HUMAN SETTLEMENT COUNTRY PROFILE

SOUTH AFRICA

Decision-Making

Programmes and Projects

A. Providing Adequate Shelter for All
B. Improving Human Settlement Management
C. Promoting Sustainable Land-Use Planning and Management
D. Promoting the Integrated Provision of Environmental Infrastructure: water, sanitation, drainage and solid waste management
E. Promoting Sustainable Energy and Transport Systems in Human Settlements
F. Promoting Human Settlement Planning and Management in Disaster-Prone Areas
G. Promoting Sustainable Construction Activities
H. Promoting Human Resource Development and Capacity-Building for Human Settlement Development

Status

Capacity-Building, Education, Training and Awareness-Raising

Information

Financing

Cooperation

Conscious attempts to align South African settlements with the precepts for sustainable settlement as outlined in Chapter 7 of Agenda 21 began with the democratic elections in 1994, and the subsequent drafting of settlement related policy and legislation that sought to address the segregated nature of the country's space economy. South Africa's experience in implementing Agenda 21 with regard to human settlement has been determined by the provision of social services and infrastructure to the poor and formally disadvantaged communities in the country, and the structure and nature of government and non-governmental organisations responsible for effecting change to South African settlements. As such South Africa's response for creating sustainable settlements has focused on three of the programme areas outlined in chapter 7 of Agenda 21. These are: The provision of adequate shelter for all; the improvement of human settlement management; and the promotion of sustainable land-use management. Other programme areas detailed in Agenda 21 have been interred within these three broad programme areas. To ascertain the degree to which South Africa has been successful in developing sustainable human settlements in terms of Agenda 21 this report will briefly focus on the performance of the major programmes, there achievement in relation to the cross-cutting issues provided by the Commission on Sustainable Development, the obstacles and constraints for developing sustainable human settlements and finally the identification of strategies and actions to ensure better human settlements. This analysis will be reinforced by examples of best practices.

Decision-Making: The report emanating from the nineteenth special session of the General Assembly of the United Nations identified sustainable human settlements as an area requiring urgent action. Of the issues raised with regard to human settlements, the issues of capacity-building and decentralisation of authority to local government have been dealt with above, in terms of the review of actions in terms of Agenda 21. The issues that have not been dealt with explicitly concern the transfer of expertise to strengthen local capacity, and private-public partnerships to improve the provision and management of social services.

Currently there is no national policy that deals with the transfer of expertise from one level of government to another, specifically with the objective of capacitating local government. To date the transfer of expertise has occurred on an informal basis once a need arises. Typically this would occur where a research or donor organisation would second staff to undertake a particular function at a local, provincial or national level. Such secondment would, in most cases, see a minimum transfer of skills to the institution in question. There is no permanent benefit to the government institution beyond the completion of a particular project. Though it does provide a guarantee that the task will be undertaken in a competent manner. Future actions required in this regard are the need for a strategy to deploy surplus staff to other government institutions, particularly local government where skills are required.

The White Paper on Local Government endorses the need for local government to initiate partnerships with community-based organisations and non-governmental organisations in order to harness external expertise and experience, with the aim of stimulating local economic development. Local governments, due to their resource constraints and the complex demands placed upon them, have attempted a number of these partnerships in order to facilitate development. An example of this is provided in the box below.

Success in undertaking public-private partnership has varied from local municipality to local municipality and from project to project. Though in general, the success of such initiatives is seen as an attempt to offer a cooperative solution to specific development problems.

The National Department of Housing is responsible for housing policy and legislative framework for the country. In undertaking this responsibility the Department has a number of consultative processes with various stakeholders in the housing sector. The Habitat Forum comprises a number of habitat partners, including government departments (including Department of Provincial and Local Government, Department of Social Development, etc), local government, Non governmental organisations, tertiary, academic and research institutions and the private sector. This forum reflects on the implementation of habitat programmes and issues as it pertains to South Africa.

A National task team on policy implementation comprising the National Department of Housing, Provincial Housing Departments and some of the Local government housing departments has also been established to oversee the development of housing policies and housing subsidy programmes.

In 1999/2000 the Minister of Housing also approved the established of the Environmentally Sound Housing Task Team. This forum government departments, Ngo's and research institutions meets bi – annually to address environmental issues as it pertains to housing. This task team has identified a number of studies on green financing, Asbestos and energy efficiency in housing that have been undertaken over the past years.

Local and Provincial Government:
Provincial and Local Government support and participation in the forums established by national government have been very strong. Over the recent years however through legislation developed by the Department of Provincial and Local Government all local government institutions are required to produce Integrated Development Plans. These plans are to align the planning and budgeting processes of local government.

The integrated Development Plans of local governments are to inform the Provincial Housing Departmental Plans of the various provinces. This alignment has not always been very strong and the

National Department of Housing and the Department of Provincial and Local Government are currently undertaking a bilateral process to ensure that this alignment is achieved in future planning processes.

Stakeholders:
As indicated the Habitat Forum and Environmentally Sound Housing Task Team are stakeholder co-ordination and consultation forums that have been established by the Department of Housing.

Programmes and Projects:

A. <u>Providing Adequate Shelter for All</u>: Performance of the Housing Programme

Responsibility for facilitating shelter provision for the poor in South Africa rests with the Department of Housing. Since 1994 the key mechanism for achieving this has been the housing subsidy. The subsidy provides up to R25 580 ($4 167)*** for the poor who meet specific criteria. In the decade since it began the programme has seen 1.5 million houses being constructed, with approximately 6 million citizens having received housing. In total it has seen R24.22 billion ($3.5 billion) being spent on housing for the poor. Simply by providing the poor with an asset in terms of shelter; basic connector services such as water, sanitation and internal roads; as well as secure tenure, the Housing Programme has contributed significantly to alleviating poverty. By subsidising these aspects of residential development the subsidy has provided the foundation to enable beneficiaries to make additions to the core housing units and provides a foundation to accumulate assets. Besides the subsidy, the Department of Housing enables low-cost housing by mobilising housing credit for beneficiaries and builders through the:

- National Housing Finance Corporation (NHFC) who provide wholesale capital for intermediaries lending to the target group; and
- The National Urban Reconstruction and Housing Agency (NURCHA) which provides guarantees for the housing development sector to ensure access to capital.

