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<b>1.0</b>	<b>INTRODUCTION</b>	<b>1</b>
<b>2.0</b>	<b>INFORMANTS TO THE HOUSING DELIVERY STRATEGY</b>	<b>1</b>
2.1	What Guides the Strategy	1
2.2	Cabinet Objectives	2
2.3	Provincial Strategic Plan	2
2.3.1	Wellness	2
2.3.3	Safe and Secure Province	3
2.3.4	Human Resource Capacity	3
2.3.5	Institutional	4
2.4	The PSP and the WCPHP	4
2.4.1	Quality of Living Environments	4
2.4.2	Role of Local Authorities	4
2.4.3	Needs Assessment	5
2.4.4	Equitable Allocation Strategies	5
2.4.5	Leveraging Additional Funds	5
2.4.6	Project Prioritisation	5
2.4.7	Service Payments	5
2.4.8	Additional Priorities	6
2.5	Devolution of Housing Functions and Powers	6
2.6	Uncertainty over the Restructuring of Local Government	6
2.7	Constitutional Rights and Responsibilities	7
2.8	New National Housing Policy Thrusts	7
2.9	New Procurement Policy	8
2.10	Mission of the Western Cape Provincial Housing Department	8
2.10.1	Western Cape Provincial Mission Statement	8
2.10.2	Western Provincial Housing Mission Statement Cape	9
2.10.3	NDoH Mission Statement	9
2.11	Core Values	9
2.12	Vision of the Western Cape Provincial Department of Housing (WCPDoH)	9
2.13	Key Performance Indicators for the Western Cape Housing Department	10
2.14	Conclusion	10
3.1	Over arching and Co-operative Governance	11
3.2	Building Strategy Maps	11
<b>4.0</b>	<b>THE HOUSING ENVIRONMENT</b>	<b>15</b>
4.1	WCPHP Customer Profile	16
4.1.1	Users of the WCPHP	16
4.1.2	Beneficiaries of the WCPHP (The Customer)	17
4.2	Housing Need (Market)	18
4.2.1	Format for National Budget Allocation	18
4.2.2	Backlog	19
4.2.3	Subsidised Constitutional Eligibility	19
4.2.4	Urban – Rural Ratio	19
4.2.5	Performance	20
4.3	Market Demand (Housing Need) in the Western Cape	20
<b>5.0</b>	<b>FORMULATION OF STRATEGIES</b>	<b>21</b>
5.1	Strategic Objectives	21
5.2	Customer Strategic Objectives	21
5.3	Financial Strategic Objectives	22
5.4	Internal Process Objectives	22

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5.5 Learning and Growth Objectives	23
5.6 Strategic Objective Linkage to Key Issues	23
5.7 Strategic Themes	23
5.8 Strategy Map	24
<b>6.0 STRATEGIC POLICY COMPONENTS</b>	<b>26</b>
6.1 Apportionment of the Conditional Grant	26
6.2 Upgrading of Informal Settlements	27
6.3 Hostels Redevelopment Policy	27
6.4 Managed Land Settlement	28
6.5 Budget Performance	29
6.6 Peoples Housing Process	29
6.7 Housing Standards	30
6.8 Rental Housing Policy	30
6.9 Savings Linked Subsidies	31
6.10 Integrated Development	32
6.11 Co-Ordination With Bulk Infrastructure	33
6.12 Housing Allocation	33
6.13 Urban Renewal	34
6.14 Aids Housing	35
6.15 Women In Housing	36
6.16 Development Implementation	36
6.17 "Rural" Housing Form	36
6.18 Farm Workers Housing	37
6.19 Urban Housing and Densification	38
6.20 Land For Housing	39
6.21 Sustainability	40
<b>7.0 STRATEGY PLAN AND BUSINESS PLAN</b>	<b>41</b>
<b>ABBREVIATIONS AND DEFINITIONS</b>	<b>42</b>

## **1.0 INTRODUCTION**

The purpose of this phase of the WCPHP is to deal with the key strategies required for effective housing delivery in the province. The basis of this phase is the information obtained to date, an understanding of the situational analysis and the challenges set by the national housing process.

This phase marks the start of the strategy process and deals with the social, economic and spatial strategies that are important to the housing delivery process. It also addresses the pertinent aspects of housing development in the Western Cape and possible resource implications of the proposed strategic interventions.

The information provided in this report was derived from extensive discussions within the consultant team and from input provided by a range of senior provincial and some local government officials. The next phase, following on from the consultation process, will form the basis on which the three and five year plans will be established. This report should, therefore, be understood as the framework that will guide the strategy formulation process further.

## **2.0 INFORMANTS TO THE HOUSING DELIVERY STRATEGY**

### **2.1 What Guides the Strategy**

The National Government has established a set of national priorities that are geared towards overcoming the development challenges facing the country as a whole. These are:

- Gender equality
- Strengthening the National Economy
- Economic empowerment
- Poverty eradication programme
- National human resource development
- Primary health care and national partnership against HIV/AIDS
- Crime prevention
- Job creation (including SMME's)
- Urban renewal
- Rural development
- Regional integration

To assist in setting the strategies for governance in the Province and to respond to the national priorities, the Provincial Cabinet has established a process that guides decision-making from budgeting through to project implementation. The overall guide is a set of objectives established by the Cabinet which is followed by a PSP which is presented here in some detail in view of its importance to the Province as well as its impact on the WCPHP.

The PSP is a rigorous process and it contributes towards meeting the priorities set by National Government, even though the terminology may differ in some respects.

## 2.2 Cabinet Objectives

These objectives were established by the Cabinet of the Western Cape Government in response to the development challenges it set for itself. These objectives guide every aspect of its work and preface the provincial budgetary process as well. In summary, the objectives are listed as:

- Contribute to the creation of a safer environment for our people
- Create an enabling environment for economic growth
- Prepare the people of the Western Cape for the knowledge economy of the 21<sup>st</sup> century
- Contain the spread of HIV/Aids and Tuberculosis
- Empower the poor people of our province through the provision of basic services
- Improve the quality and accessibility of services provided by the Provincial Government
- Protect, enhance and promote the total environment for the optimal development of our people
- Maintain and improve the physical infrastructure required for the development of this Province
- To bind the Province, as the gateway to Africa, ever stronger to the country and the continent

## 2.3 Provincial Strategic Plan

To implement its constitutional responsibilities (Provincial Mandates), the Provincial Government has undertaken a strategic planning exercise, which is based on the GEAR programme, called the Provincial Strategic Plan. The purpose of the PSP is to get all Provincial Departments to work together towards integrated planning. A Provincial Planning Committee has been established which comprises senior provincial department officials and a number of working groups. The committee serves as a co-ordinating instrument to manage the implementation of provincial policy decisions. The PSP is, therefore, a guiding framework for the Province in implementing its mandates.

The PSP process has produced 5 primary objectives and 18 secondary objectives that are the mandates towards which all departments in the Province are expected to work. The intention is to ensure that departmental priorities are synchronised with the primary objectives, which are described below.

### 2.3.1 Wellness

Ensure the wellness of all people through planned social change, with the emphasis on the identified need of vulnerable groups and communities

Wellness is best addressed by examining the socio-economic context of health, such as health status, the impact of external factors on health and the relationship between health and vulnerable groups such as women and children.

The secondary wellness objectives are:

- To develop, sustain and co-ordinate a promotive, developmental, preventative and rehabilitative primary health care service through a quality, integrated and comprehensive approach
- To integrate people at risk into the community. This includes narrowing the rural-urban divide
- To accelerate the provision of sustainable and affordable housing, basic infrastructure and services

### **2.3.2 Economy**

Nurture/promote and contribute towards the establishment of a healthy, dynamic, sustainable Western Cape Economy

A requirement of this objective would be to work towards a highly skilled workforce, dynamic marketing, investment in research and development, innovation and the application of knowledge and technology which contribute towards the Western Cape becoming a “learning region”

The secondary objectives associated with the Economy are:

- Maximise the growth potential of local economic sectors, focussing on those cluster/sectors that maximise employment, trade, marketing, investment opportunities and human capital development
- Broaden the ownership base of the economy in order to reflect the demographics of the Western Cape with special emphasis on previously disadvantaged groups

### **2.3.3 Safe and Secure Province**

Ensure and maintain a safe and secure Province developed and managed to promote well-being

The intention is to improve community safety and well being through the use of the law enforcement components as well as the protection of the unique biophysical environment.

The secondary objectives of a Safe and Secure Province are:

- Ensure co-ordinated participation in respect of crime prevention
- Ensure the efficiency and effectiveness in the combating of crime
- Attain sustainable and equitable development by ensuring human security and the conservation of natural resources

### **2.3.4 Human Resource Capacity**

Improve the quality of life by developing the human resource capacity of people for a vibrant and productive society realising that there is no development without self-development

A coherent and holistic strategic framework for human resource development needs to be developed to redress the low skills levels

The secondary objectives associated with Human Resource Capacity are:

- Ensure increased access to education, training and development for all learners including disadvantaged learners, potential learners and adult learners
- Ensure quality demand driven education, training and development

### **2.3.5 Institutional**

Ensure effective, efficient and sustainable governance

This objective works towards ensuring that the Provincial Government is institutionally geared towards meeting the objectives.

The secondary institutional objectives are:

- To enhance service delivery through specific management practices and techniques
- To operate within an effective, co-ordinated system of two way communication
- To develop an enterprise-wide information system
- To ensure efficient and effective civic and inter-departmental relations
- To encourage Batho Pele
- Actively pursue a value-driven transformation process
- Ensure continuous capacity building
- Extension of the income basis of the Province through specific strategies to mobilise resources

## **2.4 The PSP and the WCPHP**

As part of the Provincial government's Provincial Strategic Plan formulation process, housing delivery performance in the Province was reviewed. This review highlighted the following housing issues.

### **2.4.1 Quality of Living Environments**

As identified nationally, the provincial review also expressed a concern with the emphasis on the quantity of housing delivery and the concomitant neglect of the quality of the living environment that was established. This delivery approach of 'one size fits all' is seen as distorting the housing market. In the Provincial Strategic Plan housing is identified as a key component of the Province's strategic priority given to 'wellness'.

By implication the WCPHP needs to put in place strategies and programmes that ensure the establishment of healthy and sustainable living environments. As was identified in the Provincial Strategic Plan, this requires close alignment between housing and complimentary investment initiatives (e.g. social facilities).

### **2.4.2 Role of Local Authorities**

The housing subsidy scheme as introduced nationally originally overlooked the role of local government in housing delivery, which resulted in local government scaling down their housing capacity in the period 1994 - 1998.

As pointed out above, the WCPHP needs to give explicit attention to bolstering the housing delivery capacity of local authorities.

#### **2.4.3 Needs Assessment**

As there are no definite statistics with regard to housing needs in the Province, housing delivery in the Province has largely been reactive to date. The process has been lead by developers and housing developments have not taken place in priority areas (i.e. the Cape Metropolitan Area has not received its equitable allocation of subsidies to date).

The WCPHP needs to establish the basis of a systematic process of housing needs determination in the Province, the segmentation of the market and strategies for the equitable allocation of subsidies.

#### **2.4.4 Equitable Allocation Strategies**

By 1999 local government in the Province was sufficiently geared to proceed with housing delivery, but at this stage the Provincial Housing Development Board (WCHDB) had already allocated its available funds.

