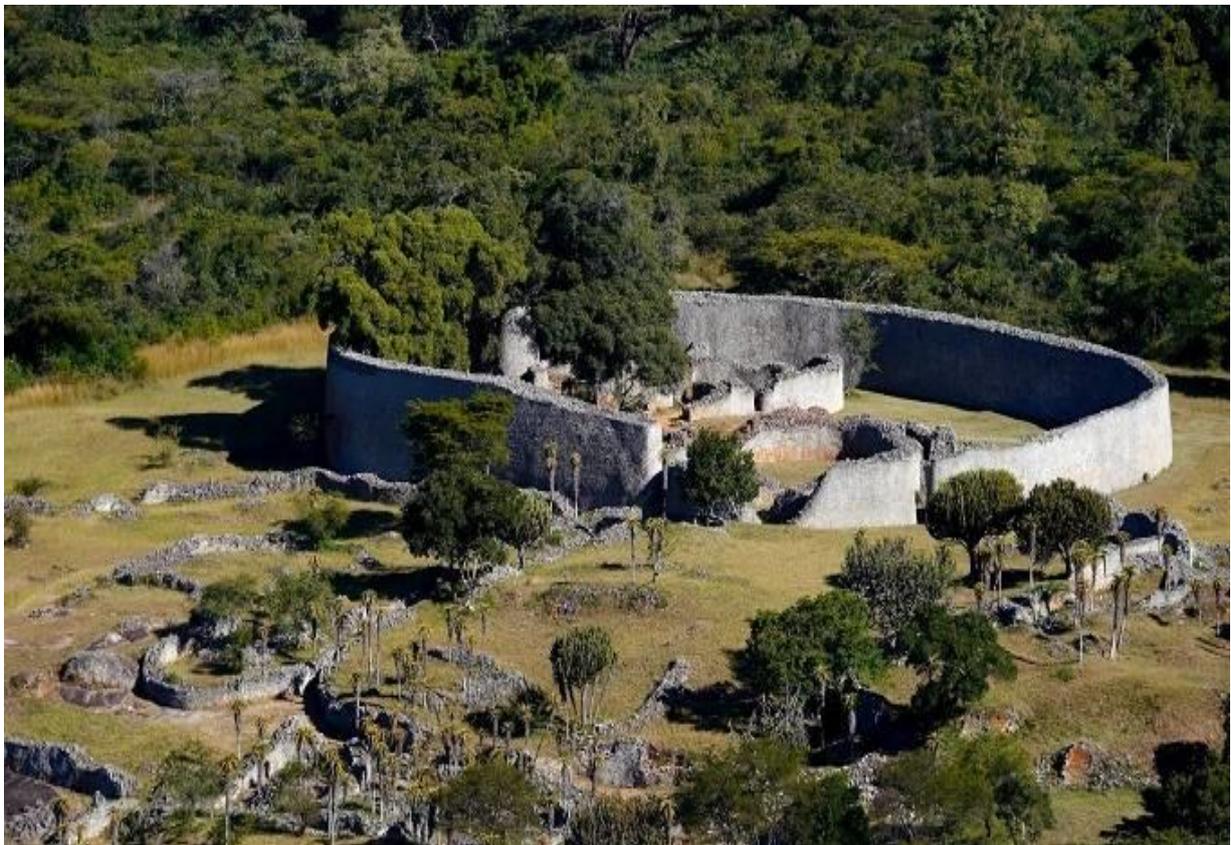




Government of Zimbabwe

MINISTRY OF NATIONAL HOUSING AND SOCIAL AMENITIES



ZIMBABWE NATIONAL HUMAN SETTLEMENTS POLICY (ZNHSP)

Harare, 2020

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ACRONYMS

CBOs	Community Based Organisations
HGF	Housing Guarantee Fund
ICT	Information and Communication Technology
LED	Local economic development
MNHSA	Ministry of National Housing and Social Amenities
MSMEs	Micro- Small Medium Enterprises
NHF	National Housing Fund
NUA	New Urban Agenda
RDCs	Rural District Councils
SDGs	Sustainable Development Goals
UN	United Nations
UN-HABITAT	United Nations Human Settlements Programme
USAID	United States Agency for International Development
ZNHSP	Zimbabwe National Human Settlements Policy

DEFINITION OF TERMS

- Densification** : A term used by planners, designers, and developers to describe the increasing density of people living in settlements
- Home Ownership:** Housing allocated on ownership basis
- Moratorium** : An official suspension or delay of some activity
- Regularisation** : A staged process of upgrading informal settlements to improve quality of life through provision of requisite on site and off site services and tenure
- Sanitisation** : A process of bringing order to stressed formal settlements
- Spatial planning** : An activity centered on making decisions relating to the location and distribution of land use activities
- Social housing** : Affordable rental housing provided by Government and/or local authorities to cater for the low income and the vulnerable
- Urban renewal** : Upgrading or redevelopment of blighted urban structures and infrastructure
- Urban regeneration:** Upgrading dilapidated housing and social structures and infrastructure in an urban settlement
- Urban sprawl** : Planning for single-storey housing as opposed to multi-storey building which results in extending the periphery of existing housing schemes

ACKNOWLEDGEMENTS

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FOREWORD

The Zimbabwe National Human Settlements Policy (ZNHSP) is a culmination of wide consultations of various and varied groups of people in the country's ten (10) provinces which began in May 2018. Having noted deficiencies in the National Housing Policy of 2012, Government embarked on the above stated consultations soliciting opinions with a view to address the short-comings inherent in the 2012 Policy. The views from the nationwide consultations were collated and synthesized into one comprehensive document, which product underwent validation processes in 2019.

Guided by the Constitution of Zimbabwe Amendment Number 20 of 2013, the Government is obliged to ensure that every citizen has access to adequate shelter. Consequently, shelter is a basic human right. This is also reinforced in the National Vision 2030 which envisages driving the economy **"Towards a Prosperous and Empowered Upper Middle Income Economy by year 2030"**.

Achievement of Vision 2030 requires contribution from all thematic working groups/sectors of the economy, and the human settlements sector is not an exception. The country is facing a daunting national housing backlog hovering beyond 1.25 million units, with social amenities infrastructure also in deficiency. The Ministry will strive to take advantage of the economic stabilisation which the country has attained and explore various models to deliver housing and social amenities infrastructure.

Besides the housing and social amenities backlog, the sector is laden with a plethora of other challenges which include, but not limited to:

- i. Obsolete and inadequate off-site and on-site infrastructure;
- ii. Informal settlements;
- iii. Widening disparities between rural and urban areas and;
- iv. High cost of building materials and housing finance.

In relation to the widening disparities between rural and urban areas, Government is taking a deliberate move to ensure sustainable provision of housing and social amenities in both rural and urban settlements, in consultation with relevant stakeholders.

The sector takes cognisance of the adverse effects of climate change which, therefore, calls for adoption and adaptation of resilient building technologies and inclination towards green energy. The need to protect wetlands cannot be over-emphasised.

The Ministry of National Housing and Social Amenities will endeavour to abide by the notion of social inclusion as one of the key pillars in ensuring that no one is left behind in all housing and social amenities policies, programmes and projects.

Since land is a finite resource, deliberate attempts to strike a balance between agriculture and human settlements development shall be made. The densification model of development shall be intensified through the construction of walk-up flats/vertical space utilisation. In the same vein, urban

regeneration programmes and projects shall be informed by the need to densify settlements.

Regularisation and sanitisation of informal settlements shall be employed in order to rectify past mistakes through building back better. In so doing, Government shall be conscious of the constitutional provision on arbitrary evictions. However, in instances where people have settled on undesignated sites such as road servitudes, way leaves, land earmarked for social amenities and any other designated use, relocation to appropriate places will be effected.

It is our fervent hope that this Policy is accorded space in Government's quest to achieve better performing and sustainable human settlements.

Honourable Daniel Garwe (MP)

MINISTER OF NATIONAL HOUSING AND SOCIAL AMENITIES

"Sheltering the nation"

EXECUTIVE SUMMARY

The Zimbabwe National Human Settlements Policy (ZNHSP) seeks to contribute to the country's Vision 2030. The provisions of the Policy govern all settlements in Zimbabwe. Settlements are areas where people live, work and play, connected and served by road, transport, water, sanitation, Information Communication Technology (ICT), natural and energy infrastructure.

