

PROVINCIAL HOUSING PLAN

Western Cape

Situational Analysis

Reference Module F

Capacity and Constraints
Environmental / Social

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ENVIRONMENTAL ISSUES

1.0 INSTITUTIONAL, LEGISLATIVE AND POLICY RELATIONSHIP BETWEEN ENVIRONMENTAL CONSIDERATIONS AND HOUSING DELIVERY

1.1 Agenda 21

At the United Nations' "Earth Summit" Conference on Environment and Development (Rio de Janeiro, 1992) the international community agreed upon a framework for global sustainable development. Agenda 21 was adopted as the global plan of action for integrating environmental, economic and social issues into development. The following principles were adopted:

LOCAL AGENDA 21 GOALS
• Combating poverty: enabling the poor to achieve sustainable livelihoods
• Changing consumption patterns: focussing on sustainable patterns of production and consumption
• Demographic dynamics and sustainability: formulating integrated national policies for environment and development, taking into account demographic trends and factors.
• Promoting sustainable human settlement development
• Integrating environment and development in decision-making
• Protection of the atmosphere
• Integrated approach to the planning and management of land resources
• Combating deforestation
• Managing ecosystems: combating desertification and drought
• Managing fragile ecosystems: sustainable mountain development
• Promoting sustainable agriculture and rural development
• Conservation of biological diversity
• Environmentally sound management of biotechnology
• Protection of the oceans
• Protection of the quality and supply of freshwater resources
• Environmentally friendly sound management of toxic chemicals
• Environmentally sound management of hazardous waste
• Environmentally sound management of solid wastes and sewage-related issues
• Safe and environmentally friendly sound management of radioactive wastes

1.2. Habitat Agenda

In 1996, the South African Government committed itself to the Habitat Agenda for sustainable human settlement, which is closely linked to Agenda 21. The Habitat Agenda goals are the following:

- Adequate shelter for all,
- A healthy and safe environment,
- Basic services,
- Productive and freely chosen employment, and
- The development of sustainable human settlements.

The following objectives were set to encourage the development of environmentally sound shelter for all:

- Ensuring consistency and co-ordination of national development programmes and urban policies to support resource mobilisation and employment generation;
- Providing legal security of tenure and equal access to land for all people;
- Promoting access for all people to safe drinking water, sanitation and other basic services, facilities and amenities;
- Promoting locally available, appropriate, affordable, safe, efficient and environmentally sound construction methods and technologies;
- Providing access to housing finance;
- Increasing the supply of affordable housing;
- Promoting and upgrading existing housing stock;
- Eradicating and ensuring legal protection from discrimination in access to shelter and basic services;
- Helping the family in its supporting, educating and nurturing roles in recognising their important contribution to social integration;
- Promoting shelter and supporting basic services for the vulnerable and disadvantaged groups;
- Protecting people from forced evictions; and
- Providing international support for refugees.

The Habitat Agenda also states that urban settlements, properly planned and managed, hold the promise for economic and social development and the protection of the world's natural resources through their capacity to support large numbers of people whilst limiting the impact on the natural environment. This is to be achieved by striving for the following goals:

HABITAT AGENDA: GOALS
• Promoting socially integrated and accessible human settlements;
• Creating an enabling environment for economic and social development and environmental protection;
• Integrating urban planning and management in relation to housing, transport, employment opportunities, environmental conditions and community facilities;
• Providing adequate and integrated environmental infrastructure facilities in all settlements;
• Promoting integrated planning for water use;
• Acknowledging, harnessing and enhancing the efforts and potential of productive informal and private sectors;
• Promoting the upgrading of informal settlements;
• Promoting the development of more balanced and sustainable human settlements;
• Promoting the creation of a geographically balanced settlement structure;
• Giving priority attention to human settlement programmes and policies to reduce urban pollution;
• Encourage participation in the production of a "resource balance-sheet";
• Improving access to work, goods, services and amenities;
• Promoting energy efficient technology and alternative / renewable energy for human settlements;
• Promoting optimal use of productive land and protecting fragile ecosystems;
• Addressing population issues affecting human settlements;
• Protecting and maintaining the historic, cultural and natural heritage;
• Promoting the redevelopment and re-use of already services but poorly utilised commercial and residential land;
• Promote education about, and training on, environmentally sound technologies, materials and products;
• Formulating and implementing programmes that contribute to maintaining and strengthening of rural areas;
• Ensuring the importance of coastal areas and to ensure their sustainable use.

The Departments of Housing and of Environmental Affairs and Tourism hosted a conference on African solutions for sustainable urban development, with a particular emphasis on the implementation of the Habitat Agenda and local Agenda 21.

Some of the recommendations of this conference are:

- Use environmental capacity as a logical basis for managing and planning cities.
- Consider the structure of cities from the perspective of the poor, research should focus on how city form can reduce vulnerability and provide protection from natural hazards.
- Much can be learned from traditional practices, with regard to waste management for instance, appropriate aspects of traditional practices should be integrated with current management practices. Renewable energy sources may be more appropriate for African realities.
- The range of different financing options at different scales, such as stokvels and alternative banking systems, should be explored so that appropriate options can be offered.
- Local projects should be allowed to experiment and develop, as these are the best basis for changing policy.

1.3 The National Environmental Management Act

The National Environmental Management Act (NEMA), 1998 (Act 107 of 1998) established principles for decision-making on matters affecting the environment. NEMA reinforces the Agenda 21 principles by stating that "sustainable development requires the integration of social, economic and environmental factors in the planning, implementation and evaluation of decisions to ensure that development serves present and future generations".

Chapter 1, Section 2 of the Act sets out principles for national environmental management, which guide the organs of state in executing their environmental management responsibilities. The following are the main principles (Government Gazette, 27 Nov. 1998):

NEMA CHAPTER 1, SECTION 2 PRINCIPLES FOR NATIONAL ENVIRONMENTAL MANAGEMENT
<ul style="list-style-type: none">• Environmental management must place people and their needs at the forefront of its concern, and serve their physical, psychological, developmental, cultural and social interests equitably.
<ul style="list-style-type: none">• Development must be socially, environmentally and economically sustainable.
<ul style="list-style-type: none">• Sustainable development requires the consideration of all relevant factors including the following:<ol style="list-style-type: none">i) That the disturbance of ecosystems and loss of biodiversity are avoided, or minimised and remediedii) That pollution and degradation of the environment are avoidediii) That the disturbance of landscapes and sites that constitute the nation's cultural heritage is avoidediv) That waste is avoided, minimised and re-used or recycled where possible and otherwise disposed of in a responsible wayv) That the use and exploitation of renewable resources and the ecosystems of which they are part do not exceed the level beyond which their integrity is jeopardisedvi) That a risk-averse and cautious approach is applied, which takes into account the limits of current knowledge about the consequences of decisions and actionsvii) That negative impacts on the environment and on people's environmental rights be anticipated and prevented, and minimised and remedied

