SOUTH AFRICAN COUNTRY REPORT

to the Special Session

of the

United Nations

General Assembly

for the review

of the

implementation

of the

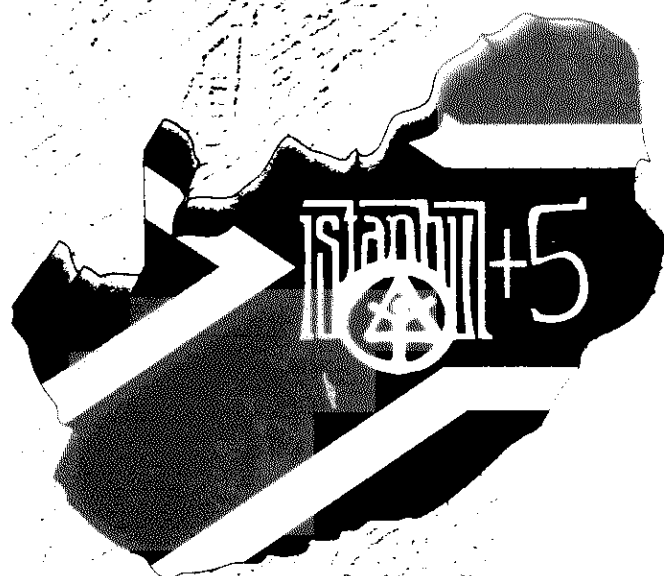# HABITAT AGENDA

Table of Contents

Table of Contents Continued.

1. Introduction

The Second United Nations Conference on Human Settlements, Habitat II or the "City Summit", was held in Istanbul, Turkey, from 3 to 14 June 1996. Habitat II brought together delegations from United Nations member countries and civil society to discuss two broad themes, **adequate shelter for all** and **sustainable human settlements development in an urbanising world.**

Habitat II, having considered the experience since the first Habitat Conference in Vancouver, 1976, as well as the results from the other United Nations world conferences, developed an agenda for the sustainable development of human settlements, the Habitat Agenda. The Habitat Agenda is a global call to action at all levels. It offers, within a framework of goals and principles and commitments, a positive vision of sustainable human settlements - where all have adequate shelter, a healthy and safe environment, basic services and productive and freely chosen employment. The Habitat Agenda guides all efforts to turn this vision into reality.

South Africa's involvement with Habitat II began shortly after the democratic elections that took place in April 1994. The late Minister of Housing, Mr Joe Slovo, accepted an invitation from 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 South African Country Report for submission to the Habitat II Conference. The Department of Housing took responsibility for facilitating the report.

Although South Africa entered the Habitat II process relatively late, we were able to prepare a Country Report documenting progressive policies and programmes already successfully tackling many of the issues that were to be discussed at the Habitat II Conference.

A South African delegation including parliamentarians, urban professionals, non- governmental and community based organisations, academics, and representatives of all spheres of government and the private sector attended the Habitat II Conference in Istanbul in 1996 under the leadership of the Minister of Housing, Ms Sankie Mthembi-Mahanyele. Like other participating member states of the UN, South Africa endorsed the Habitat Agenda for Sustainable Human Settlements and committed itself to promoting the implementation of the Habitat Agenda and reporting on progress made.

In June 2001, the United Nations General Assembly will hold a Special Session (UNGASS) (Istanbul +5) to review the implementation of the Habitat Agenda at the international level. There will be a substantial preparatory process in the run-up to Istanbul +5, with two PrepCom meetings planned. All UN member states will be expected to prepare themselves in order to participate in this process.

To review South Africa's progress in implementing the Habitat Agenda, the Department of Housing commissioned a Report on the State of Human Settlements in South Africa late in 1999. This Report was produced in a consultative manner and has formed the basis of the South African Country Report. The South African preparatory process for the UNGASS (Istanbul +5) is as follows:

- State of Human Settlement Report (September 1999);
- First Draft Country Report (March 2000);
- South African Round Table Discussion (29 March 2000);
- First Draft Country Report distributed widely for comment (April 2000);
- Participation in Nairobi Preparatory Committee (PrepCom 1; 8-12 May 2000);
- Submission to Cabinet for information purposes;

- Amended Draft Country Report distributed in preparation for consultative meeting with all stakeholder groupings recommended by the UNCHS (July 2000);
- Consultative Meeting (26 July 2000);
- Final comments included (August 2000);
- Approval of Final Draft Country Report by Cabinet (October 2000);
- Submission of Country Report to UNCHS (November 2000);
- Participation in Habitat Regional Meetings (October - December 2000);
- Participation in Nairobi PrepCom 2 (February 2001); and
- Participation in UN General Assembly Special Session (UNGASS) in June 2001.

2. Background to the South African Context

Following years of colonial and apartheid planning and development the newly elected democratic government's Reconstruction and Development Programme (RDP), published in 1994, set the new policy agenda for the country in line with contemporary international development approaches. Based on the principle of meeting people's basic needs on a sustainable basis, it provided the opportunity to review all existing policy frameworks and to introduce new policies based on principles of integration and sustainability, people driven development, peace and security, nation building, meeting basic needs and building the infrastructure, democratisation and assessment and accountability.

The challenge the government faced in 1994 was to undo the harm caused and to reverse the legacy left by colonial and apartheid planning. Compounding the challenge was the extraordinary high levels of poverty amongst urban and rural communities linked to high levels of unemployment, a serious lack of social stability, a highly destabilised housing environment, a lack of access to even basic municipal services in many instances, limited or no access for the poor to housing land, a culture of dis-saving, violence and crime, declining investment in housing, discredited local authorities and an extremely fragmented urban structure.

As a result of these processes, South African human settlements are characterised by spatial separation of residential areas according to class and population groups, urban sprawl, disparate levels of service provision, low levels of suburban population density, and the concentration of the poor in relatively high density areas on the urban peripheries and the wealthy in the core and intermediate areas. These factors make South African human settlements inequitable, inefficient, unsustainable and expensive to manage and maintain, as well as exacerbating poverty and unemployment.

South Africa has however come a long way since the first democratic elections in 1994. The old provinces and homelands have been transformed into an integrated nine province system. New administrative and financial systems have settled down to facilitating the provision of education, health and welfare services. The large budget deficits of the early 1990s have been reduced in line with the macro-economic discipline introduced by the Growth, Employment and Redistribution (GEAR) strategy announced in 1996. Following substantial policy and institutional reform, increasing numbers of households and communities are now beginning to feel the benefits of the new policies and programmes. This has meant that there have been significant successes in housing, electricity and water, postal services and telephones, transport policy has been updated, the revenue service has been modernised and collection rates are improving.

From this it is clear that many lessons have been learnt and that the next cycle of government interventions have already been set in motion and that they are responsive to evidence of the impact of the first policies. However, many of the challenges faced by government in 1994 remain despite good intentions and sophisticated interventions. It has also become increasingly clear that the spatial patterns

and physical forms of many human settlement types change only very slowly. Whereas the policies of government may have changed fundamentally in their intentions and focus when compared to past government approaches, the structure of cites and regions will begin to demonstrate that change only after a considerable amount of time has lapsed.

The greatest challenge facing South Africa's policy makers is the need to restructure the inherited settlement formations, while at the same time responsibly addressing the development needs of people where they live. The next five years are therefore going to be critical for South Africa and once again hard choices will have to be made. It will take further skilful policy development and implementation, capacity building and a firm political will to combine public and private sector resources in the way needed to reverse economic stagnation or deterioration while simultaneously pursuing social reform and development.

3.   Forces of Change and Living Conditions

Before reviewing the policies and programmes that the Government of South Africa has introduced to address the problems and challenges faced by people in human settlements after the transition to democracy, it is necessary to look at wider forces which have driven changes in human settlements.

3.1.   Demographic Change

Population policy in South Africa, in line with the 1994 International Conference on Population and Development's (ICPD) Programme of Action, has shifted to a sustainable human development paradigm which places population at the centre of all development strategies and regards population as the driving force and ultimate beneficiary of development. The population policy therefore provides a useful framework for addressing population dynamics and trends in the context of sustainable development in this country.

Final results from the Population Census indicated that there were 40,58 million people in South Africa during the time of the census (October 1996). The average growth rate of the population is currently estimated at 1,9% per annum.

The situation of the South African population is characterised by:

- Relatively high but declining fertility and population growth rates (compared with developed but not with developing countries);
- Low overall (but high infant and maternal) mortality rate;
- A young age structure with a certain degree of built-in momentum for future increases in population size;
- Growing numbers of elderly people;
- A high dependency ratio;
- High rates of immigration;
- A high level of urbanisation relative to the provision of infrastructure and services; and
- Large rural populations in areas without an adequate productive base, infrastructure or services.

The HIV/AIDS pandemic is the single most important phenomenon that will shape future demographic and development trends in South Africa. About 3.6 million people are currently

estimated to be HIV infected and this number is projected to more than double over the next decade, unless major behavioural changes are adequately promoted and realised.

Younger people are most severely affected by the disease with around 60% of all adults who acquire HIV becoming infected between 18 and 25, with the peak ages of AIDS deaths occurring 5 to 10 years later. Young women are particularly vulnerable as they are at a greater risk of infection due to biological, social, cultural and economic factors. However, orphans are perhaps the most tragic and enduring legacy of the HIV/AIDS epidemic. During 1999 it was estimated that between 100 000 and 150 000 children were orphaned due to AIDS. By 2005 there are expected to be about a million orphans under the age 15.

The economic implications of HIV/AIDS will affect all South Africans. The projected age structure of the population shows that the number of dependents, both children and the aged, will increase in relation to the potentially economic active proportion of the population. This means that the dependency rate will increase substantially during the coming years, and there will be fewer people to care for children and the elderly.

The South African government is adopting best practices from selected countries where strategic interventions have been successfully implemented to curb the HIV/AIDS pandemic. Moreover, a number of strategic interventions that are of key importance locally have been identified in order to combat the prevalence and impact of HIV/AIDS in South Africa. These include:

- Poverty eradication and accelerated socio-economic development;
- Improved prevention programmes, including information, education and communication (IEC) aimed at reducing the stigma attached to HIV/AIDS, assisting people to diagnose the infection in its early stages and to deal with the impact of HIV/AIDS;
- Intersectoral co-ordination and capacity building to ensure the cost-effective use of scarce resources and to meet the needs of affected people, without compromising other national priorities;
- Monitoring and evaluation of the impact of intervention programmes to ensure cost effective allocation of available resources to HIV/AIDS programmes in the context of sustainable development;
- Active involvement of employers and employees in the workplace and mobilising support from organised labour for HIV/AIDS;
- Integration of HIV/AIDS interventions into all public and private health care planning and enhancing the skills and knowledge of health workers to ensure cost-effective service delivery in this field;
- Financial and social support to infected and affected people, especially orphans;
- Improving the social and economic status of women in order to increase the ability of households to cope with the impact of HIV/AIDS and reduce women's vulnerability to HIV/AIDS;
- Focussed research studies and the development of monitoring systems to improve the quality of information on the impact of HIV/AIDS and to ensure that the effect of HIV/AIDS on society is adequately managed.

HIV/AIDS is however not the only significant cause of death in South Africa. Diseases connected with poverty remain the primary causes of death. In 1990, 20.8% of deaths of children less than 5 years were due to diarrhoea and 9.4% to upper respiratory infection, both indicators of a low quality environment and low quality of life. Since 1994 Government programmes providing clean

water, sanitation and electricity have had major impacts on the quality of life of the poor, but poverty remains a key contributor to ill-health.

3.2.   Social Forces of Change

In spite of good progress South Africa still has the second highest inequality coefficient in the world (0.70 in 1996). While the inequality of income distribution between population groups is considerable, inequality within population groups is also substantial. The greatest inequality within population groups can be found between male and female headed households. Single female-headed households in rural areas still form the most impoverished sector of the population.

While South Africa has a relatively high per capita income, an effective unemployment rate of 37.6% and the fact that a quarter of the employed population earn less than R500 (US$71 *) per month means that poverty remains an obstacle to sustainable development. Job shedding in the private and public sector, the closure of gold mines (owing to effects of globalisation) and a steady decrease in employment opportunities for unskilled labour, coupled with a young, growing population and low economic growth, ensure that poverty eradication will remain high on the agenda for some time to come.

There is a steady growth in literacy levels and the Adult Basic Education Programme will further improve the skills base of those who have not received an adequate basic education because of the country's past. In 2012, Curriculum 2005 will produce its first crop of learners with outcomes-based knowledge and life skills and an understanding of how their actions interact with their environment and with society at large.

Gender disparities exist in many indicators of human development. These indicators show that women are still worse off than men in terms of education, employment and salaries, and are discriminated against in terms of customary law. However through legislation such as the **Recognition of Customary Marriages Act, 1998** the lot of women is steadily improving. The Act provides for the recognition of customary marriages and provides for the equal status and capacity of spouses in customary marriages. The improved status of women is expected to lower the population growth rate and have beneficial effects on human settlement development. With more women being able to access finance, more houses will belong to women, giving them more power in communities and within their personal relationships. By empowering women through the People's Housing Partnership to build their own homes the quality of our settlements will be improved on a sustainable basis.

