



CITY OF CAPE TOWN  
ISIXEKO SASEKAPA  
STAD KAAPSTAD

# INTEGRATED HUMAN SETTLEMENTS FIVE-YEAR SECTOR PLAN 2022/23 – 2026/27

## 2026/27 Review

(Annexure to the IDP 2022/23 – 2026/27)

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## ABBREVIATIONS

BNG	Breaking New Ground
CCT	City of Cape Town
CRU	community residential unit
DSDF	District Spatial Development Framework
EPHP	Enhanced Peoples' Housing Process
FHF	First Home Finance
GHG	green house gas
HNR	Housing Needs Register
HSDG	Human Settlements Development Grant
HSS	Human Settlements Strategy
IDA	incremental development area
IDP	Integrated Development Plan
IHSSP	Integrated Human Settlements Sector Plan
IRDP	Integrated Residential Development Programme
ISUPG	Informal Settlements Upgrading Partnership Grant
IUDF	Integrated Urban Development Framework
MSDF	Municipal Spatial Development Framework
MSP	Managed Settlements Programme
MTREF	Medium-term Revenue and Expenditure Framework
PHP	People's Housing Process
PHSHDAs	priority human settlements and housing development areas
PRASA	Passenger Rail Agency of South Africa
PT	public transport
SHIs	social housing institutions
SHRA	Social Housing Regulatory Authority
SHRZ	social housing restructuring zone
SSRU	small-scale rental units
TRA	temporary relocation area
UISP	Upgrading of Informal Settlements Programme
USDG	Urban Settlements Development Grant

## DEFINITIONS

**“Affordable housing”** – National Department of Human Settlements determines that the GAP market (those households that should be targeted for affordable housing provision) refers to households earning less than R22 000 per month. In recognition that affordability is a function of local contextual market factors, the City considers the upper threshold of affordable housing to be aligned with the Financial Sector Code (FSC) Affordable Housing Standards. This threshold is amended on an annual basis, and was R34 384 monthly household income in 2025.

**“Areas of informality”** – informal areas or settlements are defined as unplanned residential settlements on land that has not been surveyed or proclaimed as residential, mainly comprising informal dwellings. They could also be defined as areas where residential dwellings are developed without official approval. Some of the characteristics of informal areas include informality – whereby housing developed is inadequate, or not in compliance with current planning and building regulations; development in unsuitable or inappropriate environments, inadequate infrastructure or amenities; poor access to basic services; overcrowding, uncontrolled or unhealthy population densities; poverty and vulnerability. In Cape Town, areas of informality are varied, necessitating varied responses. In addition to traditional ‘freestanding’ informal settlements, there are instances of informal land occupation, settlements developed on the backyards of City rental housing stock (backyarder settlements).

**“Backyarder”** – a person occupying a backyard residential unit under some type of rental agreement with the main homeowner or City tenant, which may or may not include monetary payment for the right to occupy the unit, and may or may not be set out in a formal written agreement. The backyard unit is a structure constructed of any material, intended or used for human habitation, on the same residential property as a main dwelling, built according to approved plans (formal) or no approved plans (informal backyard), and is therefore not categorised as an informal settlement.

**“Beneficiary”** – an applicant, together with spouse/partner and dependants, that was selected for a housing project in accordance with the Allocation Policy: Housing Opportunities and was approved by the provincial Department of Human Settlements and registered on the housing subsidy system for a housing subsidy.

**“Breaking New Ground (BNG) housing”** – housing developed in terms of the Integrated Residential Development Programme (IRDP), which is fully funded by the state for qualifying persons via national housing grants. This housing typology is an ownership tenure model.

**“GAP housing/market”** – the shortfall or ‘gap’ in the market between residential units supplied by the state and houses delivered by the private sector. The GAP housing market typically comprises households that earn between R3 501 and R22 000 per month, and do not qualify for a full housing subsidy. However, these households are eligible for a range of partial housing subsidies and programmes.

**“Greenfield Project”** – a project occupying a greenfield site or vacant land on which there is no pre-existing, legal occupants, and for which the City has discretion to select beneficiaries, provided they are eligible for the subsidy.

**“Housing opportunity”** – either a serviced site or a serviced site with a top structure offered to qualifying beneficiaries, and the tenure may be for ownership or rental.

**“Infill housing”** – the development of vacant or underutilised land parcels within existing urban areas that are already largely developed.

**“Monthly household income”** – the joint gross monthly income of the applicant and/or his/her spouse or partner to be considered for eligibility of a housing opportunity.

**“Resilience”** – the capacity of individuals, communities, institutions, businesses, and environmental, economic, or social systems in a city to survive, overcome, adapt, grow and thrive, despite chronic stresses and acute shocks they experience.

**“Security of tenure”** – the assurance that a person/household is legally recognised in/on the property they occupy.

**“Serviced site”** – a plot or site demarcated in a general plan with individual municipal service connections, i.e. water and sanitation, which is usually funded by grant funding.

**“Top structure”** – a house that is constructed of brick and mortar or any nationally approved alternative building material.

**“Well-located”** – land that is in close proximity to economic opportunities, transport nodes and social facilities.

# 1. LEGISLATIVE AND POLICY CONTEXT

## 1.1. INTRODUCTION

The Housing Act, Act 107 of 1997 requires that all municipalities must plan to facilitate the delivery of housing opportunities as part of their overall plan for their municipality. The aim of the Integrated Human Settlements Sector Plan (IHSSP) is therefore to outline the City of Cape Town's implementation plan in providing for the housing needs of its steadily growing and increasingly urbanised population. This plan outlines the vision and strategies of the City towards urban development and placemaking through housing provision, and is an informant to the 2022/23 – 2026/27 Integrated Development Plan (IDP).

This document considers the context in which the Human Settlements Directorate implements interventions to develop and enable affordable housing. This includes the legal and policy framework governing what is permissible for the directorate's interventions, as well as an analysis of Cape Town's population and household indicators, and an analysis of the City's residential housing market highlighting key trends and delivery gaps that the directorate should consider when planning for the short, medium and long term.

Key strategic challenges that affect the City's integrated human settlement planning are highlighted, along with key spatial considerations for future human settlement interventions, and transversal touch points with other City directorates. Based on the contextual analysis, a proposed strategic intent is outlined with key objectives for the Human Settlements Directorate – in particular within the five-year IDP cycle. The strategic response to this is then highlighted, showing how the City of Cape Town's Human Settlements Directorate will implement interventions to meet the identified objectives.

**Important note:** The IHSSP primarily focuses on developing and enabling integrated human settlements for households that earn a monthly income of R22 000 and below – in line with the National Human Settlements Policy Framework and National Housing Code programmes. The City also packages and releases land for affordable housing for households earning up to the annually amended FSC household income threshold.

## 1.2. APPROACH AND OVERVIEW OF THE HUMAN SETTLEMENTS DIRECTORATE

The IHSSP is being developed as a component of the IDP and the City's Strategic Management Framework (SMF). The SMF is aimed at integrating strategic planning activities and products across the City of Cape Town in order to bring together a holistic, shared strategy that will enable integrated decision making and resource allocation. The development of the IHSSP will therefore not only comply with the requirements of the Housing Act in terms of which municipalities are obliged to facilitate the delivery of housing opportunities as part of their municipal plans, but will also create credible capital pipelines and operational models for human settlement development

within the City of Cape Town.

This plan outlines the contribution of Human Settlements to the City of Cape Town's five-year IDP for 2022/23 – 2026/27.

Within this context, the mandate of the Human Settlements Directorate is to lead and innovate in the City's development of integrated sustainable human settlements by improving the performance of the overall living and built environments of communities within the city, and by balancing quantity with quality housing opportunities, with a specific focus on improving the livelihood of the poor. The mandate is also key enabler of IDP Objective 16, creating a “capable and collaborative city government”.

The City's Human Settlements Directorate implements its mandate and objectives through four core line departments, support line departments<sup>1</sup> and a Project Management Office (PMO). The cross-cutting nature of this capacity is to ensure that the Human Settlements function has the requisite dedicated structural support, and the ability to make clearer links between strategic and operational needs for informal settlement upgrades, backyard services and formal housing delivery, and enabling enhanced housing provision through the market.

## **Core planning and implementation departments**

**Human Settlements Planning Department:** This department provides strategic support in the implementation of human settlements programmes through the development of human settlements operational strategies and policies that inform human settlements plans and programmes. The department is also responsible for strategic identification and acquisition of land for human settlements purposes as well as focusing on beneficiary and tenure administration. The HS Planning Department is also responsible for implementing social housing/affordable housing projects via the City's Land Release Programme, and for facilitating the development of social and GAP housing in identified restructuring zones to ensure the provision of affordable rental and full-title ownership housing in well-located areas.

**The Housing Development Department:** The core function of this department is to facilitate and develop sustainable integrated human settlements in alignment with the National Housing Code, the City's Spatial Development Framework, and the City's Transit Oriented Development Framework. This is done by managing the initiation, planning and implementation of integrated human settlements projects and facilitating the development of social facilities and amenities. Lastly, the department is responsible for the upliftment of local communities through the management of Enhanced People's Housing Programme (EPHP) projects.

**Public Housing Department:** This department is responsible to direct, manage and control the operations with regard to the transfer of the City's public housing assets, as well as for tenancy transfer and management. The department is also responsible for the development and implementation of maintenance plans by assessing conditions, maintenance costing, and rollout.

**Informal Settlements Department:** The primary function of this department is the upgrading of

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<sup>1</sup> Human Settlements Finance, Human Settlements Support Services (including Contract Management).

informal settlements through a variety of interventions, such as in-situ upgrading of informal settlements via the National Upgrading of Informal Settlements Programme, re-blocking and enhanced re-blocking as well as super-blocking. The latter interventions can result in individual serviced sites or the provision of shared basic services. In addition, the department provides basic municipal services to households residing in the backyards of City-owned rental housing.

## **1.3. INTERNATIONAL AND NATIONAL FRAMEWORK**

The following legislation and policy frameworks guide the development of integrated sustainable human settlements.

### **1.3.1. *The Constitution of the Republic of South Africa, 1996***

The City has a constitutional mandate, together with provincial and national government, to ensure that the right of access to adequate housing for all its citizens is realised. Section 26 of the Constitution states that:

- Everyone has a right to have access to adequate housing.
- The state must take reasonable legislative and other measures within its available resources to achieve the progressive realisation of this right.
- No one may be evicted from their home or have their home demolished without an order of court made after considering all the relevant circumstances. No legislation may permit arbitrary evictions.

The Constitution further describes that a municipality must strive "within its financial and administrative capacity" to achieve the following objectives of local government:

- To provide democratic and accountable government for local communities;
- To ensure the provision of services to communities in a sustainable manner;
- To promote social and economic development;
- To promote a safe and healthy environment; and
- To encourage the involvement of communities and community organisations in the matters of local government.

Sections 24 (the right to an environment that is not harmful to health or wellbeing), 25 (the right to property) and 27 (the right to clean water) contain other embedded rights that are taken into account when considering the regulatory landscape for providing adequate housing within Cape Town.

### **1.3.2. *The Housing Act***

The Housing Act, Act 107 of 1997 supports the aims and goals of the Constitution and provides the mandate of the national Department of Human Settlements (NDoHS). The Act provides for the facilitation of a sustainable housing development process and further lays down general principles applicable to housing development in all spheres of government, including defining the functions

of national, provincial and local governments in respect of housing development. Section 2 of the Housing Act compels all three spheres of government to give priority to the needs of the poor in respect of housing development.

It gives the City the responsibility for primary development (major housing development), sets out pro-poor policies, and advises on how to achieve sustainability, integration, consultation, good governance, empowerment, equity and the optimal use of resources. Section 9(1)(f) of the Act requires the City "as part of the municipality's process of integrated development planning, [to] take all reasonable and necessary steps within the framework of national and provincial housing legislation and policy to initiate, plan, coordinate, facilitate, promote and enable appropriate housing development in its area of jurisdiction".

The NDoHS formulated the Housing Amendment Act, Act 4 of 2001 in addition to the principal Act to give greater impetus to both the letter and spirit of section 156 of the Constitution. These amendments provide a legislative basis for:

- assigning the housing function to municipalities where appropriate; and
- compelling national and provincial government bodies to build the capacity of municipalities in order to facilitate assignments that are under consideration.

### ***1.3.3. Prevention of Illegal Eviction from and Unlawful Occupation of Land Act***

The Prevention of Illegal Eviction from and Unlawful Occupation of Land Act, Act 19 of 1998 provides for the prohibition of unlawful eviction and further provides procedures for the eviction of unlawful occupiers of land or properties, including the repeal of the Prevention of Illegal Squatting Act, Act 52 of 1951. In the context of growing informal settlements and the prevalence of urban evictions and unlawful land occupation, it is therefore crucial that the City of Cape Town ensures that due legal processes are followed when people have unlawfully occupied land or buildings.

### ***1.3.4. Spatial Planning and Land Use Management Act***

The Spatial Planning and Land Use Management Act, Act 63 of 2013 (SPLUMA) outlines guidelines for spatial planning and land use management in South Africa. It specifies the relationship between the spatial planning and the land use management system and other kinds of planning. It also ensures that the system of spatial planning and land use management promotes social and economic inclusion through spatial justice, spatial sustainability, spatial efficiency, spatial resilience and good administration.

### ***1.3.5. The National Housing Code and White Paper on Human Settlements***

The policy framework contained in the National Housing Code flows from the Housing Act, and guides the City's housing strategies and implementation parameters. The code sets out national

government's overall vision for housing in South Africa and provides guidelines on how to achieve it, and requires the City to conform to the policy parameters in order to access grant funding for human settlements. As such, it is a living document, enhanced as and when policy changes and evolves. The National Housing Code therefore contains key policy interventions that assist government in the implementation of sustainable human settlements, as well as policy prescripts that should be applied by provinces and municipalities in the implementation of housing programmes.

The national Department of Human Settlements has embarked on the overall review of its policy framework, which will result in the development of a Human Settlements Act and Human Settlements Code. On 4 December 2024, Cabinet approved the White Paper on Human Settlements. It was gazetted in January 2025 and is now the official policy framework in South Africa, which sets out the new policy direction of the Department of Human Settlements. The approved White Paper outlines a comprehensive policy framework to guide the development of sustainable, inclusive and equitable human settlements in South Africa, aiming to address past shortcomings by prioritising spatial integration, inclusivity and synergistic approaches while aligning with the constitutional right to adequate housing and the Sustainable Development Goals, focusing on creating liveable communities with access to basic services and green spaces across urban and rural areas.

Key points of the White Paper on Human Settlements are as follows:

<b>Constitutional alignment</b>	Strongly aligns with section 26 of the Constitution of the Republic of South Africa, guaranteeing the right to adequate housing.
<b>Sustainable development focus</b>	Incorporates principles of the Sustainable Development Goals, particularly Goal 11 on inclusive cities and human settlements.
<b>Integrated planning</b>	Aims to address spatial inequalities by promoting integrated planning across urban and rural areas.
<b>Citizen participation</b>	Encourages active citizen engagement in the development of human settlements.
<b>Innovative approaches</b>	Seeks to harness new and transformative methods for creating sustainable human settlements.
<b>Addressing gaps</b>	Aims to rectify existing inconsistencies and gaps in housing and human settlements policies.
<b>Collaboration across spheres</b>	Promotes coordination between national, provincial and municipal governments for effective implementation.

Future iterations for this Sector Plan will be informed by the Human Settlements Code once it is finalised and promulgated.

### **1.3.6. National Development Plan**

The National Development Plan (NDP) sets out a human settlements vision that, “by 2050, visible results from effectively coordinated spatial planning systems shall have transformed human settlements in South Africa into equitable and efficient spaces with citizens living in close proximity to work with access to social facilities and essential infrastructure”. The NDP aims to eliminate poverty and reduce inequality by 2030 and identifies the role different sectors of society need to play in reaching that goal. Chapter 8 sets out the plan for transforming human settlements, stating five spatial principles for human settlement development, namely spatial justice; spatial sustainability; spatial resilience; spatial quality; and spatial efficiency. The implications of the NDP for human settlements relate to transforming previous spatial inequalities in the location and design of major future housing developments, as well as providing communities with a greater choice in housing solutions.

The NDP also identifies the transition to a low-carbon economy and sustainable resource management as one of ten priority areas, with the imperative to develop regulations towards net zero buildings by 2030.

### **1.3.7. National Medium-term Strategic Framework (MTSF), 2019 – 2024**

The National Medium-term Strategic Framework (MTSF) has been replaced by the new Medium-term Development Plan (MTDP) 2024–2029 aligning with international naming conventions and emphasising development outcomes. The MTDP is the current strategic plan that serves as the foundation for the government's programme of action, focusing on key areas to drive inclusive growth, improve service delivery, and enhance living conditions. The intent is that the MTDP will be implemented through a whole-of-government approach, ensuring alignment across all levels of government. The MTDP serves as a prioritisation framework aimed at focusing all government efforts based on a set of programmes. It defines the strategic objectives and targets of government over the five-year term and is the frame of reference outlining the government's main priorities for this period.

Government has set five goals for the next five years, namely:

- A dynamic, growing economy;
- A more equal society, where no person lives in poverty;
- A capable state delivering basic services to all citizens;
- A safe and secure environment; and
- A cohesive and united nation.

To achieve these goals, the MTDP 2024–2029 identifies three strategic priorities that will be implemented across the state:

- Strategic Priority 1: Drive inclusive growth and job creation.
- Strategic Priority 2: Reduce poverty and tackle the high cost of living.
- Strategic Priority 3: Build a capable, ethical and developmental state.

The strategic focus of human settlements within the MTDP 2024–2029 is primarily on spatial transformation and increasing access to adequate, well-located housing and services to reduce poverty and inequality. The overall aim is to create sustainable, integrated and resilient communities that offer good basic and socio-economic services, ultimately restoring dignity and improving the quality of household life for all citizens. The image below illustrates key interventions to pursue to achieve the set-out strategic intent.

## KEY STRATEGIC FOCUS AREAS

- 

**SPATIAL TRANSFORMATION AND INTEGRATION**  
Addressing fragmented, inefficient spatial patterns
- 

**PRIORITISING LAND FOR DEVELOPMENT**  
Acquiring and releasing well-located land in PDAs
- 

**DIVERSE HOUSING OPTIONS**  
Providing various housing and tenure options
- 

**INFORMAL SETTLEMENTS UPGRADING**  
Supporting the upgrading of informal settlements
- 

**ENSURING SECURE TENURE**  
Addressing title deed backlog for subsidised housing
- 

**INFRASTRUCTURE INVESTMENT**  
Investing in bulk and social infrastructure
- 

**REGULATORY REFORM**  
Reviewing regulations for low-cost development
- 

**COLLABORATION AND PARTNERSHIPS**  
Strengthening intergovernmental and other partnerships
- 

### **1.3.8. National Spatial Development Framework (NSDF), 2050**

In terms of government policy, Chapter 8 of the NDP calls for the preparation of a “national spatial development framework”. In terms of legislation, section 5(3)(a) of SPLUMA and sections 13(1) and (2) of the Act mandate the Minister to, “... after consultation with other organs of state and with

the public, compile and publish a national spatial development framework", and review it at least once every five years.

The NSDF must, within the broader 'family' of strategic and sector plans of government:

- target and direct all infrastructure investment and development spending decisions by national sector departments and state-owned entities (SOEs);
- guide and align planning preparation, budgeting and implementation across spheres and between sectors of government; and
- frame and coordinate provincial, regional and municipal spatial development frameworks.

### **1.3.9. The Integrated Urban Development Framework**

The Integrated Urban Development Framework (IUDF) is the government of South Africa's policy position to guide the future growth and management of urban areas. This policy is coordinated by the Department of Cooperative Governance and Traditional Affairs (CoGTA) and it seeks to foster a shared understanding across government and society about how best to manage urbanisation and achieve the goals of economic development, job creation and improved living conditions. As such, the vision of the IUDF is to create liveable, safe, resource-efficient cities and towns that are socially integrated, economically inclusive and globally competitive, where residents actively participate in urban life.

To achieve this transformative vision, four overall strategic goals are introduced:

- **Spatial integration:** To forge new spatial forms in settlement, transport, social and economic areas.
- **Inclusion and access:** To ensure people have access to social and economic services, opportunities and choices.
- **Growth:** To harness urban dynamism for inclusive, sustainable economic growth and development.
- **Governance:** To enhance the capacity of the state and its citizens to work together to achieve spatial and social integration.

The abovementioned strategic goals inform the priority objectives of the nine policy levers identified in the IUDF, which are listed below:

<b>Policy lever</b>	<b>Description</b>
<b>LEVER ONE</b> Integrated spatial planning	Cities and towns that are spatially organised to guide investments that promote integrated social and economic development, resulting in a sustainable quality of life for all citizens.
<b>LEVER TWO</b> Integrated transport and mobility	Cities and towns where people can walk, cycle and use different transport modes to easily access economic opportunities, education institutions, health facilities and places of recreation.
<b>LEVER THREE</b> Integrated sustainable human settlements	Cities and towns that are spatially equal, integrated and multifunctional and in which settlements are well connected to essential and social services, as well as to areas of work opportunities.
<b>LEVER FOUR</b> Integrated urban infrastructure	Cities and towns that have transitioned from traditional approaches to resource-efficient infrastructure systems, which provide for both universal access and more inclusive economic growth.
<b>LEVER FIVE</b> Efficient land governance and management	Cities and towns that grow through investments in land and property, providing income for municipalities that allow further investments in infrastructure and services, resulting in inclusive, multifunctional urban spaces.
<b>LEVER SIX</b> Inclusive economic development	Cities and towns that are dynamic and efficient, foster entrepreneurship and innovation, sustain livelihoods, enable economic growth, and generate the tax base needed to sustain and expand public services and amenities.
<b>LEVER SEVEN</b> Empowered active communities	Cities and towns that are home to socially and culturally diverse citizens that are actively involved in city life and committed to making South Africa work.
<b>LEVER EIGHT</b> Effective urban governance	Cities and towns that have the necessary institutional, fiscal and planning capabilities to build inclusive, resilient and liveable urban spaces.
<b>LEVER NINE</b> Sustainable finances	Cities and towns that are supported by a fiscal framework that acknowledges the development potential and pressures of urban spaces, manage their finances effectively and efficiently, and are able to access the necessary resources and partnerships for inclusive urban growth.

**Table 1: Integrated Urban Development Framework policy levers**

### **1.3.10. Sustainable Development Goals**

The Sustainable Development Goals (SDGs), also known as the Global Goals, were adopted by all United Nations Member States (including South Africa) in 2015 as a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity by 2030.

Seventeen SDGs are identified, all of which are integrated as they recognise that action in one area will affect outcomes in others, and that development must balance social, economic and environmental sustainability.

After the realisation that in 2008, for the first time in history, the global urban population outnumbered the rural population and that predictions indicate that two-thirds of the world population will be living in urban areas by 2015, it was time to call for a new 'urban millennium'. With more than half of humankind living in cities and the number of urban residents growing by nearly 73 million every year, it is estimated that urban areas account for 70 percent of the world's gross domestic product and have therefore generated economic growth and prosperity for many.

In an attempt to address the important topic of sustainable cities and human settlements, a stand-alone sustainable development goal on cities and urban development was included in the 2030 Agenda, namely **Sustainable Development Goal 11: 'Make cities and human settlements inclusive, safe, resilient and sustainable'**. Notwithstanding the importance of SDG 11, there are a number of other SDGs that are also relevant for the realisation of integrated sustainable human settlements, including:

SDG 1: No poverty

SDG 3: Good health and wellbeing

SDG 6: Clean water and sanitation

SDG 9: Industry, innovation and infrastructure

SDG 15: Life and land

'Promoting sustainable human settlements development' is also the subject of Chapter 7 of Agenda 21, which calls for:

- providing adequate shelter for all;
- improving human settlements management;
- promoting sustainable land use planning and management;
- promoting the integrated provision of environmental infrastructure: water, sanitation, drainage and solid waste management;
- promoting sustainable energy and transport systems in human settlements;
- promoting human settlements planning and management in disaster-prone areas;
- promoting sustainable construction industry activities; and
- promoting human resource development and capacity-building for human settlements development.

### **1.3.11. Other legislation**

Other enactments that influence housing development and administration include the following:

- Division of Revenue Act (annual Act)
- Local Government: Municipal Finance Management Act, Act 56 of 2003
- Rental Housing Act, Act 50 of 1999

- Consumer Protection Act, Act 68 of 2008
- Social Housing Act, Act 16 of 2008
- Housing Development Agency Act, Act 23 of 2008
- National Environmental Management Act, Act 107 of 1998, as amended
- Sectional Titles Schemes Management Act, Act 8 of 2011
- National Home Builders Regulations and Building Standards Act, Act 103 of 1977
- Home Loan and Mortgage Disclosure Act, Act 63 of 2000
- Climate Change Act, Act 22 of 2024
- Part X of the regulations published under section 17(1) of the National Building Regulations and Building Standards Act, Act 103 of 1977

## **1.4. PROVINCIAL FRAMEWORK**

### **1.4.1. OneCape 2040, 2012**

OneCape 2040 is an economic vision and strategy process for the Western Cape region. It aims to ensure an integrated approach to economic development and job creation that seeks to set a common direction to guide planning and action, and to promote a common commitment and accountability to sustained long-term progress. As such, OneCape 2040 is a plan that recommends a range of actions for all stakeholders, including all three spheres of government, the private sector, knowledge institutions and civil society.

### **1.4.2. Provincial Strategic Plan, 2025 – 2030**

The WCG's Department of the Premier has approved the Provincial Strategic Plan, 2025 – 2030, which sets out the overarching priorities and strategic direction for the WCG for the next five years to allow for integrated and coordinated action across provincial departments. The Provincial Strategic Plan 2025 – 2030 is fundamentally resident-centric, focusing on enabling residents to access economic opportunities and live the lives they value. Helping businesses grow and create jobs, and equipping residents to get those jobs, is the apex priority of the WCG's strategy, recognising that a thriving economy is the foundation for individual wellbeing, stable households and effective service delivery. To achieve this priority, four strategic portfolios were identified:

- Growth for Jobs;
- Safety;
- Educated, Healthy and Caring Society; and
- Innovation, Culture and Governance

As a metropolitan city within the Western Cape province, it is therefore imperative to consider these priorities when planning for human settlements development. In particular, consideration should be given to how the City can contribute to economic growth and job creation by either directly driving opportunities or removing barriers that limit participation in the economy through our housing interventions.

### **1.4.3. Western Cape Infrastructure Framework (WCIF), 2050**

The Western Cape Infrastructure Framework 2050 (WCIF 2050) presents a forward-thinking and transformative vision for infrastructure development in the Western Cape. The vision of the framework is to enable infrastructure-led growth and investment in the Western Cape that creates sustainable, equitable and resilient communities. It positions infrastructure as a key driver of social equity, economic growth and environmental stewardship, while addressing the region's unique spatial challenges.

Central to the WCIF 2050 is the need for integrated infrastructure planning that considers land use, spatial realities and equitable development across urban and rural areas. This approach requires strong collaboration between different levels of government and a wide array of stakeholders.

Although the Western Cape is well served with infrastructure, a large number of people live in poorly serviced areas where low or very low levels of infrastructure are available. In relation to human settlements development, the WCIF 2050 focuses on transformative infrastructure by addressing historical inequality, enhancing quality of life, and fostering inclusive growth, centered around themes such as spatial justice, resilient design, private sector partnership and innovation, aiming to create better-linked, inclusive and well-located communities with improved services and sustainable housing. Key goals involve formalising informal settlements, improving service delivery, and integrating infrastructure with economic development to benefit vulnerable residents.

### **1.4.4. Western Cape Inclusionary Housing Policy Framework**

In November 2022, the Western Cape Government approved the Inclusionary Housing Policy Framework. This policy framework will help municipalities in the Western Cape to facilitate the inclusion of more affordable housing units in developments in our urban centres. This will be done in partnership with the private sector, creating more opportunities for people to live in better locations. The policy framework explains what inclusionary housing is, how it can support spatial transformation, where it can be utilised in the province, which processes to follow, who is responsible for what, and what the various policy considerations are.

## **1.5. CITY FRAMEWORK**

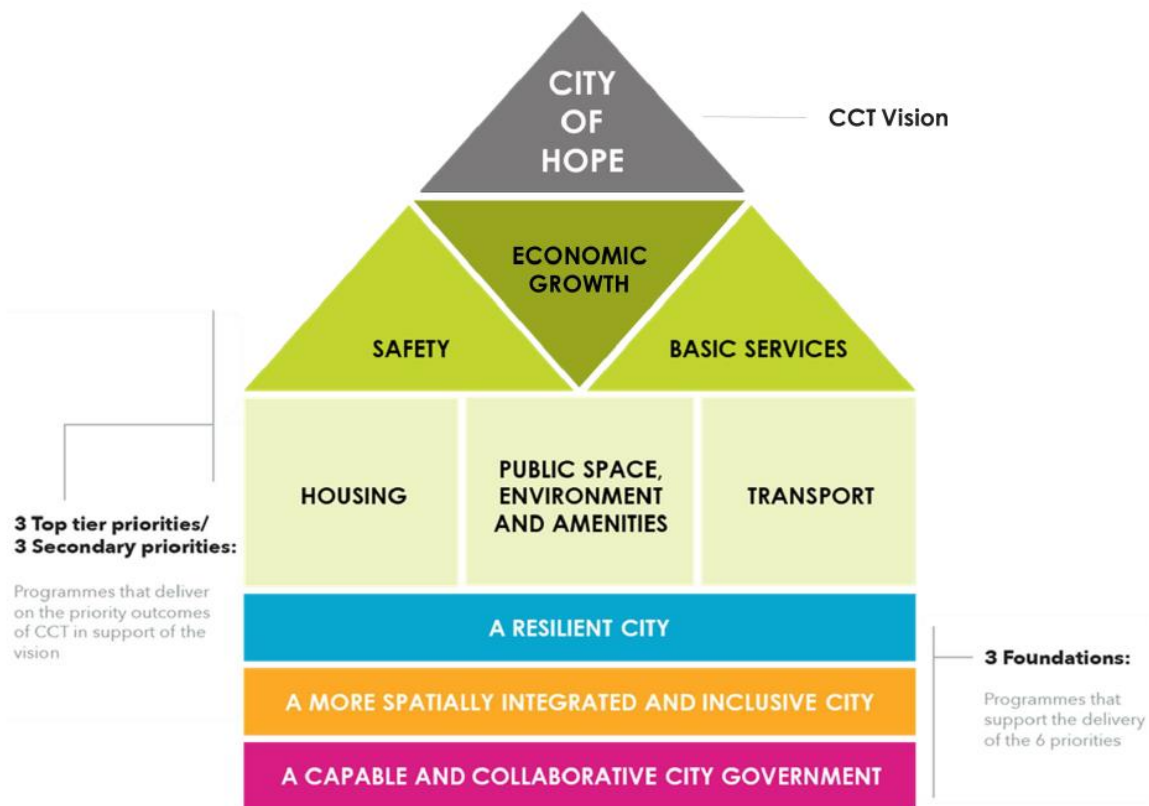
### **1.5.1. Integrated Development Plan (IDP)**

The IDP is the City's key tool for dealing with the real issues of households and communities in a strategic, developmental and delivery-oriented way. The IHSSP serves as an informant to the development of the City's IDP.

The City's current five-year IDP (2022/23 – 2026/27) is premised on a vision of hope, thus aiming to create a prosperous, inclusive and healthy city where people can see their hopes of a better future for themselves, their children and their community become a reality.

To turn Cape Town into South Africa's city of hope, the City must provide the foundation necessary to improve people's life chances and restore hope in our city's and the country's future. We must use the public resources entrusted to us to co-create a city that is more caring, more inclusive, more prosperous, more united, more respectful, more safe and more free.

The diagram below illustrates the six priority areas of the City over the next five years, which include, amongst others, housing and access to basic services. These six priorities will rest on three foundations essential to realise 'a city of hope'. These foundational principles focus on the city to become more resilient and a more spatial and inclusive city, and to be a capable and collaborative city government.



**Figure 1: The IDP strategic plan comprising priorities and foundations that support the vision of creating a city of hope**

One of the key IDP priorities for the purposes of this sector plan is the housing priority that outlines two objectives, namely:

- Objective 7: Increased supply of affordable, well-located homes
- Objective 8: Safer, better-quality homes in informal settlements and backyards over time

Figure 2 below provides an overview of the commitments associated with the respective housing objectives and the programmes and/or initiatives that will give effect to these commitments.

<b>HOUSING</b>	
<b>Let's empower the private sector to increase the supply of affordable housing across the formal and informal markets</b>	
<b>Commitments</b>	<b>Programmes and projects/initiatives</b>
<b>OBJECTIVE 7: Increased supply of affordable, well-located homes</b>	
The City is committed to significantly increasing access to affordable and well-located housing. It will do this by supporting a housing market that can deliver at scale to meet the needs of Cape Town's population, and prioritising the release of City-owned land for affordable housing.	<b>Partnership for affordable housing programme</b> <ul style="list-style-type: none"> <li>• Land and building release initiative</li> <li>• Social housing incentives initiative</li> <li>• Advocacy initiative</li> <li>• Inclusionary housing initiative</li> <li>• Finance-linked individual subsidy programme</li> </ul>
The City recognises housing as a valuable social, economic and financial asset. The provision of secure tenure will be a key priority so that households can leverage the value of their housing asset to participate in the economy.	<b>Tenure security programme</b> <ul style="list-style-type: none"> <li>• Subsidised housing tenure initiative</li> <li>• Public housing ownership transfer initiative</li> <li>• Informal settlements tenure reform initiative</li> </ul>
The City will utilise its capital project and contract management capabilities to ensure that current subsidised housing projects are delivered efficiently and yield maximum benefit for housing beneficiaries.	<b>Integrated residential development programme</b> <ul style="list-style-type: none"> <li>• Scaling up serviced sites initiative</li> <li>• Breaking New Ground programme</li> <li>• Enhanced People's Housing Process</li> </ul>
The City will focus on maintaining its significant stock of Council rental units, tenancy management, as well as interventions that address community safety and persistent social ills in these housing developments.	<b>Public rental housing programme</b> <ul style="list-style-type: none"> <li>• Maintenance of public rental stock initiative</li> <li>• Tenancy management project</li> <li>• Safety and stabilisation initiative</li> </ul>
<b>OBJECTIVE 8: Safer, better-quality homes in informal settlements and backyards over time</b>	
The City will use its resources to improve the safety and quality of homes in less formal areas. Regulations and ways of working will be adapted to support the development of more and better-quality homes by all participants in the housing market – from the public sector and large property developers, through to micro-developers and households seeking to develop an additional dwelling on their property.	<b>Micro-developer and additional dwelling improvement programme</b> <ul style="list-style-type: none"> <li>• Regulatory reform initiative</li> <li>• Local planning support initiative</li> </ul>
The City will improve basic services to informal settlements to support a healthier and more liveable environment. It will also work with communities to improve the layout and quality of buildings for better community safety and resilience.	<b>Informal settlements upgrading programme</b> <ul style="list-style-type: none"> <li>• Informal settlements upgrading initiative</li> <li>• Informal settlements data improvement initiative</li> </ul>

**Figure 2: IDP housing objectives and programme**

The IHSSP takes into consideration the latter priorities and foundational principles in respect of the commitments to mainstream basic service delivery to informal settlements and to facilitate the development of affordable housing by public and private actors in well-located areas of the city. The details of how these commitments will be implemented over the course of the next five years will be discussed in more detail in section 4 of this plan.

### **1.5.2. Municipal Spatial Development Framework (MSDF)**

The amended City of Cape Town spatial development frameworks, namely the Municipal Spatial Development Framework (MSDF) and the integrated District Spatial Development Framework and Environmental Management Framework (DSDF-EMF), were approved by Council on 26 January 2023. These frameworks have been amended to reflect and incorporate updates from recently approved City strategies, the new realities and considerations brought about by COVID-19, demographics and land use projections, implications of rapid urbanisation in land, housing and service delivery issues, public transport challenges (road and rail – rail in particular), environmental considerations and long-term sustainability and resilience of the city and the updated policy environment.

The amendment of the MSDF is a legislative requirement in terms of the Spatial Planning and Land Use Management Act, Act 16 of 2013 (SPLUMA), the Land Use Planning Act, Act 3 of 2014 (LUPA) and the Cape Town Municipal Planning By-law, 2015 (MPBL). The DSDFs are reviewed in accordance with the MPBL, and the EMFs are prepared in accordance with the National Environmental Management Act (NEMA) Environmental Management Framework Regulations, 2010.

The MSDF is prepared as part of the City's five-year Integrated Development Plan (IDP) in accordance with the provisions of the Local Government: Municipal Systems Act, Act 32 of 2000 (MSA). The MSDF translates the vision and strategy of the IDP to establish a framework for long-term growth and development, inclusive of a spatial vision, policy parameters and development priorities that support a future spatial form and structure of the city.

The integrated District Spatial Development Framework and Environmental Management Framework (DSDF-EMF) translates the MSDF vision and policy objectives into district and subdistrict level detail and gives greater expression to the strategies, proposals and transformation focus of the MSDF. By integrating the EMF with the DSDF (as was done in 2012, but updated and further integrated in 2023), a single integrated policy document for land use and environmental planning decision has been achieved. The integrated DSDF-EMF provides a 'one-stop-shop' set of guidelines for land use planning and environmental decision making, removing conflicts and duplications.

The strategic goals and proposals of the MSDF and DSDF-EMF are guided by the vision set out in the new term-of-office IDP 2022/23 – 2026/27 of making Cape Town a city of hope. This vision provides a shared purpose, direction, inspiration and motivation for decision makers, leaders and residents of Cape Town to work together to attain it. From a spatial perspective, the City aims to achieve this vision by creating an equitable and sustainable city. The vision supports the City's spatial transformation objectives to better serve all residents and businesses. It recognises the

historical challenges and constraints faced by the City and opportunities the City can capitalise on towards achieving this goal, including;

- working in partnership with the private and public sector;
- addressing spatial injustice and inequality and avoiding the creation of new structural imbalances in the delivery of services or the availability of economic and residential opportunities; and
- meeting sustainability obligations while responding to social, economic, climate and resource shocks and stresses.

The City's spatial vision, as set out in the MSDF and DSDF-EMF, is supported and enabled by three specific spatial strategies. These are embedded in the IDP foundation of: A more spatially integrated and inclusive city. The three spatial strategies underpinning this foundation are

- Spatial strategy 1: Plan for economic growth, and improve access to economic opportunities.
- Spatial strategy 2: Manage urban growth, and create a balance between urban development, food security and environmental protection.
- Spatial strategy 3: Build an inclusive, integrated, vibrant and healthy city.

The three spatial strategies serve to direct decision making that is binding on the City and must be used to inform the City's capital budget expenditure to give effect to the implementation of the City's MSDF.



**Figure 3: MSDF 2023 spatial strategies**

### **1.5.3. Comprehensive Integrated Transport Plan**

The Comprehensive Integrated Transport Plan (CITP) defines the strategy to deliver, operate and fund integrated, intermodal and interoperable transport and its related infrastructure (road, stormwater, bridge and rail networks), facilities and systems within the city. The CITP 2023 – 2028 was approved by Council on 25 May 2023 to ensure alignment with the new term-of-office IDP cycle and MSDF, and details the City's intent to:

- create an integrated transport system;
- address spatial integration to improve the sustainability and efficiency of public transport services;
- lower the cost of travelling; and
- reduce commuting time for residents.

The CITP takes into account the current and future state of public transport, such as:

- the collapse of passenger rail;
- the impact of the COVID-19 pandemic and remote working on commuter demand and longer-term travel patterns; and
- climate change.

Furthermore, it provides a detailed analysis of priorities, proposed expenditure over the medium term and responses to longer-term systemic challenges, including:

- a growing travel demand from people with a small disposable income;
- long travelling distances between lower-income areas and places of work and opportunities;
- a failing passenger rail system;
- poor integration between different modes of public transport under different management authorities or spheres of government;
- inefficiencies in the minibus-taxi sector and MyCiTi bus service; and
- maintenance backlog related to the city's road network, missing road links and traffic signal upgrades needed to improve traffic flow.

#### **1.5.4. The Inclusive Economic Growth Strategy**

The Inclusive Economic Growth Strategy is a fundamental lever in attaining the opportunity city and inclusive city strategic focus areas. In particular, it focuses on positioning Cape Town as a forward-looking, globally competitive city through the ease-of-business programme, the business brand programme, the economic development and growth programme as well as the partnership development programme. It also covers economic inclusion with a focus on skills development, as well as building integrated communities.

#### **1.5.5. The Social Development Strategy**

The Social Development Strategy was crafted with the intent to improve and enhance the quality of life of all people, especially the poor and marginalised. This strategy therefore focuses on addressing poverty, inequality and social ills, while enabling people to participate in their own development, thus aligning with the strategic focus areas of the IDP, namely an opportunity city and an inclusive city. The Human Settlements Directorate will as far as possible align its interventions/plans with these principles.

**1.5.6. Cape Town Water Strategy**

The Cape Town Water Strategy sets the city on a course towards a future in which there will be sufficient water for all, and which is resilient to the possible impacts of climate change through focused interventions such as facilitating safe access to basic water and sanitation for all residents, in particular residents within the informal settlements.

Although the provision of water and sanitation is not the core function of Human Settlements, it is imperative that the interventions and plans set out within the IHSSP are closely aligned with the principles of the Water Strategy.

**1.5.7. The City of Cape Town Resilience Strategy**

In August 2019, Council approved its first Resilience Strategy to ensure that Cape Town is able to survive and thrive in the event of possible challenges. Resilience is the ability of individuals, communities, institutions, businesses and systems in a city to survive, adapt and thrive, no matter the kinds of chronic stresses and acute shocks they experience. The Resilience Strategy is based on five pillars that will be incorporated through the various interventions set out in this IHSSP. The five pillars are illustrated in table 2 below:

<b>Pillar one</b>	A compassionate, holistically healthy city	Feeling welcome, safe and accepted in our city.
<b>Pillar two</b>	A connected, climate-adaptive city	Working together to create place-based response.
<b>Pillar three</b>	A capable, job-creating city	Turning resource constraints and the challenges of rapidly evolving technology into new opportunities.
<b>Pillar four</b>	A collectively shock-ready city	Preparing for, responding to, and recovering from disasters.
<b>Pillar five</b>	A collaborative, forward-looking City	Working collaboratively to mainstream applications of resilience.

*Table 2: Five pillars of the City of Cape Town Resilience Strategy*

**1.5.8. The 2025 Energy Strategy for the City of Cape Town**

The City of Cape Town's Energy Strategy outlines several action items for human settlements, focusing on alleviating energy poverty, improving energy efficiency, and integrating renewable energy sources. Key action items include:

### **For informal and low-income settlements**

Continue electrification: Uphold a high rate of grid electrification in eligible informal settlements and backyard dwellings to ensure safe and legal energy access.

Pilot alternative lighting: Explore and implement alternative public lighting solutions in non-electrified informal settlements to improve safety and security.

Provide alternative energy subsidies: Investigate the possibility of providing subsidies for non-grid-connected, safe and clean energy sources for households without access to grid electricity.

Promote cleaner cooking fuels: Encourage the use of cleaner energy sources for cooking, such as liquid petroleum gas (LPG), as an alternative to harmful paraffin and biomass fuels.

Improve thermal efficiency: Promote the thermal efficiency of informal and formal dwellings through the application of appropriate design principles and construction techniques, reducing the need for excessive heating.

Install solar water heaters (SWH): Roll out programmes for installing solar water heaters in low-income households.

### **For all households**

Promote energy efficiency: Conduct education and awareness campaigns to encourage households to use all available energy resources safely and efficiently.

Facilitate solar water heater adoption: Encourage the replacement of electric water heaters with electric solar water heaters to significantly reduce electricity consumption and costs.

Implement demand management: Encourage participation in demand management programmes, such as the Power Heroes initiative, which offers incentives for voluntarily shifting electricity use outside of peak periods.

Explore innovative technologies: Investigate the use of new and innovative technologies, including rooftop solar PV, battery storage and smart grid functionality, which are affordable, sustainable and acceptable to communities.

## **1.5.9. City's climate change commitments**

### **1.5.9.1. Development of a Climate Change Strategy in 2020**

In 2017, Council adopted the first City of Cape Town Climate Change Policy. This policy followed approximately fifteen years of work on both climate change mitigation and adaptation, and several previous action plans. The adoption of the Climate Change Policy in 2017 was an important milestone, marking the point at which it was recognised that climate change is a significant threat to Cape Town and thus required a dedicated policy and strategy approach.

In 2019, the City of Cape Town Climate Change Policy was reviewed and it was determined that the policy should be upgraded to a strategy in order to ensure that climate change is addressed and integrated at the highest level within the organisation. This strategy therefore builds on the commitments of the 2017 Climate Change Policy and includes new commitments and a more ambitious programme of action. This includes achieving 'embedded sustainability' through the retention, restoration, expansion and optimisation of green infrastructure, such as green open spaces within housing developments and nature-based solutions (NbS) for infrastructure. The Climate Change Strategy was approved by Council in 2021. To facilitate the implementation thereof, a Climate Change Action Plan was developed that sets out the various actions to give effect to the strategy's objectives, and the responsible role players.

#### **1.5.9.2. C40 Deadline 2020 commitment, which includes a commitment to carbon neutrality by 2050**

The City of Cape Town is a member of C40 – a global climate change leadership network aimed at promoting climate change response action at the local government level. Cape Town, along with three other metropolitan municipalities in South Africa and a wide range of major cities worldwide, is part of the C40's Deadline 2020 programme, which aims to put cities on track to meet the goals of the Paris Agreement and achieve carbon neutrality and climate resilience by 2050. This requires having a climate action plan in place, which in the City of Cape Town's case also serves as the implementation plan of its new Climate Change Strategy. Cape Town also has an important role to play in helping South Africa meet its nationally determined contributions in terms of the Paris Agreement. The mitigation component of this commitment is far more ambitious than the City's previous set of carbon emission reduction targets, the Energy2040 Goal, it is replacing, which had an overall goal of 37% emission reduction relative to baseline by 2040 that effectively translated to stable annual emissions over the period.

#### **1.5.9.3. Net-zero carbon buildings commitment**

The carbon neutrality component of the Deadline 2020 commitment includes a parallel commitment supported by its own programme that the City joined in 2018, named the C40 South Africa New Buildings Programme. The strategic objective of this programme is to accelerate the development and implementation of transformational energy efficiency policies and programmes, working towards zero carbon performance for new buildings in South African cities by 2020, and to share the lessons widely across C40 city networks. Through the programme, the City is committed to accelerating transformative climate action by delivering carbon neutrality for all new buildings by 2030.

In addition, the City is a signatory to the Net Zero Carbon Buildings Declaration. By signing this declaration, the City commits to net zero carbon performance of all new buildings citywide by 2030 and to pursuing the retrofit of existing buildings to be net carbon zero by 2050. In its own operations, the City commits to ensuring that all new facilities owned, occupied and developed by the municipality are net zero carbon in operation by 2030, and that to the extent possible the same is true for existing facilities. To meet these commitments, the City (through the C40 SA New Building Programme) is looking to introduce legislative measures that establish the minimum

energy efficiency requirements of buildings and that require renewable energy systems of adequate capacity to achieve net zero carbon buildings.

## 1.6. PARTNERS

Intergovernmental relations are vital, as the various spheres of government are required to work together to realise the vision of a Cape Town in which all are cared for and able to prosper. Although relationships have been fostered with various spheres of government and government departments, there is room for improvement. The following intergovernmental stakeholders are vital for the development of integrated human settlements.

<b>National government</b>	National Department of Human Settlements, Water and Sanitation National Treasury National Department of Public Works National Department of Cooperative Governance and Traditional Affairs National Housing Finance Corporation
<b>Provincial government</b>	Western Cape Department of Infrastructure Western Cape Department of Environmental Affairs and Development Planning Western Cape Department of Social Development Western Cape Education Department
<b>Regulators</b>	Social Housing Regulatory Authority National Home Builders Registration Council
<b>State-owned enterprises</b>	PRASA Transnet Housing Development Agency

**Table 3: Intergovernmental stakeholders**

Recognising that it cannot achieve its vision on its own, the directorate continues to seek opportunities to foster additional relationships and collaborations to enhance and improve its services to the community.

