



NUSP
National Upgrading Support Programme



PARTICIPANTS

Section 10

Planning Upgrade Projects



SECTION 10: PLANNING UPGRADE PROJECTS

Summary

Content

For more details see
Section 10, item 1.1

A planned approach to informal settlement upgrading

An informal settlement upgrading plan should ideally be put in place from the assessment and categorisation (AC) stage of an upgrading project and should be updated as the project planning unfolds. The plan should be kept simple and accessible to community leaders and the municipality alike. The main purpose of a settlement upgrading plan is to:

- Conceptualise the upgrading of a settlement in broad terms (i.e. the overall developmental pathway, key developmental priorities, stakeholder roles and broad timeframes).
- Provide a focus for stakeholder agreement (in particular the local community and municipality) in terms of the upgrading concept.

Effective planning and preparation is relatively inexpensive compared to implementation, but ensures that a viable and appropriate concept is developed, which is accepted by key stakeholders. It can thus be used as the basis for a signed social compact between the community and municipality once consensus has been reached. An upgrading plan, which has not been negotiated and does not have buy-in from key stakeholders, cannot be successfully implemented.

For more details see
Section 10, item 1.2

Making changes at the planning stage is relatively inexpensive compared to changes made during implementation or construction. In informal settlement upgrading a planned approach is important in that risks can be identified early on and addressed. Proper planning and feasibility work ensures that the developers understand the settlement site and the community, and the upgrading concept is appropriate to the local context. Key stakeholders, including the local community and municipality, can understand and agree on the settlement upgrading concept. In addition that the concept is well-researched, defined and adequately negotiated between community and municipality. Project implementation is smoother and easier and the settlement upgrade will not easily become stuck or stalled during the implementation (construction) phase. Project funders including government departments are provided with high quality information, such as feasibility studies and business plans, upon which they can make informed decisions. Cash flow on the settlement

upgrade is more predictable. Expenditure can be more effectively programmed over time, including on the MTEF. There is much less risk that funding will not be spent within the expected timeframes.

Informal settlement upgrading plans are not static, but evolve over time. The following are the main types of settlement upgrading plans at different stages:

For more details see
Section 10, item 1.3

- **At the assessment and categorisation stage:** A short profile, the developmental pathway, main developmental priorities, indicative costs based on costs for similar projects (this is sufficient for the MTEF).
- **At the pre-feasibility stage:** Pre-feasibility-level technical studies/assessments including geotechnical, environment, legal, bulk services availability assessment, topographic and any other site-specific studies which might be required (e.g. traffic impact study, flood line determination).
- **At the subsidy application stage:** A full feasibility study with specialist reports, preliminary services design, cost estimates for the next detailed design and construction stage, and a business plan outlining the settlement upgrading concept. For a full upgrading, preliminary town planning layouts and top-structure designs will also be included.
- **At the detailed design stage:** The plan must provide sufficient information to procure and contract for construction and therefore should contain detailed design reports and specifications with detailed and accurate cost estimates for construction, tender documents.

Developing a settlement upgrading plan

An upgrading response plan is informed by a range of factors including:

For more details see
Section 10, item 2.1

- The type of the settlement
- Target funder/grant mechanism
- The density of the settlement
- Scale of the project/settlement
- Technical site suitability factors
- Locational factors
- The upgrading approach and housing delivery method

A settlement upgrading plan should be kept as short and simple as possible so that it is easy to read for both municipal officials and community leaders alike. It should be a summary document which provides overall direction as opposed to a detailed document containing all project information. Additional documents such as feasibility reports, town planning layouts, Gantt charts, and subsidy applications should be attached to the plan.

The following key content would typically be included in a settlement upgrading plan. The content is divided into two sections: the background and assessment, and the proposed plan.

For more details see Section 10, item 2.2

The proposed plan covers the nine work streams identified in Section 5.

1. Background and assessment including settlement profile, categorisation, status quo assessment, site development potential assessment and a vulnerability assessment.
2. The proposed settlement upgrading plan including details on how imminent health and safety threats will be addressed (if relevant), details on how basic infrastructure will be provided, details on how tenure will be addressed, a participation plan, housing, a relocation plan, social facilities access and annexures.

Irrespective of the categorisation of a particular settlement, any settlement which is not about to be immediately relocated should receive interim arrangements.

Planning for different informal settlement types

The different types of informal settlements have different project preparation requirements and planning implications or priorities as shown in the table below.