To ensure that quality low-cost housing is constructed the National Home Builders Registration Council manages a warranty scheme that sets norms and standards for the construction of low-income housing. All low-income houses built need to comply too the warranty as a part of the housing construction process.

Ensuring secure tenure is a major component of the Housing Component, and subsidy beneficiaries receive freehold tenure with their new house. Other tenure options encouraged are rental and communal tenure as provided through social housing options. Ensuring the right to secure tenure are two acts: The Extension of Security of Tenure Act (ESTA) which aims to protect people who live on rural or peri-urban land with the permission of the owner or person charge of the land, and the Prevention of Illegal Eviction and Unlawful Occupation of Land Act (PIE) that prevents illegal evictions and illegal occupation in urban areas.

Obstacles and Constraints

Despite the success of the first 10 years in the provision of shelter to the poor there are a number of constraints hindering the provisioning of housing which has contributed to the decline in the number of units built annually since 2000. During an intense stakeholder participation process at the beginning of 2003 (2003. SMM Report) the following obstacles and constraints were identified:

- Firstly that integrated housing environments had not been satisfactorily created. This was due the poor alignment of housing plans and funding streams at all levels of government, as well as the generally poor quality and peripheral location of low-income housing projects;
- Secondly, beneficiaries did not regard the house provided as an asset and saw the houses been sold at a cost lower than the replacement value. This trend illustrates a challenge to the objectives of the housing programme which sees the housing units provided as an asset;
- Thirdly that there was limited participation from the financial sector in the financing of low-income housing. This was principally due to the poor repayment record of low-income housing beneficiaries.
- Fourthly there was significant under-spending on budget for low-income housing by responsible housing departments. This was largely due to the lack of capacity particular in municipalities, the slow transfer of state land to municipalities, a lack of cooperation from traditional leaders and the recent implementation of new policy measures.
- Fifthly the continued presence, and growth of informal settlements, which have little or no access to services or infrastructure.
- A final obstacle, identified in the presidency's discussion document entitled "Towards a Ten Year Review" (Presidency, 2003) was the need to provide housing in the context of decreasing household size. This trend was also responsible for the increasing backlog of low-income housing, and the related increase in slum development in South Africa.

Identifying Actions and Opportunities

The outcome of the audit of constraints and obstacles facing human settlements was then detailed as a series of interventions. These were:

- The effective implementation of local government integrated development plans that identify well located land for low income housing;
- Local Government needs to be capacitated to plan, implement, develop and manage human settlements;
- Local Government need to be capacitated to manage existing slums, and prevent the establishment of new ones;
- To enable beneficiaries to 'house themselves' through access to information, increased participation and building skills training, all within a user-friendly process.

B. Improving Human Settlement Management: Improving Human Settlement Through Local Government

Key to the future of improved human settlement management has been the demarcation of 284 new local government entities that was completed in 2000. This action consolidated fragmented local service delivery authorities into single authorities. Coupled with this was the Constitutional Mandate for Local Government (RSA, 1996) that required these entities to promote social and economic development in the context of a safe and healthy living environment. This mandate was detailed and legislated for in the White Paper on Local Government (1998) and the Municipal Systems Act (No 32 of 2000).

To facilitate developmental local government the Department of Provincial and Local Government introduced Integrated Development Plans. This planning tool enables local government to strategically identify, budget and phase for a local entities service, infrastructure and development needs over a five-year period. Since their inception, Integrated Development Plans have contributed significantly to

establishing and stabilising the new local government system (DPLG, 2003), and have become firmly accepted as the primary tool for ensuring integrated sustainable development at the local level.

A major component of settlement development in South Africa is service delivery. One of the critical issues is to ensure that local government has the necessary funds to fulfil the service and infrastructure projects within its integrated development plan. To this end the Consolidated Municipal Infrastructure Programme has acted as a successful mechanism for combining funding for bulk infrastructure and ensuring that it reaches, poor formally disadvantaged communities.

To ensure that the impact of development is minimised the Integrated Environmental Management process was developed. This process provides the overarching framework for the integration of environmental assessment and management principles into environmental decision making through a number assessment tools including Environmental Impact Assessments. In terms of settlement, these tools aim to ensure that undesirable impact on the human and natural environment is minimised.

Certain marginalized rural and urban areas require special intervention and coordination in terms of the provision of infrastructure, social services, poverty alleviation and the stimulation of economic opportunities. Through the Integrated Sustainable Rural Settlement Programme and the Urban Renewal Programme, 21 nodes have been identified. In all, 350 anchor projects have been identified (DPLG, 2003). Though both programmes are only two to three years old there has been considerable success, particular in the Alexandria Urban Renewal Node where the provision of services, infrastructure and low income housing has occurred with close co-operation between Local, Provincial and National Government.

A further dimension of settlement management speaks to preparations in place to manage disasters particularly in settlements with high population densities. Central to disaster management in South Africa is the National Disaster Management Centre that promotes and co-ordinates disaster management across the levels of government and civil protection organisations. Disasters covered by the centre included both natural and man-made.

Obstacles and Constraints

Local Government has been expected to take greater responsibility for the management of settlements within their jurisdiction, particularly in relation to service and infrastructure provision for the poor. These shifts have given rise to a number of difficulties:

- Firstly, there are situations where certain national and provincial Sector Departments do not provide the necessary funding and support structures to local government to execute actions legislated, as been the responsibility of local governments. This is symptomatic of a broader problem, which is that budgetary processes at national, provincial and local government are not integrated or aligned across the spheres of government;
- In smaller less prosperous local municipalities, as well as municipalities that incorporate secondary cities, there is a lack of capacity to undertake the expanded developmental role expected of them with regard to settlement management. This is not simply a lack of capacity in terms of manpower but also in terms of expertise in executing the development responsibilities handed down from the other to spheres of government;
- A further management challenge facing local municipalities is the difficulties experienced, particularly rural local government in generating their own revenue. A contributing factor to this is a culture of non-payment that developed in black townships during the rate boycotts of the 1970s and 1980s. Furthermore there were groups who fell outside the jurisdiction of local

government rates, such as commercial farmers and traditional leaders, who now have to pay, which is causing friction in certain local governments. This has meant that in municipalities with limited economic opportunities, and/or small populations, that heavy reliance is placed on the grants from national government such as the Consolidated Municipal Infrastructure Fund, and donor agencies, to pay for the expanded developmental role of local government;

- A major problem experienced by local government is the lack of direction with regards to the tools required for settlement management. Integrated development plans are not settlement management tools in themselves, though they do have a spatial component. There is a need for clarity on what the final relationship will be between integrated development plans and the proposed settlement management tools as outlined in the Land Use Management Bill;

- With regard to integrated development plans there is a concern that in many cases integrated development plans are merely perceived as a technical exercise. Related to this is an apparent unwillingness on the part of national and provincial sector departments to respond to local needs as outlined within integrated development plans.

