The

South African
Country Report

on the

HABITAT II
CITY SUMMIT

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TURKEY

DEPARTMENT OF HOUSING   HOUSING THE NATION

SOUTH AFRICAN
Country Report

Second United Nations Conference on Human Settlements
HABITAT II
"The City Summit"

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CONTENTS

MAPS OF SOUTH AFRICA

Two maps of South Africa are provided. The first map (on p. iii) indicates the internal borders prior to the first democratic elections held on 27 April 1994. The second map (on p. iv) indicates the internal borders after 27 April 1994.

SOUTH AFRICAN MAP - BEFORE 27 APRIL 1994 (p. iii)

The following are indicated on this map.

Former "homeland" areas   Bophuthatswana, Ciskei, Gazankulu, KaNgwane, KwaNdebele, KwaZulu, Lebowa, QwaQwa, Transkei, Venda.

The former four provinces
are also indicated: Cape, Natal, Orange Free State, Transvaal.

SOUTH AFRICAN MAP - AFTER 27 APRIL 1994 (p. iv)

This map indicates the borders of the nine new provinces, namely:

- Eastern Cape
- Free State
- Gauteng
- KwaZulu-Natal
- Mpumalanga
- Northern Cape
- Northern Province
- North West
- Western Cape

FORMER "HOME LAND" AREAS

BOPUTHATSWANA
CISKEI
GAZANKULU
KANGWANE
KWANDEBELE
KWAZULU
LEBOWA
QWA QWA
TRANSKEI
VENDA

NATAL

TRANSVAAL

ORANGE
FREE STATE

CAPE PROVINCE
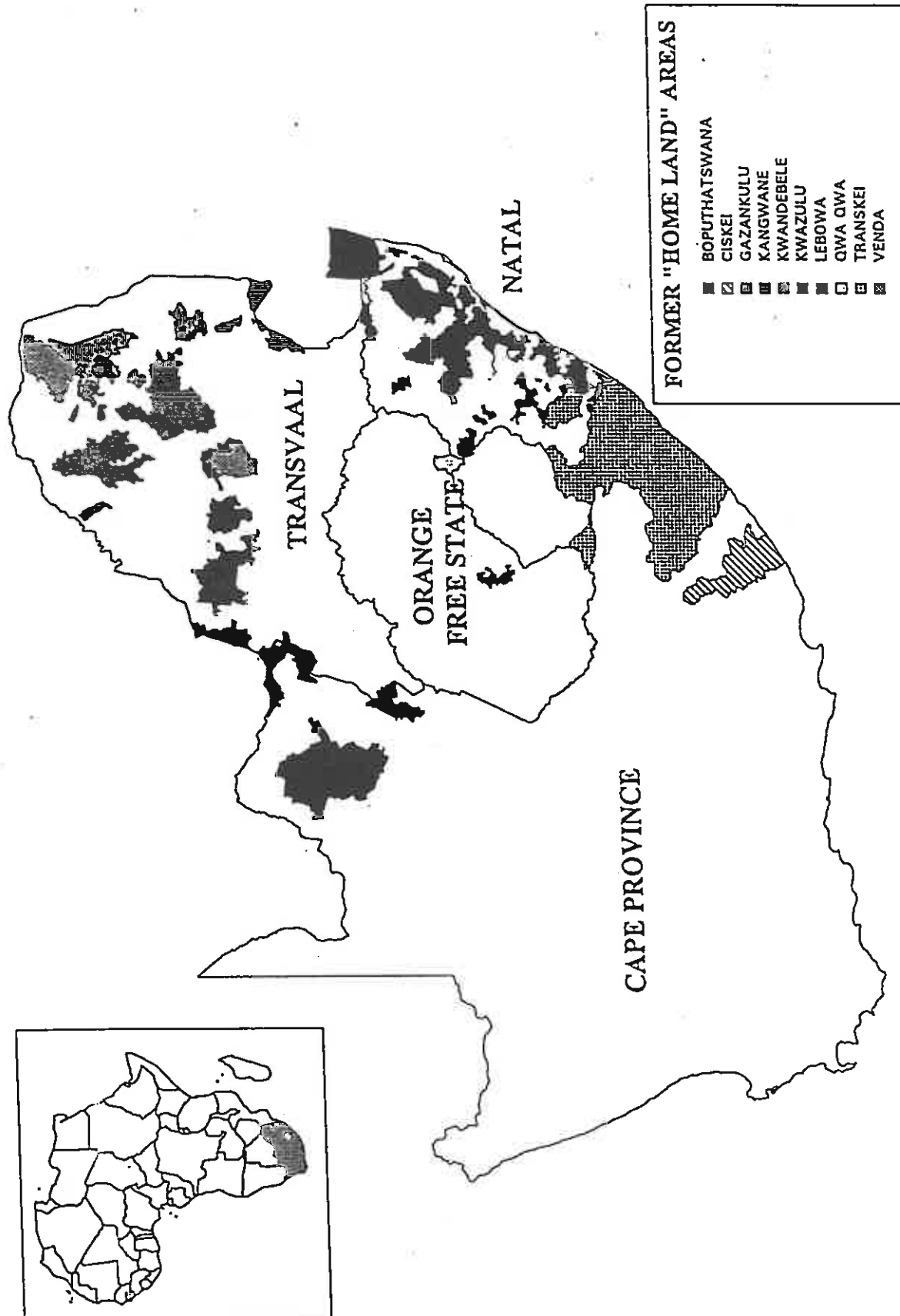
See explanation on page ii

SOUTH AFRICAN MAP - AFTER 27 APRIL 1994
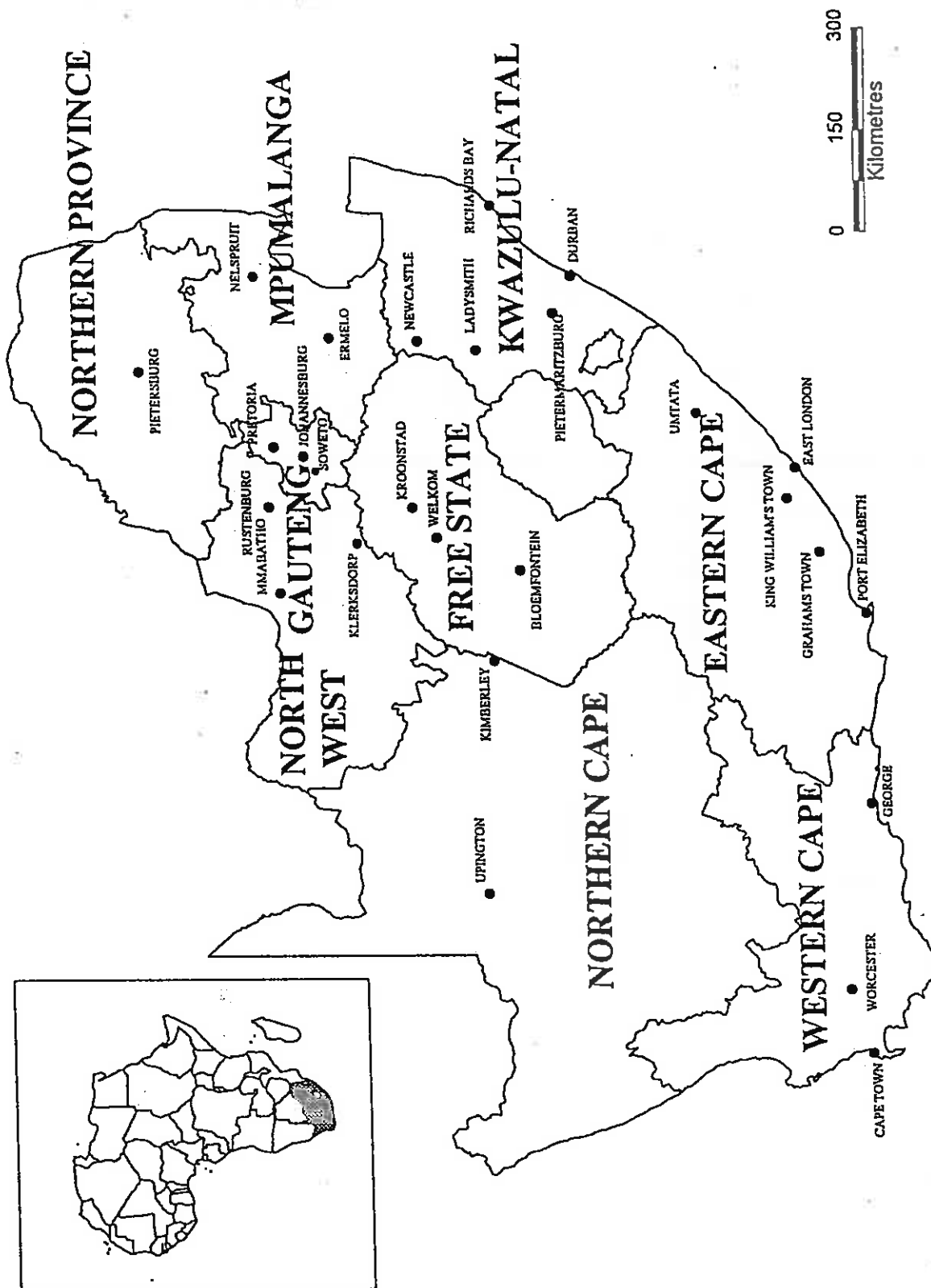
See explanation on page ii

EXECUTIVE SUMMARY

1 INTRODUCTION

South Africa's involvement in Habitat II began shortly after its first democratic elections held on 27 April 1994, when the Minister of Housing, Joe Slovo, accepted an invitation to participate from Dr Wally N'Dow, Secretary General of Habitat II. Since the elections South Africa has embarked upon a process of democratic transformation. This has been marked by a vigourous process of policy and strategy formulation. The policies and strategies for urban development and housing reflected in this report are designed to meet the challenge faced in South Africa's reconstruction and development. The enormity of this task can be more fully appreciated when one considers the past twenty years of history.

Habitat I was held in Vancouver during June 1976 just as the Soweto uprisings started (16 June 1976) in South Africa. The government's focus in South Africa following the uprisings was crisis control and, in the longer term, pursuit of its apartheid policy. The Soweto uprisings nevertheless affected the course of history in South Africa, marking the beginning of a long and sustained popular uprising against the apartheid state. This was eventually followed by the lifting of the ban on the African National Congress (ANC) and various other liberation and political movements on 2 February 1990. This began a complicated process of negotiations which culminated in the adoption of a new Constitution and the first democratic elections in South Africa on 27 April, 1994, which gave South Africa its first democratic government.

The problems South Africa faces have been exacerbated by the inappropriate urban development strategies associated with apartheid, which had a marked impact on the spatial development of urban areas and cities. This contributed to fragmented cities and towns characterised by urban sprawl because townships for black people were located on the periphery. This was coupled to limitations on the growth of formal black residential areas, which contributed to the establishment of vast, largely peripheral squatter settlements. These and other consequences of apartheid policies have compounded the problems of unemployment, disease, poverty, inadequate housing, land shortages and violence. The challenge this situation poses is the focus of various policies and strategies which are discussed in the following section.

Selected statistical estimates

Population	43 million
% urbanised	48 - 65%
Households	8.3 million
Annual population growth rate	2.3%
Projected annual new household formation (1995 to 2000)	200 000
Rate of urbanisation	4-5% per annum
Urban housing backlog	1.5 million

2 THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP)

The Reconstruction and Development Programme (RDP) is the Government of National Unity's key strategy for the fundamental transformation of South Africa. It establishes the framework for the development of new policies and strategies in every sector of society. The RDP is the key mechanism for ensuring

integrated, balanced and sustainable development.

The RDP is based on seven **principles**, namely integration and sustainability; people driven/centred; peace and security; nation building; meeting basic needs and building the infrastructure; democratisation; and assessment and accountability. Its plan of action revolves around the RDP's five key **programmes**, namely meeting basic needs; developing human resources; building the economy; democratising the state and society; and implementing the RDP.

3 URBAN DEVELOPMENT STRATEGY

Within the framework of the RDP, South Africa's Urban Development Strategy has been released as a discussion document. It contains the vision that, by 2020, South Africa's cities and towns will be: leaders of a globally competitive national economy; centres of social and economic opportunity for all; free of racial segregation and gender discrimination; managed by accountable, democratic local governments; planned in highly participative fashion; marked by good infrastructure and services for all; integrated centres which provide access to many physical and social resources; and environmentally sustainable.

Emanating from this vision the government has set itself certain strategic goals, namely to (1) create efficient and productive cities with less poverty and sustained by dynamic economies; (2) reduce existing infrastructure and service disparities; (3) provide better housing and shelter and greater security of tenure for urban residents; (4) encourage affordable growth of local economies; (5) tackle spatial inefficiencies, especially the mismatch between where people live and work;

(6) improve the quality of the urban environment; (7) transform local authorities into effective and accountable government institutions; and (8) establish safe and secure living and working environments.

The Urban Development Strategy will be implemented in phases: **Stabilisation (Immediate)**; focusing on critical backlogs, the restoration of infrastructure services and the formation of governance capacities through effective government and vibrant social society; **Consolidation (Intermediate)**; cementing an integrated package of planning, housing, infrastructure, economic development and social policies and programmes; **Managing Urban Growth and Development (Long-Term)**; moving towards realising the Urban Vision after the year 2000. This implementation will focus on five action areas.

Integrating the Cities and Managing Urban Growth aims to negate apartheid-induced segregation, fragmentation and inequality. The focus is on rebuilding the townships, housing, job-creation, reduced commuting distances, more efficient public transport and land use, and environment-sensitive management of development. **Investing in Urban Development** involves upgrading and construction of housing, restoring and extending infrastructure services, alleviating environmental health hazards, encouraging investment, and providing job opportunities and social and community facilities. **Building Habitable and Safe Communities** pursues social, economic and physical development - social development through community-based development and ensuring social infrastructure in a wide range of areas. **Promoting Urban Economic**

Development aims to enhance the capacity of urban areas to generate greater economic activity; to achieve growth and competitiveness; to alleviate urban poverty and to maximise direct employment opportunities and the multiplier effect from implementing urban development programmes. **Creating Institutions for Delivery** requires significant transformation and capacity building. This will encompass a range of institutions, including the public and private sectors and communities, and require coordination among all of these.

These action areas are addressed through the following key programmes.

The **Special Presidential Projects on Urban Renewal** aim to kick-start development in selected, highly visible urban areas, focusing on violence-torn communities and communities in crisis. The **Urban Infrastructure Investment Programme** involves facilitating the development of city and local infrastructure investment plans and enhancing the efficiency of the urban sector. This programme will play a role in alleviating poverty, creating economic opportunities, promoting spatial efficiency and encouraging the establishment of viable housing markets. The **Rehabilitation and Extension of Municipal Services** programme comprises the rehabilitation of infrastructure systems and facilities that have collapsed to ensure the provision of basic municipal services, and the extension of infrastructure systems and facilities to provide basic municipal services to new areas. The **Masakhane Campaign** is aimed at building a sense of individual responsibility towards the community and encouraging payment for housing and services, thereby stabilising the environment. **Local Economic**

Development programmes will be encouraged to expand employment opportunities, enhance the local tax base and mobilise public, private and community resources for development. Local Economic Development Forums (LEDFs) will be drawn from a wide range of role-players. The **National Urban Reconstruction and Housing Agency (NURCHA)** is aimed at expediting housing delivery within metropolitan areas by resolving project or programme specific barriers and risks. **Project Preparation Facilities** are being established in the provinces to give them the capacity to plan projects with community involvement at the city and local level. The **Forum for Effective Planning and Development** will reappraise and reform the urban and regional planning system in South Africa. It includes the provincial Members of the Executive Councils (MECs) responsible for development planning and the RDP coordinators from each province, the Ministers of Land Affairs, Housing and the RDP, their representatives and technical advisors. The **Development Facilitation Act** is aimed at expediting the identification and release of land for development, particularly for housing.

4 HOUSING POLICY AND STRATEGY

The National Housing Vision is the establishment of viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities and social amenities, within which all South Africa's people will have access on a progressive basis, to a permanent residential structure with secure tenure, ensuring privacy and providing adequate protection against the elements, potable water, adequate sanitary facilities including waste disposal and

domestic electricity supply. The Government of National Unity's goal is to progressively increase housing's share of the total state budget to 5%, and increase the rate of housing delivery on a sustainable basis to a peak level of 350 000 units per annum.

The National Housing Vision and goals are being pursued through the following key strategies and programmes in partnership with all key stakeholders.

The stabilisation of the housing environment is being pursued through the **Masakhane Campaign** (Masakhane means "let us build each other") which calls on people to participate in building their communities. This will be combined with public sector investment and engagement by the private sector in areas where the public environment has substantially stabilised. The government aims to **support the housing process** jointly with community based and non-governmental organisations, as well as local and provincial governments, by establishing housing support centres - inter alia to support individuals, communities and prospective home owners who cannot access housing through the normal market. Support centres will offer technical and financial advice, and space to make cheap construction materials. **Mobilising savings and housing credit** is aimed at mobilising private savings and housing credit at scale, on a sustainable basis and simultaneously ensuring adequate protection for consumers. The **Record of Understanding** between the government and the Association of Mortgage Lenders will result in large-scale resumption of lending on a transparent, accountable and sustainable basis. In order to enable major banks to lend finance to low-income people on a large scale, the government

has introduced a **Mortgage Indemnity Scheme** to protect the banks from risks arising from a breakdown in the rule of law. The government and participating mortgage lenders have jointly established a service organisation (SERVCON), which will specialise in assisting individuals who experience difficulties in continuing to meet their obligations under existing loan agreements. A **National Home Builder Warranty Fund** has been established by the construction industry to protect consumers against defective workmanship and products. A **National Housing Education Fund** is under consideration to address problems that result from low levels of awareness and understanding of the technicalities of housing and housing finance. The government has devised a comprehensive **Housing Subsidy Scheme**. Individual ownership subsidies are available on a project or individual basis, as well as a Consolidation Subsidy specifically designed and targeted at redressing past anomalies. Institutional subsidies to assist institutions who wish to provide beneficiaries with subsidised housing opportunities - for example collective social and rental housing - have been developed. In line with providing the most assistance to the poor, the maximum subsidy of R15 000 (US$ 4 226) is available where the joint monthly income of spouses is R800 per month (US$ 225 per month) or less. The subsidy declines on a sliding scale to R5 000 (US$ 1 409) for those earning between R2 501 and R3 500 per month (US$ 705 to 986 per month).

The funds available for capital programmes in the **national housing budget** for the 1995/96 financial year amount to approximately R2 819 million (US$ 794 million), of which approximately R1 019 million (US$ 287 million) is

committed to specific national initiatives, leaving R1 800 million to be distributed to the nine provinces for housing and related programmes. The **Development Facilitation Act** (published on 4 October 1995) will facilitate and expedite the implementation of reconstruction and development programmes and projects in relation to land. **Institutional arrangements** are under way to rationalise existing institutional capacity within a coherent long-term strategic framework. For example, the National Housing Board (NHB) and nine Provincial Housing Boards (PHBs) have been established. The NHB provides advice on policy to the Minister of Housing and the PHBs to their respective Provincial Members of the Executive Council responsible for housing. All of these key strategies and programmes are pursued in a context of **coordinated development**.

5 RURAL POLICY AND STRATEGY

Although the focus of Habitat II is on cities and urban areas, rural policies and strategies are particularly important if one considers the need to reduce poverty and meet basic needs. Rural development can also help slow migration to the urban areas, with its resultant problems. The Rural Development Strategy released as a discussion document contains a multi-sectoral approach to people driven rural development. The rural vision is that by 2020 South Africa's people will have dignity, security, freedom from poverty; full and productive employment; a more diverse agriculture; greater integration between towns and the rural areas, especially on market days; a more logical spatial network of towns, services, roads and transport systems; close availability of water and sanitation and of fuel; accessible and democratic local government

structures; fewer, healthier, safe, well-nourished children, with access to well-resourced schools; and, a healthy and productive environment. The key strategies to achieve this vision are building rural local government; improving services to farmers and entrepreneurs; promoting economic development; building social and environmental sustainability; building rural infrastructure; education, training and capacity building of rural people; promoting good planning at all levels of government, based on good information about the rural areas; and, fair and equitable access to social welfare. This strategy will be implemented, inter alia, through the various structures of local government and Local Economic Development (LED) initiatives. The Rural Strategy emphasises that rural people should set the agenda for development. The Standing Committee on Integrated and Coordinated Development, of the National Housing Board, aims to develop comprehensive policies and strategies to facilitate the delivery of rural housing and development programmes, and the Rural Development Task Team of the RDP oversees the programmes and projects in rural areas.

6 MONITORING PROGRESS OF PROGRAMMES AND ACTIVITIES

The RDP Office has, inter alia, initiated the National Information Project which aims to ensure that information from all government sources can be integrated for planning, performance monitoring, benchmarking etc.. One initiative within the National Information Project is to establish an information system to assist with decision support and monitoring progress with regard to housing and urbanisation, largely through a set of

indicators.

The October Household Survey, run by the Central Statistical Services (CSS), has been instituted to collect statistics relevant to the Human Development Index of the United Nations to measure poverty, per capita income, life expectancy and general quality of life. The RDP has also initiated a project to monitor the Special Presidential Projects, other RDP programmes and to develop Key Performance Indicators.

The Presidential Projects are being monitored through reporting schedules for monthly and quarterly reporting.

COUNTRY REPORT

Contents   **Page**

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ANNEXURES

TABLES

PART A: INTRODUCTION

Habitat II is a world conference, called by the United Nations, on managing urbanisation and improving our living environment. The Conference on Human Settlements (Habitat II) will take place during June 1996 in Istanbul, Turkey. It is a City Summit to:

- place urbanisation and urban/rural relationships at the top of international and national development agendas;
- promote new policies and strategies for managing urbanisation and housing development;
- help improve the living environments of people; and
- highlight the needs and opportunities for investment in infrastructure and services.

The objectives of Habitat II include raising global and national awareness of the positive role of cities and towns; to design, adopt and implement national plans of action based on national and local priorities; and to build a global plan of action in support of national plans of action. The two broad themes for the conference are "Adequate Shelter for All", and "Sustainable Human Settlements in an Urbanising World".

1   THE HABITAT II PROCESS IN SOUTH AFRICA

South Africa's involvement with Habitat II began shortly after the democratic elections that took place in April 1994. The late Minister of Housing, Joe Slovo, accepted an invitation by the Secretary General of Habitat II, Dr W N'Dow of the United Nations Centre for Human Settlements (UNCHS), to take the lead in preparing the Country Report for South Africa for submission to the Habitat II Conference to be held in Istanbul in June 1996. Acting on behalf of the Minister, the Department of Housing took responsibility for facilitating the preparation of the report. The Department appointed the Division of Building Technology of the CSIR to undertake the drafting of the South African Country Report under the auspices of the National Preparatory Committee and to perform the secretarial functions associated with the Habitat II process in South Africa.

1.1   The participative process in South Africa

In line with the recommendations of the United Nations, there has been a strong emphasis on participation by all sectors of South African society. South Africa is also in the fortunate position that it has undergone a transitional process that was characterised by being widely participatory, and indeed highly democratic. Therefore, although South Africa has entered into the Habitat II process relatively late and also needed to prepare speedily for the second

international preparatory meeting in Nairobi (PrepCom II) in April and May of 1995, the preparation of the Country Report was not delayed, since many policy documents that were produced in a participatory fashion could be used as a basis.

South Africa's transformation has been truly remarkable. Since the unbanning of many mass-based organisations in 1990, a number of forums have been established at the national level covering various aspects relevant to human settlement and urbanisation. Apart from the formal negotiations associated with the transition of government, these forums had a dramatic impact on the restructuring of the development environment. Some of the key forums are the following:

- National Housing Forum (NHF);
- Local Government Negotiating Forum (LGNF);
- National Electrification Forum (NELF);
- National Economic Forum (NEF);
- Standing Committee on Water Supply and Sanitation (SCOWSAS); and the
- Rural Development Forum.

These forums included the key stakeholders and role-players in the respective areas of interest, and negotiated on a wide range of key policy and strategy issues. They paved the way for rapid policy development after the democratic election of April 1994. Many of these negotiated policies and strategies have been and continue to be refined and passed into key government strategies and policies.

Many of these forums influenced the preliminary drafts to the development of the African National Congress' (ANC) base document entitled "The Reconstruction and Development Programme: A Policy Framework" which was developed in 1993/1994 before the April 1994 elections. Furthermore, the development of the Reconstruction and Development Programme (RDP), the key driving force in South Africa's post-apartheid reconstruction and development, included interaction with a range of mass-based organisations, private sector organisations, academics, and research establishments and it represents the vision for sustainable development in South Africa. (The RDP is discussed in more detail in Part A (3).)

At the local level, for example in the four metropolitan centres of Johannesburg, Cape Town, Durban and Port Elizabeth, numerous negotiating forums were also established to deal with local city issues on a negotiated and participatory basis. In Johannesburg, for example, disputes around rent boycotts and the need for a single tax base in the city, inter alia, led to the formation of the Central Witwatersrand Metropolitan Chamber in 1988, even before the unbanning of various mass-based organisations on 2 February 1990. In Durban, the

development of strategies for the Durban Functional Region was initiated by a large private organisation and evolved to incorporate all affected parties from the community, public and private sectors. In Port Elizabeth the controlling liberal party (the Democratic Party), in conjunction with local ANC representatives, took the lead in establishing a negotiating forum to transform the nature of local government within the broader Port Elizabeth area.

The preceding discussion should make it clear that, although consultation specifically related to Habitat II was limited, policy formulation in South Africa was highly participatory and democratic. Nevertheless, an adequately substantial preparatory process had been embarked upon.

The Department of Housing conducted a broad media campaign, which served to create awareness of Habitat II, and the secretariat held a National Workshop as well as a city/metropolitan workshop in each of the four metropolitan centres of South Africa. Individuals and organisations, representing a range of stakeholders and interest groups throughout the country, were invited to attend any one of the four city/metropolitan workshops.

1.2 The Habitat II National Workshop and city/metropolitan workshops

The National Workshop and the city/metropolitan workshops were therefore not seen as a process to make new policy or to obtain agreement on policies and plans; they were rather aimed at ensuring that the final report submitted to the Habitat II Preparatory Committee properly reflected emerging policies as well as the views and opinions of various role-players, both at the national and city levels. Furthermore, the workshops represented a meaningful part of the process in that they provided additional insights, opinions and information regarding the preparation of the country report, especially at the city level.

The National Workshop was held on 28 November 1994. The objectives of the Workshop were:

- to initiate the participation of a wide range of interest groups and stakeholders in the Habitat II process in South Africa;
- to elect a National Preparatory Committee that would be responsible for overseeing the production of the South African Country Report and the Habitat II process in South Africa; and
- to identify sectoral interests and concerns with regard to Habitat II.

Parallel sessions were held with representatives from each of the following groupings:

- central and provincial government;
- local government and related organisations;
- private business and non-profit sectors;
- academics and human settlement planning professionals;
- civil society and community-based organisations; and
- non-governmental organisations.

At the National Workshop a significant number of issues were raised and recommendations made regarding the Habitat II process in South Africa. Many of the issues raised have been addressed within this report, and the recommendations have assisted with structuring the city/metropolitan workshops around appropriate issues, so as to obtain maximum benefit from these workshops. The current National Preparatory Committee members are listed in Annexure 1.

During the last week of January and the first week of February 1995, four city/metropolitan workshops were held, one in each of the following major metropolitan regions of South Africa, namely Johannesburg, Cape Town, Port Elizabeth and Durban. Although discussions tended to focus around the metropoles in which the workshops took place, many representatives came from other major cities in the country.

Since Habitat II is called "The City Summit", the metropolitan workshops were seen as a key component of the Habitat process in South Africa. The focus of the workshops was to identify how cities were approaching the human settlement issues at the city level and how they related to the activities that were taking place at the national level.

The city/metropolitan workshops focused on a number of themes, based on the requirements of the United Nations and the needs of South Africa as identified during the course of the National Workshop. The themes were addressed in six parallel sessions, namely:

- urban development and management;
- shelter;
- rural settlements and the rural/urban interface;
- environment and disaster mitigation;
- governance; and
- poverty reduction and basic needs.

The themes were developed to allow for more detailed discussion in the parallel sessions on specific areas. Within each of the parallel sessions participants were asked to address various

components of a plan of action to support a particular theme, namely:

- strategies and policies;
- participation and enablement;
- capacity building;
- implementation;
- technology and application; and
- international cooperation and assistance.

The focus of the workshop sessions was to identify local experience as opposed to the national initiatives. The objectives of the workshops were to identify what policies and strategies existed or were being formulated at local level, how development programmes were being implemented, and how local actions related to the initiatives at national and provincial tiers of government. At some of the workshops where interest in a particular theme was not significant, two or more themes were addressed in one parallel session.

The main issues raised during the city/metropolitan workshops are briefly summarised in Annexure 2.

1.3 The participants

The National Workshop and the city/metropolitan workshops were attended by a wide range of role-players and stakeholders representing central and provincial government, local government and related organisations, private business and non-profit sectors, academics and human settlement planning professionals, civil society and community-based organisations, and non-government organisations.

Attendance at the workshops was encouraging, given the range of other pressing priorities at both national and local levels. The attendance of local government bodies and that of civil society was lower than may have been desired. This could be ascribed to two key factors. Firstly, the limited capacity within local government and particularly within organisations representing civil society and, secondly, the transitional nature of local government at that point in time had left many people in such organisations unsure as to what future policies and strategies would be.

The list of participants in the National and Metropolitan Workshops is given in Annexure 3.

2   AFRICAN PREPARATIONS FOR HABITAT II

2.1   Background

Preparatory meetings have been held on the African continent with a view to formulating an African regional input to Habitat II.

Four African sub-regional ministerial meetings took place. These are outlined below:

- Nairobi, Kenya: 30 March 1994
- Dakar, Senegal: 3 October 1994
- Kampala, Uganda: 26 to 28 February 1995
- Brazzaville, Congo: 10 to 12 April 1995

At each meeting a declaration was issued stating the agreements reached by African Ministers responsible for Human Settlements in each of the African sub-regions.

2.2   African Regional Ministerial Meeting

In December 1994 the Secretary-General of the Habitat II conference, Dr Wally N'Dow, invited South Africa to hold a ministerial meeting of all African Ministers responsible for Habitat II. At the Second Preparatory Session for Habitat II held in Nairobi, Kenya, from 25 April to 5 May 1995, South Africa's Minister of Housing Ms Sankie Mthembi-Nkondo announced that the African regional ministerial meeting for Habitat II, would be held in South Africa during October 1995.

The Conference was jointly hosted by the South African Government (Ministry of Housing), the United Nations, the Organisation of African Unity, Shelter Afrique and the Economic Commission of Africa. Some 44 high-level country delegations, including the Ministers responsible for Human Settlements in Africa, assembled in Johannesburg, South Africa, from 16 to 18 October 1995.

The objectives of the meeting were:

- to raise the level of international awareness to the human settlements problems facing the less developed African nations and to mobilise resources and support both locally, nationally and internationally; and
- to prepare an African position on the statement of principles and the Global Plan of Action for Habitat II.