For more details see Section 10, item 3

Type	Project preparation requirements and planning implications or priorities
CATEGORY A: CONVENTIONAL FORMAL FULL UPGRADING	<ul style="list-style-type: none"> • Conduct workshops on the categorisation. • Identify and rapidly action critical health and safety mitigation measures. • Undertake full assessment of site development potential (pre-feasibility level technical studies). • Determine housing concept. • Assess adequacy of, and plan for, key social facilities especially schools and clinics. • Move ahead rapidly with land acquisition. • Determine relocation implications. • Commence with formal planning processes. • Proactively manage further influx.
CATEGORY B1: INTERIM ARRANGEMENTS LEADING TO EVENTUAL FULL UPGRADING	<ul style="list-style-type: none"> • Workshop categorisation and developmental direction with community. • Identify and rapidly action critical health and safety mitigation measures. • Prioritise planning and design for interim basic services. • Full site development potential assessment. • Determine likely timeframe for formalisation and housing delivery. • Determine any relocation implications. • Proactively manage further influx.
CATEGORY B1 EXTENDED: INCREMENTAL	<p>As for conventional formal full upgrading and incremental full upgrading above EXCEPT that:</p> <ul style="list-style-type: none"> • Formal town planning processes may not be required or may only

Type	Project preparation requirements and planning implications or priorities
FULL UPGRADING	<ul style="list-style-type: none"> be required in part. Land acquisition may not be immediately necessary Support for housing consolidation/improvements should be prioritised e.g. owner-driven.
CATEGORY B2: DEFERRED RELOCATION WITH INTERIM ARRANGEMENTS	<ul style="list-style-type: none"> Workshop categorisation and developmental direction with community. Identify and rapidly action key health and safety mitigation measures (as above). Accelerate provision of basic services Assess adequacy of access to key social facilities, especially schools and clinics, and where necessary make interim social facility arrangements Initiate and sustain participative planning. Determine likely timeframes until eventual relocation Start the process of identifying an eventual relocation site in close consultation with the community Proactively manage further influx.
CATEGORY C: IMMEDIATE RELOCATION	<ul style="list-style-type: none"> Conduct a workshop on categorisation and developmental direction with community. Confirm that the relocation is indeed imminent and that an alternative relocation site is available Understand and assess livelihood impacts on those who are relocated. Plan relocation process in close consultation with community. Assess and plan for key social facilities especially schools and clinics at relocation destination. Prevent further settlement on the vacated unsafe site.

A financial plan (model) forms a critical part of the overall settlement upgrading plan. It is also informed by other parts of the settlement upgrading plan especially by those relating to the concept and scope (i.e. all the intended activities that need to be funded to make the settlement upgrade succeed). There are a range of grant instruments that are relevant in respect of the different settlement types.

Planning when using the UISP

For more details see Section 10, item 4

The UISP applies to the following informal settlement types:

- Conventional formal full upgrading (Category C) and incremental full upgrading (Category B1 extended):** For services, land acquisition, and all necessary professional work including town planning, design and planning approvals. Final top-structure phase is funded as a final phase using a separate top-structure subsidy.

- **Interim arrangements (Category B1):** For limited interim services and initial participative and preplanning work.

The UISP planning framework is generally not flexible. The reasons for this are:

- Formal top-structure provision (state-subsidised housing) only occurs at best from the middle of year five into year six.
- Full engineering services are provided, at best, from mid year four into year five.

Both of the above can only be provided after formalisation is well underway (i.e. after land acquisition and township establishment). The level of interim engineering services which can be provided is limited (a maximum of R3.6k is provided for in the current subsidy formula).

Timeframes can be significantly improved if an alternative approach is assumed which relates to enabling a more informal upgrading approach, such as incremental full upgrading. Flexibility can be introduced so that housing improvements and more substantial engineering services can occur earlier. However, such flexibility would require further consideration by the provincial DHS MECs and/or the national DHS.

For references and resources click here

Content

1. A planned approach to informal settlement upgrading

“Failing to plan is planning to fail.”

1.1 What is a planned approach?

In Section 5 we discussed how to develop a programme level informal settlement upgrading strategy and programme. This Section outlines the activities needed to plan at the settlement level and develop an informal settlement upgrading plan.

Programme level	
Settlement level	✓

What is a project plan?

