

PROVISION OF LAND FOR LOW-INCOME URBAN HOUSING AS
A KEY CONSIDERATION IN THE PREPARATION OF
INTEGRATED DEVELOPMENT PLANS. THE CASE STUDY OF
EZAKHENI TOWNSHIP (LADYSMITH).

BY

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DEDICATION

I dedicate this piece of work to my late fiancé Mandla Ngwenya (Mtimande) who passed away in the middle of this degree and my late mom, Thandazile Penelope Sibiyi (umaGamede).

DECLARATION

I declare that this is my own piece of work, other than the referenced statements.

A handwritten signature in black ink, consisting of a circular initial followed by a series of connected loops and a horizontal line at the end.

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CHAPTER ONE

RESEARCH FRAMEWORK

1.0. INTRODUCTION

The provision of land for low-income urban housing is a challenge in developing countries. This challenge, concurrent with the urbanisation process, has led to an increase in the housing backlog rate in urban areas. In South Africa, apartheid planning distortions led to Black Africans living in overcrowded conditions in both rural and urban areas. Overcrowding in township backyards has contributed to the emergence of informal settlements in areas that are in proximity to people's work places. The prevalent overcrowding situation can be viewed as an indicator of the urgent need for land delivery to house the urban, poor residents.

The land delivery process to house the urban poor is being determined to some extent by a land reform programme which consists of three sub-programmes including Land Redistribution, Land Restitution and Land Tenure Reform programmes. Land delivery process is also informed by planning parameters. The land redistribution programme provides land to house the urban poor in Ladysmith, KwaZulu Natal and it is facing a variety of challenges such as that pertaining to land claims. The land claims create a delay in the provision of land to house the urban poor families. As a result of these delays, land invasions occur as a type of a solution for both the homeless and the landless people whereby the urban poor house themselves.

Informal settlements are mushrooming on vacant public land in urban areas and this phenomenon is creating an urgent need for housing delivery. Local municipalities are hindered by factors such as land costs and land claims that are attached to land specifically targeted to locate low-income housing. In addition, the absence of a clear development planning policy, that is intended to locate low-income urban housing in areas that will promote integrated housing development, has resulted in the location of low-income housing in urban peripheral areas. Urban poor families are largely located in areas that are not informed by integrated development planning (IDP). The absence of land to house the poor in areas situated next to work places in the development plans has a negative impact on the effectiveness of urban land management.

The ineffectiveness of urban land management leads to the mushrooming of urban land invasions and this place a negative strain on the delivery of land to the landless. Effective urban land management can thus be considered as a key requirement for land release and sustainable land development. Furthermore, urban land management will increase the rate of land delivery through integrated development planning will also be able to solve problems attached to targeting appropriate land for locating urban poor people.

Municipal planning strategies consider land for low-income housing through a Spatial Development Framework intended to consider the location of housing in areas that will promote integrated development. Thus, the utilisation of a Spatial Development Framework can play a vital role in alleviating problems that are hindering the effectiveness of the Land Redistribution programme, which seeks to provide land for housing urban poor families.

1.1 Research Problem

The persistent land invasions occurring in Ladysmith are caused by the absence of land allocated to house urban poor families in appropriate areas. As a result of this, informal settlements are rapidly rising in areas that are in proximity to work places. In addition, people invade land that is environmentally unsuitable for development. Land invasions are, to a large extent, exacerbated by factors that delay the release of land for low-income urban housing. These factors include land claims and lengthy approval processes. Spatial planning needs to be integrated and considered in tandem with land reform. This dissertation will examine to what extent the integrated development planning process accommodates these concerns as reflected in the Ladysmith IDP.

1.2 Research Question

This research intends to investigate whether the integrated development planning process can provide the vehicle whereby land delivery can be considered in tandem with housing imperatives. In addition, the research will focus on how the Ladysmith IDP reflects this approach.

1.3 Subsidiary Questions

- 1.3.1. How can housing and land reform be considered more meaningfully in Integrated Development Plans and Spatial Development Frameworks?
- 1.3.2 What are the institutional issues involved in implementing land reform and housing programmes within an integrated development planning framework?
- 1.3.3 What is the IDP supposed to achieve with regards to housing and land reform?
- 1.3.4 At what stage of the Integrated Development Planning process should housing and land reform issues be considered?

1.4 Hypothesis

The integrated planning process is unable to provide the vehicle for housing delivery through land delivery systems; because effective implementation is constrained by institutional fragmentation and difficulties in coordinating the efforts and programmes of the various institutional role players.

1.5 Aims and Objectives of the study

This study aims to:

- 1.5.1 Investigate ways in which low-income urban housing can be accommodated in integrated development plans.
- 1.5.2 Assess Ladysmith's IDP, in particular, as well as a number of other development plans, to discover how land is allocated to provide low-income housing.
- 1.5.3 Provide an understanding of how land reform programmes can be designed and implemented in order to address the root cause of land shortage for low-income housing.

1.6 Clarification of Concepts

Land invasion in this context means people who illegally occupy vacant land, particularly in urban areas. One of the key factors` responsible for urban land invasion is the shortage of affordable land and housing for the poor.

Urbanisation is the process in which the number of people in towns and cities increases as a result of socio-economic and political factors. Urbanisation is happening on a massive scale due to a lack of resources in rural areas and this is compelling people to migrate to urban areas.

Informal settlements are sometimes called squatter settlements or shantytowns. They comprise of densely populated communities housed in self-constructed shelters under conditions of informal tenure.

Integrated development planning is the strategic planning system that guides and informs planning, budgeting and decision making in local municipalities. It involves stakeholders in the various development processes. The integrated development planning process plays a vital role in assessing the current situation and it also designs development strategies that will improve the standard of living in local municipalities.

The Integrated Development Plan in this context is a five-year development plan for a municipality that serves as the principal strategic management instrument. It is legislated by the Municipal Systems Act No. 32 of 2000 (MSA) and supersedes all other plans at a local level (kznplanning.co.za). The Integrated Development Plan should be strategic and based on an informed and implementation-orientated process. It should be specific enough to inform municipality budgets, business plans and land use management decisions. This process is facilitated through the application of specific methodological tools, designed to support the integrated development planning process (kznplanning.co.za).

The Spatial Development Framework gives direction about the future development of the targeted area. In addition, this framework states the allocation of resources in all municipalities.

Land reform is the programme aimed at addressing the apartheid planning distortions through the delivery of land to landless people who had previously been denied access to land ownership. This programme consists of the three sub-

programmes that aim at accommodating different beneficiaries. The sub-programmes include: the Land Redistribution programme, Land Restitution programme and the Land Tenure programme.

Strategic Development Planning in this context means the management tool used by the Integrated Development Planning process to achieve the desired goals and objectives.

1.7 Research Methodology

This study utilised both qualitative and quantitative research methodologies as it included quantitative surveys, qualitative interviews and observations. Research methodology played a crucial role in analysing the gathered data. The research findings have proven that social research is based on observable evidence. The research methods and observations used when collecting data clarified that the attention to recording and presenting the observations carefully and precisely is a part of the art to make studies scientific. Observations played a vital role when conducting qualitative research.

The research methodology helped in analysing the IDPs of other municipalities which aimed at getting clarity on how urban land invasions are dealt with and how the Ladysmith IDP adopts the strategies used in other municipalities.

Qualitative research versus quantitative research

A debate of growing intensity centers around the distinction between quantitative and qualitative methods. The quantitative method is used by researchers to refer to the techniques of randomised experiments, paper and pencil objective tests, multivariate statistical analyses, sample surveys, and the like. In contrast, qualitative methods include ethnography, case studies, in-depth interviews and participant observation (Richardt and Cook, 1970:7). In this

study, in-depth interviews and sample surveys have been used in the collection of data. Thus, in this study, both qualitative and quantitative methods have been used so as to determine the root cause of land invasion.

1.7.1 Data Collection

Data has been collected using the following methods:

1.7.1.1 Sampling and Surveys

1.7.1.2 Interviews

1.7.1.3 Observations

1.7.1.4 Primary Data

1.7.1.5 Secondary Data

1.7.1.1 Sampling and Surveys

The surveys will be used in this study to obtain clarity on what the motives for the invasions of land are. The results from the surveys will help in providing answers regarding land invasions in Ezakheni Section E, in Ladysmith. At the moment, the beneficiaries are not happy about the location of low-income housing subsidies in areas far from working places. In this research, the surveys will provide information on how the Ladysmith IDP can address the issue of urban land invasions through the strategic planning process. The strategic planning process is meant to ensure that the Spatial Development Framework addresses the issue of urban invasions in an effective way, leading to integrated housing development. The aforementioned strategies are going to be acquired from the surveys distributed by the researcher.

The study's sample consists of fifty households. Surveys were used in Ladysmith Township (Ezakheni Section E) due to the fact that this area is a site of land invasion. Surveys were distributed to a 20% of residents' population. The size of the population in Ezakheni Section E is approximately two hundred and fifty

people. The surveys were used to generate an understanding of the socio-economic status of land invaders. A *stratified random sampling* method was used in the study with the intention of ascertaining the number of women and men living in the informal settlements.

1.7.1.2 Interviews

Semi-structured interviews were used to obtain information from the following officials:

- Municipal manager
- Councillor
- Officials of the Department of Housing in Ladysmith
 - i. IDP manager
 - ii. Housing project manager
 - iii. Land Reform programme manager
- Activists working with Community Based Organisations (CBOs)

The government officials were interviewed with the aim of obtaining their opinions regarding what needs to be done to reduce the ongoing land invasions in Ladysmith. The officials from the Department of Housing were interviewed in order to assess housing projects and initiatives intended to reduce land invasions in the Ladysmith area.

1.7.1.3 Observations

The method of observations was used in this study in order to attempt to understand the phenomenon of land invasion in Ladysmith. At present, the Ladysmith Local Municipality is experiencing an increasing rate of land invasion in Ezakheni Township Section E. The observations provided some understanding regarding the underlying cause of persistent land invasions in the

area. The observations clarified the fact that land invaders are living under conditions of extreme poverty.

1.7.1.4 Alternative sources of information

In addition to the primary data collection and the Ladysmith IDP, information was also gathered from secondary sources that include:

- Books;
- Journals;
- Websites; and
- Legislation and policy documents

1.8 Constraints and limitations of the study

The constraints and limitations in the study comprised the absence of clear information about securing well-located land for housing development among local Department of Housing (DoH) in Ladysmith. Accessing copies of Integrated Development Plans and getting hold of officials also negatively affected the study's time frame.

1.9 OUTLINE OF CHAPTERS

1.9.1 Chapter One

The purpose of this chapter is to indicate what the dissertation entails and to provide a brief summary in relation to the topic. The chapter commences with a general introduction and it will proceed to consider the following:

1.9.1.1 Problem Statement that encouraged the researcher to
conduct this study.

1.9.1.2 Research Question

1.9.1.3 Subsidiary Questions

1.9.1.4 Hypothesis

1.9.1.5 Research Methodology

1.9.1.5 Aims and Objectives

1.9.1.6 Clarification of Concepts

1.9.1.7 Research Methodology

1.9.1.8 Constraints and Limitations of the Study

1.9.2 Chapter Two

This chapter considers the theoretical framework which emanates from national and international experiences pertaining to urban land invasions. It examines how various theoretical paradigms define the concept of **urban land invasion**. The causes of land invasion as well as approaches that are applied to solve land problems are also discussed in this chapter. It also examines literature on the relationship between integrated development planning and housing.

1.9.3 Chapter Three

This chapter includes a critical analysis of the policy framework regarding land, housing and targeted development planning (IDP). The aforementioned policies are briefly analysed by reviewing the goals and approaches used by each policy to speed up the delivery of housing subsidies to house the urban poor. This chapter assesses the existing constraints that these policies have to overcome in order to provide land for low-income urban housing within a short time frame. The interrelationship between the three policies is discussed with the aim of providing a mechanism that will enable the formulation of a single policy that will help to provide land to house the urban poor.

1.9.4 Chapter Four

This chapter deals with the analysis of the Ladysmith IDP, it provides an understanding of land allocated to locate low-income housing. It provides a comparative study of the Ladysmith IDP with other Local Municipalities' IDPs. The comparison is undertaken with the aim of ensuring that there is a

mechanism formulated by the Ladysmith Municipality in dealing with the increasing rate of urban land invasions accompanied by housing backlogs. This chapter also provides an overview of housing demand and how it is addressed in the strategic planning process. The role of the IDP process in housing delivery is analysed briefly in this chapter with the aim of clarifying how it has addressed the provision of land for low-income urban housing.

In addition, the case study area is analysed in this chapter, taking into account background, socio-economic, employment and housing profiles. This chapter provides critical interpretations of land invasions by exploring the various reasons for invasions occurring in the area. The expectations, complaints and needs of land invaders are briefly explained within these interpretations.

1.9.5 Chapter Five

This chapter provides the analysis of the findings and the motivating causes of land invasion. The data was prepared through the:-

- Analysis of data collected from the interviews;
- Analysis of data collected through the distribution of surveys; and,
- Observations.

The data is presented in a multi-layered format in order to provide a clear understanding of the findings. The following formats have been used:

- Tables; and,
- Selected quotations such as selective responses from questions.

1.9.6 Chapter Six

This chapter deals with the conclusion and recommendations of the study. This chapter discusses the issues that need to be taken into account in order to speed up land release for housing delivery. The purpose of this chapter is to synthesise

the findings and provide recommendations that will enable an increase in the rate of land provision to house urban, poor people.

1.10 Conclusion

The aim of this chapter is to introduce and give a brief background of the research project, and to state the aims and objectives of the study. This chapter also explains the research methodologies that have been selected, as well as the motivation behind the formulation of the study's aims and objectives. The following chapters contain the conceptual framework within which this study is located.

CHAPTER TWO

THEORETICAL FRAMEWORK AND LITERATURE REVIEW

2.0 INTRODUCTION

This chapter provides a theoretical framework for the study and it will assess the causes and implications of land shortage regarding housing urban, poor residents. Land issues and housing backlogs have led to the urgent need to re-evaluate amendments to land, housing and IDP policies. In addition, the amendments and re-evaluation of policies will help to ease the increasing rate of rural-urban migration and urban land invasions. Urban land invasions are a key challenge for the South African government in terms of delivering sufficient affordable land to deal with the housing needs of the growing urban population.

2.1 Overview of Urbanisation Pressures in Developing Countries

The urbanisation process has contributed to a large number of people living in overcrowded conditions in many developing countries. There are several causes of the urbanisation process, one of which is rural-urban migration (Todaro: 1998). As a result, urban overcrowding, urban sprawl and informal settlements on unoccupied sites are experienced in urban areas as a means used by the poor residents to house themselves. Rural-urban migration has resulted in the urgent need of land release to house the urban poor. The scale of the housing problem is increasing and this has a negative impact on land release to house the growing urban population. Rural-urban migration, urban overcrowding and the increasing scale of housing problems are exacerbating the housing backlogs in developing countries.

2.1.1 Rural-urban Migration

Rural-urban migration leads to land invasion and increases the demand for land provision (Gugler: 1989). Most rural-urban migrants migrate to urban areas to get jobs and thus accommodation becomes a necessity. Urban land invasion is a relatively easy mechanism for rural-urban migrants to gain access to homeownership and informal land tenure. For example urban land invasions are caused by labour migration in Brazil, Peru, Mexico, Columbia and other parts of Latin America (www.geocities.com).

Urban land invasions cannot only be associated with rural-urban migrants. Urban residents that are experiencing overcrowding in their township homes also invade land. Todaro (1998), Stren (1989), Rakodi (1989) and Popeneo, Cunningham and Boulton (1998) argue that urban residents embark on urban land invasion as a way to improve housing conditions and to get easy access to homeownership. Tolley and Thomas (1997:6) argue that the origin of urban problems lies in inadequate and unsustainable development. This happens because of planning and land problems in developing countries that are often associated with an increase in housing problems. In addition, the unclear scale of the housing problem and land invasions create urban challenges in developing countries that lead to unsustainable development. Unsustainable development that is caused by the persistence of land invasions in urban areas is the product of rural-urban migration.

2.2. Housing the Urban Poor in Developing Countries

Overcrowding in urban areas is largely a result of lengthy approval periods and the increasing scale of housing problems. Urban overcrowding has led to conditions whereby the urban, poor residents invade land as a means of providing shelter. Urban Foundation (March: 1994) states that mass invasion of land is only one of a variety of means by which the urban, poor residents in the

developing world secure plots for the construction of basic shelter. Urban land invasions delay the approval periods of housing provision. The increasing number of people living in urban invaded areas delays housing provision.

Housing urban, poor residents in developing countries has resulted in the occurrence of different land invasions. Latin America, Mexico City (Nicaragua), Pakistan, Egypt, Tunisia, etc. lead in terms of the size and frequency of urban land invasion (ibid). The illegal subdivision of land is one of the contributing factors of the inequity seen in areas when land invasions have occurred. There similarities in the contributing factors of land invasion in developing countries which can be categorised as follows:

- Overcrowding;
- Urban unemployment;
- Rural-urban migration;
- Lengthy approval periods; and
- Increasing housing problems.

The abovementioned features can be solved, despite the varied pace of invasion, through urban management. Effective urban land management can be used as a mechanism to speed up the delivery of land intended for the provision of housing. Urban management, in conjunction with the Department of Land Affairs (DLA) and the Department of Housing (DOH), can speed up the delivery of low-income houses for low-income residents within a short time frame. The absence of a clear development planning policy needed to inform urban management regarding the location of low-income housing, leads to the persistence of urban land invasions.

Urban land invasions are a direct consequence of the inability of policies to cope with the realities of urbanisation and rapid population growth (Masinga: 1994). Urban land invasions are a result of poor urban land management that is exacerbated by land problems such as land cost and land claims. In other words, land claims and land costs have a negative impact on land reform. As a result, land invasions can be viewed as an indicator of shelter problems and land shortages. In South Africa they are the direct result of an attempt to segregate land and housing provision and the failure of influx control.

Housing backlogs increase the demand for land to house the urban poor. Those backlogs are caused by urbanisation and migration which are decisive in delaying the provision of housing (Crankshaw: 1992). However, it is financially expensive for local municipalities to cope with the provision of housing and the delivery of land to the growing urban population and also to the rural-urban migrants in urban areas. These people need shelter and land, and as a result, informal settlements are mushrooming on city and town outskirts as a shelter alternative.

Makhubu (1996:24) argues that land invaders make the expansion of land holdings difficult due to the different processes involved in land acquisition. It is through these difficulties that land shortages emerge. This is particularly due to the expansion of urban areas and also to the rise in land transfer costs which the poor cannot afford. This has resulted in urban, poor residents experiencing lengthy approval periods in order to get access to low-income housing subsidies.

2.3. Land Issues and Housing Backlogs

Land for shelter is the basis for the survival of all human beings and every effort has to be made to protect the rights of all citizens to access such resources (Swazi Observer, Oct. 7:1996).

It is now universally appreciated that land as a resource is unique, in the sense of being significantly different from all other factors of social and political life. Land is the platform for almost all human activities. It is the means of life without which human beings could never have existed and on which continued existence and progressed depend. Land is also part of nature, fixed in location, immovable and incapable of expansion in supply, (except very marginally through the process of reclamation). The necessity for efficient and effective management of this unique resource cannot therefore be overstressed" (Habitat, 1996 cited in Makhubu, 1996: 1).

The shortage of land to house urban, poor residents has led to urban sprawl because of the increasing rate of urban population growth. Urban sprawl is one of the key problems in many developing countries because it hinders access to land on which the urban poor can build their shelter. Mabogunje (1974) argues that urban sprawl is a result of absence of urban land policy to give people access to build their shelter on land that will enable easy access to basic services.

The lack of appropriate regulation and legislation for housing has resulted in constraints in terms of providing land for low-income houses in urban areas. In addition, the legislative framework that governs land delivery to house urban, poor residents delays the provision of land to locate low-income urban housing. Shazi (1999:15) argues that the provision of land for housing the poor is increasingly becoming a challenge facing the growing cities of the developing countries, and that this leads to urban land invasion.

Urban land invasion is associated with particular political-economic circumstances including the absence or reduction of repression, and inadequate policies and conditions for shelter regarding low-income groups (Rogerson,

1989). The low-income group is excluded from housing markets because of their low-income levels. The low-income levels of the urban, poor residents are forcing the urban poor to rely on the government for shelter provision.

2.3.1. Income Levels and Housing Markets

Urban, poor residents invade land due to the fact that housing markets deprive them of access to mortgage bonds because of their low-income levels. As a result, urban land invasion provides the very poor with both informal tenure and shelter (Bernstein and McCarthy: 1990). Urban land invasion can be seen as a solution to both the landless and the homeless because invaded land houses the millions of poor people waiting to get shelter from the government. Housing backlogs are increasing in areas that are in close proximity to work places because land invaders want to have access to employment and basic services. This is happening because low-income houses are generally located on peripheral urban land which is far from working places.

The low-income levels of the urban poor are compelling the government to locate houses for these residents in urban peripheral areas because of land cost (Hardoy and Satterthwaite, 1981:80). The cost of land informs the Land Redistribution Programme to provide urban, poor residents with cheap land located on the outskirts of towns. As a result of this, low-income people in urban areas are located far from their work places. This then forces the urban poor to commute to and from work places. These people invade land close to work places because of financial benefits in terms of saving transport costs.

Urban land invasions in South Africa are taking place because of the enormous scale of homelessness. In 1994, the South African government inherited a huge housing backlog which had been created by the deliberate policy of not building urban houses for Africans (www.uwc.ac.za). In addition, racial segregation- one

of apartheid's legacies- encouraged the housing problems to be tied to influx control, which exacerbated the housing backlog in many cities and towns (Hindson 1983). Thus apartheid planning practises contributed to the current demand for land provision to house the urban poor.