* Note: For the purposes of this report the SA Rand : US Dollar exchange rate is taken as 1:7.

3.2.1.   Urbanisation Trends

A prevalent feature of South African demographic trends is urbanisation, which is typical of a developing society. Rural to urban migration, in combination with the natural increase of the population in urban areas, has increased the level of urbanisation in the country. The preliminary estimates of the size of the population of South Africa in urban and non-urban areas, based on the 1996 Census, indicate that 53,7% of the population is urbanised. The following table indicates levels of urbanisation in the provinces in South Africa (www.statssa.gov.za).

Province	Percentage
Gauteng	97%
Western Cape	88.9%
Northern Cape	70.1%
Free State	68.6%
Kwa Zulu - Natal	43.1%
Mpumalanga	39.1%
Eastern Cape	36.6%
North West Province	34.9%
Northern Province	11%
Average	**53.7%**

Table: Levels of Urbanisation in South Africa (1996) by Province

A large majority (approximately 70 %) of the urban population are concentrated in the four metropolitan areas (Gauteng, Cape Metro, Port Elizabeth / Uitenhage and Durban) in South Africa, while about 15% each live in medium size cities and in small towns.

There is however a need to look carefully, and in a more differentiated manner, at the complex patterns of population movement which are emerging and the resultant urbanisation trends. In the current context of low economic growth and employment contraction, the urbanisation process has not only been significantly altered, but there is a much more varied pattern with distinct regional trends emerging.

According to recent research by the Rural / Urban Studies Unit of the University of Natal, the direction and underlying reasons for South African migration flows appear to be changing. Unemployment in both urban and rural sectors has reached levels where there may be little advantage for the rural unemployed in moving to the metropolitan areas to look for work. Most migration now seems to be rural to rural and is flowing into densifying rural areas around small towns and secondary cities.

These changes in migration patterns partly result from the reduction of the natural resource base in combination with unemployment (often associated with loss of mining sector jobs and the resultant remittances which sustain many rural households) and leads to migration to areas where basic needs can be met. The research suggests that infrastructure delivery (as a package) may currently be the most important factor influencing migration decisions. This leads to a shift to denser rural settlements rather than larger cities and is accompanied by a decline in linkages to subsistence agricultural production.

3.2.2. Spatial Trends

Government policy as expressed in the **Urban Development Framework** outlines an urban vision that by 2020, South African cities and towns will be:

- Spatially and socio-economically integrated, free of racial and gender discrimination and segregation, enabling people to make residential and employment choices to pursue their ideals;
- Centres of economic and social opportunity where people can live and work in a safe, healthy and peaceful environment;
- Centres of vibrant urban governance, managed by democratic, efficient, sustainable and accountable metropolitan and local governments in close co-operation with civil society and geared towards innovative community led development;
- Environmentally sustainable, marked by a balance between a quality built environment and open space;
- Planned in a highly participative fashion that promotes the integration and sustainability of urban environments;
- Marked by adequate housing and infrastructure and effective services that provide households and business a basis for equitable standards of living;
- Integrated industrial, commercial, residential, information and health, educational and recreational facilities which provide easy access to a range of urban resources; and
- Financed by government subsidies and by mobilising additional resources through partnerships, by more forceful tapping of capital markets and by employing innovative off-budget methods.

Despite this lofty vision South African metropolitan areas in the 1990s are increasingly sprawling, with the poor continuing to be located on the periphery. Commercial decentralisation, which supports the development of secondary business, commercial and entertainment nodes within residential areas, compounds urban sprawl. The main obstacles towards achieving an integrated city lie in both economic and social realities in the latter day South Africa.

The first obstacle is finding available and affordable land with access to bulk infrastructure that is well located in terms of socio-economic opportunities. The second obstacle is the reality of land invasion and informal settlement. These are often on the periphery of existing settlements. The third factor is referred to as the NIMBY factor ("not in my backyard"), where surrounding property owners block new development because of a perception that a low-income housing project would negatively affect their property values and increase crime rates.

The current debate is then on the feasibility of achieving the envisioned compact city in a market economy, where most land is in private ownership and settlement development is often largely a private sector activity. There is an emerging trend to emphasise integration and not compaction, using the compact city principles where practical, but also accepting the reality of sprawl in a market driven urban land market, and to concentrate on mitigating its negative impacts by, for instance, upgrading informal and low-income settlements to improve quality of life. The main realisation is that there is not a single development imperative suitable for all circumstances and that area specific problems need area specific solutions. This enforces the imperative to decentralise settlement decisions to the lowest appropriate level.

are crucial in this regard. These are the Municipal Demarcation Act (1998) which undertakes the transformation of local government to play a developmental role; the Municipal Structures Act (1998) which provides for the creation of accountable local government; the Municipal Systems Bill (1999) which sets out systems to involve communities in determining development practices and monitoring performance and the Property Rating Bill (2000) which redresses disparities in revenue sources and ensures equitable treatment.

One of the key tools for developmental local government is Integrated Development Planning (IDP), a legally required process, that will become increasingly influential over the next five years. Integrated development planning has a number of dimensions. The term integrated implies that it pulls together social, economic, environmental, spatial, cultural and political concerns into a single set of processes, in which the relationship between these concerns is considered. It also implies the integration of implementation and directional issues and the alignment of internal corporate management issues with external influences. Community participation is also integrated throughout the planning process.

3.5. Biophysical Forces of Change

South Africa is fast approaching water-scarcity. Rand Water (a water utility in Gauteng Province) estimates that the country has, at best, 40 years before demand exceeds supply of surface and ground water. If current water consumption patterns are not changed, the country's water resources could be depleted by 2015. With increased development and urbanisation the country's water resources are also becoming increasingly polluted. This places South Africa under pressure to conserve and make maximum use of our own water supply leading to an increase in "water wise" practices.

In South Africa, like in many other countries, there is no agreement on the effect of climate change. However, with the very real danger that the country will exhaust its ground and surface water within the next century, reduced rainfall and increased evaporation associated with climate change may have disastrous consequences. This emphasises the need to reduce CO_2 emissions and the consumption of water, especially by industries.

Only 10% of the geographic area of the country is considered arable, and this percentage is slowly decreasing. The main causes of land degradation are overgrazing, clearing of vegetation, droughts, toxification through pollution and agricultural chemicals and urbanisation.

South Africa ranks as the third most biologically diverse country in the world, and as such is of major global importance for biodiversity conservation. Already many important ecosystems have been degraded and ecological processes impaired. If unchecked, growing human populations and unsustainable rates of resource consumption will result in increasingly negative impacts on biodiversity. What is clear is that poorly managed human settlement plays a major role in biodiversity loss.

While renewable energy sources have been around for some time in South Africa, these have never really been exploited at scale. This is set to change with Eskom (the national electricity utility) embarking on a major project to deliver solar power to schools, clinics and houses in rural areas and the Government's Department of Minerals and Energy's increased investment in renewable energy programmes.

The highest levels of air pollution in South Africa at ground level are found in low income residential areas where coal stoves are used for cooking and heating. Some of the highest levels of indoor air pollution occur within these houses, a situation which is very often exacerbated by poor ventilation. Programmes to raise awareness of the dangers and to provide clean energy to settlements are already being prioritised by government with 1.4 million electricity connections being made since 1995. Attention is also being given to the introduction of a low smoke coal programme and the use of smokeless stoves is encouraged.

4. National Human Settlement Policies

4.1. Cross-Cutting Policies

4.1.1. Policies on Gender

The Commission on Gender Equality was established as one of the "six state institutions supporting constitutional democracy" called for in the 1996 Constitution. The aim of the Commission is to promote gender equality and to advise and make recommendations to Parliament or any other legislature on any laws or proposed legislation which affect gender equality and the status of women.

4.1.2. Policies on Children (any person under the age of 18)

In 1995 South Africa ratified the United Nations Convention on the Rights of the Child (CRC) which committed South Africa to implementing a "first call for children". This makes the needs of children paramount throughout the government's development strategies. The National Programme of Action (NPA) for children was put in place by Cabinet in 1996 to serve as a mechanism for carrying out South Africa's commitment to the progressive realisation of children's rights.

The importance of children's issues in South Africa is reflected in the establishment of the Office on the Status of Children located in the Presidency. The Office is responsible for the co-ordination and monitoring of national initiatives and each year hosts national Children's Day. In January 2000, the Minister in the Presidency presented South Africa's Initial Country Report on the Convention of the rights of the Child to the United Nations.

South Africa is drafting new comprehensive Child Care Legislation that is compatible with the South African Constitution, the UN Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child. The increasing rate of orphanage as a result of HIV/AIDS has a serious impact in providing access to basic education. Child Care legislation will therefore need to address the right to education for HIV/AIDS orphans.

South Africa continues to fight against child abuse through its National Plan of Action for children A protocol on child protection has been developed, a comprehensive training programme has been implemented for those who work in the field of child abuse, and the Child Protection Register is being computerised.

4.1.3. Policies on Youth (people aged between 14 - 35)

The National Youth Commission was established in June 1996 through the National Youth Commission Act (1996) as part of government's plan to develop a comprehensive strategy to address the problems and challenges facing young women and men in South Africa. An Inter-Departmental Committee on Youth Affairs has been established to co-ordinate government programmes, develop a consolidated Youth Budget, oversee programme implementation and integrate programmes across departmental lines.

Considerable progress has been made in the transformation of services for the youth. South Africa has introduced a number of welfare initiatives in residential care and the youth criminal justice system. These programmes aim to provide appropriate residential care for youth as well as to prevent youth from moving deeper into the criminal justice system.

By December 1999, 18 063 youth had benefited from the programme in the following ways:

- 6 645 children / youth were assessed;
- 5 864 children and young people were diverted out of the criminal justice system;
- 1 230 children and young people awaiting trial were moved from correctional facilities;
- 364 diversions occurred via family preservation;
- 806 children were prevented from going deeper into the system;
- 2292 children were returned to their families; and
- 862 children were moved out of places of safety.

Innovations in residential care include the establishment of secure care centres as alternatives to adult correctional facilities and places of safety; the training of staff in residential care in family preservation, professional foster care and life skills and the introduction of a Development Quality Assurance programme to assess service delivery in residential care facilities.

A National Drug Master Plan was approved by Cabinet in 1998 to combat substance abuse, particularly amongst the youth. South Africa established a new Central drug Authority in March 2000, to, *inter alia*, oversee the implementation of the National Drug Master Plan.

4.1.4. Policies on People with Disabilities

The White Paper on the Integrated Disability Strategy (INDS) was launched in November 1997. The INDS identifies strategies by which government departments are to address issues of inclusion and integration of disabled people into mainstream society. Disability issues cut across the spectrum of societal developments and hence are to be included in all government policies, programmes and planning.

4.2. Framework Policies

South African human settlement policy development has taken place in the framework of the Reconstruction and Development Programme (RDP), introduced by the new democratic government in 1994 and the Growth, Employment and Redistribution Strategy (GEAR) developed subsequently.

The RDP is directed at meeting the basic needs of our citizens and embodies six principles:

- Integration and sustainability;
- People-driven processes;
- Assuring peace and security for all;
- Nation-building;
- Linking reconstruction and development; and
- Democratisation.

As the macro-economic strategy, GEAR aims to strengthen economic growth in South Africa with broadening of employment opportunities and the redistribution of economic opportunities. Central to this strategy is achieving a competitive fast-growing economy in South Africa.

4.3. The Urban Development Framework

The Urban Development Framework (UDF), published by the National Department of Housing in South Africa in 1997, is the main policy guideline for the implementation of the Habitat Agenda in South Africa. It outlines four key programmes for action namely:

Integrating the city and region aimed at negating apartheid induced integration, fragmentation and inequality. The focus is on integrated planning, rebuilding and upgrading the townships and informal settlements, planning for higher density land-use and developments, reforming the urban land and planning system, urban transportation and environmental management.

Improving housing and infrastructure involves the upgrading and construction of housing, restoring and extending infrastructure, alleviating environmental health hazards, encouraging investment and increasing access to finance, social development, building habitable and safe communities, maintaining safety and security and designing habitable urban communities.

Promoting urban economic development aimed to enhance the capacity of urban areas to build on local strengths to generate greater local economic activity, to achieve sustainability, to alleviate urban poverty, to increase access to informal economic opportunities and to maximise the direct employment opportunities and the multiplier effect from implementing development programmes.

Creating institutions for delivery requires significant transformation and capacity building of government at all levels and clarity on the roles and responsibilities of the different government spheres. This will also encompass a range of institutions, including civil society and the private sector, and require significant co-operation and co-ordination among all of them.

4.4 Rural Development Framework

The Rural Development Framework describes how government, working with rural people, aims to achieve a rapid and sustained reduction in absolute rural poverty. Development in rural areas requires:

Institutional development aimed at helping rural people set the priorities in their own communities, through effective and democratic bodies, by providing the local capacity and access

to funds for them to plan and implement local economic development.

Investment in basic infrastructure and social services including the provision of physical infrastructure (eg housing, water and power supplies, transport) and social services (eg basic health care and schools).

