



human settlements

Department:
Human Settlements
PROVINCE OF KWAZULU-NATAL

Policy Communiqué

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EMERGENCY HOUSING PROGRAMME

1. OVERVIEW

South Africa is continuously affected by natural disasters that destroy and/or damage houses, rendering households homeless and destitute. In addition the current urbanisation trends in the country and the substantial housing backlog facing government also contributes to events that leave households homeless and destitute. Therefore, Government in pursuance of its goal of realising everyone's Constitutional right to access to adequate housing on a progressive basis, has instituted a National Housing Programme through which it endeavours to address the needs of households who for reasons beyond their control, find themselves in an emergency housing situation such as the fact that their existing shelter has been destroyed or damaged, their prevailing situation poses an immediate threat to their life, health and safety, or they have been evicted, or face a threat of imminent eviction.

Programme is instituted in terms of section 3(4)(g) of the Housing Act 1997 and will be referred to as the National Housing Programme for Housing Assistance in Emergency Housing Circumstances.

2. POLICY INTENT

The main objective of this programme is to provide temporary assistance in the form of secure access to land/or basic municipal engineering services and/or shelter in a wide range of emergency situations of exceptional housing need through allocation of grant to municipalities in order to achieve the following policy objectives:

- a) To expedite action in order to relieve the plight of persons in emergency situations with exceptional housing needs;
- b) To provide for special arrangements in terms of which the Housing Programme will address the diversity of needs of households in emergency housing situations; and
- c) To maximise the effect of projects through this Programme to ensure that funds are effectively expended and the services provided could be converted for permanent residential development use.

3. PRINCIPLES OF THE PROGRAMME

The following principles are applicable to the Programme:

- a) **Limitation on the application of the programme:** This Programme may not be employed to substitute normal planning and projects. Under no circumstances may the application of this Programme be justified to fund normal housing development projects, as provided for in the other National Housing Programmes;
- b) **Programme Scope:** Assistance to be provided under this Programme will only constitute the provision of temporary aid and be of a temporary nature. The exception to this rule would be assistance with the repair or reconstruction of damage to permanent formal housing not covered by superstructure insurance. Furthermore, assistance will be limited to absolute essentials;
- c) **Norms and standards:** The National Norms and Standards in respect of the creation of serviced stands shall not apply to this Programme with regard to temporary aid;
- d) **Qualification for benefits:** Beneficiaries of the Programme can include persons that do not qualify for benefits under the Housing Subsidy Scheme;
- e) **Resettlement requirements:** Where the resettlement of families is required the approval of the community to relocate must be secured and the new location must be in an area designated in terms of an approved Integrated Development Plan (IDP);
- f) **Streamlined land access, development planning and design phases:** To properly deal with emergency circumstances, this Programme envisages the development of land access processes appropriate to the situation with due regard to municipal integrated development planning;
- g) **Initial phase of a permanent housing solution envisaged:** Assistance under this Programme should wherever possible represent an initial phase towards a permanent housing solution. Where this is not possible, housing assistance under this Programme can be provided through the development of a temporary settlement area where feasible or practicable, while steps are being taken to prepare and develop land for permanent settlement purposes in terms of approved municipal IDP and development priorities

4. APPLICATION OF THE PROGRAMME

4.1. DEFINITION OF EMERGENCY HOUSING CIRCUMSTANCES

This Programme will apply to emergency situations of exceptional housing need, such situations being referred to as “Emergencies”, as defined below:

- a) Have become homeless as a result of a declared state of disaster, where assistance is required, including cases where initial remedial measures have been taken in terms of the Disaster Management Act, 2002 (Act No. 57 of 2002) by government, to alleviate the immediate crisis situation;
- b) Have become homeless as a result of a situation which is not declared as a disaster, but destitution is caused by extraordinary occurrences such as floods, strong winds, severe rainstorms and/or hail, snow, devastating fires, earthquakes and/or sinkholes or large disastrous industrial incidents;
- c) Live in dangerous conditions such as on land being prone to dangerous flooding, or land which is dolomitic, undermined at shallow depth, or prone to sinkholes and who require emergency assistance;
- d) Live in the way of engineering services or proposed services such as those for water, sewerage, power, roads or railways, or in reserves established for any such purposes and who require emergency assistance;
- e) Are evicted or threatened with imminent eviction from land or from unsafe buildings, or situations where pro-active steps ought to be taken to forestall such consequences;
- f) Whose homes are demolished or threatened with imminent demolition or situations where proactive steps ought to be taken to forestall such consequences;
- g) Are displaced or threatened with imminent displacement as a result of a state of civil conflict or unrest, or situations where pro-active steps ought to be taken to forestall such consequences; or
- h) Live in conditions that pose immediate threats to life, health and safety and require emergency assistance.