<ul style="list-style-type: none"> • Environmental management must be integrated, acknowledging that all elements of the environment are linked and interrelated and it must take into account the effects of decisions on all aspects of the environment and all people in the environment by pursuing the selection of the best practicable environmental option.
<ul style="list-style-type: none"> • Environmental justice must be pursued so that adverse environmental impacts shall not be distributed in such a manner as to unfairly discriminate against any person, particularly vulnerable and disadvantaged persons.
<ul style="list-style-type: none"> • Equitable access to environmental resources, benefits and services to meet basic human needs and ensure human well-being must be pursued and special measures may be taken to ensure access thereto by categories of persons disadvantaged by unfair discrimination.
<ul style="list-style-type: none"> • Responsibility for the environmental health and safety consequences of a policy, programme, project, product, process, service or activity exists throughout its life cycle.
<ul style="list-style-type: none"> • The participation of all interested and affected parties in environmental governance must be promoted, and all people must have the opportunity to develop the understanding, skills and capacity necessary for achieving equitable and effective participation, and participation by vulnerable and disadvantaged persons must be ensured
<ul style="list-style-type: none"> • Decisions must take into account the interests, needs and values of all interested and affected parties, and this includes recognising all forms of knowledge, including traditional and ordinary knowledge.
<ul style="list-style-type: none"> • Community well-being and empowerment must be promoted through environmental education, the raising of environmental awareness, the sharing of knowledge and experience and other appropriate means.
<ul style="list-style-type: none"> • The social, economic and environmental impacts of activities, including disadvantages and benefits, must be considered, assessed and evaluated, and decisions must be appropriate in the light of such consideration and assessment.
<ul style="list-style-type: none"> • The right of workers to refuse work that is harmful to human health or the environment and to be informed of dangers must be respected and protected.
<ul style="list-style-type: none"> • Decisions must be taken in an open and transparent manner and access to information must be provided in accordance with the law.
<ul style="list-style-type: none"> • There must be intergovernmental co-ordination and harmonisation of policies, legislation and actions relating to the environment
<ul style="list-style-type: none"> • Actual or potential conflicts of interest between organs of state should be resolved through conflict resolution procedures.
<ul style="list-style-type: none"> • Global and international responsibilities relating to the environment must be discharged in the national interest.
<ul style="list-style-type: none"> • The environment is held in the public trust for the people, the beneficial use of environmental resources must serve the public interest and the environment must be protected as the people's common heritage.
<ul style="list-style-type: none"> • The costs of remedying pollution, environmental degradation and consequent adverse health effects and of preventing, controlling or minimising further pollution, environmental damage or adverse health effects must be paid for by those responsible for harming the environment.
<ul style="list-style-type: none"> • The vital role of women and youth in environmental management and development must be recognised and their full participation therein must be promoted.
<ul style="list-style-type: none"> • Sensitive, vulnerable, highly dynamic or stressed ecosystems, such as coastal shores, estuaries, wetlands, and similar systems require specific attention in management and planning procedures, especially where they are subject to significant human resource usage and development pressure.

1.4 Department of Housing First Edition Environmental Implementation Plan

NEMA requires that national and provincial departments carrying out functions that may affect the environment prepare an Environmental Implementation Plan (EIP) to monitor and review their implementation. The primary purpose of an EIP is to co-ordinate the environmental policies, plans, programmes and decisions of the various national and provincial departments and local spheres of government, so as to minimise duplication and promote consistency. The National Department of Housing therefore prepared their 'First Edition EIP'.

The National Department of Housing vision is "a nation housed in sustainable human settlements". Housing is defined as "a variety of processes through which habitable, stable and sustainable public and private residential environments are created for viable households and communities".

This acknowledges that the environment within which a house is situated is as important as the house itself in satisfying the needs of the occupants. Furthermore, environmental issues are inherently linked with quality of life. Settlements where the air quality is good, the housing is well located and energy and water efficient and plants provide green "lungs" and/or food security, are quality living environments.

The Housing Programme impacts on the environment in the following ways:

- It is the single largest public investment in land development;
- It contributes to the inefficient use of energy and water resources; and
- It contributes to the pollution of the environment through the provision of inappropriate services.

"Solutions to the reduction of the impact of the housing programme on the environment lie in a range of policies, programmes, the political will and the administrative and financial capacity to implement them. Taking into account our limited resources and large housing backlog it is clear that we will not be able to solve all the environmental challenges in human settlements in the short term. However by giving more attention to environmental issues, the housing programme can make a difference to our environmental well-being" (National Department of Housing, 2000).

The primary responsibility for the development and implementation of environmental considerations for the Department of Housing rests with the Directorate Human Settlement Policy and Integration in the Chief Directorate: Policy Planning.

1.5 The Housing Act (Act No. 107, 1997)

At national level, conformity with environmental legislation occurs through the inclusion of environmental considerations in housing legislation and policy. The Housing Act expands on the provisions of the Constitution and prescribes general principles for housing development. It states, among others, that government must encourage environmentally sustainable land use development practices and processes by means of the following:

- "Generating as many as possible of the inputs required in settlements within, or close to, the settlement; making the greatest possible use of renewable resources and instituting practices which allow them to be renewed;
- Clearly identifying primeval, rural and urban landscapes and ensuring that interference from one to the other is minimised;
- Avoiding settlements in places of hazard or high risk;
- Avoiding settlements on unique habitats of flora and fauna;
- Avoiding actions which irrevocably interfere with self-regulating ecological processes;
- Controlling air and water pollution at source;
- Recycling wastes, wherever possible productively, in forms that can be re-absorbed into the natural environment; and
- By promoting bio-diversity."

(National Department of Housing, 2000).

1.6 The Urban Development Framework (UDF) 1997

The Department of Housing is responsible for advancing the implementation of the Habitat Agenda in South Africa. The key initiative has been the publication of the Urban Development Framework (UDF). It emphasises the current and future importance of South Africa's cities and towns in meeting the needs of our growing population for shelter, economic and social development in a way that minimises the impact on the environment. The UDF envisages that sustainable urban settlements are to be achieved through the implementation of the following four key programmes:

(a) Integrating the city:

The purpose of this programme is to counteract apartheid-induced segregation, fragmentation and inequality. Its focus is on integrated planning, rebuilding and upgrading neighbourhoods and informal settlements, planning for higher density land use and developments, reforming the urban land and planning system, urban transportation and environmental management.

