

## REPORT TO SUBCOUNCIL

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1. **ITEM NUMBER:** *To be inserted by secretariat*

2. **DRAFT HUMAN SETTLEMENTS STRATEGY**

**KONSEPSTRATEGIE OOR MENSLIKE NEDERSETTINGS**

**ISICWANGCISO-BUCHULE ESILUYILO SEZOKUHLALISWA KOLUNTU**

**L1653**

3. **PURPOSE**

Subject to the Human Settlements Portfolio Committee approving the public participation plan for draft Human Settlements Strategy, sub-councils are requested to note the contents of the City of Cape Town draft Human Settlements Strategy and to provide comment during the public participation period.

4. **FOR DECISION BY**

**No decision is required**

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5. **EXECUTIVE SUMMARY**

The draft Human Settlements Strategy is the product of 20 month-long development process, which involved the coordination of a multi-disciplinary drafting team chaired by the City Manager. It represents the inputs of a number of City departments across a broad spectrum of themes that influence the human settlements environment within Cape Town. If adopted, it will become the primary vision for human settlements matters in the City.

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6. **RECOMMENDATIONS**

That sub-councils note the content of the draft Human Settlements Strategy and provide comment on the Strategy during the public participation period.

## AANBEVELINGS

Dat subrade kennis neem van die inhoud van die konsepstrategie oor menslike nedersettings en kommentaar oor die strategie gedurende die openbaredeelnametydperk lewer.

## IZINDULULO

Ukuba amaBhungana mawaqwalasele okuqulathwe sisiCwangciso-buchule esiluyilo kwaye anike izimvo ngokuphathelene nesi sicwangciso ngexesha lokuvakalisa izimvo zoluntu.

## 7. DISCUSSION/CONTENTS

### Background:

Cape Town's historic spatial inequality and housing affordability challenges are significant. For residents who live far from social and economic opportunities, who have not benefited from widespread social services, and who are offered little opportunity to enter into the formal housing system, the cost of formal housing has simply outstripped their means. Escalating housing costs place increasing strain on all segments of the market as more participants turn from formal market mechanisms, broadening the footprint of informality and conversely tightening the noose of housing exclusivity for a shrinking population base. As such, Cape Town has developed a very tangible and socially limiting housing problem. For this reason, the City has embarked on the review of its Human Settlements Strategy in an attempt to address these challenges.

### Intent of the Human Settlements Strategy:

This Strategy recognises the extent of informal housing prevalent within Cape Town. It argues that this informality is partly due to market failure, whereby the cost to produce a house in well-located areas has outstripped the ability of a household to afford it, and due to state failure, whereby government's national housing programmes have been unable to meet the widespread housing needs of low-income households.

The Human Settlements Strategy determines to respond to affordability and informality; interpreting informality as a form of private sector response to the deficit of affordable formal housing provision. **The City has a role to play in recognising and supporting the need and desire of low-income households to build their own houses or provide housing opportunities for others.** The City's response is detailed through approaches to

- inclusive design of informal settlements;
- the provision of basic service infrastructure
- the provision of social service facilities
- the recognition of informal building practices
- the opportunities for supporting informal structure compliance and tenure

This Human Settlements Strategy extends beyond a state response to informal housing, alone, by considering the role of all market participants in driving the

development of more and better houses to meet the demand of all households in Cape Town. The Strategy unpacks how the City will also **leverage its roles and functions to enable and incentivise the formal property market to develop affordable housing that is safe, diverse and well-located**. It aims to **support the development of housing opportunities by all actors in the housing market** – from the public sector to large scale property development companies to households seeking to develop an additional dwelling on their property. In so doing, the City acknowledges that the human settlements environment is a complex system that requires a multitude of housing typologies delivered by a variety of actors working with an inclusive and responsive regulatory environment in order to meet the demand for better housing in Cape Town.

The Strategy is called a Human Settlements Strategy because it determines that a house is more than the sum of its parts. Amongst others, the utility of a home is influenced by its location, by the investment in the area around it, and by the community which influences the social dynamics of a neighbourhood. Therefore, the Strategy considers **how housing assets should be recognised as valuable social, economic and financial assets**, and how households can be supported to **leverage the value of their housing asset for economic participation and growth**.