The policy development process included consultations in all the 10 Provinces, key informant interviews, and review of academic, policy and development literature.

The ZNHSP's vision is "**well-planned and well-governed Zimbabwean settlements**".

The policy highlights are as follows;

Land access and tenure- All state-land earmarked for human settlements will be channelled through the Ministry responsible for human settlements development and the respective local authorities, having regard to objects of the devolution thrust in the local governance domain. Title will only be issued for fully serviced or developed stands and on agro-plots.

Spatial Planning- All Planners shall be statutorily registered to ensure uniformity in planning standards applicable in local authorities throughout the country. In respect of mining settlements and other private settlement types; it is imperative that such plans are lodged with the respective local authorities for inclusion in their development planning processes.

Off-site and on-site infrastructure- Off-site infrastructure provision is the responsibility of Government and/or local authorities whilst the latter provides on-site infrastructure taking into consideration Information and Communication Technology (ICT) infrastructure and public safety.

In the current circumstances with the benefit of hindsight, the subsisting moratorium on parcelling out of land to housing developers and cooperatives, ought to be upheld until such time that the dividend from sanitisation/regularisation programme has been realised. No beneficiary shall be permitted to occupy land before services are in place.

Densification- All productive agricultural land shall be preserved as such. At least 40% of land for human settlements development shall be reserved for development of high-rise apartments. Subdivision of low density stands shall be permissible and encouraged. There shall be a cap on the maximum residential stand sizes, the principle being that land is a finite resource and as such it has to be preserved for posterity.

Settlement financing- The funding of settlements development shall be predicated on the following;

- Appropriation from Treasury (General Development Loan Fund, Public Sector Investment Programme and Devolution Funds);
- Estates accounts of local authorities;
- Public Private Partnerships;
- Lines of credit;
- Foreign Direct Investments;
- Non-Governmental Organisations;
- Private sector initiatives
- Pension and provident funds
- Employer-assisted housing schemes
- Diaspora remittances

Rental housing- The rental housing market will be resuscitated and prioritized.

Social housing – Social housing will be provided by Government and local authorities to cater for the marginalized social stratum in the polity. In this scenario, it is envisaged that social housing and institutions for the orphans and the aged ought to be incorporated whenever human settlements are planned.

Regularisation- All informal settlements will be regularised and sanitised by Central Government in conjunction with respective local authorities. A regularisation protocol will be developed to standardize the process. In particular instances, where applicable, high-rise apartments will be used to address double and multiple allocations.

Displacements and relocations- National government will develop a '**Compensation and Relocation Framework**' where an alternative land-use warranting displacement is contemplated. It will be applicable to national projects such as dam or road construction.

Relocations will also be extended to displacements induced by natural disasters, for example, Cyclone Idai with those affected by such calamities relocated to planned settlements guided by disaster risk reduction frameworks.

Institutional housing- Government pool properties and institutional housing will not be disposed of.

Rural settlements- Model homesteads shall be piloted in strategic areas in order to engender replication by the generality of the citizenry.

Social amenities- There is need to bridge the gap between the social amenities infrastructure in urban and rural areas. In this connection, the following will be encouraged in liaison with local authorities:

- Densified Micro, Small to Medium Enterprises (MSMEs) workspaces;
- Alternative recreational facilities;
- Designated youths interact centers with requisite ICT facilities, and;
- Provision and maintenance of community infrastructure e.g. community halls, swimming pools, play centres, women's club centres, gymnasiums and libraries.

Legal and regulatory framework- There is need to promulgate a human settlements act.

Urban regeneration and renewal- Government, in conjunction with local authorities, will resuscitate the urban regeneration of derelict housing units and renewal of city buildings replacing with high rise flats/multi-storeyed apartments, in conformity with the densification strategy.

Institutional framework- Government will establish a Statutory Body/Agency that will undertake all works within the domain of human settlements development.

Environment, climate change and new building technology- All developments on wetlands, under electricity pylons, servitudes and way-leaves, are illegal. In all development areas, issues speaking to green energy and the gamut of renewable energy sources, have to be taken into consideration by those who would want to partake in the development of human settlements goods and services.

Settlement governance

Planning, developing and governing settlements are important State roles which are intrinsic and critical to management of devolved structures in lower tiers of governance. It is therefore in this context that settlement governance systems facilitate sustainable growth of each settlement and progression along the national settlement hierarchy thereby leading to national growth in Gross Domestic Product (GDP). This, indeed, speaks to the dividend emanating from the Devolution Agenda.

SOCIAL INCLUSION IN SETTLEMENTS

The performance of settlement-related functions, provision of services and the financing of settlement activities will adhere to the Constitution regarding equality of men and women, the rights of older persons, youths, children and persons with disabilities.

INTRODUCTION AND KEY POLICY PARAMETERS

1.1 ANCHORS OF THE ZIMBABWE NATIONAL HUMAN SETTLEMENTS POLICY

1. The Zimbabwe National Human Settlements Policy (hereinafter ZNHSP or the Policy) is guided by and seeks to frame implementation of the relevant aspects of Agenda 2030 (Sustainable Development Goals), the African Union's Agenda 2063¹, Zimbabwe's Vision 2030 (of an upper middle-income country), the national Constitution (Amendment No. 20 of 2013) and resilience frameworks.
2. Constitutional provisions on **good governance, basic rights and devolution**, especially provisions in Chapters 14 (provincial and local government), 15 (traditional leaders, especially Section 282:1), 16 (agricultural land, especially Section 289) and 17 (especially Section 301) informed the analysis leading to this policy.
3. The ZNHSP seeks to frame attainment of all Sustainable Development Goals (SDGs) based on its focus goal of **well-planned and governed settlements**. Its specific anchor is SDG 11 (sustainable cities and communities, that is, the New Urban Agenda) but all other goals are relevant given that 'leaving no one behind' is a core responsibility for those that plan, develop and manage settlements.
4. The Policy builds on **New Urban Agenda (NUA)** aspects of i) local economic development, ii) sustainable land use and security of tenure, iii) preserving socio-ecological functions of land and related resources through, *inter alia*, effective waste management iv) appropriate spatial development strategies including densification, avoiding sprawl and

¹ Agenda 2063 is a strategic framework for the socio-economic transformation of Africa

renewing settlements, and v) promoting sound socio-economic linkages within and between rural and urban areas.

5. National and international frameworks for resilience are taken into account. The Policy clearly provides for disaster risk assessments and mapping, environmental impact assessments and mitigation integrating implications of climate change into aspects of rural and urban settlement planning, development and management. The policy will focus on settlement siting, building codes and standards, energy, transport and mobility as well as institutional arrangements.

1.2 THE POLICY DEVELOPMENT PROCESS

6. The Policy draws on national consultations in all provinces, key informant interviews, review of academic, policy and development literature and visits to twenty-three (23) settlements of different types. Discussions were held with residents of these settlements in addition to observations.
7. At least 750 people (ordinary citizens, representatives of professional bodies, government and non-state organizations², Universities etc.) interacted with researchers and Ministry officials.
8. Views gathered were synthesized into a Background and Issues Paper. The analysis leading to the Policy showed that existing settlements perform some functions well but experience stress. Further, existing frameworks are no longer adequate to guide spatial and economic planning, development and management of settlements.