<b>Professional associations</b>	South African Local Government Association Social housing institutions (SHIs) and other development agents (ODAs) Council for the Built Environment Western Cape Property Development Forum and broader development industry Financial Sector Transformation Council
<b>Civil society</b>	NGOs CBOs Academia Targeted communities for project-related engagement

**Table 4: Private and civil society stakeholders**

Internal relationships are equally important, and the directorate relies on the City's various service departments to contribute both directly and indirectly to the success of its endeavours.

<b>City of Cape Town line directorates and departments</b>	Finance Spatial Planning and Environment Community Services and Health Corporate Services Economic Growth Urban Mobility Water and Sanitation Urban Waste Management Energy Safety and Security Future Planning and Resilience
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**Table 5: Internal stakeholders**

## 2. CONTEXTUAL ANALYSIS

### 2.1. OVERVIEW

South Africa's population grew at a rate of 1,8% in 2022, with approximately 68% of the population living in cities (Statistics South Africa, 2023). This number is expected to increase to 71% by 2030. The sustained proliferation of informal settlements in South Africa reflects both the challenge of housing inadequacy and the resilience and innovation of the most vulnerable, that develop informal dwellings when formal markets are unaffordable. Across South Africa, 22% of the total urban population lives in informal settlements. As such, South Africa continues to face significant challenges with adequate and affordable housing for much of the low-income population, despite decades of comprehensive government-subsidised housing delivery.

According to Census 2022, the Western Cape has the fastest-growing population in the country, at 2,2% per annum between 2011 and 2022 (table 6). This is significant as it matches the highest estimate, a 'very high growth rate' as projected by the City (City of Cape Town, 2023a). This growth has a significant impact on the current infrastructure, and the socio-economic, cultural and environmental structures of the city and region, and will continue to shape the future sustainability of the province and city well into the future.

Province	Population 2011	Population 2022	Compound annual growth rate
<b>Western Cape</b>	5 822 734	7 433 020	2,2%
<b>Mpumalanga</b>	4 039 939	5 143 324	2,2%
<b>Gauteng</b>	12 272 263	15 099 422	1,9%
<b>Limpopo</b>	5 404 868	6 572 721	1,8%
<b>KwaZulu-Natal</b>	10 267 300	12 423 907	1,7%
<b>South Africa</b>	51 770 560	62 027 503	1,7%
<b>Northern Cape</b>	1 145 861	1 355 945	1,5%
<b>Eastern Cape</b>	6 562 053	7 230 204	0,9%
<b>North West</b>	3 509 953	3 804 548	0,7%
<b>Free State</b>	2 745 590	2 964 412	0,7%

**Table 6: Compound annual growth rates per province, Census 2022**

In terms of metropolitan municipalities, Census 2022 indicates that Cape Town's population is also growing at 2,2% per annum, a higher rate than the country average, and the third-fastest-growing metro in the country. The Census puts Cape Town as the second largest municipality by population after Johannesburg. However, at a growth rate of 2,2% compared to Johannesburg's 0,7%, Cape Town was set to become the most populous metro in South Africa by 2023.

Metropolitan municipality	Population 2011	Population 2022	Compound annual growth rate
<b>City of Tshwane</b>	2 921 488	4 040 315	3,0%
<b>Ekurhuleni</b>	3 178 470	4 066 691	2,3%
<b>City of Cape Town</b>	3 740 031	4 772 846	2,2%
<b>Buffalo City</b>	781 853	975 255	2,0%
<b>City of Johannesburg</b>	4 434 631	4 803 262	0,7%
<b>Mangaung</b>	775 184	811 431	0,4%
<b>Nelson Mandela Bay</b>	1 152 115	1 190 496	0,3%

**Table 7: Compound annual growth rates per metro, Census 2022**

As urbanisation and population growth are inevitable, a proactive and sustainable response is required to address the challenges and opportunities that urbanisation presents, including improving the living environment, climate resilience, and the overall health and wellbeing of residents and communities. Critical to this is embracing informality as a current and future reality. There are simply not enough state resources to provide housing to all who need it. Accepting informality opens up the space to implement innovative responses that can upscale the delivery of housing and integrated human settlements by all actors within the human settlements environment.

## 2.2. DEMOGRAPHIC AND HOUSEHOLD DEMAND ASSESSMENT

It is important for the Human Settlements Directorate to first reflect on the city's current context, including its demographics, household demands and housing market trends, before crafting adequate plans and interventions towards developing integrated sustainable human settlements within the city. This section therefore provides a high-level assessment of the City of Cape Town context as it relates to population/household indicators, socio-economic trends, property trends, housing demand indicators and national grant funding trends.

### 2.2.1. Overview of population growth within the city

As of 2022, Cape Town had an estimated population of 4 772 846, which amounted to an estimated 1 452 845 households. The Census 2022 report indicates that formal dwellings, as a proportion of all dwellings, increased from 78% in 2011 to 88% in 2022, whereas informal dwellings declined from 22% in 2011 to 12% in 2022.

If one assumes that one household corresponds to one dwelling unit (a simplifying assumption), then formal dwellings in the city's extent have increased by some 430 000 in the eleven years since the last Census, while informal dwellings decreased by some 60 000 units. These findings, at odds with what may be directly observed or via remote sensing data, should be treated with circumspection and require more investigation.

<b>City of Cape Town Census Housing Results<sup>2</sup></b>			
	<b>2011</b>	<b>2022</b>	<b>Increase/decrease</b>
<b>Population</b>	3 740 031	4 772 846	1 032 815
<b>Number of households</b>	1 068 515	1 452 845	384 330
<b>Average household size</b>	3,5	3,3	-0,2
<b>Formal dwellings %</b>	78,4%	87,5%	9,1%
<b>Informal dwellings %</b>	21,6%	11,7%	-9,9%
<b>Formal dwelling</b>	837 716	1 271 239	433 524
<b>Informal dwellings</b>	230 799	169 983	-60 816

**Table 8: Summary of population, households and dwelling type for the CCT, Census 2022**

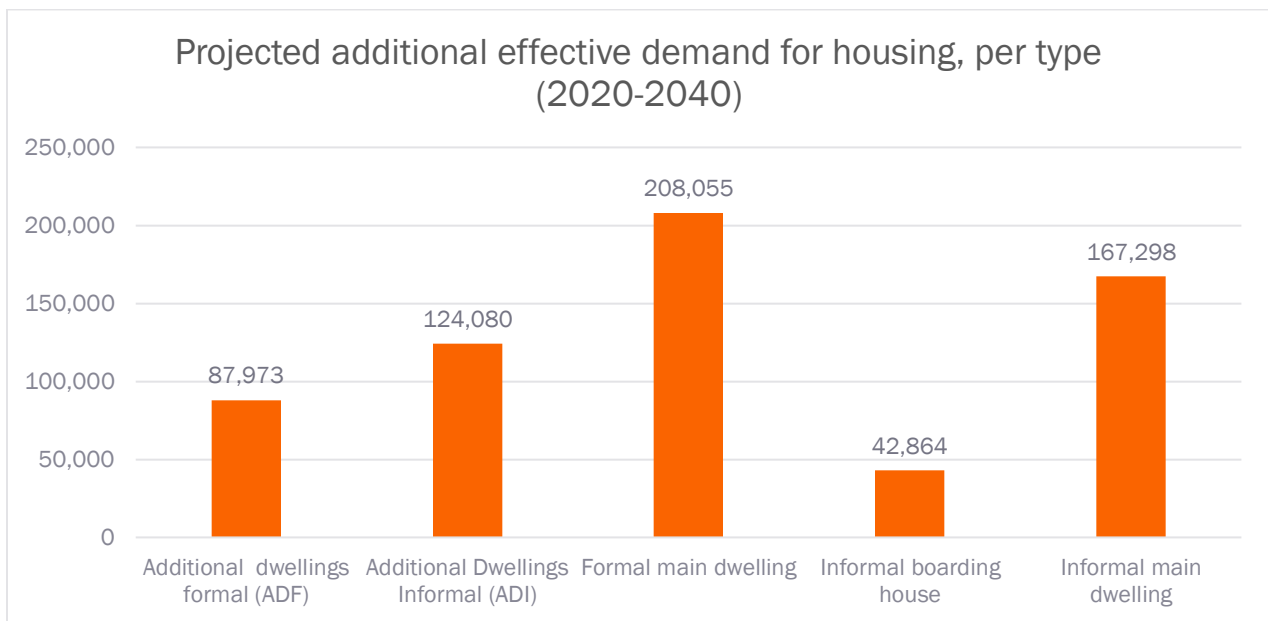
In August 2020, the City's Policy and Strategy Department (Research Branch) developed household growth projections (CoCT Policy and Strategy Department, 2020) as an input to the City's Future Land Use Model. These projections represent the City's synthesis perspective on the most likely demographic growth scenarios between 2020 and 2040, and the implication of this new growth on future housing demand. These projections are used as the base data source for all sector plans within the City, thus aiding alignment.

<sup>2</sup> Formal and informal dwellings were calculated making the assumption that households equate to dwellings. Formal and informal dwelling percentages will not add up to 100% as traditional and other dwellings are not included.

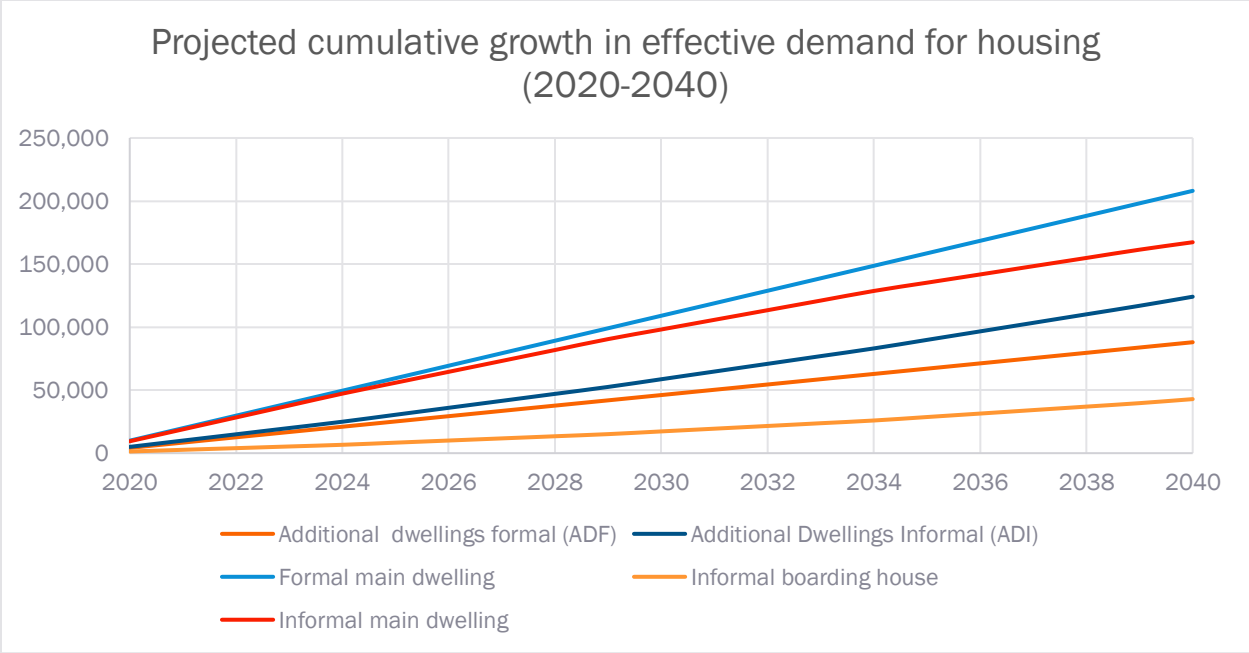
The City projects that an additional 630 270 dwelling units will be needed from 2020 to 2040, an average of 30 013 units per year. This is broken down into housing types and income brackets. The housing types are based on historical trends and assume a continuation of modes of development without intervention by the City. As such, they are included here for reference, and not as what is planned by the City. The income brackets projected are directly useful; however, as modes of delivery will ideally be different (for example, subsidised formal housing rather than informal settlements) the past trends of growth within income brackets in the city provide a reasonable projection of what needs to be catered for in terms of land and housing opportunities.

### Growth in demand per dwelling type

**Error! Reference source not found.** figure 4: Total projected additional units, 2020-2040 by dwelling type below indicate (CoCT). From these, it is apparent that while the majority of the new growth is in the formal main dwelling category, there is also a projected growth in informal main dwellings, and additional dwellings informal (ADI).



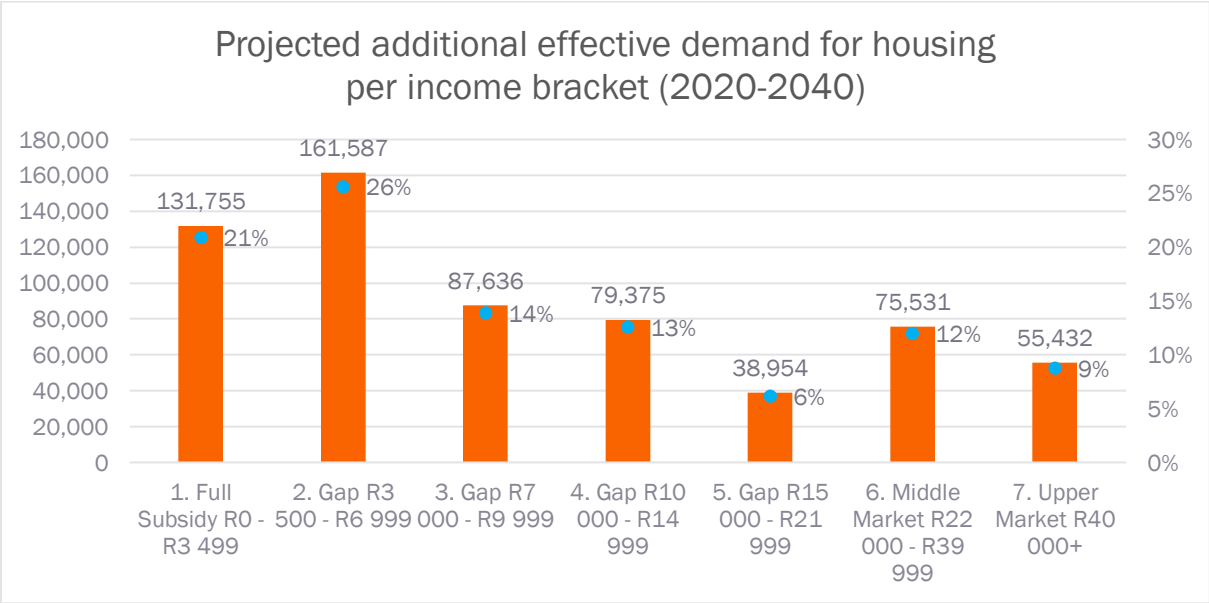
**Figure 4: Total projected additional units, 2020-2040 by dwelling type**



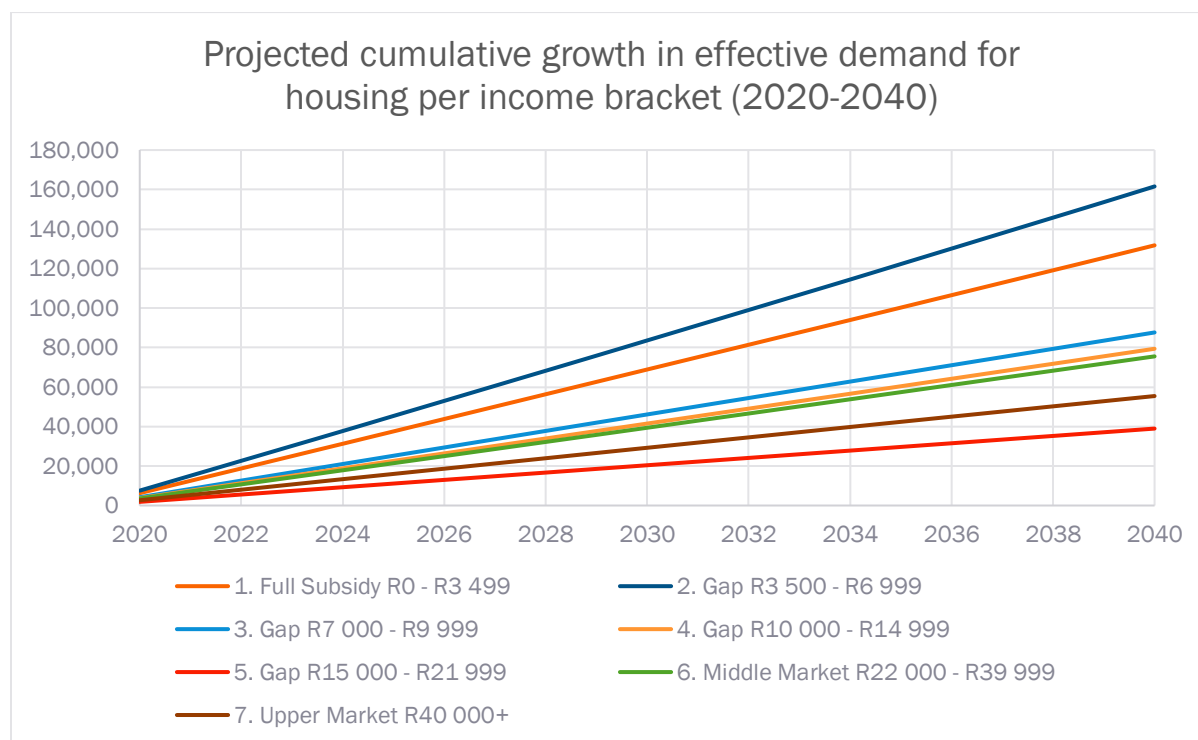
**Figure 5: Accumulative additional units per year by dwelling type**

**Growth in demand per income bracket**

The projections contained below and figure 6: Total projected effective demand (in units) by income bracket based on past trends) show the breakdown of projected new housing units required in the city from 2020 to 2040 by income bracket. The projections have been calculated at a constant growth rate to 2040, and do not assume variation within the affordability brackets. **Error! Reference source not found.** below shows the distribution of projected additional effective demand for housing per income bracket.



**Figure 6: Total projected effective demand (in units) by income bracket based on past trends**



**Figure 7: Accumulative additional units per year by income bracket based on past trends**

It is apparent from the above that the bulk of the housing need will be in the lower income ranges, with the four lowest income categories (R14 999 and below) making up 73% of the need by 2040. The two lowest income categories have the largest requirement (47% combined), with an estimated 130 000 units (21%) needed in the full subsidy bracket (R0 to R3 499 income), and 161 000 (26%) needed in the GAP housing category above it (R3 500 to R6 999). The subsidised range of housing typologies (including GAP housing up to R21 999) makes up 79% of the housing needed by 2040, with the remaining 21% in the market housing range of R22 000 and above.

This implies that the City's housing needs will continue to require some sort of subsidy, or state intervention to enable the market to build more affordable housing. This might include support/incentives for affordable small-scale rental unit (SSRU) developers, the release of municipal land, land preparation and sale, or inclusionary housing.<sup>3</sup>

Table 9 and below disaggregate the projected growth in effective demand for housing per income category and year, showing the yearly rate at which units must be provided leading to 2040. This demand (projected growth) is directly proportional to the total requirements presented above. Distribution of effective demand by income group is useful for planning housing delivery. In the broad subsidised range (up to R21 999 household income), almost 24 000 units need to be delivered per annum to meet the demand growth in the City's boundary, with approximately 6 200 market units needed per annum. This information is important as it will shape long-term planning within the City.

<sup>3</sup> It is unlikely that inclusionary housing improves affordability citywide. It is more effective as a spatial mechanism – that is, to provide a relatively small number of units in well-located nodes (i.e. close to jobs) but with very high land values.

Income bracket	Average units needed per year to accommodate growth
1. Full subsidy R0 - R3 500	6 274
2. Lower GAP market R3 501 - R7 000	7 695
3. Middle GAP market R7 001 - R10 000	4 173
4. Middle GAP market R10 001 - R15 000	3 780
5. Upper GAP market R15 001 - R22 000	1 855
6. Middle market R22 000 - R39 999	3 597
7. Upper market R40 000+	2 640
<b>Total</b>	<b>30 013</b>

Table 9: Projected average unit growth per year by income category, 2020 to 2040

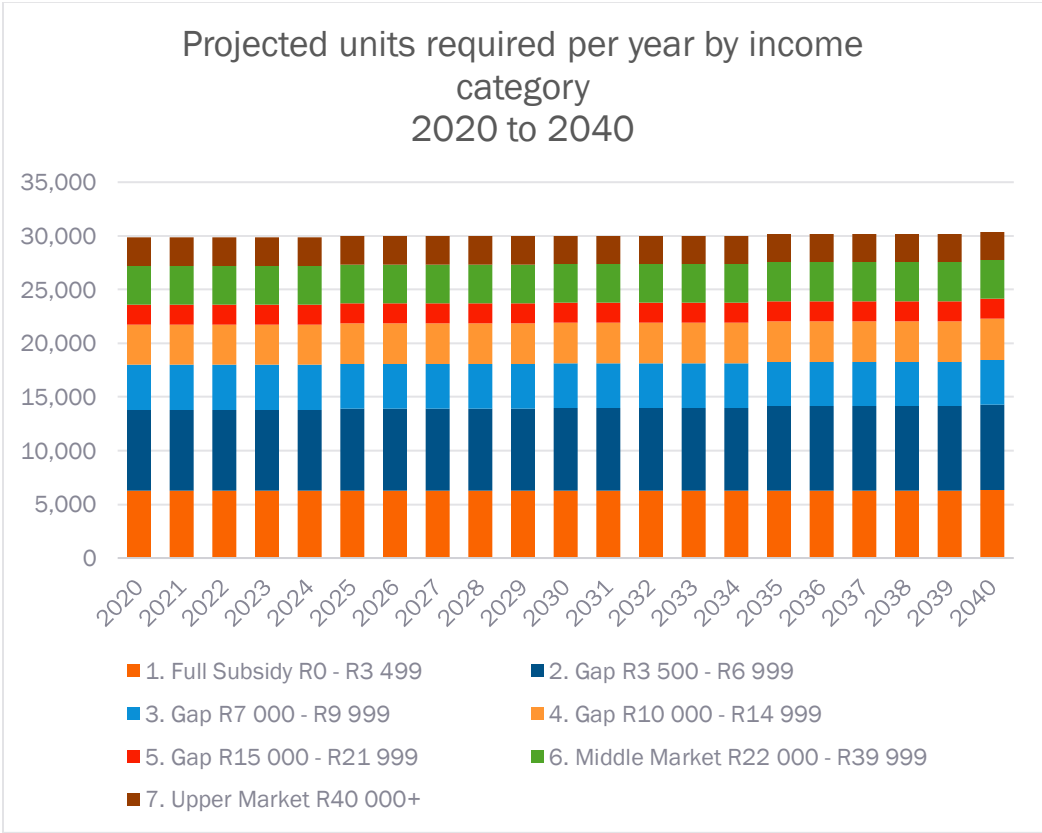


Figure 8: Projected housing units required per year by income category, 2020 to 2040

## 2.3. KEY ISSUES IDENTIFIED

### 2.3.1. Property market trends

According to deeds registry data collated by the Centre of Affordable Housing Finance Africa, the City of Cape Town has a property market that is skewed towards the luxury market at 43% of all properties. In comparison, the entry and affordable markets together make up 34% of all properties – the lowest proportion out of all metro municipalities.

Metro	Entry market R0 - R300 000	Affordable market R300 000 - R600 000	Conventional market R600 000 - R900 000	High-end market R900 000 - R1,2 million	Luxury market R1,2 million plus
<b>City of Cape Town</b>	<b>16%</b> <b>(128 349)</b>	<b>18%</b> <b>(138 075)</b>	<b>13%</b> <b>(102 961)</b>	<b>10%</b> <b>(79 026)</b>	<b>43%</b> <b>(331 852)</b>
City of Johannesburg	13% (105 773)	25% (208 433)	20% (168 353)	11% (92 353)	30% (249 448)
City of Tshwane	24% (141 263)	20% (118 425)	16% (92 983)	11% (65 395)	28% (163 473)
eThekweni	18% (84 021)	25% (116 390)	21% (99 899)	13% (61 138)	22% (103 540)
Ekurhuleni	19% (113 411)	33% (202 368)	17% (104 524)	11% (68 472)	19% (113 104)
Nelson Mandela Bay	40% (97 354)	24% (57 661)	13% (31 384)	10% (23 207)	13% (31 281)
Buffalo City	30% (38 742)	32% (42 199)	13% (17 666)	9% (11 391)	16% (21 237)
Mangaung	57% (100 556)	14% (24 243)	11% (19 106)	6% (10 768)	12% (21 727)

**Table 10: Proportion and number of properties by market segment, 2021**

While these trends can be viewed as a positive sign of investment in the city, as well as a contributing factor to a financially sustainable city, they also indicate that the ownership of homes in the formal market is challenging for most households in Cape Town due to a lack of affordable products in the market – targeting the middle market as well as the entry market. The Cape Town housing market is reflective of higher land costs, which make the provision of affordable housing challenging.

This once again reinforces the important role that rental housing plays in providing alternative housing options, while highlighting the importance of incentivising households at the bottom of the ownership ladder to realise the value of their houses, thus contributing to an increase in products along the housing ladder. It also indicates the important role of micro-developers in providing alternative products that respond to the housing demand.

### 2.3.2. Government housing supply

The City has made a significant contribution towards the delivery of housing opportunities to the most vulnerable households within the municipal area. Map 1 below provides a spatial depiction

of the subsidised housing programmes delivered by the City for the period 2011 to 2025 in an attempt to respond to the ever-growing demand. The various housing interventions as displayed on the map are categorised as follows and yielded an estimated 55 993 over this period (see table 11 below):

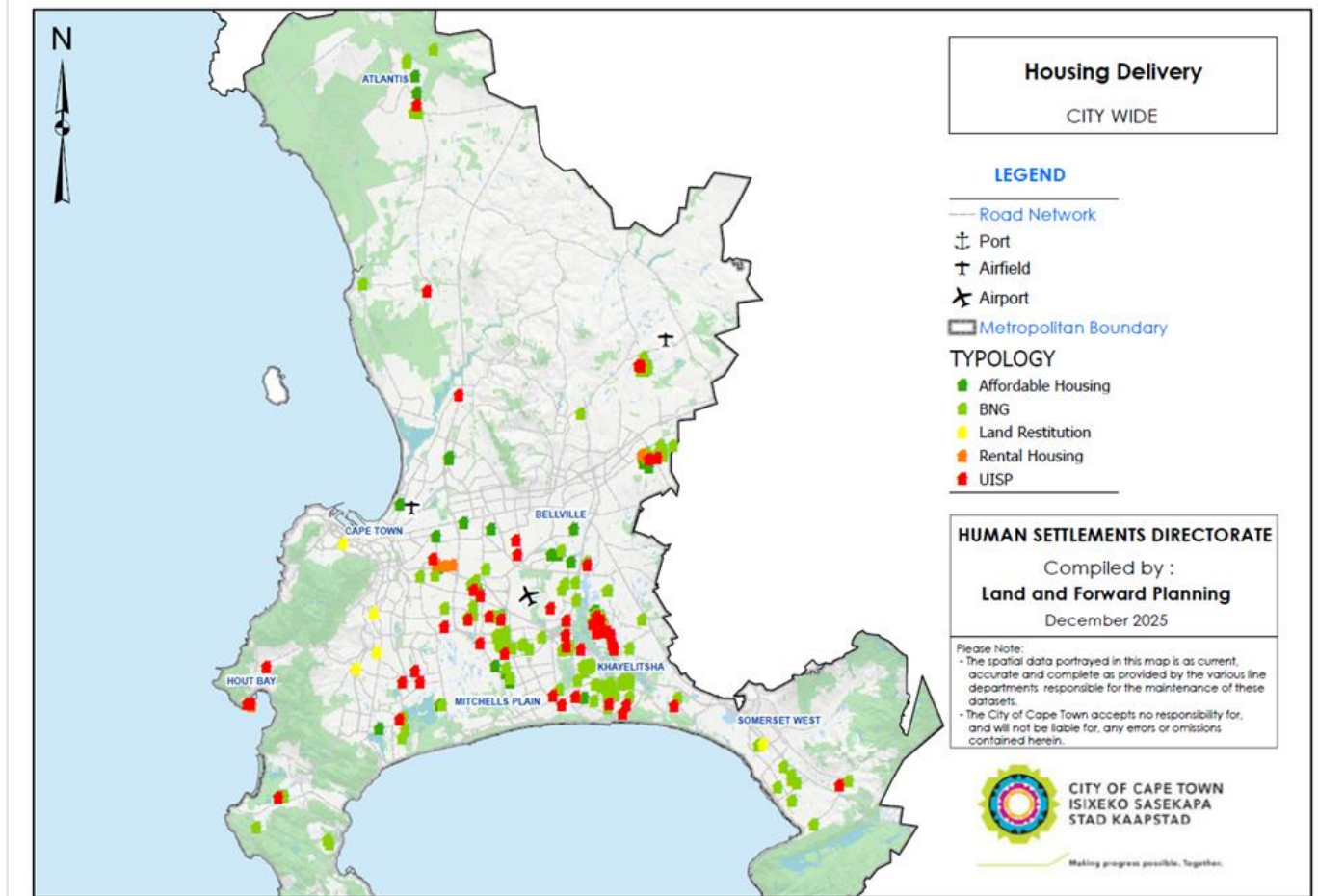
- BNG, which includes BNG, institutional and EPHP projects
- Public rental housing
- Affordable housing, which includes social housing and First Home Finance (FHF)<sup>4</sup> housing opportunities
- Land restitution projects
- UISP, which refers to the various upgrading of informal settlements initiatives, including re-blocking and TRAs

Reflecting on the projected housing demand (section 2.2) and the estimated number of housing units to be developed annually across all income groups to meet this demand, it becomes evident that there is a huge disparity between what the state is able to deliver annually within its available resources and what is expected to address the demand. As acknowledged in the City's Human Settlements Strategy, this requires the City to not only focus on its role as a housing provider, but to embrace the role of an enabler and regulator within the built environment.

Financial Year	FY 2011/12	FY 2012/13	FY 2013/14	FY 2014/15	FY 2015/16	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22	FY 2022/23	FY 2023/24	FY 2024/25	TOTAL
Delivery	3107	2179	5007	4482	4428	5026	4980	4982	3628	3458	3650	2791	4949	3326	55993

**Table 11: Housing delivery within the City of Cape Town for the period 2011 to 2025**

<sup>4</sup> Formerly known as Financial Linked Individual Subsidy Programme (FLISP)



**Map 1: Subsidised housing delivery by the City for the period 2011 to 2025**

### 2.3.3. Housing backlog

Housing backlogs can be understood broadly through estimations of unmet housing demand, and are formally tracked through various datasets, including the City's Housing Needs Register (HNR). This unmet demand, however, also manifests through the diverse forms of informality apparent in the city, from freestanding informal settlements to informal land occupations, backyarder settlements, instances of rough sleepers or homelessness, or through overcrowding within the existing residential fabric. These fluid and complex manifestations of unmet housing needs make it difficult for the City to measure backlogs accurately.

The two key systems for measuring housing needs or unmet demand in the city are the Housing Needs Register (HNR) and the Informal Settlements roof-counts datasets. The Housing Needs Register tracks demand by documenting residents and households that express a need for housing, and collating information on housing needs, location and affordability levels of potential beneficiaries. The HNR informs the allocation of state-subsidised housing, enabling fair and transparent allocation of housing opportunities. The City's Department of Informal Settlements continually tracks areas of informality (AOIs) through aerial photography and annual settlement

surveys. This data are reviewed and updated annually, furnishing the CCT with information to formulate responses.

Presently, the different systems of tracking unmet needs are separately administered and managed. To achieve a more holistic view of housing demand in the city, there would be a need to consolidate the information from these demand management datasets. These would provide a more consolidated picture of housing needs, affordability levels of potential beneficiaries, and areas of intensified pressure or demand for housing. The City recognises this limitation and envisages to address this in future iterations of the IHSSP.

### **2.3.3.1 Housing Needs Register**

The City's Housing Needs Register was implemented in June 2006 and represents an amalgamation of approximately 15 housing waiting lists from the former municipalities that now form part of the metropolitan area. This integrated system is housed on a central City server, which means that authorised officials can access it from any of the City's housing offices via the intranet.

The primary purpose of the Housing Needs Register is to provide an accessible account of residents that have expressed their need for state-assisted housing (ownership and rental tenure) and it records beneficiaries of the City's various housing programmes through a single, centrally managed list. The Housing Needs Register is mainly used to ensure the fair and transparent allocation of vacant rental housing units managed by the City and of housing developed in terms of the state's BNG programme. The Western Cape Department of Infrastructure sources potential beneficiaries of their BNG housing projects developed within the city from the City's Housing Needs Register.

As of 31 October 2025, 464 456 applicants had registered their need for housing on the City's Housing Needs Register and were still awaiting housing opportunities – of these it is estimated that 19 884 have a disability status and 42 280 are over the age of 60 years (applicant and/or spouse). Persons that have come forward and expressed a need for housing to the City are not screened for eligibility against national housing subsidy-qualifying criteria at the point of registration. Screening of applicants to ensure they qualify takes place after projects have been identified, as applicants' socio-economic circumstances at the time of completing a housing subsidy application form will determine their eligibility for the project. Furthermore, upfront screening of applicants is not prioritised as in many instances it takes years from the date of registration on the City's Housing Needs Register to the allocation of a housing opportunity. This is primarily due to the demand for housing far outweighing the supply thereof, coupled with the three- to five-year planning and development period to complete a housing project.

It is therefore important to note that the Housing Needs Register alone is not an accurate measure of real housing demand within the city as, firstly, it relies on people to come forward to register a need for housing and, secondly, not all those on the Housing Needs Register would qualify for the various state-subsidised housing programmes. Notwithstanding this limitation, the Housing Needs Register still remains an important tool for the City to utilise.

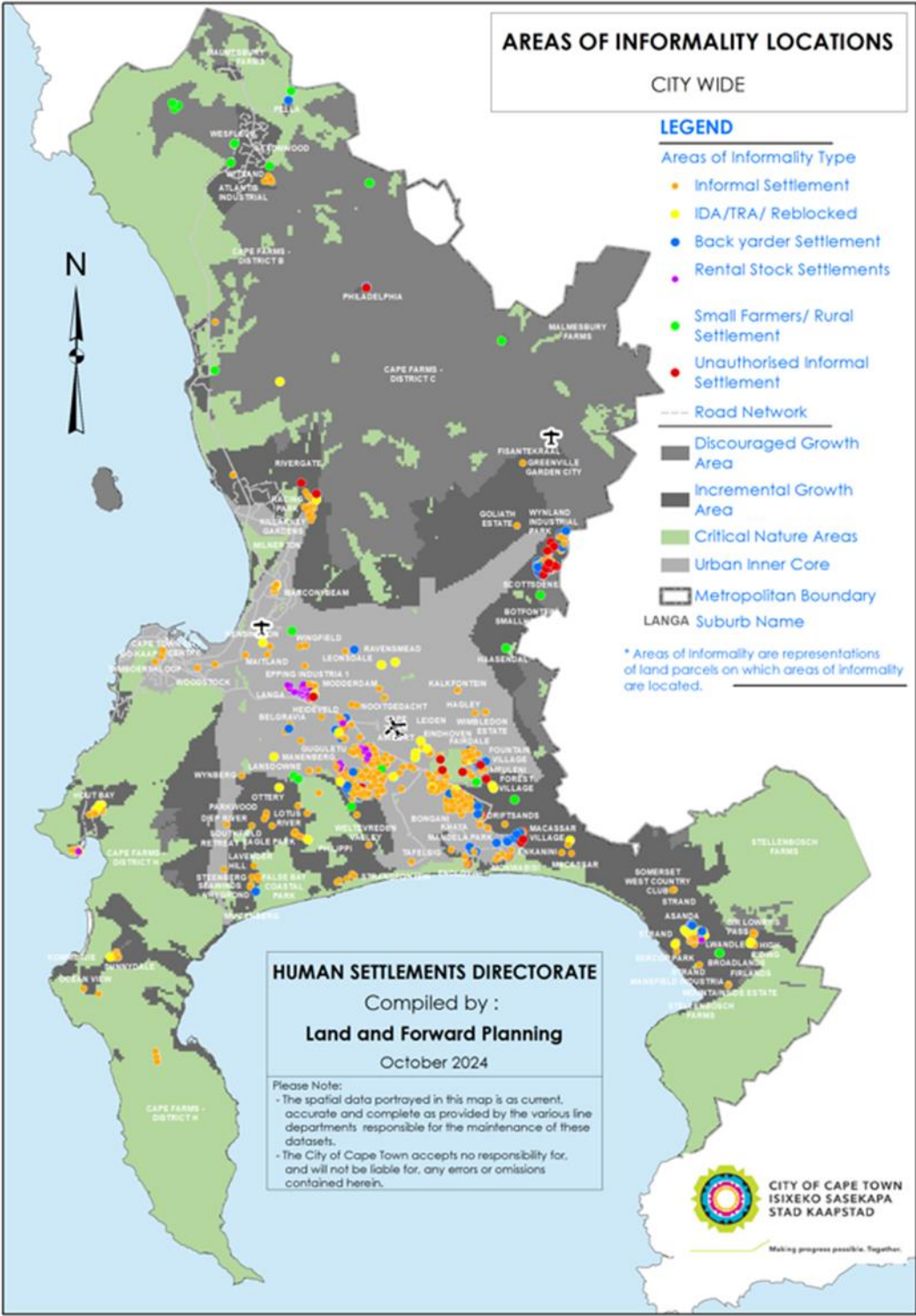
### **2.3.3.2 Informality trends**

There are various definitions for what constitutes an informal settlement. Stats SA defines an informal settlement as “an unplanned settlement on land, which has not been surveyed or proclaimed as residential, consisting mainly of informal dwellings”. An alternative definition would be: “An informal settlement exists where housing has been created in an urban or pre-urban location without official approval”.

Informal settlements may contain a few dwellings or thousands of them, and are generally characterised by:

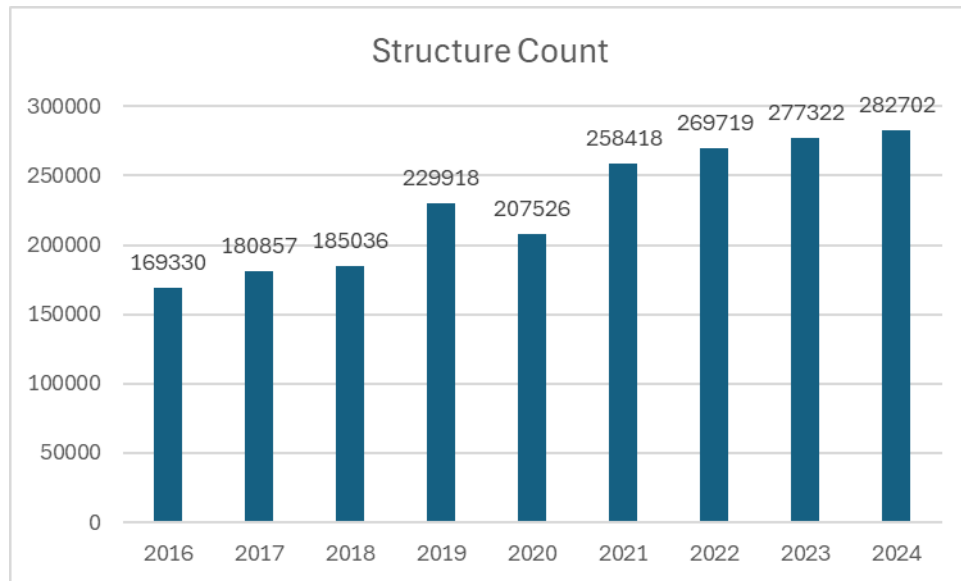
- informality, i.e. informal housing that is primarily not in compliance with current planning and building regulations
- inappropriate locations for urban/residential development
- inadequate infrastructure to support urban development
- poor access to basic services, including social services such as access to safe and healthy green open spaces
- unsuitable environments, especially areas prone to flooding and veld fires
- uncontrolled and unhealthy population densities
- inadequate dwellings
- poor access to health and education facilities
- poverty and vulnerability

Due to the various characteristics and categories of informal settlements, the term ‘areas of informality’ will be used to describe informality trends. Map 2 below illustrates the areas of informality across the city.



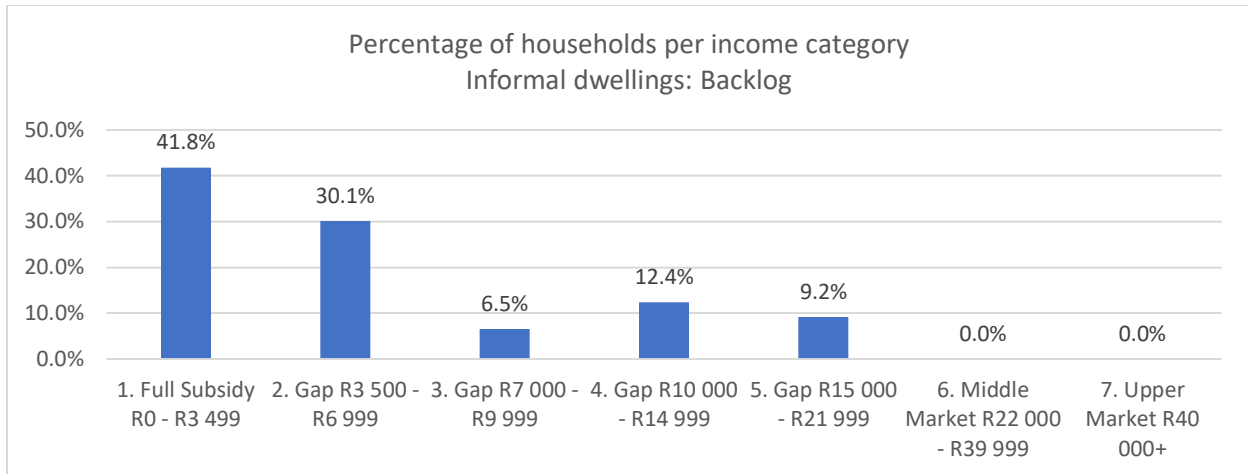
Map 2: Location of areas of informality across Cape Town

The graph below provides an indication of the rapid informal structure growth within informal settlements across the city over the period 2013/14 to 2022/23, which is as a result of the expansion of existing informal settlements as well as unlawful land occupation incidents.



**Figure 9: Growth in number of informal structures for the period 2013/14 to 2024/25**

To determine the income distribution of households living in areas of informality, the General Household Survey 2022 was used (Statistics South Africa, 2023). The data were filtered to include only the city extent, and the dwelling types that included 'Informal dwelling/shack in backyard' and 'Informal dwelling/shack not in backyard, e.g. in an informal/squatter settlement or on a farm'. The income breakdown for these dwelling types was then mapped to the corresponding income brackets in the City's residential growth estimate (CoCT Policy and Strategy Department, 2020). This subset has a generally lower income than the demand based on growth in the city, with 42% eligible for a full subsidy (< R3 500), 30% in the lowest GAP category (R3 500-R7 000), and the remaining 28% falling in the top three GAP categories (R7 000-R22 000). The results are shown below.



**Figure 10: Percentage of households per income category**

### 2.3.4. Unlawful land occupation incidents

As with the growth of informality, urbanisation also leads to increased incidences of unlawful land occupation, where people claim tracts of state-owned or privately owned land to form new settlements. This presents a critical challenge to the City, as unlawful land occupations on City-owned land (and other state land) often happen on land already earmarked for projects – thus threatening service delivery and diverting time and money from planned projects to responding to crisis situations. Unlawful land occupations also often take place on land that is unfit for human habitation (below flood plains, under electricity powerlines, etc.) – where services cannot be provided on a permanent basis. It also results in the unlawful encroachment of green open spaces and other green infrastructure assets, which may cause irreversible environmental degradation and negatively impacts on the biodiversity within these areas, as well as compromises ecosystem service provision.

Occupying land unlawfully does not speed up the process for any household to access services, as there are Council-approved project pipelines that have been budgeted for with funds allocated from grant funding.

The graph below shows trends in unlawful land occupation incidents between 2016 and 2020. Unlawful land occupations spiked in 2018 and 2020 – both pre-election years – indicating the fact that some unlawful occupations could have particularly political motives. In 2020 though, it is undeniable that the impact of the national lockdown during the COVID-19 pandemic had an effect on spurring unlawful occupations. As people lost jobs, or any ability to earn an income, they were evicted by property owners, which spurred a need for new accommodation – leading to unlawful land occupations. Between March 2020 and October 2020, 186 new informal settlements made up of 59 192 structures were formed as a result of unlawfully occupied land – amounting to 22% of all informal settlements, and 21% of all informal structures in the City.

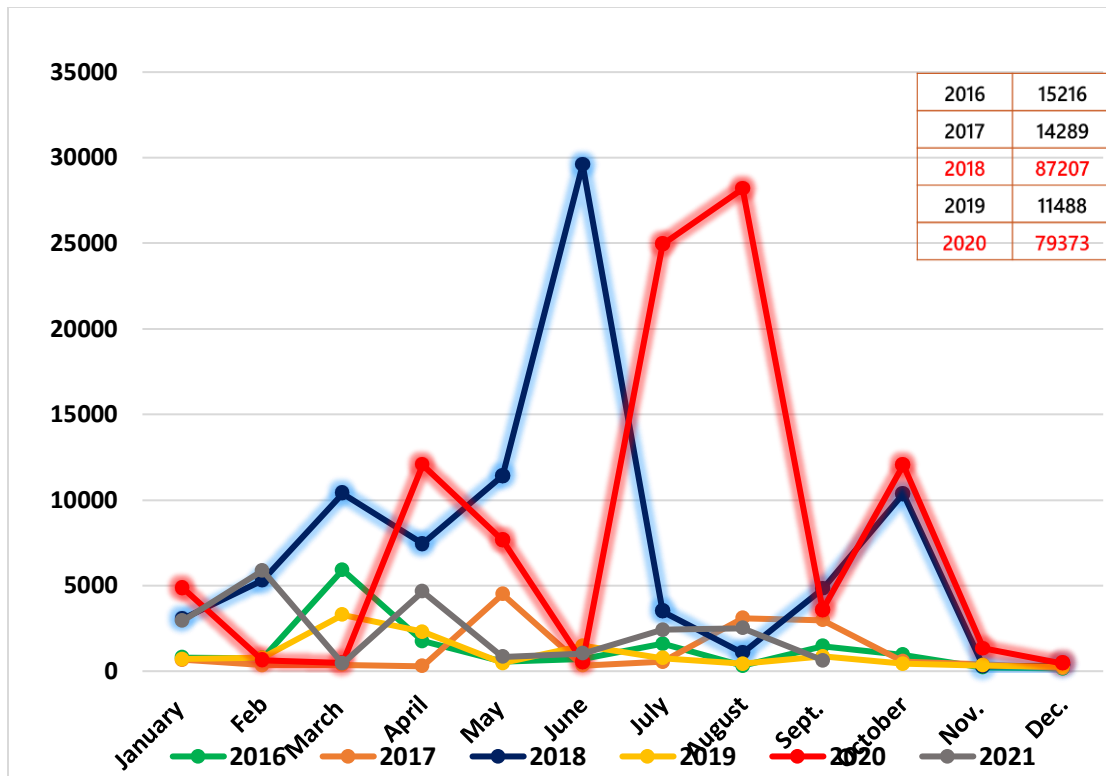


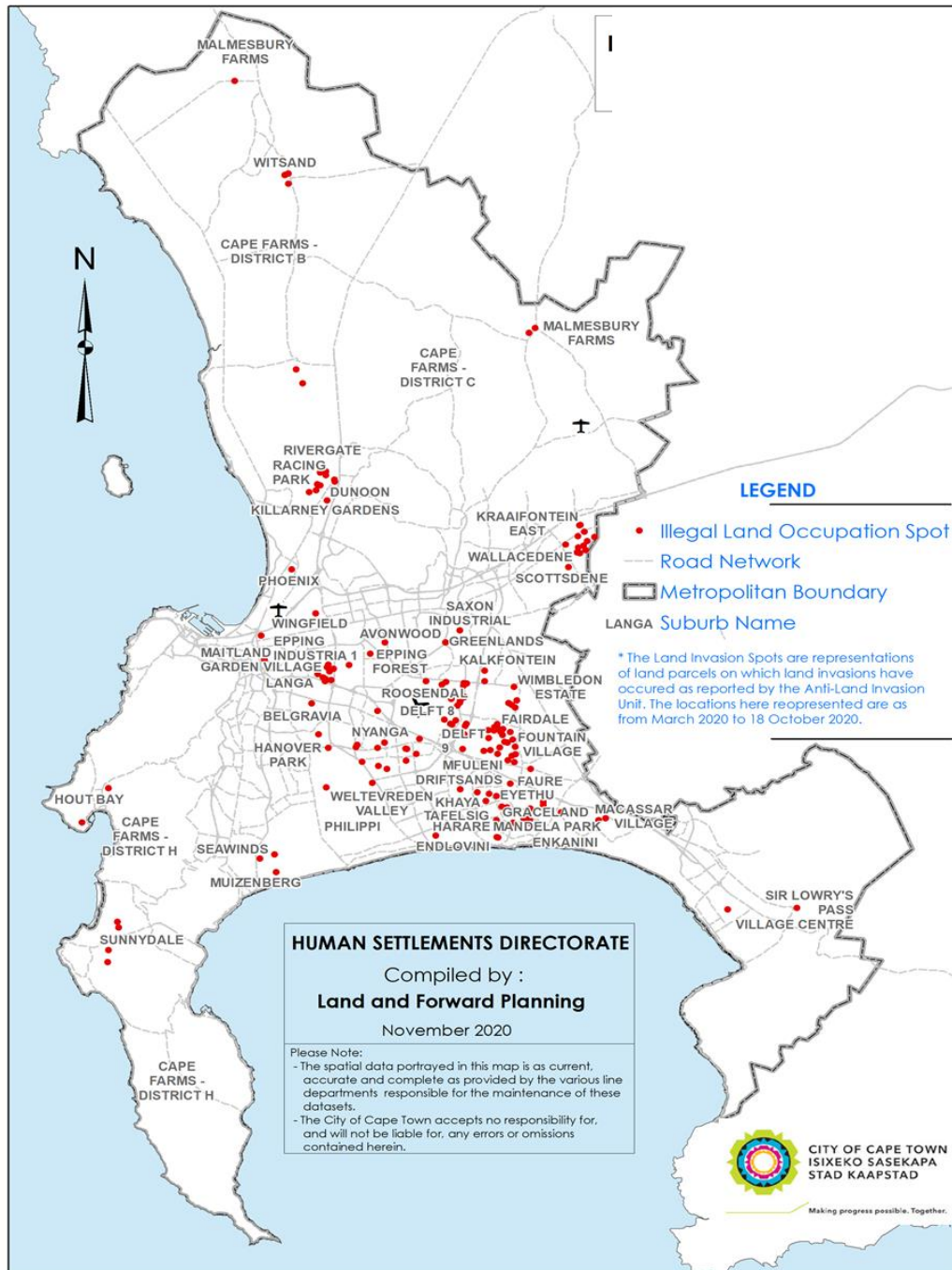
Figure 11: Unlawful land occupation trends, 2016 to 2020

Table 12 below highlights the hectares of land that have been unlawfully occupied – with comparisons between 2018 and 2020. By June 2020, there had already been more land lost to unlawful occupation than in 2018 – the previously highest year.

