INTEGRATED HUMAN SETTLEMENTS FIVE-YEAR STRATEGIC PLAN

1 JULY 2012 TO 30 JUNE 2017

2013/14 REVIEW

FOREWORD BY THE MAYORAL COMMITTEE MEMBER

In order for the City to achieve its vision of delivering truly integrated human settlements, rather than merely building houses, the City of Cape Town has adopted a strategic approach that recognises the importance of creating housing opportunities that fully integrate delivery of, and access to services, healthcare, education and employment opportunities. The ultimate goal is safe, secure and happy neighbourhoods inhabited by people who have the opportunities they deserve to live their best lives and achieve their full potential.

Delivery on this ambitious objective requires that the City of Cape Town has a full understanding of the existing living conditions of all its people as well as clear insights into the challenges they face. In considering its approximate 30% population growth, the City needs to carefully balance its application of resources to fund bulk infrastructure provision, respond to increased densification, and better harness the full potential of underutilised land and bulk capacities.

To ensure optimum access to and use of funding, increased emphasis must also be placed on building effective inter-City and inter-governmental relations and partnerships, as well as closer, more collaborative partnerships with NGOs and the private sector business. Whilst it is recognised that a magic wand cannot be waved to satiate all the needs immediately, a logical plan of action is required.

The legendary physicist, Albert Einstein once defined insanity as doing the same thing over and over again, and expecting different results. The City of Cape Town recognises that it cannot take the same approach to housing that has been followed in the past and expect to meet the changing needs of a dynamic and evolving population. What is needed is an innovative approach that holistically addresses the city's housing needs in a way that maximises opportunities for its people.

We believe that the review of this Integrated Human Settlements Five-Year Strategic Plan outlines such an approach and offers a route map for the City to realise its vision to deliver integrated human settlements that enable meaningful lives, build community spirit and unity, and empower all Capetonians to meet their economic and social needs.

Whist we acknowledge that the Five-Year Plan is a medium-term plan, we need to look at the immediate challenges and implement programs such as a high density strategy, upgrading of informal settlements, provision of basic services to backyarders in order to restore their dignity, and other immediate mechanisms to ensure that our communities live with dignity.

Tandeka Gqada
Mayoral Committee Member for Human Settlements

FOREWORD BY THE EXECUTIVE DIRECTOR: HUMAN SETTLEMENTS

The Human Settlements Directorate of the City of Cape Town is not in the business of building houses; it is in the business of building lives and futures. Over the years, the vision of the Directorate has evolved from being focused primarily on providing adequate shelter for the people of Cape Town, to a far more holistic and comprehensive view of the potential that truly integrated housing provision has to add value to people's lives, improve their quality of life, and offer them opportunities to achieve their dreams and aspirations.

Importantly, this transformed vision for the Directorate, and the objectives and key performance indicators that underpin it, dovetail perfectly with the strategic pillars on which the broader vision of the City of Cape Town is being realised. In every way that it can, Human Settlements is helping to make Cape Town an opportunity city, a safe city, a caring city, an inclusive city and a well-run city.

Key to this commitment is our responsibility to change lives and futures by helping the City of Cape Town in its efforts to address the still unacceptably high levels of poverty found across the city. Through our dedicated focus on delivering homes and lifestyle enhancements instead of merely houses, we are contributing tangibly to the upliftment of many individuals, families and communities across Cape Town.

Importantly, this commitment to integrated human settlement solutions is founded on a sustainable, long-term plan, which prioritises settlement developments in growing economic nodes and along key transport corridors, so that people do not only benefit from having homes, but also from having essential access to the employment, education, health-care and social opportunities they need to enhance their lives.

In delivering such integrated and holistic lifestyle solutions, we are acutely aware of the challenges we face, particularly those created by urbanisation, which is caused by the city's steadily growing population and net migration into Cape Town. While these challenges serve as evidence of Cape Town's success in positioning itself as an opportunity city, the way in which we respond to them must also demonstrate that we are indeed also a caring, safe and inclusive city – and the way we house our growing population is central to that response. Succeeding in overcoming these challenges requires an innovative and sustainable approach, and the Human Settlements Directorate has made it a top priority to

incorporate precisely such an approach into its strategies and operations. Already, the positive results of this commitment are becoming increasingly evident through the delivery of a number of successful developments and initiatives.

Of course, innovation alone will not get the City very far. Innovation has to be accompanied and underpinned by a clear commitment to working together with all of Cape Town's many stakeholders to ensure that we all share a unified vision, are working towards the same goals and objectives, and enjoy the benefits of our labours. To this end, the Human Settlements Directorate recognises the immense power that exists in effective partnerships. We know that we can never achieve the ambitious vision and goals that we have set for ourselves on our own. Our success ultimately depends on our ability and willingness to enlist the assistance of others who share our vision and passion for a better future for all in Cape Town. As such, we have forged many mutually beneficial relationships with our City of Cape Town colleagues, regional and provincial government representatives and teams, private businesses, non-profit organisations and funding agencies, and, most importantly, with the communities we are committed to serve.

We are confident that, with our vision as set out in this five-year plan and the commitment of all these valuable partners, we will succeed in our endeavours to create thriving and sustainable Cape Town communities, in which all people have the homes, facilities, lifestyles and opportunities they desire and deserve.

Seth Maqetuka
Executive Director: Human Settlements

VISION

The vision of the Human Settlements Directorate is to contribute to and lead the City of Cape Town's development of sustainable integrated human settlements by improving the overall living and built environment of communities in Cape Town, balancing quantity and quality housing opportunities, and placing a specific focus on improving the livelihood of the poor.

Defining the vision

"Contribute": The responsibility to achieve integrated sustainable human settlements rests with the entire City, not a single directorate.

"Lead": The Human Settlements Directorate is the institutional entry point for coordinating integrated human settlements.

"Living and built environment": The strategic focus is the improvement of both the living and built environment to achieve the National Human Settlements Outcome 8 and related objectives, as required by both the Human Settlements Development Grant and the Urban Settlements Development Grant.

"Balancing quantity and quality": While the drive to accelerate the delivery of more housing opportunities (quantity) will continue, there is an equally important drive to pursue quality-of-life objectives relating to improved human settlements. These include reducing travelling time and costs from residential areas to places of economic and recreational amenities; providing community facilities in new and existing settlements; the in situ upgrade and improvement of informal settlements at scale, and ensuring and promoting medium-density housing in well-located and appropriate areas within the urban core, along transport corridors and in economic nodes.

"Improving the livelihood of the poor": This requires a people-centred, partnership-based service delivery process that addresses the essential issues of safety and security, tenure restoration and protection, meaningful stakeholder relations, and the effective provision and maintenance of basic services.

MISSION

- To facilitate and develop sustainable integrated human settlements.
- To integrate the delivery of housing opportunities with the objectives and deliverables of the rest of the City, thereby ensuring that these contribute to the creation of a compact city and optimal use of facilities.
- To improve informal settlements and backyard precincts incrementally and create a better-quality living environment, rather than merely providing shelter.
- To manage and maintain the City's rental assets strategically.
- To lead in the social and economic development of disadvantaged areas to ensure that quality of life and the environment are improved.
- To promote and ensure meaningful partnerships with business and community-based stakeholders.

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LIST OF ABBREVIATIONS AND ACRONYMS USED

BEPP	Built Environment Performance Plan
BNG	Breaking New Ground
CBD	central business district
CESA	Consulting Engineers South Africa
CORC	Community Resource Centre
CRU	community residential unit
CTCHC	Cape Town Community Housing Company
EEDBS	Enhanced Extended Discount Benefit Scheme
EPWP	Expanded Public Works Programme
FLISP	Financed-Linked Individual Subsidy Programme
GIS	geographic information system
HSDG	Human Settlements Development Grant
HSS	housing subsidy system
IDA	incremental development area
IDP	Integrated Development Plan
IMESA	Institute of Municipal Engineering of Southern Africa
IRDP	Integrated Residential Development Programme
ISN	Informal Settlements Network
NHBRC	National Home Builders Registration Council
NHDG	National Housing Development Grant
PHP	People's Housing Process
PRC	Project Review Committee
RDP	Reconstruction and Development Programme
SHRA	Social Housing Regulatory Authority
Stats SA	Statistics South Africa
TRA	temporary relocation area
UISP	Upgrading of Informal Settlements Programme
USDG	Urban Settlements Development Grant

1. SETTING THE SCENE – THEMES FOR A REVIEWED PLAN

The primary purpose of this Integrated Human Settlements Five-Year Strategic Plan review is to evaluate the current realities facing the City of Cape Town (hereinafter 'the City') in terms of urbanisation, so as to steer the City in the right direction in order to strategically and practically address the many housing challenges that such city growth creates.

This plan is closely aligned with, and contributes to, the City's overarching five-year Integrated Development Plan, which is built on the five core strategic pillars (or strategic focus areas) of:

- an opportunity city;
- a safe city;
- a caring city;
- an inclusive city; and
- a well-run city.

Recognising that housing provision has a key role to play in the success of the City's efforts to address poverty, create employment, improve socio-economic conditions and create sustainable futures, this plan outlines the intention of the Human Settlements Directorate (hereinafter 'the Directorate') to improve existing and create new living environments that promote both economic and social cohesion.

Numerous other plans have been consulted and aligned with in the formulation of this strategic plan. Sources consulted include, but are not limited to the National Development Plan, the City of Cape Town Integrated Development Plan, the State of Cape Town Report 2010, the Spatial Development Framework, and the Urbanisation Framework Strategy.

This plan is reviewed annually to ensure that it considers and responds to any significant changes in the micro and macro-environments that may affect our delivery.

THEMES FOR A REVISED PLAN

Pertinent to the review of this plan is the inclusion of four key themes as mentioned in the Executive Director's foreword. In this section, these themes will be introduced and unpacked, as they form key threads that run through the entire plan.

The four themes have been identified as essential to addressing the challenges facing the Directorate, the City and, according to the National Development Plan, the country as a whole.

Theme 1: Helping to address poverty
Poverty is a root cause of net migration to urban areas such as Cape Town as families try to meet their needs. This, in addition to natural population growth, fuels the urbanisation problem. Poverty has to be addressed from a holistic perspective of providing for lifestyle needs rather than merely providing houses.

Coupled with this is individuals' need to be able to provide for themselves. In this regard, the Directorate is involved in job creation and skills development initiatives such as the Expanded Public Works Programme (EPWP), where local labour is employed for human settlements projects. Another means of self-help is provided through the People's Housing Process (PHP), where communities are encouraged to build, or organise the building of, their own homes.

Where people find themselves in informal living environments, we have to embrace this as a reality, and have established improvement plans and initiatives to enhance the lives of the inhabitants of these settlements. In the same vein, persons living in the backyards of public rental housing are being assisted with the provision of basic services.

Theme 2: Innovation and sustainability
Modular housing using steel containers has been investigated as an alternative solution to meeting housing needs. The City has previously used containers as

temporary housing for tenants whose rental units were being upgraded. Using this type of solution for permanent housing offers enhanced cost and density benefits.

The re-blocking of informal settlements is another solution. Not only does this procedure create more living space, but it also enables the City to provide greater access to basic services, recognise tenure, guard against the spread of fires, and provide access for emergency vehicles in times of disaster. To guide this process, a draft policy on re-blocking is being developed by the Directorate in 2013. The main purpose of the policy will be to formalise the roles and responsibilities of the various role players when an informal settlement has been identified for re-blocking.

In future, more community residential units (CRUs) are to be built, as these offer accommodation for more residents in support of the City's densification initiatives. These rental units are multi-storey, and therefore utilise less land while maximising utilisation of available services and infrastructure.

Further innovative projects include mixed-used developments like Scottsdene, Pelican Park and Happy Valley, which offer various categories of housing opportunities. This enables people in different income categories to be accommodated in the same project, which in turn leads to the development of truly integrated communities.

The Directorate strives to provide a more customer-focused approach to ensure that we address the needs of all Capetonians. To this end, the establishment of a Human Settlements call centre along with the modernisation of public housing facilities will further enhance the services offered to our customers.

A rectification programme is currently under way to mend several homes that have been identified as in need of repair as a result of initial sub-standard work that was carried out prior to 1994. This project is ongoing and will bring these homes to an acceptable standard.

In March 2013, Council approved the enhancement of the emergency housing kit, which is issued to persons in distress following a flood or fire disaster. The enhanced kit is more sustainable and offers greater protection against the elements and criminal activity.

To ensure sustainability, the Directorate needs to manage its assets strategically, particularly our public rental stock. To ensure that these assets serve our residents well into the future, we need to maintain them. As part of this process, the Directorate continues to conduct major upgrades to rental units. In addition to this, we have embarked on a modernisation exercise and will continue to improve the way in which we manage our public housing.

A further initiative currently under investigation is the so-called 'green shack' concept. This is a temporary housing solution that incorporates the creation of a garden in a shack wall, and potentially also on the roof of the structure, in an attempt to minimise the risk of fires spreading across homes.

Theme 3: Partnerships

Recognising that we cannot achieve our vision alone, the Directorate has established several partnerships and continues to seek opportunities to foster more such relationships and collaborations that will enhance and improve its services to the community.

In addition to several social and gap housing partnerships, we work closely with the Informal Settlements Network (ISN) and the Community Resource Centre (CORC). These organisations provide expertise, and assist in funding or sponsoring the re-blocking of informal settlements.

Intergovernmental relations are vital, as the various spheres of government have to work together to realise the vision of a Cape Town in which all are cared for and able to prosper.

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.

Moreover, community-based partnerships are constantly being established, and are particularly important in the establishment of the envisaged multi-storey rental units. The community-based committees that emerge from these partnerships help the City in managing local living environments and ensuring that lease conditions are met by all tenants.

Theme 4: Progress on the Directorate turnaround strategy
In our efforts to transform our vision from housing delivery to integrated human settlements, we undertook a comprehensive Directorate turnaround strategy. This strategy is advancing well, and the City's anticipated Level 3 accreditation will enhance the realisation of our vision of being a fully-fledged facilitator and implementer of human settlements.

A land development matrix is also being developed, which lists all the informal settlements in the city. This will be a valuable aid in identifying those settlements in need of alternate land, either for de-densification or relocation (if the current site is not suitable for the settlement). Appropriate alternate land will then be listed against the identified land needs of informal settlements, making the matrix an invaluable planning tool, particularly when used in conjunction with live corporate geographic information system (GIS) data sets.

As part of the turnaround strategy, the Directorate will focus on future human settlements developments along the city's future long term growth corridors of the West Coast corridor and Darwin Road corridor. In addition recognising Voortrekker Road corridor as an Urban Renewal corridor. In so doing, we will be able to enhance and capitalise on existing infrastructure.

Various funding instruments are being applied in order to ensure delivery on the turnaround strategy. These include the full range of existing national housing

programmes, together with national grant funding such as the Urban Settlements Development Grant (USDG), the National Housing Development Grant (NHDG) and the SEFG, and the City's own funds.

2. THE CURRENT REALITY – DEFINING THE NEED

The National Development Plan states that despite South Africa having a reasonably balanced spatial structure, it has dysfunctional and inequitable settlement patterns. The highly fragmented towns and cities increase costs to households and the economy.

Most people in South Africa reside in the country's towns and cities, with 85% of economic activity generated in urban areas. This means that emphasis must be placed on location-specific approaches, as each area presents distinct challenges and opportunities, which render a one-size-fits-all approach inappropriate. Many of the challenges do not result because of a void in policy, but are rather due to a lack of institutional capacity or strong mechanisms for implementation.