² Private and civil society sector representatives

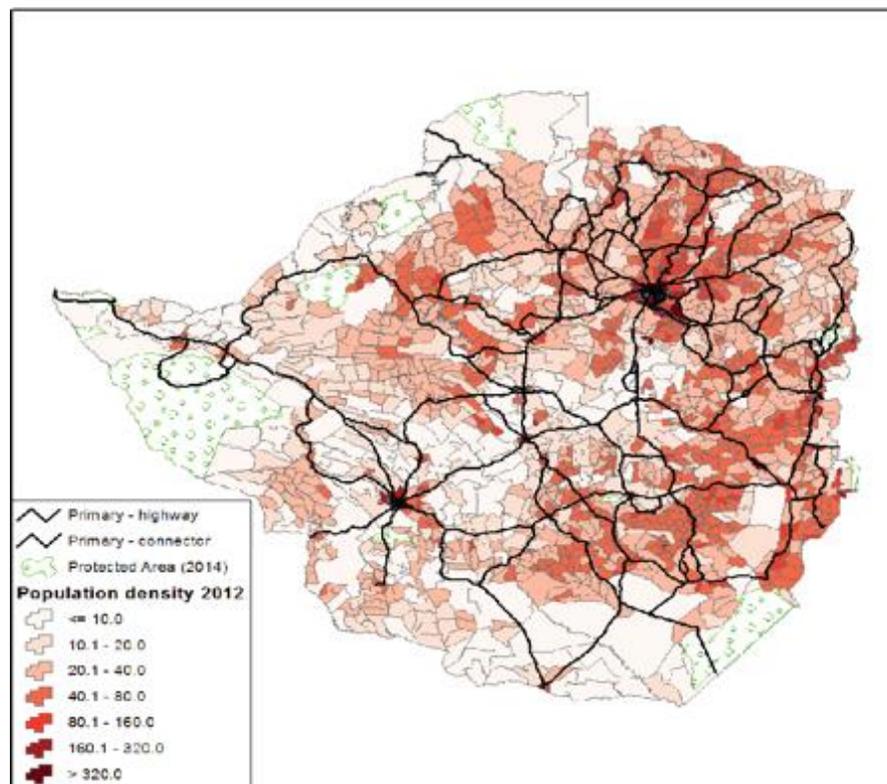
1.3 DEFINITION AND STATE OF SETTLEMENTS

- 9.** Settlements are areas where people live, work and play, that is, people's homes, modified or unmodified open areas, places for economic, social and recreational activity. Settlements are connected and served by road transport, water, sanitation, Information and Communication Technology (ICT), natural and energy infrastructure. The spaces, facilities and services are part of the environment that draw resources from and impact the natural environment. Different institutions provide and manage these services or infrastructures ensuring the functional integrity or performance of settlements. Inhabitants of settlements have obligations to contribute to the sustainable planning, development and management of their areas.
- 10.** Settlements are thus natural and altered spaces shared by humans, life under water and on land³. For humans, there are living and working spaces, centers for entertainment, education, health and human assembly. They include communal and resettlement area villages, urban neighborhoods, farm and mine compounds, business centers, rural and district service centers, towns and cities. Each settlement has distinct spaces or land-use areas that are connected to form a whole.
- 11.** The country's rural areas have more than 30 000 villages, thousands of farm, plantation and mining settlements. It has some 500 urban centers⁴ (including 32 Urban Council areas). These vary in spatial size, demographic structure and size, environmental and economic character. Figure 1 shows population density and thus settlements in the country.

³ SDGs14 and 15

⁴ Centres of 2500 residents or more with the majority not dependent on agricultural activities

FIGURE 1: SPATIAL DISTRIBUTION OF POPULATION, DENSITY BASED ON 2012 CENSUS



Source: Swinkels et al (2019:16)⁵

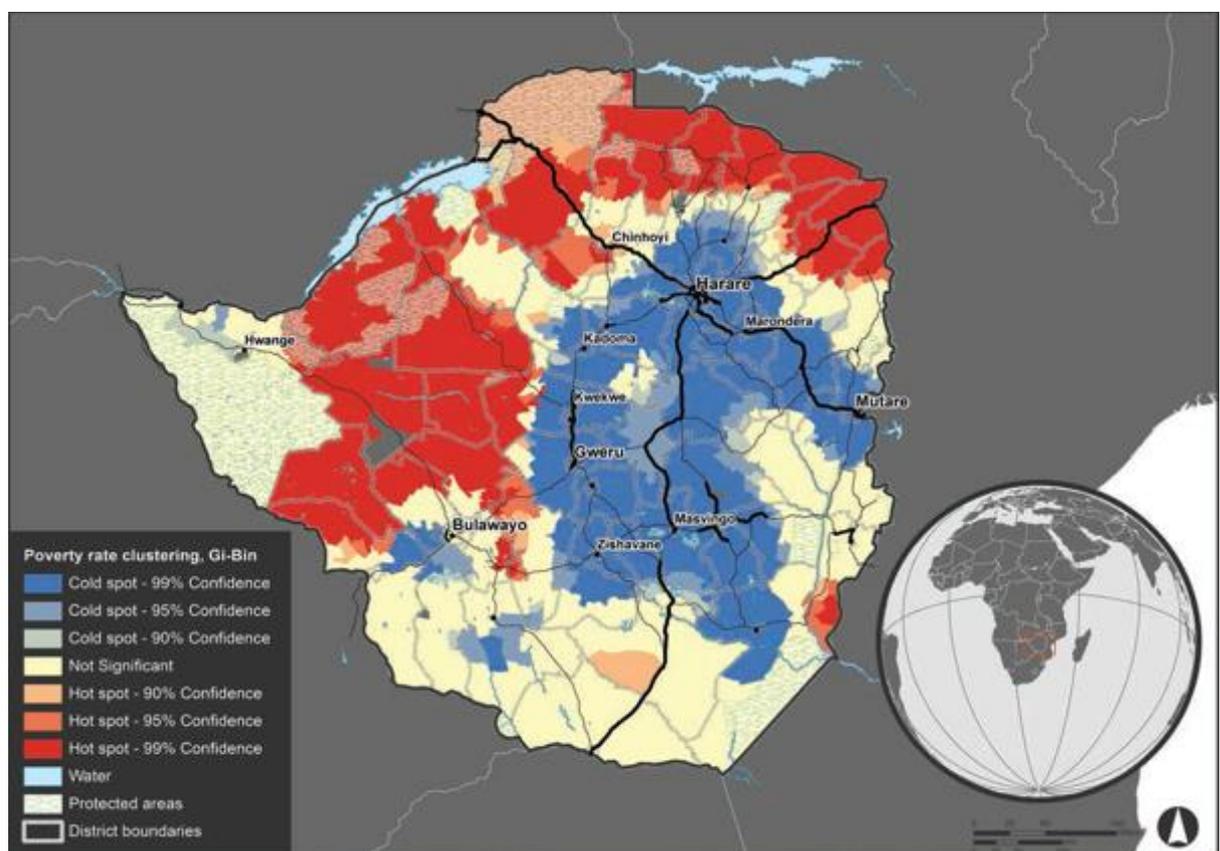
12. Zimbabwe's colonial history explains why its main urban centres⁶ are in areas poorly connected to sparsely populated hinterlands. They were set up as 'heartlands' of commercial farming and mining. Post-independence rural and urban development prioritized rural areas to ensure access to improved services for the black majority. The country's population is 32% urban (with 35%, 1 in 3 urban residents being in Harare) a drop since the last census. The country is thus 'de-urbanizing' partly associated with post-2000 de-industrialization, land reform programme and broader economic decline.

⁵ Swinkels R, Norman T and Blankenspoor B (2019) Analysis of Spatial Patterns of Settlement, internal Migration and Welfare Inequality in Zimbabwe, World Bank

⁶ Harare, Bulawayo, Mutare, Masvingo, Kwekwe, Gweru and Kadoma

13. Land reforms after 2000 are yet to fully transform the spatial distribution of population density. As such, the majority of the densely populated settlements are in drier parts of the country that are also inadequately served in terms of road transport and other services. This explains why poverty remains higher in communal areas and other remote parts of Zimbabwe. Poor social service delivery outcomes (clean water and safe sanitation, electricity, education and health) are also associated with these areas as shown in Figure 2 below.

FIGURE 2: HOTSPOT ANALYSIS OF POVERTY, 2012



Source: Swinkels et al (2019:55)

14. While rural areas are disproportionately poorer than urban areas, poverty and food insecurity have risen fastest in urban areas as the economy shrunk. Limited performance of Municipal Budgets has resulted in serious infrastructure and service backlogs.

The cholera outbreak of 2008-09, which led to 4300 deaths and a repeat in 2018 emphasizes this challenge.

- 15.** The stressed nature of Zimbabwe's rural and urban settlements means that they lack the kind of socio-economic productivity that allow individual and collective advancement towards a '...society in which people enjoy prosperous, happy and fulfilling lives' (S8:1, Constitution of Zimbabwe).

1.4 ANALYTICAL FRAMEWORK USED FOR THE POLICY

- 16.** Rural settlements include villages, settlements in farming and other economic areas, places of worship, commercial, education and health centres. The settlements serve functions that require different services and are planned to appropriate standards. They are linked in terms of social and economic functions by road and other communication links and residents perform specific roles in planning, developing and managing them through different local state and non-state institutions.

