

# INTEGRATED SETTLEMENT (HOUSING) PLAN



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## 9.0 BREEDE VALLEY INTEGRATED SETTLEMENT PLAN

### 9.1 INTRODUCTION

The Breedevalley Municipality Housing plan is to identify strategic programmes through projects implementation with efficient policy back up that will achieve social, economic and environmental sustainability. The over riding approach to the housing plan is to create a settlement pattern that seeks to promote spatial balance and social integration, and resilient and virile economy that reduces unemployment and poverty and improvement in social services and facilities and a plan that recognizes the need for environmental consciousness that promotes environmental sustainability which will act as vehicle of realizing growth at the local level.

The settlement pattern is such that Worcester is the main town with the highest population figure; see table below. It dominates the socio-economic activities of region. De Doorns, Rawsonville and Touwsriver are the rural areas which are made up of rural poor, lacking in community and social services, and with little or no visible form of economic activities apart from agricultural with seasonal employment. It is however important to say that generally most people living in the region live below the poverty line (i.e.R1- R1 600). This shows high poverty levels in BVM.



### 9.2 LEGISLATIVE FRAMEWORK

The BVM housing plan abides by the constitution, Act 108 of 1996, Chapter 7 which stipulates that as any municipality must take all reasonable and necessary steps within the framework of national and provincial housing legislation and policy, *inter alia* to:

- Ensure that the inhabitants within its area of jurisdiction have access to adequate housing opportunities on a progressive basis.
- Ensure that conditions not conducive to the health and safety of the inhabitants of its area jurisdiction are prevented or removed.
- Set housing delivery goals in respect of its area jurisdiction.
- Identify and designate land for housing development.
- Initiate, plan, co-ordinate, promote and enable appropriate housing development.
- Plan and provide bulk engineering services.
- Provide revenue generating services in so far as such services are

not provided by specialist utility suppliers.

- Undertake land use planning in accordance with land development objectives.
- Act as developer.
- Administer National Housing Programme.

In addition to the Constitution of South Africa, No. 108 of 1996, Province should provide assistance to the respective municipalities. Therefore, each of the above is derived from a legislative perspective, whereby the sustainable human settlement is based on the following Acts, guidelines and principles:

- Housing Act 107 of 1997, especially Section 2;
- Western Cape Housing Development Act, 1999 (Act 6 of 1999);
- Sustainable Human Settlements for the Western Cape Province, 30 May 2006;
- "Breaking New Ground"- A comprehensive plan for the development of sustainable human settlements, 2004;
- Provincial Growth and Development Framework;
- Cape Winelands District Growth and Development Framework;
- Cape Winelands Spatial Framework; and
- Breedevalley Municipality Spatial Framework.

### **9.3 CURRENT HOUSING DEMAND**

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As a result of the high levels of poverty prevalent in the rural areas of the Western Cape, large numbers of people within the Breede Valley Municipality are unable to participate in the market-driven housing delivery system. The extent to which the poor is excluded is evident in the sprawling informal settlements in especially Worcester and De Doorns, the appalling living conditions of a large number of farmworkers, backyard structures in low-income housing areas across the municipality and the overcrowded conditions in the public housing schemes. The various towns within the municipal area are experiencing increasing demand for residential development, particularly for low-income households, as a result of, amongst others:

- A steady flow of in-migration from areas outside of the Breede Valley Municipality.
- Uncertainties related to tenure rights for farm workers in the non-urban areas within the municipality.

The adjacent table gives an indication of the “affordable housing” needs in the Breedevalley municipality. This is in addition to the 7541 applicants for the rental stock and translates into a total publicly-assisted housing need in the urban areas of the municipality of approximately 13 823 units. This does not include the need in the rural settlements or that of the farming communities.

Worcester	7503
De Doorns	2311
Touwsrivier	422
Rawsonville	404

**TABLE 14: APPLICATION STATISTICS**

Application Types	Rawsonville	Worcester	De Doorns	Touwsrivier
Applications for rental units	89	6103	592	757
Project applications	404		2311	422
Project Applications (Avian Park)		7503		
Project Applications (Zwelethemba)		3183		
<b>Worcester</b>		1108		
<b>Zwelethemba</b>		1538		

### 9.3.1.1 CAPACITY AND OBSTACLES TO THE PROVISION OF LOW-INCOME HOUSING FOR THE POOR

The success of any housing delivery strategy is, dependent, amongst others, on a dedicated staff complement to ensure that housing delivery, its programmes and projects are guided from inception to completion. BVM is challenged by the following constraints:

- ➔ Lack of a clear coherent delivery strategy.
- ➔ The cost of well-located land.
- ➔ Environmental constraints (flood plains, etc).
- ➔ The pace of urbanization.
- ➔ Financial constraints.
- ➔ Administrative capacity.

The Council of the Breede Valley Municipality has realized the urgent need for the provision of housing opportunities to low-income families within its area of jurisdiction.