The human settlement environment is as important as the individual house in providing a safe and healthy living conditions for residents. The Strategy attempts to direct the City to work with local communities to manage public infrastructure and public spaces to support functioning human settlements that safeguard the prosperity of all who live in them.

### **7.1. Constitutional and Policy Implications**

It is sought that public comment is provided on the draft Human Settlements Strategy so that a reviewed document might be submitted to Council for approval, and that the City of Cape Town might adopt a renewed Human Settlements Strategy.

### **7.2. Legal Implications**

This report is submitted to sub-councils, subject to the Human Settlements Portfolio Committee approving the public participation plan for the draft Human Settlements Strategy.

### **7.3. Other Services Consulted**

The following structures were consulted during the drafting of the Strategy:

- The Mayoral Committee
- The Executive Management Team
- The Human Settlements Portfolio Committee
- The Safety and Security Portfolio Committee
- The Portfolio Chairpersons Forum
- The Policy Coordinating Committee

Management committees of the following directorates:

- Human Settlements

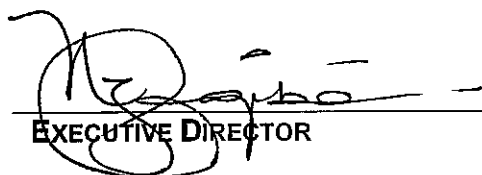
- Urban Management
- Water and Waste
- Economic Opportunities and Asset Management
- Spatial Planning and Environment

## ANNEXURES

A: The draft Human Settlements Strategy

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DATE 19/08/2020

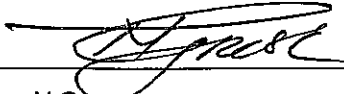


MR W v/D WESTHUIZEN  
Subcouncil 1 Manager

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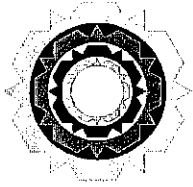


CLLR N GROSE  
Chairperson Subcouncil 1

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DATE

11/09/2020



**CITY OF CAPE TOWN  
ISIXEKO SASEKAPA  
STAD KAAPSTAD**

# **HUMAN SETTLEMENTS STRATEGY**

**DRAFT VERSION FOR PUBLIC COMMENT**

**AUGUST 2020**

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## ACORNYMS AND DEFINITIONS

BEPP	Built Environment Performance Plan	MURP	Mayoral Urban Regeneration Programme
BNG	Breaking New Ground	MSDF	Municipal Spatial Development Framework
CLP	Consolidated Land Pipeline	ORP	Ownership Regularisation Programme
CLDP	Catalytic Land Development Programme	SCOT	Spatial Costing Tool
CRU	Community Residential Unit	POS	Public Open Space
DAMS	Development Application Management System	SHI	Social Housing Institution
ECD	Early Childhood Development	SRT	Spatial Rating Tool
ECAMP	Economic Areas Management Performance	TIA	Transport Impact Assessment
EIA	Environmental Impact Assessment	TOD SF	Transit Orientated Development Strategic Framework
EPWP	Expanded Public Works Programme	UISP	Upgrading of Informal Settlements Pipeline
HIA	Heritage Impact Assessment	USDG	Urban Settlements Development Grant
HSDG	Human Settlements Development Grant	WCPG	Western Cape Provincial Government
IRDP	Integrated Residential Development Programme	WULA	Water Use License Application
IDP	Integrated Development Plan		

Administration	Refers to the City of Cape Town. "City" is also utilised in this regard.
Affordability	Affordability is a function of context. The National Government determines that the GAP market (those households who should be targeted for affordable housing provision) refers to households earning less than R22 000pm. This Strategy recognises that nominal indicator whilst maintaining that affordability fluctuates dependent on the context in which housing is available; and that it would never be targeted at the highest earning income group of that context.