Although South Africa has a slower urbanisation rate than the rest of Africa, it is predicted that the country will have an additional 7,8 million people living in cities by 2030, and a further six million by 2050. This will place significant further strain on municipal service delivery, which will undoubtedly be exacerbated by the fact that the majority of these new urban residents will be poor.

National Government plans to reshape human settlements by 2050. To do so, however, the following will be required:

- Effective ways of addressing inequities in the land market that make it difficult for the poor to access the benefits of town and city life
- Stronger measures to reconfigure towns and cities towards more efficient and equitable urban forms
- Housing and land policies that accommodate diverse household types and circumstances
- Municipalities that put economic development and jobs at the heart of what they do and how they function

2.1   Urbanisation – a growing Cape Town

Statistics South Africa (Stats SA) defines urbanisation as an increase in the urban population due to natural growth and net migration into a particular area.

Urbanisation is inevitable. Therefore, the City of Cape Town has developed an Urbanisation Framework Strategy to inform a broader, more comprehensive approach to urbanisation, with individual components intended to contribute to implementation. This approach should lead to an integrated, holistic, people-centred and sustainable human settlements development solution.

The response has to be proactive and sustainable, and both capacity and capability will need to be developed within the City to address the challenges and opportunities that urbanisation presents. Creative and innovative ways of addressing challenges need to be explored, which will include learning through doing.

If properly managed, urbanisation could offer opportunities for growth, social inclusion and the building of sustainable communities and human settlements. Therefore, the impact of urbanisation needs to be comprehensively and cooperatively planned for at all levels, including the city and regional level, other spheres of government, business and communities.

The City will have to provide universal access to essential services, even to the poorest citizens who do not have a regular income, through the redistribution of finances. Apart from universal access to services, this will also facilitate access to other opportunities, such as well-located, serviced land, amenities and jobs.

Cape Town's current development trajectory is unsustainable due to resource constraints. Therefore, we need to adapt in order to build sustainable communities.

2.2 Existing data and projections for Cape Town

Determining accurate population statistics and future population growth trajectories remains a challenge. As Table 2.1 shows, Stats SA data indicate that the population of Cape Town grew from 2,6 million to 3,5 million between 1996 and 2007. In 2011, the total population of Cape Town, according to Census 2011, increased to approximately 3,7 million.

Table 2.1: Population of Cape Town 1996–2011[1]

Year	Population of Cape Town	Number of households
1996	2 563 000	653 000
2001	2 893 000	759 000
2007	3 497 000	902 000
2011	3 740 000	1 069 000

Note: Numbers rounded off to nearest 1 000.

It is important to note that Cape Town's population growth rate has been relatively stable, and is in fact currently lower than it was in the period 1946–1970.[2] The average estimated population growth during the period 2001 to 2011 was 2,93% per annum.[3]

In 2000 and 2005, the City commissioned projections of the Cape Town population to assist with its planning processes. These studies were undertaken by Prof Rob Dorrington from the University of Cape Town. Factors taken into account in determining the projected population were birth rate, death rate, migration and HIV/Aids incidence. As migration was the most uncertain variable, three options were calculated based on high, medium and low migration rates. The 2000 projection was based on the 1996 Census, while the 2005 update was based on the 2001 Census,[4] with projections of the population up to 2021.

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[1] Stats SA Census 1996, Census 2001, Community Survey 2007, Census 2011.
[2] South African Cities Network (2004) *State of Cities 2004* Johannesburg SACN.
[3] Ibid.
[4] Updated projections based on the 2011 Census are not currently available.

The Census 2011 population figure is broadly in line with the 'medium migration' projection for 2011, based on the 2000 projections (projected figure of 3 820 847 vs. 2011 Census figure of 3 740 026). Based on the information currently available, the population projection done in 2000 provides the best estimate of Cape Town's population growth up to 2031. The projections will however need to be reviewed in light of the 2011 Census data that recently became available.

The figures in Table 2.2 below are taken from the 2000 Dorrington report and compare projections of the Cape Town population based on 'high', 'medium' and 'low' assumptions of the input variables fertility, mortality, migration and both the prevalence patterns and future spread of HIV/Aids.

It is interesting to note that the total Cape Town population is expected to grow by almost 60% over the 35-year projection period 1996–2031. The 'medium' projection appears in bold as the most likely population estimates for Cape Town for the period 2011–2031.

Table 2.2: 'Medium'/'low' projections: Cape Town population[5]

	2001	2006	2011	2016	2021	2026	2031
HIGH	3 186 938	3 646 156	4 008 402	4 292 446	4 538 385	4 769 669	4 976 987
MEDIUM	**3 154 238**	**3 547 055**	**3 820 847**	**3 997 718**	**4 119 504**	**4 208 444**	**4 255 857**
LOW	3 121 532	3 447 946	3 633 286	3 702 990	3 700 595	3 647 071	3 534 371

As is evident from Table 2.2, the 2000 'medium' migration projections suggest that Cape Town's population will increase to 4,26 million in 2031.

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[5] Dorrington, RE (2000) *Projection of the Population of the Cape Metropolitan Area 1996–2031*.

Table 2.3: Projected population based on medium growth rates by population group[6]

Population group		2016	2021	2026	2031
Asian	Number	75 546	82 334	88 383	93 541
	%	1,89%	2,00%	2,10%	2,20%
Black	Number	1 496 267	1 581 397	1 653 399	1 703 802
	%	37,43%	38,39%	39,29%	40,03%
Coloured	Number	1 697 148	1 711 661	1 712 078	1 698 536
	%	42,45%	41,55%	40,68%	39,91%
White	Number	728 756	744 113	754 584	759 977
	%	18,23%	18,06%	17,93%	17,86%
Total	Number	3 997 718	4 119 504	4 208 444	4 255 857
	%	100,00%	100,00%	100,00%	100,00%

Future growth needs to be understood in the context of existing urban conditions in Cape Town. Based on Census 2011 figures,[7] an estimated 20,5% of households live in informal dwellings, 7,0% in informal backyard structures, and 13,5% in informal settlements. Altogether 8,4% of households lack access to adequate sanitation. In 2011, 99,3% of all households had access to piped water, with 75,0% having piped water in their dwellings, 12,3% in their yards, and 12,0% using taps outside their yard.

The City of Cape Town estimates the housing backlog in the city at 350 000 households, although an analysis of the Census 2011[8] figures for Cape Town shows a total housing backlog of about 264 800 households (143 823 in informal settlements, 74 958 in backyard shacks and 46 014 in overcrowded formal housing).

While it is vital to verify and reconcile this discrepancy, part of it can be ascribed to the different methodologies used. For example, in 2007, the Community Survey estimated that 84 000 households lived in informal settlements in Cape Town, whereas a physical counting of shacks in informal settlements from aerial photographs put this number at 109 000.

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[6] Dorrington, RE (2000) *Projection of the Population of the Cape Metropolitan Area 1996–2031*.
[7] Stats SA Census 2011.
[8] Ibid.

Monthly household income	Black African	Coloured	Asian	White	Other	Total
No income	19,2%	10,4%	10,8%	8,4%	14,5%	13,7%
R1 to R1 600	27,2%	14,8%	6,8%	3,2%	15,2%	17,3%
R1 601 to R3 200	23,0%	15,6%	6,8%	3,7%	16,9%	16,0%
R3 201 to R6 400	14,5%	18,5%	10,2%	8,1%	16,2%	14,5%
R6 401 to R12 800	8,0%	17,4%	15,1%	15,9%	13,1%	13,0%
R12 801 to R25 600	4,6%	13,4%	20,0%	22,9%	11,3%	11,8%
R25 601 to R51 200	2,4%	7,4%	18,0%	22,2%	8,0%	8,7%
R51 201 to R102 400	0,7%	1,9%	8,7%	11,2%	3,2%	3,6%
R102 401 or more	0,4%	0,6%	3,7%	4,4%	1,5%	1,4%
Unspecified	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%
Total	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%

Figure 2.1: Cape Town household income 2011[9]

Considering that the existing backlogs and dysfunctions have not been adequately resolved, and that future projections are based on estimated population growth trajectories, it is difficult to make informed decisions about urbanisation management. The challenge of divergent data sets is further exacerbated by poor understanding of the nature of demographic growth and change in Cape Town and the surrounding municipal areas. In other words, the socio-economic profile of the

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[9] Stats SA Census 2011.

future Cape Town population is unknown, as is the impact of future demographic growth.

What is certain, however, is that new household formation from natural growth and in-migration will occur across a broad spectrum of socio-economic groups. Between 1997 and 2007, the bulk of in-migration was attributed to permanent/circular migration of people from rural areas, in particular the Eastern Cape. It is estimated that 163 000 people migrated from the Eastern Cape to Cape Town during this period. During the same period, significant in-migration of mainly skilled workers occurred from other urban areas in South Africa, particularly Gauteng, from which some 68 000 people migrated to Cape Town. Finally, people with a range of skills levels migrated to the city from elsewhere in the world, in particular from the rest of Africa. Indications are that 33 000 people migrated from outside South Africa to Cape Town over this period.[10]

2.3   Implications of existing data and trends

Reliable projections that provide in-depth information regarding the nature and structure of the future population of Cape Town are a priority. More accurate growth-related data and demographic change scenarios will provide a better picture of the future of Cape Town, and will constitute the departure point for informed decision making about an appropriate urbanisation strategy. Some of the 2011 Census data were released late in 2012, and where the relevant data are available, these have been included in the figures and tables in this section. For some of the information, the City still needs to rely on updated estimates based on currently known and available data. Without an in-depth understanding of the likely nature of the future population of Cape Town, service delivery models cannot be appropriately adjusted to cope with future growth and change.

An internally conducted costing study revealed that the upgrade of all existing informal settlements, which comprise 191 590 households, would cost R19 billion. This cost is based on 1:1 services requiring a total of 1 828 ha of land, as well as

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[10] Stats SA Community Survey 2007.

bulk and internal services, and excludes top structures, amenities and operating costs.

2.4   A closer look at Cape Town's population numbers and trends

According to Stats SA's 2011 Census data, the population of Cape Town has grown by 29,3% over the past ten years, which translates to an average annual growth of around 3%. This is placing continued and increasing strain on City resources and infrastructure.

Table 2.4: Population of Cape Town[11]

Year	Population of Cape Town	Number of households
2001	2 893 000	759 000
2011	3 740 026	1 068 572

Note: 2001 figures rounded off to nearest 1 000.

Table 2.5: Growth in population and households based on population group

		Population growth		Household growth		
		2001	2011		201	2011
Asian	Number	41 516	51 786	Number	10 065	14 267
	%	1,4%	1,4%	%	1,3%	1,3%
Black	Number	916 584	1 444 939	Number	251 125	444 781
	%	31,7%	38,6%	%	32,3%	41,6%
Coloured	Number	1 392 594	1 585 286	Number	310 465	358 629
	%	48,1%	42,4%	%	39,9%	33,6%
White	Number	542 555	585 831	Number	754 584	759 977
	%	18,8%	15,7%	%	17,93%	17,86%
Other		0	72 184		0	18 069
			1,9%			1,7%
Total	Number	2 893 249	3 740 026	Number	777 389	1 068 572
	%	100,00%	100,00%	%	100,00%	100,00%

Based on the ten-year average annual growth between 2001 and 2011, the total Cape Town population is expected to grow by a further one million people by 2021,

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[11] Stats SA Census 2011.

and by another one million by 2030, when the total Cape Town population will be an estimated 5,8 million.

Table 2.6: Breakdown of average household income in Cape Town in 2011

Cape Town annual household income	Cape Town monthly household income	Black African	Coloured	Asian	White	Other	Total
No income	No income	85 427	37 399	1 542	19 522	2 627	146 517
R1-R4 800	R1-R400	23 039	5 051	91	877	315	29 373
R4 801-R9 600	R401-R800	30 652	9 643	161	1 267	695	42 418
R9 601-R19 200	R8011-R1 600	67 109	38 410	713	5 301	1 744	113 277
R19 201-R 38 400	R1 601-R3 200	102 325	55 849	966	8 633	3 051	170 824
R38 401-R 76 800	R3 201-R6 400	64 708	66 488	1 459	18 853	2 919	154 427
R76 801-R153 600	R6 401-R12 800	35 420	62 286	2 149	37 117	2 376	139 348
R153 601-R307 200	R12 801-R25 600	20 520	47 952	2 852	53 255	2 046	126 625
R307 201-R614 400	R25 601-R51 200	10 835	26 390	2 564	51 619	1 452	92 860
R614 401-R1 228 800	R51 201-R102 400	3 122	6 889	1 240	26 190	577	38 018
R1 228 801-R2 457 600	R102 401-R204 800	970	1 425	336	6 851	166	9 748
R2 457 601 or more	R204 801 or more	645	832	187	3 300	102	5 066
Unspecified	Unspecified	9	15	6	41	2	73
Total	Total	444 781	358 629	14 266	232 826	18 072	1 068 574

Altogether 94,5% of the population is under the age of 65 years, 69,7% is between 15 and 64 years, and 5,5% is older than 64 years. Some 24% of the city's working-age population is unemployed, while 60,8% of households have an income of less than R12 800. Only 46% of Cape Town residents aged 20 years and older have completed Grade 12 or higher.

2.5   The challenge of providing services to all

From a services perspective, the 2011 Census results showed that 87% of Cape Town households have access to piped water, either inside their dwelling or in their yard, while 88% of households have access to a flush toilet connected to the public sewer system. A total of 94% of the city's households use electricity for their lighting

needs in their dwellings, and 94% of households have their refuse removed at least once a week.

According to other surveys undertaken by the City of Cape Town, this growing population requires the City to give priority attention to how it deals with crime, addresses poverty and creates employment for Cape Town's people – all of which demands a highly integrated approach.

The provision of services to all Capetonians is also a top priority for the City and the Human Settlements Directorate, in partnership with other City directorates and business units.

2.5.1 Informal settlements

Some 20.5% of Cape Town's population currently lives in informal housing. The City is committed to providing and maintaining services to informal settlement areas in line with the national guideline levels, which include water provision via one tap per 25 families within a distance of 200 m, and sanitation services comprising a minimum of one toilet per five families as well as weekly refuse removal. In addition, the City has recognised the importance of effective greywater disposal and stormwater runoffs as part of raising informal settlement communities' standards of living.

Where these minimum service levels cannot be achieved due to encumbrances that are beyond the City's control (such as waterlogged or privately owned land, or settlements that are too densely populated to allow service access), these informal settlements must be reconfigured through re-blocking or other de-densification initiatives.

To achieve the objectives above, it is imperative that each informal settlement has an underlying Upgrading of Informal Settlements Programme (UISP) upgrade

layout,[12] which will inform and, ultimately, drive tenure and sustainable formal development, while ensuring access to education, health, business development, sport and recreation, and policing.

2.5.2 Backyarders

Cape Town citizens residing in informal structures on City rental properties must be provided with access to the same services as those afforded to residents of informal settlements.

2.5.3 New housing opportunities

'Site and service' (UISP or Integrated Residential Development Programme (IRDP)) opportunities must be made available and accessible, to enable those citizens who have the means to construct their own informal, modular or brick-and-mortar structures.

