

Habitat-aligned indicators.		National/regional/local South African policy/strategy/practice areas of intervention.			
Habitat agenda goals.	Indicators.	Intervention area.	Rationale for intervention to enable performance of indicator.	Comments on SA performance	Scorecard (Positive for sustainability [green]/Risk for sustainability [orange]/Problematic for sustainability [red])
1. Shelter.					
Promote right to adequate housing.	Key indicator 1: durable structures.	Housing Consumer Protection Measures Act	The intention of the Act was to increase the flow of mortgage finance to the affordable housing market in South Africa. The National Home Builders Registration Council (NHBRC) was established to provide a warranty against shoddy workmanship in the building of residential structures. The intention of the warranty was to cover the risks of mortgage lenders in the event of physical failure/breakdown in the structures of the property assets securing their loans. In terms of this Act all new homes are to be enrolled with the NHBRC by builders who are also accredited by the council.	Given that a lack of loan finance is still a barrier to a sustainable primary and secondary market in this sector, it is debatable whether the intervention was successful. At the time of its implementation the provisions of the Act were also criticized for creating a bureaucratic tier between home buyers and home builders that would add to the cost of home building and thereby further stifle the emergence of entrepreneurs in this field.	
	Key indicator 2: overcrowding.	Build more housing structures with greater provision for privacy.	Overcrowding is measured by the ratio of persons per living space, as measured by floor area. Arguably, overcrowded living space and the concomitant lack of privacy creates an enabling environment for all sorts of social pathologies, including child and women abuse.	RDP housing, which comprises units that are little more than 30 square meter boxes, often single rooms within which entire families are expected to live, are clearly overcrowded in many cases. This has stimulated the building of informal settlements as well as informal backyard structures, through which many South Africans have delivered shelter with greater privacy. To date the government's approach to informality has been negative, through its vision of eradicating informality. The new approach, Breaking New Ground (BNG) implies a change in attitude through emphasizing a range of appropriate housing delivery mechanisms, including informality.	
	Checklist 1: right to adequate housing.	The South African constitution.	Section 26 of the Constitution says that everyone has the right to have access to adequate housing and that the state should take reasonable and other legislative measures, within its available resources, to achieve progressive realization of this right.	As the Grootboom case has shown this constitutional provision is often observed in the breach.	
	Extensive indicator 1: housing price and rent to income.	Provide a subsidy and top up with credit.	Through creating equity the subsidy gives poorer households to home loan finance.	Most private market housing in South Africa is unaffordable for 70 per cent of the population.	
Provide security of tenure.	Key indicator 3: secure tenure.	Ownership and tenancy rights.	Through providing and enforcing titular rights over property the state creates real rights for poorer people over assets (or potential assets), the values of which can be realised beneficially over time as the inhabitants formalize and improve the structures on these properties. At the same time the state should pass legislation to protect the tenure rights of those who opt not to buy but to rent.	South Africa has a functional, credible system of property title registration, which is enforced by the state and through the courts. The South African housing policy provides subsidies for forms of tenure other than home ownership, e.g. rental, co-operative and share block. Recently social housing rental legislation introduced Rental Housing Tribunals which adjudicate on conflicts between tenants and landlords on the principle of fair business practices, based on the principle that the rights of both tenants and landlords.	
	Extensive indicator 2: authorized housing.	?	?	?	
	Extensive indicator 3: evictions.	The Prevention of Illegal Evictions and Unlawful Occupation of Land Act (PIE) (1998)	It was necessary to provide protection for the tenure of people who had unlawfully occupied land due to apartheid exclusion and also the	The Act has been applied in some cases to successfully protect the rights of landless people. The Landless Peoples Movement and Abahlale base Mjondolo	

