RURAL MIGRATION, URBAN RENEWAL AND SLUM CLEARANCE - A CHALLENGE FOR MEGA CITIES IN THE SOUTH: DEVELOPMENT OF A SUSTAINABLE SETTLEMENT LIVELIHOODS MODEL IN DURBAN

RELOCATION SITES AND CHALLENGES

Preparatory Workshop for Thematic Conference

25-28 September 2012
Informal settlements must be integrated into the broader urban fabric to overcome spatial, social and economic exclusion. This will require a range of short and long-term responses, including interim relief, incremental upgrades, planning and management of informal settlements, greenfields, and sustained, long-term upgrading programmes”.

(Comprehensive Plan for the Development of Sustainable Human Settlement by the National Department of Human Settlements and eThekwini Housing Sector Plan)
Backlogs

- Informal settlements: 262,000 h/hs
- Backyard shacks: 49,000
- Traditional dwellings: 97,000
- Estimated Total: 408,000 h/hs

Approx. 42% of total Municipal population of 3,8m

- Informal backlog = 27% of population
- Informal backlog = 64% of total backlog
Informal Settlement Context

- Only Municipality with the largest number of informal settlements.
- Comprises 64% of the total housing backlog
- 476 urban settlements still to be addressed
- Settlements range in size from a few dwellings to almost 14,000
- Average settlement comprises 500 dwellings
- Total families = approx. 262,000
- Water, sanitation & refuse removal services either provided or planned for roll out
- Illegal electrical connections are widespread – not only a safety issue but also disrupts supply to formal residents.
- Over 80% of households earn a monthly income of <R1600 – indigent category
## Housing Plan: Informal Settlement Status

<table>
<thead>
<tr>
<th>No. of Inf Setts (No. of h/holds)</th>
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<tbody>
<tr>
<td>Total No.</td>
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<tr>
<td>Completed upgrades &amp;</td>
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<tr>
<td>Upgrades in progress</td>
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<tr>
<td>Remaining</td>
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... comprising:

- Proposed upgrades/Interim services: 315 (198,000)
- Transit facilities/Emergency services: 46 (10,000)
- Relocations/Emergency services: 115 (18,000)

* For reporting purposes, incomplete units within approved upgrade projects as well as excess households (approx. 36,000 h/hs) are included in the official informal backlog figure viz. 262,000 h/hs. This figure also excludes growth since last dwelling count in 2011.
ESTIMATED NUMBER OF HOUSEHOLDS / UNITS (AND NO. OF SETTLEMENTS / PROJECTS) PER PROPOSED INTERVENTION PER REGION

NORTH
UP = 77,000 (65)
CR = 9,000 (35)
TF = 1,900 (18)
GR = 59,000 (22)

WEST
UP = 66,000 (90)
CR = 3,000 (28)
TF = 2,300 (12)
GR = 3,300 (6)

SOUTH
UP = 54,000 (160)
CR = 5,000 (52)
TF = 5,800 (16)
GR = 11,000 (4)

UP = PROPOSED UPGRADE PROJECTS (OF WHICH ±50% REQUIRE PARTIAL RELOCATIONS FOR DE-DENSIFICATION)
CR = COMPLETE RELOCATIONS
TF = TRANSIT FACILITIES
GR = PROPOSED GREENFIELD UNITS
Spatial Criteria for Prioritisation of Projects in the Housing Plan – incl. Upgrades

1. Urban Development Line (UDL)

2. Cost Surfaces Model (CSM): Infrastructure Costs ranging from between R7,000 up to R60,000.00 per housing unit

3. Integrated Rapid Public Transport Network (IRPTN) – identified by eThekwini Transport Authority (ETA)
   1. Key Routes
   2. PRASA key stations
   3. Buffers: 400m, 1000m, 2000m

4. Urban Investment Areas – also link to Blues Skies initiative
Cost Surfaces Model: Methodology

- 5,800 Hexagons Covering the Entire Municipality
- Stormwater: Cost of Erosion Protection & Attenuation Measures
- Assume this Polygon to be developed as Low Income Housing
- Water: Cost to Provide Supply to the Site, Storage & Treatment Capacity
- Electricity: Cost to Provide Supply to Site & Substation Capacity
- Sewage: Cost to Provide Connection to Site & Treatment Capacity
- Roads: Cost to Bring Access Road to the Site

Map: Regions colored according to cost ranges:
- <10,000
- 10,000 to 25,000
- 25,000 to 50,000
- >50,000
The EM’s Informal Settlement Plan (ISP) is more than just a plan to address informal settlements. It encompasses much more in that the Municipality decides on which projects it wishes to implement and in which sequence based on technical criteria backed by strategic models developed within the City as well as being guided by its Integrated Development Plan (IDP) as well its Spatial Development Plan (SDP).