2.5.4 Densification

Any brick-and-mortar structures provided by the City must be of a densified nature, with at least a double-storey construction. Greater efficiencies also need to be achieved in dealing with vacant land inside the urban edge. This must be used to its maximum potential through infill initiatives, the release of unused land belonging to other state departments, and mixed-use retail and residential development along key development nodes and transport corridors. Where such urban edge development cannot immediately be undertaken, the land needs to be banked for future use.

2.5.5 Public-private partnerships

These will play an increasingly vital role in the realisation of the City's human settlements objectives. Private investment and development must be encouraged through ready access to information on City growth paths, zoning and infrastructure upgrades or developments.

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[12] Due to logistical limitations, not all settlements can be upgraded in their present location, and some relocation may be required.

2.5.6 Greening

All new construction undertakings and upgrades or redevelopments must take place within an overarching environmental sustainability framework, designed to provide as far as possible for the preservation of fauna and flora, the protection of waterways, effective energy and water savings, and the promotion of air quality.

2.5.7 Other challenges

The human settlements environment is faced with numerous other challenges, some of which can be met in the short term, but many of which require a longer-term view and approach. These key challenges include, but are not limited to:

- the availability of, and access to, suitable and well-located land for integrated human settlements;
- hostile and volatile environments that are a risk to development implementation and staff safety;
- insufficient human and financial resources;
- a shortage of professional skills; and
- collaborative planning to align housing provision with city growth options, bulk services and transport.

As a primary provider of rental housing for the people of Cape Town, the administration faces additional challenges specific to this role, including:

- a shortage of trained and skilled staff;
- limited budget for the recruitment of rental unit maintenance staff;
- insufficient budget for required repairs and maintenance;
- unlawful occupation of rental units;
- sub-letting by tenants, often accompanied by exorbitant rentals;
- a significant increase in backyard structures, the residents of which require essential basic municipal services; and
- unacceptably high levels of payment default by tenants of City-owned properties.

With due regard to these challenges, this strategic plan is intended to inform the Directorate's actions in creating housing opportunities for all citizens of Cape Town through an approach centred on enhancing existing living environments, establishing new housing opportunities, and effectively addressing the challenges of urbanisation.

3. PARTNERING FOR IMPROVEMENT

Meeting the increasing housing challenges of a rapidly growing city like Cape Town cannot be achieved by an administration that operates in isolation. As such, the City and the Human Settlements Directorate recognise the importance of close collaboration and partnership with all stakeholders, including other City directorates and departments; regional, provincial and national government bodies; the broader public sector; the private business sector, and the communities and citizens of Cape Town themselves. A few of these partnerships are briefly outlined below:

3.1 Rental housing partnerships

Developing and maintaining good working relationships between its tenants, community leaders, politicians and staff is a priority for the City. This not only ensures that the City is kept abreast of issues requiring urgent attention, but also enables a shared sense of ownership and responsibility among all stakeholders.

A process has been implemented with a view to establishing and capacitating flat and street committees within City-owned housing estates. The intention is to encourage a sense of ownership in tenants, and empower them to take greater responsibility for addressing issues affecting their living environments and for the maintenance of their properties.

By engaging with ward councillors and other politicians, a better connection has been established with communities, through which the dual responsibility for rental housing maintenance and management has been highlighted.

3.2 Social housing partnerships

Social housing has a distinct meaning in South Africa's housing policy, namely housing that:

- utilises the Social Housing Regulatory Authority (SHRA) capital top-up funding;
- is built and/or operated by a social housing landlord; and
- exclusively consists of rental accommodation for low-income families.

The National Government Outcome 8 target for Cape Town in respect of social housing is 2 000 units over five years. To facilitate that delivery, three social housing companies are already signed up as partners by way of a generic partnership agreement. The intention is to enter into more partnership agreements in the future. Specific project-level and financing contracts are signed per project. Several new projects are being planned, including the next phase of Steenberg, Bothasig and Elsies River, as well as additional projects as indicated in the social housing pipeline projects list.

The City facilitates this form of delivery by either making available capital subsidies or releasing land, often at a discount. The City recently sold land to Communicare and leased land to the Cape Town Community Housing Company, both in respect of social housing projects.

For this kind of higher-density housing, spatial planners choose sites from the designated restructuring zones, which are then approved by Council. These sites are investigated, as they could be instrumental in the restructuring and integration of the city. A key focus area in the coming years will be the Voortrekker Road, or metro-urban, corridor.

4.   IMPROVING EXISTING LIVING ENVIRONMENTS

Residents of Cape Town are housed either formally or informally. They either rent or own property, and some provide fully for themselves, while others are assisted by the state in various manners. The City either provides housing units for rent, or delivers incremental services to informally housed residents living in informal settlements or in the backyards of City rental units ('backyarders').

While urbanisation is slowing down in most developed countries, it continues unabated across most regions in Africa, South America and Asia, and brings with it numerous challenges for the cities in which it occurs. As the largest city in the Western Cape, Cape Town is also the second-fastest growing city in all of South Africa. This growth has a massive impact on the socio-economic, cultural and environmental structures of the city and region, and will continue to shape the future sustainability of both well into the future.

Put another way, what we do today in response to the challenges of urbanisation will influence the quality of life for all Cape Town's people in the future. Historically, the approaches followed in an attempt to meet these challenges have proven that engineering solutions alone cannot effectively address urbanisation. Rather, there is an urgent need to approach urban planning and development differently from the way we have traditionally, so that we can deliver sustainable human settlements that incorporate access to essential services, health care, education, recreation and employment.

In turn, such an integrated approach will serve to attract local and foreign investment in the long term, creating a virtuous circle of development and investment that will sustain and underpin the realisation of a vision in which all Capetonians are afforded the opportunity to live the lives they desire and to achieve their aspirations.

All spheres of government also need to recognise from the outset that this is not a challenge that can be addressed by an individual department or directorate. What is needed is a strongly collaborative approach, both between local, provincial and national government departments and between the public and private sector.

In its quest to provide sustainable human settlements, the City must first have a clear view of the current state of affairs, particularly the current population growth rate. Then, it must have the will and means to attract investment, grow entrepreneurs, and respond to the challenges of a growing citizenry through practical and actionable models for city regeneration, development and sustainability.

4.1 Managing the City's public housing

The City owns 43 500 rental units, 21 000 homeownership dwellings, 11 000 hostel beds and 11 old-age complexes. It provides services to families and individuals residing in these dwellings through 38 decentralised housing estate offices, five sales offices and 13 maintenance depots.

In recent years, the tenancy management function has proven to be a considerable challenge for the City. This situation has arisen due to factors such as political changes, legislation, loss of skilled personnel, and the fact that many housing estates have become too dangerous for staff to conduct business on-site.

Much of the rental stock is also old, and requires extensive repairs and ongoing maintenance to prevent further deterioration. The CRU programme has been implemented to allow the City to undertake a comprehensive review of its rental stock and initiate a comprehensive, major upgrade programme. The first phase of the CRU programme will continue until 2015.

Besides the CRU programme, the City also has a housing repair and maintenance service, which is committed to good-quality and timeous repair services according to clearly agreed standards and costs, to ensure that City housing assets are protected.

In terms of its rental stock, the City is committed to achieving a sustainable balance between its own obligations and those of its clients to effectively manage and maintain public housing stock. To realise this vision, the Directorate has embarked on a modernisation project aimed at:

- improving service delivery;

- developing a performance framework;

- designing a structure to deliver on its mandate;

- streamlining business processes;

- assessing and recommending improvements to current information systems and technology capabilities; and

- upgrading housing estate offices and depots.

As an effective way of helping the City with its commitment to addressing poverty levels in Cape Town, all tenants living in the City's public housing who have a combined monthly household income of less than R3 000 (R3 200 proposed as of 1 July 2013) may qualify for an indigent grant. Relief and assistance is provided through a reduction of rental instalments and a possible write-off of arrears. This respite is given for a period of 12 months, and is reviewed annually.

The past six years have seen significant developments and achievements in terms of improving service delivery to rental housing tenants in the city. The realignment and streamlining of service offices allowed for increased staffing and improved service levels.

A rental audit was completed early in 2013 to determine the occupancy status of rental units, undertake an income survey, and assess the existence of structures, both formal and informal, on rental property. The verification of the survey data is currently under way and, once completed, will assist the City to ensure that, going forward:

- each of its rental units has a legal tenant with a signed lease agreement;

- units are occupied by tenants with qualifying household incomes of up to R7 000 per month;

- unlawful occupancy is addressed; and

- basic services are provided to backyarder residents as part of the next phase of the backyarder programme.

4.1.1 Improving customer service

The City manages its obligations to its tenants through a number of housing estate offices and depots. As part of its commitment to enhanced service, the City intends redesigning these offices, both functionally and physically, to become more customer-centred. To this end, the offices will have clear signage, friendly staff, and robust and up-to-date systems that include profiles of all tenants to ensure world-class customer experiences.

As part of this vision, a pamphlet has already been developed and distributed that aims to educate tenants on the conditions of their lease agreements, City rental housing policies and procedures, and general tenancy matters. Relevant Directorate staff members are also undergoing refresher training to ensure that they keep abreast of changes in legislation and policies, and understand the importance of customer service excellence.

4.1.2 Committed to effective maintenance

A major challenge for the City is that its ageing rental stock requires extensive upgrades and maintenance. A clear directional plan is needed, as the current maintenance budget is not sufficient to meet the growing requirements. To this end, terms of reference are being prepared for the appointment of an external service provider to undertake an assessment of the structural condition of the public housing stock, and to assist in the drafting of a maintenance plan.

In addition to the above, the City also undertakes routine maintenance of rental units. This is mainly done in response to requests received from tenants. As the available budget to deal with these requests is insufficient, so is the City's ability to maintain its rental units to a satisfactory standard. A maintenance plan is currently being devised in order to obtain a better idea of the extent of the additional funding requirement to address the maintenance need.

4.1.3 Major upgrades of existing rental stock

The City's ageing rental stock is undergoing major interior and exterior refurbishment, and the management process is being reviewed. The City is also embarking on the provision of additional rental units.

The CRU programme, which is aimed at delivering major maintenance upgrades of the City's rental units, is well on track to be completed in 2015. The first phase is well under way, and the total cost of the project exceeds R1,4 billion. In line with the Directorate's commitment to providing integrated settlements, this programme is not only aimed at improving the rental units themselves, but also at enhancing the living environments of tenants through landscaping initiatives, including hard surfacing, tree planting and the installation of play equipment and benches.

The project won the Institute of Municipal Engineering of Southern Africa (IMESA)/Consulting Engineers South Africa (CESA) excellence awards in the community upliftment category in 2012, and was nominated for the Govan Mbeki best rental stock project as well as the CESA engineering excellence award in the same year.

4.1.4 Transformation and management of hostels

Hostels refer to dormitories that were initially built for male migrant workers. The management and maintenance of the City's hostels remain a huge challenge. Overcrowding is one of the biggest problems as, often, up to three or four families can be found living in one room. This places enormous pressure on ablution facilities, which are in a constant state of disrepair. Occupants have also spilled over into masses of informal shelters surrounding the original hostel buildings. As a result, many of these buildings are in state of disrepair

The conversion of these units into two-bedroomed apartments for each of the original bed card holders or their families is long overdue. However, due to the sheer scale of the programme and limited available funding, it is estimated that the transformation of all hostels in Nyanga, Gugulethu and Langa will continue for the

next 15 years, and will require significant land located outside the hostel areas to accommodate the larger building footprint that is required.

4.2   Providing basic services to backyard dwellers

Backyarders are most often relatives of the tenant or owner of the main property who, as a result of overcrowding in the main housing unit, set up home in the 'unused' communal spaces, yards or forecourts of the property.

Many backyarders are employed and earn between R3 500 and R15 000 per month. This means that, while they do not qualify for state assistance, they are also typically not in a position to apply for a formal bond from private financial institutions.

Backyard structures range from unsound wood-and-iron constructions to vibracrete and brick-and-mortar structures. The inhabitants of these structures pay their 'landlords' for the space, which system is often open to unfair rental practices and exploitation.

The City has undertaken a desktop exercise, which revealed that approximately 41 500 backyard structures are currently attached to City rental stock, and 34 000 to privately owned houses.

Cape Town citizens residing in backyard structures currently have access to varying levels of service, ranging from no services at all to full access. Often, the level of service access depends on the relationship that these tenants have with their landlords. Most of the time, electricity is accessed via an illegal cable from the main house, while water is normally sourced from outside taps, or conveyed and stored in buckets or other containers. Refuse disposal is achieved via plastic shopping bags that are added to the single refuse bin serving the main house.

Sanitation typically comprises a bucket system, and night soil is flushed down the toilet in the main building or directly into midblock sewer manholes. Sometimes, this human waste is discarded directly into gullies that are ordinarily used for greywater disposal, or into stormwater drains, or even bagged and discarded in refuse bins.

This is extremely unhygienic and highlights the urgent need for the provision of appropriate sanitation (and other) services to backyarders.

In February 2012, a service provider was appointed to manage the installation and provision of basic services intended for households living in the backyards of City-owned rental stock. Services include the provision and maintenance of water, sanitation, electricity, and a 240 ℓ refuse bin. This will be provided in the form of a precast structure containing a flush toilet, a tap with a washing trough attached to it, electricity connections for up to three structures, and a refuse bin per backyard. In the course of the future roll-out of this project, the lessons learnt will be documented, analysed and applied. Both the survey and the implementation phase will be documented and used to inform an overall future backyarder strategy for the City.

Three pilot projects in Factreton, Langa and Hanover Park have been identified for the implementation of this package of services for backyarders. The Factreton project has been successfully implemented, and the other two are currently under way. The results of these pilot projects will be used to inform future roll-outs of services to backyarders across the city.

In order to prevent the same challenges from arising in the future, the City has put in place an authorisation procedure for the erection of backyard structures in Cape Town. This will allow a measure of control in order to manage density and prevent the placement of structures on servitudes and areas of high flood risk.

The City intends to provide basic services to all residents living in the backyards of City-owned rental stock by 2016. In this regard, a plan has been developed to finalise the pilot phase of the programme and to implement the remainder of the programme up to completion.

4.3   Servicing and upgrading informal settlements

Informal settlements are defined as either areas where a group of housing units has been constructed on land to which the occupants have no legal claim or which they occupy illegally, or as unplanned settlements and areas where housing is not in compliance with current planning and building regulations (unauthorised housing).

These settlements vary significantly in size and topographical condition, and many are on private 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.

A survey conducted by the City's Solid Waste Department in 2011 put the number of households occupying informal settlements in Cape Town at 193 950.

In recent years, the City has committed itself to an equitable approach to providing essential services of the highest possible standard to residents of all informal settlements in Cape Town. To this end, a consolidated database was established in 2006 that listed the (then) 223 informal settlements in Cape Town, and recorded the levels of service provided to each. The aim of this database was to prioritise service delivery to informal settlements. Between 2006 and 2011, this prioritisation of services saw the City provide infrastructure and services in line with, and often in excess of, national service provision guidelines.

The City's Framework for Informal Settlement Upgrading Master Plan was adopted by Council in May 2007, and outlines the process by which the City services, integrates and incrementally upgrades informal settlements within its area of jurisdiction.

The framework focuses on, and is built around:
- the constitutional rights of people;
- the provision of essential services to settlements not receiving the minimum basic level of service;
- incremental upgrades (short, medium and long-term);

- the upgrade of informal settlements within a coordinated and multi-sector institutional environment;
- the management of informal settlements;
- the prevention of unlawful land invasion;
- the provision of capital and operating funding for all of the above; and
- the implementation of relevant communication programmes.

