nature		
3. There is good resource management		
4. People Respect the environment		
5. Litter is thrown on the streets		
6. There is litter at home		

7. The townboard encourages littering		
8. There is much evidence of littering		
9. Positive actions are taken to clean up		
10. There is evidence of cutting of verges		
11. There are educational cleaning campaigns undertaken by the townboard		
12. Townboard supplies equipment and plants for verges		

13. Offenders are fined for littering		
14. Health inspectors and officers are doing their work to keep Isipingo clean		
15. There are competitions carried out to motivate people to keep Isipingo clean		
16. School grounds are made attractive		
17. There is need to keep Isipingo clean		
18. Good environment makes quality living		

10. Are the Councillors serving any meaningful purpose?

1. yes		
2. To some extent		
3. not sure		
4. Very rarely		
5. They Never do		

11. Is the transport satisfactory in Isipingo

	Yes	No
1. Public transport sufficient		
2. Rail transport available		
3. Sufficient car parking zones		
4. a) Transport provided for school children
(b) Use own transport
c) Use rail transport
d) there is transport system		
e) public transport is cheap		
f) public transport regular		
5. Transport should be located within the CBD		

12. Does the Durban Metropolitan Council have the ability to

tackle the imbalances in the Isipingo areas		
seek community participation		
identify pressing needs with the affected people		

13. What was the Isipingo Board established for?

	Yes	No
Reconcile the needs of residents		
Monitor upgrading programmes		
Not sure		
Enforce the apartheid laws relaxed		
To Tax residents		

14 . How soon would you like changes to be completed?

2 - 3 years		
4 - 5 years		
5 - 10 years		
10 years and over		
Not sure		

15. Which is true for the needs of Isipingo ?

Residents must pay rent and services		
Residents must co-operate with officials in the cleaning of the environment		
Residents must report criminal activities		
Residents must not be involved in management matters		

16. The new boundaries of the Durban Metropolitan areas are based on :

geographical and economic considerations		
political and racial considerations		
level of development of the affected areas		

17. What are your fears with the new dispensation?

	Yes	No
1. Lack of commitment to common vision		
2. Taking of advantage over the people		
3. Failure to see what is best for the people		
4. Open hostility		

18. What should Isipingo Councillors do to speed the process of transformation ?

agree to differ in good spirit		
consider best options regardless of the source		
accommodate other view points		

19. Members of the Council should strive to:

1. have interest of people at heart		
2. push for their party policies		
3. support their colleagues only		

20. Racially-based local governments enhance

1. own policy affairs		
2. effective service delivery		
3. unity among South Africans		

21. What do you think of the racially-based Council in Isipingo?

1. strengthen the new dispensation		
2. weaken the new dispensation		
3. Remain neutral		

22. Ideological backgrounds will content with levels of:

1. Mistrust		
2. sceptism		
3. conflict		

23. For the transformation to yield the desired results, the Councillors should be concerned with:

1. identifying community needs with affected people		
2. continue with apartheid policies		

24. For the new Council to be effective it must take advantage of

1. cultural diversity of its community		
2. collective wisdom drawn from the past		
3. commitment to change		

25. Racially-based councils have invested interest in themselves

1. they lacked community participation		
2. no contribution in made		
3. decisions are imposed on residents		

26. What do you think was the previous government's reason to have fragmented local government institutions?

1. perpetual separation among racial groups		
2. avoid racial domination		
3. ensure self-actualization of each group		
4. develop each group to full potential		
5. interested only in its development		

27. Fragmented local government institutions did not work for the blacks because:

1. areas under their jurisdiction had no tax base		
2. blacks lacked the necessary experience		
3. seconded white officials lacked genuine commitment		

28. The negative effects of rent boycott in the Indian areas was offset by:

1. good planning by Council		
2. loans from financial institutions		
3. allowing the basic services to collapse		
4. intergovernmental grant		

29. The success of the Durban Metropolitan Council will be measured by:

1. co-operation among members		
2. willingness to break from past ideologies		
3. community participation in decision making		
4. embarking on the Masakhane drive		

30. The Durban Metropolitan Council will be measured by its ability to:

1. tackle the imbalances in the black areas		
2. seek community co-operation		
3. identify pressing needs with the affected people		

31. The problems of spatial inequalities will require the Durban Metropolitan Council to:

1. plan properly		
2. consult with community leaders		
3. find sufficient funds		

32. The Durban Metropolitan Council will enjoy the support of the electorate if:

1. service delivery improves		
2. community empowerment programmes are initiated		
3. there is transparency		

33. At best the Durban Metropolitan Council should:

1. react to change when it comes		
2. manage conflict when it arises		
3. provoke and direct changes		

34. What environmental problems that the Durban Metropolitan Council sees as top on the list

1. restoration of community structures (halls)		
2. repair roads in black towns		
3. reduced health hazard conditions		

35. What other social problems require the Durban Metropolitan Council's attention?

1. soaring crime wave		
2. unemployment		
3. lawlessness		
4. providing programmes for street children		

36. Benefits associated with transformation at local government level can be enjoyed:

1. if the culture of paying for services is restored		
2. if communities appreciated their responsibility		
3. if community workshops are conducted		
4. People refrain from talking politics		

37. Would you agree that the present stage of transformation requires the Durban Metropolitan Council to :

1. put politics on slow track		
2. put economics on fast track		
3. fast		
4. slow		

38. For the Durban Metropolitan Council to attract investors:

1. Durban City must be crime free		
2. more police must be brought in		
3. squatting must be discouraged		

39. Conscious efforts by Councillors to break from the past:

1. will ensure improved quality of life		
2. will lead people to take things for granted		
3. will cause people to demand more		

40. The task of the Durban Metropolitan Demarcation Board became a complicated and a sensitive exercise because:

1. saw it in terms of gains or losses		
2. it come with more new challenges		
3. structures felt threatened		

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