Land Owner	2020 Ha	%	HA 2018	%
COCT	241.4671	71%	232.8559	73%
Private	52.6623	16%	52.6623	16%
Province	3.0555	1%	1.3267	0%
SoE (Transnet & PRASA)	41.5581	12%	34.3537	11%
<b>Total</b>	<b>338.743</b>	<b>100%</b>	<b>321.1987</b>	<b>100%</b>

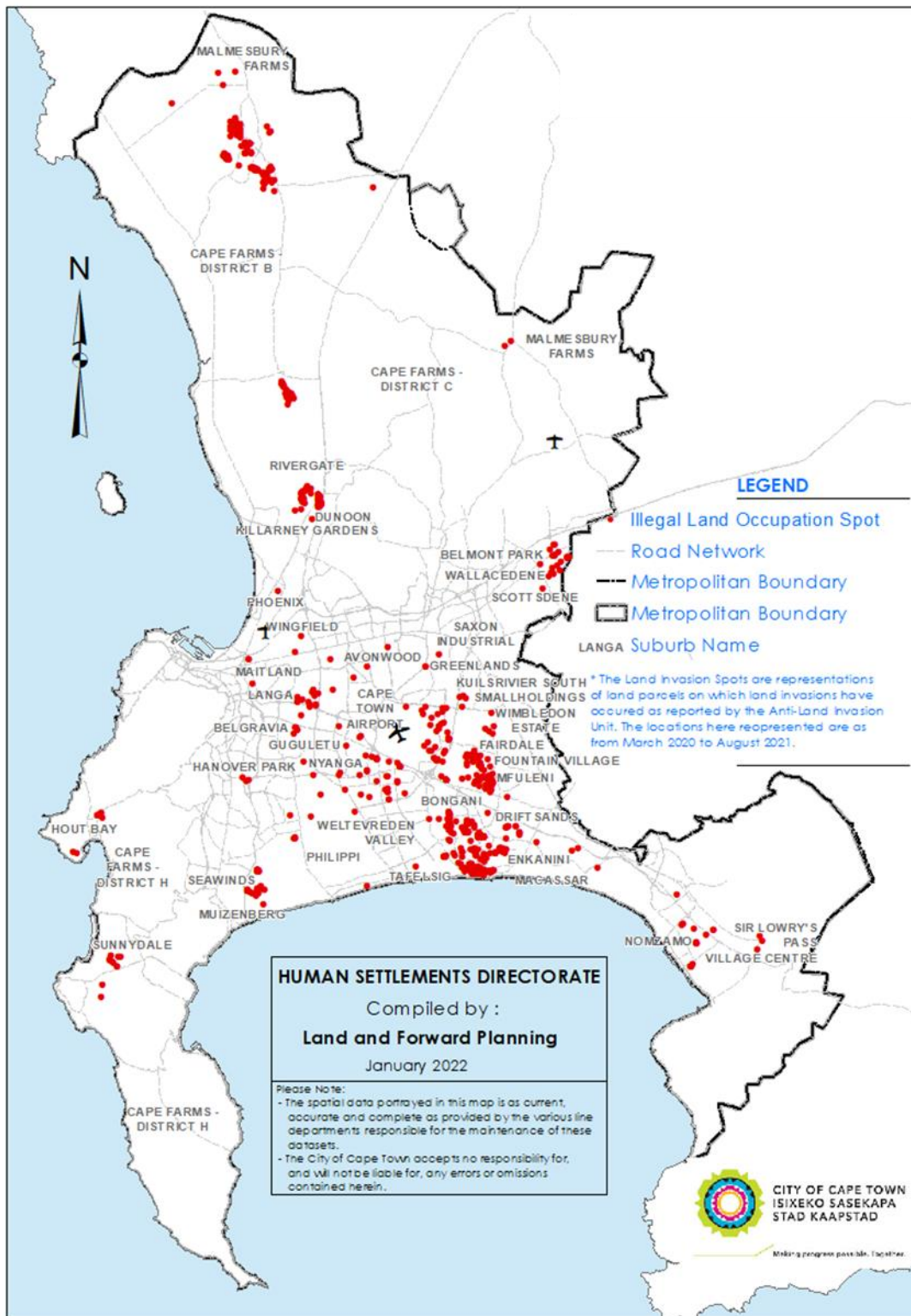
Table 12: Land occupied as at June 2020 by ownership

Maps 3 to 7 below depict the dramatic increase in land occupation incidents from March 2020 to November 2024. This trend has a direct impact on planned human settlements projects and budget commitments. These unlawful land occupation incidents are monitored and tracked by the Safety and Security Department. It is important to note that not all occupation attempts result in the establishment of new settlements, thanks to interventions by the Anti-Land Invasion Unit.

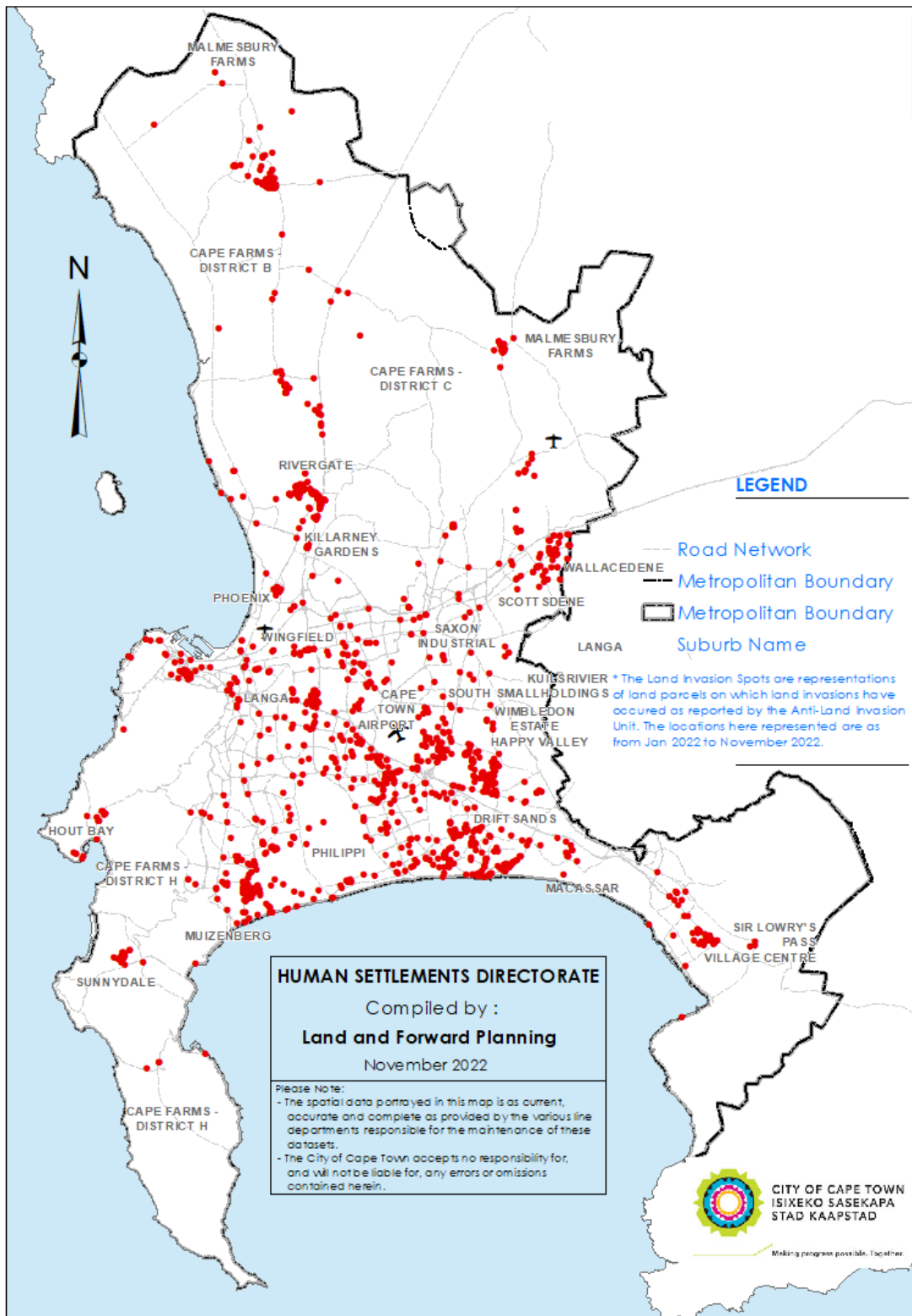


**Map 3: Unlawful land occupation incidents for the period March 2020 to October 2020 (during COVID-19 lockdown)<sup>5</sup>**

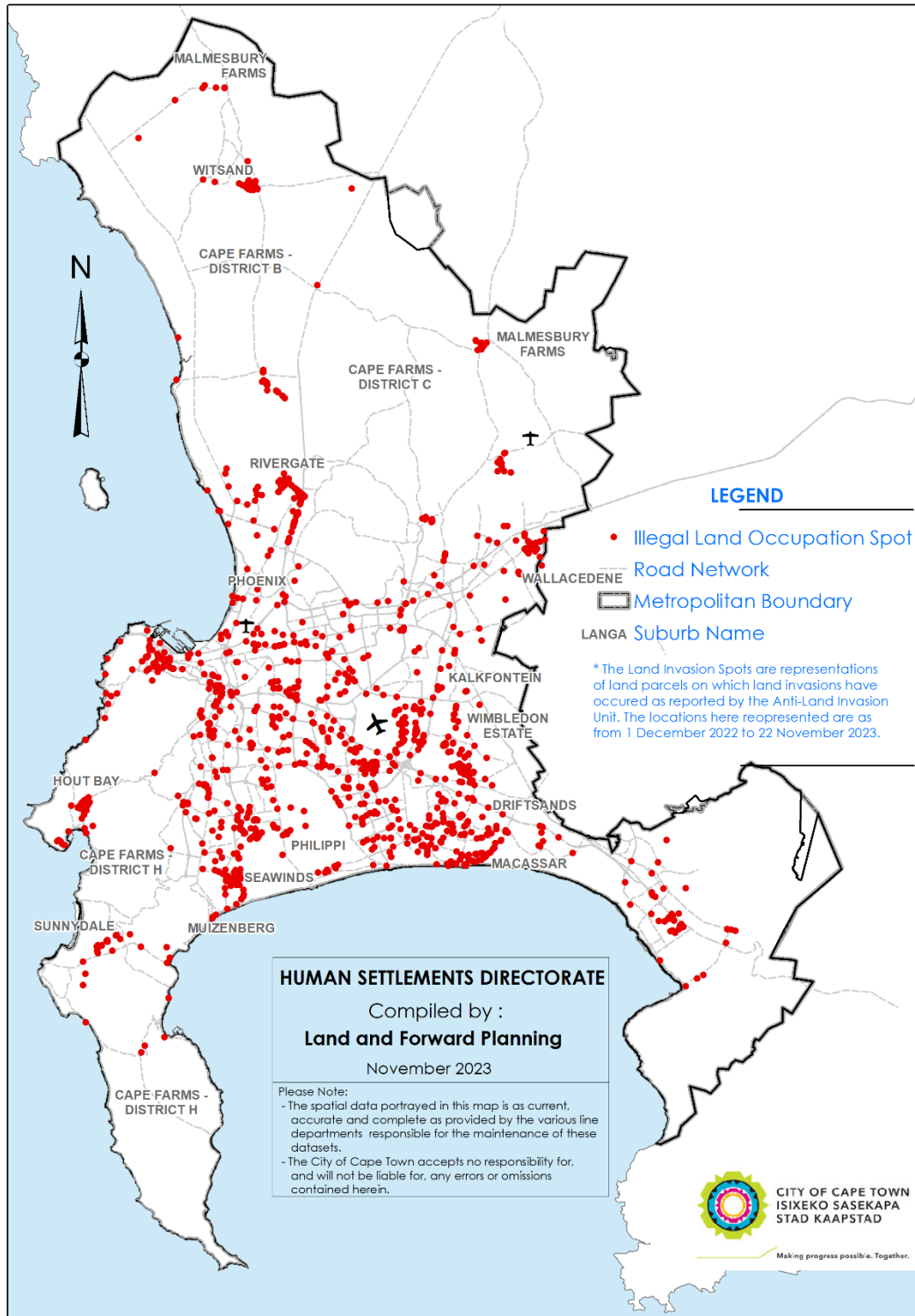
<sup>5</sup> Map officially compiled in November 2020



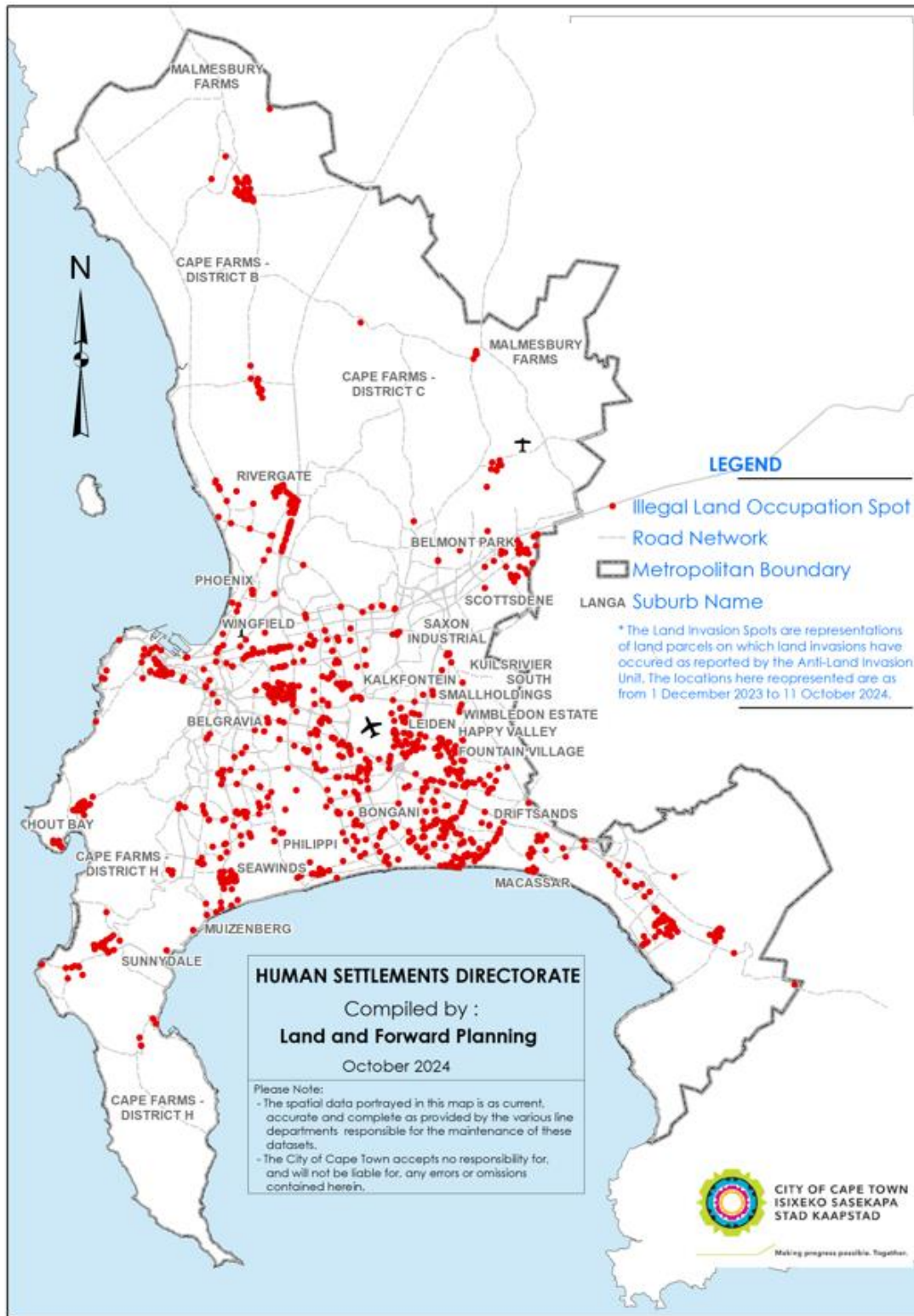
Map 4: Unlawful land occupation incidents for the period November 2020 to January 2022



Map 5: Unlawful land occupation incidents for the period January 2022 to November 2022



**Map 6: Unlawful land unlawfully occupied for the period November 2022 to November 2023**



Map 7: Unlawful land occupation incidents for the period November 2023 to October 2024

### **2.3.5. Projected socio-economic and dwelling trends**

The City's projections for 2020 and 2040 (CCT, 2020) suggest that 53% of new dwelling units developed between 2020 and 2040 will be informal, which amounts to an approximate total of 334 242 new informal dwellings over this period. Informal dwellings are broken into main dwellings (26,5% of all new dwellings), additional dwellings (19,7% of all new dwellings), and multi-residential informal boarding house units (6,8% of all new dwellings).

In comparison, a projected 47% of new dwellings units will be formal, amounting to an approximate 296 026 new dwellings over the period 2020 to 2040. Formal dwellings are broken down into main dwellings (33% of all new dwellings), and additional dwellings (14% of all new dwellings). These projections suggest that the City needs to be proactively planning for informality – which has particular implications for land availability, provision of basic services, security of tenure and other regulatory responses.

The middle and upper markets are projected to account for the highest proportion of new main dwellings in the formal market at 22% and 21% respectively, whereas new additional formal dwellings are likely to align with the full-subsidy and lower-GAP income groups at 20% and 29% respectively. Recognising new informal dwellings, the highest proportion would be for the lower-GAP and full-subsidy income groups at 31% and 28% respectively, while new additional informal dwellings would also be for the same income groups at 37% and 21%. Informal boarding houses are projected to be occupied by the lower-GAP market at 38% and the full-subsidy market at 32%.

### **2.3.6. Projected national government grant trends**

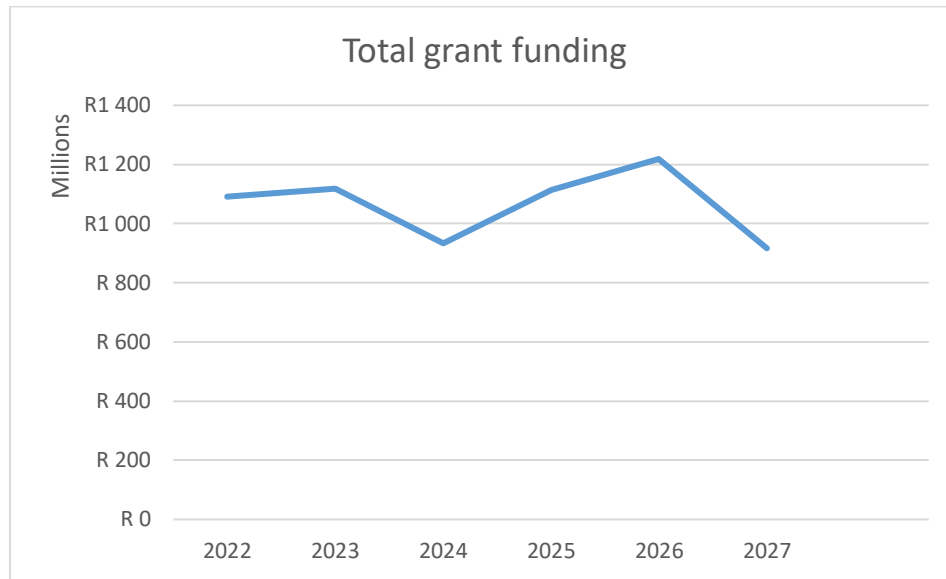
The national Department of Human Settlements is responsible for setting national policy and grant guidelines for human settlements projects (as captured in the National Housing Code), with national government also determining the level of grant funding for various human settlements programmes.

The National Housing Code has been amended over time and is currently undergoing further review – particularly in the context of a resource-scarce environment and the fact that the human settlements context has changed since the original Housing White Paper was drafted. Some housing programmes need a complete strategic review as they no longer respond to the real context across the country.

One such policy shift is the realisation that the top-structure delivery model is fiscally unsustainable. As a result, the national Department of Human Settlements has issued a directive for the prioritisation of serviced sites to qualifying beneficiaries with the Human Settlements Development Grant (HSDG). The directive further indicates that the top-structure projects are intended to benefit households from a limited set of priority groups (the elderly, persons with permanent disabilities and proven military veterans) and, over time, provinces and municipalities must scale down on the delivery of top structures as part of the BNG housing programme. Of the 464 456

applicants registered on the City's Housing Needs Register awaiting a housing opportunity, approximately 19 884 have a disability status and 42 280 are over the age of 60. This suggests that for the vast majority of applicants, the BNG housing programme might not be the suitable housing solution.

In addition to the envisaged policy changes, it is worth considering the trends in grant funding over the last three years, as well as funding projected for the next three years. This gives the City some indication of national priorities.



**Figure 12: Grant funding 2022 to 2024 and projected for 2025 to 2027**

Total grant funding is relatively stable; however, there is a clear decline by 2027. Overall, the City has significant grant funding allocated. However, the current funding allocation is **insufficient to support the substantial investment requirement for the Human Settlements pipeline**. As such, the City will need to explore potential options to increase its current allocation, in addition to potential alternative funding sources.

### **3. HUMAN SETTLEMENTS STRATEGIC INTENT**

#### **3.1. STRATEGIC INTENT OVERVIEW**

The Human Settlements Strategic Intent outlines the strategic approach the City will take in responding to the sector-specific challenges related to human settlements. As such, this chapter summarises challenges that the Human Settlements Directorate has to respond to in fulfilling its mandate. Spatial and transversal considerations are analysed, and key strategic shifts identified in the Human Settlements Strategy (HSS) are highlighted, which will frame the Human Settlements Directorate's strategic response.

## 3.2. KEY HUMAN SETTLEMENTS CHALLENGES

The Human Settlements Strategic Intent has to consider the following challenges:

- **The public and private sectors are not building enough formal supply:** As evidenced above, the public and private sectors are not producing enough housing units to meet existing demand. Future demand for housing is projected to increase, with informality increasing in response.
- **Decreased grant funding over time:** Funding for human settlements is decreasing in real terms and this trend will most likely continue into the future. This will limit the City's ability to provide adequate state-subsidised housing opportunities and therefore greater partnership with the private sector is key.
- **National policy reform:** The policy environment that guides the City's human settlements delivery pipeline is set by national government in the National Housing Code. This constrains the ability of the City to innovate in how it delivers housing, as well as about the type of product that is delivered. Cabinet approved the White Paper on Human Settlements on 4 December 2024 and this will set the new strategic vision for the sector. Following on this, a Human Settlements Act and the National Human Settlements Code will be developed, which will bring about new policy instruments. The finalisation and timing of this policy reform are, however, uncertain due to the complex nature of policy development.
- **Improved intergovernmental coordination needed:** Urbanisation is not a challenge that can be addressed by an individual organ of state. Strong collaboration is needed among local, provincial and national government departments and between the public and private sectors. National and provincial government need to be more responsive to the implementation realities experienced by cities and must work collaboratively to adjust policy and grant frameworks to support innovation that increases the sustainable delivery of human settlements.
- **Spatial inequality:** The city's spatial form is highly unequal, with areas of socio-economic vulnerability being located far from opportunities. Housing developed by the state in post-apartheid South Africa has tended to be in poorly located areas, mainly driven by land cost and availability, which has unintendedly exacerbated this divide.
- **Exclusionary and spatially unequal property market:** There is a particular disjuncture between incomes and prices in Cape Town's housing market, which is dominated by luxury housing. Some areas of the city have experienced gentrification, which has led to displacement.
- **Unlawful land occupation:** The City is experiencing significantly increased incidences of unlawful land occupations of both City-owned land and privately owned land. This impacts on the long-term sustainability of the availability of land, while also threatening the implementation of existing projects. Responding to unlawful land occupations diverts both capital and operational resources from planned projects into responding to emergencies and court hearings. Land that is unlawfully occupied is often in areas that are inappropriate for human habitation, e.g. flood plains, areas with sensitive biodiversity, and where services cannot be provided permanently. Some unlawful occupations occur

on sites that are currently earmarked for formal housing development – delaying project implementation.

- **Uncertainty over emergency housing policy response:** There is ongoing policy and funding uncertainty around the City's emergency housing response, which results from emergency housing being in essence an unfunded mandate for local government. Increasingly, the City is being enjoined by the court to provide alternative accommodation in the instance of private evictions. This is completely unsustainable from a financial and human resource perspective, and would result in a diversion of scarce funding for other interventions such as informal settlements upgrading.
- **Integrated planning:** Better internal City collaborative planning is required to align housing provision with social facilities, bulk services, transport and green open spaces – something the City's sector planning process seeks to address. Intergovernmental planning with provincial and national government needs to be strengthened – particularly as it relates to sectors that are key to enabling integrated communities, such as education, health and police services.
- **Rental recovery in City rental stock:** The poor rental collection rate places financial strain on the operating cost of public housing. The City receives no funding for the operational costs of public housing projects, which means that this cost is borne by the City.
- **Community conflict, unrest and violence:** A lack of trust between the communities and the City, as well as criminal activity (gangs) lead to a hostile and volatile environment that poses a risk to project delivery and staff safety. This also highlights the need for the City to build effective relationships with communities to mitigate these risks, which demands a focus on increasing human resource capacity for public engagement.
- **NIMBYism:** 'Not-in-my-backyard' (NIMBY) has a real impact on the location of housing developments, and has led to the cancellation of certain human settlements projects. There is an inherent tension between the importance of communities being involved in the development of their neighbourhoods, and in some instances this blocks the implementation of citywide goals/objectives, particularly as it relates to the location of human settlements. This highlights the need for improved public engagement capacity to ensure that City projects are supported.
- **Some human settlement interventions lack an economic logic:** Many post-apartheid human settlements interventions may provide shelter and tenure security but lack an economic logic, being far from economic opportunities, which is primarily due to the availability of affordable land in those areas. At the same time, encouraging economic activity in these settlements has been very difficult, partly because of the lack of infrastructure but also because private investors do not regard townships and low-income areas as viable investment locations.
- **Safety and security on construction sites:** An emerging trend that has befallen many state-led infrastructure and human settlements projects is the imminent risk to the safety of staff and infrastructure due to the threat of intimidation, extortion, unlawful occupation and vandalism. This has resulted in a significant increase in security costs for construction sites and the viability of such projects is a concern as the housing subsidy grant does not adequately cover these additional costs. Many projects' tenders had to be cancelled or placed on hold due to ongoing safety risks.

### 3.3. SPATIAL CONSIDERATIONS

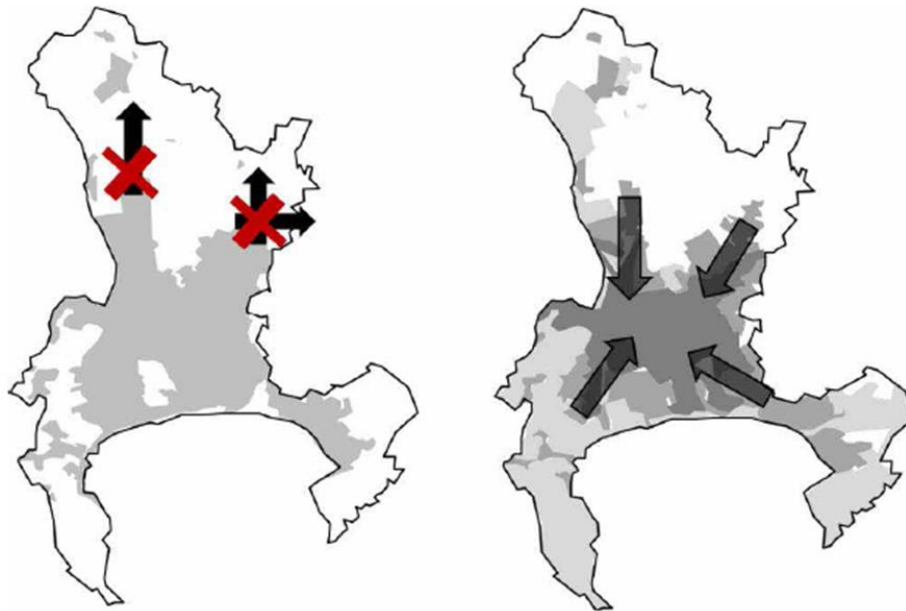
The location of human settlements needs to align with City and national policies, and is influenced by the location of housing need, areas with access to socio-economic opportunities, and land availability, amongst other factors. The following are key informants to achieve our spatial vision for human settlements:

- **Municipal Spatial Development Framework, and Spatial Development and Environmental Management Frameworks**

The City's amended MSDF was approved by Council on 26 January 2023 and highlights four spatial transformation areas to direct city growth and public and private sector investment, as illustrated in table 13 below, namely the urban inner core, incremental growth and consolidation areas, discouraged growth areas, and critical natural assets. These spatial transformation areas are likely to remain the same within the revised MSDF and seek to curb urban sprawl by focusing on inward growth and transit-oriented development, along with higher densities and mixed land use. The implication for the Human Settlements Directorate is to prioritise projects in the inner urban core and incremental growth and consolidation areas, while strategically locating projects along transport corridors, and enabling higher-density and mixed-use developments.

Urban inner core	Includes the majority of the city's existing industrial and commercial nodes; the airport, ports and primary freight infrastructure; the three integration zones; IPTN corridors and TAPS. The City will prioritise these areas for investment and co-investment.
Incremental growth and consolidation areas	Include areas where the City is committed to servicing existing communities and where new development will be subject to infrastructure capacity.
Discouraged growth areas	The City will not invest in these areas, which include protected areas based on natural and agricultural assets, areas with a lack of social and physical infrastructure and areas that do not contribute to spatial transformation, inward growth or the premise of transit-oriented development.
Critical natural assets	Areas that contribute significantly to the City's future resilience or have protection status in law. They include a number of protected natural environments and conservation areas outside the urban inner core or incremental growth areas.

**Table 13: Spatial transformation areas**



**Figure 13: Spatial vision of the city**

The DSDFs reflect these principles at a district level, and provide more detailed guidance on the location and nature of future development – including densities and typologies of residential development. The implementation of human settlements projects are guided by these frameworks.

- **Priority human settlements and housing development areas**

The national Department of Human Settlements has gazetted priority human settlements and housing development areas (PHSHDAs), which will spatially target the implementation of human settlements projects by directing grant funding towards these areas. It should be noted that the gazetted PHSHDAs have been aligned with the City's submission that the identification and declaration of these areas should be premised on certain principles, including the recognition of the current spatial vision and development approach that have been adopted by the City, whereby the focus is on inward growth rather than promoting urban sprawl. The following criteria proposed by the City have been taken into account in the determination of PHSHDAs:

- The entire urban inner core (UIC) as identified in the MSDF should be declared as a PHSHDA, as the UIC is the primary focus for investment in the city aimed at spatial restructuring and integration;
- The PHSHDAs should be aligned with the integration zones (IZs) as promoted by the National Treasury alignment of the PHSHDAs to strategic themes and spatial targeting approaches premised on the Urban Network Strategy (UNS). These advocated for a corridor-oriented development focusing on IZs, marginalised areas, informal settlements and climate responsiveness and resilience. Hence the proposed PHSHDAs for the City are in the form of IZs; and

- The current catalytic projects that have been identified by both National Treasury and the national Department of Human Settlements should still be prioritised for funding purposes.

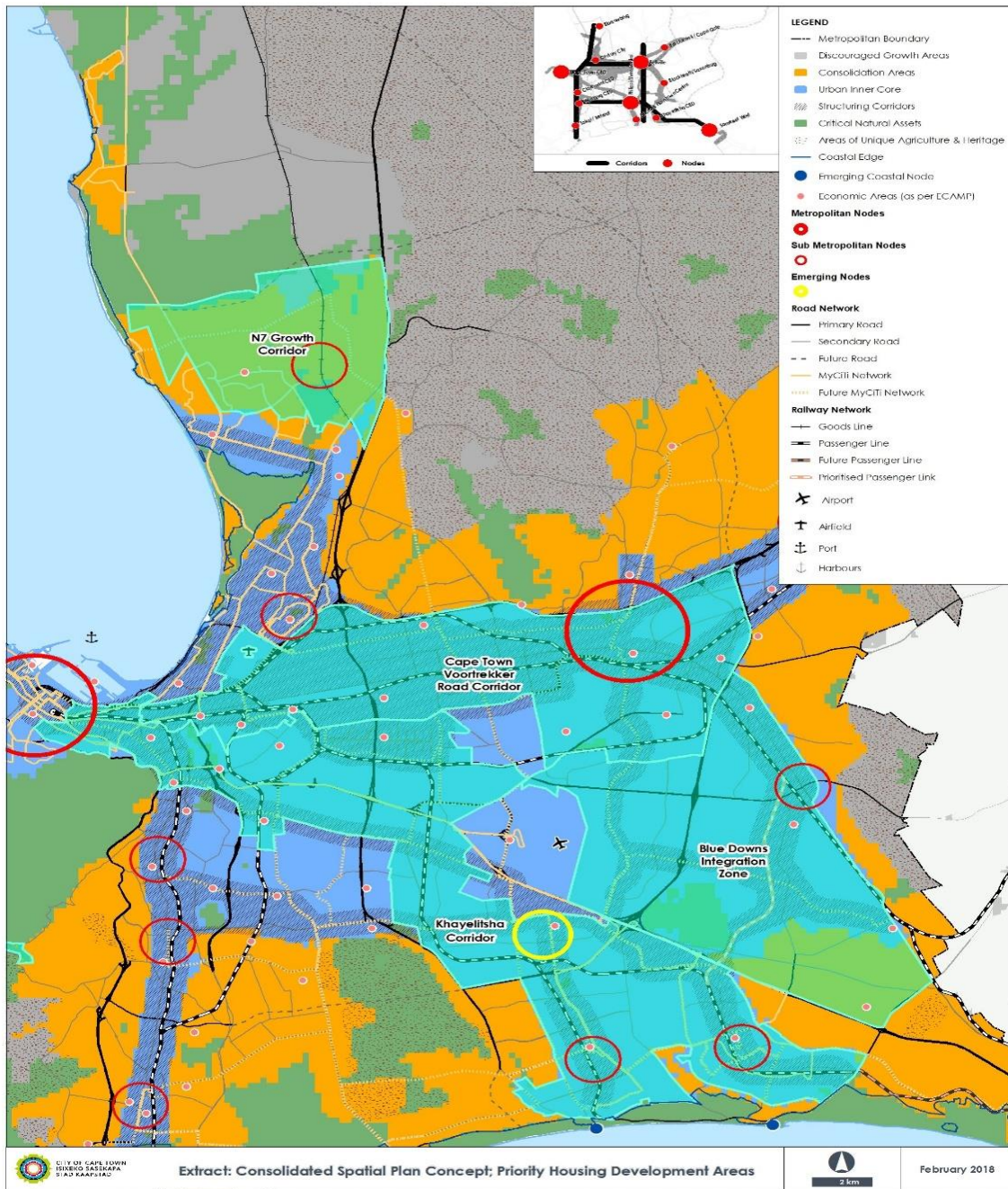
The PSHDAs were promulgated by the former national Minister of Human Settlements, Water and Sanitation on 15 May 2020. The objective of the PSHDAs is to promote settlements' spatial transformation and consolidation by ensuring that the delivery of housing is used to restructure and revitalise towns and cities, strengthening the livelihood prospects of households and overcoming apartheid spatial patterns by fostering integrated urban forms. The identification of PSHDAs is aimed at aligning national housing programmes implemented in a municipality to enhance human settlements location and investments resulting in spatial transformation, with particular focus on in-situ upgrading of informal settlements, new developments (greenfield), social housing restructuring zones and spatial consolidation in existing areas. Going forward, the Human Settlements Directorate will therefore focus capital investment within these areas in an attempt to create integrated human settlements.

The national Department of Human Settlements has identified and gazetted the following PSHDAs within the City of Cape Town: Atlantis, Blaauwberg development area (erf 1117 Blaauwberg), Blue Downs integration zone, Hout Bay, Voortrekker Road corridor and Khayelitsha corridor, as detailed in table 14 and shown in figure 14 below.

<b>Gazetted PSHDA</b>	<b>Main places</b>	<b>Wards</b>	<b>Comments</b>
Atlantis SEZ	Atlantis Industrial, Wesfleur, Sherwood, Saxonsea, Saxonwood, Avondale, Witsand, Protea Park, Robinvale, Beaconhill, City of Cape Town Rural	29, 32	It has been retained because of the increased industrial activity envisaged in the Atlantis SEZ and housing for employees may be required.
Blaauwberg development area	Blaauwbergstrand, Milnerton, Parklands, Rivergate, City of Cape Town Rural	23, 104, 107, 113	Extended to include areas of Du Noon and Joe Slovo rather than concentrating on erf 1117 Blaauwbergstrand that is state owned. However, development in this area should take into account the Koeberg Nuclear Plant and effective execution of the Koeberg Nuclear Evacuation Emergency Plan.
Blue Downs integration zone	Bellville, Blackheath, Blue Downs, Cape Town, Delft, Eerste River, Gaylee, Hagley, Kleinvelei, Kuils River, Matroosfontein, Mfuleni, Parow, Rustdal, City of Cape Town Rural	8, 11, 12, 13, 14, 16, 17, 19, 20, 22, 24, 106, 108, 114	This is a new area that has been included based on proposals from the City, taking into account the rollout of the Blue Downs Rail Link, Provincial Housing Projects and the envisaged MyCiTi rollout in the Blue Downs area.
Cape Town Voortrekker Road corridor	Bellville, Brackenfell, Cape Town, Epping Garden Village, Goodwood, Kuils River, Loumar, Montague Gardens, Parow, Pinelands, Thornton	2, 3, 9, 10, 12, 22, 26, 27, 30, 53, 55, 56, 115	This is an important growth corridor in the city that both the national Department of Human Settlements and the City agreed upon.

Hout Bay / Imizamo Yethu	Constantia (Glen Alpine, Witteboomen), Hout Bay (Hout Bay Harbour, Hout Bay Heights, Hangberg, Northshore, Beach Estate, Imizamo Yethu, Tierboskloof, Oakwood Village Estate)	62, 74	This has been extended to include established townships in the valley, rather than concentrating on the Imizamo Yethu informal settlement.
Khayelitsha corridor	Cape Town, Crossroads, Epping Industria, Gugulethu, Khayelitsha, Langa, Mandalay, Matroosfontein, Mitchells Plain, Nyanga, Philippi, Pinelands, Roggebaai, Schaap Kraal, Sherwood Park, Vredehoek, Vukuzenzele, Weltevreden Valley	18, 24, 28, 30, 31, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 48, 49, 50, 51, 52, 53, 57, 58, 60, 75, 76, 77, 78, 79, 80, 81, 82, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 115, 116	This is an important Metro Southeast corridor in the city that both the national Department of Human Settlements and the City agreed upon.

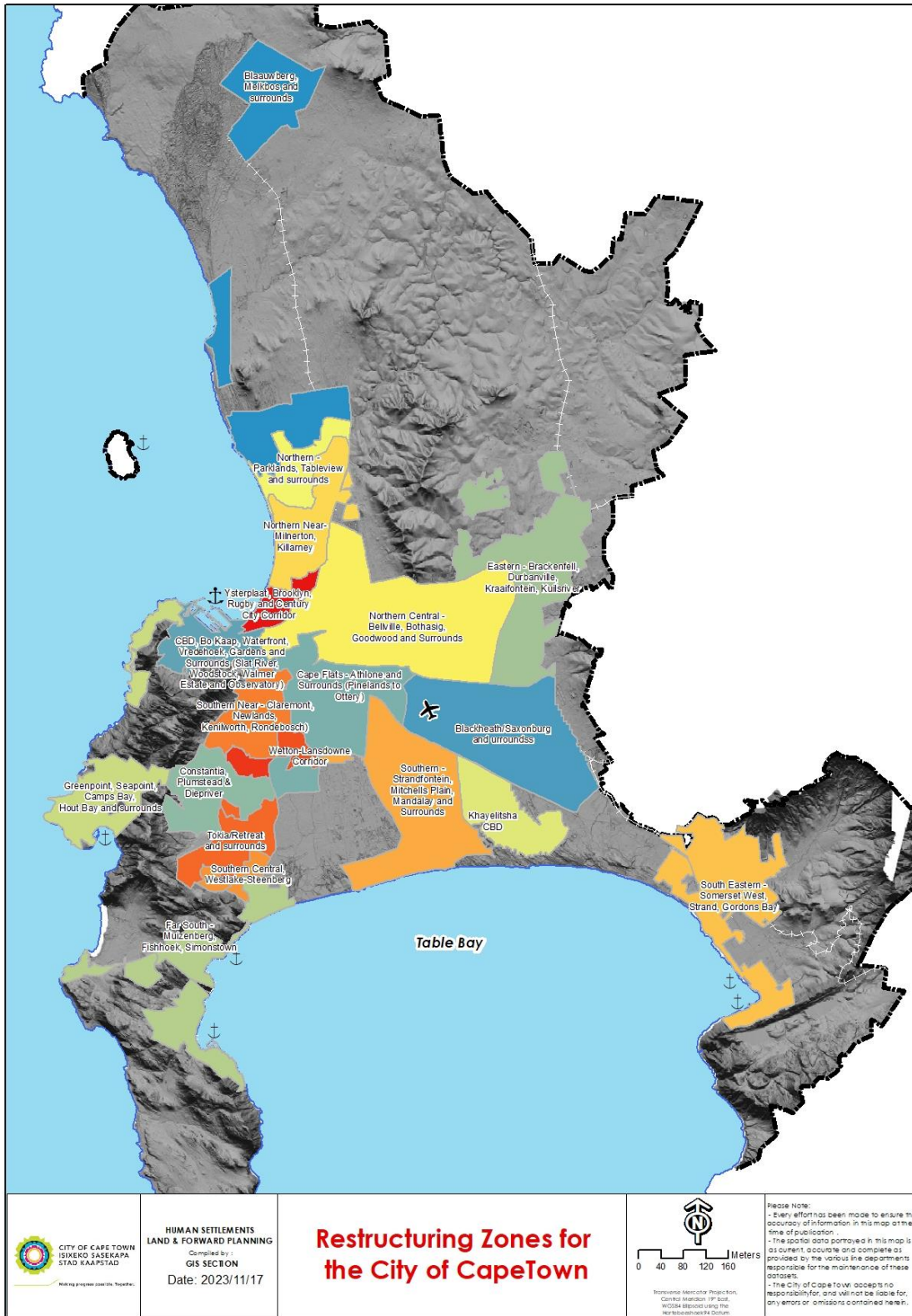
**Table 14: Gazetted PSHDAs within the City of Cape Town**



**Figure 14: Gazetted PSHDAs within the City of Cape Town**

- **Social housing restructuring zones**





















The Restructuring Capital Grant requirement for social housing is that it can only be developed in approved social housing restructuring zones (SHRZs) – which are spatially targeted areas close to economic opportunities, public transport, and social amenities, with the aim of catalysing spatial transformation. The SHRZ is thus an important spatial structuring element in guiding the planning of social housing projects. Map 8 below illustrates the gazetted restructuring zones within the City of Cape Town.



**Map 8: Restructuring zones for the City of Cape Town**

## Legend

### Spatial Areas

 Blaauwberg, Melkbos and surrounds	 Northern Central - Belville, Bothasig, Goodwood and Surrounds
 Blackheath/Saxonburg and surrounds	 Northern Near - Milnerton, Killarney
 CBD, Bo Kaap, Waterfront, Vredehoek, Gardens and Surrounds (Slat River, Woodstock, Walmer Estate and Observatory)	 South Eastern - Somerset West, Strand, Gordons Bay
 Cape Flats - Athlone and Surrounds (Pinelands to Ottery)	 Southern - Strandfontein, Mitchells Plain, Mandalay and Surrounds
 Constantia, Plumstead & Diep River	 Southern Central, Westlake-Steenberg
 Eastern - Brackenfell, Durbanville, Kraaifontein, Kuilsriver	 Southern Near - Claremont, Newlands, Kenilworth, Rondebosch)
 Far South - Muizenberg, Fishhoek, Simonstown	 Tokia/Retreat and surrounds
 Greenpoint, Seapoint, Camps Bay, Hout Bay and surrounds	 Wetton-Lansdowne Corridor
 Khayelitsha CBD	 Wynberg and Surrounds
 Northern - Parklands, Tableview and surrounds	 Ysterplaat, Brooklyn, Rugby and Century City Corridor

**Figure 15: Restructuring zones map legend**

## 3.4. SECTOR-SPECIFIC CONSIDERATIONS

The IHSSP is a strategic approach and implementation programme for creating human settlement opportunities in the City of Cape Town. However, this objective can only be achieved through the transversal and integrated planning of various sector plans that are being developed by other directorates within the City. This section outlines the intersecting considerations of other City directorates and departments that have a bearing on the Human Settlements Directorate's interventions when planning for the short to medium term.

### 3.4.1. Urban Mobility

The following issues link with implementation priorities for the Human Settlements Directorate:

- **Rail**

Rail is the backbone of Cape Town's public transport network, but a serious decline in infrastructure and service was experienced during the Covid-19 pandemic. This decline was further exacerbated by theft, vandalism and encroachment of informal settlements into the rail reserve, due to a lack of securitisation and asset protection.