As part of the WCPHP equitable allocation strategies need to be put in place as well as a basis for prioritisation in the allocation of scarce resources.

#### **2.4.5 Leveraging Additional Funds**

Prior commitments by the WCHDB and the decision by the national Minister to reduce the province's allocation (given the new national funding bias to rural areas) effectively means that the Province cannot approve any new housing projects until the year 2003.

The WCPHP needs to incorporate strategies for the Province to procure its equitable allocation of national housing subsidies, as well as strategies for the leverage of additional funds to address the housing challenge.

#### **2.4.6 Project Prioritisation**

In terms of the new Housing Act, the Provincial Strategic Plan proposes that local authorities should also have responsibility for identifying the priority status of various projects in their areas of jurisdiction.

Accordingly, as part of the WCPHP, the options of provincial and/or local authority prioritisation of projects need to be explored and resolved.

#### **2.4.7 Service Payments**

Unpaid rates and service charges are undermining the viability of local government in the province and the sustainability of the housing subsidy programme. Many beneficiaries of the one-off housing capital subsidy cannot afford the recurrent costs of running a home.

As identified in the Provincial Strategic Plan, an issue that needs to be addressed in the WCPHP is the distinction between those unwilling and those unable to pay. This is part of the bigger issue of the state's housing responsibilities to the very poor.

### **2.4.8 Additional Priorities**

Other housing priorities identified in the Provincial Strategic Plan, that need to be addressed in the WCPHP, are:

- Appropriate technology to ensure sustainable development.
- Lobbying mechanisms to utilise linkages and funding.
- Alternative forms of housing.
- Research into health, social, land, community needs, accessibility of services and environmental issues relating to housing provision.
- Sustainable basic infrastructure and services provision.

## **2.5 Devolution of Housing Functions and Powers**

In terms of the Constitution, housing is a concurrent responsibility of national and provincial government. The Housing Act (Act 107 of 1997) introduced a new paradigm to housing governance in South Africa by devolving housing functions to the lowest possible sphere (i.e. closest to the people). To this end local authorities are now tasked with pursuing the delivery of housing. Provision is also made in the Act for the accreditation of municipalities to administer national housing programmes.

By implication the WCPHP needs to spell out the new role and responsibilities of municipalities in pursuing housing delivery. Specific attention needs to be given to the relationship between the WCDoH and municipal housing departments. Furthermore the WCPHP also needs to provide guidance on how the delivery capacity of municipalities will be build-up, including the possibility of their accreditation.

In consultation with Province local authorities in the course of undertaking the Situation Analysis, many expressed the opinion that local government had been given an unfunded housing mandate because of insufficient financial transfers in relation to the need. It is important that the WCPHP gives specific attention to addressing this vexed issue.

## **2.6 Uncertainty over the Restructuring of Local Government**

The WCPHP is being formulated at a time of fundamental restructuring of the local government system in South Africa. Areas of jurisdiction for new Category A (i.e. metro), B and C (i.e. district) municipalities have recently been demarcated, but their respective powers and functions are still being defined. The current uncertainty pervading the local government arena complicates the preparation of the WCPHP.

By implication the WCPHP needs to assist in clarifying the specific housing responsibilities for the different categories of new municipalities and explain how they are to interrelate with each other on housing matters. The WCPHP should also give attention to harnessing the housing capacities of the old local government system, and incrementally building the housing delivery capacity of new local authorities.



## 2.7 Constitutional Rights and Responsibilities

The Constitution grants everyone a right of access to adequate housing. Adequate housing is measured in terms of certain core factors including legal security of tenure, the availability of services, materials, facilities and infrastructure, affordability, accessibility and location. The Constitutional Court's ruling in the so-called 'Grootboom' case provides insight into the meaning and scope of the State's obligations in terms of fulfilling this right (i.e. Section 26(2) stipulates that "the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right").

The Court ruled that the state's responsibilities in terms of this section include the obligation to devise, fund, implement and supervise measures to provide relief to those in desperate housing need. At the time of the Court's ruling national housing policy and programmes did not specifically include reference to addressing the plight of those in desperate need.

By implication the WCPHP needs to incorporate specific measures geared at relieving the plight of those in a crisis-housing situation. Provision for those in desperate need should form part of the suite of provincial housing delivery programmes, budgetary allocation needs to be made for this purpose and implementation arrangements need to be specified.

Faced with housing needs that exceed available resources, the WCPHP also needs to put forward strategies on how the progressive realisation of housing rights will be achieved in the Province.

## 2.8 New National Housing Policy Thrusts

The NDoH has embarked on a process to review South Africa's housing strategy. Although the new strategic directions coming out of this process are not yet incorporated into the National Housing Code, there are nonetheless useful informants to the WCPHP emerging from this process. In its assessment of housing performance since 1994 the NDoH concludes that the full spectrum of housing needs have not been met in the most economic, efficient and effective manner possible. New national housing policy thrusts identified in NDoH's "Draft Housing Strategy for the New Millennium" are as follows:

- A shift from quantity to quality of housing delivery, inclusive of the introduction of quality control measures (e.g. National Home Builders Registration Council);
- Less reliance on state subsidies, which tend to promote dependency, and greater emphasis on savings and sweat equity contributions by prospective home owners;
- Less emphasis on ownership and more attention to alternative forms of tenure (e.g. rent to buy);
- Promotion of the concept of social housing, in terms of which the National Presidential Job Summit Project on Housing has been initiated parallel to the National Housing Subsidy Programme in order to inform the establishment of rental housing policy; and
- More attention to realising a sufficient rural/urban balance in housing delivery, avoiding the proliferation of urban sprawl, and ensuring holistic integrated development.

The WCPHP needs to align itself with both national and provincial priorities. By implication the WCPHP needs to respond to these new emerging national housing policy directions, as well as inform new policy and strategy formulation based on lessons learnt from best practise in the Province. There is thus scope in the WCPHP to challenge and/or elaborate on these new directions in housing policy.

## **2.9 New Procurement Policy**

As of 1 July 2001 a new procurement regime will be introduced under the subsidy programme for projects classified as “greenfield” developments. In accordance with this new procurement policy:

- The role of housing developer will be fulfilled by municipalities;
- Projects will be undertaken on land selected and approved in terms of IDP processes;
- In each phase of the project a procurement compliant process will apply;
- As an implementational model municipalities will be able to choose between either ‘outsourcing’ the entire project, or taking responsibility for stages of the project, or employing local community contractors to undertake the total development or phases thereof.

The implications of the new procurement policy for the WCPHP are onerous and include the following:

- Housing needs determination, land identification and prioritisation will need to be synchronised with the local authority IDP processes.
- The WCDoH will need to establish the additional capacity to:
  - Evaluate and approve land identified by municipalities for housing projects;
  - Monitor the land procurement procedures of municipalities where they do not have suitable housing land and have to call for land availability proposals;
  - Fund the land procurement procedure if the municipality does not have the resources;
  - Reserve funding for housing sites approved;
  - Fund and evaluate geo-technical investigations into the suitability of housing land;
  - Approve and fund detailed project applications; and
  - Manage progress payments to projects.

Where housing land has to be acquired this will be financed from the subsidy amount, thereby reducing the amount available for the top-structure.

## **2.10 Mission of the Western Cape Provincial Housing Department**

### **2.10.1 Western Cape Provincial Mission Statement**

To improve the human development index for historically disadvantaged groups by the year 2000 (as compared with 1995 levels) in order to narrow the gap between these groups (the majority of the population) and the more privileged sector of the population.

To maintain and improve the Western Cape’s relative position in the South African and global economy in order to benefit the broader interests of all the people of South Africa through balanced development.

### **2.10.2 Western Provincial Housing Mission Statement Cape**

To promote the provision of appropriate, affordable and acceptable housing and associated infrastructure in the Western Cape.

The mission statement of the WCPHP has to provide the linkage between NDoH and the Provincial legislature, yet give a clear statement of why the WCDoH exists.

### **2.10.3 NDoH Mission Statement**

The NDoH derives its mission from the requirements of the Housing Act which reads as follows:

The establishment and maintenance of habitable, stable and sustainable public and private residential environments to ensure viable households and communities in areas allowing convenient access to economic opportunities, and to health, education and social amenities in which all citizens and permanent residents of the Republic will, on a progressive basis, have access to:

- Permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements; and
- Potable water, adequate sanitary facilities and domestic energy supply”.

Their vision is further reiterated both in the Urban and Rural Development Frameworks. In each of these documents, the environment within which a house is situated is recognised as being equally important to the house itself in satisfying the needs and requirements of the occupants. Ultimately, the housing process must make a positive contribution to a non-racial, non-sexist, democratic and integrated society.

### **2.11 Core Values**

The core values which guide this housing strategy are:

- The progressive realisation of the right to access adequate housing as a basic human right
- The promotion of sustainable housing and viable healthy settlements
- The promotion of a variety of tenure options
- The integration of housing and other developments
- The promotion of equality
- Contributing towards reconstruction
- Ensuring good governance
- The promotion of gender sensitive housing

### **2.12 Vision of the Western Cape Provincial Department of Housing (WCPDoH)**

The WCDoH vision is to:

- Maintain its position as the leading Province in South Africa in the delivery of housing.
- Significantly establish initiatives to improve the quality of the housing environment produced.

- Create human settlements which provide dignity, safety and secure tenure for all citizens of the Western Cape.

This vision complements the NDoH vision, which is to have urban settlements by the year 2020 which are:

- Spatially and socially integrated
- Centres of economic, environmental and social opportunity
- Centres of vibrant urban governance
- Environmentally sustainable
- Highly participative
- Housing, infrastructure and effective services for households and business
- Integrated industrial, commercial, residential information and educational centres
- Financed by government subsidies and by mobilising additional resources

The NDoH Vision is for rural settlements which by the year 2020 will ensure:

- Greater access for rural people to government support and information and to commercial services
- Close availability of water, sanitation and energy sources
- Dignity, safety and security of access for all

### **2.13 Key Performance Indicators for the Western Cape Housing Department**

Based on the Western Cape Cabinet Objectives, each department in the Provincial Government has to establish a set of key performance indicators (KPI's) which form the basis of budgeting. The WCDoH, based on a range of priorities and values has established a set of KPI's. The KPI's presented here are based on 2001 to 2004 Fiscal Policy of the Provincial Government, but will be revised as the new WCPHP comes into effect. The current KPI's for the WCDoH are to:

- Facilitate and manage 20 000 housing opportunities
- Maintain and promote a Provincial Housing Programme in respect of rapid land release
- Maintain an information dissemination campaign related to housing
- Maintain a regulatory framework for the Provincial Housing Development Fund
- Provide technical support to Local Authorities for upgrading of bulk infrastructure, internal services and housing delivery
- Maintain WCHB assets
- Promote, facilitate and monitor municipal service partnerships at Local Authority level
- Update and restructure debtors records
- Finalise an Urbanisation Policy
- Finalise asset transfer to Local Authorities

### **2.14 Conclusion**

It is clear that, in addition to the information derived from the Phase 1 process, a diverse (though not contradictory) set of information is in place that guides this strategy process. What is common to all these can be summarised in the policy thrusts identify by the NDoH which requires that:

- A shift from quantity to quality of housing delivery, inclusive of the introduction of quality control measures (e.g. National Home Builders Registration Council);

- Less reliance on state subsidies, which tend to promote dependency, and greater emphasis on savings and sweat equity contributions by prospective home owners;
- Less emphasis on ownership and more attention to alternative forms of tenure (e.g. rent to buy);
- Promotion of the concept of social housing, in terms of which the National Presidential Job Summit Project on Housing has been initiated parallel to the National Housing Subsidy Programme in order to inform the establishment of rental housing policy; and
- More attention to realising a sufficient rural/urban balance in housing delivery, avoiding the proliferation of urban sprawl, and ensuring holistic integrated development.