A project plan will mean different things to different people. To a community leader it may mean a simple set of developmental priorities with timelines for when they will be achieved and an indication of who will be responsible for achieving them. To a town planner it may mean a town planning layout. To an engineer it may mean an engineering services layout with detailed cost estimates. A project plan may consist of all of these and may also include other elements.

What is an Informal Settlement Upgrading Plan?

An informal settlement upgrading plan should ideally be put in place from the assessment and categorisation (AC) stage of an upgrading project and should be updated as the project planning unfolds. The plan should be kept simple and accessible to community leaders and the municipality alike.

AC was discussed in Section 5.

The main purpose of a settlement upgrading plan is:

- To conceptualise the upgrading of a settlement in broad terms (i.e. the overall developmental pathway, key developmental priorities, stakeholder roles and broad timeframes);
- To provide a focus for stakeholder agreement (in particular the local community and municipality) in terms of the upgrading concept. It can thus be used as the basis for a signed social compact between the community and

Participation approaches were discussed in Section 4.

municipality once consensus has been reached. An upgrading plan, which has not been negotiated and does not have buy-in from key stakeholders, cannot be successfully implemented.

1.2 The importance of planning

Effective planning and preparation is relatively inexpensive compared to implementation, but ensures that a viable and appropriate concept is developed, which is accepted by key stakeholders. Making changes at the planning stage is relatively inexpensive compared to changes made during implementation or construction. In informal settlement upgrading a planned approach is important for the reasons stated below.

- **Risks** can be identified early on and addressed. If they cannot be mitigated (reduced) then the upgrading of the settlement may need to be terminated or the concept redeveloped to find a different solution. If key risks such as geotechnical instability, environmental sensitivities, land legal problems or the availability of bulk infrastructure are only detected during implementation, then the upgrading of the settlement may stall. This can create funding and community problems.
- The **settlement upgrading concept** which is developed must be viable, appropriate, realistic and responsive to local circumstances. Proper planning and feasibility work ensures that the developers understand the settlement site and the community, and the upgrading concept is appropriate to the local context. Development opportunities can also be maximised through proper consideration of a range of social, technical and financial considerations (e.g. different alternatives or innovations can be adequately explored and assessed).
- **Key stakeholders**, including the local community and municipality, can understand and agree on the settlement upgrading concept. Proper planning ensures that the concept is well-researched, defined and adequately negotiated between community and municipality. There are usually various compromises that need to be made and all parties need to feel that they were meaningfully engaged.
- **Project implementation** is smoother and easier and the settlement upgrade will not easily become stuck or stalled during the implementation (construction) phase. Proper planning protects against the tendency to rush too quickly into implementation.
- **Project funders** including government departments are provided with high quality information, such as feasibility studies and business plans, upon which they can make informed decisions. It also means that the funders can make faster decisions and they are less likely to refer applications back for clarification or additional information.
- **Cash flow** on the settlement upgrade is more predictable. Expenditure can be more effectively programmed over time, including on the MTEF. There is much less risk that funding will not be spent within the expected timeframes.

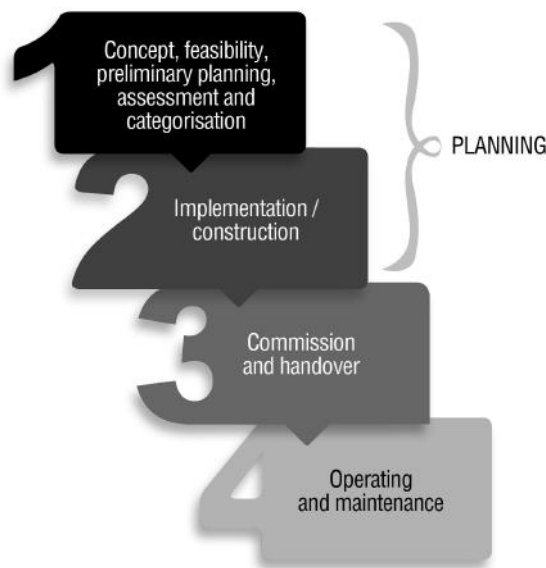
- Under-expenditure on budgets is a common problem due to a tendency to underestimate delivery timeframes. This can mean that funding for the next period is reduced due to the failure to spend what was allocated.

1.3 Developing informal settlement upgrading plans

Settlement upgrading plans require work of various kinds (social, technical and financial). They do not evolve organically. They need to be funded and managed and include key processes without which the upgrading of a settlement cannot succeed. Over time, more work is done and the settlement upgrading plan becomes more specific, accurate and realistic.