- 17.** Performance of the necessary rural settlement planning, developing and managing (governance) functions has been weakening over years. This suggests a weakening of local institutions of the state as well as citizen-led structures e.g. Associations of Farmers, Traders etc. Zimbabwe's rural society and economy have thus weakened. The evidence is seen in unsustainable settlements.

- 18.** Urban settlement planning, developing and managing (governance) functions have also weakened in recent years. Master and Local Planning, economic structure and performance (including job creation), budgets and infrastructure have regressed with negative consequences for urban economies and services as seen in societal outcomes.

19. The analysis of the 23 settlement case studies and insights from the 10 provincial dialogue sessions show that social and economic connections between and within rural and urban areas have not been at their best. Further, services are inadequate and deteriorating. The Policy guides the rehabilitation of existing settlements and planning, developing and managing (governance) of future ones towards sustainability.

1.5 LESSONS UNDERPINNING THE POLICY

20. The policy draws on lessons from a rich national settlement history as shown below.

BOX 1: HUMAN SETTLEMENTS IN ZIMBABWE: SOME LESSONS

- 1. Effective and transparent political and technical leadership helps residents to cooperate, co-develop, implement and maintain agreed settlement solutions;*
- 2. Mobilized residents, housing social movements and effectively organized communities are an important ingredient for sustainable human settlements;*
- 3. Some aspects of settlement planning and management (e.g. informal settlements upgrading, informal settlement regularisation, service rehabilitation and urban renewal) involve slow processes that require fairer and clearer inter and intra-governmental fiscal frameworks, institutional reforms and empowered local governments. Specially-established local and national agencies are needed;*
- 4. Institutions involved in land, planning and housing that are accountable and transparent promote collective and responsible local actions. Urban Councils particularly but also Rural District Councils previously have been involved in necessary learning and capacity development critical to*

effective settlement policy making, spatial planning, development and governance. Independently verifiable transparency and accountability are key to addressing inequality;

- 5. The replacement of a culture of multiple mass evictions is possible. It reduces constitutional rights violation and erosion of opportunities for inclusive governance. Regularization and in-situ upgrading of formal and informal settlements engender state-citizen rapport necessary for sustainable settlements; and*
- 6. Intra and inter-settlement mass transport services and the facilitation of integrated settlement-level economic development aid settlement sustainability.*

1.6 SETTLEMENT PLANNING AND GOVERNANCE PRINCIPLES

21. Planning, designing and physically establishing settlements, managing, regularizing and renewing them are complex processes. These functions require the cooperation of different agencies, individual professionals and ordinary residents/citizens. Competing settlement interests will be mediated based on eight principles as follows:

- a. Settlements are about, for and by people with basic human rights;
- b. Each settlement pursues clear outcomes, which may evolve over time to inform its 'character' in relation to:
 - Spatial efficiency;
 - Social inclusion (gender, disability, age, wealth/poverty etc.);
 - Economic density and productivity;
 - Environmental stewardship/sustainability; and
 - Resilience;

- c. Individual and collective responsibility for developing, maintaining and expanding settlement services and ensuring fully functional settlement institutions. This is within the context of implementing social protection measures;
- d. Equitable land and housing access, effective use and security of tenure without an over-emphasis on individual ownership (*kuva nepangu/ukuba lendawo yami*);
- e. Progressively decolonized settlements through:
 - De-stigmatizing 'the rural';
 - Promoting 'flats/high-rise housing';
 - Reducing land-use zones defined based on income and social class;
 - Facilitating citizens' freedom of settlement across the country; and
 - Practical promotion and incentivizing of land-use mix and higher density;
- f. Use of scientific and indigenous knowledge in planning, developing and managing integrated settlements; and
- g. Placing the responsibility to govern all types of settlements on Local Authorities.

1.7 GOAL OF THE POLICY AND ITS APPLICATION

22. The ZNHSP vision is of '**well-planned and well-governed Zimbabwean settlements**'.

23. The provisions of the Policy govern all settlements in Zimbabwe irrespective of institutions sponsoring them or whether a settlement is temporary (e.g. project-related camps, places of worship) or permanent. Its implementation will be embedded in statutory economic and spatial planning cycles at national and local levels.

2.0 POLICY PROPOSALS

2.1 HUMAN SETTLEMENTS DELIVERY

2.1.1. LAND ACCESS AND TENURE

Land for settlement and economic development as well as administration of superstructures have seen significant competition in recent years arising from growing demand. State and non-state organizations involved in the land and built-environment sectors have neither collaborated effectively nor have they had sufficient capacity (including finances) to fully deliver. Centralization of some land administration functions weakened local agencies including local authorities thereby straining settlement planning, development and management. In some cases, levels of government competed and drew benefits in ways betraying a lack of whole-of-government consistency.

Weak administration of land for different urban and rural (non-)agricultural land uses has resulted in unsustainable development. This is seen in wetland encroachment, pollution of watercourses, overlapping land allocation, vandalism of property, unproductive use of land, unresolved land conflicts, and utilization of productive/prime agricultural land for housing development. Resultant land tenure insecurity also dampened national economic development prospects.

With reference to settlements, the Policy guides relevant authorities and residents as follows:

24. Processes of land identification, acquisition, planning and development for settlements will fully involve the local authorities and concerned communities. Viability of local planning authorities will rest on clear and legally enforceable land delivery and administration instruments. Every local authority will enact these in a participatory and consultative manner.

- 25.** All state-land earmarked for human settlements should be channeled through the Ministry responsible for human settlements development and the respective local authorities for ease of coordination and accountability.
- 26.** Clear and defensible tenure rights will be defined for all land categories nationally and mechanisms for guaranteeing **security of tenure** set up. However, title deeds will only be issued to stands that are fully serviced and developed to minimum habitable standards. Title deeds will also be extended to agro-plots, where appropriate.
- 27.** Across all levels of government, roles will be defined on land acquisition, allocation, administration and efficient utilization based on the principle of subsidiarity and whole-of-government consistency.
- 28.** Land designated for **small urban centers** and institutional purposes in rural areas will be title-surveyed to ensure security of tenure, enable investment and guarantee objective land valuation.
- 29.** As a finite resource, land will be used efficiently and effectively for sustainable development. Every local authority will develop and maintain an updated database of settled land, by use, ownership and/or users, which should be regularly audited for efficiency and effectiveness.
- 30.** Every local authority will develop, approve and implement strategies to build strong land-based financial sustainability and efficient land use **that curbs settlement sprawl** induced by ownership (*kuva nepangu/ukuba lokwami*) including through the following:

- a. Acquiring land that is objectively certified as derelict and under-utilized based on design and implementation of a robust development control system;
- b. Appropriately managing local authority land and housing including sales;
- c. Creating land banks informed by forward plans balancing built-up areas and rural land-use needs like food production;
- d. Maintaining and growing the stock of publicly and privately produced rental housing;
- e. Providing decent and socio-economically convenient social housing including running programs that allow facilitated graduation; and
- f. Setting minimum and maximum residential stand sizes in all urban settlements.

31. Rural Local Authorities will regulate the spatial location of settlements, design of homesteads, provide for common services (e.g. gravesites), choices of building technology, construction materials and methods that are economic, sustainable, resilient and enhance land use efficiency. Settlement and construction choices will be decided in liaison with communities, traditional, religious and other community institutions in conformity with local culture, norms and values.

32. Where a local authority delegates land and/or housing development, allocation, sale, lease or renting it will be expected to clearly guide and build the capacity of such institutions to ensure consistent and equitable application of the laws of the land. This applies, for instance, to performance of land allocation functions by traditional leaders in rural areas. The delegating authority will remain accountable for relevant outcomes.

2.1.2. SPATIAL PLANNING AND MANAGEMENT OF SETTLEMENTS

Zimbabwe has a longstanding tradition of spatial planning in response to the local and national political economy. Spatial planning has evolved over time. The principal products (Master and Local Plans, layouts and site plans etc.) have guided development and management of settlements.

Recent socio-economic and land administration changes have stressed planning policy and practice. Planning products have lagged settlement development processes. Challenges across the land development value chain have arisen. Professional practice has also suffered strain while land and planning institutions experienced resource and performance drawbacks. The challenges faced in Zimbabwe's old and new human settlements reflect constrained spatial planning that has not been transformed from a fragmented national and local spatial development model established before 1980. In light of the Constitution, national and local political economy imperatives, relevant SDGs, other regional and international good practices will be adopted.