2.3.2. Homeownership and Land Invasions

Cheap access to homeownership brings with it many problems due to the poor quality of land that is invaded. In addition, the urban poor invade environmentally sensitive or geological precarious land in terms of slope and stability which is often coupled with health hazards. As a result, the residents are prone to diseases such as cholera, tuberculosis due to the unsanitary conditions of the site they have invaded.

Orville (1976) argues that, in the invaded areas, informal settlements are poorly constructed, that they have inadequate housing facilities and are prone to diseases. The poor housing facilities that are found in informal settlements reinforce the need for housing delivery. In addition, inadequate housing facilities that are used by the urban poor in the informal settlements reinforce the fact that the urban poor are capable of providing shelter to house themselves. What is needed is a housing policy that will promote their willingness and capability to deliver houses for themselves.

2.3.3 Overcrowding and Urban Land Invasion

Hindson and Parekh (1993) argue that land invasions are led by and comprise of long-term urban residents desperate to improve their living standards. Urban residents are pushed by the increasing rate of urban population that impose difficulties for the DOH to provide housing subsidies to the growing urban population. Housing inequality is one of the most important themes from which the concept of land invasion emerges. Kok and Gelderbom (1993) and Orville

(1976) argue that inequity of housing occurs because the delivery of housing subsidies in developing countries is structured by the status quo analysis. The status quo of housing beneficiaries determines the location of housing subsidies. As a result, low-income houses are located on peripheral urban land.

2.3.4. Responses to housing shortages in developing countries

The increasing rate of urban land invasion in developing countries has led to the implementation of various strategies as a means of alleviating the increasing rate of housing backlogs. In South Africa the following strategies are used to improve the living conditions of the urban poor, these include:

2. 3.4.1 Site and Service Schemes

The DOH assists the beneficiaries with the site and service purchase only. This means that the beneficiaries have to build the houses for themselves. As a result, the majority of housing beneficiaries who are unemployed are granted individual subsidies because they cannot manage to build the houses for themselves.

2. 3.4.1.2 In-situ Upgrades

In situ upgrades deal with the upgrading of informal settlements. The DOH improves the standard of living for the urban poor through the implementation of individual subsidies next to the shacks. This has resulted in the invaded land being bought by the DOH to locate the low-income houses. *In situ upgrades* play a major role in the improvement of living conditions in the informal settlements.

2.3.4.1.3 Relocations

The relocation of subsidy means that the housing beneficiaries are given a particular place that meets the requirements of the housing standards. The relocation of people qualifying for housing subsidies normally includes the *social*

housing subsidies and other kinds of housing subsidies. The relocation of people helps in the improvement of the living standards that homeless people were living in.

2.4. Urban Land Management and Integrated Development Planning

Effective urban land management is an indicator of a successful integrated development planning process. The integrated development planning process, together with urban land management, can reduce the increasing rates of urban land invasions through the identification and allocation of land to house urban poor in the Integrated Development Plans. In addition, integrated development planning is an effective approach to deliver basic services including low-income urban houses and promote integrated development in urban areas. This is achieved through budgeting and financial allocations for identified projects.

Integrated development planning cannot on its own integrate low-income urban housing and work places without the effectiveness of the Land Redistribution Programme. Integrated development planning can promote the effectiveness of urban land management through the provision of land to house urban poor. This can be achieved by using the Spatial Development Framework to ensure that low-income housing is located on land that promote integrated housing development. The Spatial Development Framework will be able to promote the location of low-income houses in conducive areas. The location of low-income houses in conducive areas will also promote effective use of urban resources. Urban land management can promote a clear Land Redistribution Programme and policies that will enable the delivery of low-income houses in an integrated manner.

There is a need for the Provincial Governments and the Local Municipalities to develop the Accelerated Managed Land Settlement Programme (AMLSP) that aims to rapidly release land, as well as to progressively provide services. In Cape Town, the AMLSP managed to alleviate the level of overcrowding in urban families through the provision of land to house poor residents within a short time frame (www.cmc.gov.za). The speedy delivery of low-income houses through the AMLSP in Cape Town was successful because IDP was used as a catalyst to address housing and land issues.

2.4.1 Housing Provision and Integrated Development Planning

Integrated development planning needs to prioritise the delivery of low-income houses to the urban poor in the Integrated Development Plans. The prioritisation of housing delivery must be taken in consideration together with land issues. Integrated development planning has to ensure that housing and land issues are dealt with simultaneously because land is the key in the provision of low-income houses. The location of low-income urban houses in the IDP's is one of the major problems at present because the location of houses does not promote integrated housing development. The issue of land cost prevents the IDP from locating low-income houses in areas that promote integrated housing development. Integrated development planning can only promote the integrated housing development if the DLA and the DOH can work simultaneously to deliver low-income houses within a short time frame. The IDP can be then regarded be used as a catalyst that will make effective use of scarce resources.

Integrated development planning will also ensure that local housing policies work simultaneously with the land redistribution programme to promote the delivery of low-income houses. Thus, integrated development planning is a mechanism through which land reform and the local housing policy can deliver low-income housing to the urban poor in the correct location.

In addition, Integrated Development Planning is a tool which the Land Redistribution Programme can use to provide land to locate low-income houses in urban areas. As a result, urban land invasions will decrease and this will also decrease the demand for land provision to house urban, poor residents. The Land Redistribution Programme is a stepping-stone for the integrated development planning to provide low-income houses in urban areas. Thus, the Land Redistribution Programme can promote integrated housing development through the provision of land to locate low-income houses in areas that are accessible to work places. The provision of land to house poor residents in the Integrated Development Plans will contribute to a reduction in the increasing rate of housing backlogs.

Integrated Development Planning can help in reducing housing backlogs in urban areas through a Spatial Development Framework. The spatial development framework will ensure that the land redistribution programme is providing land that promotes integrated development. The spatial development framework will ensure that land for low-income urban houses is allocated in the integrated development plans.

In addition, the Spatial Development Framework is intended to create an effective spatial context for urban land management. Urban land management will be able to deal with urban land invasions at a more strategic level. As a result, urban land invasions will decrease and housing backlogs will decline. Urban land management is capable of ensuring the correct use of the Land Redistribution Programme through assessing urban land development projects and working closely with integrated development planning. The Spatial Development Framework is a mechanism which effective urban land management can be used to identify appropriate land for housing projects.

2.4.2 Land Policy and Integrated Development Planning

Land policy plays a major role in ensuring that the housing backlogs caused by apartheid legacies are reduced by adopting strategies such as the *Land Acquisition Grant* and the *Land Release Programme* that work concurrently with the DOH. The land policy, however, cannot provide land to reduce homelessness on its own. An integrated, clear housing policy is needed to work simultaneously with a land policy to reduce landlessness and homelessness in urban areas. Housing policies, which use varied strategies to deal with the different needs of beneficiaries, have to be implemented. Land policies need to work simultaneously with housing policies through integrated development planning in order to reduce the increasing rate of housing backlogs that were caused by apartheid planning legacies.

2.4.2.1 Land Issues

Land issues play a vital role in the functioning of Integrated Development Plans. The urbanisation process has a negative impact on the amount of land that is needed to house the growing urban population. The urgent need for land delivery has to work together with the IDP to deliver services in a short time frame. Mabin (1991) argues that rapid urbanisation is creating enormous pressure on urban land. The absence of clear and coordinated policies and strategies to provide for the speedy delivery of land, management and development leads to rapid urbanisation which causes informal settlements and land invasion to grow in number and complexity (www.land.pwv.gov.za).

The slow processes involved in land acquisition grants are perpetuating the number of people who require housing subsidies from the government. As a result, the number of urban, poor residents who expect to gain housing subsidies increases to an extent that the Local Department of Housing cannot manage to deal with these issues. This reinforces the urgent need for DLA and integrated

development planning to work together in service delivery in urban and rural areas. The integration of services delivery in urban and rural areas will, to some extent, help to avoid the flow of rural migrants to urban areas.

2.4.2.2 Land Reform and Integrated Development Planning

The Land Redistribution Programme related to providing land to house landless people in both rural and urban areas is unable to provide land to house the urban poor due to the cost of land in areas that are close to work places (Urban Foundation March: 1994). As a result, “high price of land in the downtown area of the agglomerations and oligopolisation of the market which prevents lower income groups from buying urban land” (Jackson: 1994).

Integrated Development Planning can be used as a mechanism through which the local municipalities can alleviate poverty and achieve development in their respective areas. There is a greater demand for land delivery than there is land supply, and because delivery is so slow people set up informal settlements (Urban Foundation Research Report: 1997). Slow land delivery creates a negative impact on integrated development planning to integrate residential land use with commercial land use.

The Land Redistribution Programme needs to re-evaluate the land policy so as to promote the delivery of land to house the urban poor. Land claims that are attached to land targeted for low-income urban houses are delaying the provision of land for housing. Land claims have a negative impact on integrated development planning which aims to provide a strategy that will promote urban land management. This has pushed low-income urban people into overcrowded urban areas. It will be a lengthy process for the land redistribution programme to solve land claims in urban areas. This process is highlighted by the lengthy

approval periods which results in land invasions occurring on unoccupied sites and also in the increasing rate of housing backlogs.

The most conspicuous and vocal demand by the landless is for land on which to build houses in or around South Africa's major conurbations. But there is little comfort in that. This demand has led to repeated invasions by homeless people on empty tracts of land (www.hfs.org.za). The invasion of land reinforces the need to address urban landlessness and homelessness by re-evaluating the development of affordable housing and services to unused or under-used land within present urban boundaries and close to employment opportunities.

In urban areas, access to land for low-income houses is a prerequisite for a successful urban development programme at all levels. Access to land requires local Housing Departments to overcome all obstacles hampering equitable access to well located land. The local DOH needs to evaluate the implementation of appropriate urban and rural land policies and land management practices. The evaluation of the aforementioned policies will address distortions which have resulted from planning according to apartheid's segregation policies. Realisation of these policies is necessary to reduce occupation of unsafe land affecting urban, poor people, especially the land invaders.

Urban Research Report (1997) states that, "the value of subsidy and the housing delivery options available to the poor influence the location of low-income housing". Issues such as land value affect the location of low-income houses in urban areas of developing countries. As a result, the limited funding that the DOH is facing at present compels the local municipalities to build low-income houses on cheap land. The inadequate provision of housing land in key locations is one of the major problems in developing countries (www.jrf.org.uk).

2.5 Conclusion

The causes and implications of the land shortage to house urban, poor residents lead to the persistence of urban land invasion. Urban land invasions are one of the key challenges facing the government which needs to deliver sufficient affordable land and to deal with the housing needs of the growing urban population. This chapter has discussed options and responses in reducing the housing backlogs in developing countries. Land issues and housing backlogs have led to the urgent need of the re-evaluation and amendments of land policies, housing policies and the IDP policy. Huchzermeyer (2003: 216) states that:

In South Africa, housing policy should translate the transformative project of the Constitution into concrete mechanisms that lead to a more equal society. Redistribution through subsidised housing developments is not an adequate mechanism, as long as the majority of these projects are in peripheral locations and perpetuate the segregated urban form that was inherited by the ANC-led government. Urban housing policy must be conceived of as a programme for urban land reform, elaborated by appropriate legislation, procedures and financial mechanisms to ensure implementation.

The increasing scale of housing backlogs is a product of the persistence of rural-urban migration and urban population growth rate. As a result, the imbalances between the demand and supply of housing subsidies become an ongoing problem. Todaro (2000) argues that rural-urban migration brings with it many problems including the increasing rate of housing demand and urban land invasions. In addition, land issues cannot be dealt with in isolation to housing problems and this has led to the delays in housing provision. Urban land issues are key determinants to housing locations and this has resulted to housing subsidies being located on a cheap piece of land. Todes et al (2003:261) claim that:

Land cost is another significant factor constraining urban restructuring. Although local authorities would like to locate housing projects guided by urban restructuring goals -closer to the corridors and economic

opportunities -this is not possible because of land costs. Housing projects are thus located where land is cheap, and this frustrates integration.

CHAPTER THREE

POLICY FRAMEWORK ON HOUSING, LAND AND INTEGRATED DEVELOPMENT PLANNING

3.1 HOUSING

3.1.1 Introduction

The ANC political party formed the Reconstruction and Development Programme (RDP) in 1994. The RDP aimed to deliver a million housing subsidies in a five year time period. The RDP was formed to address apartheid planning distortions that restricted the homeownership of low-income, urban poor residents. Apartheid planning distortions placed urban, poor residents in areas that are far from work places (Ezakheni: 1979). This resulted in low-income urban, poor residents living in terrible and overcrowded conditions that led to urban sprawl. This urban sprawl resulted in the emergence of huge housing backlogs which are responsible for urban land invasion, a major problem still prevalent today.

In this chapter, the researcher will examine how apartheid planning distortions, such as Black spots, led to housing problems, and how these can be solved. This chapter will look at housing, land and integrated development planning (IDP) policies. The approaches, existing constraints and the interrelationship between these three policies will be examined in this chapter.

3.1.2 Supply and Demand of Urban Formal housing

The increasing growth rate of urban population and rural-urban migration negatively impact on the supply and demand of formal housing. The DOH is unable to accommodate the growing numbers of urban residents seeking housing subsidies. In addition, the slow process of housing delivery in South Africa has resulted in a massive increase in the number of households forced to

seek accommodation in informal settlements, backyard shacks and in overcrowded conditions in existing formal settlements (White Paper on Housing Policy). The overcrowding in urban formal housing areas and the mushrooming of informal settlements in urban areas are indicators that inequality exists in the supply and demand of the housing market. The supply and demand for formal housing subsidies in urban areas is not stable. However, the promise of access to subsidy has encouraged people to come and this leads to overcrowding and land invasions in urban areas.

3.1.3 Squatter Housing and Urban Population Growth

The low rate of formal housing delivery, coupled with the high rate of new household formation, has resulted in a massive growth in the number of people housed in squatter housing (White Paper on Housing Policy). The increase in the urban population rate perpetuates the housing backlogs in urban areas because the existing formal housing cannot at present accommodate the increasing rate of family household members. Squatter housing in the invaded land is a means through which urban households are accessing shelter in South Africa. The increasing rate of urban land invasion is also an indicator of squatter housing acting as a solution to urban homelessness.

In the squatter settlements, the absence of basic services- such as water supply- is due to the lack of installed piped water supply in unplanned settlements (South African Labour Development and Research Unit, 1994). In addition, households living in squatter housing do not have access to any type of sanitation system (SALDRU, 1994). Most informally-housed people have minimal access to basic services, whilst many formal housing areas are poorly served in terms of basic services (White Paper on Housing Policy).

3.1.3 EXISTING HOUSING CONSTRAINTS

3.1.3.1 The Scale of the Housing Problem

The scale of the housing problem is a major hindrance in delivering low-cost urban housing for the poor (White Paper on Housing Policy). In most cases, the uncertain scale of houses that need to be delivered slows the process of housing delivery to the needy. Furthermore, the increasing rate of people invading vacant land makes the scale of housing to be delivered a complicated one.

3.1.3.2 Structure of South Africa's Human Settlements and Housing

The location of low-cost urban housing perpetuates the increasing rate of housing backlogs. In addition, low-income people are still located on peripheral urban lands due to land cost. Charlton (2003:270) argues that there is still a financial battle to be fought to access well-located land. She further emphasises that the assumption contained in both the National Housing Policy and the Local Authority Ordinance was that market value must be paid for land for low-income housing development. The limit placed on the amount of subsidy that may be spent on land implied more peripheral development where land is cheaper. The acquisition of well-located land, therefore, required additional funding to be found to supplement subsidy money. This resulted in low-income housing being located on land that promotes spatial inequities and segregation policies of the apartheid planning legacy.

As a result, the urbanisation process that is encouraged by the search for jobs is also exacerbating the housing backlog. Moreover, the urbanisation process leads to urban sprawl. This puts a burden on the local municipalities to provide basic services to the increasing urban population. With regard to

integrated delivery in the sense of holistic development, the construction of facilities needed to transform a subsidised housing project into a functioning neighbourhood was not easily coordinated with the delivery of housing. Charlton (2003:271) states that:

The source of funding and mechanism of delivery, of a range of facilities such as schools, postal facilities and certain health and welfare were located in provincial departments with little apparent connection with the provincial department allocating housing funds, and even less connection with the local authority. Housing projects therefore tended not to be fully functioning neighbourhoods, but rather basic, highly inadequate environments, with sites reserved for facilities remaining largely undeveloped (Charlton.2003: 271).

3.1.4.3 Institutional Framework

There are a series of factors constraining the ability of local government to drive an integrated urban development agenda namely:

- Local delivery objectives are to a very great extent predetermined by the availability of national or provincial funding programmes;
- Housing delivery in areas that are well-located generally requires the provision of more expensive products, which most local authorities are unable to afford;
- Lack of institutional approaches to co-ordination and weak vertical and horizontal systems of alignment between functions within local authorities compound sectoral fragmentation and un-integrated implementation;
- The skills and resources required for co-ordination are lacking among local authorities, including strategic planning, financial planning, facilitation and conflict resolution; and
- Multiple sector planning requirements imposed on local government by legislation and regulation emanating from other

spheres- over which local government has very little say- deepen the problem of sectoral fragmentation at the local level (Royston. 2003: 244).

Many authorities have been inadequately resourced and politically unable to undertake certain responsibilities. This has resulted in delays to the housing development process and a virtual collapse of the public environment and public administration (White Paper on Housing Policy). Furthermore, the new structures of delivering low-cost housing have a negative impact on the performance of local authorities to adapt to a newly-formed strategy. The ineffectiveness of local authorities to deal with the increasing rate of urban poor needing housing subsidies from the government leads to a very large housing backlog. Thus, the delays in delivering low-cost housing are caused by the inability of the local authorities to provide for the needs of the growing urban population.

In addition, national departments have introduced legislation that requires local authorities to undertake various forms of planning. These sectoral initiatives impose planning obligations on local government co-ordinating planning across sectors (Royston. 2003:242). At the local level, because many local authorities, due to their limited independent financial means, identify projects for delivery in response to predetermined national and provincial programmes and budgets is still a hindrance to the integration of housing location to other facilities (Royston. 2003: 243). This is perpetuated by the absence of a coherent framework guiding the nature and location of public investment, and thus the outcomes appear to overlap. In the absence of co-ordination in other spheres, local government has become the *de facto* agent responsible for co-ordinating across sectors (Royston. 2003:241).

The institutional framework guiding land and housing settlement patterns for housing location and land release programme appear to be unable to deal with the demands of land and housing supply. In many local municipalities, the issue of land provision for housing development is negatively affected by institutional fragmentation. This is evidenced in the practice of spatial integration of the old apartheid planning legacies. The aforementioned institutional fragmentation is best evidenced by their inability to negotiate the current complex procedural framework for the delivery of site. Similarly a lack of knowledge about the ownership of local land holdings by various public and private sector actors makes it impossible to identify well-located land for housing development. Hence, the institutional framework among the local municipalities responsible for land release programmes for housing development is affected by so many issues including the lack of clear communication between the local and provincial departments.

This has resulted in the persistence of the delays in approval periods and the persistence of urban land invasions. Wilkinson and Behrens (2003:168) states that:

It appears that the land use or spatial planning aspects of low-income housing provision will be governed primarily by the spatial development framework component of the integrated development plan. As specified in the relevant regulations, spatial development frameworks are required, *inter alia*, to give to the principles contained in Chapter 1 of the *Development Facilitation Act, 1995*; set out objectives that reflect the desired spatial form of the municipality; and propose strategies and policies which indicate desired spatial form of the municipality; and propose strategies and policies which indicate desired patterns of land use within the municipality....address the spatial reconstruction of the municipality....and provide strategic guidance in respect of the location and nature of development within the municipality.

The institutional frameworks of the local municipalities have to ensure the sustainability of the urban restructuring programme through the Spatial Development Framework. In addition, the institutional fragmentation hindering the speedy delivery of basic services, including land delivery for housing development, needs to be dealt with in a manner that substantially refocuses on policies and political issues across all spheres of government (Wilkinson and Behrens. 2003: 171).

3.1.4.4 Housing Policy and Low-Cost Housing

The inadequate definitions of the roles and responsibilities of all the role players in the housing sector, as well as the lack of a coherent overall housing strategy, have contributed to the present confusion and breakdown in housing delivery (White Paper on Housing Policy). Baumann (2003:92) expresses that:

In South Africa's housing policy, adequate shelter is understood primarily as an outcome and aspect of income poverty. The policy implicitly asserts that people are inadequately housed because they lack sufficient income to participate effectively in the market for housing.

This implies the implementation of a devised strategy that will address the settlement pattern of low-income housing in a manner that will discourage spatial separation of residential areas according to class and population groups; urban sprawl; disparate levels of service provision; low levels of suburban population density; and the concentration of the poor in relatively high-density areas in the urban peripheries and the wealthy in core and intermediate areas. These factors render South African human settlements inequitable, inefficient, unsustainable, expensive to manage and maintain, and they exacerbate poverty and unemployment (ibid). Hence, the housing policy has to be re-formulated in such a way that its implementation addresses the increasing scale of housing backlogs. The re-evaluation of housing policy will also improve the segregation

policies and spatial inequities facing the location of the low-cost housing. Thus, the housing policy has to define the clear roles and responsibilities of local government and other departments involved in the housing implementation process.

3.1.4.5 Housing Subsidies and Housing Finance

Smith (2003: 166) states that:

The existing housing finance framework in South Africa has been in place for more than five years and has contributed to significant achievements in housing delivery. State intervention with regard to housing finance is essential to ensure that all households can secure access to adequate housing, and although the housing finance policy framework set out in the Housing White Paper of 1994 is fundamentally sound, there still is scope for improvement.

