" The City of Heritage "

ULUNDI
MUNICIPALITY

ULUNDI LOCAL MUNICIPALITY

MUNICIPAL HOUSING SECTOR PLAN

YEAR 2020 - 2024

19 FEBRUARY 2020

TABLE OF CONTENTS

List of Figures

List of Tables

1   PURPOSE AND BACKGROUND

1.1   BACKGROUND AND CONTEXTUAL SETTING

The Municipal Housing Sector Plan and its incorporation with the IDP is to provide a clear indication of the response to housing demand within the municipality's area of jurisdiction over the MTEF period and beyond. The aim is to agree on a realistic housing delivery process between the Municipality and the Department of Human Settlements and serve as an important tool for the Department of Human Settlements in the distribution of funding to municipalities. It will also ensure improved alignment between national, provincial and local level planning for housing delivery. In addition, one of the complicating factors in the development of appropriate Housing Sector Plans is the lack of recent, accurate and reliable information at an appropriate level of spatial disaggregating. The need for appropriate local level information would be fundamental to the development of an appropriate housing sector plan.

The current plan no longer reflects the current housing need realities of the area and the need has been identified to review the current Housing Sector Plan to ensure that it addresses the current situation of the Ulundi Local Municipality. Accordingly, the Municipality has appointed Mabune Consulting to undertake the review and update of the housing sector plan.

The Housing Act (107 of 1997) makes provision that every municipality must, as part of the municipality's process of Integrated Development Planning, take all reasonable steps within the framework of national and provincial housing legislation and policy to:
- Set housing delivery goals in respect of its area of jurisdiction.
- Identify and designate land for housing development.

The current Ulundi Municipal Housing Sector Plan was adopted in 2007 and since then a number of policies have changed and the Province has adopted its Provincial Growth and Development Plan as well as a number of other plans and policies has been developed for example SPLUMA, which the Housing Sector Plan have to align with. The current plan no longer reflects the current economic realities of the area and the need has been identified to review the current HSP to ensure that it addresses the current situation of the Ulundi Local Municipality.

In addition, a number of key mechanisms have been incorporated in the new Comprehensive Plan for the Development of Sustainable Human Settlement ("Breaking New Ground") to achieve the

objectives of the policy. Amongst these is the recommendation that municipal IDP's must be enhanced to include the following in their housing sector plans:

- Municipal housing needs assessment
- Identification and prioritization of informal settlements
- Identification of well-located land for housing
- Identification of areas for densification
- Linkages between housing and urban renewal programmes
- Community participation

1.2   PROJECT OBJECTIVES

The following objectives have been adopted to undertake the preparation of the Housing Sector Plan:

- To ensure that the housing planning activities which occur as part of the IDP are integrated and aligned with existing housing related documentation and data sources
- To ensure that the definition of housing demand is comprehensive and inform IDP objectives, strategies and project formulation and enable the specification of a municipal-wide picture of housing demand in the context of sustainable human settlements
- Spatial transformation
- To provide a clear outline of responsibilities of relevant stakeholders critical to housing planning and deliverables with the context of integrated development planning
- Compact and connected settlements and settlement patterns
- To guide vertical and horizontal sector alignment with regards to housing planning and delivery and identify appropriate institutional structures to give effect to housing delivery
- To inform multi-year housing development plans of the Provisional Sphere as the basis for vertical alignment
- Integrated settlements and settlement patterns
- To provide a quantified multi-year housing delivery programme
- Functional residential property market in urban and rural areas
- Consistent application of policies, principles, objectives and concepts across various scales (provincial, regional, local)
- Institutional capacity for effective planning and implementation

1.3   OVERVIEW OF THE ULUNDI LOCAL MUNICIPALITY

The Ulundi Local Municipality is located in the Northern part of the KwaZulu-Natal Province and is one the five local municipalities forming part of the Zululand District Municipality. The Ulundi Local Municipality is classified as a Category B municipality and is the power hub of central Zululand rich in cultural, historical and wildlife experiences (www.localgovernment.co.za).

Ulundi Municipality comprises of various towns and settlements which include, Ulundi, Nqulwane, Mahlabathini, Babanango, Mpungamhlophe and Ceza as well as the Traditional Authorities of Buthelezi (KwaPhindangene & KwaNondayana), Buthelezi (Empithimpithini) Mbatha, Mpungose, Ndebele, Ntombela, Ximba, Zungu, Zulu (KwaNsimbi) (Ulundi Draft IDP, 2018/2019).

The geographical cover is estimated at 3250km^2 in extent making it the second largest municipality's in the district, occupied by a population of approximately 205 762 people, according to the 2016 Community Survey Results.

The Ulundi Municipality serves a largely rural and underdeveloped community with approximately half of the municipal area comprising of commercial farms. In this regard the area supports a substantial agricultural community. The town of Ulundi represents the only urban centre in the Ulundi Local Municipal area and accommodates approximately 40,000 people. The settlement pattern reveals a high population concentration in the town of Ulundi and densely populated peri-urban area surrounding the town and along the main routes R34, R66 and P700. Further settlement concentrations include (Ulundi Draft IDP, 2018/2019):

- Nqulwane in the eastern part of Ulundi with the Okhukho Coal Mine;
- Babanango, which developed as a result of the agriculture and forestry industries;
- Denny Dalton/Mpungamhlophe, which developed as a result of road R34 and rail infrastructure; and
- Ceza to the north, which developed in response to the establishment of supportive land uses such as a hospital, clinic and other related social support services in the area. It is also situated on the road network system (R66, 33, 34, P700, P701, etc.). It is therefore a connection and concentration point for people and activities.

1.4   APPROACH

A phased approach will be adopted to prepare the housing sector plan. Under this approach the project will be executed within a logical and sequential phased process, broadly consistent with the

IDP. This approach is largely founded from and informed by various key housing policy directives, these include National Outcome 8 (and the delivery targets) and the KwaZulu-Natal Master Spatial Plan for Human Settlements. Figure 1.1 below illustrates the project approach.

Figure 1.1: Project Phases

PHASE ONE: INCEPTION

PHASE TWO: POLICY ANALYSIS

PHASE THREE: STATUS QUO ANALYSIS

PHASE FOUR: SYNTHESIS OF KEY ISSUES

PHASE FIVE: VISION AND STRATEGY

PHASE SIX: MULTI YEAR AND IMPLEMENTATION PROGRAMME

PHASE SEVEN: FINAL HOUSING SECTOR PLAN
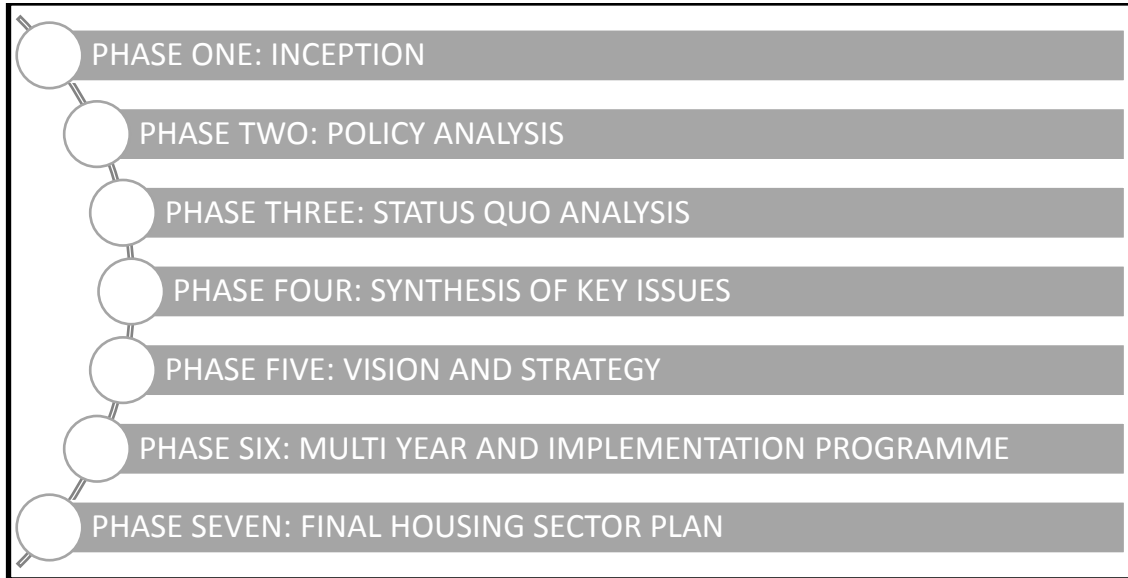
1.5   DOCUMENT STRUCTURE

In view of the aim of the Ulundi Housing Sector Plan to translate the Human Settlements Master Spatial Plan for KZN into a detailed implementation plan for assisting with the identification of suitable land for housing delivery in the Municipality, it logically flows that the overall approach and structure of the Municipal Housing Sector Plan should be closely informed and aligned with the Strategic Principles and Objectives of the KZN MSP. It is also important to take cognisance of the fact that the KZN MSP is seen as the contribution by the Department of Human Settlements in terms of the Human Settlement aspects of the Provincial Growth and Development Strategy of the Province and specifically Strategic Goal 3 of the PGDS (Human & Community Development).

The strategic framework of the Provincial Growth and Development Strategy is outlined in Figure 1.2 below, with the PGDS Sustainability approached depicted in Figure 1.3.

Figure 1.2: Summary of the PGDS Strategic Goals and Objectives

STRATEGIC GOALS | KZN PGDS STRATEGIC FRAMEWORK | STRATEGIC OBJECTIVES

① JOB CREATION

② HUMAN RESOURCE DEVELOPMENT

③ HUMAN & COMMUNITY DEVELOPMENT

④ STRATEGIC INFRASTRUCTURE

⑤ RESPONSE TO CLIMATE CHANGE

⑥ GOVERNANCE AND POLICY

⑦ SPATIAL EQUITY

Aspire to ...
- Gateway
- Human & Natural Resources
- Safe, Healthy & Sustainable Living Environments
- Healthy Educated Communities
- employable people are employed
- Equitable society
- Basic Services
- More equitable Society
- World Class Infrastructure
- Investors Confidence
- Skilled Labour Force
- Focus on People centred-ness.
- Strong & Decisive Leadership
- Foster Social Compacts

Vision 2030

1. Unleashing the Agricultural Sector
2. Enhance Industrial Development through Trade, Investment & Exports
3. Expansion of Government-led job creation programmes
4. Promoting SMME, Entrepreneurial and Youth Development
5. Enhance the Knowledge Economy

6. Early Childhood Development, Primary and Secondary Education
7. Skills alignment to Economic Growth
8. Youth Skills Development & Life-Long Learning

9. Poverty Alleviation & Social Welfare
10. Enhancing Health of Communities and Citizens
11. Sustainable Livelihoods & Food Security
12. Sustainable Human Settlements
13. Safety & Security
14. Social Cohesion
15. Youth, Gender and Disability Advocacy & The Advancement of Women

16. Development of Ports and Harbours
17. Development of Road & Rail Networks
18. Development of ICT Infrastructure
19. Improve Water Resource Management
20. Develop Energy Production Capacity

21. Increase Productive Use of Land
22. Advance Alternative Energy Generation
23. Manage pressures on Biodiversity
24. Disaster Management

25. Strengthen Policy and Strategy Co-ordination & IGR
26. Building Government Capacity
27. Eradicating Fraud & Corruption
28. Promote Participative, Facilitative & Accountable Governance

29. Actively Promoting Spatial Concentration
30. Facilitate Integrated Land Management & Spatial Planning

Figure 1.3: Provincial Growth and Development Strategy Sustainability Approach

The provincial growth and development plan, which focusses on the implementation of the PGDS essentially consists of a number of key components which includes a clearly defined long term development vision, a set of strategic goals and supportive strategic objectives to pursue this vision, and clearly defined development targets for achieving each of these strategic objectives. The KZN Human Settlements Master Spatial Plan specifically focus on Goal 3; Human & Community Development and Objective 12 which addresses the promotion of sustainable human settlement.

The first part of the Ulundi Housing Sector Plan is the situational analysis, which has been aligned with the KZN MSP format and is structured as follows:

- Chapter 2 summarises the policy and planning regulatory framework in which human settlement is currently taking place within the municipality as well as the impact thereof on human settlement and human settlement patterns.
- A summary of the municipal human settlements status quo is provided in Chapter 3.
- Chapter 4 identifies the development priorities within the province for Human Settlement and unpacking it on Municipal level.
- Chapter 5 looks at the demographic and migration trends and patterns.
- Chapter 6 deals with the economic profile and patterns.
- Chapter 7 deals with the infrastructure availability assessment and related constraints.
- Chapter 8 deals with the institutional and financial capacity and constraints.

1.6   VISION AND STRATEGY

Vision of KZN MSP:

"By 2030 KwaZulu-Natal is recognised for it's compact, connected and integrated human settlement pattern across different scales reflecting successful spatial transformation, founded on the values of sustainability, collaboration, choice, and value creation."

The Proposed Ulundi Human Settlement Vision:

"A Municipality that commits to the creation of sustainable human settlements through efficient service delivery processes including the inclusive provision of appropriate and affordable homes"

The Vision is informed by the Ulundi IDP and the NDP vision. It embraces principles captured within vital planning policies such as SPLUMA. It aspires for the creation of functional, integrated and beautiful communities, settlements that provides vital services, facilities and economic opportunities for inhabitant of Ulundi LM.

Previous HSP for Ulundi (2007 HSP)

The approach adopted within the 2007 Ulundi Housing Sector Plan was holistic and was one that was largely based upon providing housing in conjunction with other services and facilities (including health, education, sports etc). This approach is aligned to the 2030 National Development vision and echoes a strategic approach that is integrated and directed at building sustainable communities using housing development as a catalyst. This Human Settlement Development strategy should:

- Facilitates and promotes synergies while living space for each locality to develop a unique character based on its strengths and location advantages;
- Acknowledges and seeks to refine the development vision outlined in the IDP by indicating the desired future situation in respect of the development of human settlements;
- Outlines the human settlement development strategy which provide objectives statements and serve as a road map to the desired future situation; and
- Presents the strategic intervention areas/initiatives which essentially are the activities that should be undertaken to achieve the objectives.

2   POLICY & PLANNING FRAMEWORK AND ASSESSMENT

The settlement pattern within Ulundi Local Municipality is a product of various policy and planning directives, both pre-1994 and post-1994 spatial and human settlements planning. These pieces of legislation have proposed various interrelated principles and approaches for undertaking spatial and human settlements planning. This has transgressed from segregative spatial planning to equitable and integrated sustainable development planning. Though spatially on the ground the goal for integrated planning and establishment of sustainable human settlements has not yet been fully realised, policy reviews and revisions continue to be undertaken at all spheres of government to influence progress towards arriving and the full realisation. The review of the Ulundi Housing Sector Plan qualifies as one of the advancements being taken by the Local Municipality towards achieving such realization.

Table 2.1 below presents the national and provincial statutes that have been used for planning and land use management development legislation in the province and specifically in the municipal area prior to the promulgation of The Spatial Planning and Land Use Management Act (Act 16 of 2013). The table consist of two parts – the first dealing with pre 1994 legislation and the second deal with laws introduced once democratic governance was in place post 1994. A number of statutes are applicable in both eras.

Table 2.1: Planning and Development Legislation Application in KZN (pre and post 1994)

Pre-1994		
National	Black Administration Act No. 38 of 1927 Section 30 Towns	Townships establishment in administrative Natal
National	Black Land Regulations R188 of 1969	KwaZulu
National	Annexure F of the Black Communities Development Act No. 4 of 1984	Townships in administrative Natal
National	Black Administration Township Development Regulations for Towns No. 1886 of 1990	Applicable to Self-Governing States KwaZulu
National	Black Administration Land Use and Planning Regulations Act No. 1888 of 1990	Applicable to Self-Governing States KwaZulu
National	The Physical Planning Act No. 125 of 1991	Administrative Natal (though hardly used)
National	The Upgrading of Land Tenure Rights Act No. 112 of 1991	Natal and KwaZulu
National	The Less Formal Townships Establishment Act No. 113 of 1991	Initially only administrative Natal and then made applicable in KwaZulu
Provincial	The Natal Town Planning Ordinance No. 27 of 1949	Administrative Natal
Provincial	Amakhosi and Iziphayaniswa Act No. 9 of 1990	Townships in Administrative KwaZulu
Provincial	The KwaZulu Land Affairs Act No. 11 of 1992	Administrative KwaZulu

Provincial	Ingonyama Trust Act No. 3 of 1994 TP5PT	Administrative KwaZulu
Post-1994		
National	The Physical Planning Act No. 125 of 1991	Administrative Natal (though hardly used)
National	The Upgrading of Land Tenure Rights Act No. 112 of 1991	Natal and KwaZulu
National	The Less Formal Townships Establishment Act No 113 of 1991	Initially only administrative Natal and then made applicable in KwaZulu
National	The Development Facilitation Act No. 67 of 1995	KwaZulu-Natal after adoption in 1997
National	Municipal Systems Act No. 32 of 2000– IDPs/SDFs;	KwaZulu-Natal
Provincial	The Natal Town Planning Ordinance No. 27 of 1949 (as amended)	Former area of administrative Natal and R293 Towns
Provincial	Amakhosi and Iziphayaniswa Amendment Act No. 5 of 1994	Act extended into KwaZulu-Natal
Provincial	KwaZulu-Natal Planning and Development Act No. 5 of 1998	KwaZulu-Natal promulgated but never implemented due to the regulations not being completed.
Provincial	KwaZulu-Natal Rationalisation of Planning and Development Act No. 2 of 2008	KwaZulu-Natal
Provincial	KwaZulu-Natal Planning and Development Act No. 6 of 2008	KwaZulu-Natal

Data Source: Provincial Land Use Legislative Reform KwaZulu-Natal: Status Report September 2011, South African Cities Network

The legislation applicable to the post 1994 era are briefly summarised in the subsections below specifically in terms of how it influenced human settlements since and to assess the positive and negative aspects thereof. The HDA with the National Department of Human Settlements has already developed two background documents which included an assessment of the policy and planning framework at a national level ("*Draft policy framework on a coherent and inclusive approach to land for human settlements*" dated July 2015 and the "*Framework for spatial investment in human settlement*s" dated September 2015). The findings of these reports are utilised as point of departure and interpreted within a local context and further supplemented with specific policy and planning guidelines. The findings of these reports and the supplemented information are included in the subsections below.

2.1 NATIONAL POLICY FRAMEWORK

This section summarises the constitutional and relevant legislative functions and policy mandates that will inform the activities of the KZN Department of Human Settlement and the Ulundi Local Municipality as well as how it has influenced human settlement.

A brief summary of the most relevant legislation is outlined in the sections below.

2.1.1 Constitution of the Republic of South Africa (Act 108 of 1996)

The basis of all legislation and policy in South Africa is the Constitution. Three components of the Constitution have particular relevance to housing. These are:

- The specific **right to have access to adequate housing**, as enshrined in section 26;
- The specific **right to have access to land**, as enshrined in section 25; and
- The powers of national, provincial and local governments with respect to housing are framed by the concept **"concurrent competence"** and developmental local government.

Implications for Housing Sector Plan

All development within South Africa must be within the parameters set out in the Constitution. In this respect, the Department of Human Settlements and Ulundi Local Municipality have the responsibility to ensure the access to adequate housing and housing opportunities, as per requirements of Section 26. Initiating the process to review the housing sector plan qualifies as an advancement by Ulundi Local Municipality to ensure that this basic right is progressively realized.

2.1.2 Housing Act (Act 107 of 1997)

This Act is the overriding legislation guiding settlement and housing development in South Africa. It replaced all previous housing legislation, and in part spells out the roles and responsibilities of the three spheres of government in respect of housing and ensuring that all housing activity takes place within the framework of the Constitution.

The Act, establishes a vision for "housing development" which is defined as follows:

"The establishment and maintenance of habitable, stable and sustainable public and private residential developments to ensure viable households and communities, in areas allowing convenient access to economic opportunities and to health, educational and social amenities, in which all citizens and permanent residents of the Republic will, on a progressive basis, have access to:

- *Permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements; and*
- *Potable water, adequate sanitary facilities and domestic energy supply"*

There are eight broad principles relating to housing delivery and development contained in the Housing Act:

- People-centered development and partnerships
- Skills Transfer and economic empowerment

- Fairness and equity
- Choice
- Quality and Affordability
- Innovation
- Transparency, accountability and monitoring
- Sustainability and fiscal affordability

The Housing Amendment Act, 2001 removes some of the inefficiencies in the institutional arrangements covered in the Housing Act, 1997 (Act 107 of 1997). The Amendment Act, 2001 abolished Provincial Housing Development Boards, transferring their powers, duties, rights and obligations to the provincial members of executive councils responsible for housing. The Act also empowers the Minister of Housing to determine a procurement policy on housing development and puts regulatory measures in place to restrict the sale or alienation of State subsidised housing.

Implications for Housing Sector Plan
The preparation of the Housing Sector Plan must take place within the framework of measures identified in the National Housing Act and must internalize the guiding principles set out in the Act. The plan must be prepared under integrated planning approach and must accommodate for collaborative effort between the three tiers of government and the respective roles and responsibilities be identified.

2.1.3 **National Housing Code**

Section 4 of the Housing Act requires the Minister of Housing to publish a Code. The code must contain National Housing Policy and administrative guidelines, in order to facilitate the effective implementation of the National Housing Policy. The code does not replace the key legislation and laws relating to National Housing Policy, rather, it is a statement of present policy, providing an overview and confirmation of the existing policy.

Implications for Housing Sector Plan
Processes to prepare the Housing Sector Plan must adhere to the guidelines set out in the National Housing Code and the ensure that housing provision opportunities are identified adequately under the various housing programmes. Such housing programmes include: • Integrated Residential Development Programme • Community Residential Units Programme • In-Situ Upgrade Housing Programme • Informal Settlements Upgrading Programme • Social Housing Programme • Housing Assistance in Emergency Circumstances

- Individual Subsidy Programme
- Rural Subsidy: Communal Land Rights
- Financial Linked Subsidy Housing Programme
- Consolidation Subsidy Programme
- Enhanced Extended Discount Benefit Scheme
- Rectification of Certain Residential Properties Created Under the Pre-1994 Housing Dispensation
- Housing Chapters of an Integrated Development Plan
- Enhanced People's Housing Process
- Farm Residents Housing Assistance Programme

2.1.4 Rental Housing Code

The Rental Housing Act, 1999 (Act 50 of 1999) sets out the duties and responsibilities of both landlords and tenants, and provides for the establishment of rental housing tribunals in the provinces, thus allowing for a speedy and cost-effective resolution of disputes between landlords and tenants. Among other things, the Act prescribes that:

- Leases may be oral or in writing. Tenants can demand a written lease.
- The landlord must give the tenant a written receipt.
- The landlord may require the tenant to pay a deposit before moving in.
- The balance of deposit and interest must be refunded to the tenant by the landlord not later than 21 days after the expiration of the lease.

All provinces have rental housing tribunals set up, it is however important to take cognisance of the fact that even through the act apply to all provinces, provinces do have different regulations. The Act gives these tribunals the power to make rulings in line with those of a Magistrate's Court.

The objectives for rental housing include the following:

- Promote a stable and growing market that progressively meets the demand for affordable rental housing by the introduction of incentives, mechanisms and other measures that:
- Improve conditions in the rental housing market;
- Encourage investment in urban and rural areas that are in need of revitalization and resuscitation; and
- Correct distorted patterns of residential settlement by initiating, promoting and facilitating new development in or the redevelopment of affected areas;
- Facilitate the provision of rental housing in partnership with the private sector;
- Optimize the use of existing urban and rural municipal and transport infrastructure;
- Redress and inhibit urban fragmentation or sprawl;

- Promote higher residential densities in existing urban areas as well as in areas of new or consolidated urban growth; and
- Mobilize and enhance existing public and private capacity and expertise in the administration or management of rental housing.

Implications for Housing Sector Plan
The Rental Housing Act identifies objectives to be promoted to achieve a rental housing market which is stable and growing. Future housing projects should include rental housing in areas where there is a need for this type of housing. The management and administration capacity of the public and private sector with regards to rental housing should be improved.

2.1.5 **Housing Consumer Protection Measures Act (Act 95 of 1998)**

In terms of the Housing Consumer Protection Measures Act, 1998 (Act 95 of 1998), residential builders have to register with the National Home-Builders Registration Council (NHBRC) and are obliged to enrol all new houses under the NHBRC's Defect Warranty Scheme. The aim of the Act is to protect home owners from inferior workmanship. Builders are responsible for design and material defects for three months, roof leaks for a year, and any structural failures of houses for five years. NHBRC inspectors may assess workmanship during and after the building process.

Banks are also compelled to insist on home-builder registration and enrolment prior to granting a mortgage loan or finance. All new government-subsidised housing units constructed as part of approved projects enjoy protection against shoddy workmanship by housing contractors.

Through the Act, properties that were built with funding from the government's housing subsidy grant only, now enjoy protection against structural defects and must comply with minimum technical norms and standards. The NHBRC ensures that registered builders deliver within the minimum housing standards.

Implications for Housing Sector Plan
The NHBRC ensures quality construction and workmanship and protects the owner of the property against bad workmanship.

2.1.6 **Development Facilitation Act (Act No. 67 of 1995)**

The norms and principles that form the basis of the normative approach to spatial planning in South Africa were first contained in the Development Facilitation Act. The guiding principles contained in Chapter 1 of the DFA set the standards against which all spatial development must be measured. In summary these principles include the following:

- Integration of the physical, social, economic and institutional aspects of planning.
- Integration of urban and rural areas.
- Compacting the city and optimizing the use of resources.
- Sustainable development – financially, socially and ecologically.
- Stimulate economic activity and strengthens the local economy to provide opportunities for all to participate.
- Promote accessibility for all.
- Provide affordable services for all members of the community, and
- Involve the community in planning and development.

Implications for Housing Sector Plan
Prior to the promulgation of the Spatial Planning and Land Use Management Act (SPLUMA) the DFA provided the overarching principles for sustainability, integration and compaction to guide the outcomes of all housing projects. The DFA however can no longer be utilised for development applications

2.1.7 **National Spatial Development Perspective**

The key objectives of the NSDP are to:

- Provide a framework for discussing the space economy taking deprivation, resources, infrastructure and potential economic activity into account;
- Be a common reference point for national, provincial and local governments to analyse and debate the development potentials of certain places in the country;
- Identify key areas of tension and/or priority in achieving positive spatial outcomes with government infrastructure investment and development spending; and
- Provide national government's strategic response to the above for a given timeframe.

The NSDP aims to align spatial choices with government investment and development spending across all spheres of government, and classifies all areas in terms of the following categories:

- Resource potential that is medium-to-high, human need medium-to-high and economic activity medium-to-high

- Resource potential that is medium-to-high, human need medium-to-high and economic activity low
- Resource potential that is medium-to-high, human need low and economic activity medium-to-high
- Resource potential that is low, human need medium-to-high and economic activity low
- Resource potential that is low, human need low and economic activity low

Linked to these categories are the likely types of economic activity and social investment required to optimize potential and bridge the poverty gap. The NSDP was however never formally endorsed and was viewed by some as containing some controversial principles. In particular, some have felt that the NSDP had an "urban bias" at the expense of so-called rural development. The NSDP calls for a new National Spatial Plan (a process currently in progress) that will provide spatial guidance at a national level.

Implications for Housing Sector Plan
The National Spatial Development Perspective suggests that there will be a flow of people towards areas of higher economic potential. Consequently, future economic growth should primarily be explored in those areas with a medium-to-high resource base and medium-to-high human need where there may be economic potential to be exploited. Economic activity should be encouraged and supported by infrastructure investment where there is already a medium-to-high level of economic activity and where (natural or human) resource potential is medium to high.

2.1.8 Intergovernmental Relations Framework Act (Act 13 of 2005)

The objective of the Act is to provide a framework for implementation of the principle of cooperative governance set out in Chapter 3 of the Constitution and also provides guidance for co-operation by national, provincial and local governments, and all organs of state to facilitate coordination in the implementation of policy and the delivery of goods and services. National, provincial and local governments must seek to achieve the objective of the Act, by:

- Taking into account the circumstances, material interests and budgets of other spheres of government and organs of state, when performing their functions;
- Consulting other affected spheres of government in accordance with formal procedures;
- Co-ordinating their actions when implementing policy or legislation affecting the material interests of other spheres of government;
- Taking all reasonable steps to ensure that they have sufficient institutional capacity and effective procedures to:
  - o to consult, to co-operate and to share information with other spheres of government; and

- o to respond promptly to requests by other spheres of government for consultation, cooperation and information sharing.
- Participating in intergovernmental structures of which they are members.

The Act allows for agreements between the spheres of government to be entered into for cooperative service delivery called Implementation Protocols. These occur where the implementation of a policy, or the performance of a function, or the provision of a service depends on the participation of other sector departments or other spheres of government. These departments or spheres must co-ordinate their actions in such a manner by entering into an implementation protocol.

Implications for Housing Sector Plan
The Act prescribes the co-ordination between the different spheres of government, which includes local government.

2.1.9 Comprehensive Plan for Creating Sustainable Human Settlements

The focus of the Housing Policy and Strategy of 1994 was on stabilizing the housing environment to transform the then fragmented institutional framework inherited from the pre-1994 government. Government however recognized that although significant achievements have been attained in terms of this policy framework, significant socio-economic, demographic and policy shifts has occurred in the 10 years between 1994 and 2004.

Whilst Government believes that the fundamentals of the policy remain relevant and sound, a new plan was required to redirect and enhance existing mechanisms to move towards more responsible and effective delivery. This new plan reinforces the vision of the Department of Housing to promote the achievement of a non-racial, integrated society through the development of sustainable human settlements and quality housing. Within this broader vision, the Department is committed to meeting the following seven specific objectives:
- Accelerating the delivery of housing as a key strategy of poverty alleviation
- Utilizing provision of housing as a major job creation strategy
- Ensuring property can be accessed by all as an asset for wealth creation and empowerment
- Leveraging growth in the economy
- Combating crime, promoting social cohesion and improving quality of life for the poor
- Supporting the functioning of the entire single residential property market to reduce duality within the sector by breaking the barriers between the first economy residential property boom and the second economy slump

- Utilizing housing as an instrument for the development of sustainable human settlements, in support of spatial restructuring.

The focus of this new plan is the contribution of the housing sector to more sustainable human settlements based on a number of key components which include:

- Progressive informal settlement eradication
- Promoting densification and integration
- Enhancing spatial planning
- Enhancing the location of new housing projects
- Supporting urban renewal and inner city regeneration
- Developing social and economic infrastructure
- Enhancing housing products

A number of key mechanisms have been incorporated in the new Comprehensive Plan or Breaking New Ground (BNG) Plan for the Development of Sustainable Human Settlement to achieve the objectives outlined above. The key mechanisms of this plan include the following:

- Supporting the entire residential property market
- Spatial restructuring and the establishment of sustainable human settlements
- Supplementing existing housing instruments with supplementary instruments to provide flexible solutions to demand side needs. These instruments place greater emphases on flexibility and responses to local circumstances, particularly the physical context within which housing is being delivered
- Adjusting the current institutional arrangements within government

The critical need for institutional and capacity-building as a key component of new human settlement planning

- In order to address increased demand and accommodate greater responsiveness to demand a number of amendments will be made to the financial arrangements of the existing housing subsidy scheme
- Greater emphases will be placed on the contribution of housing delivery towards the alleviating of income poverty and the creation of direct and indirect employment opportunities.
- Several interrelated strategies are suggested to provide housing related information to stakeholders and communities

- The need for improved systems to enable accurate monitoring and evaluation of housing intervention

Implications for Housing Sector Plan
The Housing Sector Plan must take into account the vision and integrated development planning approach under which housing opportunities must be provided, as stipulated in the Comprehensive Plan. Furthermore, the Municipality must afford attention to the proposed mechanisms to achieve the key objectives defined in the Plan to establish sustainable human settlements.

2.1.10 **Municipal Systems Act (Act 32 of 2000)**

In terms of Section 25 and 26 of the Municipal Systems Act (2000), all municipalities are required to compile Integrated Development Plans (IDPs) which are single, all inclusive, strategic plans that should include housing planning. The processes to be followed to compile the IDP, participation structures and related provisions are also detailed in the Municipal Systems Act.

The Act formally introduced IDPs as the form of planning to be adopted by all metropolitan, district and local municipalities throughout the country. Section 24(1) puts the onus on municipalities to align with the development plans and strategies of other organs of state, while Section 24(3)(a) puts the onus on provincial and national government to align their implementation with that of the municipal IDP. It is clear that the intention of these sections of the Act is for alignment to be the responsibility of all spheres of government.

Section 24(1) puts the onus on municipalities to align with the development plans and strategies of other organs of state, while Section 24(3) (a) puts the onus on provincial and national government to align their implementation with that of the municipal IDP: It is clear that the intention of these sections of the Act is for alignment to be the responsibility of all spheres of government

Implications for Housing Sector Plan
It will be imperative to the success of the Ulundi Municipal Housing Sector Plan to find expression in the municipal IDP. The Housing Sector Plan should also be considered during the review of the Spatial Development Framework.

2.1.11 **National Development Plan 2030**

The National Development Plan (NDP) offers a long-term perspective for South Africa by defining a desired destination and identifying the role different sectors of society need to play in reaching that goal. As a long-term strategic plan, it serves four broad objectives:

- Providing overarching goals for what the country wants to achieve by 2030.
- Building consensus on the key obstacles to achieving these goals and what needs to be done to overcome those obstacles.
- Providing a shared long-term strategic framework within which more detailed planning can take place in order to advance the long-term goals set out in the NDP.
- Creating a basis for making choices about how best to use limited resources.