Improving income and economic opportunities and by broadening access to natural resources (eg arable and grazing land, irrigation water, woodland and forests).

Restoration of basic economic rights to marginalised rural areas by establishing periodic markets as the organising spatial and temporal framework for development.

Resource conservation through investing in efforts in the sustainable use of natural resources.

Justice, equity and security aimed at dealing with the injustices of the past and ensuring the safety and security of the rural population, especially that of women.

4.5.   Review of Key Policies and Programmes of National Government Departments which contribute to the implementation of the Habitat Agenda in South Africa

Within the framework of Urban and Rural Development policy as set out in the preceding section key policies and programmes of national departments aimed at the implementation of the Habitat Agenda in South Africa are reviewed in this section.

4.5.1   Department of Land Affairs

According to the Habitat Agenda, every government must show a commitment to promoting the provision of an adequate supply of land in the context of sustainable land-use policies. These include principles such as recognising a diversity of land delivery systems; decentralising land management responsibilities; promoting rural development; ensuring simple procedures for the transfer of land and conversion of land-use; and encouraging optimal densities and the full use of existing infrastructure in urban areas. The South African land policy is in compliance with these but does also include programmes that serve to address previously unjust land policies.

Land policy in South Africa thus has two broad thrusts namely development facilitation and spatial land development planning and land reform

Development facilitation and spatial land development planning includes initiatives currently legislated through the Development Facilitation Act (DFA). The Act was promulgated in 1995 as an interim measure to bridge the gap between old apartheid planning laws and a new planning system reflecting the needs and priorities of the democratic South Africa. The DFA is normatively based and introduces principles that must guide land development and decision making. It also aims to fast track development and delivery through the creation of provincial tribunals which represent an alternative route for the consideration of land development applications. The said principles (Chapter 1 of the DFA) constitute the vision of what spatial planning in South Africa is striving towards and include the following:

4.5.2   Department of Transport

The aim of the Department of Transport is to promote efficient transport systems on a national level. Its vision is "to provide safe, reliable, effective efficient and fully-integrated transport operations and infrastructure which will best meet the needs of freight and passenger customers at improving levels of service and cost, in a fashion which supports government strategies for economic and social development whilst being environmentally and economically sustainable". This vision, is clearly in line with the broader aims of the Habitat Agenda and works towards the creation of a sustainable global environment and human life so that both urban and rural life are economically buoyant, socially vibrant and economically sound.

Transport plays a key role not only in promoting access for citizens but also in integrating South Africa's cities and regions which are spatially, as well as socially and economically divided and disjointed. The key urban policy interventions employed by the Department of Transport is set out in the **White Paper on National Transport Policy** and is developed further in the Department's 1998 **Moving South Africa** document which identifies three strategic actions:

*   The development of higher density mixed-use residential / commercial corridors supported by public transport in urban areas;
*   Optimising modal economics and service mix; and
*   Improving the performance of private transport firms.

The **Urban Corridor Programme** is currently advocating for the intensification of land-use along identified corridors in order to optimise investment in public transport infrastructure.

The most advanced planning in respect of the implementation of such a corridor is the Wetton-Lansdowne Road Corridor Project in Cape Town, which integrates a formally isolated area (Khayalitsha/ Mitchells Plain) with the Cape Town urban centre. There has been an increase of residential density along the route, a greater mix of employment generation activities and the development of a secondary node (Phillipi) as a commercial and employment centre.

4.5.3   Department of Environmental Affairs and Tourism

Over the past five years, the Department of Environmental Affairs and Tourism (DEA&T) has concentrated on the development of policy that takes account of South Africa's return to the international fold and the responsibilities that entails, as well as the shift towards sustainable development in government policy priorities.

South African environmental policy is expressed in the **White Paper on Environmental Management Policy** for South Africa published in May 1998.The White Paper adopts a new paradigm of sustainable development based on integrated and co-ordinated environmental management. While it recognises the need for people-centred development that promotes social justice and equity, the White Paper cautions against growth and development that ignores environmental issues. It argues that while this approach may lead to short term improvements in standards, it will further degrade living environments and degrade the resource base upon which we depend for survival. It therefore places sustainable development as a national priority for government.

The **National Environmental Management Act** (NEMA) was promulgated in 1998 to provide for co-operative environmental governance by establishing principles for decision making on matters affecting the environment; institutions that will promote co-operative governance; procedures for co-ordinating environmental functions exercised by organs of state; and to provide for matters connected therewith.

NEMA requires that national and provincial departments exercising functions which may affect the environment, prepare an Environmental Implementation Plan (EIP) every four years. Also that national and provincial departments exercising functions involving the management of the environment must prepare an Environmental Management Plan (EMP) every four years. Provinces must ensure that municipalities comply with their EIP or EMP.

The Department of Environmental Affairs and Tourism recently gazetted a **White Paper on Integrated Pollution and Waste Management** for South Africa. The White Paper aims at pollution prevention and minimisation at source, managing the impact of pollution and waste on the receiving environment and rehabilitating damaged environments.

4.5.4   Department of Housing

The Habitat Agenda offers a positive vision of sustainable human settlements where all have adequate shelter, a healthy and safe environment, basic services and productive and freely chosen employment.

The **White Paper on a New Housing Policy and Strategy for South Africa** (1994), states Government's intention to establish viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities as well as health, educational and social amenities, within which all South Africans 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 domestic electricity supply.

Since the introduction of the **National Housing Subsidy Programme** in 1995 it has evolved into a comprehensive policy instrument providing an array of housing opportunities to a broad spectrum of eligible households.

The Programme now allows for a range of tenure options in both urban and rural areas. It can be applied on an individual or on a collective/ cooperative basis, for the refurbishment of old housing stock (including the upgrading of informal settlements), or the production of new dwelling units. Institutional subsidies cater for rental as well as other tenure options. The subsidy amounts are reflected in the following table:

Type of Subsidy	Amount	Eligible Household income
1. Primary and relocation housing subsidy	R 16 000 (U$2 286)	R 0 to R 1 500 per month (U$0 to U$214)
	R 10 000 (U$1 429)	R 1 501 to R 2 500 per month (U$214 to U$357)
	R 5 500 (U$786)	R 2 501 to R 3 500 per month (U$357 to U$500)
2. Institutional housing subsidy	R 16 000 (U$2 286)	R 0 to R 3 500 per month (U$0 to U$500)
3. Consolidation housing subsidy	R 8 500 (U$1 143)	R 0 to R 1 500 per month (U$0 to U$214)

Table: Summary of Housing Subsidies and Subsidy Amounts (1999)

Additional provision has been made to compensate for adverse geo-technical or topographical conditions and location incentives by way of a variation allowance of a maximum of 15% of the applicable subsidy. Further, special provision is made in the Housing Subsidy Scheme for the needs of disabled people. Guidelines exist for the design or adaptation of housing, and additional subsidy amounts are available to implement basic changes (amounting to a maximum 11% of the subsidy depending on the nature of the disability). The **Development Facilitation Act, 1995** (as discussed in 4.5.1) has meant that the project cycle for housing has on average decreased through the rationalisation of functions from approximately 18 months to 9 months.

Other measures introduced to make the housing development process more sustainable were the **stabilising of the housing environment** by introducing the **Masakhane Campaign**, the **Mortgage Indemnity Fund (MIF), Servcon Housing Solutions, Thubelisha** (meaning "new opportunity") **Homes and the National Home Builder's Registration Council (NHBRC)**. The Mortgage Indemnity Fund was introduced in 1995 to assist people to normalise their relationships with lenders. As originally envisaged the Fund's activities came to an end in May 1998 after a longer term framework of continued relations between banks, Government and under-serviced communities had been put in place. Servcon was established in 1995 to deal with the non-payment of mortgages in the banking sector. Thubelisha homes has been established to create, hold and dispose of housing stock for right-sizing clients. The National Home Builders Registration Council provides protection for all new housing consumers against defined defects and funds a national warranty fund to be able to intervene where builders fail to honour a standard warranty.

The **strategy to mobilise housing credit** involves the development of mechanisms and approaches towards risk management and sharing and the development of a track record of experience in the low income housing market, so that the private sector is "brought back" into this market segment. Mobilising housing credit is spearheaded by the **National Urban Reconstruction and Housing Agency (NURCHA)** and **the National Housing Finance Corporation (NHFC)**. NURCHA provides guarantees as security to lenders who advance

bridging finance and other assistance to intermediaries servicing the low-income housing market. The NHFC acts as a wholesale financier by taking investments from contractual saving institutions and directing finance and other assistance to intermediaries servicing the low-income housing market. The **Rural Housing Loan Fund (RHLF)** is a Section 21(not for profit) company which is aimed at improving the housing situation of rural people through increasing access to housing loans. The Fund provides wholesale finance and support to non-traditional lenders to enable them to lend to low-income earners in rural areas.

A policy for supporting the **People's Housing Process** (PHP) was adopted in 1998 to assist people to build or organise the building of their own homes by accessing housing subsidies and technical, financial, logistical and administrative support regarding the building of their homes on a basis which is sustainable and affordable. The **People's Housing Partnership Trust (PHP Trust)** is the key driver to implement the Support Programme for the People's Housing Process. The United Nations Development Programme (UNDP), the United Nations centre for Human Settlements (UNCHS) and the United States Agency for International Development (USAID) have committed funding and technical assistance to this programme.

Housing institutions have been established in support of housing policy and strategy such as the People's Housing Partnership Trust and the **Social Housing Foundation**. They have filled a capacity gap and will continue to build capacity in the housing sector for some time to come. However, there is still no greater need to build capacity than in the public sector, especially at local government level.

The **Housing Act**, 1997, defines the housing development functions of national, provincial and local governments, repeals all racially based housing legislation, expands on the provisions of the Constitution and prescribes general principles for housing development.

4.5.5   Department of Provincial Affairs and Local Government

Underlying policy is the need, as outlined in the Habitat Agenda, to "promote decentralisation through democratic local authorities and work to strengthen their financial and institutional capacities..., while ensuring their transparency, accountability and responsiveness to the needs of the people". The local government planning approach put forward in the South African policy that is integrative, equitable, transparent, representative and co-operative is completely in line with the Habitat Agenda requirements.

A key focus of the Department that is impacting on human settlements is the promotion of the capacity and long-term sustainability of the local sphere of government. This has resulted in the policy of creating developmental local government as outlined in the **White Paper on Local Government** (1998). Developmental local government is characterised by:

- A maximisation of social development and economic growth;
- Integration and co-ordination;
- Democratisation of development, empowerment and redistribution;
- A leading and learning approach.

A number of tools for the promotion of developmental local government are identified in the White Paper, including those of Integrated Development Planning and performance management.

The White Paper also highlights three key developmental outcomes of local government, namely the:

- Provision of household infrastructure and services;
- Creation of liveable, integrated cities, towns and rural areas; and
- Local economic development.

A number of programmes can be linked to the Department of Provincial Affairs and Local Government, one of which is the **Masakhane Campaign**. The Masakhane Campaign was launched to encourage the restoration of relationships between communities and service providers such as local authorities and banks by promoting payment for services by households. Payment for services is starting to improve, but in many areas, inadequate services and/ or increased disputes has prevented service payments from reaching satisfactory levels. Secondly, it promotes the efficient management of natural disasters through its **Disaster Management Programme**. Thirdly, the Department promotes the development and monitors the financial status of municipalities. Its work in municipal planning also encompasses **Integrated Development Plans (IDPs)**.

The **Municipal Systems Bill** (1999) elaborates the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of communities and ensure universal access to quality services which that are affordable to all. Integrated Development Planning represents a participatory process to integrate economic, sectoral, spatial, social, institutional, environmental and fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population, in a manner that provides sustainable growth, equity and empowerment of the poor and marginalised Integrated Development Planning therefore recognises that municipalities need to understand the various dynamics operating within their area, develop a concrete vision for the area, and strategies for realising and financing that vision in partnership with other stakeholders. IDPs should empower municipalities to prioritise and strategically focus their activities and resources incrementally.

4.5.6   Department of Water Affairs and Forestry

The Habitat Agenda recognises that adequate housing includes promoting access for all people to safe drinking water, sanitation and other basic services, facilities and amenities, especially for people living in poverty, women and those belonging to vulnerable and disadvantaged groups. It also states that part of sustainable human settlements is promoting integrated water-use planning with a view to identifying effective and cost-efficient alternatives for mobilising a sustainable supply of water for communities and other uses. All of these principles underlie the South African policy.

In the **White Paper on Water Supply and Sanitation** (November, 1994), DWAF formulated a strategy to build competent local and provincial agencies capable of providing adequate water supply and sanitation services. It also developed a **Framework for Water Services**. 1997 targeted at the new democratic local government structures.

The **Water Services Act** (1997) provides a regulatory framework for the provision of water services by clearly defining the roles and responsibilities of the different spheres of government. It reinforces the constitutional right of every citizen to basic water supply and sanitation and

places a duty on all water institutions to take reasonable measures to realise these rights. The Act also requires that every Water Services Authority prepares a Water Services Development Plan (as one output of the integrated development planning process) for its area in consultation with the community.

