

POLICY: DEVELOPMENT OF INTEGRATED SUSTAINABLE HUMAN SETTLEMENTS IN EKURHULENI

Item B-HD (18c-2004) MC 22/04/2004	THE DEVELOPMENT OF INTEGRATED SUSTAINABLE HUMAN SETTLEMENTS IN EKURHULENI
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(MOVED FROM NON-DELEGATED ITEM (A-HD(6-2004) TO DELEGATED ITEMS)

RESOLVED:

1. That the Strategic Investment Programme for the Development of Integrated Sustainable Human Settlements and the implementation thereof **BE NOTED**.
2. That the Strategic Investment Programme for the Development of Integrated Sustainable Human Settlements **BE ACCEPTED** and **IMPLEMENTED** within the Ekurhuleni Metropolitan Municipality.
3. That the Strategic Investment Programme for the Development of Integrated Sustainable Human Settlements **BE INCORPORATED** into the IDP of the Ekurhuleni Metropolitan Municipality.
4. That each Department **PREPARE** an implementation plan to be incorporated into the Programme.
5. That the Integrated Corporate and Intergovernmental Co-ordinating Task Team **BE APPOINTED**, comprising members of all stakeholders.
6. That the relevant applications for funding **BE PREPARED** by the Executive Director: Housing.
7. That the Mayfield focus area in terms of the Municipal Housing Development Plan (MHDP) **BE APPROVED** as the pilot project.
8. That the Mayfield Development Plan **BE USED** as the guiding document for the process.
9. That a Business Plan **BE PREPARED** for the Mayfield Development.

ANNEXURE A

THE DEVELOPMENT OF INTEGRATED SUSTAINABLE HUMAN SETTLEMENTS IN EKURHULENI**INTRODUCTION**

“Major cities around the world are characterized by the co-existence of comparative wealth together with high concentrations of poverty, despite growing commerce and global economic linkages. The large concentrations of people, with their associated transport and communication networks, growing inequality and urban poverty, severely aggravate disparity between societal demand and available resources.” (UNCHS Habitat, 2001).

While major progress has been made since the first democratic elections in 1994, asset ownership and distribution patterns in SA are still characterised by structural differentiation and inequality in terms of access to wealth, income, skills and employment in both rural and urban areas. It is generally accepted that societies characterised by such entrenched inequalities are unlikely to be politically and/or socially stable, while economic growth can easily exacerbate these inequalities.

Taking the key from the UN Habitat slogan: “Cities without slums” and with further reference to the Constitution of the Republic of South Africa (108/1996), the Housing Act (107/1 997) and the Municipal Systems Act, (32/2000) it is primarily the responsibility of Local government to ensure and improve the conditions of human settlements and to initiate and implement policies that:

“Attack poverty and not the poor”.
“Get rid of slum conditions and not slum dwellers”.
“Remove squatting but not squatters”.

PURPOSE AND DISCUSSION

The initial decade of democracy has resulted in major strides in improving the living conditions of South Africans with little or no access to adequate housing. However the inherited backlog as well as changed circumstances resulting from a young democracy has presented new challenges which may not have been adequately addressed in the initial housing policy and programme roll-out of the various departments. A crisis in relation to provision of access to adequate housing and building of integrated sustainable human settlements still exists in SA, even in the metropolitan areas.

The initiation of housing delivery programmes still has not addressed some of the following challenges and observations:

1. Disjointed and lack of integration in the delivery of social infrastructure in housing projects.

2. The lack of adequate as well as delivery of social infrastructure in new housing projects.
3. The marginalisation of lower income earners from social and economic opportunities.
4. The lack of integration of communities by improving the location of housing projects.
5. The changed social and economic circumstances of many South Africans after 1994.
6. The inability of beneficiaries of state housing to translate housing assets into bankable assets.
7. The inability of property ownership to stabilise the movement of people and stem the large scale rural-urban migration.
8. Large scale Corruption and illegal occupation of land still continues in many areas.
9. The lack of a secondary housing market in the lower income housing sector.

The appropriate response on the identified challenges and trends in the lower income housing market and informal housing sector will ensure that all sectors involved in housing are able to thrive and meet the challenge of ensuring all South Africans have access to adequate housing and other opportunities.

The purpose of this process is to: -

- Put forward a vision for the development of integrated sustainable human settlements for the next ten years.
- Set out the strategic framework that will guide and enable the housing and other sectors to design and implement appropriate responses to the challenges and trends.
- Integrate and implement sustainable human settlement planning, budgeting and human resource allocation horizontally (i.e. within the EMM).
- Integrate and implement provincial planning, budgeting and deployment of human resources and implementation with EMM vertically.

ALIGNMENT WITH INTERNATIONAL, NATIONAL AND PROVINCIAL AND LOCAL INITIATIVES.