(b) Improving housing and infrastructure:

This programme involves upgrading and constructing housing, restoring and extending infrastructure, alleviating environmental health hazards, encouraging investment and increasing access to finance, social development, designing and building liveable communities and maintaining safety and security.

(c) Promoting urban economic development:

The aim is to enhance the capacity of urban areas to build on local strengths to generate greater local economic activity, to achieve sustainability, to alleviate urban poverty, to increase access to informal economic opportunities and to maximise the direct employment opportunities and multiplier effect from implementing development programmes.

(d) Creating institutions for delivery

This requires significant transformation and capacity building of government at all levels and clarity on roles and responsibilities of the different government spheres. This will also encompass a range of institutions, including civil society and the private sector, and require significant co-operation and co-ordination among all of these. (National Department of Housing, 2000).

1.7 Institutional Arrangements

There are various external and internal institutional relationships and mechanisms relating to environmental management, established between the National Department of Housing and other departments and spheres of government. The following is a brief discussion of these arrangements.

1.7.1 The Environmentally Sound Low Cost Housing Task Team

In response to the need for environmentally sound low cost housing, the National Department of Housing established an inter-departmental Task Team in January 1998. The Task Team is responsible for promoting and developing national policy on environmentally sound and efficient low cost housing initiatives and encouraging environmentally sound practices in the housing sector. It consists of a core group of officials from the Departments of Environmental Affairs and Tourism, Minerals and Energy, Housing and Water Affairs and Forestry.

The Task Team has established links with a range of stakeholders, other organs of state, NGOs and the private sector and made progress in the following areas:

- Developing a set of guidelines relating to energy efficiency, water efficiency and urban greening, making recommendations on building materials, practices and technologies, which promote environmental efficiency and health.
- Including water supply and thermal efficiency standards into the Department of Housing's National Norms and Standards for Permanent Residential Structures (April 1999) document.
- Commissioning a feasibility study into financing for environmentally sound housing
- Commissioning a report on the cost savings possible through environmentally sustainable housing development.
- Networking with a range of NGOs to offer support to projects which promote environmental efficiency in the housing sector.

(National Department of Housing, 2000).

1.7.2 Other Arrangements:

The Department of Housing has also contributed to the work of the Committee for Environmental Co-ordination, the Committee for Climate Change and the Disaster Management Committee. It has also been involved in the drafting of NEMA, the activities of the Inter-departmental Committee on Asbestos and preparations for the State of the Environment Reporting as well as inputs to the Country Reports on Sustainable Development.

2. IMPLICATIONS OF THE NATURAL ENVIRONMENT FOR HOUSING DELIVERY IN THE WESTERN CAPE

2.1 Bioregional Planning Framework for the Western Cape

The Bioregional Planning Framework for the Western Cape Province, 'Towards the application of Bioregional planning principles and the implementation of UNESCO's Biosphere Reserve Programme in land-use planning within the framework of Act 7 of 1999', prepared by Dennis Moss Partnership (2000), promotes the biosphere reserve concept for the Western Cape. This concept is based on a structure of interrelated zones covering the entire area. Appropriate conservation status and land uses are assigned to each zone.

The biosphere reserve model contains the following three elements:

(a) Core area

This area would be statutory protected area designated for conserving biodiversity, monitoring ecosystems, and non-disruptive, non-consumptive land uses, such as outdoor recreation, benchmark research and environmental education.

(b) Buffer zone

The Buffer zone usually surrounds or adjoins the core area. This zone is used for non-consumptive human activities such as environmental education, eco-tourism and benchmark research.

(c) Transition area

The Transition area accommodates a variety of non-consumptive and consumptive activities, such as settlements, agriculture and other disruptive land uses. The transition area comprises of three zones with varying functions and intensities of human activity, namely:

- *Transition zone 1:* An area where the natural and cultural environment is of high value. Low-impact land uses such as fynbos utilisation, eco-tourism, and small-scale resort development can be allowed in this zone.
- *Transition zone 2:* Accommodating activities that extract natural resources and supply food and other primary material sources.
- *Transition zone 3:* The urban areas, the highest intensity of human activity is found in this zone, ranging from large metropolitan areas to small towns.

Bioregional planning implies a place-specific approach to the planning, design and management of the natural and human-made environment. Biosphere reserves are tools for reconciling and integrating the conflicting interests and pressures that characterise land-use planning. These three biosphere elements have been further subdivided into sub-categories, A to F. The urban-related uses fall into sub-category D.

Implications for housing delivery:

It is proposed that local authorities apply the bioregional planning principles and define bioregions in the areas under their jurisdiction. Furthermore, for bioregions to be optimally effective it is important that they not be fragmented by political boundaries. It is, therefore proposed in the Bioregional Planning Framework that catchment boundaries, together with human settlement patterns, should, as far as possible, be used for the delimitation of Category C and B Municipalities.

A plan, subdividing the Province into 29 broad conceptual bioregions is available on GIS. The purpose of this plan is to provide authorities with a framework for more detailed bioregional delimitation (i.e. subdividing the areas under their jurisdiction into smaller bioregions and then into the spatial planning categories mentioned above). Such detailed delimitation will make out a fundamental part of the local authority Integrated Development Framework planning process. The general bioregional plan has not been subjected to public opinion and therefore has no formal status.

The Bioregional Planning Framework for the Western Cape Province would have an impact on the location of subsidised housing once it has been applied at a local level. When the bioregions defined are subdivided into the spatial planning categories, new housing could only be located within Sub-Category D areas, which is further subdivided into the following areas:

- D.a Metropolitan City / District Town
- D.b Main local town
- D.c Local town
- D.d Rural settlements
- D.e Institutional settlements
- D.f Agricultural nodal settlements
- D.g Farmsteads

- D.h Resorts
- D.i Other urban related uses

The following guidelines are proposed to guide planning processes in the Western Cape:

- Each region must be treated as an integrated system, taking into account the interactions among land, air, water, organisms and human activities;
- Recognise that each system influences and is influenced by other systems - whether ecological, economic, social or political;
- People should be considered as the central element in the system; evaluate the social, economic, technical and political factors that influence the way we use natural resources;
- Relate economic policy to environmental carrying capacity;
- Increase the benefits obtained from each stock of resources;
- Promote technologies that help people use resources more effectively;
- Ensure that the users of resources pay the full social price of the benefits they enjoy;
- The planning of the region must always be considered in its holistic context.

2.2 Biophysical Environment of the Western Cape Province in Relation to its Economy and Settlements

The Biophysical Environment of the Western Cape Province in Relation to its Economy and Settlements, Sector Study in the Western Cape Urbanisation Policies and Strategies Study, was prepared by B. Gasson (1998). The main findings and implications of this study for human settlement are as follows.