The Plan aims to ensure that all South Africans attain a decent standard of living through the elimination of poverty and reduction of inequality. Given the complexity of national development, the plan sets out six interlinked priorities:

- Uniting all South Africans around a common programme to achieve prosperity and equity.
- Promoting active citizenry to strengthen development, democracy and accountability.
- Bringing about faster economic growth, higher investment and greater labour absorption.
- Focusing on key capabilities of people and the state.
- Building a capable and developmental state.
- Encouraging strong leadership throughout society to work together to solve problems

One of the ten critical actions identified in the plan is defined as *"New spatial norms and standards – densifying cities, improving transport, locating jobs where people live, upgrading informal settlements and fixing housing market gaps."* The plan proposes a national focus on spatial transformation across all geographic scales. Policies, plans and instruments are needed to reduce travel distances and costs, especially for poor households. By 2030, a larger proportion of the population should live closer to places of work, and the transport they use to commute should be safe, reliable and energy efficient. This requires:

- Strong measures to prevent further development of housing in marginal places
- Increased urban densities to support public transport and reduce sprawl
- More reliable and affordable public transport and better coordination between various modes of transport
- Incentives and programmes to shift jobs and investments towards the dense townships on the urban edge
- Focused partnerships with the private sector to bridge the housing gap market

Implications for Housing Sector Plan

The NDP specifies the long term vision for the country as a whole and provides a framework to guide the transformation of human settlements in the preparation of the Housing Sector Plan. Cognisance needs to be taken of the targets set out in the National Outcome 8, so that the municipality establishes means to contribute towards achieving these targets.

2.1.12 **Integrated Urban Development Framework (IUDF) 2016**

The IUDF recognises the dominance of urban centres in South Africa's demographic and economic landscape but also acknowledges the dynamic link to the rural areas, through flows of people, and natural and economic resources. Urban and rural areas are becoming increasingly integrated as a result of better transport and communications, and migration. Therefore, the interdependence of rural and urban spaces is recognised, as well as the need for a comprehensive, integrated approach to urban development that responds to the reality of migration to peri-urban areas. The Integrated Urban Development Framework (IUDF) is designed to unlock the development synergy that comes from coordinated investments in people and places and builds on various chapters in the National Development Plan (NDP) and extends Chapter 8 'Transforming human settlements and the national space economy', and its vision for urban South Africa. The vision of the IUDF is: 'Liveable, safe, resource-efficient cities and towns that are socially integrated, economically inclusive and globally competitive, where residents actively participate in urban life'. Importantly, this vision for South Africa's urban areas recognises that the country has different types of cities and towns, which have different roles and requirements and thus has to be interpreted and pursued in differentiated and locally relevant ways. To achieve this transformative vision, four overall strategic goals are introduced:

- **Access**: To ensure people have access to social and economic services, opportunities and choices.
- **Growth**: To harness urban dynamism for inclusive, sustainable economic growth and development.
- **Governance**: To enhance the capacity of the state and its citizens to work together to achieve social integration.
- **Spatial Transformation**: To forge new spatial forms in settlement, transport, social and economic areas.

These goals in turn inform the priority objectives of the eight policy levers identified by the IUDF:

Policy lever 1: Integrated urban planning and management
Integrated urban planning and management is essential for coherent development that redressed apartheid geographies and facilitates spatial integration. It stimulates a more rational organisation and use of urban spaces, guides investments and encourages prudent use of land and natural resources to build sustainable communities.

Policy lever 2: Integrated transport and mobility

Integrated transport and mobility is a vital component of South Africa's economic infrastructure investment. It contributes to a denser and more efficient urban form, supports economic and social development, and is crucial for strengthening rural-urban linkages.

Policy lever 3: Integrated and sustainable human settlements

Integrated and sustainable human settlements are key to redressing the prevailing apartheid geography, restructuring cities, shifting ownership profiles and choices, and creating more humane (and environment-friendly), safe living and working conditions.

Policy lever 4: Integrated urban infrastructure

An integrated urban infrastructure, which is resource efficient and provides for both universal access and more inclusive economic growth, needs to be extensive and strong enough to meet industrial, commercial and household needs, and should also be planned in a way that supports the development of an efficient and equitable urban form and facilitates access to social and economic opportunities.

Policy lever 5: Efficient land governance and management

Both municipalities and private investors have a vested interest in land value remaining stable and increasing. At the same time, property values reflect apartheid patterns of segregation and mono-functional use, which need to be addressed to promote spatial transformation. Efficient land governance and management will contribute to the growth of inclusive and multi-functional urban spaces.

Policy lever 6: Inclusive economic development

The New Growth Path (NGP), which is the backbone of our national economic policy, emphasises the importance of employment creation nationally through specific drivers. These include seizing the potential of new economies through technological innovation, investing in social capital and public services, and focusing on spatial development. Inclusive economic development is essential to creating jobs, generating higher incomes and creating viable communities.

Policy lever 7: Empowered active communities

Cities cannot succeed without the energy and investment of their citizens. In fact, the very power of cities stems from their unique capacity to bring together a critical mass of social and cultural diversity.

This conception of democratic-citizenship is at the core of the 'active citizenship' agenda advocated by the NDP. Empowering communities will transform the quality of urban life.

Policy lever 8: Effective urban governance

The complexities of urban governance include managing the intergovernmental dynamics within the city, relations with the province and with neighbouring municipalities. City governments need to manage multiple fiscal, political and accountability tensions in order to fulfil their developmental and growth mandates. The result will be inclusive, resilient and liveable urban spaces.

Policy lever 9: Sustainable Finances

Sustainable cities and towns are characterised by good revenue management and expenditure control with innovative ways of growing and expanding their resources. They are able to match expenditure demand with the necessary resources to expand and maintain urban infrastructure and services.

Implications for Housing Sector Plan
The Integrated Urban Development Framework (IUDF) is designed to unlock the development synergy that comes from coordinated investments in people and places and builds on various chapters in the National Development Plan (NDP) and extends Chapter 8 of the NDP 'Transforming human settlements and the national space economy', and its vision for urban South Africa. The 8 levers identified in the IUDF holds strong implications for the Housing Sector Plan and should guide the Housing Sector Plan formulation.

2.1.13 **Spatial Planning and Land Use Management Act (Act 16 of 2013)**

The Spatial Planning and Land Use Management Act provides a framework for spatial planning and land use management in South Africa. SPLUMA:

- Specifies the relationship between the spatial planning and the land use management system and other kinds of planning;
- Ensures that the system of spatial planning and land use management promoted social and economic inclusion;
- Provides for development principles and norms and standards;
- Provides for the sustainable and efficient use of land;
- Provides for cooperative government and intergovernmental relations amongst the national, provincial and local spheres of government; and
- Redresses the imbalance of the past and to ensure that there is equity in the application of spatial development planning and land use management systems.
- SPLUMA applies to the whole of South Africa (urban and rural areas) and governs informal and traditional land use development processes

The Development Principles identified within the Spatial Planning and Land Use Management Act that applies to spatial planning, land development and land use management are depicted in Figure 2.1 below.

Figure 2.1: SPLUMA Principles

SPATIAL JUSTICE

- Improved access to and use of land
- Spatial development frameworks and policies to redress sptailimbalances
- Spatial planning mechanisms (Land use schemes to imrpvoe access to land for the disadvantaged
- Land development procedures that promote access to secure tenure

EFFECIENCY

- Land development must optimize on eisting resources and infrastructure
- Decision-making procedures must minimise negative financial, social, economic or environmental impacts;
- Effecient developmen application procedures with streamlined timeframes

SPATIAL SUSTAINABILITY

- Promote land development that is within fiscal and administrative means
- Land use measures to be inaccordance with environmental management instruments
- Promote effecient and equitable functiong of land markets
- Promote land development in sustainable to limit urban sprawl

SPATIAL RESILIENCE

- Flexibility in spatial plans,
- Policies and land use management systems
- To ensure sustainable livelihoods in communities negatively impacted by environmental and economic shocks

GOOD ADMINISTRATION

- Integrated approach towards land use and land development across all spheres of government
- All sector department must provide their input in the formulation and review of spatail development planning frameworks and plans
- Transparent procedures to be undertaken in the prearation and ammendment of the spatial planning frameworks and plans

Implications for Housing Sector Plan

SPLUMA serves a crucial function as a national tool for equitable spatial planning and land use management. It provides a clear framework of how development and land use management processes should be undertaken, as well as provides the principles that must be promoted in these development and land use management processes. The structuring of housing provision initiatives (projects) in Ulundi must seek to ensure that this spatial equity is achieved within the municipality. The Spatial patterns of human settlement development should adhere to the principles of SPLUMA. In addition, it must be clearly stated that all development applications that will form part of the housing projects processes must adhere to the provisions of SPLUMA in terms of the principles, norms and standards as well as the processes of submitting and approving of development applications defined therein.

Furthermore, the Ulundi Local Municipality must ensure that all institutional structures required by SPLUMA are in place in order for it to be in the position to accept and approve the development application. Such structures include adopting of municipal bylaws and establishing a Municipal Planning Tribunal.

2.1.14 Other relevant legislation

A summary of other legislation that impact on human settlement are summarised in Table 2.2 below.

Table 2.2: Other relevant legislation

MANDATE	DESCRIPTION/ IMPLICATION
Public Finance Management Act No. 1 of 1999 (as amended by the Public Finance Management Amendment Act No. 29 of 1999)	To regulate financial management in the national and provincial governments; to ensure that all revenue, expenditure, assets and liabilities of those governments are managed efficiently and effectively; to provide for the responsibility of persons entrusted with financial management in those governments; and provide for matters connected therewith.
Municipal Finance Management Act (Act 56 of 2003)	The Municipal Finance Management Act, No. 56 of 2003, covers the local government. It provides for secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government; to establish treasury norms and standards for the local sphere of government; and to provide for matters connected therewith.
Integrated Housing and Human Settlement Development Grant (IHAHSD) Schedule 5 to Division of Revenue Act of 2008	To provide for the facilitation of a sustainable housing development process by laying down general principles applicable to housing development in all spheres of government through the Division of Revenue Act.
Conversion of Certain Rights into Leaseholds or Ownership Act No. 81 of 1988	This Act provides for the conversion of certain rights of occupation issued to a holder of a site situated in a township whether such township has been formalized or not- established under the now revoked Black Communities Act 4 of 1984, into leasehold or ownership. The Act therefore makes provision for the determination of affected sites or persons; an inquiry into affected sites; grievance (appeal) procedures; and the issuing of leaseholds or transfer of ownership.
Upgrading of Land Tenure Rights Act No. 112 of 1991	This Act makes provision for the upgrading of informal rights, viz., the deeds of grant, leaseholds and quitrent title permission to occupy.
Interim Protection of Informal Land Rights Act	This Act recognizes certain informal rights to land. One of the functions of the section is to resettle people who are unlawfully occupying land. In the process, it is incumbent on the section to ensure that the informal rights to land are recognized in the process of such resettlement.
Prevention of Illegal Eviction from and Unlawful Occupation of Land Act of 1998	The Prevention of Illegal Eviction from and Unlawful Occupation of Land Act was promulgated in 1998. The Act repeals the Prevention of Illegal Squatting Act No. 52 of 1951 and makes provision for a fair and equitable process to be followed when evicting people who have unlawfully invaded land, from their homes. The Act also makes it an offence to evict legally without due process of law.
Home Loan and Mortgage Disclosure Act of 2000	The Act provides for the establishment of the Office of Disclosure and the monitoring of financial institutions serving the housing credit needs of communities. It requires financial institutions to disclose information and identities discriminatory lending patterns. The Act came into operation during 2003.
Subdivision of Agricultural Land Act No. 70 of 1970	This Act is used to regulate the subdivision of agricultural land .through the Department of Land Affairs

The Less Formal Township Establishment Act No. 113 of 1991	This Act is specifically for guiding rapid township establishment where housing is in dire need.
The Physical Planning Act No. 125 of 1991	This Act governs secondarily land uses on farmland that is not agriculture-related by way of permits and it also enables the amendment of Guide Plans and the evaluation of consistency regarding land development
Municipal Structures Act No. 117 of 1998, as amended in 1999 and 2000	The Act defined new institutional arrangements and systems for local government. Importantly, the Act laid a foundation for local government performance management and ward committee systems.
White Paper on Local Government of 1998	The White Paper on Local Government is a broad policy framework that proposes wholesale changes in the areas of political, administrative structures of local government, electoral systems, demarcations, finances, services, infrastructure development, planning and so forth. The White Paper maps out a vision of developmental local government that is committed to working actively with citizens to identify sustainable ways of meeting their social, economic and material needs and thereby improve their quality of life. Developmental local government envisages the transformation of municipal administrations into rationalized, representative, less bureaucratic, people-centred, efficient, transparent, accountable and responsive entities.
Disaster Management Act 57 of 2003	Streamlines and unifies disaster management and promotes a risk reduction approach particularly at provincial and local levels. It eliminates the confusion around disaster declaration and addresses current legislative gaps
The National Environmental Management Act of 1999	Provides for environmental management strategies so as to prevent and mitigate environmental disasters
Traditional Leadership and Governance Framework Act No. 41 of 2003	The Act provides for the recognition of traditional leaders, their roles and functions, recognition of traditional communities, establishment of traditional councils and for matters connected therewith.
Communal Land Rights Act No 11 of 2004	The Act deals with Communal Land Rights and is pertinent to the housing instruments that promote housing under this form of ownership.

2.2   PROVINCIAL POLICY FRAMEWORK

2.2.1   KwaZulu-Natal Provincial Growth and Development Strategy (PGDS)

The KwaZulu-Natal Provincial Growth and Development Strategy (PGDS) is a plan for the entire province and its people over a twenty-year period. It represents a fundamental analysis of provincial challenges in line with the National Development Plan and the formulation of a common vision, goals, and targets that all strategic partners in the development of the province commit themselves to promote and achieve. The primary purpose of the PGDS is to provide a collaborative framework to drive the growth process within the province. The PGDS is a critical tool to guide and coordinate the allocation of national, provincial and local resources and private sector investment to achieve

sustainable economic and development outcomes and provide direction in achieving alignment and laying the basis for sustainable development.

The PGDS also makes provision for annual basic needs delivery targets to enable the province to eradicate basic needs backlog by 2030.

Implications for Housing Sector Plan
The Provincial Growth and Development Strategy (PGDS) sets the tone for development and growth within the province. It extends a framework within which development is to be undertaken, to bring into realisation the long term development vision for the province. It is imperative to take due cognisance of the PGDS in the preparation of the housing sector plan.

2.2.2   KwaZulu-Natal Provincial Growth and Development Plan (PGDP)

The main purpose of this PGDP document is to begin the process of enabling the province to measure its progress in achieving the accepted growth and development goals as identified in the PGDS. The primary purpose of the PGDP is to:

- Describe the desired 2030 outcomes in the 7 goals and 30 objectives
- Agree on the set of indicators that will be applied to measure the progress we are making to achieve the desired outcomes
- Agree on the targets and the KZN growth path in respect of each of the indicators
- Agree on the strategic interventions required to achieve the set targets
- Describe the catalytic projects in support of the interventions, where possible
- Agree on the monitoring, evaluation, reporting and review framework of the plan.

The KZN Planning Commission, guided by the PGDP Action Working Groups (AWGs), has identified indicators to measure the extent to which the goals and objectives of the PGDP are being met. The targets set for each of these indicators collectively outlines the Province's growth trajectory towards 2030. Whereas the PGDS will be reviewed every five years, the PGDP is reviewed annually. The PGDP AWGs provide quarterly reports, via the institutionalised implementation structure, on progress with the implementation of the PGDP.

This document is proposed as a guide and strategic management tool to ensure that as a Province, there is concerted and measured effort to achieve the 2030 Vision. As the PGDP process continues to unfold, wider stakeholder groupings are participating in their fields in collaboration with the PGDP AWGs, the KZN Economic Council, the Council on Climate Change and the KZN HRD Council, so these targets are meant to be both a guide and measure for all stakeholders. The PGDP is a plan for the Province of KZN and not just for government.

The Human Settlements Master Spatial Plan for KZN will endeavour to further unpack Objective 3.4 of the PGDP, ***Promote Sustainable human settlements.***

2.2.2.1   <u>PGDP Objective 3.4: Promote Sustainable Human Settlements</u>

According to the PGDP the provision of housing has previously dominated the approach to human settlements in the Province as in South Africa in general. Whilst the provision of a house remains an important part of human settlements it is now common cause that liveable human settlements require decent planning that involves: designing a safe environment, infrastructure that allows and enables economic activity, delivery of services and social facilities as well as good maintenance capacity. This desired human settlement has been slow to materialise. The causes are many and varied, yet not insurmountable. This intervention is about finding an appropriate institutional mechanism to achieve a co-ordinated and aligned service delivery programme, with DOHS being the driver of this institutional mechanism as they are most acutely affected by the uncoordinated service delivery response.

In addition, the fragmented and current dispersed settlements have added to the cost of service delivery as well an increase the ecological footprint of human settlement by increasing travel distance from home to workplace. The densification programme proposed is an attempt to increase densities in urban areas as well as encourage identified rural nodes to increase densities. The densification of human settlements is recommended to enable equitable provision of basic water, sanitation and electricity. The Provincial Spatial Framework Development provides a departure points for aligned and co-ordinated spatial intervention for sustained human settlement which included infrastructure delivery.

Densification can be defined as increased usage of space both horizontally and vertically within existing areas /properties and new developments accompanied by an increased number of units and/or population thresholds. This ensures that the number of dwellings per hectare increase in a planned and sustained manner without adversely affecting the quality of life of established communities within a defined area.

The anticipated urbanisation of the Province will require that the DOHS is able to response to all income levels with the appropriate housing typology. This ranges from new entrants to the housing market as well as the gap housing market beneficiaries. Thus stakeholders involved in land allocation, establishment of social facilities, designing human settlements must begin to think about promoting polycentric planning in order to achieve sustainable livelihoods and sustainable human settlements.

The National Minister's Budget Speech directed that Provinces partner with the Private Sector and large Employers assist where finance is a challenge for people who fall into the "gap" i.e. cannot qualify for a full subsidy/free house, and also cannot qualify for a mortgage bond.

To this end, partnership with the private sector is proposed in instances where the Department of Human Settlements gives a serviced site to an individual, such site has value and therefore, "equity" which will be leveraged to finance building the top-structure with financial institutions and financiers /developers.

Innovative construction technologies i.e. alternative building technology and materials versus brick and mortar need to be considered to reduce the waiting period for beneficiaries to benefit from housing opportunities.

Interventions include the establishment of a joint provincial forum to ensure coordinated and integrated development planning, the development of a densification strategy for the provinces. In managing the urbanisation process, the transformation of Informal Settlements, the expanding of the Social Housing Programme as well as developing a provincial strategy and plan to address the housing gap market are all interventions included in this strategic objective.

2.2.2.2 <u>PGDP Objective 3.4: Indicators for Sustainable Human Settlements</u>

- Percentage of households living in formal dwellings per district.
  The **baseline is 716 079** for the province as a whole which is 17.9%. The figure should decrease from this baseline by 14% in 2020 and a further 14% decrease from baseline is expected by 2030.

- Percentage housing backlog.
- Percentage households with a registrable form of tenure.
- Percentage of Provincial Human Settlement budget spent on formal settlement development.
- Percentage of Social Housing and Rental Opportunities.

2.2.2.3 <u>PGDP Objective 3.4: Interventions for Sustainable Human Settlements</u>

- **Intervention 3.4.a:** Establish a joint provincial forum to address human settlements to ensure coordinated and integrated development planning and implementation.

- **Intervention 3.4.b:** Implement polycentric nodal development aligned to Provincial Spatial Development Framework to achieve sustainable livelihoods.
- **Intervention 3.4.c:** Undertake a comprehensive review of the KZN Human Settlements Strategy incorporating the key focus areas of informal settlements upgrade, social housing, housing in the gap market and a comprehensive rural settlement policy. This will ensure housing programmes that address the needs of all KZN citizens and that lays the foundation for a mixed approach in terms of tenure and products available, as well as reduce travel time between work and place of residence.

Implications for Housing Sector Plan
The KwaZulu-Natal Provincial Growth and Development Plan (PGDP) identifies a number of Indicators and Interventions for Sustainable Human Settlement, which include amongst others the densification of settlement patterns and expanding social and rental housing programme. The process to review the Housing Sector Plan will provide for many housing provision opportunities that will contribute towards achieving the targets for housing delivery set out in the PGDP.

2.2.3 **KwaZulu-Natal Master Spatial Plan (KZN MSP)**

The Kwa-Zulu Natal Master Spatial Plan (MSP) sets out the vision for human settlements investment within the province. It provides a framework to guide where human settlements investment should be prioritised both at a provincial and municipal level. The MSP was formulated in response to the budget speech by the Honourable Minister of Human Settlements Lindiwe Sisulu delivered in July 2015, in which she highlighted the need for a master spatial plan to guide human settlements investment, an abstract from her speech is attached below.

"We will embark on and lay the basis for a Master Spatial Plan for Human Settlements so that we can direct all the necessary amenities to where human settlements are and we are able to plan ahead for the provision of the necessary infrastructure and amenities."

The MSP is largely informed by the vision for human settlements set by the Housing Development Agency (an agent of the Department of Human Settlements), which is to establish vibrant communities living on well-located land. It has been built on premise of establishing sustainable human settlements in well-located areas throughout the Province. The MSP is also largely informed by the KZN PGDS and it undertakes a sustainable approach to establishing these human settlements. It is built from a bottom-up approach. It starts by identifying the main constraints to establishing sustainable human settlements in the Province, these include:

- issues of capacity,
- lack of coordinated administration between key stakeholders,

- availability and supply of well-located land for purposes of development,
- continued sprawl and associated development costs,
- slow land acquisition processes and release of land for the development of human settlements; and
- alignment of land use planning with management systems.

Furthermore, the MSP proposes the following seven (7) key principles to guide the establishment of sustainable human settlements:

Figure 2.2: MSP Principles

Principle 1: Guide and align all investment in Human Settlements

Principle 2: Creation of balanced settlements reflecting spatial equity, economic potential and competitiveness & environmental sustainability

Principle 3: Spatial targeting and spatial concentration

Principle 4: Accessibility and choice

Principle 5: Value creation and capture

Principle 6: Effective governance

Principle 7: Responsiveness to demographic and economic context

The MSP also proposes the following associated objectives.

Figure 2.3: MSP Objectives

Objective 1: Spatial transformation

Objective 2: Compact settlements and settlement patterns

Objective 3: Connected settlements and settlement patterns

Objective 4: Integrated settlements and settlement patterns

Objective 5: Functional residential property market in urban and rural areas

Objective 6: Consistent application of policies, principles, objectives and concepts across various scales (provincial, regional, local)

Objective 7: Institutional capacity for effective planning and implementation

As a part of the analysis of the existing situation of housing provision, the MSP highlights that the housing demand in the Province is recorded at approximately 695 469 units.

The MSP provides a Land Identification and Assessment Criteria (LIAC) which is a tool to be used by the Department of Human Settlements to prioritise areas for human settlements investment throughout the province. It is recommended in the MSP that this model should be utilised by municipalities to prioritise projects within their areas of jurisdiction. The LIAC combines a wide combination of indicators to identify land that is well-located for human settlements and calculates level of priority. It is furnished with a Well-Located Land Continuum, illustrated below.

Figure 2.4: Well Located Land Continuum
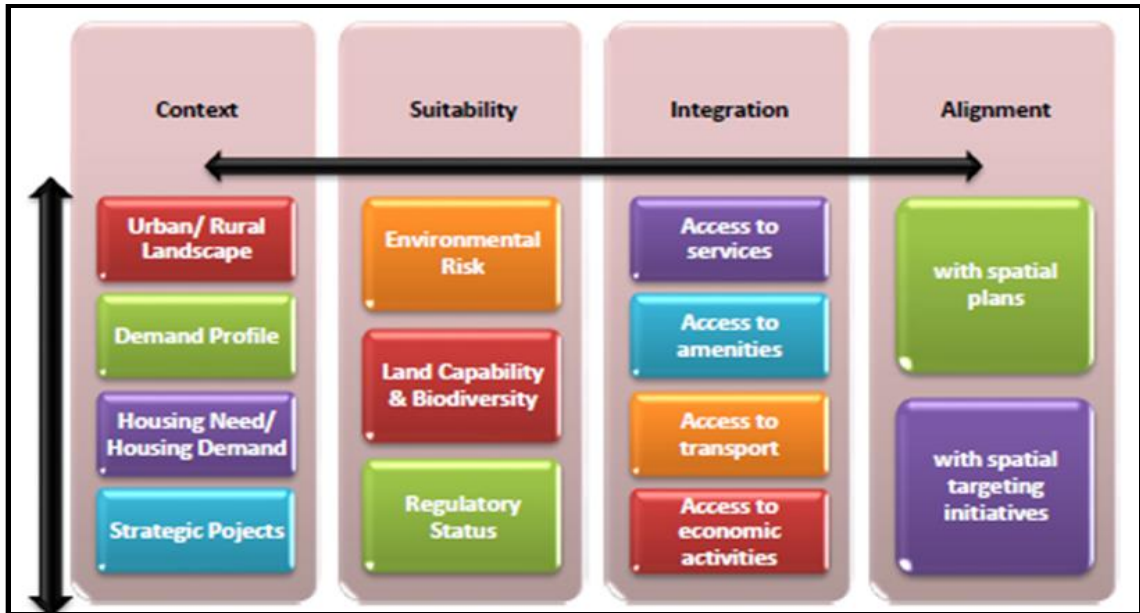
Data Source: KwaZulu-Natal Master Spatial Plan, 2016

This LIAC consists of four dimensions i.e. context, suitability, Integration and Alignment. It is through these dimensions that it allows for a comprehensive consideration of all aspect of sustainable human settlements development to help ensure that housing provision is implemented within enabling environments. Furthermore, it provides room for integrated development planning efforts to take place in order to ensure that all aspects of human settlements development are considered adequately before housing projects are implemented.

The LIAC also provides a framework which was adopted to identify focus areas of investment for human settlements in the Province.

Figure 2.5: Implementation Framework
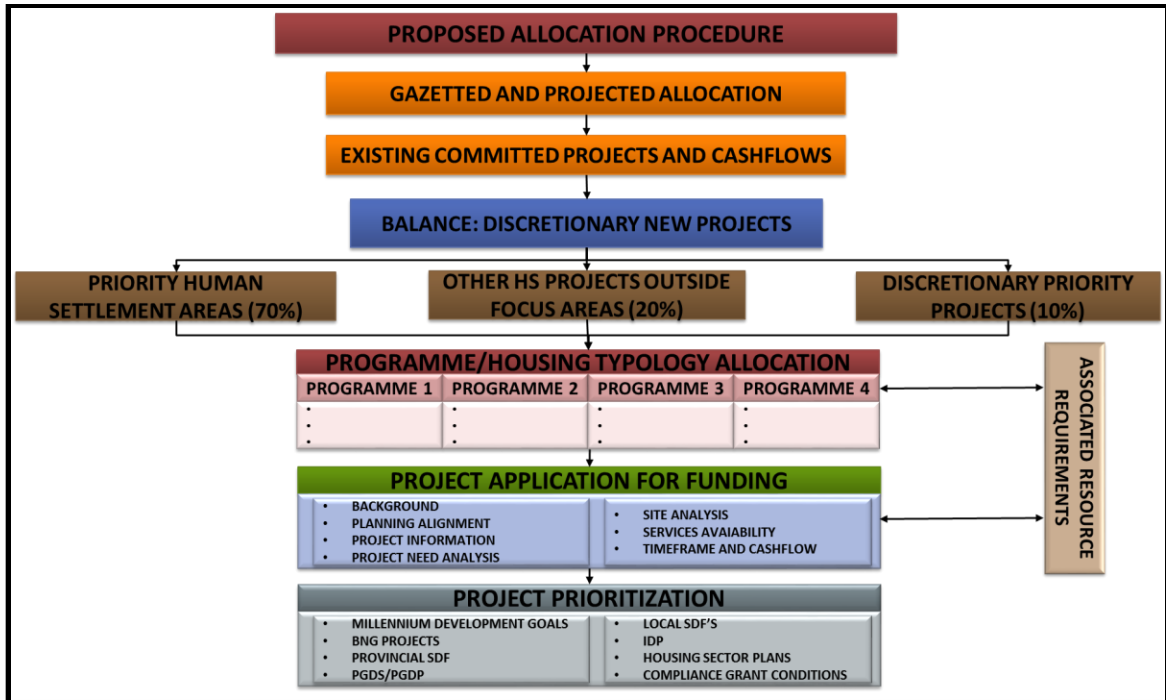
Data Source: KZN Master Spatial Plan, 2016

It is through the use of the LIAC that the Department of Human Settlements identifies focus areas for human settlements investments prioritization. According to the Master Spatial Plan focus areas illustrated below, Eshowe in Ulundi LM, is identified as a level 4 focus area, in terms of human settlements investment on a provincial scale. Some of the indicators used to calculate the level of priority include the following:

- Housing demand
- Population growth
- Historical housing supply
- Multiple Poverty Index
- GVA growth between 2001 and 2013
- Institutional capacity
- Land Capability
- Biodiversity Data
- Access to water and Electricity
- Access to schools and social facilities

Map 2.1: KZN MAP Focus Areas
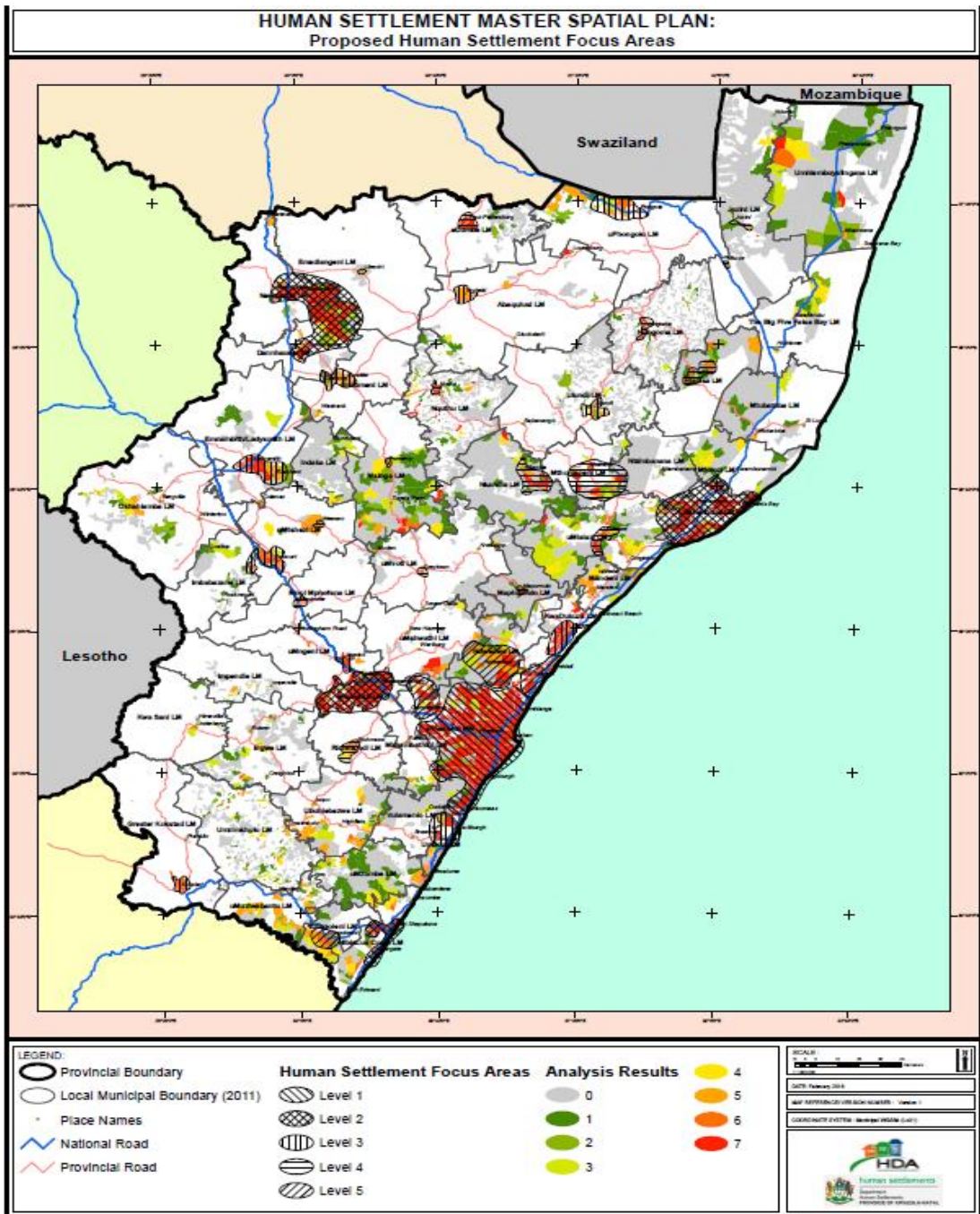
Data Source: KZN Master Spatial Plan, 2016

Implications for Housing Sector Plan

The KZN Master Spatial Plan (MSP) identified focus areas for Human Settlements within the province. It also indicated that at least 70% of all discretionary spending (projects) needs to be located within these focus areas.

2.3 MUNICIPAL POLICY FRAMEWORK

2.3.1 Ulundi Integrated Development Plan (IDP)

The Ulundi Draft Integrated Development Plan (IDP) 2018/2019 review is prepared in fulfilment of the provisions made by the Municipal Systems Act, Act No 32 of 2000. As per section of the Act municipalities are required to prepare and adopt a single integrated development plan. The IDP serves as strategic tool for the municipalities to implement interventions that give effect to their respective development vision and agenda, as translated from national and provincial policy and legislative directives. The municipalities are required to review this plan on an annual basis and update it with progress made on the targets set as part of achieving the long term development vision set out in the IDP itself.

Ulundi Municipality is in the process of finalising the 2018/2019 IDP review. In this particular context the analysis of the IDP will serve to assess if human settlements planning and implementation is component to the integrated development planning agenda adopted by the municipality which is the ensure that municipal projects are coordinated and support each other.

The IDP informs the formulation and adoption of more responsive human settlement development strategies, programmes and projects that remain in alignment with the national and provincial housing policy and are well-integrated into the broader framework of development planning within the Municipality. This will help give effect to the broader long term development vision adopted by Ulundi, which is "*A Developmental City of Heritage Focusing On Good Governance, Socio-Economic development and Upholding Tradition to Promote Sustainable Service Delivery*."

The establishment of sustainable human settlements and improved quality of household life is one of the identified national outcomes that is aligned with the municipal development strategy of supporting the acceleration of sustainable human settlements. One of the identified strategic activity to achieve this is to review the housing sector plan and submit quarterly reports on implementation of housing projects to the Portfolio Committee as well as to facilitate the implementation of Operation Sukuma Sakhe.