4.3.1 Basic services to informal settlement dwellers

In delivering essential services to Cape Town's informal settlements, the City faces a number of challenges, including theft of infrastructure, vandalism, intimidation of City employees, and illegal connections. Ongoing service provision is also impeded by a lack of human and financial resources, and the requirement to spend large amounts of available budget on repairs and maintenance of infrastructure, thereby limiting investment in new service provision.

Despite these challenges, the City is committed to continuing to roll out services within informal settlements as conditions and budgets permit. Councillors and community leaders are encouraged to identify opportunities for the enhancement and extension of existing services. Such cooperation between local communities and officials is vital for the success of the City's plan to deliver equitable services to all informal settlement inhabitants.

Due to the conditions in certain informal settlements, such as Kanana, Barcelona and Europe, the conventional services cannot be installed, and therefore, innovative and alternative long-term development options also need to be explored.

4.3.2 Incremental upgrade of informal settlements

The latest version of the informal settlements database indicates that there are 378 informal settlements in Cape Town. Most of these have now been surveyed and numbered for the purpose of prioritising service delivery and upgrade initiatives.

As part of its Vision 2040 undertaking, the City plans to map all informal settlements within a clearly defined matrix that links each of them to available land parcels that

might be utilised for the purpose of upgrading and de-densifying settlements and enhancing service delivery.

Vision 2040 aims to achieve the total consolidation and transformation of informal settlements into integrated human settlements with secure tenure, supported by social and economic amenities that ensure self-sufficiency. The vision is informed by a number of City strategies, including the following:

- *Strategy 2016* – The strategic intent of the current administration to meet, during its term of office, the basic service needs of 80% of households in informal settlements and the flood mitigation requirements of 60%.
- *Strategy 2020* – The longer-term strategy to meet the basic service needs and flood mitigation requirements of 90% of households in informal settlements, with shared services at a 1:4 ratio.
- *Strategy 2030* – The planned provision of full services to 80% of households living in informal settlements on a 1:1 basis.

The achievement of Vision 2040 will effectively mainstream informal settlement households as economically and socially active citizens of Cape Town. It will do so by affording these households the lifestyle security that comes with tenure, and the option and ability to create their own opportunities to improve their living conditions. The success of this endeavour will depend on effective partnerships, the creation of human capital within settlements, and the empowerment of all affected stakeholders to participate in their own future development.

The specific programmes that will be used to deliver this vision include, but are not limited to:
- the UISP;
- the emergency housing programme (temporary relocation and incremental development areas as products);
- re-blocking;
- the basic services programme (in collaboration with the City Utilities Directorate); and

- the electrification programme (in collaboration with the City Utilities Directorate).

More details of these programmes can be found throughout this five-year plan.

Going forward, this incremental informal settlements upgrade plan will include the following key steps:

- Providing solutions that prevent the establishment of new informal settlements, and the further densification of existing ones
- Providing recently established informal settlements with all necessary services
- Re-blocking informal settlements where appropriate and feasible, so that:
  - space can be created to improve levels of service;
  - access ways can be developed to allow service vehicles to attend to service needs;
  - sufficient distance is provided between structures to prevent quick spreading of fires; and
  - the safety and security of residents, and particularly children, can be enhanced.
- Implementing the actions of the UISP
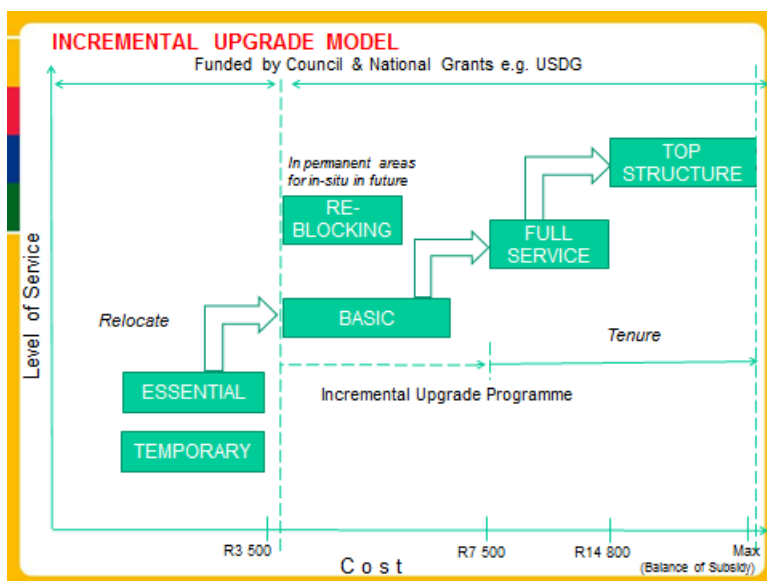
4.4   Temporary relocation and incremental development areas

Temporary relocation areas (TRAs) are parcels of land that have been developed for families who are in need of emergency housing. A combination of urbanisation, population growth and climate change impacts has meant that demand for this type of accommodation is increasing, and consequently, the City has embarked on various initiatives to establish more of these temporary housing opportunities.

In addition, the following incremental development areas (IDAs) (areas in which households are resettled permanently) are also being planned:

- *Families in Masonwabe, Gugulethu*, will be relocated to another site in Gugulethu. They will be provided with at least 24 m^2 top structures with 1:1 flush toilets and taps for 80 families. These services will be connected to the existing infrastructure in the area.

- *Families living in the flood-prone area of Sir Lowry's Pass Village, Rasta Camp,* will be relocated to another spot in Sir Lowry's Pass Village. They will be provided with 1:1 full-flush services for approximately 220 families. The services will be connected to existing infrastructure.

- *Families from Skandaalkamp and Rooidakkies on the Vissershok landfill site* will be relocated to Wolwerivier. Provision will be made for approximately 500 families. As there is not yet any infrastructure in the area, alternative solutions for sanitation need to be explored.

4.5   Enhanced emergency housing kit

The City provides an emergency housing kit to households who have been left entirely homeless as a result of a major fire or flooding, and who do not have the means to immediately rebuild their homes.

It was found that the current kit was inadequate for various reasons, particularly the fact that it provided very little protection from the weather and criminal activities. In March 2013, Council therefore approved an enhanced emergency housing kit.

Informed by past experience and discussions with local community leaders, this enhanced kit will create a shelter that is more dignified and secure against the elements and intrusion. The materials used for the provision of the enhanced shelter will be sufficient to build a basic dwelling of at least 3 m x 3 m in size. Although small, this will offer protection against inclement weather and criminal elements, and could form the base of a future, bigger structure. In addition, to retard the spread of fires, all wooden materials (poles, door and window) and corrugated sheets will be painted with an approved fire-retardant paint prior to delivery.

The cost of an enhanced kit consisting of the above materials is estimated to be R3 670,00 (excluding VAT), compared to the cost of approximately R972,00 (excluding VAT) for the previous kit. The new tender for the supply of the emergency kits makes provision for kits to be delivered at the site of the emergency, and only a predetermined amount of kits will be stored at City premises, for use when supplies are not available.

The Human Settlements Directorate is also preparing a draft framework for the provision of the enhanced emergency housing kit, which will guide provision of the kit in cases of fires and floods. This framework will be concluded during the 2013/14 financial year.

In terms of the National Housing Code and in agreement with the Western Cape Government requirements, the funding for the materials for the enhanced emergency

housing kit will be sourced from the City's Human Settlements Development Grant (HSDG). As the additional kits will be funded from the currently fully committed (Medium-term Revenue and Expenditure Framework) HSDG, it must be noted that this initiative will affect the delivery of top structures (such as PHP projects) that currently appear on the draft budgets.

5. CREATING NEW LIVING ENVIRONMENTS

The City does not only think of ways to adapt existing Cape Town, but rather of ways in which to transform it into a 'new' city – one with full interconnectivity to adjacent cities, towns and provinces across the country. So, while much can be achieved in improving current efficiencies, new, modern infrastructure and technology need to be introduced and harnessed, particularly in terms of new, so-called 'greenfields' human settlements developments.

While the City is firmly committed to a policy of densification (and therefore compacting), it is not widely realised that the state-driven housing projects in Cape Town are already among the most dense in the city. Some of the historical projects built by the state for low-income families have higher densities than the metropolitan's average 7,7 dwelling units per hectare.

The same is true of the City's informal areas, which, as a rule, are denser than both formally built areas and the urban average. As a whole, informal areas are at 77 dwelling units per hectare, while the target for Cape Town is 25.

5.1 Land planning and acquisition for human settlements

5.1.1 Land planning

The availability and readiness of developable land underpin any successful housing programme, and must be planned for accordingly. Such planning occurs at the following three levels:

Corporate planning and the Built Environment Performance Plan

This planning function within the Directorate operates at various levels, the first of which is concerned with providing inputs into corporate planning processes. At this level, the Human Settlements function is to coordinate with various other planning processes, such as the City Development Strategy, the draft Economic Development Strategy, the Urbanisation Strategy, and others. It also includes more focused geographic planning efforts, such as the Voortrekker Road corridor strategy or work on the integration zone.

National Government has introduced the USDG, which is a block grant to all metropolitan municipalities in South Africa. Its purpose is to supplement capital investment in municipal infrastructure. Annually, the receiving municipality must state how it intends using the funds, and also illustrate how such spending is expected to improve the overall performance of the built environment. To fulfil this requirement, an annual Built Environment Performance Plan (BEPP) is prepared by the Department of Housing Land and Forward Planning.

The BEPP seeks to highlight the infrastructure implications of existing urban plans, such as the Integrated Development Plan (IDP), the metro Spatial Development Framework, and the Metro Transport Plan, while assessing whether past spending is in fact bringing about greater sustainability, relieving poverty and resulting in greater economic growth.

Structure planning

This medium-level planning function involves layout planning and the subdivision of larger tracts of land. It paves the way for activating projects in future by planning, budgeting and implementing bulk infrastructure works. Two such efforts will be undertaken in the coming year in the form of Macassar and Darwin Road. These will be followed by detailed project planning and, eventually, the building of housing opportunities.

Site planning

Site, or local, planning is the precursor to issuing construction tenders with a specific objective of unlocking land for IDAs. It focuses on obtaining land use approvals and environmental authorisations. These processes are increasingly being decoupled from development, since regulation has become inordinate, and paperwork can take up to 18 months. In the coming five years, six parcels of land across the city will be planned in this way, specifically with a view to obtaining areas for emergency relocation as well as some new housing opportunities.

Planning for parcels of land in Strandfontein, Macassar, Bloekombos and Atlantis will begin in the coming year.

5.1.2 Land acquisition

Without adequate and suitable parcels of land, no new housing projects can come on stream. Initially, vacant sites are identified by the community or by local town planners as having the potential for development. Closer inspection then takes place to reveal whether the acquisition should occur through purchase, a transfer (including devolvement) or the reservation of the site. In his budget speech, the Minister of Human Settlements committed to devolve all state-owned land suitable for housing development.

Purchasing land

In the past five years, the City has bought approximately 300 ha of land. The majority of this is for long-term banking as a way of meeting the housing needs of future generations of Capetonians. In many cases, however, the purchases have also been for immediate project roll-out, such as in Hout Bay, where housing demand is high and vacant space in short supply. Each year, an amount of roughly R30 million is provided for on the City's budget. Depending on price and location of available land, this typically secures about 50 ha. Large parcels of land such as Wingfield and Swartklip have been discussed as being ideal for human settlement for a number of years, and once the opportunity for their acquisition arises, special budgeting arrangements will need to be made.

All of the above measures constitute planned, or proactive, acquisitions. Each year, one or more unforeseen land purchases are also made. The need for this tends to arise as a result of a crisis, such as the recent situations in Sweethome and Doornbach, where service installation is urgently required, but the landowner is unable to oblige. Clearly, in such situations, the land is not suited to long-term occupation, and the people need to be relocated.

Land transfers

Land owned by another sphere of government or by a state enterprise, and which is surplus to that government sphere or enterprise's needs (i.e. not core to its mandate), is often suited to 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 (as in the case of a piece of Transnet land in Sir Lowry's Pass Village acquired by the City last year), the asset transfer is viewed as a 'gift'. Currently, several transfers are being pursued, specifically from the Western Cape departments of Education and Public Works. As many as nine such sites have already been released in the last three years, primarily in areas with pressing housing problems such as Elsies River, Belhar and Khayelitsha.

A schedule of properties to be devolved to Council is also being drawn up. There are a range of reasons for such devolvement, the primary one being to normalise a historical situation. The former tricameral system has left a legacy of irregular land holding. For instance, 'homeownership' stock that was 'sold' by Council still appears in the name of the Western Cape Government, which means that title cannot be registered in the buyer's name. Several devolvements have been processed in the last three years in Retreat, Hout Bay and Grassy Park, while others are still being processed by the state attorney.

Land reservations

Where Council already holds title to a specific tract of land, a reservation is placed on it. This is a simple case of coordinating between line departments within the City. For instance, land that is no longer needed by a line department, but that is suited to low-cost housing development, should not be sold to the open market, but rather used for this important purpose. In such a case, a reservation secures the land for the purpose of low-cost housing. In the process, the reservation can also flush out several possible encumbrances, because the reservation request is circulated to all line departments for comment, who are able to indicate any material interests they hold in the land. Sites with live leases or servitudes registered over them are thus parked, for reconsideration in years to come. Approximately 20 reservations were requested in 2012, with many more in progress.

5.2   New and mixed-use developments

The City is responsible for the development of new, integrated human settlements that are aligned with the national housing programmes as stipulated by the National Housing Code, and are also informed by the City's IDP and Spatial Development Framework. Such human settlements developments are aimed at providing new housing opportunities for households who depend on the state for their housing needs.

The alignment of all formal housing delivery mechanisms is important to ensure a range of housing typologies that provide various location and ownership options to housing beneficiaries. These are not only provided directly by the City as a developer, but also in partnership with the private sector through section 21 compliance with the requirement to provide social housing, and in partnership with non-governmental organisations to assist with consolidation and PHP roll-out.

The dedicated Technical Services Department assists with the planning and delivery of community facilities and social amenities to give effect to the Directorate's vision of integrated, opportunity-driven human settlements.

By providing such integrated human settlements, the City ensures a complementary and balanced approach that has the best potential to provide for the long-term needs of Cape Town's communities, particularly in respect of the provision of municipal services and community facilities.

While the delivery of low-cost housing is a core function of the Directorate, this deliverable is premised on the availability of land and budget. The focus is however shifting towards addressing settlement inefficiencies through the development of integrated human settlements that contribute to a more compact settlement form by providing a range of inclusionary housing opportunities, combined with community and socio-economic opportunities for those who will occupy them.

Identifying infill sites for new developments within the existing communities is a priority, and densification has been necessitated by the scarcity and high cost of suitable land as well as the inefficiencies of existing spatial patterns. The design guidelines for infill developments require smaller erven, with a focus on well-designed open and street spaces.

Building to higher densities results in significant savings on the unit cost of land and infrastructure, which can in turn be utilised to fund the enhancement of public and street spaces for the benefit of the community. New settlement layouts are predominantly north-facing, allowing effective passive solar design of buildings, an increase in comfort levels, and a reduction in energy needs. Community involvement in decisions with regard to the planning and design of new housing projects is a priority.