However, since then, PRASA has made immense progress in reinstating and revitalising the passenger rail services within the region. While some passenger rail operations currently experience limited services with some restriction, all service lines (excluding Philippi Station to Kapteynsklip Station in Mitchells Plain) are either fully or partially resumed. In addition, PRASA has made strides in improving and reinstating their rail stations. Only the following stations remain non-functional:

- Kapteynsklip
- Mitchells Plain
- Lentegeur
- Netreg
- Lavistown
- Kuyasa
- Koelenhof

Although PRASA continues to progress towards recovering and reinstating their full services and operations to the region, informal and unlawful encroachment hinders their recovery activities and stifles their attempts towards progress.

An estimated 5 195 households have unlawfully settled within the PRASA Central Line rail reserve. The enumeration of these households revealed the following:

- a. Approximately 1 254 occupants have erected their homes on the PRASA Central Line in Langa.
- b. Approximately 3 688 occupants living in and around the Philippi Station; and
- c. Approximately 253 more occupants living at the Khayelitsha Station.

This programme includes the relocation of 5 195 households that have unlawfully occupied sections of the line. This requires the acquisition of approximately 60 ha of land to accommodate these informal dwellings (see table 15 below).

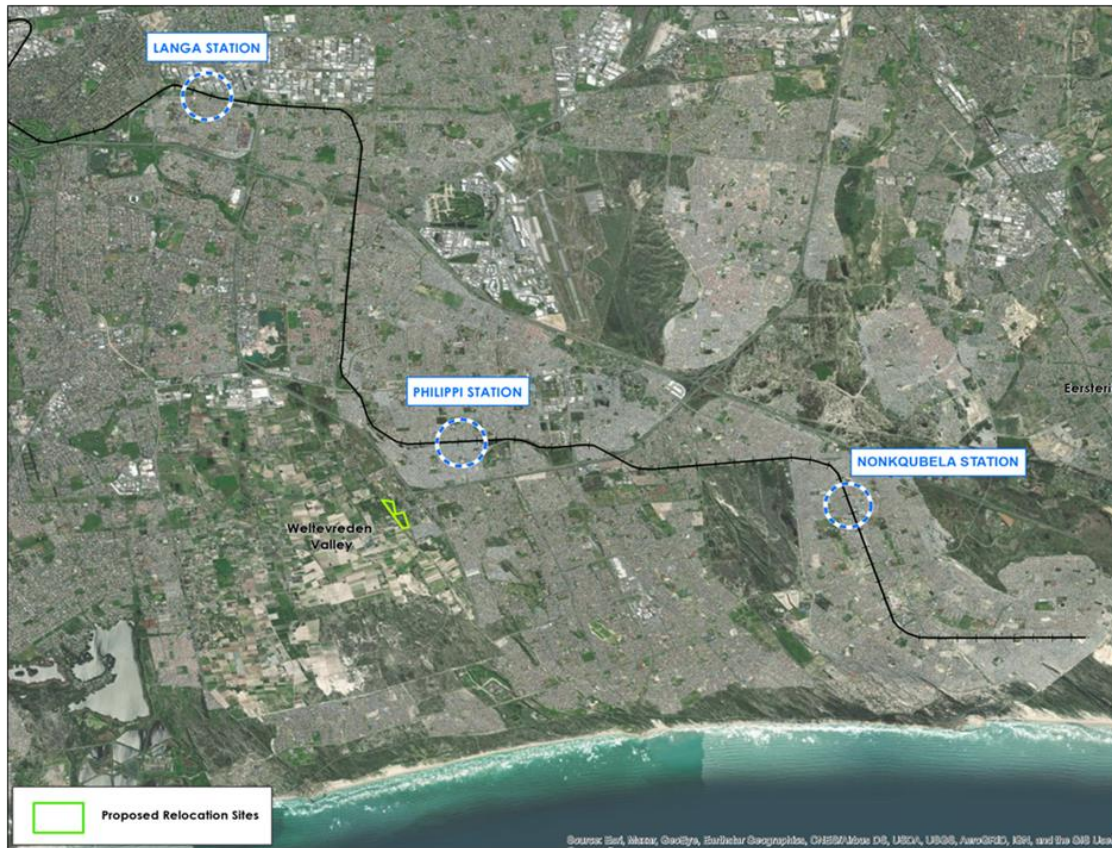
NO.	STATION	PROPERTY DESCRIPTION	NUMBER OF INFORMAL DWELLINGS	ESTIMATED SIZE OF LAND REQUIRED (HA)
1	Langa	Portion of erf 114412 Cape Town	1 254	4,6
2	Philippi	Portions of various properties	3 688	46,3
3	Philippi	Portion 1 of erf 678 Cape Town		
4	Nonkqubela	Portion of erf 40793 Khayelitsha	260	4,0
5	Nonkqubela	Portion of erf 40794 Khayelitsha		1,0
<b>TOTAL</b>			<b>5 195</b>	<b>55,9</b>

**Table 15: Estimated number of dwellings and households to be relocated per property**

The national Department of Transport (NDoT), the national Department of Human Settlements (NDHS), the national Department of Public Works and Infrastructure (DPWI), the Western Cape Department of Infrastructure (WCDI), the Western Cape Mobility Department, the City of Cape Town (CCT), the Housing Development Agency (HDA) and Passenger Rail Agency of South Africa (PRASA) in March 2022 concluded an Implementation Protocol (IP), as provided by the Intergovernmental Relations Framework Act, Act 13 of 2005 to facilitate the resettlement of households currently residing within the PRASA Central Line rail reserve in the CCT, to allow for the rehabilitation and reopening of the line. This IP provides a framework aimed at facilitating the implementation of this relocation programme, and negotiations on the scope, budgets and timelines are still ongoing.

To successfully execute the programme, the following items are on the critical path and have to be activated and aligned accordingly. These include:

- a. Overall funding confirmation for the implementation of the programme.
- b. Securing of land (privately owned and/or state owned) for relocation purposes.
- c. Facilitation of statutory processes required to enable the use of the secured land parcels for relocation purposes, in an expedited manner warranted by the emergency programme.
- d. Effective community engagements with the affected communities of Langa, Philippi and Khayelitsha, as well as the receiving communities in proximity to the identified relocation site (to get their critical buy-in).



**Figure 16: Affected Central Line areas**

Given the challenges facing the long-term relocation programme, and the immediate need to get the Central Line operational; the Implementation Protocol Steering Committee took a resolution to prioritise the immediate implementation, Operation Bhekela, which is an intervention that entails infilling households located within a set buffer area.

Should Operation Bhekela be implemented successfully, it would see the Central Line operational, even if at limited capacity. This approach has also been supported by the Standing Committee on Public Accounts (SCOPA).

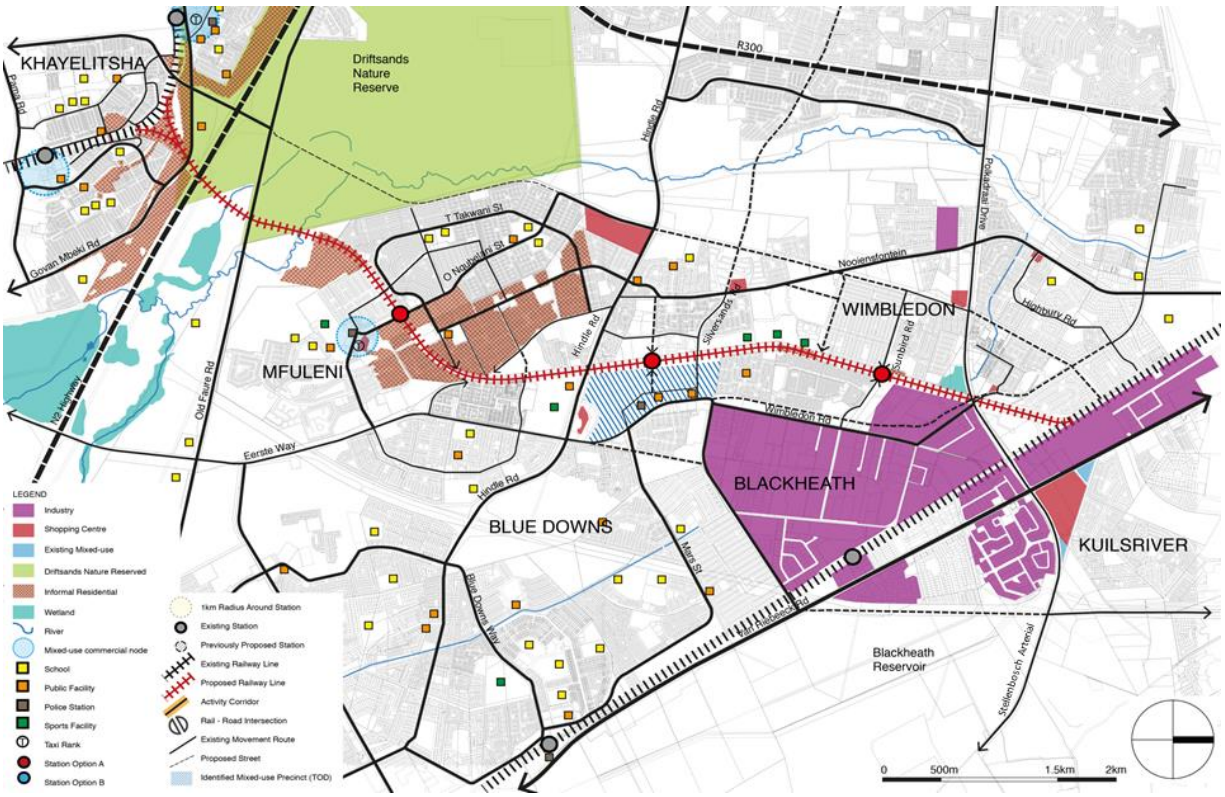
### **Scope of Operation Bhekela 1 and Operation Bhekela 2**

Phase 1 of Operation Bhekela 2, which was the infilling of approximately 1 757 households, is complete, and Phase 2 of Operation Bhekela 2, which is for the temporary relocation of approximately 856 households to PRASA-owned land (Philippi, Stock Road site) was completed in January 2024. Due to the interventions made by the Implementation Protocol Steering Committee, the SCOPA and the various political principals, the immediate intervention (Operation Bhekela) has made way for the resumption of a limited rail service (subject to completion of infrastructure works by PRASA) from Cape Town CBD to Langa, Langa to Nyanga (Operation Bhekela 1) and Nyanga to Philippi, Philippi to Nolungile and Philippi to Kapteinsklip (Operation Bhekela 2). The ultimate goal is to ensure the relocation of households up to Chris Hani Station through immediate temporary intervention and long-term permanent relocation.

There are also plans to improve service offerings in other rail corridors, such as the Northern Corridor Modernisation Study, which looks at integrating future rail corridor requirements, road-based public transport serving the rail corridor, and TOD-focused land use along the corridor. The study area of the Northern Corridor Modernisation Study largely coincides with the boundaries of the Voortrekker Road corridor (VRC) integration zone and the Voortrekker Road corridor that PSHDA has identified for spatial targeting of development resources, together with National Treasury and the national Department of Human Settlements. A key output of the project is a prioritised project implementation programme for the modernisation of the northern corridor, including rail- and road-based infrastructure requirements and associated land use proposals such as medium- to high-density residential uses.

In addition, there are several rail improvement projects planned by PRASA, including new lines such as the Blue Downs rail link, modernisation, and new rolling stock. The Blue Downs rail link and corridor will run from Kuils River Station and link up with Nolungile Station in Khayelitsha, as shown in map 9 below. The railway line will cross through various settlements and four informal settlements namely Khayelitsha, two in Mfuleni and north of the proposed Wimbledon Station. Residents of the latter settlements, which approximate up to 5 000 households, need to be relocated prior to commencement of construction. The scope of work will be to ensure that sufficient land is identified and that all the required legislative processes and approvals have been obtained for implementation. This project is dependent on the prioritisation of projects by PRASA, and with their current activities focused on the reinstatement of rail services, the introduction of new rail lines and services will be delayed.

Delays associated with the implementation of the Blue Downs rail link have a significant impact on households living in the Metro Southeast as well as Blue Downs, Mfuleni and environs. The Blue Downs Rail Line provides a crucial north-south link connecting the metro-south east with Bellville – an important area of economic activity. Many of the City's human settlement projects are also in the Metro Southeast – where demand is high – and these need to be supported by effective public transport links.



**Map 9: Blue Downs rail link corridor**

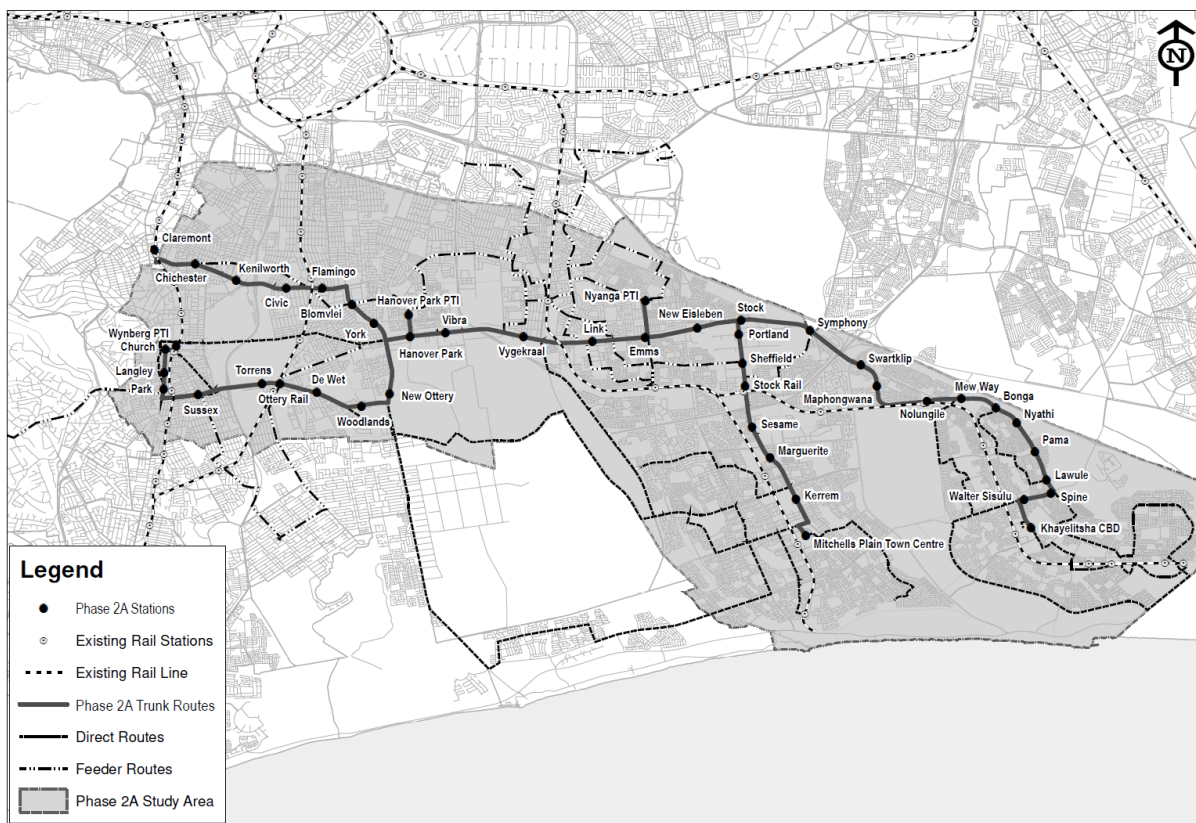
On the positive side, PRASA is now carrying an average of about 177 000 travellers per day, and have ambitions to increase this number back to the numbers experienced in 2012. The recovery, modernisation and implementation of efficient rail corridors have a significant impact on households that live along and have access to these rail corridors. These passenger rail corridors (and appropriate land use development) can enhance social mobility, which in turn improves household monetary retention. These benefits were analysed through a macroeconomic analysis within the Cape Town Rail Feasibility Study and the results confirmed that low-income households can retain an income of R932m through direct and indirect benefits from a fully operational rail network. Furthermore, these benefits may be amplified through infrastructure investments by the City that improve walking and cycling networks that widen the catchment area of accessible passenger rail services. Conversely, land use activities and residential communities can serve rail corridors through leveraging development and spatial design principles of transit-oriented development to increase passenger rail ridership and thus increase fare revenue potential of the rail operator. Therefore, considering the above, it can be concluded that the inter-relationship between land use activities and passenger rail corridors are mutually beneficial.

- **MyCiTi rollout**

This project includes a multi-billion rand capital investment and aims to implement the Bus Rapid Transit (BRT) on key corridors that are not served by rail, based on the objectives of the approved Integrated Public Transport Network Plan (IPTN: 2015). The implementation of the MyCiTi Phase 2A

network (now known as the 'Metro Southeast corridor') that includes two trunk routes in the Metro Southeast linking Khayelitsha and Mitchells Plain to Wynberg and Claremont, and hence the southern rail network in particular is crucial in ensuring the provision of public transport and connectivity between residential areas in the Metro Southeast to employment opportunities in other parts of the city. The implementation of the IRT Phase 2A trunk construction is under way. The Urban Mobility Directorate is working closely with various directorates, including Water, Electricity, Area-based Economic Development and Human Settlements, to ensure the successful implementation.

To address travel needs resulting from the lack of rail service on the Central Line, the N2 express services between Khayelitsha and the CT CBD, and Mitchells Plain and the CT CBD, were restored at the beginning of 2022.



**Map 10: MyCiTi Metro Southeast corridor location**

An update of the Integrated Public Transport Network Plan (IPTN) is under way, which will result in a plan that is more incremental, as it includes all PT services. Road-based projects emanating from it will not just be the next MyCiTi 'red route' truck route, but also other corridors that can provide PT advantage along them.

- **Densification along key transport corridors**

The Integrated Public Transport Network (IPTN) designs the long-term public transport network plan based on land use modelling, which projects the future location of residential and non-residential

land uses. The current IPTN is based on a land use scenario that requires moderate densification and intensification of land use along corridors.

This plan is currently under review, taking a scenario-based approach that will identify the transport corridors required, no matter which scenario is realised. The reviewed IPTN will rely less on dedicated or exclusive MyCiTi corridors and will include all forms of public transport, including minibus taxis and Golden Arrow bus services.

The 'PT areas' have been revised and approved, and create opportunities particularly for social housing projects in well-located areas around public transport nodes and in public transport corridors. Reduced parking requirements are automatic in these areas, with zero parking requirements in PT2 areas.

Land restitution projects are generally in well-located areas and are important mechanisms to support the intensification of land use to support the public transport services.

- **Temporary relocation areas (TRAs) and transport linkages**

Integrated planning between Transport and Human Settlements can ensure that TRAs are supported by accessing existing transport services.

The City has identified several informal settlements located within critical transport infrastructure corridors along Govan Mbeki Road in Philippi that must be relocated in order to facilitate the continued development of the MyCiTi Bus Service Phase 2 corridor.

Current infrastructure works along the corridor include:

- The upgrade of approximately 2,2 km of mixed-traffic lanes along Govan Mbeki Road, extending from the level railway crossing near Klipfontein Road to the R300 bridge.
- Construction of MyCiTi kerbside stations in both directions at the Symphony Way / Sheffield Road intersection.
- Upgrading of approximately 540 metres of Sheffield Road / Symphony Way on both sides of Govan Mbeki Road.

The Informal Settlements Management (ISM) Department, in collaboration with Urban Mobility, is responsible for the relocation of affected households to Bosasa Link serviced sites in Mfuleni, thereby enabling the clearing of the IRT corridor.

Failure to successfully implement these relocations would pose a direct risk to the delivery schedule of the MyCiTi Phase 2 corridor infrastructure.

The Bosasa Link relocation site remains the primary receiving area for beneficiaries affected by the IRT corridor developments.

Current progress is as follows:

- 396 serviced plots are currently under construction as part of Phase 2.

- Project completion has been revised to April 2026 due to infrastructure and servicing timelines.
- 109 serviced sites have already been completed and allocated, each capable of accommodating 6 × 3 metre relocation structures.

Between 2024 and 2025, the Bosasa Link relocation programme has facilitated the relocation of approximately 480 households from informal settlements located along the IRT development corridor.

Relocations have occurred across several areas, including:

- Mfuleni: ± 290 households
- Philippi: ± 110 households
- Khayelitsha: ± 80 households

These relocations have significantly reduced settlement encroachment within the planned transport corridor while providing beneficiaries with access to serviced sites.

- **Public transport interchanges (PTIs)**

PTIs are being built or upgraded annually as per an approved priority plan. They provide important transport infrastructure to HS and 'spin-offs' for residents, such as social spaces and opportunities for trade.

- **Walking and cycling**

Active Mobility (walking and cycling) infrastructure is currently planned for, designed and implemented within the City's has a programme for rolling out cycling infrastructure in all four regions – the NMT Improvement Programme. In addition to this dedicated programme, walking and cycling facilities are also provided as part of other programmes and projects such as the MyCiTi Phase 2, where cycle paths and footpaths are provided alongside the BRT upgrades.

The City has finalised and adopted a new Walking and Cycling Strategy (April 2025), which has been formally approved by Council. This strategy replaces both the former Cycling Strategy and the earlier Non-Motorised Transport (NMT) Strategy, providing a unified and contemporary policy foundation for active mobility. It establishes a clear vision for a safer, more connected and more equitable city where walking and cycling are viable, attractive and dignified modes of everyday transport. The strategy articulates the City's long-term goals, investment focus areas, design principles and cross-departmental responsibilities required to support a coherent active mobility system.

To operationalise this vision, the accompanying Implementation Plan has been completed and approved by the City Manager. This plan translates the strategic direction into a practical, prioritised and sequenced programme of action. It identifies region-specific project pipelines, sets investment timelines, and aims to align budget planning across departments. The accompanying Performance Management Plan (under development) establishes performance indicators,

monitoring processes and a governance structure for coordinated delivery. Through the Implementation Plan, the City now has a clear roadmap for rolling out walking and cycling interventions over the short, medium and long term.

A key component of the Implementation Plan is the expansion, upgrade and maintenance of cycling infrastructure across all four regions. This includes completing missing links, improving access to public transport interchanges, addressing unsafe intersections, and creating new corridors where little or no infrastructure currently exists. The plan recognises that high-quality cycling infrastructure includes protected lanes, shared off-road paths, greenways, safer neighbourhood streets, and appropriate intersection treatments – not just painted lanes. Project prioritisation is guided by safety risk, latent and existing demand, equity considerations, and integration with broader transport and spatial development initiatives.

Walking, as the city's most universal mode of travel, is positioned as a fundamental priority. All Human Settlements and infrastructure projects are now required to deliver safe, continuous and accessible pedestrian routes, including properly constructed sidewalks, safe road crossings and adequate street lighting. A key activity emanating from the walking and cycling strategy is implementing design standards for streets, specifically including design guidance for walking and cycling, which will guide how new human settlement developments provide for walking and cycling within and connecting to these areas.

The City also recognises, through several strategies and policies, including the Urban Design Policy and Climate Change Strategy, the critical role of landscaping and streetscape design in enhancing walking and cycling experiences. Shading, greening and high-quality streetscape treatment are no longer considered optional benefits but essential components that contribute to comfort, visibility, safety and the attractiveness of active mobility routes.

Universal access is a core design commitment embedded in both the strategy and implementation plan. All walking and cycling projects must now meet universal access requirements, ensuring facilities are usable by people with disabilities, reduced mobility, or those travelling with prams or assistive devices.

To support evidence-based implementation, the Urban Mobility Directorate is currently revising its network planning framework that guides future project prioritisation. This process will result in two separate but interrelated network plans: one dedicated to walking and one focused on cycling. These updated network plans will align with the approved strategy and implementation plan, ensuring that future investments are prioritised systematically, equitably and in response to safety, demand and mobility needs.

- **Road safety**

A road safety strategy is currently being developed, which considers the safety needs of pedestrians/cyclists, passengers and drivers. Neighbourhood design and traffic calming street design are needed to reduce vehicle crashes and injury to residents, especially around schools, ECD centres, clinics and other social facilities, and at PT stops for safe boarding, alighting and street crossing. This also includes integrating safer street design, continuous pedestrian pathways, improved lighting and speed management measures into new and existing neighbourhoods.

Road safety audits for major new developments on the road network, along with embedding road safety considerations and risk assessments early in the infrastructure development approval process (before designs are finalised), are essential to ensure safety is not addressed too late. The strategy also recognises the heightened vulnerability of children, older persons and persons with disabilities, requiring targeted improvements in high walking-demand areas. This is especially true around schools, ECD centres and other social facilities, and at PT stops for safe boarding, alighting and street crossing.

All new human settlements should take cognisance of these basic guidelines.

- **Settlement planning principles**

When planning for new settlements or development of housing projects, it is essential to consider business and education opportunities in and close to settlements/projects to reduce the need for state housing beneficiaries to travel far to meet their daily work, education, service and goods needs.

### **3.4.2. Environmental management**

The following issues link with implementation priorities for the Human Settlements Directorate:

- Environmental management principles and approaches

The IHSSP recognises the value of environmental management, climate change, resource efficiency, green infrastructure, resilience, and principles and approaches, and the ways these can contribute to objectives of improving social cohesion, greater use of public spaces, and creating safer, more integrated human settlements. In addition, such principles and approaches can:

- reduce risk from environmental hazards;
- protect and manage the City's natural environment, including its natural and green spaces, natural assets, ecosystems, and ecological and green infrastructure;
- increase the city's resilience to the impacts of climate change;
- assist in addressing equity by providing access to quality safe green spaces throughout the city, and in so doing promote the reconnection of people and nature, improving health and wellbeing;
- improve liveability and connectivity in the city;
- optimise natural assets and systems for their ecological services, especially as they relate to climate regulation and adaptation, including water management;
- promote sustainable land use practices and management;
- promote biodiversity conservation; and
- promote linkages and connectivity for ecological and social benefit.

In this regard, the IHSSP considers the following principles/approaches in relation to human settlements:

- Use green open spaces innovatively to create multifunctional spaces that can be utilised by the community for recreation, enjoyment, health benefits, provision of spaces for public concerts, urban agriculture, stormwater management and other uses, whilst also ensuring that degraded sites are restored and regenerated, existing natural environmental assets are protected and enhanced, and new green infrastructure assets are promoted and created to reduce the risk of natural hazards such as water and flood risks, and adapt to climate change;
- Improve groundwater infiltration through SUDS and WSUD principles and practices, including permeable paving, where appropriate, and thereby minimising flood risks;
- When laying out a new development, community facilities, public institutions and green open spaces should be clustered together or located along structured routes that result in resource efficiencies, improved liveability, improved multifunctionality of open spaces, and the promotion of equitable access to such facilities and services;
- Ensure passive surveillance of green open spaces and pedestrian routes, where possible, to create safer neighbourhoods;
- Ensure that developments correspond positively with the abutting environment, such as the erection of permeable boundary walls or fences, creation of firebreaks, and establish ecological buffers for developments adjacent to watercourses or ecologically sensitive open areas;
- Incorporate energy and water efficiency in the design and layout of settlements and structures, which will improve liveability, reduce operation costs, and improve resource efficiency;
- Consider existing resources and tools, including the City's Green Building Guidelines; Resource Efficiency Criteria for Development; and technical guidelines related to the City's targets that all new buildings citywide are net zero carbon in operation by 2030; and all municipal buildings are net zero carbon in operation by 2030;
- Promote the retention of existing trees, and the planting of suitable, indigenous or resilient tree species;
- Promote fire breaks and ensure appropriate spacing between structures to reduce the spread of fires and to allow for movement of emergency services;
- Promote the use of resource-efficient materials and low-carbon designs, where appropriate.
- Incorporate non-motorised transport and walkability, and promote access to public transport options in relation to City-led housing developments;
- Ensure the protection of green infrastructure on greenfield sites;

- Ensure that City-led housing developments are designed, constructed and equipped to promote the safety of life and property during fires;
- Encourage the inclusion of walkable pathways and non-motorised transport infrastructure, where applicable, in relation to developments where such interventions can improve access to green open spaces;
- Consider the City's Biodiversity Spatial Plan in housing delivery;
- Implement sustainable stormwater management measures (including promotion of permeability and ground water filtration) in order to reduce flood risks and associated risk to life and property;
- Consider ecological buffers in relation to City-led housing developments that are adjacent to or bordering natural areas or green spaces, including watercourses, to contribute to the attenuation of natural risks such as floods and fires, and help reduce edge effects of settlements on natural areas;
- Encourage City-led housing developments to interface positively with the abutting environment;
- Ensure that City-led developments do not negatively impact on green open spaces and, where possible, contribute to green corridors and connect the city's open spaces;
- Consider the urban tree canopy (retention and enhancement) and urban greening in relation to City-led housing developments; and
- Natural systems planning.

The IHSSP considers both the Biodiversity Network (BioNet) and Green Infrastructure Network (GINet), which aim to ensure conservation and restoration of biodiversity and ecosystem services. These are recognised in the Integrated Development Plan (IDP) and are included in the Municipal and District Spatial Development Frameworks (MSDF, DSDF).

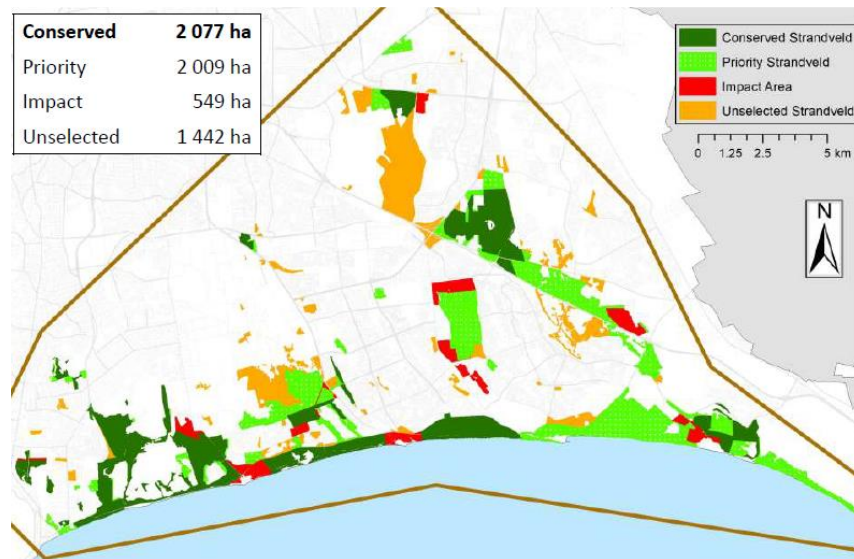
The BioNet, a fine-scale systematic biodiversity plan for Cape Town, identifies and prioritises areas of biodiversity importance in relation to biodiversity pattern and process, to ensure protection of a representative sample of biodiversity and meet vegetation targets in the city, as well as to promote sustainability and climate resilience.

The GINet, derived through interrogation of natural and green open spaces through a lens of ecosystem service-based questions, highlights ecosystem services provided by them from an ecological, social and infrastructural perspective, as well as where opportunities to enhance them exist. It is the spatial component of the Green Infrastructure Programme (GIP), the purpose of which is the protection and enhancement of existing natural assets and the promotion and creation of new GI assets, in order to underpin the sustainability of the city, enhance the city's living environment and improve its resilience to the effects of climate change.

The GINet aims to act as an informant to development decision making to help ensure that ecosystem services and green assets are maintained and, where possible, enhanced or created.

- **Strandveld**

This area is critical for biodiversity and to meet national biodiversity targets, but the human settlement needs are also great in this area, and there is a high level of informality. The Metro Southeast Strandveld Conservation Implementation Plan outlines which areas should be protected, and which areas (unselected Strandveld) can be developed for human settlements. The plan also proposes a conservation land bank at Macassar Dunes East as an offset for larger projects.



**Map 11: 2020 Metro Southeast Strandveld Conservation Implementation Plan (CIP)**

- **Swartklip**

Alignment with ACSA on the conservation portion of Swartklip is important, as pressure on the site is immense due to the strategic role in Metro Southeast.

- **Resource efficiency and green procurement in human settlement projects**

There are a range of low-cost and no-cost interventions in relation to government-led housing delivery that can result in significant living improvements for housing recipients and at the same time have co-benefits related to improved resource efficiency and protection of green infrastructure.

The Green Procurement Action Plan (Outcome 9) is derived from the Environmental Strategy, and is one of the contributions towards the green economy. The City of Cape Town has committed to implementing green procurement in its operations and capital projects. A commitment to green procurement is integrated in the City's Environmental Strategy and is incorporated, as a principle and desired outcome, in the City's Supply Chain Management Policy. This allows staff to include environmental sustainability as a criterion in procurement decision making. In 2020, the City of Cape Town finalised a Green Procurement Action Plan, which seeks to give effect to the City's

commitment to green procurement and to consolidate and mainstream the implementation of green procurement in the City.

The City has implemented many successful green procurement projects and practices in its operations, and various examples of integrating and incorporating resource efficiency and environmental sustainability features in the design and construction of City housing projects. These include the Witsand 'iEEECO' (integrated-energy environment empowerment cost [1] optimisation) low-cost housing project; Morningstar housing project; Greenville Garden City; Ocean View stone houses; Dido Valley housing project; and Pelican Park housing development. These seek to promote resource efficiency and at the same time improve the living conditions and environments for housing recipients and occupants. Resource-efficient interventions and passive design provide recipients and occupants with cost savings related to energy and water. Examples of appropriate resource efficiency interventions include roof overhangs, appropriate orientation, insulation (particularly the installation of thermal ceilings), material use, ensuring natural lighting, and installation of low-pressure solar water heaters.

Notwithstanding the latter achievement, there is still room for a transversal focus on advocating for greener technology and the use of more sustainable building materials, especially within state-subsidised housing projects. To this end, the Environmental Management Department, Human Settlements Directorate and other City line departments have entered into a partnership project with the Economic Development Partnership, which seeks to:

- support the integration of green procurement into the Human Settlements Directorate's capital planning and delivery processes;
- facilitate learning and knowledge sharing through structured engagement, showcasing success stories and identifying barriers to implementation;
- provide practical recommendations and a road map for mainstreaming green procurement in the directorate; and
- strengthen cross-departmental collaboration and relationships to support a coordinated, citywide approach to green procurement.

Moreover, the project seeks to provide assistance to package human settlement projects to benefit from national and international grant and donor financing options, and the Green Climate Fund for top-up funding for green technology climate resilience and resource efficiency interventions. This may include international and national development financing, climate financing and green funds, such as the Development Bank of Southern Africa's (DBSA) Green Fund and Climate Finance Facility (CFF), the Green Climate Fund (GCF) and the Global Environment Facility (GEF).

### **Unlawful land occupations**

Unlawful land occupations (ULOs) impact on biodiversity, land and river systems. ULOs often result in the encroachment of green open spaces and other green infrastructure assets, which may cause irreversible environmental degradation, and impacts negatively on the biodiversity within these areas and compromises ecosystem service provision. Unlawful land occupations threaten proclaimed nature reserves, land identified for proclamation and other pockets of ecological

significance (as identified in the Biodiversity Network). There is a need to collaborate in response to this trend by:

- creating a supportive process with conservation partners, such as CapeNature and SANParks, to align and support efforts to counter unlawful land occupation of the City's green open spaces (as outlined in the City's Unlawful Land Occupation Framework);
- increasing budget for the identification of unlawful land occupation hotspots so that proactive surveillance can be undertaken to secure and protect these spaces, and prevent unlawful land occupation before it starts; and
- where required, following legal processes to remove unlawful occupants from nature reserves and green open spaces, and to undertake the necessary restoration and rehabilitation of unlawfully occupied spaces.

### **Informal settlements**

There are a number of provisions and principles that the IHSSP considers that are aimed at reducing risks and mitigating impacts of climate and environmental hazards, such as fires and floods, in relation to informal settlements. These include, inter alia:

- promoting fire breaks and ensuring appropriate spacing between informal structures to reduce the spread of fires and to allow for movement of emergency services;
- promoting the use of building materials that are fire retardant;
- promoting buffers for informal structures adjacent to watercourses in order to mitigate impacts of floods;
- supporting the establishment of multifunctional open spaces as part of upgrading informal settlements, such as community food gardens and other urban agriculture opportunities;
- greening of informal settlements;
- promoting simple sustainable urban drainage system (SUDS) interventions;
- promoting access and linkages with informal settlements subject to upgrades and green open spaces;
- encouraging the retention of existing trees and planting new ones, especially indigenous or resilient tree species that can help to improve physical health, slow rainwater or stormwater runoff, and reduce heat; and
- proper consideration of the following in relation to informal settlement upgrades: settlements located in declared wetlands, nature reserves and biodiversity sensitive areas; settlements within the coastal edge; settlements located within ecologically sensitive areas; or settlements located in areas that are high fire risks.

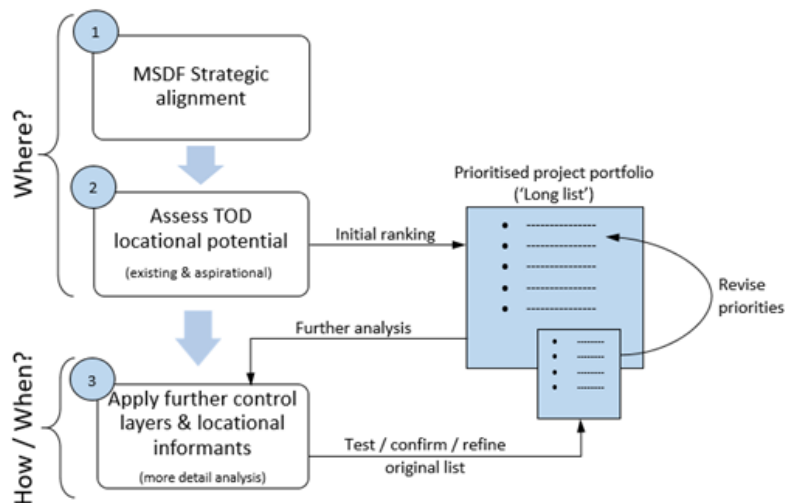
### **3.4.3. Urban regeneration: Precinct development and precinct management**

The City of Cape Town, much like other large cities, have key economic nodes and centres that drive economic and social growth and development. The City's targeted urban development programme aims to concentrate investment in public infrastructure and operations in targeted

areas to accelerate economic growth. The City has committed to releasing City-owned land for economic growth and affordable housing within these areas.

The targeted urban development programme, put forward in the City's Integrated Development Plan, strives to enable private-sector investment aimed at inclusive economic growth and affordable housing delivery. A key way of achieving this is to accelerate development of key precincts. As such, targeted urban development will be undertaken in areas identified in the City's spatial plans based on market performance and location potential, and in support of transit-oriented development (TOD) and a more spatially integrated, higher-density and diverse built environment.

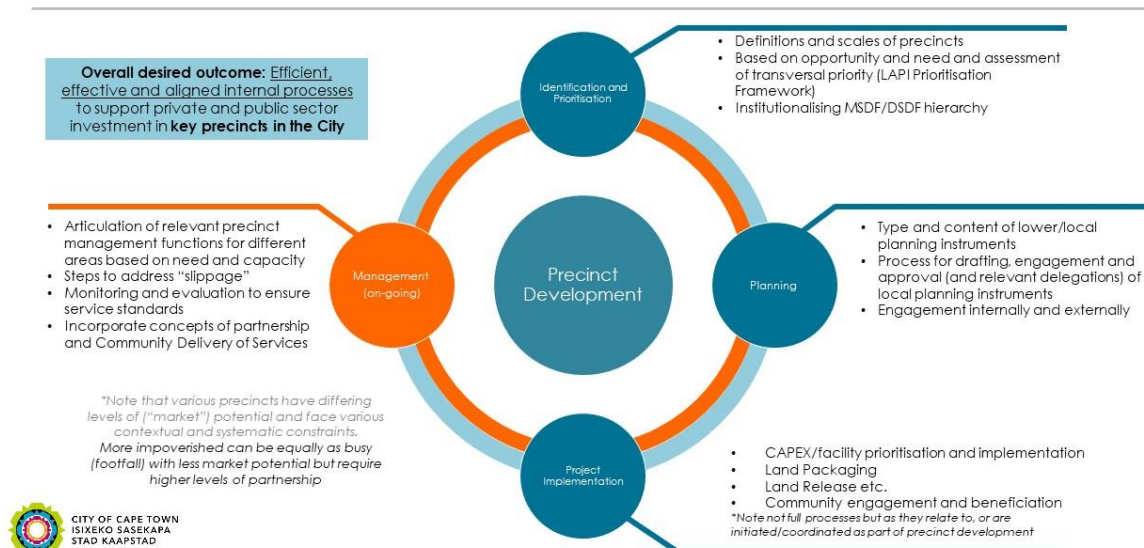
The Catalytic Land Development Programme (CLDP), which was approved by Council on 31 July 2019, provides a clear starting point for the City's efforts towards targeted urban development as mentioned above. The CLDP provided a spatial targeting mechanism and portfolio prioritisation framework (figure 17), which identified a portfolio of prioritised metropolitan and submetropolitan TOD precincts, namely the Bellville CBD, Philippi Opportunity Area, Gateway Catalytic Precinct and Claremont CBD. In addition, four C40 sites, namely Athlone CBD, Kapteinsklop, Moquet Farm Diep River and Tygerdal Monte Vista, have been prioritised.



**Figure 17: TOD Portfolio Prioritisation Framework**

In 2023, the City Manager initiated the Precinct Development Programme, which directly relates to the IDP strategic objectives 1.4A (Local area development initiative) and 1.4B (Key economic precinct development) (figure 18). Through this programme, precinct planning, precinct development and precinct management are being pursued with the Bellville CBD identified as the pilot precinct.

## 'Generic' Precinct Development Cycle



**Figure 18: Precinct development cycle**

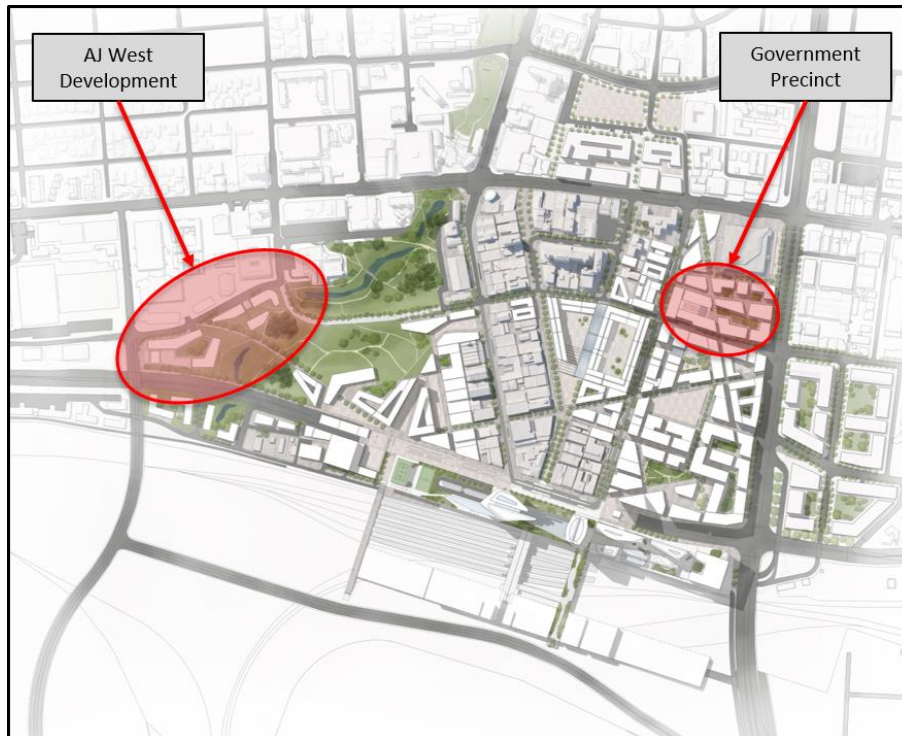
In addition to the above, the following IDP strategic objectives have relevance here:

- 1.4C CBD recovery and transition project; and
- 8.1 Micro-developer improvement programme.

Given the significant potential of the CLDP to deliver a diverse mix of housing typologies and tenures over the medium and long term, the Human Settlements Directorate is working to ensure that development within these precincts is included in their long-term plans.

### **Bellville CBD precinct**

As noted above, the Bellville CBD is the pilot precinct of the City Manager's Precinct Development and Management Programme. As such, the short-, medium- and long-term interventions in the CBD are being assessed to ascertain if an area-based approach to planning, management and implementation is a superior option of delivery.



**Figure 19: Bellville's spatial vision**

The medium- to long-term regeneration of the Bellville CBD (figure 19) provides significant opportunities for mixed-tenure residential development as part of the comprehensive proposals for planning and enablement of the city's second metropolitan node. In the longer term, Bellville CBD will accommodate approximately 50 000 housing opportunities for varying income groups. Housing typologies include open-market, affordable student accommodation (given the strong market demand for and cluster of tertiary academic institutions locally), and affordable housing.

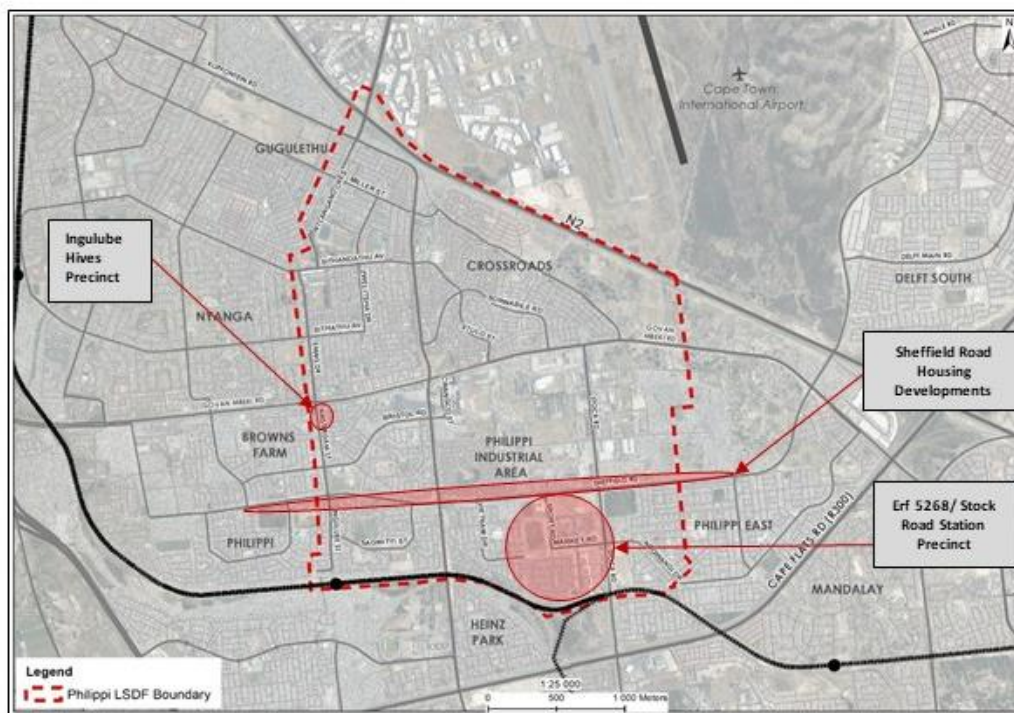
The City is accelerating the planning and packaging of two areas. The first, AJ West Development, is situated in the western portion of the Bellville CBD. The City-owned erven accommodate a netball sports facility and a parking area. The project aims to yield approximately 1 098 residential units along with retail opportunities and an ECD facility. Part of the plan is to upgrade the portion of the Elsieskraal River (that marks the southern border of the site) into a welcoming public amenity as put forward in the City's Liveable Urban Waterways programme. The river upgrade forms part of a wider project titled the Upper Elsieskraal River Corridor Plan, which is being driven by the Catchment, Stormwater and River Management Section of Bulk Services. The plan also includes relocating the existing netball facility to Hardekraaltjie Camp Site, which will be consolidated into the Bellville Sports Precinct in line with work under way by the Recreation and Parks Department. A new electricity substation will be the final component of the project.

The second, Government Precinct, is situated on the northeastern portion of the CBD. The City is the majority landowner and plans, with the private property owner, to facilitate a mixed-use development consisting of affordable residential accommodation opportunities and a government precinct, amongst others. The development includes extending Church Street eastwards to link with Robert Sobukwe, which marks the eastern border of the site. The project could yield approximately 1 500 affordable residential units.