This framework report is based on how best to work within the guidance provided by the various principles, objectives, policies, priorities and programmes.

### **3.0 PROCESS METHODOLOGY**

#### **3.1 Over arching and Co-operative Governance**

As part of the strategy preparation process, the team held a series of workshops, reflecting on the key development directions. Input from key officials and the WCPHP Steering Committee was also received. The intention was to test as well as assess the implications of the following:

- Provincial directives and strategies emanating from the Western Cape Provincial Strategic Plan, June 2000;
- NDoH directives and strategies emanating from
  - The National Housing Code, October 2000
  - Housing Strategy 2000 (Draft), March 2000;
- City of Cape Town, Housing Services Strategy functions report to Unicity Commission, June 2000;
- Interviews conducted with officials from local authorities during the Situational Analysis phase of this project; and
- Issues emerging from the Situational Analysis

The strategies promoted in the above were found to be (without any major exception) complementary and informative for the particular strategies required for the Provincial Housing Plan. As such these strategies have been accepted and embraced as core input to this document.

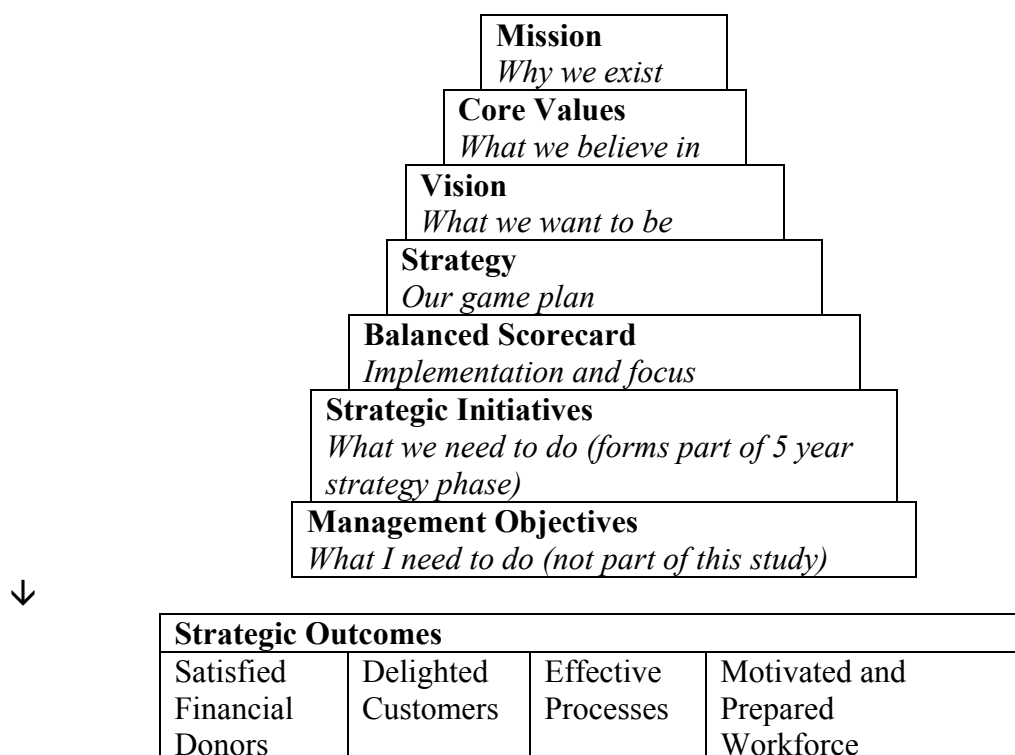
The challenge for the WCPHP is therefore to create the necessary focus and alignment with other strategies which will provide synchronisation and synergy with the strategies of, especially the NDoH, and the PSP. The PHDP (December 2000) served as guide, even though the terminology might not be the same.

#### **3.2 Building Strategy Maps**

Although this terminology is not used in the NDoH documents dealing with housing, understanding how one works towards one's strategy is important. Hence the use of the term, 'building strategy maps' is designed to assist in understanding how the strategy has been worked towards. Strategy does not stand alone as a management process. A continuum exists which starts with the mission of the organisation. The missions must be translated so that the actions of individuals are aligned and supportive of the mission. A strategy does the following things:

- Describes how to reach the goals and objectives of the organisation;
- Takes into account the personal and social values that surround the organisation;
- Guides the way to allocate and deploy the organisation’s human and financial resources; and
- Selects the strategic issues which will provide the most value to the organisation’s performance.

Figure 1.3.2(a): Translating a Mission into Desired Outcomes



The overarching mission of the organisation provides the starting point. The mission and core values that accompany it remain fairly stable over time. The organisation’s vision paints a picture of the future that clarifies the direction of the organisation and helps individuals to understand why and how they should support the organisation. It launches the movement from the stability of mission and core values to the dynamism of strategy, the next step in the continuum. Strategy is developed and evolves over time to meet the changing conditions posed by the real world.

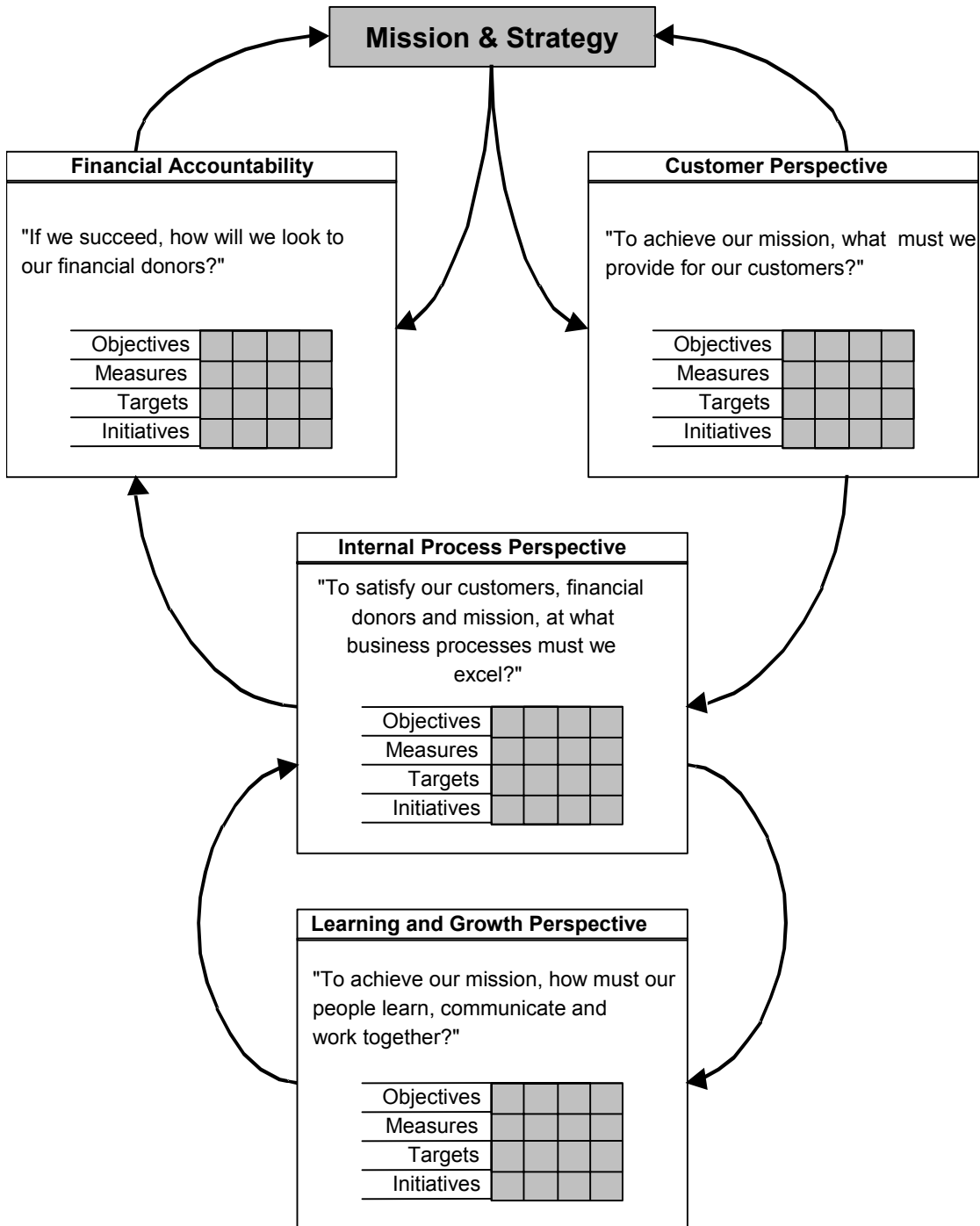
The foundation of strategy is the “activities in which an organisation elects to excel”. A sustainable strategic position comes from a system of activities, each of which reinforces the others.

The Balanced Scorecard builds a view of strategy that enables the strategic hypotheses to be described as a set of cause-and-effect relationships that are explicit and testable. Figure 1.3.2(b) illustrates this relationship as applicable for government organisations where the mission should be featured and measured at the highest level of the scorecard.

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Experience has shown that Strategy consists of complementary strategic themes. Strategic themes reflect what the management team believes must be done to succeed. Themes provide a way to segment the strategy into several general categories.

Figure 1.3.2(b): Defining the Cause-and-Effect Relationships of the Strategy.





Kaplan and Norton of the Harvard Business School created the Balanced Scorecard. Much of the thoughts process and content presented under this section have been extracted from the publications and case historic of over 200 organisations which have used this methodology for alignment, focus and implementation of strategies. It is a widely accepted and implemented tool for strategic alignment advanced by multi-national management consulting groups.

The fundamental principles to create Strategy Focussed Organisations are applicable to the national, regional and local government sectors. The main difference between business's operating for profit and non-profit government organisations is that there has to be a more careful consideration of the customer.

Customers become elevated to the top of the Balanced Scorecard Strategy maps as, ultimately, effective delivery of service to customers explains the existence of most government organisations. Also, the financial perspective may be portrayed at the top of strategy maps, concomitant with the customer's perspective, to signal the importance of satisfying the donors and citizens who provide funding for the services that the organization delivers.

This methodology is currently at the cutting edge of making the strategy work throughout an entire organisation. Using this methodology in the WCPHP should enable managers to obtain agreement on the strategy and then align the organisation to deliver effectively, much like their private sector counterparts. This methodology is not in conflict with but, rather, enhances the approach proposed in the PHDP which suggests the following methodology:

- Internal/External Analysis
- Issues and Priorities
- Vision
- Goals and Objectives
- Performance Indicators
- Spatial Framework
- Strategies
- Programmes Quantum Targets
- Budget Requirements

Once all the WCPHP is completed, it will have addressed all the aspects covered in the PHDP methodology. To make the WCPHP comply with it, a summary document will need to be written.