At the meeting the Minister of Housing, Ms Sankie Mthembi-Nkondo, was officially elected as chairperson for the Group of African States. She will hold this post until the Habitat II Conference in Istanbul (3 to 14 June 1996), where she will present the African regional position to the United Nations.

The outcome of the meeting was the adoption, by all the Ministers, of the "Johannesburg Declaration" - a common African position for the Second United Nations Conference on Human Settlements (Habitat II).

3 THE KEY ROLE OF THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME

The key driving force in South Africa's post-apartheid reconstruction and development is the Reconstruction and Development Programme (RDP). The RDP vision is reinforced by the emerging policies and strategies in every sector of society. It is an overarching programme which is intended to guide all sectors of society towards adopting an integrated approach to reconstruction and development. The original base document "The Reconstruction and Development Programme: A Policy Framework" emerged shortly before the April 1994 elections and was followed by the first White Paper on Reconstruction and Development which was submitted to the South African Parliament on 15 November 1994.

The RDP is based on seven basic principles, which are briefly explained below:

(1) Integration and sustainability - This principle is aimed at ensuring that a coherent set of strategies is devised and implemented at all levels of government, parastatals and local authorities.

(2) People driven - This principle underpins the belief that South Africa's people are its most important resource.

(3) Peace and security - The government will ensure that peace and security are maintained while taking cognisance of the fact that violence is often a symptom of underlying and often serious problems caused by past inequities.

(4) Nation building - This principle reinforces the fact that South Africa is a single country, with a single economy, functioning within a constitution that establishes local and provincial boundaries, while cognisance is taken that minorities need protection, and recognising those who wish to maintain their cultural identity.

(5) Meeting basic needs and building the infrastructure - This principle relates to the need for an infrastructural programme to provide access to services such as electricity, water, telecommunications, transport, health, education and training.

(6) Democratisation - Democratisation of South Africa is central to a coherent RDP. Democracy is seen as an active process that enables everyone to contribute to

reconstruction and development.

(7)   Assessment and accountability - This principle must inspire the whole of society. To ensure assessment of the RDP's success and accountability the following will be instituted:

-     clearly identified and substantiated goals;
-     organised structures to ensure coordinated action; and
-     a standard of measurement accepted by society so that progress towards attaining the phased achievement of goals can be judged.

The plan of action for reconstruction and development in South Africa revolves around the RDP's five key programmes, namely:

●   meeting basic needs;
●   developing our human resources;
●   building the economy;
●   democratising the state and society; and
●   implementing the RDP.

As a policy framework for integrated and coherent socio-economic progress, the RDP is also a key mechanism for ensuring synergy between policies from national to local level as well as integrated balanced development. It seeks to mobilise all South Africa's people and resources toward the final eradication of the results of apartheid. Its goal is to build a democratic, non-racial and non-sexist future and it represents a vision for the fundamental transformation of South Africa by:

●   developing strong and stable democratic institutions;
●   ensuring representivity and participation;
●   ensuring that our country becomes a fully democratic, non-racial and non-sexist society; and
●   creating a sustainable and environmentally friendly growth and development path.

Although the RDP emphasises the need for a democratic, non-racial and non-sexist approach, certain vulnerable groups have borne the brunt of past injustices, for example women and the youth. Women, and their role within society deserve special attention. The role of women should not be limited to certain areas or certain types of activities, but they should be enabled to play a key role in all spheres of society. For example, programmes to build capacity within communities should have a very strong emphasis on the full participation of women in such programmes on an equal basis. A key focus throughout the RDP, therefore, is to ensure a full and equal role for and recognition of women in every facet of South Africa's

economy and society. It should be noted that this is not intended to occur primarily through women's groups or similar organisations. A full and equal role for women can only be realised by their participation in all structures of government, civil society and the private sector.

The role of the RDP is central to our understanding of how policies and strategies affecting human settlements are formulated and implemented. Policies and strategies developed at all levels, from national to local government, will be tested against the principles of the RDP.

PART B: ASSESSMENT AND PRIORITIES

1   THE BROADER SETTING

South Africa has emerged from an era of oppressive apartheid policies, and has embarked upon a process of transforming itself into a vibrant democratic society. South Africa's first democratic election of 27 April 1994, which was highly successful and remarkably peaceful, signified the start of this transformation process. Since the elections South Africa has been focused on dealing with the past and on building the future. Two key factors therefore need to be considered, namely the legacy of apartheid and the role of the South African economy. This is also the broader setting within which the nature of human settlement structures and patterns in South Africa needs to be considered, since these two factors will significantly impact on the ability to address human settlement issues.

1.1   The post-apartheid phase: dealing with the legacy of apartheid

South Africa has embarked on a process to deal with its past, principally the legacy of apartheid. The apartheid legacy of past inequities manifests itself through many facets of South African society, and combined with the challenge to transform the public sector, represents the greatest challenge to our ability to attain the goals and objectives of the RDP. In almost every sector of society, among the communities, organisations, extra-parliamentary groupings, NGOs, and within the public sector, the Reconstruction and Development Programme (RDP) has gained the popular support it needs to move forward (the RDP is discussed in Part A (3)). Significant strategies and policies have been formulated to foster the development of an environment that is conducive to private sector and personal investment in development. Some of the aspects being addressed in this context are the stabilisation of the social environment, and the reorientation of the public service in terms of the bureaucratic, administrative, financial and institutional framework. A particularly important aspect being addressed is to ensure a full and equal role for women and other vulnerable groups, in every aspect of South Africa's economy and society.

The White Paper on Housing (1994) states that "Housing the Nation is one of the greatest challenges facing the Government of National Unity. The extent of the challenge derives not only from the enormous size of the housing backlog and the desperation and impatience of the homeless, but stems also from the extremely complicated bureaucratic, administrative, financial and institutional framework inherited from the previous government".

While high expectations exist, it should be recognised that fundamental changes to government bureaucracies are a slow process, and conditions on the ground will show little

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change in the short-term. New institutions and legislation are still being established and procedures are being adjusted within the system of government. The roles and responsibilities of various institutions, especially between central, provincial and local government, are still being clarified. The transitional nature of local authority structures up to the local government elections of 1 November 1995 presented an additional short-term drawback - the councillors often perceived themselves as interim and were hesitant to make significant long-term developmental commitments. However, the establishment of Transitional Local Councils (TLCs) and Transitional Metropolitan Councils (TMCs) has served to prevent or reduce the worst of these drawbacks, since these bodies, being constituted of councillors who represent a wide range of role-players, are more legitimate.

The local government elections of 1 November 1995 established legitimate local government, but local authorities will need time to build the capacity required to be agents of notable delivery. In certain local areas, mainly in the Western Cape and KwaZulu-Natal, local government elections have been delayed until early in 1996.

1.2 The role of the economy

A key component of the RDP is to build the economy because without a strong economy, any attempts to meet the basic needs of the population will not be sustainable. A strong economy that performs well is therefore important for the country to ensure sustainable development. The various sectors associated with human settlement development are inter-dependent and dependant on the growth in the overall economy, and will need to be carefully managed.

The ability to secure sustainable human settlement development will be dependent on a broader economic policy framework in terms of securing:

- a higher rate of economic growth (and, in particular, raising real per capita income and making it more equitable);
- a lower population growth rate;
- investment by foreign and local investors;
- an increase in the level of employment and productivity;
- greater incentives to save;
- reduction in government dissavings (a measure of current expenditure by government, as opposed to spending on, for instance, investment);
- effective containment of the rate of inflation; and
- internalising the environmental social cost of development by appropriately linking economic development to the environmental degradation it may cause.

Low levels of economic growth (relative to developed countries), income and employment,

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are coupled with low levels of investment and high levels of taxation. The low level of investment combined with low personal, corporate and government savings, undermines the ability to provide finance for investment in the delivery of housing and other essentials. However, once the political and economic stability of South Africa becomes as apparent to foreign investors as it is to South Africans, significant investment in South Africa, for which there is a strong need, can be expected to occur. One indication of increased confidence by investors is the fact that the Financial Rand (a measure used to prevent capital flight from South Africa) was abolished on 13 March 1995. The Rand, expected by many to devalue because of this, in fact appreciated slightly against the US dollar (US$), and the South African Reserve Bank had to buy US dollars to prevent the Rand from strengthening too much. The Government of National Unity presented its first budget to Parliament on 15 March 1995; this was the first budget by a truly democratic South African government. Subsequent to the budget being presented, the Rand again appreciated slightly against the US dollar. South Africa's ability to invest in human settlement would be significantly improved by increased savings and positive investment in the private sector by local and overseas investors. Improved productivity in the labour force is also necessary to increase South Africa's investment appeal.

South Africa has one of the strongest economies in Africa, but it is currently characterised by a skewed distribution of resources that favours the minority of the population, thereby necessitating action to equalise opportunities in the economy. Until recently, the Gross Domestic Product (GDP) of South Africa was in a cyclical decline with the average annual growth rate lower than the population growth rate, which implied that the real per capita wealth, albeit skewed, had declined. Recently the economy has started to improve. Investment in terms of the RDP can be expected to make a real difference by (1) giving impetus to economic growth, and (2) sustaining the economic recovery for a longer period.

Opportunities to increase the wealth of the population are hampered by large-scale unemployment, which is expected to be reversed with a strong, growing economy and as RDP-related investments start taking effect. Current unemployment levels also emphasise the importance of the informal economy in sustaining many households in South Africa. The shortage of formal employment opportunities also diminishes the tax base and therefore the government's ability to provide assistance to the poor and unemployed, which emphasises the importance of a strong economy to the success of the RDP.

At the end of the 1993/1994 financial year, the fiscal deficit in South Africa was 8% of GDP, 5% higher than recommended by the International Monetary Fund. However, in the budget for the 1995/96 financial year the fiscal deficit has been reduced to 5.8%, and the government intends reducing this deficit by 0.5% every year until it reaches a desirable level. The fiscal deficit, which could have imposed a severe restriction on government spending in the face of

the need for greater expenditure to meet competing needs (e.g. housing, health, education) of the people, is therefore being reduced. While there is always the concern that the cost of delivery will exceed the ability to pay, the Government of National Unity has successfully contained government spending, keeping it within the budgeted amounts for the past financial year (1994/95), and the 1995/96 budget clearly reflects that the government will maintain this discipline. However, within this strong fiscal discipline, the government has still managed to redirect significant government spending in accordance with RDP objectives. The fiscal deficit, therefore, is under control and being reduced.

Government dissaving in relation to GDP has recently reduced, from 6.5% in the first quarter of 1993 to 3% in the fourth quarter of 1994. This is another positive sign for the economy in terms of state finances.

Other economic factors such as the rate of inflation and the balance of payments also affect the ability to address human settlement development. The inflation rate has been in double digits for the past 20 years, but has recently (1993) dropped to below 10%, and is currently remaining below this level. The implementation of the RDP, unless carefully managed, could in itself be inflationary.

The Government of National Unity's management of the economy and state finances indicates that it is undeniably laying an economic foundation which will enable sustainable development.

2 THE PAST TWENTY YEARS

Habitat I was held in Vancouver in June 1976, the month that the Soweto uprisings started (16 June 1976). South Africa, because of its suspension from participating in UN activities, was not a signatory to Habitat I. The government's focus in South Africa immediately after the Soweto uprisings was to control a crisis and, in the longer term, pursue the apartheid policy of racial separation. The principles and ideals embodied in the plan of action of Habitat I also tended to be divergent with those of apartheid and consequently did not receive serious attention. Thus, it is not possible to report on South Africa's experience in implementing the plan of action drawn up at Habitat I in 1976. This section therefore concentrates on providing a selective historical overview of socio-economic processes over the past twenty years and the policy responses to such processes by the government of the day.

The protests and riots which started in June 1976 affected the course of history in South Africa. Following the Durban Strikes of 1973, the nationwide protests of 1976/77 marked the beginning of a long and sustained popular uprising against the apartheid state.

Spearheaded internally by the United Democratic Front (UDF) and the Congress of South African Trade Unions (COSATU), protests continued throughout the eighties, but were substantially repressed during the States of Emergency of the latter half of the decade.

After the adoption of the Harare Declaration, and its endorsement at the Conference for a Democratic Future in 1989, the then State President announced in 1990 the lifting of the ban of the African National Congress (ANC) and various other liberation movements and political parties. This began a complicated process of negotiations, associated by new atrocities and levels of violence, which culminated in the adoption of a new Constitution and the first democratic elections in South Africa on the 27th April, 1994.

The Soweto uprising reflected the unacceptability of decades of laws, legislation and policies that attempted to distort and control human settlement in accordance with an ideology of "separate development" for the different races of South Africa, but based ultimately on the notion of white superiority. Laws relating to Group Areas and Influx Control had a wholly destructive impact on the spatial development of urban areas and cities, and indeed the whole process and pattern of urbanisation.

Some effects of the Group Areas, Influx Control and other laws relating to apartheid
• fragmented cities that encouraged urban sprawl because townships for African people were located on the periphery;
• wastage of scarce resources;
• the establishment of vast, largely peripheral squatter settlements as urbanising households sought to establish themselves in settlements within designated "homeland" boundaries, but within commuting distance of major urban areas;
• limitations on the growth of black residential areas while the minority white population enjoyed relatively low residential densities in the most desirable and accessible sections of the cities;
• little or no security of tenure for the majority of the population;
• inadequate education and skills training largely because of job reservation;
• the existence of hostels for migrant workers;
• the use of immigrant workers (especially migrants) which reduced the jobs available to local workers;
• racial separation of education, health and social services; and
• environmental degradation.

The government of the day responded to the 1976 riots with a number of ad hoc measures aimed at deflecting the aspirations of the African population, but within the confines of a philosophy of separate development. The government removed a number of restrictions on tenure within urban areas, thereby informally recognising the permanence of the African population within the cities. The government belatedly initiated an upgrading strategy for Soweto in the late 1970s and the first forms of local government structures emerged in the townships in 1977. Such reforms and developments were still implemented within the confines of apartheid policy, and as such they were largely symbolic. The government still attempted to control the urbanisation of and settlement by black people within "white" urban

areas, through a range of measures, including <u>inter alia</u>:

- severely limiting the provision of housing for blacks in the so-called white areas;
- the tightening of influx control and forced removals;
- the incorporation of townships into the "homelands"; and
- the revamping of the policy of industrial decentralisation as an indirect measure in an attempt to stem the influx from the "homelands", which by the late 1970s were in state of economic collapse.

Despite these efforts urbanisation increased dramatically with large informal squatter settlements emerging on the periphery of the large metropolitan areas and overcrowding in the existing townships.

The Riekert Commission was appointed in response to the events of 1976 as there was a perceived need to re-evaluate the government's urbanisation strategy. This commission reported its findings in 1979, and recommended the recognition of the permanence of urban blacks in the so-called white cities, but to limit their job opportunities, and that such job opportunities be focused on those not in the urban areas. Accessibility to housing and employment were therefore used as instruments to control the movement of the black South African population to urban areas. The commission also attempted to pave the way for increasing the "self-sufficiency" and responsibility of black local government. In 1982 Black Local Authorities (BLAs) were established. The BLAs were established at the same time as the Tri-Cameral Constitution, which lead to the co-management of apartheid with some persons of colour. The BLAs, without any democratic or economic base, had no chance of being able to face address infrastructural ands socio-economic backlogs and collapses in service delivery.

The attempt on the part of the BLAs to increase tariffs prompted violent conflict within the townships and this led a coordinated campaign to boycott the payments of rental and service charges to the local authorities. The state met this with its armed forces, first sending troops into the township of Sebokeng in September, 1984.

In the 1980s, local government was considered a key component of the government's reform programme, in that government aimed to decentralise the administration of apartheid to the local level, while still maintaining control from the centre. To overcome the financial constraints of the BLAs, and to bolster their legitimacy within the townships, the government introduced an overarching mechanism at the third tier of government in the form of metropolitan or regional level Regional Services Councils (RSCs). The RSCs imposed a levy on the private sector to finance infrastructure development projects primarily, but not exclusively, within the "black" townships.

In terms of housing, the government - having created an enormous backlog in the provision of housing to the African majority - now pursued a policy which emphasised the role of the individual in the provision of new stock. At the same time, the provision of housing to members of racial groups represented in the Tri-Cameral Parliament was subsidised at non-sustainable levels.

In partnership with the private sector, the state actively promoted home ownership as an ideology. To this end, housing delivery was deregulated and privatised, the principle of self-help housing was accepted in 1981, and the 30-year leasehold was extended to 99 years, but full freehold title was still not available to black home-owners in "white" South Africa. In 1986 freehold rights were reintroduced. Notwithstanding these very limited reforms, the delivery of housing was limited.

This was due to the private sector being unwilling to enter the low-income/low-cost housing market at scale because of violence and unrest within the townships, the housing issue being strongly politicised, and the inability of the black population to afford housing due to their structural poverty and levels of unemployment. While government subsidy systems were nominally designed to overcome some of these problems of affordability, the scale of the backlog now created was such that the funding was completely inadequate to meet the huge need, especially among the black population.

The development of a cohesive and equitable housing policy was also thwarted by the Own Affairs dispensation which was established in 1983, and resulted in the fragmentation of housing functions. Different Own Affairs Housing Departments were established in respect of the Asian, Coloured and White population groups, a separate department was responsible for black people as well as separate departments in each of the ten black "homeland" areas.

In 1985 the President's Council report, "An Urbanisation Strategy for the Republic of South Africa" was submitted to the State President. The report represented what was, for the apartheid regime, a dramatic shift in emphasis in that it proposed a more positive approach to dealing with urbanisation than attempting to impede the process. The report advocated that state intervention in the urbanisation process should be to ensure that it occurs in a planned and "orderly fashion". The report was subsequently translated into the 1986 White Paper on Urbanisation, which mapped out the government's strategy of "Orderly Urbanisation". The report paved the way for the repeal of the pass laws and the abolition of influx control, both of which had already broken down under a combination of political and demographic pressure.

To all intents and purposes the population was already urbanised, albeit spatially displaced. The idea was not to prevent urbanisation - that battle had been lost - but rather to control the

process in terms of controlling access to urban space, by allowing development only in a few selected areas. A range of control measures remained to enforce the concept of Orderly Urbanisation in the form of slum, squatter, vagrancy and trespass legislation. The Prevention of Illegal Squatting Act, as amended in 1989, was aimed at the establishment of designated site-and-service schemes on the periphery of metropolitan areas to prevent squatting in "unsuitable locations".

The government's strategy to cope with the management of urban space was overwhelmed by reality and resistance. With the removal of the pass laws, many of the people living on the periphery of urban areas began to move ever closer toward the centre, as people wanted to be near work and other economic opportunities (informal sector) and to gain improved access to amenities and services. While the vast majority of the black urban population remained in overcrowded conditions within the townships, many began to occupy vacant land within the former "white" urban areas or moved into the inner-city areas of the former "white" cities. This process was exacerbated by people fleeing the violence in the townships.

Prior to the unbanning of the mass-based extra-parliamentary organisations, many of the apartheid laws had been abandoned as a basic prerequisite for entering into the negotiation process. The scrapping of the Group Areas Act, which restricted each racial group to residential areas specifically zoned for that group, was one of the most significant. However, even though the formal legislation had been removed, market and other forces limited access to land. Development only took place on land adjacent to existing black townships (on the former buffer strips separating the townships from the traditional white areas) and on peripheral land, far from economic opportunities.

During the period of the negotiations (1990 to 1994), the government continued implementing its policies. The Less Formal Township Establishment Act allowed for the establishment of site-and-service schemes which were mainly on the urban periphery. For example, Orange Farm was developed by the state on the site-and-service principle, 50 km outside Johannesburg, with limited access to employment opportunities and social amenities. Approximately 620 000 serviced sites were delivered by the former provincial authorities and through the Independent Development Trust's (IDT) Capital Subsidy Programme, as well as almost 100 000 sterilised (unused) serviced sites, on land that was often on the urban periphery.

After 1976 the private sector was involved in low-cost housing developments, but withdrew in the late 1980's/early 1990's due to violence and unrest. Violence during and before the negotiation period and the long boycott of services tariffs brought the provision of services and housing to a complete standstill in many areas in the country. Without access to housing opportunities and in the quest to establish themselves within the urban fabric, many

communities invaded land and conflicts arose between the invading communities and the established residents (mainly white) who felt that the value of their properties was being compromised. Many people also built or bought houses in the former black townships, and many of these houses have dropped substantially in value subsequent to the scrapping of group areas legislation.

In the early 1990s, the government attempted to establish a more coherent policy framework. However, because of the political climate it was unable to obtain the cooperation of extra-parliamentary groups. Consequently, the President Council's report on Urbanisation (1992) and the De Loor Report on a Housing Strategy and Policy for South Africa (1992) became little more than discussion documents. The engine room for policy formulation during the period of negotiation leading up to the elections in 1994 was in various forums, established both at the national and local levels to confront apartheid policies. These forums debated and sought alternatives to the various facets of human settlement. The pre-eminent forum was to become the National Housing Forum (NHF), established by all major stakeholders in 1992. The state, which was invited to become part of this process, withdrew on the basis that such forums represented nothing more than 'interim government by stealth'.

The policies and strategies that have emerged from the National Housing Forum, though a complicated process that involved negotiations with the then Department of Local Government and National Housing, were the basis of the housing policy of the Government of National Unity, which policy is constantly being refined in response to changing realities throughout the country.

3   CURRENT CONDITIONS

This section presents an assessment of current human settlement conditions in South Africa by identifying the forces that have shaped the urban areas, shelter conditions and governance, as well as other important issues such as poverty, basic needs, rural settlements and the rural-urban interface, and disaster mitigation. It focuses on identifying challenges and constraints to meeting the needs of South Africa's people. This should, however, be considered against the background of its comparative wealth compared to many other African countries, as well as the positive climate for development that has followed the successful democratic elections of April 1994.

Presently, there is no comprehensive source of information on human settlements that can be used in the indicators set out by the United Nations. In some areas there is a lack of statistical information, while in others there is a range of conflicting statistical sources which results in confusion when it comes to planning and monitoring development initiatives. Various sources of statistical information have therefore been used in this report which,

although not comparable, can be regarded as indicative of current conditions. Work is in progress to develop comprehensive information systems which will allow for a reliable statistical base for analysing human settlement conditions in South Africa.

3.1 Urban development

Urban development in South Africa has reached a turning point. The previous section, reviewed the past twenty years and outlined the social, economic and political forces which have moulded the physical state of the urban areas. Although South Africa experiences problems similar to those faced by other developing middle-income countries, the situation has been exacerbated by inappropriate urban development strategies associated with apartheid, which have compounded the problems of unemployment, disease, poverty, housing, the availability of land, violence and environmental degradation.

Any assessment of the current situation with regard to urban development needs to be undertaken within the context of a clear definition of effectively functioning urban areas. One could argue that the primary role of urban areas is to maximise opportunity and access, for all urban dwellers and particularly the urban poor, to income, shelter, public facilities and services and social and cultural enrichment. The challenge is to review current conditions against such criteria and assess the manner in which restructuring of urban development to redress these aspects can take place, especially given the magnitude of the problem.

3.1.1 Urbanisation pressures

South Africa's population in 1995 is estimated to be 42.8 million. With a projected average annual growth rate of 2.27% between 1995 and 2000, it is estimated that the total population will reach about 47.4 million by 2000.

There are an estimated 8.3 million households in South Africa with an average household size of approximately 4.97 persons. In addition, it is estimated that there are approximately two million single persons, mainly as a result of migration patterns as people oscillate between the rural areas and the urban areas in search of employment. Given the projected rate of population growth, an average of 200 000 new households will be formed annually between 1995 and 2000.

The size of the rural population is expected to remain fairly constant, due to the low natural population growth in these areas (i.e. a high birth rate, a fairly high death rate and a high level of out-migration). In the future, the challenge to South Africa will be to address the needs of the increasing urbanising population. It is estimated that approximately 48% of South Africa's population are urbanised; however, a significant portion of the population who

reside in rural areas have either spent part of their working lives in urban areas (due to oscillating migration) or they commute long distances to places of work within urban areas. These people can be considered functionally urban, although residing in rural areas. The functionally urban population is therefore estimated to be greater than 48%. The pattern of oscillating migration and long distance commuting will continue to be a key feature of urbanisation patterns. However, the rate of urbanisation, where people permanently settle within urban areas, is estimated to be approximately 4-5% per annum. This influx of people, combined with the natural population growth within urban areas, represents significant challenges in meeting the basic needs of the urban population.

3.1.2 The urban hierarchy

South Africa can be considered as containing four city size classes:

- large metropolitan areas (more than 2 000 000 people), including Greater Johannesburg, the Durban Functional Region, the Cape Metropolitan Area, the East Rand, the West Rand and the Greater Pretoria Area;
- large cities to cities (500 000 to 2 000 000 people), including Port Elizabeth, the West Rand, Vaal Complex, East London, Bloemfontein, Orange Free State Goldfields and Pietermaritzburg;
- intermediate or medium-sized cities (100 000 to 500 000 people), including Kimberley, Klerksdorp, Potchefstroom, Mmabatho and Nelspruit, amongst others; and
- small towns (less than 100 000 people), such as Upington, Tzaneen, Port Alfred, Louis Trichardt, Dennilton and Ladysmith.

The existence of dense settlements should also be borne in mind. These are areas of population resettlement that are effectively urban areas without the corresponding urban facilities, which are often satellite areas to the larger cities and metropolitan areas. Botshabelo, located 62 km outside Bloemfontein was originally a dense settlement located within the boundaries of the "homeland" of Bophuthatswana. While Botshabelo has grown and is large in terms of the population that it accommodates, it is nevertheless dependent on Bloemfontein.

The metropolitan areas through to the medium sized towns contain approximately 80% of the urban population of South Africa and it is anticipated that the growth of such areas will expand rapidly, given current urbanisation trends.

3.1.3 The urban structure

The structure of South Africa's cities strongly reflects the legacy of the colonial city –

aggravated by apartheid planning of enforced racial segregation and inequities, and the inability of the previous government to respond adequately to the pressures associated with urbanisation. South Africa's history has produced a dysfunctional settlement pattern with inherent constraints that need to be overcome, namely:

- a rapidly increasing need for urban space due to high rates of urbanisation;
- the current geographic segmentation of living areas according to race and class and the resulting disparate levels of service provision and access to amenities in different areas;
- costly urban sprawl; and
- dispersed rural settlement structures that hamper the provision of services and limit access to socio-cultural amenities.

The urban areas of South Africa can be characterised by three distinct residential types namely:

- low-density middle-class neighbourhoods, segmented by income and class, which are well serviced, interspersed with public and private amenities and close to employment centres in the form of high and low rise office buildings and industrial parks;
- high-density low-income neighbourhoods, notably the townships and informal settlements. These often neglected residential areas with a mix of formal and informal housing, are in need of a viable tax base, and provide limited access to services, public, private and social amenities and places of employment; and
- core city or inner-city neighbourhoods, which although still attracting investment and having the potential to remain vibrant areas of public and economic life, are increasingly under stress as a result of neglect, overcrowding, the migration of office, retail and industrial interests to suburban business centres, and the perception of these areas as zones of dereliction, danger and insecurity.

These distinct neighbourhood types reflect the patterns of change that have been taking place in South African cities. According to Bloch (1995), the traditional structure of the city core with wedges or circular land uses radiating out from the core no longer applies. South African cities have begun to take on a multi-nodal form with a number of employment centres established away from the core, predominantly within the middle-income neighbourhoods. Many of these employment centres are generally accessible to white-collar workers who for the most part have access to private transport. However, there generally exists a pattern of spatial mismatch between where people live, and work opportunities, since industrial and service jobs are migrating away from the large low-income townships and informal settlements. This is particularly noticeable in the Greater Johannesburg area as employment opportunities migrate to centres in the north, while most of the workforce reside south of the

railway line which runs through the centre of the core. The net effect of such spatial mismatching is that the townships remain "dormitory areas". The situation within the townships becomes even worse as the industrial areas adjacent to these townships lose their attraction because of crime and violence.

Past policies and the high cost of land in city centres resulted in townships being developed on the urban periphery. Together with the expansion of land-hungry middle-income neighbourhoods, it led to extensive urban sprawl in South African cities. Urban sprawl has serious cost implications in terms of infrastructure development. Even though land costs less at the periphery of the cities, the overall capital, maintenance and operating costs of urban infrastructure and public transportation facilities rise significantly with increasing distance from the core of the city. Urban sprawl has also been exacerbated by the nature of housing delivery. The notion of "one man, one site" has encouraged development to take place on land on the outskirts of cities.

An additional cost associated with urban sprawl is the cost that has to be borne by the individual and the environment in terms of both travelling expenses and air pollution resulting from car emissions. In Cape Town, for example one way trips within the city have reached an average of 16 km, a figure similar to car-dependent cities in other parts of the world such as Los Angeles (Watson, 1994). This does not take into account the travelling times of those having to commute into the city from outside the metropolitan boundaries.

The travel distance and the associated travel time have a dramatic impact on the quality of life of many people who have less time to rest and relax or pursue activities other than work. Furthermore, it negatively affects the productivity of the workforce and undermines the efficiency of the city's transport system.

The current urban development pattern exacerbates the level of poverty, inequality, unemployment and environmental degradation. It generates a range of costs which are largely borne by the lower income groups within the urban areas. This can be ascribed to the following five factors, inter alia:

- the policies of separation under apartheid, reinforced through site and service schemes;
- the fragmentation of local government and the constraints on being able to undertake planning at a city or metropolitan level;
- the adoption of first world planning approaches, such as the concept of the "garden city" which assumes that every family would have access to private transport with separate areas for different activities (e.g. work and residential);
- the preoccupation with technology needs as opposed to human needs - for example, infrastructure has continuously been improved to meet the needs of the private motor

vehicle at the expense of public transportation systems; and

- the emphasis which the authorities have placed on control rather than on facilitating development.

3.2 Housing and shelter

Housing and shelter conditions in South Africa strongly reflect the legacy of apartheid through the duplication and inequitable policy approaches for different population groups. The past institutional framework resulted in:

- the duplication of housing institutions and funding mechanisms; and
- inadequately resourced authorities which were politically unable to meet certain responsibilities.

The lack of a policy framework and an appropriate institutional framework in the recent past have contributed significantly towards the current conditions with respect to housing and shelter.

3.2.1 Existing housing stock and supply

Past limitations placed on the provision of formal housing for certain groups, together with the decreasing rate of formal housing delivery and the high unemployment rate has resulted in a sharp increase in the number of households forced to seek accommodation in informal settlements, backyard shacks and in overcrowded conditions in existing formal housing.

(I)   Urban Formal Housing

Approximately 61% of all urban households live in formal housing or share formal housing with other families. The total formal housing stock in South Africa is estimated to be 3.4 million units. These include formal houses, flats, townhouses and retirement homes.

Formal housing provision for low-income households (houses costing below R45 000 (US$ 12 677) is estimated to have decreased to less than 20 000 units during the 1993/1994 financial year, from about 45 000 units in 1989/1990.

(ii)   Urban Informal Housing

There are currently approximately 1.5 million urban informal housing units in South Africa. These include approximately 620 000 serviced sites delivered by the former provincial authorities and through the Independent Development Trust's (IDT) Capital Subsidy

Programme, as well as almost 100 000 sterilised (unused) serviced sites.