According to the municipal IDP, there is a significant demand for sustainable human settlements within the Municipality. In 2016 the number of traditional dwellings (housing structures built from traditional materials) increased to 17 271 from 11 765 in 2011. The number of people residing in informal structures also increased from 271 in 2011 to 306 in 2016. The greatest need for housing

is within the town of Ulundi and its peri-urban areas as well as the emerging settlements of Mpungamhlope, Ceza, Nqulwane, Babanango and Mahlabathini.

The Ulundi Municipal Council took a resolution to build 1000 houses per iNkosi (Chief) which means 10 000 houses will be built simultaneously instead of building all houses needed per Inkosi area at once and this will speed up fair distribution. All these projects were advertised, Implementing Agents appointed and for majority of them, Stage 1 application submitted to the Department of Human Settlements for funding approval, however, none of them have received approval to date.

Implications for Housing Sector Plan
The IDP defines the Municipality's vision and encloses the development agenda to help achieve its goals. Interventions for human settlement planning need to be aligned to this development vision. Accordingly, it will be extensively internalized in the preparation of the Housing Sector Plan. Furthermore, the housing sector needs to be prepared comprehensively enough so it can adequately feed into a cohesive human settlements chapter.

2.3.2 Ulundi Spatial Development Framework (SDF)

The Ulundi Local Municipality 2018 Spatial Development Framework (SDF) is a sector plan that is an integral component of the IDP. The SDF strives to facilitate the provision of appropriate services in order to meet basic needs and for social and economic upliftment to be achieved. The key aim of the Ulundi SDF is create a spatial interpretation of the strategies and projects already contained within the IDP. The main aims of the SDF are to enable the municipality to:

- To give a spatial expression to the development vision, strategy and multi-sectoral projects as outlined in the IDP.
- To create a spatial environment that promotes and facilitates economic development and growth.
- To facilitate the development of sustainable human settlements across the continuum and in line with national policy directives.
- To promote sustainable development and enhance the quality of the natural environment.
- To facilitate sustainable and efficient utilisation of land.
- To guide private and public investment to the most appropriate areas in support of the municipal spatial development vision;
- To provide a visual representation of the desired spatial form of the municipality.

Implications for Housing Sector Plan
It is important that the Housing Sector Plan incorporate the spatial proposals and land use allocations as set out in the Spatial Development Framework of the Municipality, specifically in terms of Human Settlement.

2.3.3 Ulundi Housing Sector Plan

Ulundi conducted a review of the housing sector plan for the year 2014/2015. This review currently serves adequately as the primary tool for human settlements implementation within the municipality. The Municipal Systems Act 32 of 2000 requires all municipalities to compile Integrated Development Plans that will guide all their planning, budgeting and management decisions. Apart from the legislative requirement to compile IDPs, municipalities are also expected to compile sector plans, which should form part of the IDPs. The rationale for and importance of reviewing and developing a Housing Sector Plan for Ulundi is rooted in the broad and defining national goal or growing the economy so as to deal with development challenges confronting the country and the region.

The Housing Sector Plan is therefore intended to be a guiding document that will help the municipality to achieve the objective of providing sustainable housing for its residents. Through the housing plan, the municipality will be able stimulate local economy, create an environment for local job creation and address the needs of its residents.

The Housing Sector Plan 2014/2015 review identifies strategies and proposed programmes to guide the Municipality and KZN DoHS to deliver housing in a planned and coordinated manner. This plan will enable the municipality to rectify spatial disparities of the apartheid era and ensure the integration of housing with other service provisions to maximise the use of limited resources.

The approach adopted within the 2007 Ulundi Housing Sector Plan was holistic and was one that was largely based upon providing housing in conjunction with other services and facilities (including health, education, sports etc). This approach is aligned to the 2030 National Development vision and echoes a strategic approach that is integrated and directed at building sustainable communities using housing development as a catalyst. This Human Settlement Development strategy should:

- Facilitates and promotes synergies while living space for each locality to develop a unique character based on its strengths and location advantages;
- Acknowledges and seeks to refine the development vision outlined in the IDP by indicating the desired future situation in respect of the development of human settlements;
- Outlines the human settlement development strategy which provide objectives statements and serve as a road map to the desired future situation; and
- Presents the strategic intervention areas/initiatives which essentially are the activities that should be undertaken to achieve the objectives.

The Proposed Ulundi Human Settlement Vision: "A Municipality that commits to the creation of sustainable human settlements through efficient service delivery processes including the inclusive provision of appropriate and affordable homes"

The Vision is informed by the Ulundi IDP and the NDP vision. It embraces principles captured within vital planning policies such as SPLUMA. It aspires for the creation of functional, integrated and beautiful communities, settlements that provides vital services, facilities and economic opportunities for inhabitant of Ulundi LM.

- The above vision will not be achieved unless the municipality:
- Increases delivery on human settlements (housing delivery);
- Integrates the provision of other services and facilities with housing;
- Secures and coordinates funding for human settlement development; and
- Introduces effective measures to manage development of sustainable settlements across the spectrum.

Implications for Housing Sector Plan
The Housing Sector Plan review will serve to assess the effectiveness of the strategies currently adopted by the municipality to implement sustainable human settlements. It will also serve to update the plan with progress made on on-going housing projects and identify the appropriate areas to implement new housing project under the LIAC enclosed in the KZN Master Spatial Plan and give effect to requirements and provisions made in other housing policy directives enclosed in this document.

2.4   CONSTRAINTS TO THE CREATION OF INTEGRATED HUMAN SETTLEMENTS

Government continues to be faced with a number of constraints that hinder access to land, in accordance to the *"Draft Policy Framework on a Coherent and Inclusive Approach to Land for Integrated Human Settlements"*. This has resulted in the decline in the number of units built annually and thus the failure to provide integrated human settlements. Some of the constraints identified in this document are summarised in the subsequent sections (Draft Policy Framework on a Coherent and Inclusive Approach to Land for Human Settlements, July 2015).

2.4.1 Poor coordination and non-alignment of policy and planning frameworks

The Constitution of the Republic of South Africa is the supreme court of law. Thus, every policy, regulation, laws and legislation must adhere to the principles of the Constitution. In other words, in

order to accomplish effective policy alignment; all policies must have an upright understanding of the constitution and observe the principles stated on it.

With the adoption of the NDP as the country's long term vision, all policies therefore must be aligned towards the achievement of its developmental agenda. Currently there are real challenges with the coordination and alignment of frameworks, policies and implementation in government.

Evidence has shown that poor coordination of projects results in duplication of projects. Besides having less impact, wastage of resources such as double dipping, roll overs are usually the by-product.

Implications for Housing Sector Plan
Alignment of planning documents is a key aspect to achieve sustainable human settlement. The KZN MSP has been aligned with the Provincial Growth and Development Strategy which has been aligned with the NDP in turn, thus by aligning the HSP with the KZN MSP alignment with the PGDS & NDP and Constitution is also achieved.

2.4.2   Lack of capacity in local government to perform the developmental function

As South Africa is a unitary state it is expected that national policies and frameworks must find resonance at local government level. At the same time, the need to address development challenges such as poverty, inequality and good governance in a municipal space has necessitated government to develop policies that address development in a holistic manner through the adoption of the Integrated Development Plan (IDP) as a planning framework that integrates all planning activities[1]. Through the IDP, local government is expected to take greater responsibility for the management of settlements within their jurisdiction, particularly in relation to service and infrastructure provision for the poor. Most municipalities have however performed poor in executing some of their developmental functions[2]. This lack of delivery has in turn been attributed to the lack of capacity in local government in the following areas:

- Firstly, amongst the major challenges facing local government is the perceived lack of credibility of the Integrated Development Plans (IDPs) to give strategic direction to settlement management. As it has been argued, IDPs are not settlement management tools in themselves, though they do have a spatial component. There is therefore the need, to

---

[1] *See Mpofu, Assessing the Impact of Integrated Development Planning (IDP) , 2012*

[2] *According to the research done by the South African Institute of Race Relations in 2012, as noted by the Minister of Human Settlements, "out of all protests, experienced over the last five years, 20% of these have been attributed to the delivery of houses by the municipalities" (Budget policy speech by Minister Sisulu, 2014).*

clarify the relationship between IDPs and other integrative related frameworks such as the Spatial Planning and Land Use Management Act (SPLUMA) and the Breaking New Ground (BNG) that seek to transform the settlement patterns of the country.

- Even though the intention of the different frameworks is the same, the fact that some policies are regarded as more strategic than others, sometimes invokes competition among the spheres of government and sectors. This often culminates in the unwillingness on the part of national and provincial sector departments to respond to local needs as outlined within the IDP. This unwillingness plays itself in the non-participation in local government activities by some national and provincial sector departments. Some departments even go as far as to refuse to provide the necessary funding and support required by local government to execute some of the legislated actions, hence, the misalignment, lack of accountability and budgetary process which affect the implementation of projects. Because the IDP is seen as merely a technical exercise, (rather than a strategic one), this attitude also contributes to the silo approach in municipalities themselves, "whereby individual departments in the municipality focus on accountability for compliance and their individual budgets; instead of accountability for outcomes that require integrated planning and a pooling of resources to meet government's strategic objectives"[3].

- Secondly, despite the years since the enactment of the Local Government Transition Act, 1993 [No. 209 of 1993] which brought about changes and transformed local "developmental and autonomous sphere of government", this legislation put local government at the forefront of the country's development agenda. Consequently, through this legislation, the functions of municipalities were significantly transformed and expanded, which meant that their resources capacities also needed to expand. This expansion was reflected in their operational plans and budgets as well as in their organisational organograms.

- Thirdly, the issue of funding and financial viability of local government is another serious challenge that affects the functioning of municipalities. Funding is typically insufficient, and viability is undermined by high servicing costs arising from unsustainable settlement patterns as well as inadequate rating and billing systems for rural municipalities.

Implications for Housing Sector Plan

The capacity of officials responsible for human settlement at local government level are vitally important to the success of sustainable human settlement. Human Settlement projects should be guided by the formulation of a relevant Housing Sector Plan which in turn should inform the preparation of the Municipal IDP.

---

[3] *See Financial and Fiscal Commission: Report on the Public Hearings on Housing Finance, 2012, pg28*

2.4.3 **The unavailability and supply of well-located land**

It has been well documented that South Africa's settlement problems are mainly a legacy of the apartheid planning system, where housing was provided and used as an instrument of social segregation. The unequal distribution of wealth coupled with the class division, both very ubiquitous in South Africa great key barriers to the availability of well-located land.

As both formalised and informal low-income housing developments are often poorly located (on the periphery of cities); the availability of well-located becomes a priority issue; as this has various implications with regard to time spent away from home, time traveling to and from opportunities, and the related cost implications thereof. Even in post-apartheid, South Africa's residential areas continue to be segregated on the basis of race social status or class. This further encourages low income housing on the periphery of the city. The institutional framework has also predominantly favoured the delivery of free-standing units. Coupled with the tremendous pressure to deliver at scale, this has led to low-income housing developments on available, large land tracks which have tended to be located on the periphery.

The lack of local land assembly strategies at local level also contributes to the unavailability and supply of well-located land. Land is a finite resource and therefore disposal should be a matter of last resort. There is a lack of a clear policy framework at national and local government to direct the land assembly process. Most municipalities do not have policies or strategies in place that deal with land assembly.

As a consequence, municipalities often sell well located vacant and under-used land which could have been banked and assembled later for development to generate additional revenue. The problem is further compounded by the fact that they municipalities are sometimes forced to acquire previously owned but disposed land from new land owners at exorbitant prices.

Implications for Housing Sector Plan
The number of unresolved restitution claims within the province has complicated the delivery of human settlement within the province. It is imperative that restitution claims on strategically located land parcels be resolved as soon as possible to allow for its development. Municipal owned land should also be made available for human settlement.

2.4.4 **The continued sprawling of settlements and informal settlements**

Poor planning has resulted in the proliferation of marginalised and disconnected settlements. The continued presence, and growth of informal settlements, which has resulted in little or no access to services or infrastructure in some of these areas is another big challenge facing access to land and the delivery of integrated human settlements. The current settlement patterns reflect spatially a legacy of separation and targeted injustice and inequality, and the persistence of these spatial patterns contradicts the sustainability of cities, towns and settlements.

Most cities in developing countries suffer from land market distortions caused by poor land development and management policies including poor planning, slow provision of infrastructure and services, poor land information systems, cumbersome and slow land transaction procedures, as well as under-regulation of private land development, leading to unplanned development of land, especially on the urban periphery.

4Urban sprawl and low densities contribute to unproductive and inefficient cities as poor households continue to be marginalised by distance and transportation costs, and the lack of agglomeration in many urban centres undermines economic development and efficiency.

Implications for Housing Sector Plan
The HSP should provide clear guidance to promote densification and put measures in place to combat uncontrolled peri-urban development on Traditional Land.

2.4.5 **Land and development costs [5]**

The cost of land and its development is highly dependent on location, and there are other factors like suitability for purpose intended and physical aspects (topographical, biophysical, geotechnical) that also have an effect on cost. For infrastructure costs as well, overall costs are driven by local market conditions that integrate costs for labour, material, and transportation. Yet currently, the policy does not consider the parameters for costs and subsidies and does not take into account the variation of land markets and infrastructure costs between localities and regions. For example, in the research done by the Bureau for Economic Research finds that Gauteng has generally had the

---

[4] See Department of Human Settlement, Functions of the National Department of Human Settlement, the Vision and Mission.
http://www.dhs.gov.za/content/521-vision-and-mission-national-department-human-settlements

[5] This is stated in the study that was commissioned by the Housing Development Agency, in 2014 on Financial Perspectives for the development of the Land Assembly Strategy

lowest costs over the duration of 2013 and other provinces reflect costs of between 10 and 30 per cent higher than Gauteng, with the Eastern Cape generally reflecting the highest costs.

The willing buyer willing seller (WBWS) policy contributes to the high costs of acquiring land. It is currently very expensive for the ordinary applicant as well as for government to acquire land since the grant structure usually provides a small portion of subsidy for land purchasing. The existing grant approach subsequently limits any proactive strategy in which the state purchase land for beneficiaries.

Implications for Housing Sector Plan
Proposals should be made in terms of the assessment of the current housing subsidy mechanism, specifically in terms of the provision of funding for the purchasing of well-located land.

2.4.6 Slow processes in the acquisition and release of land for human settlements

Statistics indicate that land is required to house at least 2.5 million households, who are the poorest living in dire conditions. The apartheid spatial planning, rapid urbanisation, the high cost of providing those services and infrastructure to both in rural and urban areas, the capacity of the state to support integration of planning, human settlements development and public transport to ensure greater urban efficiency together with the complex, inefficient and fragmented institutional frameworks, all these have contributed to the lack of available land as well as the process of acquiring such land for the development of human settlements.

In dealing with this matter the Department of Human Settlements established the Housing Development Agency in 2008 to assist in unlocking and supporting the process of acquiring land for human settlement development. Its main objectives are to identify, acquire, hold, develop and release well–located land and buildings as well as provide project management support and housing development services.

The Agency has now been in existence for at least five years and has adopted various methods to acquiring and releasing land and properties for the development of integrated human settlements. Despite its successes, it has had its share of challenges including:

a) **Lack of capital funding to acquire land** – This has resulted in the Agency's inability of not always acquiring the best suitable parcels of land, due to costs and/ or location of the land. Since its inception, the Agency was not adequately capitalised to be able to acquire land on an open market.

b) **High land costs** – Land, particularly well located land is very expensive. Once land (whether private or public) falls into the public domain, the costs generally rise dramatically. The state owned entities are major owners of non-core land suitable for human settlements. One of the challenges with the state owned entities' land or buildings is that it has to be acquired in a market-related transaction, as these must justify their balance sheets and therefore the state owned entities are not able to merely release land at nominal cost and as a result funding is required.

Also, the cost of land and its development is highly dependent on location, as well as the other factors like suitability for purpose intended and physical aspects (topographical, biophysical, geotechnical) that also have an effect on cost. Overall cost (including infrastructure) is driven by local market conditions that integrate costs for labour, material, and transportation.

c) **Lengthy process of state land acquisitions** – The HDA is challenged with the lengthy processes of state land acquisitions for land from the private and public sectors whereby different legal processes are involved. For public acquisitions, nationally, the three major custodians of public land are the departments of Public Works (DPW), Rural Development and Land Reform (DRDLR) and state owned entities. At a provincial level, the land is held by the Housing Boards and various provincial state-owned entities and at the municipal level, there is municipal–owned land, commonage, and assets of municipal entities where once again there is a requirement for market-related funding.

d) **Communal land** - With regards to the release of communal land for human settlements, compensation is often a major issue. Despite land being owned by the state (i.e. DRDLR), Traditional Authorities often insist on monetary compensation, before transfer could occur. Again, the process of releasing communal land to HDA is fraught with delays due to:

(i) Legislative requirements that significant discussions are needed, to get community resolutions with the traditional authorities in control of the land as well as the communities that have access to that land;

(ii) Various community dynamics involved in the form of informal land rights such as grazing and agriculture and the fact that the community must agree to the envisaged development; and

(iii) The issues associated with security of tenure including the tradeability of the community's rights, their individual or community's ability to obtained for trade-ability, in security for obtain finances or mortgages.

e) **Registration of properties** - In cases whereby the HDA operates on behalf of other state bodies and entities the land must be registered in the Agency's name before it is released

to another organ of state. The issues related to this process include challenges with the expenses associated conveyancing, land holding rights as well as grey areas with the title deed.

Implications for Housing Sector Plan
The HSP should provide a clear guide in terms of which areas are well located for future human settlement, this will allow for the procurement process to commence sooner to ensure the land is secured timeously.

2.4.7 Slow delivery of the land reform process

The slow delivery of the land reform process is a major constraint to development and spatial transformation. The restitution process has had very little impact on the overall transfer of land, particularly in urban areas, as beneficiaries have in a high percentage of cases opted to receive monetary compensation. This has placed greater pressure on the redistribution programme to be the key programme for land transfer, despite its track record as accomplishment of equity has been slow.

The current system is racially discriminatory and fragmented, and is built into the spatial landscape of the country. While some level of success in the form of providing and upgrading title to freehold in urban areas has been recorded, in rural areas on the other hand tenure reform has been painfully slow. Many residents have insecure or illegal forms of tenure, which is both a potential source of conflict and an impediment to investment and development.

Tenure reform is directed towards addressing the state of land administration in communal areas of the former homelands and coloured reserves. These areas make up most of the land in the former homelands; are home to nearly one third of all South Africans and are sites of the deepest concentrations of poverty in the country. Formalisation of tenure in informal areas has also been slow and as a result, many people living in urban areas continue to experience tenure insecurity despite some legal protection through anti eviction legislation.

Implications for Housing Sector Plan
Land restitution claims should be finalised promptly to make the land available for development. Land Tenure is seen as an important measure for investment and development.

2.4.8 **Difficulties in aligning land use planning and management systems**

Traditionally land use management, its systems, devices, and regulations were used in the service of racial and spatial segregation in South Africa (Bollens, 2005). The aims of the apartheid system were for the most part carried out through the dire efficiencies of the planning legislation and its implementation, which maintained spatial segregation and entrenched a racial hierarchy through reserving the provision of rights and services for the white minority. Firstly, while policies on land, housing and social justice have proliferated at national, there has been little advancement and innovation in thinking and practice around land management at local level and micro level, and South Africa's towns and cities continue to develop without an adequate framework for managing land development in a way that supports the goals of democracy, equity, efficiencies and sustainability" (Ovens, et al, 2007).

Secondly, the lack of direction in the implementation of land management policies and inadequate instruments at local level has weakened the ability of cities to capture land-value improvements that

result from public investments in transport infrastructure, or to increase other revenue as a way of increasing public transport funding, particularly for long-term operations, resulting in a relatively weak influence on actual investment decisions of (especially) the private sector.

Thirdly, evidence shows that land-use planning and management processes are often slow, despite legislated timeframes. This is due to the unequal capacity that exists within the different municipalities to cope with land management requirements. According to Berrisford (2006), this occurs due to the shortage of people with appropriate qualifications in land management to deal with the current demand and those who are professionally qualified are often shuffled to other positions, leaving the least qualified to deal with complex policy and technical requirements for which they have neither the training nor the skill. The inability of those in the planning departments to have the time to access the newer legislation and to be trained in its application and implementation affects the levels of available capacity. Such training or support is frequently either unavailable or literally inaccessible to planners and land management professionals in smaller municipalities.

Fourthly, the national land management policy frameworks do not address the challenges and the complexities of the parallel and the co-existence of the land administration systems of first and third world planning regimes, their different levels of need, cost and sustainability of both formal and informal land use systems. There is a contradiction between pending laws on land use management

and communal land rights administration and management[6] and these contradictions have contributed to the lack of adequate land for human settlement, weak land markets, land grabs, and conflicts over ownership.

Fifthly, the unavailability, uncoordinated and inaccessibility of land information is a prevalent constraint to developing an efficient a land management framework. In order to achieve betterment in managing land, there is a need for accurate, reliable and up to date information about land[7]. Challenge of providing a uniform land management system: 'While there is recognition among officials that a rigid "one size-fits-all" system will not be appropriate in diverse environments and applying the same standards across all areas would not be feasible[8].

Implications for Housing Sector Plan
Alignment of planning is an important measure to ensure the establishment of sustainable housing sector plan. The HSP should take cognisance of existing municipal planning and provide guidance for future human settlement within the municipal area.

2.4.9 Summary of Key Legislation that formed the KZN Landscape post 1994

A summary of the most commonly used legislation in terms of development applications are provided for in Table 2.3, including some remarks in terms of the impacts the respective legislation had on the forming of the province.

Table 2.3: Summary of Legislation forming the KZN Landscape post 1994 in terms of development applications

Legislation that formed the KZN Landscape Post 1994		
Provincial	The Natal Town Planning Ordinance No. 27 of 1949	Applicable to the former area of administrative Natal and R293 Towns (The KZN Rationalisation of Planning& Development Act made it applicable across the province) Used as main vehicle for development applications within the province until the DFA, however some municipal areas still preferred the Ordinance. The main reason being that the decision was the Municipality's to make.
Provincial	Amakhosi and Iziphayaniswa	To allow for the establishment and administration of less formal townships in certain areas. Not really used for Township establishment, but did give the right to Inkosi's to allocate land within their TA.

---

[6] McIntosh Xaba & Associates (2003), Land issues scoping study: communal land tenure areas. Department For International Development (DFID) Southern Africa

[7] Kurwakumire, E. (2014) Digital Cadastres Facilitating Land Information Management, Department of Geomatics, Tshwane University of Technology, Pretoria, South Africa

[8] Ovens, W. Kitchen, F. Parnell, S. and Williams, A. (2007) Land management and democratic governance in five South African metropolitan areas: overview report

	Act No. 9 of 1990	
Provincial	Ingonyama Trust Act No. 3 of 1994 & Ingonyama Trust Amendment Act No.9 of 1997	These two statutes created a framework in terms of which the land holdings of the former area of KwaZulu were placed in a trust administered by the King and a Board of Trustees.
Provincial	The KwaZulu Land Affairs Act No. 11 of 1992	The KwaZulu Land Affairs Act repealed the national racially-based Land Acts of 1913 and 1936 with the exception of those sections which would have impacted on the control of land by the KwaZulu government. This Act also set aside the related regulations contained in proclamations R 192 of 1967, R. 1888 of 1969, R. 280 of 1977 and R.293 of 1962. The KwaZulu Land Affairs Act No. 11 of 1992 and its comprehensive regulations were prepared during the 1980's. This Act was intended to be the counterpart of the provincial Natal Town Planning Ordinance, providing the statutory power to regulate land matters in areas outside of the Ordinance, but was not enacted until 1994.
National	The Less Formal Townships Establishment Act No 113 of 1991	This Act was utilized throughout the Province for the establishment of a township where there has been an identified need for housing. LEFTEA was utilized when a developer has established that there is "an urgent need" for housing in an area. It provided a "shortcut" to enable land to be declared and thereby ensure that development can proceed. The Less Formal Establishment Act No 113 of 1991 was used extensively within the former administrative area of KwaZulu.
National	The Development Facilitation Act No. 67 of 1995	KwaZulu-Natal after adoption in 1997 – The DFA was responsible for a large number of development applications within the province as it was seen as an effective system and that decisions was made in a shorter timeframe as the Ordinance. Some municipalities did not support the DFA due to the final decision being taken away from them and made by the DFA Tribunal.
Provincial	KwaZulu-Natal Rationalisation of Planning and Development Act No. 2 of 2008	The KwaZulu-Natal Province was one of the first provinces in the country to engage with the challenges presented by the fragmentation of the old order planning and related legislation. In 2008, the Province enacted the KwaZulu-Natal Rationalisation of Planning and Development Laws Act, 2008 (Act No. 2 of 2008). The Act allowed for the simplification and updating of the provincial planning and development laws by stretching the Town Planning Ordinance, 1949 (Ordinance No. 27 of 1949) to be applicable across the province, standardising scheme clauses in some areas, and repealing certain legislation. This was part of a phased approach adopted by the province for supporting the introduction of the KZN Planning and Development Act, 2008 (Act No. 6 of 2008) later in the same year.
Provincial	KwaZulu-Natal Planning and Development Act No. 6 of 2008	The PDA replaced previous provincial legislation including the Town Planning Ordinance of 1949, and all its amendments, the Pietermaritzburg Extended Powers Ordinance of 1936, and the Durban Extended Powers Consolidated Ordinance of 1976, the Removal of Restrictions Act of 1967, the Statutory Bodies Period of Office Ordinance of 1985, several proclamations, the KwaZulu-Natal Planning and Development Act of 1998 and its amendments, and the KwaZulu-Natal Rationalisation of Planning and Development Laws Act of 2008.

| National	Spatial Planning and Land Use Management Act	One planning system for all planning applications in the Country

3 DIFFERENT SETTLEMENT TYPOLOGIES IN OPERATION

The importance of having a consistent functional settlement typology is to identify, calculate and analyse a set of development information and trends pertaining to the range of towns and cities, as well as high density rural settlements across the province. It enables understanding and analyses of the network of settlements, towns and cities and the hierarchical and functional relationships between them that is essential for the analysis of spatial settlement patterns across the province. There is however a range of different settlement typologies that have been developed (with varying levels of operational application) at national and provincial level, and it is thus necessary to briefly reflect on these and identify a suitable typology for application to this study.

3.1.1 CSIR/SACN Functional Settlement Typology (2013)

The CSIR Functional Settlement Typology was originally developed by the CSIR as part of the National Spatial Trends Overview project (2008-2009) commissioned by the South African Cities Network, The Presidency and former DPLG to inform Cabinet discussions on urban development policy aspects and the process of developing a National Urban Development Framework. The CSIR was later requested to provide support to strategic spatial analysis and planning of the National Planning Commission (NPC) in terms of refining typologies and profiling of settlements and sparsely populated areas. The resulting spatial distribution of cities, towns and settlements according to this typology is set out on Figure 3.1, whilst more detailed definitions are set out in Table 3.1. It is today probably the best known and most widely used settlement typology in use in South Africa and provides a reference framework that could be applied consistently at different locations and geographical scales.

Figure 3.1: CSIR/SACN functional settlement typology (2013)
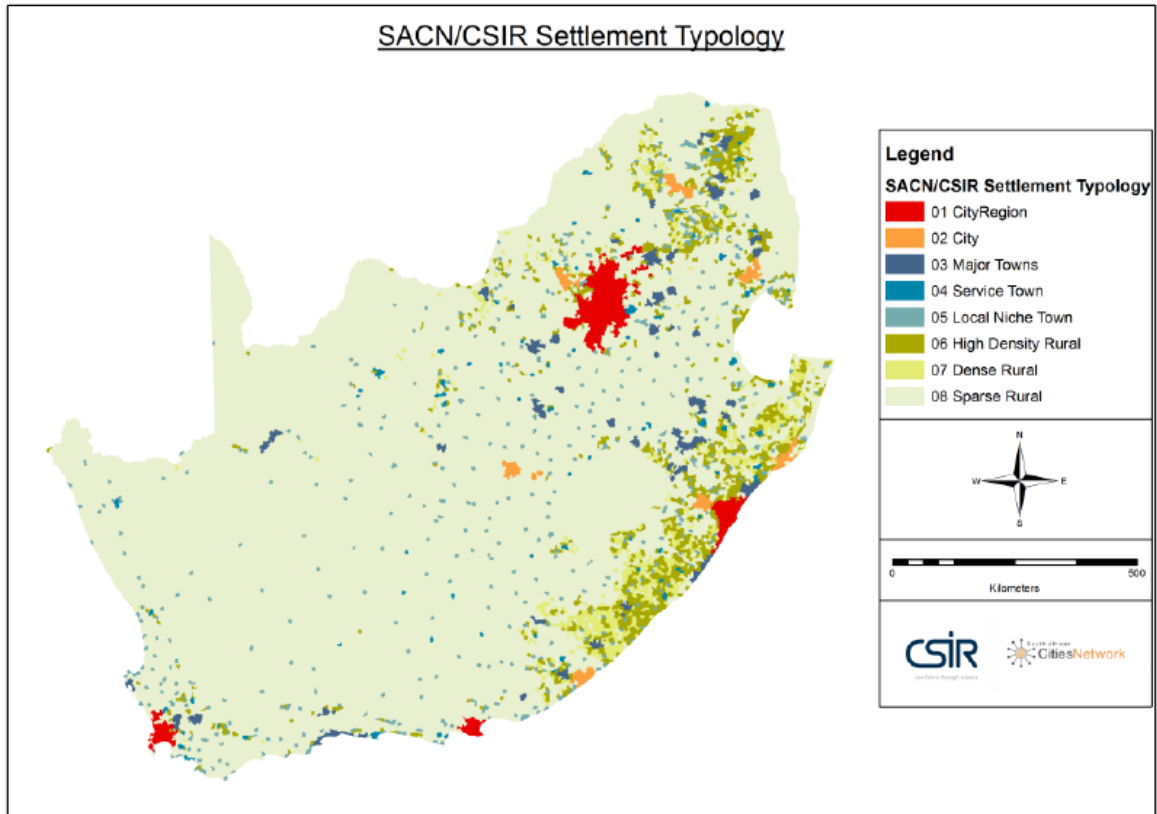
Data Source: Van Huysteen et al, 2015

The understanding and application of this settlement typology within a provincial context however requires at least some knowledge of the underlying factors and methodology that were applied in deriving these categories. A more comprehensive description of these categories and the associated characteristics is outlined in some more detail in Table 3.1.

Table 3.1: Description of categories in the CSIR/SACN functional settlement typology (2013)

City Region Areas	
Population >1million, Government & Economic Services Index >7 EXAMPLES: Global city region: Gauteng Coastal City regions: Cape Town City Region, eThekwini City Region, Nelson Mandela Bay City Region	
City Areas	

Population 500 000 – 1million
Government & Economic Services Index 2-5
 	
EXAMPLES (this includes metro's and secondary city areas)
  Polokwane
  Mbombela
  Pietermaritzburg
  Buffalo City
  Mangaung	

Regional Service Centres	
Regional Centre 1	

Population 300 000 -500 000
Government & Economic Services Index 1-2
 	
EXAMPLES
Regional Service Centres - high population numbers and high economic activity:
  Rustenburg
  Witbank/Middelburg
  New Castle
  Richards Bay	

Regional Centre 2	

Population 100 000 - 300 000
Government & Economic Services Index >0.3
 	
EXAMPLES
Regional Service Centres - high population numbers in densely settled areas:
  Mthata
  Queenstown
  Thohoyandou
  Tzaneen
  Grahamstown
  Mmabatho	

Regional Centre 3	

Population 40 000 - 100 000
Government & Economic Services Index >0.25
 	
EXAMPLES
Regional Service Centres - low population numbers playing a key role in sparsely populated areas:
  Kimberley
  Upington
  Worcester	

Service Town	

Population mostly >20 000
Significant role in hinterland (service Index 0.065-0.25)
 	
EXAMPLES
  Saldanha
  Groblersdal
  Piet Retief
  Bothaville
  Lichtenburg	

Local and Niche Towns	
Population size varies widely Service role in immediate surroundings (Service Index 0.001-0.065) EXAMPLES Local Towns: Alice (EC), Koppies (FS) Niche Towns: Clarens (FS), Prince Albert (WC), Riebeeck-Kasteel (WC)	
High Density Settlement Areas	
Rural Nodes in High Density Settlement Areas - Meso Zones with >100 people/square km OR more than 10 people/square km PLUS Economic activity in service sector - identified as areas within high density settlement areas, with highest levels of access to household income High Density Settlement Areas - Meso Zones with >100 people/square km OR more than 10 people/square km PLUS Economic activity in service sector. These areas typically have very little economic activity, no consolidated town centre/nodes, and a spread out morphological structure.	

Data Source: Van Huysteen et al, 2015.[9]

---

[9] *Van Huyssteen, E., Mans, G., le Roux, A., Maritz, J., Ngidi, M. & Maditse, K. 2015. Updated CSIR/SACN South African Settlement Typology. CSIR document. Available on stepsa.org*

The spatial depiction of this functional settlement typology applied to the Ulundi Local Municipality is outlined on Map 3.1 below. The landscape is dominated by Sparse Rural, Dense Rural and High Density Rural.