Conditional Management Transfer Agreements and Action Plans	Agreements entered into, by the City, with housing estate management companies to support the transfer of CRU tenancy management services to third party providers.
Basic Services	Refers to basic municipal services, “a municipal service that is necessary to ensure an acceptable and reasonable quality of life and, if not provided, would endanger public health or safety or the environment <sup>1</sup> ”
Catalytic Land Development Programme	Programmes that enable integration of land-uses, income groups, densities, and transport options in order to catalyse the urban spatial form. They involve significant infrastructure investment which is intended to generate a diverse urban financing mix. An extensive definition of the CLDP is captured in the City’s BEPP.
De-densified	The clearing of housing structures from a site to allow for re-development with infrastructure provision and/ or housing construction.
Formalisation	The process of complying with regulations and requirements that render a house as tradeable in the formal housing market.
Gap Market	Is made up of households who earn between R3501 and R22 000pm, and do not qualify for a full housing subsidy. However, these households are eligible to a range of partial housing subsidies and programmes.
Greenlining	Refers to efforts made to push investment in a neighbourhood or precinct which has been previously disadvantaged.
Hostel Redevelopment Programme	Targeted upgrading of hostels into CRUs, with tenancy management services implemented by a third party provider.
Housing Needs Register	The City’s housing database that captures the need for housing as expressed by residents. It is a tool utilised for the selection of potential beneficiaries for state subsidised housing (BNG, CRU, Social Housing).
Human Settlements	The totality of human community - whether a city, town or a village - with social, material, organisational, spiritual and cultural elements that sustains it <sup>2</sup> .
Informality	Refers to housing expansion which has not followed formal compliance steps such as building plan submission, obtaining zoning permission, adhering to building guidelines etc.
Inclusionary housing	Refers to conditions that are imposed upon developers to include units within a development that are classified as affordable.
Inclusive	Is a term intended to indicate an expansion of the actors that operate within a system, be that a market or a sector or an activity. Inclusivity intones that the more participants that are able to engage in the housing market (and its various sub-components), the greater the agency transferred to individuals and communities, and the higher the likelihood for long-term social sustainability.
Integrated Residential Development Programme	A National Government directed housing programme that allows for area wide settlement planning, a range of housing typologies, prices, and mixed use developments.

<sup>1</sup> As defined in the Municipal Systems Act (No. 32 of 2000)

<sup>2</sup> As defined by the UN Habit

Non-construction costs	Refer to expenses not related to building materials and the physical development of a formal dwelling.
Ownership Regularisation Programme	Programme designed to identify and put processes, plans, structures, policies and systems in place to address outstanding title-deed transfers in the City.
Property Value Chain	City forum used to align property occupancy to service delivery and associated billing.
Resilience	Refers to the capacity of individuals, communities, institutions, businesses and systems in a city to survive, overcome, adapt and grow, despite chronic stresses and acute shocks that they experience.
Right-sizing	The process of finding an appropriately sized or located CRU to accommodate a tenant after their family circumstances have changed.
Security of Tenure	Assurance that a person/ household is legally recognised in the property in which they reside, and has a right to occupy the property.
Social Housing	Refers to rental housing constructed and managed by the City's social housing partners in terms of the Social Housing Act, 2008 (Act No. 16 of 2008)
Spatial Rating Tool	A cadastral instrument that determines the locational efficacy of a site based on its proximity to transport and employment opportunities.
Urban Management	The collective oversight, by all actors, of urban spaces so as to enable effective and progressive improvement in the urban form/ a community driven approach to ensuring that the urban environment develops and performs at an optimum standard.
Well-located	Refers to land that is in close proximity to economic opportunities, transport nodes, and social facility support.

## NATIONAL REGULATORY LANDSCAPE

Title	Summary
South Africa's Constitution	Section 26 guarantees all within the Republic the right of access to adequate housing, creating an obligation on government to take reasonable steps, within resource availability, towards progressive realisation of this right. Sections 24 (the right to an environment that is not harmful to health or well-being), 25 (the right to property), and 27 (the right to clean water) are other embedded rights which are taken into account when considering the regulatory landscape for providing adequate housing within Cape Town.
The Integrated Urban Development Framework	National Government's policy position to guide the future growth and management of urban areas.

