



Integrated Human Settlements (IHS)

Strategic Plan

Approved: **27/05/2021**

Council Resolution Awaiting Approval



Garden Route District: At a Glance

Demographics

Population Estimates, 2020; Estimated households, 2019



Population

621 245



Households

172 792

Education

2019



Matric Pass Rate 85.1%

Gr 12 Drop-out Rate 37.1%

Learner-Teacher Ratio 30.1

Poverty

2018



Gini Coefficient 0.61

Human Development Index 0.77

Health

2019

Primary Health
Care Facilities

40

Immunisation
Rate

67.7%

Maternal Mortality Ratio
(per 100 000 live births)

33.4

Teenage Pregnancies -
Delivery rate to women U/18

15.6%

Safety and Security

Actual number of reported cases in 2019/20



Residential Burglaries

4 856

DUI

1 940

Drug-related Crimes

5 814

Murder

205

Sexual Offences

975

Access to Basic Service Delivery

Percentage of households with access to basic services, 2019



Water

95.2%

Refuse Removal

86.5%



Electricity

90.7%



Sanitation

85.2%



Housing

82.9%



Road Safety

2019/20

Fatal Crashes 102

Road User Fatalities 131

Labour

2019

Unemployment Rate
(narrow definition)

15.6%



Socio-economic Risks

Risk 1 Slow economic growth

Risk 2 Growing unemployment

Risk 3 High school drop-out rate

Largest 3 Sectors

Contribution to GDP, 2018

Finance, insurance, real estate and
business services

25.0%

Wholesale and retail trade,
catering and accommodation

18.3%

Manufacturing

14.5%

GLOSSARY AND ACRONYMS	5
1. THE CURRENT HOUSING ENVIRONMENT AND CONTEXT	7
2. GARDEN ROUTE PROFILE	8
3. BACKGROUND TO GRDM HIS STRATEGIC PLAN	10
4. LEGAL FRAMEWORK.....	11
5. PURPOSE OF THIS PLAN	13
6. SCOPE OF THE GRDM IHS STRATEGIC PLAN	13
7. POLICY CONTEXTUAL FRAMEWORK AND ALIGNMENT OF THE GRDM'S IHS PLAN	15
8. PRIORITY HUMAN SETTLEMENT AND HOUSING DEVELOPMENT AREAS (PHSHDAs) – an opportunity for GRDM coordinated in line with District Development Model (DDM) – Policy Alignment with Plan	23
9. TOWARDS A RESPONSIVE GRDM ihs POLICY	24
10. GRDM IMPELEMENTATION OF IHS PLAN AND LAND ACQUISITION	28
11. ENTRY POINT FOR THE GRDM IHS STRATEGIC PLAN: PHASE 1	30
12.IHS STRATEGIC PLAN, HOW DO WE IMPLEMENT IT?	31
13. CONCLUSION	34
14. ACKNOWLEDGEMENTS	35
15. ANNEXURES.....	35

GLOSSARY AND ACRONYMS

BNG	Breaking New Ground
BESP	Built Environment Support Programme
COGTA	Corporative Governance and Traditional Affairs
CRU	Community Residential Units
DDM	District Development Model
GIS	Geographic Information System
GRDM	Garden Route District Municipality
HDA	Housing Development Agency
HS	Human Settlements
HSSP	Human Settlements Sector Plan
ICT	Information and Communication Technology
IDP	Integrated Development Plan
IHS	Integrated Human Settlements
IP	Implementation Protocol
ISSP	Informal Settlements Support Programme
IUDF	Integrated Urban Development Framework
LA	Local Authorities
LED	Local Economic Development
LOS	Level of Service
MFMA	Municipal Finance Management Act
MIG	Municipal Infrastructure Grant
NASHO	National Association of Social Housing Organizations
NDP	National Development Plan
NDoHS	National Department of Human Settlements
OHS	Occupational Health and Safety
PHS&HDAs	Priority Human Settlements & Housing Development Areas
RFP	Requests for Proposals
RZ	Restructuring Zones
SDF	Spatial Development Framework
SHA	Social Housing Act
SHI	Social Housing Institution
SHRA	Social Housing Regulatory Authority
SPLUMA	Spatial Planning and Land Use Management Act 16 of 2013

TOD	Transport Orientated Development
UISP	Upgrading of Informal Settlements Programme
UN	United Nations
WC	Western Cape
WCG	Western Cape Government
WCDoHS	Western Cape Department of Human Settlements

1. THE CURRENT HOUSING ENVIRONMENT AND CONTEXT

South Africa is a land with many opportunities. It is also a land with a myriad of challenges. The availability of living spaces such as housing, including land, is one of our main challenges (The Fuller Centre for Housing, Western Cape, 2014). Government is a primary stakeholder to provide housing, but its record remains far off the mark to meet its mandate. South Africa has a policy and legislative regime that covers the norms, standards and regulations related to servicing the housing market. Still, it is in the delivery and provision of housing associated with inadequate quality, lack of resources, and ever-increasing backlogs that cause people's frustration and anger.