The budget available for each housing opportunity is fixed and made known to tenderers. Enhancement schedules are also provided as part of the tender documents to encourage bidders to add value by providing more than the standard 40 m² units prescribed by the National Housing Policy.

These enhancements, which often include boundary walls, solar water heaters, etc., have the potential to add numerous benefits to the ultimate beneficiaries of the housing opportunities, and form a key component of the City's transition from mere housing provision to integrated human settlements.

5.2.1 Funding for a full range of housing opportunities
The City's integrated human settlements developments are aligned with the national housing programmes stipulated in the National Housing Code, and are also informed by the City's own spatial development planning frameworks. As such, the City aims to deliver housing opportunities over the full range of housing types supported by the National Department of Human Settlements' funding programmes. These include the following:

- UISP stages 1 to 4, yielding fully serviced sites
- UISP stage 5, delivering top structures on already-serviced sites

- IRDP, which makes it possible for the City to install services in developments that include not only subsidised housing, but also privately owned, bonded housing and commercial/retail developments, as well as community amenities and institutions

- PHP, which supports groups of beneficiaries who already hold title to land in constructing top structures

- CRU programme, facilitating the funding of high-density rental accommodation on well-located land, and the transformation of the City's stock of hostels, which originally provided accommodation for between 15 000 and 20 000 contracted migrant labourers

- National housing programme for farm residents, facilitating on-site or off-site housing for farmworkers

Apart from the PHP, all of the above initiatives depend on the identification of appropriate land and its release for development. In the case of farmworker housing, discussions were held with farmers from the Durbanville area in early 2012, and the housing needs of farmworkers will be considered in the future.

Affordable housing in the gap market

As is now well understood, families earning between R3 500 and R15 000 per month constitute a gap in the housing market that remains unserviced by both the private market and the state. Against the backdrop of the substantial structural changes being felt by Cape Town's economy, accompanied by a severe decline in blue-collar jobs and a general slowdown in employment, this gap is becoming increasingly glaring and potentially devastating for those who fall within this income range.

The City has therefore implemented a strategy to deal with this problem through a combination of loan-funded gap housing and a consumer self-help programme.

- *Loan-funded houses*

The City facilitates this kind of housing by releasing land and/or providing institutional housing subsidies. In return, the developer is required to deliver solutions that fit into the gap price and qualification brackets. The buyer is required to contribute loan

finance. Various modes of delivering these kinds of solutions have been piloted in Cape Town, with varying success, and it is hoped that in the next five years, between 200 and 250 such gap solutions will be delivered annually.

- *Plot and self-help programme*

In this programme, a fully serviced site is sold to people wanting to build their own home at their own pace. This solution is specifically targeted at those who cannot rely on qualifying for a home loan, but who may have other forms of credit, assistance from their employer, or their own building skills. The land is discounted, in return for which no speculation is allowed. Since the R3 500 qualifying threshold for state subsidies has not been adjusted for a number of years, the number of families seeking this kind of support has grown immensely in recent times. Therefore, the City recognises it as a programme that should be upscaled in the years to come, and it is hoped that between 200 and 250 pilots per year can be sold on this basis.

Institutional housing

The institutional housing programme aims to develop affordable ownership houses for households with a maximum monthly income of R3 500. The programme utilises Government's institutional subsidy and a top-up loan. For example, a house valued at R200 000 is built through a R80 000 top-up government subsidy and a R120 000 loan amount.

Currently, the Cape Town Community Housing Company (CTCHC) is the only institution in Cape Town that is able to provide houses in this programme. CTCHC provide the beneficiaries with the top-up loan through a purchase agreement between CTCHC and the beneficiary. The loan period is 25 years, and the instalment is approximately R1 000 per month. Examples of houses that have been built through this programme are the 330 built in Morgan's Village Phase 1 and 2, 341 built in Morgan's Village Phase 3, and 800 currently being built in Harmony Village.

People's Housing Process

This category of housing opportunity refers to beneficiaries who maximise their housing subsidy by building, or organising the building of, their own homes through a process that includes the establishment of a community support organisation.

The National Housing Code defines the PHP as "a government housing support programme that assists households who wish to enhance their houses by actively contributing towards the building of their own homes. The process allows beneficiaries to establish a housing support organisation that will provide them with organisational, technical and administrative assistance. Training and guidance on how to build houses are also supplied. Participation in the process is regarded as a contribution towards the achievement of their housing opportunities and the compulsory requirement for a financial contribution is thus not applicable".

One of the most important elements for a PHP consolidation project is that the beneficiary must be the property owner (title deed holder) or must be in possession of a signed deed of sale from the City. The City monitors a considerable number of PHP projects, and is the leading metropole in this regard.

New rental housing

The City provides either direct or indirect new rental housing opportunities. This means that it provides either new CRUs under City management, or social rental housing under the management of social housing partners with whom the City has agreements.

Social rental housing

The City's social housing programme aims to develop affordable rental accommodation for households with a maximum monthly income of R7 500. The programme utilises institutional and capital subsidies available in terms of the national housing programmes. Delivery occurs through the social housing institutions that have entered into partnership agreements with the City to build and manage the housing developments on the City's behalf. To date, the City has completed three social housing projects in Steenberg, Koeberg Road and Bothasig. In addition, there

are currently more than 20 social housing projects in the planning stage, as indicated in the project schedule (Annexure 1).

5.2.2 Restitution of land rights

The land restitution programme is a constitutional imperative (see section 25(7) of the Bill of Rights), which aims to restore the land rights of, or provide just and equitable redress to, persons or communities who were dispossessed of land after 19 June 1913 due to past discriminatory laws and practices.

The Land Restitution Unit within the Human Settlements Directorate is responsible for negotiating and tracking progress in respect of those restitution cases that involve City-owned land.

The specific function of the Unit is to manage the return of Council-owned land on which there is a restitution claim. In cases where this is not possible because the land has been fully developed, alternative land owned by Council in the vicinity of the claim is identified and made available.

The City has to date approved the return (restoration) of 11 parcels of land to 11 groups of claimants. These restitution group claims are Richmond Park, District Six, Claremont, Welcome Estate, Crawford, Protea Village, Tramway Park, Dido Valley, Constantia, Macassar and Emavundleni. The next step in the restitution process is to develop these restored land parcels; however, this can be a challenging and lengthy process given the varying requirements and desires of stakeholders. The City is therefore working closely with the Land Claims Commission in developing these land parcels.

Good progress is being made in this regard on the Richmond Park and District Six land claims, with development plans for the areas having been submitted for approval. It is hoped that most of these restitution land parcels will have been developed over the next five years.

5.2.3 Adapting human settlements to the natural environment

Cape Town's residential areas are particularly vulnerable to the effects of climate change, especially the concomitant increase in the incidence of natural risks such as flooding, gale-force winds, torrential rain and extreme temperatures.

Residential developments built on flood and coastal plains are particularly at risk of flood damage due to heavy rainfalls or coastal storm surges. While due cognisance is now taken of these factors in future human settlements planning, existing structures and communities are still under threat.

Informal settlements located below the flood-lines of rivers are especially susceptible to flooding. Poorly constructed low-cost housing and informal settlements are vulnerable to heavy storm conditions, which are likely to increase in both frequency and intensity in future. The financial losses resulting from these are a further burden to the poor and, in some cases, affect their very livelihoods.

Against this backdrop, it is critical for the City to consider how climate change will affect houses, settlements, communities and individuals going forward.

The resilience of houses depends on design, maintenance and a multitude of external and internal stressors. The impact of climate change on settlements as well as individual houses (both private and City stock) is expected to be significant. Many of Cape Town's houses and settlements are already under pressure as a result of population growth, high levels of poverty, and inadequate maintenance due to neglect and affordability issues. These stressors will be exacerbated by the effects of climate change, and the vulnerability of the housing sector will escalate. For occupants and property or homeowners, this may manifest in unsafe living environments, an impact on health and general well-being, increased maintenance and insurance costs, future insecurity and, in the worst-case scenario, structural damage and loss as well as risks/dangers to human life.

The increased stress on existing houses that were built to standards that pre-date current and projected climate conditions may result in the need for renewal,

replacement and, in some cases, relocation. All future developments should therefore be designed to withstand the anticipated effect of climate change and, indeed, to limit any negative contribution to climate change that may result from their construction and maintenance.

The main impacts on and of physical housing structures have been identified as:
- increased energy consumption (and costs);
- increased carbon emissions;
- human health effects of rising temperatures and windblown particulates;
- increased risk of damage due to more frequent and intense extreme events (such as high winds, storms and flooding);
- increased damage from flooding and erosion; and
- increased fire risks due to extended dry spells and higher temperatures.

The City is aware of these risks and impacts, and, as this plan indicates, undertakes all human settlements actions with due awareness and consideration of their environmental and social sustainability implications. The Directorate is also committed to aligning its activities with the City's Climate Change Adaptation Plan of Action, and has instituted a number of initiatives in response to this plan.

Most of these initiatives relate to harnessing the power and cost-efficiencies of renewable energy through the use of solar devices to heat water and warm houses. Natural shading is also maximised to assist with the cooling of living environments in summer. As far as reasonably possible, the street plans for new developments are laid out in such a way as to maximise the number of houses with north-facing aspects to ensure maximum sun in winter and facilitate natural cross-ventilation by the prevailing south-east winds during the hot summer months. Windows on the north-facing facades are shaded against midsummer sun, but are typically larger than standard to maximise winter sunshine.

Although not required by national standards, City contractors are encouraged to include solar water heating systems in their tender offers. The Directorate also welcomes innovative suggestions regarding green technologies, but while many

such green innovations and devices are presented annually, few can be acquired due to the often high purchasing and implementation costs.

6. OTHER STRATEGIC INITIATIVES

6.1 Ensuring title

6.1.1 Creating property owners through title transfers

An initiative to sell City rental stock to tenants is currently under way. The primary focus of the campaign falls on approximately 14 686 rental units that are still regarded as saleable. Qualifying tenants with a joint income of less than R3 500 per month are eligible for a state discount of up to R88 228 in respect of the purchase price, rental and services arrears. The City will also contribute 50% of the total transfer costs up to a maximum of R500 per transfer for those qualifying tenants with a joint income of between R0 and R7 000 per month.

6.1.2 Delayed sales

Previously, the City sold a number of dwellings on a delayed transfer basis, with loan repayments over 20 or 30 years. These dwellings comprised 'built for sale' units, components of City self-help schemes, as well as saleable rental stock, of which approximately 20 000 units still need to be transferred. The properties are only transferred once the purchase price is paid in full and any arrears on the housing loan account are settled. Purchasers also receive a subsidy towards the transfer cost based on their income.

6.1.3 Site-and-service transfers

Over 2 000 serviced sites in Khayelitsha and Nyanga (Crossroads and Brown's Farm) still need to be transferred to the original beneficiaries or the persons in occupation of the sites. Since many of the original beneficiaries no longer occupy these sites, the City has approved a policy that provides for a process of cancelling the existing deeds of sale applicable to beneficiaries who are no longer in occupation of the site-and-service properties, and screening the current occupants for possible transfer.

A number of sites in Nyanga are still registered to the Western Cape Government, and negotiations are in progress to transfer them.

6.1.4 Title to land

South Africa's National Housing Policy is premised on freehold tenure. This means that beneficiaries of state support get access not only to a house, but also to the piece of land on which the house stands, which should be registered in their name at the registrar of deeds. In the past, output figures and rapid delivery received top priority, while the less visible paperwork was neglected. This resulted in many beneficiaries still not having 'received' title to their land. A process is now in place to remedy the situation in Cape Town. There are three legs to this remedy:

- Historical housing projects that have been completed in terms of construction, but were not properly registered at the deeds office, are being finalised retrospectively.
- The registration process on current housing projects is being streamlined to ensure that title is issued as part of the project roll-out.
- In respect of Council stock that is being transferred to home buyers, a separate process is being driven by the Department of Existing Settlements.

An enquiry was conducted into the legacy projects to determine the position with each. The major reasons for the historic failure to issue title deeds were found to be as follows:

- Township establishment applications are not yet concluded.
- The general plan remains unapproved.
- Township registers remained unopened.
- Sale agreements remain unsigned by beneficiaries.
- Beneficiaries have not been traceable.
- Beneficiaries have not repaid their loans.
- Land zoning issues (especially in Khayelitsha, which remains subject to the Black Community Development Act).

Most often, these processes have been left incomplete because conveyancing appointments expired, conveyancing funds of the housing subsidy ran out, and/or clarity could never be obtained about original landownership. These problems are now being dealt with in the old/legacy projects of Tambo Square 2, Old Wallacedene Phase 10, Nyanga, Mfuleni 3 and 4, Bloekombos Phase 2, Masiphumelele, Lwandle, Nomzamo and Phumlani.

Remediation is complex, as it involves the City, the relevant attorneys, the former developers, the state attorney, and the Western Cape Government. It also presupposes that the entitled beneficiary can be located. Despite this, a measure of success has already been achieved, as outlined in the table below:

Table 6.1: Progress with title transfers

	PROJECT	TRANSFERS IN PAST FINANCIAL YEAR	TRANSFERS EXPECTED UP UNTIL 30 JUNE 2013
1	Phumlani	50	10
2	Bloekombos	0	40
3	Wesbank	501	600
4	Nomzamo	443	100
5	Marconi Beam	235	60
6	Wallacedene	500	987

6.2 Housing consumer education

The fundamental objective of the housing consumer education programme is to educate and empower housing consumers or beneficiaries on their options, rights and responsibilities, and to raise awareness and promote behavioural change through communication and education.

The topics discussed during the training sessions cover a range of issues pertaining to the beneficiary's needs, including:

- tenure options;
- affordability and savings;
- government housing subsidies and other housing assistance;
- housing development processes and procedures; and
- contracts, and the consequences of breach of contract.

Enhancements to this training material are being developed, and will include a number of environmental sustainability topics such as waste disposal, recycling, energy saving, water and climate change, practical steps to save water, and food gardening. This collaborative arrangement is in line with the City's Energy and Climate Change Action Plan objectives.

Since the programme's inception in 2006, more than 3 000 beneficiaries have been trained, with sessions taking place in Macassar, Brown's Farm, Lwandle, Nomzamo, Khayelitsha, Atlantis, Tafelsig, Mitchells Plain, Kewtown and Melkbosstrand.

6.3   Housing database

In the early 2000s, the City developed a housing database system, which went live in June 2006. It comprised approximately 15 housing waiting lists from the former municipalities, which now all form the metropolitan area. This integrated housing database system is housed on a central server, and is accessible from all the City's housing offices through the City's intranet.

The database is currently undergoing a major upgrade to bring it in line with recommendations that resulted from two audits, and also to align it more closely with the requirements of the revised allocations policy.

The purpose of the housing database is to provide an accessible resource of all beneficiaries of the City's various housing programmes through a single, centrally managed list. The housing database is principally used for the allocation of vacant rental housing managed by the City, and the allocation of housing in terms of the state's Breaking New Ground (BNG) housing programme. The City's social and gap housing partners also make use of the housing database to source beneficiaries, while the Western Cape Department of Human Settlements has used it to source a portion of its beneficiaries for the N2 Gateway housing project as well as housing projects in Nuwe Begin in Blue Downs and Our Pride in Eerste River.