## Philippi opportunity area

A key component of the Philippi opportunity area (POA) Local Spatial Development Framework (LSDF) is an overarching strategy for human settlements, the POA Housing Framework that was developed in partnership with the Human Settlements Directorate. The framework proposes a range of housing interventions, including infill opportunities, to enable greater densification and intensification of land use, whilst clustering public facilities, unlocking economic opportunities, and addressing encroachments experienced locally (e.g. Borchers Quarry, Philippi Station, Site C and Symphony Way). The POA Housing Framework identifies land parcels for future high-density housing development that could yield approximately 9 000 housing opportunities.

In addition, and in support of the IDP's initiative to support emerging small, medium and micro-sized enterprise (SMME) developers of small-scale rental units (SSRUs), Urban Regeneration is currently accelerating the planning and preparation of land use applications and subsequent project packaging of a number of City-owned land parcels. These projects, depicted in figure 20, have a potential yield of approximately 1 400 units.



**Figure 20: Philippi's spatial vision**

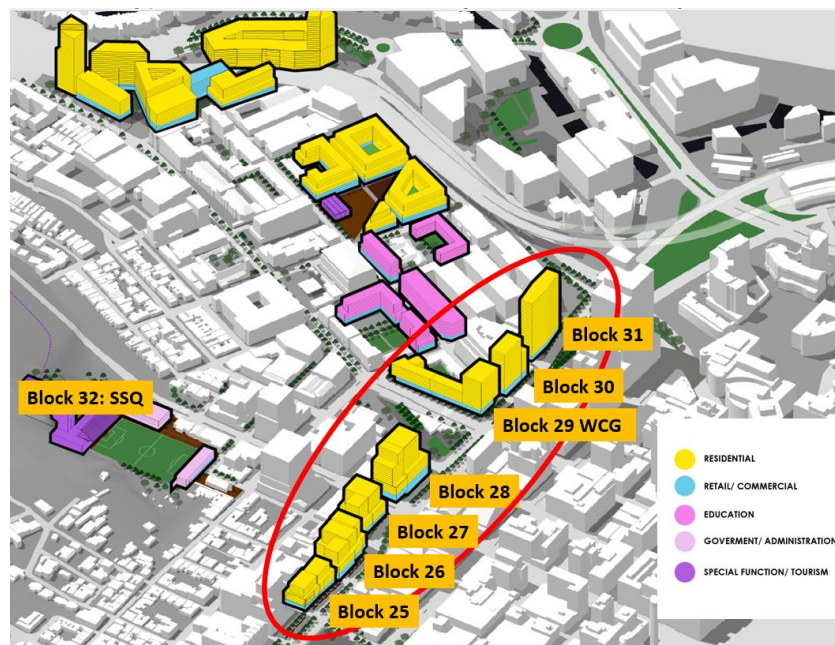
## Gateway catalytic precinct

In 2020, Urban Regeneration (formerly known as Urban Catalytic Investments) developed a conceptual vision for the Gateway catalytic precinct (see figure 21) located on the western edge of the Cape Town CBD, an area with considerable potential for catalytic investment by linking the CBD, V&A, Bo-Kaap and De Waterkant, given the very high land values and considerable (79%) underutilised public land holdings.

Implementation of the Gateway precinct supports a number of IDP objectives and programmes, including stimulating economic recovery of the CBD and increasing the supply of affordable, well-located housing, contributing to the City's spatial transformation objective of 'a more spatially integrated and inclusive city'.

The development vision proposes the comprehensive regeneration of blighted parts of De Waterkant and parts of the Bo-Kaap with a heritage-sensitive, residentially led, mixed-use scheme that leverages the City's significant land holdings with the potential to deliver approximately 4 000 units of residential accommodation.

The planning and project packaging of sites on the Lower Buitengracht Road Reserve is being accelerated in support of the Mayor's Accelerated Land Release Programme, creating opportunity to leverage the land value to deliver some 2 000 units of mixed-income residential opportunities by the release of land to the market.



**Figure 21: Gateway precinct development opportunities (including Lower Buitengracht sub-precinct/portfolio)**

### **Athlone CBD catalytic precinct**

Urban Regeneration developed an Urban Design Vision (2022) for the public land in Athlone CBD in line with transit-oriented development objectives. The study area includes the C40 site abutting the Athlone Station (figure 22). Opportunities were identified to provide an additional 1 300 residential opportunities in the Athlone CBD precinct. Project packaging for Block 8 in Aden Road was concluded during 2024 and will yield approximately 20 residential units. The Athlone Stadium forms part of a separate process that is led by the Strategic Assets Department.



### Claremont CBD catalytic precinct

Urban Regeneration initiated the preparation of an Urban Design Vision at the end of 2022 for the public land in Claremont CBD, in line with transit-oriented development objectives, around the existing Claremont rail station, and the proposed Claremont BRT station. Transport modelling, pedestrian and parking courts informed the long-term vision for this precinct. Figure 24 indicates the Claremont CBD precinct that could potentially yield 2 380 residential units.

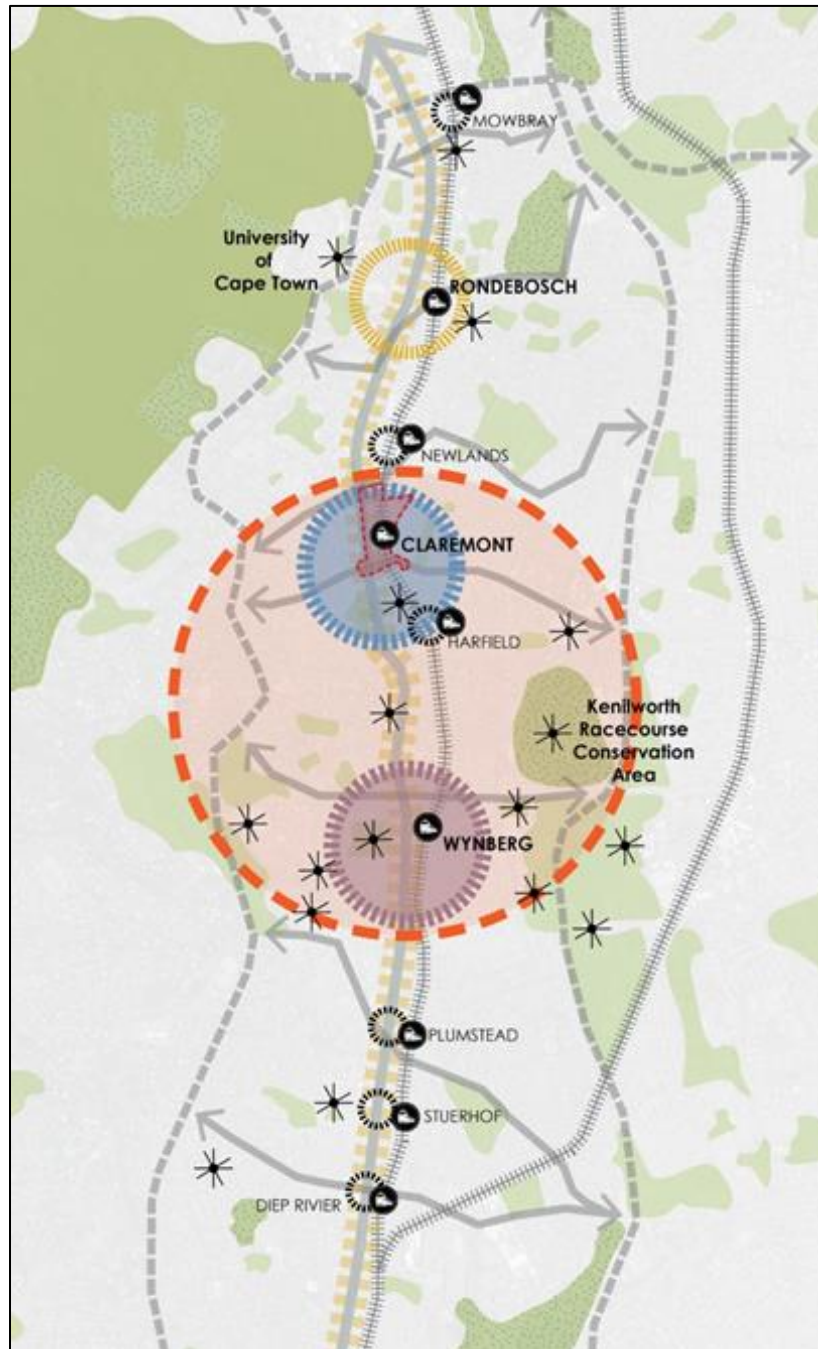


Figure 24: Claremont CBD precinct land development opportunities

### **3.4.4. Community Services and Health**

The Community Services and Health Infrastructure Plan articulates the Community Services and Health Directorate's infrastructure and investment plan to respond to the social needs of the city's residents. The plan has a short-, medium- and long-term frame covering a 15-year period, and will be reviewed every five years. The plan is based on an analysis of facility standards, accessibility modelling, appropriate spatial location planning and available budget.

The City takes an integrated precinct planning and development approach to providing civic and community facilities. This includes upgrading/expanding capacity within existing facilities and developing new facilities in areas of need, following a co-location and clustering of facilities approach. A hierarchy of civic clusters (a network of 135 nodes illustrated on the map with numbers indicating ranking in terms of need) with community facilities operating at different scales has been identified and forms the basis of a development framework for community facilities. This supports the principle of co-location and clustering of facilities within precincts applied by the Community Services and Health Directorate.

As such, 24 precincts across the City have been identified as backlog or optimisation precincts, and prioritised for investment to drive spatial transformation. The prioritisation of precincts was informed by modelling that identifies sufficiency and insufficiency (understand areas of need) in light of the different facility standards and population projections. The results are used as a data-driven support tool to inform strategic planning, budgeting and implementation of community facilities. This investment is planned for and implemented through key programmes for the following line departments: Recreation and Parks, Community, Arts and Culture Development, Libraries and Information Systems, and City Health.

The Recreation and Parks programmes include the Integrated Recreation Facilities Programme, which involves the clustering of sports and recreation and parks facilities within identified areas at a community scale, and the Regional Recreation Hubs Programme that involves developing and facilitating organised, formal sports, informal recreation and play at a regional scale. These are multi-code and multi-use facilities that include soccer, athletics, cricket, netball, rugby, hockey, swimming, cycling and tennis that meet federation standards. Other programmes implemented include the optimisation programme to ensure that operation and maintenance resources are utilised efficiently and effectively.

The Community, Arts and Culture Development programmes include the homeless shelter programme and the implementation of community facilities (ECD centres and play areas) within informal settlements. The LIS programmes entail optimisation of services and expansion of libraries, while City Health programmes include the National Core and Ideal Clinic Standards.

Precincts and clusters of facilities where the benefits of agglomeration can be realised by residents and departments alike have been prioritised in order to guide future planning, design and project execution. Some current examples include Wallacedene, Enkanini, Delft, Wynberg, Elsie's River, Blue Downs, Bellville, Philippi and Pelican Park.

The Community Services and Health Infrastructure Plan sets out the directorate's long-term approach to investing in civic, social and health-related infrastructure that responds to the needs of residents across the city. It provides a coordinated short-, medium- and long-term planning framework over a 15-year horizon and is formally reviewed every five years to ensure alignment with changing demographic, spatial and fiscal conditions.

The plan is grounded in evidence-based analysis, including assessment of facility standards, accessibility modelling, spatial location planning and realistic budget availability. Together, these elements establish a rational basis for prioritising investment and ensuring that facilities are planned and delivered where they will have the greatest social impact.

### **Integrated precinct planning approach**

The City adopts an integrated precinct planning and development approach to the provision of community and civic facilities. This approach emphasises:

- upgrading and expanding existing facilities to improve service levels;
- developing new facilities in underserved areas; and
- promoting the co-location and clustering of complementary services within shared precincts to improve accessibility, create efficiencies, and strengthen the urban fabric.

A hierarchy of civic clusters, through a network of 135 nodes ranked according to level of need, underpins this approach. These clusters represent different scales of community service delivery and form the spatial framework for future investment. The hierarchy supports the directorate's principle of locating multiple facilities within shared precincts to achieve operational synergies, improve user convenience and reduce long-term operating costs.

### **Prioritisation of precincts for spatial transformation**

Through detailed modelling, the City has identified 24 priority precincts that experience either significant backlogs or require optimisation to meet current and future community needs. The prioritisation is informed by the:

- analyses of facility sufficiency and insufficiency;
- population projections and growth trends;
- application of facility standards across service types; and
- identification of areas where investment can catalyse spatial transformation.

This modelling provides a data-driven decision-support tool that informs strategic planning, budgeting and project implementation across the directorate. Investments in these precincts are executed through coordinated programmes run by Recreation and Parks, Community, Arts and Culture Development, Libraries and Information Services, and City Health.

## **Departmental programmes supporting the plan**

### Recreation and Parks

- The Integrated Recreation Facilities Programme clusters sports, recreation and parks facilities at a community scale within targeted precincts.
- The Regional Recreation Hubs Programme delivers multi-code, multi-use regional sports facilities supporting football, rugby, cricket, athletics, hockey, tennis, swimming, cycling and other codes that are designed to meet federation standards.
- An Optimisation Programme ensures that operational and maintenance resources are used effectively.

### Community, Arts and Culture Development (CACD)

- Implements the Homeless Shelter Programme.
- Delivers ECD centres and play areas within informal settlements and other underserved neighbourhoods.

### Libraries and Information Services (LIS)

- Focuses on optimisation of services, library modernisation and facility expansion in areas experiencing growth or insufficient service coverage.

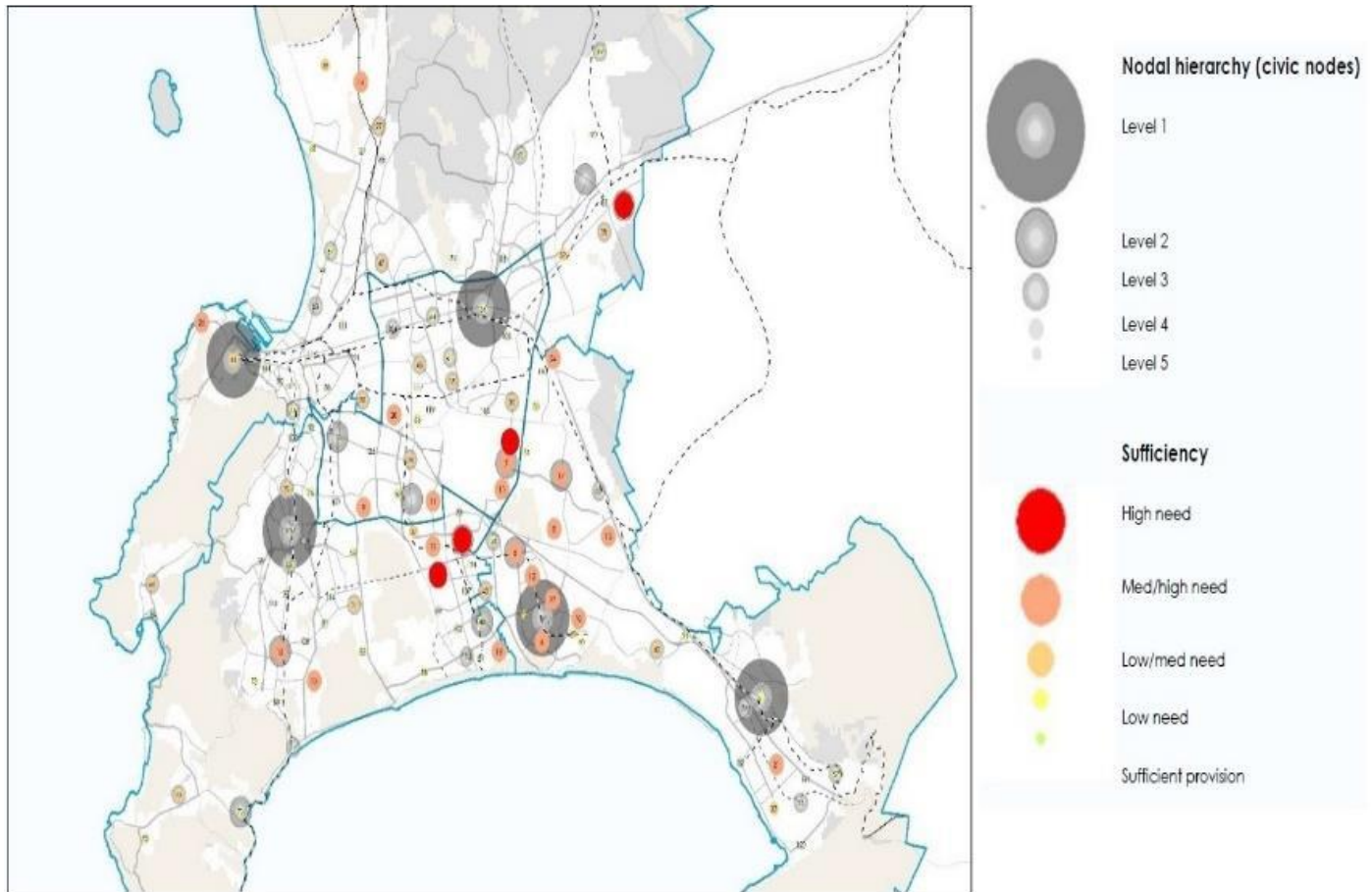
### City Health

- Invests according to National Core Standards and Ideal Clinic Standards, ensuring clinics meet national compliance requirements and can support growing community health demands.

## **Realising the benefits of agglomeration**

The plan places strong emphasis on directing investment to precincts and clusters where the benefits of agglomeration (i.e. shared infrastructure, co-located services, improved access and operational efficiencies) can be maximised for both residents and service departments.

Priority precincts currently being planned or implemented include Wallacedene, Enkanini, Delft, Wynberg, Elsie River, Blue Downs, Bellville, Philippi and Pelican Park, among others. These areas illustrate how coordinated planning, clustering of facilities and targeted investment can contribute to more equitable, efficient and transformative community service delivery.



**Map 12: A hierarchy of civic clusters in terms of most facilities needed (numbers indicate rank)**

### 3.4.5. Energy

Energy is a critical input to achieving Cape Town's vision of a city of hope for all. The City's Energy Strategy, approved in October 2023, outlines a clear vision and action plan to address the current energy supply challenges while driving a just energy transition that benefits residents, businesses and the environment. Developed in alignment with the Integrated Development Plan (IDP) 2022–2027, the strategy promotes inclusive economic growth, climate resilience and sustainable infrastructure. It is anchored in three core commitments – harness new energy supply, alleviate energy poverty, and optimise energy use – supported by two cross-cutting enablers: Operating a future-fit utility business, and driving action by residents, businesses and partners.

#### 3.4.5.1. Energy efficiency in new and existing homes

To ensure sustainable housing provision, particularly for low-income and government-supported developments, priority should be given to reducing energy demand and household running costs through low-cost and no-cost interventions such as passive design, high-performance building

envelopes, energy-efficient lighting, ceiling insulation, natural lighting, optimal orientation, and the installation of low-pressure solar water heaters. Achieving energy efficiency requires integrating these measures into housing design, grid layout and national subsidy specifications, while promoting low-tech solutions such as solar water heating. Additionally, improving energy efficiency in existing homes should be supported through awareness and education campaigns that provide practical tips and encourage behavioral changes to reduce consumption, including in high-income households.

The City continues to run a number of campaigns aimed at promoting resource efficiency, and particularly energy efficiency.

The following Energy Water Waste Forum meetings took place (July 2024 to June 2025):

- 28 November 2024: Building resilience through desalination
- 15 April 2025: Re-imagining waste: The impact of AI – innovative solutions for the city of hope
- 12 June 2025: The changing business of green energy

Information on the forum can be found here:

<https://www.capetown.gov.za/Work%20and%20business/Greener-business/energy-water-waste-forum/about-the-energy-water-waste-forum>

The Let's ACT campaign continues to run campaigns focused on promoting energy efficiency via the summer and winter energy efficiency campaigns. These campaigns are targeted at middle-to high-income residential consumers and aim to reduce electricity consumption through a range of behavioural and technological changes. The campaigns have started focusing on a specific appliance (such as geysers in winter) or behaviour changes (how to keep your home cool in summer), and these have performed well.

### **3.4.5.2. Provision of energy and electrification to low-income housing and informal settlements**

The cost of energy places a significant financial burden on low-income households, and energy poverty is linked to numerous negative social, environmental and economic impacts. Addressing the energy and human settlement nexus requires enabling better access to affordable energy services through mechanisms such as the lifeline tariff and free basic electricity (FBE) allowance. With the continued growth of low-income settlements, including informal settlements and backyard dwellings, energy provision must be tailored to the unique challenges and conditions within these sectors.

#### **Energy subsidy reform**

Many indigent households and those located in informal settlements remain largely in a position of energy poverty. This is despite high household electrification rates in the City and most of these households receiving the above-mentioned energy social package. The City is committed to

reducing energy poverty in Cape Town by leveraging existing and new mechanisms within the energy sector.

Currently, qualifying households receive an energy social package, which includes subsidised grid connections, discounted tariffs, and an FBE allocation of 60 kWh/month for City supplied areas. The City funds FBE of 50 kWh/month for qualifying households in Eskom-supplied areas. This quantity of FBE was first recommended by the then Department of Minerals and Energy in 2003 and has not since been reviewed. However, the impact of this package is limited by VAT charges on Lifeline (City) and Homelight (Eskom) tariffs and FBE levels that do not cover the needs of the very poorest segment of qualifying customers. Funding for the package comes from the National Equitable Share Grant and cross-subsidies from other tariff categories, both of which face increasing constraints due to declining electricity sales, population growth and competing service demands. The Energy Strategy aims to establish a sustainable, optimised subsidy regime that supports access to safe, clean non-grid energy sources for unelectrified households.

Work on subsidy reform has begun, with the City collaborating with J-PAL to optimise the FBE subsidy, exploring adjustments to the programme to better reach those most in need of FBE and to optimise its sustainability.

## **Electrification**

The widespread occurrence of informal settlements and informal dwellings in the yards of houses in formal townships in South Africa is an urban reality. The Energy Directorate is responsible for the electrification of informal settlements and backyard dwellings within the City of Cape Town supply area for the City to meet its constitutional and statutory obligations to provide basic municipal services, and to afford occupiers of backyard dwellings direct access to the supply of electricity. The following interventions are under way:

- In the case of housing developments that consist of dwellings for which the beneficiaries are eligible for government housing subsidies, access to electricity services is subsidised via the Urban Settlements Development Grant (USDG) and the Informal Settlement Upgrading Programme Grant (ISUPG) funding.
- In the case of informal housing, access to electricity services is undertaken through the Energy Directorate's electrification and backyarder plans, which are also USDG- (backyarder electrification) and ISUPG- (informal settlement and infill electrification) funded. This provides a budget for around 1 500 informal households to be connected per year. It is therefore key to understand the growth in informality and the type of sites this growth is likely to occur on, to project the future backlog of connections.

## **Other initiatives under way to improve energy access**

- Exploring alternative energy solutions for off-grid informal settlements not currently connected to grid electricity. The focus is on indoor solar lights, renewable energy alternative public lighting, improved subsidy mechanisms and alternative energy for cell phone charging, as well as alternative cooking products such as insulation cookers ('Wonderbags') for affordability and safety.

- As part of the investigation into alternative renewable energy solutions in informal settlements, the City has also conducted an energy use survey and perception study to gain first-hand knowledge of community energy use practices and perceptions of alternative energy and what the hurdles and opportunities are. The research will inform the development of the Urban Energy Poverty Programme over the coming years.
- Piloting alternative public lighting options, such as solar lights in informal settlements, is a partnership with the Department of Science and Innovation through the VVISDP programme.

### **3.4.5.3. Spatial integration and densification to support a low-carbon city: homes closer to economic opportunity**

The City's Climate Change Strategy and Action Plan (approved in 2021) together with the Energy Strategy (approved in 2023) provides high-level strategic guidance for decision making, planning and project development to ensure a resilient low-carbon and energy efficient city for all. A specific action to achieve the vision is the densification and provision of housing close to public transport nodes, schools, open spaces and economic opportunities. This is supported by several projects and initiatives within the city, such as the urban catalytic projects focus on densification and regeneration of existing central business hubs and districts by supporting or providing appropriate housing and commercial developments close to economic activity, transport nodes and services that support quality of life. Energy efficient new homes will both reduce GHG emissions and ensure lower energy costs for the occupant. Renewable energy needs to be provided as a standard response for the holistic, sustainable development of these large, long-term and complex projects to secure a low-carbon city.

The City's decision to support micro-developers is a key densification strategy. This market response to the need for affordable homes to rent or buy raises the need to interrogate how energy services are accessed and/or provided for by the City. In the drive to support the legalisation of these structures, supplied material can also address energy efficiency in homes.

### **3.4.6. Climate change**

The City's Climate Change Strategy, approved by Council in 2021, provides high-level strategic guidance for decision making, planning, and programme and project development and implementation in respect of climate change. This strategy should be read in conjunction with the City's Climate Change Action Plan, which provides a higher level of detail in terms of specific actions that will be implemented to achieve the vision, desired outcomes and goals of this strategy. Table 16 below illustrates the action items for which Human Settlements was identified to play a leading role in achieving the desired goals.

Strategic focus areas	Goal(s)	Action(s)	Lead directorate/ department	Supporting departments/ directorates
<b>SFA 6: SPATIAL AND RESOURCE INCLUSIVITY</b>	<b>Goal 10:</b> Density mass transit routes through mixed-use developments that support public transport and include social housing	<b>Action 10.2:</b> Promote and support integrated human settlement development that is climate responsive	Human Settlements Directorate	<ul style="list-style-type: none"> <li>• Resilience</li> <li>• Sustainable Energy Markets (Climate Change Team)</li> <li>• Water and Sanitation</li> <li>• Solid Waste Management</li> <li>• Development Management</li> <li>• Property Management</li> <li>• Urban Planning and Design</li> <li>• Social Development</li> <li>• Recreation and Parks</li> </ul>
<b>SFA 8: ZERO-EMISSION BUILDINGS AND PRECINCTS</b>	<b>Goal 15:</b> All new buildings (residential, commercial) to be net zero carbon by 2030	<b>Action 15.3:</b> Work to ensure that state-subsidised housing (including social housing, public rental housing and Breaking New Ground [BNG] housing) is energy efficient and climate resilient and that low-income residents have equitable access to essential services	Human Settlements Directorate	<ul style="list-style-type: none"> <li>• Sustainable Energy Markets</li> <li>• Environmental Management</li> <li>• Resilience</li> <li>• Development Management</li> </ul>

**Table 16: Climate Change Action Plan strategic focus areas in which Human Settlements plays a leading role**

### 3.4.7. Water and Sanitation

The core business processes of the Informal Settlements Basic Services branch are as follows:

- The installation of taps and toilets as part of a yearly capital budget
- The service of sanitation facilities
- The repair and maintenance of water and sanitation facilities in all informal settlements across the city
- The employment of EPWP janitors responsible for the cleaning and servicing of water and sanitation facilities

In terms of the provision of water services across the city, up to 93% of households living in informal settlements have access to water service points. According to the national norms and standards, these taps need to be within 200 m walking distance of a household. Some 84% of households are provided with communal taps within 100 m walking distance.

Concerning sanitation, more than 80% of households in informal settlements are provided with toilets at a ratio of 1:5 through different types of sanitation typologies, and 11% of households have a 1:1 ratio in the form of PFTs. The quality of water service and sanitation services is linked to the ratios met as per prescribed national norms and standards and the City of Cape Town standards for service provision.

Some of the constraints that affect the provision of water and sanitation include:

- *Infrastructure constraints:* Unlawful connections cause low pressure flow for water; unavailability of bulk services; vandalism and theft
- *On-site constraints:* Lack of an effective informal settlement profile and centralised database; landownership issues; high densities of areas of informality and/or informal settlements prohibit the erection of engineering services; lack of space; constant blockages due to either overflow or negligence by community members that dispose of foreign objects in toilets and gullies of taps
- *Political constraints:* Conflicting political views/leadership issues; community attitudes towards the suitability of alternative sanitation typology; community rejection/opposing views on the typology/sanitation system; lack of ownership of the installed infrastructure in areas of informality; continuous protest actions; community acceptance of various proposed/alternative water and sanitation mechanisms
- *Operational constraints:* Incorrect reporting of faults; staff capacity constraints; fleet turnover time; lack of funding/insufficient budget provided for certain units
- *Conflicting operational mandates:* Risks and future development planning (re-blocking, UISP upgrading, relocation)
- *Human resources:* Lack of human capital hampers the rate of service delivery, thus creating delays and disrupting operational efficiency
- *Natural disasters, physical and unforeseen parameters:* Drought; fire damage; unsuitable topography; unsuitable geological conditions; greywater management issues

### **3.4.8. Property Management**

Property Management is the custodian of all land and building assets, and manages the process of reservations of City land/buildings for various directorates, or the acquisition of land as well as the disposal of City land/buildings to external parties.

One of the Mayoral Priority Programmes for this term of office is City land released for affordable housing. The Human Settlements Directorate and Economic Growth Directorate (that the Property Management Department is part of) are collaborating to identify, reserve and dispose of well-located City land for the development of affordable housing. As part of this collaboration, City land can be released at a discounted rate for the development of social housing. This ensures that land costs are significantly reduced, thus enabling the financial sustainability of social housing in well-located areas – where the land would otherwise be prohibitively expensive. Guidelines in support of this initiative were developed and approved by Council in May 2023.

## **3.5. HUMAN SETTLEMENTS STRATEGY**

The City developed a Human Settlements Strategy (HSS) in an attempt to address the current challenges within the Cape Town housing market and to enable the development of integrated communities and support sustainable city development. In May 2021, Council approved the HSS that sets out a new strategic direction for human settlement delivery in the City of Cape Town, and proposes various interventions to achieve this new vision – which is to scale up the delivery of

affordable housing opportunities and enable the building of integrated human settlements. The strategy further determines that the City's ability to influence human settlements is based on three primary roles:

1. As a **provider** of state-subsidised housing;
2. As an **enabler** of urban upgrading that convenes a wide variety of actors; and
3. As a **regulator** of the built environment.

Traditionally, the City's Human Settlements Directorate has focused solely on the City's role as a provider of human settlements and the strategy has been developed with a view to facilitate and support this positive change.

The strategy sets out to achieve the following seven objectives:

- Objective one: Human settlements that provide residents with healthy and safe living conditions
- Objective two: Human settlements that are more affordable, accessible, diverse and responsive to the needs of residents
- Objective three: Human settlements that offer residents the opportunity to realise the full value of their homes as a social, financial and economic asset
- Objective four: Human settlements that catalyse spatial transformation by achieving density and improving access to economic and social opportunities for all
- Objective five: Human settlements that support the creation of sustainable, dignified and integrated human settlements
- Objective six: Human settlements that drive economic opportunities through an active residential construction sector
- Objective seven: Human settlements that incorporate principles and approaches related to climate change, resource efficiency, green infrastructure, resilience and environmental management in order to improve living conditions and environments for housing recipients

In addition, the HSS presents seven strategic shifts within the City administration necessary to achieve its desired outcome, namely:

1. Reduce the barriers within the City's ambit to deliver more quality, affordable housing opportunities by all actors;
2. View housing provision as an inclusive process upheld by a number of actors and stakeholders;
3. Acknowledge the importance of location and density for supporting integrated and sustainable human settlements;
4. Recognise the necessary balance of rental and ownership to meet affordability demands;
5. Build municipal compliance regulations that are accessible and uphold the safety needs of occupants;
6. Incentivise the transformation and regularisation of informal dwellings into formal housing;
7. Target interventions that affect the human settlement system and not just the housing opportunity itself.

The HSS is a transversal strategy and therefore speaks to the role of all directorates in the City in contributing to the aims of the strategy. Accordingly, the strategy is supported by an implementation plan that outlines the proposed strategy interventions, the role players involved, and the capacitation required to fulfil the commitments of the strategy. During the drafting of the HSS Implementation Plan, it was important to take into consideration the current narrative and priorities of the City since the approval of the strategy in 2021. Where necessary, proposed activities were amended to align with the City's existing priorities (IDP programmes and Mayoral Priority Programmes) in order to ensure alignment with core City priorities and budget processes. The development and evaluation of the HSS Strategy Implementation Plan will therefore be an iterative process that will require regular review to ensure current realities are taken into consideration, whilst still aiming to achieve the core objectives of the strategy.

All activities contained in the Implementation Plan are considered to be important actions to fulfil the City's vision of developing integrated, sustainable human settlements. However, in an environment of limited resources, not every programme can be a priority. Part of the vision-setting process is to be aspirational, despite the current limitations one is faced with. As such, certain desired outcomes will have to undergo further exploration/work or will have dependencies and will only be implemented in the medium to long term.

The HSS Implementation Plan acknowledges these realities and is thus deemed as a dynamic, long-term programme of activities. The prioritisation of activities will take the following criteria into consideration in determining its priority status:

- **Links to the IDP, Mayoral Priority Programmes and budget priorities of the City**

Activities that are linked to the new term-of-office IDP and the Mayoral Priority Programmes must receive priority status as the organisation as a whole will gear itself to align priorities and budget to achieve these interventions in accordance with the IDP cycle.
- **Sector plans and available budget**

Directorates' respective sector plans and approved and projected budget will be key informants to determine the prioritisation of activities. Therefore it is proposed that activities that are alluded to in directorates' respective sector plans should be prioritised.
- **Mandate**

Activities that are linked to a directorate's current core mandate within the organisation should be prioritised as far as possible. However, its implementation will be subject to available resources.
- **Cost effectiveness**

Actions that are cost effective and can result in reduced costs through revenue generation, operational savings (e.g. energy efficiency) or avoided risk (e.g. flood and fire risk reduction) should be prioritised as current budget constraints are likely to persist.

- **High impact**  
Actions that will contribute significantly to Cape Town's affordable housing objectives should be included as a priority.
- **Realistic and achievable**  
Activities that are easily implementable should be prioritised. This suggests that current systems and processes are in place to ensure the execution of an activity within the short to medium term.

In addition, a Monitoring and Evaluation Framework has been developed to assess and track the overall performance of the HSS objectives over time.

The strategy, with its proposed interventions as outlined in the Implementation Plan, will guide the directorate's plans over the short, medium and long term.

The following have been identified as key programme outputs for the Human Settlements Directorate to focus on over the next five years:

- Strengthen the informal settlement upgrading pipeline
- Draft an Emergency Housing Framework
- Promote security of tenure within informal settlements
- Ensure data system mapping in informal settlements
- Effectively implement BNG and EPHP housing projects
- Incentivise the private sector to cater for the FLISP/GAP market
- Increase transfer of ownership of City saleable rental stock
- Improve management and maintenance of public rental housing
- Develop a Social Housing Policy to enable greater delivery of affordable rental housing
- Improve transfer of tenure and regularisation of beneficiaries in state-subsidised housing opportunities
- Develop a policy position on the administration and service provision of backyard structures on public housing properties
- Develop an Inclusionary Housing Policy with the aim to incentivise the private sector to develop affordable housing in well-located areas of the city

### 3.6. STRATEGIC INTENT

The Integrated Human Settlements Sector Plan (IHSSP) for the City of Cape Town aims to respond to housing challenges and also direct human settlement development within the city, resulting in improved, integrated and sustainable human settlements. The following key objectives have been adopted and will enable the realisation of the abovementioned vision.

1. **Develop an adaptable approach to the delivery of a variety of housing typologies, cognisant to changing market and public funding models**
  - Determine the prioritisation of housing typologies that are responsive to demand and changing contexts, and are based on transversal City objectives, spatial form imperatives and funding options

- Confirm the operational approach and maintenance regime for public rental stock and hostels
- 2. Contribute to the intensification and densification of the spatial form of the city through developing or enabling formal housing supply**
    - Acquire and contribute to the strategic disposal of land parcels with the intent to facilitate the development of affordable housing opportunities
    - Enable the development of well-located, sustainable social housing opportunities in line with the MSDP
    - Facilitate and/or develop integrated, subsidised housing in well-located areas
    - Enable the development of well-located, high-density, affordable housing by the private sector
  - 3. Incrementally upgrade informal areas**
    - Outline the strategic approach to the upgrade of informal settlements that facilitates a proactive response to informal settlement development
    - Determine the framework for the servicing of all backyard sites on City-owned land
    - Consolidate a dynamic repository of data relevant to informal settlement development
    - Develop a functional regime for emergency housing provision
  - 4. Enable access of residents to housing opportunities with security of tenure**
    - Eradicate the backlog of outstanding title deed transfers
    - Rationalise and regularise the security of tenure programme
    - Install a dynamic Housing Needs Register that can be utilised as a proactive planning tool

## **4. HUMAN SETTLEMENTS STRATEGIC RESPONSE**

The assessment and contextual analysis conducted in the previous sections highlight the socio-economic and spatial disparities in the city. The provision of housing and the structuring of integrated human settlements are critical to responding to the marginalisation – social, economic and spatial – that many communities and households experience. Building integrated communities means proactively and directly working to reverse the long-term effects of apartheid spatial and social engineering to improve all Cape Town residents' quality of life.

Yet, building such integrated communities is a complex process influenced by the cultural, environmental, social and economic contexts of communities in the city. An effective human settlement response also needs to be holistically supported by interventions by other City directorates, as highlighted in the transversal HSS approved by Council in 2021. In addition, it presents opportunities to consider and incorporate further approaches and principles related to climate change, resource efficiency, green infrastructure, resilience and environmental management.

As part of the directorate's response to the housing challenge in the City, the sections below outline interventions that are being planned and implemented in order to meet the strategic intent of the IHSSP.

## **4.1. CITY'S SHORT-TERM INTERVENTIONS (2022/23 to 2026/27)**

In an attempt to respond to the current housing challenges and to realise the progressive right to adequate housing, the Human Settlements Directorate of the City of Cape Town has implemented a number of interventions and will continue to do so within its available resources. The respective housing programmes and interventions for the period 2022/23 to 2026-27 are discussed below.

Notably, the provision of state-subsidised housing is one of government's core pro-poor programmes adopted in 1994. This programme helps households to access housing opportunities with secure tenure in the form of ownership or rental tenure. Although the initial housing programmes have dealt largely with the poorest households (those earning less than R3 500 per month), there was a realisation that a greater focus is also necessary for middle-income households (those earning between R3 501 and R22 000 per month). For this reason, the City has implemented a range of housing options – aligned with the National Housing Code 2009 – which includes the Integrated Residential Development Programme (that develops BNG housing typology), the UISP, community residential units (known as public rental housing), the First Home Finance Programme<sup>6</sup>, and the Social Housing Programme, amongst others.

Government-subsidised housing programmes contribute towards the spatial form of the city, and thus need to be aligned with the Municipal Spatial Development Framework and the integrated District Spatial Development Framework and Environmental Management Framework (DSDF-EMF). To encourage urban densification, the City endeavours to densify housing developments as far as possible within the parameters of the National Grant Funding Framework.

### **4.1.1. Land availability for human settlements**

Land is identified as a key driver in human settlement development for the City, as without adequate and suitable parcels of land the City would not be in a position to deliver affordable housing. This means that the development of a land pipeline is important for human settlement development; this process starts with the identification of vacant land parcels by district spatial planners. Identified land parcels are then assessed to determine their potential for human settlement development and those that are found to be suitable form part of the land pipeline.

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<sup>6</sup> Formerly known as the Financed-linked Individual Subsidy Programme (FLISP) that produces GAP housing

#### 4.1.1.1. Land acquisition

The land pipeline becomes an informant for land acquisition that is in relation to land, and rights in land include the procurement or acquisition by purchasing, expropriation, devolution, exchange, donation or leasing (lease-in), but for the purpose of this document excludes land acquired as a result of a condition of a land use approval. The City is currently reviewing its land acquisition pipeline based on the vacant land study that has recently been completed. The next step will be to engage various spheres of government and state-owned entities on mechanisms to make their own land available for human settlement development purposes. To date, City-owned properties that can be utilised for human settlement purposes and reservation applications will be submitted based on instruction from implementing line departments within the Human Settlements Directorate. Thereafter, non-City-owned land parcels will be identified for future acquisition.

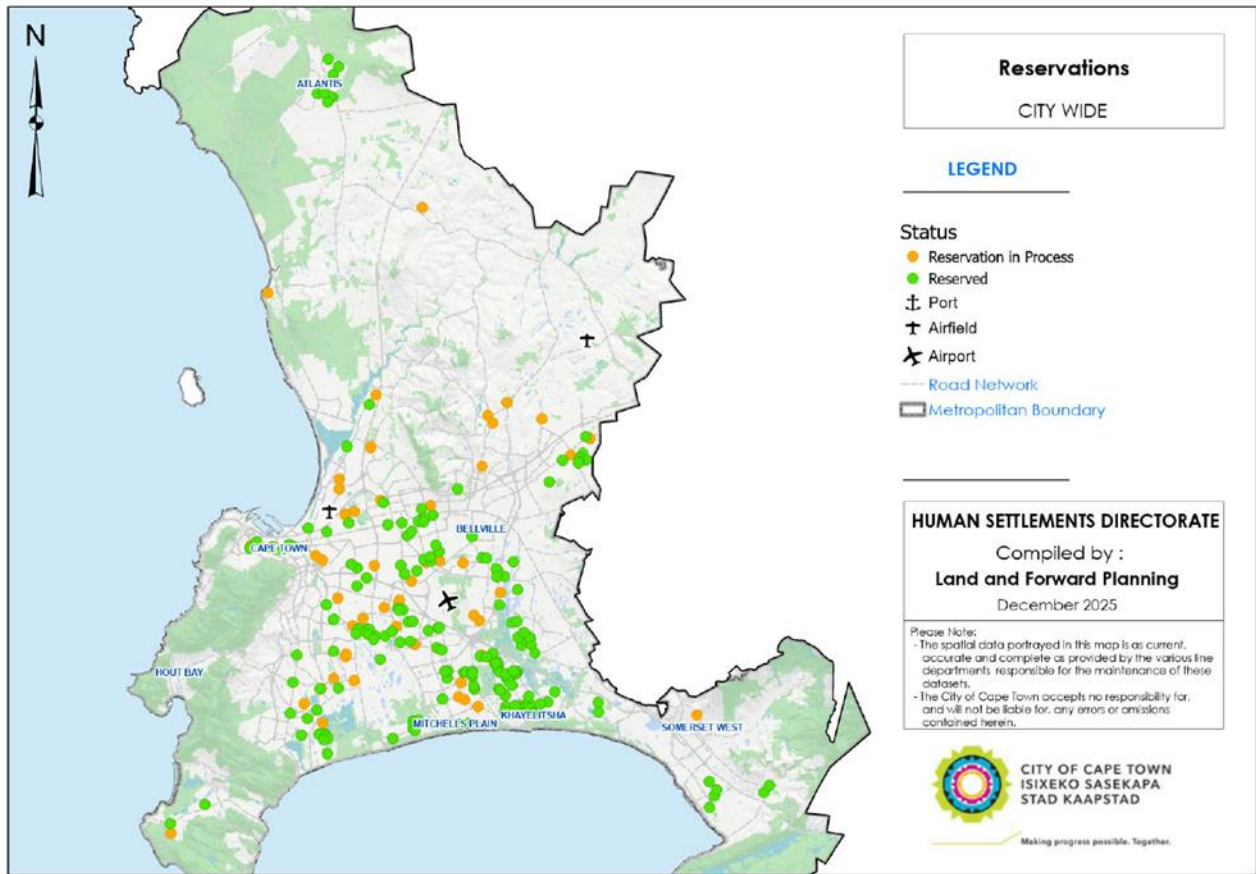
Mechanisms applicable to human settlement development are further discussed below.

##### a) Reservations

Land owned by Council is reserved for, amongst others, housing development so as not to be inadvertently sold. Map 13 depicts land parcels that have been reserved for human settlement purposes to date<sup>7</sup>. However, it should be noted that some land parcels have already progressed into human settlement projects. As highlighted above, all City properties that can be utilised for human settlement projects have been identified, and reservations for relevant line departments in the Human Settlements Directorate are progressing. A comprehensive land identification process based on work informed by the MSDF and district plans ensures that all available land parcels are scrutinised for their suitability for human settlement projects.

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<sup>7</sup> December 2024



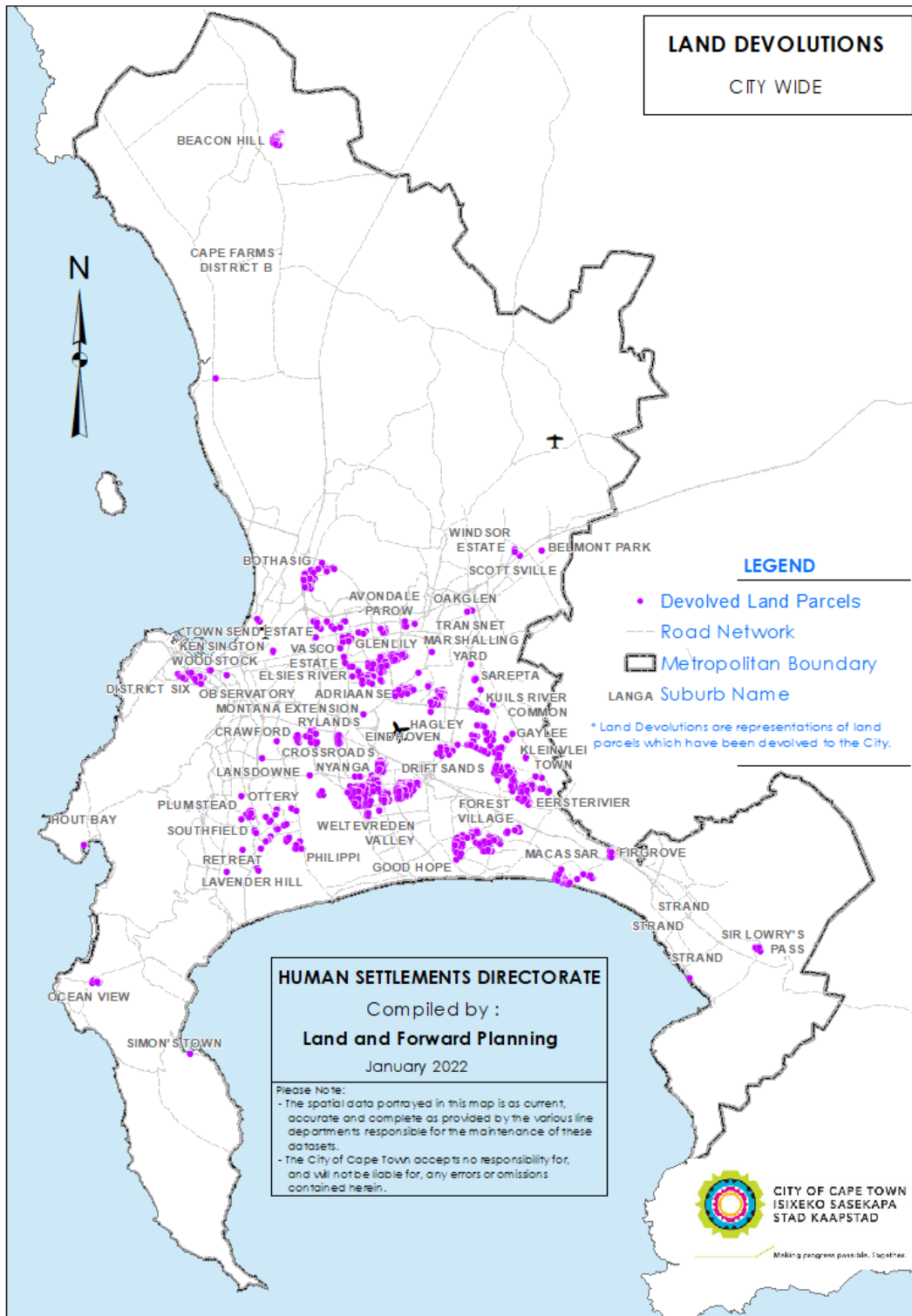
**Map 13: City-owned land reserved for human settlement development as at December 2025**

b) Transfers

Land owned by another sphere of government or by a state enterprise, and which is surplus to the needs of that government sphere or enterprise (i.e. not core to its mandate), is often suitable for development. In such cases, the owner is approached with the aim of securing a transfer between the relevant organs of state. At times, this involves some compensation but typically, the asset transfer is viewed as a gift.

c) Devolutions

Most devolutions are found in the Cape Flats and Metro Southeast regions as shown in map 14 and table 17 below. These devolutions are done in terms of the provisions of section 15 of the Housing Act, which prescribes that immovable properties that were owned by the dissolved National Housing Board and transferred to the Provincial Housing Board, but have not yet been sold, must be transferred to the municipalities.