The Interim Protection of Informal Land Rights Act (No. 31 of 1996)	Provides for the security of tenure in relation to those with informal rights to land.
The Housing Act (No. 107 of 1997)	Outlines a number of general principles applicable to housing development - these include giving priority to the needs of the poor and ensuring that development provides for a wide choice of tenure options and is sustainable.
The National Building Regulations and Building Standards Act (No. 103 of 1977)	Establishes uniform minimum standards for construction so as to ensure health, safety and dignity for residents.
The National Development Plan 2030	Aims to pursue certain housing and spatial transformation related outcomes, including sustainable human settlements, an improved quality of life, access to opportunities, and a responsive and efficient local government system. It also provides context for the various human settlements related Acts.
The National Housing Code	Sets the underlying policy principles, guidelines and norms and standards which apply to Government's various housing assistance programmes. Reiterates that municipalities must take all reasonable and necessary steps to ensure that the right to housing is progressively realised.
The Prevention of Illegal Eviction and Unlawful Occupation of Land Act (No. 19 of 1998)	Imposes certain requirements that must be followed by the City to evict a defaulting tenant or unlawful occupier.
The Rental Housing Act (No. 50 of 1999)	Enacted (as amended) to address and help the state realise the right to have access to adequate housing. It also defines the responsibility of government in respect of rental housing property and creates mechanisms to promote the provision of rental housing property.
The Sectional Title Act (No. 95 of 1986)	Provides for the division of buildings for ownership and the establishment of common property, and the various rules that should follow this determination.
The Social Housing Act (No. 16 of 2008)	Contains comprehensive principles and operational guidelines to regulate all SHI's receiving public funds, in order to promote a sustainable social housing environment..
The Spatial Planning and Land Use Act (SPLUMA) (No. 16 of 2013)	Regulates spatial planning and land use management across all three spheres of government. Requires municipalities to embed principles of spatial justice, spatial sustainability, efficiency, spatial resilience, and good administration in spatial planning and land use management.

## CITY OF CAPE TOWN REGULATORY LANDSCAPE

Allocations Policy: Housing Opportunities
Climate Change Policy
Densification Policy
Development Charges Policy
District Spatial Plans
Grant-in-Aid Policy
Integrated Development Plan (IDP)
Investment Incentives Policy
Green Infrastructure Programme
Local Biodiversity Strategy and Action Plan
Municipal Planning By-law
Municipal Spatial Development Framework (MSDF)
Resilience Strategy
Transit Orientated Development Strategy
Urban Design Policy

Cape Town finds itself in an unprecedented position. Shortly after absorbing the impacts of a sustained drought, its residents are being forced to navigate the crippling socio-economic uncertainty of COVID 19. Whilst this document was drafted prior to the onset of COVID 19, it has been reviewed to ensure that the economic imperatives and support systems initially outlined are consistent with the current social context. Importantly, this document emphasises the need to enable a more inclusive housing development industry so that economic development and widespread social wellbeing occur in tandem. Cape Town has a housing problem. It also has an income inequality problem. This document believes that these two elements are not exclusive, and that the road to resolving these issues lies in addressing the issues as being part of the same system.

The Human Settlements Strategy is the product of 13 month-long development process, which involved the coordination of a multi-disciplinary drafting team chaired by the City Manager. The drafting team reflected the work-stream leads for several work-groups who were charged with considering the thematic components of the Strategy. The work-groups comprised various City officials who gave input by generating position papers on the implementation challenges and opportunities existent within human settlements. What reflects within this document is a synthesis of the position papers, and their application to a City of Cape Town human settlements vision.

Whilst this Human Settlements Strategy explicitly supports density and greater land-use intensity within the urban environment, it does not make spatial determinations for the orientating of urban development. The Strategy is intended to be read alongside the tenets of the critical spatially informing documents of the City of Cape Town; the Municipal Spatial Development Framework (MSDF), the Transit Orientated Development (TOD) Strategy, and the various District Spatial Plans.

This Strategy is supported by an implementation plan which outlines the prioritisation of human settlements interventions, the role-players involved, and the capacitation required to fulfil the commitments of the Strategy. The implementation plan will be reviewed on an on-going basis by the executive structure of the City administration.