With the advent of its democracy in 1994, South Africa has been actively engaged in addressing its huge housing challenge, including a severe shortage of housing stock and the low quality of living ¹ (www.moneyweb.co.za/moneyweb-2013-budget/sas-postapartheid-failure-in-squatter-camps3conditions). There have been major strategic shifts in housing policy and provision from the segregationist apartheid urban approach to an integrated urban development framework, as well as from the shift of the state as the provider to the private sector and the individual. This has entailed the restructuring of all levels of government and developing an enabling framework. This process has been time consuming, and as new policies are being implemented for the first time, policy deficiencies have emerged, as the realities on the ground are not being addressed in line with expectations (Astrid Wicht: *Social Housing in South Africa*).

Subsequently, the Government introduced a national housing programme that included subsidies to low-income households. The subsidy would ensure a piece of land, the building of a basic house with sanitary and water services. This government programme resulted in the building of 1.5 million new housing units between 1994 and mid-2003. More than 2.2 million houses were delivered up to 2009; this figure had since risen to 2.8 million units in 2010. However, the success of this ambitious programme did not result in a turnaround to the country's substantial housing deficit that continues to haunt the Government today. According to the Ministry of Human Settlement, the backlog for housing stands at 2.1 million (The Fuller Centre for Housing, Western Cape, 2014). In 2021 that number has increased! The Government's policy approach to housing arises from two perspectives.

On the one hand, Government seeks to address the housing crisis directly through the scaled delivery of subsidised housing for low-income households. On the other hand, Government seeks to create an environment conducive for the operations of the subsidised housing market within the larger economically and non-economically active population. Government has the necessary legislative and policy frameworks in housing that can offer solutions to the development of housing, but its praxis inhibits the process. Thus, the problem in housing delivery lies not in the delivery technology but in the delivery process (ibid) (The Fuller Centre for Housing, Western Cape, 2014).

2. GARDEN ROUTE PROFILE

Garden Route District, also known as the "Garden Route" situated on the southern-eastern coast of the Western Cape Province, is currently the third-largest district municipality within the Western Cape. With a total earth surface coverage of approximately 23 332 km², the Municipality shares its borders with four other district municipalities. These include Cacadu District in the Eastern, Overberg and Cape Winelands in the west and north boundary with Central Karoo District Municipality.

2.1 Garden Route Spatial Analysis

There are 140 informal settlements in the District, together amounting to 15% of all households, and the housing waiting list amounts to 65 000 households. Roughly 80% of the District's population lives in urban areas along the coast. Oudtshoorn is the largest inland town, located along the R62 and N12, linking smaller inland towns of Ladismith, Calitzdorp, De Rust and Uniondale.

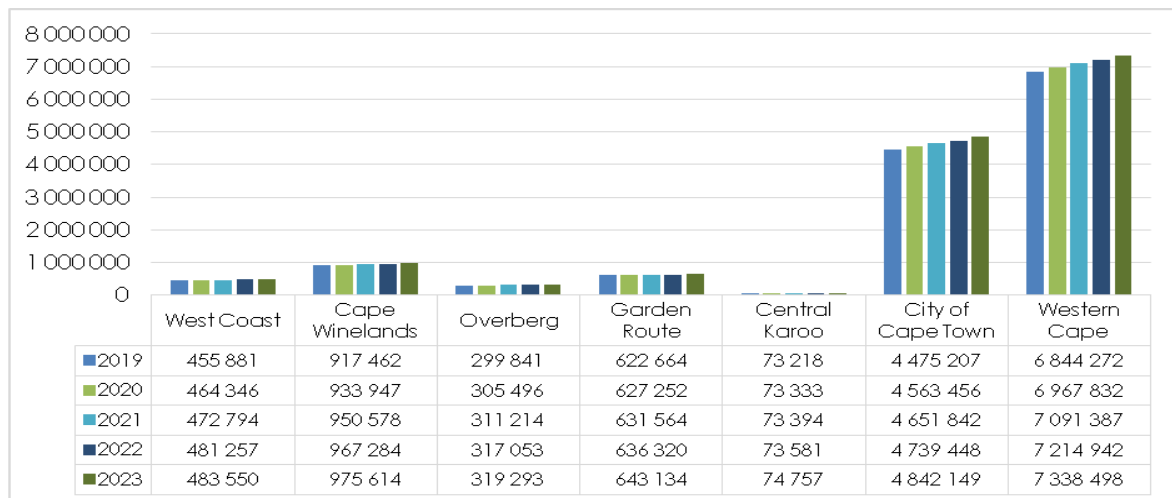
The inland areas of the Garden Route District is characterised by a strong rural setting with dispersed farming hamlets and small towns, which in some cases are isolated due to transport and social service delivery costs. Along the coast, the dominant port industrial town of Mossel Bay is functionally linked inland with George, the services centre of the District, as well as along the N2 to the tourism and lifestyle-driven settlements of Knysna, Bitou to the East. To the west of Mossel Bay, the towns of Riviersonderend and Riversdale are gateways to the Garden Route and South to the coastal towns of Witsand, Stilbaai and Gouritzmond.