The utilisation of housing funds has resulted in a massive housing backlog problem. This is caused by a lack of sufficient funds needed to meet the growing number of housing subsidies. The use of housing funds in both infrastructure (including bulk services) and community facilities, places a burden on the Department of Housing to deliver houses that will consist of recreational services that are adequate enough for human settlement. The housing finance and housing funds are not enough to create a sustainable living environment comprising of adequate housing standards and the delivery of recreational services.

Smith (2003: 169) states that the large numbers of housing units have been built which comprise of poor building materials. The Housing Subsidy Scheme has been used to deliver low-income housing subsidies to the urban poor; but it is restricted by the following:

- An insufficient and uneven flow of funds

The increasing scale of housing backlogs in South Africa has been a problem since the apartheid era. In this post-apartheid era the scale of housing problem persists due to the insufficient funds to reduce the increasing rate of housing backlogs. Smith (2003:169) argues that, "in 1994 the National Housing Goal of increasing expenditure on housing to five percent of government expenditure was set. In reality the housing budget for 2001/2002 is only 1,4 per cent of government expenditure and this percentage has been steadily decreasing over last few years". Table below illustrates the allocation of housing finance since 1995.

Table 1: Illustrating the Allocation of Housing Finance

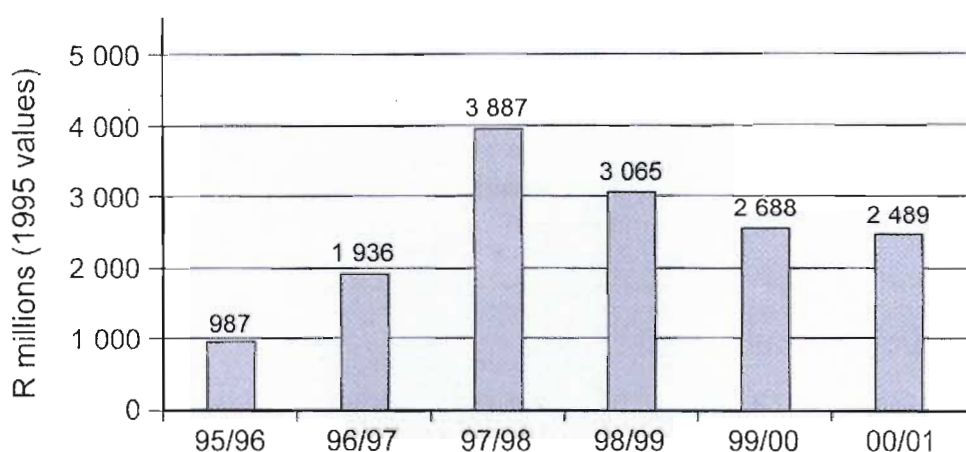
| Year | Housing expenditure (R millions) | National expenditure (R millions) | Housing expenditure as percentage of national expenditure |
|-----------|-------------------------------------|--------------------------------------|---|
| 1995/96 | 987 | 151 829 | 0,7 |
| 1996/97 | 2 070 | 176 291 | 1,2 |
| 1997/98 | 4 520 | 189 947 | 2,4 |
| 1998/99 | 3 748 | 201 416 | 1,9 |
| 1999/00 | 3 494 | 214 749 | 1,6 |
| 2000/01 | 3 433 | 235 048 | 1,5 |
| 2001/02* | 3 718 | 258 318 | 1,4 |
| 2002/03** | 3 944 | 277 323 | 1,4 |
| 2003/04** | 4 078 | 297 524 | 1,4 |

Table 4.2: Housing expenditure 1995-2002²

Source: * National budget for 2001/2002 **Medium-term expenditure estimates

The increasing urban population growth rate has a negative effect on the housing budget and housing provision. Smith (2003:170) argues that expenditure on housing can have dramatic effects on job creation and the quality of life of the poor, as the housing policy is closely linked to both the macro-economy and social welfare. Increased investment in housing can contribute to economic growth and job creation. For every increase of one house per year in the housing delivery rate, it is estimated that one permanent job and three temporary jobs are created (Robinson, 1999 cited in Smith). The graph below illustrates the housing budget since the year 1995 to the year 2001.

Graph 1: Housing budget allocation



Graph 4.1: Real value of housing expenditure

Source: Smith (2003:169)

The graph above illustrates that the increasing scale of housing backlogs is perpetuated by insufficient housing funds. In addition, the reduction of the housing budget also indicates that the increasing urban population growth rate has a negative impact on housing delivery systems. This then negatively impacts on the alleviation of the increasing scale of housing problems.

3.1.4.5.1 Poorly co-ordinated and inequitable subsidisation

There are a number of subsidies for housing from a variety of development government sources. There is little co-ordination between the subsidies from different sources, resulting in huge inequities in the amount of funding received by similar projects in different areas. Apart from the housing subsidies, there are also facilitation grants and People's Housing Process (PHP) establishment grants; start-up grants for housing institutions from the Social Housing Foundation; Consolidated Municipal Infrastructure Programme (CMIP) subsidies of up to R3000 per housing unit for bulk infrastructure (ibid). Therefore, there is the need for the redistribution of subsidy funds for low-income housing so as to ensure equitable housing standards being implemented in various housing projects. This will be promoted by the capacitation of local governments with skills required to speed up the delivery of low-cost housing.

3.1.4.5.2 The value of the subsidy not keeping pace with inflation

The value of the housing subsidy has been steadily eroded by inflation (Smith. 2003: 172). This has resulted in poor building standards and no ventilation in housing subsidies. Currently, the value of housing subsidies is R25 000 00. The graph below illustrates the value of housing subsidies since 1995.

3.1.4.5.3 The complicated subsidy approval and payout mechanisms

The lengthy processes involved in approving the application of housing subsidies entails so many procedures that have to be followed. This has resulted in other housing projects being not completed or implemented with their suggested time frame. The delays in approval periods negatively affect the reduction of housing demand and place a huge inequity between the demand and supply graph. Smith (2003: 173) states that:

The complex and lengthy approval processes for Provincial Housing Development Boards (PHDBs) payments, and the PHDB limit on payments until identification of beneficiaries, restricts housing delivery.

Naicker and Porteous (2003: 192) state that:

The provision of retail finance services in South Africa has changed considerably since 1994. Despite several developments on the policy and institutional fronts, access for low-income households and individuals to end-user finance that will enable the purchase of affordable housing remains a major problem.

The existing constraints facing housing finance are exacerbated by the problems with the housing credit which includes the absence of secondary housing markets participation in enabling the low-income urban poor to access housing through them. This has resulted in low-income urban poor depending on government for housing provision which has a negative impact on housing finance and housing funds.

Thurman cited in Smith (2003:176) mentions that:

Housing finance and housing funds play a vital role in ensuring the implementation of housing projects through the integrated development planning process. The financing of the development of new housing areas is not linked to the financing of schools, provision of community facilities, greening of public areas, and so on. There is usually little co-ordination between housing funding and funding for other components of an integrated urban environment. The subsidy system usually results in sterile peripheral suburbs with single houses on individual plots, which does little to improve the life of beneficiaries and does not contribute to restructuring apartheid spatial patterns.

Housing finance systems need to be re-evaluated with reference to the inflation rate. This will assist in ensuring sustainability of the urban restructuring programme. The effectiveness of the integrated development planning process can be experienced if the housing finance systems are adjusted in such a way that the Department of Housing is able to secure the funds to buy well-located land for housing development.

3.1.4.6 Land Use Planning and Low-Income Housing Location

Low-cost housing is generally located in peripheral areas because of land cost. Nonetheless, the racial segregation that played a major role in the location of low-income houses led to urban sprawl, furthermore, there is a need to evaluate the new land policy. This will also redress the apartheid planning distortions that still impact on land use in many urban areas. The lack of a coherent urban land policy contributes to the inability and unwillingness to release sufficient suitable land for low-income housing provision. Land invasion indicates that there is a need for land release to build low-income houses and to re-evaluate the land policy so as to meet the needs of different homeless people.

Land constraints hinder the resolution of the housing backlog and ongoing land invasions. Legislative controls, as well as the fact that land was previously provided according to the ability to pay rather than according to need, has led to insufficient land being provided for low-income housing (White Paper on Housing Policy). The land legislative framework that the Department of Land Affairs has to follow delays the delivery of land to build low-income housing.

The role of a land audit in dealing with the issue of land for housing supply will play a meaningful role in ensuring the effectiveness of urban restructuring programme. This will ensure the reduction of urban land invasions through a speedy land release programme. A land audit will also ensure that there is equitable land supply for housing the growing urban population. The land audit is currently unable to play an effective role due the inaccuracy of the estimations in housing backlog rate. This means that, "an audit of vacant land can be a valuable way of linking the spatial development framework with housing policy" (Kronje, Pillay and Todes. 2003: 269). In addition a land audit can assist in ensuring that there is vacant well-located land for housing development through co-ordination across all the spheres of government departments. Thus,

the land audit can also assist in ensuring that there is a speedy delivery of land for housing the urban poor.

Housing as a Basic Human Right rather than a Commodity

The Constitution of South Africa states that everybody has a right to shelter (Act No. 108 of 1996). Kentridge (1986) argues that, "it has been recognised by the government of this country that large numbers of the population live under terrible conditions of poverty". Furthermore, the socio-economic conditions of the majority of the population hinder poor people's access to housing markets unless they are dependent on the government for shelter provision. Housing is not a commodity but a right that has to be given to every South African citizen. As a result, the DOH needs to develop a strategy that will reduce the housing backlog and ongoing land invasions.

The delivery of housing subsidies to the poor is the responsibility of the government. It is "incumbent on the state to assist the poor to enable them to be adequately housed whilst the state at second or third tier government can, through appropriate structures, act as a deliverer" (White Paper on Housing Policy). Furthermore, government is committed to deliver low-cost housing to the urban poor in a more interactive way whereby the policies and strategies encourage communities to develop their socio-economic status and to create a sustainable living environment that will also serve to provide basic services. The satisfaction gained from the provision of basic needs for the beneficiaries means that the delivery of housing subsidies is going to be a people-centred development process whereby the creation of appropriate policy will be adopted.

3.1.6 HOUSING POLICY APPROACHES AND CONSIDERATIONS

3.1.6.1 The interrelationship of Housing and Economic Development

The delivery of housing subsidies to the needy represents more than a simple economic activity but constitutes the foundation for the establishment of continuously improving public and productive communities that can grow and prosper. The government housing policies and strategies directed at enabling and supporting communities towards participating in the satisfaction of their own housing, need to maximise the involvement of the community and the private sector, and lead to the transfer of skills and to the economic empowerment of members of the community (White Paper on Housing Policy). Smith (1992) argues that the delivery of housing subsidies will also need to run parallel to job creation in the construction sector so as to promote integrated housing development. The implementation of low-income houses will promote economic development in a way that the unemployed low-income people who get employed in the construction sectors can afford the ongoing costs of housing which include the payment of rates, water charges and electricity charges.

3.1.6.2 Sustainability of Housing Delivery and Financial Affordability

The DOH is supporting those low-income people who cannot afford to get housing finance through housing markets because of their very low-income levels. However, there is a challenge facing the DOH at the moment, namely the growing number of homeless people. Achieving a balance between government expenditure and housing markets, which normally has a good products to end-users, is a challenge that the DOH needs to overcome. Since many people who are relying on them and government to get access to shelter. Therefore, the DOH has to implement a strategy that will deliver low-income houses to the urban poor in a short time and this will reduce the increasing rate of housing backlogs.

3.1.7 Approaches to reduce Housing Backlogs

There are existing strategies used to deliver low-income urban housing to house the poor, but it has been seen that these strategies are not sufficiently effective to deliver houses to the needy within a short time frame. This has resulted in an increasing rate of informal housing being built as solution to both shelter problems and homelessness. Hence, the DOH has formulated seven strategies, which are used as solutions to speed up the pace of housing subsidy delivery. The seven strategies are as follows:

3.1.7 Supporting the Housing Process

It has been noticed that the delivery of housing is a slow process due to the criteria that the DOH has to follow. Environmental, economic and political conditions ensure that the delivery of housing subsidies is sustainable and beneficial. The DOH is delivering housing subsidies to meet basic human needs as financial constraints hinders the DOH from delivering low-income houses with services are similar to these offered by the formal housing markets. This strategy is aimed at supporting the housing process that will also include the beneficiaries engaging in the process of delivering low-income housing subsidies.

3.1.7.2 Mobilising Housing Credit

This strategy involves providing access to housing markets. Low-income people are able to pay far less credit than the minimum amount required by the housing market. There is a need to unlock the housing credit that hinders the low-income households gaining access houses and to improve the standard of their dwelling units.

3.1.7.2 Provision of Subsidy Assistance

The provision of subsidy assistance is intended to reduce the increasing rate of housing backlogs that the DOH is currently facing. There are various existing housing programmes that aim to satisfy the different housing needs of different beneficiaries. This strategy will need to be directed in such a way that housing subsidies are delivered in order to accommodate those who need to buy and to rent. Conversely, social housing provides a renting subsidy scheme, but it seems that the renting subsidies fail to accommodate the needs of the urban poor because of their low-income level. The provision of a subsidy assistance is of great importance, but the various existing housing subsidies that the DOH is offering at the moment do not appear to be sufficiently effective to reduce the increasing housing backlog or to speed up the provision of subsidy assistance to disadvantaged individuals so that they can gain access to housing. This will reduce the increasing scale of housing problem.

3.1.7.5 Rationalisation of Institutional Capacities

The rationalisation of institutional capacities is of great importance for a funding framework (White Paper on Housing Policy). This strategy will form a base that will promote the linkages between National, Provincial and Local Government so as to produce an effective mechanism that will enhance the delivery of housing programmes to the urban poor. Furthermore, this strategy will help in the uniformity of governmental housing programmes that are offered to house the urban poor. The rationalisation of institutional subsidies is playing a major role in the reduction of the existing housing backlogs that the DOH is currently experiencing and also in the establishment of linkages between the Local, Provincial and National housing boards.

3.1.7.6 Facilitating the Speedy Release of Land

The issue of land is the key to every housing development programme. The legislative framework that has to be followed when releasing land to locate low-income urban housing delays many housing projects. The issue of land determines the location of low-income urban housing due to the land price. As a result, most low-income housing subsidies are located in peripheral areas to avoid high land costs. Due to the slow process of land release to house the urban poor, the rate of people needing to gain access to urban formal housing is increasing. The people who are expecting to gain access to urban housing are resorting to land invasion as a solution to their shelter problem. Facilitating the speedy release of land for housing the urban poor will reduce the aforementioned problems.

3.1.7.7 Coordinating and Integrating Public Sector Investment

The coordination of housing delivery with public sector investment is important for integrated development planning. It is vital that the location of housing promotes integrated development to avoid land invasions and poor urban land management. At present, there is inadequate coordination and integration of efforts between the Housing Department and other functionaries such as Health, Education, Transport and Local Government. Inadequate integrated development planning between housing locations and other basic services institutional has resulted in inappropriate which are indicated poor urban land management. It is not an easy task for the DOH to deliver the low-income houses in areas that lack all the basic services due to the absence of dedication and a structured approach between the DOH and other governmental sectors. If integrated planning can be used as an approach through which the co-operation of governmental sectors and housing settlement can be achieved, this will then help to reduce the rate of housing backlogs.

3.1.8 Concluding Comments on Housing

To sum up, the supply and demand of urban formal housing is not a balanced equity and this leads to the increasing rate of informal settlements and urban land invasions. Squatter housing is caused by the increasing rate of urban population growth which puts pressure on the delivery of housing. The housing policy is trying various strategies to deliver low-income urban housing but there are several constraints that negatively affect the delivery of housing subsidies in a short time frame.

Conversely, the availability of land for the location of low-income urban housing is not sufficient and, if it is sufficient, it takes a long time due to the legislative complexities of land release. The land legislative framework attached to land development is delaying the provision of low-income urban housing and this leads to the mushrooming of informal settlements among the poor as a solution to shelter problems. The land use planning that determines the land availability to locate low-cost urban housing is a constraint in locating housing in areas trying to promote integrated development planning.

The fact that the provision of housing is regarded as a right rather than a commodity places the responsibility for the DOH to deliver low-income housing to the urban poor who cannot afford to build houses through housing markets. As a result, many people who cannot afford to build their houses rely on government subsidies for housing provision, which then increases the demand and the rate of people waiting to be given subsidies. The increasing rate of people waiting to be given housing subsidies by the government increases the rate of housing backlogs and urban sprawls. Thus, the right to housing as a shelter rather than as a commodity is increasing the rate of housing backlogs.

There are various approaches that have been implemented by the DOH to deliver low-income housing subsidies to the urban poor. First and foremost, the delivery of housing subsidies to the poor should be considered as part of economic empowerment whereby the poor can also participate in programmes that will generate income for their households. Job creation can be implemented in households whereby the small business sector can be used to provide jobs for unemployed neighbours. Thus, housing delivery should not merely be perceived as residential settlements, but also as commercial ones whereby income can be generated through economic development.

The sustainability of delivering low-income urban housing so as to generate income and create job opportunities depends on the financial affordability that the DOH is facing at the moment. As a result, large amounts of money are spent on bulk services and a small amount is left for top structure. This negatively impacts on the sustainability of housing delivery and the financial affordability to deliver low-income urban housing. If there is insufficient finance available to build low-income housing, then land invasions and mushrooming of informal settlements will continue to occur as solutions to shelter problems.

Various approaches formulated by the DOH to reduce housing backlogs seem to be ineffective because housing backlogs are still a major problem in many towns and cities. The ineffectiveness of the DOH policies to address the increasing rate of housing backlogs has resulted in an urgent need for the DOH to provide low-income urban housing to the growing population. The DOH needs to re-evaluate their housing policy so as to solve the existing constraints that hinder the provision of land to house the urban poor.

3.2 LAND

3.2.1 Introduction

Land is critically important for human survival. Land shortages have delayed many developmental programmes including housing delivery programmes. The legislative framework attached to land delays the whole process of development because the land release programme has to follow various jurisdictional procedures before the land is issued. It can be argued that the issue of land, as a key to development and remedy to poverty alleviation, is somehow delaying the upliftment of human development. Land delivery systems include the legislative framework of the Development Facilitation Act 67 of 1995 (DFA) which contains Land Development Objectives (LDOs). The LDO's aim at ensuring that there is the speedy delivery of land for low-income housing development. The delivery of well-located land for housing development is hindered by the issue of land price, land claims and overlapping land rights. In addition, the policy framework of the DLA has developed the Land Reform Programme, which consists of three sub-programmes, as a means to deliver land to the poor.

Land restructuring programmes, aimed at delivering land to both urban and rural landless people, are hindered by different factors that are intended to speed up land delivery. As a result of these factors, land invasions and overcrowding have emerged as a solution to both landlessness and homelessness among poor households. The Land Policy White Paper consists of various programmes that aim at serving different beneficiaries who have different needs pertaining to land delivery. The land issue is a sensitive issue and several misunderstandings among beneficiaries and government officials have occurred.

This section discusses and interprets the Land Policy and how it will be adjusted to speed up land delivery to the landless. This section also looks at how to solve the issues that hinder the release of land to house the urban poor and also how to address apartheid land use planning. The factors that hinder the delivery of land to house urban poor are largely linked to apartheid land use planning principles. As a result, there is a huge list of applicants claiming land that was taken from them during the apartheid era. Land claims are one of the key hindrances that delay the land release programmes to release land to house the urban poor.

3.2.2 Land Policy Goals and Vision

The main vision of the South African Land Policy lies in its interrelationship with the Land Reform Programme. This programme consists of three sub-programmes. The Land Policy's objective is to contribute to reconciliation, stability, growth and development in an equitable and sustainable way (White Paper on Land Policy). The land policy aims at achieving the following goals:

- To give the urban poor secure access to well-located land for the provision of shelter.
- To improve the land reform programme's poverty focus in achieving a better quality of life for the most disadvantaged.
- To contribute to economic development, both by giving households the opportunity to engage in productive land use, and by increasing employment opportunities through encouraging greater investment.
- To promote rural landscaping consisting of small, medium and large farms.
- To promote equity and efficiency through a combined agrarian and industrial strategy in which land reform is a growth strategy.
- Land reform programmes and land delivery

The issue of land delivery to house the urban poor and to provide land to rural households for both settlement and commercial purpose was an important issue when the democratically-elected ANC government came to power in 1994. The Reconstruction and Development Programme (RDP) was formed and regarded as a overarching framework in terms of which strategies for housing and land delivery could be formulated.

The RDP policy framework (ANC, 1994, pages 19-20) states:

Apartheid policies pushed millions of black South Africans into overcrowded and impoverished reserves, homelands and townships. In addition, capital-intensive agricultural policies led to the large-scale eviction of farm dwellers from their land and homes. The abolition of Land Acts cannot redress inequities in land distribution. Only a tiny minority of black people afford land on the free market.

Thus, land reform programmes aim at delivering land to house the urban poor living in overcrowded conditions in township backyards and also to redress planning apartheid distortions that resulted in racial policies dominating land use planning.

3.2.4 THREE ELEMENTS OF LAND REFORM PROGRAMME

3.2.4.1. Redistribution Programme

This programme aims to provide the disadvantaged and the urban poor with access to land for residential and productive purposes. It has to be noted that this programme is not the key determinant or strategy of urban land release programme but it is used as one of the mechanisms to speed up the land delivery process to the urban poor. This programme includes the urban and rural poor, labour tenants, farm workers as well as new entrants to agriculture. It also aims to eradicate poverty in rural areas through the use of land as a tool to economic empowerment through agricultural economy. The programme deals with the

provision of assistance to groups to establish legal entities to purchase and lease land and the assistance to enable beneficiaries to meet basic needs. The programme utilises land in a sustainable manner. The Land Redistribution Programme deals with land acquisition and assistance with basic provision of needs for land development (White Paper on Land Policy).