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			ongoing housing shortage, if they could not be provided with alternative accommodation. This is in terms of the Constitution's protection of the right of citizens to adequate housing (see above). At the same time the law sought to protect the rights of landowners to their property and defined cases of unlawful occupation of land.		
Provide equal access to credit.	Check list 2: housing finance.	Government national housing subsidies and development financial institutions.	Because the private financial market does not work for the poor, few of whom have access to banks and/or can afford the finance charges on loans, there should be public sector intervention to fund where there is no private credit and to create a conducive environment for private credit to start flowing to these areas.	The South African state's housing policy has focused on providing housing subsidies for those usually excluded from getting private credit, on the assumption that this would provide the equity to unlock debt funding for affordable and social housing. In addition alternative development finance institutions (like the National Housing Finance Corporation [NHFC]) were created to lend funds to social housing projects, sometimes in partnership with private financial institutions. The result has been a limited success, effecting the delivery of over a million low cost RDP houses (now seen as economically and socially unsustainable as a form of acceptable housing) and the emergence of a publicly subsidized and funded social housing rental sector. In addition, and in response to government pressure, the banks developed a financial sector charter through which they committed to provide billions of Rands of debt funding to low cost housing, but the effect of this is limited.	
Provide equal access to land.	Extensive indicator 4: land price to income.	Sustainable settlement policy: Breaking New Ground (BNG).	The location of human settlements is arguably crucial to the attainment of the goals of BNG, which are integration (social, environmental, economic, spatial), upgraded informal settlements and housing assets (through reducing duality in the housing sector by breaking barriers between the first economy residential boom and the second economy property slump).	Insofar as affordable housing for the poor is concerned, the price of land is frequently the factor that makes new housing unaffordable for the poor. Exacerbating the situation is the fact that many local municipalities interpret the MFMA as requiring them to sell their land holdings only to the highest bidder (in order to maximize return on asset value), meaning that these municipalities end up making only peripheral (and therefore lower value) land available for affordable housing. Peripheralised housing for the poor is unsustainable in the sense that these communities are relatively far from facilities and employment opportunities and have to bear significant transportation costs.	
Provide access to basic services.	Key indicator 4: access to safe water. Key indicator 5: access to improved sanitation. Key indicator 6: connection to services.	?	Access to potable water and sanitation are essential elements for the effective function of human settlements, and are integral to human health and well-being.	Since 1994, there has been an improvement in access to clean water. In 2001, 9,5 million households (84,5 per cent) had access to piped water, an increase of 2,4 million households since 1996. The number of households relying on water from sources including dams, rivers and streams, and boreholes declined during this same period, which suggests improved structured access to clean water among rural households. In 2008 it was estimated that only 2,4 million people of the South African population (49,4 million) did not have access to basic water services. Low cost-recovery, limited water availability, and poor	

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				training in maintenance of infrastructure, however, have resulted in the variable success	
2. Social development and eradication of poverty.					
Provide equal opportunities for a safe and healthy life.	Key indicator 7: under-five mortality.	Social policy: health services.	Part of the problem with exponential growth economies is that they heighten competition over scarce resources including state (or public) assets – like the health systems. Social policy will have to focus on strategic areas of public assets and the management of the assets to achieve decent and efficient health care. Indicators of the development and application of a national health policy and strategy as well as the implementation of the strategy will be required.	The privatisation of health services has gone hand in hand with a growing neglect of public health services, and an alarming deterioration in the quality of health services offered at most public institutions. While there is a stated commitment to improved health facilities, in practice most state hospitals are dysfunctional, with some hospitals in crisis. The extent of the HIV-Aids pandemic is one manifestation of this. At the same time an extensive network of primary care clinics has been developed with effective and deep outreach, in some provinces.	
	Key indicator 8: homicides.	Safety and Security: policing	People need to live in safe and secure environments in order to go about their daily lives and productive activities without fear that their lives and properties are at risk to criminals and anti-social elements. Their safety and security is a fundamental precondition for realizing their constitutional rights to life, dignity and pursuing their goals including through work and asset accumulation.	South Africa has one of the highest homicide rates in the world, about 50 people are murdered each day and 132 people raped. Much of this crime takes place in poorer areas – including informal settlements – and often the perpetrators are known to the victims. Policing these areas is problematic mainly because the general population has not consented to being policed, for historical reasons as well as real and perceived corruption within the police force. ¹ By virtue of their class position and their social aspirations, the police are denuded of the authority required to do their work.	
	Checklist 3: urban violence.				
	Extensive indicator 5: HIV-prevalence.	Social policy: health services.	See above on health services. The policy on HIV-Aids is generally thought to be relevant to the challenge of the pandemic. The implementation of the policy however has been very problematic, until recently. There has been a roll out of a national anti-retroviral strategy. Numbers of people infected remain very high, as does the estimated death rate.	See comment above regarding health services.	
Promote social integration and support disadvantaged groups.	Key indicator 9: poor households.	Indigent policy.	Provide a safety net for the most economically vulnerable households.	Most municipalities in South Africa have a policy of supporting indigent households (i.e. usually those households whose gross monthly income is less than R2 000.00) by discounting 100 per cent their property rates. This is usually recouped from funds from the central government (equitable distribution).	
Promote gender equality in human settlement development.	Key indicator 10: illiteracy rates.	Social policy: education.	See above on health services. Education should impact positively on social development in general and not only in respect of promoting gender equality.	See comment above regarding health services. There has been a growing neglect of public education in poorer, working class areas, and the quality of public education at these institutions, evidenced by the recent poor matric	