The geographic area of the Municipality consists of seven municipalities, such as Bitou, Knysna, George, Mossel Bay, Oudtshoorn, Kannaland and Hessequa.

- **Bitou Municipality**, comprising the towns of Plettenberg Bay, Keurboomstrand, Kurland, Krantzhoek, Kwanokuthula, Nature's Valley and Witterdrift.
- **Knysna Municipality**, comprising the town of Sedgfield, Karatara, Buffalo Bay, Rhenendal, The Brentons, Belvidere, Knysna and Noetzie.
- **George Municipality**, comprising the towns of George, Wilderness, Hoekwil, Kleinkrantz, Waboomskraal, Herolds Bay, Victoria Bay, Haarlem, Uniondale, Herold and Noll.
- **Mossel Bay Municipality**, comprising the towns of Boggoms Bay, Brandwag, Buisplaas, Dana Bay, Glentana, Fraaiuitsig, Friemersheim, Great Brak River, Hartenbos, Herbertsdale, Hersham, KwaNonqaba, Little Brak River, Outeniqua Beach, Reebok, Ruitersbos, Southern Cross, Tergniet and Vleesbaai.
- **Greater Oudtshoorn Municipality**, comprising the towns of De Rust, Dysseldorp, Oudtshoorn and Volmoed.
- **Kannaland Municipality**, comprising the towns of Calitzdorp, Zoar, Ladismith and Van Wyksdorp.
- **Hessequa Municipality**, comprising the towns of Albertinia, Still Bay, Riversdale, Heidelberg, Gouritsmond, Jongensfontein, Slangrivier and Witsand.

2.3. Population



The Garden Route District currently has a population of 622 664, rendering it, outside of the City of Cape Town, the second-most populous Municipal District in the Western Cape, after the Cape Winelands' population of 917 462 people. The total population is estimated to increase to 643 134 by 2023, equating to 0.8 per cent average annual growth. The population growth rate of Garden Route District is significantly below that of the Western Cape's estimated population growth of 1.8 per cent over this period.

3. BACKGROUND TO INTEGRATED HUMAN SETTLEMENT STRATEGIC PLAN

During the 2019 Presidential Budget Speech in Parliament, President Cyril Ramaphosa formally announced that his Government will be targeting specific Metropolitan and District Municipal Authorities to strategically initiate coordinated government efforts. This will be done to fast track integrated development as advocated by the National Development Plan (NDP). Garden Route District Municipality (GRDM) is one of the District Councils for pursuing long term socio-economic integration under a new strategic intervention called the District Development Model. This is meant to ensure spatial planning reprioritisation and transformation targeted at identified Priority Human Settlements & Housing Development Areas (PHS&HDAs) commonly referred to as Priority Zones.

This will be pursued on the basis of other critical corporate strategic programmes as well as the Municipality following strategic interventions such as; Growth and Development, District Development Model (One Plan), Socio-economic programme interventions, etc. It is for that reason that from a Human Settlements perspective, the

GRDM has committed itself to formulate a responsive Integrated Human Settlements (IHS) Strategic Plan which will evolve into a Human Settlements Sector Plan (HSSP).

This will eventually guide the formulation of Policy Framework and Standard Operating Procedures, which define how the GRDM will pursue related programmes and projects. This is also meant to guide the conceptualisation, preparation and packaging of targeted typology housing programmes and projects.

The formal conclusion of the Memorandum of Agreement (MoA) by both the GRDM and the WCDoHS on 18 February 2021 served to broadly demonstrate the intent for both arms of Government to build a solid foundation for structured cooperation and coordination for the realisation of such sustainable human settlements programmes and projects. This will further extend to the completion of formal accreditation of the GRDM.

The proposed GRDM Draft Integrated Human Settlements (IHS) Strategic Plan is meant to enhance the strategic role of the GRDM in partnership with its development partners in the public and private sector spheres. If successful, this will ensure that the scaled delivery of sustainable low-income housing opportunities in better areas are made available.