The Land Redistribution Programme plays a major role in the land delivery systems to deliver land to house urban, poor residents with help from the Development Facilitation Act No. 67 of 1995 (DFA). The DFA was formed with the intention of speeding up the land releasing programme for low-income housing development. The land delivery process is also aimed at providing both shelter and economic empowerment for the landless and homeless people. The Land Redistribution Programme plays a vital role in delivering houses to accommodate the urban poor concurrently with the DOH through the supervision of the *Settlement/Land Acquisition Grant*.

As a result, the Land Redistribution Programme ensures that there is integrated development, planning through the establishment of partnerships between tiers and across sectors of government. The Land Redistribution Programme thus integrates development with the DOH, to deliver land that will house the urban poor and to ensure that there is the legal use of funds in terms of the settlement grants that the DLA is giving to the beneficiaries.

There is also insecurity of tenure among homeless people who have decided to invade vacant land. The Land Redistribution Programme plays a major role in ensuring good urban land management which aims at delivering land and securing tenure for the urban poor. The Land Redistribution Programme gives the secure of tenure to the urban poor in the places where they presently reside as a means of land provision to house urban poor.

3.2.4.2 Land Restitution Programme

This programme covers the cases of forced removals which took place in South Africa after 1913. The Land Restitution Programme comprises of the Restitution of Land Rights Act, 22 of 1994 and the Land Claims Court. In urban contexts, the claims deal with the cases that were dispossessed under the Group Areas Act, 1950, the Community Development Act, 1966 and the Resettlement of Blacks Act, 1954. This programme also deals with the amended proclamation of racial residential areas where areas were forced to sell on the open market which favoured buyers. This programme is concerned with the provision of land and housing for disadvantaged communities. This programme reinforces the need for the State to deliver land to the landless or to the land claimants that were disposed during the apartheid era.

3.2.4.3 Land Tenure Reform Programme

This programme aims at giving indigenous Africans the right to land ownership that was denied to them during the apartheid era. Furthermore, the White Paper of Land Policy states that people used to stay on land without land rights and this led to the following problems:

- Vulnerability to interference or confiscation of rights whether by the State or other people.
- Difficulty in securing housing subsidies and other development finance.
- No administrative support for the system of land rights which operates in practice, but contributes to internal breakdowns and administrative chaos giving rise to abuse of power by officials i.e. the position of the poor and the vulnerable is exacerbated by the lack of legal certainty and administrative protections.

- Unscrupulous individuals take advantage of the lack of enforceable land rights to bring others onto the land in exchange for money and to bolster their personal power.

The problems arose because people were denied the right to land ownership and this influenced poor people to establish unplanned settlements in the “white only” parts of South Africa. The urban poor decided to invade land to be close to work places because they were located on the outskirts of cities and towns. As a result, the issue of urban land invasion was introduced and informal settlements were mushrooming on vacant land. The redressing of apartheid land use planning distortions is a lengthy process by nature and this has contributed to urban land invasions.

3.2.5 Overcrowding, Land Delivery and Land Rights

Housing backlogs and urban land invasions are perpetuated by the fact that different tenure systems and land rights exist side by side (White Paper on Land Policy). As a result, people were given the land that previously belonged to others. This has led to the overlapping of land rights and complications that negatively impact the delivery of land to house the urban poor. The land claimants that are weaker than others in the case of overlapping land rights are given vacant land as their compensation and this delays the provision of land to house the urban poor who have not previously been granted land rights.

The increasing rate of housing backlogs is also caused by overcrowding and overlapping of land rights (White Paper on Land Policy). As a result, there is pressure on the DLA for land release to house the growing urban population. Fernandes (2003:238) discusses the issue of land use and states that:

In most developing countries, the failure to promote efficient housing policies, and the dynamics of largely unregulated land markets have resulted

in a scarcity of serviced land at affordable prices and in the lack of adequate housing options for the majority of urban population. This generates a proliferation of forms of illegal land use and development and the widespread formation of illicit settlements....

The exclusionary pattern of urban development in developing countries has been largely due to the nature of state intervention in the process through its overall economic policies, lack of effective social policies and distorted attempts at urban planning, it must be added that the elitist and exclusionary nature of the legal order in force has also played an important role in this process, especially concerning anachronistic land-related legislation. The adoption of legal provisions and codes which do not reflect the socio-economic realities determining the conditions of access to urban land and housing, as much as the lack of land use regulation, have had a perverse role in aggravating, if not determining, the process of socio-spatial exclusion.

3.2.6 Approaches to Land Programmes in resolving the Constraints of

Housing Backlogs.

The Government's approach to solving the constraints that hinder land delivery to house the urban poor is that of a *willing buyer and willing seller* model. The model results in the inability of the urban poor to obtain access to the desirable land because of their very low-income levels. There has been a challenge facing Government regarding delivering land to the very poor, such as to female-headed households and single parent families. The Government is facing the challenge of the increasing rate of urban landlessness and housing backlogs. Thus, the *willing buyer and willing seller* model is hindering the urban poor from getting access to land. This increases the rate of people seeking access to land and urban housing from the government.

As a result, there is an immense need for a land audit to play a valuable role in ensuring that there is land for housing supply. This will ensure that there is a viable urban restructuring programme which will positively affect the effectiveness of urban land management. The effectiveness of urban land management will ensure that landless people receive housing subsidies in well-located land with security of tenure. In this manner, the increasing rate of urban

land invasions will decrease drastically and housing integrated development will become sustainable.

3.2.6.1 Grants and Services Approach for the Redistribution Programme

The Government provides a number of grants to support the delivery of land to house the urban poor. Furthermore, the Government provides land for residential purposes with the DLA in the supervision of the *Settlement/ Land Acquisition Grant*. The aforementioned grant is used for tenure rights and to provide basic shelter conditions for the urban poor.

3.2.6.2 Justice and Equity Approach for the Restitution Programme

This kind of approach is used to ensure that people who have been illegally evicted from their place of origin obtain their places according to the rules and regulations of the Land Claims Court. Additionally, there are three factors that are taken into account when dealing with the Land Restitution Programme approach:

3.2.6.2.1. Dispossession leading to landlessness

3.2.6.2.2 Inadequate compensation for the value of the property,

3.2.6.2.3. Hardship that cannot be measured in financial or material terms.

This Government's approach is used to ensure that justice and equity is followed when delivering land and tenure security to house the urban poor. This strategy is used for the land claimants who were dispossessed of land after 1913 under racially discriminatory laws. The process achieves restitution in the form of land and is also used when:

- The land claimant has not been paid an equitable compensation
- The land claimant was disposed or and had a right to land
- If the land claimant was the object of a racially discriminatory law (White Paper on Land Policy).

The White Paper on Land Policy states that the Restitution of Land Rights Act and the Constitution are entitled to resort to the following in order to ensure that justice and equity will be done when delivering land and security of tenure to the land claimants:

- Restoration of the land from which claimants were disposed;
- Provision of alternative land;
- Payment of compensation;
- Alternative relief, including a package containing a combination of the above, sharing of the land, or special budgetary assistance such as services and infrastructure development where claimants presently live; or
- Priority access to State resources in the allocation and the development of housing and land in the appropriate development programme.

To sum up, land restoration is the main principle of the Land Restitution Programme. Additionally, the consideration of a restoration package is one of the most important aspects when approaching the Land Restitution Programme to deliver land and secure tenure to house the urban poor. Land restitution beneficiaries are given land accompanied by a *Settlement/ Land Acquisition Grant* to help the urban poor to get access to both shelter and land. It is clear that urban land invasions are the response to an urgent need for housing subsidies and for land. If there were large amounts of housing subsidies to accommodate the growing number of urban people in this country, the DLA would not be experiencing land invasions.

3.2.6.3 Constraints that hinder the Land Restitution Programme

The Land Restitution Programme also addresses urban land claims that are delaying the delivery of land to house the urban poor. The urban land claims that are attached to vacant land consist of the following constraints that hinder the provision of land to house urban poor:

- There are large numbers of investigations required to deal with the overwhelming number of individual claims before any remedial compensation is granted.
- There are multiple overlapping claims in respect of individual properties involving original owners, long-term tenants and even sub-tenants.
- The changing land use patterns and pressing needs for housing and redevelopment in urban areas have to be weighed up against the need for restoration.

3.2.6.4 The Guidelines used by the Land Restitution Programme as an Effective Mechanism to deliver Land and Security of Tenure:

- Claimants will be encouraged to form groups in each affected town or former group area to jointly submit the settlement of their claims. This rule is accompanied by the rules and regulations for membership and allocations.
- Land claimants should also participate in developmental programmes to shape the development of land they are living in or the available land. This mechanism is used because the land delivery process of this kind needs to be driven by local needs and concerns rather than government driven, to avoid complications and misunderstandings between land claimants and governments. This process also helps in the delivery of land and security of tenure to urban landless.

- Land claimants who are successful with their application receive some assistance in getting housing subsidies in association with the DOH and Development Facilitation Act (DFA).

3.2.6.4.1 The Guiding Principles of the Land Tenure Reform Programme to address Tenure Problems that delays Land Provision to house Urban Poor.

The Land Tenure Reform Programme aims at ensuring that interests in land development are addressed. Additionally, Land Tenure Reform aims at supporting and developing a variety of tenure options from which people may select. It allows people to choose the tenure system that is appropriate to their circumstances. As a result, land beneficiaries may choose to have communal tenure or individual tenure security, which helps in the provision of shelter and economic empowerment through land. Thus, the varieties of land tenure systems have a positive impact on land provision because there are no more land delays.

Land Tenure Reform has adopted an approach that will recognise and accommodate the *de facto* rights that exist in currently invaded urban areas. However the *de facto* rights are delayed by overlapping land rights, which negatively impact on the provision of land to house the urban poor. The Settlement/Land Acquisition Grant is used as an approach to alleviate the increasing rate of urban landlessness. The Land Tenure Reform Programme approach is also aimed at alleviating land shortages and overcrowding faced by the urban poor.

Furthermore, the Land Tenure Reform Programme consist of tenure laws that govern the provision of land to house the urban landless. Land tenure laws are functioning concurrently with *the Interim Protection of Informal Land Rights Act, 13 of 1996* and the *Communal Property Associations Act, 28 of 1996* (White Paper on Land Policy). These Acts help in speeding up the process of land delivery and security of tenure to urban land invaders. The *Upgrading of Land Tenure Rights Act, 112 of 1991* aims at upgrading land tenure rights to land beneficiaries should be demand-driven. These Acts play an important role in reducing the increasing rate of land shortages, overlapping of land rights and overcrowding, both of which lead to urban sprawl and urban land invasions.

The *Communal Property Association Act, 28 of 1996* (CPA) aims at establishing a new form of legal body through which members of disadvantaged and poor communities may collectively acquire, hold and manage property in terms of a written constitution (White Paper on Land Policy). Furthermore, the DLA plays an ongoing monitoring and inspection role in relation to the CPA as it assists in the enforcement of the rules set out in the registered constitution. However, the absence of rule enforcement in CPA's, make issues such as unauthorised outsiders onto the land for personal gain, difficult to control. Lastly, the CPA's are a good source for delivering land and security of tenure to a community or a group of people with the assurance that there are equal rights for women as well as democratic decision-making processes.

3.2.7 Concluding Comments on Land

There are three land restructuring sub-programmes, namely, Land Redistribution, Land Restitution and Land Tenure Reform. It is also important to note that the issue of land reform, which started through the RDP, and was aimed at delivering low-income urban housing to one million beneficiaries, was reached. The main aim of the land policy is to secure access to shelter and

contribute to economic growth through the formation of small business enterprises on urban housing land. The Land Redistribution Programme deals with land acquisition transfer and assistance with basic study as it deals with the delivery of land to house the urban poor and the empowerment of landless and homeless people.

The Land Restitution Programme deals with the forced removals that took place after 1913. It also redresses the empowerment of both landless and homeless people. This programme deals with provision of land and housing for disadvantaged communities. Land Tenure Reform aims to give land ownership to disadvantaged communities who rights to land ownership were denied during the apartheid era. In a similar manner, the Land Restitution Programme aims at giving land to people that were disposed during apartheid era. The Land Reform Programmes are not sufficiently effective to deal with ongoing land invasions which lead to poor urban land management systems. Thus, the ineffectiveness of the land reform programmes to deal with ongoing urban land invasions, have resulted in poor urban land management. The scale of the housing problem is going to increase due to poor urban land management and this will have a negative impact on the effectiveness of integrated development planning to integrate the location of housing subsidies with work places.

Poor urban land management is caused by the ineffectiveness of land reform to deliver land to house the growing numbers of urban people. The Government and the DLA hope to reduce landlessness and to speed up the delivery of land to house the urban poor. The majority of South Africans see *the willing buyer and willing seller approach* as a biased model as it favours the rich to gain access to urban land. This approach provides urban poor residents with vacant peripheral public land in order to locate their houses and other dwellings.

The Redistribution Programme (for tenure right and top structure to provide shelter for the urban poor) uses the *grants and services* approach. This grant is also used together with the *Settlement/ Land Acquisition Grant* from the DOH to help the urban landless to gain access to both land and housing subsidies. Additionally, the Land Restitution Programme utilises the justice and equity approach which deals with the idea that people who have been evicted get their places back according to the rules and regulations of the Land Claims Court. As a result, the *justice and equity* approach deals with three paradigms which are:

- Dispossession leading to landlessness;
- Inadequate compensation for the value of property; and,
- Hardships that cannot be measured in financial or material terms.

To sum up, the Land Reform Programme is not coping with the land demands of the growing urban population. Furthermore, the constraints that hinder land delivery to house urban poor cannot be solved overnight due to the apartheid planning practices that caused them. As a result, land invasions and land delays to house the urban poor contribute to poor urban land management and increase the need for land release to locate low-income urban housing in the integrated development plans to house the urban poor. The approaches that are adopted by the DLA and the DOH to deliver land to house the urban poor are not effective enough. This has been highlighted by ongoing land invasions and overcrowding in township backyards.

3.3. INTEGRATED DEVELOPMENT PLANNING

3.3.1 Introduction

Integrated development planning is one of the key tools used by Government to eradicate poverty and redress inequalities caused by apartheid planning distortions. Integrated development planning is a process which takes a period of five years to implement projects that will contribute to the eradicating of

poverty. Integrated development planning is used by municipalities as one of the rules and regulations of the *Municipal Systems Act, 2000*. Integrated development planning is a process which allows the municipalities to formulate the goals and strategies to implement projects. The projects that are going to be implemented will be checked annually to assess the progress of integrated development planning. This section aims to illustrate the importance of the integrated development planning as a process and as a document.

The importance of integrated development planning is very crucial in terms of ensuring the sustainability of urban restructuring through the implementation of low-income urban houses in areas that promote the redressing of spatial inequities and segregation policies of the apartheid planning legacies. The integrated development planning is currently utilising various strategies and approaches to ensure the delivery of basic services in an integrated manner. This section acknowledges the importance of integrated development planning process in addressing apartheid planning legacies. Watson (2003: 141) discusses the spatial implications of the apartheid policies and says:

Urban restructuring efforts in this period of transition have been largely ineffective, and many South African cities are almost as divided, spatially and economically, as they were in the days of apartheid.

It is acknowledged in this section that integrated development planning is an effective approach in addressing urban sprawls and spatial inequities.

3.3.2 General Overview

The integrated development planning process consists of the integrated development plan. The integrated development plan consists of the following:

- Vision;
- Mission;
- Goals and objectives;
- Analysis of the current situation;

- Development strategies;
- Operational strategies;
- Spatial Development Framework (SDF);
- Financial strategies; and,
- Implementation.

3.3.3. Approaches of Integrated Development Planning (IDP)

Integrated development planning uses the following approaches to eradicate poverty in local municipalities:

3.3.3.1 An Event-Centred Approach

This approach starts by analysing a current situation and looking at the events that need to be addressed (www.csir.co.za). The data is collected through situation analysis and then discussed for decision-making. The strategies that are used to formulate the results depend on the formulated goals and objectives concerning the integrated development planning principles of the IDP planning process.

3.3.3.2 Consultative or Participatory Approach

One of the principles of the integrated development planning process is to include a culture of community participation together with Government officials in decision-making. The culture of participation also applies to other spheres of Government to ensure an integrated development planning process that will integrate development in any given project that needs to be implemented.

3.3.3.3 Implementation-Oriented Approach

The implemented-oriented approach helps local municipalities to implement projects in a way that targeted goals are reached and poverty is eradicated. This approach ensures that the integrated development plan complies with the

financial resources, and hence, there has to be a close link between budgeting and planning to avoid slow delivery of services to the poor.

3.3.3.4 Strategic Approach

This approach deals with the best use of limited resources considering the given conditions and policy guidelines (www.kznplanning.co.za). The guidelines of the integrated development planning process include:

- Prioritisation of crucial issues rather than dealing in a comprehensive manner with all issues to speed up the delivery of services.
- Focusing on analysing data rather than wasting resources for collection of useless information. The focus on analysing the data rather than dealing with other forthcoming issues speed up the delivery of basic services to the urban poor. It will be easy for the integrated development planning process to integrate residential purposes with the commercial purposes. However, the allocation of low-income urban housing is the first project in most integrated development plans. This approach is crucial because it deals with the most needy projects and then proceeds to the least needy ones after implementation and evaluation of the most important projects.
- Addressing the root cause of poverty rather than the symptoms, which plays a major role in the eradication of poverty and sustaining development through the integrated development planning process.

- Taking the given resources and the relevant context into account is vital for the integrated development planning process. This is to ensure that the resources that were given to deliver the basic services are sufficient to eradicate poverty and achieve the goals and objectives. As a result, the provision of basic services including the delivery of low-income urban housing is implemented in a strategic way that will promote integrated development planning.
- Identifying and analysing alternative strategic options rather than going for preconceived solutions. This means that the delivery of basic services will be in a form whereby there will be an evaluation and assessment of the scarce resources. The evaluation of the scarce resources will be used to determine the strategy to make use of existing scarce resources to deliver the basic services in an estimated time frame.

The strategic approach aims at delivering basic services to both the rural and urban poor by prioritising, focusing and making choices which require a debate on distribution and allocation of scarce resources, between department, population groups and locations (www.kznplanning.co.za). Such debates tend to be conflictual because they pose challenges to the local department to handle and resolve conflicts by following policy guidelines, by looking for more effective ways which can satisfy more needs with given funds, by finding common ground or by managing the negotiation process for comprises (ibid). Thus, the integrated development planning strategic approach is a conflict-resolving process because it systematises decision-making that will help to overcome decision-making problems which delay the delivery of basic services.

These approaches clarify that the integrated development planning process is an ongoing process which needs to be reviewed annually. Furthermore, the review of the integrated development plans will be used to check the annual work programme. This clarifies the progress and outcomes of the projects that have been implemented to achieve the development strategies.

3.3.4 INTERRELATIONSHIP BETWEEN HOUSING, LAND AND INTEGRATED DEVELOPMENT PLANNING

3.3.4.1 Integrated Development Planning and Housing

The integrated development planning process can be used as an effective mechanism to deliver basic services to the urban poor. Integrated Development Planning can work with the DOH to deliver low-income urban housing in areas that are close to work places. The inclusion of the housing sectoral plan in the Integrated Development Plan can ensure the integrated housing development through the integrated development planning process. This will lead to the redressing of spatial inequities and segregation policies resulted from apartheid planning legacies which still negatively affect the Spatial Development Framework Plan.

The Strategic Development Framework can ensure that the integrated development planning process reduces the increasing rate of housing backlogs through the involvement of homeless people in decision-making by using the consultative or participatory approach which will positively affect the interrelationship between housing implementation and the Spatial Development Framework Plan. This interrelationship will play a meaningful role in improving the urban restructuring programme. This means that the core problems that lead to housing backlogs can be solved using the approaches of integrated development planning. Integrated development planning can also be

a tool to assist the DOH to make effective use of scarce resources to continuously deliver low-income housing to house urban poor.

Additionally, integrated development planning can assist the DOH in locating low-income housing subsidies in suitable locations. The location of low-income urban housing subsidies needs to be integrated with other basic services. Furthermore, the integrated development planning process integrates the residential, commercial, health, educational and recreational purposes. However, it has been noticed that integrated development does not integrate work places to housing subsidies. As a result, the integrated development planning approaches seem to be struggling to locate land sites close to work places. Land allocated to locate low-income urban housing in the integrated development plan perpetuates the ineffectiveness of the integrated development planning process.

Integrated development planning can also help in the reduction of urban sprawl which has resulted from the increasing rate of urbanisation in many cities and towns. Hence, integrated development planning can also help in the reduction of urban sprawl by redressing the apartheid planning distortions through a re-evaluation of the approaches utilised to ensure the concept of integrated development. Watson (2003:151) discusses housing and states the following:

In the field of housing, national policy has focused on delivering the maximum number of housing subsidies at a minimum cost. This has inevitably steered delivery of housing to large, 'green-field' sites usually on the urban periphery, where accommodation has taken the form of low-density, single units, as it is only on sites public-transport corridors is not possible under the present housing subsidy system; neither is the in-situ upgrade of informal settlements. ...

The national housing policy has come into conflict with both spatial plans for a compact, corridor-based city and environmental management plans which aims to preserve open land on the urban periphery because of its agricultural

or natural value. Environmental professionals place value on such natural resources in ways that are not always accepted by housing professionals intent on finding appropriate land for new housing.