Map 3.1: CSIR Settlement Typology
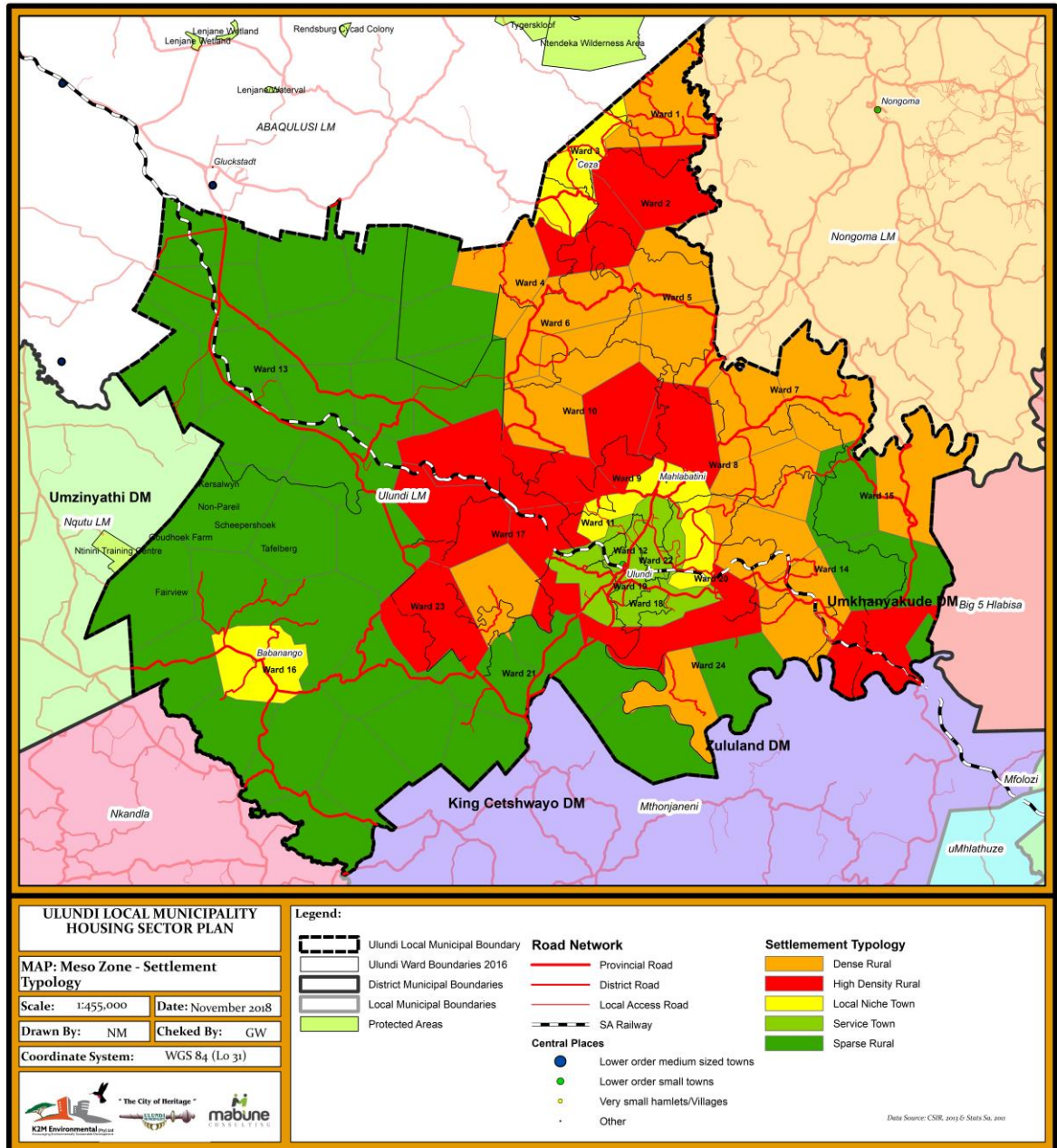
3.1.2 **DRLDR Settlement Typology (2009) and Revised Settlement Typology (2015)**

The Department of Rural Development and Land Reform (DRDLR) in 2009 identified the need to establish an effective system for the gathering of data on urbanisation to inform spatial planning and land use management in the province. The purpose of this initiative was to establish a working definition of urban areas, changing dynamics of the urban edge in urban areas (1994-2008), growth patterns of urban areas (population and area) and land use trends in towns. The specific objectives of this project was:

- To investigate the size of each urban area in KwaZulu-Natal;
- To provide the growth patterns from 1994 to the current urban coverage and size for each urban area
- To establish the projected growth patterns and the location of projected growth of urban areas.

It resulted in a dedicated classification system representing a range of urban areas as reflected in Table 3.3 below.

Table 3.2: Proposed settlement typology in DRLDR 2009 study

Code	Category
	Urban Continuum
0	Dense rural settlement: Rural hamlet
1	Rudimentary small town (formal and / or informal)
1a	Rudimentary service node
1b	Self-serving small center focused around industry/service
1c	Tourism Centre
1d	Golfing Estate
1e	Tourism resort
2	Low order small town
2a	Limited range of services and formal residential
2b	Dislocated dormitory suburb
3	Upper order small towns
3a	Wide range of services plus residential formal layout with services and industries
4	Centre with full range of services and formal housing
5	Emerging metros
6	Full metros

Data Source: DRLDR, 2009

The proportional distribution of the urban population (in 2008) for each of these categories is reflected in Table 3.4 below. This table indicates that between the two extremes of dense rural settlements and rural hamlets on the one hand (category 1) and existing metros on the other hand (category 5), the majority of households in terms of this classification is residing in so-called

"emerging metros" (40.5% of the total population in categories 1 to 5). This category is however only limited to the three districts of Amajuba, uMgungundlovu and King Cetshwayo. A further 21.4% lives in centres with a full range of services and formal housing (category 4).

Table 3:3: Estimated 2008 urban households per district and per category

DISTRICT	% POPULATION PER LEVEL OF URBAN AREA					TOTAL %	ESTIMATED URBAN POPULATION
	1	2	3	4	5		
Umgungundlovu	1.8%	2.5%	15.7%	0.0%	80.0%	100.0%	506,450
Amajuba	1.6%	2.6%	2.0%	0.0%	93.8%	100.0%	295,692
Zululand	9.9%	22.4%	19.8%	47.9%	0.0%	100.0%	217,171
(King Cetshwayo)	3.8%	15.4%	8.3%	18.5%	54.0%	100.0%	191,144
Uthukela	4.6%	13.4%	24.4%	57.6%	0.0%	100.0%	189,215
Ugu	20.1%	17.4%	35.3%	27.2%	0.0%	100.0%	182,677
iLembe	10.3%	9.0%	26.0%	54.7%	0.0%	100.0%	163,255
Umzinyathi	14.9%	39.1%	46.0%	0.0%	0.0%	100.0%	73,867
Harry Gwala	15.8%	5.4%	34.4%	44.5%	0.0%	100.0%	61,132
Umkhanyakude	14.8%	85.2%	0.0%	0.0%	0.0%	100.0%	58,103
PROVINCE	6.9%	13.0%	18.2%	21.4%	40.5%	100.0%	1,938,707

Data Source: DRLDR, 2009

This typology was subsequently revised and refined in 2015 ("Development edges: A settlement typology", DRLDR, 2015). The Settlement Typology Matrix developed for this study, serves to distinguish the similarities and difference between various types of settlements in a more complex conceptualisation of a settlement hierarchy. In broad terms the study distinguishes a number of primary settlement types (DRLDR, 2015):

- **Settlement:** A grouping of residential structures, generally at low densities.

- **Service Point**: A service point provides a concentration of services, potentially both public and private sector, but not necessarily with housing densification or formal housing development in proximity. A service centre will always have some residential development attached, but will not have an established economic base.

- Hamlet: These are settlement areas with populations generally less than 1,000 people and with insufficient thresholds to support a full range first level node.

- **Village**: Generally, there will only be limited tertiary sector activities serving a limited catchment, however, the potential exists for Villages, serving a population catchment of at least 5,000 people.

- **Town:** The sphere of influence of a town includes either the full municipality or an area home to a large portion of the population of that municipality. A town would usually include a number of residential neighbourhoods as well as a clearly defined central business area. An economic base exists or there is the possibility of developing an economic base, possibly with a high reliance on one or more sectors (primary, secondary and/or tertiary sector activity).

- **City:** The institutional, social and economic sphere of influence of a city stretches across the whole District and beyond. The city consists of multiple residential, employment and service nodes. A strong diversified economic base exists (sometimes primary, but always secondary and tertiary sector activity).

The typology matrix further distinguishes between rural, urban, recreational, resource-based and specialised settlements and includes the identification of peri-urban areas and rural transformation areas at the edges of larger towns. The resulting settlement typology matrix is summarised in Table 3.5 below.

Table 3.4: **DRLDR settlement typology matrix (2015)**

	URBAN	PERI-URBAN	RURAL TRANSFORMATION	RURAL	RECREATIONAL/ LEISURE	RESOURCED BASED	SPECIALISED
Nodes (without substantial associated settlement)							Freestanding Service Node Self-Serving Industry/ service focused
Clustered Settlements (without concentrated Nodes)	Na			Imizi (Traditional Council Settlement Areas)	Tourism Centre Golfing Estate Tourism Resort Eco-Estate		
Linked denser settlements (Development adjacent to urban areas and with strong links)		Immediately adjacent to Urban areas. Relatively dense, Planned/Unplanned	Settlements adjacent to Peri-Urban area at lower densities, not serving rural hinterlands.				
Hamlets	A relatively dense settlement, but that does not possess a sufficient threshold population to support the range of facilities to be determined as a village.			A relatively dense settlement, but that does not possess a sufficient threshold population to support the range of facilities to be determined as a village.	A relatively dense settlement, but that does not possess a sufficient threshold population to support the range of facilities to be determined as a village.		
Village	Urban Village			Rural Village	Leisure Village	"Company Village"	Dislocated Dormitory Suburb Formal Residential with limited services
Small Town	Urban Town			Rural Town	Leisure Town	"Company Town"	NA
Medium-Sized Town	Urban Medium Town			Becomes mixed Urban / Rural	Urban Medium Town	NA	NA
Large Town	Urban Town			Becomes mixed Urban / Rural	Leisure Town		NA
City	City			NA	Component of Urban City		NA
Metro	Metro			NA	Component of Metro		NA

The characteristics of the original settlement typology as used in the 2009 study and the proposed updated and more nuanced classification of the 2015 study is compared in Table 3.6 below.

Table 3.5: Comparing previous study settlement typology with recommended settlement typology

DRDLR CLASSIFICATION (AS PER PREVIOUS STUDY)	RECOMMENDED SETTLEMENT TYPOLOGY
	1.NODES (without adjacent / surrounding substantial population)
	1a Rudimentary Free-standing Service node
	1b Self-serving small centre focused around industry/service
	1c Service Centre based Settlement
	2. SETTLEMENT (Imizi or Clustered Settlements)
	Traditional Rural Settlement (no Service Node)
Rudimentary Small Town (formal and / or informal)	3. FOCUSSED / SPECIALISED SETTLEMENT
Rudimentary service node	
Self-serving small centre focused around industry/service	
Tourism Centre	Tourism Centre
Golfing Estate	Golfing Estate
Tourism Resort	Tourism Resort (Coastal, Inland and mountain)
	Eco-Estate
	4. LINKED DENSER SETTLEMENTS
	Denser Peri-Urban (immediate adjacency)
	Rural Transformation (Adjacent to Peri-Urban)
	5. HAMLETS
	Urban Hamlet (with limited Node, if any)
	Rural Hamlet (with limited Node, if any)
	Leisure/Recreational Village (with limited Node, if any)
	Company Hamlet (with limited Node, if any)
Low order Small Towns	6. VILLAGE (1st Tier Single Node)
Limited range of services and formal residential	Urban Village with 1st Tier Node (Basic level Public (Primary School, mobile clinic and mobile library), some Private Facilities, and Formal Residential)

Dislocated dormitory suburb	Rural Village with 1st Tier Node (Basic level Public, limited Private Facilities, and a mix of informal and formal residential)
	Leisure/Recreational Village with 1st Tier Node. (Coastal, Inland and 'Berg') Largely 2nd homes and retirement overtones, i.e. reduced threshold support. (Basic and reduced level Public Facilities (no P School, etc., increased Private Facilities (especially tourism / recreational outlets, and Formal Residential)
	Company Village with 1st Tier Node (A single dominating industry, with Basic level Public, limited Private Facilities, and Formal Residential))
	Limited range of services and formal residential
	Dislocated Dormitory Suburb
Upper order small towns	7. SMALL TOWN (2nd Tier Node)
Wide range of services plus residential formal layout with services and industries	Urban Small Town with 2nd tier facilities (TC & N'hood Nodes services, plus residential formal layout with services and industrial area(s). A single set of 2nd Tier facilities, eg one High School
	Rural Small Town with limited 2nd tier facilities (TC & N'hood Nodes services, plus mix of formal and informal residential layout with services and limited industrial (agricultural orientated) area(s). A single set of 2nd Tier facilities, e.g. one High School
	Leisure/Recreational Small Town with 2nd Tier Node. (Coastal, Inland and 'Berg) Largely 2nd homes and retirement overtones, i.e. reduced threshold support. (Basic and reduced level Public Facilities (reduced No. of P Schools, etc., increased Private Facilities (especially tourism / recreational outlets, and Formal Residential)
	Company Small Town with 2nd Tier Node (A single dominating industry, with Basic level Public, limited Private Facilities, and Formal Residential)
Centre with full range of services and formal housing	8. LARGE TOWN (Multiple 2nd Tier Nodes) (More than one set of 2nd Tier facilities. At this size the Town services both Urban and Rural catchment)
	Large Town with 2nd Tier facilities (TC & N'hood Nodes services, plus residential formal layout with services and industrial area(s). More than a single set of 2nd facilities, eg greater than one High

	Leisure/Recreational Large Town with 1st Tier Node. (Coastal, Inland and 'Berg) Largely 2nd homes and retirement overtones, i.e. reduced threshold support. (Basic and reduced level Public Facilities (limited No of P Schools, etc., increased Private Facilities (especially tourism / recreational outlets, and Formal Residential)
Emerging metros	9. CITY (Multi-Nodal /Polycentric/multiple 3rd Tier Facilities & Nodes)
	City with 3rd Tier facilities (TC, "Community Nodes & N'hood Nodes services, plus residential formal layout with services and industrial area(s). Several sets of 2nd Tier facilities, as well as 3rd Tier facilities, e.g. more than one High School, and tertiary level educational facilities, Regional Hospital(s). Viz a set of N'hood groupings. Several separated Industrial / Commercial areas
Full metros	10. METRO-CITY (Multi-Nodal / Polycentric) with 4th and 5th Tier Facilities & Nodes)

Data Source: Development Edges – A Settlement Typology (updated approach & Data Report, DRDLR 2015.

3.1.3 **Census 2011 Typology**

The 2011 census data also provides some form of typological classification for the various units of spatial analysis used in the census. These include the categories of formal residential, informal residential, traditional residential, collective living quarters, smallholdings and farms. In addition, it also includes a number of other non-residential typological classifications including vacant land, Parks and Recreation, industrial and commercial. A comparative distribution of land area and population according to this classification is summarised in Table 3.7 below.

Table 3.6: Summary of the Ulundi application of census enumeration area type classification

Typology category	% of population
Formal residential	20.63%
Informal residential	0.00%
Traditional residential	76.62%
Collective living quarters	0.06%
Smallholdings	0.00%
Farms	2.69%
TOTAL	100,0%

According to this settlement classification nearly 76.62% of the Ulundi municipal population is residing in areas classified as traditional residential settlements and a further 20.63% in formal residential areas. According to the census information approximately 2.69% of the population lives on farms and 0.06% reside in collective living quarters.

4 POTENTIAL HUMAN SETTLEMENT DEMAND AND PLANNED TARGETS

4.1 POTENTIAL HUMAN SETTLEMENT DEMAND

A Citizen Satisfaction Survey was conducted within KZN; however, the information is only available on district level but it does give a clear indication in terms of the perceptions of the communities at large. The results of the 2015 provincial Citizen Satisfaction Survey identified the provision of housing the second and/or third priority in all districts in the province except Amajuba (see Table 3.1). Job creation was the first priority of respondents in all 10 municipalities including the eThekwini metropolitan municipality.

Table 4.1: Citizen ranking of top 3 priorities that the KwaZulu-Natal provincial government should attend to:

	Priority 1	Priority 2	Priority 3
Amajuba	Job creation	Education & skills development	Education & skills development
Sisonke	Job creation	Provision of housing	Provision of housing
UMgungundlovu	Job creation	Crime prevention	Provision of housing
UMkhanyakude	Job creation	Provision of housing	Provision of basic services like water & sanitation
UMzinyathi	Job creation	Provision of housing	Education & skills development
Ugu	Job creation	Provision of housing	Provision of housing
Uthukela	Job creation	Provision of housing	Provision of basic services like water & sanitation
Uthungulu	Job creation	Education & skills development	Provision of housing
Zululand	Job creation	Provision of housing	Education & skills development
eThekwini	Job creation	Provision of housing	Provision of housing
iLembe	Job creation	Provision of housing	Education & skills development

Data Source: Statistics SA, 2015

As part of this survey respondents were also asked to rate 16 types of municipal services according to their level importance (see Figure 4.1). The scale used ranged from not important at all, somewhat important, important, very important, to critically important. The top five critically important municipal services are water services, electrical services, municipal clinics, sanitation services, and affordable housing. Affordable housing was identified by 34.2% of respondents as a critically important service and by 41.7% as a very important service.

Figure 4.1:Percent distribution of persons aged 15 years and older by ranking of importance of selected municipal services
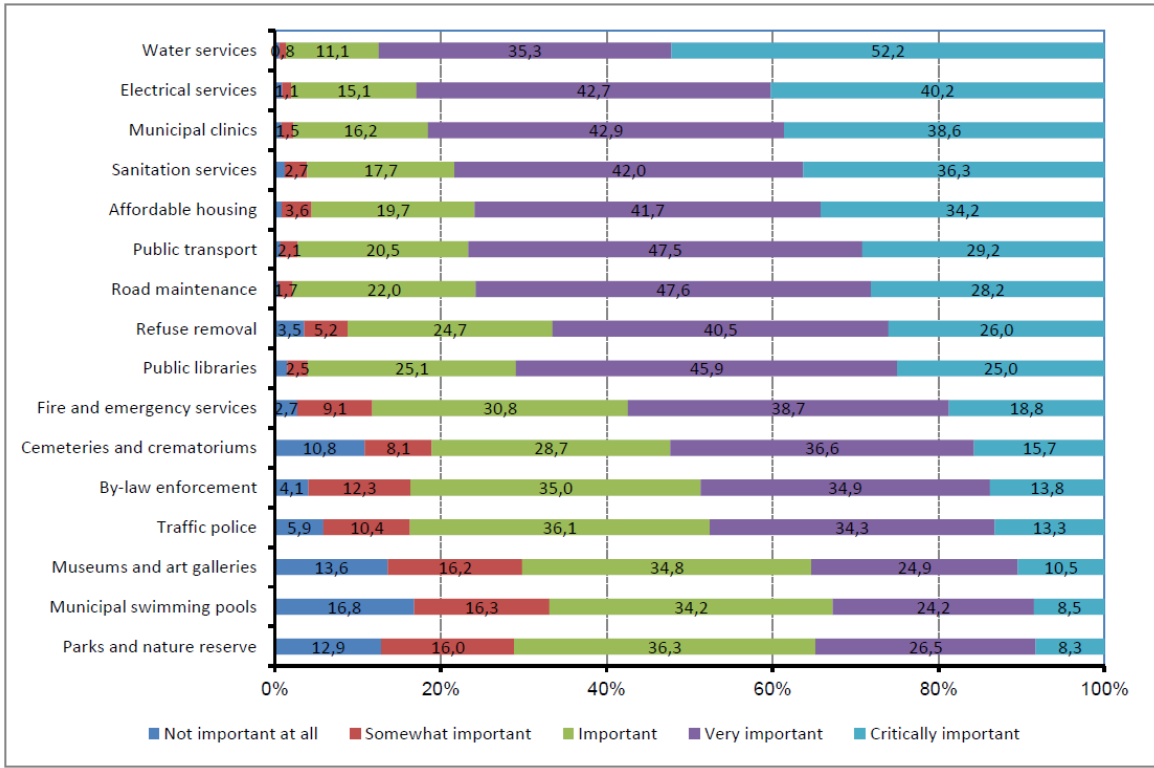
Data Source: Statistics SA, 2015

One of the key inputs in understanding the provincial human settlement patterns and dynamics is a quantification of the potential demand for human settlement, largely driven by the housing needs. It is however always a challenging, and sometimes controversial, exercise to quantify these figures. In an attempt to circumvent these challenges, this section provides a comparative overview of potential housing demand as identified by the different sources and using different approaches and underlying assumptions.

4.1.1 Census Data

The 2011 census data distinguishes between 11 different housing categories under the variable referred to as "type of dwelling". These categories range from brick houses on separate stands to different types of informal dwellings, and other categories such as caravans and tents. The categories that can potentially be regarded as forming part of the housing backlog or demand at a particular location include the following four types:

- informal dwellings located in informal settlements or farms
- informal dwellings in backyards

- traditional dwellings or huts constructed of traditional materials
- Caravan

The category referred to as "caravan/tent" can potentially also be regarded as forming part of the housing backlog but represents only an insignificant fraction of the provincial total and were thus excluded from the analysis.

The total number of informal dwellings in informal settlements is estimated at approximately 91 and the number of informal dwellings in backyards as 180. This implies a total potential housing backlog of 271 represented by households residing in informal structures. The total number of households in the Ulundi LM that are residing in traditional dwellings is a high figure of 11 764. When combining these traditional housing structures with the informal structures it yields a potential housing demand in the order of 12 035. However not all these traditional dwellings constructed of traditional material can be regarded as representing inadequate shelter and thus part of the housing backlog. As a crude measure of the level of adequacy provided by this housing category, it was cross tabulated with the number of rooms available in these type of structures. It was assumed that all traditional dwellings constructed of traditional materials and consisting of two rooms or less represents inadequate shelter and could thus potentially be regarded as part of the housing demand or backlog. A total of just under 3 310 of the traditional housing structures in the Ulundi LM falls in this category, and represents 28.14% of the total number of traditional dwellings in the Municipality.

The traditional housing category is however complex to analyse within the context of potential housing demand and in many parts of the province consists of so-called "iMizi". The uMuzi refers to a number of structures close together were an extended family reside. These homesteads incorporate a mixture of round and rectangular structures constructed of both traditional (mud brick, wattle and daub, thatch roof) and more modern (cement grouted concrete blocks and corrugated iron roof) materials and techniques. The Traditional Authority also has the right in terms of the customary law, the Interim Protection Act and the Iziphanyiswa Act, to allocate residential sites to members of the tribe within the proclaimed Traditional Authority Area. Families are then permitted to build their own houses on these allocated sites, known as iMizi. When children reach adulthood, they generally build their own homes within the very same uMuzi. Many of the Zulu men may have more than one wife, and the Department of Human Settlement caters for this polygamous tradition by providing an additional top structure for each additional wife, should she qualify for the subsidy in terms of the housing code. Members of the rural Zulu nation also bury their dead inside the uMuzi and this is the main reason why many of the people are reluctant to be relocated to another area. Photo 4.1 below gives an extract of a traditional uMuzi within a rural area.

Photo 4.1: Illustration of a Traditional uMuzi

Examples of existing iMizi are depicted in the images below.

As part of the 2015 provincial Citizen Satisfaction Survey respondents were asked to rate their level of satisfaction with the quality of the main dwelling they live in. As indicated in Figure 4.2 more than 80% of those living in informal dwellings indicated being dissatisfied with their dwellings. Important to note is that 70.4% of respondents living in traditional dwellings constructed of traditional material being dissatisfied with their dwellings.

**Figure 4.2: Persons aged 15 years and older by type of main dwelling and whether they are satisfied with the quality of the main dwelling they live in**
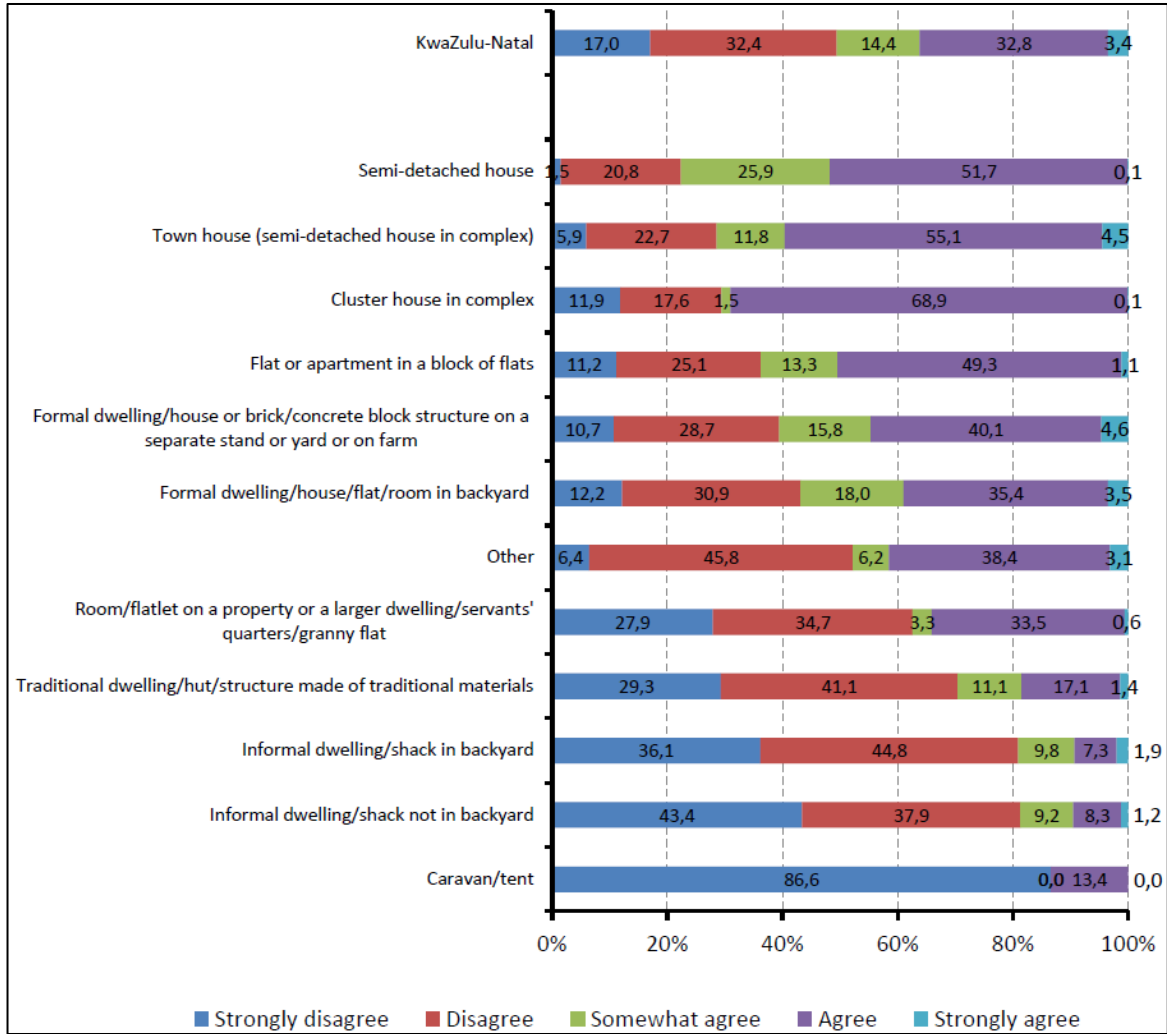
Data Source: Statistics SA, 2015

The information depicted in Figure 4.3 clearly illustrates that the biggest single concentration of potential housing backlog within the province is concentrated in the eThekwini municipality, with the identified three categories jointly representing a need of 162,717 units of which the biggest proportion (111,307) is represented by informal dwellings in informal settlements. The most significant other concentrations of potential demand are located in the two DMs (uMgungundlovu and uThungulu) containing the two other intermediate sized cities within the province with the total estimated figure in the uMgungundlovu district municipality 30,748 units and for the uThungulu DM 28,902.

Figure 4.3: Potential housing demand based on census data (Inf. Dwell., Inf. Dwell. Backyard & Trad. Dwell. 2 rooms or less) for the DM
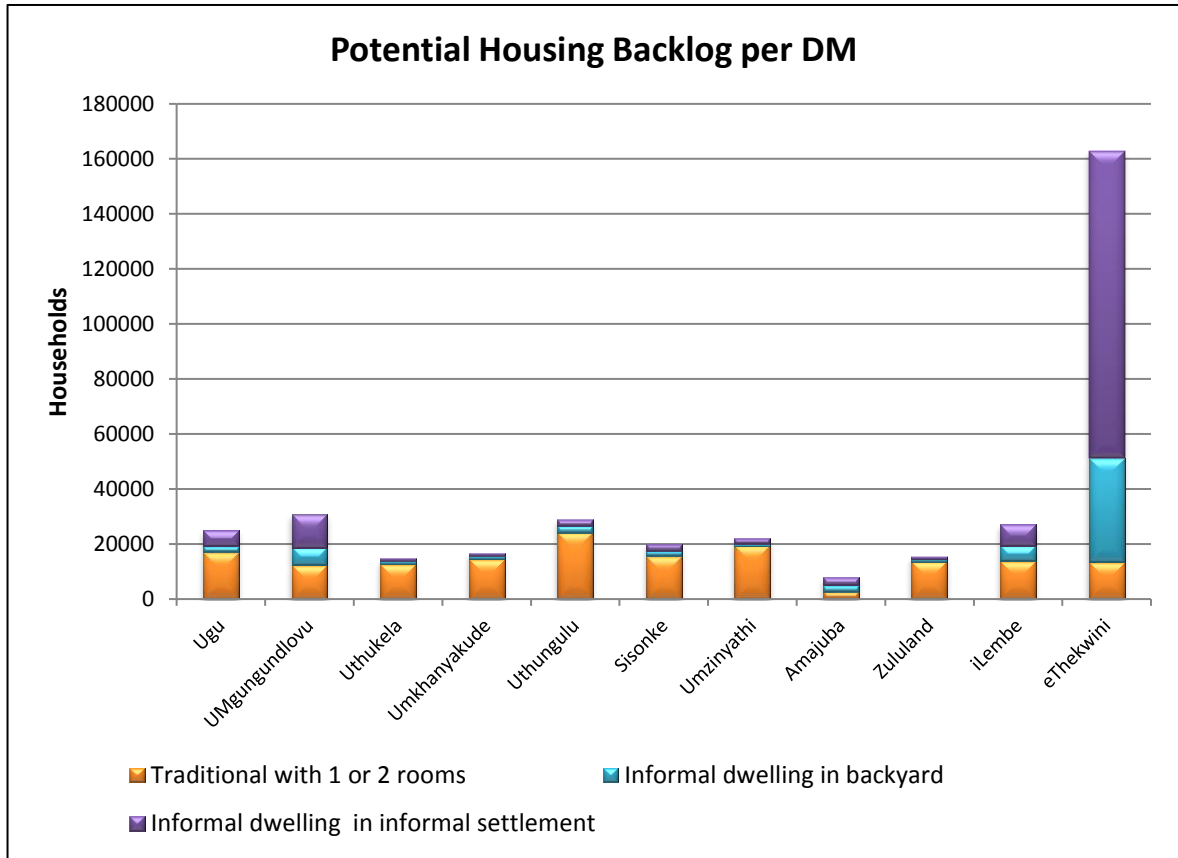
Data Source: Stats SA, Census 2011

The information depicted in Figure 4.4 clearly illustrates that the biggest single concentration of potential housing backlog within the Zululand district is concentrated in the Ulundi municipality followed by the Nongoma municipality (11 960). As per the Figure, the housing backlog estimated for the Ulundi municipality is 12 035. The spatial distribution of the potential housing backlog within the Ulundi LM is reflected on the attached thematic maps.
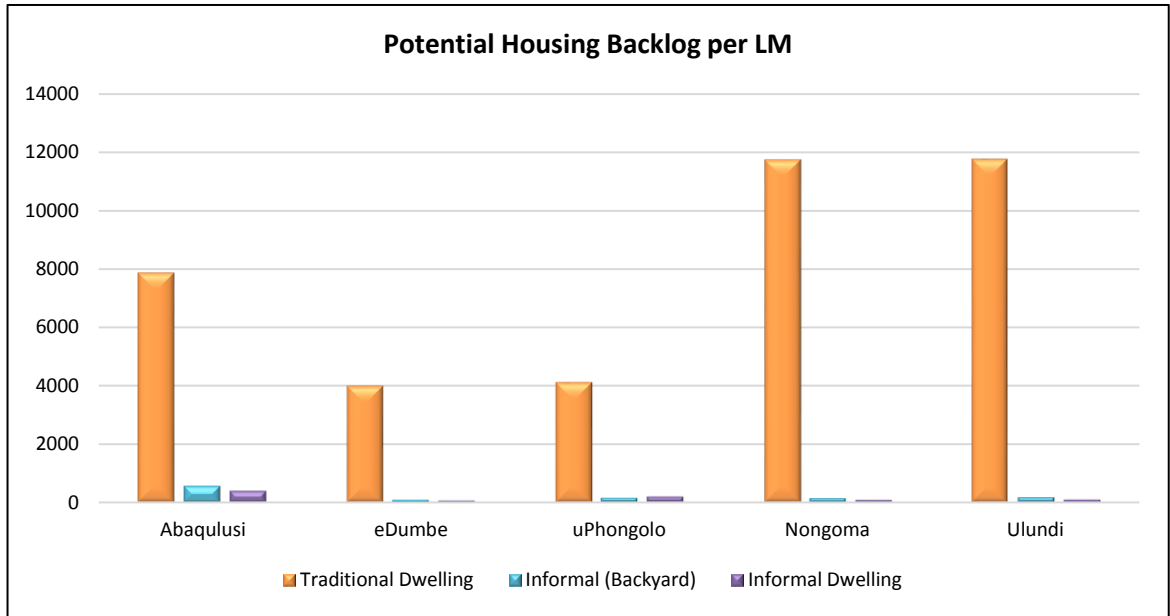
Figure 4.4: Potential housing demand based on census data (Inf. Dwell., Inf. Dwell. Backyard, Caravan &Trad Dwell) for the LMs

Data Source: Stats SA, Census 2011

As indicated in Figure 4.5, the highest housing demand is within Ward 2 of the Ulundi LM with a demand of 1 094 houses, this is followed by Ward 5 (962) and Ward 15 (862).

The estimated housing demand was calculated by utilising the Small Area Layers (SAL). The reason SALs were utilised to determine the housing backlog for each ward, was due to the change of ward boundaries after the 2016 local elections. Supercross could not be used as the information was as per the 2011 ward boundaries.