## Executive Summary

Cape Town's historic spatial exclusivity is, arguably, its greatest impediment to future sustainable and equitable development. Spatial patterns that have persisted from a time when the city was designed to separate racial groups and intentionally suppress the majority of the population continue to contribute to financial inequality and poverty. The implications for housing affordability have been significant. For residents who live far from social and economic opportunities, who have not benefited from widespread social services, and who are offered little opportunity to enter into the formal housing system, the cost of formal housing has simply outstripped their means. Escalating housing costs place increasing strain on all segments of the market as more participants turn from formal market mechanisms, broadening the footprint of informality and conversely tightening the noose of housing exclusivity for a shrinking population base. As such, Cape Town has developed a very tangible and socially limiting housing problem.

This Strategy recognises the extent of informal housing prevalent within Cape Town. It argues that this informality is partly due to market failure, whereby the cost to produce a house in well-located areas has outstripped the ability of a household to afford it, and due to state failure, whereby government's national housing programmes have been unable to meet the widespread housing needs of low-income households. Other social and economic dynamics affect the rise of informal settlements, in a South African context, including the allure of economic opportunities that developing metropolitan areas hold; the more opportunities inherent within a city, the more likely informality will form a part of its makeup.

The Strategy determines to respond to affordability and informality; interpreting informality as a form of private sector response to the deficit of affordable formal housing provision. **The City has a role to play in recognising and supporting the need and desire of low-income households to build their own houses or provide housing opportunities for others.** The City's response to informality is detailed through approaches to

- inclusive design of informal settlements and emergency housing;
- the provision of basic service infrastructure;
- the provision of social service facilities;
- the recognition of informal building practices;
- the opportunities for supporting informal structure compliance and tenure.

### **The Scale of the Housing Crisis in Cape Town**

Currently, **over 230 000 households are living in informal dwellings** in Cape Town.

**By 2028 it is estimated that over 500 000 households will require additional housing.** These households are in different housing circumstances (informal settlements, backyard rental, etc. or overcrowded conditions), or are not households that will require assistance by 2028.

This amounts to an annual requirement for an estimated **50 000 housing opportunities for the next 8 - 10 years** in order to address the backlog and accommodate new households.

Currently, the public and private sector together are developing **less than 20 000 formal new dwellings on average per year** and providing **5 500 new serviced sites on average per year.**

This means that for the next 10 years there will be a **shortfall in the development of formal housing opportunities of approximately 30 000 every year**, assuming the average annual rate of supply by both the private and public sectors is unchanged.

**More extensive informality, strain upon infrastructural networks, and operational instability** are the predicted consequences of a 'do-nothing approach'.

*(data are drawn from the City's General Household survey, 2017)*

Working with notions of informality is part of the Strategy's priority to **provide safer and healthier housing opportunities** for those living in inadequate housing. Greater recognition and support is important to ensure these housing opportunities are developed in a manner that encourages community engagement, enables community participation in the re-design of informal settlements, and safeguards the health and safety of the occupants so that public and private investments yield as much value as possible. The social and economic inclusion of these spaces within the broader city environment through the development of integrated and sustainable human settlements is key to the City.

This Strategy extends beyond a state response to informal housing, alone, by considering the role of all market participants in driving the development of more and better houses to meet the demand of all households in Cape Town. The Strategy unpacks how the City will **also leverage its roles and functions to enable and incentivise the formal property market to develop affordable housing that is safe, diverse and well-located**. It aims to **support the development of housing opportunities by all actors in the housing market** – from the public sector to large scale property development companies to households seeking to develop an additional dwelling on their property. In so doing, the City acknowledges that the human settlements environment is a complex system that requires a multitude of housing typologies, delivered by a variety of actors working with an inclusive and responsive regulatory environment, in order to meet the demand for better housing in Cape Town.

Formal property market performance is constrained by availability of land, infrastructure services, financing and the costs associated with the regulatory environment. The Strategy addresses how the City can work to reduce those barriers that exist within the system and change the rules of the game to incentivise the private sector to develop housing opportunities at greater scale and diversity, in order to meet the needs of low-income households.

Similarly, the Strategy reflects upon the City's own formal housing delivery program to support affordable housing options across the metro.