Settlement upgrading plans cannot be developed from behind a desk. They need to be informed by an understanding of the project site, the community and the context, as well as a clear understanding of potential funding sources. They must be negotiated and agreed to by key stakeholders (e.g. community and municipality). At the assessment and categorisation (AC) stage, the plan is informed by a preliminary assessment and stakeholder engagement work. It will be an overall roadmap with key priorities identified. Where in the project cycle does planning occur?

PLANNING AND THE PROJECT CYCLE



Informal settlement upgrading plans are not static, but evolve over time

At the AC stage the settlement upgrading plan will be very broad with limited detail. It will highlight the overall upgrading direction, main priorities and targeted funding sources. By the time implementation commences there will be significant additional information, for example detailed feasibility and/or specialist reports, town planning and engineering layouts, and top-structure designs.

The following are the main types of settlement upgrading plans at different stages:

- **At the assessment and categorisation stage:** A short profile, the developmental pathway, main developmental priorities, indicative costs based on costs for similar projects (this is sufficient for the MTEF).
- **At the pre-feasibility stage:** Pre-feasibility-level technical studies/assessments include: geotechnical, environment, legal, bulk services availability assessment, topographic and any other site-specific studies which might be required (e.g. traffic impact study, flood line determination).
- **At the subsidy application stage:** A full feasibility study with specialist reports, preliminary services design, cost estimates for the next detailed design and construction stage, and a business plan outlining the settlement upgrading concept. For a full upgrading, preliminary town planning layouts and top-structure designs will also be included.
- **At the detailed design stage:** The plan must provide sufficient information to procure and contract for construction and therefore should contain detailed design reports and specifications with detailed and accurate cost estimates for construction, tender documents.

Funding for project preparation and subsidy application

At the subsidy application stage the informal settlement upgrading plan is informed by a full feasibility study including technical work, as well as community and other stakeholder engagement and participation. Funding for such work will be required. Very often such funding is not readily available, which poses constraints in terms of submitting high quality upgrading plans to funders such as the Department of Human Settlements.

1.4 Key planning success factors — project fundamentals

What are project fundamentals?

Project fundamentals are factors which are fundamental to project success. Without them a project will surely fail. With them a settlement upgrading is most likely to succeed. They often constitute the key issues that are threats if they are not attended to early on.

What project fundamentals are required for success?

- **A proven need** for the project;
- **Available funds:** Line it up early on and know the funders requirements! Make sure there is a source of funding that can most likely be secured or don't proceed further;
- A suitable site and location;
- **Stakeholder support and involvement:** Formulate a clear concept with community buy-in. The community should be involved in decision-making and choices. This may

be through a social compact which is a signed agreement between the community and the municipality;

- **A professional team** (specialists) to do the work of planning and designing the settlement upgrade. This professional service is usually outsourced and procured.

2. Developing a settlement upgrading plan

2.1 Key factors that inform how you plan

An upgrading response plan is informed by a range of factors. How you plan will vary greatly depending on these factors.

Key points

- **The type of the settlement:** Different types of settlement require different planning approaches.
- **Target funder/grant mechanism:** The requirements and conditions of the target funder or grant vary significantly and will have planning implications (e.g. UISP vs USDG vs MIG vs EH vs PHP). For example, who is eligible for the grant and what specialist studies need to be included in an application pack will have an impact. You can also only provide what you can secure funding for. For example, under UISP there are set funding limits for specific items such as engineering services, so you cannot plan for a level of engineering service that is not supported by the grant. In addition each funder measures specific outputs from the grant money. This needs to be incorporated and will influence the planning process.
- **The density of the settlement:** Settlement density is one of the biggest factors affecting settlement planning. It is very different and much easier to plan when the settlement density is low and there is plenty of space for access ways, to install services and to enable housing development. By contrast, in many high density urban informal settlements there is an acute space shortage and almost all available space is being used. This makes upgrading much more difficult. Avoiding or minimizing relocations may require special housing solutions (e.g. double-story, attached units) and fewer roads and more pedestrian pathways.
- **Scale of the project/settlement:** It is not always viable to expend significant effort and funding to prepare and plan a very small upgrading project (e.g. less than 50 or 100 households). The planning costs are usually eventually funded from the available capital funding and will be disproportionately high for a small project. Very small projects will need to be batched together with others or dealt with by means of a very streamlined planning process.