- i) Are in a situation of exceptional housing need, which constitutes an Emergency that can reasonably be addressed only by resettlement or other appropriate assistance, in terms of this Programme.

5. WHAT MAY BE FUNDED BY THE PROGRAMME

- a) Land acquisition
- b) Settlement planning
- c) Basic municipal engineering services design
- d) Land surveying
- e) Basic municipal engineering services
- f) Temporal shelter or supply of materials for construction
- g) Relocation assistance
- h) Repair and/or reconstruction of existing damaged formal housing

6. CATEGORIES OF EMERGENCY HOUSING SITUATIONS

- a) Permanent Settlement Solution:
- b) Temporary relief provided on the site where permanent housing is possible
- c) Assistance at current site or new site
- d) Provision of basic municipal engineering services could be shared initially but can be expanded and upgraded later on for permanent housing development
- e) Municipalities to ensure proper settlement management
- f) Permanent formal housing to be repaired or rebuilt:
- g) Assistance will not be provided in cases where houses are covered by insurance;
- h) Assistance given to households whose housing has been destroyed giving rise to an emergency situation;
- i) Housing to be repaired or constructed on site as first resort
- j) People residing in backyards will be assisted under Category 1 or 3;
- k) In communal land areas, assistance may be provided in respect of one house per affected household
- l) Temporary Settlement Solution:
- m) Temporary relief where housing on a permanent basis cannot be provided later on;
- n) Can be at current site or another temporary site identified for this purpose;
- o) Relocation to a permanent settlement area will be necessary;
- p) Temporary basic engineering services and shelters to be designed for removal;
- q) Layout planning may be conducted allowing for densities higher than normal to accommodate several households;
- r) Land use planning and environmental approvals to be obtained;

- s) Funding for provision of basic municipal engineering services is limited to water, sanitation, access roads and open lined storm water systems - all provided in a shared basis in a dense settlement pattern;

7. TEMPORARY SHELTER

- a) National Norms and Standards do not apply;
- b) Can supply material to beneficiaries on site or could be constructed for them.
- c) Must have a life span of five years;
- d) Structure should provide basic shelter against the elements
- e) Preferred: prefabricated units which could be dismantled and stored for reuse – no tented structure financed from the programme
- f) Use of alternative shelters on rental arrangement with suppliers may be considered
- g) Shelter should be basic, simple in form and easy to construct;
- h) Floor area: 24 m² and may vary to 30 m²;
- i) The side walls must be at least 2,2 m high;
- j) Must have a concrete floor;
- k) The temporary services cost is R5 505.60 (shared between five households);
- l) The current cost of temporary shelter R64 441;
- m) Cost of fixing existing structure: R89 947;
- n) Replacement of completely damaged structure with a new structure: R15 567 – using another programme

NB: Repairs can only be funded to a maximum of R89 947. Request must be supported by a Bill of Quantity (BOQ) and costing.

-----THE END-----

PROVINCIAL EMERGENCY HOUSING GRANT

The strategic goal of the grant: To ensure improved quality of household life following a disaster (as defined in the Disaster Management Act, 2002).

Definition of Disaster as per the Act (“disaster” means a progressive or sudden, widespread or localised natural or human-caused occurrence which

- a) Causes or threatens to cause
 - o Death, injury or disease;
 - o Damage to property, infrastructure or the environment; or
 - o Disruption of the life of a community; and – (b) is of a magnitude that exceeds the ability of those affected by the disaster to cope with its effects using only their own resources

The Grant Purpose is: To provide funding to provincial administrations/municipalities for provision of temporary shelter assistance to households affected by disasters.

The Outputs are

Emergency and short term assistance to households affected and impacted by and/ or disasters, through:

- a) Provision of temporary shelter
- b) Temporary relocation of households to safer accommodation and/ or shelter.
- c) Repairs to damaged houses following a disaster

1. CONDITIONS OF THE EMERGENCY HOUSING GRANT

Province/municipality must submit an application to the National Department of Human Settlements within 14 days of the agreement by the MEC/Mayor that a housing emergency exists in terms of section 2.3.1 (a) and (b) of the Emergency Housing Programme.