The EMM does not operate in isolation and at any one level, but operates within and is influenced by its wider environments and at different levels: internationally, nationally, provincially, regionally, metropolitan and the community level, within itself housing operates at three distinct levels policy and strategic, programme and project level. Furthermore housing is integrated and interrelated with other larger socio-economic and political systems. South Africa is a signatory to a number of UN-Led initiatives that seek to promote sustainable development including Agenda 21(1992), the Habitat Agenda which relates specifically to Human Settlements- Istanbul (1996), the UN- Millennium Development Goals (2000), Declaration on Cities and other Human Settlements in the New Millennium Istanbul + 5 (2001), the World Summit on Sustainable Development (WSSD) (2002) and the Johannesburg

Declaration emanating from the WSSD. The UNCHS and the World Bank have launched the Cities Alliance to mobilise resources to tackle the growth of slums on a global and sustainable basis. It is imperative that the EMM ensure that it is able to mobilise the resources available to ensure it is able to meet the challenges of addressing the elimination of slums in the EMM area of jurisdiction.

The concept of sustainability has emerged as a powerful concept for development in the 21 century and sustainable development is defined as development, which meets current needs without jeopardising capacity of future generations to meet their own needs. In relation to the building sector and human settlements the appropriation of the term translates into concepts like sustainable buildings/architecture, sustainable construction sustainable built environment, sustainable human settlements and sustainable cities.

Taking the Habitat Agenda for sustainable development forward as contained in the Johannesburg Declaration (September 2002) as adopted, it is imperative that in the approval and implementation of the framework and operational plan the following principles are adhered to: -

- Sustainable development
- Human dignity
- Reinforcing the pillars of sustainable development at all spheres of government
- Environmental degradation
- Poverty eradication
- Speedy increase to basic services and shelter
- Private sector contribution to equitable and sustainable communities and societies.

A number of important trends impacted on the housing sector since 1994 which includes urbanisation, in formalisation, HIV/Aids, unemployment and poverty, lack of social, economic and spatial integration, economic growth below levels envisaged, municipalisation and devolution, court challenges such as the Grootboom judgement and the new sustainable development paradigm.

There has been since 2002 a move away from the emphasis with the National and Provincial government on “quantity” towards “quality” and the development of sustainable human settlements and a new direction in housing policy was introduced namely, urban renewal, integrated land development, development in rural nodes, medium density housing, rental housing, social housing, emergency housing, sustainable human settlements and the people’s housing process, hence the development of integrated sustainable human settlements must adhere to the national and provincial policy directives.

It should also not exclude other policies and programmes originating in other national departments and spheres of government are also impacting on housing. (Departments of Transport, Provincial and Local Government, Land

Affairs: Health, Education, Social Development and the Office of the President National Spatial Development Perspective).

Since 1994 there has been considerable pressure to redress the imbalances of the apartheid era and the structural impact of the policies on the socio-economic and political landscape in relation to housing. The Agenda for Sustainable Development into the 21 Century (Agenda 21) identifies the long-term objectives of enabling all people to achieve sustainable livelihoods and includes:

- Increased local control of resources;
- Local institution-strengthening and capacity building; and
- Greater involvement of local government as delivery mechanisms.

The White Paper on Local Government (of 1998) defines developmental local government as “government that works with the community and all those who have a role to play in promoting sustainable social and economic development”. The Municipal Systems Act (Act 32 of 2000), in particular, creates the framework for community’ participation. Municipalities are obliged to actively involve communities in the planning, implementation and monitoring of service delivery programmes. As part of a major restructuring and transformation process, district and local municipalities have to compile an IDP and SDF for their area of jurisdiction as well Water Resources Development Plans and the Urban Renewal Strategies. As such, legislation acts as drivers for environmental change.

These policies provide the regulatory framework for the EMM in terms of infrastructure development and service provision. These planning documents identified the following priorities for the Metro: **governance; urban renewal; poverty alleviation; local economic development; prevalence of HIV/Aids; safety and security; and community participation.**

The Integrated Sustainable Human Settlement Framework falls within the scope of the Urban Renewal Programme and must therefore be aligned with the strategic priorities identified.

In line with the Integrated Development Plan (IDP) the principle of integrated development requires alignment with other programmes in the EMM. A key element of this process is to align the delivery of housing, accompanying services and amenities while incorporating budgeting cycles into the process to enable the development of integrated sustainable human settlements.

PRINCIPLES

Principles are essential to provide meaning and efficacy and to direct and shape the framework and ultimately guide implementation. The mandate for the development of integrated sustainable human settlements is received from the listed policies and legislation which also provides the principles that must be adhered to.