2.3 Biophysical Implications for Settlement: Macro - Scale Implications

Environmental factors vary widely across the Province and the prospects for human settlement therefore varies widely.

Water as a settlement factor:

- The Western Cape has the highest variation in rainfall of any province - peak: 3345 mm pa, low: 60 mm pa.
- The interior of the Province experiences the highest moisture loss in South Africa and is largely arid or semi-arid.
- The storage of water in the Western Cape is dominated by two areas:
 1. The Cape Metropolitan and Boland Western region.
 2. The Outeniqua southern region.
- Beyond these areas, access to water is unpredictable and poor.
- Largely due to the availability of water, the present settlement system - a large concentration in the CMA and secondary concentrations along the eastern axis and on the West Coast - also offer the best potential for further concentration.

There are three primary ecosystems in the Western Cape:

- The Fynbos ecosystem is found on much of the coastal plain and in nutrient-poor mountain areas
- The Forest ecosystem is found in the Outeniqua area of the southern Cape
- The Karoo ecosystem in the semi-arid and arid interior

Overall the Western Cape comprises of three major landscapes:

- The plains of the Great Karoo, stretching far beyond the boundaries of the Province and which are liable to desertification
- The mountain-valley landscapes, which run broadly parallel to the coastline and receive much of the Province's annual rain; and
- The coastal plain, which skirts the Province between the coastline and the uplands and mountains.

The plains and lowlands constitute about half and the hills and mountains the other half of the total area of the province, which covers approximately 130 000 km² of land.

Using this generalised classification of the Province into landscapes, three broad regions can be identified between which settlement and economic activity varies widely (see Map 1). The following table indicates the area and population of the regions as a percentage of the total area and the total population of the Western Cape. The population figures are slightly out of date, but used for comparison purpose.

PROFILE OF THE SETTLEMENT REGIONS OF THE WESTERN CAPE PROVINCE (WCP) WITH REGARD TO AREA AND POPULATION				
	AREA in km ²	AREA as % of WCP	POPULATION N	POP. As % of WCP
Arid Interior & NW Coast	77 210	59.0%	200 000	5.5%
Moist Grainlands	29 830	23.0%	420 000	11.6%
- <i>Peninsula Urban Area</i>	<i>1 479</i>	<i>1.1%</i>	<i>1 900 000</i>	<i>52.5%</i>
- <i>Boland & Upper Olifants</i>	<i>17 146</i>	<i>13.2%</i>	<i>867 000</i>	<i>24.0%</i>
- <i>Outeniqualand</i>	<i>4 500</i>	<i>3.5%</i>	<i>230 000</i>	<i>6.4%</i>
Wet Mountain and Valley Lands	23 125	18.0%	2 997 000	83%
TOTAL WESTERN CAPE PROVINCE	130 165	100%	3 617 000	100%

Sources: Central Statistical Services: SA Statistics 1995 & Economic Census 1991.

(a) The Arid Interior and Arid Coastal Plains

In the Arid Interior and coastal plains of the Western Cape, about 200 000 people (less than 6% of the Province's population) live on almost 60% of total area of the Western Cape. The region covers the Central and Klein Karoo Districts, the largest part of the West Coast, as well as portions of the Southern Cape and Breede River. The following are some major characteristics of these regions:

- Economies in the region are sectorally narrow and stagnant;
- Populations are scattered;
- Services are rudimentary;
- Settlements are small and widely spaced; and
- Vulnerable to changes such as the loss of jobs due to the closure of a provincial roads maintenance depot.

In the absence of water significant economic activity is impossible in these regions and population increases or settlement growth are unlikely. Settlement policy should therefore be directed at stabilising and improving basic services and access to them.

(b) The 'Moist' Grainlands and Fishing Rimland

This area covers the seaward side of the Cape Fold Belt Mountains on the coastal plain. The areas comprise about 23% of the Province, including the Swartland (West Coast District) and the Overberg. About 12 % of the Provinces population are accommodated here. The following are some major characteristics of these regions:

- The majority of the 480 000 inhabitants are dependent on rain-fed wheat, barley, rye and related stock farming and fishing;
- Settlements are small to medium size; and
- The intensification of agriculture seems unlikely due to water constraints.

The economic development that may occur in the grainland areas will be located in the secondary or tertiary sectors and then only in those grainland towns that possess sufficient market access and agglomeration advantages. Settlement policy here will have to be highly selective in identifying settlements requiring stabilisation measures and those meriting any growth stimulation measures. Overall, from a biophysical perspective, the population absorption potential of these regions and their settlements seems to be limited.

Settlement policy in the fishing rimland will have to be highly attuned to the contexts of the fishing villages. Villages on the arid north-west coast, like Doring Bay, Lambert's Bay and Eland's Bay have similar disadvantages to the arid interior. Their biophysical amenities may, however, provide them with a foundation for limited diversification and stability. The fishing settlements in close proximity to Saldanha and the Cape Peninsula are in a position to benefit from the general vigour of these larger and diversifying economies and the spill-over effects of week-end and seasonal coastal recreation demands.

(c) The 'Wet' Mountain- and Valley Lands and Outeniqualand

This region comprises three areas associated with the mountains of the Cape Fold Belt. Collectively, they cover only approximately 18% of the Province, but accommodate 83% of the Western Cape population. Most of these residents are urban dwellers and live on one percent of the surface of the Province in the Cape Metropolitan Area. The other two areas are the Boland and Outeniqua. The Boland covers approximately 13% of the area of the Province and accommodated about 500 000 people, or 13% of the Province's population. Outeniqua occupies a relatively small area, 3,5% of the Province and is inhabited by about 6% of the Province's population, 230 000 people. The following are some major characteristics of these regions:

- All three these areas have a mountainous setting and an abundant water supply.
- The favourable combinations in these areas of moisture, temperature and soils have formed the foundations for sustainable settlements and economies.

In the Boland and Olifants regions the summer water stress has to be relieved by intensive irrigation, but they have the advantages of a relatively large local market (0,9 million) and proximity to the Cape Metropolitan Area. The South Cape, however, has the most favourable moisture, temperature and soil conditions, particularly because of its constant rainfall, but its location 500km from the major market in Cape Town and 270 km from

Port Elizabeth, its small local market, and the thinly settled arid Karoo hinterland constrain its vigour.

These regions further benefit from the national routes from Cape Town which pass through them. The routes follow the mountain chains' configurations and provide the regions with fast internal links, access to passing trade and fast external links to Cape Town. Settlements on these routes therefore have the potential to diversify and serve larger markets. The mountain chains also provide the regions with tourist and recreational assets and the possibility of tourism-based settlement development.