Identifying Actions and Opportunities

- A key action required for local governments to succeed and become self-supporting is the need for national and provincial government to regularise the manner in which powers and functions are assigned to local government. To this end the Framework for the Assignment of Powers and Functions to Local Government, as well as the Inter-governmental Relations Bill will go a long way to ensure that local government does not have mandates that are not funded;

- Furthermore there is a need to enhance and improve on the initial integrated development plans and ensure greater coordination by sector departments with integrated development plans;

- An action to promote financial independence of local government has been the promoting of local economic development within municipalities, in order to attract investments. However it is critical that future local economic development initiatives seek projects that harness comparative economic advantages of specific local governments;

- Improvement of the financial viability of local government will also require:
    - The coordination of funds from all relevant departments to local government;
    - Affordable remuneration packages for local government staff;
    - Improved revenue raising skills;
    - Improved borrowing frameworks.

- With regard to improving local government capacity the following actions are needed:
    - The establishment of new instruments such as provincial response teams, local government administration support projects, skills programmes and learning networks;
    - The need to ensure that skills are imparted to local government officials so as to reduce dependency on consultants; and
    - To ensure that capacity building support in the provincial departments, particular the sector departments is not the sole responsibility of local government affairs departments in provinces but that other provincial departments also develop their own capacity development strategies.

- In terms of settlement management there is a need for clarity on how integrated development plans relate to land use management tools. Key to this issue is finalisation of the Land Use Management Bill.

C. <u>Promoting Sustainable Land-Use Planning and Management</u>: Performance of Land Use Management

Since 1994 land use management in South Africa has focused upon correcting unsustainable land ownership, whereby the majority of people were forced to live on a small percentage of the country's land

surface. Three initiatives have sought to correct this situation, namely the Land Restitution, Land Redistribution and Tenure Reform programmes. Through the Land Restitution Programme people who were forcibly removed from their land after 1913, under segregationist policy, are resettled on the land from which they were removed, or are provided with monetary compensation. The Land Redistribution Programme provides people with access to land and provides rights to land for residential and productive purposes. Its aim is to redistribute 30% of South Africa's agricultural land within 15 years. A result of previous land policies was that the majority of people in South Africa failed to receive secure tenure for their properties. Land tenure reform seeks to address this problem by providing value added public land information and support services to clients concerning land, and to ensure the efficient administration of state land. Critical to the success of this programme is the well-developed systems of deeds registration and cadastral survey.

Land use management in South Africa is increasingly been aligned with the processes undertaken to improve settlement and shelter circumstances in South Africa. Specifically with regard to the development of integrated development plans, support for the Integrated Sustainable Rural Development Programme and the Urban Renewal Programme as well as initiatives to speed up the identification and release of public land for low-income housing projects. These interactions have greatly strengthened a holistic approach to land development.

Rural land reform has formed a key part of the broader land strategy. A programme that is playing an increasingly important role in this regard is the Land Redistribution for Agricultural Development Programme (LRAD) and has had success in providing land for disadvantaged citizens who want to undertake agricultural activities. Emphasis is placed on improving living standards, food security and overcoming gender discrimination. The programme is based on a R 20 000 grant, with the qualification that an applicant must make a R5000 input in cash or in kind. Part of the programme requires applicants to undergo training to ensure he or she is able to make a success of farming. The programme also assists applicants with purchasing the land.

Obstacles and Constraints

A major constraint has been the slow rate at which the land restitution and land redistribution have been moving. However, since 2000 the rate of claims processed for both programmes has increased significantly. Though there is concern that the restitution process has had little impact on the overall transfer of land, particularly in urban areas, as beneficiaries have in a high percentage of cases opted to receive monetary compensation. This has placed greater pressure on the Redistribution programme to be the key programme for land transfer. Despite success in providing and upgrading title to freehold there are at present great challenges to be faced in providing people living in traditional authority areas with secure tenure. Furthermore there is the difficulty, in some areas, of housing beneficiaries selling on their property without informing the deeds registry of the change.

Identifying actions and Opportunities

- The Land Use Management Bill, discussed, once legislated, will provide a far more detailed approach to land management than a focus on meeting the need for land redistribution. It will focus on the practical issues of developing land use frameworks and detailed land use planning procedures for local government.
- With regard to improving security in traditional authority areas, the Communal Land Rights Bill will address this issue.

D. Promoting the Integrated Provision of Environmental Infrastructure: water, sanitation, drainage and solid waste management: No information available.

E. Promoting Sustainable Energy and Transport Systems in Human Settlements: No information available.

F. Promoting Human Settlement Planning and Management in Disaster-Prone Areas: No information available.

G. Promoting Sustainable Construction Activities: No information available.

H. Promoting Human Resource Development and Capacity-Building for Human Settlement Development: No information available.

Status: The most significant question today with regard to housing and human settlements is whether or not development in the field of sustainable human settlements since 1994 has served to further the course of sustainable development, with respect to the inter-linked pillars of environmental, social and economic sustainability.

The state of human settlements in South Africa as far back as 1992 was such that Colonial and apartheid planning had left an extremely negative legacy in the settlements of South Africa. High levels of poverty among urban and rural communities were linked to high levels of unemployment and a lack of social stability. In many cases there was a lack of access to even the most basic municipal services, limited or no access for the poor to land for housing, and highly destabilised housing environment. Poor environmental quality of these settlements was exacerbated by the lack of basic services

There was (and still is) an extreme shortage of affordable housing for the poor in South Africa. The housing shortage was (and still is) felt most severely by female-headed households.