In both approaches, a sound understanding of the housing environment in the Western Cape is a necessary condition to applying this methodology. The following chapter interprets the housing environment based on the information obtained to date, which sets the basis for the strategic issues in the subsequent chapter.

## **4.0 THE HOUSING ENVIRONMENT**

The housing environment of the WCPHP must be understood and analysed, after which appropriate strategies can be prepared. Therefore, a full understanding of the customers and their needs must be established. The key issues have been identified in Phase One in detail and are presented in this chapter in summary form.

## 4.1 WCPHP Customer Profile

The Balanced Scorecard Approach requires the customer, as the central participant in any transaction, to be the central part of any analysis. In the Western Cape, there are two categories of customers that can be identified. These are:

- The users of the WCPHP, and
- The beneficiaries (who are the real customers).

Each of these broad segments needs to be further segmented in order to understand the customers and satisfy their needs. Each segment will probably require a unique strategy and require a particular product package. It has to be noted that the terminology used here is designed to enhance the terminology used in the various National Subsidy Programmes.

### 4.1.1 Users of the WCPHP

The WCPHP serves as the multi-year plan of the PDoH. The plan encapsulates the strategy within which the Department can allocate resources to meet its housing delivery goals. The plan also provides a framework within which the Department can develop its personnel and management systems in line with its mission, as well as prepare for contingencies that prevent it from attaining its goals.

The WCPHP is also targeted at various other users. These users, and the purposes for which they will use the plan, are set out below:

a) Financial Donors:

- NDoH – The housing plans of the different provinces inform the NDoH's national housing development plan and budget, in accordance with the requirements of the Medium Term Expenditure Framework (MTEF); and
- Other financial donors such as foreign and local endowments should be identified and approached for additional funding which is an imperative in view of declining transfers from the NDoH.

b) Institutional Partners:

- Other departments in the Western Cape Government– The WCPHP serves to align the activities of the housing department with those of other departments, especially Health, Social Services and Education; and
- Municipalities – designated as implementation agents in the Housing Act, the WCPHP serves as basis for synchronising housing delivery between provincial and local government, and also between the different categories of municipalities.

c) Private Sector Partners:

- Private Sector – For those businesses in the housing and related industries, the WCPHP provides details of public sector delivery priorities, programmes and systems; and
- NGO's – Non-governmental organisations active in the housing field will use the WCPHP to inform themselves of government priorities and programmes over the next 5 years.

d) Western Cape Public:

- Western Cape Public - The WCPHP provides individuals and communities with details of the how, what, when and where of provincial and local government housing development programmes or initiatives over the next five years.

#### 4.1.2 Beneficiaries of the WCPHP (The Customer)

The Grootboom case has become the first landmark constitutional court test case on the rights of South African's to housing. The judge in his ruling made points which are of direct concern to the organs of the State providing policies and programmes which must cover all South Africans in need of housing. The implications of this judgment are that the State has the responsibility to take steps towards addressing homelessness and to ensure that destitute communities are provided some form of housing relief. These steps are to be in accordance with the vision of the national Constitution, which identifies the right to housing to be progressively realised in a positive manner, but within the resource capacity of the State.

The implications of this judgement for the for the WCPHP is that it has to understand and respond to the needs of it's customers in a positive manner and to address the housing needs as speedily as it's resources allows. Understanding the customers helps us to see the viability of the products, services and programmes offered and to identify gaps in the market.

Generic segmentation of the customers' base is:

- a) By income – the principle of 80% of the need requiring 20% of the programme and product range applies here. In other words, only a small portion of the national housing products would be required to address the needs of a large percentage of those requiring access to housing if income were to be the sole determining criterion. However the constitution and Grootboom case point to the constitutional right of all South Africans to housing, hence the need to identify the wider range of customers.

Whilst the WCPHP serves various users, the broad customer base the plan is targeted at are those in need of housing in the Province. The eligible beneficiaries of the national housing subsidy system are households earning less than R3500 pm. Not everyone falling within this income level, however, can be regarded as WCPHP customers, as some are adequately housed and do not have specific housing needs. On the other hand, some households earning more than R3500 pm do not qualify for government subsidies but also may not be able to access private housing finance. These households should also be regarded as part of the WCPHP customer base.

- b) By geographic location – This takes into account geographic area and the number of customers living in a particular locality: urban, rural, district, metropolitan.
- c) By customer characteristic – gender, age, nature of current housing status (formal, informal, homeless). The customer segments the WCPHP should serve, are seen as follows:
- Special cases - The homeless and indigent whose circumstances are such that they require a unique welfare approach from the public authorities. Includes street children, street families, bergies, etc. All would fall into the lowest income groups but variations in their characteristics and housing needs by locality are likely.
  - Emergency cases - Households in a crisis housing situation (e.g. victims of fire, floods, land slides, evicted from farms, etc)

- Female headed households
- Elderly and orphans
- Aids affected households
- Residents of informal settlements, who need to be further segmented by income, locality, availability of services, etc
- Residents of backyard shacks in formal housing areas
- Residents living in shacks in formal housing areas
- Tenants of public rental housing stock
- Those living in overcrowded conditions in formal housing areas
- Residents living in dispersed rural settlements (on farms or in bosdorpies)
- Residents of starter homes who want to upgrade them
- Head of household by age bands – 20 to 35, 35 to 50, 50 to 65, above 65
- Length of residence in a particular local authority area
- Saving scheme membership and standing

d) By product features – these are the national subsidy programmes and products which are supplemented by Provincial programmes.

- The National Housing Subsidy Programmes are project linked, individual, institutional, consolidation, relocation, rural hostels, discount benefit, peoples housing and the new direction - rental accommodation;
- The WCDoH initiatives are managed land settlement, minimum services to satisfy health act (temporary/emergency housing), and those currently under formulation, farm worker housing, upgrading historic settlements, and identified new programmes, relocation (to allow a mobile workforce).

It must be noted that certain housing needs, such as shelter for children removed from families, are acknowledged but are assessed as welfare needs and as such are the responsibility of another Provincial Departments and National line function.

## **4.2 Housing Need (Market)**

Any business or organisation must have a comprehensive understanding of the market in which it functions. In the case of the subsidised housing market – the subsidised portion is determined by legislation and that market is determined by the housing needs of the poor.

### **4.2.1 Format for National Budget Allocation**

The data required to inform the national housing budget allocation to province is meant to be based on the four enacted criteria for budget allocation, as per Section 12 of the Housing Act, viz.

- Backlog
- Subsidised Constitutional Eligibility
- Urban – Rural ratio
- Performance

It is therefore incumbent on this process to analyse and quantify the need according to these indicators. A brief definition of these indicators as relevant to the Western Cape is required and follows below.

#### **4.2.2 Backlog**

The backlog for the Western Cape is determined according to the following categories:

- Shacks in informal areas
- Shacks on serviced sites
- Families living in circumstances of overcrowding
- Shacks in backyards of residences
- New family formation

This determination is provided in the Demand Assessment Section of Phase One.

#### **4.2.3 Subsidised Constitutional Eligibility**

Currently those households earning less than R3 500 are eligible for a housing subsidy. Income bands determine the entitlement for each household.

It has been decided to quantify two additional bands for the Western Cape Housing Plan i.e. a band R3 500 to R6 000 and then above R6 000, not that these bands qualify for Government Subsidy, but in order to track and be aware of issues which may impact on the eligible.

#### **4.2.4 Urban – Rural Ratio**

In terms of the WCPHP the following definitions have been utilised:

- Urban definition: “An urban area is one which has been legally proclaimed as being urban. Such areas include towns, cities and metropolitan areas (SSA).
- Semi-urban definition: “Not part of legally proclaimed urban area, but adjoins it (included with non-urban) (SSA).
- Non-urban: “All other areas, including commercial farms, small settlements, rural villages etc”. (SSA).

In view of the current approaches to municipal demarcation, strict differentiation between urban and rural municipalities are not possible because all municipalities, including the Cape Metropolitan Area contain a mixture of urban and rural areas as traditionally defined. As a result, it will be helpful to understand the functional linkages between the various settlements within the newly demarcated areas and to support or strengthen these linkages. This approach formed the basis of the demarcation and should be universally applied to public policy

In the Western Cape there is a particular vocabulary used viz. the Metropolitan area and the Platteland. The Platteland defines all towns and areas outside of the Cape Town Metropolitan area. Both the Platteland and the Metropolitan area have urban and rural areas, although the majority of rural area is in the Platteland. In this regard, reference should now be made to Platteland municipalities because a number of towns and settlements have now been incorporated to form a particular municipality.

#### 4.2.5 Performance

Performance by numbers represents a push-pull indicator, because the lower the performance the greater the need; and the higher the performance the lower the need. Therefore its effect on the housing requirement (need) can be determined in accordance with past achievement and the targets set for the future. Performance is not a direct need, but the efficiency and effectiveness of the Province has the potential for an increase in the funding from NDoH, thereby reducing the future need. Numbers should not only drive performance, but cognisance must be taken of certain imperatives such as:

- spatial integration
- institutional integration (in every direction: up, down, horizontally)
- sustainability
- affordability
- healthy environments

#### 4.3 Market Demand (Housing Need) in the Western Cape

Please note that notwithstanding the suggestion to depart from the traditional definition of rural and urban, this analysis was undertaken in terms of the old municipal demarcation, hence the reference to rural and urban areas. In future editions of the Strategy, this will be changed. All tables in this report thus refer to traditional urban and rural definitions.

Current housing needs are estimated as 310 000 with new households up to 2006 adding an additional 100 000. These needs are made up broadly as set out in Table 4.2(a).

Table 4.2(a): Housing Needs

Area	Current Backlog		2006	
	No.	%	No.	%
<b>A Urban</b>	295 000	71%	393 000	96%
(i) City of Cape Town	220 000	71%	303 000	74%
(ii) Platteland	75 000	24%	90 000	22%
7 Major Towns	40 000	13%	49 000	12%
Other defined Urban Areas	35 000	11%	41 000	10%
<b>B Rural</b>	15 000	5%	17 000	4%
<b>TOTAL</b>	<b>310 000</b>	<b>100%</b>	<b>410 000</b>	<b>100%</b>

It has been estimated that of these approximately 15% will find a way to provide for themselves and will not ask for assistance.

Table 4.2(b) provides a breakdown of the need according to the eligibility bands and extends into two bands above the eligible bands.

Table 4.2(b): Distribution of Housing Backlog by Income Band

Income Band	Current Backlog	
	Number	%
R3500-R1500	59 040	14,4
R2500-R1500	91 430	22,3
R1500-R1000	84 870	20,7
R1000-R0	174 660	42,6
<b>TOTAL</b>	<b>410 000</b>	<b>100</b>

## 5.0 FORMULATION OF STRATEGIES

### 5.1 Strategic Objectives

During Phase One of the preparation of the WCPHP, the housing environment was scanned and the issues identified and listed. A process of prioritisation of these issues was undertaken in order to identify the appropriate strategic objectives applicable to the strategy. The objectives were formulated within the parameters of the four perspectives identified in the Balanced Scorecard methodology. These are:

- Customer perspective
- Financial perspective
- Internal process perspective
- Learning and Growth perspective

These objectives were debated in workshops and the key strategic objectives identified for the WCPHP. Objectives in this context mean clear and measurable targets that should be achieved.