As a result, low-income houses are located on peripheral land due to the existing constraints hindering the effectiveness of the urban restructuring programme and spatial planning. The Spatial Planning and Strategic Development Framework Plan places a large emphasis on the equitable spatial distribution of services. This emphasis is to ensure the sustainability of the Urban Restructuring Programme in housing location through the Spatial Development Framework Plan. One of the major components of the spatial development framework is to ensure the integrated housing development by addressing spatial inequities caused by the apartheid planning legacies. There are, however, environmental constraints that restrict the location of low-income houses on green-fields areas. Behrens (2003:156) mentions that:

Current land use planning and development initiatives are exacerbating the spatial legacy by locating new housing far from major business and, in most cases, far from primary rail and road networks...Currently, this sort of spatial planning occurs because of a lack of co-ordination or integration at the institutional level. Each individual institution plans the location of its fixed assets in a relative vacuum, maximising only according to individual departmental constraints or missions, without respect to larger systems costs of individual decisions.

In most local municipalities' Integrated Development Plans, there is an absence of a housing sectoral plan which results in the containment of urban sprawls and suburbanisation beyond the urban limits (Wilkinson and Behrens. 2003: 164). This is due to the inequities in the spatial distribution framework which negatively affects urban restructuring programme and integrated housing development. Thus, with regard to integrated delivery in the sense of holistic development, the construction of facilities needed to transform a subsidised housing project into a functioning neighbourhood was not easily coordinated with the delivery of housing.

The Spatial Development Framework Plan has experienced difficulties in accessing well-located land for housing provision. Charlton (2003: 272) argues that the lack of a clear position on spatial interventions contributed to the widespread confusion on notions of stakeholder participation in housing development. This has resulted in an urgent need for capacity building among the local authority officials involved in housing projects so as to enable the constructive involvement in the coordination and management of housing project in an integrated approach.

3.3.4.2 Integrated Development Planning and Land

Integrated development planning can promote effective urban land management through integrating basic services and other facilities in urban areas. Effective urban land management systems will be achieved when the DLA can apply the approaches that will seek to solve the core causes of urban landlessness and homelessness in association with the DOH. Poor urban land management poses many land problems which negatively affect integrated development planning in delivering land and other basic services. Lastly, integrated development planning can deliver land to house the urban poor through working together with the DOH to reduce housing backlogs and ingoing land invasions.

The integrated development planning process can also lead to the speedy release of land to integrate development in disadvantaged communities by adopting the strategic approach that will use transparent decision making between various Government sectors and the community to solve land problems hindering land delivery. The land problems that hinder land delivery negatively impact on the integrated development planning to integrate the resources and to make effective use of existing resources to eradicate poverty. Thus, integrated development planning cannot deliver low-income urban housing subsidies and other basic

services if there are still land problems that hinder the delivery of land to house the urban poor.

Integrated development planning can also help in the eradication of poverty through redressing apartheid planning distortions. The apartheid planning distortions resulted in a huge demand for land release to house the urban poor living in overcrowded situations. Land delivery to house the urban poor and integrated development among the low-income households can be achieved using the consultative or participatory approach. The consultative or participatory approach aims to eradicate the apartheid planning distortions that still contribute to the growing number of land shortages, and overlapping of land rights. Lastly, the consultative or participatory approach can address the issue of land shortages and promote land delivery.

3.3.5 Concluding Comments on Integrated Development Planning

To sum up, integrated development planning is an effective mechanism through which the local municipalities can eradicate poverty and make effective use of scarce resources. Integrated development planning cannot deliver low-income urban housing to house urban poor in the presence of land problems that were caused by apartheid planning distortions. This does not mean that the integrated development planning process is a delivery mechanism for municipalities to deliver the resources. Hence, integrated development planning cannot intervene in the allocation of low-income urban housing in areas that are close to work places because of overlapping of land rights and apartheid planning distortions that still contribute to land use planning and land use management problems. The integrated development planning process can intervene in the allocation of land for housing provision through the land audit for housing land supply.

Nonetheless, integrated development planning can also play a vital role in the delivery of low-income urban housing to house the urban poor. Integrated development planning can reduce the increasing rate of housing backlogs through working together with the DLA and DOH. The delivery of low-income urban housing through integrated development planning process (Housing Sectoral Plan) is not done continuously because integrated development planning is normally hindered by problems facing the DLA in terms of land rights and land shortages. Land shortages and land rights negatively affect the effectiveness of integrated development planning to integrate housing subsidies in areas that have all the basic services and are close to work place. Thus, integrated development planning is a tool through which alleviation of poverty, speedy delivery of basic services and integration of land use can be achieved.

Thus legislative and policy framework recognises the huge differences and inequalities in the country in terms of ownership of, and access to, resources, the rationale for planning is rightly developmental: planning is meant to improve the lives of disadvantaged people (and hence benefit all), and the focus is on devising and institutionalising appropriate procedures for this task (Wilkinson and Behrens. 2003: 181). The basis of the position rests in the belief that an emphasis needs to be placed on people in housing. Housing environments created must be people oriented, both in scale and in individuality, and should provide a basis for the creation of a sense of place and community. Creating timeless meaning and opportunity requires the integration of housing with broader urban planning frameworks, the shift from a quantitative to qualitative approach and the search for high performance through the application of urban design. The services offered in terms of housing through urban design will include research, policy formulation, informal settlement upgrading, 'green-field' housing layout design, housing framework plans, etc (www.planners.co.za).

The integrated development planning process is an approach that aims at integrating services. The approaches used by the integrated development planning are not effective enough in ensuring the integrated development. This is highlighted by the existing constraints hindering the strategic development plan, spatial development framework and housing sectoral plan to ensure the delivery of basic services including housing in an integrated approach. One of the existing constraints is land issue, especially land price and land claims. It seems that the local municipalities and local departments of housing are locating the low-income housing subsidies in peripheral land to avoid the delays in land registration and land swaps.

CHAPTER FOUR

RESEARCH FINDINGS

CASE STUDY AREA (LADYSMITH)

4.0 INTRODUCTION

This chapter deals with the data that was collected in the study area. It proceeds by looking at other local municipalities' integrated development plans with the intention of ascertaining the issue of housing backlogs and how is it presented in the Spatial Development Framework (SDF). At the moment, most Integrated Development Plans illustrate the location of low-income housing projects in areas that are far from places of employment. This has inadvertently led to the practice of old apartheid planning legacies, which used to promote the location of low-income houses in peripheral urban land. The purpose of the field work will be clarified in this chapter. The Ladysmith IDP will be examined to ascertain whether it addresses the issues reflected in the field work. The existing constraints perpetuating the housing scale and poor location of housing subsidies in Ladysmith is discussed in this chapter. This is done with the intention of exploring the rationale behind the existing constraints and what can be done by the various departments involved partake in the process of delivering low-income urban housing in well-located land.

The comparative study of IDP in Ladysmith Local Municipality with other local municipalities will be briefly unpacked in this chapter with the aim of clarifying the mechanisms that the Ladysmith IDP can use to ensure sustainable integrated development in housing, land and planning spheres.

This chapter therefore seeks to examine the reasons leading to the location of low-income housing on peripheral urban land. The issue of obtaining well-located land for housing provision is controversial. Consequently, the onerous

processes involved in approving housing projects combined with the cost and scarcity of well-located land has perpetuated this problem.

In addition, the absence of housing projects in the study area will be looked at and informed suggestions will be provided. One of the reasons leading to the absence of housing projects in the study area involves the overlapping land rights and land claims. The local DoH is reluctant in locating low-income housing on land involved in the land dispute. Thus land disputes contribute to the persistence of problems hindering the speedy delivery of 'green-fields' housing projects.

In addition, the housing finance systems, land audit and existing housing projects will be evaluated with the aim of providing an understanding of why urban land invasions persist in the area. It is of the utmost importance that there is sufficient housing finance for housing projects to be implemented. In most cases, insufficient housing finance systems have resulted in the poor location of housing subsidies and difficulties for the land audit to secure well-located land for housing development. The absence of well-located land for housing development is to some extent attributable to poor urban land management. Poor urban land management leads to the persistence of urban land invasions in the study area. Consequently, poor urban land management emphasises the need to re-evaluate policies and the legislative framework that govern urban land issues so as to speed up land release for housing development.

The increasing rate of urban land invasions in Ladysmith Ezakheni Section E will be looked at briefly in this chapter. The analysis of the Ladysmith IDP will be done in order to get the root cause of urban growth as an indicator to the increasing rate of housing backlogs and housing demands in Ezakheni Section E. The analysis of the Strategic Development Plan and the Spatial Development

Framework will be done in this chapter with the intention of looking at how the concept of **integrated housing development** is defined in the Ladysmith IDP document and how it is practised in the IDP process.

The process and the practise of integrated housing planning are not adequately budgeted for at a national level. As a result, most local municipalities have to budget for integrated housing development from the housing funds which are insufficient to secure well-located land for housing development. This has resulted in most housing projects being located on peripheral land due the absence of a clear national integrated development planning policy that will govern the location of housing subsidies in a manner that promotes integrated development planning process. Thus, the re-evaluation of the national policy governing land and housing provision needs to take into cognisance the integrated development planning concept which plays a vital role in ensuring the easy accessibility of basic services among housing beneficiaries.

There is a need for the re-evaluation of the legislative and policy frameworks governing land and housing policy in order to enable the speedy release of land for housing development. This leads to the redesigning of the Spatial Development Framework in a manner that will promote the integrated development planning process in housing location. The redesigning and analysis of the Spatial Development Framework (SDF) will lead to the provision of the suggested solutions that will bring about change to the location of housing subsidies.

In addition, the SDF will provide solutions in addressing housing backlogs and the existing constraints hindering the effectiveness of the Sectoral Housing Development Plan (SHDP). The effectiveness of the SDF in addressing housing backlogs will be determined by the inclusion of the SHDP in the integrated

development plans. The inclusion of the SHDP will assist in ensuring that there is the implementation of housing projects in well-located land. The implementation of low-income housing in a well-located land will have to promote integrated development planning process through Integrated Development Plans.

The IDP process cannot function in isolation to land audit and housing legislative procedures. Therefore, IDP analysis has to provide a strategy that will ensure that a mechanism is devised to ensure that the IDP becomes a tool that enables the effective use of scarce resources. The location of housing subsidies in a well-located land will be achieved when the land audit is given precise details regarding the scale of housing problem and legislative procedures that have to be followed.

STUDY AREA IN DETAIL

4.1 Ezakheni Township: Locating related issues

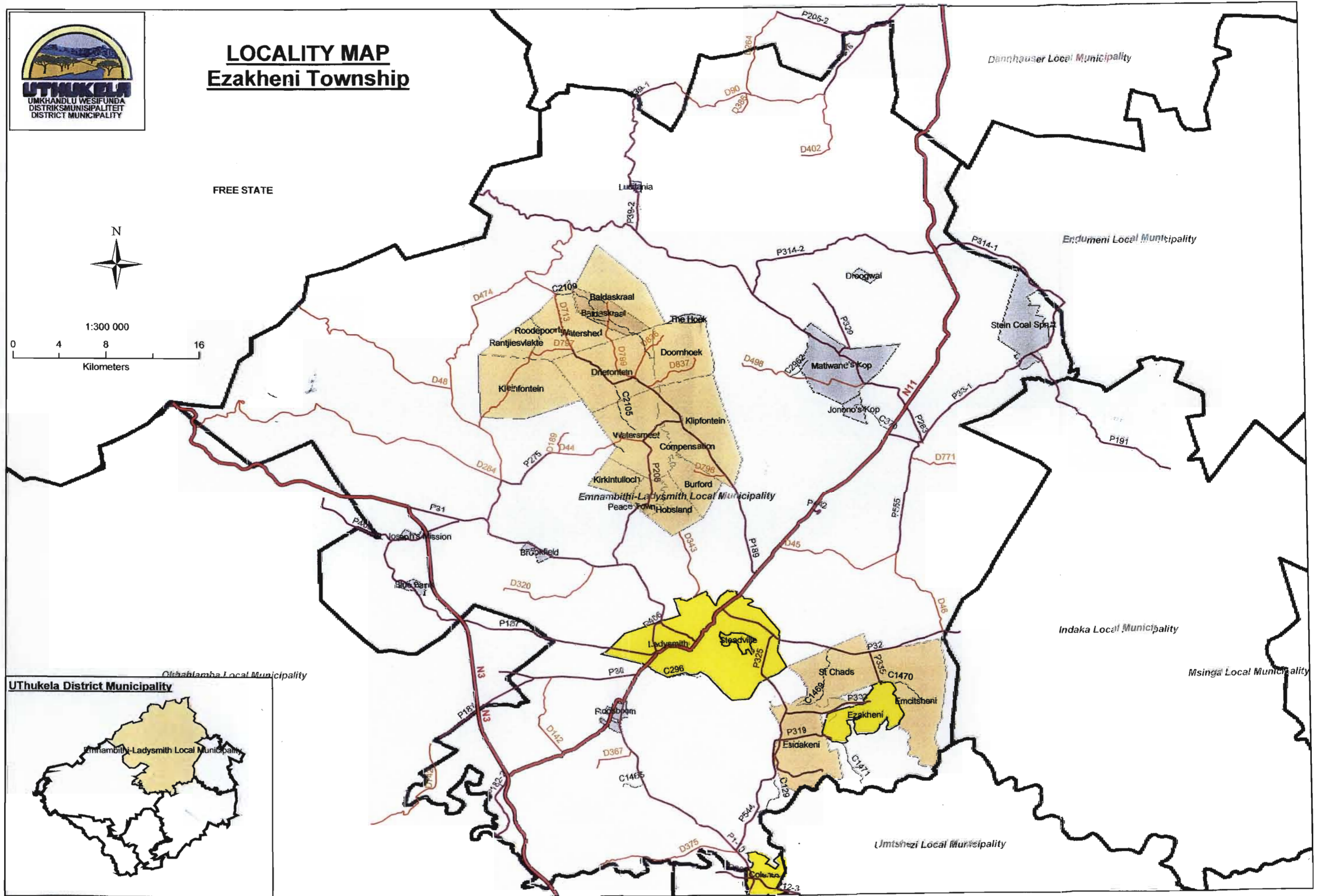
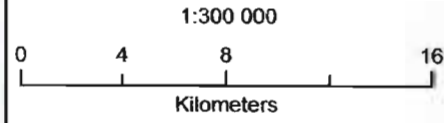
Ezakheni Section E forms part of the Ezakheni Township in the Ladysmith municipality. It consists of approximately fifteen thousand people. It is situated adjacent to industrial areas. Ezakheni Section E consists largely of rural-urban migrants and people from other parts of Ezakheni Township who only stay in this section to be close to work places. As a result, only 25% of the residents who stay in E section are permanent residents who have invested in their dwelling units. Low-income urban housing subsidies in Ladysmith are located on peripheral land that is far from work places and this leads to poor urban land management due to the absence of integrated housing development. The Ladysmith DLA and DOH locate low-income urban housing on peripheral land because there are land disputes such as land claims and overlapping land rights attached to the land available for housing location.



UTHUKELA
UMKHANDLU WESIFUNDA
DISTRIKSMUNISIPALITEIT
DISTRICT MUNICIPALITY

LOCALITY MAP Ezakheni Township

FREE STATE



UThukela District Municipality



4.1.1 Brief History and Origins

The following has been written about Ezakheni (Editorial Board. 1979-82: pp2):

Ezakheni is a true child of Apartheid. It is a town where normal economic and social forces would certainly never have called for a town to be. Only ideology could have wanted it where it is. It is an all-black town situated more than 20 kilometres from the "white" town of Ladysmith which its residents are supposed to serve. It is a soulless monstrosity created by the dreamers who dream up the nightmares of apartheid, a place where nobody would live by choice.

Ezakheni Township forms part of the Ladysmith local municipality and was founded in 1973 as a result of the Group Areas Act (GAA). Most people living in Ezakheni Township are victims of forced removals from their areas of origin including Umbulwane and Roosboom, etc. Ezakheni Township consists of five sections, namely sections A; B; C; D; and E. Sections A to D are 15 kilometers away from the industrial areas and the low-income urban housing is located in these sections. There are various housing projects that have been implemented to reduce the increasing rate of housing backlogs in Ezakheni. The implementation of the existing housing projects is not equal to the demand of housing subsidies. As a result, land invasions are mushrooming on vacant land as a solution to urban landlessness and homelessness.

4.2 PRESENTATION OF FIELDWORK FINDINGS

4.2.1 Introduction

The research methods used when collecting data included the following:

- Surveys;
- Interviews; and,
- Observations.

The purpose of the fieldwork was to obtain the perceptions of land invaders about invading land and their expectations from the Government. It is of the utmost importance to obtain the opinions of land invaders so as to provide informed suggestions on solutions that will aim at providing an understanding of how land and housing programmes can be designed and implemented. For example, one of the findings from the field work is that land invaders have applied for housing subsidies but, due to the delays in approval periods, they have decided to set up informal settlements. The field work reveals that the persistence of urban land invasions is also perpetuated by the problems resulting from a lack of institutional capacity in dealing with the increasing scale of housing problem in the Ladysmith Local Municipality. The following sections contain detailed findings of the research.

4.2.2 Household profile

Most of the household heads in the informal settlements are between the age of 30 and 55. Some household heads range in age from between 23 and 29, this only counts for 2% of the invaders' population. In most households, the females are the breadwinners and they are in the 30-35 years age group with the percentage of 82% which counts 41 females out of 50 interviewees whereby eight people are males. The size of the households in the invaded community exemplifies overcrowdings and health hazards. Average household size in the informal settlements, a one-roomed shack accommodates more than three adults. Most of the people living in the informal settlements are not working in well-paid jobs.

4.2.3 General socio-economic profile

The majority of land invaders in Ezakheni Section E earn less than of R100 per week. Other households in the informal settlements earn approximately R150 per week. Most of the people who earn less than R100 per week have dependents to take care of. Thus, household heads are living below the poverty line.

Ezakheni Township consists largely of low-income people who work at the nearby industrial area known as Pieters. The township depends on the industrial area for economic development and employment opportunities. The following table illustrates the socio-economic status of land invaders in Ezakheni Section E.

Table 2. Socio-Economic Status of Ezakheni Section E Land Invaders

| Household income per week | Number of people | Percentage |
|---------------------------|------------------|------------|
| Less than R100 | 37 | 74% |
| Less than R150 | 10 | 20% |
| Less than R200 | 2 | 4% |
| Equal to R200 | 1 | 2% |
| Total | 50 people | 100% |

Table 3. Employment Status of Ezakheni Section E land invaders

| Employment Status | Number of people | Percentage |
|-------------------|------------------|------------|
| Informal sector | 4 | 8% |
| Formal sector | 40 | 80% |
| Unemployed | 6 | 12 % |
| Total | 50 people | 100% |

Table 4. Place of Employment

| Place of work | Number of people | Percentage |
|--------------------------|------------------|------------|
| Pieters Industrial Areas | 38 | 76% |
| Danskraal | 2 | 4% |
| Unemployed | 6 | 12% |
| Other | 4 | 8% |
| Total | 50 people | 100% |

The majority of land invaders (80%) in Ezakheni Section E are employed in the formal sector. There are industries situated next to the informal settlements, they are about a 15 minute walk from the informal settlements. Furthermore, half of the 80% who work in the formal sector comprise of machinists. Other land invaders work as cleaners, washers and ironers in the formal sector. Others work as domestic workers for local residents. The employment status of land invaders illustrates that land invaders are earning less, which compels them to rely on government for basic service delivery, including access to shelter.

The income levels of land invaders have a negative impact on their living standards. Eight percent of land invaders earn a living through the informal economy. The income they receive from the informal sector is not sufficient to afford other basic services including clothing, stationery and some food. Some land invaders (12%) are unemployed. The abovementioned tables (Table 2 and Table 3) illustrate the employment status of land invaders and their places of employment.

4.2.4 Land Invasions

The majority of land invaders who were interviewed about why they decided to set up informal settlements in Section E, responded by saying that they want to be close to work places and get access to homeownership. Most land invaders (95%) applied to get housing subsidies from the DOH but, because the approval periods are a slow process, they decided to set up informal settlements. In addition, land invaders still expect the local DOH to provide them with housing subsidies in their invaded areas.

The majority of land invaders in Ezakheni Township Section E are rural-urban migrants. The percentage of rural-urban migrants counts up to 70% of the population. The remaining 30% of the population are low-income people seeking access to homeownership from other sections in Ezakheni Township. Most people who stay in the informal settlements regard the shacks as their original homes. The table below illustrates the origins of the land invaders:

Table 5. Origins of Land Invaders

| Original Home | Number of people | Percentage |
|----------------------------------|-------------------------|-------------------|
| Around Section E | 12 | 24% |
| Other parts of Ezakheni Township | 3 | 6% |
| Rural Areas | 35 | 70% |
| Total | 50 people | 100% |

The expenditure or finance spent on dwelling units by land invaders has encouraged other land invaders to invest on their dwelling units. Most of the dwelling units are made of inadequate building materials, including grass and mud. Other dwelling units are built out of concrete. Some land invaders have extended their dwelling units and this reinforces the idea that they do not intend to leave the invaded area. The table below illustrates the duration spent in the invaded area:

Table 6. Duration in the Invaded Area

| Duration | Number of people | Percentage |
|----------------------|-------------------------|-------------------|
| One year or less | 3 | 6% |
| Two years | 7 | 14% |
| Three years | 6 | 12% |
| Four years | 4 | 8% |
| More than four years | 30 | 60% |
| Total | 50 people | 100% |

4.2.5 Physical Environment

The physical environment in the informal settlements is largely influenced or shaped by the standards of the dwelling units comprising of the building materials and surroundings. When dealing with the environment of the informal settlements the following things have to be taken into consideration: environmental profile (4.2.5.1); overcrowding in the informal settlements (4.2.5.2) and nature of the housing materials (4.2.5.3).