2. DEFINITION OF EMERGENCY HOUSING CIRCUMSTANCES (Housing Code)

This Programme will apply to emergency situations of exceptional housing need, such situations being referred to as “Emergencies”, **as defined below:**

- a) Have become homeless as a result of a declared state of disaster, where assistance is required, including cases where initial remedial measures have been taken in terms of the

Disaster Management Act, 2002 (Act No. 57 of 2002) by government, to alleviate the immediate crisis situation;

- b) Have become homeless as a result of a situation which is not declared as a disaster, but destitution is caused by extraordinary occurrences such as floods, strong winds, severe rainstorms and/or hail, snow, devastating fires, earthquakes and/or sinkholes or large disastrous industrial incidents;
- o Provinces must submit an application to NDHS within 14 days of the agreement by the member of the Executive Council responsible for Human settlements that a housing emergency exists in terms of section 2,3,1 (a) and (b) of the Emergency Housing Programme.
 - o The relevant Provincial Disaster Management Centre must be informed of the application in writing by the Provincial Department for Human Settlements.
 - o Provincial Heads of Departments (HoDs) must sign-off and confirm the information captured in application.
 - o Shelter solutions funded from the grant must comply with the National Housing Code.
 - o The approval of funding to repairs and damages caused by disasters must be subjected to the assessment report.
 - o The transfer of the first tranche of funds is conditional on approval by the NDHS of the submitted assessment/application by the Province
 - o Funds may only be spent on items and activities included in the application approved by the transferring officer of the NDHS.
 - o The Provincial officers must submit a report within **30 days** of the end of the quarter in which the funds are spent, outlining expenditure of the funds and documentary proof of services rendered. Thereafter monthly reports shall be submitted to the NDHS until the funds are fully utilised.
 - o Emergency procurement system as guided by PFMA/Treasury Regulations should be invoked to ensure immediate assistance to the affected communities.

3. BUSINESS PLAN

FINANCIAL YEAR	BUDGET
2019/20	R277 000 000
2020/21	R295 000 000
2021/22	R311 000 000

4. ALLOCATION CRITERIA

This grant funding is intended to address the housing needs of households who for reasons beyond their control find themselves in an emergency housing need such as:

- a) Existing shelter has been destroyed or damaged by a disaster.
- b) Displaced following a disaster.
- c) Relocation due to prevailing material (i.e. physical) conditions posing an immediate threat to the adequacy and safety of their existing housing as a result of a disaster.
 - o The grant is allocated to provinces on application and approval thereof by the Accounting Officer of the NDHS.

5. RESPONSIBILITY OF THE NATIONAL DEPARTMENT OF HUMAN SETTLEMENTS

- a) Advise and guide Provinces about the existence of the EHG and how it can be accessed
- b) Develop and publish the PEHG application form template, in consultation with National Treasury and the NDMC
- c) Monitor programme implementation including establishing and maintaining a register or database of human settlements disasters
- d) Support provinces to plan for potential disasters. This includes identifying communities/households that reside in unsafe conditions posing a threat to health and safety as well as households who live in areas prone to flooding and/or other disasters.
- e) Monitor the planning and priority development for communities/households residing in unhealthily and life threatening circumstances and provide implementation assistance where required
- f) Facilitate a coordinated housing assistance intervention response in circumstances where disasters affected more than one Province
- g) Coordinate assistance with the NDMC to ensure there is no duplication of funding with the provincial disaster grants
- h) Request National Treasury's approval for the disbursement of funds to provinces within 10 days of receipt of an application for funding from this grant
- i) Notify the relevant province and Provincial Treasury of a transfer at least 2 days before transfer. Funds must be transferred no later than five days after notification
- j) Transfer funds to the provincial administration with a clear stipulation of the purpose of the funds
- k) Provide National Treasury with written notification of the transfer within 10 days of a transfer of the grant
- l) Submit financial and non-financial reports to National Treasury within 20 days of the end of each month

- m) Provide a performance report, within 45 days of the end of the quarter in which the funds were spent, to National Treasury using the disaster allocation monitoring template agreed to with the National Treasury
- n) Together with the provinces monitor the implementation of funded projects.