From a biophysical point of view, the wet regions, and possibly the Saldanha peninsula have significant future population absorption capacity. The competition for water supply between urban and rural demands and the proposals of inter-basin water transfers from the Palmiet, Lower Berg River Aquifer, the Breede / Sonderend, Olifants and the Berg rivers to the Greater Cape Town Metropolitan Area would, however, inhibit this population absorption capacity. In conclusion Gasson (1998) recommends improved co-ordination between water, agricultural and economic, environmental and city and regional planners regarding the future optimal sectoral and spatial allocation of water and the distribution of settlements. Map 2 shows a generalised picture of how environmental factors influence urban settlement in the Western Cape:

- Areas where urban development should rather be avoided or where it should generally be restricted to a small scale, following comprehensive environmental assessments at the local level. This comprises approximately 80% of the total land area of the Province.
- Areas where larger scale urban settlements may be allowed subject to specific conditions that should be based on the environmental constraints applicable in the particular areas. This comprises about 20% of the land area of the Province.

The following Environmental Criteria were used in the preparation of Map 2:

ENVIRONMENTAL CRITERION	URBAN SETTLEMENT GENERALLY TO BE AVOIDED OR RESTRICTED	URBAN SETTLEMENT TO BE SUBJECTED TO SPECIFIC CONTROLS
Cultivation potential of land: high and medium high	X	
Cultivated land and possible areas for expansion		X
Primary aquifers		X
Desert and arid areas	X	
Terrestrial ecosystems: conservation areas	X	
Wetland regions and priority areas for coastal and marine protection	X	
Forest areas and potential afforestation	X	
Areas subjected to earthquakes		X
Mineral and energy resources		X
Mountain areas and steep slopes	X	

2.4 Biophysical Implications for Settlement: Micro - Scale Implications

The micro-scale implications of the biophysical environment for human settlement arise from the need for settlements to be located in ways that avoid exposing their residents to natural hazards. As well as from the need to protect precious resources.

(a) Hazard Avoidance

- Seismic hazard: The most heavily populated parts of the province coincide with the areas in which there is a 10% probability of experiencing an earthquake exceeding Mercalli VII once in 50 years. The SABS (1980) standard, requiring that all buildings situated in areas of anticipated seismic intensity equivalent to Mercalli VII and more, be designed to withstand the loading associated with an event of this magnitude, will apply here.
- Flood hazard: The 1998 national Water Bill requires that no township may be established unless the layout plan indicates the maximum level likely to be reached by floodwaters on average once every 100 years.
- Shoreline retreat hazard: The Coastal Policy Green Paper (DEAT, 1998) proposes that the potential consequences of climate change and sea level rise be taken into account in coastal planning and management, but sets no guidelines in this regard.
- Climatic discomfort: Climatic conditions in the Western Cape vary from warm and moist in the South Cape to hot and dry in the interior region, to moderate in the south-west. Architecture and settlement planning need to be adjusted to these conditions and climatically appropriate and region-specific dwelling types and layouts should be developed, rather than applying standardised national norms.

(b) Resource Protection

- Minerals: Although the mineral resources of the Western Cape are nationally of minor significance, they could be important components of local economic development initiatives in the small economies of some of the regions. Potentially valuable assets should therefore be identified ahead of time and given adequate protection, particularly in the areas where rapid urbanisation is expected.
- Soils: Low density urban sprawl has been happening in the Cape Metropolitan Area (CMA) to the extent of 1,8ha of agricultural land lost per day since the 1980s. The demarcation of urban edge boundaries for the CMA is an attempt to prevent further urban sprawl. Densification and urban infill need to be more actively encouraged to make well-situated state land available for low-cost housing development.
- Groundwater: Groundwater is a primary resource in the drought-prone Western Cape. Settlements degrade aquifers through introducing impurities into the recharge sources via run-off and building over them and preventing rainwater infiltration and recharge. This has happened to some extent to the Cape Flats Aquifer. All the province's primary aquifers required adequate protection. The Atlantis and Lower Berg River Primary aquifers have been proclaimed Subterranean Government Water Controlled Areas.
- Air: The CMA is the region with the most severe deterioration of air quality. The chief cause being motor vehicle exhausts. The rising numbers of vehicles on metropolitan roads are partly a consequence of the collapsing public transport system and the inviability of public transport in circumstance of low density sprawl. Part of the solution therefore lies in achieving a more efficient metropolitan public transport system and that, in turn, requires a more compact and denser form of metropolitan development.

- Habitats: Effective protection of habitats requires that large cohesive areas, comprising representative communities and habitats, be set aside and managed for conservation purposes. Human activities and settlements can be fitted into this scheme by adopting the bioregional approach to management. (See the Western Cape Bioregional Framework above).
- Areas of natural beauty: The landscapes under greatest pressure are those where the population densities are the highest such as the Cape Peninsula, the Boland, the South Cape and the coastal resort areas. Two related planning interventions are required:
 - At the regional scale the bioregional management approach offers a way of working holistically with visually cohesive natural and cultural landscapes and managing settlement growth in harmony with the larger rural and primeval patterns.
 - At the settlement scale, it is necessary to determine where not to build, as well as to promote a discriminating distribution of more compact settlements that advance vernacular forms of architecture and urban ordering.

3. IMPLICATIONS OF THE CULTURAL ENVIRONMENT FOR HOUSING DELIVERY

DAG: conclusions to section 2.7

4. CONSTRAINTS TO HOUSING DELIVERY

- **Generalised Biophysical Implications for Human Settlement**

- Environmental issues are important to urban settlement over the entire Province and a proposed settlements will have to be subjected to some degree of environmental evaluations
- Larger scale urban settlements will have to avoid the dryer inland areas. They should generally be located closer to the coast, between Saldanha and George/ Mossel Bay.
- Urban settlement in the coastal areas to the east of George will required special attention since it represents a fast urbanising areas as well an area with sensitive environmental features.

- **Environmental Guidelines for Land Identification**

According to Sowman and Urquhart (1998), land identification is a key factor in creating a quality living environment in low-cost housing areas. They discuss following natural physical and biological features of a site that must be considered in the land identification process:

- Slope
- Ground surface and sub-surface conditions
- Soil type
- Drainage and hydrology
- Potential pollution of ground and surface water
- Climate: maximise human comfort
- Prevailing winds
- Sensitive natural environments
- Protect areas of high conservation value
- Sites that can be re-vegetated
- Access to natural resources

Socio-economic, infrastructural and cultural factors:

- Using existing structures and services
- Proximity to jobs, shops and markets
- Access to community, health and educational facilities
- Access to public transport
- Proximity to sites of cultural, historic and religious significance
- Identify suitable land close to bulk services
- Proximity to sources of pollution
- Land use and landscape character
- Integration with existing residential areas

- **Environmental Impact Assessments**

Housing projects are subject to the requirements of existing urban development legislation and procedures, including Environmental Impact Assessments as required in terms of the regulations of the Environmental Conservation Act (Act no. 73 of 1989). EIA regulations have, however, imposed delays and additional costs for low-cost housing development. It appears that environmental protection has been placed above social and economic considerations.