This has necessitated the recognition and putting together of this formal GRDM IHS Strategic Plan, leading to a Human Settlements Sector Plan. This will, in turn, be used for the following critical interventions:

- Formal Accreditation status upon application by the GRDM to the WCDoHS
- Guide and strengthen its role and commitments to the successful roll-out of its key human settlements programmes and projects.

4. LEGAL FRAMEWORK

The provision of affordable housing opportunities in well-located areas, which are outlined and envisaged in this GRDM IHS Strategic Plan and related Policy Guidelines, are guided by the following pieces of national legislation and programmes:

Constitution of the Republic of South Africa, 1996	Local Government: Municipal Structures Act, 1998 (Act No.117 of 1998)
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National Housing Code of 2000	Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000)
HDA Act, 2008 (Act No. 23 of 2008);	Local Government: Municipal Property Rates Act, 2004 (Act No. 6 of 2004)
Housing Act, 1997 (Act No. 107 of 1997) as amended	Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003);
Social Housing Act, 2008 (Act No. 16 of 2008)	Intergovernmental Fiscal Relations Act, 1997 (Act No. 97 of 1997)
Rental Housing Act, 2021 (Act 50 of 2021)	Intergovernmental Relations Framework Act, 2005 (Act No. 13 of 2005)
Western Cape Land Use Planning Act, 2014 (Act No. 3 of 2014)	National Building Regulations and Building Standards Act, 1977 (Act No. 103 of 1977)
Public Finance Management Act, 1999 (Act No. 1 of 1999)	Spatial Planning and Land Use Management Act, 2013 (Act No. 16 of 2013)
Municipal Asset Transfer Regulations	Annual Division of Revenue Act, 2013 (Act No. 2 of 2013)
Supply Chain Management Policy of the Implementing Agent (GRDM and B Municipalities)	Related Municipal By-Laws
National Human Settlements Policies and Programmes read together with the Implementation Guidelines for the Comprehensive Plan for the Development of Sustainable Human Settlements	Preferential Procurement Policy Framework Act, 2000 (Act No. 5 of 2000 and Regulations)

5. PURPOSE OF THIS PLAN

The primary purpose of this Plan is to formulate a responsive Garden Route District Municipality (GRDM) Integrated Human Settlements (IHS) Strategic Plan. This will also lead to a Human Settlements Sector Plan (HSSP) to guide and enhance the ability of the GRDM to have a reliable resource and system base to undertake the following key interventions, namely:

- Allow and recognise the right of B Municipalities to continue to handle the HSDG and UISP Projects independently.
- Monitoring and evaluation as well as provide cohesive support to the Human Settlements programmes being undertaken in [the] 7 B Municipalities;
- To monitor and align to the roll-out of planned and current 5-year Business Plan ending in 2023/2024 financial year;
- Conceptualisation and Implementation of FLISP/GAP and inclusionary individual ownership programmes as well as Social Rental Housing opportunities for the low to affordable household income category which are not yet part of the above Business Plan;
- To play a direct role as envisaged in the new GRDM IHS Strategic Plan in the conceptualisation and implementation of projects which have not yet been implemented in the B Municipalities.

6. SCOPE OF THE GRDM IHS STRATEGIC PLAN

The WCDoHS has to date, played a pivotal role in encouraging the structured pursuit of sustainable human settlements programmes in 11 Leader Towns. This has been done by encouraging the development of respective Strategic Human Settlements Plans for those towns with catalytic projects. These projects are primarily informed by best practice, aligned to each Municipality's IDP process, related legislation and programmes which put together incline such programmes and projects to well-located areas. The value of such a strategic objective remains the realisation of well-located human settlements housing products that best compliment efforts for long term socio-economic integration as covered and encouraged by the National Development Plan (Vision 2030), which talks to Corridors or Nodes of long term socio-economic integration and sustainability. Vision 2030 is geared towards enhancing the attainment of long term socio-economic integration. This is broadly guided

strategically by the provisions and objectives of the National Development Plan (NDP), which advocates for an Implementation Framework seeking to achieve key specific strategic goals outlined further in this document.

In endeavouring to create a coherent and structured implementation approach that fulfils the above key objectives, the GRDM has formulated this Strategic Plan to promote socio-economic integration as envisioned by the NDP and other policy prescripts. Its main focus will initially be on the Priority Development Zones of the 4 B Municipalities of Knysna, Bitou, George and Mossel Bay. It will also be extended to the balance of 3 B Municipalities of Oudtshoorn, Hessequa and Kannaland based on prior consideration and alignment of these Municipalities to the overall vital objectives of the DDM and PSHSDAs intervention models.