The Policy guides as follows:

33. All settlements shall be planned in terms of the Regional, Town and Country Planning Act (Ch 29:12) (the Act) and other laws applicable such as the Environmental Management Act. The Act provides for the preparation, approval and implementation of i) a National Physical, ii) Regional, iii) Master and Local, and iv) Layout Plans. These Plans will integrate Infrastructure, Traffic, Macro-Economic, disaster risk and other aspects necessary for **sustainable settlements** that apply **universally acceptable standards**.

Local authorities (Councils) will closely collaborate with national government Ministries responsible for policy, standards and capacity

development issues for the specific issues and levels of complexity e.g. National and Regional Physical Plans will be coordinated by the Ministries responsible for spatial planning and local government, the Ministries responsible for housing and social amenities will oversee relevant housing delivery and maintenance of standards while the Ministries responsible for land oversees land use changes from agriculture to urban etc.

34. All Planners shall be regulated and registered so that all settlements are planned by Registered Spatial Planners. Every settlement will be spatially planned (or re-planned), developed (or renewed) and managed in accordance with the Act and other applicable laws based on approved and up to date Spatial Plans prepared by Registered Spatial Planners. The processes will be informed by credible research evidence (geospatial, geological, climate-related etc.) and indigenous knowledge.

35. Mining companies of all sizes, farmers and other private actors operating outside areas covered by operative plans will be expected to prepare and submit **Settlement Plans and Development Concepts** to the Local Authority for the area for consideration and approval prior to establishing settlements associated with their activities. In processing and approving the Settlement Plans and Development Concepts all Local Authorities shall do so in consultation with relevant national government Ministries and agencies to ensure compliance with other national policies, development objectives and standards.

The Plans and Development Concepts shall have sustainability strategies to guide how the settlements connect with other settlements in the area, how they will be managed on expiry of the core businesses/operations and mechanisms for addressing social protection issues e.g. retiree welfare and

resettlement. Plans will integrate participatory development principles, mass transit options, densification, mixed-uses and disaster preparedness. New settlements will be linked to existing ones for socio-economic sustainability and to reduce rural-urban migration.

- 36.** All local authorities are expected under the Policy to have appropriately staffed Spatial Planning Units manned by Registered Spatial Planners and overseen by an existing or specially established local authority Committee that coordinates land, spatial planning and governance with sub-Council Committees as appropriate. These structures will oversee development planning, control and facilitation within each local planning area.
- 37.** Clear thresholds for establishing standalone local authorities for upcoming urban settlements shall be established and implemented to avoid creation of unviable urban local authorities. On designation as urban every settlement shall employ the services of a Registered Spatial Planner and an Economist to co-lead the settlement's growth/development.
- 38.** Existing or specially established Committees responsible for land and spatial planning at settlement, Council, Provincial or Regional and National levels will coordinate the preparation and implementation of Spatial Plans. These structures will set up and monitor minimum **standards for different settlements** (i.e. service level benchmarks) and connections across them.
- 39.** Relevant Government Ministries, Departments and Agencies will structure and implement instruments necessary for the development and sustenance of human settlements that adhere to minimal development standards.

Coordinated through the Ministries responsible for housing, social amenities, land, spatial planning and local government; local authorities will receive and administer equalization grants to ensure balanced settlements, optimal use of available land (densification), mixed use, reducing sprawl and protecting agricultural land), effective control of development and informal settlements regularisation, urban renewal and informal settlement upgrading.

2.1.3. OFF-SITE AND ON-SITE INFRASTRUCTURE

Off-site infrastructure has been the major drawback in human settlement delivery. The existing off-site infrastructure is antiquated and outlived its designer life span. Most raw water supply dams can no longer cope with the demand for raw water. The situation has not been helped either by incessant droughts and natural disasters that damage infrastructure. The population has grown exponentially in urban areas, without commensurate expansion of sewer and water extraction and treatment plants as well as bulk transmission lines and storage capacity for clean and safe water. Since the withdrawal of international development partners at the turn of the millennium, there has not been significant investment in off-site infrastructure. Similarly, the on-site infrastructure faces the same predicament as witnessed by incessant water and sewer bursts thereby losing treated water and discharge of raw sewer onto the streets and water bodies.

Prior to 2000, such programmes as Urban 1&2, co-funded by the Government of Zimbabwe, World Bank, International Monetary Fund and USAID used to fund both off-site and on-site infrastructure in urban local authorities. However, this funding dried up post 2000. In a bid to leverage funding, Government delegated the key responsibility of on-site and off-site infrastructure provision to housing co-operatives and indigenous private land

developers. The housing co-operative strategy was meant to cater for low income earners, whilst the indigenous land developers were expected to fund the emplacement of infrastructure. However, both entities did not have the financial wherewithal to fund the same and relied on beneficiary contributions which then led to the birth of 'land barons'.

In the last two decades, there have not been concerted efforts by both central Government and local authorities towards maintenance of existing infrastructure and/or upgrading the same to accommodate the exponential demand occasioned by rapid urbanisation.

From the foregoing, the Policy guides as follows;

- 40.** Off-site infrastructure provision is the responsibility of Government. It is the role of Government to mobilise requisite resources for off-site infrastructure.
- 41.** It is the responsibility of local authorities to construct on-site infrastructure. The National Housing Fund will be utilised to avail loans to local authorities for emplacement of on-site infrastructure.
- 42.** A moratorium on unserviced and unplanned Stateland and local authority land allocations for human settlements development will be instituted.
- 43.** It is reiterated that all local authorities Estates Accounts are managed in terms of the subsisting Rural District and Urban Councils Acts.

- 44.** It is prudent to set up and maintain sustainable financial models for viable services, infrastructure and institutions anchored on the national settlement system. Macro-level funding instruments (e.g. Municipal Bonds) are needed for Zimbabwean settlements to address large-scale off-site infrastructure deficits. National policy and legislative clarity, local authority and settlement-level fiscal discipline, administrative prudence, practical service delivery and user input (*user-pay* principle) are critical for sustainable off and on-site infrastructure development. Users cannot wholly fund large-scale off-site or shared infrastructure upfront without relevant guarantees in terms of macro-level instruments.
- 45.** It will be mandatory that all layout plans for all new human settlements programs, developments and projects will provide for shared necessary infrastructure to support provision of ICT services, for instance, construction of ducts.
- 46.** All new human settlement developments must provide for public safety facilities such as fire hydrants while efforts to install same in existing suburbs should be scaled-up.

2.1.4. DENSIFICATION

Zimbabwe is an agro-based economy. Unfortunately, most of the housing developments have been chewing up the prime productive land yet the country is spending millions of dollars on importation of agricultural goods and services. There has not been any balance between agriculture and housing development. The country has lost in excess of 100,000 hectares of agricultural land to housing development. As a result, people will have houses but with no food on the table. High rise buildings have always been encountered with mixed reactions. Some view flats as a layby en-route to

individualized stand because they expect to have a backyard garden and purported “privacy”.

The Policy guides as follows;

47. Land is a finite resource. All productive agricultural land may be preserved as such. Change of use may only be permitted on designated land while safeguarding all prime agricultural land.

48. In order to **curb settlement sprawl** induced by ownership (*kuva nepangu/ukuba lokwami*) it is now instructive that at least 40% of land for human settlements development must be reserved for construction of flats. Mixed use vertical space utilization becomes inevitable. This would also embrace utilizing land occupied by derelict buildings or that which was hitherto regarded undevelopable. For instance, gullies created by illegal sand mining and illegal brick molding can be reclaimed and utilized for the construction of walk-up flats.

49. In order to deal with mindset shift, the flats will be put on lease.

50. In some low density areas, houses are sitting on vast tracts of land which is being underutilized and is dead capital. Where there is a possibility to reticulate sewer, the owners of such large tracts of land will be encouraged and permitted to subdivide to build cluster houses or garden flats to create gated communities such that it maintains the aesthetic and ambience of the area.

51. Densification will also expand to include Micro, Small to Medium Enterprise (MSME) workspaces. Mixed use high rise MSME workspaces will be adopted to accommodate more entrepreneurs in same space. This also

reduces transport costs for the buyers as all their requirements can be found under one roof.

- 52.** Adoption of minimum settlement standards will help with administration of equalization grants while also ensuring balanced settlements and optimal use of available land.