As at 6 February 2013, the following records were held on the housing database:
- Applicants still awaiting housing opportunities (329 888 applicants)
- Applicants already assisted with housing opportunities by the City or former municipalities (57 349 applicants)
- Applicants whose applications have been cancelled at their request, duplicate applications, applicants who obtained their own properties, or deceased applicants, etc.

From July 2012 to January 2013, 7 007 new applications were captured. Altogether 108 vacant rental units and 41 vacant old-age residence units were allocated during the calendar year ended December 2012.

6.3.1 Housing database enhancement

As part of the Mayoral EPWP job creation initiative, temporary workers were employed during 2012 to capture outstanding applications on the housing database. This initiative has had limited success, and it is felt that with the lessons learnt during this process, it can be rolled out with greater success in the future. It is important to bear in mind that updating this database is a highly collaborative process, and applicants need to be encouraged and reminded to update their personal information to ensure that the City is able to contact them when housing opportunities arise.

The City is also engaging the National Department of Human Settlements to run a series of checks on the housing subsidy system for further updating of records such as identity numbers, previous subsidy beneficiaries, etc.

6.4 Human Settlements call centre

In line with the City's drive to be highly customer-centred, a dedicated Human Settlements call centre was launched at the start of 2013. Currently, the call centre is still in its pilot phase and deals mainly with database queries, but its areas of operation will be expanded to deal with broader housing issues once the pilot phase is completed.

6.5 Accreditation and national housing programmes

The National Housing Programmes Department was originally established to ensure that the City delivers on its accreditation mandate. Subsequent to the creation of the Department, the City also became the recipient of the USDG, which is received directly from the National Department of Human Settlements. This grant has various applications, but is predominantly aimed at supporting the City to deliver on the targets encompassed in National Outcome 8. To facilitate the application of both nationally allocated grants (the USDG and the HSDG, which relates to the City's accreditation mandate), the administration of the USDG (registration and approval of projects) was also included in the mandate of the

City's National Housing Programmes Department. The departmental structure was approved by Council on 1 September 2011.

The City and the Western Cape Department of Human Settlements have signed an implementation protocol and finalised the deed of delegations that formally transferred the authority for approval of projects under the HSDG to the City. The USDG is paid directly to the City, and therefore, all processes and delegations pertaining to this grant had to be approved by Council. Council approved the process for the assessment and approval of USDG projects as well as the related delegations to the Executive Director: Human Settlements, and subsequently approved the inclusion of HSDG projects in this process and the delegations.

Although the approval of HSDG projects is encapsulated in the accreditation framework, current legislation necessitates that the provincial minister approves all projects where the municipality is the developer. Therefore, the City submitted a list of projects in line with its five-year plan to the Western Cape Minister of Human Settlements for approval. This list was approved, opening the door for the City to further administer these projects as and when they become implementation-ready.

Incorporated into the above approval process is a Project Review Committee (PRC), which considers all projects and makes recommendations to the Executive Director. The first meeting of this committee took place on 24 October 2011. Projects submitted to the PRC are considered against the key deliverables of National Outcome 8, which are as follows:

- Accelerated delivery of housing opportunities
- Access to basic services
- Efficient utilisation of land for human settlements development
- Improved property market

Projects without a direct link to the above deliverables are still considered, and are measured against the USDG policy framework, such as the rehabilitation of existing infrastructure. In terms of the HSDG, projects are also measured against the policy guidelines as contained in the National Housing Code.

Apart from the administration of USDG and HSDG projects, the NHP Department's main focus is to ensure compliance with all conditions of Levels 1 and 2 accreditation as well as with those responsibilities devolved through assignment. It was decided at national level to follow the route of assignment through intergovernmental relations legislation rather than Level 3 accreditation through the Housing Act. To ensure full functionality in terms of the aforementioned, the City has also gained access to the housing subsidy system (HSS) and has commenced also to fulfil the subsidy administration role. The link to the HSS is established through the provincial database. As the HSS is managed at a national level, this presents a strong partnership arrangement between the three spheres of government.

The effective functioning of this Department largely relies on strong partnerships with internal line departments, as well as the Western Cape and National Government. Links with social housing institutions, the SHRA and the National Home Builders Registration Council (NHBRC) will also become more critical as the City takes over the administration relevant to these entities.

Although accreditation and assignment do not equate to more funding being available for human settlements delivery, and therefore will not result in more houses being built within any given fiscal year, this does give the City full control over the budget allocated to it, as well as over the administration of projects. This will enable more effective prioritisation and efficiencies in the administration, and more streamlined approvals of projects and subsidies.

6.6   Job creation through the Expanded Public Works Programme

The Human Settlements Directorate helps the City to address unemployment through the creation of temporary jobs as part of the EPWP when executing its projects and programmes. Through an integrated human settlements strategy, economic empowerment of beneficiary communities can be strongly supported by the introduction of contractor development programmes for large, multi-year projects and programmes, and the facilitation of access to project-specific incidental opportunities.

The Directorate provides job creation opportunities in line with the City's corporate initiatives. To ensure the achievement of targets, the Directorate monitors implementation

on a monthly basis. This also includes the necessary quality review and evidence base to supplement all statistics submitted for reporting purposes.

6.7   Policies

Existing policies are periodically reviewed or new policies developed as needed. Currently, the Human Settlements Directorate is reviewing its Housing Allocation Policy, as well as drafting new policies on employer-assisted housing, public/community-based institution agreements and the clean-up of the City's housing database.

6.8   Reporting, monitoring and evaluation

Politically, the Directorate reports to the Human Settlements Portfolio Committee, which is responsible for policy development and the monitoring of policy implementation. Monthly portfolio committee meetings are held, where reports on various items relating to the functional area are presented. These detailed reports can be found at www.capetown.gov.za/en/CouncilOnline.

On a quarterly basis, reports on performance against predetermined targets are also submitted. Systems are in place to verify these data and the associated evidence used to validate outputs. In addition, the City is subjected to both internal and external audits in line with good governance principles. These audits verify that the existing checks and balances can sufficiently verify deliverables. All systems are regularly reviewed and updated.

7. DIRECTORATE STRUCTURE AND FUNCTIONS

The need for the Human Settlements Directorate structure to be more aligned with its strategy functions had led to the new structure being approved by Council in February 2013. This new structure, which will be phased in, will enhance working relations within the Directorate, and is based on aligning functions more closely with the strategy. A brief summary of each of the departments and business units in the Directorate is provided below.

Strategy and Planning Department

Land Forward Planning and Coordination

This business unit is responsible for:

- land planning and acquisition programmes for short, medium and long-term human settlements projects;
- environmental impact assessment, rezoning;
- managing and controlling the land information/data management system;
- managing and facilitating the conclusion of title deeds, transfers;
- the conversion of leasehold titles to title deeds, as well as legacy cases, which include serviced sites that need to be transferred; and
- identification and acquisition of brown buildings (old/other use) to be redeveloped for mixed use.

Policy, Research, Integration and Compliance

This business unit is responsible for:

- managing and coordinating the development and reviewing of human settlements/housing policies and strategies, including the Integrated Human Settlements Five-Year Strategic Plan, IDP and annual report inputs, and the BEPP; and
- ensuring the alignment of the City's human settlements/housing policies with provincial and national directives and guidelines, as well as compliance with relevant legislation.

National Housing Programmes and Accreditation Management

This business unit is responsible for:

- managing the planning, identification, packaging and budgeting of programmes and projects;
- managing, coordinating and administering housing programmes and projects; and
- technical monitoring and quality assurance by assessing all housing projects to ensure compliance with accreditation and assessment criteria.

Development and Delivery Department

Facilitation and Implementation

This business unit is responsible for:

- managing the identification and planning (designing), facilitation, coordination and implementation of projects and community facilities/amenities for the Directorate, and for monitoring and reporting on these;
- overseeing the development of new CRUs and hostels (including conversions); and
- managing the development of PHP projects.

Land Reform, Social and Gap Housing

This business unit is responsible for:

- managing and coordinating the implementation of the City's land restitution and reform programme;
- the facilitation and implementation of social and gap housing programmes and strategies;
- monitoring partnership agreements with social and gap housing partners; and
- coordinating and managing the hostels transformation programme (CRU) and housing cooperatives.

Technical Services

This business unit is responsible for:

- managing and controlling the provision of a professional and specialist architectural and quantity surveying service within the Directorate as well as City-wide;

- managing major upgrades to CRUs and hostels, including the development and implementation of long-term asset management plans;
- managing and coordinating the implementation of the BEPP and USDG/HSDG projects across the City; and
- upgrades of bulk services in defined areas, land parcels and proposed housing projects.

Urbanisation Department

Service Delivery Implementation, Coordination and Compliance (Informal Settlements and Backyarders)

This business unit is responsible for:

- managing the development of business processes that enable accelerated results and sustainable outcomes in relation to the upgrade, management and improvement of informal settlements and backyarders;
- managing and implementing all urbanisation planning and operational processes across the City to achieve sustainable, integrated and inclusive urbanisation implementation;
- managing service delivery implementation and coordination of improvements, developments and servicing of informal settlements and backyarders across City directorates;
- coordinating and implementing 12 corporate urbanisation chapters/outcomes across City directorates;
- monitoring and evaluating compliance with municipal service levels and standards;
- managing the development of a multi-year and integrated service delivery plan in relation to informal settlements and backyarders; and
- aligning, integrating and coordinating provision of essential services to informal settlements and backyarders with various government departments as well as other City directorates.

Informal Settlement Management

This business unit is responsible for:

- managing strategic and functional support pertaining to the upgrade and development of new and existing informal settlements/backyarder projects;
- managing the facilitation and development of community and partnership relations with all relevant stakeholders regarding future and existing integrated human settlements/community projects and initiatives in respect of informal settlements and backyarders;
- managing and coordinating a people-centred and sustainable City-wide relocation to improve service delivery and to decrease abnormal spatial densities;
- managing and coordinating informal settlements/backyarder demographic profiling;
- strategic planning and management of disaster relief and management initiatives;
- managing of area-based resources planning;
- managing and coordinating the implementation of the informal settlements winter/upgrade plans;
- managing land invasions on all City, provincial and state land;
- managing engineering services for all informal settlements/backyarders; and
- managing all planning activities relating to informal settlements/backyarders, including alignment with the Directorate's strategic plans/objectives.

Public Housing and Customer Services Department

Tenancy and Homeownership Management

This business unit is responsible for:

- managing and administering rental units, and coordinating homeownership units and special operations/programmes;
- managing reactive maintenance to existing rental units and hostels; and
- managing current special leases and properties until handover to relevant City directorates.

Communication and Customer Services

This business unit is responsible for:

- managing the administration and implementation of specific existing settlement information/reporting requirements to and from subcouncils;

- managing the development, coordination and implementation of effective communication mechanisms with all stakeholders (internal and external);

- managing and controlling the development, administration and maintenance of the housing needs database;

- developing and managing business improvement modernisation processes to render a customer-focused service at housing estate offices;

- transforming housing estate offices into one-stop information centres; and

- developing and implementing tenants committees and customer relations improvement education campaigns.

Strategic Support Services and Administration Department

This Department is responsible for:

- overseeing asset management and logistic support;

- general administration, human resource management and secretarial support;

- coordinating the audit processes; and

- overseeing the Directorate's risk management, performance management and inter-service liaison in the Executive Director's office.

8. LEGISLATION AND PLAN INTEGRATION

The City has to abide by, and align with, various laws and directives. The following sections summarise the main provisions relating to the delivery of integrated human settlements.

8.1 Legislation

8.1.1 The Housing Act 107 of 1997

The Housing Act supports the aims and goals of the Constitution, setting out the general principles of housing development that government must adhere to, encourage and promote. 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".

8.1.2 The National Housing Code

The policy framework contained in the National Housing Code guides the City's housing strategies. The Code sets out National Government's overall vision for housing in South Africa, and provides guidelines on how to achieve it. As such, it is a living document, enhanced as and when policy changes and evolves.

8.1.3 The Constitution of the Republic of South Africa, 1996

The City has a constitutional mandate, together with the Western Cape and National Government, to ensure that the right of access to adequate housing for all its citizens is realised. The Constitution further describes the objectives of local government as follows:

- The sustainable provision of services
- The promotion of social and economic development
- The promotion of an environment that is safe and healthy
- Prioritising the basic needs of communities
- Encouraging community involvement

8.1.4 Other legislation

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

- The Division of Revenue Act

- The Municipal Finance Management Act 56 of 2003

- The Rental Housing Act 50 of 1999

- The Prevention of Illegal Eviction from and Unlawful Occupation of Land Act 19 of 1998

- The Consumer Protection Act 68 of 2008

- The Social Housing Act 16 of 2008

- The Housing Development Agency Act 23 of 2008

- The National Environmental Management Amendment Act 62 of 2009

8.2 Plan alignment and integration

8.2.1 The City's Integrated Development Plan

This review of the five-year Integrated Housing Plan informs and is an integral part of the strategic focus area of human settlements and services in the City's 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.

In addition, short-term plans with annual targets are also compiled for the Directorate and each of its departments. These are contained in the Service Delivery and Budget Implementation Plans. Details can be obtained at www.capetown.gov.za/IDP.

8.2.2 National Outcome 8

The City's current, diversified suite of alternative development and delivery strategies, methodologies and products supports the National Outcome 8 imperative. Therefore, the plans contained in this five-year plan align with the strategic objectives of Outcome 8, and have been developed in the knowledge that:

- improving access to basic services is essential to human dignity;

- developments must be suitably located, affordable and decent;

- developments must facilitate the spatial transformation of the City's suburbs, i.e. moving towards efficiency, inclusion and sustainability;

- the building of cohesive and caring communities, with improved access to economic and social opportunities, is imperative; and

- developments must be financially sustainable to the City in the long term.

Therefore, the City, through a diverse range of development options, aims to meet the strategic outputs of Outcome 8 by:

- improving the living environments of households in informal settlements through incremental access to basic services as well as structured in situ upgrades;

- addressing the supportive infrastructure;

- facilitating opportunities in the gap market for households earning from R3 501 to R15 000 per month;

- creating other forms of tenure through social housing and the building of new CRUs, whilst also upgrading existing units;

- ensuring that the backyarders form part of the development planning solution; and

- pursuing all available options for the release of suitable, well-located state-owned land.

8.2.3 Provincial Strategic Objective 6

Strategic Objective 6 of the Western Cape Department of Human Settlements forms part of the Western Cape Government's vision of "an opportunity society for all". This objective focuses, among others, on accelerating housing delivery through prioritising in situ upgrades of informal settlements, and providing an increased number of people with a decreased level of assistance. It also incorporates the notion that those beneficiaries who have the means to contribute to their own housing needs must be provided with the opportunity to do so, whilst those unable to do so will be assisted, albeit at a slower pace. Therefore, this City plan in itself supports the aforementioned provincial objective.

The City's housing development strategy aligns with other aspects of the overall provincial housing plans through:

- upscaling the provision and implementation of a serviced sites/informal settlements improvement strategy by means of the incremental upgrade of informal settlements;

- addressing the cost of bulk infrastructure as a constraint to human settlements development by applying additional available funding through the USDG;

- applying the City's approved Housing Allocation Policy in order to ensure fairness in the allocation of housing opportunities;

- introducing a coordinated approach for human settlements development by means of effective integrated development/human settlements planning;

- educating beneficiaries in respect of their rights and responsibilities as homeowners and tenants, by expanding and supporting the City's housing consumer education programme;

- promoting security of tenure by facilitating transfer of title deeds to beneficiaries;

- optimal and sustainable use of land through densification along transport corridors and in economic nodes;

- creating an enabling environment in terms of land use rights, strategic disposal of land and development costs, to close the gap in the property market by way of strategic partnerships and private-sector investment;

- enhancing the supply of new and informal rental housing opportunities;

- developing and implementing a backyarder intervention strategy to improve living conditions; and

- encouraging improved property management of rental stock through the intended modernisation of the existing Human Settlements Directorate, potentially partnering with private-sector or social housing institutions.