The Department has had four main programmes since 1994, the first three being phases of the implementation of the RDP. **RDP1** aimed at providing basic water supply to RDP standards (20-30 litres per person per day, within 200m) by means of an integrated people-driven programme. The second programme, **RDP2**, initiated a process to ensure access to adequate domestic sanitation. However communities put more emphasis on water than sanitation. **RDP3** recognised that the first two programmes had neglected sanitation and therefore focussed more on the issue of sanitation. The **Community Water Supply and Sanitation Programme** (CWSS) was directed towards the monitoring and evaluation of sanitation methods, the co-ordination and training of Local Authorities and the co-ordination of lessons learned through the RDP process.

The Department of Water Affairs and Forestry has successfully formulated water supply and sanitation policy, from a situation prior to 1994 where there was no structured national legislation regulating the provision of these services. Water supply and sanitation services prior to 1994 had been dealt with in a fragmented and inconsistent manner in provincial ordinances, with rural water supply and sanitation being left largely to the "Homeland" governments to deal with.

4.5.7   Department of Health

In its **White Paper on the Transformation of the Health System of South Africa** (April 1997) the Department of Health has adopted a strong primary health care policy which promotes equity, accessibility and utilisation of health services as well as extending the availability of appropriate health services. Health policy is thus strong on the Habitat Agenda requirements of promoting access to facilities and basic services, particularly for women and children. It has also given priority and resources to combat HIV/AIDS, TB, malaria and diarrhoeal diseases as is encouraged in the Habitat Agenda.

There are a number of programmes that fall under the Department of Health such as the **AIDS Action Plan**, a programme that focuses on mass AIDS awareness and mobilisation. Another programme is the **Clinics Building and Upgrading Programme** (CBUP), which forms part of government's infrastructure development programme to provide healthcare facilities to previously disadvantaged communities, as well as to women and children who previously did not have proper access to these services. A third programme run by the Department is the **National Immunisation Programme**, which campaigns for the immunisation of children under the age of 5 against poliomyelitis and those under 15 against measles.

Environmental Health and **Health Promotion Programmes** are specific in interfacing with other stakeholders in government and privately in the promotion of healthy sustainable developments. These programmes have projects that improve accessibility to potable water and sanitation to schools and clinics; improve the knowledge and awareness about the management of chemical substances, general pollution and health promoting schools. There is also a Programme on health and safety of workers to ensure sustained good health beyond working life.

4.5.8 Department of Education

In an effort to correct some of the discrepancies in the sector, a number of programmes have been put in place. The **National Schools Building Programme** (NSBP) is a grant established for school infrastructure development in provinces. This grant represents only part of the total spending on school construction, the other parts being the expenditure from provincial budgets and overseas development grants for this purpose. The **Tirisano** campaign, launched in July 1999, was also developed to improve school physical infrastructure development in all provinces.

The Department of Education has recently introduced action strategies to address the two broad causes of poor delivery in all provinces namely, declining budgets for new infrastructure development and ongoing maintenance and unsatisfactory physical planning and implementation capacity.

The **Culture of Learning and Teaching Programmes** began in 1997, and were aimed at restoring the normal functioning of schools and improving the quality of learning and teaching. In addition, there is the **Adult Basic Education Plan/Programme** which aims to reach at least 2.5 million adults by 2001. Finally, there is the **Curriculum 2005 Programme** which began in 1998 and has since transformed teaching methods and syllabus content.

4.5.9 Department of Minerals and Energy

Whereas the South African energy sector has historically tended to promote policies that predominantly address supply side issues, current policy endeavours to address demand side issues as well and introduces a more holistic integrated energy planning approach. In line with Habitat Agenda's plan of action policy addresses issues such as energy efficiency, reduction of emissions and concomitant health problems, the development of alternative and renewable energy sources, and the building of thermally efficient low-cost housing.

The **White Paper on Energy Policy** (December 1998) commits the South African government to the provision of affordable and sustainable energy services. Energy production and distribution should not only be sustainable, but should lead to improvement in the standard of living for all the country's citizens. Furthermore the White Paper investigates the need for equitable access to affordable public transport and comments on several energy-related transport challenges. Lastly the White Paper declares the negative environmental and health effects of air pollution arising from coal and wood use in households an immediate priority for energy-environment

4.5.10 Department of Safety and Security

South African crime prevention policy, with its emphasis on promoting awareness and providing education to establish lawful communities, lines up well with the Habitat Agenda.

In the **White Paper on Safety and Security** published in September 1998 the Department of Safety and Security identified two strategies for reducing crime, namely law enforcement and social crime prevention. Law enforcement largely involves the police and a substantial budget has been allocated to them over the past five years in order to achieve this. Crime prevention is recognised as needing much broader participation of all spheres of government and also of community members. The White Paper clarifies the roles of the various spheres of government

and identifies practical ways for local government to reduce crime.

4.5.11 Department of Sport and Recreation

As noted in the Habitat Agenda the quality of life of all people depends in part on the physical and spatial characteristics of cities and towns. People need community and want more liveable neighbourhoods. Policy recognises this, but investment in recreational and cultural facilities in human settlements has taken second place to the drive to meet basic needs.

The provision and upgrading of sport and recreational facilities features as a priority in the **Department of Sport and Recreation's White Paper.** Issues such as the location of facilities, multi-purpose usage, equitable access and community ownership to assist in maintenance and management are highly valued. Furthermore as part of Integrated Development Plans the establishment of multi-purpose sport and recreational facilities, accessible to the communities, in open space systems will be important. Provision of sport and recreational facilities should be an integral part of a new model for the post-apartheid city.

Initiatives such as the **Presidential Lead Projects (Integrated Urban Renewal Projects)** and some Department of Public Works projects sometimes include sport and recreation facilities in their overall planning when new developments are initiated.

The Department of Sport and Recreation receives a very small portion of the national budget. R100 million (U$14.29 million) received from the RDP fund (1997-1999) assisted in addressing the backlog to some extent. Resources have been invested in capacitating provincial facility officials to monitor the utilisation and management of facilities and the implementation of facility provision and management policy.

4.5.12 Department of Arts, Culture, Science and Technology

The Department of Arts, Culture, Science and Technology (DACST) is engaged with programmes that address issues relevant for poverty alleviation, public works programmes, urban regeneration and the provision of new infrastructure as well as the upgrading and management of existing infrastructure. This is undertaken in partnership with local and provincial authorities and universities, technikons and parastatal institutions.

This work is informed by the **DACST White Paper** as well as recent research undertaken by the World Bank, UNESCO and a number of other international agencies which show the relationship between economic and cultural development and argue for a systematic and focussed poverty strategy on the part of the arts and culture sectors in developing liveable communities and sustainable economic development. DACST is in discussion with the World bank on the feasibility of organising a major international conference in South Africa addressing culture and sustainable economic development. DACST has planned approximately ten poverty alleviation projects all of which impact upon sustainable economic opportunities for previously marginalised communities.

DACST has now completed 41 community art centres, libraries and theatre and museum upgrades in all 9 provinces. These centres are assisted with management training through nationally co-ordinated training programmes by technikons.

DACST has also initiated a **data gathering project (Mapping Creative South Africa)** which will collate information on all significant spaces, places and buildings in South Africa that are used to provide opportunities for the arts and culture industries. This will help to develop a more focussed urban renewal strategy for cultural precincts and assist in identifying building needs in rural communities.

4.5.13 Department of Welfare

The first five years of democratic governance laid the foundation to respond to the social welfare crisis facing South Africa. The Department of Welfare has put in place legislative and policy frameworks that are in keeping with the principles of the Reconstruction and Development Programme and the constitutional mandate. However much more needs to be done to create a caring society. To be responsive in this way means that the Department of Welfare has to mobilise the communities to establish a caring society based on the principles of people first and sustainable development. The Department is guided by the **Batho Pele (People First)** approach in creating a collective vision and strategy to respond to the social crisis, and in transforming social welfare.

A major challenge for the South African welfare system is to redress the inequitable distribution of welfare resources. Prior to 1994, resource allocation favoured institutions that traditionally only served white people and has centred on urban services to the detriment of services to black communities particularly those located in rural areas and in informal settlements. In April 1999, the South African government approved the **Welfare Financing Policy** to be implemented progressively over a period of 5 years. The policy sets norms and standards for service delivery by the Non-Governmental Organisations (NGOs) to qualify for government funding and will result in the redirection of welfare resources to historically disadvantaged communities.

4.5.14 Department of Public Works

The Department of Public Works' **Community-Based Public Works Programme** is a specific job creation and poverty alleviation programme of government, targeted primarily at the rural poor with the objectives of:

- Creating short term employment opportunities for community members by means of construction of public assets;
- Creating useful public assets to disadvantaged poor communities; and
- Creating sustainable employment opportunities by facilitating micro-business opportunities associated with the community assets created.

After the completion of the CBPWP a process of evaluation took place resulting in the realignment of the Community Based Public Works Programme. It was recommended that the type of projects be modified and consequently after the realignment process the concept of clustering was used. The focus shifted from building structures to the development of productive units. Clustering projects facilitates a speedy realisation of the objectives of the Growth, Employment and Redistribution (GEAR) strategy of government. As a result, all line function Support Departments encourage co-ordination of programmes throughout the structures of government. Emphasis is placed on the development of economic infrastructure, sustainable jobs as well as cognisance of spatial development zones.

5. The Impact of National Programmes

Preceding sections have demonstrated that national policy and programmes encapsulate many of the principles of the Habitat Agenda. In this section programmes will be outlined according to:

- Progress made since 1996, prevailing conditions, new trends, emerging issues and major areas of concern;
- Policy and legislative changes since Habitat II;
- Institutional weaknesses and obstacles encountered;
- Lessons learned with emphasis on sustainability and impact; and
- Recommendations for priority action.

5.1. Shelter

5.1.1. Providing security of tenure

In the **Housing White Paper (1994),** security of tenure is noted as a cornerstone of the Government's approach towards providing housing to people in need and notes that subsidy policy must be designed for the fullest range of tenure options. The **Housing Subsidy Scheme,** introduced in 1995, gives effect to housing policy and initially required that individual ownership subsidies were available only to qualifying beneficiaries who acquired registered title to a residential property either in the form of ownership, leasehold or deed of grant. This excluded people in rural areas residing on communal or tribal land. This changed with the introduction of the **Interim Protection of Land Rights Act in 1996**, whereby families in rural areas were granted functional security of tenure. This allowed the Housing Subsidy Scheme to be extended to also give rural households access to housing subsidies. **The Prevention of Illegal Eviction from and Unlawful Occupation of Land Act, 1998** has also ensured greater protection for residents of informal settlements against evictions.

From a housing policy perspective, experience indicates that too much emphasis was initially placed on ownership. This is understandable when viewed against the background of past deprivation of property rights affecting the majority of the population. However a more balanced approach is indicated - hence recent initiatives to normalise the rental housing market and promote alternative tenure options. The **Rental Housing Act, 1999** has been adopted and the **Social Housing Foundation** has been mandated to promote the concept of co-operative housing, including alternative tenure options, and to assist in the establishment of institutions to hold and manage rental housing stock on a sustainable basis.

The **Land Tenure Reform Programme** was introduced to improve the security of tenure of all South Africans and to accommodate diverse forms of tenure. Legislation to establish a basic level of tenure security for "occupiers", farm workers/ labour tenants and residents of the former homelands has been passed. The relevant acts are the **Interim Protection of Informal Land Rights Act (IPILRA, 1996)**, the **Extension of Security of Tenure Act (ESTA, 1998)** and the **Land Reform Labour Tenants Act (LTA, 1996)**.These Acts give occupiers of land who have the consent of the owner to be on the land, rights in land. Arbitrary and illegal evictions are made a criminal offence. Legal evictions can still occur, mostly where suitable alternative accommodation is available.

South African housing policy and land tenure arrangements are aimed at being as flexible as possible to enhance consumer choice and to make adequate housing more accessible, especially in rural areas.

5.1.2. Promoting the right to adequate housing

Adequate shelter for all has been an aim of the current government from the outset and is included in Article 26 of the Bill of Rights in the Constitution which provides that "everyone has the right to have access to adequate housing" and that the "state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right".

A comparison of the South African definition of the "minimum standard complete house" with that of adequate shelter as defined in the Habitat Agenda (see table below) shows that virtually all the key elements outlined by the Habitat Agenda are present. The only direct omission in South African policy is any reference to the need for adequate space. However the inclusion of the need for privacy could imply the need for space to achieve privacy.