2.1.5. RENTAL HOUSING

At Independence in 1980, Government adopted a home ownership policy where 90% of all rental houses in local authorities were disposed of to sitting tenants on 25 year repayment tenure without a comprehensive replenishment plan as an empowerment strategy. As a result rental housing was depleted. The culture of home ownership is so deep rooted that renting is unpopular. However, the home ownership housing delivery strategy is unsustainable as it has led to the mushrooming of informal settlements and the scourge of 'land barons'.

The policy guides as follows;

- 53.** The rental housing market will be resuscitated and prioritised. The private sector (such as pension, insurance, provident funds and banks and building societies) will be encouraged and facilitated to venture into rental housing market. This will be achieved through the construction of blocks of flats for rental. The flats can be let to corporates for their employees or individuals who can afford.
- 54.** Security of tenure for the lessee needs to be guaranteed.
- 55.** Individual corporates may also venture into employee-rental housing.

2.1.6 Social housing

Social housing caters for the less privileged in society. It is the prerogative of Government and local authorities to provide for same. At independence, 90% of rental housing stock was disposed to sitting tenants on a home-ownership basis. This depleted the existing stock thereby exposing home-seekers to the open housing market. Affordability and accessibility were consequently compromised and the social protection fabric was in-turn distorted.

Therefore, the policy guides as follows;

- 56.** Those who do not qualify or may not afford rental housing will be accommodated through social housing which will be implemented by Government and local authorities.
- 57.** Such houses will not be sold to sitting tenants. If one decides to upgrade due to improved means, he/she will be free to vacate the property.
- 58.** Social housing and institutions for vulnerable groups such as orphans and the aged will be incorporated whenever human settlements are planned.

2.2. SETTLEMENT FINANCING

Human settlement development is a function of a robust and innovative financing system. In the recent past, there has not been any meaningful investment in both off-site and on-site infrastructure provision by both central government and local authorities. The function was delegated to investors and community based organisations to leverage funding thereby making the final product unaffordable.

The individuals could not afford mortgage finance from building societies due to the high cost of money and the repayment period.

The policy, therefore, guides as follows;

59. The funding of settlements development shall be predicated on the following;

- Appropriation from Treasury (General Development Loan Fund, Public Sector Investment Programme and Devolution Funds);
- Utilisation of estates accounts of local authorities to fund infrastructure development;
- Public Private Partnerships;
- Facilitation of lines of credit from regional, international development partners, bilateral and multilateral financial arrangements and ;
- Attraction of Foreign Direct Investments;
- Implementation of human settlement projects in conjunction with Non-Governmental Organisations and other Community Based Organisations;
- Promotion of private sector initiatives;
- Utilisation of Insurance, Pensions and Provident Funds through the enforcement of the prescribed asset status to incorporate housing and other incentives and enhancers applicable;
- Facilitation of employer-assisted housing schemes; and
- Targeting diaspora remittances.

2.3.REGULARISATION OF INFORMAL SETTLEMENTS

Most local authorities are seized with issues pertaining informal settlements. These settlements lack basic services such as water, sewer, roads, electricity and security of tenure amongst others, exposing the inhabitants to disease outbreaks.

In certain instances, approved layout plans have been violated to the extent that beneficiaries have been building on undesignated land such as wetlands, institutional stands, recreational stands and open spaces. Beneficiaries have been duped of their hard earned income. Given this scenario, regularisation as a strategy will unlock value in the properties, restore human dignity as well as increase the national housing stock.

The Policy guides as follows;

- 60.** Government commits to regularisation of informal settlements and sanitization of stressed housing development projects countrywide. This will entail leveraging resources for emplacement of both off-site and on-site infrastructure and services. Security of tenure will be processed to individual inhabitants during the regularisation process.
- 61.** A regularisation protocol or legal framework will be developed to standardize the process. This will also act as proof of Government's commitment to undertake the same.
- 62.** The policy of incremental and parallel development is revoked in order to stop illegal parceling out of land. Any new housing construction must produce approved plans from respective councils. Development control regulations must be enforced indiscriminately. Authorities will regularly monitor and inspect all land banks for potential new invasions.
- 63.** Displacements without negotiated alternatives will be a last resort and in all instances conducted in adherence with the Constitution and relevant laws.

However, those settled in undesignated areas such as wetlands, institutional stands such as schools, health, recreational facilities and roads servitudes will be relocated to suitable land. Bold decisions will be made to restore these areas to their original form. Land will be identified for construction of flats to decant those settled on undesignated land and address the challenge of double allocation or multiple-ownership.

64. Where necessary, compensation will only be made for one stand per family in the event that one family has more than one stand in one locality.

2.4. DISPLACEMENTS AND RELOCATIONS

The planning and implementation of national development projects in the country, in most cases, has left communities displaced and deprived of livelihoods. The resultant relocation process creates conflict between affected communities and authorities (local authority/state). Whilst on the other hand, there is the phenomenon of displacements occasioned by occurrence of natural disasters which equally requires relocation space for the affected.

The policy guides that;

65. Clear and defensible tenure rights will be defined for all land categories nationally with mechanisms for guaranteeing **security of tenure** set up. Across all levels of government, roles will be defined on land acquisition, allocation, administration and efficient utilization based on the principle of subsidiarity and whole-of-government consistency. National government will develop a '**Compensation and Relocation Framework**' and build capacity in its application.

66. Where an alternative land use (a dam, road, mine, plantation, different type of settlement etc.) warranting displacement is contemplated proponents of the alternative land use, in close and non-coercive collaboration with the community of place and their local authority will fully implement the national compensation framework. Local authorities will apply the '**Compensation and Relocation Framework**' for different land categories adapting it to local conditions as appropriate. This will ensure upholding of every settlement's social and economic value principally arising from the people settled in it.

67. The victims of natural disasters will be relocated to planned settlements that are guided by disaster risk reduction frameworks. The planning process should include the affected communities, the traditional and religious leadership in order to cater for cultural norms and values of the respective communities under the rubric of the local authority.

2.5. INSTITUTIONAL HOUSING

Institutional houses are meant to accommodate employees of a particular institution during the currency of their employment. These are not for sale to the sitting tenant. The administration of the properties will be the sole responsibility of the institution mandated with that function, save for instances where a separate arrangement has been agreed upon. Some institutional houses might be located in cantonment areas or outside, but a rental fee must be charged to cater for maintenance costs and other ancillary requirements.

The policy guides that;

68. Housing units developed for purposes of institutional accommodation by the state shall be retained as national stock and are not for disposal to sitting tenants. This will allow national government to retain an adequate stock of well-maintained housing to accommodate public sector officials. Long occupation should not be misconstrued as an entitlement to claim ownership upon retirement. Government housing is not part of the employee's retirement emoluments.

69. Private institutions are also encouraged to create their own institutional housing stock within a local authority jurisdiction to cater for their employees and must be maintained as such.

2.6. RURAL SETTLEMENTS

There are different categories of rural settlements. They range from communal areas, resettlement areas, rural service centres, district service centres to growth points. From rural service center, there is a resemblance of an urban set-up up to the growth point level. In the communal and resettlement areas, the challenge is not about homelessness, but the quality of housing and social amenities facilities. Some of the building materials are prone to the inclement natural disasters.

There are some peri-urban areas that have been illegally subdivided to create housing, but they depend heavily on urban local authorities for services and economic opportunities, thereby overloading the latter yet they do not pay rates for the services provided. Some RDCs have employed the strategy of creating housing at the periphery of the urban council boundaries to curb further expansion of urban councils.

However, more often than not, the RDCs have no capacity to provide off-site and on-site infrastructure to these peri-urban settlements. In some communal areas, traditional leadership structures have violated the dictates of the Traditional Leaders Act and sold communal land without the involvement of the village assembly, ward assembly and the local authority (the existing governance systems).

The Policy guides that;

- 70.** Rural local authorities will be expected to produce diverse model homesteads which will be accessed by citizens. The models must cater for the cultural and religious considerations, while at the same time enhance climate proofing and allow for adoption of smart energy.
- 71.** The concept of planned rural settlements will be piloted in resettlement areas in order to provide basic services infrastructure. This will then be cascaded to other communal areas. Capacity building programmes and conscientisation programmes will aid to the cause.
- 72.** The rural centers will have economies of their own as a function of devolution. Depending on the raw materials found in the respective rural areas, establishment of processing plants will be encouraged in order to add value to the local produce and create local employment. This will be augmented by basic services infrastructure such as water and sewer reticulation, electricity and roads. The service industry such as wholesale and retail will be urged to decentralize to these growth points or district service centres. Government services will also be decentralized to these centres to cater for the local community.