This objective is being reviewed, and the City will provide input from this five-year plan, whilst ensuring alignment with National Outcome 8.

8.2.4 National Development Plan

This five-year Integrated Human Settlements Plan will contribute to the City's achievement of some of the goals set in the National Development Plan, by 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.

9. FUNDING

9.1 Urban Settlements Development Grant

As part of its efforts to ensure an appropriate delivery pipeline and flexed funding regimes, the National Department of Human Settlements recently added to its various housing funding programmes by launching the USDG, which is a new 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 (MIG) 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 for, inter alia, land acquisition, bulk infrastructure provision, informal settlement upgrades, reticulation services for integrated housing developments, and project packaging.

Housing project services are assessed on the basis of 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 settlements development planning and coordination across the City, because 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.

The potential offered by the USDG in enabling the City to deliver integrated human settlements in a way that adds value to communities and addresses poverty is demonstrated by Table 9.1 below, which reflects the diversity of infrastructure development projects that have harnessed the funding available through this vital grant.

Table 9.1: Projects funded, or to be funded, through the USDG

THIS CITY WORKS FOR YOU

CITY OF CAPE TOWN | ISIXEKO SASEKAPA | STAD KAAPSTAD

Infrastructure - USDG

Departments	2012/2013 National USDG R	2013/2014 National USDG R	2014/2015 National USDG R
Urban Renewal Programme	1 650 000	7 850 000	9 000 000
Electricity Services	175 806 318	185 185 760	166 000 000
Solid Waste Services	50 000 000	50 000 000	0
Water Services	195 835 513	234 000 000	206 000 000
Parks	33 530 144	54 542 240	44 500 000
Library & Information Services	1 840 180	45 741 100	18 693 370
Sport , Recreation and Amenities	70 400 377	51 268 300	50 000 000
Roads and Stormwater	213 343 340	211 830 331	275 000 000
Transport	2 375 817	31 692 990	10 000 000
Health Services	10 700 000	8 000 000	7 200 000
Social Development , Arts & Culture	921 685	0	0
Spatial Planning and Urban Design	0	3 000 000	10 000 000
Total: Bulk & Community Infrastructure:	756 403 374	883 110 721	796 393 370

The role of managing the USDG is performed by the City's National Housing Programmes Department and the PRC, with authority to approve project funding applications and ensure integrated development in line with grant conditions.
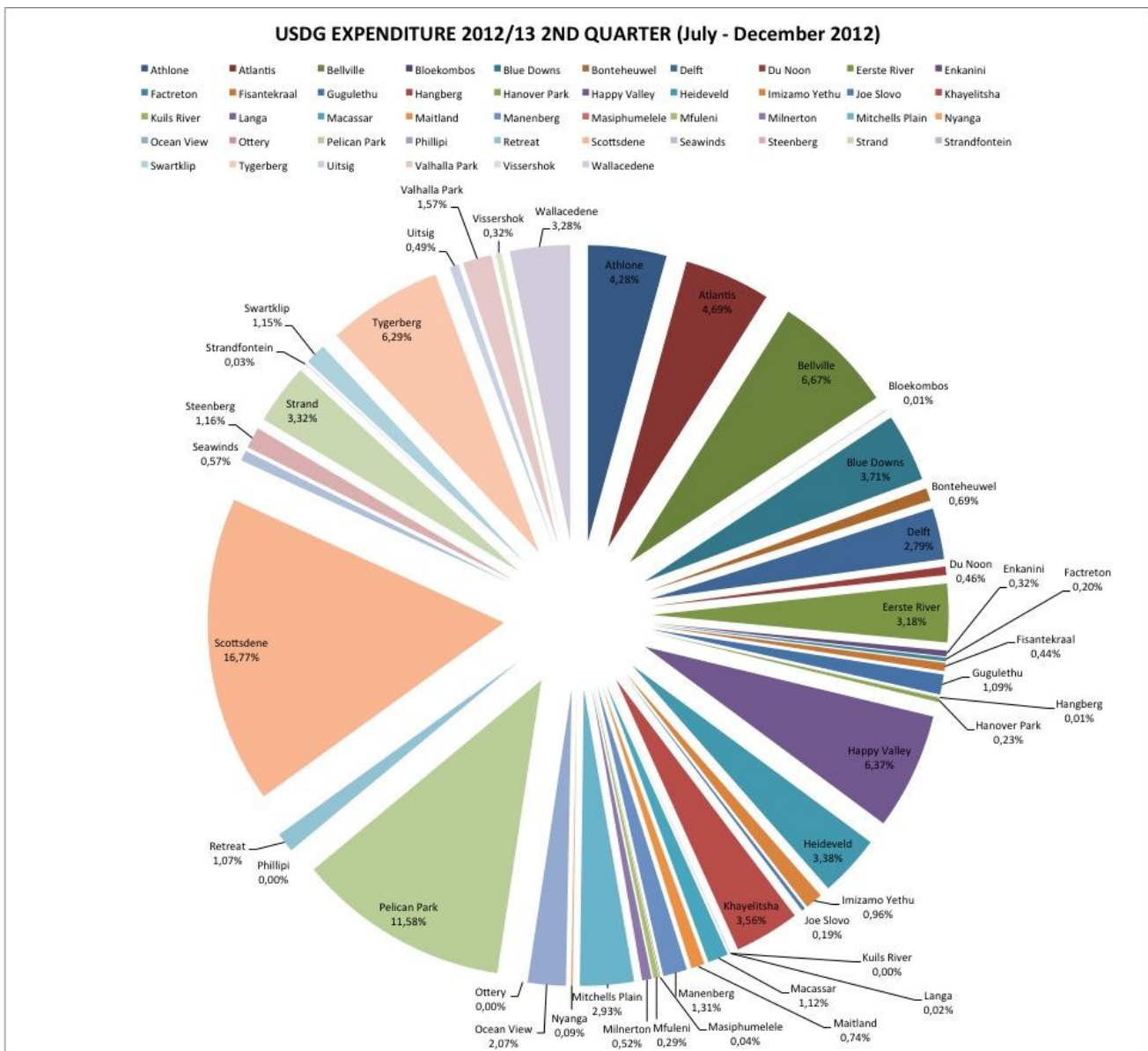
Figure 9.1: USDG expenditure in 2012

9.2 Human Settlements Development Grant

The HSDG represents the residual allocation from the appropriation in terms of the Division of Revenue Act. It funds the construction of top structures in the City's various housing developments.

ANNEXURE 1

HUMAN PROJECT SCHEDULE
NEW HOUSING PROJECTS

No.	Potential future projects (Pipeline)	Area in ha - units to be determined in detailed planning	Area	Sub-council	Ward
1	Atlantis South	329,0	Atlantis	1	29
2	Belhar vacant school sites	14,2	Belhar	6	12, 22
3	Bellville central business district (CBD) - taxi rank/station	2,9	Bellville	6	10
4	Bloekombos and surrounding properties	51,8	Kraaifontein	7	101
5	Bonteheuwel infill	5,5	Bonteheuwel	5	50, 31
6	Brackenfell - Everite land	16,3	Brackenfell	2	6
7	Darwin Road	129,8	Kraaifontein	7	105
8	Hanover Park	8,6	Hanover Park	17	46, 47
9	Harare infill housing project	n/a	Khayelitsha	10	98
10	Hostels redevelopment - Nyanga CRU	11,6	Nyanga	14	37, 39, 40
11	Hostels redevelopment - Gugulethu CRU	13,7	Gugulethu	11	42, 44
12	Joe Slovo Park - Freedom Way	0,6	Milnerton	1	4
13	Kalkfontein	30,9	Kuils River	21	11, 19
14	Kapteinsklip	17,3	Mitchells Plain	12	82
15	Kensington infill	0,8	Kensington	15	56
16	Kewtown infill CRU	5,6	Kewtown	11	49
17	Leonsdale gap - Jan van Riebeeck Drive	16,8	Elsies River	4	26
18	Lwandle hostels	6,6	Lwandle	8	86
19	Macassar erf 5315	11,78	Macassar	22	109
20	Mfuleni hostels	17,0	Mfuleni	21, 22	16, 108
21	Mitchells Plain infill: Beacon Valley	9,3	Mitchells Plain	10	99
22	Mitchells Plain infill: Westgate	13,2	Mitchells Plain	23	75, 88
23	Nooiensfontein	75,5	Blue Downs	21	19
24	Ottery CRU	1,4	Ottery	18	63
25	Pelican Park Phase 2 (BNG)	n/a	Pelican Park	19	67
26	Pelican Park Phase 2 (bonded)	81,0	Pelican Park	19	67
27	Penhill	279,0	Eerste River	21	14
28	Philadelphia infill	0,45	Philadelphia	7	105
29	Pine Road - social housing	0,17	Woodstock	15	57
30	Protea Park – CRU	3,5	Atlantis	1	32
31	Rondebosch East - gap	11,5	Rondebosch	17	60
32	Scottsville - gap	1,2	Kraaifontein	2	7
33	Zeekoevlei	13,2	Zeekoevlei	19	67
34	Sarepta gap	1,8	Kuils River	21	11
35	Strandfontein	70,7	Strandfontein	19	43
36	Swartklip/Denel land	260,0	Khayelitsha	10	99
37	Vlakteplaas	72,0	Strand	8	100
38	Voortrekker Road corridor - brownfield developments	n/a	Voortrekker Road	various	various
39	Walmer Estate	0,85	Walmer Estate	15	57
40	Wolwerivier	5,2	Vissershok	1	32
	These projects are subject to review and change, and new land may be added during the year.				

NEW HOUSING PROJECTS (continued)

No.	Planning stage	Units	Erf number	Area	Sub-council	Ward
1	Adriaanse new CRU	150	Portion of public open space	Elsies River	4	25
2	Atlantis Kanonkop (ext 12) Phase 2 & 3	1 500		Atlantis	1	29
3	Belhar Pentech infill	340	28981	Belhar	6	12
4	Bella Riva (BNG & gap)	1 000	Various erven	Durbanville	7	105
5	Dido Valley	600	4621, 4626	Simon's Town	19	61
6	Driftsands	2 500		Driftsands	21	19
7	Edward Street: Ottery sustainable development	104	6480 & 6481	Ottery	18	66
8	Eureka BNG	250	12792, 12782	Elsies River	4	25
9	Garden Cities housing project	4 000		Durbanville	7	105
10	Green Point Phase 3	500		Khayelitsha	10	93
11	Gugulethu infill (erf 8448/MauMau)	1 071	8448/2849 & 2870	Gugulethu/Nyanga	14	37, 38
12	Hangberg CRU	145	8474, 8176	Hout Bay	16	74
13	Imizamo Yethu Phase 3	1 100	7296	Hout Bay	16	74
14	Kleinvlei erf 901	66	Erf 901	Blackheath	21	17
15	Langa hostels; new flats	461		Langa	15	51, 52, 53
16	Macassar	2 500	3968	Macassar	22	109
17	Manenberg infill: The Downs	651	Various erven	Manenberg	11, 17	42, 46
18	Masiphumelele Phase 4	327	5131	Kommetjie	19	69
19	Mfuleni ext 1 & 2	700	Various erven	Mfuleni	22	16
20	Morkel's Cottage	400	15152	Rusthof, Strand	8	86
21	Morningstar	150	5643 & 13999	Durbanville	7	103
22	Nonkqubela Makhaza: consolidation	814		Khayelitsha	24	96
23	Nonkqubela Site B: consolidation	430		Khayelitsha	10	93
24	Ocean View infill	397	Various erven	Ocean View	19	61
25	Scottsville social housing	350	8287	Kraaifontein	2	111
26	Silvertown consolidation	1 316		Khayelitsha	10	93
27	Sir Lowry's Pass Village (Pinetown & Balestra)	140		Sir Lowry's Pass	8	100
28	Valhalla Park infill	777	1484, 3484, 3462	Valhalla Park	4	30
29	Wallacedene Phase 10A	1 617		Kraaifontein	2	6
30	Wallacedene Phase 10B	256		Kraaifontein	2	6
	These projects are subject to review and change, and projects from the pipeline may be added during the year.					

NEW HOUSING PROJECTS (continued)

No.	Under construction	Total units per project	Erf number	Area	Sub-council	Ward
1	Amakhaya Ngoku, Masiphumele	352		Noordhoek	19	69
2	Atlantis Kanonkop (ext 12) Phase 1	455	6268, 7767/8	Atlantis	1	29
3	Bardale Phase 4 & upgrade Phase 1	3 112	451	Mfuleni	21	108
4	Brown's Farm Phase 6	678	A,B,C & D	Brown's Farm	18	80
5	Delft The Hague	2 407	Various erven	Delft	5	13
6	Happy Valley Phase 2	1 350	454 (portions)	Blackheath	21	14
7	Hazendal infill (Bokmakierie)	166	Various erven	Athlone	11	49
8	Heideveld Duinefontein Road	759	Various erven	Heideveld	11	44
9	Hostels redevelopment - Ilinge Labahlali	324		Nyanga	14	37, 39
10	Mfuleni flood relief consolidation	4 461		Mfuleni	21	108
11	Nyanga upgrade	2 070	Various erven	Nyanga	14	36, 37, 39
12	Ocean View (Mountain View)	547		Ocean View	19	61
13	Pelican Park Phase 1 (BNG)	2 000	829	Pelican Park	19	67
14	Pelican Park Phase 1 (bonded)	1 200	829	Pelican Park	19	67
15	Philippi East Phase 5	405		Philippi	13	35
16	Philippi Park	1 100		Philippi	23	88
17	Rondevlei	225	111018	Rondevlei	18	110
18	Scottsdene (BNG & CRU)	890	Various erven	Scottsdene	2	6, 7
19	Scottsdene (bonded)	1 310	Various erven	Scottsdene	2	6, 7
20	Silvertown Khayelitsha (SST)	1 316	18332	Khayelitsha	10	93
21	Site C: survey & subdivision (Provincial Housing Development Board)	6 265	Various erven	Khayelitsha	9	18, 87
22	Somerset West 10 ha site	390	10490	Somerset West	22	15
23	Wallacedene Phase 3-9 consolidation	5 681		Kraaifontein	2, 7	6, 101, 111
24	Witsand Phase 2	1 835	1065-5, 1065-6	Atlantis	1	32
25	PHP city-wide	1 550		City-wide		

SOCIAL RENTAL HOUSING PROJECTS

No.	Potential future projects (pipeline)	No. of units	Subcouncil	Ward
1	Bothasig Phase 2	100	3	5

No.	Planning stage	No. of units	Subcouncil	Ward
1	Dillon Lane, Woodstock	64	15	57
2	Pine Road	180	15	57
3	Ottery Phase 1	150	18	63
4	Ottery Phase 2	200	18	63
5	Wetton Phase 1	100	18	63
6	Wetton Phase 2	200	18	63
7	Wetton Phase 3	100	18	63
8	Mupine	150	15	57
9	Steenberg Phase 2(B)	100	18	68
10	Montclair Phase 1	300	12	78
11	Montclair Phase 2	350	12	78
12	Brooklyn regeneration	250	15	55
13	Belhar Phase 1	300	6	22
14	Belhar Phase 2	316	6	22
15	Lansdowne	130	17	60
16	E-Junction Phase 2	282	4	28
17	District Six	750	15	77
18	Scottsdene Phase 1	500	2	7
19	Scottsdene Phase 2	500	2	7
20	Royal Maitland 4	100	15	56

No.	Under construction	No. of units	Subcouncil	Ward
1	Steenberg Phase 2(A)	150	18	68
2	Harmony Village (inst) (Westcape)	268	3	5
3	Scottsdene (soc)	100	2	7
4	Belhar (soc)	150	6	22
5	E-Junction Phase 1 (prov)	120	4	28

URBANISATION PROJECTS (UP)

1(UP) Emergency housing programme

NO.	In consulting/ construction phase	Area	Units	Subcouncil	Ward
1	Sir Lowry's Pass	Helderberg	177	8	100
2	Wolwerivier (Vissershok)	West Coast	500	1	104
	Any new project that may be required in cases of emergency.				
NO.	Planned	Area	Units	Subcouncil	Ward
1	Busasa Mfuleni	Mfuleni	850	22	16
	Any new project that may be required in cases of emergency.				