Figure 4.5: Potential housing demand based on census data (Inf. Dwell., Inf. Dwell. Backyard, Caravan &Trad Dwell) for the Ulundi Wards

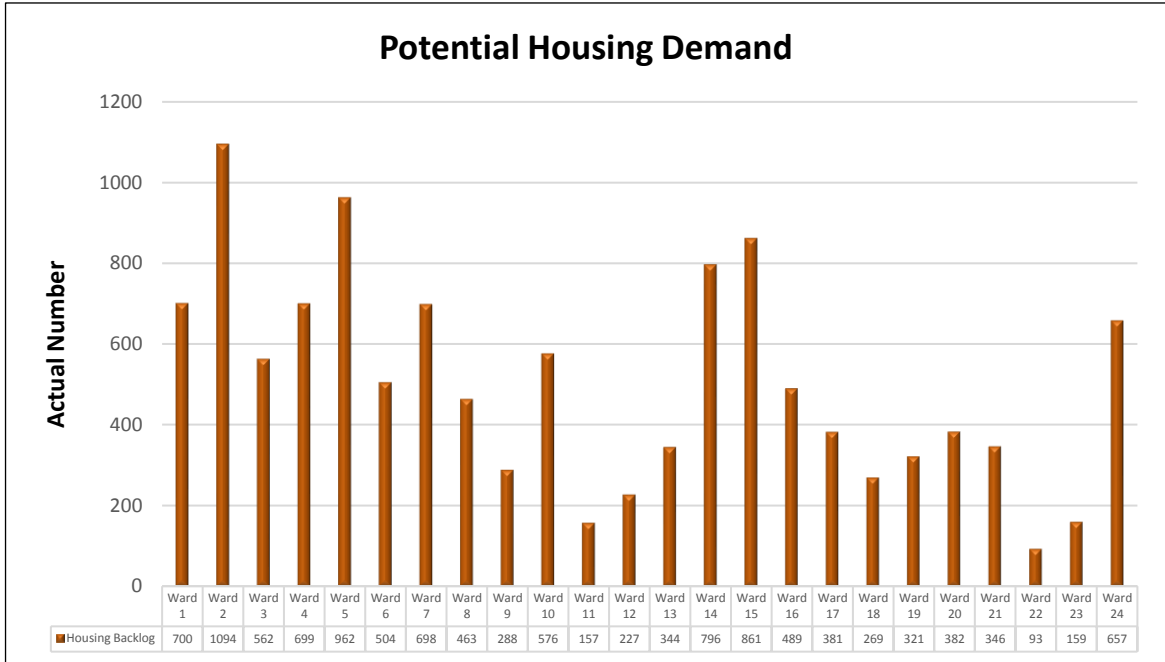
Potential Housing Demand

	Ward 1	Ward 2	Ward 3	Ward 4	Ward 5	Ward 6	Ward 7	Ward 8	Ward 9	Ward 10	Ward 11	Ward 12	Ward 13	Ward 14	Ward 15	Ward 16	Ward 17	Ward 18	Ward 19	Ward 20	Ward 21	Ward 22	Ward 23	Ward 24
Housing Backlog	700	1094	562	699	962	504	698	463	288	576	157	227	344	796	861	489	381	269	321	382	346	93	159	657

Data Source: Small Area Layers, 2011.

As per the Community Survey (2016) illustrated in Figure 4.6, the housing backlog for the Ulundi LM is 17 577. The housing backlog total is broken into Traditional Dwellings (17 271), Informal Backyard (124) and Informal dwellings (172).

Figure 4.6: Potential housing demand based on census data (Inf. Dwell., Inf. Dwell. Backyard, Caravan & Trad Dwell) for the Ulundi Municipality

Housing Backlog

	Traditional Dwelling	Informal Backyard	Informal Dwelling
2016	17271	134	172
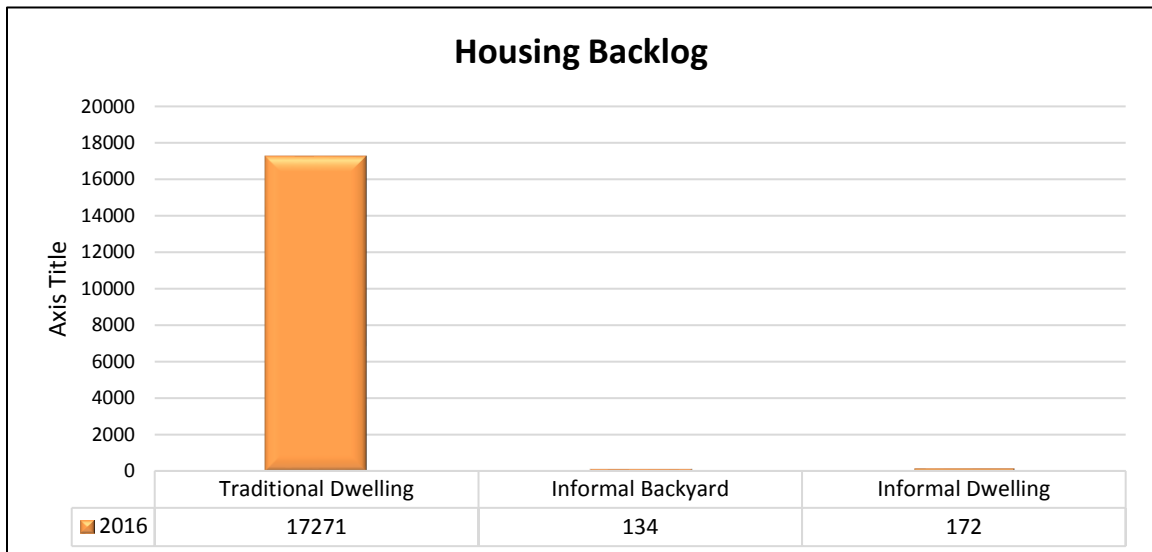
Data Source: Stats SA, Community Survey 2016

4.1.2 Housing Demand Estimates Outline in the PGDS and the Provincial Department of Human Settlement Strategic Plan (2015/16 – 2019/2020)

The Provincial Department of Human Settlement Strategic Plan (2015/16 - 2019/20) gives the provincial housing need as a figure of 382 802 and includes the categories informal structures in informal settlements, informal backyard structures, 30% of traditional structures and the category "other". The provincial housing backlog figure as contained in the Provincial Growth and Development Plan however provides a substantially higher figure of 716 079.
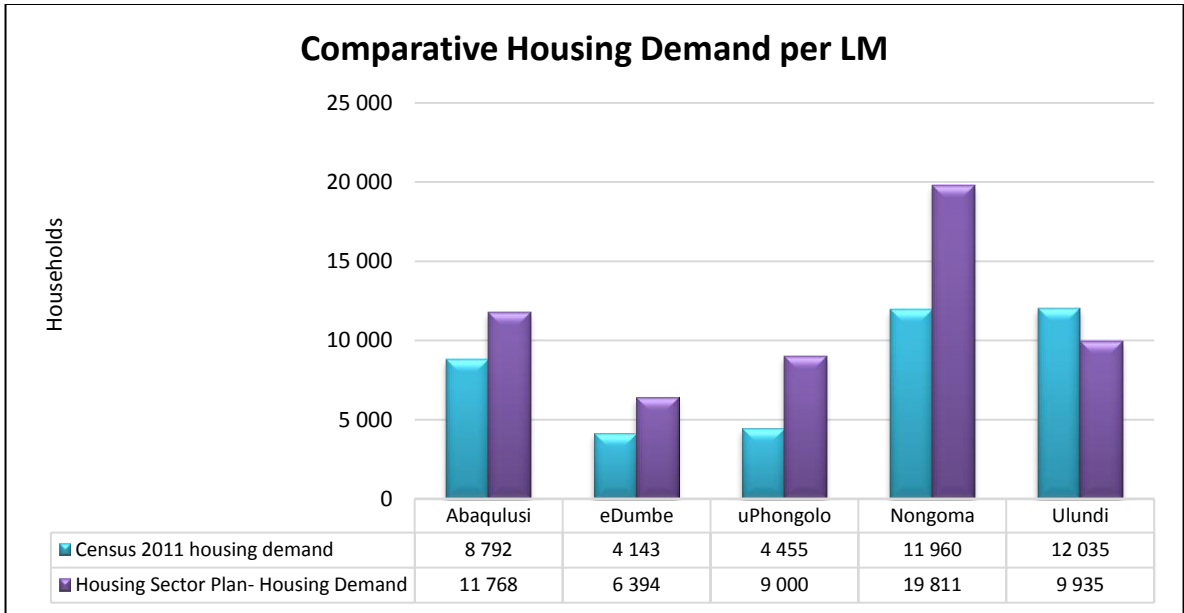
4.1.3 Housing Sector Plans

An assessment was conducted of all Housing Sector Plans to obtain an understanding of the perceived housing demand within the municipalities. The results of the assessment are summarised in the table below. To allow for comparison the Census 2011 housing demand calculated from Traditional Dwellings, Informal Structures and Informal Structures within a backyard has also been included in the table. The most noteable need are located within the Nongoma LM according to the housing sector plan (19 811) when compared to the 2011 Census estimate of 11 472. As per the housing sector plan for the Ulundi LM, the housing backlog is estimated as 9 935, which is significantly higher than eDumbe (6 394) and uPhongolo (9 000). In most instances there are significant discrepancies between the housing demand figures as the housing sector plan estimates are generally much higher than the census based figures.

Table 4.2: Housing demand comparison (Housing Sector Plans & Census 2011)

DM Municipality	Municipality	Census 2011 - Housing Demand	Housing Sector Plan - Demand
Zululand DM	Ulundi LM	12 662	9 935
	Nongoma LM	11 472	19 811
	Abaqulusi LM	8 792	11 768
	uPhongolo LM	4 457	9 000
	eDumbe LM	4 143	6 394

Data Source: Housing Sector Plans & Statistics SA Census 2011

Figure 4.7: Comparative Housing Demand per LM

Comparative Housing Demand per LM

	Abaqulusi	eDumbe	uPhongolo	Nongoma	Ulundi
Census 2011 housing demand	8 792	4 143	4 455	11 960	12 035
Housing Sector Plan- Housing Demand	11 768	6 394	9 000	19 811	9 935

Data Source: Statistic SA Census 2011 & Housing Sector Plans

4.2   HOUSING DEVELOPMENT TARGETS

4.2.1   National

The release of the National Development Plan has increased South Africa's focus on spatial planning. Government's Outcome 8 delivery targets call for upgrading 400 000 households in informal settlements that are on well-located land. This term refers to land with close access to the city core zones, in terms of urban compaction principles: however, so far it has not been possible to develop a clear definition of what well-located actually means in relation to Outcome 8 (StepSA Policy Note 7, 2011)

4.2.2   Provincial

The provincial housing backlog as contained in the 2035 Provincial Growth and Development Plan is 716 079 which is 17.9% of the total provincial households. The provincial target is to decrease this baseline figure by 7% in 2020 and with a further 7% by 2035.The interventions indicated in the PGDP to enable the province to reach the targeted housing demand decrease include:

- Establishing a joint provincial forum addressing human settlements to ensure coordinated and integrated development planning and implementation
- Implementing polycentric nodal development aligned to Provincial Spatial Development Framework to achieve sustainable livelihoods
- Undertaking a comprehensive review of the KZN Human Settlements Strategy incorporating the key focus areas of informal settlements upgrade, social housing, housing in the gap market and a comprehensive rural settlement policy
- Improving the number of households with registrable form of tenure
- Support municipal accreditation to undertake the housing function

4.2.3 **Municipal**

The human settlement targets indicated in the various District Growth and Development Plans are summarised in Table 3.3 below.

Table 4.3: Human Settlement Targets (DGDPs)

KZN PROVINCE		
MTSF Sub-Objectives	**PGDP Sub- Objectives**	**PGDP Primary Indicators**
Adequate housing and improved quality if living environments (with secure tenure, access to basic services and within sustainable settlements)	Develop sustainable human settlements	% of housing backlog: 7% decrease over 5-year period until 2020.
A functionally equitable residential property market (a single functional residential property market)	Develop sustainable human settlements	% of households with registrable form of tenure (excluding ITB land): 3% increase per 5-year period. % Provincial Human Settlement budget spent on formal settlement development: 3% increase over 5-year period.
ZULULAND DM		
Spatial Interventions	**Indicators**	
Densification of settlement patterns Transformation of Informal Settlements	• The 2012 baseline is 30.9%. The 2020 target is 35% and the 2030 target is 50%. • The 2012 baseline is 85.61%. The target to 2020 is 100% and should be maintained at that level into the future. • The 2012 baseline is 75.9%. The target to 2020 is 89% and the 2030 target is 98%.	

4.3   SUMMARY OF KEY ISSUES

- The results of the 2015 provincial Citizen Satisfaction Survey identified the provision of housing as the second and/or third priority in all but one districts. Affordable housing was identified by 34.2% of respondents as a critically important service and by 41.7% as a very important service.

- The housing backlog for the Ulundi LM is estimated as 9 935, which is significantly higher than eDumbe (6394) and uPhongolo (9000). The housing sector plan estimates are generally much higher than the census based figures.

- As part of the 2015 provincial Citizen Satisfaction Survey respondents were asked to rate their level of satisfaction with the quality of the main dwelling they live in. A total of 36.2% indicated that they are dissatisfied with the quality of the main dwelling they are residing in.

5   HOUSING SUPPLY AND DELIVERY TRENDS

5.1   DETAILED INFORMATION FROM HOUSING SUBSIDY MANAGEMENT SYSTEM/ HUMAN SETTLEMENTS DATA

Accurate and comprehensive data on historical housing delivery (location, delivery and budgets) since 1994 proved to be very elusive to obtain during the timeframe available for the preparation of the status quo report. The information that was made available to the research team included a list of projects implemented from 1994 inclusive of type of subsidy and number of units approved. The information was obtained from the HSS section of the Department of Human Settlement. This information allowed for the assessment of projects per Local Municipality but lack a geographical coordinate pre project for detail spatial assessment. The project team however did manage to obtain a list of projects from the Department's GIS Section however the data could not be link to the actual list due to the lack of a common variable.

According to the information received from the HSS section of the Department of Human Settlement, from 1994 until the end of 2013 in the region of 337 407 houses has been completed within the Province. The historical housing delivery figures are summarised per local municipality for the entire Zululand District in Table 5.1 below. From this table it can been seen that 7 450 housing units have been delivered in the Ulundi LM.

Table 5.1: Summary of Housing Delivery within the Zululand District

District	Local Municipality	Description	Delivery as at 2013
ZULULAND DISTRICT (DC26)	ABAQULUSI LOCAL COUNCIL (KZ263)	Properties Transferred	2542
		Serviced Sites Completed	4468
		Units completed	3757
	EDUMBE LOCAL COUNCIL (KZ252)	Properties Transferred	2967
		Serviced Sites Completed	3420
		Units completed	2879
	NONGOMA LOCAL COUNCIL (KZ265)	Properties Transferred	0
		Serviced Sites Completed	0
		Units completed	2279
	ULUNDI LOCAL COUNCIL (KZ266)	Properties Transferred	1064
		Serviced Sites Completed	1749
		Units completed	7450
		Properties Transferred	0

District	Local Municipality	Description	Delivery as at 2013
	UPHONGOLA LOCAL COUNCIL (KZ253)	Serviced Sites Completed	1315
		Units completed	463
Provincial Housing Delivery Summary (2013) – Completed Units			**337407**

Data Source: Department of Human Settlement

The influence of tenure type on housing development and delivery remains a complex and widely debated issue. The well-known work of Hernando de Soto (1989, 2000) and his 'dead capital' hypothesis is potentially relevant to this debate. According to his 'dead capital' hypothesis poverty in less developed countries is the result of the inability of actors in the informal economy to optimally utilise capital goods due to political and regulatory inefficiencies resulting in dysfunctional property, information and financial markets. Although the term 'dead capital' is generally understood to be applicable in an urban context, it refers to all capital goods not recognised in the formal economy, both urban and rural. Although his ideas are not necessarily universally accepted, there are some elements in his arguments potentially relevant to one of the underlying challenges of this project i.e. the issue of legal security of tenure. Geyer and Geyer (2014) provided a comprehensive analysis of opinions both for and against de Soto's arguments. Proponents of formal, institutionalised land titling programmes argue that entitlement is beneficial to property holders since rights stipulated in title deeds are enforceable and, in the long run, provide more security of tenure. Critics of these views however argue that informal, customised institutions are sufficient to secure property rights in certain circumstances. Those that are in favour of customised, informal institutions to secure property ownership justify their view on what they refer to as the 'wastefulness' and 'costliness' of formal titling processes; that state secured title deeds do not necessarily guarantee title holders access to credit; and limitations of titleholders in obtaining credit through localised informal institutions (Geyer & Geyer, 2014).

Within this context it is important from a human settlement perspective to note that a total of 45.7% of the provincial land area is located within traditional authority areas ranging from as low as 14.7% in the eThekwini Metro to as high as 93.2% in the uMkhanyakude DM. The importance of this aspect is further highlighted by the fact that in eight of the eleven district and metropolitan municipalities in the province the majority of the population is residing in tribal or traditional authority areas (Figure 5.1). It is only in the eThekwini metropolitan municipality and the Amajuba and Umgungundlovu DMs where the majority of the population reside in urban areas outside traditional authority areas.
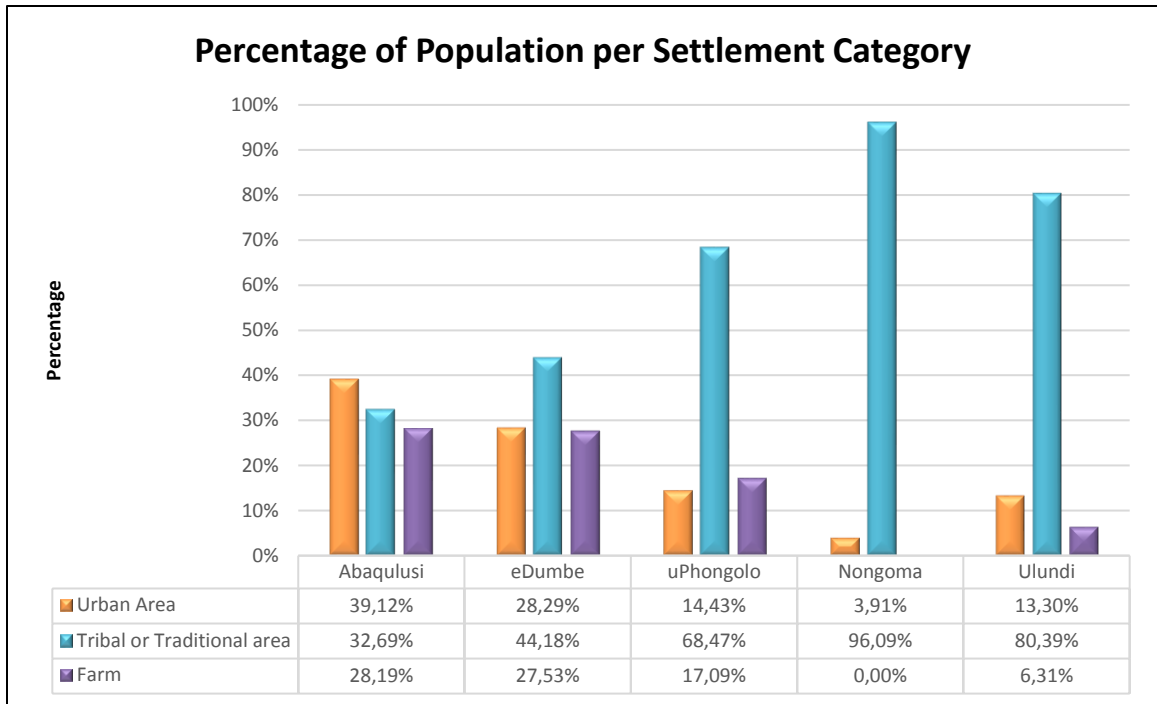
Figure 5.2 makes reference to the population settlement category for the LMs within the Zululand DM. As per the figure, 80.39% of the population of the Ulundi LM reside within "Tribal or Traditional area", 13.30% within the urban areas and 6.31% on farms. The figures indicate that the Nongoma

LM has the highest (96.06%) population which live within "Tribal or Traditional area", which is then followed by the Ulundi LM and uPhongolo LM which has a percentage of 68.47%.

Figure 5.1: Percentage of Provincial Population per Settlement Category
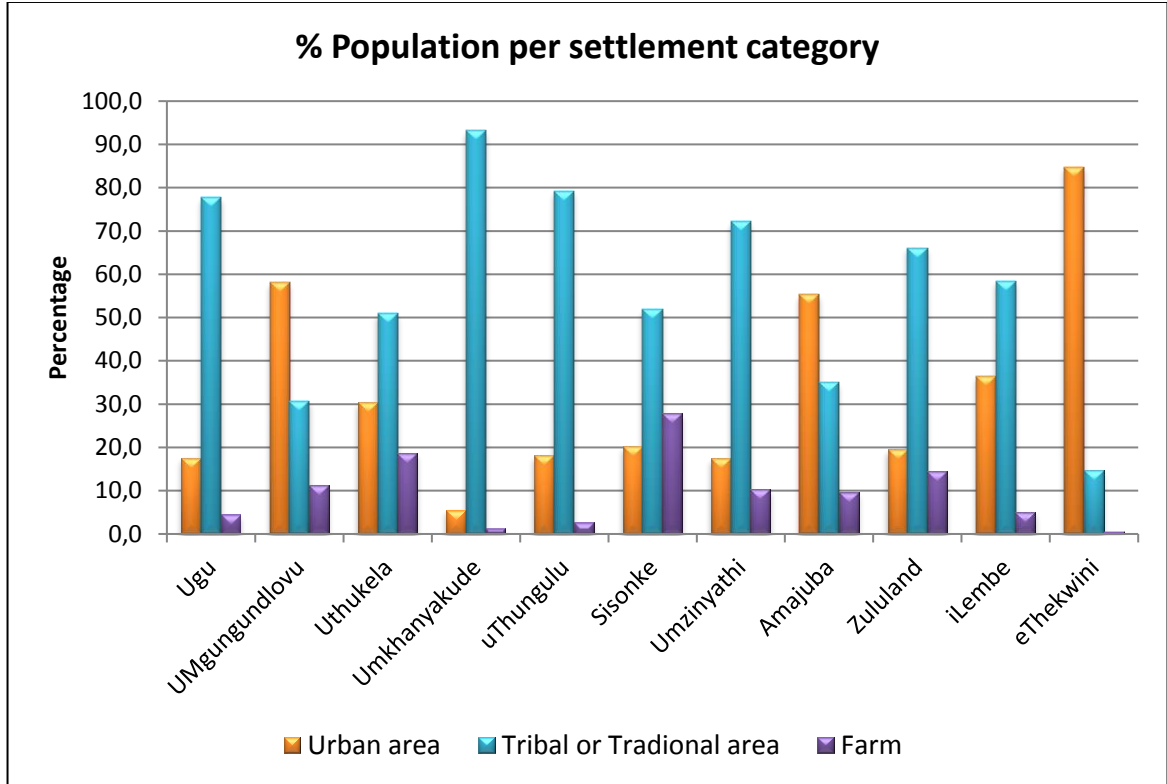
Data Source: Stats SA, Census 2011

Figure 5.2: Percentage of local population per settlement category

Percentage of Population per Settlement Category

	Abaqulusi	eDumbe	uPhongolo	Nongoma	Ulundi
Urban Area	39,12%	28,29%	14,43%	3,91%	13,30%
Tribal or Traditional area	32,69%	44,18%	68,47%	96,09%	80,39%
Farm	28,19%	27,53%	17,09%	0,00%	6,31%

Data Source: Stats SA, Census 2011

A further potential complicating factor relating to land tenure and ownership is the aspect of land restitution claims. There is a general perception of steering away from land affected by restitution claims when initiating housing projects due to its potential impact on the ability to successfully implement and complete projects in these areas. The extent and spatial distribution of land restitution claims and housing projects in the municipality is reflected on the attached thematic Map.

5.2   SUMMARY OF KEY ISSUES

- According to the information received form the HSS section of the Department of Human Settlement, from 1994 until the end of 2013 in the region of 337 407 houses has been completed within the Province, the majority of which in the eThekwini metropolitan municipality.
- A total of 80.39% of the population of the Ulundi LM reside within "Tribal or Traditional area", 13.30% within the urban areas and 6.31% on farms.

6   DEMOGRAPHIC AND MIGRATION TRENDS AND PATTERNS

6.1   POPULATION DISTRIBUTION AND GROWTH TRENDS

Table 6.1 contextualises the population figures and growth rates of KwaZulu-Natal over the period 1996 to 2011 against the other eight provinces in South Africa. Although boasting the second biggest population in South Africa, with an estimated total of approximately 10.3 million in 2011, the provincial population is however very unevenly distributed across space. The information depicted on Map 5.1 clearly illustrates significant concentrations of population in the eThekwini city region, the cities of Msunduzi and uMhlathuze, and the important regional service centres in the Newcastle, Emnambithi/Ladysmith and KwaDukuza municipalities. At a national level the biggest population increase is clearly concentrated in Gauteng with a population growth of 33.7% between the census periods 2001-2011 and the Western Cape, with a rate of 30% over the same period. The overall population growth rates in KwaZulu-Natal has been significantly lower and the provincial population increased by only 11.8% between 1996 and 2001, and decreased to a growth of 7.1% between 2001 and 2011.

Table 6.1: Population Growth by Province

Province	Census 1996	Census 2001	Census 2011	% Change 1996/2001	% Change 2001/2011
Western Cape	3 956 875	4 524 335	5 882 734	14.3	30.0
Eastern Cape	6 147 244	6 278 651	6 562 053	2.1	4.5
Northern Cape	1 011 864	991 919	1 145 861	-2.0	15.5
Free State	2 633 504	2 706 775	2 745 590	2.8	1.4
KwaZulu-Natal	8 572 302	9 584 129	10 267 300	11.8	7.1
North West	2 936 554	3 193 676	3 509 953	8.8	9.9
Gauteng	7 624 893	9 178 873	12 272 263	20.4	33.7
Mpumalanga	3 124 203	3 365 885	4 039 939	7.7	20.0
Limpopo	4 576 566	4 995 462	5 404 868	9.2	8.2
South Africa	40 584 005	44 819 705	51 770 560	10.4	15.5

Data Source: Statistics SA, Census 2011

The population changes at meso-zone level between 2001 and 2011 in the Ulundi LM is depicted on the attached map. The largest population increases have clearly been focused in the municipal towns of Ulundi, Mahlabathini, Babanango and a few settlements located in the eastern and central areas of the municipality. Significant decreases in population were experienced throughout the municipality, more so in the northern and few central areas.

Also important from a human settlement development and perspective is the population density distribution in the municipality. As depicted on the attached map, the overall population densities in most parts of the municipality are very low at less than 1 person/ha. The nodes of high population density clearly correspond with the significant population concentrations with in the municipality as referred to above. The most significant concentrations of high population densities are located in the Ulundi Town.

6.2   MIGRATION PATTERNS AND TRENDS

Population changes as discussed in Section 6.1 are the result of a combination of factors including natural growth rates and migration flows. These migration streams hold significant consequences, financial and otherwise, and have a considerable impact on the proportional budgetary allocations from the national fiscus, to both the sending and receiving provinces and municipalities. Authorities in the preferred settlement areas for in-migrants are also faced with the challenge of providing housing, health, education, and other social and basic services such as electricity, water supply and sanitation to these migrants. These migration patterns are also indicative of household and individual decisions in response to both push factors in the areas of origin and pull factors in the destination areas. It also reflects on both the economic factors (productionism) and quality of life factors (environmentalism) at different locations and its influence on differentiated migration streams. By focusing on total overall population growth trends only, important underlying motivating factors giving rise to various migration streams are often overlooked.

A spatial overview of total in migration, out migration and the resulting total net migration at municipal level is reflected on attached hematic maps. This information is based on the Census data and includes in migration to and outmigration from municipalities both within KZN. It does however not include internal migration taking place within the boundaries of a single municipality. The attached map clearly indicates that the preferred destination areas for in migration is the eThekwini city region, the coastal corridor municipalities of uMhlathuze, KwaDukuza and Hibiscus coast, as well as the Newcastle local municipality. Conversely, the municipalities in the northern parts of the province, the central interior, and the south-western parts received only a relatively small number of in migrants during the period 2001 to 2011.

Outmigration at municipal level clearly originates from two main sources within the province - the eThekwini city region and the Jozini local municipality in the extreme northern parts of the province. As will be illustrated in the remainder of this section these two areas represent the origin of two very distinct migration streams. In the case of Jozini it is mainly focused on destinations within KZN

(including eThekwini metro), while outmigration from the eThekwini metro mainly have the Gauteng and Cape Town city regions as destination. Other notable areas of outmigration, albeit at much lower levels, include the local municipalities of uMhlathuze, Newcastle, Emnambithi/Ladysmith and Msunduzi. The resulting net migration highlights the following important trends:

- The largest total positive net migration at municipal level took place in the eThekwini city region and the two provincial intermediate sized cities of Msunduzi and uMhlathuze.
- Moderate levels of positive net migration were evident in municipalities located in the southern parts of the province, the north-western part, and the areas immediately north of uMhlathuze.
- The majority of municipalities stretching in a broad band from the extreme northern parts of the province, throughout the central parts up to the Okhahlamba LM in the extreme west experienced negative net migration rates between 2001 and 2011.
- The Jozini LM in the extreme northern parts of the province represents the area with the highest single negative net migration rate.

As indicated in Figure 6.1, a total of 54.8% of the total provincial housing demand and 44.2% of all known housing projects since 1994 are located in municipalities that experienced high levels of positive net migration between 2001 and 2011 (Total Net Migration (2001 - 2011) and Housing Projects). In contrast approximately 28% of both the affordable housing demand and projects are situated in municipal areas that experienced negative net migration over this period. This information confirms the relationship between areas of high levels of net positive migration and housing demand. It also indicates that the province has largely managed to avoid the pitfall of initiating large numbers of affordable housing projects in areas experiencing negative net migration.

Figure 6.1: Relationship between affordable housing demand/supply and municipal level net migration
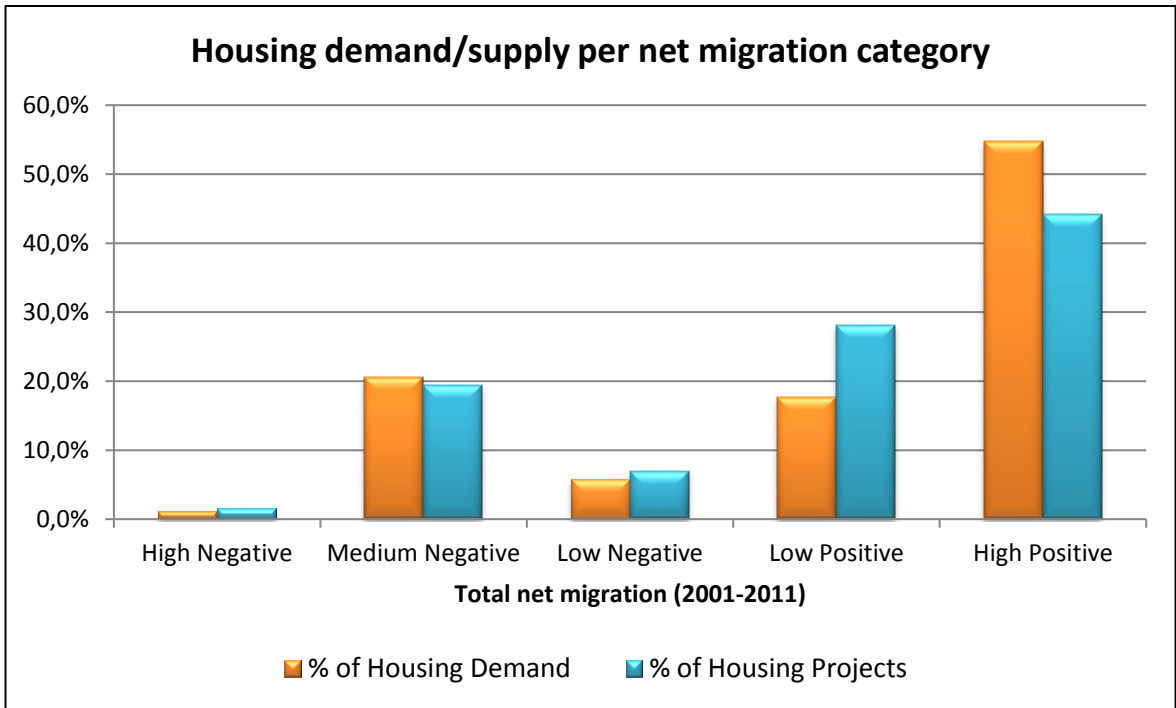
Data Source: Statistics SA,2011

6.2.1 National Context and Provincial Overview of Migration

The interprovincial breakdown of net migration (the difference between total in-migrants and total out-migrants) is outlined in Table 5.2. This information indicates that a total of 2 113 664 persons migrated between provinces over the period 2001 to 2011. Gauteng received the most in-migrants (914 483), followed by the Western Cape (312 013). The total number of in migrants to KwaZulu-Natal was 179 090. The Eastern Cape had the most out-migrants (452 971) to other provinces over this period, followed by Gauteng (367 223) and Limpopo (366 796). The total number of out migrants from KZN over this period was 279 891. These figures imply that only three provinces recorded positive net migration between 2001 and 2011 namely Gauteng (547 260), the Western Cape (192 000) and the North West (30 214). Kwazulu-Natal experienced a negative net migration of 100 801 people.