¹ Perceived corruption of police is reinforced by the association of the (now suspended) National Police Commissioner, Jackie Selebi, with known figures of organised crime.

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				results. While there is a stated commitment to improved educational facilities, in practice many public schools in poorer areas are dysfunctional.	
	Checklist 4: gender inclusion.	?	?	?	?
	Extensive indicator 6: school enrolment.	Social policy education.	See above on health services. Education should impact positively on social development in general and not only in respect of promoting gender equality.	See comment above on educational services.	
	Extensive indicator 7: women councilors.	The Constitution of South Africa (1996). The Local Government: Municipal Structures Act (1998).	The Republic is founded on fundamental values, including non-sexism. To promote equality legislative and other measures designed to protect or advance persons, or categories of persons, disadvantaged by unfair discrimination, may be taken. South African courts have interpreted this to include women. Local government legislation specifies that as far as councilors elected by proportional representation from party lists are concerned, every party should strive to ensure that 50 per cent of the candidates of the party on the party list are women and that women and men candidates are evenly distributed through the list.	The trend is towards equal representation of women as councilors. In 1995 women's representation was 19 per cent; in 2000 it rose to 29,6 per cent. After the 2006 local government elections 37 per cent of ward councilors and 43 per cent of proportional representation list councilors elected to councils all over South Africa, were women.	
		Social policy: education.	See above on health services. Education should impact positively on social development in general and not only in respect of promoting gender equality.		
		Food security policy.	A food security policy that would be appropriate to enable sustainable settlements on scale and over the long term would need to focus on the following objectives: (1) control of land as an asset for the production of affordable food for the poor; (2) the development of subsistence as well as market gardening within communities; (3) institutional forms for land holding and food production (e.g. cooperatives, small scale commercial farming, households); and, (4) technical and management assistance.	South Africa is a net exporter of agricultural products, including the main staple, maize. However, it does import various agricultural commodities, such as soybeans, as well as most of its fertilizer inputs. Mirroring the global situation, South Africa's agricultural and food security faces two main challenges as a result of oil depletion: increasing scarcity and costs of inputs as oil (and gas) prices rise; and competition between drivers and food consumers for maize. The government has decided to promote a bio-fuels industry, the main component of which appears to be large scale production of ethanol from maize. In the short-term this may lead to an increase in the maize crop as farmers are guaranteed a larger domestic market and indirect subsidy, but in the long term it may result in the poor being deprived of their staple food. Rising transport costs will further raise the prices of foodstuffs in this country, harming the poor even more. This risk is exacerbated by the lack of success in the land reform process of getting productive land assets to serve the subsistence needs of the poor.	