Financial mechanisms are discussed in Section 11.

- **Technical site suitability factors:** These include the geotechnical conditions, topography, underlying land ownership and legal issues, and environmental considerations. These will all affect what tasks and activities must be undertaken. It is not possible to plan effectively without adequate information on these factors.
- **Locational factors:** The planning approach may be quite different for peri-urban land falling under a traditional authority versus land in the inner city. The type of layout, eventual level of service, the tenure arrangements and the social facilities will differ significantly.
- **The upgrading approach and housing delivery method:** How you plan a settlement upgrade will vary significantly depending on the concept and approach. For example, if formal full upgrading is intended, then land needs to be acquired as soon as possible. If, however, only interim arrangements and basic services are intended in the medium-term, then land acquisition is not an immediate priority and it may be inappropriate in fact to incur land acquisition costs up front.

2.2 Content of a settlement upgrading plan

A settlement upgrading plan should be kept as short and simple as possible so that it is easy to read for both municipal officials and community leaders alike. It should be a summary document which provides overall direction as opposed to a detailed document containing all project information. Additional documents such as feasibility reports, town planning layouts, Gantt charts, and subsidy applications will arise as an upgrading project progresses. However they should be seen as further developments of the initial upgrading plan, which may need to be updated from time to time. Detailed documents should be attached to the plan.

The following key content would typically be included in a settlement upgrading plan. (Note that the first version of this plan would arise from the AC process.) The content is divided into two sections: the background and assessment, and the proposed plan.

Financial mechanisms are discussed in Section 11.

The proposed plan covers the nine work streams that we identified in Section 5.

3. Background and assessment

- **Settlement profile:** Settlement name, locality, number of households or shacks, population, history and establishment;
- **Categorisation:** The NUSP categorisation (see Section 5, section 3.3) including the reason for the categorisation. This indicates the overall development direction that will be taken;
- **Status quo assessment:**
 - Existing basic infrastructure (water, sanitation, roads, electricity);
 - Existing access to key social facilities (e.g. schools, clinics, hospitals, ECD centres);
 - Land ownership and tenure (including informal tenure relations and sub-tenancy);

- Demographic profile of the community;
 - Existing livelihood strategies – how residents currently survive (e.g. where they might have jobs, informal income generating activities);
 - **Site development potential assessment:** The potential of the existing site for eventual formalisation and the reason for this; and if the site can be developed how much of it and what potential housing yield could be realised. This includes commentary on aspects such as geotechnical conditions, topography, environmental issues, bulk services, land legal issues;
 - **Vulnerability assessment:** An assessment of critical health and safety threats or challenges (e.g. inadequate water and sanitation, flooding, slope instability, solid waste disposal, fire hazards).
4. The proposed settlement upgrading plan
- Details on how imminent health and safety threats will be addressed (if relevant): e.g. fire protection, solid waste removal, sanitation, potable water;
 - Details on how basic infrastructure will be provided: Such as water, sanitation, roads, electricity. (Note that this will overlap with measure taken to reduce health and safety threats);
 - Details on how tenure will be addressed: Indicating eventual intended tenure solution as well as interim tenure arrangements (e.g. administrative recognition);
 - A participation plan: Indicating how communication and community participation will be achieved and sustained, including who will be involved from the community and the municipality;
 - Housing: The plan for a long-term solution, as well as interim arrangements. Key municipal services requirements: e.g. solid waste removal, fire protection;
 - A relocation plan: This is only necessary if there will be relocations (partial, temporary or permanent). This may be to de-densify the site before formalisation occurs, or if the entire settlement is to eventually be relocated. Remember that relocations are always a last resort;
 - Social facilities access: This is the plan to provide social facilities including education and health care;
 - Annexures: The following annexures could be included:
 - Locality plan;
 - Aerial photograph showing settlement boundary;
 - Available site developability plans;
 - Any other technical studies, reports or plans (e.g. geotechnical reports, land legal investigations, planning layouts).

Tenure was discussed in Section 7.

Participation was discussed in Section 4.

Improved dwellings were discussed in Section 9.

Relocations were discussed in Section 6.

Interim arrangements — an essential planning element

Irrespective of the categorisation of a particular settlement, any settlement which is not about to be immediately relocated should receive **interim arrangements**. It is noted that the level of investment and degree of interim response will vary between settlements depending on available resources and settlement category. Interim arrangements could include:

Relocations were discussed in Section 6.