Delivery of serviced sites through the IDT's Capital Subsidy scheme and by the four former provincial authorities is estimated to have exceeded 120 000 per annum over the past three years.

(iii)   Hostels

An estimated 5.2% of all households presently reside in private sector and public sector hostel accommodation (SALDRU, 1994).

No new hostel accommodation has been constructed during the past five years. Approximately one third of the 58 public sector hostels, housing approximately 100 000 people, have been or are in the process of being upgraded.

(iv)   Squatter housing

About 13.5% of all households (1.06 million) live in squatter housing nationwide, mostly in free-standing squatter settlements on the periphery of cities and towns and in the back yards of formal houses (SALDRU, 1994).

This form of housing remains the predominant means through which urban households are currently accessing shelter in South Africa. It is estimated that 150 000 new households per annum house themselves in this way. The recent rapid increase in the number of land invasions is a further indication of this.

(v)   Rural housing

Of the 20 million people estimated to reside in the rural areas, most reside outside the commercial farming areas. There is a mix of both formal and informal house structures, largely with inadequate access to potable water and sanitation, and a general insecurity of tenure.

(vi)   Farmworker housing

Estimates of farmworker households vary between 1 and 1.5 million households (White Paper on Housing, 1994). Since 1990 owners of farms have received subsidies towards the building of 20 140 approved farmworker residences. Farmworkers do not have security of tenure, and are therefore reluctant to put their earnings into housing on farms. The living conditions of many farmworkers are also among the worst in the country, especially those in the hostel-type

accommodation for seasonal workers.

3.2.2 Present housing backlog

The urban housing backlog is currently estimated at 1.5 million units. The consequences of this backlog are physically reflected in over-crowding, squatter settlements and in the increasing number of land invasions in urban areas.

In addition to this housing shortfall there are:

- an estimated 720 000 serviced sites in the urban areas that will require upgrading to meet minimum standards of accommodation;
- a large number of rural houses that lack access to basic services; and
- approximately 450 000 people living in existing public and private hostel accommodation that requires upgrading.

Unless the current low rate of housing provision is substantially addressed, it is estimated that the housing backlog will increase at a rate of about 178 000 units per annum.

The large scale of the housing and services backlog, and the rapid growth in housing demand, present a mammoth challenge to future housing policy. According to the White Paper on Housing (1994), this is further complicated by:

- the geographic disparities in housing conditions which exist between rural and urban areas, between different urban areas and between different provinces; and

- the low incomes of a large proportion of South Africa's population which means that approximately 86% (households earning less than R3 500 per month (US$ 986) of the population need some form of financial assistance to acquire housing (Table 1)).

Table 1: Estimated monthly household income distribution figures (1995)		
Income category	Percentage	Number of households (millions)
R0 - 800 (US$ 0 - 225)	39.7%	3.30
R800 - 1 500 (US$ 225 - 423)	29.0%	2.41
R1 500 - 2 500 (US$ 423 - 704)	11.8%	0.98
R2 500 - 3 500 (US$ 704 - 986)	5.6%	0.46
> R3 500 (> US$ 986)	13.9%	1.15
TOTAL	100%	8.3
US dollar values are based on the average R/US$ exchange rate for 1994 of 3.5497		

The greatest challenge and the single most significant constraint to the housing delivery process is that of affordability.

In policy terms, affordability can be regarded as having two essential components. The first relates to state affordability, and it refers to the very real and accepted limitations imposed on the state fiscus and macro-economic realities. In addition housing has to compete with other national priorities such as health, water and education.

The second component, which is of more significance and concern, is the poverty of a large proportion of the South African population. This provides the single most important limitation on the housing programme. A sustainable housing programme can contribute significantly to the alleviation of the poverty problem, but will not solve the problem on its own.

3.2.3   Conditions of tenure

Many South Africans do not have adequate security of tenure over their homes.

● Approximately 58% of all households (4.8 million households) have secure tenure (ownership, leasehold or formal rental contracts) over their accommodation.

● An estimated 18% of all households (1.5 million households or 7.4 million people) live in squatter settlements, backyard shacks or in overcrowded conditions in existing formal housing in urban areas, with no formal tenure rights over their accommodation.

● An estimated 9% of all households (780 000 households) live under traditional, informal, inferior or officially unrecognised tenure arrangements in predominantly rural areas.

● Estimates of farmworker households (see 3.2.1 (vi)), with no security of tenure range up to 1.5 million. The number of households living on farms depends on conditions in the agricultural sector, with many farmworkers losing their jobs in the current drought and relocating to either urban or rural areas.

3.2.4   End-User finance and subsidies

The availability of housing subsidies and end-user finance for housing are key constraints in

the delivery of housing, especially to poorer households. This was exacerbated by:

- duplicated and poorly targeted subsidies, which were racially segmented and inadequately funded, and which failed to mobilise significant levels of non-state investment;
- lack of end-user finance for low-income households (due to a complicated set of constraints as well as the reluctance of formal financial institutions to lend in certain areas and to certain income groups); and
- diversified use of housing funds (such as funding for bulk infrastructure, community facilities, interest rates and rental subsidies), which resulted in state expenditure being dispersed and having an inadequate impact on housing delivery;

Current initiatives by the government will serve to relieve these problems, although many low-income households will still be unable to obtain financing in addition to the capital subsidy for which they are eligible.

3.2.5 Land and planning issues

The release of sufficient suitable land for housing is important for timeous housing delivery, and the past limited release of sufficient land was due to:

- a lack of coherent policy on land (responsibilities for the identification, consolidation, planning and release of land between different government departments and tiers of government);
- legislative constraints and previous racial zoning impeding the identification of land as well as the reluctance of certain authorities and existing communities to approve or accept neighbouring low-income housing;
- legislative controls and land market forces that have prevented the effective assembly of land;
- present planning legislation and approaches that are inappropriate in the South African context;
- land invasions as certain people attempt to jump the housing/subsidy queue; and
- the many different tenure arrangements (many of which are not officially recognised) and a land registration system which complicates access to secure tenure through the formal system (White Paper on Housing, 1994).

3.2.6 The housing construction sector

The building-materials supply, building and civil construction sectors also face significant

constraints, namely:

- the effects of job reservation, such as the lack of education and skills training;
- an inadequate development framework which has resulted in a shortage of identified land, poor access to bulk infrastructure networks and confusing and lengthy planning procedures;
- limited capacity after emerging from an economic recession and production slump;
- potential bottlenecks in certain sub-sectors of the construction and the building-materials supply industries with respect to the lack of basic and managerial skills and building-material production and supply constraints; and
- a mismatch of demand and supply in terms of the geographic distribution of demand not matching present location of construction capacity and building-materials suppliers.

3.2.7 Sociological issues

Many social features of South African society impose important constraints and challenges on future housing policy, inter alia:

- high expectations from the new democratic order;
- crime and violence;
- a lack of consumer protection;
- poor consumer education;
- non-payment of housing bonds and service boycotts; and
- a need for special housing (e.g. old age homes, homeless shelters).

These and other social issues have been placed firmly on the development agenda within South Africa.

3.3   Governance

Governance refers to the interactive process between the government, civil society and the private sector. Local governance refers to these interactive processes at the local level. Legitimacy, power, democracy, transparency, responsibility, responsiveness, decentralisation and accountability are terms and concepts that all form part of governance.

Good governance is critical to managing the human settlement process in South Africa. For too long the focus has been on ensuring the separation of various racial groups. Following the national elections on 27 April 1994, an interim constitution was adopted which has had a dramatic impact on the nature of governance in South Africa. The new constitution provides for the devolution of a range of powers and functions to provinces and local

authorities. Recognition of the need to interact with a large number of stakeholders from civil society and the private sector is laying a foundation on which good governance can be built. Governance, in the sense that it constitutes a relationship between key actors from the government, civil society and the private sector, was not possible under the former dispensation of racially segregated local authorities. The organs of civil society mostly refused to enter into any kind of relationship with Black Local Authorities (BLAs), except to oppose them. It is obvious that a key aspect of governance within South Africa is the establishment of fully democratic local government which is transparent, accountable, highly participative, responsive to local needs and which will adopt an integrated and holistic development approach.

The devolution of powers from the national government to the nine provincial governments, in accordance with the interim constitution, and the process of establishing the administrations of these provinces has unfortunately been slow. In some cases the provinces have inherited a fairly cohesive public service. In others the number of former "homeland" areas within the province are making the integration of the public service a complex and difficult exercise, both administratively and politically. Plans at provincial level are therefore not as far advanced as is the case with national government.

Local government structures have been the last of the three tiers of government to be transformed. Local government elections were held on 1 November 1995, except in certain areas within the Western Cape and KwaZulu-Natal provinces. In the interim period leading up to the elections, a number of Transitional Local Councils (TLCs) and Transitional Metropolitan Councils (TMCs) were established in terms of the Local Government Transition Act of 1993, to start the process of transformation. A key aspect of this Act is that it allowed for the redrawing of local authority boundaries to combine former White, Coloured, Indian and Black local authority areas so that rates and taxes can be collected and distributed more equitably within towns and cities. The establishment of the TLCs and TMCs was also aimed at overcoming the aforementioned legitimacy problems in the period leading to the local government elections of 1 November 1995. However, the interim nature of these councils also had a negative effect on delivery (of services, new developments etc.), since many were hesitant to begin new initiatives and would rather wait for the local government elections and the consequent establishment of democratic and legitimate local government. The local government elections of 1 November 1995 had a positive impact on the formulation and implementation of development programmes at the local level. However, rent and service boycotts have been in existence for the past decade, and the resulting culture of non-payment has been inherited by the new government, and it will affect the viability of the new local governments if not addressed. These boycotts were, inter alia, the result of the perceived illegitimacy of local government and poor delivery of services.

The TLCs and TMCs were composed of an equal number of statutory members (elected in terms of past racially based local elections) and non-statutory members (political parties and groupings from civil society that refused or were prevented from taking part in previous local elections). The TLCs and TMCs were therefore widely representative transitional structures which can carry on the administration of local government until the local government elections, after which fully democratic local governments will be established. The TLCs and TMCs are also the first step towards facilitating good governance, which should involve relations between key actors within local governance, since the nominated councillors represent a wide range of stakeholders. With the November 1995 local government elections and the establishment of democratic local government the way has been paved for governance to be put on a sound footing.

3.4 Other issues

A number of other issues which relate to urban development and housing also need to be considered. These include poverty, basic services, rural settlements and the rural/urban interface and disaster mitigation. The environment is addressed in the next section on Agenda 21.

3.4.1 Poverty

Attempts to address the development needs of the country will be constrained by the high levels of poverty. Table 2 shows a number of income-related indicators which illustrate the extreme inequalities between inhabitants of metropolitan, urban and rural areas.

The Gini coefficient (which is a measure of the difference between the incomes of the poorest and richest sectors of society) for all areas is approximately 0.6, which by international standards indicates income inequality of the highest magnitude. The unequal share of income is further illustrated by the fact that the poorest 40% of the population share less than 7% of income (in all cases), while the richest 10% of the population share significantly more, with the urban and metropolitan population faring better than the population overall in that the

Table 2: Indicators of income inequality and poverty, South Africa 1993				
Indicator	Rural[1]	Urban[1]	Metropolitan[1]	Total
Number of households	4 040 215	1 995 185	2 740 784	8 776 236
Number of individuals	20 600 864	8 029 826	10 425 459	39 058 570
Population share	53 %	21 %	27 %	100 %
Total personal income (R-million) (US$)	R53 088 $14 956	R55 157 $15 538	R111 229 $31 335	R219 475 $61 829
Share of total personal income	24 %	25 %	51 %	100 %
Per household income (R) (US$)	R13 140 $3 702	R27 645 $7 788	R40 583 $11 433	R25 008 $7 045
Per capita income (R) (US$)	R2 577 $726	R6 869 $1 935	R10 669 $3 006	R5 619 $1 583
Per capita income index	100	267	414	218
Gini coefficient (see below)	0.61	0.57	0.61	0.62
Share of poorest 40 %	9 %	8 %	9 %	7 %
Share of richest 10 %	52 %	42 %	37 %	48 %
No. of households below poverty line	2 578 051	586 898	458 902	3 623 851
- % in poverty	64 %	29 %	17 %	41 %
No. of individuals below poverty line	15 206 582	3 105 917	2 386 052	20 698 551
- % in poverty	74 %	39 %	23 %	53 %
Aggregate poverty gap (R-million) (US$-million)	R17 364 $4 892	R3 161 $890	R2 272 $640	R22 796 $6 422
Share of aggregate poverty gap	76 %	14 %	10 %	100 %

Compiled by Whiteford, HSRC (1994).
Note: "Metropolitan" refers to Pretoria/Witwatersrand/Vereeniging, Durban/Pinetown, Port Elizabeth/Uitenhage and greater Cape Town, while "urban" refers to towns and "rural" to the remainder.
Data source: Project for Statistics on Living Standards and Development. Poverty line used is the Minimum Living Level calculated by Bureau of Market Research (1994).
US dollars were calculated using the average R/US$ exchange rate for 1994, of 3.5497

unequal distribution is less severe than in rural areas.

The aggregate poverty gap, used to estimate the depth of poverty, is a measure of the total amount by which the collective annual income of all poor households has to be raised in order to eliminate poverty. It is measured by:

- calculating the difference between each poor household's income and the poverty income line; and

●   adding the resulting amounts to obtain the (aggregate poverty gap).

The aggregate poverty gap for the whole of South Africa (R22 796 million; US$ 6 422 million) was equal to approximately 6% of the Gross Domestic Product (GDP) in 1993. Just over three quarters of this amount (poverty gap) is accounted for by the rural areas, and 14 per cent and 10 per cent by the urban and metropolitan areas respectively.

3.4.2   Basic services

Many people in South Africa do not have access to basic services such as potable water, sanitation systems and electricity. Furthermore, many neighbourhoods are inadequately supplied with social and cultural amenities.

(i)   Water supply

About one quarter of all functionally urban households in South Africa do not have access to a piped potable water supply (SALDRU, 1994).

(ii)   Sanitation

An estimated 48% of all households do not have access to flush toilets or ventilated improved pit latrines, while 16% of all households have no access to any type of sanitation system (SALDRU, 1994). An estimated 85% of rural households have some form of sanitation system, whereas an estimated 49% of farmworkers are reliant on the veld for this purpose.

(iii)   Electricity and energy

It is estimated that 46.5% of all households are not linked to the electricity supply grid. Wood (25.3%), paraffin (21.3%) and coal (4.5%) are the main sources of energy for cooking for most households in South Africa (SALDRU, 1994).

(iv)   Sociocultural amenities

Although no accurate statistics exist, many households do not have access to sociocultural amenities within their neighbourhoods such as schools, health care facilities, sports facilities, cultural and community centres. Most informally housed people have poor access to such facilities, while many formal housing areas are also poorly served.

3.4.3   Rural settlements and the rural-urban interface

While the focus is often on the larger cities, the role of the cities, towns and dense settlements lower down the urban hierarchy cannot be overlooked. While many of these cities and towns manifest, albeit to a lesser extent, many of the characteristics of the larger cities, they also have problems which are unique to them, but which impact throughout the urban hierarchy. Most of the towns tend to be dependent on a narrow, often resource-based sectoral economic base, and are therefore vulnerable to economic change. Many towns that depend on activities centred around gold, coal and other mining or agriculture have been dramatically affected by declines in the gold price, the national economy or serious droughts. In many rural areas, the carrying capacity of both the smallholdings and the larger commercial farms have declined, which resulted in people moving to nearby towns.

Towns and dense settlements in the ten former "homeland" areas need special consideration, since they often face problems over and above those mentioned above. These towns and dense settlements have often been established in accordance with apartheid policy and not in accordance with efficiency or economic considerations. Many of these towns and dense settlements were established on the borders of the "homeland" areas, close to economic and job opportunities within "white" South Africa. With the demise of the "homeland" areas the initial reason for their existence has fallen away.

The smaller towns are often the first urban interface for many urbanising populations who move out of the rural areas. In the wake of economic decline in these towns, people often migrate towards the larger centres in the hope of finding employment and housing opportunities which are usually not available.

The nature of the former apartheid resettlement programmes caused a serious dichotomy between rural and urban. Dense settlements are simultaneously urban and rural in that they are in effect dislocated satellite commuter townships, dependent on an urban income, but within traditionally rural areas.

One of the major problems in rural areas is the lack of clarity on institutional roles and responsibilities, especially with regard to local government. After the local authority elections, held on 1 November 1995, greater clarity and capacity can be expected to emerge.

3.4.4   Disaster mitigation

The costs of reconstruction after natural and man-made disasters are escalating at an alarming rate and provision needs to be made for disaster mitigation to reduce the impact of such events.

Disaster mitigation is aimed at effectively lowering the levels of vulnerability to a potential hazard. Potential hazards (natural and man-made) that could result in disasters include earthquakes, high winds, flooding, landslides, drought, war, civil conflict, disease, pollution, sink holes (natural and underground mining), technological accidents and fires. While it may not be possible to prevent disasters, the key is to reduce vulnerability by establishing mitigation strategies to address the following:

- underlying causes such as poverty, economic systems and ideologies, and people having limited access to resources;

- dynamic pressures in terms of the lack of local institutional capacity, education, and training, together with the problems associated with the macro forces of urbanisation, population growth, and environmental degradation; and

- unsafe conditions with regard to people and property within dangerous locations, and the prevalence of dangerous buildings and infrastructure.

One of the major drawbacks at present is the artificial separation of disaster management from social and economic development. In areas which are not extensively affected by disasters, it is often tempting to argue that disaster mitigation should receive a low priority and that the costs of disaster mitigation are not warranted in development projects. However, the absence of timeously implemented mitigation strategies could seriously aggravate the consequences of a disaster in personal terms, as well as in increased financial and political costs.

The combination of poverty, the collapse of institutional structures, inadequacies in education and training and the need for land and services, places many of our communities at an extreme level of vulnerability. Whether they be floods within a 50-year floodplain or fires in a shack community, the responses to disasters have generally been reactive rather than proactive. Disaster mitigation and emergency strategies do however need to be appropriate to local conditions. For example, in Port Elizabeth a major initiative was launched to establish an emergency response centre similar to the 911 concept in the United States, but little consideration was given to the fact that most people in the area concerned did not have access to a phone.

International isolation and the consequent lack of exposure to international thinking has meant that South Africa has not kept pace with developments regarding Disaster Management. Various departments and organisations are presently addressing Disaster Management in a fragmented and uncoordinated manner. The result has been that proactive planning which can often soften the impact of disasters, has been neglected. Cabinet approved that a formal

Examples of typical hazards and mitigation strategies relevant to South Africa	

A FLOODS AND WATER HAZARDS

Elements at risk include:
- settlements within a flood plain;
- earthen or soluble structures;
- buildings with shallow foundations;
- buried services and utilities;
- food stocks; and
- crops and livestock.

Mitigation strategies include:
- land-use controls;
- engineering of structures;
- elevation of structures;
- flood control structures; and
- reforestation projects.

B STRONG WINDS

Elements at risk include:
- lightweight structures;
- informal housing and shanty settlements;
- power and communication lines; and
- fishing boats and maritime industries.

Mitigation strategies include:
- structural engineering measures;
- climatic siting of key facilities;
- planting of windbreaks; and
- provision of wind-safe buildings.

C TECHNOLOGICAL/POLLUTION HAZARDS

Elements at risk:
- industrial plants and workers;
- health risks in nearby settlements and structures;
- existence of livestock and crops
- water and air quality; and

Mitigation strategies include:
- upgrading of industrial facilities;
- improved detection systems;
- safety and pollution legislation;
- health regulations;
- waste management techniques;
- safety awareness; and
- preparedness/contingency planning.

D DROUGHT

Elements at risk:
- crops and livestock;
- population in a drought area; and
- economic activities reliant on a continuous water supply.

Mitigation strategies include:
- water and soil management;
- livestock management;
- flexible crop farming;
- fuel/wood management;
- population control; and
- preparedness and training.

E GEOLOGICAL HAZARDS

Elements at risk:
- settlements situated on undermined areas; and
- settlements on dolomite or other unsuitable land.

Mitigation strategies include:
- appropriate siting of settlements;
- alternative foundations systems; and
- mining infill.

structure for the management of disaster be established, comprising:
- National Disaster Management Committee at national level; and
- similar structures on provincial and local government level; and

that the Department of Constitutional Development will be overall responsible for the disaster management function.

3.5   Opportunities

The previous assessment of current conditions pertaining to human settlements in South Africa focused primarily on the challenges and constraints to meeting the needs of the people. However, South Africans should not plead poverty while they are in fact one of the wealthiest nations in Africa. South Africa has, apart from the will to deal with its problems peacefully and constructively, a number of positive features that represent opportunities for achieving its goals.

3.5.1   Improving economy

The current economic situation is generally positive (see also Part B, paragraph 1.2).

Some of the positive economic trends are:

- the economic growth rate is starting to increase faster than the rate of population growth;

- the constraints associated with the balance of payments is expected to ease in the short-term as a result of increased foreign borrowing, foreign investment, and inflows of foreign aid;

- government spending is being kept within the budget;

- government dissaving is declining;

- a mass housing programme is expected to reduce the level of unemployment and encourage investment in housing;

- there is significant spare capacity in segments of the manufacturing sector, which may limit the inflationary pressures created by a rapid increase in demand for housing; and

- housing has little direct (or negative) impact on the balance of payments which makes investment in housing attractive, especially given its high employment to investment

ratio.

3.5.2 Participative policy development processes

The transparent and widely inclusive process of policy formulation that has been embarked upon is an important positive signal for the future of South Africa. Various forums represent key instruments through which representatives from civil society can make inputs into policy formulation, and will continue to do so.

3.5.3 Local government capacity

Relatively high levels of technical and financial expertise exist in local government and there is capacity that can be more equitably and resourcefully allocated to extend, operate and maintain the infrastructural base.

3.5.4 Recognition of the importance of housing to the Reconstruction and Development Programme

The recognition of housing as one of the priorities of the RDP under a new democratic order should secure the necessary political will and fiscal support to enable the successful launch of sustainable housing programmes. This will require an adequate contribution from the national budget (the target is 5% by the year 2000) and the establishment of multi-sectoral and interdepartmental coordination as a matter of urgency.

3.5.5 Potential resources for housing

Significant resources could be mobilised for housing development through the budget, private sector, international aid and individual savings. People are the most important resource and how they address their housing problems can contribute to meaningful development. Land is available and only has to be released while there is considerable expertise available within South Africa.

3.5.6 Strong infrastructural base

The existing infrastructure system is generally good, and it is the provision of services in a number of the former (black) townships that has largely collapsed and not the systems themselves. In particular, transportation, power, water and telecommunications networks can be extended and more equitably distributed.

3.5.7 Well developed financial sector and legal system

South Africa has a sophisticated financial sector and a well developed legal system.

3.5.8 Rural development potential

It is essential to maximise rural opportunities to provide real alternatives to urbanisation. Despite the problems of drought, past neglect of the former "homeland" areas and the dispossession of the land of thousands of people due to past apartheid laws, the rural areas still have the potential to provide a productive alternative to urban settlement. Public Works Programmes, the promotion of rural housing through the subsidy scheme, land redistribution and restitution activities and the RDP Rural Pilot Projects are expected to start the process of developing viable rural communities (the RDP is discussed in Part A (3)).

4   AGENDA 21 AND THE LOCAL AGENDA 21

The Habitat II conference, while focusing on a range of human settlement issues, will also include a key environmental meeting on the progress of Agenda 21. More particularly, the conference will be a forum at which cities will be reporting back on their progress with regard to Local Agenda 21. Even though South Africa did not officially participate in the 1992 United Nations Earth Summit (UNCED), many of the basic principles have been adopted and utilised in the establishment of new policies and strategies for South Africa.

Global Forum '94

It was generally recognised that the successful implementation of Agenda 21 depended on an ongoing process of international interaction and focusing in on priority issues. One of these issues was the importance of sustainable cities, since over 50% of the world's population would be living in cities by 2000. To this end, Global Forum '94 was convened in Manchester to focus on cities and sustainable development. The objective of the forum was to utilise Agenda 21 and turn its aims into practical policies at the city level. Seven broad themes were addressed: urban poverty, employment and livelihoods, governance and partnerships, urban environment and health, resources and land, markets and finance, and transport and communication.

Agenda 21

The 1992 United Nations Earth Summit (UNCED), held in Rio de Janeiro, was attended by more than 30 000 people and 103 heads of states (representing consensus between 179 nation states). It resulted in several international treaties and declarations of commitment to addressing a range of environmental considerations in an integrated manner. One of the most important documents to emerge from the Earth Summit was Agenda 21. Agenda 21 provides a blueprint on how to make development socially, economically and environmentally sustainable. Although it is not a binding programme for achieving sustainable development, it has succeeded in mobilising many nations, regions, cities, institutions, communities and individuals to implement a range of projects and recommendations.

Agenda 21 promotes sustainable development in terms of meeting the basic needs of the present generation in such a way that the environment will be able to meet the needs of future generations. Agenda 21 explains that population, consumption and technology are the primary forces behind environmental change. It sets out what needs to be done to reduce wasteful and inefficient consumption patterns and offers policies and programmes to achieve a sustainable balance between consumption, population and the life-supporting capacity of the earth. Agenda 21 proposes that development objectives do not have to be at the expense of the environment and that sustainable development is to be seen as a way to reverse poverty and environmental destruction. The measures used for Agenda 21 are not based only on money, but include the value of natural resources and the cost of environmental degradation. Agenda 21 calls on governments to adopt national strategies for sustainable development, including the participation of a range of stakeholders and role-players.

4.1 Agenda 21 in South Africa

Capacity for environmental management has improved steadily over the past decade, coupled with growth in environmental awareness and the politicisation of environmental issues. However, new crises have arisen due to the fast rate of development and environmental degradation, and certain shortcomings such as a lack of rationalisation of environmental legislation remain. An important aspect of environmental management, often overlooked and lacking, is an integrated and holistic approach to the impact of cities on the environment.

To date, South Africa's record on protecting the environment has generally been poor, although its record in terms of nature conservation is regarded as good. The impact of cities on the environment is an important, yet often overlooked aspect of development.

At the national level the sustainability of development needs to be integrally linked to protecting the environment. It is claimed (Financial Mail, 1994), that South Africa could be overestimating its Gross Domestic Product by at approximately 10% or in excess of R40 000 million (US$ 11 268 558), by not accounting for the costs of pollution and natural resource depletion. The current national accounting system thereby detracts from an accurate measure of national income or future sustainability. By excluding this measure and not providing

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incentives to economise on scarce environmental resources it is not possible to pursue sustainable growth paths.

At the level of the cities, it is argued that South African cities are inefficient and use excessive resources when compared with international norms. South Africa's cities are characterised by:

- low-density urban sprawl, with areas that have services of high quality which are expensive to operate and maintain;
- inadequate public transportation with the majority of the population using either private vehicles, mini-bus taxis and buses to commute to work, thereby contributing to air pollution and congestion;
- the excessive use of treated water and electricity within those communities where these services are available, largely because such services are underpriced, while many communities have no or limited access to such services;
- the promotion of electricity as the preferred source of energy has detracted from the use of alternative energy sources such as solar energy while ignoring the environmental impact of coal-burning power stations elsewhere in the country;
- the high rate of water consumption in the industrial heartland of Gauteng has exhausted local water supplies and water now has to be imported from KwaZulu/Natal and Lesotho; and
- approximately 780 000 tons per annum of waste runs off into fresh water systems and the sea, from urban and agricultural areas, and approximately 15 million tons of urban solid waste is produced that needs to be disposed of.

The past political inequity has resulted in environmental inequity being borne by the poor. Unless the government moves to a more environmentally sustainable form of development it will be the poor, disadvantaged groups (particularly women) who will continue to suffer from environmental degradation.

In the past, urban development has paid little attention to the ecological impact or environmentally sustainable development. This situation can largely be attributed to:

- legislation having limited effect due to weak punitive measures, a lack of rationalisation and inadequate implementation;
- limited environmental consideration within the politically engineered process of apartheid industrialisation and urbanisation, resulting in certain areas of our cities experiencing environmental problems in terms of the biological and chemical contamination of the land, air, water and food resources;
- a lack of access to basic water and sanitation services, unsatisfactory and overcrowded

living conditions and poor nutritional levels of the mass of the population which have increased their susceptibility to health problems in terms of respiratory infections (e.g. pneumonia) and water and sanitation related diseases such as cholera, typhoid and diarrhoea; and

- a lack of public participation in decision-making.

In recent years, attention has been given to refocusing activities towards promoting sustainable development, incorporating the principles of Agenda 21 and Global Forum '94 in attempting to secure sustainable development. In 1992, the then Department of Environment Affairs submitted a document entitled "Building the Foundation for Sustainable Development in South Africa" to the United Nations Conference on the Environment (UNCED) held in Rio de Janeiro. The report was followed by the 1993 White Paper outlining an approach towards a national environmental management system and the General Environment Policy produced by the then Department of Environment Affairs in 1994. Even though these documents were produced before the advent of the democratic government, they are being used within the current Department of Environmental Affairs and Tourism as the basis for further development of an environmental management system. The documents spell out a number of basic principles regarding the promotion of environmentally sustainable living environments. The principles relate to:

- the right to live within an acceptable environment;
- consultation with relevant parties on all aspects of environmental policy;
- the responsibilities of persons and organisations in protecting, maintaining and improving both the natural and living environment; and
- the acceptance by all government agencies that conservation and development are complementary components of environmental management.

Although a comprehensive participatory process is under way to formulate a new National Environmental Policy, it can be assumed that these basic universal principles will remain an integral part of the new policy approach.

Regarding the urban environment, a number of principles can be identified. The underlying philosophy is that the solution is not to be found in the limiting of development, but in achieving a dynamic balance between development and conservation, based on the interdependence of the two processes (Lutsch, 1995). The principles relate to:

- community participation in the development process and in key implementation activities;

- planning projects to minimise damage to the environment and to facilitate

rehabilitation (environmental assessment procedures are being integrated with town and regional planning systems);

- encouraging high-density and orderly physical development to maximise the use of available land, with transitional zones between areas of diverse use;

- applying appropriate measures to ensure the conservation of ecologically sensitive and unique areas with respect to land-use strategies (Guide Plans, Structure Plans);

- promoting the development of expertise and the involvement of local communities to ensure acceptable standards and living conditions especially as they relate to the implementation of Agenda 21 at the local level (Local Agenda 21);

- promoting the protection and creation of cultural assets - for example historical buildings and aesthetic areas;

- promoting a public open space policy and the provision of green belts;

- promoting a national strategy for waste management, and developing integrated pollution control in which roles and responsibilities are clearly defined;

- supporting purposeful environmental research and applying the results to establish an equitable balance between the needs of man and the effective protection and conservation of the environment;

- combating all forms of water and air pollution through a range of measures including policy, legislation, establishment of norms and standards, appropriate technology, promoting conservation of the environment among industrialists and the public, and international cooperation.