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				South Africa has limited intervention in this arena, in the form of land reform where farms purchased/ expropriated by the state have been transferred to poorer communities, but which have been unsuccessful in sustaining subsistence agriculture let alone market gardening. The state and private sector have also not addressed the oil dependency (and therefore vulnerability) of commercial agriculture (which has seen its ranks grow with the addition of emerging farmers).	
3. Environmental management.					
Promote geographically balanced settlement structures.	Key indicator 11: urban population growth.	Social policy: limiting population growth via education and family planning.	It is generally accepted that at current rates of consumption the population has exceeded the planet's carrying capacity, leading to a need to change of lifestyle and consumption patterns that radically reduce the quantity of material resources that are put through the economic system. To ensure social equity and address the enormous deficits in the quality of life of the poor, there are proposals to limit the consumption of the middle classes while at the same time increasing consumption of the poor to a benchmark average that reflects an ecological footprint that could be sustained by the planet's biosphere. However, given the dire situation where the ecological footprint of humans is three times larger than what the planet can sustain there will perforce have to be a policy that promotes national education in family planning ² .	?	?
	Key indicator 12: planned settlements.	Sustainable settlement policy: Breaking New Ground (BNG).	This is a comprehensive sustainable settlement policy that incorporates the three finites (climate, energy and financial) as limitations that define the way human settlement happens.	Generally BNG takes into account the limitations imposed by the biosphere and the need for social equity (particularly through asset transfer) in the planning and development of sustainable settlements, although it is silent on growth economic sand energy depletion.	
		Planning of the space economy	In future if urban areas are to provide sustainable nodes of settlement for the greatest number of people, they will have to densify and allow mixed zoning such that a wide variety of activities (e.g. work, schooling, commerce and food production) can take place along localized patterns. Public transport systems, such as light rail will have to be expanded as	Spatial planning in South Africa is regulated through the Development Facilitation Act, Local Government municipal planning and performance regulations and the 2001 White Paper on Spatial Planning and Land Use Management. The latter probably contains the most comprehensive outline of the desired/emerging role and approach to spatial planning in South Africa. A normative, policy-led governance and	

² A more radical view is that there will have to be policies to limit population growth, somewhat along the lines pursued by China

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			well and South Africa will have to develop integrated public transport systems at the local and metropolitan levels based on electrically driven trains and trams, and also bicycles. To achieve the above, as well as the social equity and biosphere required guidelines presupposes a new approach to the planning of urban settlements, based on trade-offs between the existing flows of money and goods and services on the one hand and the need to redistribute wealth (through asset transfers) and environmental conservation/protection on the other.	<p>management system is favoured, through two spatial planning mechanisms: a spatial development framework (SDF) and a land use management system. The SDF's primary purpose is to represent the spatial development goals of the local authority that result from an integrated consideration and sifting of the spatial implications of different sectoral issues, to identify minimum public actions necessary to achieve the direction of the plan.</p> <p>The timing of the process of compiling the SDF must correspond with that of the municipality's Integrated Development Plan (IDP).</p> <p>The application of the policy at local level remains problematic in terms of enabling the emergence of sustainable settlement planning due to local municipalities still operating as silo organizations whereas the challenges they face are a combination of energy, climate and financial variables.</p> <p>In practice the current Spatial Development Frameworks (SDFs), which are the legislated tool for statutory local government planning requirements, are cumbersome instruments of control that impose planning grids on the social and financial energies in an area, prohibitively expensive, take a relatively long time to complete, e.g. between 12 and 18 months, at which juncture they are frequently irrelevant to the social and ecological requirements for sustainable settlements.</p>	
Manage supply and demand for water in an effective manner.	Key indicator 13: price of water.	Policy on securing and sustainable managing of water resources.	There is a long-term shortage of water supplies confronting Southern Africa, a challenge that requires a coordinated policy and strategy.	?	?
	Extensive indicator 8: water consumption.				
Reduce urban pollution.	Key indicator 14: wastewater treated.	Policy on waste minimisation and recycling.	There is a short to medium term challenge in that many urban centres are facing full landfill sites and sewerage works that are almost at capacity usage.	?	?
	Key indicator 15: solid waste disposal.				
	Extensive indicator 9: regular solid waste collection.			?	?
Prevent disasters and rebuild settlements.	Check list 5: disaster prevention and mitigation instruments.	The Disaster Management Act of 2003.	The Disaster Management Indaba of 2008 was held to gear up to prevent, mitigate and be prepared for natural and human-induced disasters, and in this process to look at strategies to:	?	?
	Extensive indicator 10: houses in hazardous locations.	<p>The National Disaster Management Centre (NDMC) with functional Disaster Management Centres as well as Advisory Forums established in 8 of the 9 provinces.</p> <p>Various intergovernmental disaster management structures: the Intergovernmental Committee on Disaster Management and the National Disaster Management Advisory Forum (recognised by the United Nations as the National Platform for Disaster Risk</p>	<p>1. Prevent, mitigate and minimise the impact of disasters (through people-centered early warning systems, integrated development planning and improved communication, to create</p>	?	?