- **Basic infrastructural services:** Water supply, sanitation, road access, possibly electrification;
- **Redress of imminent health and safety threats:** For example fire protection, solid waste removal;
- Participative engagement;
- Improved access to key social facilities: Such as education and health care;
- **Administrative recognition:** Either as a permanent settlement or a temporary settlement due for eventual relocation;
- Inclusion in municipal planning and budgeting processes.

Interim arrangements were covered in detail in Section 6.

3. Planning for different informal settlement types

3.1 Planning priorities for different types of informal settlement

The different types of informal settlements have different project preparation requirements and planning implications or priorities. In the information below, the following abbreviations are used:

UISP = Upgrading of Informal Settlements Programme (Department of Human Settlements (DHS))

USDG = Urban Settlements Development Grant (Treasury)

IRDP = Integrated Residential Development Programme (DHS)

MIG = Municipal Infrastructure Grant (COGTA)

PHP = Peoples' Housing Process

Conventional formal full upgrading (Category A)

Relevant grants: UISP, PHP, IRDP (USDG/MIG for bulk services).

CATEGORY A: CONVENTIONAL FORMAL FULL UPGRADING	
KEY PROJECT PREPARATION AND PLANNING IMPLICATIONS AND PRIORITIES	
Basic services, tenure and housing	Socio-economic facilities, economy, participation and integration
<ul style="list-style-type: none"> • Conduct workshops on the categorisation and developmental direction with community. • Identify and rapidly action critical health and safety mitigation measures e.g. fire protection, solid waste removal. • Undertake full assessment of site development potential (pre-feasibility level technical studies). • Determine housing concept and housing yield which can be achieved (broad housing typology and density). • Move ahead rapidly with land acquisition. • Determine relocation implications — this should be minimised through maximising housing yield. • Commence with formal planning processes (e.g. topographical surveys, planning approvals, township establishment, environmental approvals). • Proactively manage further influx through effective community communications. 	<ul style="list-style-type: none"> • Assess adequacy of, and plan for, key social facilities especially schools and clinics. • Initiate and sustain participative planning. • Undertake other priority initiatives identified by the community through participative processes.

Interim arrangements leading to eventual full upgrading (Category B1)

Relevant grants: UISP, USDG, MIG (USDG/MIG for bulk services).

CATEGORY B1: INTERIM ARRANGEMENTS LEADING TO EVENTUAL FULL UPGRADING KEY PROJECT PREPARATION AND PLANNING IMPLICATIONS AND PRIORITIES	
Basic services, tenure and housing	Socio-economic facilities, economy, participation and integration
<ul style="list-style-type: none"> • Workshop categorisation and developmental direction with community. • Identify and rapidly action critical health and safety mitigation measures (as above). • Prioritise planning and design for interim basic services. Preliminary block layout sufficient for interim services. • Full site development potential assessment. As above to confirm long-term formalisation potential. • Determine likely timeframe for formalisation and housing delivery; when current impediments to full upgrading such as land availability or funding or bulk services provision will be resolved and plan further project phases (e.g. housing delivery) accordingly. • Determine any relocation implications. • Proactively manage further influx. <p>Note: Land acquisition is not required for interim services (especially when using USDG and MIG), but should be undertaken in advance of formalisation and housing delivery.</p>	<p>As for conventional formal full upgrading (above) and incremental full upgrading (below).</p>

Incremental full upgrading (Category B1 extended)

Relevant grants: UISP, PHP, IRDP (USDG/MIG for bulk services.)

CATEGORY B1 EXTENDED: INCREMENTAL FULL UPGRADING KEY PROJECT PREPARATION AND PLANNING IMPLICATIONS AND PRIORITIES	
Basic services, tenure and housing	Socio-economic facilities, economy, participation and integration
<p>As for conventional formal full upgrading and incremental full upgrading above EXCEPT that:</p> <ul style="list-style-type: none"> • Formal town planning processes may not be required or may only be required in part. Alternative planning solutions such as an informal settlement development zone may be considered. • Land acquisition may not be immediately necessary especially if owner-driven non-formal housing improvements or consolidation will occur on improved engineering services provision. • Support for housing consolidation/improvements should be prioritised e.g. owner-driven. 	<p>As for conventional formal full upgrading above.</p>

Deferred relocation with interim arrangements (Category B2) (Emergency basic services)

Relevant grants: USDG, MIG, EH.