- supporting measures to control noise and vibration;

- adopting the principles of Integrated Environmental Management (IEM) as one of the key mechanisms for the management and maintenance of sustainable utilisation of resources;

- extending international cooperation and participation in the development of international agreements, especially with respect to the implementation of Agenda 21, by complying with the reporting requirements of the Commission on Sustainable Development; and

- Educating the youth and urban managers (professionals and decision-makers at various levels of government) about the human living environment and its management.

Although there is now an initiative to promote Agenda 21 nationally, the real driving forces for promoting the concept have primarily occurred for reasons external to Agenda 21, namely:

- the movement towards a multi-party democracy;
- the RDP which sets out to ensure that poverty is abolished and basic needs are met;
- increased awareness among decision makers regarding the importance of making development sustainable; and
- Increasing regional cooperation through the Southern African Development Community (SADC), with the new SADC environmental policy as a basis.

The release of the RDP base document reinforced the importance of the environment within sustainable development by emphasising that the role of the democratic government is to ensure that all South African citizens, present and future, have the right to a decent quality of life through the sustainable use of resources in the delivery of safe and healthy living and working environments. Furthermore, the RDP states that environmental considerations must be built into every decision, especially development strategies which should include the environmental consequences in the course of planning. The RDP states that current environmental legislation should be revised with a view to establishing an effective system of environmental management ensuring the use of environmental auditing and provision for public disclosure. The environmental management system should establish the institutional framework and define the roles and responsibilities at various tiers of government and encourage the participation of civil society in environmental management.

Unfortunately, adequate mechanisms for ensuring that environmental issues are considered have not as yet been properly formulated. There is concern that in the haste to implement the RDP, the mechanisms for ensuring the adequate application of sound environmental principles in projects will be ignored. It is felt that the role and place of environmental policy should be brought to the fore of RDP initiatives if sustainable development is to be achieved.

4.1.1 Local Agenda 21

Chapter 28 of Agenda 21 (Local Agenda 21) is a programme directed at local authority implementation of Agenda 21. It aims to build capacity worldwide to solve and avoid local and global environmental problems. A regional seminar on Local Agenda 21 was held in South Africa during April 1995 to establish the programmes and principles in three South African cities (Durban, Cape Town and Johannesburg). This was followed by the African Regional Seminar on Local Agenda 21 to share information on the implementation and

promotion of Local Agenda 21. The cities of Cape Town, Durban and Johannesburg has joined the international Council for Local Environmental Initiatives (ICLEI) which has been given the mandate to oversee the initiatives of local authorities at an international level. This initiative is considered to be part of the country's contribution and preparation for the Habitat II conference.

The Department of Environmental Affairs and Tourism has embarked on a programme to assist selected local authorities to establish environmental programmes and develop environmental expertise. The aim is also to develop guidelines on the basis of this expertise, that will encourage and aid local authorities in developing similar programmes. While Cape Town and Johannesburg have initiated activities with regard to Local Agenda 21, the city of Durban has achieved significant progress in developing a viable Local Agenda 21 programme. In 1994, the city council passed resolutions to support the basic principles of the Local Agenda 21 process in terms of sustainable development, integrated environmental management and public participation. The overall goal of the campaign is to reduce the "ecological footprint" of the city through appropriate and realistic planning. It was seen that Local Agenda 21 would be one of the key areas of concern if the requirements of the RDP were to be met.

For the development of the Durban Local Agenda 21, the following targets needed to be met:

- preparation of a "state of the environment" report (SOE);
- public participation to determine environmental issues of concern to the broader (particularly disadvantaged) communities;
- establishment of a widely representative Local Agenda 21 Steering Committee;
- preparation of a widely accepted environmental strategy and action plan;
- regular environmental monitoring and auditing; and
- development of an environmental information system.

To date, corporate and community acceptance of the Local Agenda 21 has been secured and the SOE and public participation processes are currently in progress (expected to be completed by June 1995). Partnerships have been established with appropriate research organisations, notably the CSIR and the Institute for Social and Economic Research (University of Durban Westville). These organisations will support the environmental branch of the urban development section of the city council which will be responsible for the Local Agenda 21 initiatives. The Steering Committee has been convened.

Key areas which need to be addressed to support the initiative are human resource development, institutional capacity building, administrative restructuring and a review of current legislation affecting environmental management at the local and metropolitan level.

The success of the Agenda 21 initiative will require that all nine service units of the city accept their roles and responsibilities. External audits will be conducted against the environmental goals established in the management strategy.

The overall goal of the effort will be to produce a comprehensive metropolitan environmental policy and action plan. The initiative recognises that the following are necessary to accomplish its objectives:

- a broad, open and participatory consultation process that builds consensus into sustainable development strategies;
- a people-centred process that provides meaningful opportunities to develop partnerships for change at a local government level;
- the need to know and the right to know (that is, accurate information must be provided to the public at large and the active exchange of information and experiences actively promoted); and
- practical initiatives that address the basic environmental needs.

To date, Durban has leant a few key lessons. These include the need:

- for the establishment of a highly committed and motivated multidisciplinary team to drive the process;
- to involve partners in collaborative problem-solving/action-orientated task groups;
- to make lateral connections within city structures;
- for low levels of formalisation to prevent administrative red tape from slowing down the process;
- for flexible and adaptive structures;
- to build support among research bodies and NGOs; and
- to recognise that sustainable development is a consensus-building exercise.

In Johannesburg several Local Agenda 21 workshops have already been held to involve the relevant stakeholders. Other cities and towns, such as Stellenbosch, are becoming increasingly interested in embarking on similar programmes, although lack of funds appear to be a major stumbling block. Pretoria is presently developing a unique system to integrate all components of planning, development and environmental management.

5   GLOBAL STRATEGY FOR SHELTER IN SOUTH AFRICA

South Africa did not participate in the Global Strategy for Shelter (GSS) because of its isolation from the United Nations due to the policy of apartheid. However, many of the basic principles and strategies relating to the GSS have been either directly or indirectly recognised

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and applied in the development of South Africa's housing and related policies within the framework of the RDP (refer to Part C, Section I and III). It should be noted that the process that has been undertaken in South Africa in the formulation of South Africa's national housing strategy is broadly in line with the recommendations of the GSS.

The process of formulating the emerging housing strategy was spearheaded by the establishment of the National Housing Forum (NHF) in 1992. The initial impetus for the establishment of the forum resulted from the concern of a wide range of stakeholders about the violence within the hostels. It was recognised that the hostel crisis could not be considered in isolation from the living conditions of the hostel residents or from the broader housing situation. It was agreed that a forum structure would create the opportunity to inject into the South African housing debate legitimate policy options and workable proposals that were backed up by consensus among all the role-players. A range of other forums, such as the National Electrification Forum (NELF), the Local Government Negotiating Forum (LGNF) and the Standing Committee on Water Supply and Sanitation (SCOWSAS) also emerged, each playing a key role in addressing various aspects of sustainable human settlement development policies and strategies. During the transition period, the forums were the vehicles for various stakeholder groupings to have representation and make contributions into the strategic and policy formulation process.

In the housing sector, policy positions were developed through a process of bilateral negotiations between the Department of Housing and the NHF. Some of the key agreements included:

- land and services (appropriate disposal of state land; land identification, assembly and release; bulk service provision; equitable service provision and charges);
- end-user finance and subsidies;
- delivery systems and housing types (consumer education, housing consolidation process);
- institutional structures, roles and fund mobilisation (government spending, restructuring and rationalisation of institutions and focus on government spending and budget);
- restructuring the built environment;
- hostels (the establishment of the national and regional Hostels Coordinating Committees and the allocation of R325 million (US$ 92) for redevelopment initiatives in hostels); and
- other (community capacity building, community involvement in decision-making, education, training and empowerment)

The Global Strategy for Shelter: The International Context

In 1988 the United Nations General Assembly adopted the Global Strategy for Shelter (GSS) to the Year 2000, which identified a number of principles and strategies aimed at improving the delivery of shelter.

A fundamental principle of the GSS is that adequate shelter for all is possible only if it means affordable shelter sufficient to meet the climatic and cultural needs of the user. Another principle of the GSS is that national efforts to improve the performance of a country's shelter production and delivery system must be comprehensive to the extent that programmes aimed at the poor can operate effectively within the context of a national strategy that is aimed at the needs of all income groups.

The most important principle of the GSS called for a fundamental shift in the government's role in housing, from attempting to provide housing directly (a policy which has traditionally failed) toward an enabling role, which facilitates and supports both the formal and informal activities of the private sector in housing development. The role of government is to establish a legislative, institutional and financial framework for a national shelter delivery system that will enable the formal and informal business sector, non-government organisations, community groups and households to optimise delivery. Ultimately the enabling environment implies that the people, through community participation, will be given the opportunity to improve their housing conditions according to the needs and priorities that they themselves define.

The GSS encourages countries to establish national shelter strategies which go beyond the traditional line functions of government departments to include all key ministries that may be affected (directly or indirectly), development agencies, stakeholders and role-players. The process would involve reviewing shelter policies, redefining roles and responsibilities, stimulating action at all levels and establishing systems for improving strategic decision-making and monitoring. Other key activities would involve mobilising finance for shelter delivery in terms of financing infrastructure, housing construction, promoting investment in rental housing and establishing targeted subsidies. On the supply side, attention needs to be given to identifying and making land available for shelter, delivering infrastructure and stimulating the building-material and construction sectors.

One of the milestones resulting from the bilateral negotiations was the establishment of interim arrangements on housing subsidies. In November 1993, the Housing Arrangements Act (Act No 155 of 1993) was passed by Parliament, after extensive negotiations between the Department of Housing and the National Housing Forum.

This Act aimed to ensure that housing provision could proceed in the interim phase, while a detailed future policy was being developed and implemented. This Act set out the following:

- the establishment of a National Housing Board (with representation from housing suppliers, consumers and regulators) to advise government on issues of national policy;

- the establishment of four Regional Housing Boards in the four provinces, to adjudicate the allocation of funds to projects at the provincial level; and

- the amalgamation and joint management of housing funds and certain housing institutions of the former Own Affairs Administrations, by April 1994.

After the elections, the Housing Amendment Act (Act o 8 of 1994), made provision for the replacement of the four Regional Housing Boards with nine provincial Housing Boards. This was a further interim measure to extend the provisions of the Housing Act (Act No 4 of 1966), which did not apply to the ten former "homeland" areas, to all of South Africa, pending the formulation of a comprehensive new housing strategy, including institutional arrangements. This had the effect of extending the application of the new capital subsidy to the former "homeland" areas, inter alia.

After the democratic elections, the Department of Housing and the National Housing Forum agreed to establish eight Joint Technical Committees (JTCs). The JTCs have representation from both the aforementioned bodies, and each JTC was tasked with developing policy on a specific priority area of future housing strategy. These are:

- overall housing strategy;
- housing subsidies;
- retail lending initiatives and the provision of housing credit;
- institutional arrangements, fund mobilisation and the national housing budget;
- land and planning;
- hostels;
- sector efficiency and effectiveness; and
- rural housing policy and programmes.

All recommendations are referred to the National Housing Board to advise the Minister of Housing.

Since the elections the drafting of a comprehensive national housing policy was been the main activity of the Department of Housing, in consultation with the provincial representatives. A number of interactions culminated in the highly successful Housing Summit called by the then Minister of Housing and held in Botshabelo on 27 October 1994. The process of negotiation has continued and the draft White Paper on Housing was published for comment in December 1994. The draft White Paper is a progressive and highly regarded policy document which sets out the government's overall approach to the housing crisis in South Africa.

6   THE ROLE OF WOMEN IN DEVELOPMENT

Women and gender equality is a cross-cutting issue, which is relevant to all sections of the Country Report. A brief outline of the actions and processes taking place in South Africa in order to ensure that women have equal access to housing and urban development processes is outlined below.

6.1 The Importance of Women in Development

The role of women in development is a crucial one, and one that cannot be underestimated or overlooked. In South Africa women play a central role in meeting shelter and habitat needs, not only for themselves but also of their families. They are instrumental in providing a safe and healthy living environment for their family.

6.2 The Women and Housing Unit (WHU)

In South Africa a Women and Housing Unit has been set up in order to deal with the major constraints faced by women in the construction industry, especially around housing delivery and consumption. The goals and objectives of WHU are:

Goal: To ensure the involvement of women in decision making with regard to the housing process, policy and implementation.

<u>Actions:</u>

- To ensure the eradication of gender discrimination in existing legislation;
- To focus attention on the gender implications of housing development and assist with the preparation of gender sensitive policies on housing.

Goal: To provide training and capacity building for women, especially in the rural areas.

<u>Actions:</u>

Provision of training in the following areas:

- women's rights to housing
- divorce and property laws
- customary law and common law
- marriage and separation
- registration of a stand or house in a women's name
- property and inheritance
- second wives
- second marriages
- access to the courts
- constitutional and legal rights
- housing finance

- construction and production processes
- urban planning
- housing development
- project administration
- maintenance and financing
- participation procedures
- material selection
- layout and design of development projects

Goal: **To provide access to income generating activities for women in the field of housing.**

Actions:

- To provide specific training and job development for women in order to enable them to qualify for jobs within the settlements development field.

Present achievements:

(i)   In the Public Works Programme women are now employed in road construction projects;

(ii)   In the Water Affairs programmes (in Northern Province - Winterveldt project) women are employed as part of the water pipe and trench making units;

(iii)   Women are engaged in brick making programmes in rural areas (i.e. Northern Province).

We hope to engage more women in these areas as new areas of labour activities. The percentages must go up since women form a substantial percentage of the unemployed.

Goal: **To promote the right of women to own, inherit, control and sustain tenure of land and buildings, on an equal basis.**

Actions:

- To promote different forms of property control - sharing, cooperative, rental etc.;
- To ensure that customary laws do not prevent women from exercising their rights with regard to property.

Goal: To create innovative mechanisms for housing finance for women.

<u>Actions:</u>

- To ensure access to finance and lobby for the introduction of gender sensitive lending measures;
- To ensure equal access to credit for housing, infrastructure and income generating activities, for both men and women.

<u>Present achievements:</u>

(i)   In the Housing Subsidy Programme women have been accorded equal status and are now able to access housing subsidies as single parents, as long as they can verify that they have dependants in their care.

(ii)   Stockvels are used as financial resources to encourage savings for housing.

(iii)   The South African Homeless Peoples Federation runs a savings scheme that has empowered women financially.

(iv)   The Minister of Housing and Members of the Private Sector are trying to work out a financial scheme that could alleviate costs for Women engaged in home ownership.

Goal: To promote the participation of women in housing projects, from design through to the implementation stage.

<u>Actions:</u>

- To strengthen women's representation in the Regional Housing Boards;
- To strengthen women's participation at local government level and promote their engagement in community based development.

<u>Present achievements:</u>

(i)   The South African Federation of the Homeless has constructed many houses through its programme. In its membership of ±20 families, 85 - 95% are women.

(ii)   Their programme includes: design, training, construction, management, etc.

Goal: To build a network with other woman's organisation worldwide.

<u>Actions:</u>

- To make contact with and network with local, regional and international women's

organisations involved with women and housing.

Present achievements:

The South African Homeless Federation whose membership is 85 - 95% women has had contact with other International Organisations. Site visits and information exchange programmes include:

India Exchange Programs

The Federation has received two delegations from its partner organisation in India, NSDF/Mahila Milan. The visits from our Indian partners coincided with our meetings with the National Minister for Land Affairs and the National Minister of Housing. These visits took place in May and in June.

In April the Federation went on a historical visit to Bombay. They went with Land Minister Derek Hanekom and two members of his department. The Minister was in India as a special guest of Mahila Milan/NSDF. As a result of this visit our Indian partners developed close ties with the new government of Maharashtra and this led directly to the provision of land to the pavement dwellers in Byculla. The South African Federation can be proud that it has made a vital contribution to the land and shelter struggle of our comrades from the slums of Bombay. The South African delegation was made up of the national convenors, Patrick Magebhula, Patricia Matolengwe and Rose Molokoane, team leaders Shoes Mbanjwa, Alinah Mofokeng, Benedictor Mahlangu and Kanana settlement leader Pule Raboroko.

People's Dialogue/Federation were also represented on a Housing Ministry visit to India. Elridge Jerry accompanied the Housing Support Task Team on a two week visit to the whole country. This included a few days in Byculla with Mahila Milan.

Pakistan Exchange

Before coming to Bombay, Alinah, Benedictor, Shoes and Pule spent a week with the people of Orangi slum in Karachi, Pakistan. There they learn how the people of Orangi install and maintain their own sanitation system at one tenth the cost of professional contractors. Kanana settlement and neighbour Botshabelo in the Sebokeng area of Gauteng are likely to put these important skills into practice.

Sri Lanka Exchange

Pat Matolengwe and Shawn Cuff spent two weeks in Sri Lanka, attending an ACHR

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sponsored training programme on women and savings. It is possible that ties between the women's groups in Sri Lanka and the Federation will be strengthened. Pad and Shawn were accompanied by Okkie Peterson head of RDP office in Mpumalanga province.

International Team Visits

The Federation's support team of international Housing professionals paid two visits and Leonardo Passina of Brazil came to join the meeting with the Land Affairs Minister. They also visited Oukasie, JCC Camp, Victoria Mxenge and Kanana. Later Sheela Patel and Diana Mitlin came to participate in our first ever meeting with Sankie Mthembi-Nkondo, the new Minister of Housing.

While in South Africa the International Team advised Utshani Fund and assessed the progress of the Federation.

Namibia and Zimbabwe

The Federation has started savings schemes in Victoria Falls, Zimbabwe. This was the result of an exchange program to Victoria Falls and Katima Mulilo (Namibia) in March this year. The members of the exchange were Vusi Nsuntsha and Violet Mawela. Just recently Victoria Falls squatters were evicted from their shacks. This resulted in widescale rioting and arrests. Contact with the saving schemes has been broken. A team will visit Vic Falls in the next month to assess the situation.

Two groups from Namibia Housing Action Group came to South Africa earlier this year. The first group visited Piesang River and the second group visited Oukasie. They intend to start saving schemes in their country.

Exploring the Possibility of North-South Exchanges

In the beginning of the year Mama Iris and Vusi Nsuntsha went to Scotland to make contact with homeless groups in the UK. In August Patrick and Joel went to Northern Ireland for the same purpose. The outcome was to advise the UK groups to start local level networking in a minor way, build a support structure and then explore links with the South. People's Dialogue is involved in these explorations along with NSDF and the Ornagi Pilot Project.

Goal: **To include men who are willing to work towards ensuring that women benefit from the housing process**

Goal: **To promote research and development on women's roles and contribution to the development process**

<u>Actions:</u>

- The development on a set of gender-specific indicators for measuring development and the impact that development has on women and what women contribute to development;
- Promoting Research and development into "gender sensitive tools" for planning.

7   BEST PRACTICE

The objective of "Best Practice" is to identify actions which could serve as useful models from which others could learn, and which they could adapt to their own circumstances. "Best Practice" refer to actions, initiatives or projects which have resulted in tangible and measurable improvements in the quality of life and living conditions of people in a sustainable way. Candidates for "best practice" must meet three criteria that conform to the guidelines established by the UN for the Habitat II process.

Criteria for Best Practice

1   Direct positive impact on the living environment in at least one of the following areas:

- alleviation of poverty and job creation;
- reduction of pollution and improving environmental health;
- affordable housing and services;
- extension of safe water supply and sanitation;
- crime reduction and prevention;
- improved access to public transport and communication;
- inner-city core revival and rehabilitation;
- improved disaster mitigation, preparedness and redevelopment;
- access to land and shelter; and
- better opportunities for children and families.

2   Involve at least two or more of the following actors:

- local government;
- national/central government;
- NGOs/CBOs;
- private sector;
- international agencies; and
- media.

3   Be sustainable, notably in bringing about lasting changes in at least one of the following:

- legislation, by-laws or standards;
- social policies and strategies;
- decision-making processes and management practices;
- governance and partnerships; and
- revenue utilisation and allocation.

7.1 South African candidates for Best Practice

Due to South Africa's late entry into the Habitat II process, little has been done to establish a rigorous "Best Practice" campaign in South Africa. However, during the National Workshop and the four city/metropolitan workshops that were held as part of the Habitat II process, requests for Best Practice submissions were made. Additional requests were also included in the letters of invitation in respect of the city/metropolitan workshops, which reached at least 700 individuals. There has also been considerable "word of mouth" dissemination of information related to both Habitat II and "Best Practice". In the interim a number of potential candidates for "Best Practice" have been identified, based on discussion during the course of the National Workshop and city/metropolitan workshops. However, the responsibility for submitting Best Practice to the UN lies with those involved in the initiatives or projects. Given that a general awareness of the nature of "Best Practice" has now started to develop in South Africa, it is confidently expected that future participation will be more vigorous.

The following Best Practice proposals have been submitted to the UN:

- The Serviced Land Project (SLP), Cape Town;
- Duncan Village Special Presidential Project, East London;
- "From squatter camp to entrepreneurial self-governance", which is about Orange Farm near Johannesburg;
- Community Information Resource Centre (CIRC) in the Gauteng province;
- "Village Cluster Approach to Urban Design".

The Serviced Land Project were selected to make a presentation at the Dubai conference on Best Practice.

Details regarding these candidates appear in Annexure 4.

8   PRIORITY ISSUES

The base document of the RDP establishes the priority issues that need to be addressed at a national level. Part of the activity around the city/metropolitan workshops was to determine what the key issues were at the local level and how they related to the national initiatives. The following issues emerged as high priorities:

- The roles and responsibilities of the various tiers of government are not clearly defined. There is uncertainty at the provincial level and more particularly at local authority level as to what responsibilities will be devolved to the provincial governments and, in turn, what powers and duties will be devolved to local authorities. This has inhibited strategic planning and implementation of projects at both levels. For example, some local authorities are eager to be actively involved in housing provision, but they are constrained by a lack of clarity as to what they will be allowed to do since housing is a provincial issue. Others are unsure as to whether they have a role as a housing developer or a housing facilitator. This "policy vacuum" is compounded by a lack of communication between the various authorities.

- Legitimate local government is still being established and many officials believe that their ability to perform their duties effectively will be constrained until after the local government elections. Even though there are interim arrangements in the form of TLCs and TMCs, these have been only recently formed and are not running as effectively as might be desired. One of the reasons for this is the short period that the TLCs and TMCs have had to acquaint themselves with local government matters. Another is the difficulty they experience in influencing circumstances on the ground in the local government scene because of budget constraints. These budget constraints

refer to the fact that the existing budgets, prepared before these councils came into being, are largely committed to projects. In addition, these new councils will only be in power for four months of the new financial year with the result that they would have little time to implement any decisions they make take in line with the new budget. Although these councils will therefore show limited results during their term of office, they will nevertheless play a meaningful role in facilitating a smooth transition process for local government.

Note: The local government elections were held on 1 November 1995. All of the issues raised under this aspect are therefore not necessarily relevant any more.

- <u>Densification/intensification</u> strategies are being pursued by many cities throughout the country to limit the extent of urban sprawl. Initiatives in this regard have been hampered by the national housing subsidy scheme which appears to support the culture of "one person, one plot". There is a need for cross-subsidisation of low-cost housing within cities and the subsidisation of a greater diversity of housing forms.

- <u>Environmental</u> issues are often down-played within many cities and are not always considered an important element of the development process. This is largely a result of a past which saw urban environmental initiatives focus on "green agenda" (issues such as the development of open spaces and the mining of Table Mountain) rather than "brown issues" linked to development (e.g. the provision of clean water, energy efficient housing). The latter shortfall is now being addressed through vehicles such as the RDP and Local Agenda 21 mandate.

- <u>Local Economic Development (LED)</u> is seen as critical to the success of urban development. Many of the cities and towns are dependent on a single or limited economic base which makes them extremely vulnerable to economic trends and the poor often do not have a stake in that economy. In some areas, for example in the Eastern Cape, the economic conditions are so severe that it is felt that one needs to address poverty and create employment before any meaningful development can take place with regard to housing and services.

- <u>Rural settlement and the rural/urban interface</u> need to be addressed as important components of any urbanisation strategy. Increased migration to large urban centres may occur if small towns are not developed. There is a distinct lack of coordinated policies and strategies related to rural settlements and the rural/urban interface. Little is being done to develop the settlements that are located on the urban periphery, and people therefore gravitate to the urban core. A few policies are in place such as the land reform pilot projects of the Department of Land Affairs, and land restitution and

demarcation boards. However, there is as yet no overall integrated approach to rural development.

- <u>Participation, enablement and capacity building</u> are areas that still need to be adequately addressed by many local government officials and development professionals. There is extensive lip-service to such activities, but limited action. In some respects, the national housing subsidy scheme encourages the formation of social compacts and promotes the participation and enablement of communities. It is recognised that local level negotiations are important to the community and this is considered an essential component of development activities, even though it often tends to slow down the delivery process. The cost of participation cannot be ignored and should be budgeted for separately and not as part of projects. It is important that a development ethic is developed which gives priority to participation, enablement and capacity building.

- <u>Social development</u> in terms of the provision of social facilities, such as for health and education.

The above issues are intended to convey some of the key areas of concern at local level as expressed during the city/metropolitan workshops, and not to paint a comprehensive picture of the development needs at the local level. However, they do represent areas which, if adequately addressed, could establish a workable framework for development initiatives.

PART C: THE COUNTRY PLAN OF ACTION

SECTION I: OVERALL POLICY - THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME

The Reconstruction and Development Programme (RDP) is the key driving force in South Africa's post-apartheid reconstruction and development, and the degree to which various policies and strategies synchronise can be ascribed to the influence of the RDP. As a first key step in kick-starting the RDP, lead programmes or Presidential Projects were identified to launch the key programmes.

Criteria for selecting Presidential Projects of the RDP

- high impact on the communities they serve;
- empowerment of these communities;
- economic and political viability and sustainability;
- job creation;
- provision of basic needs;
- training and capacity development;
- affirmative action with respect to gender and race;
- visibility;
- transparency;
- potential to leverage funds from old priorities by requiring departments to provide matching funds from their budgets and to carry all recurrent costs (only in very exceptional cases will recurrent costs be funded); and
- some existing capacity to start implementation.

RDP Special Presidential Projects

1 Land restitution
2 Land redistribution
3 National capacity building
4 October household survey
5 Electrification
6 Small scale farmer development
7 Primary school nutrition scheme
8 Land Reform Pilot Projects
9 Urban investment planning team
10 Provincial project preparation facilities
11 Rural community water and sanitation provision
12 National literacy campaign
13 Culture of learning
14 Statistics council
15 Clinic building programme
16 National public works programme
17 National urban reconstruction and housing agency
18 Extension and upgrading of municipal services
19 Free health services
20 Special presidential projects on urban renewal
21 AIDS awareness and prevention campaign
22 Transfer of funds to provinces

The following were added to the twenty-two initial Presidential Projects

23 Youth Development Centre at Vryheid
24 National Information Project
25 The creation of a National E-mail System
26 Masakhane Campaign

The RDP White Paper indicates the role of various national ministries in the RDP, as well as their relevant policies, programmes, targets, institutional reforms and legislative programmes. Interdepartmental committees are therefore a mechanism to ensure integrated planning and development of policies between government departments. Interdepartmental task teams have been established in the following areas:

- human resource and capacity development;
- urban development; and
- rural development.

Further task teams will be created as necessary. The task teams' briefs are to:

- facilitate cooperation and integration of planning and implementation between government departments and with all levels of government;
- develop methodologies to facilitate policy formulation;
- advise on implementation of programmes;
- monitor the implementation and impact of integrated strategies; and
- advise the Special Cabinet Committee on the RDP regarding strategic priorities.

The real implementation of the RDP, however, is seen to be at the second and third tiers of government at provincial and local government levels. The devolution of powers to the provinces and the successful completion of local government elections in November 1995 has served to provide a significant impetus for the implementation of the RDP.

The RDP, therefore, clearly serves as a focal point around which redirection of projects and structures is taking place. The Presidential Projects within the RDP reach down to the city and local level. The Special Presidential Projects on Urban Renewal, especially, although a national initiative, were developed at city and local level and included in the RDP since they fulfilled certain basic criteria (as indicated above). These projects were developed at city and local forums, as well as by development trusts and some emanated from city and local authorities themselves. The implementation of many of the national policies and strategies outlined in this report also relies on city and local level expertise.

The programmes and projects for which the Urban Development Task Team and the Rural Development Task Team are responsible, and which are relevant to this report, are explained in more detail in the following section on "Urban policy and strategy".

SECTION II: URBAN DEVELOPMENT POLICY AND STRATEGY

The Urban Development Strategy outlined in this section is based on the discussion document prepared by the Urban Development Task Team (UDTT) of the RDP. It provides an overview of the state of current policy development, focusing on the Urban Vision and Strategic Goals, a plan for implementation and the key programmes to implement the plan.

1   Urban Vision and Strategic Goals

The government's vision is that, by 2020, the cities and towns will be:

- based on integrated urban and rural development strategies;
- leaders of a globally competitive national economy;

- centres of social and economic opportunity for all;
- free of racial segregation and gender discrimination;
- managed by accountable, democratic local governments;
- planned in highly participative fashion;
- marked by good infrastructure and services for all;
- integrated centres which provide access to many physical and social resources; and
- environmentally sustainable.

Emanating from this vision the government has set itself seven strategic goals:

- to create efficient and productive cities with less poverty and sustained by dynamic economies;
- to reduce existing infrastructure and service disparities;
- to provide better housing and shelter and greater security of tenure for urban residents;
- to encourage affordable growth of local economies;
- to tackle spatial inefficiencies, especially the mismatch between where people live and work;
- to improve the quality of the urban environment;
- to transform local authorities into effective and accountable government institutions; and
- to establish safe and secure living and working environments.

The Urban Development Strategy aims to remake South Africa's towns and cities by coupling priorities for action to core policies. It is based on the principles of the Reconstruction and Development Programme, practicable in that it addresses the real interests of those living and working in urban areas and progressive in two senses (I) it tangibly aspires to urban reform and (ii) it is forward-moving.

2   Implementation

The Urban Strategy will be implemented as a joint effort between various government departments, the different levels of government and through partnerships with the private sector and community interests, with the following emphasis:

- Stabilisation (Immediate): focusing on critical backlogs, the restoration of infrastructure services, and the formation of governance capacities through effective government and vibrant social society;
- Consolidation (Intermediate): cementing an integrated package of planning, housing, land, transportation, infrastructure, economic development and social policies and programmes;

- Managing Urban Growth and Development (Long-Term): moving towards realising the Urban Vision after the year 2000.

There are five mutually-reinforcing action areas for the Urban Strategy:

2.1 Integrating the Cities and Managing Urban Growth

The goals are to integrate the cities and towns, including a special focus on rebuilding the townships; create more jobs, housing and urban amenities through integrated development planning; reduce commuting distances between the workplace and residential areas; facilitate better use of under-utilised or vacant land; introduce environment-sensitive management of development; and to improve urban transport, especially public passenger transport.

Key elements in this strategy are (I) Urban Land Policy and the Urban Planning System (ii) Urban Transportation and (iii) Environmental Management.

2.2 Investing in Urban Development

Investment will aim at upgrading existing and constructing new housing; restoring and extending infrastructure services; alleviating environmental health hazards; encouraging investment; and through providing job opportunities and social and community facilities. The Municipal Infrastructure Investment Framework (MIIF) sets out the key policy framework for achieving these goals.