5. KEY ENVIRONMENTAL ISSUES AND THEIR IMPLICATIONS FOR HOUSING DELIVERY

- **Better Integrated Settlements**

The Housing Programme is one of the major contributors to the growth of human settlements in South Africa. The reason being that the major portion of housing provided through the programme has been on the basis of a single household per erf. Current housing projects, furthermore, tend to locate on the urban periphery and in so doing perpetuates urban sprawl. This relatively low-density urban expansion has happened notwithstanding policies for the densification of cities.

Some of the socio-economic forces involved are:

- The high cost of centrally located land
- Social preferences
- The Not In My Backyard syndrome
- The unaffordability of recurrent service costs

However, locational incentives of up to 15% of the housing subsidy amount have been introduced to encourage high-density development on well-located land. Furthermore, the Guidelines for Human Settlement Planning and Design (The Red Book) reinforces more integrated (socially, economically and environmentally) forms of settlement of efficiency of resource use, opportunity generation, convenience, choice, equality of access, quality of place, sensory qualities and sustainability. The following physical characteristics need to be taken into account in new housing delivery:

- Scaled to the pedestrian;
- Compact, with relatively high building densities;
- Their elements are integrated and the composite parts reinforce each other;
- They have a strong spatial feel, with well-defined public spaces; and
- Their spatial structures are complex, offering choices in terms of intensity of interaction, privacy of living conditions, life styles, housing options and movement systems.

Densification and urban infill need to be more actively encouraged to make well situated state land available for low-cost housing development. The National Department of Housing is in the process of introducing a new procurement regime for the selection of land and projects.

- **Integration of Environmental Considerations into Decision-Making**

Despite legislation to promote integrated development planning, planning at the local levels still occurs sectorally. A recent review of the implementation of the Housing Subsidy Scheme indicated that the lack of a legislative link to locate municipal budget responsibilities under the Integrated Development Planning process, is one of the reasons why housing is not meeting the requirements of integrated development planning.

Another reason identified was that the current process of project submissions leaves Provincial Housing Departments as passive participants in the development process, with no mechanism for pro-actively effecting integrated development.

The National Housing Department will introduce a new procurement programme for the selection of land and projects by 1 April 2001. Where IDP have however not yet been approved, it is recommended that as an exception, municipal business plans with proper identification and quantification of housing needs be used. Where this arrangement is not possible, the present system of proposal calls may be used temporarily.

- **Community Empowerment Through Environmental Education**

The National Housing Policy's Supporting the People's Housing Process assists people in building or organising the building of their homes themselves, by accessing housing subsidies and technical, financial, logistical and administrative support on a basis which is sustainable and affordable. Community well-being and empowerment can be promoted in the housing process through environmental education, the raising of environmental awareness and the sharing of knowledge and experience.

- **Negative Effects Of Informal Settlements On The Environment**

Informal settlements have a major impact on the environment. Unplanned, these settlements are often situated on marginal land such as steep slopes and the flood plains of rivers and streams, and impact heavily on sensitive ecosystems. Due to the fact that they are not subjected to proper planning, evaluation and environmental impact assessment, their negative impacts on the environment are usually significantly more than formal housing development. Many areas suffer from overcrowding and a resulting severe depletion of natural resources, which render them increasingly unsustainable. The major impacts on the environment include:

- Pollution of run-off water and underground water due to inadequate sanitation and waste collection;
- Air pollution owing to the burning of fossil fuels for heating, cooking and lighting purposes; and
- Mud slides and erosion due to the deforestation of slopes.

Most informal settlements in the Western Cape are currently expanding and the housing programme can only meet the needs of households according to its annual allocation of the national housing budget. The continuing negative affects of informal settlements on the environment will therefore remain. From an environmental point of view it may make sense to house those people in more ecologically sensitive areas first. This could, however, also be used as a means of 'jumping the queue' if people actively seek out ecologically sensitive areas. More attention should rather be given to releasing suitable land for low cost housing development.

The approval of housing projects in many rural areas must be considered with utmost caution, carefully evaluated in terms of their sustainability and the possible effects of their development on an already over-stressed natural environment.

- **Water Supply and Sanitation**

It is in the areas of water supply and sanitation that the rural housing subsidy programme can make a significant improvement in environmental management in rural areas. The availability of adequate potable groundwater is a key concern for rural communities. In many cases this supply has been threatened by inappropriate sanitation arrangements, such as pit latrines and a lack of solid waste removal, which contaminate the ground water. The possibility of turning sewage into grey water for use in cisterns and gardens should be investigated. Low water use devices should be promoted in bathrooms and toilets.

- **Environmentally Sound Housing Delivery**

Water and energy efficiency, the use of renewable resources and the planting of trees in low cost housing projects need to be promoted. Pilot projects on eco-housing, eco-

settlements and 'green houses', which have low energy and resource demands, need investigation.

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SOCIAL FACILITIES AVAILABILITY

1.0 SOCIAL FACILITY REQUIREMENTS

The spatial distribution of urban social facilities in the Western Cape reveals that services tend to be inferior in small towns in the arid region of the Province where distances are great and resources low, as well as in the Southern Cape. This generalised profile conceals significant inequities within urban areas, particularly within informal settlements in the Cape Metropolitan Area and larger provincial towns. A comparison of the education and health facilities available in the Western Cape with the neighbouring provinces of the Eastern and Northern Cape demonstrates the Western Cape's comparative advantage.

SOCIAL INFRASTRUCTURE: WESTERN CAPE AND NEIGHBOURING PROVINCES (1995)			
	WESTERN CAPE	EASTERN CAPE	NORTHERN CAPE
EDUCATION			
Total number of pupils ('000)	857	2 333	204
Primary pupils as % of total pupils	67%	75%	69%
Pupils per educator	25	40	27
HEALTH			
Doctors per 1000 of the population	0,76	0,22	0,38
Number of hospital beds per 1000 of the population	3,7	3,6	4,5

Source: DBSA

The following section summarises an evaluation of the availability and accessibility of education, health, sports and welfare facilities in the Western Cape Province. Maps and tables indicating the numbers of facilities in the different regions of the Western Cape are included in an addendum (currently not available in digital form, source: PAWC (1998) Social and Municipal Services Sector Western Cape Province, prepared by Mammon and Rendall Urban and Regional Planning and Design). This evaluation is however not comprehensive as information is lacking for various parts of the province.