6. RESPONSIBILITIES OF THE PROVINCIAL DEPARTMENTS OF HUMAN SETTLEMENTS

- a) Provinces are responsible for providing the first response in the immediate aftermath of a housing emergency
- b) Conduct initial assessments of disaster impacts to verify the applications for funding within 5 days following the occurrence of a reported incident that meets the conditions
- c) Ensure contingency plans are in place to facilitate the provision of emergency shelter in the immediate aftermath of a housing emergency. These plans could include having standby contract in place that allow for the rapid deployment of emergency shelter and/or identifying safe sites for temporary shelter
- d) Prepare and submit complete application(s) for funding in the event of disasters occurring within their jurisdiction
- e) Upon approval of the application and receipt of funding, implement the intended relief measure (**emergency housing solutions**) in respect of the affected households and communities.
- f) Ensure that emergency procurement policies in line with the PFMA/Treasury Regulations are in place
- g) Conduct assessments of disaster impacts together with the affected municipalities, to verify applications for funding, within 35 days of the incident while adhering to the requirements of the emergency housing programme.
- h) Provide financial and non-financial reports to NDHS within 15 days of the end of each month
- i) Provide a performance report which includes evidence on progress implementation of the projects to the NDHS within 30 days of the end of the quarter in which funds are spent
- j) Identify communities and/or households for temporary relocation due to an imminent disaster event
- k) Ensure that the shelter solutions comply with the Housing Code
- l) Monitor the implementation of funded disaster projects by sectors
- m) Maintain a register of the beneficiaries.

-----THE END-----

DIFFERENCE BETWEEN EMERGENCY HOUSING PROGRAMME (EHP) AND EMERGENCY HOUSING GRANT (EHG)

PROGRAMME	GRANT
Administered by the Province	Administered by the National Department
Does not need to be declared a disaster	Needs to be a disaster as defined by the Disaster Management Act.
Cover land, municipal engineering services, temporal structure, fixing of damaged houses and relocation.	Cover temporal structure, relocation and repairs.
Budget: 3% of the Provincial Human Settlement Budget	Municipal: Schedule 7 Part B DORA Provincial: Schedule 7 Part A DORA

CONDITIONS COVERED BY PROGRAMME /GRANT

PROGRAMME	GRANT
<ul style="list-style-type: none"> a) Homelessness as a result of a declared state of disaster b) Homelessness as a result of extra ordinary occurrences – floods, strong winds, severe rainstorms/hail, snow, devastating fires, earthquakes, sinkholes or large disastrous industrial incidences. c) Live in dangerous conditions – dolomite d) In the way of engineering services – water, sewage, power. e) Evicted or threatened with evictions from land or unsafe buildings f) Where homes are demolished / threatened with imminent demolition g) Displacement as a result of civil unrest or conflict h) Live in conditions that pose immediate threats to life, health and safety i) In situations of exceptional housing need and emergencies 	<ul style="list-style-type: none"> a) Existing shelter destroyed or damaged by a disaster b) Displaced following a disaster c) Relocation due to prevailing material conditions posing an immediate threat to the adequacy and safety of their existing housing as a result of a disaster.

NB: Both EHP and EHG cannot be used for the same disaster. The Province/Municipality must decide which grant/funding they are submitting an application.

-----THE END-----

ADOPTION OF THE NATIONAL HOUSING NEEDS REGISTER (NHNR)

The Honourable Minister of Human Settlements, Lindiwe Sisulu in her Budget Vote speech on 15 July 2014 stated “that the creation of a credible data base of those legitimately waiting for a house is of vital importance” and that the “Municipality will use this data base in the allocation of houses. This will protect the integrity of the data base and the system.” In line with this statement, the KZN Department of Human Settlements is encouraging the adoption of the National Housing Needs Register as the main database for potential beneficiaries in the Province. This database is web based and contains records related to the needs of households for adequate shelter based on the captured housing needs questionnaire.

The use of the NHNR is a national requirement and is currently being implemented by most Provinces for the selection of potential future beneficiaries. Furthermore, the database will be used by the Provincial Department of Human Settlements to determine the housing backlog and to plan and budget appropriately in relation to the allocation of housing opportunities and basic services. Going forward, the availability of a beneficiary list will be one of the requirements for the allocation/reservation of subsidies for Human Settlement projects within a Municipality. The National Department of Human Settlements, together with the Provincial Department, are providing the necessary system support and training to municipalities to effectively implement the NHNR.

For further information on the NHNR please contact our offices on the details listed below:

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