Major initiatives in this regard are the Masakhane Campaign, the Special Presidential Projects or Integrated Projects on Urban Renewal and the National Housing Programme.

2.3 Building Habitable and Safe Communities

This action area pursues human and social objectives as much as economic and physical development. The social objectives will concentrate on social development through making development community-based and ensuring social infrastructure in the areas of health, education, sport and recreation, social security in the form of, among others, social grants, child and family services, provision for the aged and disabled, job creation initiatives, and maintaining safety and security through addressing socio-economic conditions which have been underpinning crime and violence and also pursuing security force/community initiatives to tackle the problems of crime and violence.

2.4 Promoting Urban Economic Development

Attention must be focused on enhancing the capacity of the urban areas to generate greater economic activity; to achieve growth and competitiveness, and to alleviate urban poverty; and to maximise direct employment opportunities and the multiplier effects from the implementation of urban development programmes. Assertive Local Economic Development (LED) strategies need to be instituted to achieve all of this.

2.5 Creating Institutions for Delivery

The institutional implications of the Urban Strategy are far-reaching and challenging. Significant transformation, change and capacity building are required. The public sector requires more goal-orientated and better monitoring management and development-focused priority setting as well as improved interdepartmental and inter-governmental coordination. It also requires a partnership between the public and private sectors and communities. The transformation of local government within the wider context of public sector transformation will be of major significance. The strategy outlines the roles of key roleplayers, and the central government will seek to open the way for other levels and the private sector to perform their roles effectively.

3 Programmes

The above action areas will be implemented through certain key programmes. The initial emphasis will be on urban stabilisation, with urban consolidation receiving more emphasis in time. It is envisaged that these programmes and projects will eventually be incorporated into the budgets of government departments and provincial governments, as well as into those of city and local authorities. The key programmes and projects are discussed in the following subsections.

3.1 Special Presidential Projects on Urban Renewal

The purpose of the Special Presidential Projects on Urban Renewal of the RDP is to kick-start development in selected, highly visible urban areas, focusing on violence-torn communities and communities in crisis. The projects are intended to provide infrastructure, housing, community facilities, job creation, environment and recreation facilities in an integrated way, in communities selected according to predetermined national criteria. These projects are furthermore intended to facilitate non-racial and democratic local government.

The Special Presidential Projects on Urban Renewal are being planned and developed in terms of an integrated Business Planning concept which is designed to coordinate the activities of

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the relevant role-players, provide an opportunity to create a programme of urban renewal and to provide provincial administrations with an important learning experience. An important feature of these programmes is the principle of "gearing" - a project is expected to obtain funding to an equal amount of that provided by the RDP (i.e. a 50/50 ratio between RDP/other revenue sources). In many cases the other revenue from other sources, making up the total budget for a project, can make up a considerably higher ratio of the total budget. This is particularly the case with the projects in Katorus, Cato Manor and the Serviced Land Project.

The Special Presidential Projects on Urban Renewal involves a dynamic process whereby projects for inclusion as Special Presidential Projects are continually being considered, while Business Plans for the various projects are simultaneously being evaluated. Further projects can therefore be expected to be established in each of the provinces.

Annexure 5 provides a brief summary of the planning and nature of the projects which have so far been identified within the various provinces.

3.2 The Urban Infrastructure Investment Programme

This programme's objective is to facilitate the development of city and local infrastructure investment plans. The ultimate aim is to enhance the efficiency of the urban sector. This programme will play a role in:

- the alleviation of poverty by providing access to at least minimum levels of infrastructural services;
- creating economic opportunities since infrastructure capacity is strongly linked to economic output;
- promoting spatial efficiency by facilitating the mobility of households and businesses and fostering the development of an economic base in those townships which form an integral part of a growing urban fabric;
- enabling the establishment of viable housing markets, by providing basic infrastructure and services, as well as the release of new land to enable investment in such infrastructure and services.

The financing and delivery of infrastructure will be a primary determinant of the productivity of cities, especially in view of the link between infrastructure and the efficiency and equity of the urban sector. The programme is proceeding through three phases.

Phase 1 involved the preparation of a report, the "Municipal Infrastructure Investment Framework" (MIIF), which provides a comprehensive perspective on South Africa's

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metropoles, cities and small towns. Phase 2 will involve the writing of an "Implementation Manual" which will serve as a hands on guide for local and provincial authorities when preparing local infrastructure programmes. Phase 3 involves implementing the Programme.

3.3 The Rehabilitation and Extension of Municipal Services programme

The Rehabilitation and Extension of Municipal Services programme within the RDP seeks to achieve its objectives through the following two sub-programmes:

- the rehabilitation of infrastructure systems and facilities that have collapsed to ensure the provision of basic municipal services;
- the extension of infrastructure systems and facilities to provide basic municipal services to new areas;

This programme is also underpinned by:

- the creation of institutional and financial capacity to operate and maintain new and restored areas (the Masakhane Campaign); and
- a communication campaign to promote the establishment of legitimate, democratic, economically viable and sustainable local government.

The rehabilitation and extension of municipal infrastructure relates to dedicated local government functions, and therefore only certain aspects have been identified as project categories. These are water, electricity, public transport, roads and storm-water, refuse removal, sewerage, land development (industrial, commercial and residential), community facilities (libraries, development of open spaces, sports facilities, community halls, beaches and swimming pools), health care, cemeteries, fire protection, arts and culture, institutional capacity, environmental protection and traffic control.

An important part of the success of this programme is the creation of institutional and financial capacity to operate and maintain new and restored areas at city and local level. This is pursued through the Masakhane Campaign, which is discussed elsewhere in this section as well as under the section dealing with housing policy and strategy.

Business plans for the overall programme have been developed for all the provinces, and R800 million (US$ 225.37 million) has been approved for this programme for the 1994/95 and 1995/96 fiscal years. The provinces have provided city and local authorities with standardised application forms so that they can apply for funding to address local priorities that fall within the Extension of Municipal Services programme.

3.4   The Masakhane Campaign

The Masakhane Campaign ("let us build each other") is part of the government's drive to normalise governance and the provision of basic services at the local level. It is also discussed further in this report as one of the key programmes within the national housing policy and strategy. It has a wider developmental purpose which is particularly relevant within the Urban Strategy, in that it approaches its challenge in a fundamental way by addressing institutional, financial and other practical issues as part of a strategic work programme.

Specific initiatives relevant to the Urban Development Strategy are:

- a Local Government Training Fund for the training, inter alia, of councillors, electoral staff and local authority personnel within the new local authority structures;
- Provincial Committees for Local Government, to perform their duties in terms of the Local Government Transition Act, 1993;
- the empowerment of civil society, by financing projects initiated by non-governmental organisations (NGOs); and
- the enhancement of institutional capacity.

3.5   Local Economic Development programme

The Local Economic Development (LED) programme is aimed at encouraging private investment, creating jobs and enhancing incomes and levels of affordability at the city and local level by:

- restructuring local economies in response to changes in the national and international economy;
- expanding employment opportunities and enhancing the local tax base; and
- mobilising public, private and community resources for development at neighbourhood level.

It is envisaged that the partnerships, in the form of Local Economic Development Forums (LEDFs), will be drawn from a wide range of role-players, from the private and public sectors, NGOs, government at the national level, and especially from city and local authorities.

This LED programme entails:

- promoting an understanding of local economic development, of the potential role of

local development partnerships, and of how those partnerships might promote development;

- the identification and implementation of development projects; and
- the formulation of longer-term development strategies.

To make an immediate start on the promotion of urban economic development, the policy formulation and programme design process is currently housed with the LED Workgroup of the Masakhane Campaign. The LED Workgroup is currently completing a Position Paper on LED.

3.6 National Urban Reconstruction and Housing Agency (NURCHA)

The overall aim of NURCHA is to expedite housing delivery in the short and medium term within the metropolitan areas of South Africa for low-income households with a monthly household income of less than R1 500 (US$ 423). NURCHA will resolve project or programme specific barriers, blockages or risks, through direct assistance by funding the necessary expertise or by reducing the risk exposure of providers of working capital or home loans. In the short-term, NURCHA will intervene in appropriate housing projects by providing grants and guarantees to facilitate immediate delivery.

3.7 Project Preparation Facilities

Project Preparation Facilities (PPFs) are being established in the provinces to give them the capacity to plan projects with community involvement at the city and local level. The facilities would play a role in the rapid preparation and monitoring of the Presidential Projects, and act as change agents in the process of managing the transformation of provincial, city and local administrations to RDP objectives.

The purpose of PPFs is to ensure that the RDP becomes the normal business of government at all levels. They seek, through the RDP units in each province, to facilitate rapid evaluation and monitoring of the Presidential Programmes, act as change agents, and ensure that the interface between state and society is broadened. The latter would include:

- participatory workshops at the city and local level aimed at developing, comparing and evaluating methodologies for community involvement in planning, development and implementation;
- institutional development processes; and
- formal certificated training.

Business plans for the various provinces have been approved and are at various stages of

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implementation.

3.8 The Forum for Effective Planning and Development

This Forum has been established to reappraise and reform the urban and regional planning system in South Africa. It includes the Members of the Executive Councils (MECs) responsible for development planning in each of the nine provinces, the RDP coordinators from each provinces, the Ministers of Land Affairs, Housing and the RDP and their representatives as well as technical advisors.

3.9 The Development Facilitation Act

The Development Facilitation Act is discussed under the Section dealing with housing policy and strategy. Its immediate objective is to expedite the land delivery and development process. As such it is also important to the Urban Strategy, particularly since this Act marks the start of a further process for the restructuring of urban and regional planning in South Africa.

SECTION III: HOUSING AND SHELTER POLICY AND STRATEGY

Policy formulation in respect of housing and shelter has advanced to the stage where the government has released the White Paper on Housing and the Development Facilitation Act. This section is based primarily on these documents, on policy developments flowing from them, as well as on relevant developments within the RDP policy framework.

1 National housing vision and goal

Housing is defined as a variety of processes through which habitable, stable and sustainable public and private residential environments are created. This recognises that the environment within which a house is situated is as important as the house itself in satisfying the needs and requirements of the occupants.

The national housing vision of South Africa, as expressed in the White Paper on Housing, is to establish viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities and social amenities, within which all South Africa's people will have access, on a progressive basis, to:

- a permanent residential structure with secure tenure, ensuring privacy and providing adequate protection against the elements; and

- potable water, adequate sanitary facilities including waste disposal, and a domestic electricity supply.

The national government's goal is to:

- increase housing's share of the total state budget to 5%; and
- increase housing delivery on a sustainable basis to a peak level of 350 000 units per annum, within 5 years.

The following points of departure are believed to be fundamental to achieving the housing vision and goal:

- the sovereignty of the constitution is recognised;
- housing is viewed as a basic human right (refer to the White Paper on Housing);
- the state has a role to play in implementing policies that will redress imbalances in the distribution of wealth, and in creating conditions conducive to the delivery of houses;
- development should be people-centred, the development process should be driven from within communities, and particular attention should be paid to ensuring a full and equal role for women;
- individuals have the right of freedom of choice in satisfying their housing needs; and
- no discrimination will be allowed, especially in respect of gender, race, religion or creed;

From a South African perspective, people who stay in squatter shacks which can hardly be regarded as a home in the true sense of the word, are included in the number of homeless persons.

Land is particularly important in the housing context. It is therefore considered important that national policy on land development and land-use control should include the following objectives:

- accord equal status to all valid housing processes;
- provide the best possible security of tenure for individuals, families and groups, development agencies and businesses and others who have investments in the land;
- deliver land for housing at the required rate and scale;
- limit the costs of and the time taken to hold and develop land;
- be sustainable;
- be transparent;
- lead to the establishment of adequate land-use control systems for new residential settlements; and

- be open and accountable in terms of the public sector administration of the local development process.

2 Underlying policy approaches and considerations

The following approaches and considerations underly the government's housing strategy.

- Housing is a means of economic empowerment. Government housing policies and strategies will be directed at enabling and supporting communities to mobilise towards participating in the satisfaction of their own housing needs in a way that maximises the involvement of the community and the private sector and leads to the transfer of skills to, and economic empowerment of, members of the community, especially women.
- Sustainability and fiscal affordability will be maintained. The housing process must be economically, fiscally, financially and politically sustainable in the long-term. This implies balancing end-user affordability against the standard of housing.
- The need to create sustainable humane living conditions in state and privately owned hostels throughout the country, and to ensure the re-integration of these hostel communities into the surrounding community is recognised.
- The special needs of women, the youth, disabled people and the elderly are recognised.
- Rural housing will be given attention and the aim is to achieve a balance in emphasis between urban and rural policies and strategies.
- Measures to protect the rights of consumers and to inform them on the technical, legal and financial aspects of housing are acknowledged to be critically important.
- The importance of monitoring mechanisms for key interventions, and for ensuring that responsible authorities should account for performance against agreed performance indicators, is recognised.

3 Strategy and implementation

The government's overall approach to the housing challenge, and to ensuring housing delivery as set out in its national vision and goal, will be pursued through the following key strategies and substantive approaches:

- Stabilising the housing environment
- Supporting the housing process
- Mobilising savings and housing credit
- The Housing Subsidy Scheme
- Land and the Development Facilitation Act

- Institutional arrangements
- Coordinated development.

These are discussed in the following sections.

3.1 Stabilising the housing environment

In many areas where the public and private environment has deteriorated and to a large extent collapsed, conditions are not conducive to investment and the process of turning such situations around will primarily rest with the community and the local authority involved.

The Mas[...] et us build together") is one of the Governm[...] mation and action campaigns for 1995. It was lau[...] to demonstrate delivery resulting from South A[...] ople to participate in building their communit[...], service charges and bond instalments, and by a[...] ep of their schools, clinics and other communit[...] r will be encouraged to re-engage and re-invest i[...] ch it has withdrawn. The government will evalu[...] lucive to viable development, provide subsidies a[...] edit is required. (i.e. where the public environme[...]

3.2 Su[...]

Households access housing at a level commensurate with what they can afford. Given the low incomes of the majority of South Africa's population, the establishment of housing support centres is being considered. These mechanisms may include providing assistance and support to individuals, communities and prospective home owners in the form of planning assistance, quantification and costing of materials, contracting and supervision. The objective is to facilitate the establishment or directly establish a range of institutional, technical and logistical housing support mechanisms, to enable communities to improve their housing circumstances on a continuous basis.

The government has also discussed aspects related to supporting the housing process with missions from the United Nations Centre for Human Settlements, and with the Housing and Urban Development Corporation (HUDCO) of India.

3.3 Mobilising savings and housing credit

Available and accessible credit is a cornerstone of a sustainable housing delivery process. However, there is a general declining trend in personal savings. The government is actively seeking to reverse this trend.

Interest charges form a large component of the monthly repayments on a mortgage loan. Fluctuating interest rates have in the recent past resulted in foreclosures when instalments become unaffordable. A Fixed Instalment Mortgage instrument is being considered by the mortgage lending industry, which may carry a higher interest rate in accordance with normal commercial principles.

A National Housing Finance Corporation will be established to unlock housing finance at the wholesale level at scale and on a sustainable basis. It is envisaged that this Corporation will (1) act as an agency of government (2) act as an agency of the National Housing Board and (3) be a para-statal business corporation. Non-traditional lenders such as various parastatal and non-government organisations currently have limited capacity to provide credit. However, the important role of this sector (e.g. to grant small loans) is recognised and its expansion will be part of the mandate of the National Housing Finance Corporation.

The issue of housing finance in rural areas is also being addressed.

A Record of Understanding has been reached between the government and the Association of Mortgage Lenders (which represents the major financial institutions that provide mortgage finance). This agreement will result in large-scale resumption of lending on a transparent, accountable and sustainable basis, starting with a target of about 50 000 loans during 1995/6 at the lower end of the market (loan sizes of as little as R10 000; US$ 2 817) and increasing to 100 000 loans per annum by 1999.

To draw the major banks into the low-income mortgage market on a large scale, government has introduced a Mortgage Indemnity Scheme to protect the banks against non-commercial risks that are beyond their control. Because of mass bond boycotts and a breakdown in law and order banks are holding large portfolios of repossessed properties. Where this breakdown in law enforcement is the partial or sole cause of a financier not being able to secure beneficial, vacant possession of a property, part or all of the holding costs of such properties will be taken over by the Mortgage Indemnity Fund, and such properties will be purchased outright after three years if conditions do not improve. The government and participating mortgage lenders have jointly established a service organisation (SERVCON), which specialises in assisting individuals who experience difficulty in meeting their obligations under existing loans.

The construction industry has also established a National Home Builders Registration Council to monitor and self regulate the performance of contractors. The government provided the financing required to facilitate its establishment. The aim is to ensure a minimum standard of housing construction thereby affording protection to both the buyer and to mortgage lenders. The mortgage lenders have indicated that they will not grant mortgage finance for a new dwelling constructed by builders who are not registered with this Council. The Council has started to register builders of houses costing less than R65 000 (US$18 311), and intends expanding the scope to R250 000 (US$ 70 428) early in 1996. A Standard Home Builder Warranty is also being established by the National Home Builders Registration Council to protect consumers against defective workmanship and products, coupled to a Warranty Fund. Problems are experienced because many South Africans have low levels of awareness and understanding of the technicalities of housing and housing finance. A National Housing Education Fund is under consideration to address this problem.

3.4   Housing Subsidy Scheme

The government has devised a comprehensive Housing Subsidy Scheme. Subsidy programmes within this Scheme will be balanced between project based and individual subsidies to ensure scale of delivery on the one hand and the development of a diversified primary and secondary demand for housing by individuals, groups or communities exercising maximum freedom of choice. Hidden subsidies have been avoided.

The subsidy levels for both the individual subsidies, designed to provide the highest levels of assistance to the poorest segments of the community, are indicated in Table 3.

Table 3: Subsidy-levels for individual subsidies		
Spouses' joint monthly income	Subsidy (R)[1]	Subsidy (US$)[2]
R0 - 800 (US$ 0 - 225)	R15 000	$4 226
R801 - 1 500 (US$ 225 - 423)	R12 500	$3 521
R1 501 - 2 500 (US$ 423 - 704)	R9 500	$2 676
R2 501 - 3 500 (US$ 704 - 986)	R5 000	$1 409
1) Adjustable by up to 15% (on an area, not project, basis) at the discretion of the relevant provincial housing board, for locational, topographical or geotechnical reasons. 2) Based on the average R/US$ exchange rate for 1994 of 3.5497		

The subsidies currently available under the Housing Subsidy Scheme are briefly discussed.

3.4.1 Individual ownership subsidies

These subsidies enable beneficiaries to acquire ownership of a residential property for the first time. Two types of subsidies are available namely;

3.4.1.1 Project-linked subsidies

The project-linked subsidies has been in existence the longest of all the subsidies under the Housing Subsidy Scheme. It was implemented on 15 March 1994. This subsidy meets the criteria of transparency, ease of budgeting, and fiscal discipline as well as providing the individual with the maximum freedom of choice and benefit.

Beneficiaries can buy homes in large projects approved by the Provincial Housing Boards - where the principle of economy of scale serves to maximise the benefits, in terms of housing products, from the subsidy amount. A developer (who may be a conventional developer, community trust, local authority etc.) must apply for approval of a housing project to the Provincial Housing Board, one in each of the nine new provinces (Eastern Cape, Free State, Gauteng, KwaZulu-Natal, Mpumalanga, Northern Cape, Northern Province, North West and Western Cape). The criteria on which project approvals are based are the following:

- a social compact that includes all key stakeholders should be entered into;
- a clear housing need should be demonstrated;
- the project should promote holistic development, and cater for community self-management;
- the project should be sustainable and it should have the potential to create employment, adhere to minimum health and safety standards, and be affordable to the target community;
- planning and design should be done well and the environmental impact taken into account; and
- the project should be technically feasible.

Other issues that are considered are replicability, accountability and gearing of public resources, the capacity of the relevant local authority, the socio-economic multiplier effect, the degree of choice afforded to beneficiaries and value for money.

The Housing Subsidy Scheme was significantly enhanced in November 1995 when a progress payment system on project linked subsidies were approved. The progress payment system makes provision for the part payment of project linked subsidies in the following stages:

- The engineering design fees on local authority approval of engineering designs and

specification;

- Town planning and survey fees on approval of a general plan by the Surveyor General;
- Total service site cost on local authority's hand owner certificate for engineering services?
- A specified amount on transfer of each property to a beneficiary;
- The remainder of the subsidy amount on completion of the top structure.

The progress payment system will enhance a developer's cash flow and reduce his holding costs.

3.4.1.2   Individual subsidies

These subsidies enable beneficiaries to acquire existing homes on a property constructed as part of a project which has not been approved by the National Housing Board.

The individual subsidy is aimed at giving persons access to housing subsidies on an individual basis in order to acquire ownership of an existing property, or a property not located within and approved project. A person can also buy a serviced site and construct his or her own top structure. This subsidy could be utilised in two ways:

- non-credit linked where a person uses only the subsidy amount to acquire a property; or
- credit-linked where a person also obtains a home loan from a mortgage or non-traditional lender in order to buy a property. In terms of the credit-linked subsidy, a person who cannot afford to pay the required deposit and other fees will be afforded the opportunity to enter into a savings plan with the relevant mortgage lender in order to save the deposit and other fees.

Individual subsidies are approved in quarterly tranches on a first come firsts served basis.

3.4.2   Consolidation subsidy

This subsidy is available to persons who previously received State financed serviced sites in terms of past government housing assistance schemes, to build or upgrade a top structure on the site. A key principle underlying this subsidy is that these beneficiaries should receive a subsidy to make up the difference between the site they receive and value of what they would have been eligible for under the new subsidy dispensation. The consolidation subsidy is therefore aimed at redressing anomalies created by past government subsidisation policies and practices.

The individual subsidies, credit-linked subsidies and consolidation subsidies were implemented with effect from 5 June 1995.

3.4.3 Institutional subsidies

Institutional Subsidies are available to qualifying institutions - to create housing stock - in order for subsidy beneficiaries to have the benefit of occupying subsidised residential properties without the necessity of becoming the owners thereof. This, for instance, includes rental accommodation. Ownership is however not completely excluded.

Only institutions established in accordance with appropriate legislation may access the institutional subsidies. The reason for this is to ensure that the institutions are subject to statutory control.

The quantum of subsidy that will be awarded to an institution will be equal to the total amount of subsidies to which qualifying beneficiaries are entitled in terms of the Housing Subsidy Scheme.

3.4.4 Relocation Assistance

The relocation assistance policy instrument emanated from the Record of Understanding between the Government and the Association of Mortgage Lenders. Its focus is to deal with borrowers who have defaulted in their repayment obligations to mortgage lenders and who are still in occupation of the property. Persons who cannot afford to buy back their repossessed property or rehabilitate their non-performing loan (i.e. more than three months in arrears), will be afforded the opportunity to rightsize to an affordable property. The defaulting borrower will enter into a rightsizing agreement with the lender in terms whereof he or she will be given nine months to buy an affordable property with a relocation assistance grant. This grant will be equal to the housing subsidy amount for which that person would have qualified in terms of the Housing Subsidy Scheme.

Special arrangements have been implemented for aged person (65 years and older) and disabled persons. Such persons will be allowed to remain in their property and will receive a grant from the state. The grant will be the amount by which such a person is unable to afford to purchase the property or to rehabilitate the non-performing loan but will not exceed the amount of relocation assistance for which that person would have qualified.

Relocation assistance only applies to properties in possession of non-performing loans up to and including 1 May 1995.

3.4.5 Housing delivery programme

In order to meet growing needs and reduce the housing backlog, the housing delivery programme indicated in Table 4 is envisaged, provided that adequate funding is made available.

Table 4: Envisaged housing delivery programme			
Financial year	Number of units	Subsidy amount (R)	Subsidy amount (US$)[1]
1994/95	50 000	580 000 000	163 394 090
1995/96	150 000	1 740 000 000	490 182 269
1996/97	200 000	2 230 000 000	628 222 123
1997/98	275 000	3 189 000 000	898 385 779
1998/99	325 000	3 769 000 000	1 061 779 869
TOTAL	1 000 000	11 580 000 000	3 262 247 514
1) Based on the average R/US$ exchange rate for 1994 of 3.5497.			

The following table (Table 5) indicates the number of projects and subsidies approved by end of January 1995. It should be borne in mind that these are approvals which are dependant on the availability of state finance, as well as on land and bulk infrastructure, and that implementation will take place over a period of about five years.

Table 5: Housing projects and subsidies approved by 30 September 1995		
Provincial/ Regional Housing Board	Number of projects	Number of Subsidies
Eastern Cape	35	16 494
Free State	50	11 643
Gauteng	65	78 156
KwaZulu-Natal	129	45 649
Mpumalanga	23	27 400
Northern Cape	15	2 990
Northern Province	15	15 824
North-West	37	30 798
Western Cape	39	15 018
TOTAL	258	243 972

Subsidy amount approved	Subsidies	Amount (millions)	
		R	US$
R15 000	111 581	1 754	494
R12 500	95 868	1 188	335
R9 500	24 652	230	65
R5 000	11 871	59	17
TOTAL	243 972	3 231	911

3.4.6   The national housing budget

The national housing budget for the 1995/96 financial year is reflected in Table 6. The total amount available, including funds from the RDP Fund, are R2 861 million (US$ 806 million). Table 7 reflects the total amount available for capital programmes (related to housing) - R2 819 million (US$ 794 million). Of this amount R1 019 million (US$ 287 million) is committed to specific national initiatives, leaving R1 800 million to be distributed to the nine provinces. Please take note that these are only the funds administered by the Department of Housing, and do not include allocations in terms of budgets from other government departments (e.g. Agriculture).

Table 6: National housing budget 1995/96		
Description	Amount (millions)	
	(R)	(US$)[1]
National Housing Fund (including amounts from funds being phased out)	1 405.4	395.9
RDP - Administration of Urban Investment Planning Team	1.4	0.4
Mortgage Insurance Indemnity Scheme (MIS)	50.0	14.1
Total budget allocation	**1456.8**	**410.4**
Allocation from RDP Fund: 　　Subsidies 　　Infrastructure 　　Administration	 700.0 700.0 4.0	 197.2 197.2 1.1
Total amount available for housing and related programmes	2 863.8	806.8
1　　　Based on the average R/US$ exchange rate for 1994 of 3.5497		

Table 7: Total funds available for capital programmes and as allocated to the provinces (1995/96)		
	Amount (millions)	
	(R)	(US$)
Total amount available for capital programmes	2 818.9	794.1
Less:　　National Facilitation Programme	318.9	89.8
RDP allocation for infrastructure	700.0	197.2
Total available for division among the provinces	1 800.0	507.1
Eastern Cape	273.6	77.1
Gauteng	437.4	123.2
KwaZulu-Natal	351.0	98.9
Mpumalanga	95.4	26.9
North West	126.0	35.5
Northern Cape	32.4	9.1
Northern Province	154.8	43.6
Free State	124.2	35.0
Western Cape	205.2	57.8
1　　　Based on the average R/US$ exchange rate for 1994 of 3.5497		
2　　　The provinces may utilise their allocation for contractual commitments entered into during the previous dispensation and to finance projects under the new housing subsidy scheme.		

3.5 Land and the Development Facilitation Act

The key objective in respect of land, as it relates to housing, is to facilitate the speedy release and servicing of land. The White Paper on Housing proposes policy approaches for the following components that fall within the land delivery process:

- Land-use planning;
- Land development and land-use control;
- Land registration and tenure systems;
- Infrastructure, services standards and tariffs;
- Mechanisms for resolving conflicts in the land delivery process; and
- Alienation of state-owned land.

The Development Facilitation Act (Act No. 67 of 1995) was published on 4 October 1995. It will facilitate and expedite the implementation of reconstruction and development programmes and projects in relation to land. The intention is:

- to provide nationally uniform norms and standards governing spatial development; and
- in the context of the spatial frameworks inherited from apartheid, to facilitate the formulation, monitoring and implementation of criteria by which the performance of local government bodies in achieving land development objectives may be measured.

The Development Facilitation Act (DFA) also has key components which are intended to facilitate planning and implementation, which are discussed in the following sections.

3.5.1 The Development and Planning Commission

This commission exists to advise government, at national and provincial level, on new policies and legislation aimed at the creation of appropriate national and provincial frameworks to govern future spatial development. The commission will formulate policy and legislation on the aspects outlined above. It will consist of one member nominated by the Premier of each of the nine provinces as well as members drawn from a wide range of stakeholders. Provision is also made for provincial commissions.

3.5.2 Development tribunals

The DFA provides for the establishment of development tribunals at the provincial level of government to expedite public sector management and to serve as decision-making and conflict resolution bodies with regard to execution of the powers, duties and functions of different departments of state and levels of government in the context of land development

projects. The Development Tribunals will be set up by the provincial Premiers and staffed from the public service and from land development experts from outside the public service. The tribunals will be responsible for all governmental approvals of land development.

3.5.3 Land development procedures

The tribunal system is closely linked to the technical land development procedures set out in the DFA. These procedures are intended to apply in parallel to existing legislation on land development that the nine new provinces have inherited from the four previous provinces, five self-governing territories and four TBVC territories. This is intended to provide a common procedure throughout the country until the provinces introduce their own uniform set of procedures. Specific provision is also made for land development procedures relating to the development of small-scale farming.

3.5.4 Land-tenure matters

The DFA also contains measures that will facilitate the early flow of loans and subsidies to new projects, which depends on the registration of ownership. Early registration in a deeds registry will take place once beacons have been placed in accordance with a layout plan. This could reduce holding costs in a development by a year or more. Measures are also being introduced to protect the public in cases where developers default on their commitments. New land transfer procedures are being introduced which are aimed at reducing costs, but which will also ensure that the public sector assumes responsibility in instances where conveyancers are not used. Provision is also made for the conversion of informal tenure arrangements to formal tenure.

3.6 Institutional arrangements

Current institutional arrangements for housing within government and the para-statal sector are still fragmented, inconsistently funded and characterised by a lack of clear role definition and defined lines of accountability.

Certain important institutional arrangements are envisaged to support and ensure an effective housing process . The rationalisation of existing institutional capacity within a coherent long-term strategic framework is expected to improve efficiency significantly and will ensure enhanced and sustainable housing delivery on the scale required. A brief overview of the envisaged arrangements, the institutions affected and the issues at stake, is contained in the rest of this section.

3.6.1 Government

The relevant government institutions are the National Ministry and Department of Housing, provincial governments, local, rural and metropolitan government, and certain statutory advisory and executive bodies.

Schedule 6 of the Interim Constitution of South Africa (Act 200 of 1993) determines that provincial legislatures and national government have concurrent competence to legislate on housing, regional planning and development as well as urban and rural development. The intention is that appropriate housing functions and powers should be devolved to the maximum possible extent to the provincial level. The National Housing Ministry and Department are envisaged to set broad policy and to support local initiatives. provincial government has a critical role to play in ensuring effective and sustained housing delivery at scale. Similarly local, rural and metropolitan governments' roles are to ensure that implementation takes place at local level.

