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ISSUING OF HOUSING KITS POLICY – (POLICY NUMBER 20005)

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POLICY FOR THE ISSUING OF HOUSING KITS

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FULL TITLE:

POLICY FOR THE ISSUING OF HOUSING KITS

ABBREVIATIONS

BNG	Breaking New Ground
CDS	City Development Strategy
IDA	Incremental Development Area
IDP	Integrated Development Plan
SCM	Supply Chain Management
SDS	Social Development Strategy
TRA	Temporary Relocation Area

DEFINITIONS

BNG Housing Development: A housing development delivering serviced sites and 40m² (minimum) top-structures to qualifying beneficiaries

Enhanced Emergency Housing Kit: A kit consisting of pine poles, galvanised corrugated roof sheets, wooden door with hinges and lock set, wooden-framed window and nails issued by the City under the circumstances set out in this policy

Flood kit: A kit consisting of a roll of plastic and clout nails issued by the City under the circumstances set out in this policy

Household: is defined as a group of persons who live together, and provide themselves jointly with food or other essentials for living, or a single person who lives alone (Statistics South Africa).

Housing Kit: The general term for Flood kit, Enhanced Emergency Housing kit or Relocation kit

Incremental Development Area (IDA): Areas characterized by an IDA-designation, rapid servicing and release to households in urgent need, which are:

- permanent with respect to services and
- to be consolidated over time with respect to top-structures, either by resident families themselves or by government's Consolidation program.

Informal settlement: unplanned settlements and areas where housing is not in compliance with current planning and building regulations on land to which the occupants have no legal claim, or which they occupy illegally

Re-blocking: is a community-led process of reconfiguring the current layout of informal settlements by grouping shacks into clusters and reorganising the ground plane in such a manner as to optimally utilise space to promote the health, safety, well-being of households, with a particular focus on promoting accelerated service delivery to informal settlements. It is not the commencement of the formal in situ upgrading of the settlement by either the City or by the local community through the Upgrading of Informal Settlements Programme (USIP) or any other national housing programme.

Relocation kit: A kit consisting of South African Pine poles, galvanised corrugated roof sheets, plastic and nails issued by the City under the circumstances set out in this policy

Rental stock: rental housing managed by the City's Human Settlements Directorate

Temporary Relocation Area (TRA): is a site developed in terms of the Emergency Housing Programme or prior to the roll-out of a housing project where households are accommodated in prefabricated shelters on a temporary basis, and have access to basic municipal services on a shared basis

1. PROBLEM STATEMENT

- 1.1. Approximately 143 000 households live in informal settlements across the metro and a further 40 000 households occupy informal structures in the backyards of the City's rental stock. These households are particularly vulnerable to flood, fire or disaster for a number of reasons including the nature of the materials used to constructed the structures, the density of these structures and the land where these structures are situated which may be below flood lines.
- 1.2. When incidents such as flooding and fires partly or totally destroy informal structures occupied by households in informal settlements and in backyards, the City provides relief measures in various forms to assist the affected households. One such measure is to provide the affected households with housing kits to re-construct or construct shelters.
- 1.3. The City provides three different types of housing kits, Flood kits; Relocation kits; and Enhanced Emergency Housing kits based on the circumstances.
- 1.4. Housing kits are provided in the following circumstances:
 - 1.4.1. Where informal residential structures have either been partly or totally destroyed following incidents of flooding or fire;
 - 1.4.2. Where informal residential structures have to be dismantled and repositioned as part of a re-blocking exercise; and
 - 1.4.3. Where the City decides, on notice, to relocate inhabitants of residential structures to create space for service delivery or for other reasons.
- 1.5. There is a lack of guidance on which housing kits are to be issued for the different kinds of incidents that might affect households living in informal structures.

2. DESIRED OUTCOMES

- 2.1. The main aim of this policy is to provide for fair and transparent guidelines around the issuing of housing kits.
- 2.2. The policy will ensure that the most appropriate housing kits are issued to those households that find themselves in specific need under the circumstances following the incidents of flooding or fire or when a structure needs to be dismantled and repositioned as part of a re-blocking or relocation exercise.
- 2.3. The allocation of kits to households affected by fire or floods provides some immediate relief to households in need in a manner that is transparent and procedurally fair.
- 2.4. The allocation of kits to households as part of a reblocking or relocation process is done to enable and facilitate these processes so that they might be expedited.