Habitat Agenda (Global Plan of Action) (para.60)	South African Housing White Paper (Section 4.2 unless otherwise stated)
Adequate privacy, adequate space	Ensuring privacy
Physical accessibility	State housing policies and subsidy programmes must reflect a constant awareness of and provision for the special needs of the youth, disabled people and the elderly. (Section 4.5.4)
Security of tenure	Secure tenure
Structural stability and durability	A permanent residential structure
Adequate lighting, heating and ventilation	Providing adequate protection against the elements
Adequate basic infrastructure, such as water supply, sanitation and waste-management facilities	Potable water, adequate sanitary facilities including waste disposal and domestic electricity supply
Suitable environmental quality and health-related factors; and adequate security	Government aims to establish a sustainable housing process which will eventually enable all South Africa's people to secure housing...within a safe and healthy environment
Adequate and accessible location with regard to work and basic facilities;	Government strives for the establishment of viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities as well as health, educational and social amenities.
All of which should be available at an affordable cost	Where people, due to socio-economic adversity, are not in a position to afford access to secure tenure, basic services and basic water shelter, society in general and in State specifically has the responsibility to address this situation within the resource and other constraints applicable to it.

Table: Defining "Adequate Housing": a comparison

The Housing Act echoes the calls of paragraph 61 of the Habitat Agenda that states that housing policy and programmes should ensure:

- Non discriminatory access;
- Security of tenure and equal access to all;
- That housing is made accessible through a series of interventions to improve the supply of affordable housing; and
- Monitoring and evaluation of homelessness and inadequate housing.

South African housing policy is therefore strong in its commitment to achieve a holistic concept of adequate housing by supporting citizens to achieve this vision incrementally.

The Housing White Paper contains seven strategic thrusts aimed at achieving adequate housing for all. These include stabilising the housing environment, housing support for a people driven housing delivery process, mobilising credit and savings, rationalising institutional capacity within a sustainable institutional framework, facilitating the speedy release of land and facilitating co-ordinated and integrated action by the public and private sector.

These have been realised by firstly introducing the **Housing Subsidy Programme** as a once off grant for the poor to access housing and related services in the acknowledgement that most low income earners were unable to access housing for themselves. Since 1994, the Programme has facilitated the approval of more than one million two hundred thousand subsidies, the construction of nearly a million housing units at a cost of some R12 billion (U$1.8 billion) and obtained secure tenure and access to improved sanitation and water for more than 4.2 million people.

Furthermore **stabilising the housing environment** has involved the upgrading of local infrastructure in order to improve living conditions for people and the creation of a sound public environment for viable private investment by encouraging the restoration of relationships between communities and service providers through the Masakhane Campaign, Servcon Housing Solutions, the Mortgage Indemnity Fund and Thubelisha Homes. A further initiative was to support the **Peoples Housing Process** by facilitating the establishment or directly establishing a range of institutional, technical and logistical housing support mechanisms to enable communities, on a continuous basis, to improve their housing circumstances.

The **mobilisation of private savings and housing credit** for low-income households who do not have access to credit facilities, is one of the major challenges faced by housing in South Africa. A two pronged strategy was established initially introducing short-term interventions to mobilise credit at scale and to facilitate bank re-entry into the low -income market (through NURCHA and the NHFC) as well as the establishment of a defect warranty scheme(NHBRC), and long term interventions to facilitate the funding of new innovative approaches to the provision of housing accommodation under alternative tenure arrangements and develops the capacity of non-traditional lenders.

The **speedy release of land and the servicing** thereof has been started by the Development Facilitation Act. Planning processes such as Integrated Development Planning promote **co-ordinated** public sector policies, strategies and investment.
Lastly the Housing Act **rationalises institutions** and provides the legal framework within which

the national housing policy is to be implemented, serving to eliminate fragmentation and inefficiencies.

While housing delivery has reached optimum levels in so far as the available budget is concerned, the emphasis must now shift to the more qualitative aspects of delivery, such as streamlining of procedures, increasing administrative efficiency, ensuring quality housing products and housing environments, environmental efficiency, better value for money and the broadening of choice as well as the equity base of housing subsidies.

5.1.3. Providing equal access to land

The Department of Land Affairs (DLA) has instituted three programmes aimed at removing the injustices of the past and the creation of sustainable settlements and sustainable land use. These are the **Land Redistribution Programme**, the **Land Restitution Programme** and the **Land Tenure Reform Programme**.

By the end of 1998 approximately 200 000 had benefited from the **Land Redistribution Programme** and half a million hectares of land had been redistributed. The majority of this land delivery was in rural areas and there has been very little actual delivery of land in urban areas.

The **Land Restitution Programme**, established to restore land or compensate people dispossessed by racially discriminatory legislation and practice. This is however a lengthy and complex process in which each claim has to be individually analysed and dealt with on its own merits. Since 1993 a total of 54 000 claims have been lodged, 80% in respect of urban land. Of these, 4000 claims have been verified and 27 claims, involving 167 534 hectares and approximately 70 000 people, have been finalised.

The **Land Tenure Reform Programme** has made it possible for those previously denied the opportunity to own land to actually become land owners. Since inception of the programme, unfair evictions, which have had a destabilising effect on rural areas, appear to have been reduced substantially.

Since the start of the **Land Reform Programme**, 22 laws and amendments have been passed to establish the legislative framework for land reform, capacity has been developed nationally and offices were established in all nine provinces for the implementation of the programme. Before land reform takes place at scale it needs to be determined if beneficiaries who receive land from government are able to earn a stable income and have an improved quality of life on the land. This monitoring and evaluation system is in place to measure the impact of land reform on the quality of life of beneficiaries.

In an attempt to facilitate the development of more sustainable land reform projects the DLA also initiated a project in co-operation with the Danish Corporation for Environment and Development (DANCED). The project began in September 1998 and will run until March 2001, with the main objectives being:

- To put in place institutional arrangements, procedures and guidelines for incorporating environmental planning into land reform and land development at local, provincial and national levels and have these reflected in appropriate policies;

- To increase capacity within the DLA, local authorities and other service providers to integrate environmental issues into both the land reform and land development process.

Land reform, as a developmental programme, is a long term programme for South Africa. There is no quick fix solution, and lessons learnt are being applied to ensure that land reform is sustainable and that it delivers real and lasting benefits to beneficiaries.

5.1.4. Promoting equal access to credit

In South Africa the strategy to mobilise housing credit involves the development of mechanisms and approaches towards risk management and sharing and the development of a track record of experience in the low income housing market, so that the private sector is "brought back" into this market segment.

The **National Urban Reconstruction and Housing Agency** (NURCHA) was established in 1995 to facilitate low-income housing development by guaranteeing loans made by commercial banks. NURCHA provides guarantees as security to lenders who advance bridging finance to developers of low-income housing projects. The total number of houses built and transferred on NURCHA supported projects now totals 38 680. NURCHA, in consultation with the Department of Housing is in the process of initiating a programme to release credit, subsidies and housing benefits to low income South Africans who establish their commitment and creditworthiness through an extended pattern of savings. This initiative is known as the **"Target Savings Programme"**.

The **National Housing Finance Corporation** (NHFC) was created in 1996 as a long term intervention in the housing credit market. Government established the NHFC as a wholesale finance institution because of a lack of housing finance in the R15 000 (U$ 2 142) to R50 000 (U$7 142) house price range. To achieve the NHFC objectives, a number of programmes were established, with the purpose of providing higher risk equity and funding to new and emerging lenders, and to build the capacity of new housing institutions. Within one of the NHFC programmes to provide funding at scale to lenders, by May 1999 after 2 years in operation, around R350 million (U$52 million) in loans had been approved through 10 lenders, reaching some 69 000 people. A further half a million micro-loans have been made available to the value of R3 billion (U$448 million).

With the establishment of **Gateway Home Loans**, as a subsidiary of the National Housing Finance Corporation, a new model has been developed that should increase the volume of micro-loans available to formally employed low-income borrowers. This includes the concept of securitisation which offers a variety of secondary benefits and opportunities based on product and system standardisation. The Gateway project will mobilise pension funds to guarantee home loans in the R1000 (U$149) to R5000 (U$746) income bracket and thus address a segment of the market not normally catered for by financial institutions.

The **Rural Housing Loan Fund** (RHLF), set up as a Section 21(not for profit) Company with a revolving fund sourced from a German Government grant, aims to improve the housing situation of poor rural people through increasing access to housing loans. A cumulative total of R55 million (U$8.2 million) has been disbursed to 17 retail lenders which have lent out these funds to 15 000 qualifying rural households.

The **Land Reform Credit Facility** (LRCF) is an unique financial instrument designed to assist the establishment and expansion of land reform projects. It improves the possibility of disadvantaged people becoming owners or part owners of commercial farms. This may involve individual households becoming owners of productive land, or joint venture (share-equity) partnerships between farm workers and commercial farmers.

Financial institutions are however not fully committed to lending in the low income segment of the housing market. Perceptions are that risk is still high, lending practices are not sufficiently needs orientated and, despite recent innovations, loan products do not sufficiently match the needs of low-income clients. To begin to redress this Government introduced the **Home Loan and Mortgage Disclosure Bill** in 2000 to promote fair lending practices among financial institutions which provide home loans and to promote through regulation the sustainable provision of home loans to under and un-serviced segments of the population. Government is therefore committed to continue with its efforts to create a climate conducive to private investment

5.1.5. Promoting access to basic services

The **Consolidated Municipal Infrastructure Programme** (CMIP) aims to provide a sustainable source of funding to local government to provide equitable access to affordable basic municipal services and ensure an effective linkage to the housing subsidy programme. Since 1994, the CMIP and its predecessors, have created 186 955 person months of employment, employed 48 252 people (14% of these women and 90% local people) and it has provided accredited training to 105 083 people. Two thousand projects have been approved and 1 650 completed. Some 6.8 million people have benefited directly in gaining access to basic services for the first time in their lives.

The national average of households connected to electricity is 59%. More than half of South African households (51%) have a tap in their dwellings, and another 20% have taps on their sites. When public stand-pipes are included, almost all urban residents have access to potable water. Some 58% of South Africans have a flush toilet either in their dwelling (44%) or on their site (14%). Another 9% have their own Ventilated Improved Pit (VIP) or chemical system. There is still however a significant proportion of people who use less well performing systems, such as informal pit systems (19%), bucket systems (5%) or have no access to sanitation (8%). Refuse removal by municipalities in urban areas stands at about 91% of houses. The national average for the proportion of households with telephones is about 30%.

Although many low income households have been provided with access to basic services, the affordability of recurrent costs of maintaining these services remains a problem for the sustainability of local authorities. Local authorities are being crippled by non-payment of services. To avoid unaffordable service levels in future the Department of Housing developed **Minimum Norms and Standards in Respect of Permanent Residential Structures** in 1998. These norms and standards guide local authorities by defining minimum acceptable levels of service for sanitation, water, roads, stormwater drainage and street lighting, subject to a funding limit of a maximum amount of R7 500 for the provision of services and the acquisition of land. The level of services may not be less than the level indicated in the following table.

Type of Service	Minimum Level
Water	Single standpipe per erf (metred)
Sanitation	Ventilated Improved Pit Latrine per erf
Roads	Access to each erf with graded or gravel paved road;
Stormwater	Lined open channels
Street Lighting	High mast security lighting for residential purposes where this is feasible and practical, on condition that such street lighting is not funded from the CMIP initiative or funding available from other resources.

Table: Minimum Norms and Standards in Respect of Permanent Residential Structures (1999)

5.2. Social Development and the Eradication of Poverty

5.2.1. Providing equal opportunities for a healthy and safe life

In its **White Paper on the Transformation of the Health System of South Africa** (April 1997), the Department of Health has adopted a primary health care policy which promotes equity, accessibility and utilisation of health services, as well as extending the availability of appropriate health services. In line with its focus on primary health care, the Department of Health has dedicated a significant proportion of its budget to the **Clinics Building and Upgrading Programme** since 1997. The distribution of the facilities built under the programme has benefited high population density urban areas as well as poorer rural communities. 139 new clinics have been built and 14 others renovated. These clinics are treating more than 130000 people per day, 80% of which had never had access to a clinic before. Two other important programmes are the **AIDS Action Plan**, a programme that focuses on mass AIDS awareness and mobilisation and the **National Immunisation Programme**, which campaigns for the immunisation of children under the age of 5 against poliomyelitis and those under 15 against measles.

The Department of Health has recently reviewed the application of the Hazardous Substances Act of 1973 and identified gaps. These are being rectified to ensure the health and safety of individuals, communities and the environment in the management of chemical substances. Regulations for Environmental Conditions Detrimental to Health and Nuisance with regard to schedule of trades have been developed to ensure that activities which are likely to affect the environment and health of communities negatively are identified and clearly regulated to minimise their effect.

Broader Department of Health programmes include local application of the World Health Organisation's **Healthy Cities Project**. The cities of Johannesburg and Pretoria are participating in this project which seeks to enhance the physical, mental, social and environmental well being of people who live and work in cities. Since 1996 the Department of Health has also embarked on programmes that are creating and improving the awareness and knowledge of communities on environment, health and development. These programmes include awareness raising **World**

Environment Day (5th of June every year) and educational programmes such as **Pollution and Safety Towards Our People.**

The Department of Health has also made inroads into other Government Departments in trying to influence their policies to be healthy public policies. In the area of shelter, the Department of Health is part of the Department of Housing's **Environmentally Sound Low Cost Housing Task Team**. Here the Department of Health ensured that in developing housing standards and norms, health considerations should be part of policy, and as a result, size, orientation, illumination, ventilation and structural integrity are considered part of the basic requirement for human shelter.