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		Reduction).	<p>a culture of risk avoidance behavior through public awareness programmes and general life skills training within and beyond the education sector).</p> <p>2. Create an environment for sustainable development as frequent disasters erode progress in respect of development initiatives.</p> <p>3. Create sustainable communities and livelihoods while reducing vulnerability. The biggest impact following disasters is on the poor</p>		
Promote effective and environmentally sound transportation systems.	<p>Key indicator 16: travel time.</p> <p>Extensive indicator 11: transport modes.</p>	<p>The Public Transport Strategy (2007)</p> <p>The Moving South Africa Strategy</p> <p>The Rural Transport Strategy</p>	The Department of Transport's (DoT's) 2007 Public Transport Strategy (PTS) has a vision of enhanced public transport and a time frame for implementing this by 2020. It regards rapid public transportation networks as the mobility wave of the future and as the only viable option that can ensure sustainable, equitable and uncongested mobility in live-able cities and districts.PTS aims to have 100 km of high quality walkways and cycle ways in each of 18 identified cities and districts	The PTS vision and strategy are sound and positive for sustainability; the strategy requires local government buy-in and support because it has to be implemented through local municipalities. Bus Rapid Transport (BRT) appears to be moving ahead in some major metropolitan areas (like cape Town and Johannesburg), although the implementation is being somewhat slowed down by pressure from the taxi industry. Negotiations in this regard are however under way. The downside risk to PTS is the implementation of the plan as that has been lacking in the past. Implementation of sustainable transportation should be integrated with other settlement planning, and this is a real	

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			<p>by 2014. In six rural areas, by 2014 there will also be large scale walking and cycling infrastructure and services. This is in line with support for non-motorised transport (NMT) – 50 per cent of South Africans use NMT to move along the country's roads.</p> <p>The DoT's Moving South Africa (MSA) strategy focuses on investment in infrastructure to facilitate further trade and creation of wealth. MSA also emphasizes the sustainability of the transport system – sustainability is defined mainly in terms of costs, funding, capacity and flexible mechanisms. MSA focuses on consolidating core transport assets into high volume corridor networks and dense development nodes. MSA foresees a large scale switching</p>	<p>challenge at local authority level (see comment on the planning of the space economy above).</p> <p>The MSA strategy does not recognize the broader environmental and energy constraints to the system as a whole. Furthermore, MSA like PTS faces the real challenge of implementing mode switching, something which is beyond its control and in the hands of local governments.</p> <p>As with PTS and MSA, the downside risk for RTS is its implementation by local governments in rural areas.</p>	
Support mechanisms to prepare and implement local environmental plans and local Agenda 21 initiatives.	Check list 6: local environmental plans.	Policy on securing access to natural systems and green spaces and maintaining local biodiversity.		South Africa's environmental policy has since 1997 been aligned with progressive thinking around biosphere protection and sustainable development. However, in its implementation with regard to environmental impact analysis it has been controversial, with environmentalists complaining about a lack of compliance when new developments (like the shopping malls, golf course estates and gated townhouses referred to earlier) are approved, while developers complained of a straightjacket that the	