The statutory advisory and policy execution bodies, such as the National Housing Board (NHB) (an advisory body to the Minister of Housing) and the Provincial Housing Boards (advisory bodies to the Provincial Members of the Executive Councils (MECs) responsible for housing) facilitate the participation of stakeholder groupings and structures of civil society in the process of policy development and public fund allocation. Membership of these bodies is determined on a representative basis, through an inclusive, transparent and democratic process. These boards typically draw a third of their members each from (1) consumer organisations and community groups, (2) suppliers and financiers of housing goods and (3) national and provincial government bodies.

3.6.2 The state corporate and parastatal sector

The government will rationalise and restructure this sector through facilitative intervention to serve the best interests of housing in the country, aimed at creating an enabling environment for delivery.

3.6.3 The private sector

The concept of a broad partnership between the state and the non-state sectors is central to the government's approach. The key stakeholders in this sector are the suppliers of materials and services to the housing sector, the construction sector, the financial sector, and employers.

3.6.4 Community and civil society

Meaningful and structured participation by communities in the processes to identify needs, set priorities, plan and implement housing development projects will increasingly become a fundamental requirement of government policy and subsidy assistance.

3.6.5 Non-governmental organizations

The government will continue to encourage the activities of forums, such as the National Housing Forum and provincial housing forums, and will remain accessible for inputs from them. Non-governmental service organizations should continue to provide valuable support and assistance to communities, especially those engaging in a sustainable development process for the first time.

3.7 Coordinated development

The principle throughout the RDP as well as the White Paper on Housing is that development should be coordinated around the attainment of long-term objectives. Public sector investment and intervention will be coordinated on a multi-functional basis.

SECTION IV: RURAL POLICY AND STRATEGY

Although the focus of Habitat II is on cities and urban areas, it was considered important to provide a brief overview of some of the rural policies and strategies. A focus on rural areas is particularly important if one considers the need to reduce poverty and meet basic needs.

1 The Rural Development Strategy

The Rural Development Strategy of the Government of National Unity is currently being finalised, and the discussion document released in October 1995 provides a good insight into the nature of this policy. The following analysis of rural policy is based on this discussion document.

1.1 Rural vision

The Rural Development Strategy will set our the mechanisms by which rural people and their elected representatives on rural District Councils and Local Councils can take charge of the development process in their own area. The rural vision is that by 2020 South Africa's people

will have:

- dignity, security, freedom from poverty;
- full and productive employment;
- a more diverse agriculture;
- greater integration between towns and the rural areas, especially on market days;
- a more logical spatial network of towns, services, roads and transport systems;
- close availability to water and sanitation and to fuel;
- accessible and democratic local government structure;
- fewer, healthier, safe, well-nourished children, with access to well resourced schools; and
- a healthy and productive environment.

1.2 Rural strategy

The key strategies through which the rural vision will be achieved are:

- building rural local government;
- improving services to farmers and entrepreneurs;
- promoting economic development;
- building social and environmental sustainability;
- building rural infrastructure;
- education, training and capacity building of rural people;
- promoting good planning at all levels of government, based on good information about the rural areas; and
- fair and equitable access to social welfare.

1.3 Implementation

The following will be the main components through which the rural strategy will be implemented:

1.3.1 Structures of local government

District Councils will obtain funding with the poorest ones receiving a higher share of revenue from the provinces. As far as possible funds will be devolved from District Council to the local level, depending on the readiness of each Local Council. Councils are encouraged to use Community Development facilitators to ensure that the concerns of all groups are brought into the decision making process. Cooperation between councils and other sectors of local society are considered very important.

1.3.2 Local Economic Development (LED)

Local Economic Development (LED), as in the case of urban areas, is considered an important aspect of rural development. LED should ideally increase employment opportunities and economic growth through coordinating committees. Some of the important options for these committees to consider are market development, small and medium scale enterprise development, small-scale agriculture - especially after land reform - tourism, and labour based infrastructure development.

1.3.3 Ensuring environmental and social sustainability

Coordinating committees will need to monitor the use of natural resources within an area and consider how this will be affected by new developments. The committees will need to consider a whole range of issues that households, entrepreneurs, and local government activities are sustainable, if development is to be long lasting, which means that it must benefit both the land and the people.

1.3.4 Infrastructural development

The Government is committed to a major infrastructure investment programme, but the negotiations and assessment of sustainability will have to be carried out or initiated by the rural people themselves if they are to show that there is effective, demand-driven initiative for development. Rural people will also have to show that what they want is affordable.

1.3.5 Capacity building

Local roleplayers will need to take advantage of training and capacity building programmes in order to maximise their communities' opportunities for development. Effective capacity building requires the interaction of experience-by-doing, access to resources, facilitation, mediation and training. The services of non governmental organisations (NGOs) and the private sector will be required, with funding from donors, including the National Development Agency which is being set up specifically for this purpose.

1.3.6 Good planning and information

Officials of the District Councils and Local Councils will have to learn the RDP business planning process to ensure that rural people benefit from government funding. Good information is the basis for good planning - the collection of good information is therefore important since this will form the basis for monitoring and evaluating the use of funding.

The Rural Strategy emphasises that rural people should set the agenda for development and the accountability of those who draw up proposals for government spending. It is up to rural people to make the strategy work for them.

2 The Standing Committee on Integrated and Coordinated Development

The Standing Committee is one of the Standing Committees of the National Housing Board. It originated as a Joint Technical Committee of the National Housing Forum and the Department of Housing tasked with developing a new rural housing policy for South Africa.

2.1 Overall policy and strategy

The objective of the Standing Committee is, inter alia, to develop comprehensive policies and strategies to facilitate the delivery of rural housing and development programmes. The specific objectives are:

- to formulate appropriate and effective policies, structures and mechanisms for rural housing and development;
- to identify principles for rural reconstruction and development, as well as implementation tools which could be used to put these principles into effect; and
- to develop plans, strategies and policies in response to specific identified priority areas (e.g. agricultural villages, farmworker housing, traditional settlements).

2.2 Rural housing programmes

The aim is to adapt the housing policies developed by other Standing Committees and Joint Technical Committees for use in a rural context. A rural housing policy for South Africa is currently in development. The current focus of the Standing Committee is farmworker housing, rural subsidies, and institutional arrangements.

2.3 Rural housing policy

Key elements that are being addressed by the Standing Committee are (I) reviewing the full range of subsidy and related credit and savings arrangements, (ii) exploring the applicability of these arrangements in the rural context with emphasis on tenure issues, (iii) developing specific proposals on alternatives or refinements to give effect to housing subsidies in rural areas, and (iv) considering the required institutional procedures.

3 The Rural Development Task Team

Although the above overall rural policies and implementation strategies are still being finalised implementation in rural areas have not been neglected. The Rural Development Task Team of the RDP oversees the programmes and projects in rural areas. These programmes and projects cover:

Rural water provision. The aim is to support the provision of water and sanitation in rural areas, particularly for communities in the former "homeland" areas.

Land Reform Pilot Projects. The objective is to develop and support integrated sustainable rural development and rural local government models through land restitution, redistribution, tenure reform and settlement support.

Land restitution. The purpose is to support the restitution of land to communities with land claims to state land, support settlement planning and infrastructure development and to ensure sustainable development processes.

Land redistribution. The initial objective is to support seven rural communities who have acquired land in terms of the Provision of Certain Land and Settlement Act.

3.1 Land Reform Pilot Projects

The RDP identifies land reform as central to a rural development programme. It identifies the three key elements of a land reform programme as:

- restitution of land to victims of forced removal;
- redistribution of land to landless people; and
- tenure reform to ensure security of tenure for all South Africans.

The restitution of land will be dealt with by a Land Claims Court and Commission to process claims. Tenure reform is currently being addressed. The redistribution of land is being addressed in each of the nine provinces through a variety of Pilot Land Reform Programmes that will be implemented over the next two years. This programme is funded largely by the RDP, while donor contributions are also sought. Ultimately this programme will be funded through the budget of the Department of Land Affairs. The RDP Fund has also made resources available for a number of Rural Presidential Lead Projects. The selection of these projects has been determined by the extent to which they are able to reorientate government expenditure and operations to meet the goals of the RDP, and their ability to promote the

establishment of appropriate institutions and processes for development.

The following are the central elements of the programme:

- the identification of districts within each province and the establishment of District Offices within these areas - initially nine districts will be chosen, one in each province; each will have at least five possible land transfers;
- selection of additional districts for structure planning towards programme expansion;
- identification of beneficiaries within each district;
- Planning Grants, for district structure planning and for project planning;
- plan appraisal by the Department of Land Affairs, other relevant national departments and the RDP structures;
- Land Acquisition Grants, which will be available to individual adults, aimed at ensuring that the poorest members of a community may gain access to land;
- Homestead Basic Needs Grant - equal to R15 000 (US$ 4 226) (being equivalent to the maximum subsidy provided under the present government housing subsidy provided to urban households);
- implementation through a "developer" comprising a joint venture between beneficiary groupings and a managerial support agency;
- monitoring and evaluation; and
- Production Investment Credit - it is anticipated that the Rural Financial Services Enquiry will remove current obstacles to market-based land acquisition and access to rural credit.

The total funding for the programme is approximately R316 million (US$ 89 million), of which R45 million (US$ 13 million) is to be obtained from donors.

SECTION V: MONITORING THE PROGRESS OF PROGRAMMES AND ACTIVITIES

The International Development Research Centre (IDRC) of Canada prepared a report, early in 1994, outlining the requirements for the establishment of a National Information Management Project (NIMP) (Harfoush and Wild, 1994). This report highlighted that information management in South Africa has been characterised by gaps in the coverage and in the infrastructure to manage such information, a lack of coordination and a culture of not sharing information. The NIMP concept was pursued by the RDP office in conjunction with all the government departments in a quest to establish a system for the collection, management and use of appropriate development information. This has resulted in the National Information Project (NIP), one of the Presidential Lead Projects of the RDP.

The NIP project aims to ensure that information from all government sources can be integrated for planning, performance monitoring, benchmarking etc., with minimal effort and high confidence. The process involves a participative effort on the part of Departments and Provinces. The NIP project has also developed a data model - focused on administrative and development related data. For example, one initiative within the NIP is to establish a housing and urbanisation information system where information will be collected and accessed by role-players at the local, provincial and national levels - within the public and private sectors. The system should assist with decision support and the monitoring of progress with regard to housing and urbanisation largely through a set of indicators (Coetzee, et. al., 1994).

The role of the Central Statistical Services (CSS) - the main statutory collector of information in South Africa - is also being expanded. In response to a greater need for information that is appropriate to making developmental decisions and monitoring progress of the RDP, it is now gearing up to collect this information (e.g. on basic needs and measuring the level of development within communities). This information is aimed at providing a macro-strategic insight into the development of communities, especially related to people development.

The October Household Survey, also a Presidential Lead Project, an annual survey covering 60 000 households, is run by the Central Statistical Services (CSS). It is aimed at, inter alia, collecting statistics relevant to the Human Development Index (HDI) of the United Nations to measure poverty levels, per capita income, life expectancy and general quality of life. The results of the first October Household Survey were published in April 1995. Other measures appropriate to measure the level of development in communities are also being considered. The HDI and other measures are also aimed at measuring the net impact of all RDP programmes. The national census of 1996 will provide the base-line for October Household Surveys after the census, since it is the first time that information for the whole of South Africa will be collected - "independent homelands" being previously excluded from censuses.

The RDP office has also initiated a project to monitor the Presidential Projects, other RDP programmes and specifically to develop Key Performance Indicators. The urban indicators developed by the Habitat expert group will serve as an input to this process. The development of indicator-based information systems to assist in decision-making and monitoring in the areas of housing, shelter and urban development is also receiving attention.

The RDP's Presidential Projects are being monitored by way of different reporting schedules, namely:

- monthly reporting on the planned and actual completion dates of specific milestones, and the actual expenditure against budgeted expenditure; and

- quarterly reporting on the following:

  - jobs created;
  - training provided;
  - small contractors employed;
  - labour intensity;
  - affirmative action; and
  - other aspects relevant to the specific project.

The reporting schedules are contained in Annexure 6.

A key aspect which is monitored in the short-term is the progress with the development of business plans for each of the RDP's Presidential Projects. The Business Plans are regarded as essential to the success of the Presidential Projects since they are subjected to detailed scrutiny at local, provincial and national level and represent a rigorous plan of action.

SECTION VI: COMMITMENTS

The objective within the Habitat II process internationally is to obtain a statement of commitment at national level, by key actors, to implement the plan of action contained in this report.   The Habitat II Country Plan for South Africa is based on the various policy documents relating to human settlements and urbanisation.

South Africa's late entry into the Habitat II process has meant that consultation focusing specifically on Habitat II has been limited. However, South Africa is in the fortunate position of having undergone a transitional process that was widely participatory and highly democratic. In this regard key actors can be seen as having stated their commitment to the government's policy initiatives. However, these initiatives do not focus specifically on the implementation of the plan of action in relation to Habitat II. Since local skilled human resources have been stretched to the limits in an effort to dismantle the results of apartheid and to develop new and appropriate policies, obtaining such a commitment would imply a parallel process and a duplication of effort that is not feasible at this time. This section will therefore provide an overview of the commitments obtained to policies and the wide support given to the RDP.

One of the most significant events in the development of a comprehensive new housing policy was the Housing Accord signed during the Botshabelo Summit, on 27 October 1994, exactly 6 months after the general election held on 27 April 1994. The Housing Accord was a major achievement for the late Minister of Housing, Joe Slovo, and for the officials of his department. After the signing of the accord the draft White Paper on Housing was published

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for comment in December 1994. The policies contained in the White Paper are also reflected in this report.

The Accord was signed by representatives from the following sectors:

- the homeless;
- the communities and civil society;
- government at national and provincial level;
- established and emerging builders;
- the building-materials industry;
- the housing finance industry; and
- the international community.

The Botshabelo Summit was attended by about 1 000 delegates from these various sectors.

The sectors adopted the Housing Accord as a programme of action:

- for building viable communities across the country;
- for overcoming the disastrous legacy of the past which made housing an instrument of an unjust society; and
- as a path to dignity for the millions of South Africans whose shelter is today inadequate.

The Accord was also embraced as a blueprint for housing the nation.

No other formal accords have been reached in respect of other aspects mentioned in this report. However, the government of South Africa is based on a principle of national unity. Political parties which received 5% or more of the vote are entitled to one Cabinet post for every 5% of the votes cast for them during the April 1994 elections. After the elections the Reconstruction and Development Programme (RDP) was adopted by all the major political parties and accepted as the policy of the Government of National Unity. Most of the smaller political parties also adopted the RDP and it is clear that the RDP enjoys wide political support. In addition, the RDP has been given the full support of all sectors of society, and currently serves as the focal point for discussion and debate on the reconstruction and development of South Africa.

The RDP White Paper, the White Paper on Housing, the Development Facilitation Act, the Urban Development Strategy, the Rural Development Strategy etc. are among the significant policy documents on the issues dealt with in this report. The policy documents that have emerged since April 1994 have a common base in the principles and programmes of the RDP.

The general commitment to the provision of housing by the signing of the Housing Accord, and the equally wide support manifested by statements in support of the RDP, clearly indicate that a wide range of key actors support the commitments in this report.

In essence, the Government of National Unity is committed to successfully implementing both its Urban Development Strategy and it Housing Policy and Strategy.

It is appropriate to end this section with the closing words of the late Minister Slovo during his opening speech at the Botshabelo Summit: "Let us use it (the Housing Accord) to lay to rest the ghosts of the past. Let us be inspired by it in our task of housing the nation. Let us join hands in its spirit to build a great South Africa."

PART D: INTERNATIONAL COOPERATION AND ASSISTANCE

1   INTRODUCTION

International cooperation and assistance is coordinated and overseen by an International Development Cooperation Committee (IDCC) chaired by the Department of Finance, with members drawn from the Office of the President (RDP Office), the Departments of Foreign Affairs, State Expenditure, Trade and Industry, the Central Economic Advisory Services, and the Reserve Bank.

South Africa's Government of National Unity (GNU) is the recipient of foreign Official Development Assistance (ODA) and needs to manage such assistance effectively. This is uncharted territory for a government unaccustomed to receiving such assistance. The GNU is committed to fiscal and monetary discipline and to using all available domestic resources to finance the RDP, and prefers to extend this discipline to donor assistance. The GNU will therefore consider each offer of assistance within the context of its overall development priorities. This is being overseen by the IDCC.

The main purpose of the IDCC is to:

- ensure that donor funding meets RDP objectives; and
- provide a single channel for donor funding and ensure accountability and transparency in the use of these resources.

Although the GNU has adopted a centralised approach to ODA, is does not follow that countries or their agencies providing development assistance should channel all their assistance through the IDCC. They are free to establish relations with any GNU institution. However, authority to approve and coordinate ODA funding vests with the IDCC.

2   PRIORITIES

The highest priority programmes and activities for which international cooperation and assistance will be sought are reflected in the RDP White Paper, as well as in the White Paper on Housing. The RDP, as the key driving force, is discussed in Part A (3).

The principles of the RDP apply to all government expenditure and its re-prioritisation. The government seeks to integrate ODA into the budget and its investment programme.

Currently the IDCC is engaged in discussions with a number of countries as well as international agencies and organisations, such as the United Nations Development Programme, the Commonwealth and the World Bank group.

3 CAPACITY BUILDING

Capacity building is an integrated part of current donor aid. Cooperation with a number of countries and international organisations is taking place over a wide front. For example, missions from the World Bank have been actively engaging with the RDP office as well as other organisations, assisting with policy formulation and conducting several investigations. These and other engagements have enhanced capacity in many government departments, agencies, development organisations and NGOs.

4 CONCLUSION

This section has been brief, its main purpose being to explain South Africa's approach to donor assistance. Since the IDCC oversees donor assistance, it would not be appropriate to make specific recommendations in this report. In terms of international cooperation, however, South Africa has started engaging with the international community over a wide front and the priorities contained in the RDP and related policy documents are guiding such cooperation.

ANNEXURE 1: Members of the National Preparatory Committee

The following are the current members of the National Preparatory Committee.

CHAIRPERSON

Mr Billy Cobbett (Department of Housing)

VICE-CHAIRPERSON

Mr Neville Karsen (Department of Housing)

GOVERNMENT (NATIONAL AND PROVINCIAL)

Ms Wilma Lutsch
Department of Environment Affairs & Tourism
Tel   (012) 310 3714
Fax   (012) 322 6287

Mr Francis Motha
Director General: Housing Department
Province of Eastern Transvaal
Tel   (01311) 55 4810
Fax   (01311) 23 153

LOCAL GOVERNMENT AND RELATED INSTITUTIONS

Mr Attie van der Merwe
United Municipal Executive
Tel   (021) 400 2801
Fax   (021) 419 1993

Ms Erica Emdon
Major Urban Areas Initiative
Tel   (011) 407 7196
Fax   (011) 339 5403

Dr Debra Roberts
City of Durban
Tel   (031) 300 2527
Fax   (031) 300 2225

Dr Louis Potgieter (Interim)

Tel (012) 323 9351

PRIVATE BUSINESS AND NON-PROFIT SECTOR

Mr Piet Moolman
SAPOA Transitional Affairs Committee
Tel   (012) 343 2190
Fax   (012) 343 2262

CIVIL SOCIETY

Mr Sello Rasethaba
National Housing Board
Tel   (011) 498 1445
Fax   (011) 498 1464

NGO's

Ms Wendy Ovens
Urban Sector Network
Tel (011) 648 9117
Fax (011) 649 6919

ACADEMIC/SCIENTIFIC/HUMAN SETTLEMENTS PROFESSIONALS

Mr Glynn Davies
Development Bank of Southern Africa
Tel   (011) 313 3167
Fax   (011) 313 3086

Prof John Muller
WITS
Tel   (011) 716 2654
Fax   (011) 403 2519

Mr Brian Johnson (Alternative)
Institute of SA Architects
Tel   (031) 29 4122
Fax   (031) 207 3110

Mr Carl Schlotfeldt (Alternative)
Division of Building Technology
Tel   (012) 841 2544
Fax   (012) 841 4680

ANNEXURE 2: Summary of main issues raised during the City/Metropolitan workshops

The summaries in this Annexure are intended to convey the main issues discussed during the workshops, and are not full summaries of the proceedings. The knowledge and insight gained during the workshops has served to ensure that the local perspective was taken into account while preparing the Country Report for Habitat II.

Each of the city/metropolitan workshops are discussed in chronological order:

Johannesburg: 25 January 1995
Cape Town: 30 January 1995
Port Elizabeth: 1 February 1995
Durban: 3 February 1995

JOHANNESBURG WORKSHOP: SUMMARY OF DISCUSSIONS

The Johannesburg workshop was held on 25 January 1995. It was attended by a cross-section of participants (±90) drawn from government (national and provincial), local government and related organisations, civil society and forums, the private and non-profit business sectors, NGOs and CBOs as well as the academic and scientific community and human settlement professionals.

The discussions during the day were conducted in six parallel sessions, each focusing on one of the following themes, namely:

- urban development and management;
- shelter;
- rural settlements and the rural/urban interface;
- environment and disaster mitigation;
- governance; and
- poverty reduction and basic needs.

Within each theme a structured approach was followed, concentrating on the following:

- policies and strategies;
- participation and enablement;
- capacity development;
- implementation;
- technology and applications; and
- priorities for international cooperation.

Introduction

The transformation of local government is the main issue dominating debate and discussion at the local level. The establishment of local government structures that are perceived to be legitimate is a key concern, and doubts were expressed as to whether coordinated planning and implementation can take place at the local level prior to the establishment of such local authorities. In the interim the Transitional Local Councils (TLCs) and the Transitional Metropolitan Councils (TMCs) are regarded as playing an important role in overcoming some of the present problems, as an interim measure prior to elections.

Key issues in defining governance include transparency, effective administration, responsiveness to needs, a regularity framework, representativeness, accountability,

communication, the democratic nature, adopting a constitutional/enabling approach, being consultative and developmental in approach, coordination between all levels of government (horizontally and vertically), clear roles and responsibilities, planning, implementation, monitoring and review. It was felt that these issues were are not in place. It is believed that local government should focus on project management around service delivery and it should promote Local Economic Development and partnerships with the private sector.

Policies and strategies

The Development Facilitation Bill, the RDP and the Housing White Paper are considered key documents at national level to guide current policies at the local level. A note of caution is sounded about the housing boards' not having a metropolitan framework, about their allocating subsidies and infrastructure funds on an ad hoc basis and that urban development should not be driven by an infrastructure programme. The old pre-April 1994 policies are still in place although it is recognised that they were being phased out. It is recognised that policies at the national and provincial level will influence those at city level, which in turn will tend to mirror the national and provincial policies. Some of these policies are not in place yet, which creates an impasse at the local level. Feedback should take place from local to provincial to national level.

Strategies and policies are currently in place, such as Land Invasion Management, the Physical Planning Act. Local authorities are currently getting to grips with such policies and formulating strategies to meet their own needs, for example the informal trade policy in Johannesburg. The Local Government Transition Act allows for metropolitan coordination with regard to land-use and transportation. However, a note of caution is sounded as to the role of metropolitan government (the TMC) as opposed to that of the province (Gauteng), although coordination between local and provincial government has recently started to occur.

The Development Facilitation Bill provides a potential framework for development. The provincial development framework (Gauteng) is presently being developed. It is proposes that future policy should address current concerns related to the restitution of land. Furthermore, the framework suggests that local development forums should carefully consider all the financial implications of policies. The framework also addresses the disposal of publicly owned land, rectifying environmental neglect, integrating the urban economy and using the Local Economic Development initiative of the RDP, health and welfare and the inner cities. A long-term metropolitan framework should be based on the principles of the RDP and the Development Facilitation Bill. There should be a clear link between transport and land-use.

A paradigm shift is required at local level with regard to both political and institutional integration (especially small towns). For those towns with a limited economic base,

supplementary financing needs to be considered to avoid their becoming poverty traps. There needs to be a uniformity of objectives between cities, based on a uniform interpretation of principles. Increased urbanisation could occur if small towns are not developed, while the issue of tribal land on the urban periphery and in urban areas needs more attention. There is a distinct lack of coordinated policies and strategies related to rural settlements and the rural/urban interface. There are policies in place such as the land reform pilot projects of the Department of Land Affairs, land restitution and demarcation boards. However, there is no overall integrated approach to rural development. There tend to be emergency measures while lip service is paid to enablement. A long-term vision in respect of rural areas is required. Poverty reduction and the provision of basic needs was primarily a function of the former provincial authorities, with local authorities not really active in this area, a situation which is now changing.

White Papers on waste management and the environment should provide direction for environmental concerns at the local level initiatives.

Issues around land and infrastructure were highlighted as needing particular attention in respect of housing and shelter needs. The environment needs appropriate legislation. An Environmental Protection Agency should be considered. Public disclosure of all actions (planning etc.) that will affect the environment is required. Neglect has in the past resulted in soil erosion, and a failure to keep public account of progress and impact of development on the environment. The issue of water provision needs to be given attention, especially in times of drought.

Participation, enablement and capacity development

Participation and enablement should be people driven, and be based on a developmental orientation. It is recognised that local level negotiations are important to the community. A concern was expressed that such participation tended to slow down the delivery (speed) of housing. Capacity development is crucial to promoting participation and enablement, but it is currently of on ad hoc nature. Furthermore, it should be recognised that community groups/organisations are not necessarily representative of the community. Participation and enablement can only occur if capacity development takes place at the local level. This should be based on a clear and common understanding of the respective roles of the state and communities/civil society. A number of ideas were identified to facilitate participation and enablement, including:

- politicians and officials should acquire training in all aspects of urban management;
- the role of women should be strengthened and cultural diversity recognised;
- structure planning should occur around a philosophy of participation;

- participation should be built around sustainable processes and solutions, and it should be recognised that it is a time-consuming process; and
- particular attention should be paid to the youth.

The cost of participation cannot be ignored and should be budgeted for separately and not as part of projects. However participation and capacity development can take place by linking them to projects, training, and the development of leadership. Social compacts, for instance, form an integral part of current housing subsidy applications, and this situation serves to promote the participation and enablement of communities.

Experiences

Certain positive experiences were highlighted but not discussed in depth, namely:

- the National Hostel Coordinating Committee (ownership should be with the stakeholders),
- the upgrading of training,
- better implementation of water reticulation and streets services in Soshanguve where the Pretoria RSC worked in conjunction with the civics;
- the process around the Central Witwatersrand Metropolitan Council was an important preparatory step for integrated local government, and laid a sound basis for policy and participation for the establishment of a Transitional Metropolitan Council; and
- the Zevenfontein case study proved a positive learning experience.

A public participation project is in place which informs communities why things are done as they are, and is regarded as successful 95% of the time.

At present the accountability in environmental matters tends to be poor: roles and responsibilities needed to be negotiated with all stakeholders. People are not willing to take ownership of environmental issues. There have been successes with the disaster management coordinating mechanism in terms of the existence of an emergency disaster management association and a committee for environmental coordination at the Department of Environment and Tourism. The Johannesburg-based healthy cities project and the Johannesburg TMC's environment management committee are positive signs. Local Agenda 21 is finding application in Johannesburg in a coordinated programme with Cape Town and Durban.

Implementation

There nevertheless appears to be a lack of coordinated planning, with weak institutional structures at the local level. A number of implementation activities are worth noting:

- the Pretoria RSC is keeping record of where and how the capital subsidy scheme for housing is applied;
- the Land Availability Study (Greater Johannesburg) has made a significant difference to how land has been allocated and released;
- the Interim Strategic Framework has been developed and is being used;
- the Central Witwatersrand Metropolitan Chamber was a key avenue for facilitating implementation based on broad consensus;
- Local Economic Development is receiving attention;
- differential rating of properties is beginning to be applied in Johannesburg (commercial vs. inner city etc.), with incentives applied to inner city housing (at present the rating system is being re-evaluated to focus on the regeneration of the inner city);
- tax rebates have to be carefully considered;
- an industrial incentive scheme is in place; and
- information technology is being utilised (e.g. GIS systems and spreadsheets), especially with regard to the identification of land.

Politics at local level often undermines a project's time frame for delivery and the way role-players respond. Monitoring of implementation occurs at the project level with very little at the policy level.

In rural areas land issues need to be sorted out as a priority, and institutional reform is urgently needed. The RDP should be made effective at all levels.

Technology

Technology should be labour-intensive, and a preference was expressed for conventional brick construction of dwellings and conventional infrastructure (roads, sewers etc.). Some participants felt that South Africa is a world leader in conventional low cost (brick and concrete block) house construction and could make a meaningful contribution in Istanbul (during the Habitat II conference) in this regard. We also need to consider "high tech" dense urban settlements. Water management technology also needs consideration.

Although there are innovative ideas, these often meet community resistance; they do not always affect costs and often represents savings only on a small component of the cost. The best example of innovation is the usage of second-hand material within informal settlements. Overseas technology is not always appropriate and often comes with "strings attached".

Information technology would make a flatter management structure possible at the level of the local authorities. GIS systems, computers, predictive models, remote-sensing and

scientific instruments can and are playing a vital role in environmental protection and management.

International cooperation

We felt that in many cases we had as much to offer the international community than as there was to learn. There were a number of areas in which it was felt South Africa could benefit from international experience:

- land invasion and the impact of such actions with regard to human and housing rights;
- the handling of illegal immigrants;
- the harnessing of informal processes and rapid urban growth management;
- the quality of the environment vs the cost of infrastructure.
- management information systems to support the housing and urban development process;
- approach to layout design (verticalisation/higher density vs urban sprawl) and informal settlements (e.g. India: upgrading, resource centres, waste management) and community-based shelter provision.
- social housing and co-operatives;
- innovative end-user finance schemes; and
- capacity development.

While it was appreciated that there could be much to learn through twinning cities, it was strongly felt that we should learn both our immediate African neighbours more than from more distant countries.

CAPE TOWN WORKSHOP: SUMMARY OF DISCUSSIONS

The Cape Town Workshop was held on 30 January 1995. Like the other workshops it was attended by a cross-section of participants drawn from government (national and provincial), local government and related organisations, civil society and forums, the private business and non-profit sectors, NGOs and CBOs as well as the academic and the scientific community and human settlement professionals.

The discussions during the day were conducted in two parallel sessions, with about thirty participants. The six themes were combined into the two sessions, as follows:

- Session 1:

    - urban development and management;
    - environment, disaster mitigation; and
    - governance.

- Session 2:

    - shelter;
    - poverty reduction and basic needs; and
    - rural settlements and the rural/urban interface.

A structured approach was followed by means of which the following were addressed; policies and strategies, participation and enablement, capacity development, implementation, technology and applications, priorities for international cooperation.

Introduction

A number of issues where identified, namely:

- a need for participation in decision-making;
- the lack of communication (all levels) regarding policy, implementation etc;
- a concern that implementation activities are purely project based;
- a continued focus on private responsibility;
- a lack of clarity as to the source of funding (government, from local level and private);
- the protection of women's rights to property;
- the ability to provide for needs from city resources;
- rural/urban balance in providing shelter;

- a need for a cultural and structural shift in the management process;
- affordability levels of the community;
- inappropriate standards;
- inappropriate planning framework (statutory & legislative);
- insufficient tenure of options;
- the lack of support for small- to medium scale enterprises;
- the gap between policies and people's aspirations;
- the conflict between restitution claims and shelter needs in disposal of well located land;
- a lack of coordination between the different levels (provincial and local) and between the departments (transport/land-use);
- no comprehensive vision of where development should go;
- a lack of appreciation from other tiers of government about the unique environment under which local authorities often operate;
- a lack of local government infrastructure at crucial time for decisions;
- the fragmented, not holistic planning;
- insufficient understanding and information as to the concepts surrounding sustainable development;
- extensive resistance to new settlements from established residents ("Not in my backyard" (NIMBY) philosophy);
- levels of service provision are unsustainable;
- a lack of management capacity within many of the local authorities;
- a lack of access by the poor to urban facilities and the poor often pay more;
- a lack of integrated urban development framework;
- the urban form inherited from apartheid is still continuing;
- the nature of the urbanisation process is such that there are strong rural links; and
- creative and proactive initiatives are restricted by financial and legal requirements.