The GRDM has recently been recognised by the Western Cape Department of Human Settlements (WCDoHS) as an appropriate partner in developing and managing Integrated Human Settlements programmes and projects. This will then allow it to participate meaningfully in pursuit of the following interventions, namely:

- Identify suitable and well-located land parcels for Affordable Housing Ownership (FLISP/GAP) and Social Housing developments.
- Ensure District Council endorsement of Affordable Housing (Ownership and Rental) strategic initiatives, project pipelines and business plans.
- Provide support to B Municipalities – Municipal Social Housing Support Programme (MSHSP), FLISP/GAP and Inclusionary Housing Schemes.
- Facilitate the process of obtaining Council endorsement for Smart Partnership Agreements between Municipalities and Social Housing Institutions (SHI's)/ Other Delivery Agents (ODA's) through RFP processes. This will also entail the provision of support to Municipalities to advertise and enter into contractual agreements within identified timeframes.
- Provide overall strategic support to Municipalities for delivery in terms of the Social Housing Programme.

6.1 Review of the GRDM IHS Strategic Plan

There will be a mandatory **annual** policy review of the effectiveness of this Plan and [the] HSSP and Policy Guidelines. This will be done on a collaborative basis together with the other 7 B Municipalities and the WCDoHS and other key stakeholders, etc. The review process will lead towards refinement and alignment based on elaborate consultative processes and related involvement of all stakeholders to sustain collective ownership and strategic focus on a continuous basis.

7. POLICY CONTEXTUAL FRAMEWORK AND ALIGNMENT OF THE GRDM'S IHS PLAN

This segment synthesises critical national, provincial, regional and local policies relevant to Garden Route District Municipality. These policies have been analysed in terms of their objectives, their implications and the effects these have for assessing the spatial status quo of the District, and framing proposals for the Integrated Human Settlements Strategic Plan.

7.1 National Development Plan (NDP) VISION2030

The objective of the National Development Plan (NDP) is to "eliminate income poverty and reduce inequality" by 2030 (WCG, 2013:11). The NDP outlines spatial priorities to enhance the nation's capabilities. These include focusing on **Urban** and **Rural Transformation, Improving Infrastructure** and **Enhancing Environmental Sustainability** and **Resilience** (WCG, 2013). Aspects of the NDP that relate to **Human Settlements** and are focused on **Improving Public Transport**, developing settlements closer to **Economic Opportunities**, as well as increasing employment opportunities in informal settlements (National Planning Commission, 2012). Of particular relevance to Garden Route District is the Plan's advocacy to increase Urban Densities, prevent housing development in isolated locations, and transform the national space economy.



7.2 Integrated Urban Development Framework (IUDF)

The IUDF's core objective is spatial transformation, drawing its mandate from the NDP and the realisation that urbanisation is an increasing challenge and an opportunity for South Africa. The IUDF essentially proposes a growth model for urban areas in South Africa that promotes compaction, connectedness, and coordinated growth regarding land, transport, housing, and job creation. The goal of the IUDF is to:

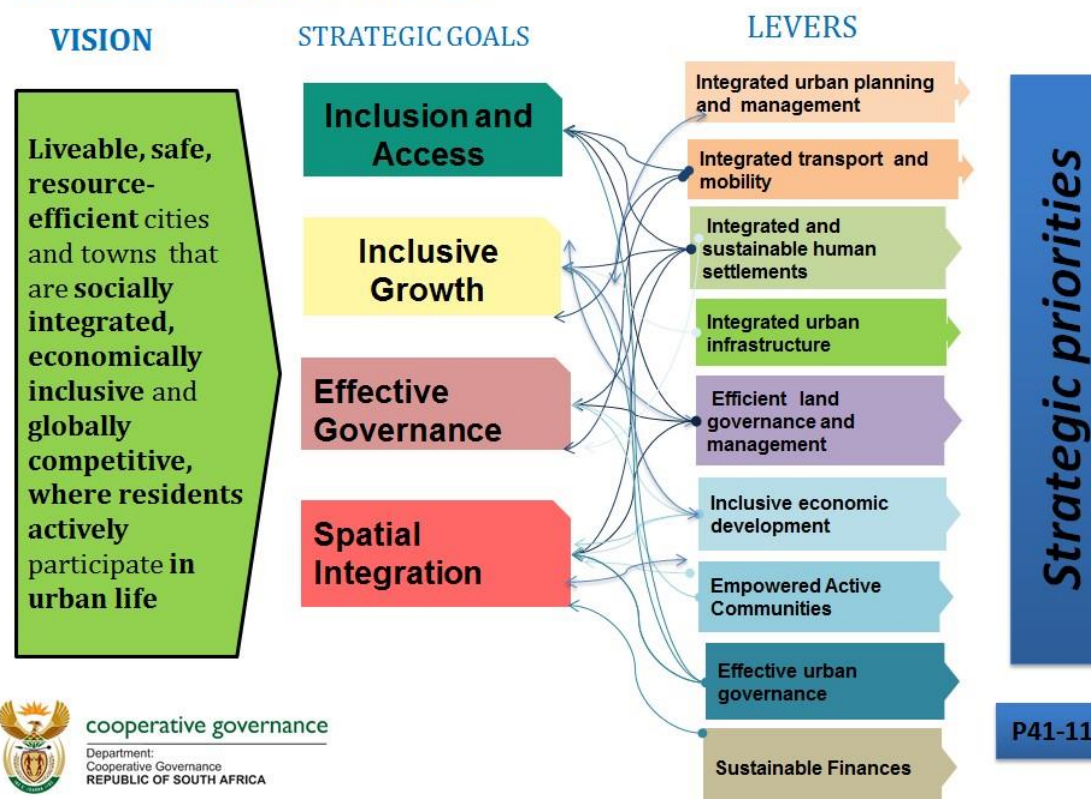
- create efficient urban spaces by reducing the travel costs
- improving public transport;
- aligning land use and transport planning;
- increasing densities; and
- promoting mixed land uses so that people can live and work in the same places and spaces.