The above factors and many more had resulted in 1992 in a situation where South African human settlements were characterised by spatial separation of residential areas according to class and population groups, accompanied by disparate levels of service provision, urban sprawl, low levels of service provision, low levels of suburban population density, and the concentration of the poor in relatively high density areas on the urban peripheries, which were often environmentally inhospitable.

South Africa, and indeed the rest of the developing world are faced with a multiplicity of challenges in addressing sustainable development. Foremost amongst these are the systems that create and perpetuate the appalling levels of poverty, economic marginalization and environmental degradation affecting the majority of the world's population. In the early part of the new millennium it is clear that poverty and global inequality together form the single greatest threat to sustainable development. It is within the context of these multiple challenges that the Johannesburg Plan of Implementation (JPOI) was formulated. This was done in accordance with the international agreements. The United Nations Conference on Environment and Development (UNCED), held in Rio de Janeiro in 1992, also provided the fundamental principles and the program of action for achieving sustainable development. These principles were further augmented by UN-Habitat's Strategy for the implementation of the Millennium Development Goal 7, Target 11, that aims "to achieve, by 2020, a significant improvement in the lives of at least 100 million slum dwellers". In addition, UN-HABITAT is a key player in Target 10 that aims "to halve by 2015, the proportion of people without sustainable access to safe drinking water". Commitments that were further made at the World Summit on Sustainable Development (WSSD) strongly reaffirmed

those made to the Rio Principles, the implementation of Agenda 21, the internationally agreed Millennium Development Goals (MDGs).

The success of the JPOI is dependent on the degree to which South Africa takes responsibility for its sustainable development agenda and implements the program. This requires a global collective responsibility as well as actions at regional, national and local levels. The success of the JPOI is therefore highly dependent on multi-sectoral approaches and a strong commitment to the sustainable development agenda. The JPOI has identified nine implementation targets respectively. Globalization has been recognized as working against developing countries and the implementation plan proposes actions to address the unfair global economic and trading system. Poverty is singled out as an over-riding challenge for achieving sustainable development. A key goal is the Millennium Declaration of halving the number of people whose income is less than 1 dollar a day by 2015. Significant emphasis has been placed on access to basic services and equitable distribution of resources to the world's poor for clean drinking water and sanitation, education, agricultural resources, health, land and property, energy, etc. Fundamental changes in the way societies produce and consume are indispensable for achieving global sustainable development. Human activities are having an increasing impact on the integrity of ecosystems that provide essential resources and services for human well-being and economic activities. Managing the natural resources base in an integrated manner is essential for sustainable development. A healthy and productive life and the goals of sustainable development can only be achieved in the absence of debilitating diseases. The need to urgently address ill health including environmental causes and their impact on development…is strongly asserted. The JPOI notes that small island developing states are a special case for environment and development. SA has successfully normalized its relations with the world and rejoined all significant regional, continental and multilateral institutions, and is actively promoting its own political, economic interests as well as that of Africa and SADC. In the global context, is also seen as providing opportunities and challenges for sustainable development, especially in the field of trade, investment and capital flows and advances in technology. SA's multilateral commitments have grown exponentially since 1994, and there will be increased pressure on the country to play an even greater role in the future, including the hosting of international conferences. One of the key achievements of the WSSD was the launch of partnership initiatives, in order to provide an opportunity of developing within the multilateral system, achieving targets through multi-sectoral collaboration and mobilizing new sources of funds. With regard to sustainable human settlements, South Africa has taken significant strides to meet the targets in the JPOI, including the MDGs.

Between 1994 and 2003, the Department of Housing, in collaboration with various stakeholders, has taken strides in developing policy for low income housing delivery. The strategic policy position of the Department of Housing has since shifted from just the provision of houses and moved more towards the creation of more sustainable human settlements. This shift is reflected in the thrusts of the National Housing Program from 1994 to date.

The original thrusts of the National Housing Program were as follows:

- Stabilizing the Housing Environment: this thrust centred mainly centred around the establishment of the Mortgage Indemnity Fund, the Masakhane Campaign and provision of credit by banks.
- Establishment of Institutional, Technical and Logistical Support: through the establishment of government institutions such as NURCHA, NHFC, RHLF, SHF, NHBRC
- Mobilizing Housing Credit
- Establishment of the Housing Subsidy Scheme
- Rationalization of institutional capacity
- The speedy release and servicing of land

- The coordination of public sector service delivery and investment

However, the Department of Housing has recently seen a shift of policy focus and the above thrusts, towards the creation of more sustainable human settlements. This entails a policy shift from the quantity of housing units provided, to the quality of housing units provided as well. This shift in policy also saw the creation new thrusts of the National Housing Program.

Integrated Development Plans: Municipal IDPs; Municipal Housing Sector Plan; well- located land divorced from subsidy; coordinated and aligned funding commitment. In order to promote integrated development planning, the Department of Housing has taken strides to identify particular issues at local, provincial and national levels that are affecting housing delivery, with particular reference to the alignment between the housing program and IDPs, and the coordination of the delivery of housing projects with bulk infrastructure funding. To this effect the department has held consultative meetings with the Department of Provincial and Local Government (DPLG) to facilitate further discussions and seek solutions to this challenge.

Furthermore, the Department of Housing has identified issues regarding the accessibility of land for housing delivery. Particular reference has been made to the inaccessibility of private land for housing delivery, as well as security of tenure. Hence to this effect, there has been on-going intensive collaboration between the Department of Housing and the Department of Land affairs to facilitate further discussions and seek solutions to the issues identified, including the possibilities of aligning Department of Housing and Department of Land Affairs programs and policies. The Department of Housing has taken further strides in promoting the Provincial Multi-year Housing Development Planning system in alignment with the IDP system.

Moreover, also as part of promoting integrated development planning, projects are also funded through the Human Settlement Redevelopment Program, which addresses imbalances and dsyfunctionalities in human settlements generally. To date, 34 projects have been approved, and monitoring will take place in terms of the approved Monitoring and Reporting Framework of the Human Settlement Redevelopment Program. A further 29 projects have been approved and funded in support for the Presidential Urban and Rural Development Nodes.