Policies and strategies

The interim constitution has allocated a range of responsibilities to the provincial level. This level is the link between national policy and local policy. The Western Cape province is undertaking to review the legislative framework and institutional structures. In this regard, it is in the process of establishing a provincial urban development policy and the provincial RDP office is developing the overall framework for development. In the interim, guide plans still inform infrastructure investment, in conjunction with structure planning at the RSC level.

Large developers in housing still adopt the old practice of site development which contributes to the extensive urban sprawl for the region. At the regional level (RSC), project criteria need to be amended to reach urban integration and density goals to attain more efficient cities.

The Metropolitan Strategic Development Framework (MSDF) represent the key strategic instrument to encourage densification. This is in line with the Western Cape economic development forum which seeks to consider the "compaction" of the urban form. Local authority "buy-in" into the MSDF remains the biggest problem. If the MSDF forms the core of a legal structure plan, local authorities will be obliged to participate. Existing local authorities are not brave enough to govern by the principles of the MSDF alone.

A review of RSC planning schemes is under way to bring them in line with MSDF principles. The main components of a sustainable strategy include:

- Metropolitan Strategic Development Framework (MSDF) (land-use); and
- Water (study under way), resource & waste management (no comprehensive plan).

The MSDF is still very much within the early conceptual phase. It is anticipated that broad based participation will take three to four months, with formal approval by the end of 1995.

NGOs are concerned about the policy vacuum at local level. Little is being done about using public land to address priority needs. Local authorities need to assume a major developmental role and take responsibility for ensuring land availability. An enabling strategy needs to be developed to encourage the establishment of city community land trusts.

Initiatives to consult with communities often create expectations. Effective participation in policy has been limited, but where it does occur, it is usually facilitated by the NGOs. One problem with many of the NGOs is the need for a change from a culture of protest to one of development and reconstruction.

A major need is to link budget to priorities; the problem is, who determines priorities? Preparatory infrastructure work is being undertaken to address upgrading. Despite all the initiatives, there is little visible progress on the ground. This makes it difficult to convince people on the ground to pay for services.

Investor confidence in certain areas still needs to be developed, especially in the Cape flats. The Olympic bid is seen as a lever to encourage investment and resource allocation in key parts of the city.

Implementation

Some work has started on the establishment of an environmental framework that is sustainable at the local level (urban conservation, metro open space, Table Mountain study, broad brush sustainable study, Local Agenda 21). The environmental lobby does have some impact, but

people are united around issues and not around policies. There is a large range of projects relating to clean ups, education and so on.

The quest for densification/intensification is compounded by the problem of funding via a housing subsidy that supports the culture of one person, one plot. There is a need for cross-subsidisation of low-cost housing land within the city, and a greater diversity of choices. The key to this would be to develop activity spines with mixed land-use and a mix of economic opportunities. This would be facilitated if there was more flexibility in the subsidy scheme to cover SMEs and rental and social tenure options.

Projects need to be integrated with local authority budgets to encourage densification. This can take the form of incentives and zoning constraints. There is no specific mechanism for monitoring and review at present. Criteria and social/environmental indicators need to be developed.

Successful housing programmes will need to be based on the following:

- consumer protection and education;
- accreditation of builders and developers;
- cities/developers involving communities in implementation;
- user involvement in setting standards; and
- innovation in technology.

Experiences

Marconi Beam (within Milnerton Industrial area)

This project has the following features:

- access to finance through savings record (community work);
- mixed-use fringe area to address "not in my back yard" (NIMBY) problem;
- semi-detached housing with medium to high densities; and
- constraints to implementation:
    - gap between "professionals" and "squatter" communities (e.g. communication),
    - backlash of existing community,
    - requires an amendment of existing guide plan.

UMZAMO (Hostels)

This project has the following features:

- Time-frames difficult
- Three-party agreement with a group consensus;
- 300 units;
- community participation (developmental approach vs conventional approach);
- high expectations have been disappointed as deliverables are not quite as good as people has hoped;
- an influx of people occupying project land;
- a problem with the technical nature of plans (problem for ordinary people to understand);
- independent monitors were present;
- expectations of affordability (people expect to receive more than they can afford);
- promotion of a savings culture; and
- high density (problem of cultural acceptance);

Serviced Land Project (SLP)

The project has the following features:

- Time-frames
    - five-year programme/RDP funding
    - 26 000 erven
    - all community facilities
- Funding
    - RSC (bulk infrastructure), RDP and Department of Housing
- Activities
    - development of green fields, and upgrading of existing sites
    - Twenty-seven communities (resident development committees to identify who will move to green fields)
    - problem with community politics - violence
    - delivery of sites mid-1995

PORT ELIZABETH WORKSHOP: SUMMARY OF DISCUSSIONS

The Port Elizabeth Workshop was held on 1 February 1995. Like the other workshops it was attended by a cross-section of participants drawn from government (national and provincial), local government and related organisations, civil society and forums, the private business and non-profit sectors, NGOs and CBOs as well as the academic and the scientific community and human settlement professionals.

The discussions during the day were conducted in two parallel sessions, with about thirty-five participants. The six themes were combined into the two sessions as follows:

- Session 1

    - urban development and management;
    - environment and disaster mitigation; and
    - governance

- Session 2

    - shelter;
    - poverty reduction and basic needs; and
    - rural settlements and the rural/urban interface.

A structured approach was followed by means of which the following were addressed; policies and strategies, participation and enablement, capacity development, implementation, technology and applications, priorities for international cooperation.

Introduction

A number of issues were identified, namely:

- a lack of community capacity and access to resources;
- a need for job creation through urban development;
- a need for integrated community development;
- an assessment of the environmental impact of sanitation and waste;
- the need for local economic growth or Local Economic Development (LED);
- the integration of disadvantaged communities (social/spatial);
- sustainable housing and services;
- the need to promote environmental health;
- the need for urban growth management, especially in terms of marginal land and

directing settlement patterns;
- the lack of communication with respect to RDP requirements and between provincial and local communities;
- the need for clarity on the roles and responsibilities with regard to service provision;
- the transformation of local government is not yet satisfactory;
- the need for the integration of disaster mitigation in the planning processes - prevention is better than cure; and
- the enablement of individuals to participate.

Policies and strategies

Shelter, poverty and basic needs have to placed within the context of a hierarchy in the Eastern Cape (metropolitan - secondary cities - small towns - villages - settlements) and the fact that the rural area are divided between non-Bantustan areas and Bantustan areas.

At present initiatives are being driven out of:

- nine ministries;
- the RDP unit;
- forums (Border/Kei Development Forum and the Regional Economic Development Forum);
- a socio-economic council;
- a civil society participation mechanism; and
- local government transitional forums and councils.

At present there does not appear to be any consistency with regard to current policies, mostly because of the lack of clarity over roles and responsibilities within the area. This is particularly true with regard to urban development, disaster management and environmental management. The only initiatives that seem to be under way in the area are the RDP urban infrastructure Special Presidential Projects, but for those who are not involved there is considerable confusion as to what this means for them. The Special Presidential Projects under way include:

- Ibhayi; and
- Duncan village.

The problem with these projects is that they are seen to be housing the few while the majority is left without access even to basic services.

Even if there were projects under way within the TLC, there is concern that there would not

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be sufficient capacity and that a great deal of education and training would be required. More attention needs to be given to integrated local planning as opposed to the present incremental approach to urban development, and more attention would need to be given in terms of the tension between standards and affordability.

It was anticipated that much of the development would in future be directed by the White Paper on Housing and the Development Facilitation Bill. There is also a need for local development forums to integrate planning and housing processes - a strategic framework. The problem is that plans cannot be developed fast enough to deal with the extent of land invasion that is currently taking place. With the poor performance of the local economy there is a lack of resources to meet the need.

Participation and enablement

There is significant lip-service to the notion of participation and enablement. The role of NGOs is considered very important in this arena, in the absence of work being done by the local authorities. While people call for participation, there is a lack of resources for building capacity and often these are resourced out of project funds, which results in fewer physical goods being delivered. There is a need for partnerships in development between the local authorities, NGOs and communities.

Some major initiatives with regard to disaster mitigation have been developed in the Port Elizabeth area with regard to establishing volunteer groups in managing emergencies, but they are not receiving any remuneration; which is problematic in that the need for money is so great that these services might not be sustainable.

Implementation

There is a backlog of 300 000 housing units in Eastern Cape, but no direction on how this problem is to be tackled. There are no integrated projects at this time nor have any implementing agencies been clearly identified. Some of the major employers in the area have established housing projects for their workers and the RDP projects are in progress, but otherwise little is being done. Many of the requirements will not be met unless the local authority redirects the budget to meet such needs.

Based on past experience key issues that need to be considered for implementation include:

- greater attention given to the project preparation phase;
- the need to inform communities about projects, their roles, and responsibilities;
- the need to integrate existing research and information (currently fragmented); and

- all role-players should have access to information.

Technology

Port Elizabeth is using a Geographical Information System (GIS) to prioritise land. However, at times technology is being used inappropriately. For example, it was planned to install a 911 type of service as in the United States, but there were few telephones in the area that was to be served.

Greater attention needs to be given to developing local survey techniques.

International cooperation

It was felt that there was much to learn as regards technology, but that the cooperation should be within the southern hemisphere, and between countries and cities.

DURBAN WORKSHOP: SUMMARY OF DISCUSSIONS

The Durban Workshop was held on 3 February 1995. Like the other workshops, it was attended by a cross-section of participants drawn from government (national and provincial), local government and related organisations, civil society and forums, the private business and non-profit sectors, NGOs and CBOs as well as the academic and the scientific community and human settlements professionals.

The discussions during the day were conducted in three parallel sessions with about sixty participants. The six themes were combined into the three sessions as follows:

- Session 1:

    - urban development and management; and
    - governance.
- Session 2

    - shelter; and
    - environment and disaster mitigation.

- Session 3

    - poverty reduction and basic needs; and
    - rural settlements and the rural/urban interface.

A structured approach was followed by means of which the following aspects were addressed; policies and strategies, participation and enablement, capacity development, implementation, technology and applications, priorities for international cooperation.

Introduction

The transformation of local government was the main issue dominating the debate and discussion at the local level in KwaZulu-Natal. At present it appears as if the local authorities have had to operate in a policy vacuum. The lack of coordination with the provincial administration has resulted in uncertainty at local level as to the role of local government. Much of the confusion centres around finance and funding.

Issues

The following issues were raised as an introduction to the discussions:

- there needs to be a focus on the poor and on poverty reduction;
- the community should be central to the development process;
- the central role of local government in the implementation of the RDP was emphasised;
- the sustainable base of the urban economy is of concern;
- the impact of rural areas and the need to provide rural people with temporary accommodation options;
- there is a need for partnerships in governance (between all key players);
- environment is a key concern;
- the development of rural areas should be considered in parallel to urban development;
- the political will to address rural issues should be present and the issue of rural governance should be resolved;
- poverty leads to land invasion and people living on streets;
- the policy focus is urban, often top down (need for local content to policy and flexibility); and
- sustainability (recurrent costs need to be recovered, placing a burden on the very poor with housing subsidisation policy).

Policies and strategies

The RDP and the local government transition process amount to a radical shift in policy orientation. The consequent requirements for transformation within local government are substantial and of critical importance. Concern was expressed about an apparent the lack of progress towards meaningful local action, despite sufficient technical knowledge and expertise (example of the Durban area). Policies should be flexible to allow for local conditions and not be rigid and top-down. There is a need for a vision of the city of the future based on a majority view and the sustainable integration of the poor. At the same time a short-term delivery strategy need to be worked out. The current "policy vacuum" is considered a serious impediment to integrated urban development.

The local transition to real democracy is crucial. There is currently no overarching integrated plan. An emphasis was placed on the RDP and its application at local level. An improvement in service quality and capacity building at local level is required. The need for urban change management was considered particularly important. Integrated urban development and management should take into account issues of capacity building, the rural/urban interface, transport, communication, local level leadership and a focus on action (especially short-term delivery).

The development needs of the broader Durban area are enormous, especially when one considers the scale of informal settlements. Meeting the basic needs of the poor should

therefore receive priority. Meeting basic needs would also create opportunities, inter alia: job creation, skills training, local economic development and community empowerment.

Durban is characterised by a highly resourced core and under-resourced periphery. The heavily populated periphery creates particular problems, while vacant and under-developed land exist within the core. Land invasion is a problem highlighting the need for the release of vacant land. The "not-in-my-backyard" (NIMBY) syndrome has caused conflict between invading and established communities.

The current White Paper on Housing was welcomed. In this context the issue of financing and access to banking services by low-income people was considered particularly important, especially at the local level. Shelter per se, as opposed to houses, was regarded as not being sufficiently addressed. It does, however, indicate a policy for land delivery.

In terms of shelter, the provision of services, participation by communities in decision-making and the issue of land tenure received a high priority. The responsibility for shelter and housing is seen to be a provincial one, although the need to enable local government was expressed. It was also stressed that local government could not replace community involvement, and should not override a community in order to ensure quick delivery. The question as to whether local authorities should become involved in delivery remained open. The development of a "housing think tank" in Durban was a positive sign.

With Local Agenda 21 playing an important role in Durban, environmental issues were of special concern. Communities often dictate settlements pattern that are detrimental to the environment. Communities have often damaged the environment in the process of ensuring their own survival and existence, since they have no other choice. Durban has progressed substantially in respect of environmental policies. Local Agenda 21 initiatives are well advanced compared to other centres. A state of the environment study is being conducted for the Durban Functional Region. Community perceptions of what the environment is should be taken into account. An environment forum will be established in the Durban area, with the community and local authority jointly considering problems and deciding on where action is required. There should be a focus on quality of life for all and not only on shelter and housing, and shelter and environmental policy need to be combined. A focus on providing basic needs (water, sanitation, waste management, etc.) would have a positive effect on the environment.

Housing is recognised as a right. This should not be seen as the state paying for everything, but a focus is needed on certain minimum standards.

Participation, enablement and capacity development

The long-term development of development professionals was considered important, in that professionals also needs to be sensitised to new paradigms. The education of people about development is needed in order to enhance participation. Capacity building also needs to be built into projects. Capacity building should ideally lead to ownership of a project, as well as to sustainable development. There is a need to prevent the political disruption of the development process. An independent agency may be a required to act as facilitator - independent of the projects.

Communities should be involved in development on a partnership basis, which should lead to capacity development. Most communities are unaware of the options available to them, and they do not understand the development process. Community representatives, too, often do not understand the development process and this causes officials to "do their own thing". Policies need to be explained, with community involvement at every stage. This is a slow process, but one that pays off in the long run. The people involved with development often do not understand the community. Both sides (community and development professionals) need to be educated. It should be recognised that capacity often does exist within communities and it is a questions of harnessing this appropriately.

Implementation

Policies can only be successfully implemented if attention is given to issues of land, sustainable development, communication, financing and leadership during the transitional period. This should occur within an integrated planning framework, while the efficiency of the urban form is addressed (in terms of intensification and reintegration of cities, providing access to opportunities and transport). The need for a representative local government service, for example through affirmative action and change management, was also indicated. Attention also needs to be paid to unrepresentative and under-resourced local authorities by institutional capacity building. A strong emphasis on project management is also required.

A great willingness exists within the Durban Functional Region to engage development, although questions are raised about whether the necessary capacity exists to meet demand.

Regional or provincial policies seem uncoordinated at present. At the metropolitan level no time frames seem to exist in terms of housing and related developments. Projects are often ready to commence but are hampered by financial difficulties. Targets need to be set and the factors restricting the attainment of these targets should then be addressed. Different time frames are required for addressing each factor, depending on urgency but also on practicalities. A holistic approach to planning is required.

The resources for development are seen to come from local, central and provincial government, as well as from within a community.

Proper budgeting is a prerequisite to successful implementation, and the need for a management information system was stressed. Monitoring is required to ensure that money is spent as intended. A baseline dataset is needed and indicators need to be used/developed (quality of life indicators, financial/quantitative indicators, indicators measuring aspects that the community regards important). It was felt that the UN should not prescribe indicators. Little monitoring is done at present. Cato Manor is one area where monitoring is occurring and this could serve as a learning experience.

Technology

Needs and technology should be matched. Technology should also bring about a cost saving. In the area of housing, houses should be tried and tested before being erected in a community. There was a need for quality control, especially when innovative alternatives were proposed. The possibility of a needs inventory among builders was raised as a method to determine the need for technology. Technologies should also be subjected to a cost-benefit analysis. Technology that promotes environment-friendly and energy-efficient housing should be considered - this could be "low tech".

The present political rush to build houses denies the opportunity to establish new technologies. In many respects the market will be the final test of any new technologies. Technology that is labour-based should be used. The experience in informal housing and squatter housing should be tapped to inform on what is working and this may lead to innovative technologies being discovered.

There is a resistance to alternative technologies with a preference for brick housing. This sometimes changes when alternatives and their cost implications are understood. Informal upgrading will form a major part of the housing solutions and technologies to support this should receive attention.

International cooperation

Many experiences exist in South Africa from which the rest of the world could learn, but these have often not been documented, and therefore the potential benefits are lost.It was believed that South African experiences would be useful to South America and Asia. First World technology could be brought to South Africa, but the usefulness of this in our situation is questioned. South Africa could learn much in terms of rental and social housing from the rest of the world and environmental management.

ANNEXURE 3: List of participants at the National Workshop and four City/Metropolitan workshops

List of participants at the National Workshop

SURNAME	NAME	ORGANISATION	TELEPHONE NO
Abader	Micky	TRALOGA	
Badenhorst	Marthinus	University of Pretoria	(012) 421-3531
Barnard	Johan	Institute of Landscape Architects	(011) 726-7805
Barnard	Frik	Department of Housing	(012) 421-1339
Bath	David	Boutek, CSIR	(012) 841-2478
Bobat	Sabera	Johannesburg City Council	(011) 407-7179
Boshoff	Nellis	CSIR	
Breytenbach	Theresa	CSIR	(012) 841-3497
Bruyere	Karen	CSIR	(012) 841-2085
Chikane	Abbey	CSIR	
Claasen	Piet	SA Institute of Town & Regional Planners	(021) 808-2150
Conradie	Wallie	SA Housing Trust Ltd	(011) 889-0100
Davidson	IO	City of Johannesburg	(011) 407-6111
Davies	Glynn	Development Bank of Southern Africa	(011) 313-3167
de Kock	Colin	Building Industries Association	(012) 342-3970
Dombo	John	Provincial Legislature Northern Transvaal	(0152) 291-3805
du Plessis	Piet	Development Bank of Southern Africa	(011) 313-3681
du Plessis	Jop	Department of Transport	(012) 290-2884
Fish	Margaret	COPE	(0110 339-6752

SURNAME	NAME	ORGANISATION	TELEPHONE NO
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Grinker	Russel	CORPLAN	(0431) 43-3830
Grosskopf	Martin	Department of Welfare	(012) 320-1080
Hagg	Gerard	Human Sciences Research Council	(012) 202-2691
Huma	Willie	CSIR	
Johnson	Brian	SA Institute of Architects	(031) 29-4122
Karsen	Neville	Department of Housing	
King	Michael	Department of Foreign Affairs	(012) 351-1498
Kok	Pieter	Human Sciences Research Council	(012) 202-2124
Langford	Lizelle	Department of Housing	
Laufer	Stephan	Department of Housing	
le Roux	Anton	Deparment of Welfare	(012)
McKiever	R	Transitional Local Council of Port Elizabeth	
Mdaka	Ponds	Land Investment Trust	(011) 337-6250
Mentz	Ina	Department of Welfare	(012) 320-1080
Milford	Rodney	CSIR	
Mkhabela	Ismail	National Housing Forum	(011) 838-2922
Mokenela	Thabo	CSIR	
Molokoane	Rose	SA Homeless People Federation	
Monaheng	Pikie	CSIR	
Moolman	Piet	SAPOA	(012) 343-2190
Motha	Francis	Housing Department	(01311) 55-4810
Naude	Andries	Transportek, CSIR	(021) 887-5101

SURNAME	NAME	ORGANISATION	TELEPHONE NO
Nolte	Coenie	Kimberley Municipality	(0531) 80-6100
Oelofse	Mike	Urban Foundation	(011) 403-5500
Oranje	Mark	University of Pretoria	(012) 420-3535
Padayachee	Nicky	Johannesburg City Council	(011) 407-7300
Parsons	J	UNDP	(011) 331-5423
Petersen	Connie	SABCAP	(021) 31-8582
Potgieter	Louis	East Rand RSC	(011) 820-4097
Potter	Frances	Association of Mortgage Lenders	(011) 331-1671
Reid	G	PLANACT	(011) 648-6919
Rendall	Alastair	Development Action Group	(021) 448-7886
Roberts	Diane	Department of Housing	
Roberts	Debra	City of Durban	(031) 300-2527
Roelvert	Daan	National Association of Home Builders & Urban Developers	(011) 805-0201
Roelvert	Mari	Forum : Conferences & Tours	(011) 476-4484
Sampson	Les	CSIR	(012) 841-2939
Schlotfeldt	Carl	Boutek, CSIR	(012) 841-2544
Schoeman	Adriaan	Department of Housing	
Shaw	Andrew	Transportek, CSIR	(012) 841-2942
Sishuba	Jason	Independent Development Trust	(021) 23-8030
Smailas	V	Provincial Housing Board Northern Cape	(0531) 32711
Smith	Robert	Department of Land Affairs	(012) 312-9200
Theunissen	Vic	Provincial Administration Western Cape	(021) 483-4783
Touzel	Harry	CSIR	

SURNAME	NAME	ORGANISATION	TELEPHONE NO
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van Wyk	Kobus	Port Elizabeth Technikon	(041) 504-3925
van der Merwe	Izak	Department of Environmental Affairs & Tourism	(012) 310-3714
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ANNEXURE 4: Candidates for Best Practice

The following Best Practice proposals, which have been submitted to the UN, are summarised here:

- The Serviced Land Project (SLP), Cape Town;
- Duncan Village Special Presidential Project, East London;

Note: These two submissions are only briefly summarised, since they are described in Annexure 5 which deals with the Special Presidential Projects on Urban Renewal.

- "From squatter camp to entrepreneurial self-governance", which is about Orange Farm near Johannesburg.
- Community Information Resource Centre (CIRC) in the Gauteng province;
- "Village Cluster Approach to Urban Design".

1   The Serviced Land Project (SLP), Cape Town

The Provincial Administration of the Western Cape, as developer, and Holistic Settlements (Pty) Ltd, as project coordinator, made this submission.

Focus

The focus is upgrading of infrastructure, land servicing, job creation, housing and provision of community services for townships and communities of the Cape Flats.

Reason for proposing as Best Practice

The Serviced Land Project (SLP) represents a significant achievement in terms of <u>process</u>. It was conceived after intensive consultation among all key stakeholders, in an area whose people suffered more than most under apartheid. It is the process of structuring and negotiating a project of this magnitude in an often futile and immensely complex environment - while still attempting to retain internationally recognised practices - that is worth sharing.

Description

This project is described in Annexure 5 which deals with the Special Presidential Projects on Urban Renewal.

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2 Duncan Village Presidential Project, East London

This submission was made by the East London Transitional Local council, supported by the (I) Duncan Village Residents Association (ii) South African National Civics Organisation (SANCO) Border Region (iii) Duncan Village Planning Team and (iv) Masakane projects cc.

Focus

The integrated development of the greater Duncan Village area, including servicing of land and housing programmes.

Reason for proposing as Best Practice

This project expresses a development strategy of participatory planning with the community assuming a leading role in the decision-making process. This strategy has three principle components, namely (I) development of Duncan Village residents (ii) Reintegration of Duncan Village into the City of East London and (iii) identification of a development process to ensure an acceptable living environment. The inclusive and participatory process will be key factors in the success of the project.

Description

A specific project within the overall Duncan Village Presidential Project was chosen for submission, involving the provision of sustainable electrical reticulation utilising community based methods. This project is taking place within one of the most densely populated areas of Duncan Village referred as "C-Section". It comprises about 5 000 shacks, with an average of 200 families using one toilet, infrequent water stand pipes and non-existent electrical facilities. A steering committee was established in 1994 to initiate the provision of bulk services, focusing on the introduction of electricity to this area.

This overall Duncan Village Presidential Project is described in Annexure 5 which deals with the Special Presidential Projects on Urban Renewal.

3 "From squatter camp to entrepreneurial self-governance"

This submission was made by Inter Afrika Plan (Pty) Ltd.

Focus

The creation of a community-based forum to foster development in an entrepreneurial spirit

of self-reliance in the Orange Farm community - resulting in the establishment of a community building programme by one of South Africa's foremost education institutions.

Reason for proposing as Best Practice

By putting their energy into a community-based development approach the Orange Farm community has retained a peaceful environment in an area with a history of violence. This resulted in the establishment of a community building programme based on the experience of the Orange Farm Community.

Description

The informal settlement of Orange Farm, situated 40 km south of Johannesburg, has grown to 120 000 people by 1991. A strong community spirit existed among the people that expressed itself in a wish to become more self-reliant.

In 1991 the community embarked on a creative approach to the development of the area since it lacked a formal local government structure. The Orange Farm Creative Action Development Forum was formed from people who had a proven track record of resourcefulness and community concern. This forum is not a "power structure" nor a "pressure group" because:

- it belongs to everyone on the community;
- it is a support and resource facility to both the community and the authorities;
- it is not against anything, but is for anything or anyone who has something creative to offer the community;
- it provides a productive partnership between all interest groups, NGOs and level of government.

Member organisations within the Orange Farm Creative Action Development Forum retain their own identity and autonomy.

The Centre for Lifelong Learning of the Technikon SA has made the principles established by this Forum the basis for a special community building programme - the Integrated Community Building Programme, which is aimed at promoting self-governance for development. This was done in cooperation with other informal and disadvantaged communities, namely those of Winterveld, Etwatwa and Mofolo. This programme is the result of a new spirit of realism and enterprise that emerged - looking at society from the community outwards. The aim is to develop individuals and communities to plan and direct their own development, socially, economically and culturally. It is a truly local product suited

to the building of an effective civil society in South Africa - specifically to form, manage and replicate appropriate Development Forums.

4   Community Information Resource Centre (CIRC) in the Gauteng province

This proposal has been submitted by the Human Sciences Research Council (HSRC) and the Community Information Resource Centre (CIRC).

Focus

Providing access to information as grassroots level by establishing a system for communicating and sharing information amongst a community or between communities. This system relies heavily on electronic data interchange. Three areas in the Gauteng province are focused upon - Atteridgeville in the Pretoria area, Alexandria near Johannesburg and Ivory Park near Midrand.

Reason for proposing as Best Practice

Access to information is central to successful development and confronting the major issues raised in Habitat II, by facilitating a community's access to and utilisation of resources and thereby empowering disadvantaged communities. In this context the Community Information Resource Centre (CIRC) contributes to freedom of access to information, networking, sharing resources (in and between communities) and learning from each others' experiences.

Description

The Community Information Resource Centre (CIRC) is a community based non-governmental organisation. Centres have been opened in the aforementioned areas, which is the focus of this submission. A Community Information Resource Centre consists of:

- A network of information and communication access points (satellites), connected to a central hub, so as to supply focused information and direct communications, tailored to each individual's specific needs;
- An Information Counselling service to ensure that information is provided to the public in the exact format that they require. Information Counsellors are responsible to the community that they serve, and are tasked to facilitate communications, deliver and interpret information (where required) and do whatever else is necessary to support the community and the individual user every step of the way;
- A vital community facility which provides a foundation for all other development in the area.

The project uses partnership models to ensure its future maintenance. Information gathered during surveys are made available through publications, electronic online access, turnkey software (e.g. CDROM), or on request to government institutions, NGOs, developers etc. A fee may be charge where appropriate.

The Gauteng projects are compiling a model for information provision to historically disadvantaged communities and the process has been designed to be flexible, so that it can be adapted to any community within the South African or any other context.

5 "Village Cluster Approach to Urban Design

This submission was made by Inter Afrika Plan (Pty) Ltd.

Focus

The adoption of a new approach to town planning based on a socio-economic planning approach, whereby a cluster-based village that can accommodate 500 to 600 families which aspires to ownership and their own structured community way of life.

Reason for proposing as Best Practice

This new approach to urban design takes into account the expressed needs and perceptions of informal township dwellers. It is incremental in nature and the residents guide the future design and management of the township.

Description

The Informal Village Cluster Approach to urban design is provides the basis for a new socio-economic planning approach aimed at attaining:

* personal and community dignity and self-reliance;
* participation in the planning and building process from the start;
* incremental planning, housing design and financing;
* improved safety and security;
* affordable housing;
* phased cost reductions of services and construction;
* the reintegration of work and residence;
* job and business creation;
* integrated agri-urbanisation
* cost reductions of services and construction;

- effective community management; and
- collective tenure and ownership of property.

The 500 to 600 families would also collectively own the surrounding area of agricultural land to provide basic food requirements of the village, and to generate additional profits from associated food supply, marketing and processing.

Current developments include new townships in Putfontein, Benoni, Centurion and Coronation Village.

ANNEXURE 5: Special Presidential Projects on Urban Renewal

The projects reviewed in this Annexure have thus far been approved by the RDP as Special Presidential Projects on Urban Renewal. Funds have been allocated for these projects to the value of R1 884.47 million (US$ 530.88 million). The commencement of projects and the disbursement of funds are subject to a Business Plan(s) being approved for each project. Business Plans had been approved to a value of R1 336.77 million (US$ 376.59 million) by October 1995. The Special Presidential Projects on Urban Renewal involves a dynamic process whereby projects for inclusion as Special Presidential Projects are continually being considered, while Business Plans for various projects are simultaneously being evaluated.

1   Duncan Village Presidential Project

Duncan Village is situated three km from the East London city centre. It has a population of 80 000 people, with 50% of the core city's population crammed into just 2% of the land. There are 3 500 formal dwellings and 14 000 shacks, with densities that exceed 2 500 persons per hectare in some areas. The redevelopment of Duncan Village is seen as fundamental to the transformation of the apartheid social, economic and spatial relationships currently evident in East London as a whole.

The overall objectives of the project are to:

- continue the development of a process that is based on community involvement and decision-making in all plans that would have and impact on Duncan Village;
- upgrade the living conditions of the people of Duncan Village by providing basic services such as electricity, indoor plumbing, sewers and refuse collection;
- de-densify Duncan Village by developing land adjacent to Duncan Village and in the greater East London Area for housing and community facilities;
- produce an economic development framework based on job creation, entrepreneurial opportunities and skills training with particular programmes for youth development;
- provide social services that particularly address the need for education and medical care, as well as the special needs of women;
- establish a spatial framework of access roads, bridges and linkages for integrating Duncan village into the urban fabric of East London;
- develop the human resource potential for community participation and control in all aspects of current and future development;
- provide a framework and active development programme in which local authority re-organisation is facilitated to meet the developmental needs of the city in the long-term.