1.1 Education Facilities

The following secondary objectives of the Provincial Strategic Plan relate to Education:

- "ensure increased access to education, training and development for learners, potential learners and adult learners;
- ensure quality demand-driven education, training and development."

Learners in early childhood development in the Western Cape are estimated at 27 000 (1998/1999 figures). According to international research, children with access to pre-primary education are less inclined to be involved with crime or become juvenile delinquents. Their chances of completing school and securing jobs are also bigger.

There are 1602 public ordinary schools and 511 independent schools in the Western Cape. In 1999, 909 000 learners attended public ordinary schools. 65 000 technical college learners attended the 15 technical colleges in the Western Cape during 1998 (Statistics: PAWC Education Department).

The total school-going population (aged between 5-19 years) in the Province amounts to 1 067 553. Of this total 225 377 learners have no schooling. No or limited access to schooling in

certain areas for Coloured and Black population groups is a large contributing factor to the large amount of learners without schooling.

The following issues were identified in this regard:

- Financial support for education has been reduced.
- Closure of schools in rural areas. Transport subsidies cease to exist since the closure of these schools. Poor communities such as farm labourers cannot afford to pay transport fees for their children.
- There is a discrepancy between established and less established areas.
- There is insufficient management of educational buildings.
- The quantitative standards are not realistic and do not serve the correct purpose in determining locational trends and capacities.

1.2 Health Facilities

"To develop, sustain and co-ordinate a promotive developmental, preventative and rehabilitative primary health care service through a quality, integrated and comprehensive approach" is one of the secondary objectives of the Provincial Strategic Plan (2000).

The provision of adequate Primary Health Care (PHC) services within a district-based system is recognised in the Provincial Health Plan as a cardinal pillar to the health system. A review of the legislative and constitutional framework for the delivery of PHC services by a Bi-ministerial Task Team indicated that the responsibility for PHC services was divided between local authorities and provincial government. It is the view of the Task Team that integration will only be successful if Province were to transfer its PHC functions to local Government with full funding for these transferred functions. The PHC service will be structured as a public-public partnership with Province providing the bulk of funding and Local Government rendering the service. Apart from providing funding, Province's role in this new dispensation will be performance management, policy making, co-ordination, monitoring and support. The Task Team recommends a target date of 1 July 2001 for the transfer of PAWC facilities and staff.

There are 629 facilities in total, 194 and 435 PHC facilities provided by the PAWC and local authorities respectively. There are, however, discrepancies in the package of care provided by various facilities. The intention is to strive towards the universal provision of a defined, comprehensive package of care at all PHC facilities (mobiles, clinics, community health centre) over the next five year period within a well co-ordinated district-based system. The transfer of all PHC services to local government will result in approximately 100 Provincial facilities and their staff being transferred to local government. The bulk of the transfer will take place in the Metropolitan area. Hospital services will not be transferred and will continue to be run by the Provincial Health Department. Selected smaller hospitals may be transferred to local government at a subsequent stage.

Over the last five years, 55 new clinics were built and another 34 clinics were significantly upgraded. The majority of these clinics are located within previously disadvantaged communities. Access to PHC services has significantly been increased by the provision of new facilities as the policy of free PHC services. PHC visits have increased by just under 2,3 million (27%) over the last three years (Provincial Strategic Plan, 2000).

The following issues were identified in this regard:

- The rationalisation of hospitals includes merging, downsizing and redistribution of components to lower levels of service delivery.

- There is substantial fragmentation between Provincial and Local Government with inefficiencies and duplication throughout these services, but the transfer of the responsibility for PHC facilities to Local Government would improve this. Better co-ordination between the Provincial and Local levels dealing with PHC will be achieved, and possibly also better integration at the local level between the provision of health facilities and other social facilities.
- Primary health facilities will have to accommodate more people and improve the quality of care against a background of limited resources and the implementation of the policy of free health care to children under the age of six.
- Health care facilities are inequitably distributed across the Western Cape and concentrated mainly in the more developed parts of the Western Cape, particularly the CMA.

1.3 Sports Facilities

One of the secondary objectives of the Provincial Strategic Plan (2000) is "to ensure that the socio-economic benefits of sport and recreation promotion and development leads to improvement in the quality of life." The following strategies are suggested in this regard:

STRATEGY	FOCUS	TIME FRAME	ROLE-PLAYERS
To enable people to utilise their leisure time constructively	<ul style="list-style-type: none"> • To expand access to sport and recreational codes. • To determine what is in place in particular areas. • Explore possibilities to focus on central area sports facilities, or decentralised services. • Explore creative alternatives; e.g. travel opportunities and multi-purpose links. 	Ongoing	Sport, CPFs, Local Sports Council, Works, Community Safety, Western Cape Nature Conservation Board, Representative Council of Learners.
Unlock resources to increase access	<ul style="list-style-type: none"> • Ensure a more focussed approach to integrate people with disabilities and the older persons into sports and recreational activities. • Providing access to opportunities: • Encourage multi-purpose use of facilities. • Identify lack of facilities/opportunities. 	Ongoing	Education Department: How to make schools more accessible to communities (e.g. utilisation of recreation facilities)
Assist in upgrading and provision of basic sports facilities	<ul style="list-style-type: none"> • Identification of community needs • Broaden the representivity of sport and recreational structures. • Identification of existing facilities for multi-purpose usage. • Explore more affordable hiring of facilities. • Inculcate culture of ownership. 	Ongoing	Education Department

The following issues were identified in this regard:

- Facilities are located in the wealthier parts of towns and cities.
- There is generally a lack of formal facilities across the region at the local scale, which implies that, the urban and rural poor are largely without access to sports facilities.
- Facility provision is skewed towards larger towns and wealthier sub-regions.
- Facilities should be planned for locations that are accessible to the broader population.
- Sports facilities should be located within urban nodes where possible.
- The rural areas generally lack facilities.
- The presence of sports facilities is not an important prerequisite for the provision of housing, but it can enhance the integration of new settlements.

- Access to public transport is an essential aspect of the location of sports facilities at all scales.

1.4 Welfare Services

Welfare services provided in the Western Cape are Care for the Aged, Care for the Disabled and Children's Homes. The Social Services Branch renders its services in partnership with the private welfare sector. The underlying philosophy being that the state is not resourceful enough to render all social services in all areas. Private Welfare Organisation, non-governmental organisations and community-based organisations therefore act as Welfare agents on behalf of the state. The state rewards welfare agents through the Welfare Financing Scheme. Presently, the branch subsidises 1256 welfare agencies and institutions that involves approximately 80 000 beneficiaries of services.