Table 6.2: Interprovincial Migration 2001 to 2011

		WC	EC	NC	FS	KZN	NW	GP	MP	LIM	Total	Net migration
	Province of destination											
Province of origin	Western Cape	-	32 390	9 103	5 085	10 444	5 344	49 310	4 676	3 661	120 013	192 000
	Eastern Cape	162 380	-	6 717	17 569	81 381	30 575	129 523	14 342	10 484	452 971	-346 452
	Northern Cape	17 669	2 955	-	6 836	4 615	10 775	15 208	3 361	2 006	63 425	-9 678
	Free State	12 150	7 220	6 827	-	7 854	21 715	71 949	9 730	4 888	142 333	-54 843
	KwaZulu-Natal	**25 631**	**19 160**	**2 293**	**10 709**	**-**	**9 852**	**177 639**	**28 087**	**6 520**	**279 891**	**-100 801**
	North West	7 609	3 658	16 229	8 869	5 472	-	92 470	8 706	13 294	156 307	30 214
	Gauteng	68 574	33 493	8 591	29 171	49 235	72 386	-	57 481	48 292	367 223	547 260
	Mpumalanga	7 725	3 275	1 755	3 960	12 511	10 969	103 345	-	21 165	164 705	-1 214
	Limpopo	10 275	4 368	2 232	5 291	7 578	24 905	275 039	37 108	-	366 796	-256 486
	Total	312 013	106 519	53 747	87 490	179 090	186 521	914 483	163 491	110 310	2 113 664	-

Note: Excluding Outside South Africa, do not know and unspecified

Data Source: Statistics SA, Census 2011

The census data did not include specific questions on the reasons why individuals migrate. However, the quarterly labour force survey of the period July to September 2012 included a module on migration, where interprovincial migration was measured for the five years prior to the survey. Migrants in this survey were also asked to report the main reason why they migrated. This was the first time in the QLFS where reasons were asked why people move and this module was not included again in any subsequent rounds of this survey. Although the sample size of the labour force survey is too small to analyse the provincial migration flows in detail, it does however provide important general national patterns and trends. Table 6.3 shows the number of interprovincial migrants and the reasons why they migrated. Just over 53% of the approximately 1.2 million individuals who moved from one province to another in the five years prior to the QLFS Q3:2012 gave labour market related reasons as the main motivating factor.

Table 6.3: Number of interprovincial migrants and distribution of reasons why they moved

Reasons of migration	Number in thousands	Percent
To work*	**382**	**30,3**
Looking for work*	**207**	**16,4**
To live with relative	146	11,5
Other	134	10,6
Family moved	117	9,3
School	109	8,6
Job transfer*	**57**	**4,5**
Marriage	46	3,6
To start a business*	**28**	**2,2**
Adventure	23	1,9
Divorce	10	0,8
Look for land for farming*	**4**	**0,3**
Total	**1 263**	**100,0**

Data Source: QLFS Q3:2012   * Labour market related reasons

Labour market related reasons include work (30,3%), looking for work (16,4%), job transfer (4,5%), to start a business (2,2%) and look for land for farming (0,3%). This implies that most people move for labour market related reasons and thus the impact of migration on the labour market is significant.

A further alternative source of migration data is the Spatial and Temporal Evidence for Planning in South Africa (StepSA) platform developed by the Council for Scientific and Industrial Research (CSIR) and the Human Sciences Research Council (HSRC). They used Independent Electoral Commission (IEC) voter data sets containing voter registration and behaviour data for the elections between 1999 and 2011 along with the number of registered voters in every voting district for each of the six elections. One of the obvious limitations of using voter registration data is that it only represents registered voters. It excludes those that are not eligible to vote such as foreigners and children (under 18 years of age). It also excludes those who simply do not vote and do not bother to register. The IEC migration data also does not represent the entire population and therefore does not replace other migration data such as those recorded through the censuses. Using the flow data model, flow lines were created indicating all flows. (StepSA Policy Note 5, 2013).

Map 6.1: Net Migration Between Provinces (2000 to 2011) Based on Voter Registration Data
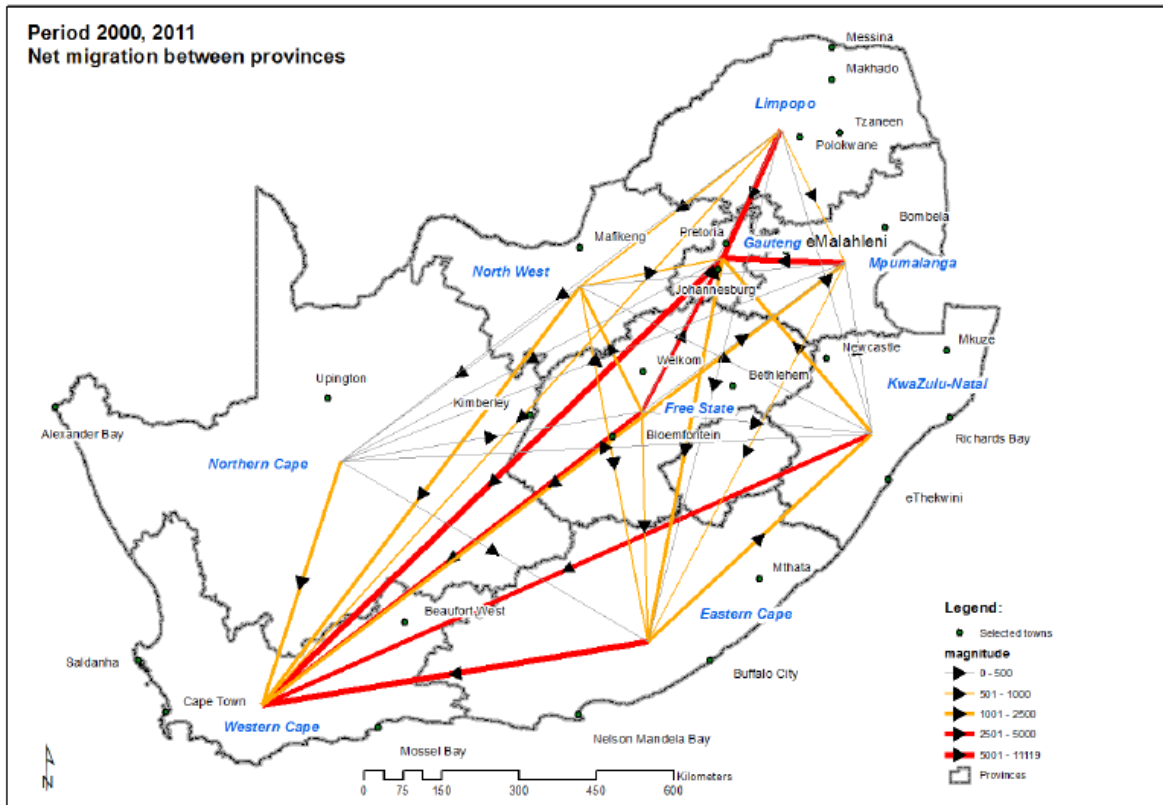
Data Source: StepSA, Available on www.stepsa.org

When considering only net in- or outflow the IEC information indicates that the Western Cape and Gauteng (and to a lesser extent the North-West Province) are net receivers of migrants whilst all the other provinces are net providers of migrants (See figure 5.1). (StepSA Policy Note 5, 2013). Based on the set of information the main migration flows is from KZN to Gauteng and the Western Cape, and from the Eastern Cape to KZN. These patterns largely confirm the overall interprovincial net migration flows based on the census data as depicted in Table 6.3. To conduct inter-municipal migration analysis the same information was extracted at municipal level. Similarly, origin and destination matrices were constructed and flow lines generated to indicate only major net migration trends. The grey and blue areas on Map 6.2 indicate municipalities where a net outflow occurred whilst the orange and red municipalities experienced a net gain through migration. (StepSA Policy Note 5, 2013)

Map 6.2: Net Municipal migration flows from 2000 to 2011
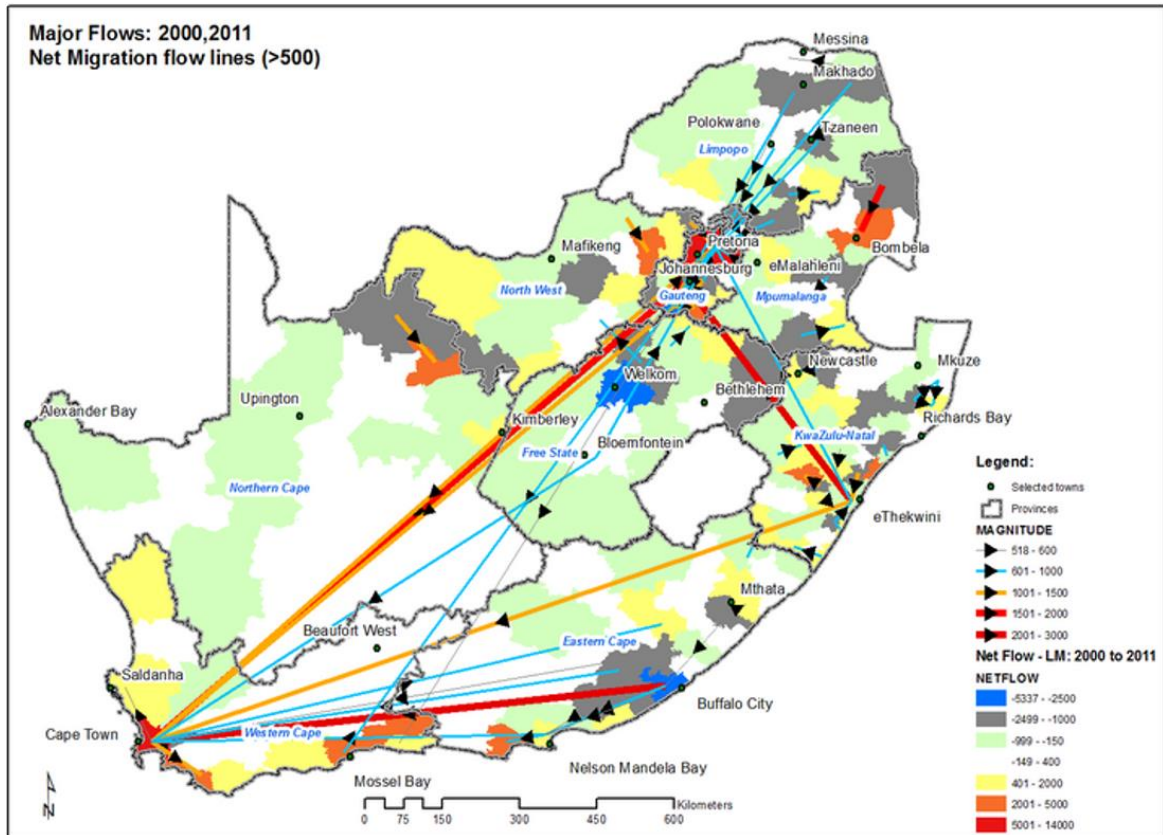
Data Source: StepSA, Available on www.stepsa.org

6.3   SUMMARY OF KEY ISSUES

- The provincial population increased by 11.8% between 1996 and 2001, and decreased to a growth of 7.1% between 2001 and 2011.
- Ulundi LM experienced a negative net migration rate between 2001 and 2011
- The preferred destination areas for in migration to the province is the eThekwini city region, the coastal corridor municipalities of uMhlathuze, KwaDukuza and Hibiscus coast, as well as the Newcastle local municipality.
- Outmigration at municipal level originates from two main sources within the province - the eThekwini city region and the Jozini local municipality.
- The largest total positive net migration at municipal level took place in the eThekwini city region and the two provincial intermediate sized cities of Msunduzi and uMhlathuze.

- A total of 54.8% of the total provincial housing demand and 44.2% of all known housing projects since 1994 are located in municipalities that experienced high levels of positive net migration between 2001 and 2011.

7   SOCIO-ECONOMIC PROFILE AND PATTERNS

The socio-economic profiling is an imperative aspect to undertake when planning development. This section provides details that will inform/guide the identification of the housing need within the uLundi Municipal area.

From a developmental perspective it is important to consider the gender structure of the head of household as depicted on the Figure 6.1 below. The head of household gender structure is fairly equally distributed between males and females in most of the districts within the province. There are however a number of exceptions. The most notable of these is the dominance of female headed households in the Umzinyathi (nearly 60% female headed households) and Harry Gwala DM and the domination of male headed households in eThekwini and uMgungundlovu. One of the potential explanations for this pattern may be the high levels of unemployment and discouraged work seekers in the former two municipalities resulting in significant numbers of the male population seeking employment in other areas of real or perceived economic activity (especially the latter two municipalities) and providing remittances to the rest of the remaining households.

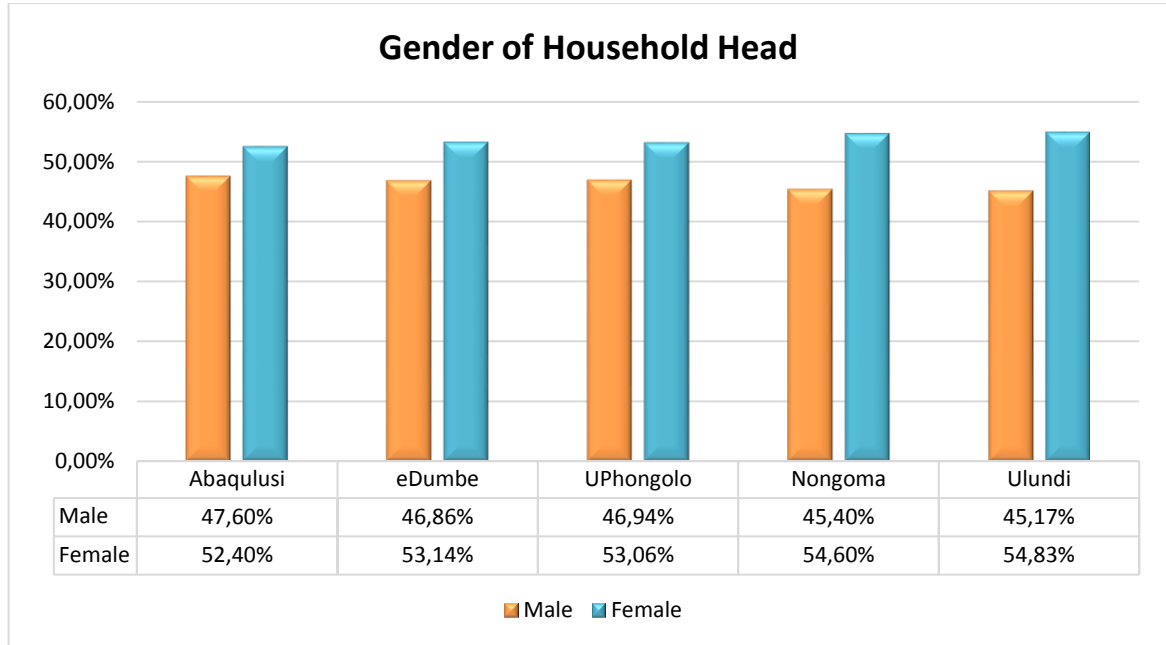**Figure 7.1: Gender of household heads per DM**
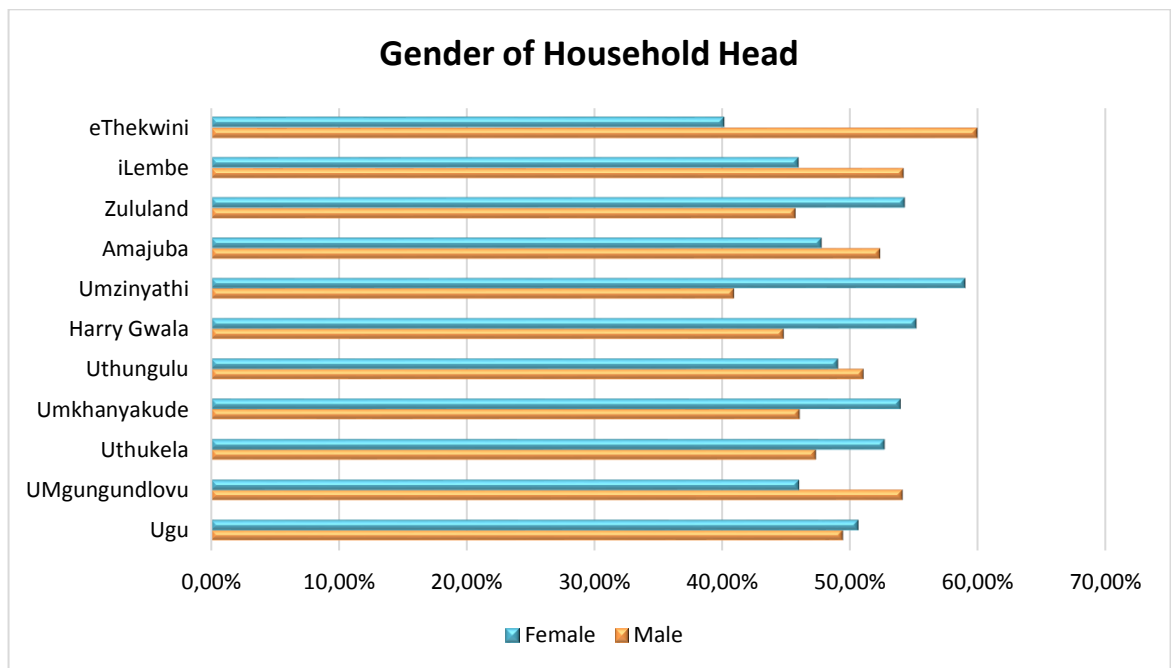
Data Source: Statistics SA, Census 2011

Figure 7.2 illustrates the gender structure for each municipality in the Zululand DM. As per the figure, there is a female domination of households throughout the municipalities. uLundi LM has the highest percentage (54.83%) of female headed households with only 45.17% headed by males. The second

highest municipality with female headed households is Nongoma LM with 54.60% female and 45.40% male headed household.

**Figure 7.2: Gender of household heads per LMs in the Zululand DM**

Gender of Household Head

	Abaqulusi	eDumbe	UPhongolo	Nongoma	Ulundi
Male	47,60%	46,86%	46,94%	45,40%	45,17%
Female	52,40%	53,14%	53,06%	54,60%	54,83%

Data Source: Statistics SA, Census 2011

The female dominant role within the Zululand DM has been persistent over the years, as result of a number of reasons, but mostly contributed by the search of better economic opportunities. When the 2011 census data is compared to the 2016 Community Survey, there is a clear indication that females are still dominant. Figure 7.3 below indicates that in 2016, approximately 54.21% of households are headed by females.

Figure 7.3: Gender of household heads

Gender Profile

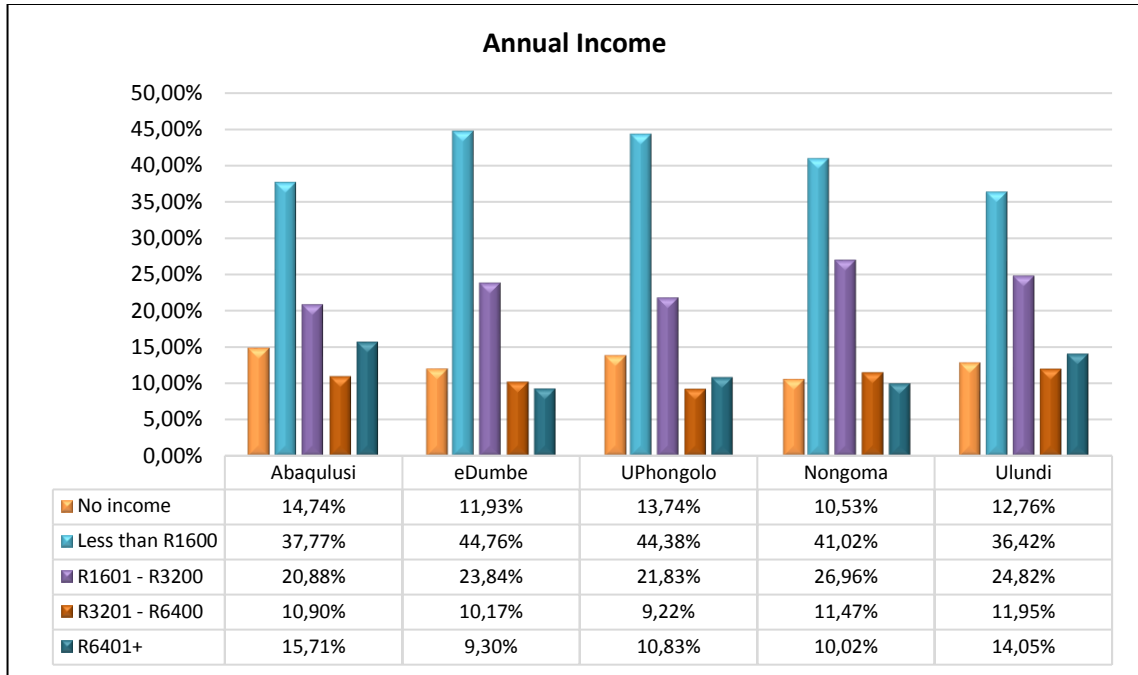|	MALE	FEMALE
2011	45,17%	54,83%
2016	45,79%	54,21%
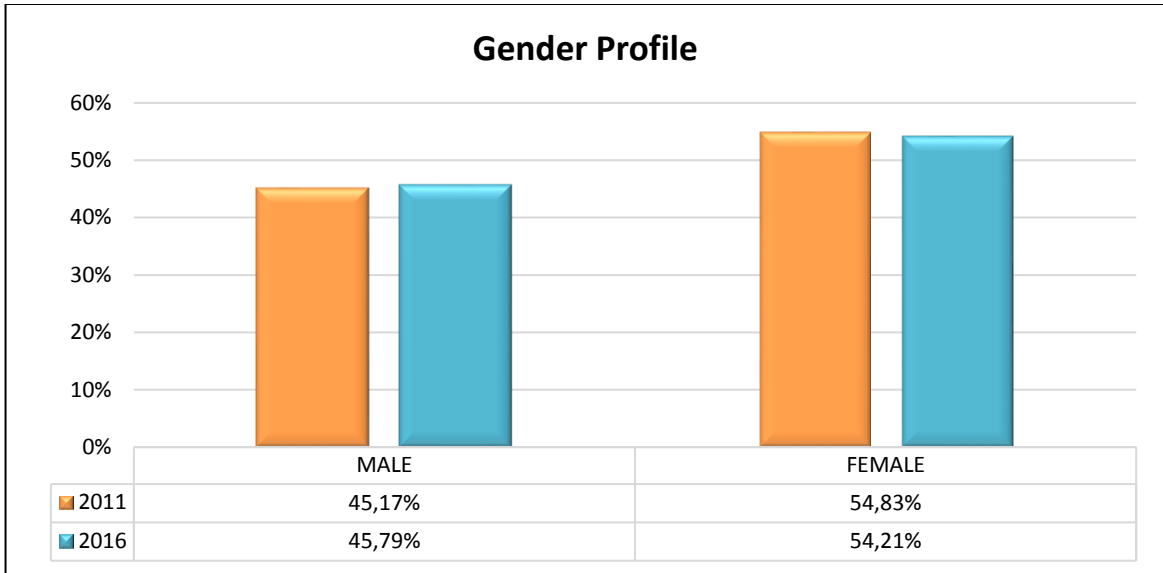
Data Source: Statistics SA, Census 2011 and 2016 Community Survey

The monthly household income for each LM is depicted in Figure 6.4 below. A significant percentage of households across the municipalities have no form of income. Majority of the population earn less than R1600 a month. In the uLundi LM, approximately 24.82% of the population earn between R1601 and R3200 a month, whilst only 14.05% earn above R6401. The uLundi LM has the second highest percentage of the population that earn above R6401 when compared to the other LMs in the Zululand District.

The monthly household income for each LM is depicted in Figure 7.4 below. A significant percentage of households across the municipalities within the Zululand District have no form of income. Majority of the population earn less than R1600 a month. In the Ulundi LM, approximately 24.82% of the population earn between R1 601 and R3 200 a month, whilst only 14.05% earn above R6 401. The percentage of the population that earn above R6 401 in the Ulundi is significantly higher when compared to the other LMs in the district.

Figure 7.4: Annual Household Income per LMs in the Zululand DM


Annual Income

	Abaqulusi	eDumbe	UPhongolo	Nongoma	Ulundi
No income	14,74%	11,93%	13,74%	10,53%	12,76%
Less than R1600	37,77%	44,76%	44,38%	41,02%	36,42%
R1601 - R3200	20,88%	23,84%	21,83%	26,96%	24,82%
R3201 - R6400	10,90%	10,17%	9,22%	11,47%	11,95%
R6401+	15,71%	9,30%	10,83%	10,02%	14,05%

Data Source: Statistics SA, Census 2011

A further more detailed depiction of the low income for the Ulundi LM is depicted on the attached map. This map indicates that the majority of households earning less than R3 200 per month are located in the eastern and central parts of the municipality.

The South African Multidimensional Poverty Index (SAMPI) which was published for the first time in 2014 (Statistics South Africa, 2014). The index measures multiple deprivation in the population and among households using information on four domains, namely: (1) health (child mortality); (2) living standards (energy for lighting, cooking and heating; access to piped water; type of toilet facility; ownership of certain assets/durable goods; type of dwelling); (3) economic activity (unemployment); and (4) education (years of schooling and school attendance). Figure 7.5 relates the SAMPI headcount with grants as a percentage of total income of municipalities and shows a strong positive relationship between the two variables - municipalities with higher poverty headcount tend to also have government grants as their main source of income.
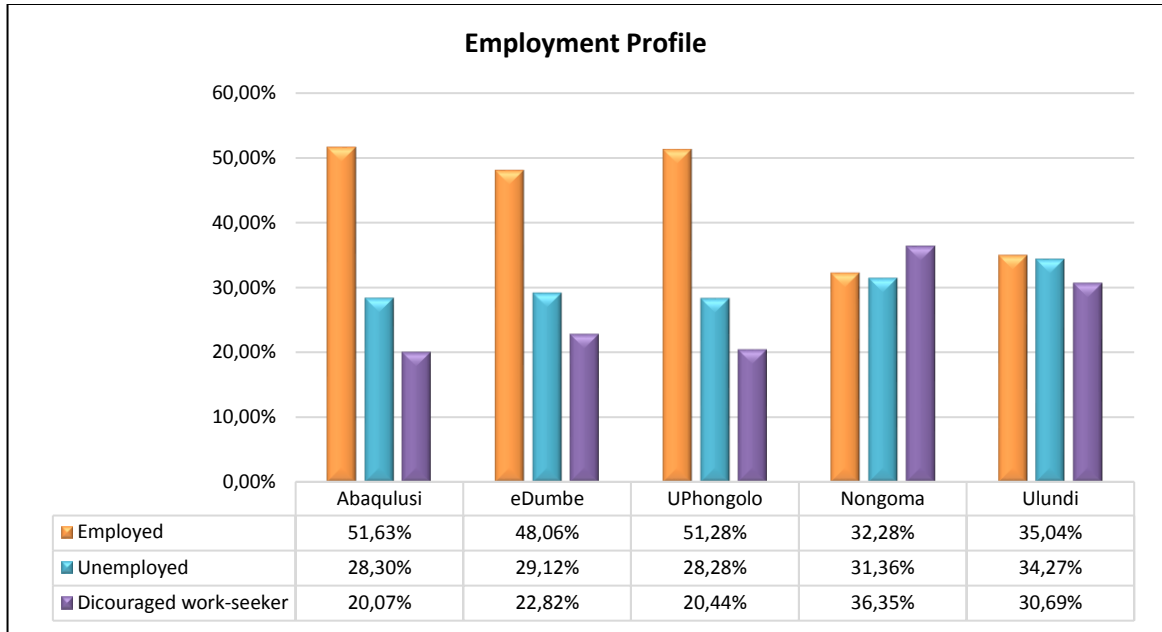
Figure 7.5: Municipal SAMPI poverty headcount in 2011 and proportionate share of grants in total income in 2014, KwaZulu-Natal Municipalities
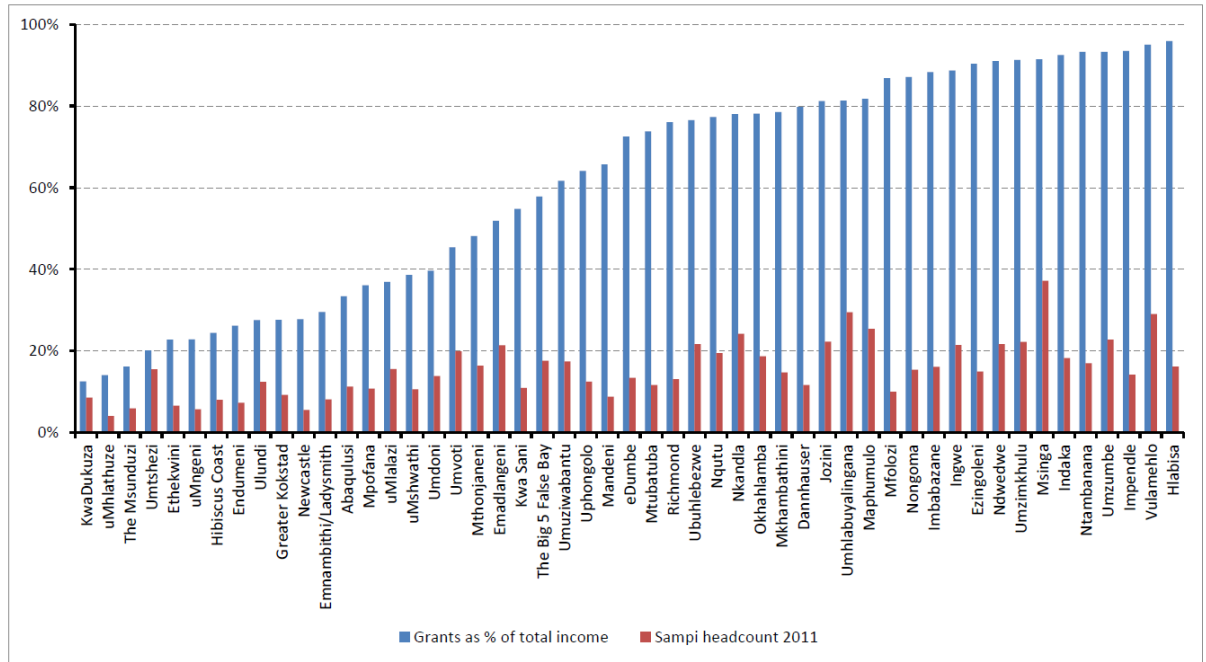
Data Source: Statistics SA, 2015

The low levels of affordability and extensive occurrence of poverty is clearly closely correlated with the economic status of the municipal population. As indicated in Figure 7.6 approximately 35.04% of the Ulundi LM population is employed, which is the second highest when compared to the rest of the municipalities in the district. The proportion of the economically active population classified as unemployed generally falls within the 28% to 35% range across the Zululand District Municipalities. When comparing the unemployment rate within the district, Ulundi LM has the highest unemployment rate with 34.27% followed by Nongoma with 31.36%.

**Figure 7.6: Employment status of economically active population**

	Abaqulusi	eDumbe	UPhongolo	Nongoma	Ulundi
Employed	51,63%	48,06%	51,28%	32,28%	35,04%
Unemployed	28,30%	29,12%	28,28%	31,36%	34,27%
Dicouraged work-seeker	20,07%	22,82%	20,44%	36,35%	30,69%

Data Source: Statistics SA, Census 2011

The spatial distribution of unemployment at individual settlement level is depicted on the attached map and clearly illustrates the widespread occurrence of unemployment rates in excess across the municipality. The proportion of discouraged work seekers (economically active population who are unemployed and are not actively seeking work anymore) in uLundi LM are the second highest in the district with a percentage of 30.69%, while the Nongoma LM having the highest rate (36.35%).

The spatial distribution of discouraged workseekers as indicated in the attached map and Figure 7.7 indicates a very high concentration of discouraged workseekers in the eastern and portions of the western part of the municipality. This aspect is likely to act as an important push factor in migration decision-making of the population, and is likely to contribute to continued out migration of the economically active population from the municipality.

One of the critical challenges identified in the National Development Plan 2030 is the extremely high levels of unemployment amongst the youth of South Africa. As indicated in Figure 7.8 a total of 40.77% of the unemployed population is between 15 and 24 years of age and a further 23.07% between 25 and 34 years. This implies that as much a 63.84% of the unemployed population in the municipality is younger than 35 years of age. Moreover, a total of 57.04% of the discouraged work seekers falls within this young economically active age category. From this segment of the economically active population that are employed 79.48% are in formal employment, 13.97% are active in the informal sector, and a further 6.54% are employed by private households (Figure 7.9).