2(UP) Other temporary resettlement areas

NO.	In consulting/ construction phase	Area	Plots	Subcouncil	Ward
1	Shukushukuma	Mfuleni	89	21	108
2	Masiphumelele	Kommetjie	180	19	62
3	Fisantekraal	Kraaifontein	250	7	105
	Any new project that may be required in cases of emergency or to allow for project implementation.				

3(UP) Upgrading of Informal Settlements Programme

Project (in planning stage)	Estimated opportunities	Subcouncil	Ward
Symphony Way (new housing)	2 750	5	106
Enkanini	2 000	24	95
Tambo Square	220	14	41
Phola Park Gugulethu	400	11	42
Kalkfontein	1 400	21	19
8ste Laan Valhalla	350	5	31
Doornbach	4 000	1	104
Hangberg	300	16	74
Los Angelos/Greenpark (new housing)	2 500	21	19
Barney Molokwana section	4 700	9	89

Project (in planning stage)	Estimated opportunities	Subcouncil	Ward
These projects are subject to review and change, and new land may be added.			

4(UP) Upgrading of Informal Settlements Programme

Project (pipeline)	Estimated opportunities	Subcouncil	Ward
Sweet Home Farm	4 000	18	80
Kosovo	5 000	13	33
Monwood	2 600	18	80
Burundi Mfuleni	1 500	21	108
Strandfontein	2 000	19	43
Shukushukuma	600	21	108
These projects are subject to review and change, and new areas may become upgradeable.			

5(UP) Re-blocking

Project	Estimated opportunities	Subcouncil	Ward
Mashiniwami	250	1	4
BT section	68	9	87
Masilunge	47	11	45
Flamingo Crescent	76	17	60
Vygekraal	245	17	48
BBT section	80	9	87
Ethembeni	450	1	104
Kukutown	19	15	56
Burundi		22	16
Vlakteplaas	30	8	100
Uitkyk Sir Lowry's Pass	40	8	100
Green Fields Lwandle, Nkanini		24	95
Uitkykbos	11	18	80
Shukushukuma	349	21	108
Faure	19	22	16
Bonnietown	30	20	62
BM section	550	9	89
Europe	2 200	14	40
Ekuphumleni	300	1	4
Siyahlala	300	14	39
Kosovo	39	13	33

6(UP) Upgrading of Informal Settlements Programme (previously pilots)

Project	Estimated opportunities	Subcouncil	Ward
Monwabisi Park	6 400	10, 24	98, 99
TR section	3 500	9	90
BM section	7 000	9, 10	89, 93
Lotus Park	1 430	11	42
The Heights	4 500	19	67

7(UP) Backyarder project list – provision of basic services

NO.	Potential future projects (pipeline)	Subcouncil	Ward
	Balance of City-owned non-saleable rental stock to be prioritised	As applicable	As applicable

NO.	Under construction	Units	Subcouncil	Ward
1	Factreton	178	15	56
2	Hanover Park	2 336	17	47
3	Langa	2 281	15	51
	These urbanisation projects are subject to review and change.			

COMMUNITY RESIDENTIAL UNIT UPGRADES

NO.	Potential future projects (pipeline)	Subcouncil	Ward
	Balance of City-owned non-saleable rental stock to be prioritised for Phase 2 (to be considered in future)	As applicable	As applicable

NO.	Under construction	Number of units	Subcouncil	Ward
2	Manenberg	591	11, 17	42, 45, 46
3	Hanover Park	354	17	47
4	Heideveld	264	11	44
5	Marble Flats (Ottery)	132	18	66
6	Marble Flats (Ottery) Brickskins	132	18	66

INCREMENTAL DEVELOPMENT AREAS

NO.	Planning stage	Area	Subcouncil	Ward
1	Bloekombos extension 3	Kraaifontein	7	101
2	Strandfontein East	Strandfontein	19	43
3	Pelikan Park South	Pelikan Park	19	67
4	Parklands 3rd	Parklands		
5	Atlantis South	Atlantis	1	29
6	Macassar	Macassar	22	109
7	Mfuleni Ext.2	Blue Downs	22	16
8	Vlakteplaas	Strand	8	100
	Blocked	x3 Khayelitsha projects		
	Blocked	x1 Faure project		

BANKS PARTNERSHIP PROJECTS

No.	Planning stage	No. of units	Subcouncil	Ward
1	Thornton	128	15	53
2	Maitland	148	15	56
3	Factreton	34	15	56
4	Wallacedene	749	2	111
5	Wetton	623	18	63
6	Ottery	264	18	63
7	Rugby	115	15	55
8	Silvertown	8	11	49
	These projects are subject to review and change.			

Provincial planning and pipeline projects should be added if assignment is granted to the City in June/July 2013. Current projects being implemented by the Western Cape Government will be concluded by them.

WESTERN CAPE DEPARTMENT OF HUMAN SETTLEMENTS
HOUSING DELIVERY: CURRENT AND PLANNED PROJECTS

CURRENT PROJECTS		2013/14		2014/15		2015/16	
		Sites planned	Houses planned	Sites planned	Houses planned	Sites planned	Houses planned
Joe Slovo (2 886) UISP	2 886	300	300	600	600	1 278	1 398
New Rest (700 of 1 155) Contractor NHBRC	700						
New Rest (455 of 1 155) PHP	455						
Delft Symphony (2 150) precinct 3&5	2 150	750	750	319	1 300		
Delft TRA 5							
Delft TRA 5.1							
Delft TRA 6							
Boys Town (1 367)	1 367	300	300	209	171	269	393
Boys Town triangle (157)	157			157	157		
Boys Town extension (234)	234						
Pelican Park (Mamas)	129						
Nuwe Begin (1 791 services/ 1 200 BNG)	1 791						
Thembelihle (200)		0	0	100	100	100	100
Our Pride Phase 2 (?) (CTCHC)							
Philippi new TRA units							
Philippi TRA maintenance							

NEW PROJECTS		2013/14		2014/15		2015/16	
		Sites planned	Houses planned	Sites planned	Houses planned	Sites planned	Houses planned
Delft Silversands (600)	600			100	0	100	0
Forest Village (2 500)	2 500			200	0	200	0
Blueberry Hill IRDP (3 500)							
Belhar CBD IRDP (2 300)							
Highbury RDP (552)							
Delft infill							

ANNEXURE 2:

2013/14 PROJECTED HOUSING DELIVERY TARGETS

Project Description	2013/14 Sites	2013/14 Top Structures	2013/14 Other (CRU Upgrades & Shared services)
CITY PROJECTS inclusive of PROVINCIAL PHP	USDG	HSDG	CRU upgrades HSDG Shares services USDG
Rental Units Upgrade "CRU"			
Manenberg			684
Hanover Park			353
Heideveld			258
Ottery			123
Total			**1 418**
New Rental Units / Hostels "CRU"			
Scottsdene CRU	1	100	
Total	**1**	**100**	
Institutional and Social Housing			
Harmony Village (Inst)		200	
Scottsdene (Soc)		100	
Belhar (Soc)		0	
Steenberg (Soc)		50	
Total		**350**	
BNG (Including PHPs & UISP) & GAP Projects			
Atlantis Kanonkop (Ext 12) Phase 1		150	
Delft The Hague	900	250	
Happy Valley Phase 2	483	680	
Hazendal Infill (Bokmakierie)	153	50	
Heideveld Duinefontein Road	750	150	
Nyanga upgrades	140		
Ocean View (Mountain view)		100	
Pelican Park Phase 1 (BNG)	550	400	
Scottsdene (BNG)	80	80	
Somerset West 10ha site (Phase2 &3)	95	50	
PHP City wide		1 550	
Total	**3 151**	**3 460**	

Project Description	2013/14 Sites	2013/14 Top Structures	2013/14 Other (CRU Upgrades & Shared services)
CITY PROJECTS inclusive of PROVINCIAL PHP	USDG	HSDG	CRU upgrades HSDG Shares services USDG
Informal Settlms & Backyarders			
Households (Hanover Park and City wide)			3300
Reblocking (Households)	250		200
Total	**250**		**3 500**
IDA & EHP Projects			
Masonwabe	80	80	
Shukushukuma	73		
Wolwerivier (Vissershok)	500	500	
Sir Lowry's Pass	177	177	
Other (Ad hoc sites)	100		
Total	**930**	**757**	
GAP Sales			
Fairdale	45		
Khayelitsha	45		
Total	**90**		
Provisional Totals	**4 422**	**4 667**	**4 918**
	USDG	**HSDG**	**1 418 HSDG**
-			**3 500 USDG**

ANNEXURE 4: ORGANISATIONAL STRUCTURE – HUMAN SETTLEMENTS DIRECTORATE

EXECUTIVE DIRECTOR: HUMAN SETTLEMENTS

- **DIRECTOR: STRATEGY & PLANNING**
  - LAND FORWARD PLANNING & CO-ORDINATION
  - POLICY, RESEARCH, INTEGRATION & COMPLIANCE
  - NATIONAL HOUSING PROGRAMMES & ACCREDITATION MANAGEMENT

- **DIRECTOR: DEVELOPMENT & DELIVERY**
  - FACILITATION & IMPLEMENTATION
  - LAND REFORM, SOCIAL & GAP HOUSING
  - TECHNICAL SERVICES

- **DIRECTOR: URBANISATION**
  - SERVICE DELIVERY IMPLEMENTATION, COORDINATION & COMPLIANCE (INFORMAL SETTLEMENTS & BACKYARDS)
  - INFORMAL SETTLEMENT MANAGEMENT

- **DIRECTOR: PUBLIC HOUSING & CUSTOMER SERVICES**
  - TENANCY & HOMEOWNERSHIP MANAGEMENT
  - COMMUNICATION & CUSTOMER SERVICES

- **MANAGER: STRATEGIC SUPPORT SERVICES & ADMINISTRATION**
  - LOGISTIC SUPPORT
  - GENERAL ADMINISTRATION
  - STRATEGY, COORDINATION & MONITORING
  - INTERSERVICE LIAISON

ANNEXURES

ANNEXURE 5: INTERVENTION CATEGORIES, DEFINITIONS AND NATIONAL HOUSING SUBSIDY INSTRUMENTS

Intervention category	Definition	National housing subsidy (available for Cape Town residents)
1. Financial	Programmes that facilitate immediate access to housing goods (top structures, rental stock) and services, thereby creating enabling environments and providing implementation support	Individual housing subsidies: credit and non-credit linked R0–R3 500. Enhanced Extended Discount Benefit Scheme (EEDBS), which helps tenants to buy their saleable rental units and helps existing sales debtors settle the balance on properties they have acquired (pre-1994).
2. Incremental housing	Programmes that facilitate access to housing opportunities (rental units/ownership of a serviced site/subsidised house) through a phased process	2.1 IRDP 2.2 Enhanced PHP 2.3 UISP 2.4 Consolidation subsidies 2.5 Emergency housing programme

ANNEXURES

| 3. Social and rental housing | Programme that facilitates access to rental housing opportunities to support urban restructuring and integration | 3.1 Social housing

3.2 CRUs |
|---|---|---|

Programme	Description	Additional comments
Subsidy BNG 40 m^2 house	Provide a minimum of a 40 m² RDP house (subsidised house built between 1994 and pre-September 2004) or a BNG house (house built according to the BNG policy, post-September 2004) to families on the City's database earning a combined income of between R0 and R3 500 per month, with the subsidy amount provided by the National Human Settlements Department	Beneficiaries must be on the City's database and meet the requirements as prescribed in the National Housing Code
Consolidation housing programme	Facilitate improvements to a unit where people already own a serviced stand	Access a subsidy for top structure only, currently R55 706
PHP	For households who wish to maximise their housing subsidy by building, or organising the building of, their homes themselves. Beneficiaries can apply for subsidies through the project-linked instrument (the subsidy granted to qualifying beneficiaries to enable them to acquire a house as part of an approved project), the consolidation instrument (the subsidy granted to owners of a serviced site for the construction of a house) or the institutional	Beneficiaries must comply with prescribed policy criteria

Programme	Description	Additional comments
	subsidy (the subsidy that is available to institutions to enable them to create affordable housing stock on a deed of sale, rental or rent-to-buy option).	
Emergency housing programme	Temporary assistance to victims of housing-related disasters (such as fire and flood damage), including the provision of TRAs	Provide funding for minimum services and shelter
UISP	Provide (i) basic services (water, standpipes and toilet facilities), (ii) permanent services, and (iii) houses to existing informal settlement areas, wherever possible (including in situ upgrades)	Participants less restricted than beneficiaries who qualify for individual subsidy. Aimed at permanent areas for upgrades.
Social housing programme	This is higher-density, subsidised housing that is implemented, managed and owned by independent, accredited social housing institutions in designated restructuring zones (for rental purposes). Households earning less than R 7 500 per month qualify.	City has an agreement with various partners
Institutional housing subsidy programme	This mechanism targets housing institutions that provide tenure alternatives to immediate ownership.	Rent, with option to purchase after a certain period
CRUs	This is a programme for the building of new rental stock (including hostels) and the upgrade of existing higher-density stock, and caters for families who prefer rental housing and earn	

Programme	Description	Additional comments
	less than R3 500 per month. The City remains the owner of the rental units. (The programme includes the former hostels redevelopment programme.)	
Enhanced Extended Discount Benefit Scheme (EEDBS)	This programme allows for the discounting of an amount up to the prevailing housing subsidy on the loan, purchase price or purchase balance for the purchase of state-financed properties occupied before 1 July 1993, and stands contracted by 30 June 1993 and allocated to individuals by 15 March 1994.	
Gap (affordable) housing	This caters for families earning between R3 500 and R15 000 per month.	Implemented by private developers and bought by homeowners
Financed-Linked Individual Subsidy Programme (FLISP)	Beneficiaries earning from R3 501 to R7 000 per month qualify for a subsidy determined by an incremental band.	
Phasing-out programme	This involves phasing-out of housing subsidies, and normalising the housing environment in respect of the housing stock created under the previous housing dispensation.	Existing tenants in rental stock qualify for this programme.