- Section 26 of the Constitution and other relevant legislation.
- The general principles that are captured in the Housing Act (Act 107 of 1997).
- The development principles as set out in the DFA (Act 97 of 1995).
- In addition, the framework document must be read in conjunction with the Housing White Paper (1994) and the Urban Development Framework (1997).
- Compliance with Batho Pele.
- EMM Integrated Development Plan (IDP).
- EMM Spatial Development Framework (SDF).

Other:-

- Strengthening of linkages with other spheres of government (Provincial and National Government).
 - Compliance with EMM Strategic Direction (Vision 2022).
 - Community involvement on an ongoing basis.
 - Development to be integrated, equitable and sustainable.
 - Promote Local Economic Development.
 - Creating Public Private Partnerships.
 - Optimising resources.
 - Promote densification — “compact city” and high density along transport corridors.
 - Promote mixed land uses and mixed income.
 - Break away of monotonous “one erf one house” paradigm.
 - Creation of dignified spaces — implementing urban design.

It is the responsibility of the EMM to provide healthy, safe and lasting living environments. Therefore in addressing the needs the focus should be on the integration and sustainability of the environments. The following two concepts need more elaboration: -

Integrated Development

Developments **must support** the social, physical, and economic integration of housing developments into existing urban and/or inner-city areas through the creation of quality living environments. Therefore, housing developments should be in line with local Integrated Development Plans (IDP5) and other related plans created for the promotion of integrated development in urban areas. Higher residential densities must be realized, while urban fragmentation and sprawl must be avoided.

- Physical integration of housing developments, to ensure that the housing is well located within urban and inner-city areas. This will provide residents with easy access to *inter alia* transportation and transport routes, amenities and facilities, and thereby contributing to the quality of life of the residents.
 - Social integration should be promoted through ensuring that development includes social amenities and that there is no discrimination in any way.
 - Economic integration can be ensured through considering the mixture of the income groups within the housing development. The ratio could be set at provincial level, considering the context within Gauteng.

Sustainable Development

The EMM must promote the creation of sustainable human settlements. In view of the major resource, environmental and socio-economic crises which threaten human survival, the key components of the sustainable human settlements would include the four pillars that support sustainable development and these include:

Environmental sustainability

- Land conservation, urban integration and greening
- Energy efficiency and renewable energy
- Water conservation and water efficiency
- Cultural sustenance and targeted outcomes for vulnerable groups (children, women, aged, disabled, people affected by HIV/Aids etc.)
- Alternative sanitation systems and resource recovery
- Waste management and resource recovery
- Materials efficiency.

Institutional sustainability

- Stability and replicability
- Innovative partnerships and enabling governance
- Transparency and accountability
- Appropriate development control
- Institutional structure for capacity in sustainability decision making 0

Social sustainability

- Sustainable human settlements can only emerge from integrated housing with three dimensions:
- Overcoming racial segregation
- Diversified accommodation with regard to tenure and the unique needs of each household
- Integration of socio-cultural amenities and services
- Cultural sustenance and targeted outcomes for vulnerable groups (children, women, aged, disabled, people affected by HIV/Aids etc.)

Economic sustainability

- Access to land and security of tenure - including informal settlement upgrade and rural land reform
- Job creation, entrepreneurship, empowerment and emerging contractor support
- Affordability and alternative finance
- Cost saving through appropriate location, energy efficiency, water conservation
- Empowerment for women and previously disadvantaged groups
- Urban integration and land-use which enhances city efficiency and resource
- Affordability and alternative/green finance

Each of these pillars interacts with the others in the development process and will be adhered to in the planning and implementation of sustainable human settlements within Ekurhuleni. Indicators to evaluate if a development is complying are available and will be used as a tool to measure performance.

Level of Service

There are various scenarios for level of services. The importance of agreeing on definitions in this regard is that it has a financial impact on the affordability for the users and for the EMM.

Gauteng CMIP scenarios.

Emergency	Providing an improved emergency service to all households currently below a basic level of service (communal toilet facility with water supply)
Basic (compliance with national minimum standards)	Providing a basic level of service to all households currently below basic level of service
Basic/Intermediate 1	Basic LOS outside urban edge Basic LOS to informal settlements inside urban edge Intermediate LOS to others inside urban edge
Basic/Intermediate 2	Basic LOS outside urban edge Intermediate LOS inside urban edge
Full	Full level of service

Need

The following terminology has been adopted in the MHDP:-

Latent need = potential need for the product/housing.

Expressed need = desired need based on the people that expressed a need for housing (waiting list).

Qualified need = qualifies for a housing subsidy.

SOCIO-ECONOMIC PERPECTIVE

Sustainable socio-economic development in the Ekurhuleni Metro will to a large degree depend on sound environmental management principles coupled with the development of viable property markets and an enabling environment for the informal sector to further contribute to job creation. Hence the effective integration of housing provision, transportation and land use planning is of key importance. This will require a pro-poor planning approach to provide affordable service delivery and to ensure effective user participation and efficient cost recovery (UNCHS Habitat, 2002).