Within Cape Town, **housing developments contribute actively toward economic growth**. Equally, distortions within the housing market inhibit the potential of a local economy to expand. For example, a lack of low income and affordable accommodation for labourers, skilled workers and professionals limits economic participation (homogeneous consumer options) and growth and increases the cost of living (increased travel time and cost, lack of access to goods). Conversely, an active construction sector supports increased housing opportunities, reducing the cost of homes whilst absorbing large portions of a labour market (whilst also ensuring related upstream and downstream activities). The economic interaction between housing supply and demand across all income groups is crucial to enabling inclusive housing markets.

The Strategy is called a Human Settlements Strategy because it determines that a house is more than the sum of its parts. Amongst others, the utility of a home is influenced by its location, by the investment in the area around it, and by the community which influences the social dynamics of a neighbourhood. Therefore, the Strategy considers **how housing assets should be recognised as valuable social, economic and financial assets**, and how households can be supported to **leverage the value of their housing asset for economic participation and growth**. The Strategy sets out how an inclusive regulatory environment and approach to tenure recognition can assist households in realising the value of their housing assets by being able to formally transact upon them.

**The human settlement environment is as important as the individual house in providing a safe and healthy living conditions for residents. The Strategy directs the City to work with local communities to manage public infrastructure and public spaces to support functioning human settlements that safeguard the prosperity of all who live in them.**

**This Strategy will outline how the City of Cape Town will provide, regulate and enable housing to achieve the following six objectives:**

- Objective One: Housing that provides residents with **healthy and safe living conditions**
- Objective Two: Housing that is **more affordable, accessible, diverse, and responsive to the needs of residents**
- Objective Three: Housing that offers occupants the **opportunity to realise the full value of their homes as a social, financial and economic asset**
- Objective Four: Housing that **catalyses spatial transformation** by achieving density and **improving access to economic and social opportunities for all**
- Objective Five: Housing that supports the creation of **sustainable, dignified, and integrated human settlements**
- Objective Six: Housing that drives economic opportunity through an **active housing construction sector**

The Strategy determines that the City's ability to influence human settlements is based on three primary roles; as a provider (of state subsidised housing), as a regulator (of the built environment), and as enabler (of urban upgrading that convenes a wide variety of actors).

As such, and by addressing the strategic levers that exist within its ambit, the Strategy articulates how the City of Cape Town will:

- Support the building of integrated human settlements;
- Provide scaled-up subsidised housing opportunities;
- Enable the scaling up of affordable housing development within all sectors of the market.



**Target households for this Strategy:**

The primary target for this Human Settlements Strategy are households earning less than R22 000 per month who are either currently living in inadequate dwelling conditions or are new households. However, affordability varies within different housing contexts; the needs of residents may vary depending on their housing typology, location and proximity to services. This Strategy recognises that the relationship between residents and affordability will change along with amendments to housing conditions and access to services. Furthermore, housing markets are inter-connected; what happens in one end will affect the other. The City wishes to support housing markets that meet the needs of all who participate within it. Therefore, the principles of this Human Settlements Strategy are applicable to households of all income earning levels.

As the Human Settlements Strategy assumes a long-term focus, it requires a supporting structure that articulates the short-term interventions that enable the vision for future human settlements in Cape Town.

This structure is provided in the form of a **Human Settlements Implementation Plan<sup>3</sup>**, which addresses prioritisation of project interventions, roles, owners and assigned responsibility, and the extent of capacity building required to realise the desired outcomes of the specific intervention.

The Human Settlements Implementation Plan will be approved by the City's Executive Management Team, its role and performance will be overseen by the various Portfolio Committee structures of Council, and the programmatic interventions will be driven by a transversal project management committee.

<sup>3</sup> The Human Settlements Implementation Plan is not provided within this document but will be made available via Council structures in the future.