4.2.5.1 Environmental profile

The land invaders live in abject conditions of poverty which exemplifies the extreme environmental crisis. The refuse is not collected in the informal settlements and this result in the vacant space next to the informal settlements being utilised as a dump site. The vacant space in the informal settlements cannot be utilised for housing development due to the environmental legislative framework. The environmental conditions in the invaded area are appalling and perpetuate health risks.

Photographs have been used to illustrate the physical conditions in the invaded area. They illustrate that the physical conditions comprise of a variety of similar features.

4.2.5.1.1 Absence of water

Water is absent in the invaded area and this compels the invaders to be dependent on local dwellers for access to water. In most cases, local dwellers are unwilling to give them access to water. The absence of water in the informal settlements has resulted in a poor environment as invaders are compelled to drink unhealthy water. The photograph below illustrates the absence of water in the informal settlements.

4.2.5.1.2 No sewerage system

Most land invaders have built pit latrine toilets which pose negative health effects such as cholera and tuberculosis in the households due to the absence of chemical substances to clean them. The absence of flushed toilets has resulted in the local dwellers being forced to offer toilet access to the land invaders at Ezakheni Township Section E.

Photograph A: Showing Absence of Sanitation



4.2.5.1.3 No access to electricity

Access to electricity in invaded areas does not exist. It is difficult for the Ladysmith Local Municipality to implement services on unplanned settlements because of the costs of the installation of sewerage and water.

Photograph B: Showing Absence of Electricity



4.2.5.1.4 The rapid increase of dense settlements

Informal settlements at Ezakheni E Township are rapidly increasing due to the fact that the township is close to work places and that it offers basic services.

4.2.5.1.5 No green spaces

The absence of trees or greenland in the invaded land has negatively affected the environment. This hinders the requirements for optimal environmental protection outlined in Nature Reservation Act and National and Environmental Management Act (NEMA) from being effective and considered in the implementation of informal settlements as the houses are poorly located and structured.

Photograph C: Showing Poor Environment



4.2.5.1.6 Proximity to schools and other services

The invaded area is a good spot for land invaders because it is close to schools, clinics and bus stops. As a result, it can be argued that there is integrated housing development within the invaded area because the structure of the settlements promotes integrated development in a poor and unprofessional manner.

Photograph D: Showing Access to School and Other Facilities



4.2.5.1.7 Close to work places

One of the largest contributing factors responsible for the increasing rate of land invasion in Ezakheni Township is the township's proximity to work places. As a result, most people from rural areas migrate to Section E so as to be close to work places. This has contributed to the increasing scale of housing problems. The map of the study area will illustrate the closeness of the shacks to *Pieters* industrial area.

4.2.5.2 Overcrowding in the informal settlements

The majority of land invaders live in extremely overcrowded conditions. This has resulted in the absence of privacy among households sharing a shack. Overcrowding in the informal settlements reinforces the urgent need for local DOH to speed up housing delivery to house urban, poor residents. The following table illustrates overcrowding in the informal settlements.

Table 7. Number of Households

| | Number of Households | Household members | Number of rooms | Percentage |
|-------|-----------------------------|--------------------------|------------------------|-------------------|
| | 1 | 5 | 1 | 2% |
| | 8 | 4 | 1 | 16% |
| | 14 | 6 | 2 | 28% |
| | 10 | 7 | 3 | 20% |
| | 17 | 8-14 | 4 | 34% |
| Total | 50 | | | 100% |

The above table illustrates the overcrowding in the invaded areas. The first column indicates the number of households and the members staying in each household. The third column illustrates the number of rooms each shack has to accommodate the families and the fourth column indicates the percentage of overcrowding in the informal settlement.

4.2.5.3 Nature of the dwelling units in the informal settlements

The minority of dwelling units are built of mud and the majority of various plastics and boxes. In the same way, the building materials indicate the affordability levels of land invaders when it comes to housing construction. Most shacks consist of two to three rooms. The nature of the dwelling units indicates that land invaders are investing on their dwelling units with the hope of getting

security of tenure from the local DOH. However, security of tenure cannot be given to the land invaders because of the overlapping land rights in land that is currently invaded. Hence, land invaders will be forced to leave the invaded land and given other plots of land with housing subsidies on land that has no overlapping land rights.

In most cases, land that is used to locate the low-income urban, poor residents in Ladysmith is far from places of employment and this distance compels low-income people to commute to and from work places which therefore require a transport fee being deducted from their low-incomes. Most people that are currently invading land are from other parts of Ladysmith, but have decided to reside in Section E because it consists of all the basic services including proximity to work places. The tables below illustrate the type and number of rooms per dwelling unit:

Table 8. Type of Dwelling Unit

| Building material | Number of people | Percentage |
|------------------------------------|-------------------------|-------------------|
| Formal building including concrete | 8 | 16% |
| Mud and grass | 2 | 4% |
| Other (woods, plastics and zig) | 40 | 80% |
| Total | 50 people | 100% |

Table 9. Number of Rooms per Dwelling Unit

| Dwelling Unit | Number of people | Percentage |
|----------------------|-------------------------|-------------------|
| One | 8 | 16% |
| Two | 28 | 56% |
| Three | 10 | 20% |
| Four | 4 | 8% |
| Total | 50 people | 100% |

4.3 Emnambithi/ Ladysmith IDP

This research analysed the Emnambithi/ Ladysmith Integrated Development Plan (IDP) in order to obtain an understanding of how the issues of urban land invasions and homelessness are addressed in the IDP document. It is also of the utmost importance that the analysis of the integrated development planning process and document emphasizes the potential housing projects to get an idea of how urban land invasion is addressed. In addition, urban land invasion will be considered in terms of how the Ladysmith/ Emnambithi Integrated Development Plan aims to reduce the increasing rate of urban land invasions by working as a catalyst for both the DLA and DOH to speed up the delivery of land in areas that are close to work places. This will be measured by examining how many housing projects have been implemented through the integrated development planning process.

The SDF in the Ladysmith Integrated Development Plan will be analysed with the intention of ascertaining the motive behind the location of low-income urban housing in peripheral land. Looking at the Ladysmith Integrated Development Plan as a document will help in providing informed suggestions as to why urban

land invasion persists in the chosen study area. In addition, there are no housing projects that have been implemented in the study area and the evaluation of Ladysmith will assist in providing the motive behind the absence of housing subsidies in the study area. At the moment, the Ladysmith Integrated Development Plan acknowledges the increasing rate of housing backlogs has formulated strategies that will help in reducing the scale of housing problem.

4.4 Spatial Development Framework (SDF)

The SDF in Ladysmith is guided by policy documents and legislation providing spatial strategic guidelines to include, amongst others, the following:

- The Development Facilitation Act (DFA)
- The Housing Act and White Paper
- The National Environmental and Management Act (NEMA)
- The White Paper on South African land Policy
- The Green paper on Development and Planning

The main objective of the SDF is to fulfil the vision of the Municipality, which focuses on the following aspects:

- Safety
- Prosperity
- Health and Cleanliness
- Affordable, adequate and reliable services
- Accessibility to recreation facilities
- Support and respect for diverse cultures and civic responsibility
- Finance viability

The SDF in Ladysmith aims to achieve the following (Ladysmith/ eMnambithi IDP: May 2003):

- To guide service providers to work together towards a common goal of alleviating poverty;
- To plan, adapt and integrate service delivery;
- To link departmental budgets/ finances and to promote integrated delivery;
- To increase community access to services and to reduce the cost of delivery;
- To effect operational change in public service delivery agencies;
- To adapt services to meet local, social and economic needs;
- To establish a replicable model for rural service delivery that will promote integrated rural-urban development.

In addition, the SDF in Ladysmith aims to co-ordinate the time and the place of service provision. This includes reducing the cost of service delivery through the sharing of infrastructure and resources. However, Ladysmith's SDF states that it aims to improve community convenience to access services, but it does not refer to access of basic service by land invaders. The SDF also aims to create economic opportunities at service delivery points which include the locating of residential populations around service delivery points to stimulate market activity. In addition, the SDF aims to stimulate investment opportunities around service delivery points that will create opportunity for greater diversification of economic activity (Ladysmith/ eMnambithi IDP: May 2003).

The following housing issues are taken into account by the SDF in Ladysmith:

- The strategic location of the towns on main access routes makes them highly accessible which will promote integrated housing development;
- The number of roads dissecting the area creates strong linkages with major urban centers and adjacent municipalities, as well as with provinces;
- Relatively low levels of access to urban services and facilities for some rural communities which often lead to rural-urban migration.

4.4.1 Ladysmith's SDF and housing provision

The SDF in Ladysmith does not focus on the urgent need to provide housing in order to reduce the increasing rate of housing backlogs. In contrast, the SDF pays more attention to economic empowerment and integrating basic services that will promote the accessibility of basic services by low-income people. Yet, there is a need for land development and granting of security of tenure to the landless and homeless people, but this is not listed as the main objective of the SDF in the area. However, the SDF aims to promote integrated development planning by ensuring that there is co-operation between the DOH, DLA and the Department of Environmental Affairs and Tourism with the respect to the National Environmental Management Act (NEMA). This co-operation has resulted in a delay in the approval periods that will enable the speedy release of basic services including housing provision.

4.5 Comparative Analysis of Ladysmith IDP and other Municipalities

This section deals with a comparative study of the Ladysmith IDP and other municipalities. This includes both District and Local Municipalities. The aim of this comparative study is to obtain clarity on the strategies used by other municipalities to address the issue of well-located land for housing provision. A further aim is to ascertain the housing projects built in other Local and District

Municipalities through integrated development planning process. In addition, this section also aims to ascertain the role of the Sectoral Housing Plan in the Integrated Development Plans of other municipalities. The interface between the Sectoral Housing Plan and the Land Audit will be briefly discussed in this section.

When comparing the Integrated Development Plans, this study will use the different IDPs with the intention of ascertaining how they are coping with housing backlogs and why they are more successful than other IDPs of other municipalities. This will help the Ladysmith IDP to learn or adopt the utilised strategies. The following IDP has been used for comparative analysis in this study because it is managing to address the issue of housing backlogs:

- Msunduzi Municipality;

4.5.1 Introduction of Ladysmith IDP and Msunduzi IDP

The comparison between Msunduzi IDP and Ladysmith IDP was done with the intention of ascertaining the challenges that the Ladysmith Local Municipality has to address through the IDP and how they are addressed by the Msunduzi Local Municipality. This was done through an analysis of the SDF strategies utilised by both Municipalities. The Msunduzi Local Municipality was chosen for comparative purpose because of the housing and land issues that are similar to the Ladysmith Local Municipality. The manner in which the land and housing issues are presented and addressed in the SDF differ due to the specific strategies that are utilised by each Municipality.

The Msunduzi Local Municipality has succeeded in being able to tackle the most fundamental issue resulting in the persistence of urban housing demand and urban land invasions, namely the absence of land audit. The inclusion of a land audit in Msunduzi Integrated Development Plan plays a meaningful role in the

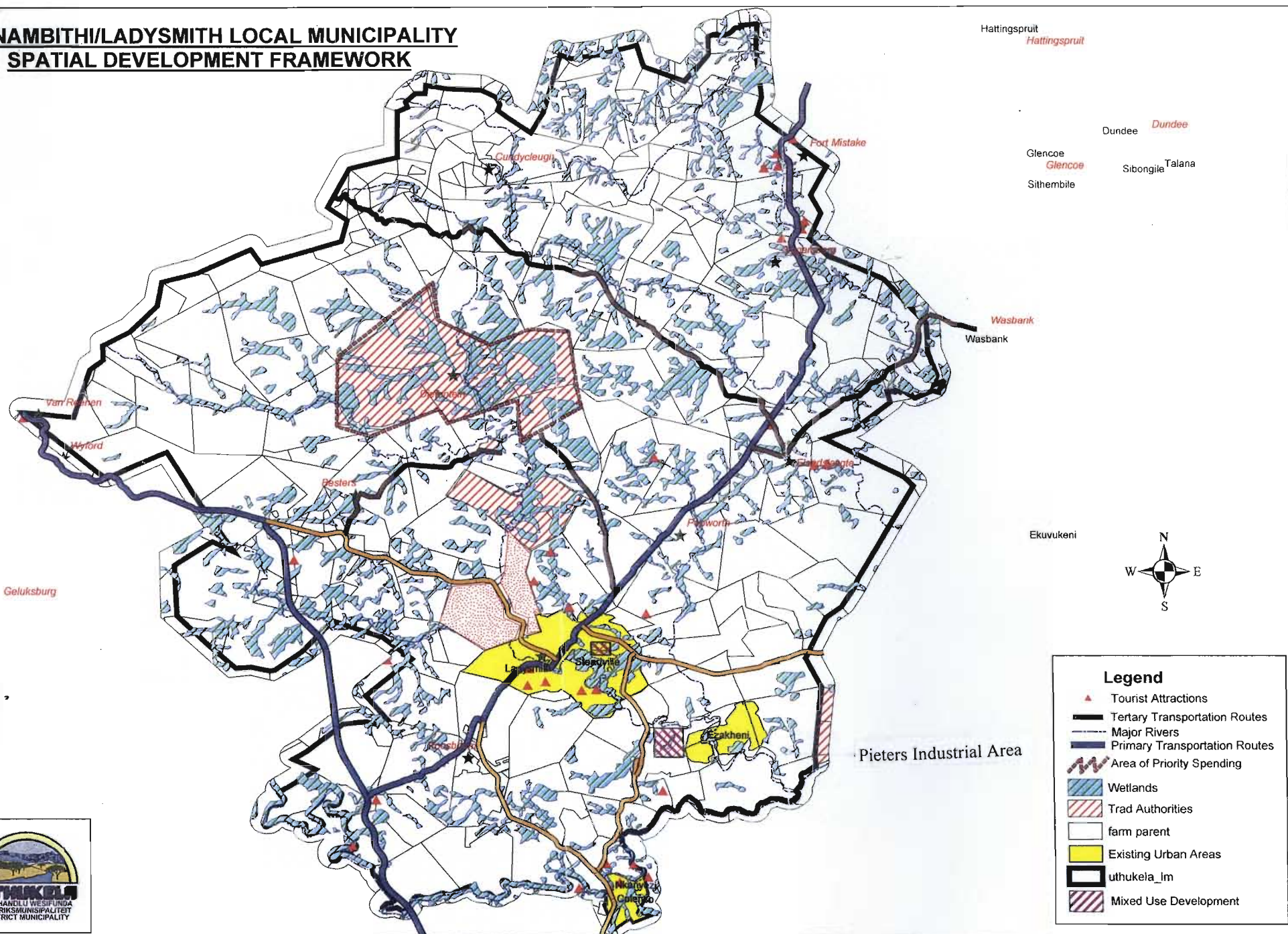
location of low-income housing subsidies in well-located land. In addition, of the land audit helps in securing funds for land for housing development. On the other hand the Ladysmith Integrated Development Plan does not have a land audit which negatively affects on housing location and securing funds for land for housing development. This results in the location of housing subsidies in peripheral urban land.

4.5.2 Ladysmith IDP and Msunduzi IDP

The comparative study between Msunduzi Local Municipality and Ladysmith Local Municipality will start with a Locality Map of Msunduzi Local Municipality. This is done to provide an understanding of the surrounding towns and cities so as to obtain clarity of their impact on Msunduzi Local Municipality's development. The Locality map of Msunduzi will be followed by the SDF Map. The SDF map is provided with the aim of illustrating the location of low-income urban housing. This will provide an understanding of the Land Audit in terms of securing well-located land for housing supply. There will be a comparison of the SDF maps of both Ladysmith IDP and Msunduzi IDP with an intention of determining the restrictions hindering the location of low-income urban houses in areas that promote integrated housing development. Included also, is the Land Reform map for Ladysmith. Both IDPs aim to ensure that housing development is based on integrated planning and allow for National and Provincial Government to align development with the performance of Local Government (Msunduzi and Ladysmith IDPs: 2002).

Spatial Development Framework (SDF) Map: Ladysmith Local Municipality

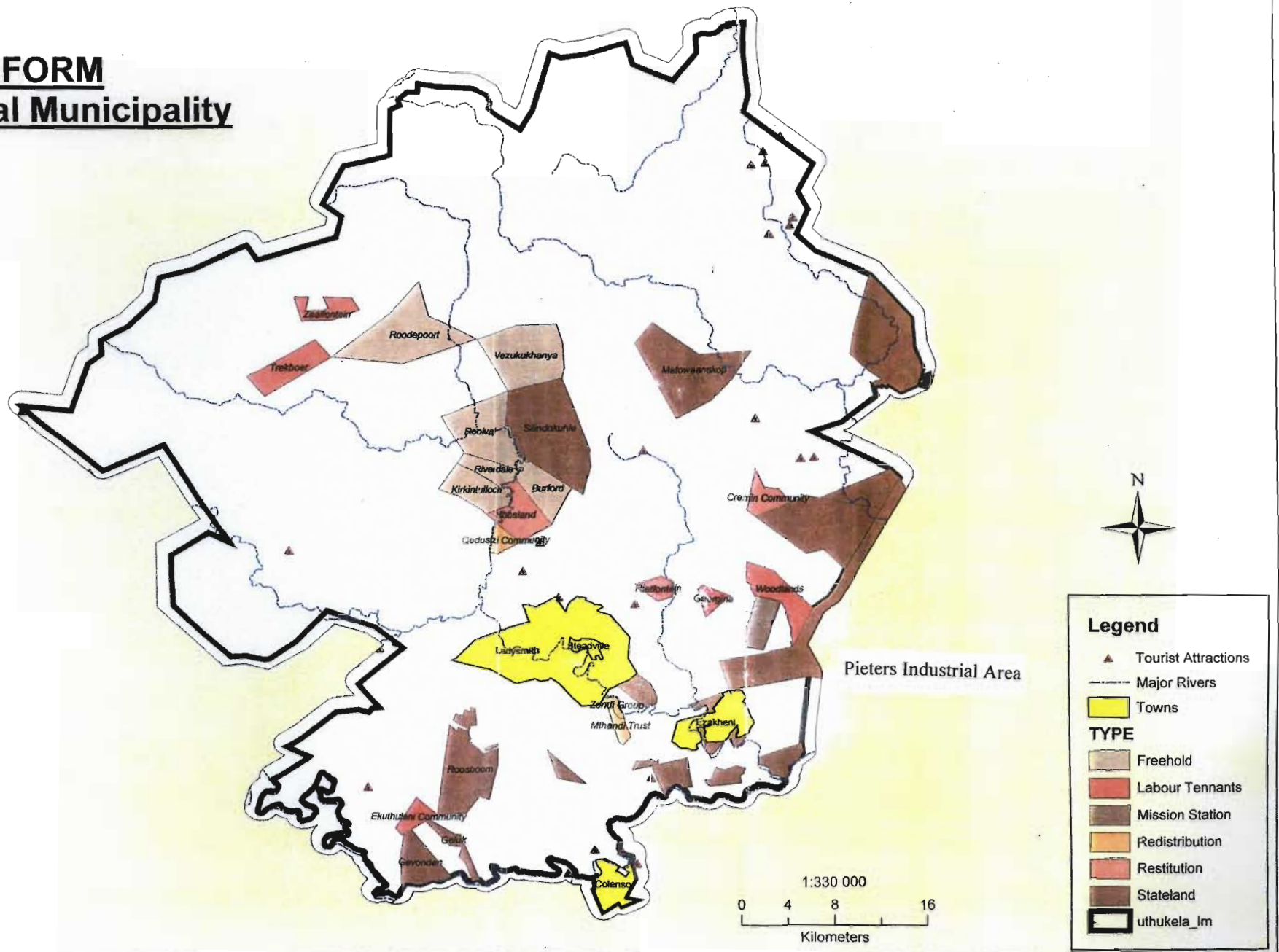
**EMNAMBITHI/LADYSMITH LOCAL MUNICIPALITY
SPATIAL DEVELOPMENT FRAMEWORK**



Legend

- ▲ Tourist Attractions
- Tertiary Transportation Routes
- Major Rivers
- Primary Transportation Routes
- Area of Priority Spending
- Wetlands
- Trad Authorities
- farm parent
- Existing Urban Areas
- uthukela_lm
- Mixed Use Development

LAND REFORM Emnambithi Local Municipality



Ladysmith Land Reform Map

4.6 Ladysmith SDF and Msunduzi Local Municipalities

The Spatial Development Frameworks (SDF) for both Ladysmith IDP and Msunduzi IDP mention the delivery of housing subsidies as one of their key priorities. Both the Local Municipalities are facing the increasing rate of housing backlogs. The Msunduzi Local Municipality states that “currently there is a demand for 17 000 low cost housing units in one part of Msunduzi area. The Msunduzi IDP (2002: 33) further states that 49 housing projects have been identified and 38 have approved funding. The 49 identified housing projects will deliver 35 000 units when they are completed. Both the Ladysmith IDP and Msunduzi IDP state that “ Housing delivery in their municipalities must be undertaken in terms of the national vision for housing in South Africa which is as follows:

“All people are to have access to a permanent residential structure with ownership of the site on which their house is built. Their house must have clean water and adequate sanitary facilities as well as waste disposal and electricity services”.

Land invasions are an ongoing process in both the Msunduzi and Ladysmith Local Municipalities. The cause of the increasing rate of informal settlements in the Msunduzi and Ladysmith Local Municipalities is seen as a product of both rural-urban migration due to the lack of opportunity and delivery in rural areas and the increasing rate of urban population growth. In addition, both local municipalities aim to provide all homeless families with housing opportunities for settlement and to address urban land invasions. The examination of the Msunduzi IDP and Ladysmith IDP clarifies that there is a persistence of urban land invasions and an increasing rate of housing backlogs. The Msunduzi IDP (2002:190) aims to remove all informally settled communities on vacant land in five years time through the implementation of a land invasion policy. The

Ladysmith IDP does not even have an immediate plan to reduce the increasing rate of urban land invasions in Ezakheni Section E.