Map 14: Locality of properties devolved to date

PERIOD	ALLOTMENT AREA	NUMBER OF PROPERTIES APPROVED	NUMBER OF PROPERTIES REGISTERED	HECTARES
2020/21	Delft Group Three	323	NIL	6,7
2020/21	Delft Group Two	107	NIL	110,2199
2019/20	Delft Group One	126	117	72,5483
OCTOBER 2017	Philippi Browns Farm	341	341	30,0083
AUGUST 2017	Philippi East	205	205	49,9164
JUNE 2017	Stellenbosch RD	15	15	27,3679
APRIL 2017	Delft 15	15	15	0,8518
2020/21	Parow	172	NIL	3,4684
MARCH 2019	Bellville	77	70	21,0418
MARCH 2019	Cape Town	90	90	16,2489
MARCH 2019	Gugulethu	36	36	3,6786
MARCH 2019	Crossroads	203	203	20,0147
MARCH 2019	Khayelitsha and Cape Road	74	74	35,0636
OCTOBER 2016	Blue Downs, Weltevreden Valley and Cape Road	175	175	39,4142
SEPTEMBER 2015	Weltevreden Valley	26	26	3,6015
AUGUST 2016	Blue Downs, Khayelitsha and Matroosfontein	50	50	91,5039
JULY 2016	Khayelitsha, Blue Downs and Kuils River	144	144	85,8411
JUNE 2016	Ocean View, Melkbosch	24	24	4,6247
MAY 2016	Highlands, Knole Park and Edward	7	7	1,4322
APRIL 2016	Goodwood and Mitchells Plain	34	34	6,4703
MARCH 2016	Sir Lowry's Pass, Goodwood, Kraaifontein, Gaylee, Grassy Park	30	30	9,6579
FEBRUARY 2016	Goodwood, Pelikan Park	41	41	27,2259
JANUARY 2016	Firgrove	13	13	0,1728
DECEMBER 2015	Ottery, Eerste River, Cape Town District 6	53	53	11,5038
NOVEMBER 2015	Blue Downs CBD, Milnerton	13	13	63,0624
OCTOBER 2015	Goodwood	1	1	0,0586
SEPTEMBER 2015	Goodwood, Milnerton	52	52	74,2968
JULY 2015	Eerste River	1	1	2,9705
JUNE 2015	Cape Town District 6, Goodwood, Eerste River	6	6	3,6239
APRIL 2015	Kleinvei, Stellenbosch RD, Goodwood, Milnerton, Eerste River	26	26	6,6066
MARCH 2015	Goodwood, Cape Town (District Six), Wesfleur, Cape Town, Parow, Eerste River	404	404	1 168,9662
FEBRUARY 2015	Macassar, Eerste River	486	486	152,8741
DECEMBER 2014 and JANUARY 2015	Goodwood	4	4	0,41
OCTOBER 2014 and NOVEMBER 2014	Goodwood	19	19	0,7
<b>TOTAL</b>		<b>3 393</b>	<b>2 775</b>	<b>2 152,146</b>

Table 17: Properties devolved to date

#### d) Purchases

This relates to the acquisition of property or rights in property by the City from another landowner by mutual agreement based on the market value of the land. Acquisitions of this nature are managed by the Property Management Department within the Economic Growth Directorate in collaboration with the requesting/client department. Measures are being put in place for planned or proactive land acquisitions, which will feed into a consolidated land pipeline for future human settlement developments. However, each year, one or more unforeseen land purchases are also made. This tends to occur in response to a crisis, usually where service installation is urgently required.

#### e) Expropriation

Expropriation refers to the process of acquiring privately owned land in terms of the Expropriation Act, Act 63 of 1975 by the state for public projects, such as the building of railways, housing and roads. It can be undertaken either after the valuation of the property has been determined or after it becomes clear that a mutual agreement is not going to be achieved. In this process, ownership of land is transferred to the City once the expropriation notice is served on the owner. Although land expropriation is perceived to be a quicker process (100 days shorter than acquisitions by mutual agreement), it has not been widely utilised by the City for human settlement projects. The Property Management Department is responsible for managing the expropriation process on behalf of and in consultation with the client department.

### **4.1.1.2. Land availability and the Land Release Programme**

The spatial analysis conducted in the district plans review process has indicated that there are currently 21 265 hectares of vacant land comprising 1 038 vacant land parcels available in the City of Cape Town. These are vacant land parcels that are undeveloped and partially developed land based off the valuations 'vacant' land use codes that are either privately owned or state owned. The following components have been filtered: servitudes, floodlines, environmental aspects, world heritage sites and the coastal edge. This information is currently being refined further to provide more information on ownership, extent, zoning and proposed housing typology with possible housing opportunities to be created. This information will then be utilised to prioritise land reservation, acquisition and associated budget, and to develop a credible long-term land pipeline for all human settlements.

In 2022, the Land Release for Affordable Housing Programme was initiated by the Executive Mayor as one of his electoral priorities. This programme aims to release well-located City land and buildings to the private sector<sup>8</sup> for the development of affordable housing, as well as to unlock enabling City mechanisms to support this land release. Through access to discounted City land

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<sup>8</sup> Private sector is defined as comprising SHIs/other development agencies, established private developers and micro-developers.

and other City incentives, affordable housing development and management costs can be reduced, and many more households can benefit from well-located affordable housing.

The overall Land Release Programme has four workstreams, namely:

1. **Land release for social housing prioritised to enable** first tranche, second tranche readiness, land pipeline management and project packaging for medium- to long-term release.
2. **Land pipeline readiness for medium-term release to large/established developers** for social and mixed market housing.
3. **Creating the enabling environment to upscale the delivery of small-scale rental units and micro-developments in Cape Town.**
4. **Maintaining an enabling environment for affordable housing developed by the private sector** through regulation, land selection criteria, incentives, legal mechanisms, compliant processes and market responsive RFPs.

Work within these workstreams are steadily making progress. Table 18 below outlines the land parcels awarded thus far since the inception of the Land Release Programme, which will deliver an estimated 4 744 affordable housing opportunities. The additional land parcels that are at release stage are captured in table 19 below and aim to deliver 9 022 housing opportunities. An additional four land parcels are currently undergoing investigation and project packaging (table 20) with the aim to delivering further affordable housing opportunities over the medium to long term. The projects that will emanate from the Land Release Programme are further outlined under the Affordable Housing Programme, section 4.1.2.3 of this document.

No	Land Parcel	Development Type	Estimated Yield
1	Salt River Market	Mixed	1000
2	Parow Sub-Precinct 1	Social housing	343
3	Parow Sub-Precinct 2	Social housing	180
4	Pickwick Street	Mixed	1800
5	Bardale	GAP	219
6	New Market Street	Mixed	965
7	Fruit and Veg	Mixed	237
<b>TOTAL</b>			<b>4744</b>

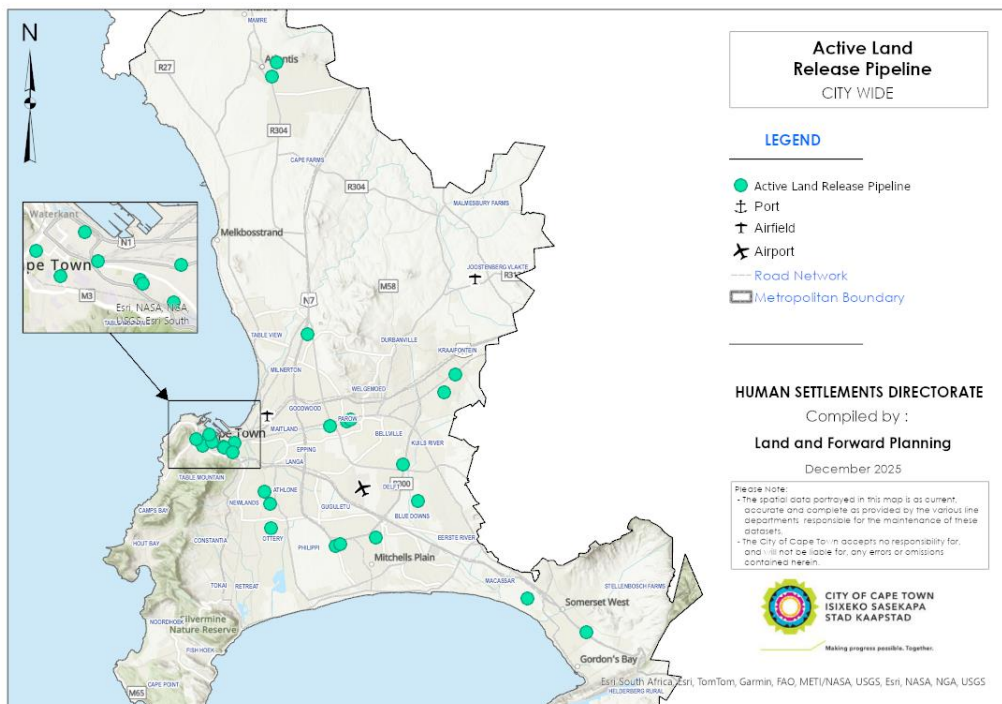
**Table 18: Awarded land parcels through the Land Release Programme for Affordable Housing (2022 to date)**

No	Land Parcel	Development Type	Project Location	Estimated Yield
1	Eoan Way	Mixed	Scottsdene	386
2	Mountain View (Ruwari)	Mixed	Brackenfell	145
3	Enslin Road	Affordable Housing	Ottery	375
4	Erf 62594, Lansdowne	Affordable Housing	Lansdowne	308
5	Robinvale	GAP	Atlantis	116
6	Belhar	GAP	Belhar	400
7	Bardale	GAP	Blue Downs	164
8	Annandale	Mixed	Milnerton (Along N7)	2 568
9	Paardevelei	Mixed	Somerset West	2 430
10	Beacon Hill	Mixed	Atlantis	900
11	Kromboom Road	Mixed	Rondebosch East	730
12	Woodstock Hospital	Mixed	Woodstock	500
<b>TOTAL</b>				<b>9022</b>

**Table 19: City land parcels currently at release stage for the development of affordable housing**

No	Land Parcel	Development Type	Estimated Yield
1	Earl Street	Affordable Housing	150
2	Old Dump Site, Morningstar	Affordable Housing	404
3	Foreshore Gateway (Lower Buitengracht)	Mixed	TBC
4	Nyanga Junction	Mixed	TBC

**Table 20: City land parcels earmarked for affordable housing at project packaging stage**



**Map 15: City of Cape Town Active Land Release Pipeline for the development of affordable housing**

### **4.1.2. Formal housing development**

The predominant housing product that is currently being implemented by the City as well as the WCG Department of Infrastructure is a BNG house developed in terms of the Integrated Residential Development Programme (IRDP) in the National Housing Code. This housing typology is targeted at households that earn R3 500 per month and below. BNG housing opportunities are funded by two national grant funding mechanisms, namely the HSDG – a capital grant towards the development of the top structure, and the USDG – which covers the cost of bulk infrastructure and installation of serviced sites. The BNG housing opportunities are allocated to qualifying beneficiaries registered on the City's Housing Needs Register, and selected in terms of the City's Allocation Policy: Housing Opportunities (2022).

A common challenge experienced in BNG projects is that many registered applicants selected for the project earn in excess of R3 500, which does not allow them to form part of a top-structure project.

Therefore, in 2012, the national Department of Human Settlements introduced the FLISP, now known as the First Home Finance (FHF) Programme, which provides lower- and medium-income earners (R3 501 to R22 000 per month) with a substantial subsidy that can be used to purchase a property. In the Western Cape Province, the WCG Department of Infrastructure is currently administering the FHF Programme. Since the approval of the FHF policy, this housing programme has been implemented within the City, but to a lesser degree as the success of the programme hinges on potential subsidy beneficiaries accessing mortgage finance, therefore being creditworthy. The latter challenge is not mutually exclusive to the City, but rather a nationwide challenge. As a result, the national Minister of Human Settlements has introduced an amendment to the FHF policy, which states that persons earning R3 501 to +/- R12 000 (lower GAP households) that cannot qualify for a mortgage, may receive transfer of a serviced site within a housing project at no cost to the beneficiary. This will be deemed as a once-off subsidy assistance to the beneficiary and they will therefore be liable for the development of their own house (top structure).

Despite the good intention of the abovementioned policy provision, it is not without its challenges. Most households that may qualify for a serviced site do not have the upfront capital to construct their house immediately or even within a two- to five-year period. These households would have to incrementally develop their house as and when they have the necessary capital, and as an interim measure erect an informal structure on the serviced site. In most instances, the zoning scheme within formalised residential areas does not allow for incremental development, or due to NIMBYism, residents within the surrounding areas do not want informal structures to be erected alongside formalised housing. Households that fall within the lower GAP income bracket are therefore seen as a vulnerable group that is currently not adequately catered for in terms of ownership tenure programmes within the National Housing Code 2009.

It is also important to note a policy shift at national level that will see HSDG-funded, standard BNG top structures being reserved for what national government defines as the priority groups, i.e.

elderly, disabled, child-headed households, and military veterans. Medium-density top structures (two-storey, individual title units) may be constructed for applicants 30 years and older. However, due to the diminishing HSDG there is a national directive to prioritise the provision and transfer of serviced sites to non-priority group applicants. This significant policy change has been driven by decreased grant funding for human settlements.

#### **4.1.2.1. Breaking New Ground (BNG) projects**

The BNG housing projects are implemented in terms of the national housing programme, the IRDP. As mentioned above, this housing typology is currently the primary response to housing provision by the City of Cape Town as well as the Western Cape Government, and it is targeted at households that earn a joint monthly income of R3 500 and below. This programme typically results in the delivery of top structures (semi-detached or double-storey houses) where ownership is transferred into the name of the approved beneficiary.

The delivery of subsidised housing depends on the availability of land and the national grant funding allocation to the City. Based on the recent national priorities, a directive was communicated to all provinces and municipalities in September 2020 to substantially scale down on the delivery of top structures within the BNG programme. This suggests that, over time, the HSDG funding to provinces and municipalities will significantly be reduced to give effect to the latter policy shift. For this reason, the proposed top-structure targets within the BNG programme over the next five years will remain relatively constant, while the serviced-site delivery will significantly increase as illustrated in table 21 below. Although the future BNG projects will mostly deliver serviced sites rather than top structures, the principles as set out in the City's Housing Allocation Policy will still apply, which takes into account an applicant's registration date on the City's Housing Needs Register. The reality is therefore that most persons who came forward to register their housing need on the City's Housing Needs Register will most likely not benefit from a BNG top structure, but rather receive a serviced site or other housing intervention.

The short-term focus will therefore be on addressing settlement inefficiencies by developing sustainable, integrated human settlements that contribute to a more compact settlement form, and spatial transformation of the city. A greater focus will therefore be placed on the development of infill housing projects, thus targeting unutilised parcels of land, consolidating multiple sites, and underutilised greenfields sites.

The planned BNG housing projects for the period 2024/25 to 2026/27 are listed in the project schedules below. Some of the projects are already under construction (project on site) while the rest of the short-term projects are either in the tender or planning phase. The actual BNG programme delivery for 2024/25 was 2 234 completed serviced sites and 1 334 top structures. The anticipated delivery of BNG housing opportunities per financial year over the period 2025/26 to 2027/28 is illustrated in table 21 below.

Actuals		Anticipated Delivery					
FY 25		FY 26		FY 27		FY 28	
Serviced Sites	Top Structures	Serviced Sites	Top Structures	Serviced Sites	Top Structures	Serviced Sites	Top Structures
2234	1334	2700	1161	2300	1499	2200	1719

**Table 21: Envisaged BNG housing opportunities for the short term**

No.	Project in Planning Phase	Potential Units	Area	Sub-Council	Ward(s)
1	Farm 920 plus Bloubos Road	539	Sir Lowry's Pass	8	84
2	Hanover Park	645	Hanover Park	11	47
3	Masiphumelele Phase 4 (Stage 2)	635	Noordhoek	19	69
4	New Crossroads	126	Gugulethu	13	38
5	Ocean View Infill	397	Ocean View	19	61
6	Pelican Park Phase 2	1900	Pelican Park	18	67
7	Retreat (Crest Way)	453	Retreat	18	110
8	Rouen Farm Housing Project	5500	Strand	8	100
9	Strandfontein Housing Project	750	Strandfontein	17	43
10	Athlone Infill Housing Project	303	Athlone	11, 14	47, 44, 49
11	Delft Symphony Way (ACSA) Site B	1675	Delft	5	12, 22, 24
12	Hanover Park Housing Project	645	Hanover Park	11	47
13	Mitchells Plain Infill Housing Project	2200	Mitchells Plain	12, 17	75, 76, 116
14	Vrygrond Housing Project	665	Muizenberg	19	45
15	Atlantis Kanonkop Phase 2 (A2)	737	Atlantis	1	32

**Table 22: BNG housing opportunities in planning phase to be created in the short term**

No.	Project in Tender Phase	Units	Area	Sub-Council	Ward(s)
1	Aloe Ridge (northern site)	720	Blue Downs	21	108
2	Belhar Infill housing project	750	Belhar	5	12
3	Greenville Phase 6	646	Fisantekraal	7	105
4	Maitland Housing Project	80	Maitland	15	56
5	Nooiensfontein	2569	Blue Downs	21	19, 108
6	Rusthof Infill Project	384	Strand	8	85, 100
7	Valhalla Park	557	Valhalla Park	15	31
8	Vlakteplaas	4300	Strand	8	100
9	Delft The Hague	216	Delft The Hague	5	13
10	Gugulethu Phase 2	547	Gugulethu/Nyanga	13	39

**Table 23: BNG housing opportunities in construction tender phase to be created in the short term**

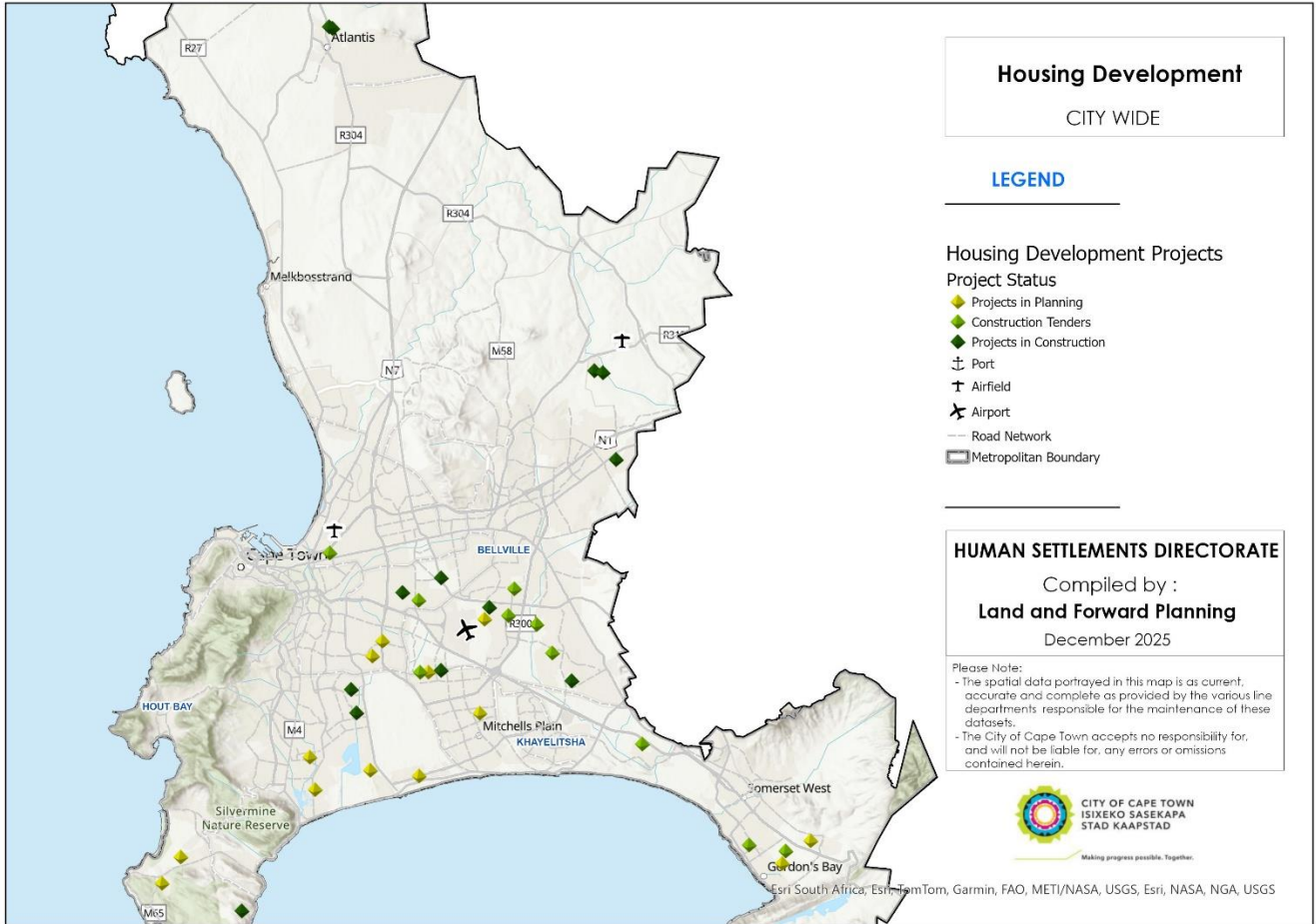
No.	Project under Construction	Units	Area	Sub-Council	Ward(s)
1	Atlantis Kanonkop Phase 2 (A1)	422	Atlantis	1	32
2	Maroela South	278	Kraaifontein	2	101
3	Bonteheuwel Infill	273	Bonteheuwel	15	50
4	Blueberry Hill	3789	Blue Downs	21	17
5	Delft Symphony Way (ACSA) site A	1586	Delft	5	13
6	Elsiesriver Infill	724	Elsiesriver	4	25,26 & 42
7	Greenville Phase 5	495	Fisantekraal	7	105
8	Greenville Serviced Sites (Phase 2.2) *	966	Fisantekraal	7	105
9	Gugulethu Infill	450	Gugulethus/Nyanga	13	39
10	Edward Avenue	124	Ottery	18	66
11	Freedom Park	100	Ottery	18	66
12	Macassar	1199	Macassar	21	109

**Table 24: BNG housing opportunities currently under construction**

Map 17 below illustrates the various BNG housing projects currently under way in the planning stage and to be developed over the short term. Housing projects on average take between three to five years to move from 'in planning' to 'under construction' phase due to the various regulatory requirements associated with construction and development.

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\*Of the 966 Greenville Phase 2.2 serviced sites, 141 top structures will be developed as part of an EPHP project named Sakhuluntu.



**Map 17: Spatial location of BNG housing opportunities to be created in the short term**

#### 4.1.2.2. People's Housing Process

The People's Housing Process (PHP) is another common national housing programme that is implemented in the city. In the past, the PHP programme required greater involvement of the beneficiaries and, through the establishment of a support organisation, they submitted the business plans for the project and made recommendations in terms of the contractor that would build on behalf of the community. The PHP programme has gone through various minor changes, the most recent being the introduction of the Enhanced People's Housing Process (EPHP), which calls for the establishment of accredited community resource organisations (CROs) within each province that will assist beneficiary communities in the development of their housing opportunities. Due to this requirement, the EPHP has not been fully implemented nationally as the process of accreditation of CROs has not been adequately put in place by national government. Currently the City of Cape Town is assuming the role of the community resource organisation commonly known as CRO.

An EPHP project is considered only if all qualifying beneficiaries are the owners or are in process to become owners of fully serviced sites. Once serviced sites are completed and allocated to beneficiaries, community leaders and beneficiaries will be given a choice between contractor build and EPHP. They will choose between these two options as a means to build their own houses. Once the housing information process is done, beneficiaries that opted for an EPHP programme will be assisted accordingly. The EPHP policy states that a municipality may act as a CRO and register as such with its provincial Human Settlements Department. In the interim, the City appointed a panel of contractors with EPHP experience that the beneficiary community can choose from. Once the community has made their recommendation, the City will enter into a direct contractual agreement with the contractor and monitor and evaluate their performance on behalf of the beneficiary community.

The role of PHP within the City is still pivotal and is a supplementary model in advancing housing delivery equal to other delivery programmes. Currently, PHP is used mainly to address old consolidation sites by providing top structures, and is useful in closing up old projects that were left unfinished. The flexibility of its policy is still the pillar stone in enhancing service delivery because it helps to minimise some bureaucratic processes that hinder service delivery. The relevance of the programme is more prevalent in the current situation, and its importance is seen even in greenfield projects such as Dido Valley and Sakhuluntu. The introduction of the PHP programme in greenfield projects assisted the City of Cape Town to deliver massive and decent quality houses for our communities.

From the next financial year (i.e. 2026/27) and future years, PHP will play another important role to the beneficiaries of these PHP projects. PHP will assist in delivering, or deliver, title deeds to all houses constructed through PHP. This will be done in conjunction with all four regions, taking into account that some projects are from old consolidation sites where title deeds were not handed over, whilst other are greenfield projects for which title deeds are being issued. Currently, there is a deficiency regarding the delivery of a complete unit. PHP will ensure that title deeds or deeds of sale are handed out to beneficiaries, especially those from old consolidation sites. The proposed PHP structure will consist of dedicated staff that will liaise directly with all four regions and interact with other sister departments dealing with title deeds. PHP will take full responsibility to report quarterly about title deeds handed over for all PHP units. Lastly, the Housing Development Department is looking at expanding budget allocation for PHP but is still considering the number of existing projects and potential new projects. A budget proposal has already been submitted as part of the City of Cape Town's business plan for future years.

The approved EPHP projects are scheduled to deliver 110 housing opportunities in the 2026/27 financial year.

No	Projects	Project location	Total number of units per project	Units anticipated for 2026/27
1	Bardale	Mfuleni	800	5
2	Cingicebo	Phillipi	72	30
3	Dido Valley	Simonstown	500	70
4	Ithubalethu	Phillipi	200	20
5	Masakhe	Atlantis	210	10
6	Masiphathisane	Wallacedene	404	5
7	Nobantu	Khayelitsha	100	5
8	Nomzabalazo	Wallacedene	412	10
9	Sakhuluntu	Fisantekraal	141	30
10	Senzeni	Khayelitsha	170	20
11	Sikhululekile	Khayelitsha	150	25
12	United Community	Khayelitsha	400	20
13	Vukuzenele	Khayelitsha	241	20
14	Wallacedene	Wallacedene	300	6
15	Zakhele	Khayelitsha	100	10
16	Silakhe	Mfuleni	311	14
<b>TOTAL</b>			<b>4 511</b>	<b>110</b>

**Table 25: EPHP project list for the short term**

#### **4.1.2.3 Affordable housing programme**

The housing pressures facing a rapidly growing city such as Cape Town cannot be addressed by an administration acting in isolation. The City therefore recognises the necessity of close collaboration with a broad range of partners, including social housing institutions (SHIs), other development agencies (ODAs), the Western Cape Government's Department of Infrastructure, and the Social Housing Regulatory Authority (SHRA). As such, the City's role extends beyond that of a developer; it increasingly acts as an enabler and facilitator of housing delivery. This has been especially evident in its support for affordable rental housing, particularly through the expansion of social housing.

In South Africa, social housing refers to subsidised rental accommodation developed and managed by independent SHIs in terms of the Social Housing Act, Act 16 of 2008. These institutions receive capital grants and subsidies to provide affordable rental homes to households earning between R1 850 and R22 000 per month (as of 1 April 2022). The City's role is to assist SHIs and ODAs by facilitating access to institutional subsidies and by unlocking suitable, well-located land to enable both social housing and broader affordable rental opportunities.

As highlighted in the contextual analysis, Cape Town's property market dynamics and household income patterns make well-located, affordable rental housing essential. This form of housing offers long-term benefit by allowing multiple households to occupy units over time while ensuring ongoing affordability for low- and lower-middle income groups. Social housing is also the only

government-subsidised programme capable of delivering high-density affordable rental accommodation – an important strategic advantage for a city seeking to advance urban regeneration, spatial transformation and transit-oriented development. Given Cape Town's high land costs, maximising residential yields on well-located parcels is critical.

However, declining state subsidies for social housing in recent years have made the programme increasingly unsustainable. This challenges the City to broaden its affordable housing toolkit beyond purely social housing funded models. Expanding the range of affordable products not only reduces dependence on diminishing subsidies but also creates opportunities to attract new private sector partners that may not previously have engaged in affordable rental development. For these reasons, expanding the portfolio to include affordable housing is a critical strategic focus for the City going forward.

While the SHRA administers the capital subsidies available to SHIs, the City enhances the financial feasibility of social and affordable rental projects in several ways.

- **Discounted land costs:** The City can dispose of land or buildings to SHIs at reduced prices when the development meets the criteria for pure social housing in accordance with Municipal Asset Transfer Regulations (MATRs). Given Cape Town's high land values, discounted land is one of the most significant enablers of affordable rental development.
- **Project packaging and facilitation:** The City's Social Housing Unit assists SHIs by supporting land use applications and navigating associated administrative processes, thereby reducing development delays and risks.

Despite these interventions, several constraints remain. The current social housing funding model generally limits developments to four-storey walk-ups, as the inclusion of lifts substantially increases both capital and operational costs beyond what subsidies can cover. Yet, achieving higher densities on well-located land remains a key spatial objective, particularly in areas suited to intensified urban form. Incorporating mixed-income components (market rate units) and mixed-use elements (e.g. retail or commercial space) can help cross-subsidise social housing and enable higher densities. Over the longer term – especially if government grants continue to decline – the operational sustainability of the social housing sector will depend on such mixed-income and mixed-use models. Clarity from national government (Human Settlements and National Treasury) is therefore essential to support this direction.

SHIs may be fully or partially accredited, with SHRA responsible for their capacity building. The City relies on fully accredited SHIs to deliver social housing, though limited capacity within the sector remains an ongoing challenge. For-profit private companies can also deliver social housing and, while they are not required to be accredited SHIs, they must submit their projects to SHRA for accreditation – a measure that expands the development capacity available.

To date, eleven social housing projects have been completed in Cape Town, yielding 4 969 affordable rental opportunities, as shown in table 26. As required nationally, these projects are located within designated restructuring zones, ensuring proximity to public transport and socio-economic amenities.

PROJECT NAME	TYOLOGY	PROJECT LOCATION	ACTUAL YIELD
<b>Drommedaris</b>	Social housing	Brooklyn	219
<b>Steenvillas</b>	Social housing	Steenberg	700
<b>Conradie Park Phase 1</b>	Social housing	Pinelands	432
<b>Bothasig Gardens</b>	Social housing	Bothasig	434
<b>Scottsdene</b>	Social housing	Scottsdene	500
<b>Belhar social housing</b>	Social housing	Belhar	629
<b>Anchorage</b>	Social housing	Glenhaven	512
<b>Regent Villas</b>	Social housing	Weltevreden Valley	164
<b>Maitland Mews</b>	Social housing	Maitland	204
<b>Goodwood Station Phase 1</b>	Social housing	Goodwood	1 055
<b>Vryburger Avenue</b>	Social housing	Bothasig	120
<b>Total opportunities</b>			<b>4 969</b>

*Table 26: Social housing projects completed*

The City also commissioned a study to identify incentives, efficiencies and policy shifts necessary to grow the supply of affordable rental stock. The study found that development costs in transit-oriented development (TOD) corridors exceed national norms, making it impossible to deliver substantial volumes of medium- to higher-density affordable rentals for households earning R1 850 to R22 000 without a coordinated package of government incentives. It further showed that municipal efficiencies and facilitation can reduce development risk and incentivise greater private sector participation.

The Social Housing Programme will also benefit from the Mayoral Land Release Programme, through which City-owned land and buildings are made available to the private sector – including SHIs and ODAs – at discounted rates for the purpose of affordable housing development. In addition, the City is developing an Affordable Housing Policy aimed at unlocking additional incentives to support social and other affordable housing projects, thereby improving long-term financial viability.

Collectively, these interventions reflect the City's strong commitment to social and affordable housing as key instruments in addressing Cape Town's housing needs and advancing a more inclusive urban environment.



*Image 1: Anchorage social housing project in Glenhaven, Bellville*



*Image 2: Anchorage social housing project in Glenhaven, Bellville*



***Image 3: Maitland Mews social housing project in Voortrekker Road, Maitland***

Table 27 outlines the social housing and mixed-market affordable housing projects enabled through the Mayoral Priority Programme on Land Release (section 4.1.1.2). The respective projects are at various stages within the development lifecycle and aim to create approximately 19 344 affordable housing opportunities within the short to medium term. The implementation timeframes on most planned developments are dependent on SHRA grant funding availability.

PROJECT NAME	PROJECT STATUS	TYOLOGY	PROJECT LOCATION	PROJECT OWNER	PLANNED AFFORDABLE HOUSING UNITS
Conradie Hospital Site Phase 2	Construction Phase	Social Housing	Pinelands	Province	659
Somerset West	Construction Phase	Social Housing	Somerset West	City of Cape Town	1034
Regent Villa Phase 3	Construction Phase	Social Housing	Wettedreden Valley	City of Cape Town	223
Belhar CBD/ Belhar Calgro	Construction Phase	GAP	Belhar	Province	3788
Our Pride Erf 8175 and 6111	Construction Phase	GAP	Eerste River	Province	211
Malibu Conifers	Construction Phase	GAP	Blackheath	Province	88
PROJECT NAME	PROJECT STATUS	TYOLOGY	PROJECT LOCATION	PROJECT OWNER	PLANNED UNITS
Bardale	Construction Tenders Phase	GAP	Bardale	City of Cape Town	219
Mandalay	Construction Tenders Phase	Social Housing	Mandalay	City of Cape Town	770
Fruit & Veg Site	Construction Tenders Phase	Mixed	Cape Town	City of Cape Town	237
Salt River Market	Construction Tenders Phase	Mixed	Salt River	City of Cape Town	300 (total yield 1000)
New Market	Construction Tenders Phase	Mixed	Woodstock	City of Cape Town	375 (total yield 965)
Parow Sub-Precinct 1	Construction Tenders Phase	Social Housing	Parow	City of Cape Town	343
Parow Sub-Precinct 2	Construction Tenders Phase	Social Housing	Parow	City of Cape Town	180
Erf 26943, Khayelitsha (HSHS)	Construction Tenders Phase	GAP	Khayelitsha	Province	48
PROJECT NAME	PROJECT STATUS	TYOLOGY	PROJECT LOCATION	PROJECT OWNER	PLANNED UNITS
Woodstock Hospital Site	Planning Phase	Mixed	Woodstock	City of Cape Town	500
Kromboom Road	Planning Phase	Mixed	Rondebosch East	City of Cape Town	730
Eoan Way	Planning Phase	Mixed	Scottsdene	City of Cape Town	386
Enslin Road	Planning Phase	Affordable Housing	Ottery	City of Cape Town	375
Annandale	Planning Phase	Mixed	Annandale	City of Cape Town	2568
Paardevelei	Planning Phase	Mixed	Somerset West	City of Cape Town	2430
Beacon Hill	Planning Phase	Mixed	Atlantis	City of Cape Town	900
Robinvale	Planning Phase	GAP	Atlantis	City of Cape Town	116
Belhar	Planning Phase	GAP	Belhar	City of Cape Town	400
Mountain View (Ruwari)	Planning Phase	Mixed	Brackenfell	City of Cape Town	145
Founders Garden	Planning Phase	Mixed	Cape Town	Province	1178
Prestwich Precinct	Planning Phase	Mixed	Cape Town	Province	310
Leeuloop	Planning Phase	Mixed	Green Point	Province	831
<b>TOTAL</b>					<b>19 344</b>

**Table 27: Active affordable housing projects scheduled for the short to medium term**

#### 4.1.2.4. GAP housing

GAP housing also forms part of the overall Affordable Housing Programme and refers to homeownership products targeting the GAP market, which are households that earn too much for a fully subsidised house (R3 500 per month), but too little to purchase a house on the open market.

In acknowledgement of the challenges to market entry for homeownership, one of the mechanisms to assist/enable people toward homeownership is available in the form of the First Home Finance (FHF) Programme, sometimes referred to as 'Help me buy a home' or FLISP (Finance-linked Institutional Subsidy Programme) that seeks to help all qualifying beneficiaries who intend to buy or build their first homes or property.

Geared toward households earning between R3 501 and R22 000. The subsidy works as a top-up (alongside other financing options, see list below) based on a sliding scale – the lower the income,

the higher the subsidy. Depending on the household's monthly income, government can fund a beneficiary with an amount ranging from R38 878 to R169 264.

The subsidy can be used:

- to buy an existing house or apartment;
- to buy a serviced residential site (i.e. plot with access to basic services – applicants must be registered on the Western Cape Housing Demand Database);
- to build a house on a serviced residential site if the site was not acquired through a government housing subsidy in the past. Note: The builder must be registered with the National Home Builders Registration Council (NHBRC) to ensure building and safety standards;
- as a top-up alongside any of the following finance options:
  - o **Mortgage loan:** An approved home loan. Individuals can also apply retrospectively, i.e. if they purchased a residential property and it has been transferred into their name more than six months ago.
  - o **No-fee or no-interest loan:** An interest-free loan from a lender, e.g. any employer-assisted housing scheme, an unsecured loan, stokvel, employer, family member.
  - o **Pension-backed loan:** A loan provided by a financial institution secured by pension savings. The pension fund and the financial institution must have entered into an arrangement.
- **Rent to buy or deferred ownership:** Agreement with the landlord to purchase the property the individual has been renting. Interested persons should only apply for the subsidy at the point of purchase and if they have secured the necessary finance to make the purchase.
- **No financial contribution required:** If the subsidy amount that the individual qualifies for is equal to, or greater than, the purchase price of the property. The subsidy can also be used to cover transfer and bond registration costs, or a shortfall on the bond.
- **Cash:** From own savings.

The national Department of Human Settlements is in the process of developing guidelines to assist provinces and municipalities in the implementation of the revised FHF policy. The Western Cape Department of Infrastructure will continue to play a key role in supporting the FHF application process and the City will endeavour to enhance its communication on the revised FHF policy to the broader public.

Housing for the GAP market is spearheaded by both the public and private sector; ranging from serviced sites to freestanding single-storey to multi-storey apartment complexes. The typology form is dictated by economies of scale, location and market affordability. Housing for the GAP market offering more often than not emerges from a mixed model/market project (BNG, social housing, open market and mixed use). Completed projects to date in the city includes:

PROJECT NAME	PROJECT LOCATION	PROJECT STATUS	PROJECT OWNER	TOTAL PROJECT YIELD	AFFORDABLE HOUSING UNITS COMPLETED
<b>Conradie Park Phase 1</b>	Pinelands	Completed	Province	530	530
<b>Anchorage</b>	Glenhaven	Completed	City	253	253
<b>Fairdale (Bardale)</b>	Blue Downs	Completed	City	219	54
<b>Pelican Park</b>	Grassy Park	Completed	City	696	696
<b>Scottsdene</b>	Kraaifontein	Completed	City	200	200
<b>Litha Park</b>	Khayelitsha	Completed	City	91	91
<b>TOTAL</b>				<b>1 989</b>	<b>1 824</b>

**Table 28: GAP market projects completed to date**

Housing for the GAP market developed by the City has historically been linked to broader greenfields housing projects developed in terms of serviced sites, the IRDP and BNG housing opportunities. In terms of the private sector and provincial projects, housing for the GAP market has yielded favourable outcomes when it includes top structures and/or forms part of a larger mixed-model development with the appropriate economies of scale (refer to list above). This echoes the ethos of the IDP and the directorate's efforts towards developing a pipeline of housing for the GAP market, which is well located and integrated.

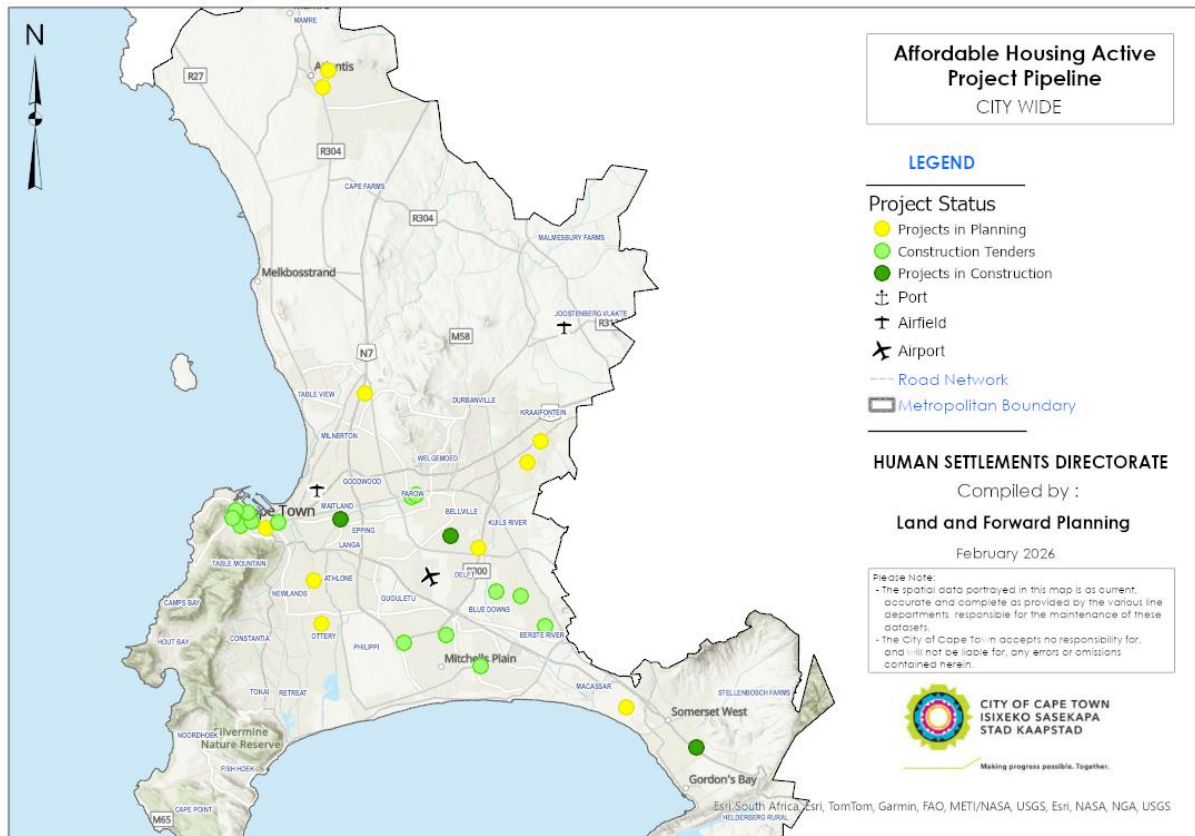
Thus, a range of offerings is available for the GAP market with the FLISP subsidy for the lower-, medium- and high-tier income brackets of the GAP market (household income between R3 500 and R22 000). GAP housing can range from serviced sites to low-density freestanding to higher-density multi-storey developments. A pipeline of sites for development is in the process of being collated, in keeping with the Mayoral Land Release Programme for affordable housing.

A GAP housing approach that responds to the different forms of housing for the GAP market is being developed, drawing lessons from past projects (public and private).

Currently, it is difficult to explicitly reflect the number of potential GAP houses to be developed over the short term as this will predominantly be determined by the respective communities' housing needs within the particular area, and further analyses on housing demand projections and market affordability. Key factors and criteria for suitability include, but not are not limited to, location and accessibility, proximity to well-resourced neighbourhoods, purchasing power of the intended market, and development return on investment or viability.

However, as part of the Land Release Programme, a number of City-owned sites are ready to be released to the market for the development of GAP housing (see section 4.1.1.2). Additional City-owned sites are currently undergoing technical investigation and project packaging prior to its release for the creation of mixed-market developments, which may include elements of GAP housing (see 4.1.1.2).

Map 18 below depicts the affordable housing projects (social housing, GAP and mixed market) to be created across the city for the short to medium term. As illustrated on the map, the affordable housing projects are located primarily within the urban inner core, in line with the City's MSDF spatial development principles.



**Map 18: Spatial location of affordable housing opportunities to be created in the short to medium term across the city**

#### 4.1.2.5. Private sector involvement in affordable housing provision

The private sector can play a critical role in the provision of affordable housing and in the development of efficient, more compact cities. Considering the reality that demand will increasingly outweigh supply of housing, combined with the pressure that human settlement grant funding is under, it is critical that the City begins considering innovative approaches to incentivise or collaborate with the private sector to enable affordable housing.

This new approach towards partnering with the private sector is also echoed in the Mayoral Land Release Programme, which aims to dispose City land and buildings to the private sector for the development of affordable housing, as well as by unlocking enabling City mechanisms to support this programme.

The HSS also recognises the important role that the private sector plays in providing housing, and outlines interventions across the informal and formal market. Within the Human Settlements Directorate, the following initiatives will assist in leveraging the role of the private sector to contribute towards affordable housing.

- **Affordable Housing Policy development**

The City is developing an Affordable Housing Policy, which will aim to incentivise the development of affordable housing by the private sector – encompassing inclusionary housing, social housing, GAP housing and mixed-market models. This policy will have a strong spatial transformation element – looking at the creation of well-located units, thereby providing households access to areas of the city close to employment and other opportunities. This policy is also strongly aligned with the spatial vision of the City and the Mayoral Priority Programme on land release for affordable housing.

The work to inform this policy will also provide the City with market insights around project feasibilities and incentives that can strengthen the City's understanding of the functioning of residential property markets, and lead to better targeted interventions.

- **Piloting of mixed-market models**

Mixed-market models refer to affordable housing developments that are cross-subsidised by market rate units (mixed incomes) and/or other uses (e.g. retail or commercial). These models can include government-subsidised housing programmes, or consider various incentives (including state-owned land) to leverage affordable housing.

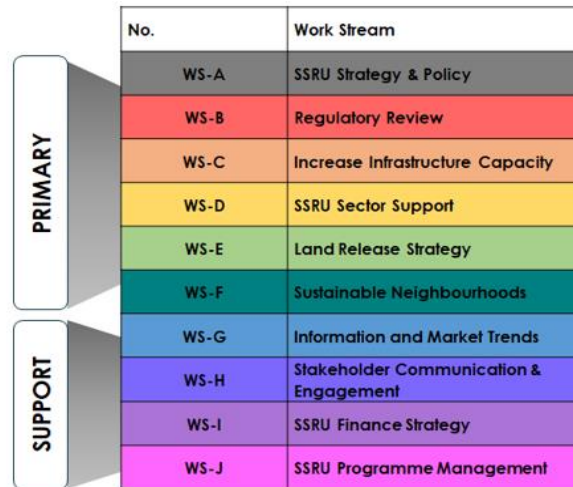
The City will pilot mixed-market affordable housing models as part of the Mayoral Priority Programme for land release for affordable housing. Historically, mixed-market models have tended to be mega projects or large greenfields developments. However, the City needs to consider urban infill and well-located pieces of land in order to test these models. There is significant potential in the private sector collaborating with SHIs to give effect to this model. This model will be tested within the Salt River Market housing development that is currently in the development preparation phase.

- **Small-scale rental units and micro-developers**

A new generation of property entrepreneurs is emerging, particularly in Cape Town's townships. They have seen a gap in the property market for low-cost rental accommodation, and have seized the opportunity by building solid brick-and-mortar developments offering affordable micro-units. These developments range from 1 to 30 units, are both single and double storey, and vary in size from 10 to 40 m<sup>2</sup> with rentals ranging between R1 500 and R3 000 per month. Small-scale rental units are also being developed by homeowners, many of whom are beneficiaries of state-subsidised housing, thus creating a rental income stream for themselves, as well as additional affordable rental units.

The City, via its role as a regulator and facilitator of urban development, is supporting this emerging sector as it is contributing to the creation of affordable housing and is assisting in densifying the city. Furthermore, the City acknowledges that small-scale rental units developed by private homeowners can play a major transformation role from a social, economic and built environment perspective, if they are rolled out in a responsible manner.

For this reason the City has embarked on **the Small-Scale Rental Units Mayoral Priority Programme (SSRU MPP)** aimed at implementing a more inclusive and facilitative operational and supporting framework for the small-scale rental (SSR) sector. The SSRU MPP comprises ten work streams and numerous subprojects. Each work stream is developing and implementing specific facilitative and supportive interventions within and across different directorates and departments. The SSRU MPP engages closely with key external stakeholders to ensure outcomes are practical and implementable for the SSR sector.