To achieve this transformative vision, the IUDF sets out the following four strategic goals, which are visualised below:

- **Spatial integration** – To forge new spatial forms in the settlement, transport, social and economic areas.
- **Inclusion and access** – To ensure people have access to social and economic services, opportunities, and choices.
- **Growth** – To harness urban dynamism for inclusive, sustainable economic growth and development
- **Governance** – To enhance the capacity of the State and its citizens to work

together to achieve spatial and social integration.

CORE ELEMENTS OF THE IUDF

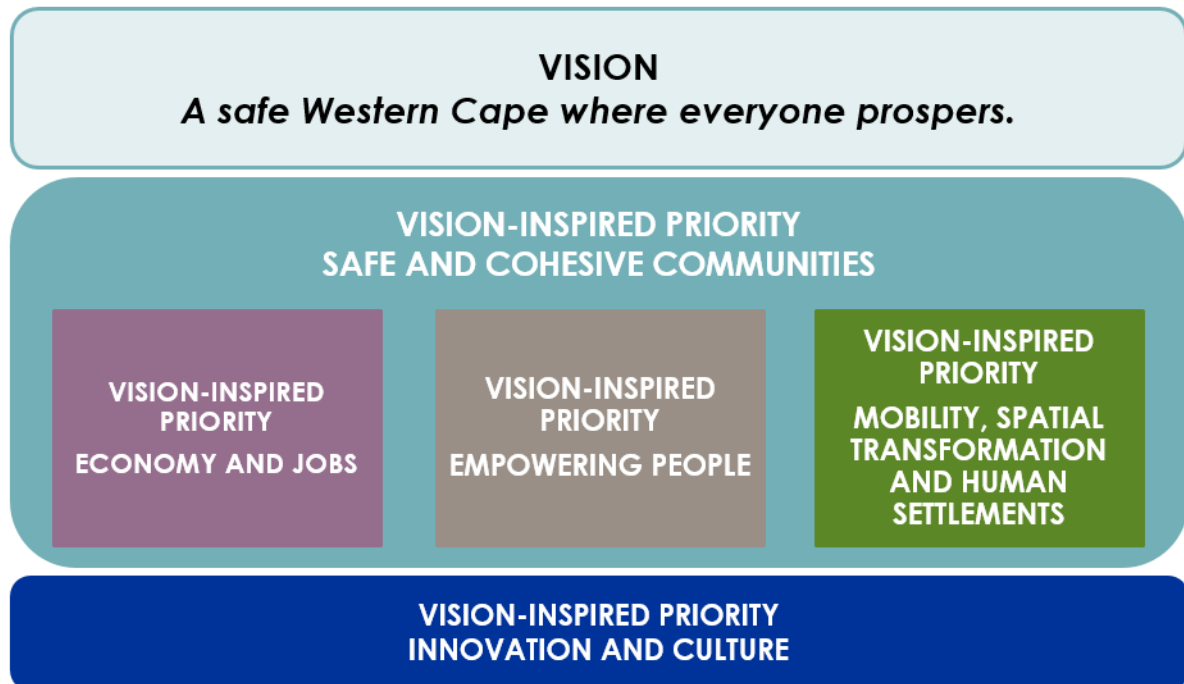


7.3 Western Cape Provincial Strategic Plan

The Provincial Strategic Plan (PSP) sets out the Western Cape Government's (WCG) vision and strategic priorities. The PSP 2019-2024 builds on the firm foundations that were put in place during the previous administrations. Its content is defined by the WCG's approach to addressing the economic, social, and development challenges in the Province. The Western Cape Government commits to building a values-based competent state that enables opportunity and promotes responsibility in a safer Western Cape. The strategy boldly dictates that:

- We will live and be held accountable to our values as a government and we will continue to build the capable state on this foundation.
- We will continue delivering opportunities to our people, and we will expect them to take responsibility for improving their own lives.
- We will make this Province safer under the Rule of Law.

This vision is expressed in the five strategic priorities identified for 2019-2024, our Vision-inspired Priorities



7.4 Western Cape Human Settlements Strategic Plan 2020-2025

For the period 2020-2025, the Department will focus on providing more opportunities for people to live in better locations and to improve the places where people live. In this regard, the Department will target Priority Housing Development Areas (PHDA), which will be used for high density, mixed-use, mixed-income, and mixed-tenure developments. Furthermore, the Department acknowledges that many people will continue to live in low-income formal and informal settlements due to various reasons. With this in mind, the Department will continue to upgrade informal settlements so that citizens can wait for a housing opportunity with dignity.

7.5 Western Cape Infrastructure Framework (WCIF), 2014

The WCIF aims to align the planning, delivery and management of infrastructure, provided by all stakeholders, including national, provincial and local Government, parastatals, and the private sector. Although the Western Cape is well served with infrastructure, many people live in poorly serviced areas, where low or very low levels of infrastructure are available. In terms of human settlements, the WCIF has identified the following priorities to address deficits and the provision of infrastructure:

- Continue to provide basic services to achieve national targets;

- Diversify the housing programme, with greater emphasis on incremental options;
- Integrate settlement development, prioritising public service facilities in previously neglected areas;
- Improve energy efficiency in buildings through design standards;
- Consolidate management of state land and property assets for optimal use;
- Distribute health and education facilities equitably; and
- Innovate in the waste sector to increase recycling and reuse, including the adoption of energy to waste-to-energy in the longer term.

The desired shift in human settlements is towards a diversified housing programme, emphasising incremental options, integrated settlement development and a range of occupancy (tenure) options, including social rental.

7.6 Medium Term Strategic Framework

The Medium Term Strategic Framework (MTSF) is a five-year plan of Government that is intended to implement the electoral mandate and the National Development Plan Vision (NDP) 2030. The NDP is our national government's vision leading to 2030. It calls all to work together to deal with poverty, unemployment and inequality. The MTSF 2019-2024 will be implemented through seven priorities which are:

Priority 1: Building a capable, ethical and developmental state

Priority 2: Economic transformation and job creation

Priority 3: Education skills and health

Priority 4: Consolidating the social wage through reliable and quality basic services

Priority 5: Spatially integrated human settlements and local Government

Priority 6: Social cohesion and safe communities

Priority 7: A better Africa and world.

7.7 Garden Route Spatial Development Framework

The Garden Route Spatial Development Framework (2017) identifies several spatial drivers of change that need to be translated into the Garden Route District policy. For the Garden Route to reach its full potential, six central issues were identified that needed to be addressed based on the policy review and synthesis. These issues relate to:

- Regional resource capacity constraints;
- Regional competitive advantage;
- Sprawling low-density settlements;
- Constrained regional accessibility;
- Erosion of biodiversity and cultural landscapes; and
- Sustainability of agriculture and rural settlements





In line with the Garden Route District Vision and Mission adopted in the 2017 IDP, the SDF focused on four spatial drivers of change. These spatial drivers, underpinning a development approach, are:




- The **Economy is the Environment**: A sustainable environment is an economy positioned for growth;
- **Regional Accessibility for Inclusive and Equitable Growth**;
- **Coordinated Growth Management for Financial Sustainability**; and
- **Effective, Transversal Institutional Integration**.

7.8 Garden Route Growth and Development Strategy (GDS)

The Garden Route Growth and Development Strategy is shaped by regional priorities, which are the thematic focus areas listed below, selected through a combination of research, policy analysis and stakeholder engagement:

- A water-secure future
- A circular economy
- Resilient agriculture
- Sustainable tourism
- Supporting wellbeing and resilience
- A connected economy: transport and rural-urban integration
- Sustainable Local Energy Transition

A water-secure future		A circular economy	
Resilient agriculture		Sustainable tourism	

Supporting wellbeing and resilience		A connected economy: transport and rural-urban integration	
Sustainable Local Energy Transition			

These priorities have been identified based on a long-term vision for the Garden Route, as well as on the existing work, strengths, and potential of the region as a whole. Each one is also aligned to existing policies and strategies. In particular, this strategy draws on the significant work that went into the Regional Spatial Implementation Framework (RSIF).