3. STRATEGIC INTENT

3.1. Integrated Development Plan (IDP)

- 3.1.1. This Policy is aligned with the City's IDP's Strategic Focus Areas of a Safe City, and a Caring City
- 3.1.2. Three objectives listed under the IDP Strategic Focus Area 1 of the Caring City have direct implications for this Policy namely

- Ensuring increased access to innovative human settlements for those who need it.
- Provides for the needs of informal settlements and backyards residences through improved services.
- Provide effective environmental health services.

3.1.3. This policy also promotes conditions in informal settlements which aid in the prevention of disasters and promote health and safety which are components of a Safe City.

3.2. National Development Plan-2030

3.2.1. The Policy supports the National Development Plan strategy as outlined in Chapter 8 on transforming human settlements and the national space economy.

3.2.2. The policy encourages communities and the private sector role-players to engage with the City on how to transform the spaces and settlements in which communities live and work.

3.3. ONECAPE2040 and City Development Strategy

3.3.1. The Policy aligns to two of the six transitions identified in the OneCape2040 Strategy which underpins the City of Cape Town's City Development Strategy.

3.3.2. The transitions relevant to this policy are:

- 3.3.2.1. **Settlement transition** (*Living Cape*) that aims to transform unhealthy, low access, often alienated, low opportunity neighbourhoods into healthy, accessible, liveable multi-opportunity communities who enjoy a good quality of life with access to good public services.
- 3.3.2.2. **Institutional transition** (*Leading Cape*) that aims to create socially responsible leadership at all levels by transforming previously defensive and adversarial structures into open and collaborative systems.

3.4. Social Development Strategy (SDS) 2012

3.4.1. The Policy aids in the facilitation two of the "levers" for achieving the SDS objective of "building safe households and communities" and "supporting the most vulnerable through access to services and infrastructure". These are envisaged as key to the social development of communities in Cape Town.

3.4.2. The levers promoted by this policy are:

- 3.4.2.1. Continue to reorient service delivery to create and maintain safe and healthy environments; and
- 3.4.2.2. Facilitate access to housing opportunities as an asset

3.5. Five year Strategic Integrated Human Settlements Plan 2012-2017

3.5.1. The Integrated Human Settlements Plan sets out the 5-year plan for the development of innovative and integrated human settlements. The plan-

- Conceptualises re-blocking as part of the preparatory phase towards *in situ* upgrading of informal settlements;
- Promotes close cooperation with, and drawing on the expertise of community organisations involved in re-blocking initiatives and
- Contains list of settlements already identified for re-blocking.

4. POLICY PARAMETERS

- 4.1. This Policy only applies to the provision of housing kits to residents living in informal settlements on City-owned land, other public-owned land where the City has an agreement with the public-owner and in backyards of the City's rental stock: or backyards on public owned land within the geographic boundaries of the City.
- 4.2. This Policy will apply to the following incidents:
 - 4.2.1.the partial destruction of informal residential structures;
 - 4.2.2.the total destruction of informal residential structures;
 - 4.2.3.the dismantling and repositioning of informal residential structures; and
 - 4.2.4. other instances not covered above as set out by the Executive Mayor
- 4.3. The policy shall apply to households who have to dismantle their structures and who are required to rebuild their structures in a designated Temporary Relocation Area (TRA);
- 4.4. This Policy does not apply to households who have to dismantle their structures and who will be accommodated in an established Incremental Development Area (IDA), or in a formal BNG Housing Development.
- 4.5. The City is not responsible for building any structures with the various housing kits that are distributed in terms of this policy.
- 4.6. This policy has transversal application in that it affects the work of both the Human Settlement and Safety and Security directorates.

5. ROLE PLAYERS AND STAKEHOLDERS

The following role-players, stakeholders and roles have been identified:

5.1. Urbanisation Department, Human Settlement Directorate

- 5.1.1.The Urbanisation Department's Informal Settlements Management Unit is the custodian of the different housing kits.
- 5.1.2.The Informal Settlements Management Unit is responsible for
 - 5.1.2.1. the procurement of all required materials/kits in terms of the City's SCM policies;
 - 5.1.2.2. the budgeting for the acquisition of the materials/kits;
 - 5.1.2.3. the procurement of a service provider to provide the required services to the affected households;
 - 5.1.2.4. the storage of the housing kits at safe, secure and accessible facilities;
 - 5.1.2.5. the timeous distribution of the kits to the households covered in this Policy;
 - 5.1.2.6. proper record keeping in compliance with relevant audit requirements.
- 5.1.3.The Informal Settlements Management Unit shall assist the Disaster Risk Management Team in situations of disaster, based on agreed functions and duties.