Figure 7.7: Age Breakdown of Discourage Workers

Age Breakdown of Discourage Work Seeker

	15 - 24	25 - 34	35 - 44	45 - 54	55 - 65
uLundi LM	30,41%	26,63%	18,80%	14,18%	9,97%
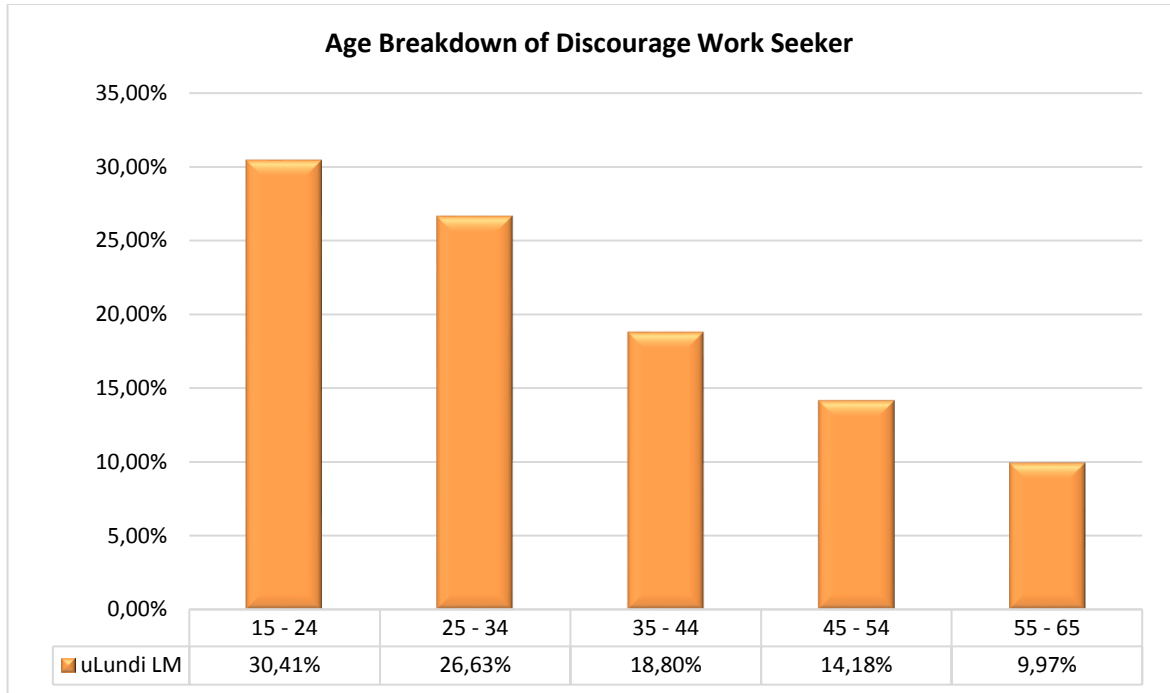
Data Source: Statistics SA, Census 2011

Figure 7.8: Age breakdown of unemployed

Age Breakdown of Unemployed

	15 - 24	25 - 34	35 - 44	45 - 54	55 - 65
uLundi LM	40,77%	23,07%	14,14%	12,58%	9,44%
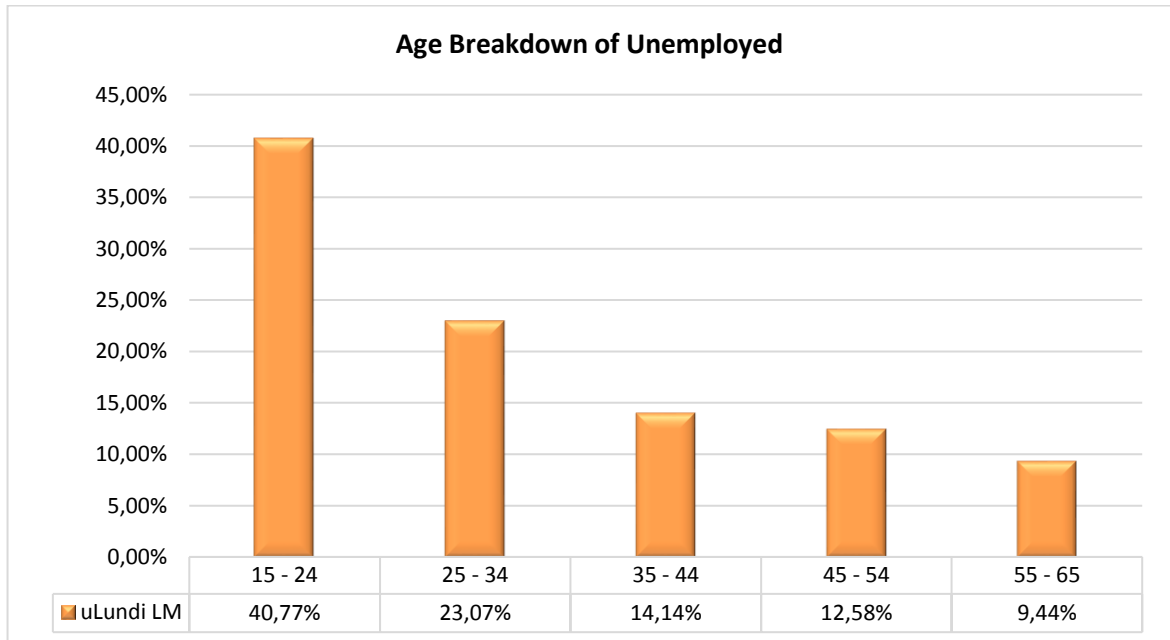
Data Source: Statistics SA, Census 2011

Figure 7.9: Employment Sector
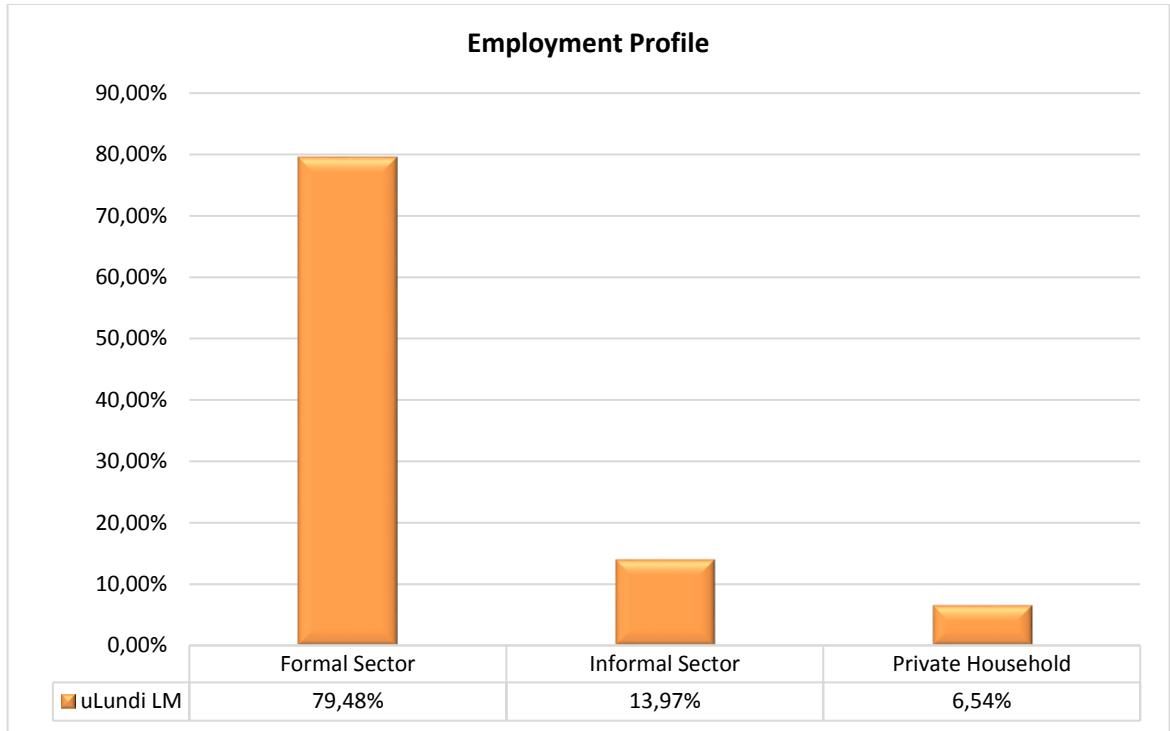
Data Source: Statistics SA, Census 2011

The distribution of economic output and activities in the province is highly concentrated within the Ulundi town and Ceza. The other notable concentrations of economic production are in the central, northern and eastern sections of the municipality. Even more important from a human settlement development perspective is the growth trends in economic activity. The information depicted on attached map indicates the change in GVA between 2001 and 2013. What is notable from these patterns is that the only significant increases in economic output are confined to the town of Ulundi.

The tress index indicates the level of concentration or diversification in an economy. It is estimated by ranking the nine sectors according to their contributions to GVA or employment, adding the values cumulatively and indexing them. A tress index of zero represents a totally diversified economy, while a number closer to 100 indicates a high level of concentration. An increase in the Tress index value is indicative of a local economy becoming more concentrated in a select number of economic sectors. The information depicted in Figure 7.10 generally shows that the local economies at district level are becoming more concentrated in specific economic sectors. Some of the larger local economies such as eThekwini and Amajuba are clearly more concentrated in focused economic sectors and reflect a somewhat higher tress index compared too many of the other districts.

**Figure 7.10: DM Tress Index**
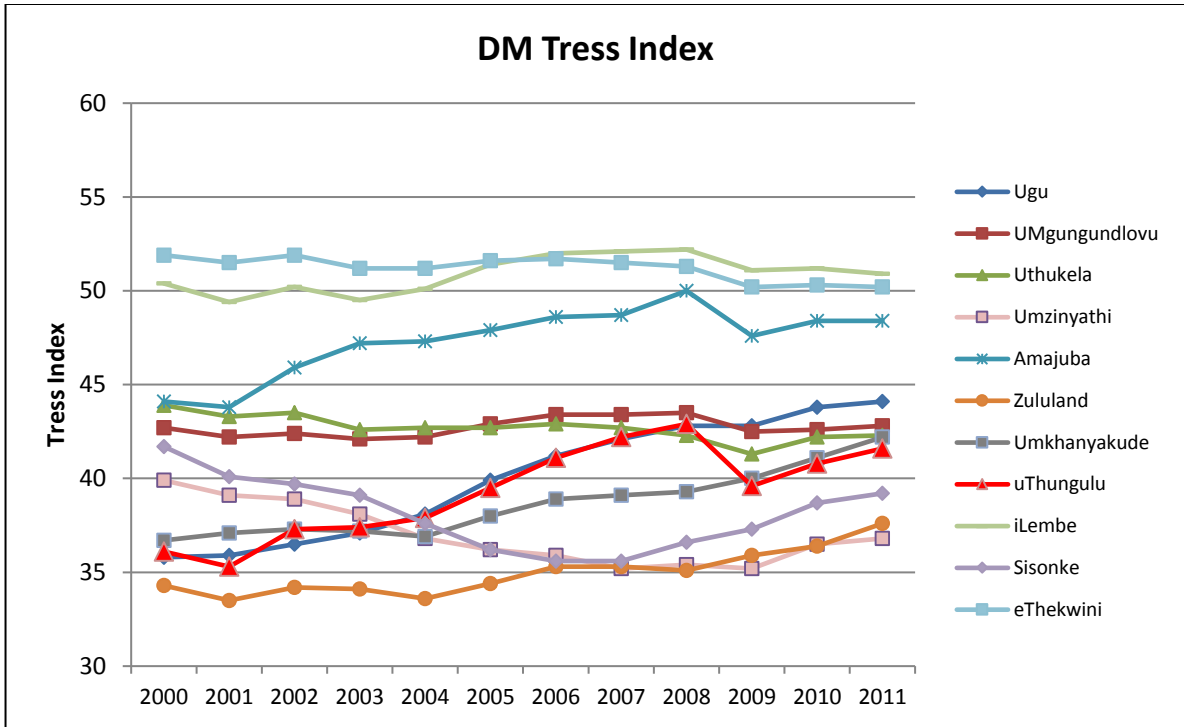
Data Source: Quantec

A summary of key issues identified in this section include the following:

- Approximately 54.83% of houses within the uLundi LM are headed by females and 45.17% by males.

- In the uLundi LM, approximately 24.82% of the population earn between R1601 and R3200 a month, whilst only 14.05% earn above R6401. The percentage of the population that earn above R6401 in the uLundi is the second highest when compared to the other LMs in the district, Abaqulusi LM being the highest.

- Ulundi LM has the highest unemployment rate with 34.27% followed by Nongoma with 31.36%.

- The distribution of economic output and activities in the municipality is highly concentrated within the uLundi Town.

## 8   INFRASTRUCTURE AVAILABILITY AND CONSTRAINTS

There are large parts of the province where settlements are still reliant on untreated and unreliable sources of water. The notable exceptions are the eThekwini metro where more than 90% of households are provided by a regional or local water supply scheme, the Amajuba DM (nearly 85% of households) and uMgungundlovu DM (75% of households). Conversely in districts such as Zululand, Umzinyathi, Harry Gwala and Umkhanyakude have less than 50% of households that are serviced by a regional or local water scheme. The situation is particularly severe in the Harry Gwala DM where nearly 44% of households are reliant on untreated water sources (spring, dam, pool, or river), the Zululand DM (32%) and Umkhanyakude DM (30%).

Figure 8.1: Regional/ local water scheme as household source of water (DM level)
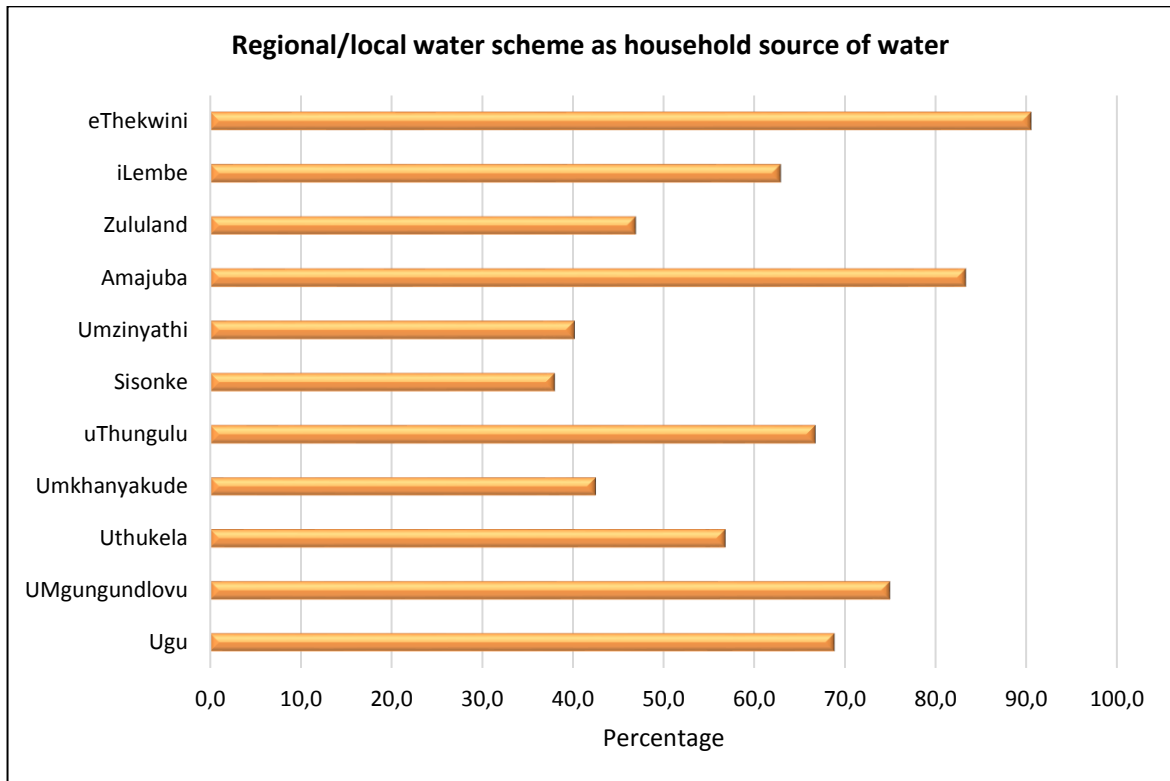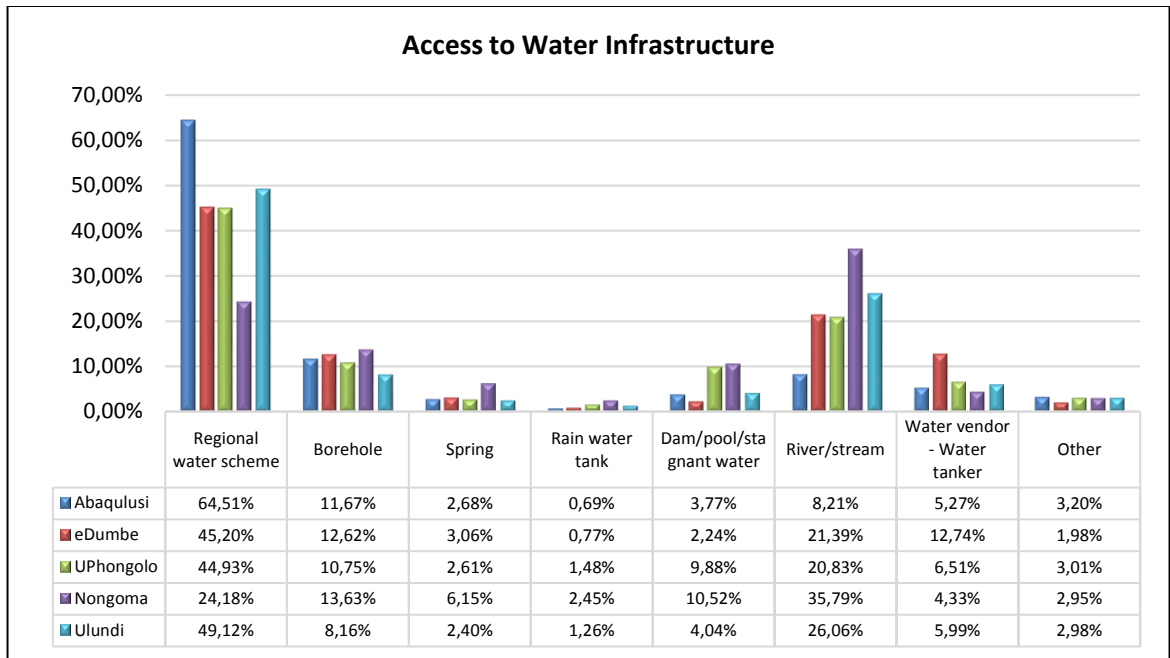

Data Source: Statistics SA, Census 2011

Figure 8.2: Spring/dam/pool/river as household source of water
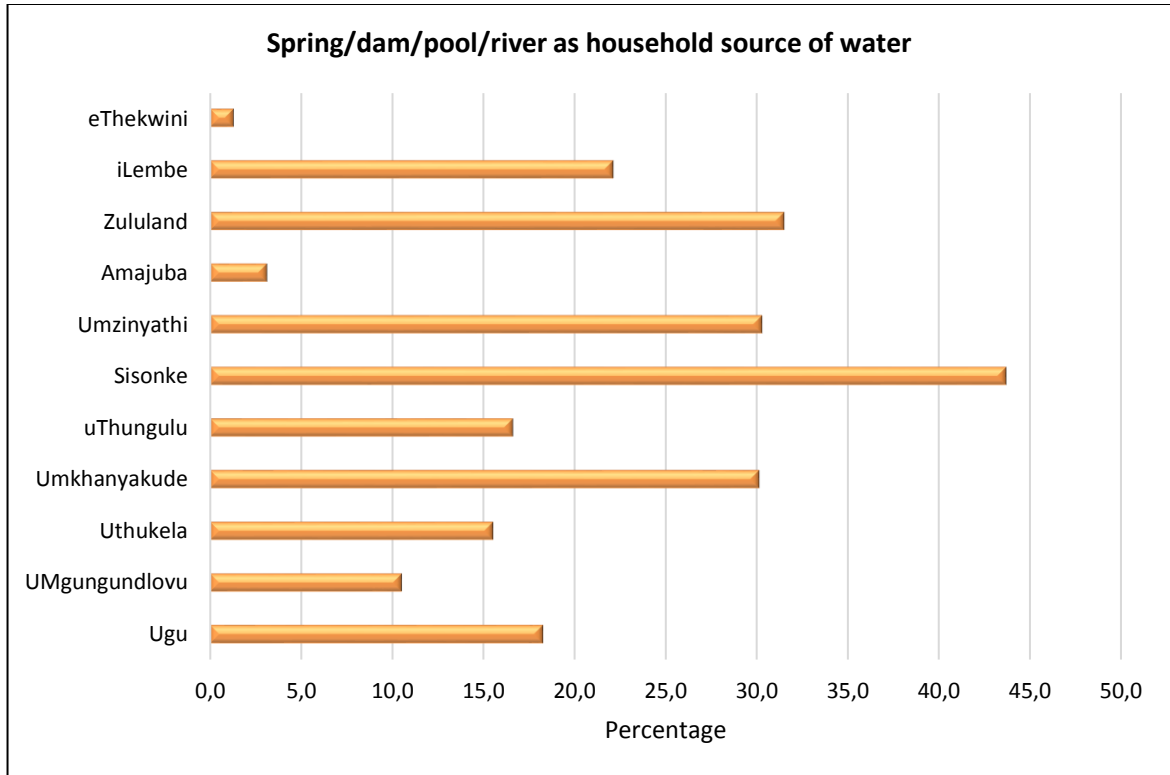
Data Source: Statistics SA, Census 2011

Access to water infrastructure in the local municipalities within the Zululand District is depicted in Figure 8.3 and attached map. As per the figure, 49.12% of the Ulundi LM have access to the regional water scheme making it the second highest municipality with access to a regional water scheme in the district. Approximately 35.79% of households in Nongoma and 26.06% in Ulundi utilise water from nearby rivers and streams.

Figure 8.3: Access to Water

Access to Water Infrastructure

	Regional water scheme	Borehole	Spring	Rain water tank	Dam/pool/sta gnant water	River/stream	Water vendor - Water tanker	Other
Abaqulusi	64,51%	11,67%	2,68%	0,69%	3,77%	8,21%	5,27%	3,20%
eDumbe	45,20%	12,62%	3,06%	0,77%	2,24%	21,39%	12,74%	1,98%
UPhongolo	44,93%	10,75%	2,61%	1,48%	9,88%	20,83%	6,51%	3,01%
Nongoma	24,18%	13,63%	6,15%	2,45%	10,52%	35,79%	4,33%	2,95%
Ulundi	49,12%	8,16%	2,40%	1,26%	4,04%	26,06%	5,99%	2,98%

Data Source: Statistics SA, Census 2011

As indicated in Figure 8.4, the Zululand and uMkhanyakude DMs are the two districts worst off in terms of sanitation infrastructure with approximately 19% and 18% of all households without any form of sanitation infrastructure.

Figure 8.4: Percentage households with no sanitation facilities
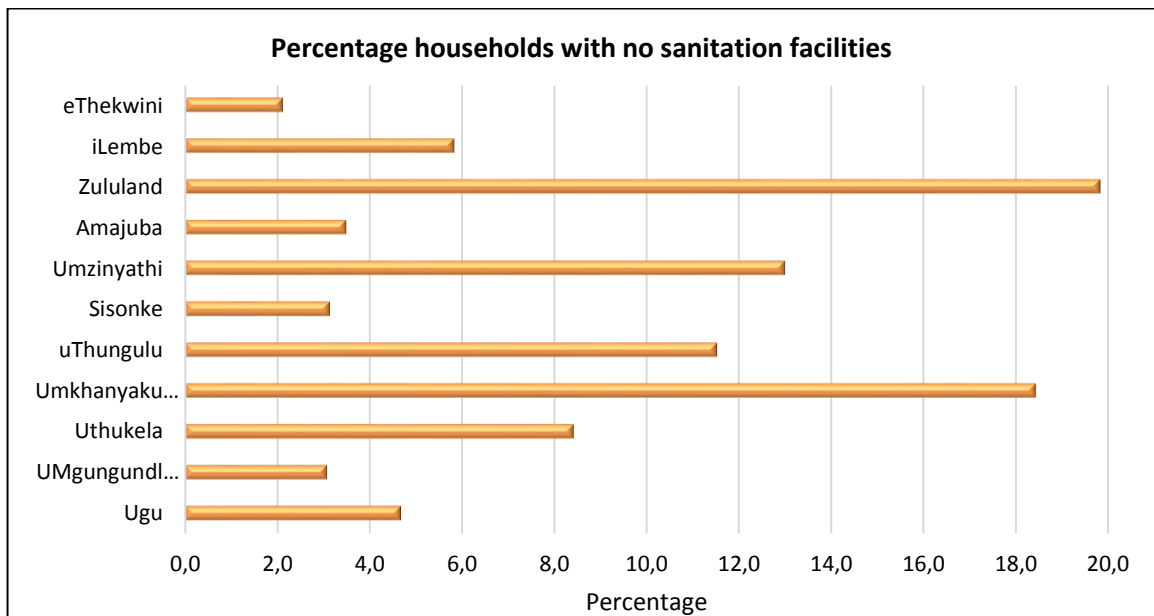
Data Source: Statistics SA, Census 2011

Nongoma has the highest percentage (29.09%) of households with no access to sanitation, which is then followed by uPhongolo (27.45%) and Ulundi (17.92%).

Figure 8.5: Percentage of Households with No Access to Sanitation (LM)

Percentage households with No Access to Sanitation

	Abaqulusi	eDumbe	UPhongolo	Nongoma	Ulundi
No Access	17,63%	5,00%	25,26%	31,95%	20,17%
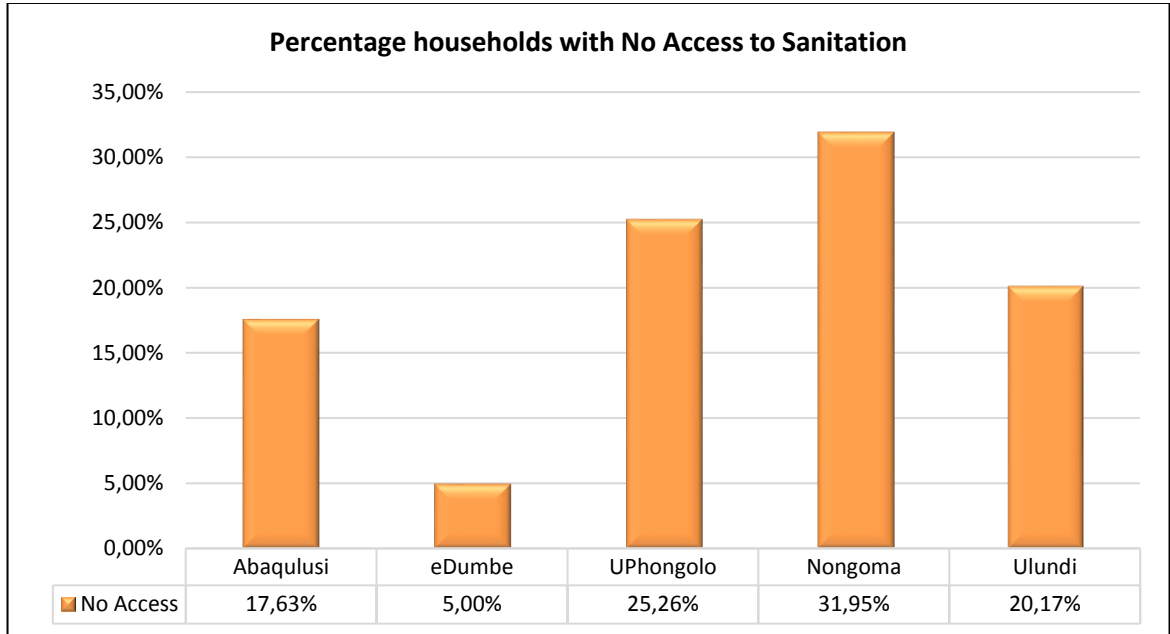
Data Source: Statistics SA, Census 2011

Significant progress has been made with providing settlements in the municipality with electricity. As indicated in Figure 8.6 more than 70% of households in the Ulundi, uPhongolo and Abaqulusi LMs have access to electricity (for lighting purposes), whilst 60% of households in the eDumbe and Nongoma LMs have electricity.
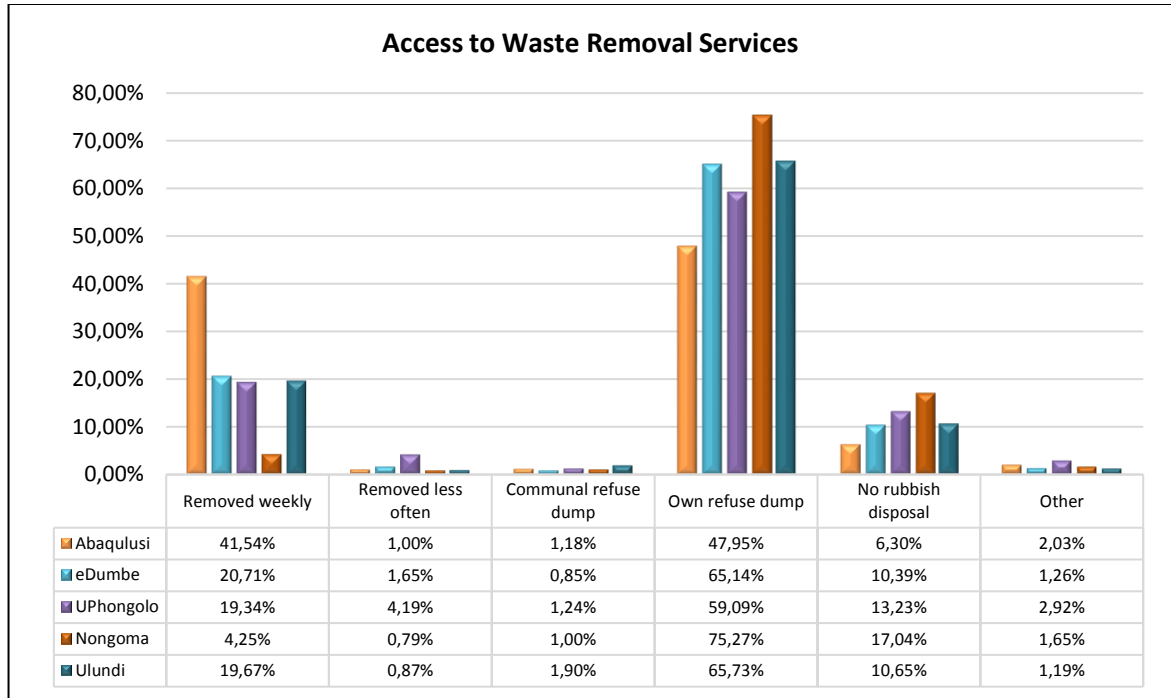
Figure 8.6: Percentage households with access to electricity for lighting

Electricity

	Abaqulusi	eDumbe	UPhongolo	Nongoma	Ulundi
▉ Electricity	28,37%	9,20%	19,08%	19,85%	23,49%
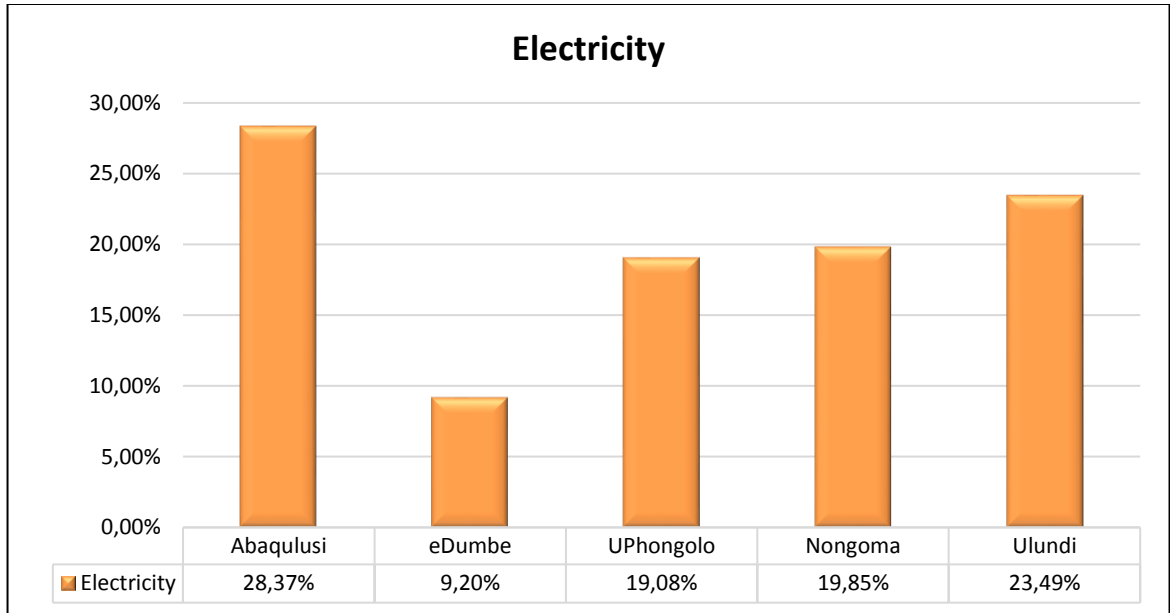
Data Source: Statistics SA, Census 2011

The provision of a municipal solid waste removal service is very limited and it is only in some of the intermediate sized secondary cities and some of the Regional Service centres where a regular waste removal service is provided. This is clearly illustrated by the spatial analysis at individual settlement level as depicted on the attached map.

Figure 8.7: Household Refuse Disposal

Access to Waste Removal Services

	Removed weekly	Removed less often	Communal refuse dump	Own refuse dump	No rubbish disposal	Other
Abaqulusi	41,54%	1,00%	1,18%	47,95%	6,30%	2,03%
eDumbe	20,71%	1,65%	0,85%	65,14%	10,39%	1,26%
UPhongolo	19,34%	4,19%	1,24%	59,09%	13,23%	2,92%
Nongoma	4,25%	0,79%	1,00%	75,27%	17,04%	1,65%
Ulundi	19,67%	0,87%	1,90%	65,73%	10,65%	1,19%

Data Source: Statistics SA, Census 2011

9   SYNTHESIS OF KEY ISSUES

The Ulundi Municipality area is facing a number of **housing development** related issues that should be addressed in order to realize the ideal of sustainable human settlements. There is need to strategically plan to meet the housing backlog and plan for housing delivery in areas of greatest need to maximize impact. The ability to have clear policy framework at national and local government to direct the land assembly process is therefore of importance.

Housing backlog

Ulundi municipality faces a **housing backlog with a high** total of 80.39% of the population residing within "Tribal or Traditional area", 13.30% within the urban areas and 6.31% on farms. The results of the 2015 provincial Citizen Satisfaction Survey identified the provision of housing as **the second priority** within the Zululand District.

Economic and social integration

The distribution of **economic output and activities** in the municipality is highly concentrated within the Ulundi Town. This trend suggests that there is flow of people towards areas of higher economic potential. Consequently, future economic growth should primarily be explored in those areas with a medium-to-high resource base and medium-to-high human need where there may be economic potential to be exploited. Ideally housing development should be strategically located and fully integrated to both social and economic development opportunities.

Land access and development

As both formalised and informal low-income housing developments are often poorly located (on the periphery of cities); the availability of **well-located land** becomes a priority issue. The lack of local land assembly strategies at local level also contributes to the unavailability, pressure on delivery and supply of well-located land. The Municipality should continue with the formal land use survey/Land Audit to determine the ownership of municipal land as it has done for certain areas within the municipality.

Sustainable human settlements

The key challenge in Ulundi LM include transforming rural villages into **sustainable human settlements** with basic services, social facilitates, infrastructure and economic/ empowerment and activity development opportunities depending on the state for housing.

Local economy

The levels of employment are relatively low, and are undiversified. Ulundi LM needs to consider diverse development strategies that will create a **vibrant local economy** that can accommodate various age groups , especially amongst the youth. In the near future, this can reduce the high levels of state dependency, which have resulted in low supply rate to adequately meet the needs.

Spatial criteria for future development

For future planned or proposed projects, development should be located along **corridors or nodes**. This is to ensure and achieve densification of settlements to sustain these areas and create a mutual benefit. The desirability of a place is based on its spatial character, and value of living in different location.