The Msunduzi IDP aims to prepare an appropriate action plan and Budgeting Mechanisms to create immediate responses to the invasions. Unlike the Ladysmith IDP, the Msunduzi IDP aims to identify a housing project for relocation in areas that will promote integrated housing development. Housing delivery in both Local Municipalities is a challenge that needs to be dealt with adequately. The Msunduzi Local Municipality assumes that the increasing rate of housing backlogs in the area is also caused by the absence of a dedicated housing team. "Housing delivery is spread over several departments with resulting lack of co-ordination" (Msunduzi IDP. 2002: 188)". The Msunduzi IDP aims to set up a team together with an appropriate budget that will ensure that there is in place a working dedicated housing team (ibid).

In both the Msunduzi Local Municipality and Ladysmith Local Municipality, there is no integration of housing delivery with urban support functions like health, education, etc. The reason behind the existing constraints leading to the increasing rate of housing backlogs is that urban support functions operate independently of the housing delivery process. There is the need for a fully integrated housing delivery process in the Msunduzi Local Municipality and Ladysmith Local Municipality (Msunduzi IDP. 2002: 174 & Ladysmith IDP. 2002: 11). The Msunduzi Local Municipality aims to ensure the provision of all appropriate urban support functions to new housing developments via the integration and budget processes, and to identify funding for the integration process (Msunduzi IDP. 2002: 174). The Ladysmith IDP (2002: 91) states that there is still the number of upgrading projects in or close to Ladysmith that will need to be addressed by the Provincial Housing Board. From both IDPs, there is

the identification of funds and strategies used to address issues leading to the existing constraints of housing backlogs.

The Ladysmith IDP (2002: 87) states that Ladysmith will require an additional R33 856 000 to address the issue of current housing backlogs. According to Ladysmith housing application records, the rate of housing backlogs is increasing annually. In 1994, housing demand was approximately 5000 housing subsidies. In 1996, the rate increased to approximately 7000 units and currently the rate has increased to 10 000 housing subsidies. The aforementioned rate of housing demand only applies in Steadville area which is one of the urban areas in Ladysmith Local Municipality. The Msunduzi IDP (2002: 174) has allocated R100 000 000.00 for integrated housing delivery. Informal Settlement Relocation in Msunduzi is budgeted for R200 000.00.

The budget for housing development in Msunduzi Local Municipality is able to address the increasing rate of housing backlogs because of the existing resources. The Ladysmith Local Municipality however states that, "infrastructure provision can be problematic if unplanned settlements occur. Unplanned settlements are often on inappropriate land and are generally more expensive to service after being settled" (Ladysmith IDP. 2002: III). The comparison of the two aforementioned IDPs clarifies that the absence of a Sectoral Housing Development Plan is not a major problem if the Strategic Development Plan is designed in a manner that will ensure the effective use of scarce resources.

In addition, the absence of the integration of urban support functions to operate concurrently for the housing delivery process in both municipalities leads to the increasing scale of housing problems. An exploration of both IDPs indicates that there is a high level of urbanisation in both municipalities. In both municipalities there is a need for the formulation of policies that will control the increasing rate

of urbanisation in both municipalities. The Msunduzi Local Municipality has devised a strategy for dealing with the ongoing urban land invasions. The comparative analysis of both IDPs clarifies that the increasing rate of housing backlogs is caused by the following factors:

- Rural-urban migration;
- Rapid urban population growth;
- Urban land invasions;
- Absence of urban support among different spheres of government;
- Location of low-income urban houses on peripheral urban land;
- Absence of well-located land for housing location;
- Lack of integrated service delivery across departmental structures;
- Insufficient funds to address housing issues;
- Absence of Land Audit for securing the well-located land for housing supply;
- Absence of Sectoral Housing Plan; and
- Fixed Budget for housing subsidies leading to the location of houses on cheap

peripheral urban land which resembles apartheid planning practices.

4.6 The IDPs for Msunduzi Local Municipality and Ladysmith Local Municipality

The Integrated Development Plans of both municipalities illustrate that the Sectoral Housing Plans do not deliver low-income urban housing to the poor. In addition, the location of housing subsidies in peripheral urban land illustrates the need for the land audit to intervene in ensuring well-located land for housing location. The increasing rate of housing backlogs in both Local Municipalities is being addressed at different levels. This has resulted in Msunduzi Local Municipality being able to manage the increasing rate of housing backlogs by delivering housing subsidies within a short time frame.

Ladysmith housing project managers state that there is currently an existing housing backlog rate of 180 000. Due to the delays in approval periods, the increasing rate of housing backlogs in Ladysmith will continue to be an endless problem. It is of the utmost important that the Ladysmith Local Municipality copies the strategies used by other municipalities, such as the Msunduzi Local Municipality, to address the increasing rate of housing backlogs. It has been noted that both Local Municipalities experience the increasing rate of housing backlogs but the important element lies in how they deal with the issue. In the Ladysmith Local Municipality, the location of low-income housing subsidies is negatively affected by political issues as well as by financial issues.

In addition, the Msunduzi Local Municipality does not have a Housing Sectoral Plan, as does the Ladysmith Local Municipality. The absence of Housing Sectoral Plan in the Msunduzi IDP shows that there are strategies used by municipalities in dealing with the issue of housing backlogs. The fixed budget for housing subsidies leads to poor location of housing subsidies in areas that do not promote the integrated housing development. Due to the lack of support among different spheres of Government, and the absence of key elements e.g. the preparation of a land audit of land for housing supply, the housing projects are not completed on time. The completion of housing projects within extended time periods promotes the increasing scale of housing problems in the Ladysmith Local Municipality and the cost of individual projects. The delays of approval periods in the Msunduzi Local Municipality does not negatively affect the increasing scale of housing backlogs due to the resources available for housing provision.

The insufficient funds to address housing issues in both municipalities is an existing constraint but there is a difference in terms of how the individual municipality manages to address the issue of housing backlogs under the aforementioned circumstances. Both Local Municipalities are facing an increasing rate of rural-urban migration; an increasing rate of urban population growth rate and urban land invasions. The difference among these local municipalities is that the one municipality is managing to address the increasing scale of housing backlogs despite the absence of land audit for housing land supply. The location of low-income housing subsidies in Ladysmith has started to promote the integrated housing development. This is highlighted by the location of housing subsidies near the industrial area of located on the peripheral side of Ladysmith Danskraal.

The two aforementioned local municipalities are facing a similar problem of housing provision in well-located land. The difference lies in the increasing scale of housing backlogs due to the mechanisms that are utilised by the two municipalities in coping with the increasing scale of housing problems. At the moment, the Ladysmith Local Municipality has to provide the increasing urban population with 180 000 housing subsidies. The application for housing subsidy documents in the Ladysmith Housing Department has revealed that the local DoH in the area is experiencing an increasing number of 35 000 housing units. As a result, the increasing rate of housing backlogs in the two aforementioned municipalities illustrate that housing delivery systems are unable to keep up with the growth of the housing backlogs.

4.8 Legislative Framework on Land for Housing Location

The location of low-income urban housing in Ladysmith and other Local Municipalities is negatively affected by the legacy of segregation and apartheid policies that contributed to the vast majority of the population living in

overcrowded conditions. At present, the Ladysmith Local Municipality is facing the need to deal with the issue of land claims which negatively affects the provision of land for housing delivery. The urban land claims affect housing delivery and land available for housing location because of the legal procedures attached to it. This has resulted in delays in approval periods of both housing and land delivery; "Land legal issues are one of the major delays in implementing the Greenfield projects and the slow issuing of title deeds is a common problem"(Public Service Commission Report. 2003:3).

"Efficient assembly and release of appropriately located land for housing is critical to achieving the desired rate of delivery of housing" (www.polity.org.za). As a result, many housing projects are being located on land that resembles apartheid and segregation policies. Therefore, there is a need for land audits to speed up land for housing supply. This will lead to the provision of solutions that will reduce the increasing scale of housing projects and promote the location of low-income housing in areas that promote integrated development. The location of low-income housing in peripheral areas in Ladysmith emphasises a need for the implementation of a framework that will promote integrated housing development through SDF and speed up land delivery for housing development.

The present regulatory framework within which land is delivered is fragmented, complex, inadequate and in contradiction with the aims and objectives of the housing strategies. Short-term intervention in order to facilitate the speedy delivery of land for development purposes is believed to be essential for the launch of envisaged housing programme (www.polity.org.za).

As a result, high levels of housing delivery have occurred in areas that are far from work places and other basic services. The Ladysmith SDF illustrates the location of low-income houses in peripheral urban land which emphasises the spatial inequities and lack of integrated housing development.

In addition, the available land that is in close proximity to work places is in competition for both industrial and commercial uses. This symbolises a fear of locating low-income housing in areas where it might impact negatively on economic development (Urban Sector Network. 2000:6). An example of this is the location of low-income housing in peripheral land because it might affect tourism and undermine the rate base of high income houses. A considerable amount of well-located land is owned by the private sector in Ladysmith and this has resulted in the location of low-income housing in Ezakheni Sections B and C. At the moment, there is one housing project that has been implemented near Danskraal which is six kilometres away from the Danskraal industrial areas. The location of this housing project promotes integrated housing development but it has geotechnical issues attached to it. This has resulted in delays in housing project completion.

Land prices in the Ladysmith area is also a determinant in the location of low-income housing. In addition, the location of low-income housing in Ladysmith is negatively affected by the land registration and transfer system. There is a need for the reviewing of the land registration and transfer system with the aim of putting in place a system that is easily accessed and that provides security of tenure to the beneficiaries (Public Service Commission Report. 2003:3). The overlapping land rights are one of the components that restrict the location of low-income housing in well-located land. As a result, in Ladysmith there is a need for the formulation of strategies that will promote land availability for housing development through land audit. This will play a vital role in land delivery processes through the submission of the correct housing backlog rate.

The land delivery process, that is the identification, allocation and transformation of undeveloped land into serviced land for residential settlement, is a critical component of the housing supply process. The effectiveness of land delivery has a fundamental impact on:

- The rate and scale of housing supply;
- The potential of housing supply to contribute to the socio-economic development and environment of poor communities; and
- The potential for housing supply to contribute to the racial, economic and spatial integration of South Africa (www.polity.org.za).

Public Service Commission Report (2003: 120) mentions that:

The scarcity of affordable and well-located land, suitable for housing, especially in cities and metropolitan areas, has been a constraint to housing delivery. Local authorities need to take the lead in identifying and acquiring land for housing, and need to make use of mechanisms such as land swaps, the assignment of commercial rights, expropriation, and so on. Suitable public land owned by all levels of government should be made available for housing at a nominal cost wherever possible. The establishment of land fund to assist local authorities in acquiring and “banking” land for future use of housing projects in rapidly developing urban areas needs to be investigated by the National Department of Housing.

The issue of land for housing development needs to be addressed urgently using mechanisms that will ensure the speedy delivery of land. It has been proven that delays in the approval periods on land claims and the complex land legislative framework negatively impacts on housing delivery systems. These delays lead to the increasing scale of housing backlogs in Ezakheni and other urban areas in Ladysmith, including Steadville. The land audit in Ladysmith needs to ensure that there is an exact numbers regarding the housing backlog rate so as to enable the provision of land that will accommodate the beneficiaries.

In addition, a land audit in Ladysmith will need to ensure that there is proper land use planning in the areas where low-income housing is to be located. This is important for addressing spatial inequities which have resulted from past apartheid and segregation policies in the area. The location of low-income houses in the right location will promote integrated housing development through the formulation of policies that are realistic in accommodating the increasing rate of urban population growth. It has been noted that in Ladysmith the increasing scale of housing backlogs is perpetuated by rural-urban migration and delays in approval periods of both housing subsidies and land.

This has negatively affected the land use planning in Ezakheni whereby vacant land has been invaded for residential purposes. Therefore the SDF has to promote the inclusion of the Housing Sectoral Plan in the Integrated Development Plan review process. This will enable the integrated development planning process being used as an approach to integrate services delivery and make use of scarce resources through a land audit.

The role of land use planning is a basic precondition for facilitating housing supply. The objectives of land use planning for housing are to:

- Address the spatial inequities and distortions that have resulted from planning to apartheid and segregation policies of the past;
- Ensure that housing is developed on well-located land which promotes physical social economic and institutional integration of South African society;
- Provide the framework of certainty necessary to mobilise investment into development from both government and non-government sectors; and
- Ensure that well-located land is allocated specifically for affordable housing alternatives.

The objectives of land use planning for housing locations are not applied in the implementation of housing projects due to the existing constraints that include the following

- Land price;
- Land claims;
- Overlapping land rights;
- Geotechnical issues;
- Lack of funds to secure well-located land;
- The absence of a land audit for housing land supply;
- Delays in the approval periods;
- Insufficient housing subsidy funds for securing land for housing development and services;
- Scarcity of affordable land for housing provision; and,
- The location of low-income subsidies in area that are far from work places due to the fear of economic development including tourism and securing land for commercial use in industrial areas.

The lack of land use planning in the housing implementation process has resulted in housing projects that lack integration. In addition, housing projects that are delivered out of the integrated development planning process promote the spatial inequities and lack of recreational facilities in the newly formulated housing project. This has resulted in most housing projects being located in areas lacking facilities such as those relating to education, health and recreation.

The legislative framework for managing land for housing needs to be reviewed in such a way that it promotes the speedy delivery of land for housing development. Land use planning can be used as a determinant in ensuring integrated housing development through the Spatial Development Framework

of the integrated development planning process. This means that the legislative framework on land issues has to be considered in tandem with other policies since the land issue for housing development does not function in isolation to planning practices.

4.9 Conclusion

This chapter began with a general overview of the integrated development planning process and housing location in Ladysmith. The intention of assessing the interrelationship between IDP as a process and housing locations is critically examine the integrated housing development. This was done so as to provide an understanding of the disparities and challenges facing the Ladysmith Local Municipality and other small municipalities in addressing the apartheid planning distortions that led to the persistence of spatial inequities through segregation policies. The Strategic Development Framework Plan and Housing Sectoral plan were discussed in this chapter with the aim of ascertaining the motives behind the existing constraints hindering the speedy delivery of land or housing development.

The chapter also explained the findings of the fieldwork that was done. The purpose of the survey done was to understand the cause of land invasions, poverty issues as well as the locational issues with regards to low-income housing. The following chapter analyses the findings of the survey in conjunction with the analysis of the Ladysmith IDP.

CHAPTER FIVE

DATA ANALYSIS

5.0 OVERVIEW

The findings discussed in chapter four provided an understanding of the motives behind the location of low-income urban housing on peripheral land. One of the motives is the issue of land price and insufficient housing finance to promote integrated housing development. In the Ladysmith's Integrated Development Plan, there is no Sectoral Housing Plan which informs the location of low-income urban housing. This has led the location of low-income housing in peripheral areas which resembles the poor spatial inequities and segregation policies of apartheid planning.

The Ladysmith's Integrated Development Plan indicates the location of future housing projects in areas far from places of employment. As a result, the Integrated Development Plan document has to be reviewed in such a way that it includes informed suggestions which would come from the Sectoral Housing Plan and inform a Strategic Development Plan. This will lead to the location of low-income urban housing in areas that promote integrated development.

Integrated development in the implementation of low-income urban housing is also improved by the existence of a land audit which deals with land availability for housing development. In Ladysmith, the availability of land for housing development cannot be considered because land auditing has to been completed. This is illustrated by the location of low-income urban housing in areas far from working places and the delays in the approval periods for land applications. A land audit is the key issue for housing land supply and for the integrated development planning process to ensure the effective use of scarce resources and the development of services. The research undertaken in this study and the data

that was collected demonstrated that there is a need for the inclusion of a land audit in the implementation of housing projects in any local municipality.

The inclusion of a land audit will help in the provision of housing to meet the housing backlog rate and will inform the locality and size of potential land needed for housing development. At the moment, the research findings demonstrate that there is an increasing scale of housing backlogs in Ladysmith because of the absence of a land audit to identify land for housing. Land audit will inform and be informed by the Strategic Development Plan, Housing Sectoral Plan and will utilise integrated development planning. The Ladysmith Local Municipality and the Department of Planning have to include a land audit in their decision-making for implementing housing projects. In this way they will be able to provide land that is suitable for the growing urban population and that will promote the integrated development.

Housing issues in Ladysmith cannot only be associated with rural-urban migration, but, also with the increasing rate of urban population growth. This means that there is a need for the implementation of the concept of sustainable livelihoods so as to ensure that there is the maintenance of dwelling units being provided for the urban poor by the local Department of Housing. The physical condition of the urban land invaded illustrates the need for the implementation of mechanisms that will ensure that there are coping strategies which can be utilised by the urban poor in dealing with the existing constraints leading to the persistence of poverty.

The issues surrounding land invasions in Ladysmith are indicators of the failure of the existing strategies to deal with the increasing scale of the housing backlog and the delays in approval periods. The concept of integrated rural urban development approach to planning has to be promoted so as to deal with the

issue of rural-urban migration. The issues leading to the persistence of urban land invasions in Ladysmith are perpetuated by the legislative frameworks attached to land release for housing development. This has negatively affected the housing delivery process and housing location. The integrated development planning process and housing location is one of the challenging issues facing the Ladysmith Local Municipality. Due to the shortcomings of Spatial Development Framework Plan, the IDP design and the absence of a Housing Sectoral Plan and integrated housing development in the Ladysmith cannot happen in the current context.

The speedy delivery of housing for low-income urban poor residents is delayed by the complexity of the legislative framework attached to the land delivery process. One of the contributing factors leading to the location of low-income housing in peripheral urban land is the fact that there is no land audit to identify areas for housing. Other components contributing to the problem are inaccurate figures of the housing backlogs rate and the increase in housing demand. As a result, urban land management is negatively affected by the aforementioned factors.

The Ladysmith Integrated Development Plan indicates the issue of housing as one of the priorities but does not include the Housing Sectoral Plan or strategic development plan as the mechanism in ensuring housing development is done in an integrated manner. In addition, the Spatial Development Framework in Ladysmith indicates the location of low-income houses in peripheral urban land which promotes the spatial inequities in the housing delivery process in Ezakheni. There are insufficient funds for housing development in Ladysmith and this lack of increase has resulted in the reinforcing of the apartheid planning distortions. The Housing Act 107 of 1997 states that:

Every municipality must, as part of the municipality's process of integrated development planning, take all reasonable and necessary steps within the framework of national and provincial housing legislation to ensure that the inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis (www.housing.gov.za).

The strategies utilised by the Ladysmith's Integrated Development Plan in ensuring integrated development in housing provision are not sufficient to deal with the increasing scale of the housing problem. The existing housing projects that have been implemented through the integrated development planning process are not tackling the causes behind the existing constraints of housing backlogs. The last housing project that was implemented in Danskraal, which is near the industrial area, promotes the integrated development planning process but the development of the land is constrained by the geotechnical issues (IDP Report. March 2003).

The comparative analysis of the Ladysmith and Msunduzi Local Municipalities' Integrated Development Plans indicates that the issue of securing well-located land for housing development is one of the difficulties facing all municipalities. The reason for this is the existing constraint insufficient land funds and lack of a land audit to ensure the identification of well-located land for housing development. As a result, the vast majority of housing subsidy projects are being located in traditional apartheid townships (Public Commission Report. 2003:77).

When the findings of the fieldwork are considered in the light of Integrated Development Plan illustrate that spatial inequities persist despite current attempt to address them. The fieldwork clarifies the reasons behind the persistence of urban land invasions and why there are increasing housing backlogs. The fieldwork findings confirmed that people invade vacant land because of its proximity to work places. In addition, the survey findings illustrate that there is a great challenge facing Ladysmith integrated development planning system to

deliver housing that is well located and integrated with social and economic opportunities.

The following discusses some of the pertinent issues raised in the research.

5.1 Locational Issues

Low-income housing subsidies are located in areas that are far from work places. The location of low-income urban housing on peripheral land has been influenced in part by the land price. Hence, the land price for housing development exemplifies the insufficient land funds for housing. As a result, the land available cannot be secured for housing development because of the insufficient funds which determine the location of low-income housing.

Equitable distribution of land for housing is negatively affected by land claims and overlapping land rights in Ladysmith. As a result, the Ladysmith Local Municipality locates the low-income houses on land that does have land claims. The legislative framework and procedures that have to be followed when dealing with land claims and overlapping land rights can be lengthy. Hence the location of low-income housing on peripheral land has to be seen as one of the mechanisms of the Ladysmith DLA and local DoH in ensuring the delivery of land for housing location.

The location of low-income houses in Ezakheni Township is the result of poor integrated development planning. In addition, the low-income housing subsidies are not located on land that encompasses basic services and easy access to schools and shops. As a result, the low-income residents have to travel to and from work places. In the same way, the children have to walk more than four kilometres to and from school. There is an absence of recreational facilities in the

housing projects that have been implemented in the area. As a result, the integration of services is not applied in the implementation of projects.

The absence of integrated housing development in the implementation of housing projects is one of the challenges leading to the ineffectiveness of the urban restructuring programme. Hence, the spatial inequities resulting from the location of low-income housing on peripheral land exemplifies an urgent need for the implementation of the integrated development planning policy at a national level. This will ensure that the implementation of housing projects commence through the integrated development planning process. This will ensure that the urban restructuring programme is practiced in all the spheres of development.

5.2. Elements impacting on low-income housing in Ladysmith

The findings in this chapter clarify that the persistence of urban land invasions is perpetuated by many components. The increasing rate of urban land invasions in Ezakheni Section E is underpinned by the following factors:

❖ Poverty;

Poverty has led to an increasing rate of urban land invasions in Ezakheni and an increasing scale of housing backlogs. As a result, the Ladysmith Local Municipality is unable to locate low-income urban houses on well-located land due to the increasing rate of people needing housing subsidies from the Government. Urban land invaders exemplify the poverty levels among the urban poor and this result in urban land invasions. The poverty level among urban poor has led to the location of low-income housing on peripheral and cheap land and it is a key challenge needing to be addressed in Ezakheni.