5.2. Disaster Risk Management Centre, Safety and Security Directorate

- 5.2.1.The Disaster Risk Management Centre provides immediate re-active (response, relief, recovery and rehabilitation to victims of local disasters as set out in section 23 of the Disaster Management Act, No 57 of 2002
- 5.2.2.During major disasters where people are rendered homeless, the Disaster Risk Management team may request the assistance from the Informal Settlements Management Unit in terms of agreed cooperation protocols between departments.

5.3. Fire and Rescue Service , Safety and Security

5.3.1. The Fire and rescue service is responsible for providing input on the material, designs and methodologies to aid in the prevention of the occurrence and spread of fires and flooding;

5.3.2. Providing education on fire safety matters to the affected community.

5.4. Public Emergency Communication Centre

5.4.1. Provides help to callers when life and property is endangered by transferring the call and all information collected to the nearest relevant emergency service provider.

5.5. Ward councillors and ward committees.

5.5.1. Ward councillors and ward committees are responsible for:

5.5.1.1. Providing support to the initiative;

5.5.1.2. Mobilising communities and organisation in support of the initiative

6. REGULATORY CONTEXT

The policy recognises the following existing legislation and regulations:

National Legislation

6.1. The Housing Act, No 107 of 1997;

6.1.1. The City in terms of Part 4 section 9 (1)(a)(ii) has a duty to ensure that conditions not conducive to the health and safety of the inhabitants of its area of jurisdiction are prevented or removed

6.2. The National Housing Code, 2009;

6.2.1. Part 3 Volume 4 of the National Housing Code provides for temporary assistance in the form of secure access to land and/or basic municipal engineering services and/or shelter in a wide range of emergency situations of exceptional housing need through the Emergency Housing Programme.

6.3. Disaster Management Act, No 57 of 2002

6.3.1. Allows for the City's Disaster Risk Management Centre to perform a co-ordination role, ensuring that multiple emergency and essential services work in an integrated and efficient manner both pro-actively and re-actively.

City policy & By-laws

6.4. By-law relating to Community Fire Safety, 2002

6.4.1. Chapter 7 Section 34 (1) forbids the use of any combustible material or a flammable substance in quantities or in a position or in a manner likely to cause or create a fire hazard

6.5. Housing Emergency Fire Relief Assistance Policy, 2002

6.5.1. Section 9.3 makes provision for a stock of Emergency building material kits to be kept in stock in each of the regions of the City to stabilise the affected families.

6.6. Disaster Risk Management Plan

6.6.1. Section 6 of the City's Disaster Risk Management Plan lists the main stakeholders and their respective specific responsibilities in both the disaster prevention / disaster risk

reduction / mitigation / preparedness *and* their disaster response, relief and rehabilitation requirements.

7. POLICY DIRECTIVE DETAILS

The following directives intend to guide the process and to achieve the desired outcomes and cover people living in informal structures in informal settlements on City-owned land, other public-owned land where the City has an agreement with the public-owner and in backyards of the City's rental stock.

7.1. Households whose informal residential structures have been partly destroyed

- 7.1.1. The City shall provide a household with a flood kit when the household's structures have been damaged by flooding, but not limited to just flooding.
- 7.1.2. A flood kit will be issued where at least some of the material may be salvaged and can be re-used in the construction of shelter.
- 7.1.3. The responsible official from Informal Settlements Management shall decide if the flood damage warrants the issuing of a flood kit.
- 7.1.4. The household will be issued with a flood kit upon verification by the Informal Settlements Management official that the household was residing in the structure under consideration.
- 7.1.5. A responsible person from the household in the structure shall be required to sign a register as proof that he or she received the kit on behalf of the household.
- 7.1.6. The flood kit comprises of the following materials,
 - 7.1.6.1. 1 roll (15m x3m) plastic;
 - 7.1.6.2. 500g clout nails;
- 7.1.7. The Executive Mayor may authorise the revision of the flood kit or the addition of other items to the flood kit in special circumstances based on available resources and budget.
- 7.1.8. All materials that have been salvaged may be reused at the discretion of the resident to rebuild the structure.
- 7.1.9. The City is not responsible for the rebuilding of structures using this kit.