The need for the delivery of low-income housing in the Breede Valley Municipality is, however, not confined to its urban centers only. Many farm workers in the area live in uncertainty and under constant threat of homelessness as a result of insecurity of tenure. Living conditions within the rural settlements such as Orchards and Sandhills clearly illustrates the need for proactive planning in order to address the housing needs of farm workers. The Provincial Government of the Western Cape envisages that all



farm workers should be able to settle permanently with a choice of settlement and tenure options in line with the needs and circumstances of local communities. The locations for larger housing developments (in excess of 1 000 units) are identified in the proposed frameworks for the various urban centers to achieve the desired spatial distribution for the Breede Valley.

### 9.3.1.2 HOUSING DELIVERY STRATEGY

The geographic distribution of the housing needs in the Breede Valley Municipality (urban areas) is as shown in the adjacent table.

The areas of Worcester and De Doorns have the highest need for low income housing development in the municipality and should therefore be viewed as areas for priority intervention. It is therefore proposed that the human resources (from a housing delivery perspective) be targeted towards these two high priority areas then the "lower priority areas of Rawsonville and Touwsriver be tackled later.

Touwsriver	422
De Doorns	2311
Worcester	10606
Rawsonville	404
Total	13 823

Strategies need to be developed to address the housing needs of those low-income households who do not qualify for housing subsidies. In the Western Cape roughly 30% of low-income households fall within this category. More accurate figures relating to this category of households can, however, only be determined through the completion of an in-depth social survey using the qualification criteria of the National Housing Subsidy Scheme.

Strategies also need to be developed for housing opportunities for middle-income persons. This sector, was traditionally the backbone of the building industry in the Breede Valley and the lack of provision has led to a situation whereby contractors in this industry leave the Breede Valley for opportunities elsewhere. Expertise and employment are thus leaving the Breede Valley poorer. Unemployment in this category is high and can be addressed through providing development opportunities for the Breede Valley communities through land that belongs to the Breede Valley Municipality. If a sound base is founded in this industry, then it will generate other spin-offs in the provision of job creation.

### 9.3.1.3 LAND AVAILABILITY

The Breede Valley Municipality Jurisdictional Area covers 2995 square kilometres. Much of this jurisdictional area comprises of high-potential agricultural land. The economic engine of the Breede Valley comprises of farming and related farming activities. This high-potential agricultural land must therefore be protected as a resource to provide employment to the increasing number of potential active persons in the Breede Valley. Currently, spatial factors play a strong role in limiting housing development in the Breede Valley. These limitations take four forms:

1. In the first instance, the high-potential agricultural land that surrounds three of the towns in the Breede Valley, namely De Doorns, Rawsonville and Worcester.
2. The N1 highway cuts through Worcester and De Doorns, leaving potential land for development on one side of the N1 that may be developed with high cost implications.



3. The wide flood plains of the Hex and Breede Rivers and steep gradients limit current housing expansions in Rawsonville and Worcester.
4. The mountainous terrain also limits future expansion plans.

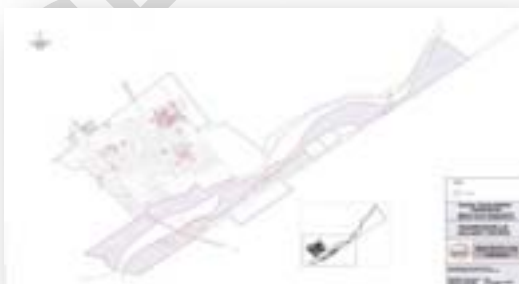
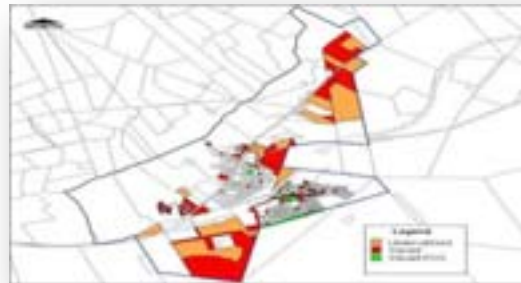
As a result, it is likely that future housing expansion will largely involve high-density settlements and low-cost housing projects, putting increasing pressure on high-potential agricultural units surrounding the towns.

An indication of available land within and adjacent to the existing residential areas in the various towns has been identified and shown below. The advantages of these parcels of land for further residential development include the availability of engineering services, proximity of existing facilities and existing infrastructure.



Consultation with the relevant beneficiary communities as well as resident communities will, however, have to be an integral part of any low-income residential development process. The tendency to locate publicly-assisted housing developments on the periphery of towns away from urban opportunities must be strongly resisted and infill opportunities and high density residential development along the existing and identified corridors must be promoted.

Below is an indication of vacant and underutilised land for Worcester, De Doorns, Rawsonville and Touws River respectively.