### 5.2 Customer Strategic Objectives

In the customer perspective the question asked is “to achieve our mission what must we provide for our customers?”

Five strategic objectives were formulated. Housing beneficiaries, as customers are entitled to a range of services listed below.

- Customers should be able to choose a housing solution from a variety of products, programmes and locations which they believe suits their needs after receiving proper advice, information and education about the options available;

- Customers should receive an efficient, helpful, knowledgeable service throughout the multifaceted aspects of housing delivery;
- Customers are entitled to settlements that are safe, secure and healthy living environments;
- Customers should be provided with sustainable and affordable housing, basic infrastructure and services suitably supported with schools, health care facilities and community facilities; and
- Customers should be provided with an enabling housing process that is sufficiently flexible to upgrade or downgrade and creates and sustains capital development.

### **5.3 Financial Strategic Objectives**

For the financial accountability perspective the question asked is, “if we succeed, how will we look to our financial donors or funding sources?” Five strategic objectives were formulated and selected. These are listed as follows:

- Maximise the funding supplied by the NDoH, by focussing on the statutory requirements, any specific new directions, any policy shafts, and delivery performance;
- Secure funding partners to increase the funds available to the housing delivery, information and education processes;
- Increase the income base of the housing sector from increases to the rates base, reduction in non payment of rentals and services through a structured process of support and encouragement of urban renewal;
- Maximise the growth potential of job creation, focussing on those skills and business developments which will be sustainable and progressive in human capital development;
- Broaden the ownership base of the housing sector in order to reflect the demographics of the Western Cape, with special emphasis on previously disadvantaged groups; and
- Secure from NDoH a fair share of the national housing allocation for the Province.

### **5.4 Internal Process Objectives**

In the internal process perspective the question to be addressed is, “to satisfy our customers, financial donors and mission, at what processes must we excel?” Nine internal process strategic objectives were formulated. These are as follows:

- Ensure that customer needs are addressed through the identification and matching of the programmes, products and appropriate standards;
- Streamline customer interactions through improved productivity and staff training;
- Promote community based problem solving through ensuring co-ordinated participation in respect of identifiable community issues;
- Ensure efficiency in the administration and delivery of the housing products and programmes;
- Ensure effectiveness in the administration and delivery of the housing products and programmes;
- Promote integrated development both spatially and institutionally;
- Develop an effective management and customer information system;
- Attain sustainable and equitable development by ensuring human security and the conservation of natural resources; and



- 
- Encourage and promote the spirit of Batho Pele.

## 5.5 Learning and Growth Objectives

In considering the learning and growth perspective, the question to be asked and answered is, “to achieve our mission, how must our people achieve our mission and how must our people learn, communicate and work together? Six learning and growth objectives were formulated to guide the learning and growth objectives. These are to:

- Provide access to career development and mentoring for all staff through a program of continuous capacity development;
- Achieve a positive employee climate through operating within an effective, co-ordinated system of interactive communication;
- Identify and close the skills gap;
- Ensure that there is strategic job coverage at all levels; and
- Actively pursue a value-driven transformation process.

## 5.6 Strategic Objective Linkage to Key Issues

The key issues identified in Phase 1 numbered 187. The team engaged in a prioritisation exercise before identifying the strategic objectives. During this process the key issues were reduced to 88, which still represented a substantial list.

The strategic objectives were then crafted around the housing issues, provincial objectives and national objectives. Each issue was then checked against the strategic objectives and in the process linkages were established. In table 5.1 these linkages are presented. The issues (shortened for ease of reference) with their allocated number are attached as Appendix 1. However, the following comments should be noted:

- all the issues are substantively covered by the set of strategic objectives
- the number of issues per objective highlight those of importance
- the objectives with a few issues were discussed as candidates for omission, but were kept because of their relevance for future planning.

## 5.7 Strategic Themes

Strategy very often consists of complementary strategic themes. Strategic themes provide focus and reflect what the management team believes should guide resource allocation and departmental programmes.

The departmental managers, together with the core consultant team, identified fifteen themes. A ranking process, followed by intensive debate, eventually resulted in the selection of the following strategic themes:

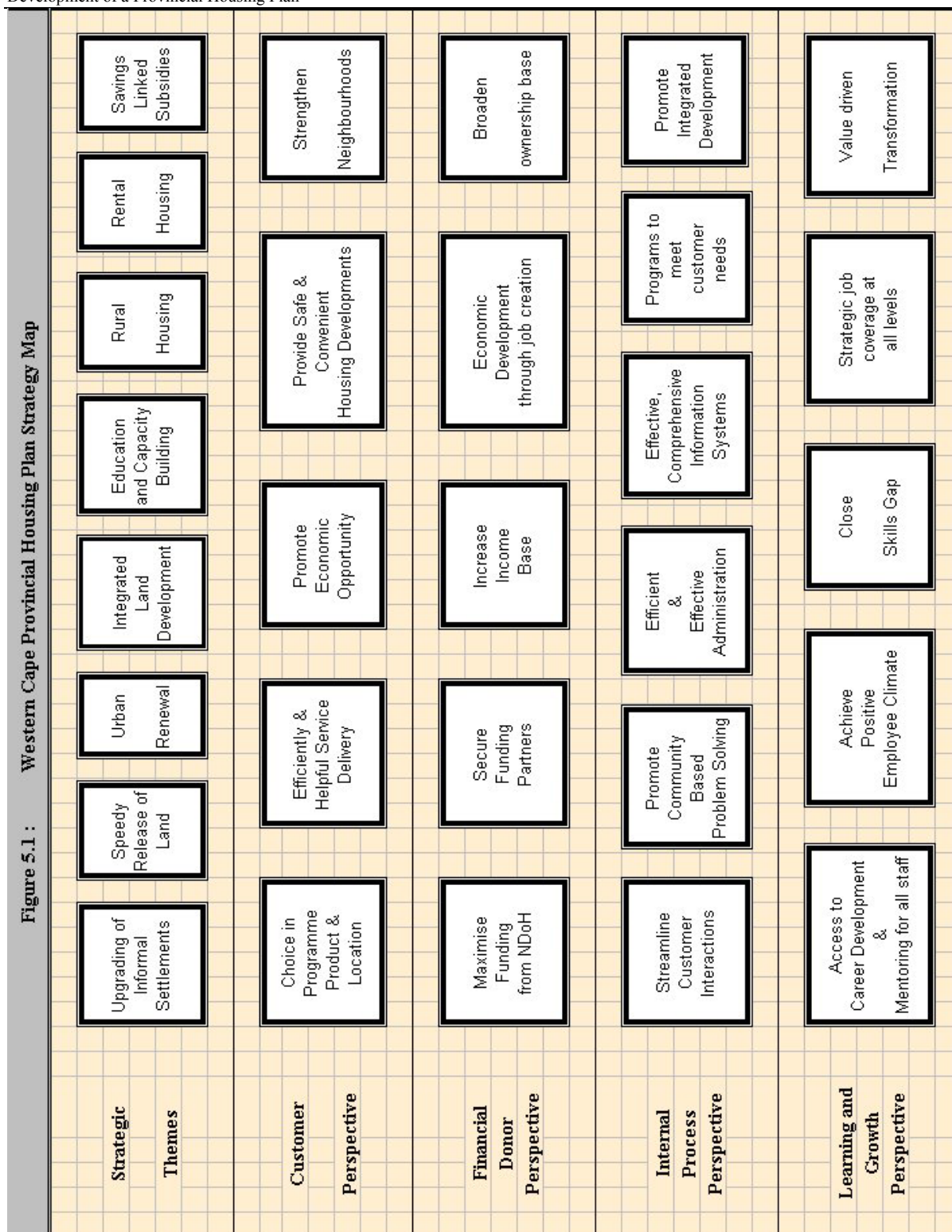
- Rapid release of land for housing, especially in well located areas
- Urban renewal, incorporating inner city development, densification (especially along corridors), Background shack upgrade and hostels upgrade
- Integrated land development to promote efficient and effective land uses

- Upgrading of informal settlements
- Linking housing subsidies to savings
  
- Housing types in Platteland municipalities
- Education and capacity building amongst officials and beneficiaries
- Rental housing options

## **5.8 Strategy Map**

A strategy map was subsequently developed to determine how the themes were to be effectively implemented. As the strategies were developed, commonality was found around key strategies that reflected the strategic objectives.

The initial balanced scorecard was therefore created for all eight themes as shown in Figure 5.1.



Arising from the interaction between the various themes and the four perspectives, a number of strategic policy components emerged which needed further elaboration. As the term suggests, these are components of the study that should inform the WCPHP. In the following chapter, the policy components are presented, in no order of preference or importance, because prioritisation forms part of the next phase .

## **6.0 STRATEGIC POLICY COMPONENTS**

The strategic policy components listed in this section have generally been prepared within the following framework:

- Current policy status or is there an applicable policy?
- Relative importance/significance
- Possible role-players for implementation
- Appropriate implementation programme, is there a subsidy programme associated with the strategic policy?

### **6.1 Apportionment of the Conditional Grant**

The Western Cape has accepted a prioritisation model for the apportionment of the conditional grant from NDoH. This is not fully implemented due to budget commitments for active projects. The mismatch between demand and supply in the housing sector has resulted in a crisis in housing delivery. Furthermore, with the promise of further cuts in transfers from the national treasury, this policy must be fair, equitable and address the constitution requirement for a functional Multiyear Housing Plan.

The two primary guiding principles for allocation of the conditional grant underpinning the WCPHP should be:

- The apportionment of the grant should be needs driven; and
- The incremental provision of housing according to the affordability of the beneficiaries, the local authority and the provincial department.

Targets, performance and measurement criteria are to be set by WCDoH for specified aspects to give direction and focus to Local Authorities, the aim of which will be to monitor and ensure integration, quality and equity.

The WCPHP strategy for allocation to projects has been debated and it was resolved that the Provincial allocation procedure be based on the following:

- Apportionment is to be based on the need and targets set according to provincial and national priorities;
- Apportionment is to be according to targeted percentages for the local Platteland municipalities (Category B) and thereafter the targets set for the City of Cape Town and the five District Municipalities;
- Applications would be prioritised within these areas, with the local authorities expected to prioritise their needs. The WCDoH could do this on an agency basis if requested; and
- The Department would need to influence the local authority prioritisation to reflect the provincial and national housing objectives and targets for programmes.

The WCDoH should assemble a database for backlog and progress monitoring.

Funding allocations should be made to the metropolitan and district municipalities. WCDoH should monitor the programmes and performances associated with this programme.

The diagrams indicating the strategic policy graphically are provided at the end of this report.

## **6.2 Upgrading of Informal Settlements**

The Western Cape has accepted in principle a draft guideline prepared by the programme manager for the iSLP, Caleb, titled “Integrated Strategic Plan for the Establishment, Management and Improvement of Informal Settlements in the Western Cape”. This document draws on the considerable experience gained in the iSLP in the CMA with regard to a range of settlement upgrading issues.

The Provincial Government considers this need as being of the highest, or certainly one of the highest, priorities for housing in the Western Cape. The needs associated with the upgrading of informal settlements range from basic tenure to serviced sites and formal top structures, which have hitherto not received much priority, but for which an enormous need exists. The budget provision is mostly needs driven (by area) according to the budget allocation procedures, but should be altered to be included as a target for informal settlement upgrading.