- The pro-poor approach, entails understanding the scale and nature of environmental degradation, the impacts and associated costs of this degradation and the incidence of those costs i.e. who bears them.

Khan writes that, “while the formal city is growing at 3-4% per year, the informal city is growing at twice that rate. In the majority of African cities more than 75% of basics needs population are provided by informal sector. It is clear that a large and increasing number of residents in the developing world

are accommodated in and will continue to reside in squatter housing; derive their incomes in petty commodity production/informal activities; and access services not solely through the state. A small and truncated formal sector rests uneasily on a vast network of informal and traditional activities.

Summarily, the pervasiveness of the informal settlement is steadily reducing the scope of formal management to a very small sphere of urban life with implications for urban governance” (2003, 6). More people are relying on informal mechanisms — such as producers and consumers of informal housing. This is manifest in the growth of informal settlements, backyard shacks and “slum lording”. Informal growth is not enumerated and therefore does not contribute to the nations or the cities tax base and does not generate government grants for social services.

Within the EMM, the highest levels of poverty exist among the black population, whereas Nigel has the highest percentage of people living in poverty (Ekurhuleni Urban Economic Development Review, 2002), and unemployment is highest amongst the female population while the latter are also prone to exclusion from development processes and meaningful participation in political structures and administrative arrangements.

The rate of urbanisation is generally seen as a critical factor influencing socio-economic conditions and service delivery in urban areas. Ekurhuleni is about 99 percent urbanised and forms part of the country’s largest metropolitan and urban-industrial complex. The population living in urban formal and urban informal areas is 83% percent and 17% respectively (Human Sciences Research Council, 2002). While the 2001 census data for the urban landscape is not yet available, differences in the definitions of urban and rural during the 1996 and 2001 censuses would make comparisons difficult (Statistics SA, 2003).

Furthermore the lack of essential information on the socio—economic conditions and profile of the community results in what maybe inappropriate delivery options as well as tenure options made available as part of the housing programme.

It does appear that consideration must be given to alternative tenure options when embarking on the development of integrated sustainable human settlements in the EMM. The trends being observed indicate that South Africans including the poor still continue to hold alternative tenure and ownership preferences.

Housing and settlement

Approximately 29 percent of the households in the EMM are classified as living in informal dwellings. Overcrowding, inappropriate food preparation facilities, inadequate insulation and insufficient ventilation can be associated with a wide range of health issues including exposure, rapid spread of communicable disease, skin conditions as well as stress-related anxiety and depression.

Moreover, many of these informal dwellings are constructed from unsafe

materials and are situated in inappropriate locations as is the case in the Northern SDR, for example, where settlements have been established over the Sasol pipeline, on undermined land, close to landfill sites and in flood areas.

Land matters are of particular significance to the EMM. The numerous confrontations over illegal occupancy of land have resulted in lengthy and costly legal processes to ensure that the poor and landless gain access to land, housing and basic services. With increasing urbanisation it is likely that the illegal occupancy of land could increase, as the lack of secure tenure forces the poor to find their own solutions.

Land for about 37 000 erven needs to be identified to accommodate the present housing backlog, but factors such as shallow undermined land, dolomite zones, radiation and differentiation in land ownership complicates this process. The reclamation and rehabilitation of redundant mining areas is however a time consuming process. Waiting periods up to 10 years can be imposed before certain areas can be safely developed for human habitation.

INTEGRATED CORPORATE AND INTER-GOVERMENTAL CO-ORDINATING TASK TEAM

The most important function is the co-ordination and management of stakeholders in the housing and other sectors in order to implement an integrated sustainable framework.

The Convener (To be appointed)			
CORPORATE	REGIONAL	EXTERNAL	OTHER
MI	Housing	DACEL	Nurcha
DP		DPLG	SHF
LED		RWB	NHFC
SRAC		DWARF	Organised Business
Finance		ESKOM	Org Labour
Health & Social Development		TELKOM	Banking Council
GIS		Post Office	
Public Safety (Including Emergency Services)		Gautrans	
RS&PW		Education	
		Police	
		Transnet	
		GDoH	
		ERWAT	

GOALS

To be achieved:

1. Eradicated backlog in terms of services and amenities in the lower income market.
2. Developed integrated sustainable human settlements.

CRITICAL SUCCESS FACTORS

The following issues are critical for the success of the Programme:

- Determined backlog figures for services bulk services and amenities that need to be eliminated.
- Determined needs with regard to services, bulk services and amenities for next five years according to Five Year IDP Delivery Plan.
- Determined cost of services and amenities.
- Program (timeframe) for simultaneous delivery of other services when building houses in existing and new developments
- Commitment from all Stakeholders to implement the framework.