Collective outcomes drawn from the Human Settlements Strategy<sup>4</sup>

## Chapter Two: Creating Integrated Human

Settlements Intervention:	Desired Outcome:
<b>URBAN MANAGEMENT AND URBAN UPGRADING</b>	<ol style="list-style-type: none"> <li>1. The City has drafted a Basic Services Human Settlements Framework intended for application across communities; this includes the enablement of safe communities.</li> <li>2. Communities are involved in monitoring and maintaining their social and economic infrastructure.</li> <li>3. The City has devised a framework for implementing community basic services interventions and training through its EPWP.</li> <li>4. Effective, and bespoke (where necessary) communication channels are established between the City and all role players within human settlements.</li> <li>5. Housing development issues and interventions are widely understood and broadly, bilaterally communicated.</li> <li>6. The work of non-governmental organisations is seen as partnering to the work of the City.</li> <li>7. Urban management and upgrading interventions result in the formalisation of areas, community structures and committees, stimulating economic activity, private sector investment, and precinct upliftment.</li> <li>8. The City creates the necessary linkages to other City and government programmes addressing issues of community safety, health, education and economic participation.</li> <li>9. Opportunities for community involvement and benefit from urban management activities are explored.</li> <li>10. Urban management entities are set up where required.</li> </ol>
<b>URBAN DESIGN AND SOCIAL FACILITIES DEVELOPMENT</b>	<ol style="list-style-type: none"> <li>11. Conscious, co-creative urban design is used in the planning of human settlements (in both informal settlement upgrading and brick and mortar housing development).</li> <li>12. Urban design drives the creation of safe spaces that service the needs of communities.</li> <li>13. Climate change adaptation and mitigation measures are considered within the design process of human settlements.</li> <li>14. Public open space and social facilities play a crucial role in supporting sites of social cohesion and economic opportunity. Where appropriate, facilities are multi-storey and multi-use and are widely utilised within communities.</li> <li>15. Human settlements are designed with community need and amenity use in mind, in order to create sustainable and integrated human settlements.</li> </ol>
<b>COMMUNITY PARTICIPATION AND AGENCY</b>	<ol style="list-style-type: none"> <li>16. The City engages with communities through a multiplicity of communication mechanisms, as per an evolving framework which it has developed.</li> <li>17. Staff within the City understand their contribution to the development of human settlements.</li> <li>18. Regular public awareness and education programmes regarding human settlements and home ownership are rolled out. Programmes are not once-off interventions but a series of continuous learning engagements that trace the life-span of a home owner.</li> <li>19. The City regularly pilots new innovations, designed alongside communities within established social labs.</li> <li>20. City staff undergo relevant training that enables conducive community engagement and negotiation.</li> <li>21. Partnerships with communities and NGOs are captured in MOUs, which are managed and reviewed for successful implementation.</li> </ol>

<sup>4</sup> As extracted from the outcomes described in the interventions of Chapters Two, Three, and Four

## Chapter Three: Scaling up state supply of

housing INTERVENTION	DESIRED OUTCOME
<b>CONSOLIDATED LAND PIPELINE (CLP)</b>	<ol style="list-style-type: none"> <li>1. The City's land planning for human settlements delivery is integrated across departments, and aligned to the City's district spatial plans and various sectoral plans.</li> <li>2. This ensures that project preparation does not occur in isolation. Integrated planning enables significant knock-on benefits: <ul style="list-style-type: none"> <li>- Infrastructure planning and land planning occur in tandem;</li> <li>- District planning is influenced by, and influences, land planning;</li> <li>- Disposal of property is aligned to acquisition so that transaction costs are minimised and optimisation of immovable property assets is heightened.</li> </ul> </li> </ol>
<b>HOUSING NEEDS REGISTER (HNR)</b>	<ol style="list-style-type: none"> <li>3. The City utilises a housing database which is embedded within organisational practice and is dynamic toward the needs of its users.</li> <li>4. The HNR extends beyond a single line function and integrates with service functions across the human settlements system.</li> </ol>
<b>UPGRADING OF INFORMAL SETTLEMENTS PIPELINE (UISP)</b>	<ol style="list-style-type: none"> <li>5. The process for UISP is understood and widely engaged in. It is a facilitatory process which considers the design needs of the community. The community co-creates the space alongside the City administration. The community enters into agreements/ MOUs with the City.</li> <li>6. When upgrading takes place, communities are de-densified into safe, liveable spaces for a finite period of time, where-after the opportunity exists to resume their residence but with access to basic services.</li> <li>7. Settlements are mapped and data is extracted for the benefit of providing a more embedded service to the community.</li> </ol>
<b>BREAKING NEW GROUND (BNG) PROGRAMME</b>	<ol style="list-style-type: none"> <li>8. The City makes use of the Enhanced People Housing Process (EPHP)<sup>5</sup> to support inclusive housing delivery</li> <li>9. The specification requirements of the BNG product are utilised by the City to drive densified housing provision on infill sites and where demand exists.</li> <li>10. The CLP is utilised as a primary informant for human settlements planning and land acquisition.</li> <li>11. Modular technology is successfully piloted.</li> <li>12. Communication channels between the three spheres of government operate effectively, with conjunctive human settlements planning occurring, via the CLP, within Cape Town.</li> </ol>
<b>CITY HOUSING RENTAL STOCK</b>	<ol style="list-style-type: none"> <li>13. The City has transferred all of its saleable rental stock to willing beneficiaries. Several educational support programmes have assisted beneficiaries in taking this step, and maintaining the obligations of running a household.</li> <li>14. The City has developed a strategy for its non-saleable stock, which is being enacted across line departments. The stock is being upgraded progressively, and maintained according to a basic minimum standard.</li> <li>15. The City has transferred management of the stock to third party service providers for tenancy management and oversight.</li> </ol>