## **9.3.2 PROJECTS**

### **9.3.2.1 CURRENT HOUSING PROJECTS**

Following is a summary on the current housing projects

PROJECT TITLE	NO . SITE	PROJECT VALUE	EXPENDITURE TO DATE	PROJECT TYPE	COMMENTS
Zwelethemba-384 (Phase 1)	1800	R 16,000,000.00 (phase 1)	R 5,074,925.03	Project Linked subsidy	Completed.
Avian Park 708	708	R 7,000,000.00	R 3,402,985.64	Project linked subsidy	The project is nearing its completion phase. The total number of completed houses is 501.
Old Mandela Square 331	331	R 8,556,019.00	R 0.00	Project linked via Peoples Housing project	The Province has approved the erection of the First phase 50 units
OVD 120	120	R 4,383,360.00	R 0.00	Project linked subsidy linked to the People's Housing Project	The project application has been submitted to Province and that approval is imminent.
Orchard-Sunnyside		R 5,500,000.00	R 0.00	Project linked	
De Doorns 1800	1800	R 15,000,000.00	R 8,481,000.00	Project linked	No building of top structures has commenced.
Avian Park 339		N/A	N/A	Project inlkd	
Zwelethemba (Consolidation) 550		N/A	N/A	Project linked	
Avian Park 107 Self help		N/A	N/A	Project linked	
Avian Park 350		N/A	N/A	Project linked	
Steenvliet Hopland 270		N/A	N/A	Project linked	



### 9.3.2.2 PLANNED PROJECTS

**TABLE 15: NUMBER OF SITES PLANNED**

Project Title	Project Value	Year 1: Jul 2008	Year 2: Aug 2009	Year 3: Sept 2010	Year 4: Oct 2011	Year 5: Nov 2012	Total
Zwelethemba		400	300	300	250	250	1500
Avian Park		400	400	400	400	400	2000
Hostels Upgrading		0	30	30	20	20	100
Rawsonville		0	50	50	50	50	200
De Doorns		0	360	360	360	360	1800
Touwsriver		0	50	50	50	50	200

The anticipated approved amounts as per DORA for the years are shown below:

Year 1: 2007/08	Year 2 2008/09	Year 3 2009/10	Total
31 813.000	40 505. 000	39 234.000	111 552 .000

### 9.3.3 INTEGRATION

A development will incorporate the principles of integrated development insofar as it promotes:

- the creation of settlements aimed at integrating formerly disadvantaged areas with the rest of the more affluent areas in the various towns;
- the integration of public transport, economic opportunities, public facilities and residential living (especially with the view to providing low income housing areas with increased access to business and industrial areas);
- improved access for poorer communities to an expanded range of facilities by recognizing that the dominant movement pattern will be people on foot;
- the creation of compact neighbourhoods which limits the use of valuable agricultural land and natural systems for urban development; and
- access to quality open space and recreational activities.

The combination of the housing and the economic reform programmes through pragmatic measures that will lead to encompassing, much anticipated development in the BVM. This will bring about the much needed regional balance in distribution of employment between the less privileged towns and Worcester

and consequently, the economy of the region will be able to achieve a higher level of aggregate employment. It will also reduce the socio-economic gap between Worcester and other towns and also at the district level.

The Housing plan is an integral part of the Integrated Development Plan of the Breede valley.

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### 9.3.4 SPATIAL DEVELOPMENT PLAN

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The development of low-income housing projects has to date served to reinforce and consolidate existing apartheid spatial patterns and segregatory planning principles by locating such projects on cheap land in peripheral locations.

The following principles to be considered in the development of low-income housing were identified as part of the Breede Valley Municipality Spatial Development Framework (SDF):

- *Location* – residential development, and more importantly, low-income residential developments should be located strategically to allow residents easy access to public transportation facilities, economic opportunities and community facilities;
- *Dormitory suburbs* - notwithstanding the urgent need for the provision of housing opportunities, the tendency to provide housing opportunities in large residential developments, evident in many areas on the Cape Flats, should be avoided. Pockets of residential development at strategic locations have more long-term benefits than “quick-fix” developments that condemn inhabitants to a life of poverty, crime and insecurity;
- *Higher density development* – land in the Breede Valley municipality is a scarce commodity and valuable, productive agricultural land is coming under increased pressure from urban related uses including housing. Consideration must be given to options other than the conventional free-standing single residential developments currently being applied;
- *Choice* – housing developments should provide for a variety of housing options;
- *Integration* – housing should not be provided as a stand-alone, but rather as integrated with existing and/or proposed economic opportunities and social facilities;
- *Co-ordinated public sector intervention* – the efforts of all public sector institutions must be co-ordinated to provide for one common approach to housing provision.

The SDF proposals for the various towns are shown in the SDF Chapter.

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### 9.3.5 CONCLUSION

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In the housing plan it is demonstrated that housing cannot be provide in isolation to the broader integrated development endeavors of the Breede Valley Municipality.

It is acknowledged at this stage that there are duplications on the waiting lists for the respective towns, the following is a summary of the demand for low-income housing within the Breede Valley Municipality

➤ Total project applications:	13 823
➤ Total applications for rental units:	7541

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### 9.3.6 REFERENCES

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- Western Cape Strategy for the Development of Sustainable Human Settlements, 30 May 2006. Western Cape: Department of Local Government & Housing (Final Draft)
- National, Department of Housing 2004 Breaking New Ground: A Comprehensive Plan for the Development of Sustainable Human Settlements Western Cape Local Government & Housing
- Breedevalley **IDP Final Draft** 2005/2006
- Breedevalley Spatial Framework 2005/2006