In the planning and development of residential, commercial and industrial areas the Department of Health provides health and social environmental impact assessment inputs/ reports to ensure that developments are health promoting and sustainable. In the area of safe drinking water, with the Department of Water Affairs and Forestry, the Department of Health has developed guidelines on the sampling and assessment of drinking water. Health care waste is being addressed by the Department of Health in conjunction with the Department of Environmental Affairs and Tourism. Appropriate **Best Practical Environmental Options** (BPEO) have been identified for the management of health care waste in remote rural clinics. These programmes will improve the quality of lives of South Africans, especially those living in rural areas.

Since 1997, the Department of Welfare established programmes which have begun to reshape the welfare sector's role in addressing the scourge of poverty. Traditionally the bulk of Welfare resources were directed at short-term relief for people in need and which did not fundamentally change their quality of life or poverty levels. The Department of Welfare has therefore adopted a **"war against poverty"** approach to welfare and development. The central theme to this approach is social development, a process through which members of society can increase their individual and institutional capacities to mobilise and manage resources and produce sustainable improvements in their quality of life, consistent with their aspirations. Underpinning this approach is the recognition that while there is a need to address the symptoms of problems through material relief or grants, sustainable development strategies are required that focus on building institutional capacity to address structural economic conditions, such as long term unemployment and under employment. However, most of the welfare budget is still utilised to pay social grants to 2,9 million beneficiaries every month.

Government has established a **Poverty Relief and Infrastructure Investment Fund** of R253 million (U$36.14 million) used for numerous job creating and poverty alleviating projects. These include the Community Empowerment Programme, Micro Save Project, Council for the Aged, Operation Hunger, Child Care Programme and the Ex-offenders Special Employment Programme

The **National Crime Prevention Strategy** (NCPS), launched in 1996, is based on the premise that trying to stop crime before it occurs, instead of relying on the criminal justice system to arrest and convict offenders, is critical to making communities safer. It relies heavily on the involvement of the community and government departments other than Safety and Security. Local government has been identified as the partner best able to carry out crime prevention programmes, as it is recognised that crime occurs in local situations. The NCPS is built on 4 pillars:

* Improving the criminal justice system.

- Activation of community pressure against crime.
- Environmental design to limit opportunities for crime in the built environment.
- Attention to cross- border crime.

Flowing from the strategy, the **White Paper on Safety and Security,** released in 1999, identifies two strategies to reduce crime: law enforcement and social crime prevention. While law enforcement largely involves the police, crime prevention needs much broader participation of government and community members. The White Paper states that crime prevention should be an integral part of good urban management and not something to be added to existing functions. Furthermore it clarifies the roles of the various spheres of government and identifies practical ways for local government to reduce crime.

Several councils are already working on crime prevention strategies. The Greater Johannesburg Metropolitan Council established a **Safer Cities Programme** in 1997, the Greater Pretoria Metropolitan Council approved their crime prevention strategy in 1998. From the experience gained from these Councils, it is apparent that crime prevention strategies have an improved chance of success if they form part of an overall urban management plan with commitment at a high level.

Since 1994/1995 levels of violent crime have been reduced (from 18.3% in 1994/1995 to 14% in 1999/2000). However social fabric crimes, such as rape and assault, and robbery and commercial crimes, have increased. Crimes which are heavily dependent on police action for detection vary, with the illegal possession of firearms and drunken driving percentages increasing, while drug related crimes have seen percentages drop.

Providing for a healthy and safe life requires a multi-pronged approach and includes poverty reduction, the development of human resources and meeting basic needs including the development and improvement of housing and services like water and sanitation, the environment and nutrition and health care.

5.2.2. Promoting social integration and supporting disadvantaged groups

The **White Paper on Social Welfare** defines social welfare as "an integrated and comprehensive system of social services, facilities, programmes and social security to promote social development, social justice and the social functioning of people", and focuses on children, youth, women, families and the elderly.

The mobilisation for a caring society by the Department of Welfare began with the National Consultative process in October 1999. For six days the Minister of Welfare engaged in dialogue with a range of organisations representing women, children, people with disabilities, the homeless, poor people, development workers and professional associations.

The verbal presentations and written inputs made during this national consultative process confirmed the analysis that the welfare system is not responding to the fundamental social crisis South Africa is facing. Given this situation, the Minister identified the following welfare priorities that will be addressed over the next five years:

- Restoring the ethics of care and human development into all our programmes. This requires the urgent rebuilding of family, community and social relations in order to promote social integration;
- Design an integrated poverty eradication strategy that provides direct benefits to those who are in greatest need, especially women, youth and children in rural areas and informal settlements. This will take place within a sustainable development approach;
- Develop a comprehensive social security system that builds on the existing contributory and non-contributory schemes and prioritises the most vulnerable households;
- Responds to the brutal effects of all forms of violence against women and children as well as effective strategies to deal with the perpetrators;
- Services to support the community-based care and assistance for people living with HIV/AIDS. Particular attention will be given to orphans and children affected with HIV/AIDS;
- A national strategy will be developed to reduce youth criminality and youth unemployment within the framework of the National Crime Prevention Strategy;
- Social welfare services accessible and available to people in rural, peri-urban and informal settlements and ensure equity in service provision;
- Redesign services to people with disabilities in ways that promote their human rights and economic development;
- Co-operative governance that includes working with different spheres of government and civil society. The department of welfare will work in partnership with communities, organisations and institutions in civil society; and to
- Train, educate, re-deploy and employ a new category of workers in social development to respond to the realities of South Africa's crisis. This includes the re-orientation of social service workers to meet the development challenges of South Africa and link these to our regional and global demands.

These welfare priorities form part of a systematic, co-ordinated strategy for social development over the next 5 years. In addition the plan will involve the mobilisation of national and international resources including the use of a wider pool of technical expertise. Particular focus areas will be the **Integrated Rural development Strategy**, the **National Plan of Action for Children** and the work of the **Office on the Status of People with Disabilities** and the **Office on the Status of Women**.

Education policy focuses on the quantity and quality of educational infrastructure as well as the need for increased relevance, environmental awareness and understanding of diverse cultures in school curricula. The building of schools is co-ordinated under the **National School Building Programme**. In 1998/99 the National School Building Programme received a grant of R124 million (U$18.5 million) to reduce classroom backlogs. Nonetheless it is estimated that eliminating the backlog will cost government in the order of R3 billion (U$448 million)each year for the next 10 years.

The benefits of recreation facilities, as is the case with the benefits of wider public realm expenditure, have tended to take second place to addressing basic needs. The Department of Sport and Recreation received only a small portion of the national budget but has managed to complete and upgrade 364 outdoor facilities and 9 indoor facilities from 1994 until the end of 1999. It is important however that recreational and sporting facilities needs of communities are considered from the outset and that open space systems and "green belts" are included in Integrated Development Plans and the design of new housing projects. These can then be

developed when funding is available.

It is evident that access to subsidies by the poor, women and people with special needs, such as the disabled, is being supported institutionally. This is evident in the Housing Subsidy Programme where an additional 11% of the housing subsidy is available to differently-abled households for the design and adaptation of housing to meet their specific needs.

The **Realigned Community Based Public Works Programme's** focus is predominantly rural with added priority given to the poverty pockets namely, women, youth and the disabled together with some targeted urban projects.

Targets of the programme:

- 80% of the budget allocated to rural areas;
- 50-60% of the community labour to be females;
- 15% of the community labour to be the youth; and
- 3% of the community labour to be disabled.

5.2.3. Promoting gender equality in human settlements development

In 1998 the Commission on Gender Equality conducted an audit of current legislation to identify inequality and discrimination in the law on the basis of gender. The audit revealed that most of the inequality and discrimination experienced by women lies not in the letter of the law, but in its impact. Much is being done in this regard and the lot of women is steadily improving. This is evident in the fact that South Africa has one of the most representative legislatures in the world with 34% of the members of the national Assembly and a quarter of the provincial legislatures being female. Women also account for the majority of students at universities, and the percentage of employed women who are professionals is higher than the percentage for men. Furthermore 39% of housing subsidies have been allocated to women-headed households. In provinces such as the Eastern Cape and the Northern Province the gender balance is even more significant.

The increasing equalisation of the genders and the improved status of women will affect population growth and have several impacts on human settlement. With more women being able to access finance, more houses will belong to women, giving them more power in communities and within their personal relationships.

The Department of Housing is in the process of commissioning an in depth study into gender issues in human settlements, which we envisage will result in amendments to our settlement policy and programmes.

5.3.   Environmental Management

5.3.1.   Promoting geographically balanced settlement structures

Transforming the urban land and planning system is key to achieving integration of cities and regions. Recognising this, the Department of Land Affairs and later the Department of Provincial Affairs and Local Government, introduced policy and legislation to stimulate new approaches to

planning and land use management. These new approaches were far-reaching in their goals but one of their primary aims was to integrate cities.

The 1994 **White Paper on Housing** recognised the critical impact that the land delivery process (land identification, allocation and transformation of undeveloped land into serviced land) would have on the rate and scale of supply of housing, the potential for housing supply to contribute to socio-economic development, and its potential to contribute to racial, economic and spatial integration in South Africa.

This recognition led to the development by the Department of Housing and the promulgation by the Department of Land Affairs of the **Development Facilitation Act** (DFA) in 1995. The DFA introduces principles geared at bringing about a fundamental change to the form and structure of South African settlements. The principles explicitly reject the low density, fragmented and mono-functional forms of apartheid development and call for more compact integrated and mixed-use settlements. The Act requires local authorities to formulate **"Land Development Objectives"** **(LDOs)** for their area of jurisdiction in line with the DFA principles. An investigation into the LDO process in the Provinces of Gauteng and the North West reveal that they have had a mixed impact on human settlements. Where local authorities responded enthusiastically, positive spin-offs for human settlements have been experienced, but where local authorities implemented it under duress, human settlements have experienced no substantial results.

The Department of Provincial Affairs and Local Government in its White Paper on Local Government (1998) sets out a policy for creating developmental local government. The **Municipal Systems Bill** (1999) gives effect to the country's vision of "developmental local government". The Bill elaborates the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of communities and to ensure universal access to quality services that are affordable to all. The Bill makes provisions for **Integrated Development Planning** (IDP) where it is seen as a single, inclusive plan for the development of the municipality which:

a)   Links, integrates and co-ordinates plans, schemes and proposals for the development of the municipality;
b)   Aligns the resources and capacity of the municipality for the implementation of the plan;
c)   Forms the policy framework and general basis on which annual budgets must be based; and
d)   That the IDP process is compatible with national and provincial development planning requirements binding on the municipality in terms of legislation.

However there have been problems around the way in which local government is conducting integrated planning. Underlying most of these problems in many municipalities is a lack of capacity and resources (both human and financial). The Department of Provincial Affairs and Local Government is introducing measures to build capacity at district council levels through the introduction of **Planning and Implementation Management Support Systems (PIMSS)** and simplifying the legislative complexities and IDP procedures for local authorities. This support system will help local authorities:

•   To manage their process of integrated development planning in an appropriate manner;
•   To make use of adequate tools for managing the implementation of the plans;
•   To promote Local Economic Development (as a crucial part of implementing IDPs);

- To apply a proper land management approach; and
- To monitor and evaluate performance.

PIMSS is meant to be a joint and co-ordinated effort of all three spheres of government to enable local government to play its developmental role.

The role of provinces in facilitating the integrated development planning process is also significant and could be improved on in many cases with provinces providing support and training for local authorities. In order to achieve growth patterns that enhance efficiency, equity and sustainability, it is also important that provinces formulate provincial policy frameworks that enable integrated development. **Spatial Development Frameworks** are one vehicle to achieve this. So far only a few provinces have developed these frameworks as well as some metropolitan areas.

A key tool for achieving regional integration is that of **Spatial Development Initiatives** (SDIs). SDIs have been developed and implemented by both the Departments of Trade and Industry and Transport and entail a programme of strategic initiatives aimed at unlocking the under-utilised economic development potential of certain strategically important spatial locations in South Africa. The impact of SDIs on human settlements has not been measured in any co-ordinated fashion as yet and the cumulative economic and social benefits of SDIs are only likely to be tangible in the long term.

5.3.2. Managing supply and demand for water in an effective manner

Access to adequate water and sanitation in rural areas is often a higher priority than the need for housing. The Programmes of the Department of Water Affairs and Forestry (DWAF) have most impact in peri-urban and rural settlements. The Department has a mandate to enable the provision of adequate water supply and sanitation services. This is being achieved through the building of competent local and provincial agencies.

From experience gained a systematic approach to managing and supplying water was followed, with the establishment of provincial, regional and area forums. These identified villages and their needs, and evaluated them according to the reference systems developed to provide a sustainable planning process involving the Department, provincial and local authorities. The emphasis of the later programmes, such as the **Local Government Water Supply and Sanitation Support Programme**, showed the Department taking on more of an enabling role, and withdrawing from its initial role as service provider.