In law, the responsibility for informal settlements rests with the owner of the land as well as the local authority. In most cases it is the local authority, sometimes the Provincial Government, followed by the private sector (in a minority of cases) that would have a direct interest in informal settlement upgrading. However, in terms of the Housing Act, the obligation for implementation rests primarily with the local authority, which defaults to Provincial Government as the main funder.

The appropriate implementation programmes within which informal settlement upgrading can take place, includes the following:

- Managed Land Settlement (Phased PLS)
- Project Linked Subsidy
- Consolidation Subsidy
- Individual Subsidy
- Peoples Housing Process

The Draft Guidelines prepared by Caleb, as well as studies underway within the City of Cape Town, should serve as the basis for implementation.

## **6.3 Hostels Redevelopment Policy**

The need to redevelop hostels is a national policy and some municipalities have already started implementing it. In order to have a province-wide policy, the Western Cape Government is presently preparing a draft policy which uses the National policy as a base, with supplementary additions to incorporate local requirements.

Ten public sector hostel re-developments have been identified, eight of which have been completed. Stellenbosch and Cape Town municipalities are still in progress and require budget allocations for it to continue. The major hostels redevelopment project is in the CMA with over 8 000 families to be offered either redeveloped hostel units or other subsidies. The project is proceeding incrementally at about 300 families per year. Budget provision should be in the order of R2 million per annum. The grey sector hostels have not as yet received any fund provision. The WCHB has accepted the principal of providing subsidies, but none have yet been approved.

In terms of National and Provincial policy, local authorities have the primary responsibility for implementation.

The appropriate implementation programmes that exist for this strategy are:

- Public Sector Hostels Redevelopment Programme
- Project Linked Subsidy
- Institutional Subsidy

Consideration should be given to education funding for homeowners in the hostels redevelopment programme.

#### **6.4 Managed Land Settlement**

The Western Cape has an approved policy for MLS that is presently being implemented. This policy is based on the former CMC's policy that received very favourable mention in the Grootboom case. It has as its focus beneficiaries who qualify for the housing subsidy and are specifically defined due to their circumstances. These beneficiaries are settled on land where progressive upgrading can be done over time through the subsidy system, when sufficient funds are available.

The mismatch between demand and supply in the housing sector has resulted in a crisis in housing delivery. This policy addresses crisis situations. However with the promise of further cuts in National funding, budget provision for this policy is expected to grow in all provinces. This segment of the need has been identified by the WCDoH as the highest priority. The need ranges from basic tenure to basic services on a pegged site. An amount of R6000 as a partial draw on the PLS is the basic NDoH programme. The budget provision is needs driven by area according to the budget allocation procedures and will be the greatest in the urban areas.

In most cases it is the local authorities (sometimes the Province, followed by the private sector, in a minority of cases) that has responsibility for dealing with managed land settlement. In the Housing Act the obligation for implementation is firstly the LA, which defaults to the WCDoH.

The appropriate implementation programmes associated with managed land settlement include:

- Project Linked Subsidy (partial)
- Peoples Housing Process

## **6.5 Budget Performance**

Although the WCDoH has an established Fiscal Policy which links budgeting to goals, objectives and KPI's. Prioritisation and budget allocation is currently still done on a project basis. Project applications are received, prioritised then linked to a budget. To change this the, WCDoH has implemented a housing prioritisation model that is designed to link housing delivery to certain areas of greatest need and to allocate subsidies accordingly.

The policy regarding budget allocation is very important and the system being implemented prioritises the needs of Local Authorities in the Western Cape according to data from an annual survey. This will deliver a ranking of the Local Authorities and funds can be allocated accordingly. In the previous financial year the Metro substructures were each allocated R20 million for subsidy housing projects (i.e. R120 million). In the 2000/1 Financial Year The Provincial Housing

Authority over-allocated R30 million to projects due to the great demand for housing. However, the model needs to be reviewed in view of the new challenges and priorities being considered in the WCPHP.

The WCDoH controls the overall housing budget allocation to local authorities. In terms of the budget performance requirement, this process should be retained and extended to the local authorities.

## **6.6 Peoples Housing Process**

The Peoples' Housing Policy Programme is in place and is presently being implemented by the WCDoH on a relatively small scale. The policy is highly appropriate at present, because it focuses on, and provides for, communities that are keen to build their own homes. In view of the problems associated with peoples' access to financing from formal institutions, this programme should continue.

The WCDoH also funds the construction of support centres that are used as material supply depots that are ultimately converted to community facilities once the housing project has been completed.

Although the Peoples' Housing Process can access funding in terms of national policies, very few projects have been approved by the PHDB and are presently limited to a few areas in the CMA, with even fewer in the Platteland municipalities. Consideration should be given to extending this model to some of the Platteland areas where the chances of successful implementation are relatively high, as well as increasing the number of projects in the CMA. The policy is important as it empowers the beneficiary community, enabling people to acquire skills and creating further local job opportunities.

Presently, the PHDB approves the projects where local authorities are involved in certain aspects of administration. Community groups are directly involved in the management of the project, because it provides a measure of public accountability for funds used. This process should continue, but measures should be taken to avoid the local authority from taking whimsical decisions which would impact on project implementation.

The main role players are development NGO's, especially the South African Homeless Peoples' Federation.

## **6.7 Housing Standards**

The PHDB has adopted a norms and standards policy with regard to the type of top-structure to be built and funded through the subsidy housing funds. The policy is crucial and refers to a minimum floor area of 30m<sup>2</sup> and makes reference to roof covering, water-proofing, etc. The Policy of Norms and Standards adopted by the PHDB is very important and is implemented and monitored by local authorities and the WCDoH Inspectorate. Housing Projects will only be approved if the product offered conforms to the minimum Housing Standards.

It is expected that the developer/builders should comply with the PHDB approval regarding Housing Standards and Specifications. The local authority and WCDoH officials monitor standards and progress. However, consideration should be given to introducing sustainability factors and overall settlement quality as key components of the housing standards strategy.

## **6.8 Rental Housing Policy**

At this stage national policy on subsidised rental housing is reflected primarily in the Presidential Job Summit Housing Strategy. The policy allows for national subsidy allocations to be reduced to allow for a separate interest free subsidy fund investment in the RHDC for a period of 16 years. The purpose is to provide sufficient equity to attract private sector gearing at competitive interest rates. The intended result is that the RHDC can then give loans to housing institutions (Section 21 companies) at interest rates well under market prime. The primary target market is the beneficiary who earns between R1 500 and R3 500 per month.

The provincial experience with rental housing is echoed nationally and internationally. Rental stock is only an asset if it is managed and maintained to a high standard, with strict legislation and rules related to payment (and non-payment). Political influencing makes it extremely difficult for any level of government to be a good landlord. Consequently, private sector involvement in management, maintenance and collections is favoured locally and internationally.

Although informal settlements house mainly unemployed people, they also house a significant quantity of employed (but displaced) families. Many within this group would prefer to rent rather than buy because of the flexibility it offers them with regard to following employment opportunities. A more recent and growing phenomenon is the renting out of outbuildings and shacks. This is particularly relevant in Gauteng and the Western Cape – the main employment centres. Unfortunately, there has not been any significant development of rental stock to accommodate the needs of this sector. The new Rental Housing Act does not encourage private sector investment in this sector, especially since the subsidy programmes encourage ownership over rental.

The current role players are:

- Provincial Government
- Local Authorities
- Employers (Hostels and Houses)



The future players will be:

- Public / Private sector partnerships (e.g. RHDC)
- Housing Institutions (Development and ownership)
- National, Provincial and Local Government (Policies and laws)
- Employers and Unions (Market support)

An appropriate implementation programme would include the following:

- The Presidential Job Summit initiatives referred to earlier seem sound. It would appear, however, that the private sector funders have concerns about the disproportionate level of control required by national government;
- In the short term, the use of provincial subsidies, local authority special operating accounts, NHFC funding, together with private sector management and funding on a local level, is more likely to succeed;
- It is likely (and desirable) that the development of rental stock be done in tandem with the development of homes for sale, both types making use of institutional subsidies. This will discourage the negative attitudes to pure rental scheme environments.

A few projects are being initiated in the Western Cape with very positive market indications. However, there is a need for comprehensive research to establish a reasonably accurate level of immediate and future demand. Most of this research can be done through employers, employer organisations and unions.

The Capacity and Constraints Analysis for Housing Delivery in the Western Cape – Relative to Fiscal Supply reveals that nearly 50 000 public sector rental units exist in the Cape Town metropolitan area, running at a nett loss of more than R85 million annually. This is an asset which needs to be properly recorded and assessed, with a resultant comprehensive business plan to convert it to an asset for the population of the Western Cape if rental housing is to develop into a significant sector in the housing market for low income communities.

## **6.9 Savings Linked Subsidies**

Currently, apart from the former City of Cape Town, there is no official savings policy directly linked to the award of subsidies to beneficiaries, although savings are encouraged.

In the private sector, the concept of savings linked support was originated by several banks for the middle-income group. However, the savings concept for the poor was started by the S.A. Homeless Federation and the People's Dialogue. The Cape Town Community Housing Company, also has a policy of applying its funding to housing people who display the capability, determination and financial discipline of prior saving towards ownership of a new home.

The relative shortage of government subsidies makes it important to ensure that each subsidy is appropriately allocated, utilised and sustained. In ideal circumstances, each subsidy should be enhanced by private sector gearing and a contribution from the beneficiary to facilitate a proper sustainable home. Although the contribution from the beneficiary is likely to be the smallest monetary one, it is the most significant, as it will ensure some level of commitment and pride in the home, thus contributing to its sustainability.

The current role-players in the Western Cape are:

- The S.A. Homeless Federation and the People's Dialogue
- The Cape Town Community Housing Company

All current and future housing institutions should be encouraged to formulate policies related to beneficiary savings schemes and deposits.

The approval of subsidies at PHDB level should take cognisance of beneficiary contributions through savings. Private sector funders will also encourage and manage beneficiary savings schemes.

The danger of setting official standards and rules for beneficiary saving schemes, is that such rules might exclude some very deserving beneficiaries. However, official guidelines would be useful, with a requirement that a minimum of 60% of beneficiaries in any particular project being required to contribute a deposit and/or prove participation in an approved saving scheme.

An approved saving scheme should provide evidence of at least 6 or 12 months of contributions equal to the estimated future monthly cost of owning the new home.

#### **6.10 Integrated Development**

Although included in various vision and mission statements pertaining to the housing process, there is currently no policy specifically dedicated to integrated development and how this is to be achieved. To ensure proper housing delivery, it is essential that it be implemented in accordance with sound integrated development principles.

Most recent housing developments are not deemed successful because educational, social and recreational facilities are lagging years behind the actual occupation of houses. In other cases the township layout and housing forms do not match the physical conditions or locational opportunities offered by the site, which result in an inefficient product both for local residents and local authority managers. This aspect has a wide significance and links to other policy components such as sustainability, co-ordination with bulk services and housing form which are compromised because the dominant focus is on the provision of housing structures taking precedence over the need to provide an enabling environment.

The role players must include all the relevant provincial and local government departments as well as service providers such as Telkom, Eskom, etc.