Needs Oriented Approach: this approach saw the establishment of Rental Housing; alternative tenure options; addressing the issue of HIV/AIDS and child-headed households; special housing needs and individual needs. The program will also allow government to address inner city regeneration. Community participation will not be compromised.

Restoration of Human Dignity: the main focal areas are community participation, quality products and environments, and a job-creation strategy.

Quality Houses and Environments: this approach entails the National Home Builders Registration Council (NHBRC) Warranty Scheme; Environmental Impact Assessments (EIAs); the promotion of Energy Efficient Housing; and social facilities. An EIA is now conducted before any project is undertaken, and all new housing projects go through the EIA process. Without an EIA, the NHBRC will not issue a project warranty. An assessment of the cost of EIAs in housing projects is made, and cost allocations are made in terms of the housing subsidy scheme. This has been effective from 1 April 2002. In order to promote Environmentally Sound Low-Cost Housing, the Department of Housing is also embarking on energy efficient housing design and implementation, use of renewable resources and the planting of trees in low cost housing.

Inner City Regeneration: this saw the development of Medium Density Housing Development Programs, as well as the development of Social Housing Policy and legislation. Well- located land for rental housing was also identified. In terms of the initiated medium density housing delivery focus, policy guidelines are being developed and a delivery of +/- 50,000 housing units will be made and implemented in three phases.

Procurement Regime: the establishment of this regime came with fair and equitable competition for access to state resources; a job creation strategy; as well as municipalities becoming developers.
Informal Settlement Upgrading: currently, South Africa does not have policy to address the needs and priorities of people living in informal settlements. Terms of Reference for the Insitu upgrading of informal settlements are still to be drafted; and an audit is still being undertaken by the Department of Housing on informal settlement upgrading. In 2001, a total of 293 projects were completed for the insitu upgrading of informal settlements in all provinces (source: Provincial Departments of Housing). Although there is no comprehensive strategy for informal settlement upgrading, the following government programs could potentially address the problem of informal settlement upgrading in South Africa – the Housing Subsidy Program and the Human Settlement Redevelopment Program (Department of Housing); and the Consolidated Municipal Infrastructure Program (Department of Provincial and Local Government).

Lessons Learnt

Efforts to create sustainable settlements are gaining momentum. There still are however, enormous challenges to develop settlements in ways that allow residents to create livelihoods, access social services, and enjoy a supportive environment. Sustainable development requires complementary and integrated approaches that are cross-sectoral. The development of innovative partnerships will enormously contribute to sustainable development.

Best Practice

Housing practitioners and stakeholders are increasingly aware of the need to build sustainable settlements and are gradually making the initial steps towards integrating the concept of sustainability into housing delivery and settlement management. There have been numerous outstanding initiatives implemented in South Africa with regard to sustainable human settlements, and the main issues are around:
- Developing a comprehensive approach towards sustainable human settlements
- Promoting innovative partnerships
- Building on community involvement

Obstacles and Constraints to Sustainable Development Implementation

- No incentives or funds for activities promoting more sustainable housing such as energy efficiency upgrades or appropriate material
- A huge implementation gap in terms of progressive legislation, with finances and technical skills lacking. Mobilizing funds is still a fundamental problem, particularly because financial institutions are still not willing to make loans to the low-income sector.
- Institutional problem in terms of line function operations remains significant
- Land acquisition and management is still problematic
- Capacity building at local level for integrated and participatory planning is still limited and requires dedicated capacity building on the part of national and provincial government. This therefore inhibits progress with project implementation

- Lack of communication at all three tiers of government

Identifying Actions and Opportunities

- Policy and legislative framework incorporates ethos of sustainable development, and includes explicit statements about environmental sustainability
- Positive partnerships for more sustainable housing
- In some cases, housing delivery is linked to the delivery of basic services
- Energy efficiency is already part of the national housing norms and standards, and efforts are underway to mainstream energy efficiency interventions in the housing program in the low-income housing sector. There is a need to make energy efficiency measure mandatory in low-cost housing
- There is a need to acquire suitable, well-located land for low-cost housing
- There is a need to promote integrated development and services provision
- There is a need for awareness raising, education, capacity building and skills training

**** Situation in South Africa ---- STATS SA figures – 2001 census
- trends over the past years - - October Household Survey

****** Informal settlement Upgrading programme   ---- Johan Minnie/ Lucky/ Ethekwini Metro – Informal settlement upgrading programme.

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- The coordination of public sector service delivery and investment

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Needs Oriented Approach: this approach saw the establishment of Rental Housing; alternative tenure options; addressing the issue of HIV/AIDS and child-headed households; special housing needs and individual needs. The program will also allow government to address inner city regeneration. Community participation will not be compromised.

Restoration of Human Dignity: the main focal areas are community participation, quality products and environments, and a job-creation strategy.

Quality Houses and Environments: this approach entails the National Home Builders Registration Council (NHBRC) Warranty Scheme; Environmental Impact Assessments (EIAs); the promotion of Energy Efficient Housing; and social facilities. An EIA is now conducted before any project is undertaken, and all new housing projects go through the EIA process. Without an EIA, the NHBRC will not issue a project warranty. An assessment of the cost of EIAs in housing projects is made, and cost allocations are made in terms of the housing subsidy scheme. This has been effective from 1 April 2002. In order to promote Environmentally Sound Low-Cost Housing, the Department of Housing is also embarking on energy efficient housing design and implementation, use of renewable resources and the planting of trees in low cost housing.

Inner City Regeneration: this saw the development of Medium Density Housing Development Programs, as well as the development of Social Housing Policy and legislation. Well- located land for rental housing was also identified. In terms of the initiated medium density housing delivery focus, policy guidelines are being developed and a delivery of +/- 50,000 housing units will be made and implemented in three phases.

Procurement Regime: the establishment of this regime came with fair and equitable competition for access to state resources; a job creation strategy; as well as municipalities becoming developers.

Informal Settlement Upgrading: currently, South Africa does not have policy to address the needs and priorities of people living in informal settlements. Terms of Reference for the Insitu upgrading of informal settlements are still to be drafted; and an audit is still being undertaken by the Department of Housing on informal settlement upgrading. In 2001, a total of 293 projects were completed for the insitu upgrading of informal settlements in all provinces (source: Provincial Departments of Housing). Although there is no comprehensive strategy for informal settlement upgrading, the following government programs could potentially address the problem of informal settlement upgrading in South Africa – the Housing Subsidy Program and the Human Settlement Redevelopment Program (Department of Housing); and the Consolidated Municipal Infrastructure Program (Department of Provincial and Local Government).