The **Community Water Supply and Sanitation Programme** was introduced to raise awareness and to promote sanitation, health and hygiene education in support of the institutional and social development that was being carried out in each water project. In 1996, a series of public-private partnerships were initiated as **build, operate, train and transfer** (BOTT) water supply and sanitation services in four provinces. After being established by private companies, the services will be transferred to water services authorities at local government level.

The reach of these programmes have been considerable. Since 1994, the Department of Water Affairs and Forestry has been involved in over 1000 water supply and sanitation projects. Out of a national total of 14 000 rural communities, the Department focussed on 500 communities, to

provide water supply and sanitation. The aims of the projects are that the water supply systems have to be economically viable, feasible and environmentally acceptable, with good service levels and customer service.

The Department of Provincial Affairs and Local Government's **Consolidated Municipal Infrastructure Programme** (CMIP) has provided over 3.2 million people with improved access to water and 2.7 million with access to adequate sanitation.

While these programmes have improved health conditions and overall quality of life, they have also increased the average annual consumption of water with almost 380 million cubic metres of water. Considering that South Africa is an arid country, if everyone has to be provided with safe, readily-accessible drinking water, consumption patterns will have to change and a communal effort made to use water efficiently. This is being addressed through the **National Water Conservation Campaign** with projects such as "water wise" and "working for water" which raise awareness on the judicious utilisation of this scarce resource.

5.3.3. Reducing urban pollution

Respiratory tract diseases are the biggest cause on death in South Africa. Studies have shown that the use of coal and biomass fuels as a household energy source is the single most significant risk factor for respiratory tract illnesses in children living in coal burning neighbourhoods.

The Department of Minerals and Energy is attempting to address the problem of indoor air pollution, from two angles. Its **Electrification Programme** in conjunction with Eskom (the national electricity utility) tries to remove the main cause of air pollution, replacing coal and biomass fuels for cooking and generating heat with cleaner electricity. So far a total of over 1,5 million homes have been electrified, bringing the national electrification figure to 67%. At the same time the **Low Smoke Coal Programme** addresses the fact that many people (owing largely to affordability considerations) continue to use coal instead of electricity, even if this is available, and aims to promote the provision of cleaner, affordable and renewable energy to disadvantaged communities.

Past neglect in South Africa has resulted in a lack of long term planning, information, appropriate legislation and capacity to manage the waste stream. Environmentally and socially unacceptable standards currently characterise many aspects of waste management such as illegal dumping and littering, poorly sited, designed and operated waste disposal sites and substandard or non-existent waste collection and street cleaning systems.

Recent policy development in the **White Paper on Integrated Pollution and Waste Management** (2000) has seen a paradigm shift towards integrated waste management based on pollution prevention, waste minimisation, integration of departments and spheres of government and involvement in all sectors of society. While the policy is too recent to have had a measurable impact, it has led to several community-based projects to raise awareness of the need for waste management and its job creation potential.

5.3.4. Preventing disasters and rebuilding settlements

The policy process regarding disaster management has only recently been put in place. The **White Paper on Disaster Management** (1999) promotes pro-active, integrated disaster

management through risk reduction programmes in partnership with all stakeholders and spheres of government. Policy has a fairly centralised approach, with a National Disaster Management Centre at the hub of an integrated disaster management strategy. It is envisaged that the National Disaster Management Act (still under development) will require local government to produce disaster management plans and provide for disaster management in the budget. The recent heavy rainfall in South Africa has led to the establishment of a Ministerial cluster to focus on the issue of disaster management.

5.3.5. Promoting effective and environmentally sound transportation systems

The stimulation of urban development / activity corridors is an example of a Department of Transport long term initiative to integrate the city. In its **Moving South Africa** (MSA) strategy the Department sets out the aim of achieving the densification of transport corridors. It envisages that the creation of corridors and subsequently focussing investment and resources on these corridors as the single most important component of the urban strategy. It stresses that corridor development lowers overall system costs, not only for transport but also for other infrastructure. Other advantages of this corridor approach include the lowering of transport subsidies, increased travel speeds and improved public transport frequencies. In line with its densification of corridors strategy, MSA argues strongly for the increasing reliance on public transport which will counter the reliance on private cars but will also make the corridors economically viable.

The potential benefits of the corridor approach seem substantial, not only for passengers but also for human settlements generally. Although corridors will reduce distances and increase trip densities, they will require higher land purchase costs (because land on corridors is likely to be more expensive than isolated land far from corridors and nodes). It is the economics of land acquisition that has tended to drive national programmes such as housing to continued urban sprawl. The real challenge of implementing the corridor vision is to co-ordinate across and within government to overcome these obstacles. This approach is being followed in developing the mass housing projects stemming from an agreement at the Job Summit between government, labour and the private sector.

5.3.6. Supporting mechanisms to prepare and implementing local environmental plans and local Agenda 21 initiatives

Promulgated in September 1997, under section 26 and 28 of the Environmental Conservation Act, national **Environmental Impact Assessment** (EIA) regulations require mandatory EIAs for proposed specified activities and for changes in listed land uses, and prescribes the process to be followed. This affects low cost housing development as housing development is one of the biggest developments driving land use change in our cities. Challenges which remain are the need to reconcile the demands made on institutional capacity to evaluate EIAs and the need for rapid release of land for housing purposes in a fast growing city.

The **National Environmental Management Act** (NEMA) requires that national and provincial departments exercising functions which may affect the environment prepare an **Environmental Implementation Plan** (EIP). National and provincial departments exercising functions involving the management of the environment are required to prepare an **Environmental Management Plan** (EMP). It is for provincial authorities to ensure that local government complies with provincial EIPs or EMPs

The Department of Environmental Affairs and Tourism (DEA&T) has embarked on the first steps of a **National Local Agenda 21 (LA 21) Campaign** which includes the development of a national co-ordinating mechanism and an awareness raising and training programme sponsored by USAID. The LA 21 principles are being integrated into various local government planning processes including Integrated Development Plans and Land Development Objectives and into national policy documents such as the Urban Development Framework. The recently held African Solutions Conference in South Africa (March 2000) also raised awareness of LA 21.

5.4. Economic Development

5.4.1. Strengthening small and micro-enterprises, particularly those developed by women

It is estimated that small business in South Africa absorbs almost half the people formally employed in the private sector and contribute approximately 37% to the national GDP. The promotion of the small-enterprise sector holds the potential for job creation and income generation, but has been greatly neglected in the past.

Government has made a concerted effort to rectify this situation and the **White Paper on the National Strategy for the Development and Promotion of Small Business in South Africa** was published in March 1995. Since then the National Small Business Act, 1996 has been enacted which made the establishment of various councils and agencies to support small business possible. These include the Centre for Small Business Promotion (CSBP), National Small Business Council (NSBC), Ntsika Enterprise Promotion Agency (Ntsika), and Khula Enterprise Finance (Khula). Business Information Centres (BICs) have been established in Cape Town, Durban and Pretoria. Ntsika have provided support through its various programmes to some 13 000 SMMEs (1998). Khula has managed, through support to financial intermediaries, to provide some 2 800 bank branches with access to the Standard and Emerging Credit Guarantee schemes worth R50 million (U$7.4 million). In terms of retail distribution networks Khula has assisted 24 retail financial intermediaries under the capacity-building scheme (the different funds and loans that comprises the scheme has a total value of R116.5 million (U$17.4 million) in 1998).

The notion that a community's economic and employment creating future is increasingly dependent on the initiatives that its own citizens take is gaining increasing acceptance in South Africa. In line with this argument, **Local Economic Development (LED)** is being promoted as a local approach that addresses the problems of inequality, poverty, unemployment and other shortcomings regarding basic human needs, filling the gaps that national policy directives have left and putting the responsibility for economic development of the locality in the hands of the new local role players.

The Department of Provincial Affairs and Local Government is in the process of compiling a national enabling framework for local government to fully exercise its economic and social developmental role and has commissioned several studies in support thereof. Identified areas of research that will form the basis for national LED policy include the identification of LED instruments used in both thriving and declining localities; the compilation of a set of key indicators to measure the success of LED instruments; promotion of best practice case studies for municipalities; proposals for networking and linkages; a guideline document for municipalities on appropriate LED institutions; and a technical manual for municipalities on all relevant government

programmes.

The LED fund provides financial support (up to a maximum of R1,5 million (U$ 22 000)) to particular municipalities engaging in initiatives that will impact on job creation and poverty alleviation. While the Social Plan fund has an allocated R3 million (U$44 000) to grant to qualifying municipalities, approximately R45 million (U$6.7 million) is available to the LED fund.

5.4.2. Encouraging public -private sector partnerships and stimulating productive employment opportunities

The South African Government committed itself at the 1998 National Job Summit to bringing together the business community, the organised labour movement and government to seek ways of improving the employment-creating capacity of the economy. The outcome of the summit was detailed agreements in five categories, from which important programmes emanated.

Firstly, job creation in specific sectors of the economy were encouraged, particularly those with a high propensity for creating jobs, such as the **National Presidential Lead Project on Housing** (NPLP). The NPLP is intended to pilot affordable mass housing delivery and alternative forms of tenure, specifically rental (target 75%) and falls under the responsibility of the Department of Housing and various role players both in government and civil society. It will explore different delivery and funding approaches that rely more strongly on public/private partnerships. Furthermore the NPLP will be nationally managed and co-ordinated with a view to fully utilise its potential for job creation. A minimum of 50 000 and a maximum of 150 000 housing units will be constructed for low-income families in an appropriate mix of income groups resulting in the establishment of a number of holistic communities.

Secondly, labour markets and human resource development for job creation was encouraged, with the aim to manage unavoidable losses in the most humane manner and provide training so as to re-absorb workers in other sectors. Thirdly sustainable job creation is promoted through special employment programmes such as the **New Public Works Programme**. It utilizes a strategic approach by increasing labour intensity and promoting **Community Based Public Works Programmes** (CBPWP). Although the Department of Public Works drives the programme, various other departments are also engaged. The first allocation of CPBWP funds was available in 1994/95. During the allocation time the CPBWP was in the process of developing capacity and conducting training workshops to develop a framework for implementation. It took some time for institutional capacity to be developed at Provincial level, as well as time to publicise what was being offered for local communities in order to prepare applications, appraise and approve applications. The programme composition was biased towards building schools, pre-schools and community halls. Roads were next, followed by water supply projects with sanitation last, representing a much smaller proportion. The programme was implemented in all nine provinces.

After the completion of the CBPWP a process of evaluation took place resulting in the realignment of the Community Based Public Works Programme. It was recommended that the type of projects be modified and consequently after the realignment process the concept of clustering was used. The focus shifted from building structures to the development of productive units. Clustering projects facilitates a speedy realisation of the objectives of the Growth, Employment and Redistribution (GEAR) strategy of government. As a result, all line function Support Departments

encourage co-ordination of programmes throughout the structures of government. Emphasis is placed on the development of economic infrastructure, sustainable jobs as well as cognisance of spatial development zones.

The **Rural Anti-Poverty Programme 85 (RAPP) Community Based Public Works Programme** started off in the three provinces which are the most economically depressed / poverty stricken, namely the Northern Province, Eastern Cape and KwaZulu Natal. The idea was to implement projects that can be implemented rapidly in order for improved expenditure with the objectives of employment and asset creation; co-operative governance; clustering of projects and targeting women, youth and the disabled. This programme is currently being evaluated to see if the projects implemented went according to the objectives of the programme, how many are functioning / not functioning and establishing how those that are not functioning can be revitalised.

In July 1999 with the completion of the projects an investment of R20.8 million (U$3.1 million) in the Northern Province resulted in some 4440 labourers employed on all the projects. In KwaZulu/ Natal the investment in the projects was R23.6 million (U$3.6 million) and the number of jobs created 3165. In the Eastern Cape the total budget was R27.6 million (U$4.1 million) and a total of 4955 jobs have been created. The Anti Poverty Programme has been introduced in the Eastern Cape, KwaZulu/Natal, Mpumalanga, North West and Free State for the 99 / 2000 financial year.

Job creation in integrated provincial projects takes advantage of synergies between labour intensive community works, small business and large spatial development initiatives. Lastly, the agreed financing mechanisms include a pledge from organised labour to contribute an equivalent of one day's output towards job creation.

5.5. Governance

5.5.1. Promoting decentralisation and strengthening local authorities

All spheres of government are responsible to see that transformation and capacity building take place within their respective sectors. The State's role in transformation and capacity building includes initiatives such as:

- Training programmes for local authority officials and councillors (Department of Provincial Affairs and Local Government);
- Training programmes for housing officials (Department of Housing);
- Training of community builders and facilitators (Department of Housing under the auspices of the People's Housing Trust); and a
- Framework for accreditation of municipalities to administer national housing programmes.

The decentralisation and strengthening of local authorities and their associations and networks in the framework of developmental local government is the responsibility of the Department of Provincial Affairs and Local Government. This is achieved through the Local Government Training Fund, municipal management audits, municipal financial support programmes and the Masakhane campaign.