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				environmental lobby had placed on new developments.	
4. Economic development.					
Strengthen small and micro-enterprises, particularly those developed by women.	Key indicator 17: informal employment.	Facilitating the emergence of "peoples capitalism".	What is required is a micro-economic policy that effects the transfer of productive assets to emerging entrepreneurs from poorer communities and the creation of an enabling environment within which they are supported to add value to their assets and grow and consolidate wealth. This should create both informal and formal forms of employment.	The preferential procurement policy has enabled the emergence and consolidation of many smaller entrepreneurs and companies. State employment has also contributed to the emergence of a black middle class, the spending power of which has contributed significantly to the economic growth of the past decade. Nevertheless the jobs created during the growth phase as well as the (expanded) middle class is vulnerable to the current economic downturn. There is consensus that Black Economic Empowerment (BEE) has not been sufficiently broad-based and has in fact focused on creating and enriching an elite. ³ The Zuma administration has committed itself to a different industrialization strategy– at the same time it has no fundamental critique of the current growth path of the economy or the BE strategy. The downside risks to employment creation through a radically different micro-economic strategy remain.	
Encourage public-private sector partnership and stimulate productive employment opportunities.	Key indicator 18: city product.	City government system as enabling device.	Legislation covering the demarcation of municipal areas, the structure and systems of municipalities as well the management of municipal finances and the levying of municipal rates.	South Africa's top nine cities are centres of population, production, distribution, finance, services, development and administration. They are home to over one third of the national population, including some 40 per cent of the registered unemployed. The economic weight of these cities is far greater than their share of the national population: they accounted for 64,5 per cent of the national Gross Value Added (GVA) in 2004, and concomitant percentages of especially the tertiary and secondary economic sectors, from finance and business services through transport and communications, wholesale and retail trade, to construction and manufacturing. So South Africa's top nine cities as well as many of its major towns, do provide local economies that can sustain large parts of their population in the short to medium terms but this does not necessarily imply that the economy should be kept on a city-based development path only.	
	Key indicator 19: unemployment.	Enablement of productive, value add activities, through business friendly policies.	Without work citizens do not have the financial wherewithal to lead a qualitative type of life and to sustain it. Government cannot create work because government is a net consumer of resources and does not create economic	The state has implemented a policy of Public/Private/Partnerships (PPP) by outsourcing previously government work (e.g. in the tourist and road maintenance sectors) to private contractors through structured BEE deals (see above for the limits of BEE).	

³ The emergence of the black elite in South Africa since 1994 happened essentially through assets handed to them by existing companies, through structured BEE deals. Because they live off existing assets which they did not create they can be described as a parasitic elite. Part of the South African economic trend is de-industrialisation as employment in manufacturing (read production) has fallen below that of government and the retail (read consumption) sector.

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			value. Therefore, if government is going to have a positive impact on the reduction of unemployment it needs to put in place policies that will create an enabling environment for people to start their own businesses, their own forms of employment, through the success of which others (hitherto unemployed) can be employed.	Unemployment has increased significantly as the global credit crisis impacts on South Africa through reduced exports of raw materials (mainly minerals) and some manufactured goods. The Zuma administration has committed itself to the creation of work, mainly through the Expanded Public Works Programme. This could be sustained through the infrastructure programme until the conclusion of World Cup. However, the type of infrastructure, like stadia, is unlikely to enable sustainable work for the unemployed, particularly if the global recession persists or deepens into a depression.	
		Macro-economic policy.	An economic policy that would be appropriate to enable sustainable settlements on scale and over the long term would need to focus on the following objectives: (1) steady state economic development – i.e. slowing down and eventually stopping growth; (2) in the interim, a finance policy that slows down the rate of debt creation through instruments like greater capital reserve and individual deposit requirements; and, (3) asset transfer to the poor. The area of asset transfers to the poor is spoken about and referred to extensively in the BNG approach to human settlements, as a way of addressing social material inequalities in wealth and power; but the indication of asset transfers that achieve the above objective needs to be defined operationally. Growth in the values of assets like land and housing form part and parcel of growth economies – in formulating the relevant indicators for a transfer of assets that increases wealth for previously marginalized people, the challenge will be to set lower growth targets for yield and capital gains that are consistent with a slowing-down economy and yet also have a positive impact on wealth creation for the beneficiaries. A detailed strategy of asset transfer requires a clear definition of the assets in question (e.g. the mix of public/private/community ownership, specifics about the objectives of transferring the asset to the poor, detailed strategies to manage and grow the value of these assets in the favour of the	South Africa's economic policy remains firmly based on the assumption of economic growth without any ideas as to how this will be sustained within the context of the three limitations referred (i.e. biosphere absorption capacity, oil; depletion and credit limits). Since 1994 South Africa has continued the free market policies that it inherited from the De Klerk government, although for a brief period the ANC flirted with a redistributive approach based on greater state intervention, known as the Reconstruction and Development Programme (RDP). Under the new Zuma administration it appears that economic policy will be business-as-usual, albeit with greater emphasis on ensuring efficient state machinery for delivery of services.	