Lessons Learnt

Efforts to create sustainable settlements are gaining momentum. There still are however, enormous challenges to develop settlements in ways that allow residents to create livelihoods, access social services, and enjoy a supportive environment. Sustainable development requires complementary and integrated approaches that are cross-sectoral. The development of innovative partnerships will enormously contribute to sustainable development.

Best Practice

Housing practitioners and stakeholders are increasingly aware of the need to build sustainable settlements and are gradually making the initial steps towards integrating the concept of sustainability into housing delivery and settlement management. There have been numerous outstanding initiatives implemented in South Africa with regard to sustainable human settlements, and the main issues are around:
- Developing a comprehensive approach towards sustainable human settlements
- Promoting innovative partnerships
- Building on community involvement

Obstacles and Constraints to Sustainable Development Implementation

- No incentives or funds for activities promoting more sustainable housing such as energy efficiency upgrades or appropriate material
- A huge implementation gap in terms of progressive legislation, with finances and technical skills lacking. Mobilizing funds is still a fundamental problem, particularly because financial institutions are still not willing to make loans to the low-income sector.
- Institutional problem in terms of line function operations remains significant
- Land acquisition and management is still problematic
- Capacity building at local level for integrated and participatory planning is still limited and requires dedicated capacity building on the part of national and provincial government. This therefore inhibits progress with project implementation
- Lack of communication at all three tiers of government

Identifying Actions and Opportunities

- Policy and legislative framework incorporates ethos of sustainable development, and includes explicit statements about environmental sustainability
- Positive partnerships for more sustainable housing
- In some cases, housing delivery is linked to the delivery of basic services

- Energy efficiency is already part of the national housing norms and standards, and efforts are underway to mainstream energy efficiency interventions in the housing program in the low-income housing sector. There is a need to make energy efficiency measure mandatory in low-cost housing
- There is a need to acquire suitable, well-located land for low-cost housing
- There is a need to promote integrated development and services provision
- There is a need for awareness raising, education, capacity building and skills training

Progress of Human Settlements Partnerships

Brief Description of Partnership

South Africa has ongoing partnerships with several institutions and organizations both nationally and internationally.

Key Objectives of the partnerships and their relation to the goals of Agenda 21, JPOI and MDGs

Coordination and partnership with all relevant stakeholders is a major feature of both the JPOI and the MDGs, in order to facilitate the implementation of sustainable human settlements. For the implementation and delivery of sustainable human settlements to succeed, South Africa will need all the support from both national and international cooperation partners (including donors). Amongst other things, these partnerships will significantly contribute towards the achievement of one of the Millennium Goals of improving the lives of at least 100 million slum dwellers by 2020.

Sector Specificity of Partnerships

There are a range of government, private, NGO and community based organisations initiatives operating within the housing sector, and are in partnership with the Department of Housing.

Collaborating Partners and Reasons for Collaboration

Between 1994 and 2003, government established institutional, technical and logistical support for the Department of Housing in delivering the national housing program. These government-created institutions are:
- National Urban Reconstruction and Housing Agency (NURCHA) – assists projects focused on households earning less than R3 500 per month, especially where household earnings are less than R1 500 per month.
- National Housing Finance Corporation (NHFC) – this is a development finance institution owned and capitalised by the government, and aims to create housing opportunities by funding or facilitating funding of housing institutions and lenders.
- Rural Housing Loan Fund (RHLF) – this is a wholesale company managed under contract by the NHFC, and aims to facilitate housing finance for rural low income housing by improving end user's access to credit.
- Housing Institutions Development Fund (HIDF) and Social Housing Foundation (SHF) – the SHF works in partnership with HIDF to promote social/rental housing. The aim of these institutions is to develop rental housing stock by offering loan products and support to emerging housing institutions
- National Home Builders Registration Council (NHBRC)

- Rural Housing Finance (RHF) – specializes in micro-ending to the low-cost housing sector (urban and rural).

In addition, a number of positive partnerships have been put in place to promote the implementation of sustainable human settlements. The Department interacts closely with a number of NGOs working in the field of environmentally sound housing. NGOs have particularly been active in the field of sustainable construction, especially in the low-income housing sector in South Africa. For instance, some of the NGOs that interact closely with the Department of Housing are the Sustainable Energy Environment and Development (SEED) program and Food and Trees for Homes. SEED promotes energy efficient design principles including passive thermal design and insulation of ceilings. Food and Trees for Africa is a national urban greening program which aims to plant 50 000 trees with new subsidised homes per year.

The Sphere of Engagement for the Partnerships: International, Regional or National

It is only through close meaningful cooperation at the International, National and Regional levels that South Africa can make a difference in promoting sustainable human settlements. South Africa is currently a signatory to various international agreements. In South Africa, the Department of Housing is mandated to facilitate the implementation of the Habitat Agenda, hence the emphasis on our commitment to the implementation of the Agenda. During the World Summit on Sustainable Development (WSSD), the Department of Housing hosted the Round Table on Sustainable African Cities where acknowledgement was made of the fact that although the WSSD agenda was structured to include themes of poverty and the environment and development, human settlements would also provide the backdrop for many actions that would affect people and their habitats.

The Department of Housing has also established what is known as the Habitat Forum, which, inter alia, monitors the implementation of the Habitat Agenda in South Africa.
In 1998, the Department of Housing established the Environmentally Sound Low Cost Housing Task Team, with functions of developing national policy on environmentally efficient low cost housing and encouraging environmentally sound practices in the housing sector. The Task Team was originally composed of representatives from the Departments of Environmental Affairs and Tourism, Minerals and Energy, Water Affairs and Forestry, Health and Housing. It has since been expanded to include non-governmental organizations (NGOs), provincial departments and any other interested parties, in line with the recommendations of the Environmental Implementation Plan (EIP) of DoH. The task team is now known as the Environmentally Sound Housing Forum.