The ISP very strongly supports in situ upgrade projects provided the land being occupied is feasible to develop. This is evident in the fact that while only 18,000 households will be affected from settlements that have been identified for complete relocation, this constitutes only 8% of the total number of informal households in the EM. In effect 88% of households are residing in settlements have been identified for upgrade where they are currently located with the provision that some relocation of households will be required for de-densification purposes and with 4% of households...
Prioritisation of Informal Settlement Relocations

- Informal Settlement Relocation Working Group (ISRWG)
- Facilitated by Housing Planning Department
- Participating Municipal departments:
  - Fire & Emergency Services
  - Electricity
  - Health
  - Loss Control & Disaster Management
  - Drainage & Coastal Engineering
  - Materials Testing
  - Environment
  - Development Planning
- Relocation Matrix incorporating scoring & weighting for each of the selected 115 settlements identified for complete relocation.
Some Relocation Criteria Guidelines

- Essential relocations (based on health & safety risks)
- Strategic Relocations (in the way of future developments that have economic, social or environmental significance)
  - Urgency
  - Significance of dev
- Transit facilities
  - Length of stay at facility
  - Condition of facility
- Partial relocations from approved upgrade projects
  - Timing of upgrade project
- Special criteria & special needs
  - Distance of settlement to greenfield project
  - Disabled, aged with dependants, child headed households, people with life threatening diseases with dependants etc
Participative / livelihoods social process

- Participative / livelihoods approach can effectively strengthen the housing/interim services delivery model and promote more sustainable dev.

Advantages include:
- Leverage of greater community participation and ‘social capital formation’
- Better protection of infrastructure (less vandalism & illegal connections)
- Opportunities for more effective emergency responses (e.g. relating to fire protection)
- Complementary dev responses such as urban agric, micro enterprise, fruit trees, job placement, home based care etc.

- The approach builds on existing human capital & other assets (including infrastructure investments) and encourages residents to play a greater role in community upliftment.

- Community Space: facility to support the spatial needs of existing social and economic activities in each informal settlement such as daycare, & the work of community-based organisations (youth, women etc). Also "Job Link Centre", linking job-seekers' skills with available employment opportunities. The specifics of the locations and operations of each space will be defined though a participative planning approach and workshops with local stakeholders.

- Zibambele Programme: entails low level maintenance in keeping the road and drainage systems functioning but also in creating work opportunities for the poorest among the community and instilling a sense of pride in having a neat and attractive
Land Demand

- Amount of land required depends on number of dwelling units to be delivered & their densities.
- Densities heavily influenced by housing typologies, access & parking standards – apart from physical land constraints.
- Strategic intent of the City (incl National Govt.) is to densify.
- Aim to eliminate urban sprawl & move towards more sustainable settlements.
- This reduces the amount of land required as well as funding required to extend bulk infrastructure & provide new community facilities.
- City developing a densification strategy to guide criteria for appropriate densities in different locations & contexts.
- Several pilot low-income housing projects in planning stages aiming to achieve 50-100 units per hectare as opposed to 20 du/ha.
Land Audits

- Approx. 6,650 hectares of suitable vacant land required at conventional densities of 20 du/ha to accommodate relocations linked to informal settlements. This excl. land on which informal settlement upgrade projects are planned for.
- This figure can be drastically reduced if densities are increased – eg. at 40 du/ha = 3,325 ha required.
Constraints

- Scarcity of well located developable land.
- Poor geo-physical conditions eg. unstable soils, steep terrain, flood plains etc.
- Environmental restrictions.
- Urban Development Line (UDL).
- Competing land uses – incl. high value agricultural land identified by the Provincial Department of Agriculture.
- Land claims via the Land Restitution Act.
- Availability of bulk infrastructure.
- Conflicting interests esp. from adjoining communities.
- Strict enforcement of aircraft noise zones at the new Airport.
- High land values.
- Mixed land ownership resulting in the need for different approaches to negotiations & different procedures for acquisition.
Unstable land

Steep terrain

Flood plains
Bulk Infrastructure
Cornubia Phase 1A: Construction Progress
Sao Paulo-eThekwini Partnership: Welbedagt East Pilot Project

**eThekwini Challenges**

- Focus on delivery of housing units
- Housing Provision by Government
- Outcomes: low density, peripheral locations; sterile environments
- An Env Goods and Service approach is adopted - without social appreciation and connection (with a level of resistance)
- Environment seen to be in competition with housing and lacks social integration and ownership
- Poor co-operation, integration and institutional linkages
- Lacks core skills to drive human settlements (skills sets only on delivering max no of units)

**Sao Paulo Strengths**

- Focus on building Communities through:
  - *community networks, project funding for integrated delivery of social facilities, basic access, service provision*
- Home owners build and finance own dwelling unit/s
- Focus on in situ dev – connection to existing opportunity social and economic investments (minimise disruptions)
- Focus on public realm, urbanism-design and landscape
- Driven by need to deal with environmental/water issues, security of tenure, legal right and integration and access to the city
- Budget and institutional integration
- Integrated Skills and Capacity:
Relocations – are necessary but …

- Reduce relocations through:
  - Increasing densities in upgrade projects
  - Intensifying interim services projects – innovative service provision
  - Collective & secure tenure

- Greenfield projects
  - Not all “Ministerial Projects” like Cato Manor, Cornubia …
  - Interdepartmental co-operation – all spheres of govt.
  - Budget alignment - social facilities incl. schools
  - Economic interventions
  - Efficient, effective & affordable public transport
  - Integration of land uses & income bands

- Participative livelihoods intervention

- Responsive communities
Example of Ablution Blocks provided in informal settlements
INTERIM SERVICES PILOT PROJECT – GREYLANDS PHASE 2
A. Typical detached single unit on stand
B. Low Rise Medium Density
viz attached/row double storeys
C. Medium Rise High Density viz. 3-4 storey walk-ups