**Figure 25: Work streams of the SSRU MPP**

The primary work streams tackle policy and strategy development, regulatory review processes, infrastructure capacity requirements, support to the SSR sector, public land release for small developers, and the creation of sustainable neighbourhoods in densifying areas. These are supported by work streams tackling the development of financial mechanisms to support implementation, data and information requirements and SSR sectoral engagement.

Recent amendments to the Municipal Planning By-law (MPBL) provides additional land use rights for affordable rental units (ARUs) to all properties zoned Special Residential 1 (SR1), Special Residential 2 (SR2) and Local Business 1 (LB1) in the designated areas. The proposed additional rights allow the construction of up to eight ARUs along with a main dwelling, or up to twelve ARUs on vacant properties subject to specific conditions. These major changes impact a large part of the city and will be monitored and improved over time.

The City is progressing with the development and implementation of a dedicated sector capacitation programme known as the Local Planning Support Office (LPSO) to support property owners and micro-developers that would like to take up the opportunity to develop SSR in a compliant manner. This is part of a broader SSR sector support programme that will help to coordinate internal and external support initiatives. The LPSO focuses on providing advisory services to enable the submission of land use and building plan applications that are of good standard, thus enabling quick processing and approval, and ensuring that micro-developers have developable, cost-efficient plans. The LPSO will also assist micro-developers to unblock any specific challenges they may face in the development process. To assist this process, the City has

developed urban design guidelines as well as prototypical plans to assist owners and developers to adhere to good design practices.

An administrative penalty exemption and building plan scrutiny fee reduction in designated areas – where there are high levels of SSR development – were approved and implemented. The administrative penalty exemption enables applicants to apply for retrospective approval for existing structures built without consent, with no penalty fee. The significantly reduced building plan scrutiny fee will reduce the upfront costs of plan approval for micro-developers.

The City is developing and packaging a pipeline of City-owned land to be released to this market segment. A number of pilot sites have been identified, and are being packaged for release in the coming financial year. This will be released at reduced cost, thus enabling the improved project viabilities, and the production of additional affordable housing units.

### **4.1.3. Public housing**

The City plays a key role in providing affordable rental housing within the metro and owns approximately 37 086 rental units in its public housing portfolio. The Human Settlements Directorate, via its Public Housing Department, is responsible for managing the City's public rental housing portfolio, which includes the allocation of public rental units to qualifying applicants, the management of lease contracts and the maintenance of the said public rental housing.

The public rental housing portfolio is divided into saleable and non-saleable rental units and is targeted at households that earn a monthly joint income of R15 000 and below<sup>10</sup>. The units deemed as non-saleable rental units are typically multi-storey blocks of flats, as illustrated in table 11. The portfolio also includes approximately 10 205 hostel beds and 12 pensioners' complexes. Saleable rental housing units are primarily City-owned properties developed pre-1994, which can be subdivided and transferred to qualifying tenants in terms of the Extended Discount Benefit Scheme<sup>12</sup>. The table below provides an overview of the Public Housing Portfolio.

<b>Primary income band (monthly household income)</b>	<b>Housing programme</b>	<b>Description of rental housing opportunity</b>	<b>Tenure</b>	<b>Number of units</b>
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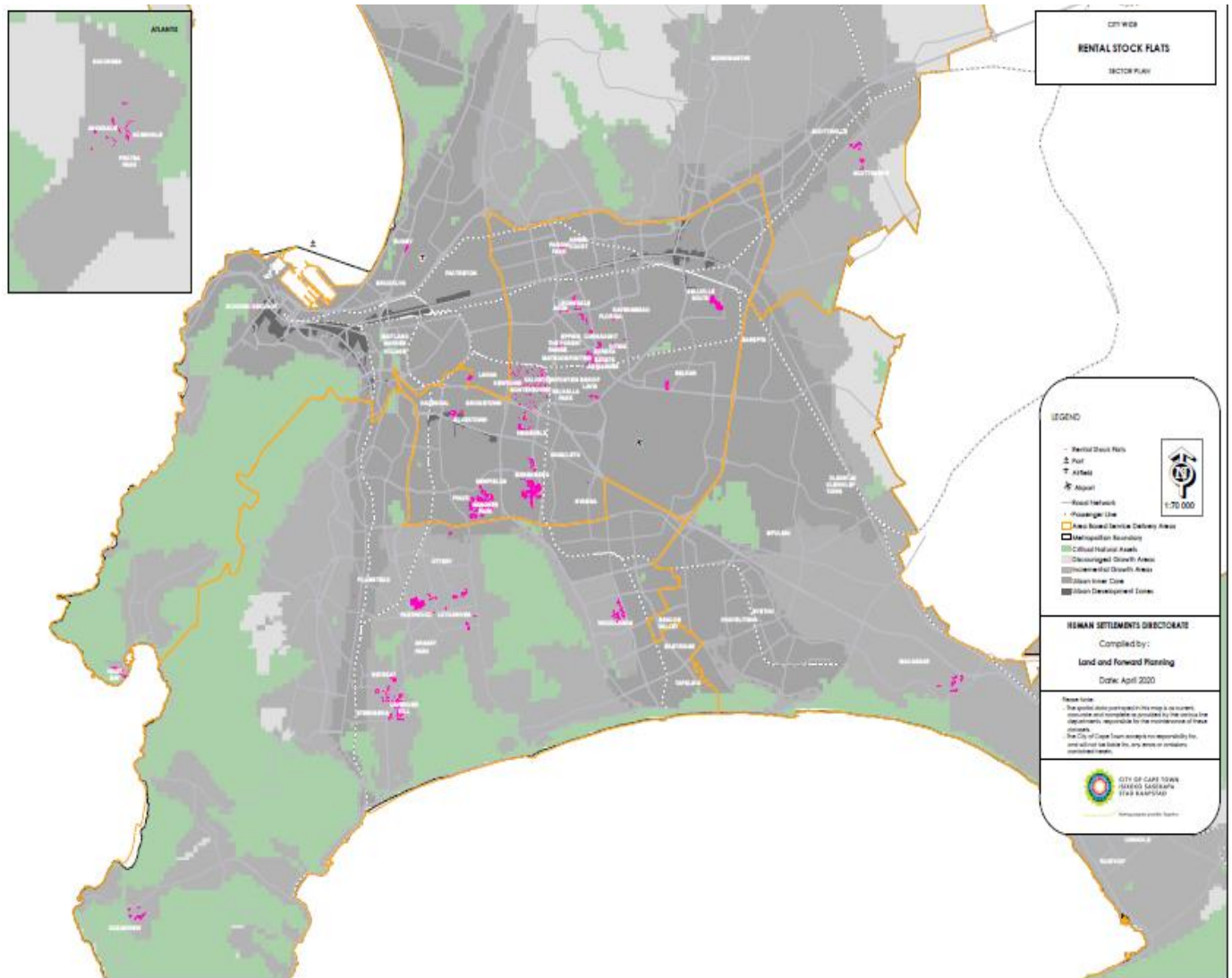
<sup>10</sup> As from 31 March 2022, in line with the Council-approved Allocation Policy: Housing Opportunities.

<sup>12</sup> National housing programme within the National Housing Code, 2009.

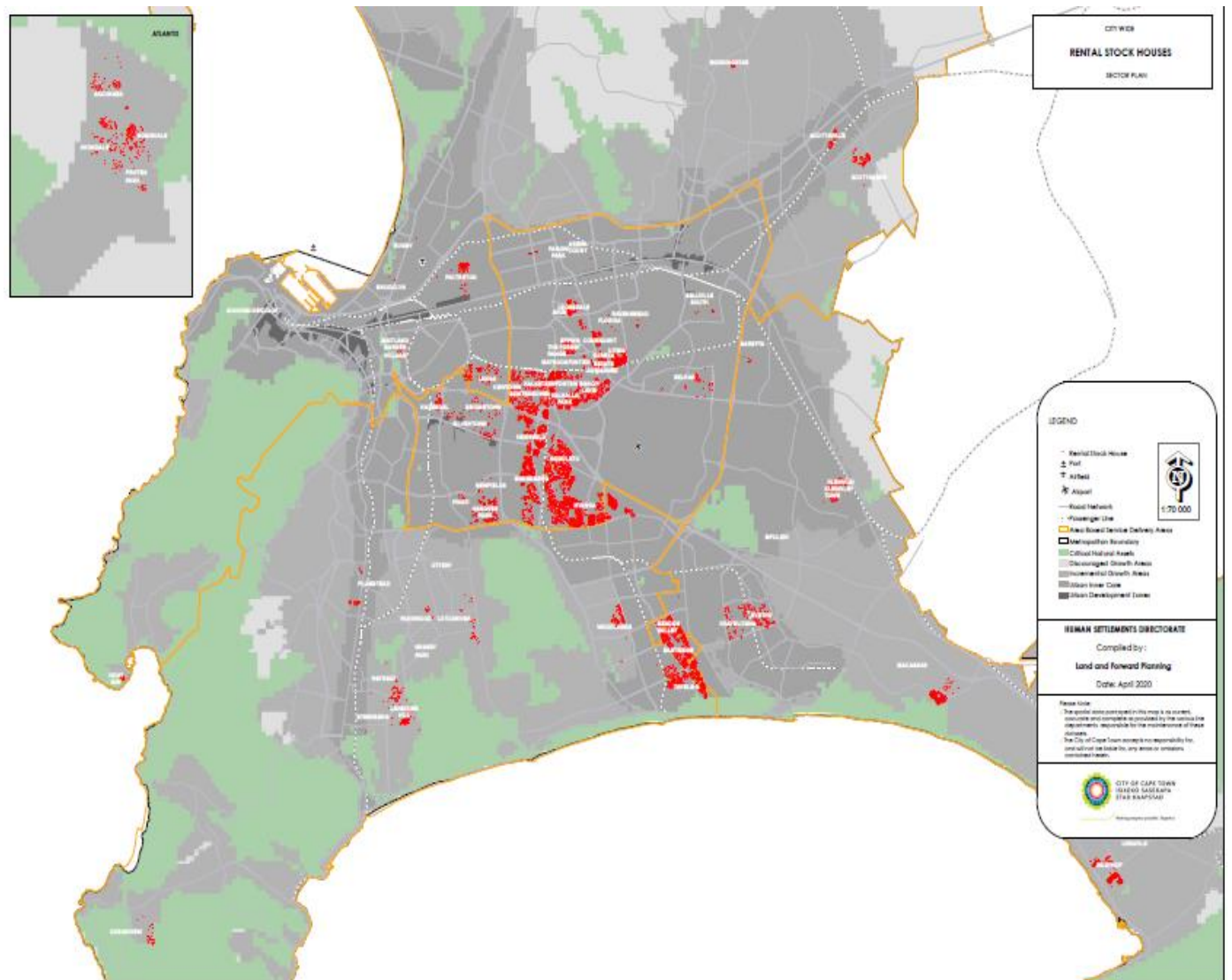
R0 – R15 000 <sup>13</sup> (as from 31 March 2022)	Public housing implemented in terms of the national housing programme: CRU	Existing or newly built City-owned rental housing properties, which include the following: Multi-storey units (flats) Row houses Cottages Duplexes Hostels Pensioners' cottages	Non- saleable rental	± 32 373
		Primarily existing pre-1994, City- owned subdivided rental housing properties, which can be transferred to qualifying tenants. The tenant has the option of purchasing the rental property with own funding or applying for the EEDBS subsidy.	Saleable rental	± 4 713

**Table 29: Public housing categories**

<sup>13</sup> Some tenants in saleable CRUs earn in excess of this income band. Surcharge rental applicable in these cases



**Map 19: Location of City rental stock flats**



**Map 20: Location of City rental stock houses**



**Figure 26: Newly built, non-saleable public rental housing. The Sea Views CRU development in Hangberg consists of 71 rental units**

#### **4.1.3.1. Public housing: Tenancy management and customer service challenges**

The bulk of the City's public rental housing was developed pre-1994 with the former national housing funds as part of the national housing programme. In recent years, the CRU programme provided for capital grant funding for the construction of new rental units. The historically developed and new rental units form part of the City's public rental housing portfolio. The City is the landlord of these assets and responsible for the management and maintenance thereof. The CRU programme does not make provision for an operational subsidy and therefore operational expenses must be recovered by means of cost recovery rentals.

As a landlord of approximately 37 086 rental units, the City is faced with various challenges specific to this role, which include:

- human resource capacity constraints;
- a culture of non-payment;
- poor revenue collection resulting in insufficient budget to carry out required repairs and maintenance;
- unlawful occupation of rental units;
- subletting by tenants, often accompanied by exorbitant rentals;
- overcrowding and a significant increase in backyard structures, the occupants of which require essential basic municipal services;
- unacceptably high levels of payment default by tenants of City-owned properties;
- high levels of antisocial behaviour, gangsterism and abuse of facilities; and
- intimidation and threats of extortion that have occurred on upgrade and maintenance projects in recent years.

The tenancy management function is performed from 26 decentralised housing estate offices supported by 13 decentralised maintenance depots. In addition to the core functions linked to tenancy management and repairs and maintenance, the Public Housing Department is currently responsible for executing functions that are outside its core mandate, which relates to the management and maintenance of pensioners' cottages, early childhood development (ECD) centres and other non-residential properties. These functions were primarily inherited from historic administrations/organisational structures and divert much-needed human and financial resources from their core functions.

#### 4.1.3.2. Public housing maintenance challenges

Table 30 below gives an indication of the saleable and non-saleable units (including hostel beds) located per City service area. The same capacity constraints experienced in the tenancy management environment are also experienced in terms of skilled staff required for day-to-day repairs and maintenance.

Service area	Non-saleable rental stock	Hostel beds	Saleable	Total rental units per service area (excluding hostel beds)	DEPOT
					Per region
Region 1	5 236	2 860	1 437	6 673	1
Region 2	11 838	0	794	12 632	2
Region 3	9 734	4 499	713	10 447	5
Region 4	5 565	2 846	1 769	7 334	5
<b>Total per rental units</b>	<b>32 373</b>	<b>10 205</b>	<b>4 713</b>	<b>37 086</b>	<b>13</b>

**Table 30: Number of rental stock and maintenance depots per service area**

The City undertakes routine repair and maintenance of rental units, primarily in response to requests from tenants via the C3 notification system and as part of insurance repair on damaged rental properties caused by fire damage. Maintenance of the City's ageing rental stock remains a challenge due to budget and human resource constraints. One such example is the shortage of current fleet for repairs and maintenance, as shown in table 31 below. As an initial response to this challenge, the directorate developed a CRU maintenance guideline, setting out a uniform approach to the prioritisation of operational maintenance, i.e. prioritising health and safety repairs.

	Total number of vehicles	Vehicles out of commission	Available vehicles

<b>Upgrades and maintenance</b>	57	<b>7</b>	<b>50</b>
<b>Tenancy management</b>	14	<b>0</b>	<b>29</b>

**Table 31: Public housing fleet capacity**

#### 4.1.3.3. Public housing maintenance and management turnaround strategy

In response to the challenges and operational limitations within City-owned rental housing as identified in the sections above, the Public Housing Department has initiated various interventions, including:

##### **Indigent relief**

As an effective way of helping the City deliver on its commitment to address poverty levels in Cape Town, all tenants of City public housing that have a combined monthly household income of R7 500 or less may qualify for an indigent grant. Relief and assistance are provided through a reduction of rental instalments and a possible write-off of arrears as illustrated in the table below. This respite is given for a period of 12 months and must be reviewed annually. Many tenants apply for this indigent grant, which places additional strain on the City's operational budget.

<b>INCOME</b>	<b>PERCENTAGE OF INCOME PAYABLE</b>	<b>MINIMUM ARRANGEMENT AMOUNT</b>
R0 to R3 000	5 % with a minimum rental of R10	R25
R3 001 to R4 500	8%	R40
R4 501 to R7 500	10%	R60
For the purpose of income the cents value is disregarded except that the maximum income permissible is capped at R7 500.00.		

**Table 32: Indigent grant calculation**

##### **Turnaround strategy**

In addition to the current initiatives, the Public Housing Department will embark on a turnaround strategy aimed at creating sustainable prosperity for the public housing portfolio over the short/medium and long term. This Public Housing Maintenance and Management Turnaround Strategy will include the following initiatives:

##### **a) Conducting socio-economic surveys**

Socio-economic surveys will be conducted at all public housing estates. This is a priority in respect of understanding how many tenants and dependants reside in our public rental housing units and what their current socio-economic profile is. In addition, by conducting this survey, the City will also be able to ascertain how many occupants are not legal tenants of the City. This will be an ongoing priority. In instances where it is found that the tenant is deceased and family members are left behind in the rental dwelling, further investigations will be conducted to determine whether the family members are eligible for a transfer of that tenancy. This process will create a continued housing opportunity for the family of the deceased tenant, thus mitigating against displacement of that family.

**b) Regionalisation of offices**

The intention is to decentralise public housing personnel and offices. This will enhance accessibility and bring our services close to our communities and the public that we serve. We therefore intend to regionalise our offices in line with the current established regions. It is proposed that, where possible, all coordinators be centralised or accommodated in accordance with the current four regional model that is in one particular office site in each region for better, safe, effective and coordinated management, yet will still be responsible to service and manage respective regions. A feasibility study is currently under way to test the viability of this model.

**c) Offloading of all non-core functions**

Currently, the Public Housing Department is responsible for various functions that do not resonate with the mandate of public housing. This is mainly due to historical institutional complexities related to misalignment of functions during organisational restructuring or realignment over the years. A project is to be undertaken for the identification of non-core activities with the aim of offloading these activities to the relevant line departments. This will ensure that the Public Housing Department can direct all their resources to their core functions.

**d) Asset Management Improvement Plan**

An Asset Management Improvement Plan (AMIP) and Turnaround Plan have been developed to address the challenges and constraints associated with the asset lifecycle of public rental housing. The AMIP was concluded in August 2020 and its cost/budgetary requirements are detailed in the table below. The AMIP is to be reviewed every five years and the next review will be performed in 2025.

Sampled Housing Estates		Full Portfolio	
Current Replacement Cost	R 2.0 billion	Current Replacement Cost	R 25 billion
Annual preventative maintenance needs	R 35.2 million	Annual preventative maintenance needs	R 429.9 million
Total backlog refurbishment cost	R 439.1 million	Total backlog refurbishment cost	R 5.3 billion

**Table 33: AMIP cost/budgetary requirements**

Consideration has also been given to transfer ownership to non-saleable, multi-storey rental units to qualifying tenants currently occupying the units. However, as noble as this consideration might be, it is faced with various challenges that will require further investigation. These challenges include:

- registering and complying with sectional title requirements as outlined in the Sectional Titles Scheme Management Act;
- the inability to have or establish effective and efficient body corporates to run sectional title schemes; and
- the inability of prospective homeowners to afford levies associated with sectional title schemes.

**e) Management agent**

Furthermore, the Public Housing Department is busy exploring the option of appointing a management agent(s) to manage a portion of its public housing portfolio on the City's behalf. As part of this process, an operational feasibility study is being undertaken with the aim to maximise and balance outcomes through careful consideration of the available options. Certain options might be better suited to different aspects of the housing portfolio and will be compared to local and international best practice, taking Cape Town's context into account. These options might include:

<p>Example option 1:</p> <p>Fully managed by PH</p>	<p>Example option 2:</p> <p>Outsource upgrades and maintenance</p>	<p>Example option 3:</p> <p>Hand over portfolio to external management agents</p>	<p>Example option 4:</p> <p>Full alienation of the portfolio to private entities</p>
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It is envisaged that the City will issue a request for proposals in this regard within the next five years.

**f) Maintenance**

In an attempt to respond to the maintenance and repairs backlog within rental housing, a corporate commitment has been made to provide funding on an incremental basis over the next three financial years to capacitate the depots with additional staff.

**Safety and community inclusion**

The safety and wellbeing of our tenants are important to the City. Finding suitable solutions for the array of social and economic challenges faced within the public housing estates is a complex task, but through partnerships with relevant line departments such as Safety and Security and Social Development, NGOs and CBOs and the tenants themselves, a workable solution is possible. The current initiatives of the Public Housing Department in this regard include:

- creating a sense of shared ownership amongst tenants;
- purposeful and proactive stakeholder engagement and communication with tenants;

- understanding community and social structures and networks to be utilised in the new operations model, and proactive consultation with communities about options and possible chosen operational models;
- onboarding and buy-in of various role players in the process; and
- embedding asset-based community development (ABCD) principles that include unlocking a sense of ownership amongst the community, which in turn protects the assets.

#### **g) Staff housing**

The Public Housing Department also played a coordination role in terms of the management of City-owned rental accommodation deemed as staff housing. Staff housing does not form part of the national housing programmes as set out in the National Housing Code, but rather refers to immovable properties owned or managed by the City that are made available (at the discretion of an accountable user line department's functional executive director) to an employee for residential purposes based on the operational need of a department, i.e. as a fringe benefit.

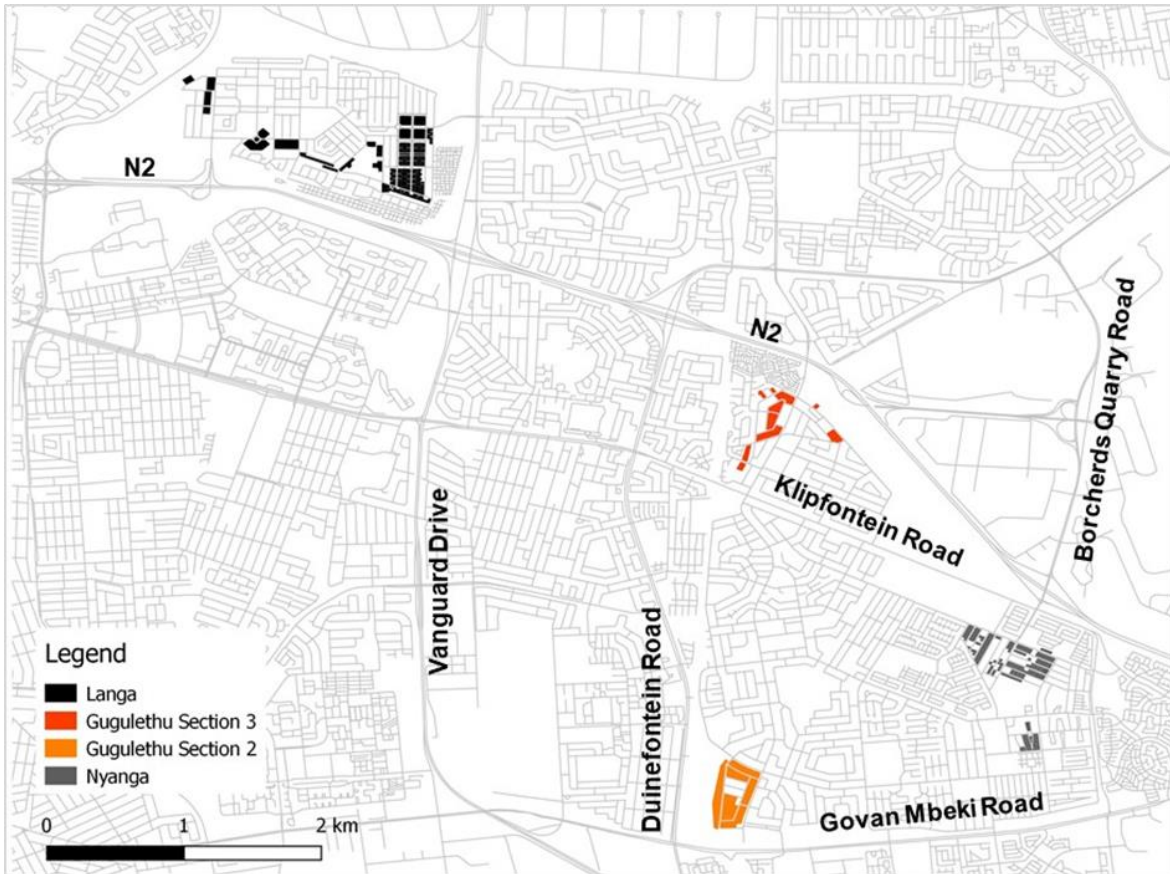
The Public Housing Department undertook a project to enhance compliance and governance in respect of the management of staff housing within the City. As part of this project there was a need to review the City staff housing regulatory context to reflect appropriate policy and procedural changes within the City and enable policy certainty and standardisation based on the outcomes of the overall staff housing improvement project. The revised Staff Housing Policy was approved by Council in June 2024 and included a decision to move the staff housing coordination and oversight role to the City's Corporate Services Department that is responsible for human resource management and facilities management, amongst others. The handover of this role came into effect in November 2025.

#### **4.1.3.4. Hostel Redevelopment Programme**

Hostels were initially built as temporary housing for male migrant workers. Over time, the families of these migrant workers moved in with them, which has led to underserviced environments characterised by overcrowding in and around the hostel buildings. The management and maintenance of the City's hostels remain a huge challenge. Overcrowding is one of the biggest challenges, as up to three or four families can often be found living in one room. Occupants have also spilled over into masses of informal shelters surrounding the original hostel buildings. The hostel structures were not designed to accommodate this number of people, resulting in services on these sites being either totally ineffective, or indeed in a state of total disrepair. The conditions in which people are living in the hostel precincts are entirely undesirable. Many of these hostels are dilapidated and call for total demolition and rebuilding.

The hostels concerned are situated in Nyanga, Langa and Gugulethu. From an institutional ownership perspective, they consist of and are classified as follows:

- City-owned
- Privately owned
- Privately built hostels on City-owned land – many of which have been effectively abandoned by the private companies



**Map 21: Hostel areas within Cape Town**

The City is implementing the Hostel Redevelopment Programme, which aims to redevelop these hostels into CRUs, i.e. newly built, multi-storey public housing rental accommodation that ranges from studios to two-bedroom units. The existing hostel buildings are located within established urban areas where land availability is limited. This presents a significant challenge to site redevelopment because the current hostel dwellers need to be moved out of the existing hostels during redevelopment, accommodated elsewhere and then moved back to the newly refurbished or redeveloped rental units.

An additional complexity is the requirement to accommodate more people than the site was originally envisaged to house, and to relocate, rebuild or refurbish, and then reinstate. In addition, the overall housing requirements within the City are such that there is a constant challenge for any new development to be allocated not only to those that were originally accommodated on that site, but indeed to incorporate people from communities in the immediate vicinity as well.

The City developed a Hostel Redevelopment Programme to transform the existing hostels to rental units. To date, the City successfully concluded the Hostel Redevelopment Project in Langa named Hamilton Nake Square in 2016. This project is located on the corner of Bhunga Avenue and Ndabeni Street in Langa and was an old depot site that was owned by the CCT and as such was rezoned to meet the needs of the new CRU. Langa is in close proximity to the CBD, which is ideal

for access to social and economic opportunities. The new rental units developed are all roughly 40 m<sup>2</sup> in size with two bedrooms, one bathroom and a lounge/kitchenette area. Two funding sources were used, namely HSDG and USDG, and the final cost of the project amounted to R180 000 000. This meant that the cost was roughly R390 000 per unit (between 2013 and 2016). The project was voted Best CRU Project at the 2017 Western Cape Govan Mbeki Housing awards.



**Figure 27: Hostel redevelopment projects – Hamilton Nake Square in Langa**

Two additional hostel transformation projects were planned for the short term, but due to national policy and grant funding amendments, the Human Settlements Development Grant cannot be accessed as capital funding for the construction of community residential units, unless the state can demonstrate a sustainable operational and management model. For this reason it is unlikely that the required funding will be accessed through the WCG Department of Infrastructure in the short term, as sustainable solutions must still be investigated and approval thereof be granted. These planned projects have therefore been halted until the latter challenge can be addressed and therefore it is difficult to determine the exact project start date or project solution.

In addition to the two planned hostel transformation projects, the City has further considered a hostel transformation pipeline for the remaining four areas (Langa, Nyanga, Gugulethu Section 2 and Gugulethu Section 3). However, due to the funding challenges stated above, it is unclear when these projects will be implemented and in what format.

#### 4.1.4. Informal settlements

Informal settlements may be defined as either:

- areas where a group of housing units have been constructed on land to which the occupants have no legal claim or that they occupy unlawfully, or
- unplanned settlements and areas where housing is not compliant with current planning and building regulations (i.e. unauthorised housing).

These settlements vary significantly in size and topographical condition and are located on privately owned or state-owned property. Generally, informal settlements develop into a haphazard arrangement of dwellings and informal structures of varying construction types and materials – some less sound than others and in many instances they are developed on land that is not suitable for development or on privately owned land, which prohibits the City from providing services and formal housing.

In summary, the City acknowledges that there is no **'one size fits all'** approach to informal settlement upgrading insofar as each settlement is unique in terms of its local conditions and related community issues.

It is further acknowledged that the current model of formal housing delivery is unable, as a single delivery mechanism, to meet the housing backlog and new growth, and may also perpetuate current spatial challenges. Thus, the in-situ upgrade of informal settlements is an important part of addressing these challenges.

The management and upgrading of informal settlements are an ever-evolving programme and require constant monitoring and updating. The City's Department of Informal Settlements reviews all its areas of informality on an annual basis, utilising the most recent aerial photography and annual settlement surveys. The attribute data and management information of the dataset have subsequently been updated.

The City has identified the following types of 'areas of informality', which assist in providing administrative clarity and finding the most suitable development pathway:

- 1) **Small farmers and/or rural settlement:** Well-spaced dwelling units that normally have some form of subsistence farming on it. Also conventional areas of informality located outside urban areas.



**Figure 28: Small farmers and/or rural settlement**

- 2) Informal settlement:** An unplanned area of informality where unauthorised housing structures that do not comply with any existing planning and building regulations are erected. However, the City has engaged with respective community leadership, undertaking various assessments with respect to the ability to deliver services, and (in some instances) has provided the settlement with basic services or initiated a process of informal settlement upgrading.



**Figure 29: Informal settlement**

- 3) Informality at public housing (rental stock settlements):** Areas of informality that are located on City-owned rental properties, e.g. amongst hostels or flats (backyarders). These are large numbers of backyarders/additional dwellings informal (ADIs), and form a large cluster of informality.



**Figure 30: Rental stock settlements**

- 4) Private informality extended on public land (backyarder settlement):** Areas of informality that started as backyarders on private property and have spilled over to City property to form a cluster of informality (mostly found on public open spaces, vacant community facility sites, or roadways or road reserves vested in the City of Cape Town).



**Figure 31: Private informality extended on public land (backyarder settlement)**

- 5) Incremental development area (IDA) or relocation or reblocked areas:** Areas of informality that were developed with the aim of creating temporary or incremental opportunities by the City of Cape Town, Western Cape Government, or others. These developments require planning layouts and more formal service delivery, which are the first steps towards formalisation.



**Figure 32: Incremental development area or temporary relocation area**

- 6) **Upgraded township:** The government, through legislative land use approval processes, classify these settlements as part of the formal developed area; however, the top structures are not completed. These settlements fall under normal municipal management processes to ensure that minimum standards are maintained during the planning and construction phases of the upgrading project. An example of this is Kalkfontein, as illustrated in figure 33 below.



**Figure 33: Upgraded township**

- 7) **New settlement (to be assessed):** Any informal settlement established as a result of an active land invasion process. This area of informality is not yet administratively assessed by the municipality as an informal settlement and will be classified into one of the other

typologies once the investigation has been completed. Only emergency relief services will be considered, where appropriate.



**Figure 34: New settlement (to be assessed)**

Table 34 below gives a breakdown of the number of informal areas within the city and the estimated structure count as at December 2025. Currently, there are 843 areas of informality within the city with a residential structure count of 282 702, which are categorised as follows.

<b>Areas of Informality</b>	<b>Settlement count</b>	<b>Residential Structure Count</b>
Back yarder Settlement	55	3729
IDA/TRA/ Reblocked	47	15077
Informal Settlement	646	247732
Settlement for Electrification	1	3
Settlements to be investigated	4	2164
Rental Stock Settlements	73	10778
Small Farmers/ Rural Settlement	16	3159
Upgraded Settlement	1	60
<b>Total</b>	<b>843</b>	<b>282702</b>

**Table 34: Number of informal areas and structure count within the City of Cape Town as at December 2025**

The provision of basic interim services to informal settlements is essential in order to alleviate the immediate/emergency need to access potable water, sanitation services and certain preventative measures to curtail the occurrence of disasters.

Approximately 20,5% of Cape Town's population currently live in informal housing with varied access to basic services. Access to basic services depends on the density and accessibility of the settlement and on the ownership of the land (i.e. Council- or privately owned land). The City is committed to providing and maintaining services to informal settlement areas in line with the national guideline levels, which include one tap per 25 families within 200 metres, a minimum of one toilet per five families, and weekly refuse removal. In some instances, the City exceeds these national levels.

Where the City cannot achieve the minimum service levels due to encumbrances beyond its control (such as waterlogged or privately owned land, or settlements that are too densely populated to allow access to services), the informal settlements must be reconfigured through super-blocking and reblocking or other de-densification initiatives.

Improving access to basic services to informal households may include:

- additional taps and toilets;
- raising of platforms to obviate flooding;
- integrated environmental health service;
- communal ablutions and wash facilities;
- stormwater channels;
- greywater drainage;
- electrification infills;
- access roads; and
- appropriate buffers or firebreaks to reduce fire risks.

In order to provide full 1:1 services on a permanent basis for households in the informal settlements, there are certain preconditions to be met before installation can take place:

- Geotechnical investigations and environmental approvals are required by law before capital investments of this nature can be undertaken.
- An approved layout plan with erven is required in order to undertake the necessary detailed engineering designs for the settlement.
- It must be determined upfront whether the service points will be linked to a top structure or provided to the erf boundary only.

Although the provision of basic services such as water, sanitation and electricity is not the core function of the Human Settlements Directorate (the Water and Sanitation Department is responsible for this), it is important to reflect on what has been delivered thus far to residents living in informality. Figures 35 and 36 below illustrate the number of taps and toilets that have been installed in informal settlements across the city for the period 2012/13 to 2024/25.

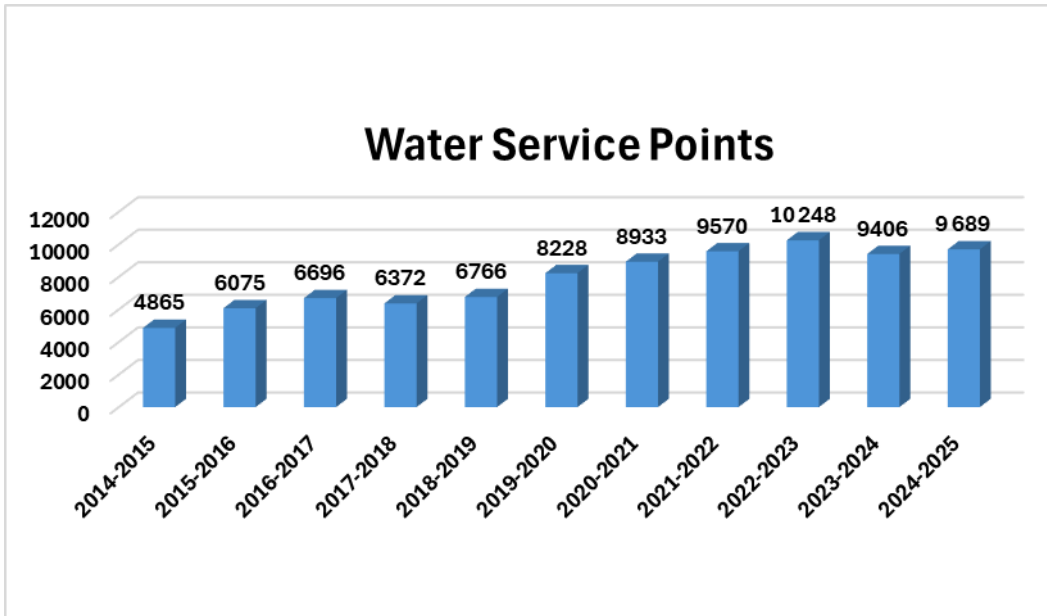


Figure 35: Basic service provision (water taps) within informal settlements over the period 2014/15 to 2024/25

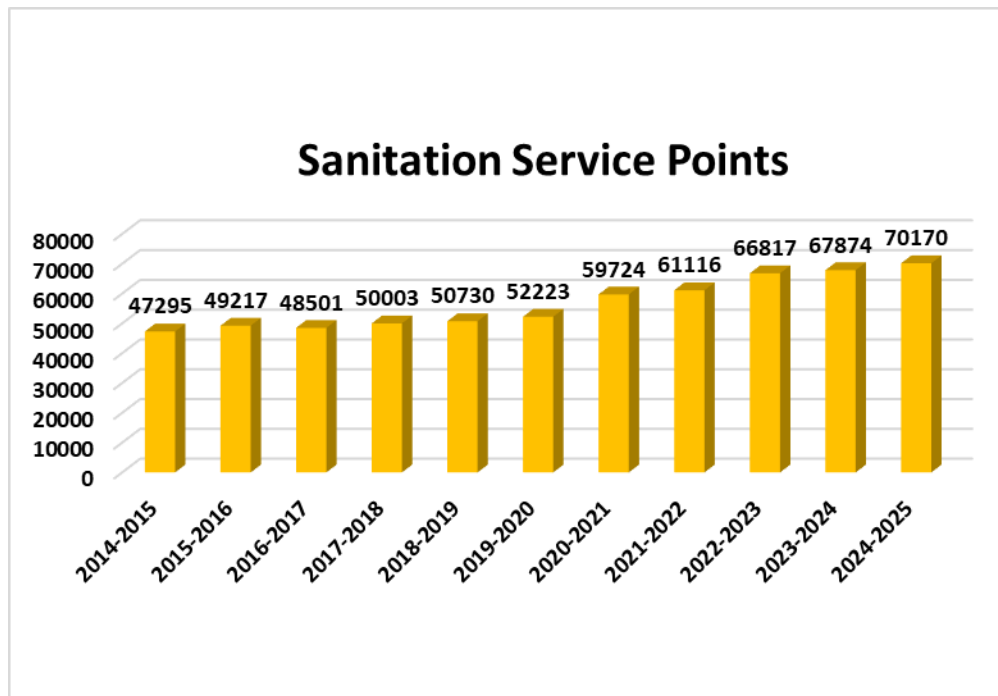


Figure 36: Basic service provision (sanitation) within informal settlements over the period 2014/15 to 2024/25

To achieve the service delivery objectives above, each informal settlement needs to be allocated an underlying upgrade layout as part of the UISP, which will inform and ultimately drive tenure and sustainable and climate-resilient formal development while ensuring access to green open spaces (and the ecosystem services they provide as far as possible), education, health, business development, sport and recreation, and policing. The informal settlements can therefore either be upgraded in-situ where possible, or be included in planned greenfields projects. Going forward, it is therefore important to align the upgrade of informal settlements with planned greenfields projects as this would unlock land to formally accommodate residents within informal settlements.

#### **4.1.4.1. Incremental upgrade of informal settlement initiatives**

The City of Cape Town has embarked on a new strategic approach to the upgrade of informal settlements, which can be characterised as follows:

- **Working with and not against informality** – and accepting that, given our constrained economic future, it is likely to persist in the future
- **Ensuring that there is a rapid response at scale** – i.e. ensuring some level of change and improvement occurs in all informal settlements within a short period of time, with no informal settlements left on a developmental 'back-burner'
- **Multi-pronged and flexible** – consisting of a range of different responses that are responsive to and appropriate for local conditions
- **Giving priority to the upgrading and improvement of informal settlements in-situ** with relocations being undertaken as a last resort only, or where land settled on is an identified biodiversity priority area or at risk from natural hazards
- **Ensuring meaningful community participation**, engagement and local ownership
- **Giving priority to the provision of basic services and functional tenure** as the first line of response and ensuring that this is expedited (except in rare cases where relocations are necessary and justified)
- **Maximising the use of scarce land** while ensuring the protection of green infrastructure and biodiversity assets and being cognisant of the layout and design plans to mitigate against the spread of fires
- **Integrating and including informal settlements** with the planning of the city
- **Understanding informal settlements** in their spatial and socio-economic context
- **Ensuring that livelihoods and economic opportunities are afforded priority** (protected or supported)
- **Improving access to key social facilities**, e.g. education and healthcare
- **Improving public transport** access
- **Accepting that collective functional tenure** (through settlement-level recognition) is the minimum form of tenure and that conventional tenure title deeds are in most instances incompatible with rapid basic services delivery. For this reason the right of occupation is recognised, resulting in safety from eviction and the right to benefit in the incremental upgrading process. This recognition comes in the form of issuing informal settlement residents with occupancy certificates.

When considering how the City can improve on how it deals with informality, it is important to differentiate between the following aspects, as both need to be dealt with:

- **In-situ upgrading** – whereby targeted settlements identified via the project pipeline are demarcated for upgrading (as per the UISP) and have budgetary support denoted to their upgrading, captured within the City's medium-term revenue and expenditure framework (MTREF).
- **Improved ratios of basic services** – applicable to those settlements that are yet to be approved for in-situ upgrading through the project pipeline (bottom-up approach). Basic services are provided to *all informal settlements* in order to try to achieve a better ratio of shared services and better quality of services.

The City has established a rapid assessment approach for informal settlements, with the following aims:

- To obtain a rapid overview of the locality, scale and nature of informal settlements, and in particular to better understand the priority needs as well as the site constraints and development ability pertaining to different settlements.
- To determine an initial categorisation of all informal settlements, indicating the appropriate type of developmental response for each one (based on a preliminary assessment of site development ability and formalisation potential, it being noted that, as a result of more detailed subsequent investigations, this categorisation may later need to be reviewed and changed).
- To enable strategic prioritisation of informal settlements for different developmental responses.
- To enable the allocation of budgets for professional services and capital expenditure on multiyear (MTEF) expenditure frameworks (associated with further prefeasibility and feasibility studies, design and implementation/construction, e.g. emergency or basic services, land acquisition, full services, housing).
- To provide the essential input required to develop an Informal Settlements Strategy.
- To identify priority settlement improvement actions pertaining to:
  - basic infrastructure, tenure and housing improvements, and
  - broader socio-economic improvements (e.g. pertaining to primary healthcare, early childhood development, public transport, basic education, informal economy).

Rapid assessment ensures that all settlements are identified, mapped and assessed and that relevant and realistic developmental pathways are formulated for each, ranging from rapid full upgrading to the provision of basic services as an intermediate measure, with relocations only undertaken as a last resort.

Rapid assessment is an activity undertaken at the 'programme level' in order to identify and better understand informal settlements and to thereby categorise them in terms of the broad types of developmental responses that are appropriate and achievable. It is quite distinct from the prefeasibility, feasibility and project-level planning work that would follow. Lastly, it makes use of

readily available information sources and at this stage does not entail the initiation of specialist studies or community input.

A review of all informal settlements was undertaken in terms of an area-based approach. All City line departments operational in the respective regions were invited to a working session with the Department of Informal Settlements within the Human Settlements Directorate. Each informal settlement was jointly assessed, taking all spatial analytical data into account in order to find and agree upon the most likely solution for the informal settlements. This will continue to take place periodically as new informal settlements emerge.

The analysis of each settlement resulted in the most likely development pathway for that specific settlement. The development recommendation can be one of the following options:

- **De-densification** – settlements that will be required to be de-densified prior to any in-situ (UISP or super-block) development being implemented. Basic services provided in interim.
- **Super-block** – settlement is suitable for a super-block approach, which can comprise residential blocks of approximately 90 m x 30 m with the provision of shared water (1:25 ratio) and sanitation (1:5 ratio), door-to-door waste collection and individual electrification. All roads, stormwater and pedestrian access ways to be developed to an 'A-grade' standard.
- **UISP** – settlements that will be developed as a UISP type of project with individual erven, and with each erf having its own water and sanitation points (1:1 ratio), waste collection, formal roads, stormwater management and electrification.
- **Reblocked** – settlements that can potentially be reblocked where they meet the density and settlement size criteria. Those settlements where the City has established and confirmed the interest and willingness of the community to participate and support a reblocking type of project.
- **Total relocation** – certain settlements will be required to be relocated in totality due to various factors such as location in areas prone to flooding, under powerlines in road reserves, on landfill sites, etc. The locational risk factors of the settlement require relocation to a safer environment. Basic services provided in the interim.

The initial categorisation indicates the most appropriate developmental response for each area of informality, which enables the strategic prioritisation and allocation of financial and human resources on a multiyear expenditure framework. The informal settlement project pipeline is developed as an outcome of this dataset review. The project pipeline is regularly reviewed to ensure that new and urgent projects are appropriately and timeously planned and resourced.

### **Conditions for upgrading**

The alignment of specific conditions premeditate placement on the upgrading pipeline. All of the conditions below must be met in order for upgrading to take place. Should any of the requirements not have been achieved, the upgrading cannot commence and the project will move down the upgrading pipeline and be replaced by the next available project.

The first condition is that the land must be owned by the City of Cape Town. Due to the rights assigned to the authority of ownership, the City is unable to service settlements on private land or

land owned by other state entities, unless granted power of attorney to do so. If the land is not owned by the City, the City must enter into negotiations to procure the land from the landowner prior to initiating any upgrading or basic service provision.

Secondly, the land must be determined as suitable for human settlement development. This is based on a risk assessment of the settlement, the age of the assessment and various other factors.

When undertaking in-situ upgrading and some displacement amongst residents of the settlement is necessary, adjacent land capable of absorbing the de-densified residents must be available while the infrastructure upgrade takes place.

The appropriate land use rights must be obtained for the land, alongside the necessary permissions granted by an environmental impact assessment (EIA) and a water use licence application, etc.

The City must have entered into constructive engagements with the community that, in turn, must demonstrate a measure of readiness for the project and be cooperative toward its undertaking. These engagements are generally concretised through agreements/contracts with all role players.

Should the upgrade project satisfy the above conditions, as well as those of the rapid assessment, and not be subject to any excluding factors, then the City's Informal Settlements Department should have submitted the project for capital budget allocation accessing UISP grants, USDG and City funds. Capital budget must be allocated for the entire project over the various financial years prior to commencement.

The SCM procurement process for the project must be completed prior to the contractor assuming responsibility for the on-site upgrade.

### **Factors that preclude a settlement from being upgraded**

There are certain physical conditions that may preclude the settlement from being considered for upgrading, which will then require the settlement to be relocated in totality.

The physical conditions to be taken into consideration include but are not limited to the following:

- Landownership – if settlement is located on land not owned by the City of Cape Town
- Settlements located below the 1:50 floodline, or in declared wetlands or in nature reserves, biodiversity sensitive areas
- Settlements located in or on any servitude, e.g. power lines, road or rail reserves
- Settlements located on former landfill sites or unstable land
- Settlements located in stormwater retention or detention ponds
- Settlements located on land not zoned for residential purposes and where the relevant City and/or provincial department still requires the site for non-residential development, e.g. community site or school site
- Settlements seaward of the coastal edge
- Settlements located on former landfill sites, landfill buffer zones or unstable land
- Settlements located within ecologically sensitive areas
- Settlements located in areas that are high fire risks

## Settlement categorisation

The categorisation at the rapid assessment stage is on a preliminary basis, as informed by the best information available from rapid desktop and on-site assessments. This is an initial technical exercise for planning purposes, and more detailed engagements with communities occur at a project level. The following were taken into consideration during the categorisation stage:

- **Attribute data:** For example, location; size in hectares; number of structures; current service levels, zoning and land use rights; risk factors such as fire, flooding or ponding; biodiversity criteria; distance to nearest school, ownership.
- **Human intelligence:** For example, is it better to upgrade or clear the settlement? Is the settlement simple or complex in respect of engagement? Is it a high- or low-risk settlement? What percentage of the settlement is to be relocated?
- **Management information:** Is the settlement high, medium or low priority in respect of servicing? What kind of intervention is best, i.e. reblocking, in-situ upgrading (with or without decanting), full relocation? Which proximate piece of vacant land is paired with the settlement?

The following broad categories of informal settlement were used during the rapid assessment.