CATEGORY B2: DEFERRED RELOCATION WITH INTERIM ARRANGEMENTS KEY PROJECT PREPARATION AND PLANNING IMPLICATIONS AND PRIORITIES	
Basic services, tenure and housing	Socio-economic facilities, economy, participation and integration
<ul style="list-style-type: none"> • Workshop categorisation and developmental direction with community. • Identify and rapidly action key health and safety mitigation measures (as above). • Accelerate provision of basic services and possible temporary top-structure improvements to address vulnerabilities and health and safety threats. • Determine likely timeframes until eventual relocation (greenfields developments take many years to complete). • Start the process of identifying an eventual relocation site in close consultation with the community (preferably permanent otherwise temporary if unavoidable) and start process of planning it (including site feasibilities, land acquisition in the case of a permanent destination). • Proactively manage further influx. <p>Note: a site development potential assessment (pre-feasibility) of the informally-settled land is not necessary.</p>	<ul style="list-style-type: none"> • Assess adequacy of access to key social facilities, especially schools and clinics, and where necessary make interim social facility arrangements (e.g. mobile clinics, transport for school children). • Initiate and sustain participative planning.

Immediate relocation (Category C)

Relevant grants for a permanent relocation destination: UISP, MIG, EH, IRDP, PHP.

Relevant grants for a temporary relocation destination: EH.

CATEGORY C: IMMEDIATE RELOCATION	
KEY PROJECT PREPARATION AND PLANNING IMPLICATIONS AND PRIORITIES	
Basic services, tenure and housing	Socio-economic facilities, economy, participation and integration
<ul style="list-style-type: none"> • Conduct a workshop on categorisation and developmental direction with community. • Confirm that the relocation is indeed imminent and that an alternative relocation site is available (either temporary site or permanent e.g. low income housing project). Confirm that the relocation destination is appropriate and functional for the people being relocated. • Plan relocation process in close consultation with community. • Prevent further settlement on the vacated unsafe site. 	<ul style="list-style-type: none"> • Understand and assess livelihood impacts on those who are relocated. • Ensure relocation is negotiated with residents. • Ensure relocation destination is visited and understood by settlement representatives. • Assess and plan for key social facilities especially schools and clinics at relocation destination.

3.2 Budgeting for upgrading: funding mechanisms

A financial plan (model) forms a critical part of the overall settlement upgrading plan. It is also informed by other parts of the settlement upgrading plan especially by those relating to the concept and scope (i.e. all the intended activities that need to be funded to make the settlement upgrade succeed). There are a range of grant instruments that are relevant in respect of the different settlement types. They will be covered in Section 11.

4. Planning when using the UISP

4.1 The UISP and the informal settlement types

The UISP applies to the following informal settlement types:

- **Conventional formal full upgrading (Category C) and incremental full upgrading (Category B1 extended):** For services, land acquisition, and all necessary professional work including town planning, design and planning approvals. Final top-structure phase is funded as a final phase using a separate top-structure subsidy.
- **Interim arrangements (Category B1):** For limited interim services and initial participative and preplanning work.

4.2 Timeframes within the current UISP framework

The UISP planning framework is generally not flexible. The reasons for this are:

- Formal top-structure provision (state-subsidised housing) only occurs at best from the middle of year five into year six.
- Full engineering services are provided, at best, from mid year four into year five.

Both of the above can only be provided after formalisation is well underway (i.e. after land acquisition and township establishment). The level of interim engineering services which can be provided is limited (a maximum of R3.6k is provided for in the current subsidy formula).

Reducing the timeframes

Timeframes can be significantly improved if an alternative approach is assumed which relates to enabling a more informal upgrading approach, such as incremental full upgrading. Set out below are two Gantt timetables for a UISP Incremental Upgrading Project. The first shows the time frame for the project assuming formal upgrading. The second shows the time table for assuming an alternative non formal approach.