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			beneficiaries, and how the asset management and valorisation processes articulate with other free market transactions in goods and services that impact on the owners of the assets).		
		Energy policy.	An energy policy that would be appropriate to enable sustainable settlements on scale and over the long term would need to focus on renewable energy as an essential component of any long-term solution and a transition from coal (fossil-fuel) burning power stations. The introduction of energy efficiency measures in industry, households and the transport system will be crucial to the success of a transitional energy strategy. Indicators of the development and application of a national energy policy and strategy as well as the implementation of the strategy will be required and should include: (1) national, regional and local energy security; (2) reduced dependence on fossil fuels; (3) renewable energy and energy efficiency; (4) initiatives for the built environment and transport systems; and, (5) localised energy generation and distribution.	The Department of Minerals and Energy (DME) advocates the promotion of energy efficiency across all sectors as a means toward the achievement of energy security. It has also identified the risks associated with the reliance on oil procured mainly from the Gulf States, and has acted to mitigate this risk by establishing a relationship with Venezuela, a major oil exporting nation. But the DMR still assumes that the current growth model is sustainable within the limits of energy supply and environmental degradation, and is silent on the question of the impacts of oil depletion, financial bubbles and climate change. The focus of national energy policy is on the production of electricity mainly from burning fossil fuels, and to some extent from further nuclear power plants. Less than 15 per cent of the national energy requirements are planned from renewable energy sources.	
5. Governance.					
Promote decentralisation and strengthen local authorities.	Key indicator 20: local government revenue.	Legislation covering the demarcation of municipal areas, the structure and systems of municipalities as well the management of municipal finances and the levying of municipal rates.	South African cities are home to two-thirds of the country's economic activity. Well functioning cities can create diverse and functioning markets. The effective management of cities requires capable city governments. There are a range of key activities that are best undertaken by city governments, like how urban space is planned and configured, how movement across urban space is facilitated and managed, and how infrastructure and services are provided to support individuals, households and communities. The finances of city government are, in turn, fundamental to the functioning of city governments.	In recent years the financial position of the nine largest cities in South Africa has improved considerably – cash flows are stronger, and expenditure on property, plant and equipment has increased. This has been funded largely by government grants rather than by borrowings or internal reserves. There are current problems, like continuing large debtors' balances and failure to fully spend capital budgets. Challenges and risks to the newly established financial capabilities are: major backlogs in service provision, asset maintenance, the loss of Regional Service Council (RSC) levies (in Johannesburg alone these used to account for 50 per cent of the amounts collected through rates), and the potential removal of electricity utility fees from municipal cash flows (through plans to restructure the way in which electricity is distributed). Although established as a separate, independent tier of government, new initiatives to create a single public service have been tabulated by national government, which could damage the relative autonomy of city governments and their ability to attract the skills required to address their very distinct and complex challenges.	
	Check list 7: decentralization.				
Encourage and support	Check list 8: citizens' participation.	The Municipal Systems Act of 2000	The BNG policy emphasizes that	Despite the fact that local government is the	