<b>CATEGORY A – CONVENTIONAL FORMAL FULL UPGRADING</b>	<ul style="list-style-type: none"> <li>- Site is viable and appropriate for long-term upgrading</li> <li>- Project is implementation ready (i.e. UISP-type projects)</li> <li>- Settlement is located on land owned by the City</li> <li>- There is no immediate risk (flooding, powerlines, etc.)</li> </ul>
<b>CATEGORY B1 – INTERIM BASIC SERVICES</b>	<ul style="list-style-type: none"> <li>- Settlement can be upgraded in the future but would require de-densification as phase 1 to an adjoining or nearby vacant land parcel</li> <li>- Site is viable and appropriate for long-term upgrading (land, bulk service, topography, environmental, geotechnical, all in order) <b>BUT</b></li> <li>- Site is not implementation ready (i.e. cannot be expedited in the next year or two due to a lack of available funding, land not yet secured, bulk services not yet in place)</li> <li>- Settlement is located on land owned by the City</li> <li>- Density of settlement requires de-densification to provide space for sites, services and access</li> <li>- There is no immediate risk (flooding, powerlines, etc.)</li> </ul>
<b>CATEGORY B2 – EMERGENCY BASIC SERVICES</b> (eventual relocation when time and resources permit)	<ul style="list-style-type: none"> <li>- Site NOT viable for long-term upgrading <b>BUT</b></li> <li>- No urgent need for relocation (e.g. material and immediate threat to safety through flooding, slope instability, toxic waste exposure)</li> <li>- Density of settlement requires de-densification to provide space for sites, services and access</li> <li>- Settlement partially located in road or rail reserve, servitude or in future public transport route</li> <li>- There is no immediate risk (flooding, powerlines, etc.)</li> </ul>
<b>CATEGORY C – FULL RELOCATION</b>	<ul style="list-style-type: none"> <li>- Site NOT viable and appropriate for long-term upgrading <b>AND</b></li> <li>- Urgent need for relocation, e.g. material and immediate threat to safety through flooding, slope instability, toxic waste exposure)</li> <li>- Relocation destination available (either in-situ upgrade of greenfields projects with unallocated sites <b>OR</b></li> <li>- Settlement is located on land not owned by the City, i.e. sensitive privately owned or state-owned land, e.g. SANRAL, PRASA, Transnet</li> </ul>

	<ul style="list-style-type: none"> <li>-Settlement located in servitude, road reserve, rail reserve or future public transport route</li> <li>- There is an immediate risk associated with the settlement, i.e. flooding, ponding, detention pond, powerlines, servitude, biodiversity core 1, very high density</li> </ul>
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**Table 35: Informal settlement categories**

### Constraints and challenges

The human settlement environment faces numerous other challenges, some of which can be addressed in the short term. However, many require a longer-term approach.

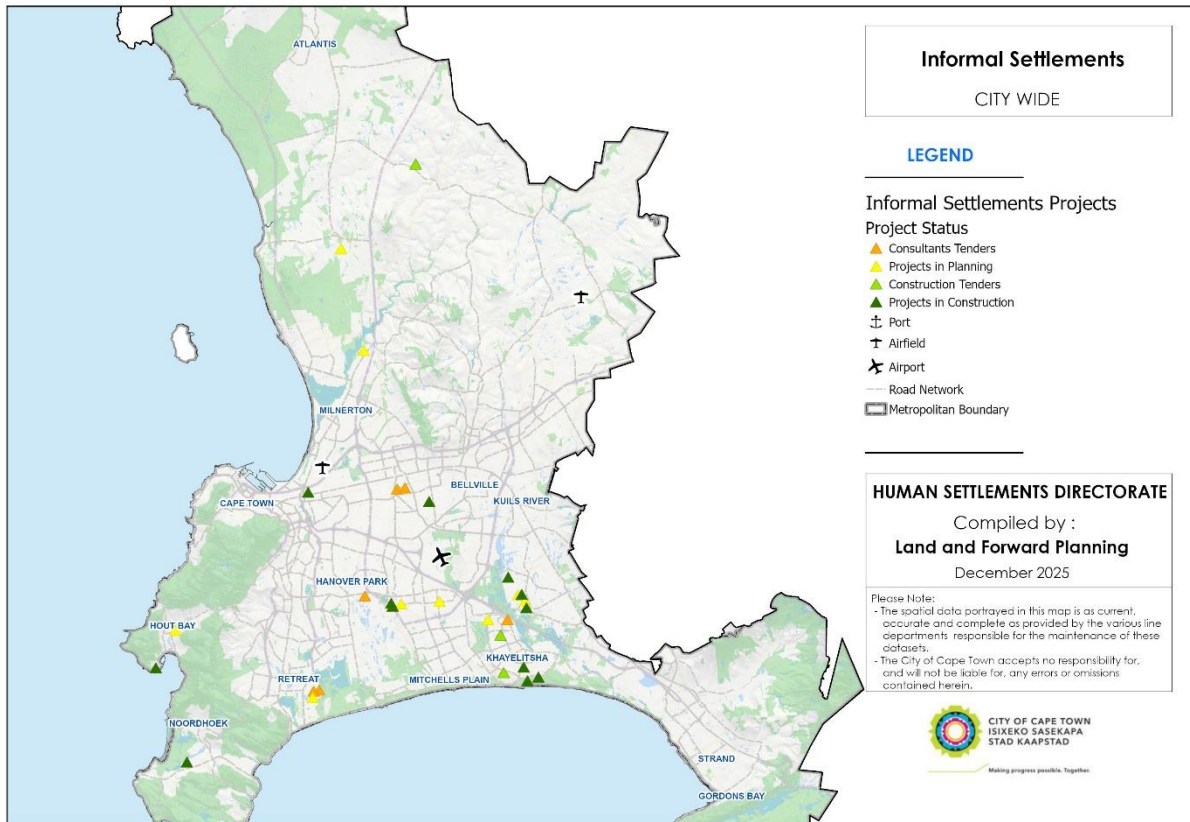
The challenges and constraints include:

- Doing things differently – for example, proactively managing informality through an area-based management approach takes time in terms of resourcing (human, financial and equipment, vehicles, etc.).
- Incremental in-situ upgrading takes a long time in terms of finding well-located and developable land (i.e. all land use and planning approvals) for the relocation and de-densification of existing informal settlements. A parallel process is required where vacant land is prepared, relocations occur and the simultaneous in-situ upgrading of the original settlement takes place.
- Leaders to champion new approach towards in-situ upgrading where communities have expectations for a formal housing solution.
- Stronger and additional human and financial resources required (i.e. technical and community facilitation resources) for the implementation of in-situ-related projects.
- More flexible statutory and regulatory environment when informal settlements are identified for in-situ upgrading. Currently, the process requires compliance as if it is a formal housing (BNG/CTU, etc.) development being undertaken.
- Participative planning with communities takes a very long time and is complex even after initial consensus was obtained from the community; they still refuse development at a stage when contractors move onto site.
- Community-related violence (gangsterism) negatively affects the implementation of projects, resulting in very limited or no expenditure on a project.
- Partnership building with communities, NGOs and CSOs is essential but have led to raised expectations when in-situ upgrading or reblocking is envisaged.
- Ever-constant threat of unlawful land occupations and invasions.

Despite the challenges listed above, the City is committed to plan for the upgrade of informal settlements in a variety of ways. The project schedules below list the informal settlement project portfolio to be implemented over the short to medium term. A number of these projects have received budget approval for the latest MTREF period and are in the process of being developed or will commence within the short term (2022/23 to 2026/27). The commencement of the rest of the project portfolio will be dependent on the available budget allocation within the coming years, the availability of suitable land and whether the initiatives are still in line with City priorities. Table 36 below provides a summary of the upgrading of informal settlement initiatives planned for the short/medium term whilst the subsequent tables provide the project details per development pathway.

<b>Informal settlements upgrading development pathway</b>	<b>Project name</b>	<b>Project location</b>	<b>Project status</b>	<b>Planned units</b>
Super blocking	Monwood	Philippi	Projects in planning	1 411
Super blocking	Doornbach	Du Noon	Projects in planning	3 310
Reblocking	Hida Park (Hangberg)	Hout Bay	Projects in construction	108
IDA	Enkanini Phase 2	Khayelitsha	Projects in construction	8 503
Super blocking	Sweethomes IDA	Philippi	Projects in construction	284
UISP	Sweet Lips / Ravensmead Park	Ravensmead	Projects in construction	58
IDA	Backstage 1	Khayelitsha	Projects in construction	250
Super blocking	Sweet Homes UISP	Philippi	Projects in construction	3 040
Super blocking	Tsepe-Tsepe	Khayelitsha	Construction tenders	153
IDA	Kampies	Philippi	Consultants tenders	270
IDA	Mfuleni Ext 1	Mfuleni	Consultants tenders	758
IDA	Village Heights	Seawinds	Consultants tenders	651
Super blocking	Overcome Heights	Seawinds	Projects in planning	375
IDA	Military Heights	Retreat	Consultants tenders	121
Reblocking	Sondela Informal Settlement	Mfuleni	Projects in construction	330
Super blocking	Monwabisi Park M section	Khayelitsha	Construction tenders	535
IDA	Enkanini South	Khayelitsha	Projects in construction	323
IDA	Bosasa Link	Mfuleni	Projects in construction	436
IDA	Shukushukuma	Mfuleni	Projects in planning	627
Reblocking	Citabatwe Crescent	Khayelitsha	Projects in planning	44
IDA	Philadelphia	Philadelphia	Construction tenders	19
IDA	Garden City 2	Mfuleni	Projects in construction	278
IDA	Mfuleni Central Dune	Mfuleni	Projects in Planning	2056
Serviced sites	Erf 160 Philippi	Philippi	Projects in planning	67
Super blocking	BM Section 1	Khayelitsha	Consultants tenders	4 094
Super blocking	Avon Heights, Avondale	Avondale	Consultants tenders	53
Super blocking	Leonsdale, Gaba Village	Elsies River	Consultants tenders	113
Basic services	Portion Enkanini South	Khayelitsha	Projects in planning	323
Basic services	Royal Road	Maitland	Projects in construction	67
TRA	IY Phase 3	Hout Bay	Projects in planning	435
TRA	Wolwerivier Extension	Cape Farms	Projects in planning	106
TRA	Masi Sportsfield	Noordhoek	Projects in construction	634

**Table 36: Informal Settlements upgrading interventions for the short and medium term within the various development stages**



**Map 22: Spatial location of informal settlement projects in various development stages across the city**

#### 4.1.4.2. Response to unlawful land occupation

Cape Town has experienced a deluge of unlawful land occupation attempts since the beginning of the implementation of the Disaster Management Act in late March 2020. As COVID-19 spread across the country, pre-empting the application of the Risk-mitigated Strategy by the national government, unlawful land occupation has increased in intensity and frequency in the city.

The City of Cape Town does not condone the unlawful occupation of land. This activity is a threat to the right to housing, the development plans of the City and, therefore, to the wellbeing of residents that are intended to form part of integrated human settlement solutions. It stands to negate the spatial transformation agenda of the City by occurring on sites that are, for the most part, not suitable for human settlement development, are far from economic and social services,

and are sites such as nature reserves and green open spaces that provide critical ecosystem services for the greater Cape Town region.

The City is the custodian of the largest property portfolio in Cape Town. This portfolio is intended to support the future growth requirements of the city, including land for industrial, residential, commercial, and transport interchange development.

Furthermore, its current development sites (housing, parks, social service centres, nature reserves, clinics) are intended to service entire beneficiary communities. Inversion of these developments by unlawful land occupation, for the benefit of individual households, threatens the development gains of established communities and, where this occurs on green open spaces, it threatens the ecosystem services provided by such spaces, and ultimately threatens the City's resilience.

Unlawfully occupied sites require short-term temporary service provision as well as long-term basic service infrastructure installation and are often unsafe and located in areas unsuitable for occupation because of flood or fire risks. Establishing services (both temporary and permanent) on already occupied land is an incredibly expensive process for the City, and diverts critical financial resources from other areas of need. However, in instances where unlawful land occupation has occurred, the City requires clarity on the necessary response mechanisms to provide emergency relief on humanitarian grounds to newly occupied sites so that future sustainable, integrated development might occur and that the City might fulfil its constitutional mandate of providing residents with access to basic service and at the same time uphold its strategic purpose.

To this end, the City has drafted an Unlawful Land Occupation Framework and the Unlawful Occupation By-law to assist the City to be proactive in its attempt to address the issue of unlawful land occupation. As part of the short-term intervention proposed in the framework and by-law, the City must establish a mechanism for pre-emptively protecting its land from unlawful occupation. Furthermore, the framework recommends that the City must confirm its plans for the provision of temporary basic services; particularly to recently unlawfully occupied settlements. As such, the City developed a system and procedure for the emergency relief for newly formed informal settlements, following the unlawful occupation of land.

The document sets out the emergency relief commitments that the City will provide in the event of an unlawful land occupation, as well as the procedures that the City will adhere to when implementing it.

The additional short-term plans as stated in the framework suggest that the City should focus on the following as it relates to unlawful land occupation:

- Creation of a plan to proactively combat unlawful land occupation and preserve City land resources.
- Institutional response to unlawful land occupation that harnesses the actions of multiple directorates (and does not leave the onus on a small portion of role players).
- Identification and activation of a wide range of stakeholders (enabling intergovernmental cooperation) to support the efforts against unlawful land occupation (internal and

external to the administration) and the creation of a transversal unlawful land occupation committee that operates in a coordinated fashion to address the issue.

- To establish better lines of communication within the City and between the City and the public via the development of a communication and education plan.

The City has initiated the concept of a managed settlements programme (MSP) as one of the methodologies towards a proactive response for unlawful land occupation. This approach is premised on incremental settlement development that emphasises the provision of planned secure land with basic services as a first step towards a longer-term housing and settlement upgrading process into houses and established neighbourhoods. It is aimed at expediting housing development processes by ensuring the rapid, planned settlement of an area. This enables the homeless and destitute residents to be settled quicker than would be the case for a conventional housing project. The MSP approach can be implemented using existing government programmes such as the UISP, which enables the programme to be implemented on greenfield land whereby beneficiaries are provided with serviced stands.

Mfuleni Extension 1 and Enkanini South were the pilot projects to test this approach. Lessons learnt thus far indicate that the MSP approach is not very well received by host communities (NIMBY reaction), thus posing a challenge for the huge-scale rollout of this approach across the city. The provision of emergency relief for established areas seems to be better received, thus creating a window of opportunity for the City to build on this programme.

#### **4.1.4.3. Response to evictions and cases of emergencies**

Emergency housing situations arise for various reasons and this is dealt with in detail in the National Housing Code, 2009 under the Emergency Housing Programme. This programme is instituted in terms of section 3(4) (g) of the National Housing Act, Act 107 of 1997, and its aim is to provide temporary relief to people in defined emergencies, which include, amongst others, natural disasters, residents living in dangerous conditions and those who will be rendered homeless due to evictions. The constitutional footprint related to the right of access to adequate housing extends to the common law of eviction, through progressive legislation, in the form of the Prevention of Illegal Eviction from and Unlawful Occupation of Land Act, Act 19 of 1998 (PIE). The Act places a huge responsibility on a municipality by providing alternative accommodation to those who will be rendered homeless due to evictions – whether private or public evictions. Displacement of persons due to private evictions, especially within the inner city, has become a common occurrence over recent years, thus resulting in the imminent need for housing. Desktop research suggests that approximately 80% of evictions are initiated by private landlord vs 20% by the City or state. However, the number of households to be accommodated are more originating from City eviction processes due to unlawful land occupations.

Within the context of Cape Town's housing needs and volatile housing security, this definition of an emergency proves to be extensive; placing wide-spread responsibilities of housing provision upon the City. Despite the provision as set out the National Housing Code, there are various operational and funding challenges the City is faced with in order to find suitable solutions for the

various emergency situations residents might find themselves in. These include access to suitable land, funding and suitable housing typologies. It is therefore important that the City takes into account its available resources to assist in prioritising the City's responses in order to have greatest impact, assist the widest diversity of people, and effectively partner with other organisations in an attempt to support persons who are destitute, in desperate need and in crisis situations beyond their control.

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 reconstruct or construct shelters. In 2014, Council approved a framework that guides the provision of the housing kit in cases of fires and floods. Through previous agreements with the relevant government departments, the housing kits were funded via the HSDG; however, due to the mounting pressure to deliver top structures to respond to the ever-growing housing demand, this funding arrangement has been discontinued. The National Department of Human Settlements instead established an Emergency Housing Grant (EHG), but application to utilise this grant can only occur when a disaster is declared in terms of the Disaster Management Act, Act 57 of 2002. The national Department of Human Settlements centralised the EHG as from 31 March 2023 and issued guidelines on how their department will directly respond to fire and flood incidents. This includes conducting assessments, procurement and delivery of material to the affected community. The EHG application in its current form is therefore not proactive; instead, the application is based on a reactive approach, i.e. post-disaster, which suggests that municipalities cannot adequately plan for future emergency situations. Furthermore, the centralisation of this function to respond to the urgency of a natural disaster/fire or floods seems counterintuitive and also excludes the response to evictions.

The level of uncertainty within the national policy and funding environment, together with the increase request for alternative accommodation due to unlawful land occupation and private evictions, places immense strain on the City as it relates to its response to emergency housing. The City has identified the limitations within the national policy and funding regime and has advocated for legislative and national policy change in order to better respond to the various emergency housing situations.

On 20 December 2024, the Constitutional Court handed down judgement in relation to *Charnell Commando and others v City of Cape Town and Another* [2024] ZACC 27, commonly known as the Bromwell Street case. This was a private eviction within the inner city that rendered 15 applicants homeless. The judgement directed the City of Cape Town to develop a reasonable Temporary Emergency Accommodation Policy to be implemented together with the National Emergency Housing Programme, in a reasonable manner, consistent with this judgement.

The City therefore developed a draft temporary emergency accommodation policy premised on the national emergency housing policy and the ruling of the Constitutional judgement, which seeks to find suitable solutions for the Cape Town context to ensure that the City can adequately respond to situations where imminent housing is required, in particular urban evictions. In direct response to the Constitutional Court ruling, this policy focuses only on individuals or households

that have been evicted by an order of the court or face imminent court-ordered eviction (public or private) and will be displaced and homeless as a result. The draft policy is set to be released for public participation in the third quarter of the 2025/26 financial year to enable its refinement before formal submission to Council for approval.

#### **4.1.4.4. Backyarder Services Provision Programme**

Many Cape Town households reside in informal structures on City-owned rental housing properties with limited or no direct access to basic services such as water, sanitation, electricity and refuse removal. These households, also known as backyard dwellers, are often relatives of the tenant or owner of the main Council rental property, that as a result of overcrowding in the main housing/rental unit have set up home in the 'unused' communal spaces, yards or forecourts of the Council-owned property. However, providing a backyard structure has also become a profitable informal industry for City tenants (known in this instance as landlords) as people moving to the city for employment are in need of affordable accommodation in close proximity to job opportunities.

The income profile of these residents vary and therefore some are eligible for state-subsided housing (BNG housing) while others struggle to qualify for formal mortgage funding from a financial institution. Backyard structures range from unsound wood-and-iron constructions to Vibracrete and brick-and-mortar structures. In most instances, these structures do not comply with the norms and standards in terms of the National Building Standards Act, Act 103 of 1977 or municipal by-law regulations, which present health and safety concerns as well as environmental risks. The inhabitants pay their 'landlords' for the space and are often subjected to unfair rental practices and exploitation. Landlords may deny these backyarders access to the toilets and washing facilities located on the Council properties.

It is therefore important to the City that these residents must receive access to the same services as those afforded to residents of informal settlements as, by implication, the backyarder areas are informal areas. Currently, there is no national policy nor a national subsidy programme designated to support backyarder intervention by the state, aside from the USDG, which allows the funding of these services for people living in this informal environment.

In an attempt to be a proactive and caring property owner, the City undertook to provide basic services to households living in backyards of City-owned rental housing properties via various term tenders. The Backyarder Implementation Programme provides basic services to backyard dwellers on City rental properties. It consists of basic services such as water, sanitation, electricity and refuse removal. The assets created are thus owned and serviced by the City.

The services provided in the backyarder project include:

- Concrete toilet structure(s)
- Single residential (row houses and maisonettes) – one flush toilet structure per backyard
- Multi-storey rental housing units with courtyards on City land – one toilet per five structures
- One flush toilet structure per backyarder unit connected to municipal mains

- Tap stand per toilet structure
- Wash basin per toilet structure
- Water dispensing system (water management device)
- Prepaid electricity meter (maximum three structures per backyard are electrified)
- Refuse removal (240-litre Wheelie bins) once per week

Backyard service installations are provided in the following manner:

- Single residential (row houses and maisonettes) – maximum one service point per three backyarder structures (1:3)
- Multi-storey rental housing units with courtyards on City land – maximum one service point per five backyarder structures (1:5)

Backyarder installations completed for the period 2014/15 to 2024/25 are illustrated in the table below.

Backyarder Installations												
2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL	
415	922	507	408	164	428	350	829	559	106	357	<b>5 045</b>	

**Table 37: Backyarder installations for the period 2014/15 to 2024/25**

In terms of backyarder installations, the ratio is a maximum of 1:3 (one unit to a maximum of three households) as far as possible.

The aim is to roll out this programme to all City-owned public rental housing properties on which backyard structures are located. However, the repairs and maintenance of City-owned assets provided in backyard locations prove to be an ongoing challenge that requires further consideration to ensure a sustainable model going forward. Thus far, the following areas (to a greater or lesser extent) have benefited from the backyarder programme since the inception of the programme:

Atlantis	Gugulethu
Lotus River	Ocean View
Lavender Hill	Heideveld
Bonteheuwel	Parkwood
Manenberg	Kalksteenfontein
Cafda	Tafelsig
East ridge	Scottsdane
Mitchells Plain	Facretron
Uitsig	Scottsville
Grassy Park	Hanover
Morning Star	Lotus Rivier
Elsies River	Bellville South

**Table 38: Beneficiary areas of backyarder services**

Budget has been allocated for 2025/26 to ensure the continuation of the backyarder services provision programme, which will deliver access to basic municipal services to households residing within the backyards of Council-owned public rental housing. For quarters 1 and 2, 239 backyarder service points were installed.

## **4.1.5. Other programmes**

### **4.1.5.1. Title deed restoration: Ownership Regularisation Programme**

The Ownership Regularisation Programme (ORP) was established in 2016 with the purpose to develop a programme plan that will outline a work schedule, funding and resource requirements to address the City of Cape Town's subsidised housing title deed backlog linked to housing opportunities created by the state between 1994 and 2010. This programme is intended to ensure as many transfers as possible to qualifying beneficiaries and occupants with minimal legal risk and exposure; in order to create sustainable communities and a future rates base. To date, the ORP has transferred most of the possible properties to the identified occupying beneficiaries.

The ORP investigated the various ways and means of fast-tracking the delivery of titles, which resulted in a report to Council, namely **Process, Parameters and Mechanisms for the Identification and Confirmation of Housing Subsidy Beneficiaries to Enable Transfer of Ownership in Developed Subsidy-Financed Housing Schemes**, which is now a provincial policy.

There are currently an estimated 6 000 beneficiaries not occupying houses, and each of these would need to be regularised by completing the following steps:

- contestations finalised
- subsidies applied for
- transfers effected to new approved beneficiaries or in the case where no subsidy can be obtained
- a sale has to be affected to the occupants

Over 24 000 occupancy surveys have been finalised to date, and most transfers to occupying beneficiaries have been completed. The remaining transfers to occupants can only be concluded within the approved regularisation process. Although the Human Settlements Directorate is currently working on a number of such regularisations, the directorate is consulting with the provincial Department of Infrastructure to further streamline the existing regularisation policy in order for transfers to be effected to qualifying occupants more efficiently.

The communities and housing projects that will be targeted as part of this project are listed below:

<b>Project name</b>	<b>Location</b>
Happy Valley	Blackheath
Makhaza E, C, W	Khayelitsha
Masijongane	Blackheath
Bloekombos	Kraaifontein
Du Noon	Milnerton
Marconi Beam	Joe Slovo
Mitchells Plain	Mitchells Plain
Silvertown	Khayelitsha
Site C	Khayelitsha
Fisantekraal	Fisantekraal
Kleinvlei	Kleinvlei
Klipheuwel	Stellenbosch
Philippi Park	Philippi
Vrygrond	Lavender Hill
Wesbank	Blue Downs
Witsand	Wesfleur
Bardale	Kuils River
Lwandle	Strand
Nomzamo	Strand
Wallacedene	Kraaifontein
Browns Farm	Philippi
Philippi Village	Philippi

**Table 39: Ownership Regularisation Programme project list**

The City has obtained grant funding to finance the administration of these regularisations, and the process is now moving forward.

Due to the informal trading of these historic subsidised properties, there are many contested claims on erven, or occupants have passed away. This requires specialist legal intervention, due to the requirements from the Master of the High Court's office, as these cases have to be dealt with as deceased estates.

As such, the nature of the regularisation process is complex and laborious. The operational model of the business unit responsible for this intervention will therefore require an expansion, especially to deal with, and manage, the various contestations that are arising as part of the regularisation process.

#### **4.1.5.2. No-cost Transfer Programme**

As stated in the City's HSS, it is the City's strategic intent to expedite the transfer of ownership of the City-owned rental properties that are deemed saleable, delayed transfer properties<sup>14</sup> and historic serviced sites, thereby promoting empowerment for eligible tenants and prospective owners. These transfers are effected via the national housing programme called the Enhanced Extended Discount Benefit Scheme (EEDBS). In addition, this initiative has the following intentions:

- To promote homeownership and create an asset for eligible tenants and prospective owners
- To capacitate beneficiaries to become responsible and proud homeowners

The latter initiative is not without its challenges. In order to take transfer of these properties, existing national and/or Council policy provisions require beneficiaries of the housing categories mentioned above to make payment in respect of the purchase price of the property or balance thereof, loan, rental and service arrears, and the purchasers are liable for the payment of insurance costs if pronounced in terms of the deed of sale. As a result, many tenants/prospective owners are reluctant to accept transfer of ownership – ranging from being unable to afford the transfer costs, concerns over the current condition of the saleable rental units, to a lack of enthusiasm of becoming a homeowner.

The City has therefore acknowledged the barriers to transfer and is committed to establish a plan of action within the short term to incentivise qualifying beneficiaries to accept transfer of the saleable rental units, delayed transfer property, and historically serviced sites by addressing internal challenges related to this initiative. To initiate this process, the City obtained a legal opinion to seek clarity on whether the current legislative and policy environment allows the City to sell the properties in question at no cost to a qualifying beneficiary, therefore deviating from the provision of the EEDBS. The legal opinion obtained advises that the City may sell its public housing units to beneficiaries at no cost, but subject to approval by the Western Cape Provincial Minister responsible for Human Settlements and/or the national Minister of Human Settlements to deviate from the EEDBS provision.

On 27 October 2022, Council approved the No-cost Transfer Programme that relates to the properties to be sold via the EEDBS. As part of the newly approved programme, the City committed to:

- approach the provincial and national authorities to deviate from the national housing code provision, forcing beneficiaries to settle outstanding debts on a property before ownership can be transferred;
- fund the payment of transfer fees on behalf of beneficiaries, and fix these fees at R2 500 regardless of the property value;

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<sup>14</sup> Delayed transfer properties refer to national- and Council-funded houses that were sold to purchasers on a loan basis predominantly pre-1994 and include rental units sold to beneficiaries on a cash basis but transfer of ownership at the Deeds Office is outstanding.

- write-off rental and municipal services arrears on rental units where these are in excess of the relevant national housing subsidy; and
- fund payment of insurance in respect of saleable CRUs from the date of sale until registration is passed to the beneficiaries (i.e. registered).

Since the 2022 Council approval, the directorate consulted with the provincial authorities, and a solution to eliminate the policy barrier regarding the payment of outstanding debt was proposed. The proposed solution has been legally tested by the City and found to be feasible without having to deviate from national policy. Further recommendations to Council will be submitted to unlock full implementation of the programme.

#### **4.1.5.3 Title Deed Turnaround Strategy**

The Title Deed Turnaround Strategy by the City of Cape Town's Human Settlements Directorate addresses the longstanding issue of a significant backlog of over 16 000 title deeds.

Historically, inefficiencies in systems and processes led to delays in delivering deeds to rightful homeowners, hindering regularisation and homeownership rights. These delays impacted housing beneficiaries' ability to fully access the benefits of legal ownership.

The primary goal is to resolve the backlog by implementing a more robust system that ensures title deeds are verified, processed and delivered efficiently. A master file system was created to group title deeds per area, update records, and ensure accuracy, allowing for targeted outreach to beneficiaries.

This strategy emphasises proactive engagement, including physical visits, to ensure beneficiaries receive their title deeds promptly.

A target was set to eliminate the backlog of 16 884 title deeds by ensuring all rightful homeowners receive their deeds. This was achieved by making use of enhanced accessibility through innovative solutions such as digital tools (e.g. QR codes, WhatsApp, SMS, call centre, kiosk) and mobile outreach (e.g. MyEstate Bus).

The timeframes for this initiative are:

- Short term (2023 to 2024): Complete verification, updating and physical delivery of title deeds to a significant portion of beneficiaries.
- Long term (2024 to 2025): Finalise the backlog while incorporating digital solutions and mobile offices to sustain efficient delivery beyond the backlog phase.

The following deliverables were completed thus far:

Master file implementation:

- Developed a structured master file categorising deeds per area for efficient management and tracking.
- Launch of the Deed to Door Campaign in May 2024: At the heart of the Deed to Door Campaign is a 'boots on the ground' approach, a direct and community-centred strategy that ensures beneficiaries are actively engaged where they live. This method recognises that

many housing beneficiaries face barriers such as limited access to information and transportation. By taking services directly to them, this approach focuses on proactive engagement, visibility and personal interaction. Focus is placed on 'hard to reach' beneficiaries. Field teams used digital tools such as tablets with preloaded beneficiary lists and GPS tracking to log visits and track pending cases. Beneficiaries that could not be reached were logged for follow-up visits or invited to designated collection points.

- Integrated media strategies (social media, newspapers and radio) to create awareness.
- Made 3 620 physical house visits for direct engagement.
- Official campaign launch on 29 July 2024 in Mitchells Plain with 250 beneficiaries attending.

Issuance of title deeds:

- Over 5 500 title deeds were issued to date, including special cases such as delivery to a centenarian.
- Increased foot traffic at the Civic Centre as beneficiaries actively sought their deeds.

In order to improve interaction with beneficiaries, the deployment of a Human Settlements Bus materialised, which operates as a mobile service point. This initiative helps bring services closer to communities, especially for beneficiaries that cannot easily visit City offices. The Bus provides on-site assistance with beneficiary verification, deed-related matters, and general housing enquiries.

The use of QR codes to further improve beneficiary interaction is still being explored. While this option may improve communication and access to information for beneficiaries, it has not yet been introduced. Further work is being done to assess how this could be implemented in a practical and compliant way within City systems.

#### **4.1.5.4 Housing Needs Register**

The Housing Needs Register (HNR) is mainly used to track the number of residents that have expressed the need for housing and to ensure the fair and transparent allocation of housing opportunities, which includes vacant rental housing units managed by the City and ownership housing opportunities created in terms of the state's Integrated Residential Development Programme (BNG houses). The City's Housing Needs Register is therefore a resident's first point of entry into the housing development value chain.

Ideally, a system of this nature should be utilised as a planning tool for future housing developments; however, the current functionality of the Housing Needs Register does not optimally address this. Furthermore, various additional constraints were identified, including potential outdated applicant data. The latter constraint is not due to a system error, but rather due to a culmination of factors such as applicants that do not come forward to update their information on a regular basis, applicants that cannot be traced because their residential address

or contact number has changed, or applicants that are deceased and the City is not notified thereof.

In an attempt to enhance the Housing Needs Register and address some of the challenges identified, a project was initiated for the period August 2020 to June 2021 with the following scope of work:

- Data cleaning and updates
- Data quality control checks
- Align the internal and external online application forms to be the same as the manual form
- Alerts – system to send a notification message (email and SMS) subject to the action of relevant triggers activated
- System reports to be revisited and updated
- Functionality to upload supporting documents to an application
- Additional audit features to track changes (e.g. changes to disability field)

As part of the outcome of this project, various subsequent interventions were identified to be addressed over the short term to ensure further enhancements to the Housing Needs Register. These interventions are subject to available budget and are listed below:

- Ongoing data cleaning and data enhancement (utilising batch upload scripts developed during the upgrade);
- Ongoing data quality and control checks (the upgrade had introduced new data validation checks when data capturing);
- Ongoing review and upgrading of system reports (which were not fully completed due to the upgrade expiry date);
- Ensuring alignment of the Revised Allocation Policy: Housing Opportunities as approved by Council;
- Negotiating with the Department of Home Affairs to get a link to the National Population Register to ensure an automated process of verifying and updating relevant applicant fields.
- Implementation of an improved citizen interface application and service in order to reduce ambiguity in the housing allocation processes and policies.
- Improved use of GIS data. This will ensure the standardisation of data used for beneficiary extractions, which is done on a residential/suburb level.
- Implementation of recommendations and findings found within a recent internal audit.
- Review of records management functions across the Housing Needs Register processes in order to ensure compliance.
- Introduce a digitisation drive of all historical documentation required for records management and archiving purposes.
- Explore a bulk check of the National Deeds system to assist with the flagging of applicants that are property owners.
- Improve audit reporting to reduce unambiguity and the effort required to perform forensic investigations.
- Ensure adherence to POPIA requirements. Only store applicant information that is required for registration and allocation processing.

- Review and improve data security practices related to the Housing Needs Register system.

#### **4.1.5.5. Human Settlements Policy Framework**

The Human Settlements Strategy (HSS) is the overarching tool that sets out the course of action as it relates to human settlement plans and activities over the short, medium and long term. The HSS, together with the new mayoral priorities, will ultimately steer the human settlements policy agenda for the coming years. This may result in the review of existing human settlements policies where the need arises for the development of new policies, guidelines and standard operating procedures.

The following policy initiatives have been identified for the short term (2022/23 to 2026/27):

- **Review of the Allocation Policy: Housing Opportunities (2022)**

The allocation of state-subsidised housing developed by the City of Cape Town is governed by the City's Allocation Policy: Housing Opportunities. The latest revision of this policy was approved by Council in March 2022. In order to continuously optimise the principles of fairness, transparency and equity in relation to beneficiary selection, the next policy review will commence in 2025/26.

This is a key policy within the Human Settlements Directorate as it sets out the criteria and procedures to follow in terms of the allocation of state-subsidised housing opportunities within the City of Cape Town, which include both ownership and rental tenure. A series of internal standard operating procedures have been drafted to assist officials with the implementation of the Allocation Policy principles, which will also be reviewed to ensure alignment to the revised policy once approved by Council.

- **Affordable Housing Policy**

The Affordable Housing Policy is an amalgamation of two existing policy development processes – that of the Social Housing Policy and the Inclusionary Housing Policy – and supports the implementation of the Mayoral Priority Programme on Land Release for Affordable Housing.

The Affordable Housing Policy will outline the City of Cape Town's approach to enabling the increased supply of well-located affordable homes for lower- to moderate-income households. It will consider how the City can use a range of levers at its disposal to catalyse the supply of additional affordable housing stock – on both City and private land – by reducing development-related costs and, thus, the costs that are passed on to households living in affordable housing. Considering the dearth of affordable housing products on the market, increasing supply is a critical outcome of this policy. The policy will encourage densification and compact City principles, and will encourage the production of affordable housing in a way that reduces spatial inequality and ensures access to areas of opportunity for households. The policy will also outline how the City will partner with the private sector to scale up the supply of affordable housing in well-located areas.

The policy will cover affordable housing developed by:

- government grant-funded programmes, specifically the Social Housing Programme and First Home Finance on City or private land;
- mixed-market models (mixed-use and/or mixed-income developments) utilising elements of government grant-funded programmes on City or private land; and
- affordable housing development on private land, and implemented through inclusionary housing.

The policy aims to provide transversal organisational clarity and guidance for the unlocking of incentives and City processes to support the above. Alternative partnership models with the private sector within the scope of government-legislated processes will also be outlined where necessary. Technical work is currently under way for the rest of 2026 as an informant to the policy to ensure that the policy is appropriately targeted. Once the technical work has been finalised, the City aims to release a policy draft for public comment in 2027.

- **Temporary Emergency Accommodation Policy**

As expressed in section 4.1.4.3, the City will endeavour to develop a temporary emergency accommodation policy premised on the national emergency housing policy and the ruling of the Constitutional judgement, which seeks to find suitable solutions for the Cape Town context to ensure that the City can adequately respond to eviction-related displacement.

#### **4.1.5.6. Human Settlements Communication and Customer Service**

The Human Settlements Communication and Customer Service Department has drafted a Communication Strategy with the aim of implementing the strategy over the next few years. This strategy will seek to educate and inform human settlement stakeholders on the challenges the directorate is facing, and showcasing how the directorate is attempting to address these challenges by establishing a service delivery model and communication strategy that aims to:

- manage the image of the Human Settlements Directorate and build positive awareness.
- benchmark a communications plan with the business strategy to identify areas that need improvement.
- build relationships with key stakeholders (national and local government) and the media.
- increase media prominence.
- promote advocacy and awareness.
- provide continuous updates on housing opportunities, rental stock and how to access these services/units.
- educate and empower tenants and beneficiaries on housing-related services and incentives available to them.
- strengthen community facilitation – especially in areas earmarked for projects.
- improve accessibility of housing services to tenants and stakeholders via mobile housing services (promotion, education and awareness team).

In order to achieve the above objectives, it is important to evaluate the effectiveness of the current service delivery model and evaluate the current communication mechanisms of the business. The Human Settlements Communications unit is therefore working towards improving

communications and stakeholder relations for the department and for this reason the Communication Strategy focuses on the following target audience:

- Staff
- Subcouncil meetings
- General ward committees
- Religious groups
- External stakeholders
- Community structures
- Prospective beneficiaries
- City tenants in public rental housing
- Media
- Housing committees
- General public
- Visitors
- Schools
- Subcouncil chairs

#### **4.1.6. Short-term interventions by the Western Cape Government (2020/21 to 2024/25)**

The WCG Department of Infrastructure is a key partner of the City in attempting to address the housing need of the City's residents. The City, being a metropolitan municipality, receives the USDG directly from the national Department of Human Settlements for the installation of bulk services associated with housing projects. As such, the WCG department applies to the City for USDG funding for bulk infrastructure to enable the development of their planned housing projects. Through this intergovernmental relationship, approximately 36 663 new housing opportunities are planned across a range of housing typologies for the period 2020/21 to 2025/26. The table below illustrates the provincial planned projects for the short term, its location and the estimated number of housing opportunities each housing project is envisaged to deliver.

<b>Project Name</b>	<b>Location</b>	<b>Housing Programme</b>	<b>Project Phase</b>	<b>Estimated number of housing opportunities</b>
Ithemba	Blue Downs	IRDP	Implementation Ready	2360
Forest Village	Blue Downs	IRDP/FLISP	Construction	4820
Erf 26943, Khayelitsha (HSHS)	Khayelitsha	FLISP	Implementation Ready	48
Conradie	Goodwood	FLISP	Construction	529
Belhar CBD/ Belhar Calgro	Belhar	FLISP	Construction	3788
Our Pride Erf 8175 and 6111	Eerste River	FLISP	Construction	211
Airport Precinct Infill Sites	Gugulethu	UISP	Implementation Ready	729
Malibu Conifers	Blackheath	FLISP	Construction	88
Silvertown	Khayelitsha	EHP & UISP	Implementation Ready	1542
Founders Garden	Cape Town	Mixed	Planning Stage	1178
Prestwich Precinct	Green Point	Mixed	Planning Stage	310
Leeuloop	Cape Town	Mixed	Planning Stage	831
<b>TOTAL</b>				<b>16 434</b>

**Table 40: Active provincial housing projects scheduled for the short to medium term**

## 5. Financial model

### Grant funding

The financial model is mainly composed of conditional grants from the national and provincial governments to the City, which are the main source of funding of human settlement development. These grants include the Urban Settlement Development Grant (USDG), the Human Settlement Development Grant (HSDG) and the Upgrading of Informal Settlements Grant (UISP) aimed at addressing the housing backlog and the housing affordability challenges in South Africa. Notably, these grants are mainly focused on the supply side of human settlement development whereby houses are provided to low-income households as part of a comprehensive subsidised programme in which government is the delivery agent. However, grant funding allocations fluctuate year on year and it is difficult to plan for over the medium and long term due to the allocation fluctuation. Even the short term is unpredictable, as it is dependent on the state of the country's economy and priorities.

### Types of grants

- **Human Settlements Development Grant (HSDG)**

The HSDG represents the residual allocation from the appropriation in terms of the Division of Revenue Act (DORA). It funds the construction of top structures in the City's various housing developments.

- **Urban Settlements Development Grant (USDG)**

As part of its efforts to ensure an appropriate delivery pipeline and flexible funding regimes, the national Department of Human Settlements added to its various housing funding programmes by launching the USDG, which is a metropolitan funding framework developed in partnership with National Treasury.

The USDG comprises the old infrastructure component of the existing housing subsidy, plus the former Municipal Infrastructure Grant to the City, as well as an additional national fund allocation. It represents a fundamental shift in the total integrated housing funding instrument package and may be utilised, inter alia, for land acquisition, bulk infrastructure provision, informal settlement upgrades, reticulation services for integrated housing developments as well as project packaging.

Housing project services are assessed based on the key national housing programmes (such as the IRDP and UISP) and top structures are funded by the HSDG. Application of this grant ensures improved human settlement development planning and coordination across the City, as the USDG serves to:

- firmly establish the City's key roles and responsibilities;
- provide revised bulk infrastructure funding programmes and mechanisms;
- provide flexible infrastructure funding, comprising all infrastructure needs; and

- provide project funding based on project cost and not a fixed quantum.

- **Informal Settlements Upgrading Partnership Grant (ISUPG)**

As part of government's efforts to renew its commitment to the upgrade of informal settlements, it added to its various housing funding programmes by launching the ISUPG in the 2019/20 financial year. The ISUPG was a component of the USDG until the 2021/22 financial year, during which its own funding framework was developed and gazetted.

The purpose of the ISUPG is to provide funding to facilitate a strategic, inclusive and municipality-wide approach to upgrading informal settlements. The grant will fund the outputs defined in phases 1 to 3 of the UISP in the National Housing Code of 2009:

- Phase 1 – motivating and applying for UISP funding
- Phase 2 – the provision of basic services, provision of interim and/or permanent municipal engineering services, conducting the necessary geotechnical and environmental studies, socio-economic surveys and the acquisition of land; and
- Phase 3 – the creation of registered 'townships', the formalisation of title deeds and the provision of internal services to individual plots.

The ISUPG comprises the old infrastructure component of the existing housing subsidy, plus the former Municipal Infrastructure Grant to the City, as well as an additional national fund allocation. It represents a fundamental shift in the total integrated housing funding instrument package and may be utilised, inter alia, for land acquisition, bulk infrastructure provision, informal settlement upgrades, reticulation services for integrated housing developments as well as project packaging.

The task of managing the USDG and ISUPG is performed by the City's Grant Funding Department that is also responsible to approve project funding applications and ensure integrated development in line with grant conditions.

The ISUPG grant provides for 3% Operational Capital Programme (OPSCAP) for the capacitation of the municipality to deliver on the UISP programme. The Human Settlements Directorate is utilising this to create approximately 37 contract positions (of which 32 are already filled) in terms of technical project management and support staff to drive the informal settlements upgrading programmes (R18 585 810 m approved in 2025/26).

### Revenue

- **Grant funding**

The total grant funding that the City has for the development of human settlements is shown in table 41 below. The latest approved total budget for the Human Settlements Directorate for the 2025/26 financial year is R1 298 184 408, which is made up of a capital budget of R881 694 260 and an operating budget of R407 490 148, as shown in tables 42 and 43 respectively. It should be noted that grant funding allocations fluctuate year on year and are difficult to plan for over the medium and long term. Even the short term is unpredictable, as it is dependent on the state of the country's economy and priorities.

Funding Source	Department	Actuals	Approved	Proposed Draft Budget		
		2024/25	2025/26	2026/27	2027/28	2028/29
USDG	Housing Development	388,788,082	399,253,029	325,883,521	305,422,608	245,657,867
	Human Settlements Planning	74,094,107	47,646,751	58,253,479	35,571,392	35,557,133
	Informal Settlements	22,159,263	24,000,000	-	-	-
	Public Housing	37,916,420	29,050,000	-	-	-
	<b>Total</b>	<b>522,957,872</b>	<b>499,949,780</b>	<b>384,137,000</b>	<b>340,994,000</b>	<b>281,215,000</b>
ISUPG	Housing Development	8,454,925	8,455,000	9,317,000	-	-
	Human Settlements Planning	80,180,978	43,144,851	20,000,000	25,000,000	10,000,000
	Informal Settlements	294,144,619	386,564,442	420,202,682	456,519,682	469,019,682
	<b>Total</b>	<b>382,780,522</b>	<b>438,164,293</b>	<b>449,519,682</b>	<b>481,519,682</b>	<b>479,019,682</b>
HSDG	Housing Development	249,037,212	295,721,248	253,529,000	262,900,000	262,900,000
	Informal Settlements	441,225	55,349,087	30,000,000	30,000,000	30,000,000
	<b>Total</b>	<b>249,478,438</b>	<b>351,070,335</b>	<b>283,529,000</b>	<b>292,900,000</b>	<b>292,900,000</b>
<b>Total Grant Funding</b>		<b>1,155,216,832</b>	<b>1,289,184,408</b>	<b>1,117,185,682</b>	<b>1,115,413,682</b>	<b>1,053,134,682</b>

**Table 41: MTREF total grant funding allocation for Human Settlements Directorate**

Funding Source	Department	Actuals	Approved	Proposed Draft Budget		
		2024/25	2025/26	2026/27	2027/28	2028/29
USDG	Housing Development	355,954,070	367,419,026	265,883,521	278,422,608	240,157,867
	Human Settlements Planning	74,094,107	47,646,751	58,253,479	35,571,392	35,557,133
	Informal Settlements	22,159,263	24,000,000	-	-	-
	Public Housing	37,916,420	29,050,000	-	-	-
	<b>Total</b>	<b>490,123,860</b>	<b>468,115,777</b>	<b>324,137,000</b>	<b>313,994,000</b>	<b>275,715,000</b>
ISUPG	Housing Development	8,454,925	8,455,000	9,317,000	-	-
	Human Settlements Planning	80,180,978	43,144,851	20,000,000	25,000,000	10,000,000
	Informal Settlements	267,467,069	361,978,632	394,286,282	429,431,322	441,931,322
	<b>Total</b>	<b>356,102,971</b>	<b>413,578,483</b>	<b>423,603,282</b>	<b>454,431,322</b>	<b>451,931,322</b>
<b>Total Capital Grant Funding</b>		<b>846,226,832</b>	<b>881,694,260</b>	<b>747,740,282</b>	<b>768,425,322</b>	<b>727,646,322</b>

**Table 42: MTREF capital grant funding allocation for Human Settlements Directorate**

Funding Source	Department	Actuals	Approved	Proposed Draft Budget		
		2024/25	2025/26	2026/27	2027/28	2028/29
USDG	Housing Development	32,834,012	31,834,003	60,000,000	27,000,000	5,500,000
	<b>Total</b>	<b>32,834,012</b>	<b>31,834,003</b>	<b>60,000,000</b>	<b>27,000,000</b>	<b>5,500,000</b>
ISUPG	Informal Settlements	26,677,550	24,585,810	25,916,400	27,088,360	27,088,360
	<b>Total</b>	<b>26,677,550</b>	<b>24,585,810</b>	<b>25,916,400</b>	<b>27,088,360</b>	<b>27,088,360</b>
HSDG	Housing Development	249,037,212	295,721,248	253,529,000	262,900,000	262,900,000
	Informal Settlements	441,225	55,349,087	30,000,000	30,000,000	30,000,000
	<b>Total</b>	<b>249,478,438</b>	<b>351,070,335</b>	<b>283,529,000</b>	<b>292,900,000</b>	<b>292,900,000</b>
<b>Total Operating Grant Funding</b>		<b>308,990,000</b>	<b>407,490,148</b>	<b>369,445,400</b>	<b>346,988,360</b>	<b>325,488,360</b>

**Table 43: MTREF operating grant funding allocation for Human Settlements Directorate**

## 6. CONCLUSION

The Integrated Human Settlements Sector Plan provides a roadmap for implementing interventions aimed at resolving human settlement challenges within the City. This has been achieved through undertaking a detailed *status quo* analysis, and the identification of strategic challenges in relation to the human settlements sector. This was followed by the formulation of a strategic response comprising strategic objectives and interventions. Consequently, a pipeline of projects with budgets, timeframes, housing typologies and quantities has been developed to address the housing needs within the City. This sector plan therefore is seen as a key informant to the City's IDP.