Simplified Time-table for Full Upgrading Project - Gantt format (assuming alternative / non-formal approach)

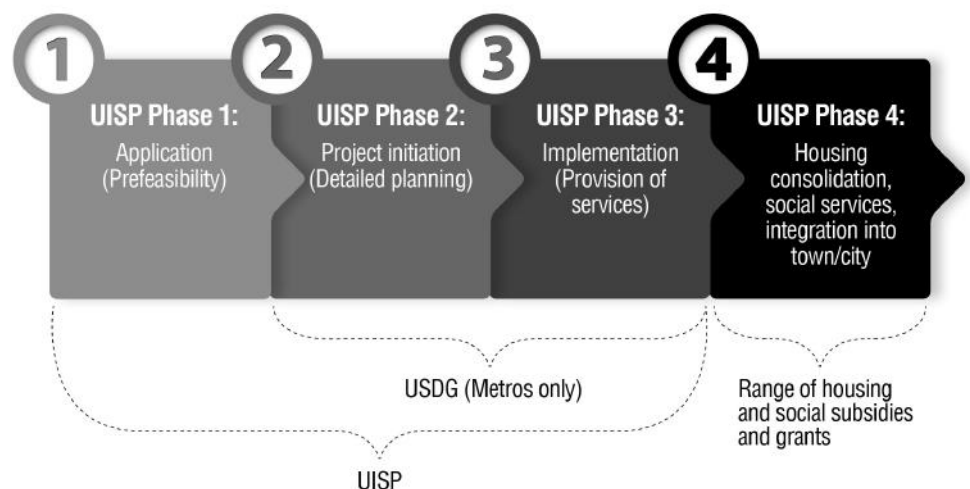
Activity/phase	Duration (mnths)	Year 1				Year 2				Year 3				Year 4				Year 5				Year 6			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Community engagement & participation	ongoing																								
Initiation:	3																								
Assessment, categorisation, response plan	3																								
Application / approval UISP ph1	3																								
Phase 1, 2A,3A (Feasibility, temporary and full services, housing impr.)	21																								
Procure professional services	3																								
Socio-economic survey	3																								
Mitigation of urgent health & safety threats	6																								
Geotechnical investigation	3																								
Other site feasibility studies - environmental, topography, bulks services, land legal etc	3																								
Land acquisition	12																								
Topographic survey (contours+key features)	3																								
Geotech survey	3																								
Prelim planning (at least block layout)	6																								
Plan housing improvements/consolidation	6																								
Additional town planning as necessary	6																								
Design interim and full services	6																								
Beacon sites	3																								
Procure for construction services - interim & perm.	3																								
Engineering services construction - interim & perm.	12																								
Housing improvements/consolidation e.g. EPHP	24																								
Interim tenure e.g. municipal certificate	24																								
Less formal planning solution e.g. special dev. zone	12																								
Application/approval UISP ph2B,3B	3																								
Phase 2B&3B - as applicable & relevant - including EIA, township establishment, general plan	15																								
EIA / environmental approvals	3																								
Township establishment & planning approvals	6																								
General plan submit & approve	3																								
Application/approval UISP ph4	3																								
Phase 4 - as applicable and relevant - incl. formal housing/title deeds) for qualifying beneficiaries	21																								
Procure for housing phase as applicable	3																								
Housing delivery/consolidation - formal as required	12																								
Individual title / conveyencing - as required	12																								
Closeout	3																								

Key points

- In the second Gantt timetable flexibility is introduced so that housing and more substantial engineering services can occur earlier. However, would require further consideration by the provincial DHS MECs and/ DHS.
- Incremental top-structure improvements and consolidation could now middle of year two (brought forward by three years) even if these m largely owner-driven and not using the full state top-structure subsidy with some state support).
- Full engineering services could now potentially be provided from mic year three providing a much better platform for housing consolidation
- Both top-structure improvements and engineering services are now p basis of site suitability studies and municipal categorisation for le upgrading. They are provided in parallel with land acquisition and are until land is acquired.
- Topographic and geotechnical surveys are moved earlier into Phase also require greater flexibility in terms of usual regulations relating to schemes, municipal by-laws and building regulations so that development area can be accommodated. Examples would be requirements for road access to every house, parking bays, usual formal building regulations, usual township establishment process something like a special informal settlement zone might assist. Note t yet any legal or statutory framework for less-formal upgrading.

Summary — the UISP planning process

UISP PHASES AND FUNDING



Toolkit

You will find the following resources on the Toolkit CD:

- Detailed Informal Settlement Categorisation Framework (NUSP)
- The National Housing Code, Volume 4, Incremental Interventions, Upgrading Informal Settlements

References and Resources

- Informal Settlement Rapid Assessment and Categorisation Guideline and Summary Guideline (HDA/PPT 2014).
- Decision Flow Chart for Upgrading.
- Project Preparation Cycle (Planning Cycle) — PPT 2010.