❖ Overcrowding in township backyards:

Overcrowding in township backyards has resulted in the increasing rate of urban land invasions. Most people living in overcrowded conditions in urban areas invade land as an easy way to get access to homeownership. In addition, the increasing rate of urban land invasions due to people wanting to improve their living conditions leads to the inequity between the demand and supply of housing subsidies.

❖ Rural-urban migration:

Rural-urban migration in search of jobs and better living standards bring with it many problems which include housing provision and job creation. Most rural-urban migrants engage in land invasion as an easy approach in acquiring both shelter and a piece of land. This has resulted in a lack of basic services in the informal settlements which pose health hazards for land invaders and rural-migrants. Thus, rural-urban migration increases the scale of the housing problem in the Ladysmith area.

❖ Delays in approval periods:

The delays in approval periods have resulted in people setting up informal settlements. Most of the land invaders applied for housing, but due to the delays in approval periods they have set up informal settlements as a mechanism to house themselves. Hence, there is a need for the re-evaluation of policies in a manner that ensures the speedy delivery of land for housing development.

❖ Lack of sufficient funds to secure well-located land for housing development:

The lack of insufficient funds for securing well-located land for housing development has resulted in housing projects being located on cheap pieces of land which is far from work places. The location of housing is determined in part

of the need for a comprehensive land audit to secure well-located land for housing development. A Lack of sufficient funds for securing well-located land for housing location is an issue that urgently needs to be addressed.

The invaded area is a well-located piece of land because of its proximity to the industrial area known as *Pieters*. In addition, the invaded area does comply with the Land Development Objectives principles. Low-income housing subsidies cannot be located in the invaded land because of the overlapping land rights and land claims. The schools, clinics and shops are easily accessible and this accessibility to basic services clarifies that the invaded land is well located for housing location. There are environmental problems that exist in the invaded area which pose health hazards. The environmental problems include the dump site within the residential area and the lack of sanitation and water supply.

The Spatial Development Framework (SDF) of the Ladysmith's IDP illustrates the location of low-income housing on peripheral land. This results in the absence of integrated housing development because housing subsidies are not integrated with other basic services. The absence of a Sectoral Housing Development Plan (SHDP) in the Ladysmith IDP is one of the hindrances in ensuring the implementation of housing projects through the integrated development planning process. The Ladysmith IDP does state that there is the increasing rate of housing backlogs in the area, but the insufficient of housing funds have a negative impact on ensuring well-located land for housing development.

The increasing rate of urban land invasions is mentioned in the Ladysmith IDP, but the local DoH aims at addressing this issue by relocating the invaders to Ezakheni Township because there is a vast amount of vacant land. This might pose some implications since land invaders are not willing to leave their piece of

land and they want to be close to work places. The Ladysmith IDP mentions that there is a lack of land funds, these funds would enable land audit to secure well-located pieces of land for housing development. Hence, the lack of funds is one of the challenges issues facing the Ladysmith Local Municipality.

5.3 Land Legislative Framework and Integrated Development Planning (IDP)

The interrelationship between land and the integrated development planning process is very crucial stage for housing development. The availability of land is the key determinant in ensuring that there is well-located land secured for housing development. The facilitation of land delivery for housing development involves acting in accordance with the legislative and policy procedures that govern the land release programme for housing development. Hence, the DFA is a means through which the integrated development planning process can be an effective and efficient approach in enabling integrated housing development.

5.4 Conclusion

Locational issues play a major role in housing development. There are elements which impact on housing locational issues. Poverty, overcrowding in township backyards, rural-urban migration, lack of insufficient funds to secure a well-located land for housing development, overlapping land rights and land claims and delays in approval periods, have proven to be the stumbling blocks for effective and efficient adequate housing delivery. The land legislative framework and delivery systems play a vital role in ensuring effective integrated development planning process. This, as is shown in the research, is constrained by institutional issues.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.0 INTRODUCTION

This chapter deals with the conclusion and recommendations of the study. It will look at how the study managed to achieve its aims and objectives. The findings and analysis of findings will be examined as to whether they managed to provide answers to the subsidiary questions and to the main research question. This chapter will look at how the hypothesis relates to the study. Recommendations will be made by looking at how land provision for low-income housing development can be improved in an integrated manner.

6.1 General Conclusions

Urban land issues play a vital role in housing development. Low-income housing subsidies are located on peripheral urban land due to land price, overlapping land rights and land claims. The research findings illustrate that urban land issues lead to the dislocation of low-income housing. This does not promote the Urban Restructuring Programme. Therefore, the legislative and policy frameworks governing housing delivery systems are not effective in ensuring that there is speedy delivery of low-income housing in areas that close to job centres. This study clarifies that the housing delivery systems are still portraying the issue of housing in a quantitative paradigm, whereby housing is delivered to meet the growing housing demand and not taking into cognisance the accessibility of basic amenities in housing provision.

Institutional fragmentation is one of the stumbling blocks in ensuring that there is integrated housing development in housing delivery. A lot of emphasis has been placed on the Local Government to deliver low-income housing to its growing citizens. In addition, there are no clear guidelines about the roles of the

Local Government Departments in playing a meaningful role in housing delivery. Also, in the same way, the lack of co-ordination between National, Provincial and Local governments has led to delays in housing approval periods leading to an increasing scale of housing problems.

The legislative and policy frameworks governing housing delivery systems are unable to ensure the speedy delivery of well-located land for housing provision. The absence of a housing strategy in the Integrated Development Plan to ensure that there are sufficient housing funds for securing well-located land for housing delivery perpetuates housing backlogs. The legislative and policy frameworks of integrated development planning state that there should be no approval of planning process that is contrary to Integrated Development Plan. On the other hand housing projects are implemented in a manner that is totally different to the integrated planning protocols. This is indicated by the increasing rate of housing projects that are located on peripheral land with little or no access to basic amenities. As a result, the compactisation of cities is not taken into consideration. This leads to the creation of abject conditions of poverty and overcrowding in the newly-built housing projects.

Overcrowding and urban land invasions are indicators of the failure of the National, Provincial and Local Departments of Housing in dealing with the increasing scale of the housing problem. The inequity between housing demand and supply is exacerbated by the lack of clear development strategies of the different departments involved in housing delivery procedures. In addition, the *Housing Amendment Bill, 2001* aims at ensuring that the monotonous layouts are abolished through redressing apartheid planning legacies, whereby many areas will function as an integrated development entity with access to basic services and social amenities. Hence, the increasing scale of the housing problems and the huge inequity between demand and supply, indicate a challenge facing the

Housing Amendment Bill, 2001 in delivering housing that is well-located and integrated with economic and social opportunities by being close to work places.

The Spatial Development Framework will assist the DLA in ensuring that there is a well-located land for housing development. This will play a major role in ensuring that there is integrated housing development in housing delivery systems. The inclusion of the Housing Sectoral Plan will be helped the land audit to ensure well-located land for housing development. In addition, Housing Sectoral Plan will play a vital role in ensuring that there is sufficient housing funds for promoting integrated housing development whereby spatial development.

The comparative study of Ladysmith IDP and Msunduzi IDP provided an understanding of why urban land invasions persist, and also of the reason for the housing backlogs. The results are that the land issue is a blockage in housing delivery systems. In addition, land registration and land swaps exacerbate the issue of housing delivery. As a result, the delays in land registration and land swaps illustrate the need for the redressing of the institutional issues hindering the speedy delivery of land for housing development.

At the same, integrated development planning is negatively affected by the institutional fragmentation. The absence of clear guidelines governing the integrated development planning process in housing delivery is one of the existing constraints delaying the implementation of integrated housing development. This problem is exacerbated by the lack of clear roles of local government officials in ensuring the delivery of housing subsidies in a manner that will promote integrated development.

As a result, the local government officials rely on the HSS guidelines when delivering low-income housing subsidies. The guidelines of HSS are not implemented properly due to the insufficiency of housing fund and institutional fragmentation in departments governing the housing delivery systems. The absence of HSS guidelines in housing implementation processes has resulted in appalling living conditions which negatively affect the sustainability or creation of compacted cities.

The motive behind the dislocation of housing subsidies in areas that are far from basic amenities, including job centres, is the issue of insufficient housing funds. Insufficient housing funds have resulted in a debate regarding the size of the dwelling unit which is too small to accommodate the extended families that have been living in the informal settlements. This results in increased rate of overcrowding in urban backyards and the persistence of urban land invasions. Thus, the HSS does not promote the principles of the Urban Restructuring Programme which aim at the promotion of mixed land use due to the dislocation of housing subsidies.

In addition, the HSS does not comply with the vision of the national Department of Housing in the delivery of housing subsidies because there is difficult access to economic, educational and health opportunities. The locational issues of low-income housing subsidies have a negative impact on the economic status of households which results in abject living conditions of the urban poor due to the fact that the low-income people have to deduct the transport fees to and from work places from their low-income levels. This results in poverty and difficulties among the low-income people in maintaining their dwelling units. The strategy used by the HSS when locating low-income housing subsidies resembles apartheid planning legacies whereby poor people are located far from work, social, educational and economic centres.

The housing delivery systems illustrate that the spatial development framework is not used as an integrating tool for sustaining and promoting the urban development framework. The procedures used by the housing delivery systems of today do not portray a shift of housing from a quantitative paradigm into a qualitative paradigm. This is illustrated by the delivery of housing subsidies in areas that have little or no access to basic amenities. Hence, housing delivery systems still regard housing as a shelter rather than as an entity comprising of other basic services required for the creation of habitable and sustainable settlements.

The concept of habitable and sustainable settlements has become problematic and unrealistic to be implemented by the Department of Housing due to the legislative, policy and institutional frameworks governing housing development. These constraints attempts at integrating housing development through the inclusion of a Sectoral Housing Plan in the integrated development plan. The inclusion of the Sectoral Housing Plan in the integrated development plan is hindered by a lack of co-ordination between various departments in terms of housing delivery and location. As a result, the spatial development framework is unable to work as an integrating tool for housing development.

Rhetoric housing policy responses in reducing housing backlogs that were made by the Minister of Housing illustrate the need for integrated housing development. The integrated development planning process has to ensure that there is a sound strategic planning framework that will ensure integrated mixed land-use. The effective strategic planning framework has to ensure that there is proper financial planning for securing well-located land for housing development. At the moment, the lack of financial planning in most municipalities is one of the existing constraints hindering integrated housing

development. In addition, institutional fragmentation constrains the speedy delivery of low-income housing subsidies in an integrated approach.

Research Question

The research intended to investigate whether the integrated development planning provides the vehicle whereby land delivery can be considered in tandem with housing imperatives. In addition, the research focused on how the Ladysmith IDP reflects this approach.

The answer to the research question: The integrated development planning does provide a vehicle whereby land delivery can be considered in tandem with housing imperatives. There are existing constraints hindering the integrated development planning process in being an effective approach. The existing constraints impact negatively on the Ladysmith IDP to work simultaneously with Land and Housing Departments using an integrated approach. The existing constraints are as follows:

- Insufficient housing funds to keep up with the inflation rate.
- Absence of a land audit to secure well-located land for housing development which can then be considered in the Spatial Development Framework.
- A lack of co-ordination between different departments involved in housing delivery process.
- Institutional fragmentation among various departments in terms of budgets and programmes that do not align with one another.
- A lack of a clear policy and clear roles of local departments on how they can play a meaningful role in the integrated development planning and housing delivery process.

Subsidiary Questions and Answers

- How can housing and land reform be considered more meaningfully in Integrated Development Plans and Spatial Development Frameworks?

Answer: The inclusion of land audit in the Spatial Development Framework Plan to secure well-located land for housing land supply can ensure that there integrated housing development. The location of land reform projects needs to be combined with the provision of rural housing. This will assists in reducing the increasing rate of housing demand in urban areas. In addition the location of low-income housing needs to be combined with the spatial analysis that will promote the location of state land appropriate for land reform projects.

- What are the institutional issues involved in implementing land reform and housing programmes within an integrated development planning framework?

Answer: The delivery of housing in well-located land is hindered by institutional fragmentation which includes the lack of transparency and co-ordination among national, provincial and local departments governing housing delivery systems. The lack of clear roles for the local government departments on how are they going to play a meaningful role in integrating housing and other basic services is one of the factors delaying the effectiveness of integrated development planning. This will assist land reform in ensuring speedy delivery of well-located land for integrated housing development.

- What is IDP suppose to achieve with regards to housing and land reform?

Answer: There should be an inclusion of land audits for the speedy delivery of land for housing development. The inclusion of land audits will ensure that there is well-located land for housing location. This will promote the compactisation of cities and spatial inequities of apartheid planning legacies. The integrated

development planning is supposed to achieve a clear policy governing the location of housing in a well-located land that consists of basic amenities.

- At what stage of the integrated development planning process are housing and land reform issues considered?

Answer: The research findings have proven that land and housing issues are not dealt with accordingly at the national and provincial level. This therefore, negatively affect the effectiveness of the integrated development planning process in ensuring that there is the integrated development in housing and land delivery programmes.

Hypothesis and findings

The integrated planning process is unable to provide vehicle for housing delivery through land delivery systems, effective implementation is constrained by institutional fragmentation and difficulties in coordinating the efforts and programmes of the various institutional role players.

Findings of the study: The research findings illustrate that so much pressure has been placed on the local governmental departments to promote integrated development planning in basic service delivery including housing. On the other hand, the lack of the clear roles of the local departments in housing delivery and lack of coordination and transparency between National, Provincial and Local Departments negatively affect the effectiveness of the integrated development planning.

Aims and Objectives of the Study

This study managed to investigate ways in which low-income urban housing can be accommodated in the Integrated Development Plans. The assessment of the Ladysmith's, in particular, as well as a number of other Integrated Development

Plans, was undertaken. It was also discovered how land is allocated to provide low-income houses in the manner that will promote integrated development. The hindrances negatively affecting integrated housing development were also dealt with in this study. The root cause leading to land shortage for low-income housing location were also dealt with in the study. In addition, the research findings illustrate that urban land invasions are an indication of institutional failures in dealing with the needs of the growing urban population.

The research findings illustrate that a spatial analysis can ensure well-located state land for housing and land reform strategies. The co-ordination and transparency and actions of different government departments involved in housing delivery systems will play a meaningful role in assisting in the planning initiatives being an integrating tool for housing development.

6.2 Recommendations

There is a need for the inclusion of a Sectoral Housing Plan in the Integrated Development Plans. The inclusion of the Sectoral Housing Plan in the Integrated Development Plans along with a land audit will assist with the release well-located land sufficient for housing demand. At the moment, a Sectoral Housing Plan is not included in the Integrated Development Plans, which makes the land release programme unable to determine the amount of land needed for housing development.

There is a need for increasing the value of the housing subsidy to put up with the inflation rate. The housing subsidy is currently valued at R25 800. The increased value of the housing subsidy will enable the speedy delivery of housing subsidies in a manner that promotes integrated housing development. In addition, the increased value of housing subsidies will ensure that there is the utilisation of quality construction materials. Currently, the majority building

housing materials are of a poor quality that results in housing cracking and the low-income people are unable to maintain such houses. Therefore, there is an urgent need for the increased of the value of housing subsidy to keep up with the demands of housing construction. Poor housing construction is perpetuated by poor budgeting estimations made by building contractors.

There is a need for the land audit to ensure that there is well-located land for housing development. Currently, the land audits are unable to secure well-located land for housing development due to the insufficiency of land funds. In addition, the lack of prioritisation in the DLA results in a lack of information about the amount of land needed for housing development. The land audit is negatively affected by the land swaps and the delays in land approval periods which impact negatively on integrated housing development. Thus, the land audit is a prerequisite for securing a well-located land for housing development that will promote compactisation of cities.

There is a need for the re-evaluation of the policies and legislative frameworks governing housing development. The re-evaluation of policy and legislative frameworks will enable the speedy delivery of housing subsidies. At the moment, the delays in housing subsidies lead to a huge inequity between housing demand and housing supply. Furthermore, housing beneficiaries waiting to receive their housing subsidies set up informal settlements as an alternative to their housing problem. Similarly, the delays in approval periods lead to the increasing rate of urban land invasions as an easy access to shelter.

Lack of co-ordination and transparency among different departments involved in housing delivery systems negatively affect the implementation of the urban restructuring programme. This lack of transparency results in local governments being unable to incorporate the housing delivery systems in to the integrated

development plans. This is perpetuated by a lack of understanding about the role of the local government in housing delivery. Therefore, there is an urgent need for the implementation of strategies that will ensure transparency and clear communication for an effective co-ordination of various departments governing housing delivery systems.

Institutional capacity building is required within the local government officials in areas of housing delivery. The institutional fragmentation within the local governmental departments results in the dislocation of housing subsidies and delays in approval periods. This impacts negatively on the NUDS that promote integrated land use systems.

There is a need for the formulation of Key Performance Indicators (KPIs) in housing delivery systems to ensure that the housing subsidies meet the principles, and sustain the strategies and vision of the national Department of Housing.

There is a need for the implementation of the Integrated Development Planning (IDP) policy so as to enable integrated development in all the spheres of services delivery which will play a major role in ensuring the sustainable livelihoods and maintenance of housing subsidies. The clear IDP policy will ensure clear indication of roles and responsibilities of various departments in the integrated development planning process.

There is also a need for the re-evaluation of the rural-urban integrated model so as to reduce the increasing rate of rural-urban migration which impacts negatively on housing demand and supply in urban areas.

The institutional issues need to be addressed properly in order to speed up the delivery of housing subsidies. The redressing of institutional fragmentation, which impact negatively on housing delivery systems will enable the integrated development planning process to be an effective approach in promoting integrated housing development. The challenges facing Ladysmith and other local municipalities in terms of housing location can be addressed through spatial development planning. In addition, spatial development planning can play a vital role in assisting DLA in ensuring equitable distribution of land for housing development in an integrated approach. Thus, spatial development planning is an integrating tool for housing and land reform strategies in ensuring housing development on well-located land.

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Appendix 1

Interview Questions

1. What is your position in this department?
2. How long have you been working in this department?
3. Are you aware of ongoing land invasions in the Ladysmith area?
4. When did they start?
5. What do you think are the causes?
6. What has been done to reduce land invasions?
7. Why are land invaders not evicted?
8. To what extent, do you think the issues of land claims delays the development?
of low-income housing?
9. Why do you think this happens?
10. How do you view land invasion, do you see it as an expression of need for housing or it is just an easy way to get access to a second home or urban home?
11. Do you see this trend will continue?
12. What is the housing backlog in Ladysmith?
13. What is hindering the provision of land to house urban poor?
14. Is there any land allocated for low-income housing?
If yes, where?
If no, why not?
15. Do you location of land for low-income housing is appropriate?
16. What has been done by land reform projects or initiatives to reduce land invasions?
17. How are urban land measures in reducing land invasions in Ladysmith?
18. What has been done by local housing policy to provide land invaders with shelter?

For IDP Manager?

1. How do you think the integrated development planning process can address the issue of low-income housing?
2. Do you think the integrated development planning is possible to deliver low-income housing to the urban poor through considering land reform and local housing simultaneously?

Appendix 2

Survey Questions

Date: _____ Name of interviewee _____

Place: _____ Contact Tel: _____

A. Background

1. Where do you come from?

.....

2. How long have you lived here?

| | |
|------------------------------|--|
| One year or less than a year | |
| Two years | |
| Three years | |
| Four years | |
| More than four years | |

3. How often do you go to your original home?

| | |
|-----------------------|--|
| Once a week | |
| Every two weeks | |
| Once a month | |
| Once every two months | |
| Other | |

B. Household and Socio-Economic Profile

4. How old are you?

| | |
|-----------------|--|
| Under 20 | |
| 20s | |
| 30s | |
| 40s | |
| 50s | |
| 60 and above | |

5. What is your highest education standard?

| | |
|---------------------------|--|
| Grade 0 | |
| Grade 1- grade 4 | |
| Grade 5- grade 8 | |
| Grade 9- grade 12 | |
| Post-school qualification | |
| Other specify | |

6. Do you live all by yourself?

| | |
|--------------------------|-----|
| <input type="checkbox"/> | No |
| <input type="checkbox"/> | Yes |

a. If no, how many people living with you are employed?

| Household member | Gender | Age |
|------------------|--------|-----|
| | | |

C. Employment Profile

7. Are you formally employed?

| | |
|--------------------------|-----|
| <input type="checkbox"/> | Yes |
| <input type="checkbox"/> | No |

a) If yes, what is the name of your firm?

.....

.....

b) Where is your firm located?

.....

.....

c) What is your occupation?

.....

.....

8. How much do you earn per week?

| | |
|-----------------------|--|
| Less than R150 | |
| More than R150 | |
| More or equal to R200 | |

If no, how do you earn a living?

.....

.....

.....

D. Housing Profile

9. Why did you choose to build your house in this area?

.....

.....

.....

.....

10. How long have you been staying in this area?

.....

.....

.....

11. How do you expect government to assist you in formalising your home?

Yes

No

12. Would you live in the area on a permanent basis if you could?

| | | |
|----|--|-----|
| | | Yes |
| No | | |

Please

explain.....

.....

.....

.....

13. Do you use this house as your permanent home?

| | |
|--|-----|
| | Yes |
| | No |

Please

Explain.....

.....

.....

D. Nature of the dwelling units

❖ Number of rooms

| | |
|--------------------|--|
| One room | |
| Two rooms | |
| Three rooms | |
| Four or more rooms | |

❖ Materials used

| | |
|--|--|
| Formal building materials including concrete | |
| Mud and grass | |
| Other | |

Overall Comments

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