7.2. Households whose informal residential structures have been totally destroyed

- 7.2.1. The City shall issue households with an enhanced emergency housing kit when the household's structure has been totally destroyed by a fire or other such event where no materials could be salvaged.
- 7.2.2. The material allows for a rudimentary, but dignified, safe and secure structure of approximately 3m x 3m to be constructed
- 7.2.3. The Informal Settlement Management official shall be responsible for deciding which households shall be eligible for such an enhanced emergency housing kit.
- 7.2.4. The household will be issued with an enhanced emergency housing kit upon verification by the Informal Settlements Management official that the household was residing in the structure under consideration.

7.2.5. A responsible person from the household in the structure shall be required to sign a register as proof that he or she received the kit on behalf of the household

7.2.6. The enhanced emergency housing kit comprises of the following materials,

- (a) 5 x 76mm x 76mm x 2.7m SA Pine poles
- (b) 9 x 76mm x 50mm x 3.0m SA Pine poles
- (c) 5 x 3.3m x 610mm (cover) galvanised corrugated steel roof sheets of 0.5 mm thickness
- (d) 20 x 2.4m x 610mm (cover) galvanised corrugated steel roof sheets of 0.5 mm thickness
- (e) 1 x wooden batten door with 2 x 150mm T hinges and a lockset / padlock
- (f) 1 x 600mm x 600mm wooden window glazed with 4mm glass (window must be able to open)
- (g) 1 kg 100mm wire nails
- (h) 1 kg 75mm wire nails
- (i) 1 kg 32mm clout nails.
- (j) To prevent further fires, or to delay the spread of fires, all wooden material (poles, door, and window), shall be painted with an approved fire retardant paint prior to delivery.

7.2.7. The Executive Mayor may authorise the revision of the enhanced emergency housing kit or the addition of other items to the kit in special circumstances based on available resources and budget.

7.2.8. Although the City is not responsible for the rebuilding of structures using this kit, the household will be encouraged to maintain a distance between the structure and the next structure as indicated by the Informal Settlement Management official.

7.3. Households whose informal residential structures have to be dismantled and repositioned

7.3.1. As part of a settlement re-blocking or relocation programme, the City may provide households with a relocation kit provided that that household has been identified for relocation, re-blocking or other such City-approved process.

7.3.2. A relocation kit shall only be allocated to households identified for relocation by the Informal Settlements Management officials.

7.3.3. A responsible person from the household in the structure shall be required to sign a register as proof that he or she received the kit on behalf of the household

7.3.4. The relocation kit comprises of the following materials,

- (a) 4 x 76mm x 76mm x 2.7m Poles
- (b) 6 x 76mm x 50mm x 2.7m Poles
- (c) 1 x 3m x 15m Plastic (250 micron)
- (d) 5 x 3.1m x 610mm Galvanised Roof sheets of 0.3mm thickness
- (e) 1 x 500 grams 100mm Nails
- (f) 1 x 500 grams 75mm Nails
- (g) 1 x 500 grams Clout Nails

7.3.5. The materials from the dismantled structures shall also be reused to enhance the rebuilt structures.

7.3.6. The Executive Mayor may authorise the revision of the relocation kit or the addition of other items to the kit in special circumstances based on available resources and budget.

7.3.7. The area or space for the reconstruction shall be set out by Informal Settlements official or the duly appointed service provider.

7.4. Construction

7.4.1. The Informal Settlements Management official or the duly appointed service provider may provide guidance to the household on the reconstruction of the structure where necessary.

8. IMPLEMENTATION PROGRAMME

8.1. The stipulations contained in this policy shall apply with immediate effect.

9. MONITORING, EVALUATION AND REVIEW

9.1. The Informal Settlements Management Unit shall maintain records on the number of kits allocated and under what conditions.

9.2. The monitoring of this policy, the allocation of kits and evaluation and continued review and submit quarterly reports to the Human Settlements Portfolio Committee and Mayoral Committee.

9.3. The efficacy of this Policy will be monitored Informal Settlement Management through regular feedback sessions and interactions with affected communities and their leadership including ward councillors and ward committees.

9.4. This policy will be reviewed annually.