- 73.** Modernised micro, small to medium enterprise work spaces will be facilitated at these various centres to cater for those trained at local Vocational Training Centres and other institutions.
- 74.** Densification will be implemented at growth points and district service centres. This will be matched with expansion of the off-site and on-site infrastructure in order to match the quality of services accessed in conventional urban centers.
- 75.** Use of wooden temporary houses in mining and farming compounds will be banned for environmental considerations.

2.7. SOCIAL AMENITIES

Social amenities refer to infrastructure of public good. These include water, sanitation and hygiene facilities, health and education facilities, recreational facilities, MSMEs workspaces and road network among others. These amenities are diverse by nature as some are implemented by various and varied socio-economic actors within defined local authority spaces, both urban and rural. Generally, there are better facilities in urban areas than in rural areas and there is need to bridge the gap between the two tiers.

The Policy guides as follows;

- 76.** Land designated for **small urban centers** and institutional land uses in rural areas will be title-surveyed to ensure tenure security, enable investment and guarantee objective land valuation.

- 77.** Densification of MSMEs work spaces to decongest the existing ones in order to accommodate more occupants.
- 78.** Strengthen the multi-stakeholders approach to social amenities delivery.
- 79.** Adopt routine maintenance of existing social amenities infrastructure.
- 80.** Local authorities will be expected to prioritise provision and maintenance of libraries, swimming pools, community halls and innovative meeting places for use by social groups such as artists and women's clubs;
- 81.** Local authorities will be expected to provide designated youths interact centers with requisite ICT, water, sanitation and hygiene facilities;
- 82.** Provision of youths training centers for requisite skills to further the local economic drivers;
- 83.** Alternative recreational facilities will be explored for provision by both the public and private sector.
- 84.** Change of reservation for all land earmarked for social amenities will be prohibited.

2.8. LEGAL AND REGULATORY FRAMEWORK

In the human settlements development arena, the war-cry has been that the subsisting housing standards are too high, restrictive and rigid thereby stifling speedy through-put delivery.

85. There is need to draft a new piece of legislation to govern human settlements development and management and review of other relevant Acts.

86. The Ministry responsible for human settlements will develop standard Model Building By-Laws to be adopted and adapted by respective local authorities. These statutes will be continually reviewed and updated to keep pace with modernisation.

2.9. URBAN REGENERATION AND RENEWAL

On one hand, there are some sections within suburbs that are no longer fit for human habitation. These include settlements such as Sakubva in Mutare, Mbare in Harare, Makokoba in Bulawayo, Mahombekombe in Kariba, Chinotimba in Victoria Falls and Mucheke in Masvingo to mention but a few. These suburbs have the comparative advantage of being in the proximity of existing basic services infrastructure and all they require is regeneration. However, they are overcrowded and the existing infrastructure is in distress.

On the other hand, in most Central Business Districts, there are too many single or double-storey buildings which have the potential for vertical expansion. These require urban renewal in order to maximize on space utilisation.

The Policy guides as follows;

87. Government in conjunction with local authorities will introduce the urban renewal programmes through acquisition of derelict buildings, land or space above existing single or double-storey buildings (shops and

offices buildings- whether privately or publicly owned) without prejudicing the incumbent. These will be replaced with mixed-use high rise buildings.

88. Government in conjunction with local authorities will resuscitate the urban regeneration programmes where the old dilapidated housing structures will be replaced with modern and sustainable high rise units.

89. Open spaces will be utilized to build high-rise buildings to decant the dilapidated structures. This will allow demolition of the existing structures replenishing with modernised self-contained structures on an incremental basis until completion.

90. 5% of the existing old structures in respective settlements will be preserved as such for historical posterity and heritage. However, these should be properly maintained.

91. Incentives such as national project status and prescribed assets status will be facilitated in consultation with Treasury for those investors partaking in urban regeneration and renewal programmes.

92. Employment of local people will be prioritized

93. The off-site and on-site infrastructure need overhaul in order to match with the increased demand;

94. Modern social amenities will be provided in these regenerated settlements

2.10. SETTLEMENT GOVERNANCE

Planning, developing and governing settlements are important state functions as a function of the principles of devolution. Performance of these functions guarantees delivery on citizens' rights in urban and rural settlements. In performing these functions, the state and all its institutions, communities and all their organizations shall abide by the Constitution of Zimbabwe. Effective performance by settlement institutions guarantees that no communities are denied their rights or left behind. Settlement governance systems will facilitate sustainable growth of each settlement and progression along the national settlement hierarchy as well as optimal performance for collective sustainability of the society and economy.

The Policy guides that;

- 95.** In Zimbabwe's devolved governance system practical delivery on the policy will be the responsibility of local authorities working in collaboration with their residents (individual, household, community and corporate) alongside relevant national government Ministries and agencies.

2.11. INSTITUTIONAL ARRANGEMENTS FOR THE POLICY

There has been a gap in terms of coordinated performance of functions relating to human settlements in the country. At the same time dialogue within and between settlements has been poor. A number of inter and intra-institutional factors explain the lack of co-analysis of issues, co-creation and co-implementation of relevant settlement solutions. These derail use of appropriate knowledge and technological innovations in decision-making.

Gaps exist within the Ministry responsible for human settlements, individual local authorities, across central government Ministries and between the state on one hand and the private sector as well as social movements active in human settlements, on the other. The quality of settlement-related decisions across the planning, development and management cycles has been low.

Some aspects of settlement planning and management (e.g. informal settlements upgrading and regularisation, service rehabilitation and urban renewal) involve slow processes that require fairer and clearer intra-governmental fiscal frameworks, institutional reforms and empowered local governments. Specially-established local and national agencies are needed.

The Policy guides as follows;

- 96.** For scaled delivery national government will establish standalone National Housing and Social Amenities delivery capacity or institution under the purview of the Ministry responsible for housing and social amenities.
- 97.** Critical portfolios relevant to the planning, development and management of sustainable human settlements should include land, spatial planning, housing, social amenities, economic planning and local governance. The Ministry responsible for human settlements will be the sector lead with the responsibility to implement the policy and relevant laws. Where the portfolios of housing, social amenities, spatial planning and local government are handled by separate Ministries, the respective Ministries will collaborate in terms of sector leadership to deal with overlaps.
- 98.** Coordinating with national and international institutions, the Ministry will ensure policy and legislative consistency, effective vertical and horizontal relations across different actors. The Ministry will set and disseminate relevant standards, support local and international dialogue

mechanisms that connect settlement institutions and build necessary capacity at all levels.

99. In the country’s devolved governance system practical delivery on the policy will be the responsibility of local authorities working in collaboration with their residents (individual, household, community and corporate) alongside relevant national government Ministries and agencies.

Local authority roles in coordinating the development of settlements will be guided by the Act and allied laws (see Box 2).

BOX 2: OTHER LAWS IMPACTING/GUIDING SETTLEMENTS IN ZIMBABWE	
1. Civil Protection Act Chapter 10:06	13. Public Health Act (Chapter 15:09)
2. Communal Lands Act (Chapter 20:04)	14. Rural District Councils Act (Chapter 29:13)
3. Constitution of Zimbabwe (2013)	15. Traditional Leaders Act (Chapter 29:17).
4. Disabled Persons Act (Chapter 17:01)	16. Transport Act
5. Environmental Management Act (Chapter 20:27).	17. Urban Councils Act (Chapter 29:15).
6. Forestry Act (Chapter 19:03)	18. Water Act (Chapter 20:24) ¹ .
7. Housing and Building Act (Chapter 29:07)	19. Zimbabwe National Water Authority Act (Chapter 20:25)
8. Housing Standards Control Act (Chapter 29:08)	
9. Mines and Minerals Act (Chapter 21:05)	
10. Older Persons Act (Chapter 17:11)	

11. Parks and Wildlife Act (Chapter 20:14)	
12. Provincial Councils and Administration Act (Chapter 29:11).	

2.12. SOCIAL INCLUSION IN SETTLEMENTS

The United Nations (UN) 2030 Agenda for Sustainable Development provides that every person should reap the benefits of prosperity and enjoy minimum standards of wellbeing. One of the most enduring manifestations of social exclusion has shown itself in the proliferation of informal settlements. People living in these settlements experience the most deplorable living and environmental conditions and are usually excluded from participating in the economic, social, political and cultural spheres of the polity.