At regional level, the African Union has recently facilitated the establishment of the New Economic Partnership for Economic Development (NEPAD). Currently NEPAD does not deal with settlement issues explicitly. It does however, commit African leaders to the sustainable development of the continent. Therefore there is a need for the principles of the Habitat Agenda to be interned within the actions of NEPAD. The Department of Housing is in the process of developing an engagement strategy for sustainable human settlements and the NEPAD program.

Statement on How Partnerships Advance the Goals of the CSD

The main purpose of the CSD is to ensure effective follow-up to the Earth Summit and the WSSD, and to monitor and report on the implementation of the agreements taken at these reviews at the local, national, regional and international levels. The establishment of partnerships is a fundamental principle of these summits, particularly where sustainable human settlements and sustainable development is cross-sectoral.

Accountability Measures for the Partnerships

Accountability for the partnerships will essentially be based on South Africa's performance and achievements in the delivery of sustainable human settlements in accordance with the JPOI and the MDGs. The Department of Housing is currently in the process of developing sustainable development indicators, which will significantly assist the department in meeting its external reporting obligations, as well as serving as a tool for the department to measure its performance and review and revise its policy development and implementation processes.

**** Situation in South Africa ---- STATS SA figures – 2001 census
- trends over the past years - - October Household Survey

****** Informal settlement Upgrading programme   ---- Johan Minnie/ Lucky/ Ethekwini Metro – Informal settlement upgrading programme.

Regional Implementation

The challenges as a result of urbanisation in Africa, has necessitated the need for regional discussions, support and implementation in addressing human settlement issues. The AU Decision 29 that was taken at the Heads of States and Governments Implementation Committee meeting in Maputo in July 2003 emphasises the AU's determination to ensure that cities and towns are places of opportunity and prosperity for all citizens of Africa. In this regard UN-Habitat has been requested to provide support to the commission of the AU in the implementation of programmes to address human settlements issues such as urbanisation. In attempting to operationalise the AU decision the National Department of Housing and UN-Habitat will be jointly hosting a Conference for African Ministers of Housing and Human Settlements in mid 2004.
Of the cross cutting issues identified by the Commission on Sustainable Development, the following can be discussed in the context of South African settlements:

- Poverty eradication;
- Changing unsustainable patterns of production and consumption;
- Health and sustainable development;
- Other regional interventions;
- Means of implementation;
- Gender equality; and
- Sustainable development in a globalising world

Poverty Eradication

The severity of poverty as a global issue is succinctly captured in the report to the Nineteenth special session of the United Nations General Assembly:

"The enormity and complexity of the poverty issue could very well endanger the social fabric, undermine economic development and the environment, and threaten political stability in many countries."

Poverty is a major problem in South Africa and significantly impacts on the nature of settlements in South Africa. Government and Civil Society are well aware of this, and since 1994 have undertaken numerous interventions to meet this challenge.

A significant shift in approaching poverty within South Africa has taken place during the last decade. Through local economic development initiatives targeting livelihood development, the provision of low-

income housing, the provision of services to the poor and the upgrading of slums has seen poverty been accepted as a part of cities and towns, and actively engaged through these strategies. In turn, South African urban landscapes have become a complex mosaic of poor and wealthy space becoming increasingly interlinked. In rural areas the Land Reform Programme has seen the return and redistribution of land to the poor and formally disadvantaged groups. It is envisaged that by 2015, 30% of agriculture will be redistributed in this way.

Through the Consolidated Municipal Infrastructure Programme and the initiatives of Departments such as the Department of Public Works, the Department of Transport and the Department of Water Affairs and Forestry, significant strides have been made in providing social infrastructure and critical resources such as water to the poor. Similarly great strides have been made in making primary school education available for all, with an emphasis in budgetary allocation on education.

There has also been improved access to the primary health care programme which has included a free health care policy for women, and children under the age of six. Successes of this programme include increases in the rates of immunisation and the elimination of deaths due to measles. A key concern is the impact of the increasing prevalence of HIV/AIDS on settlement in South Africa. Impacts will and are wide ranging, including the deaths of entire households, increases in the number of child headed households and severe uncertainty within the construction with regard to accessing skilled labour. National expenditure (exclusive of programmes) on HIV/AIDS across national departments has increased form about R R30 million in 1994 to R342 million in 2001/2.

Social Grants provided by government are targeted at pensioners, poor families with children, war veterans and grants for families taking care of children and people in need. These have been successful in acting as a security net for the poor. Between 1994 and 2003 the net amount paid out, increased from R10 billion to R34.8 billion, while the number of beneficiaries increased from 2.6 million to 6.8 million.

Cooperation between government, non-government organisations, business, donor agencies and multi-laterals concerning poverty eradication in relation to settlement has been wide-ranging. Though there is substantial scope for improvement with regard to these relations. Co-operation tends to be at the project level and the interventions vary from project to project. Projects undertaken include bulk service and road infrastructure (as in Cato Manor where money was made available), housing projects (where in the case of Quarry Heights a private developed aided in securing the site) and in social housing where Rooftops Canada, a non-governmental organisation, has played an important role in the development of future social housing policy. South Africa also has a strong relationship with the United Nations Human Settlements Programme (UN-Habitat) and as of 2004 will be a member of the UN-Habitat Governing Council.

Changing Unsustainable Patterns of Production and Consumption

One of the most critical issues that form part of the JPOI and MDGs, that is fundamental to the implementation of sustainable human settlements is changing the unsustainable patterns of production and consumption. Fundamental changes in the way societies produce and consume are indispensable for achieving global sustainable development. The year 2002/3 has seen the continued undertaking of projects that promote the development of environmentally sound housing and in turn contributing to changing unsustainable patters of consumption and production.

- An energy efficient housing program – with technical support from the World Bank and anticipated financial support Danida and the Global Environmental Facility (GEF). The Department of Housing is embarking on energy efficient housing design and implementation,

with the view of creating thermal comfort levels in housing units in the low-income housing sector, as well reducing green house gas emissions.

- The Department of Housing is in the process of establishing standards for energy efficiency in the low-income housing sector in South Africa. To date, a study on Standards for Energy Efficient Housing was undertaken. It is anticipated that these standards will be incorporated in the National Building Regulations once the regulations have been reviewed.
- The initiation of a residential eco-rating system for SA: This will further market transformation in the housing sector to adopt environmentally sound practices at scale.
- The planting of trees promoted in low cost housing projects – the Department of Housing is in close collaboration with Food and Trees for Africa. From March 2002 to date, a total of 43,463 trees have been planted with each new subsidized house. Opportunities for retrofitting also exist.