At the 1998 **National Job Summit** government committed itself to contributing to the **Social Plan Fund** that aims to assist those communities that have been affected by large scale retrenchment. The Social Plan fund provides both institutional support and some funding for local authorities with declining economies and vulnerable sectors. The fund focuses on the regeneration of local economies and provides funding for "local economic regeneration studies".

5.5.2. Encouraging and supporting participation and civic engagement

Civic engagement has been one of the hallmarks of policy development and implementation between 1994 and 1998. National policy development processes include public participation in both the planning and implementation of phases. Most policy, including the Housing White Paper, was prepared in a consultative manner. The legislation dealing with development, such as the Development facilitation Act, place strong emphasis on public participation in the planning process.

The **Masakhane Campaign** was developed for mass involvement in the transformation process in South Africa. In this spirit of working together, government has adopted an approach that covers issues like building of partnerships and community participation and support. Masakhane has manifested itself in various activities ranging from clean up campaigns and projects for the empowerment of women, to housing schemes and development ventures. With its emphasis on community participation, the Masakhane campaign is also contributing to the creation of viable and sustainable communities.

5.5.3. Ensuring transparent, accountable and efficient governance of towns, cities and metropolitan areas

The **Municipal Structures Act** (1998) allows for the formation of large single structures of metropolitan government. These metropolitan structures will have full municipal powers for the entire metropolitan area and are seen as the most cost efficient way to manage metropolitan areas. Managing metropolitan areas in one structure will avoid duplication and will allow metropolitan areas to transform many of its service delivery activities into free-standing businesses that can negotiate their own financing based on the strength of their balance sheets.

The **Municipal Systems Bill (1999)** establishes a simple and enabling framework for the core processes of planning, performance management, resource mobilisation and organisational change which underpin the notion of developmental local government. By linking these processes into a single, integrated cycle at local level known as the municipal code, the Bill undoes the complex, fragmented, top-down, over-regulated compilation of all its by-laws, regulations and other legislative instruments applicable in the municipality.

5.6. International Co-operation

5.6.1. Enhancing international co-operation and partnerships

South Africa joined forces with Germany, Singapore and Brazil through the Global Environmental Initiative (GEI) to prepare a World Report on the Urban Future to form the basis of deliberation at the Urban 21 Global Conference on the Urban Future (Berlin, July 2000). As part of the preparations for Urban 21, South Africa hosted an African Regional Conference on Sustainable

Urban Development (African Solutions) in March 2000. The Conference was designed to develop an African regional input into Urban 21, as well as to contribute to the development of South Africa's National Strategy for Sustainable Development, scheduled to be completed by 2002.

The Department of Finance is in the process of finalising the Development Co-operation Report which includes all international co-operation and partnerships in South Africa in the field of human settlements. This information will enable local authorities to easily identify sources of funding for human settlement development.

5.7. Future Action and Initiatives

5.7.1. Priorities for shelter development

The Department of Housing is currently in the process of drafting a Housing Strategy aimed at refining existing policy and which will focus on qualitative issues such as the broadening of tenure options, increasing private investment, including equity investment contributions by prospective homeowners or tenants, enhancing the urban / rural balance, providing for better quality housing and housing environments and improving the business efficiency of the programme.

5.7.2. Priorities for sustainable urban development

South African policy repeatedly refers to the creation and maintenance of viable communities and households, and the creation and maintenance of sustainable human settlements. It also identifies the priority areas for achieving this. These include:

- favouring small and medium-sized businesses and labour-intensive building methods;
- promoting participation of communities;
- maximising job creation;
- improving economic linkages;
- promoting skills transfer and capacity building;
- promoting upward mobility;
- stimulating entrepreneurial development especially disadvantaged entrepreneurs;
- supporting the role of women, and
- creating and supporting viable communities.

With the emergence of new legislation such as the **National Environmental Management Act** and its requirements for producing national and provincial Environmental Implementation and Management Plans and Integrated Development Planning as required by the **Municipal Systems Bill**, issues of sustainability have become more prominent and will receive more attention.

5.7.3. Priorities for capacity building and institutional development

Institutional capacity has been developed at many levels, but delivery in some areas needs to be strengthened, particularly the opportunities for alternative tenure through social housing, rural housing where appropriate, support for self-help through the Peoples Housing Process, and the upgrading of informal settlements. Certainly creative partnership arrangements are going to be increasingly important as local authorities are expected to implement growing volumes of policy directives.

5.7.4. Priorities for international co-operation

Human settlements are and will continue to be a high priority for international development co-operation programmes and projects. Numerous instruments such as grants, technical co-operation, concessionary loans and housing credit guarantees are being used to target rural housing settlements, urban housing delivery and the upgrading of informal settlements, housing related municipal infrastructure and the provision of credit guarantees for low-income earners for housing loans.

6. Challenges that face South Africa in implementing the Habitat Agenda

Transforming the urban land and planning system is key to achieving the goals of "adequate shelter for all" and "sustainable human settlements". Policy, in line with the Habitat Agenda, is unequivocal on the need for the integration of South African cities and regions. In the context of major transformation of the public sector it remains a particular challenge to integrate and maximise the impacts of government programmes and projects. Budget constraints, the needs expressed by local communities and the pressure to deliver all present particular challenges in this regard .

Underlying many of the current challenges in government institutions, and particularly in municipalities, is a lack of capacity and resources. Municipalities have been given many new responsibilities but are struggling to acquire the support that they need to fulfill these responsibilities. Apart from financial resources, training to assist local government officials to undergo the mind set changes required to undertake integrated development planning is crucial.

Key factors which challenge the achievement of effective integrated development planning are:

- Legislative complexity which makes it difficult for local authorities to comply with all the legal prescripts.
- Lack of clarity on inter-governmental legal, financial and institutional relationships sometimes hampers co-operative governance.
- Although good progress has been made in this regard, overlapping legal frameworks between and across national, provincial and local spheres, resulting from the Apartheid dispensation still exist.
- Planning tools are sometimes applied mechanistically rather than being seen as flexible instruments that can be used as the local situation dictates.
- Lastly planning processes are often driven by consultants rather than local authorities. This results in a lack of ownership by local officials and councillors of the development planning process.

In response to the assessments of IDPs, the Department of Provincial Affairs and Local Government is developing a number of policy instruments to assist local municipalities with the IDP process. Four key issues which will be receiving attention are:

- The creation of Planning and Implementation Management Support Systems (PIMSS).
- Developing a close link in the Local Government Systems Bill between performance management and integrated development management as tools for developmental local government.

- Simplifying the legislative complexity through the Systems Bill which may result in the repeal or amendment of other legislation which has an impact on local planning processes.
- Redrafting of the Integrated Development Planning Process manual and possibly adopting a different structure for it.

The role of Provinces in facilitating the integrated development planning process is also significant. Provinces can assist local authorities by providing training and support to those local authorities which require it. In order to achieve growth patterns that enhance efficiency, equity and sustainability, it is also important that provinces formulate provincial policy frameworks that enable integrated development. Spatial Development Frameworks, as broad development frameworks for each province are crucial.

7. Conclusion

It is clear that South Africa has made long strides down the road from Istanbul. Although many challenges remain in transforming our dysfunctional settlements, inherited from Apartheid, into truly sustainable human settlements, this report for Istanbul +5 demonstrates that we are vigorously pursuing progressive and innovative settlement policies and programmes which are beginning to yield the desired results.

We will, in partnership with the world community, continue on this road of transformation of human settlements towards the universal goal of sustainability. Our commitment to this cause drives us to look forward to Istanbul +10 when we will hopefully have completed our shorter term transformation goals and progressed even further towards a sustainable urban and rural future for us all.

Glossary and Acronyms

BIC	Business Information Centres
BOTT	Build, operate, train and transfer
CBO	Community-Based Organisation
CBD	Central Business District
CMIP	Consolidated Municipal Infrastructure Programme
CPWP	Community Public Works Programme
CRC	Convention on the Rights of the Child
CSBP	Centre for Small Business Promotion
CWSS	Community Water Supply and Sanitation
DACST	Department of Arts, Culture, Science and Technology
DEA&T	Department of Environmental Affairs and Tourism
DFA	The Development Facilitation Act no. 67 of 1995
Displaced urban areas	Concentrated settlements 25 km or more from the nearest town or city. These areas are often urban areas without the corresponding urban facilities and are often satellites to the larger cities and towns.
DLA	Department of Land Affairs
DME	Department of Minerals and Energy
DoH	Department of Housing
DPA&LG	Department of Provincial Affairs and Local Government (formerly the Department of Constitutional Development (DCD))
DTI	Department of Trade and Industry
DWAF	Department of Water Affairs and Forestry
EIA	Environmental Impact Assessment
EIP	Environmental Implementation Plan

EMP	Environmental Management Plan
ESKOM	National electricity utility
GDP	Gross Domestic Product
GEAR	Growth, Employment and Redistribution Strategy
Homelands	The areas known as Transkei, Bophuthatswana, Venda and Ciskei which were previously part of South Africa, then granted nominal independence and later reincorporated into South Africa.
HUIS	Housing and Urbanisation Information System
IDPs	Integrated Development Plans in terms of the Local Government Transition Act
INDS	Integrated Disability Strategy
Infant mortality rate	The number of deaths of children under the age of one year expressed as a proportion of the number of live births (per 1 000) during the same calender year.
Infill	Encouraging growth within the existing urban fabric rather than going beyond the existing edge. Infilling utilises land, gives definition to currently excessive ill-defined areas of public open space, promotes more compact urban environments and generates economies of scale.
Informal Settlement	Initially an illegal settlement without professionally planned layout. Often develops as a result of land invasions and consists of temporary housing structures (see also informal housing). 'Infill' informal settlement generally takes place on small pieces of land between other developments (e.g. formal housing, roads etc.), and "freestanding" informal settlement takes place on open land often on the fringes of formal settlements or other informal settlements.
Informal housing	Housing of a temporary nature, often built from a range of materials such as plastic, iron sheets and plywood. This includes backyard shacks and housing in freestanding informal settlements (also see informal settlement).
Inner city	An ill-defined area close to the city centre, usually associated with dilapidated housing in multiple occupation with few basic amenities.
Institutional	Administrative and decision-making bodies.

Glossary and Acronyms continued

Integrated
Development A form of development where different actions support each other and set up positive relationships with each other.

Integration of
Settlements A move away from the fragmentation and separation of the past towards integrated settlements that reinforce and complement each other.

Land invasion The (often planned) illegal occupation of land by a group of people for residential purposes.

LDOs Land or Local Development Objectives in terms of the DFA of 1995

LED Local Economic Development

LGTA Local Government Transition Act

LGTAA Local Government Transition Amendment Act

Masakhane
Campaign Campaign to encourage the restoration of relationships between communities and service providers such as local authorities and banks.

MIF Mortgage Indemnity Fund -introduced to assist people to normalise their relationships with lenders.

Migration The number of people entering and leaving the country. Internal migration refers to the relocation of people within the country.

MSA Moving South Africa

NCPS National Crime Prevention Strategy

NEMA National Environmental Management Act (Act 107 of 1998)

NGOs Non Government Organisations

NHBRC National Home Builders Registration Council - set up to provide protection for all new housing consumers against defined defects.

NHFC National Housing Finance Corporation -acts as a wholesale financier by taking investments from contractual saving institutions and directing finance and other assistance to intermediaries servicing the low income housing market.

NPA National Programme of Action for Children

NPLP	National Presidential Lead Project
NSBP	National Schools Building Programme
Nuclear family	Primary social unit consisting of parents and children (sometimes grandparents) in the same home.
NURCHA	National Urban Reconstruction and Housing Agency -facilitates low-income housing development by guaranteeing loans made by commercial banks.
PHP	People's Housing Partnership - encourages and supports people in their efforts to fulfil their own housing needs by assisting them in accessing land, services and technical assistance in a way that leads to the transfer of skills and empowerment of the community.
PIMSS	Planning and Implementation Management Support System
Population growth rate	The annual percentage increase in the size of the population.
Prepcom	Preparatory Committee
Rand Water	Water utility in Gauteng Province
RDP	Reconstruction and Development Programme
SAPS	South African Police Service
SDI	Spatial Development Initiatives -this is an initiative by the Department of Trade and Industry to unlock inherent economic potential in specific spatial locations in South Africa, thereby promoting regional integration and trade relations.
Self-Help Housing	Projects where people are helped to build their own houses on serviced land.
Services	Refers to provision of water, sanitation, refuse collection, proper road network, and effective storm drainage.
Servcon	Servcon Housing Solutions -deals with the issue of non-payment of mortgages in the banking sector.
SHF	Social Housing Foundation -assists in the provision of capacity building and technical support, particularly to housing institutions and other organisations delivering alternative tenure arrangements.
SMME	Small, Medium and Micro Enterprises

Glossary and Acronyms continued

Social Housing   An approach to affordable housing often based on the strength of group or collective ownership.

Social Services   Education, health and recreational facilities to be provided within walking distance.

Thubelisha Homes   Creates, holds and disposes of housing stock for right-sizing clients.

UDF   Urban Development Framework

UNCHS   United Nations Centre for Human Settlements

UNGASS   United Nations General Assembly Special Session

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