The key objectives of the White Paper on Social Welfare are meeting basic needs, the eradication of poverty and sustainable development, but in the current economic constraints, the achievement of these objectives are more and more difficult. Social services have over the years increasingly been dispensed in such a manner that it created dependency for the recipients, to such an extent that their entire existence is orientated towards the next grant, benefit or institution. The economic realities in the Western Cape of slow economic growth associated with high unemployment and poverty, particularly in rural areas, developed a group of people with no prospect of work. People in this layer often manipulate the Welfare System for money. The capacity of the current structure of welfare programmes and projects to address this situation is increasingly being questioned. In its endeavours to render the most appropriate social service to the poor, the vulnerable and those with special needs, the Social Services branch have started to investigate international trends in developmental social welfare.

The following issues relating to the provision/location of welfare facilities were identified:

- A lack of funding is a problem in the provision of welfare services due to a reduction in subsidies.
- Many state subsidised welfare facilities serving those with special needs face cutbacks or closure.
- The majority of welfare facilities are located in the CMA and the more developed towns and this would influence decisions to settle in urban areas.

2. LEGISLATIVE, INSTITUTIONAL AND POLICY FRAMEWORK OF SOCIAL FACILITIES PROVISION

According to the Draft Social Services Branch 2000/2001 Business Plan (May 2000), the Directorate Developmental Social Service Delivery of the Department of Health and Social Services, Western Cape, states that:

- The aim of this directorate is to develop and manage an effective departmental social delivery system and poverty relief programme.
- This will be achieved through policy formulation, programme development, programme financing and poverty relief initiatives.
- The policy sub-directorate is responsible to develop effective and comprehensive social welfare policy and policy guidelines in consultation with stakeholders to ensure a comprehensive, appropriate and affordable service delivery system.

The following the objectives of this directorate:

- To design policy and implementation strategies regarding empowerment, community intervention, residential intervention and resource development, planning and management in conjunction with Directorate Customer Services and Stakeholders.
- To give effect to the transformation of social welfare services delivery by testing the new welfare funding policy on 5% (approximately 35 organisations) across the services delivery spectrum.
- To develop criteria for monitoring and measuring the outcomes as well as the appropriateness and affordability of the new policy.
- To develop and pilot special service programmes to address the needs of vulnerable groups and address community re-generation to promote the department's transformation agenda.
- To facilitate human and institutional capacity of 200 ECD facilities in marginalised areas that are financed by the branch.
- To expedite the transformation of the child and youth care system by establishing a secure care facility in a rural area for 25 youths in conflict with the law.
- To facilitate the development and erection of new Multi Purpose Centres in Beaufort West and Vredendal.
- To manage the financing of the pilot programmes that will be used to test the new financing policy.

2.1 The Process of Social Facility Provision in New Housing Areas

- There is no direct link between the Department of Housing and the Departments responsible for the provision of social facilities regarding the provision of facilities in planned new housing developments.
- It is the responsibility of the developer to distribute the development proposal to a list of interested and affected parties; the provincial departments responsible for the provision of social facilities are on this list.
- The Departments responsible for social facilities at local authority level also inform the Provincial Departments of new developments / areas of need in their areas.
- Based on the number of units proposed in the housing development, and the proximity of existing facilities in the area, the Departments will do calculations to determine the possible future needs for social facilities and will then request that sites be identified and reserved for social facility use.
The following guides the Departments in their decision making:
 - 7 500 people required to make a small clinic viable
 - 1 000 residential units for a primary school
- As people move into the new development and the need for the facilities arise, the relevant Departments will include the provision of new facilities into their respective budgets. These decisions are based on management discretion.
- New facilities are often planned in a way that allows for incremental growth of its size and the type of services provided.
- New housing developments in the rural areas are likely to be served by mobile clinics only.
- The existing patterns of delivery of primary health care services show that there is substantial fragmentation between Provincial and Local Government with inefficiencies and duplication throughout these services.
- A review of the legislative and constitutional framework showed that the responsibility for primary health care services was divided between local authorities and provincial government. This comprises the integration of these services.

3. CONSTRAINTS IN SOCIAL FACILITY PROVISION

- **Financial Constraints:**

- Resource allocations from national level are progressively being decreased to achieve inter-provincial equity. The Provincial Administration will therefore need to find ways and means of bridging financial gaps;
- Further cuts in social budgets will necessitate that the Provincial Administration bridges financial gaps in creative ways.
- Existing backlogs in the provision of social facilities delay the provision of social facilities to new housing developments.

- **Bureaucratic Constraints:**

Decisions regarding the provision of facilities need to be taken by a team of people, these people are busy and difficult to get together, if a decision is taken without the whole group present, this will further slow down the process in future. In some cases there is also a limited capacity in terms of personnel.

- **Public Participation:**

The public participation process slows down the process in some cases, especially if political groupings are in disagreement.

- **Policy Gap:**

There is no policy to co-ordinate the provision of new social facilities with the provision of subsidy housing.

4. KEY SOCIAL FACILITY ISSUES AND THEIR IMPLICATIONS FOR HOUSING DELIVERY

The following key issues have been identified:

- The decrease in resource allocations.
- Inequality in the distribution of social services particularly in rural areas, there is a need for commitment to invest in the areas where the need is the greatest, but people move from these areas to established areas.
- Self-sufficiency/autonomy is new to local authorities.
- The lack of a clear policy to outline the provision of social facilities and its relationship with housing provision. The officials interviewed all identified the need for a holistic development policy to guide and co-ordinate the provision of social facilities. The decision to transfer the responsibility for primary health care facilities from Provincial to Local Government is, however, regarded as a step towards better integration in the facility provision planning process.
- Better co-ordination between various levels of government is required.
- Better co-ordination between departments (Housing, Health, Welfare, Education, Sport and Recreation etc.) is required.
- The provision of services is needs driven only - there is limited capacity (financial or personnel) to act proactively.
- There is in some cases an unrealistic striving towards first world standards. It should be accepted that improvisation is important and that facilities do not always have to be formal and of first world standard.

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- Although the availability of social facilities impact on the establishment of healthy living environments, the availability of social facilities as such, should not be a determining factor for the location of subsidy housing to the same extent as economic and environmental factors.

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Interviews:

The following telephonic interviews were conducted:

Dr Bletcher	PAWC Health: Head Office
Dr van der Merwe	PAWC Health: Policy & Planning
Mr Visser	Western Cape Department of Education: Policy & Planning