Formal guidelines such as "Guidelines for Human Settlement Planning and Design" exist to ensure integrated development. This guideline, known as the new Red Book, was prepared for NDoH but is not sufficiently used because of the limitations placed by the prevailing approaches to housing subsidies. It is important that a protocol be established to steer and monitor projects in terms of this approach.

## **6.11 Co-Ordination With Bulk Infrastructure**

Government's infrastructure policy and standards stipulate that the housing subsidy may only be utilised to provide certain basic internal municipal services. It is the responsibility of the municipality to provide bulk and connector infrastructure. The PHDB will not approve a housing development project unless the municipality certifies that the necessary bulk and connector infrastructure are provided or will be provided to the development.

Policy in respect of bulk infrastructure standards is dealt with by the Departments of Water Affairs and Forestry, Transport, Mineral and Energy Affairs and Provincial and Local Government. A lack of co-ordination between these departments can impact on the housing process.

Many bulk services such as sewage treatment works and bulk water supply facilities are operating near capacity limits. Current indications are that little or no growth in capital budgets can be afforded over the next few years. There is however an immediate need for housing development within the catchments of these works. The current CMIP allocations also fall far short from what is required for the Western Cape. One way of extending the capacity of bulk infrastructure is through demand management. Loss control through awareness programmes is essential to ensure successful demand management.

Another dilemma is that the housing development process has drastically increased the maintenance burden of municipalities in recent years. This has rendered many municipalities, critically short of the capacity required to properly maintain the current infrastructure within their jurisdiction. General degradation is evident in these areas and in some instances it has resulted in the total collapse of certain services.

Finally, although synchronicity between infrastructure and housing delivery is a guiding principle of CMIP there is still a need for improved co-ordination. This also applies to the National Electricity Regulator and future LA bulk infrastructure funding programmes.

The co-ordination of housing development with bulk infrastructure must be ensured by both local authority engineers as well as CMIP officials at provincial level.

There are currently two Government-funded programmes, namely, the CMIP and Department of Water Affairs and Forestry infrastructure programmes for peri-urban and rural projects. It is clear that these funds are increasingly becoming inadequate and additional bulk infrastructure funding will therefore have to be allocated at local authority level.

## **6.12 Housing Allocation**

A universal policy on housing allocation does not exist in the Western Cape. This issue is important to policy makers as different allocation mechanisms are currently used by local authorities and other housing role-players to prioritise housing beneficiaries. It is therefore important to create a consolidated framework to guide the allocation process throughout the Province.

In some areas, the need to provide a framework for the allocation of houses has prompted authorities to develop a program whereby beneficiaries can be ranked and allocated to housing projects. The variety of current waiting lists highlights the importance of this issue to local government. Housing allocation also provides essential statistics on the housing need within different areas. This process links closely to other key policies such as the Peoples Housing

Process, managed land settlement, single headed households and development implementation. The impact is far more significant on urban than on rural areas.

Implementation currently exists at local authority level, but it is essential for the WCDoH to become involved at a policy level in the allocation process.

The City of Cape Town has recognised the need to research housing allocation within the metropolitan area and has undertaken a research project to ascertain the status quo in this regard, as well as to prepare proposals for better allocation. It is essential that this knowledge be utilised and applied at least for the other urban areas within the Province and the WCDoH should provide direction in this regard.

### **6.13 Urban Renewal**

Urban renewal, in the context of this Housing Plan, means the replacement or upgrading of existing rundown formal housing stock and ancillary services, the conversion of other types of formal buildings for housing purposes, or the replacement of backyard shacks with formal housing stock. Hostels, due to their relative importance, are dealt with in section 6.3 of this chapter.

Although urban renewal is one of the government's national priorities and there is general verbal support for and promotion of urban renewal from the government sector, there is presently no specific provincial policy under which this can be managed.

There seems to be general agreement that the desired urban form is one of residential densification along 'activity corridors'. The motivation for this is that the poor in particular will benefit by such a form in that they would then generally reside closer to work opportunities, or at least have better access to public transport. However, the need for urban renewal in township areas should not be underestimated. The eight nodes identified in the national urban renewal strategy process are all in townships. The correct structuring of residential densification would also enhance the viability of public transport within areas where they are currently highly subsidised. To an important extent, high-density corridors could be developed in townships by means of urban renewal projects.

The most important role-players are the various housing departments at provincial and national levels. Presently the subsidy programme does not encourage urban renewal. The most important reason for this is probably the fact that urban renewal schemes are generally expensive compared with 'greenfield' developments, the most expensive element being the cost of acquiring the land. A further element is the fact that the construction of multi-storey residential buildings, which is an important element of densification, is not a practical proposition under the present subsidy system.

The upgrading of backyard shacks presently offers the most viable form of upgrading. In most cases this would merely represent the formalisation of informal densification that has already taken place. An advantage from a financing point of view is that the cost of land acquisition will be minimal or non-existent because in most cases, the land is owned by public authorities.

Urban renewal is, therefore, an important aspect that requires urgent attention from national and provincial authorities. A special study in collaboration with national and provincial housing authorities is recommended in order to establish an appropriate implementation programme. Cross-reference to the Human Settlement Redevelopment Programme, as well as to the currently proposed Urban Renewal Programme, will be necessary. Housing constitutes only one component of the latter wide-ranging programme.

#### **6.14 Aids Housing**

No clear policies on AIDS specific housing strategies exist provincially or nationally. It is expected that the number of deaths due to AIDS will, in a few years' time, surpass the number of deaths due to all other causes. The effects that this will have on the characteristics and composition of households, may include the following:

- An increase in the number of single parent households. Since most AIDS related deaths are likely to occur in the late 20 and early 30 age groups, many single parent households are likely to consist of relatively young adults and young children;
- An increase in the number of children headed households. This is as a result of the high probability of both parents being infected (infecting one another) and eventually dying;
- An increase in the number of orphans. It is estimated that in the next five years an increase of between 40 000 and 60 000 AIDS orphans can be expected in the Western Cape Province. It should be noted that an orphan is defined as a child under the age of 15 whom has lost a mother or both parents. Many of these children may well be accommodated by family and friends, but it can be anticipated that large numbers will become dependent on state assistance;
- An increase in poverty in households due to lack of income from one or both parents and the effect of medical expenditure. In this regard it should be noted that the largest degree of infection is found in the lower income groups.

Apart from the effect that AIDS will have on the numbers of housing units required, it has, amongst others, been argued that the present design of homes is not appropriate for a population facing an AIDS epidemic. Without an in-depth study into the above aspects, it is, however, not possible to determine exactly how these consequences of AIDS can best be accommodated in housing terms. It is, therefore, suggested that the Housing Directorate and the Directorate of Health and Social Services should undertake a joint study in this regard. Such a study may include aspects such as the provision of cluster homes for orphans, transitional housing for destitute adults and children and the provision of home-based care.

Provided appropriate institutions are set up, the provision for institutional subsidies may be utilised to implement appropriate accommodation for AIDS sufferers. In developing appropriate support mechanisms for people with AIDS, it may be possible to relief the plight of people suffering from other diseases with similar consequences.

## **6.15 Women In Housing**

Policies that could guide the role of women in housing do not exist at Provincial level.

Households that are headed by women display poverty rates that are on average much higher than (probably twice as high as) households headed by men. About one-third of all households in the Province are headed by women. It is, therefore, clear that this is an aspect that deserves special attention. It may, on the one hand, be argued that such households need housing support more than 'normal' households do since they are more vulnerable. It may, on the other hand, also be argued that, as a category, they will be less able to afford the current product that is delivered to poor households and that alternatives to the current housing product should, therefore, be considered. While this might be the cause in many areas, some studies have shown that the payment rates for services and housing by households headed by women are generally higher than households headed by men.

Women contractors in the housing delivery process presently represent a very small proportion of such contractors. There is probably a need for training as well as some form of affirmative action in this field.

Consideration should be given to an allocation policy that prioritises households headed by single mothers.

## **6.16 Development Implementation**

Institutional arrangements for the implementation of housing policy are currently being reviewed in view of the new Housing Act and the new local government dispensation. The situation is very fluid and there is still great uncertainty regarding the roles and responsibilities of different parties, particularly those of local government.

It is vitally important that implementation arrangements are addressed in the WCPHP, especially in light of the new role of local government as implementation agents as well as the possibility of accreditation for Province local authorities. Not only is it necessary to detail the arrangements for the implementation of housing programmes, but equally important is the need to specify how to coordinate housing with complimentary delivery programmes (i.e. in terms of the provincial priority of integrated and sustainable development).

The integration of housing delivery with the IDP process is seen as the key to addressing this strategic policy component because of the need to have integrated spatial development and the requirement that IDP's be linked to budgets.

Links between national and provincial housing departments are vital, as are the relationship between the WCDoH and other provincial departments, The relationship between PDH and local government is equally important, specifically the respective responsibilities of municipalities.

## **6.17 "Rural" Housing Form**

As stated elsewhere in this report, caution should be exercised when referring to rural housing or establishing characteristics between urban and rural areas. Furthermore, the Situational Analysis has shown that there is a high rate of urbanisation in the Western Cape. This means that most of the economically active people in "rural" areas are moving towards towns and cities in the Western

Cape. Thus affordability becomes an important issue. However, what is also important is, in view of these areas being under economic strain, that residents will need some flexibility to follow where markets can sustain them. To force ownership onto individuals in this context could exacerbate poverty in these areas. However, there is a housing need in the Platteland Municipalities for housing, and these should be responded to.

There are generally two types of settlements that can be identified. Firstly, the dispersed form of settlement which covers mainly:

- Farm workers
- “People of the Farm”
- Bosdorpie

The second type of settlement is the concentrated settlements of which there are 39 owned by private companies and public utilities. These settlements exist because of the main economic activity of usually intensive agriculture or forestry.

Current housing conditions in these areas vary considerably and range from superior products to subsidy houses and rudimentary shelter. Current housing problems vary depending on the locality and include:

- inadequate access to engineering services (i.e. potable water, sanitation, telecommunication),
- access to health, education and shopping facilities
- insecurity of tenure; perceived discrimination in access to subsidy housing

The form of housing should vary and should take into account that many factors will influence settlement form. The diverse range of rural housing needs necessitates choice and flexibility in housing approach. The ability of individuals to address own housing needs should not be underestimated and needs to be provided for. Some farm dwellers aspire to move to town, others not. This factor is dealt with in section 6.18 below.

Housing form in the vernacular and environmentally which sustainable is required and means that the way the subsidy is used on the top structure becomes important ; as does the spatial orientation of settlements.

Housing in the Platteland areas should be addressed District Municipality level and be integrated through IDP process. This underscores the need for integrated development in the municipalities is required and housing should not be seen as an end in itself.

### **6.18 Farm Workers Housing**

The WCPG adopted a “Policy for the Settlement of Farm Workers” in September 2000. The policy sets out “on the farm” and “off the farm” settlement options for farm workers and their dependents. This provincial policy establishes congruence between national initiatives focusing on promoting security of tenure for rural dwellers (i.e. Extension of Security of Tenure Act (Act 62 of 1997)), and Western Cape circumstances pertaining to farm worker settlement. The policy does not address the settlement needs of all marginalised rural communities in the province, only those of farm workers.