<sup>5</sup> The National Minister for Human Settlements, in her 2019 Budget speech, indicated the Enhanced People's Housing Process (EPHP) would be known as "Zenzeleni" going forward.

	<p>16. Rental collections are steadily increasing as cultures of payment and maintenance are embedded within rental stock residential units.</p> <p>17. The City's hostel redevelopment programme continues to be implemented with success. Minimum standards of liveability are maintained, over-crowding is negated, and third party service providers are successfully managing the stock. Backyarding on hostel sites is addressed in a sustainable manner which supports the desired outcomes of this Strategy.</p>
<b>EMERGENCY HOUSING</b>	18. The City has an established and functioning framework for instituting emergency housing across various types of emergencies. With its available resources, the City protects residents who are exposed to vulnerability, through a multi-directorate approach.
<b>ALTERNATIVE URBAN FINANCING</b>	19. The City continues to investigate alternative urban financing mechanisms, and determines a framework for proceeding with Land Value Capture so that pilot projects are frequently rolled out, and lessons are embedded within the organisation.

#### Chapter Four: Scaling up quality and affordable housing development within all sectors of the market

<b>Intervention</b>	<b>Desired Outcome</b>
<b>SECURITY OF TENURE</b>	<p>1. Within informal settlements:</p> <ul style="list-style-type: none"> <li>- A system of allocating security of tenure to residents within informal housing structures exists, supporting agency amongst residents, a feeling of belonging, and a desire to invest in the community around them.</li> </ul> <p>2. Transfer of tenure rights within BNG housing delivery:</p> <ul style="list-style-type: none"> <li>- The City is able to address its backlog of tenure transfer through a dedicated staffing unit.</li> <li>- Tenants are able to enter into the City's property value chain and are able to experience incremental value growth in their property.</li> <li>- The City is able to progressively bill residents who experience property value growth, allowing the City to reinvest in upgrading of public services and infrastructure in the area, which in turn raises the value of housing for residents.</li> </ul>
<b>ENHANCING HEALTHY AND SAFE BUILDING PRACTICES IN INFORMAL SETTLEMENTS</b>	<p>3. The City has developed educational material and guidelines that support the safe upgrading of structures and advice on entry into the formal development system; materials are freely available for residents living in informal structures.</p> <p>4. Residents engage with the City (via Local Planning Support Offices (LPSOs) which are hosted in the community) to support the development of safe structures; enacted through a series of incentives and disincentives for engagement and compliance.</p> <p>5. LPSOs act as places of convergence for local artisans and residents.</p> <p>6. Building development is an inclusive, advisory process with low barriers to entry and a variety of services available to residents.</p> <p>7. Smoke detectors and fire resistant paints are utilised by residents in the construction of structures.</p> <p>8. The City's supply chain power is enabled to support wide-spread, low cost availability of climate conscious materials.</p> <p>9. LPSOs issue security of tenure to residents and capture resident data for dissemination into the Housing Needs Register.</p>
<b>PROMOTING HEALTHY AND SAFE BUILDING</b>	<p>10. The City has an established policy framework for addressing the needs of backyarders.</p> <p>11. All backyarders on City land are provided with access points to basic services, are entered into formal rental agreements, and are registered on the City's HNR.</p>