Habitat-aligned indicators.		National/regional/local South African policy/strategy/practice areas of intervention.			
Habitat agenda goals.	Indicators.	Intervention area.	Rationale for intervention to enable performance of indicator.	Comments on SA performance	Scorecard (Positive for sustainability [green]/Risk for sustainability [orange]/Problematic for sustainability [red])
participation and civic engagement.		introduced Integrated Development Plans (IDPs) which are single, all inclusive, strategic plans that should include housing planning.	participation is a central element of IDPs because to make IDPs effective ordinary citizens must have a say in the real issues affecting their lives. Participation implies that individuals, groups and organizations should have access to information relevant to development and be able to participate in decision-making processes for the areas in which they live and work.	only tier of government in South Africa where representatives are directly elected by the people, and where ward elected councillors are meant to provide feedback to ward committees and citizens, citizen participation in development decisions appears to be minimal judging by the thousands of protests and demonstrations across 90 per cent of municipalities. In many local government jurisdictions a system of patronage politics has developed, rather than real citizen participation. This is driven by the need to buy votes at election times. The local government system also allows for the centralising of power in the hands of the executive Mayor and his/her committee, further diluting democratic participation at councilor level.	
	Extensive indicator 12: voters' participation.	Legislation flowing from 1998 White paper on Local Government.	Citizens have the constitutional right to elect local government representatives on the basis of the policies and parties that they support.	48 per cent of registered voters participated in the 2000 and 2006 local government elections, which compares favourably with international voting trends in constitutional democracies.	
	Extensive indicator 13: civic associations.	Local grassroots organisations that form around specific interests as well as broader policies and goals.	Local grassroots organizations can develop into urban social movements. Urban social movements use the power of collective organization to improve the quality of life of their members, usually the poorer citizenry, and thereby produce new social effects and change urban meaning. Urban social movements are usually linked to three types of operators that enable them to have an impact on society: the media, technically competent professionals and political parties. However, they need to remain autonomous in order to change urban meaning and to avoid becoming an appendage to these operators' interests. To contribute to an agenda of sustainable human settlement these movements would have to articulate demands for the development of settlements with lower carbon footprints and energy efficiency/renewable energy, in addition n to their demands for improved material conditions of living.	Many civic associations that emerged in South Africa during the 1980s and 1990s were urban social movements, aligned to the trade union movement, the United Democratic Front (UDF) and the ANC. Arguably, after the first democratic elections in 1994, the most capable of these organisations' leaders were taken up into the first ANC government, resulting in the demobilization of local grassroots organizations, and the creation of a passive citizenry defined as consumers to whom the local governments should deliver services. With the emergence of service delivery protests there has also come the re-emergence of urban social movements organising around service delivery, housing, informality and development. A clearly articulated critique of economic growth has yet to emerge as most of these movements probably assume growth as a precondition for addressing poverty. Sometimes popular movements have taken on a reactionary form, such as the xenophobic outbursts during May 2008.	
Ensure transparent, accountable and efficient governance of towns, cities and metropolitan areas.	Checklist 9: transparency and accountability.	Management of municipal finance	The Municipal Finance Management Act (MFMA) regulates the procurement of service providers for the planning and implementation of national housing programmes and policies, and defines the roles and responsibilities of councillors and officials in the tender process. It covers the disposal of municipal assets (particularly land for low cost	The systems and procedures that the nine largest South African municipalities have implemented compare well with many much more developed countries across the globe. Nevertheless, Stories of councilors and municipal officials enriching themselves on the sale of municipal land to the highest bidder, through the corruption of the SCM procedures, are legion in South Africa. While the legislation is virtuous sometimes its application often subverts its intention, resulting in gated high	?

Habitat-aligned indicators.		National/regional/local South African policy/strategy/practice areas of intervention.			
Habitat agenda goals.	Indicators.	Intervention area.	Rationale for intervention to enable performance of indicator.	Comments on SA performance	Scorecard (Positive for sustainability [green]/Risk for sustainability [orange]/Problematic for sustainability [red])
			housing) and Supply Chain Management (SCM) procedures.	income settlements that contribute to urban sprawl.	