10   INSTITUTIONAL AND FINANCIAL CAPACITY AND CONSTRAINTS

This section of the status quo analysis places emphasis on the existing institutional capacity at Ulundi Local Municipality to ensure sustainable implementation of sustainable human settlements within the municipality. To ensure an adequate caption of this institutional capacity, the analysis focuses on the following aspects:

- Role of the Ulundi LM (in implementing human settlements within the municipality)
- Organizational structure (relevant to the Human Settlements division)
- Performance assessment and Related Strategic Challenges

10.1   ROLE OF ULUNDI MUNICIPALITY IN THE IMPLEMENTATION OF HUMAN SETTLEMENTS

The provision of adequate housing (implementation of human settlements) is the primary function of the Kwa-Zulu Natal Department of Human Settlements. The Department undertakes the responsibility to plan, budget for, approve and provide funding for the planning and implementation of housing projects across all municipalities within the Province. Ulundi, as a local authority, undertakes the role of enabling the implementation of these projects. They exercise this authority to ensure that housing provision is prioritised in areas where the housing need has been identified. This is undertaken through processes of human settlements planning through which housing need is identified at ward level. This is then internalized in the preparation of the municipal housing sector plans where the identified housing need is translated into various housing projects which the municipality implement to address the general housing need as part the municipal development agenda. The responsibilities of the Municipality include the following:

- Ulundi Municipality has the responsibility to prepare and adopt a municipal housing sector plan. This housing sector plan forms the foundation upon which the agenda for human settlements (housing) planning and implementation can be undertaken. The plan captures the housing need mentioned above and subsequently provides measures and means to address it.
- One of the measures to capture this housing need is for the Municipality to prepare and regularly maintain a Housing Need Register.

- Housing legislative requirements also provide that housing projects must be listed in the municipal housing plan and further in the municipal Integrated Development Plan before the projects can be considered for implementation. The Municipality is tasked with ensuring that this requirement is adequately fulfilled.

As a local authority, the Municipality has the liberty to appoint implementing agents to undertake the planning for and implementation of housing projects in alignment with the processes stipulated by the Department of Human Settlements. The Municipality is to supervise the undertaking of the process which the implementing agent completes on behalf of the Municipality. This process briefly includes Implementing agents assessing the feasibility of the projects through specialists' studies, following which they prepare application packs for funding and submit to the Department. For this process to be successful there is a level institutional capacity that is required at both the provincial department, the local municipality and the implementing agents. More particularly, of concern in the context of this project is the capacity at the municipality to successfully undertake all the above mentioned responsibilities.

10.2 ORGANIZATIONAL STRUCTURE (MUNICIPAL HUMAN SETTLEMENTS DIVISION)

This section of the analysis serves to assess the staff compliment at the Municipality that is assigned to Human Settlements (Housing) division. Insight into this helps provide an indication of whether the Municipality has sufficient capacity to successfully undertake the implementation of human settlements within the municipality. Illustrated below is the organizational structure in relevance to human settlements implementation. For such relevance the organizational structure is analysed from the Planning and Development Directorate level.

Figure 10.1 organizational structure

Town Planning Development Services Department (01 July 2019)
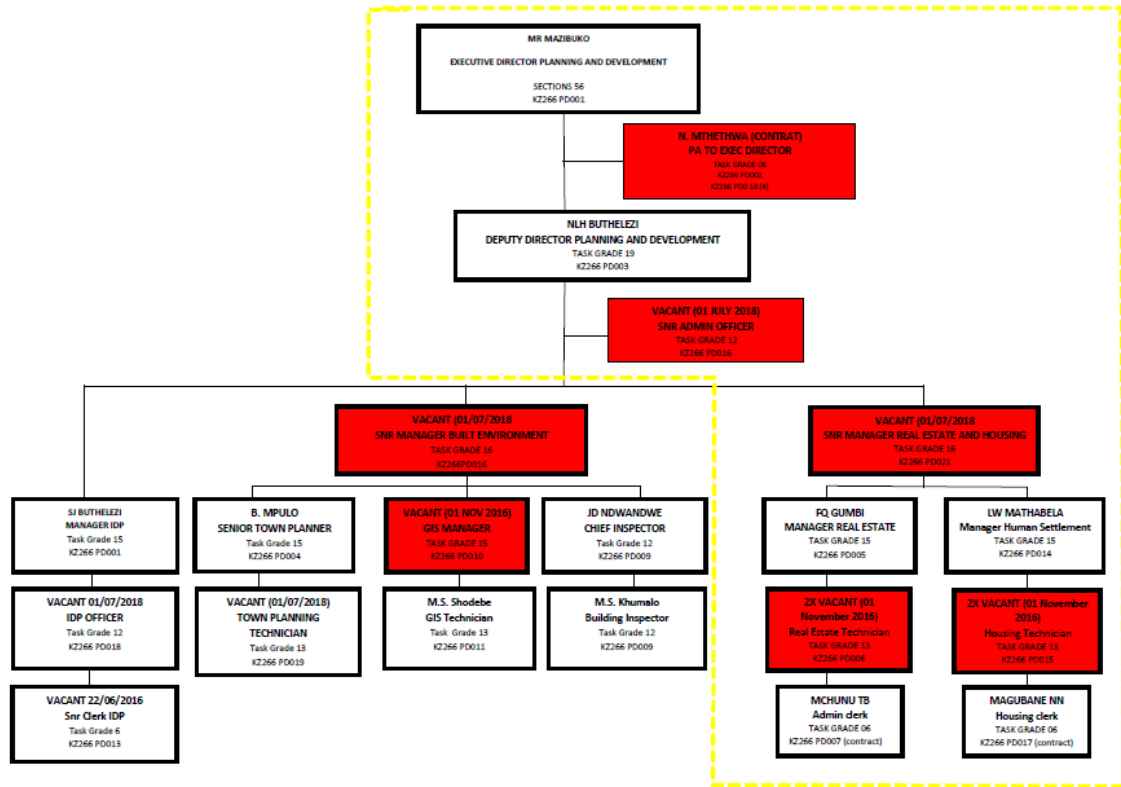
Evidently from the organizational structure above the municipal staff complement for human settlements consists of various personnel. Currently the above positions are mostly occupied except for few vacant posts. Reportedly, as established from engagements with municipal representative, this complement is not adequate to undertake human settlements implementation. The Housing Manager is tasked with having to complete the technical work in addition to the managerial responsibilities, as there is no technical support afforded to the housing division. This impacts on the work output in respect of completing housing project successfully within required timeframe.

10.3   PERFORMANCE ASSESSMENT AND RELATED STRATEGIC CHALLENGES

This section of the analysis affords attention to how the housing division in the municipality has performed over the period of five years. The key aspects of assessment include the number of housing projects both completed and ongoing, number of housing units handed over as well as the number of planned projects.

10.3.1 Completed Projects

The following projects have been recently completed:

Table 10.1: Completed Housing Projects

Name of Project	Type	No. of Units	Status
Babanango phase 1 &2	Urban	325	Completed
Ulundi Unit K/Zondela	Urban	854	Completed
Nsukazi	Rural	1000	Completed
Nsabekhuluma	Rural	2000	Completed
Ekudubekeni	Rural	1600	Completed
Ekushumayeleni	Rural	1600	Completed
KwaXimba	Rural	2000	Completed
Zungu (Phase 1)	Rural	750	Completed

10.3.2 Projects under Construction

The following projects are currently being constructed within the municipality:

Table 10.2: Housing Projects under Construction

Name of Project	Type	No. of Units	Status
Zungu (Phase 2)	Rural	300	Construction

10.3.3 Projects to be Approved for Phased Construction

The following projects are currently being constructed within the municipality:

Table 10.3: Housing Projects under Construction

Name of Project	Type	No. of Units	Status
Zungu (Remaining Phases to be confirmed by MEC Approval)	Rural	2450	Remaining Balance to be Approved for Construction

10.3.4 Projects under Planning Implementation (Stage 1)

The following housing projects have been approved by Council and submitted to the Department of Human Settlements for final approval:

Table 10.4: Planned Housing Projects

Name of Project	Type	Wards	No. of Units	Status
Mbatha	Rural	9;10;11 and 17	2000	Planning Phase
Ndebele	Rural	3;4 and 6	2000	Planning Phase
KwaNobamba	Rural	13;16;17 and 23	2000	Planning Phase

10.3.5 Projects Awaiting Stage 1 (Planning) Approval

The following housing projects have been approved by Council and submitted to the Department of Human Settlements for final approval:

Table 10.5: Planned Housing Projects

Name of Project	Type	Wards	No. of Units	Status
Mpungose	Rural	8;11;12;17;18;19;20;21 and 24	3000	Planning Phase
KwaNsimbi	Rural	10;13 and 17	2000	Planning Phase
Lukhwazi	Rural	13;16 and 17	2000	Planning Phase
Empithimpithini	Rural	4	2000	Planning Phase
Buthelezi	Rural	1;2;3;6;9 and 10	1500	Planning Phase
KwaXimba Phase 2	Rural	14;15 and 20	1500	Planning Phase
Thokoza Informal Settlements	Rural/Urban	18	1000	Planning Phase
Babanango Phase 3	Urban	16	200	Planning Phase

10.3.6 **Proposed Projects as per IDP**

The following housing projects have been approved by Council and submitted to the Department of Human Settlements for final approval:

Table 10.6: Planned Housing Projects

Name of Project	Type	Wards	No. of Units
Ulundi CBD	IRDP		594
Unit D- Erf 343	FLISP		187
Mpungamhlophe	Urban		1552
KwaCeza	Social Housing		200

Mpungahlope Housing Project
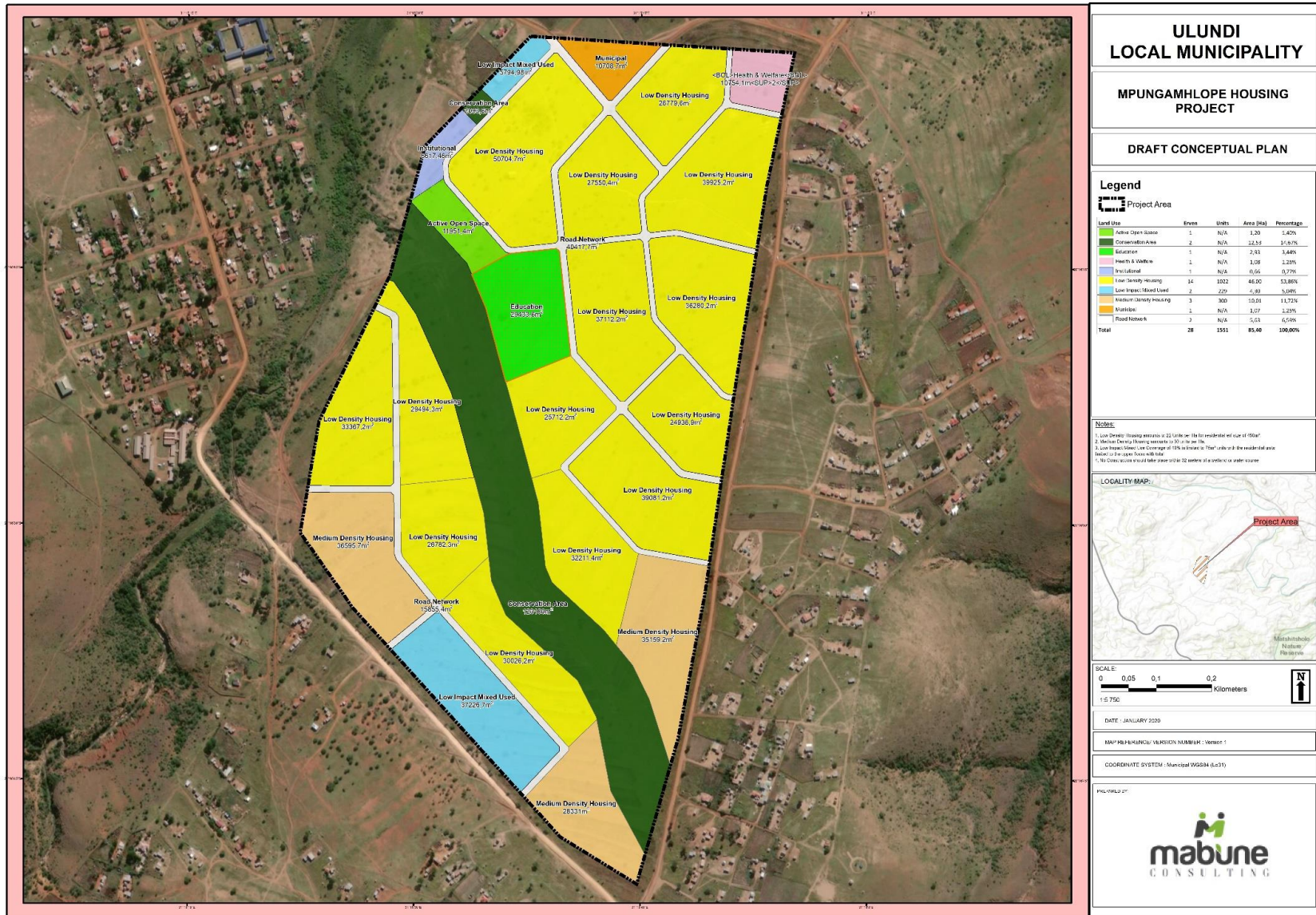
The Mpungamhlope Housing Project is located approximately 16 km North West from Ulundi Town. The project area is 85.40 Ha in extent. A watercourse is traversing the project area from the North through to the South. Thus East and West Section for Development.

This Conceptual Development Plan yields a total of 1551 units. 1022 being Low Density Residential units, 300 Medium Density Units and 229 units in the form of Mixed Used Development. It also provides Social Facilities in the form of Education, Health & Welfare, Municipal Usage and Institutional Land Uses.

See the Land Use table below.

Land Use		Erven	Units	Area (Ha)	Percentage
	Active Open Space	1	N/A	1,20	1,40%
	Conservation Area	2	N/A	12,53	14,67%
	Education	1	N/A	2,93	3,44%
	Health & Welfare	1	N/A	1,08	1,26%
	Institutional	1	N/A	0,66	0,77%
	Low Density Housing	14	1022	46,00	53,86%
	Low Impact Mixed Used	2	229	4,30	5,04%
	Medium Density Housing	3	300	10,01	11,72%
	Municipal	1	N/A	1,07	1,25%
	Road Network	2	N/A	5,63	6,59%
Total		**28**	**1551**	**85,40**	**100,00%**

1. Low Density Housing amounts to 22 Units per Ha for residential erf size of 450m².

2. Medium Density Housing amounts to 30 units per Ha.

3. Low Impact Mixed Use Coverage of 40% is limited to 75m² units with the residential units

limited to the upper floors with total

4. No Construction should take place within 32 meters of a wetland or water course
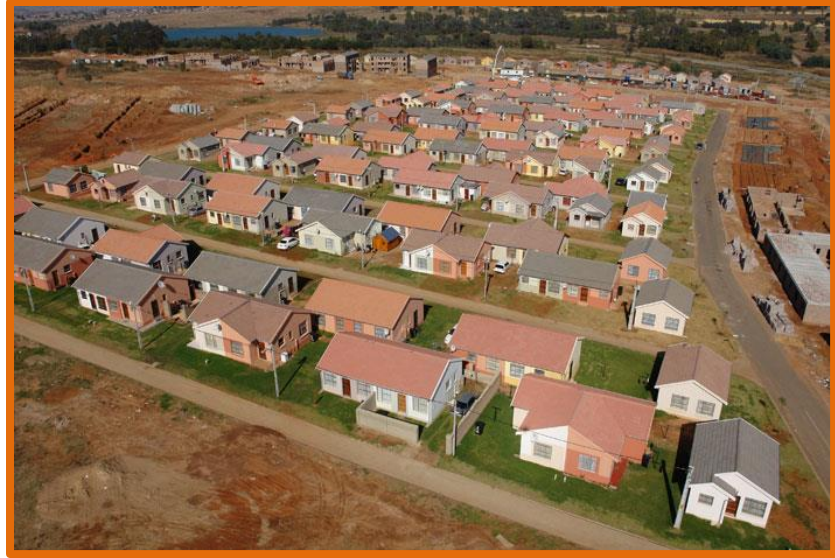
Ulundi CBD Integrated Housing Project
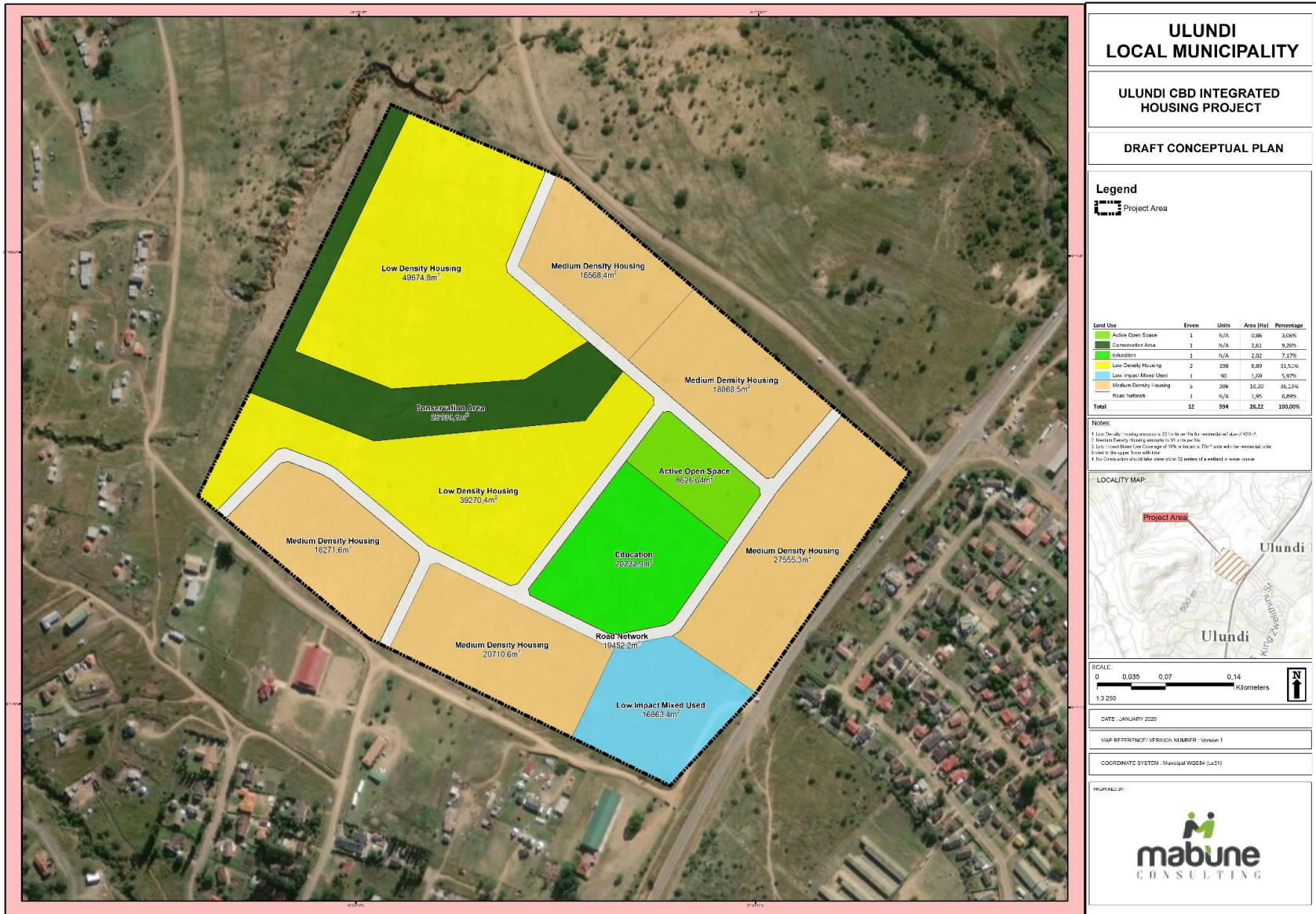
The Ulundi CBD Housing Project is located in the North Section of Ulundi Adjacent West of the King Dinizulu Highway. The project area is 28.22 Ha in extent. A Wetland is located within the Project area that drains towards the Western direction.

This Conceptual Development Plan yields a total of 594 units. 198 being Low Density Residential units, 306 Medium Density Units and 90 units in the form of Mixed Used Development. It also provides a Social Facilities in the form of Education.
See the Land Use table below.

Land Use		Erven	Units	Area (Ha)	Percentage
	Active Open Space	1	N/A	0,86	3,06%
	Conservation Area	1	N/A	2,61	9,26%
	Education	1	N/A	2,02	7,17%
	Low Density Housing	2	198	8,89	31,51%
	Low Impact Mixed Used	1	90	1,69	5,97%
	Medium Density Housing	5	306	10,20	36,13%
	Road Network	1	N/A	1,95	6,89%
Total		12	594	28,22	100,00%

1. Low Density Housing amounts to 22 Units per Ha for residential erf size of 450m².

2. Medium Density Housing amounts to 30 units per Ha.

3. Low Impact Mixed Use Coverage of 40% is limited to 75m² units with the residential units

limited to the upper floors with total

4. No Construction should take place within 32 meters of a wetland or water course
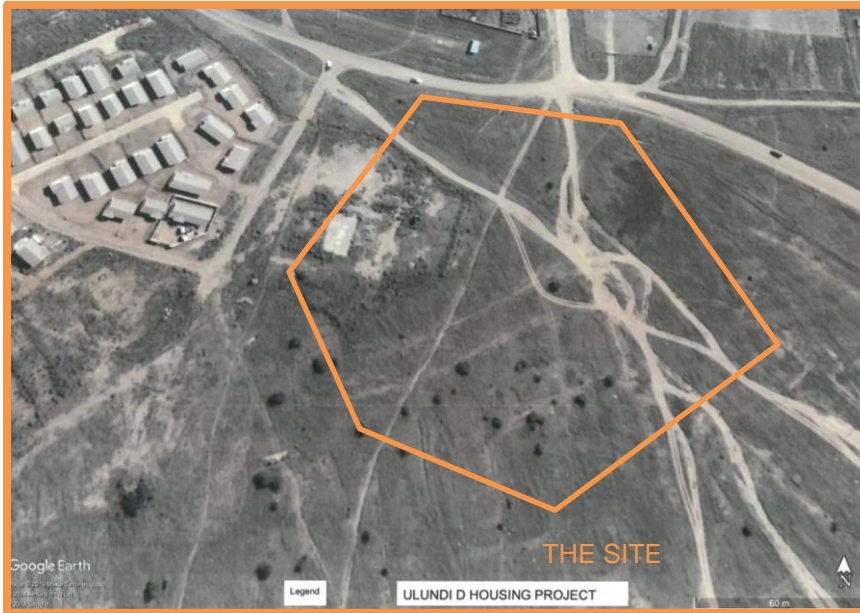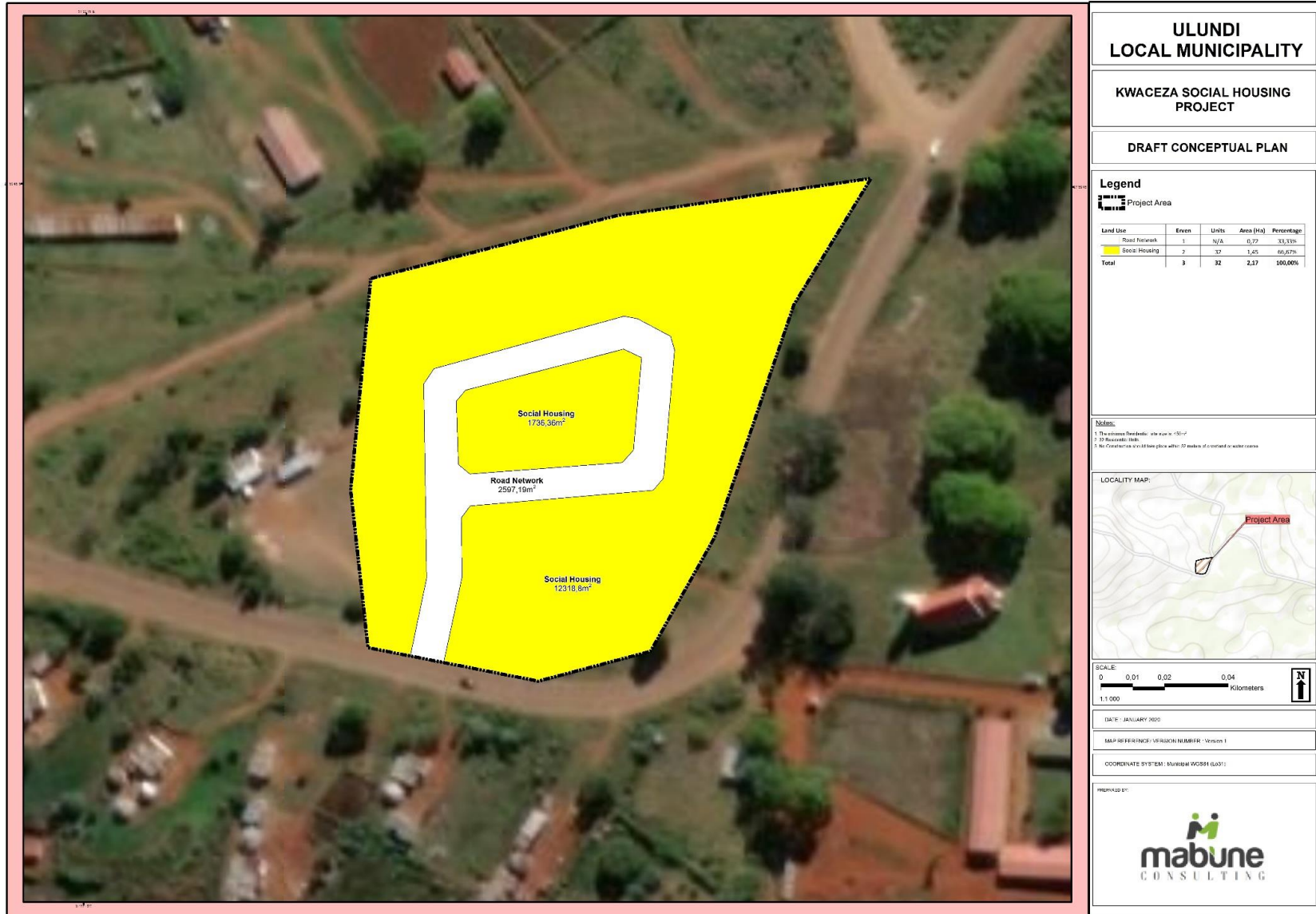
Ulundi D GAP Housing Project
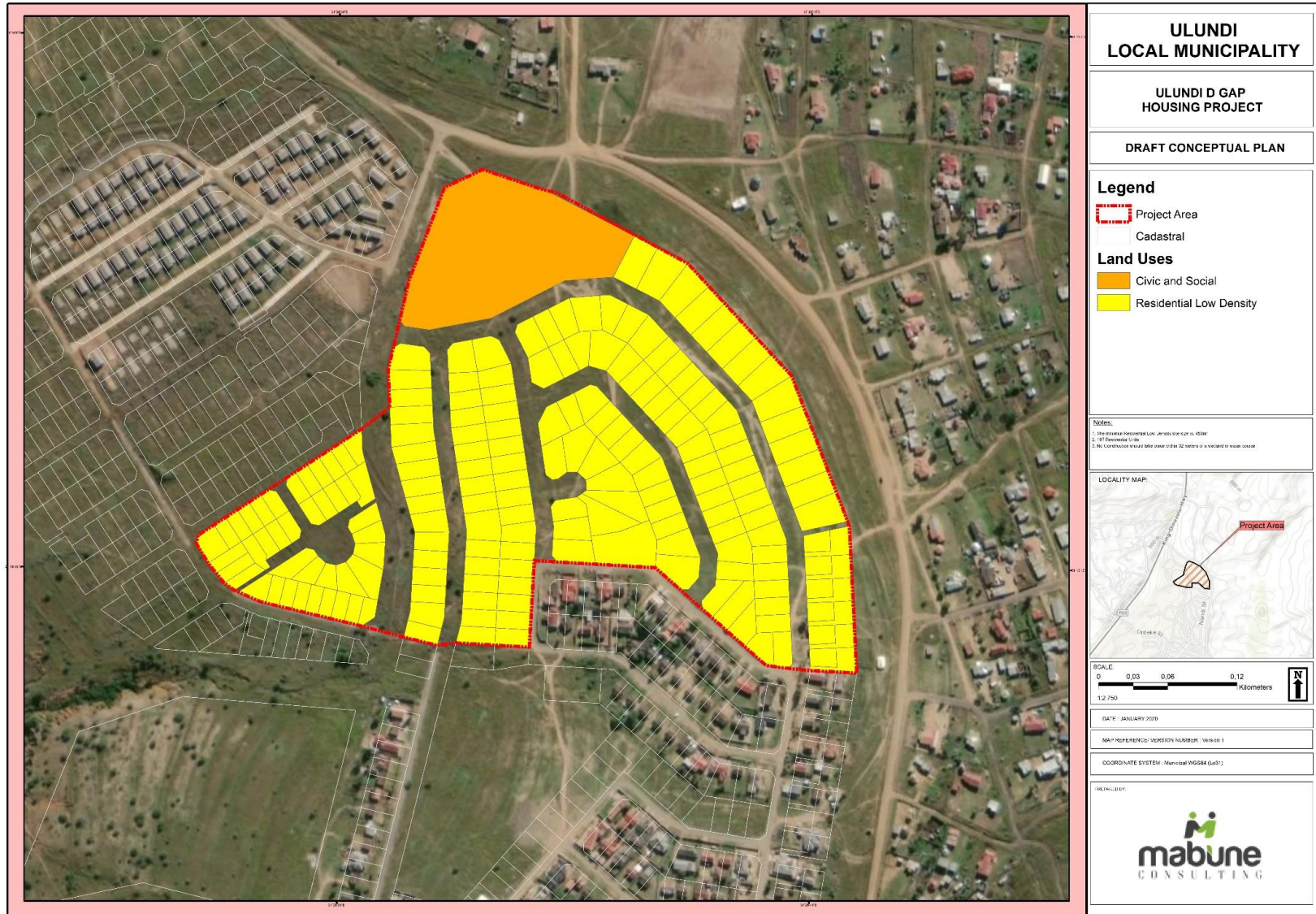
The Ulundi D GAP Housing Project is located in the North Section of Ulundi East of the King Dinizulu Highway. The cadastral for this development is already in place. The development includes Civic and Social Services. This project focuses on the development of GAP Housing.

1. The minimum Residential Low Density site size is: 450m²

2. 187 Residential Units

3. No Construction should take place within 32 meters of a wetland or water course

THE SITE

| Legend | ULUNDI D HOUSING PROJECT | 60 m |

KwaCeza Social Housing Project

The KwaCeza Social Housing Project is located in the approximately 35 km North of Ulundi in Ceza. The total Extent of the Project area is 2.17 Ha. The site for development within 1km important social facilities such as the Ceza Hospital, Ceza Primary School and Ceza Police Station. This project focuses on the development of Social Housing.

See the Land Use table below.

Land Use		Erven	Units	Area (Ha)	Percentage
	Road Network	1	N/A	0,72	33,33%
	Social Housing	2	32	1,45	66,67%
Total		**3**	**32**	**2,17**	**100,00%**

1. The minimum Residential site size is: 450m²

2. 32 Residential Units

3. No Construction should take place within 32 meters of a wetland or water course

KwaCeza Envisaged Rental Housing Typology

11   REFERRENCES

1) Boraine, A., Crankshaw, O., Engelbrecht, C., Gotz, G., Mbanga, S., Narsoo, M. & Parnell, S. (2006). The state of South African cities a decade after democracy.*Urban Studies*, doi: 10.1080/00420980500416990.

2) De Soto, H. (1989). *The Other Path: The invisible revolution in the third world*. California or Lima: Harper & Row.

3) De Soto, H. (2000). *The mystery of capital: Why capitalism triumphs in the West and fails everywhere else*. New York: Basic Books.

4) Department of Human Settlement, *Functions of the National Department of Human Settlement, the Vision and Mission*. http://www.dhs.gov.za/content/521-vision-and-mission-national-department-human-settlements

5) *Draft policy framework on a coherent and inclusive approach to land for human settlements",* July 2015

6) Drakakis-Smith, D. (1992). *Urban and regional change in Southern Africa*. London: Routledge.

7) Du Toit, J. (2007). Is spatial integration socially sustainable? *Town and Regional Planning*, 51:37-45.

8) Financial and Fiscal Commission: *Report on the Public Hearings on Housing Finance*, 2012, pg28

9) *Framework for spatial investment in human settlement*s", September 2015

10) Geyer, H.S. & Geyer, H.S. Jr. 2014. Residential transformation in South Africa – reopening the 'dead' capital debate. *Urban Forum*, 25:35 – 55.

11) Housing Development Agency, *Financial Perspectives for the development of the Land Assembly Strategy*, 2014

12) KZN Provincial Growth and Development Strategy

13) KZN Provincial Growth and Development Plan

14) Maylam, P. (1995). Explaining the apartheid city: 20 years of South African urban historiography. *Journal of Southern African Studies*, 21(1): 19-38.

15) McIntosh Xaba & Associates (2003), *Land issues scoping study: communal land tenure areas*. Department For International Development (DFID) Southern Africa

16) Mpofu, Assessing the Impact of Integrated Development Planning (IDP) , 2012

17) South African Institute of Race Relations in 2012, as noted by the Minister of Human Settlements, "out of all protests, experienced over the last five years, 20% of these have been attributed to the delivery of houses by the municipalities" (Budget policy speech by Minister Sisulu, 2014

18) Statistics SA, *Provincial Citizen Satisfaction Survey*, 2015

19) South African Tourism Website, http://www.southafrica.info/

20) Turok, I. & Parnell, S. (2009). Reshaping cities, rebuilding nations: The role of national urban policies. *Urban Forum,*doi 10.1007/s12132-009-9060-2.

21) Van Huyssteen, E., Mans, G., le Roux, A., Maritz, J., Ngidi, M. & Maditse, K. (2015). *Updated CSIR/SACN South African Settlement Typology.* CSIR document. Available on stepsa.org.