Health and Sustainable Development

Key national policy documents state that the environmental quality of human settlements should be improved and housing environments should, inter alia, be healthy. The principles of the National Housing Act (107 of 1997) demonstrate some consistency with those of the National Environmental Management Act (NEMA 107 of 1998) and the environmental right of the Constitution (108 of 1998) in that amongst other things, the issue of healthy living conditions is emphasized. In 1998, the Department of Housing established the Environmentally Sound Low Cost Housing Task Team, with functions of developing national policy on environmentally efficient low cost housing and encouraging environmentally sound practices in the housing sector. This was to be done in line with the recommendations of the Environmental Implementation Plan (EIP) of the department.

The First Edition EIP of the Department of Housing was approved in October 2000, and gazetted in accordance with the prescripts of NEMA in terms of meeting commitments for cooperative environmental management. This in itself is a significant achievement, as it represents the first coherent and formal attempt to harmonize policies and programs between a range of sectoral departments, in the interests of sustainable development. The EIP notes a range of environmental impacts of the housing subsidy program, and notes that the subsidy program is the single largest public investment in land development. The EIP also notes the major environmental impacts of unplanned informal settlements, which are often located on marginal land (such as steep slopes and flood plains) and impact heavily on sensitive ecosystems such as estuaries.

In the past, construction processes ignored the impact of design and construction on the health of residents. To this end, particularly with regard to high-density apartment blocks, there are unexpected health consequences on residents and users. It is also recognized that some low-income housing projects have been poorly designed and constructed. For instance, by providing energy efficient housing, the inhabitants will amongst other things, enjoy an improvement in the (indoor) air quality, which will reduce the negative health effects associated with the current subsidy housing units. To this end the Department of Housing will undertake the following interventions:

- The development of environmental auditing procedures for informal settlements and low-income housing.
- A strategy for energy efficient housing and the use of alternative energy sources in the low-income housing sector.
- A policy framework for energy efficient housing
- Implementation guidelines for energy efficient housing.

- Health and sustainable development and human settlements also deal essentially with cross-cutting issues that will have to be taken into account by all departments when dealing with settlement issues:
- HIV/AIDS – this is a significant health problem and will impact on how settlements are developed in the future. To date, the Department of Housing has developed a draft strategy on human settlements and HIV/AIDS, which is still awaiting approval.
- Water and Sanitation – access to basic services serves to measure the quality of life in settlements. The absence of connection makes communities vulnerable to disease and epidemics. To date, the Department of Water Affairs and Forestry has developed a Water and Sanitation strategy for informal settlements; and a Water and Sanitation Policy for farm dwellers. The main emphasis with regard to these policy pieces is on sustainable development, that access to these services has irrefutable benefits to health and quality of life.

Gender Equality

The South African government has adopted a National Framework on the empowerment of women in South Africa. This document is seen as the guideline within which all government departments must operate and provides a co-ordination structure for addressing gender equality issues within the structure and functions of government departments. In addition a National Gender Machinery comprising government departments at both national and provincial level, the Office of the Status of Women in the Presidency, the Joint Portfolio Committee on the Improvement on Life and Status of Women, the National Gender Commission on Equality, and a number of non- governmental organisations has been established.

It is within this framework that the delivery of housing is being undertaken. The delivery of housing thus can be considered as gender sensitive and has been attempt to address the gender equities that prevail in society. To date just over 50% of the housing subsidies that have been approved have been allocated to female - headed households with the highest percentages of housing subsidies being allocated to female - headed households in the Provinces of KwaZulu-Natal (55%), Mpumalanga (57%) and Limpopo (54%). Similarly the participation of women in the construction has been actively encouraged through a number programmes, with a target of having at least 10% of Provincial budgets allocated to projects were women are the developers or contractors.

Sustainable Development in a Globalising World

Since the elections in 1994 and the dawn of democratic and inclusive government, South Africa has become increasingly linked to the rest of the world, which has seen the country been affected by the opportunities and challenges of an increasingly accessible world.

In terms of human settlement, the greatest global trend that is and will continue to affect South Africa is that of urbanisation. Cities in South Africa, and across the world, are growing. In South Africa, this is characterised by not only internal movements of migrants, but increasingly by immigrants from Africa and other parts of the world. This process places increased pressure on the resources available in South African cities and on the country's ability to provide for shelter and service needs. As has been illustrated in Section 6.1. South Africa has undertaken a wide range of interventions to ensure that the needs of migrants to towns and cities are met.

The Globalisation of markets, the decentralisation of manufacturing from the North to the South, increased competition between countries for export advantage and the establishment of new global sectors such as telecommunications and computer technology have greatly impacted on South Africa. In terms of

settlement these processes have seen the agglomeration of the high technology sectors in small pockets in the country's cities, the expansion and construction of export and import gateways such as airports and ports, the upgrading and the commercialisation of the highway system in South Africa. Yet South African goods and services have had to compete with cheaper products on the international markets which have been responsible for the decline in profitability of certain sectors such as the clothing and textile industry. Other sectors have managed to find alternative strategies by targeting niche markets, or diversifying the range of products provided. Spatially these global forces have focused economic development on the Gauteng Province and the coastal cities, which in turn has influenced urbanisation, by providing employment in the formal employment in particular sectors. To come to terms spatially with the effects of economic globalisation, the Presidency developed the National Spatial Development Perspective that encouraged National Departments to focus future service and infrastructure development on those areas that have the greatest economic potential.

The global processes of urbanisation and economic development have placed massive pressure of the earth's natural resource base. Global Effects that directly impact upon and aggravated by South Africa include: high pollution emissions that contribute to the greenhouse effect that in turn influence climate change; the decline of fishing stocks; the destruction of natural biomes and the development of poor settlement environments. Government at the local, provincial and national government have instruments in place to minimise pollution and impact of developments and conserve the numerous bioregions within South Africa.

Capacity Building, Education, Training and Awareness-Raising: No information available.

Information: No information available.

Research and Technologies: No information available.

Financing: No information available.

Cooperation: No information available.

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