The programme's primary focus is the Duncan Village community. The development plan consists of the following components:

- **Duncan Village Community Development Trust**

  This trust was established by the community to create capacity within the community to implement development projects.

- **Housing projects.**

  Five housing projects are planned for 1995.

- **Informal sector development**

  This comprises the development of ten hawker kiosks with locks, washing and sanitation facilities, which will serve as a pilot scheme for the future development of hawker facilities.

- **Building resource centre**

  A site for a resource centre has been identified, which will include space for building materials, manufacture and sales, other small industries and offices.

- **Education facilities**

  Duncan Village needs twenty-five new primary schools and eight secondary schools. Construction of three new schools has commenced.

- **Other community facilities**

  A library has recently been constructed, and the provision of sports facilities is under discussion.

- **Services**

  Electrification and the installation of street lights is under way in one section, and pavement construction in another. More projects will be planned and launched in conjunction with the East London Local Council.

- **Capacity building programme**

  Apart from the Duncan Village Community Development Trust, other capacity building initiatives related to construction management, construction skills, etc. are under way.

The following list of preliminary programmes for upgrading and development indicate the overall scope of the Duncan Village project:

- land acquisition;
- road links;
- bulk services;
- internal services;
- upgrading existing internal services;
- child-care facilities;
- pre-primary schools, primary and secondary schools;
- clinics;
- sports fields;
- fire stations;
- libraries;
- police stations;
- cemeteries;
- multi-purpose community centres;
- post offices;
- playgrounds;
- old age homes;
- skills training centre;
- civic centres;
- small markets;
- material production yards;
- environmental;
- capacity building; and
- project preparation.

R623.26 million (US$175.58 million) has been budgeted for the project over a period of five years, starting in 1995. The RDP Fund will contribute R140.71 million (US$ 39.64 million). The gearing achieved by the RDP is again apparent. The RDP funds are budgeted to be spent in phases, as follows:

- 1994/95   R34.25 million (US$ 9.65 million)

- 1995/96   R35.49 million (US$ 10.00 million)
- 1996/97   R29.57 million (US$ 8.33 million)
- 1997/98   R23.66 million (US$ 6.67 million)
- 1998/99   R17.74 million (US$ 5.00 million)

Business Plans that have been submitted and approved for the full amount.

2   Ibhayi Special Presidential Project

Ibhayi comprises the suburbs of New Brighton, Kwasekhele, Soweto-on-Sea and Veeplaas. It is situated within the borders of the Port Elizabeth Local Council. The intention of the Council is to approach the needs of Ibhayi holistically in an integrated programme.

Some 320 000 people live in Ibhayi, which covers approximately 2 000 hectares, only 1% of which is public open space - community facilities such as schools, creches, halls and churches accounting for a further 5%. The remaining 94% is residential. Five sports fields, five damaged stadiums, three ruined swimming pools and one library with almost no books attempt to cater for the social needs of the people.

The overall project will encompass the provision of water and sanitation, bulk sewerage, electricity, roads and stormwater drainage, clinics, educare centres and libraries, sports facilities, cemeteries and transportation. It will also encompass housing board applications and a local government approach to the RDP.

Specific aspects that are planned to be executed over a three-year period are:

- Provision of water and sanitation

   The objective of the Port Elizabeth Local Council is that all households will have, inter alia, an on-site water supply point and waterborne sewerage. In Ibhayi 12 200 sites are in need of such services.

- Sewerage collector

   A sewerage collector will be installed to service an area where much of the new housing development will occur.

- Community-based refuse collection

   This project proposes to develop small entrepreneurial business units to collect

domestic refuse. This is presently a function of the Port Elizabeth Local Council.

- Road construction

  A main access road to join the two communities that comprise Soweto-on-Sea, as well as providing access to other areas, is planned.

- Rehabilitation of stormwater reticulation system

  This comprises the rehabilitation of some 118 km of stormwater reticulation in the Ibhayi area, which is currently blocked.

- Community facilities

  These are mainly aimed at the upgrading of existing community facilities, such as sports stadia, swimming pools, libraries and clinics.

These projects will be funded over a period of three years by the RDP and the Port Elizabeth Local Council. The RDP Fund will provide R68.5 million (US$ 19.30 million) and the Port Elizabeth Local Council approximately R248 million (US$ 70 million). The RDP funds are budgeted to be spent as follows:

- 1994/95   R26.0 million (US$ 7.32 million)
- 1995/96   R23.5 million (US$ 6.62 million)
- 1996/97   R19.0 million (US$ 5.35 million)

Business plans have so far (October 1995) been approved to an amount of R63.06 million (US$ 17.76 million) from the RDP Fund.

3   Free State

Projects are under way for the integrated development and upgrading of the Botshabelo and Thabong communities.

3.1   Botshabelo

Botshabelo is situated 62 km to the south east of Bloemfontein, capital of the Free State province. It was established in 1978 as part of the then government's establishment of "homelands" for black people in line with its apartheid policy. Within months 60 000 people were resettled in Botshabelo. By 1984 its population had increased to 180 000 with a

substantial number coming from Bloemfontein where the Mangaung Township's boundaries had been frozen for 12 years. In contrast, fully serviced sites were provided and huge subsidies applied to lure people to Botshabelo. Extensive industrial decentralisation benefits were also given for businesses wishing to establish factories in Botshabelo. Bus companies were also given huge subsidies to ferry people to and from Bloemfontein. When Influx Control was abolished in 1986 the movement of people to Botshabelo decreased substantially.

The Botshabelo project was conceived with an acceptance of the reality of Botshabelo as one of the new South Africa's greatest challenges and institute mechanisms to achieve the most appropriate and realistic possible solution. A study is being undertaken to determine the best way of approaching the problems in Botshabelo and to recommend the required investment options. The RDP Fund has approved approximately R1.4 million (US$ 0.39 million) for this study. The implementation phase will commence after this study has been completed, based on approved Business Plans.

3.2 Thabong

Thabong, situated in the Free State Gold Fields region, is a township that originated due to the mining activity in the area. Many of the development plans for Thabong were never realised, mainly due to apartheid, and it is a deprived area in need of upgrading. Business plans for Thabong have been approved to an amount of R15.6 million (US$ 4.39 million) and further plans are currently being formulated.

The total allocation for the Botshabelo and Thabong projects amount to R70 million (US$ 19.72 million). These funds are budgeted to be spent as follows:

- 1994/95   R10 million (US$ 2.82 million)
- 1995/96   R30 million (US$ 8.45 million)
- 1996/97   R20 million (US$ 5.63 million)
- 1997/98   R10 million (US$ 2.82 million)

Business Plans so far have been approved for an amount of R16.95 million (US$ 4.78 million).

4   Katorus Special Presidential Project: Stability, Reconstruction and Development Programme

The Katorus Presidential Lead Project is located in Katlehong, Thokoza, Vosloorus, Phola Park, Zonkesizwe, Mandela Park, Holomisa Park, Tambo Camp and peripheral informal settlements. These areas are generally referred to as Katorus, which is situated on the East

Rand (to the East of Johannesburg in Gauteng province) and which has been particularly affected by violence and unrest. The Katorus communities can be regarded as communities in crisis, which explains the emphasis on safety and security that will become apparent in the following explanation of the objectives and overall phasing of the Katorus project.

The objectives of the project are to:

- support programmes that will establish a safe and secure environment in Katorus;
- repair, rehabilitate and maintain the facilities, housing and services that already exist in Katorus, on the clear understanding that residents will pay reasonable charges for acceptable services;
- upgrade the facilities and the services available in the area and normalise local government administration. As and when services are upgraded, service charges will be adjusted accordingly; and
- develop new facilities, houses and services for the Katorus area.

The above programmes and projects will be implemented after consideration of the following.

Services: The provision of services with respect to:

- a secure and effective water connection on each stand;
- a wet sanitation/flush toilet system on each stand;
- house-to-house refuse collection;
- proper access through a regional road network of an appropriate standard;
- roads to be upgraded with acceptable and effective stormwater drainage;
- a secure electrical supply to each stand and an effective and appropriate public lighting system;
- the ability to access private telephone connections on each stand, and easy access to public telephones; and
- easily accessible postal boxes, available on demand.

Social services: Education and health facilities (e.g. schools, libraries, adult education, clinics and hospital services) are planned to keep pace with the national programme of upgrading; recreational facilities are to be provided within walking distance.

Housing: To provide, within the framework of the RDP, acceptable structures to as many families as possible, with particular attention to:

- upgrading and (where necessary) relocation of informal settlements;
- upgrading of hostels;

- repairing and redeveloping housing destroyed by violence; and
- improving rental conditions and access to services for sub-tenants.

Transport: Access to safe and convenient public transport including rail, bus and taxis.

Institutional: Easy access to the local administration and to decision-making bodies. Effective administration of services and payment by residents of reasonable charges for acceptable services.

Business development: Promoting the development of formal and informal business outlets.

Law and order: Maintaining acceptable levels of law and order through normal policing and withdrawal of the South Africa National Defence Force.

The project will be implemented in four phases, indicated in Table A5-1.

Table A5-1: Phases of the Katorus project		
Phase	Focus	Target date
1 Health and security	Safe and secure environment; emergency health requirements; management and participative structures; initiate key short-term programmes.	December 1994
2 Repair, consolidate and maintain	Repair and rehabilitate homes, engineering services and social services; normalise police force services; maintain peaceful conditions	January to December 1995
3 Upgrade	Upgrade services, facilities and areas; develop the capacity of the South African Police Service to meet national norms.	January 1995 to June 1999
4 Develop additional/ new	Provide additional services, facilities and housing.	January 1995 ongoing

Table A5-2 reflects the budget for the Katorus project as it expected to unfold until 1998/99.

Table A5-2: Funding for the Katorus project			
Category	RDP Funds (millions)	Other state funds (millions)	Total (millions)
Housing	R29.9 (US$ 8.4)	R828.9 (US$ 233.5)	R858.8 (US$ 241.9)
Services	R329.1 (US$ 92.7)	R250.1 (US$ 70.5).	R575.9 (US$ 162.2)
Service Tariffs	R0 (US$ 0)	R251.5 (US$ 70.9)	R579.2 (US$ 163.2)
Social Services	R114.3 (US$ 32.2)	R418.5 (US$ 117.9)	R532.8 (US$ 150.1)
Security Services	R83.6 (US$ 23.6)	R652.3 (US$ 183.8)	R735.9 (US$ 207.3)
Coordination	R18.6 (US$ 5.2)	R10.2 (US$ 2.9)	R28.8 (US$ 8.1)
Total	R645.1 (US$ 181.7)	R2 411.5 (US$ 679.4)	R3 056.6 (US$ 961.1)

The funds allocated from the RDP are to be spent over a five-year period as indicated in the overall phasing of the project, as follows:

- 1994/95   R176.7 million (US$ 49.78 million)
- 1995/96   R184.4 million (US$ 51.95 million)
- 1996/97   R126.1 million (US$ 35.52 million)
- 1997/98   R78.5 million (US$ 22.11 million)
- 1998/99   R78.5 million (US$ 22.11 million)

Currently (October 1995) business plans have been approved totalling R319.8 million (US$90.09 million) from RDP funds.

A key aspect of the funding is the gearing that is achieved with the RDP funds. A key objective of the RDP is that its funding will generate additional funds, and that the total funding for projects will, in the long-term, be forthcoming from other sources on a sustainable basis.

5   KwaZulu-Natal Disaster Fund

The KwaZulu-Natal Disaster Fund programme is specifically aimed at rebuilding and upgrading urban communities affected by violence in the province of KwaZulu-Natal. The programme therefore has a province-wide scope.

The overall objectives of this Fund are to:

- implement an urban based kick-start to the RDP in KwaZulu-Natal, specifically focusing on those areas most in need;

- build capacity in affected communities with a view to establishing a development environment receptive to further investment; and
- reduce the loss of life, the destruction of infrastructure and the diminishing levels of confidence specifically in these areas and generally throughout the province.

The Business Plan for the community of Bruntville has so far been approved and plans are being formulated for 26 other areas throughout the province. A total amount of R100 million has been allocated from the RDP Fund, which is expected to be spent as follows:

- 1994/95   R30 million (US$ 8.45 million)
- 1995/96   R50 million (US$ 14.09 million)
- 1996/97   R20 million (US$ 5.63 million)

Business Plans for an amount of R24.7 million (US$ 6.96 million) has so far been approved.

The Bruntville project is briefly described to provide and insight into the type of development being implemented.

Bruntville

Both the hostel and the houses in Bruntville have been damaged during violence in recent years. The violence effectively ended with the vandalisation of the hostel during the Christmas holiday of 1992/93.

The hostel was repaired with provincial administration funds, but it still needs to be upgraded in terms of the Hostel Redevelopment and Upgrading programme. Private houses that were destroyed and damaged also need to be repaired and rebuilt. The cost of repairing these houses will be about R1.4 million (US$ 0.39 million).

The objective of the project is to make the damaged houses habitable and to enable displaced residents to re-occupy their dwellings.

The Peace and Reconstruction Foundation has mobilised R700 000 (US$ 197 200) and R700 000 (US$ 197 200) will come from the RDP Fund. The project will commence early in 1995 and be completed by March 1996.

6   Cato Manor

The Cato Manor project is a multi-dimensional integrated urban development project involving the delivery of 41 500 housing units (for an ultimate population of 250 000)

together with supporting physical and social infrastructure and substantial commercial and industrial development. Cato Manor can be described as the creation of a fully-fledged "new town in town". The project will occur on 2 000 hectare of land within 5 to 10 km from Durban's Central Business District, in the KwaZulu-Natal province.

The Cato Manor project offers significant reconstruction and development opportunities which include:

- the opportunity to restructure the apartheid geography of Durban through stimulating compact low income settlement close to the heart of the metropolitan region;
- the opportunity to building the technologies, systems, procedures, institutions and human resources for other urban infill and restructuring projects in the metropolitan region;
- the chance to restructure the region's transportation systems through a mass transit system;
- the chance to allow low income households to live in close proximity to established and potential economic opportunity;
- a chance to create a symbol of reconciliation and non-racialism for the whole metropolitan region;
- an opportunity to create jobs throughout the metropolitan region by the appropriate development of Durban's most accessible area.

An amount of R130 million has been budgeted from the RDP Fund for Cato Manor, which will be spent as follows:

- 1994/95   R15 million (US$ 4.23 million)
- 1995/96   R65 million (US$ 18.31 million)
- 1996/97   R50 million (US$ 14.09 million)

Business Plans to the value of R30 million (from the RDP Fund) have so far been approved, and Business Plans for the other R100 million have been submitted.

7   Masoyi

This project is situated in the Mpumalanga province. It will encompass the upgrading of bulk and reticulated infrastructure, as well as the development of educational, health, sport and community facilities, housing and a clean-up campaign.

The RDP Fund has allocated R23 million (US$ 6.48 million) for this project, which should be spent during 1995/96. A Business Plan is being prepared.

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8   Siyabuswa

This project, situated in the Mpumalanga province, will be aimed at infrastructure upgrading as well as the development of educational, health and sport facilities.

The RDP Fund has allocate R34 million (US$ 9.58 million) for the project, expected to be spent during 1995/96. A Business Plan is currently being prepared.

9   Galeshewe

Galeshewe is situated in Kimberley, the capital of Northern Cape Province. Existing residents in this squatter area live in shacks without proper roads, sufficient water reticulation or proper sanitation facilities.

This project entails the development of the squatter area into 1 388 new erven, the provision of basic services and houses. It is envisaged that this will include establishing waterborne sewerage, a water reticulation network, streets and stormwater drainage.

The RDP Fund has allocated R21 million (US$ 5.92 million) for this project, which is expected to be spent during 1995/96. Business plans are currently in preparation.

10   Potgietersrus/Mahwelereng Urban Renewal Project

Potgietersrus/Mahwelereng is situated 50 km from Pietersburg, the capital of the Northern Province. The Potgietersrus/Mahwelereng complex had formerly been administered by three different administrations namely the Lebowa Government (a former "homeland"), the Potgietersrus Town Council and Traditional Authorities. This lead to a fragmented application of funds, land use and inefficient utilisation of natural resources. Since the local government election of 1 November the area is managed by the Potgietersrus/Mahwelereng Local Council.

The aim of this project is to establish a dynamic urban complex through a holistic, integrated development process. Projects within the programme include the provision and upgrading of:

- low and medium income housing;
- water, sanitation, roads, stormwater and electricity;
- sports and recreation facilities;
- education and health facilities; and
- transport facilities.

The project is also intended to result in job creation, skills transfer and capacity building, community empowerment and the general improvement in the quality of life of the residents of the town.

The RDP Fund has allocated R44 million (US$ 12.4 million) for this project, and a Business Plan for the full amount have been approved. The funds are expected to be spent within the following year.

11   Molopo River Basin

The Molopo River Basin is situated within the greater Mmabatho area - Mmabatho being the capital of the North West province.

The project is aimed at:

- stabilising the environment by cleaning the dirty river basin and keeping it clean;
- upgrading the services and facilities; and
- developing new facilities.

The project will encompass the integrated provision of infrastructure, housing, community facilities, job creation, environment and recreation facilities in selected communities, as well as facilitating non-racial and democratic local government.

The RDP Fund has allocated R13 million (US$ 3.66 million) for this project. The Business Plans for this project is currently being finalised.

12   Serviced Land Project: Special Presidential Project

The Serviced Land Project (SLP) was conceived in 1991 after intensive consultation among all key stakeholders. The SLP encompasses areas most blighted by apartheid in metropolitan Cape Town. These include the infamous squatter camps such as Crossroads, KTC, Browns Farm and Millers Camp as well as the thousands of families living in backyards and hostels in the townships of Langa, Nyanga and Guguletu. The SLP has been established to assist more than 35 000 of Cape Town's most deprived families to improve their housing circumstances within five years. This will include ownership of serviced sites and access to building resources. The SLP caters for at least twenty-six communities and contains at least thirty-eight projects. Of these projects 13 (8 500 sites) involve the upgrading of existing settlements, 8 (2 000 sites) are "infill" projects within the townships and the remaining 17 (24 000 sites) are phases of three new "greenfield" projects (Philippi East, Weltevreden Valley North and Southern Delft). The completion of a project in Crossroads is also being

undertaken. The greenfield projects play a vital role in providing capacity for the overflow of the upgrade projects and thus have high priority.

The implementation phase commenced in September 1993. The SLP has since become one of the Special Presidential Projects which will receive RDP funding. The objectives are:

- to structure the project appropriately under the authority of the provincial authority of the Western Cape;
- to assist communities within the project area to establish inclusive, development orientated committees (termed Residents Development Committees - RDCs);
- to identify potential projects;
- to facilitate the establishment of a Project Committee for each project to oversee planning and management; such committees are to comprise representatives of RDCs, the public authority, a private developer and the SLP Executive Consulting Team;
- to programme completion of the Serviced Land Project within five years so that all potential beneficiaries can realistically expect material improvement in their circumstances within that time;
- to facilitate the provision of educational, health and other resources required for the development of communities;
- to facilitate and promote the consolidation of communities;
- to equip communities through training and capacity building programmes so that they can participate fully in the planning and implementation of projects and programmes;
- to optimise skills generation and job creation, including the use of labour-intensive techniques, in all projects and programmes;
- to optimise the communities' access to all appropriate resources, including technical advice, project facilitation and conflict resolution;
- to raise the necessary finance;
- to ensure both the maintenance of capital investment and services within the SLP Project Area and that communities pay for services rendered.

The scope of the SLP Project is possibly the widest of all the projects in terms of the number of communities it aims to assist. The project's budget is R1 182 million (US$ 333 million), of which R592.08 million (US$ 166.80 million) will come from the RDP Fund. The project will run over a period of five years and the funding will be utilised over this period. The Business Plans for the SLP project have been approved.

A breakdown of the budget is provided in Table A5-3.

Table A5-3: Budget for the Serviced Land Project		
Category	Amount (millions) figures rounded of individually	
	(R)	(US$)
Cost of development Funds raised - R203 million (US$ 57 million) Additional funds required - R505 million (US$ 142 million)	708	199
Capacity building, consolidation and co-ordination	50	14
Community facilities	88	25
Education	192	54
Health	146	41
Total budget	1 182	333
RDP Funding (part of total budget)	592	167

The RDP funds are budgeted to be spent as follows:

- 1994/95   R6.20 million (US$ 1.75 million)
- 1995/96   R141.56 million (US$ 39.88 million)
- 1996/97   R213.41 million (US$ 60.12 million)
- 1997/98   R132.67 million (US$ 37.37 million)
- 1998/99   R98.25 million (US$ 27.68 million)

Business plans have been submitted and approved for the total amount from the RDP Fund (R592.08 million - US$ 166.80 million).

ANNEXURE 6: RDP Fund: 1995 Reporting Schedules

RDP Fund - 1995 Reporting Schedule

PRESIDENTIAL LEAD PROJECT: ....

Sub-Project: ....

Monthly

(9 Feb. 9 Mar. 6 Apr. 4 May, 8 Jun)

M1. Progress against Plan

Milestone	Planned Date	Actual Date
1.	1.	1.
2.	2.	2.
3.	3.	3.
4.	4.	4.
5.	5.	5.
6.	6.	6.
7.	7.	7.
8.	8.	8.
9.	9.	9.
10.	10.	10.

M2. Expenditure vs Budget

Month	Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec
Budget												
Actual												

NOTE: Shaded sections and February report to be completed for first report on 9 February 1995.

Financial Manager's Signature: ....

Project Manager's Signature: ....

FAX to: Roy Page-Shipp. National Programme Management. (012) 323 5028

RDP Fund - 1995 Reporting Schedule

PRESIDENTIAL LEAD PROJECT: ....

Sub-Project: ....

Quarterly - Generic

(9 Mar. 8 Jun)

Q1. Jobs created [Additions since last report]

Month	March 1995	June 1995	Sept 1995	Dec 1995
Actual				

Q2. Training provided [Additions since last report]

Month	March 1995	June 1995	Sept 1995	Dec 1995
Actual				

Q3. Small contractors employed [Additions since last report]

Month	March 1995	June 1995	Sept 1995	Dec 19951
Actual				

Q4. Labour intensity [Additions since last report]

Month	March 1995	June 1995	Sept 1995	Dec 1995
Actual				

Q5. Affirmative Action [Additions since last report]

Month	March 1995	June 1995	Sept 1995	Dec 19951
Actual				

Q6. ....

Month	March 1995	June 1995	Sept 1995	Dec 1995
Actual				

Project Manager's Signature: ....

FAX to: Roy Page-Shipp, National Programme Management, (012) 323 5028

RDP Fund - 1995 Reporting Schedule

PRESIDENTIAL LEAD PROJECT: ....

Sub-Project: ....

Quarterly - Project Specific (Some may be Monthly)

Q6. ....

Month	March 1995	June 1995	Sept 1995	Dec 1995
Actual				

Q7. ....

Month	March 1995	June 1995	Sept 1995	Dec 1995
Actual				

Narrative Comment

- Explanation of variances

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Project Manager's Signature: ....

ANNEXURE 7: List of Terms

The following list of terms, given in alphabetical order, have a particular meaning in the South African context, which may not be internationally understood. It is therefore not meant to be a comprehensive list of subject terms, nor a definitive explanation, but rather to convey the meaning of these terms as they are used in this report.

Apartheid:	The policy introduced in 1948 by the previous government and followed until approximately 1990, that has as its basis the separation of people on the ground of race.
Assembly of land:	Grouping and consolidation of portions of land into a single tract of land development.
Backyard shacks:	In South Africa, due to the shortage of formal/conventional houses, a trend has developed whereby homeowners/tenants have allowed friends, family or tenants to build shacks, similar to those found in squatter settlements, in their backyards. The occupants of these backyard shacks often pay some form of rental to the occupant of the formal house.
Dormitory towns:	The policy of apartheid resulted in isolated black townships consisting only of residential dwellings, with little or no commercial, industrial or other infrastructure being developed. People therefore "only slept" in these townships and had to travel elsewhere for work and other activities.
Farmworker housing:	Dwellings on farms belonging to the farm owner, but occupied by farmworkers.
Forced removals:	In accordance with the policy of apartheid areas were designated for occupation according to racial classification. Many people, mostly black, were removed from areas designated as "white". In most cases this was done involuntary (in that it was done against the will of the residents, often with the threat or actual use of physical force).
Formal:	In a housing context this refers to dwellings built in accordance with the requirements of the National Building Regulations and Building Standards Act, 1977 (Act No 103 of 1977) i.e. built

from conventional materials, mainly bricks and mortar, which is the predominant building method in South Africa.

Free-standing squatter settlements:

Due to the prevalence of backyard shacks in areas of formal housing, the term "freestanding" is introduced to indicate a settlement that consists only of informal squatter (see definition for "informal settlements") housing.

Functional urban population:

Those people who can be considered to be "urban" based on functional-geographical areas, density and economic criteria (e.g. the absence of agricultural activity and high population density).

Government of National Unity:

In accordance with South Africa's interim constitution, a political party has a right to a Cabinet post (i.e. that of Minister of the executive arm of government) for every 5% of the votes cast in its favour. Every major political party is therefore proportionally represented in the Cabinet, which is the highest political decision-making body in South Africa, resulting in a Government of National Unity.

Homeless persons:

This generally refers to people who have no access to any form of shelter, but in the South African context people who stay in squatter shacks, which can often not be regarded as a home in the true sense of the word, are included in the number of homeless persons.

Homeland:

Prior to the democratic elections of 27 April 1994, South Africa was divided into the following areas:

- Four Provinces, which were regarded as the "white" areas, although this term does not reflect the actual situation, but rather to the political control which vested in hands of the ruling minority (Cape Province, Natal, Orange Free State, Transvaal);

- Six self-governing territories (Gazankulu, KaNgwane,

KwaNdebele, KwaZulu, Lebowa, QwaQwa);

- Four territories which were granted independence by the previous South African government, but were not recognised internationally (Bophuthatswana, Ciskei, Transkei, Venda).

The six self-governing territories and four "independent" territories are collectively referred to as "homeland" areas, since this describes the underlying philosophy of the previous South African government, namely separate "homeland" areas for different ethnic African groups.

Hostels:	Hostels, in the context of this report, is used to refer exclusively to hostels built to house black workers who migrated from rural areas. These workers typically returned to their place of origin (mostly a "homeland" area) on an annual basis, for a period of three months. The latter was also to reinforce the philosophy that black people were not permanent residents in the "white" urban areas.
Industrial decentralisation policy:	The previous government pursued a policy of providing incentives to locate businesses within designated areas on the borders of the homelands. This was designed to create job opportunities for people within the homelands and thereby discourage their migration to "white" urban centres. Certain "homelands", particularly those that were considered independent pursued a similar policy to encourage business development within the "homeland". This policy was changed in 1971, 1982 and 1991 to finally become geographically unbiased.
Influx control:	The system to limit and control the movement of black African people outside any area other than their "own homeland". The objective was to enforce apartheid and prevent the urbanisation of the black African population.
Informal:	Any residential dwelling that has been erected in an unconventional manner. It includes all forms of shack

dwellings, which form the majority of informal dwellings. Also see the definitions for "formal".

Informal settlements:

The word "squatter" implies that settlement has occurred on land in an illegal manner. The term "informal" is used to indicated that settlement has occurred on a legal basis. The difference between, informal settlements, squatter settlements and shack settlements are therefore mainly a legal one and does not necessarily indicate a physical or other difference.

Integrate the cities:

Cities in South Africa were racially divided into different areas for each population group, and separate local authority structures were established. The integration of the cities denotes the necessity to integrate these on a basis of reasonable and coherent criteria, which are not based on a racial classification.

Job reservation:

This refers to the past practice of reserving certain jobs for certain population groups, mainly white. In practice it resulted in the black population being excluded from many skilled jobs.

Liberation movements:

Organisations such as the African National Congress, the Pan Africanist Congress etc. on being banned in South Africa waged a liberation struggle against the previous government mostly from beyond the borders of the country, with the aim of establishing a democratic order in South Africa.

Mass based organisations:

Organisations, which operated within South Africa, and campaigned for a non-racial democracy, with similar objectives to those of the liberation movements. Some of these movements were banned by the previous government.

Migrant workers:

Workers (mainly black) who migrated to and from rural areas (mostly a "homeland" areas) on an annual basis, typically returning to the "homeland" for a period of three months. The majority of migrant workers were and continue to be employed in the mines.

Oscillating migration:

That portion of the population which reside in rural areas who have spent or are spending part of their working lives in urban

areas. These people typically work in urban areas for relatively long period, intermittently returning to the rural areas. They can be regarded as residing "permanently" in the urban area, and are therefore different from migrant workers, who often has a permanent residence in the rural areas, and a temporary one in the urban areas.

Own Affairs:

The political dispensation, introduced in 1983 by the previous government, whereby the Asian, coloured and white population groups were each given representation in Parliament, within three separate houses, each having its own executive authority. This resulted in Own Affairs departments being set up to take responsibility for matters designated as an "own" affair of a particular population group.

Pass laws:

Laws whereby black people had to carry an identity document called a pass. The term pass is descriptive of the fact that the pass indicated in which areas a person may reside permanently, and indicated when a person residence within another areas is approved. The pass was also the principal mechanism to enforce the policy of influx control.

Social compact:

An agreement amongst a number of parties about commitment to undertake development according to an agreed development vision, starting with a specific project or projects.

Squatter:

See definition for "informal settlements".

Release of land:

This refers to land being consolidated and released for development, principally by the state.

Resettlement:

The removal of people disqualified, on the basis of race, from areas designated for another population group and resettling them elsewhere.

Restitution of land:

The process whereby land is given back to people who were forcibly removed from their land, and resettled elsewhere. Provisions and mechanisms are also in place for compensation where this is not possible, and to compensate the current owners of land affected.

Rural:
All areas not included under "urban". Also see the definition for "urban". It refers mainly to farms, small-holdings or any other areas which is normally associated with agricultural activities and cannot be categorised as an urban area. Smaller settlements situated in rural areas (e.g. small mining communities, villages, border posts etc.) also fall within this category.

Squatter housing:
See the definition for "informal settlements".

Township:
The term "township" in South Africa has come to mean a city, town or area where black people stayed. This term is still used since the racial character of South Africa's cities will only change over time.

Transparency:
This refers primarily to "open" government, whereby the actions and plans of government are accessible to all South Africans, and where government does no operate under secrecy. Furthermore, it refers to a general conviction that secret "deals" are contrary to a democratic society.

Urban:
Any area with some form of local authority. This is the definition used in this report, but cognisance should be taken of the definition of "functional urban".

White Paper:
A document released by government which spell out its policies. The trend since the elections of 27 April 1994 has been for government to release White Papers, outlining its position, for discussion and comment from anyone in South Africa, which will then be revised into its final format and become official government policy. This trend is in accordance with the philosophy of transparency as well as democracy.

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