The policy guides that;

100. The performance of settlement-related functions, provision of services (including those relating to economic activities) and the financing of settlement activities will adhere to the Constitution regarding equality of men and women, the rights of older persons, youths, children and persons living with disabilities.

101. Settlement institutions will liaise with national institutions leading on relevant social protection policies and standards so that their actions are

sensitive to gender, youth, social, disability and child protection needs. Universal design principles and good practices shall be applied.

102. Local authorities will develop and apply social inclusion policies that are responsive, preventative and transformative covering key decision-making areas. Application of the policies will be evidenced in budgets, service delivery approaches and infrastructure design.

103. Policies to be set up and applied will *inter alia*, relate to i) safety and personal security in public spaces (squares, parks, streets and neighborhoods), ii) access to quality public services including information (for one to live an active life), transportation, education etc., iii) legislation and regulations, iv) design of spaces including buildings and facilities e.g. for sport and recreation, ramps for building access, v) use of technology, and vi) partnerships across the settlement.

104. Under the Policy, land and housing allocations will be equitable, transparent and socially inclusive. Charges for relevant services will be consistent throughout a local authority area for similar categories of land or housing. Pro-poor instruments shall be applied as appropriate.

105. Land will be set aside for construction of social institutions such as orphanages and old people's homes.

2.13. ALLOCATION OF HOUSING GOODS AND SERVICES

Shelter is a basic human right, and as such the state and its agencies are mandated to ensure that every citizen has access to this common good.

The policy guides as follows;

106. Government will develop the allocation criteria that will be adopted by local authorities;

107. Allocations will be guided as follows;

- a. 20% of all housing projects will be allocated to veterans of the liberation struggle;
- b. 10% will be reserved for women;
- c. 10% will be reserved for persons with disabilities;
- d. 10% will be reserved for youths;
- e. 10% will be reserved for public servants; and
- f. 40% will be reserved for the general public.

However, allocations are based on affordability.

2.14 ENVIRONMENT, CLIMATE CHANGE AND NEW BUILDING TECHNOLOGY

Inadequate development control in urban and rural local authority areas, weak integration of institutions and absence of robust regulatory instruments (e.g. by-laws) have contributed to climate change and human actions leading to environmentally disruptive events. Poorly planned, developed and governed settlements have become vulnerable to natural disasters like floods. Settlements are also lacking in early warning systems, disaster response capabilities and established recovery-development pathways. Given this reality, the Policy guides as follows:

108. The planning, development and management of settlements will be consistent with national and international⁷ disaster risk reduction frameworks, environmental and climate change policies, laws and standards.

⁷ The Sendai Framework for Disaster Risk Reduction 2015 to 2030

- 109.** Construction of housing and social amenities on wetlands is prohibited. Where possible, reclamation of same will be instituted with alternatives.
- 110.** Up to date scientific and indigenous knowledge on environment and climate change issues will guide settlement planning, development and management. This will ensure that settlements are sited optimally, built safely, do not adversely affect the natural environment and host societal activities that are resilient.
- 111.** In their planning of infrastructure systems, supporting of economic activities and delivery of services, settlement institutions will be guided by relevant constitutional provisions and international protocols relating to the environment and climate change.
- 112.** Singularly and in partnership with communities, the state and all its institutions, research institutions, local and international private sector and civil society settlement institutions will promote sustainable inter and intra-settlement linkages, safeguard heritage, improve culture, build resilience, promote green energy buildings and enhance sustainable mobility.
- 113.** Investment in climate proofing building technology will help to build resilience and sustainability without overlooking affordability. Thus, research and development becomes imperative in building technologies and methods.

Local authorities will work closely with relevant state institutions that lead on environmental and climate change policies, laws and standards. They will be responsible for building critical awareness amongst their residents (natural and corporate) to ensure effective environmental stewardship.

2.14. ECONOMIC DEVELOPMENT AND REGULATION OF SETTLEMENTS

All settlements in the country are established and sustained by an economic activity. Even settlements initiated to deliver administrative services eventually trigger economic streams that need facilitation. Economic drivers may weaken over time affecting settlement sustainability. Mining, commercial farming, manufacturing, tourism and heavy industrial activities have gone through localized and national economic 'recessions' straining the growth and sustenance of settlements these economic activities drove. Further, recent urban settlement growth in the country has generally been devoid of sustainable industrial development. Green options (energy, jobs etc.) needs to be optimized.

Planning and implementing economic development initiatives at local levels have not been sufficiently emphasized or effectively coordinated. Where anchor economic activities collapsed, the settlements they sustained have not received support to adapt or identify viable alternatives. Economic drivers like presence of minerals have not always guided local infrastructure development, asset valuation and the administrative activities of managers in local authorities.

In this context, the Policy guides as follows:

114. Every settlement shall have an Economic Development Plan and Program overseen by existing or specially established local authority staff. The development plans and programs bring together urban, industrial and rural development aspects. Updated plans with clear competitive sectors shall govern settlement design or redesign and overall governance. The Economic Plan will influence local authority budgets, spatial and infrastructure plans that frame a settlement's claim to national resources.

- 115.** Local authority policies will be expected to emphasize local economic development (LED) facilitation including options for green jobs and integrated transport services.
- 116.** Incentives extended to Special Economic Zone enterprises will not apply to Council-provided basic services, property, lease and rental charges.
- 117.** Local authorities, with national government support, will address design and zoning inefficiencies of settlements in their jurisdictions. This will address land and labor misallocations that limit productivity, land market efficiency and coordinated infrastructure investments.
- 118.** National companies (state and non-state) with operations in local authority areas will be expected to develop and share plans appropriately reflecting the value to be delivered in terms of their contributions to decent jobs and common services including environmental stewardship, education, renewable energy, roads and health within an overall framework of 'good citizenship' critical for sustainable settlements.
- 119.** Economic rules and incentives governing border settlements will take account of the relevant regulations of neighboring countries to ensure local competitiveness and livability.

3.0. POLICY ACTION PLAN AND ITS RESOURCING

A number of national policies have not been sufficiently communicated to allow for appropriate understanding and broad-based implementation of principles of sustainable human settlements in the country.

As such, resident and organizational actions have often not been mobilized let alone coordinated. Recognizing these previous failings, the Ministry responsible for human settlements shall:

120. Prepare and roll-out a national program for i) popularizing the policy, ii) setting up relevant institutions, and iii) supporting policy implementation at all levels.

121. Ensure that standards and guidelines for national and local settlement programs by state and non-state organizations advance the principles and values of the ZNHSP.

122. Build appropriate research and documentation capacity on human settlement issues including by engaging and working closely with knowledge institutions, public, private and civil society organizations active in the sector.

123. Address challenges in the local and national fiscal framework for human settlement development to unlock investment across the sub-sectors of land and housing markets, building materials, land servicing or development, operation, maintenance and expansion or renewal.

124. Finance the Policy Action Plan and Program through the Ministry's budget with local and international development support.

4.0. CONCLUSION / SUMMARY POLICY MESSAGE

The country's settlements face unique challenges and opportunities with varying growth trajectories.

The functions each settlement performs (and has performed) are enduring in how they shape growth and development yet not enough has been invested in terms of local-national spatial and economic planning to articulate and facilitate these comparative advantages. The intensity of planning, development and management varies. Actors steering settlement development have been chopped and changed while their performance was fluctuating.

With more urban centers (at least 500), the growth of complex rural settlements and climate change-induced disasters a new framework for managing settlement development is needed. The Zimbabwe National Human Settlements Policy (ZNHSP) provides such a framework. It amplifies the central role of the Ministry responsible for human settlements as sector leader on housing delivery as well as local authorities and their residents (as individuals, households, communities, corporates and non-state local organizations) in the governance of all categories of settlements. This includes long neglected settlements around schools, places of worship and hospitals, which have had non-state leadership often creating uneasy local relations affecting expansion and productive integration into local political economies.

Interpretation of this Policy rests with the Secretary for National Housing and Social Amenities.