This policy is directly applicable to the WCPHP as it sets out how to go about addressing farm worker settlement needs, it explains the relationship between Department of Land Affairs and Provincial Housing Development Board subsidies earmarked for farm worker settlement, and specifies the responsibilities of provincial and local government in implementing the policy.

Farm worker housing needs in the Province only comprise some 5% of the total housing needs in the province. Whilst in absolute terms this is not a significant segment of the market, historically the farm worker community have not benefited from the housing subsidy system. Furthermore farm workers and their dependants are a particularly vulnerable segment of the housing market, with widespread evictions from farms reported throughout the province.

There are strong links between farm worker housing and the tenure security programme of the Department of Land Affairs. Towards the implementation of the Province farm worker settlement policy, the Provincial Department of Housing (PDH) have initiated a process of determining housing needs with agricultural organisations in the Province, and are devising a specific farm worker housing programme.

Key statutory role players involved are the Province office of the Department of Land Affairs, PDH, and Category B and C municipalities. Furthermore farm worker and farmer organisations are also involved.

The WCPHP needs to incorporate a farm worker housing programme as part of its range of delivery programmes targeted at addressing the specific needs of this important group of customers.

## **6.19 Urban Housing and Densification**

Urban Housing is an important aspect of both urban renewal and densification. Together with densification, it constitutes a critical component of urban restructuring which is key component of legislation such as the National Land Transportation Act, the Development Facilitation Act and Western Cape Planning and Development Act. Other than research undertaken by various NGO's, there are no official positions or documents on new urban housing or densification should be guided.

Urban restructuring involves the creation of different scales of settlements by permitting different types of developments to be provided in defined spaces. This is crucial to changing the township nature of settlements. It also involves improving public spaces and creating new spaces where they do not exist or exist inappropriately. From a housing perspective, it requires the intensification of land use through housing infill, among other initiatives. However, a study presently being undertaken by the City of Cape Town shows that infill development alone is unlikely lead to increased densification. An alternative to the current housing development pattern (and development in general) will be required if urban restructuring is to achieve any success.

Thus, important aspects to be considered in urban housing and densification guidelines include making provision for:

- Channelling growth into existing areas in order to improve them
- Accommodating growth and expansion of houses and settlements
- Buildings should provide for internally shared spaces and trading areas



- appropriate street furniture, etc. This allows for adjacent settlements to be linked and growth to be facilitated along planned and existing public transport routes
- Bachelor accommodation, and rental housing should form a crucial aspect of urban housing
- Economic opportunities need to be located in close proximity to promote local economic development
- Significant site features should be incorporated into a settlement rather than destroyed
- Open spaces should be integrated into developments. High density development is desirable when well located and usable open spaces are available in close proximity
- Energy efficient design should be promoted as should water efficient technology
- Marketing and education should be part of the development budget

The main role players are the local authorities, but the WCDoH should monitor the progress. In view of the fact that the current subsidy programme does not encourage this approach to urban housing, there is a need to find ways in which it can be more flexible. The present City of Cape Town Densification Study should serve as a guide that the WCDoH can pass on to other local authorities which need to incorporate them into the IDP processes. In this regard, consideration should be given to the following pre-conditions emerging from the study:

- Densification should not compromise heritage and environmental resources
- Local area densification strategies need to be formulated as part of IDP processes
- The new environments should be pedestrian friendly and promote public transport
- Urban squares and other place-making aspects related to urban design are critical to higher density environments
- Current zoning and development parameters need to be reviewed
- Alternative higher density housing forms need to be explored
- The public sector needs to play positive and direct role
- Ongoing public and community involvement is required

## **6.20 Land For Housing**

As contained in the White Paper on South African Land Policy, the National Government has committed itself to the use of state land for land reform and social infrastructure, including housing programmes. The National Government has established a Provincial State Land Disposal Committee comprising representatives of the National Departments of Public Works and of Land Affairs as well as representatives of the provincial government. The Committee will be responsible for identifying superfluous land, which could be used for development and land reform, including residential reform. Proposals and requests for land will be evaluated in accordance with the principles contained in Chapter one of the Development Facilitation Act, Act 67/1995 (also incorporated in the proposed Western Cape Planning and Development Bill).

At Provincial level, the National Housing Board was abolished in terms of the Housing Act, 1997, Act 107/1997 and all property, together with property acquired by the Premier with housing funds, passed to the Provincial Housing Development Board for the Western Cape on 1 April 1998. The Provincial Department of Public Works and Transport is responsible for the administration of all provincial state land being utilised by other provincial departments such as Health, Education and Nature Conservation. The Western Cape Land Administration Act, 1998 (Act 8/1998), governs the disposal of this category of land.

At local authority level, the administration or release of land is governed by the Municipal Ordinance, 1974 the Divisional Council's Ordinance, 1976, the Housing Act, 1997 (Act 107/1997), the Abolition of Development Bodies Act, 1986 (Act 75/1986), the Rural Areas Act (House of Representatives), 1987 (Act 9/1987), the Local Government Transition Act, 1993 (Act 209/1993) as well as regulations issued in terms of the Black Communities Development Act, 1984 (Act 4/1984).

Several local authorities within the Western Cape have completed studies to identify undeveloped land with potential to be utilised for affordable housing. These efforts however require being co-ordinated to ensure improved delivery of housing. The situation where housing was developed on a specific site merely because it was public land and available, but not necessarily the most suitable from a land-use planning point of view needs to be avoided.

Another important aspect is that the White Paper on South African Land Policy stipulates the disposal or transfer of state land at a just and equitable price based on an analysis of comparable market sales. This results in that many well-located properties are too expensive for affordable housing and areas where secondary land markets do not exist are incorrectly valued. The transfer of land appropriate for housing to a specially formed trust is required.

The issue of state land for housing must be dealt with by:

- The Provincial State Land Disposal Committee, who must co-opt appropriate local authority officials
- The Department of Housing and Planning at PAWC
- The City of Cape Town's Housing Department
- Officials at parastatal bodies who are mandated to deal with their undeveloped land
- Local Authorities

There is a need for the following action to be taken:

- The co-ordination of various key projects on land identification and acquisition by local authorities to avoid ad hoc decisions which is often in conflict with broader planning principles.
- The centralisation of decisions on the utilisation of land is important to ensure that housing is developed in appropriate locations.
- Expanding the investigation on land for housing which had been carried out by the former CMC. This knowledge is valuable to other local authorities especially the newly formed District Municipalities.

## **6.21 Sustainability**

Unless there is a fundamental change in the way production is promoted and resources are used, sustainability will simply be reduced to efficient resource use. In this context, housing development should contribute towards sustainability by promoting public transport usage, nature area protection and reduced use of non-renewable resources such as water and energy.

It is argued that the strategic policies presented in this chapter go a long way towards meeting financial and social sustainability because allowing for a more creative approach to the subsidy programme, ensuring that local opportunities are created and better built and social environments are fostered through densification; and other interventions the conditions for more efficient resource are established.

With regard to natural resource efficiency, efficient design should not be the end goal, but rather an approach to design which benefits households through cost savings, comfort, safety, and health, as well as resource saving benefits.

The are, unfortunately, barriers to full-scale implementation of energy-efficient design, and to some extent barriers to some of the strategic policies are:

- A regulatory environment which talks about sustainability, but provides no support to authorities to enforce it
- The lack of consumer demand which requires further social education
- The financial constraints and the complexities of the current subsidy programme further limit developers' and contractors' ability to implement resource saving features

It is recommended that the WCDoH takes the steps to ensure that the necessary requirements are put in place that promote the use of resource efficient settlement planning as the use of resource saving devices. These steps should include an education and information strategy to promote acceptance and demand amongst beneficiaries. A set of sustainability factors for housing in the Western Cape is required. These factors, which would be the criteria that underpin the WCPHP should be prepared in conjunction with the Western Cape Department of Environment, Arts and Sport.

## **7.0 STRATEGY PLAN AND BUSINESS PLAN**

The purpose of this report is to establish the basis on which the five-year strategy plan and the three-year business plan will be prepared. In this regard this process has highlighted all the pertinent issues that needed to be developed further as a strategies. The strategic issues raised in this report are by no means an exhaustive list or the only way in which to prepare the strategy plan. It is envisaged that some of the strategic issues raised in this report could be combined into clusters so that targeted action by the WCDoH results in a number of objectives being achieved at the same time.

Thus it was a deliberate decision not to further synthesise or to prioritise those issues. These strategic issues were identified at the start of the project, during the Situational Analysis, in discussions with key people and during intensive discussions within the team. It is the purpose of the next phase, especially the participation process, to interrogate these strategic issues and to identify ways in which to implement them if they are accepted as strategies to be followed. The subsequent business-planning phase will ensure that the refined and accepted strategies are implementable, manageable and able to stand up to scrutiny in the robust fiscal policy process.

## ABBREVIATIONS AND DEFINITIONS

CMA	Cape Metropolitan Area. The municipal area of the City of Cape Town
CMC	Cape Metropolitan Council. The predecessor of the City of Cape Town
CMIP	Consolidated Municipal Infrastructure Programme. Funded of infrastructure in housing programmes by national government
CSIR	Council for Scientific and Industrial Research. Author of PHDP
Goals	Set of statements used to guide strategy, follows on from principles
Grootboom Case	A case brought before the Constitutional Court which defined the responsibility of the State with regard to housing those most in need
IDP	Integrated Development Plans. A requirement of all provincial and local authorities to serve as a budgeting tool
Initiatives	Action taken by authorities to implement their responsibilities
iSLP	Integrated Serviced Land Project. A CMA based project to provide low income housing and related infrastructure
KPI's	Key performance indicators. A tool used in fiscal policy to measure performance
Methodology	The way in to go about undertaking a task
MLS	Managed land settlement. A plan to provide tenure security to squatters
National Housing Subsidy Programme	The suite of subsidy types available for low cost housing and the conditions associated with them
National Priorities	The priorities set by national government to overcome the developmental problems facing the country as a whole
Objectives	Following on from goals, they refer to what actually should be achieved
PHDP	Provincial Housing Development Plan. A multi-year requirement of every province to complete one
PHPP	Peoples' Housing Policy Programme. A component of the national housing subsidy programme that targets those who wish to build their own houses
Plan	An indication of what steps to be taken to achieve objectives
Platteland	Generic term referring to small towns outside of the CMA
PLS	Partial land settlement. An aspect of MLS
Policy	The attitude or approach of an authority to a particular issue
Presidential Job Summit	A meeting convened by the President in 1999 which included organised business, organised labour and government to discuss ways in which to deal with poverty
Principles	The non-negotiable position from which authorities derive strategies and plans
Provincial Mandate	The responsibility of a Provincial Authority established in the Constitution
PSP	Provincial Strategic Plan. The plan that guides the work of all departments
RHDC	Rental Housing Development Committee, established in terms of the Rental Housing Act
SSA	Statistics South Africa
Strategic Planning	The establishment of the direction which planning should go in order to achieve defined targets
Sustainable	The ability to replicate over time the use of resources
WCHB	Western Cape Housing Board which is disestablished and replaced by the WCHDB
WCHDB	Western Cape Housing Development Board. This body evaluates application for housing funds
WCPG	Western Cape Provincial Government
WCPHP	Western Cape Provincial Housing Plan

**Figure 6.1**

**Policy on the Apportionment of the Conditional Grant - Part 1**