7.9 District Development Model/Joint District Metro Approach

The District Development Model (DDM) is, in summary, a new strategic and cohesive approach that seeks to resonate and align to the new integrated, district-based development model. It is essentially aimed at fast-tracking service delivery and ensure that Municipalities like the GRDM are adequately supported and resourced to carry out their mandate. A mandate driven through various inter-governmental arrangements relative towards **co-planning, co-budgeting** and **co-implementation** of the new **One Plan** strategic interventions. The **One Plan** is defined as a long-term strategic framework for each of the 52 district and metro spaces which will be implemented by different planning instruments across the spheres of Government. This model will be critical in aligning and implementing the GRDM IHS Strategic Plan as the District will champion and lead implementation of Human Settlements-related programmes as contemplated by this document. In instances where B-Municipalities require necessary support, such will be provided within the ambits of cooperative governance.

Lastly, this Plan, in line with this Model, propagates for continued constructive engagement beginning with the Provincial Government, followed by the National Government to gain traction and clarity in implementing the One Plan and sector plans. Such engagements will be to request technical and financial assistance with

the assessment of the short- and long-term financial impact of particularly District and its B Municipalities' larger-scale human settlement projects. In promoting Intergovernmental Relations, this Plan advocates a Regional Human Settlements Forum which will include all regional stakeholders, B-Municipal Human Settlements Practitioners, WCDoHS, the HDA and other sectors in Built Environment.

7.10 Garden Route Integrated Development Plan

Garden Route District Municipality (GRDM) is required by Section 25 of the Local Government: Municipal Systems Act 32 of 2000 to develop a 5-year plan *i.e.* Integrated Development Plan (IDP) that will guide planning of the entire space. This plan has to be reviewed annually to take stock of what has happened and review the order of priorities. This legal requirement obligation further requires the municipality to consider all developments planned by all parties and ensure synergy.

In addition to the legal requirement for every Municipality to compile an Integrated Development Plan, the Municipal Systems Act 32 of 2000 also requires that:

- The IDP be implemented;
- The Municipality monitors and evaluates its performance with regards to the IDP's implementation; and
- The IDP be reviewed annually to effect necessary changes and improvements.

The IDP is the fundamental part of the planning nucleus in GRDM and it's anchored on 7 strategic objectives which define the growth path of the District over the period. These strategic objectives guide and inform all the planning activities in the municipality and are presented as follow:

- Growing an Inclusive District Economy
- Coordinate Bulk Infrastructure Service Delivery
- Promote Environmental Sustainability and Public Safety
- Building a Skilled Workforce and Communities
- Ensuring Financial Viability
- Good Governance
- Promoting Healthy and Socially stable Communities.

8. PRIORITY HUMAN SETTLEMENT AND HOUSING DEVELOPMENT AREAS (PHSHDAS) – AN OPPORTUNITY FOR GRDM COORDINATED IN LINE WITH DISTRICT DEVELOPMENT MODEL (DDM) – POLICY ALIGNMENT WITH PLAN

The Minister of Human Settlements has declared 136 Priority Human Settlements and Housing Development Areas (PHSHDAs) across the entire country. The intention is to ensure redress regarding the pre-1994 spatial Plan, revitalising towns and cities and strengthening the livelihoods of households. At the centre of these PHSHDAs is to enable residents to live closer to areas with economic activities and social amenities such as schools, health facilities and job opportunities, and access to adequate accommodation. The implementation of these PHSHDAs will align with the National Housing programmes, namely, Enhanced People's Housing Process (Zenzeleni), Informal Settlements Upgrading, Integrated Residential Development Programme and Social Housing Programme.

Currently there are 4 of the 7 B Municipalities in the Garden Route deemed to be Catalytic Towns/PHSHDA's together with their planned projects. These municipalities include George, Mossel Bay, Knysna and Bitou. There has been a concerted effort spearheaded by the WCDoHS Research Unit and technical advisory capacity availed by the Social Housing Regulatory Authority (SHRA) in partnership with the National Association of Social Housing Organizations (NASHO) to the identified municipalities. This has resulted in Municipal support for affordable housing programmes like social housing and public rental initiatives called Community Rental Units (CRU).

Such efforts resulted in the determination of new town planning strategies by the four (4) Municipalities (Including Oudtshoorn Municipality, even though it has not been accorded the status of Catalytic town as yet) and determination of Restructuring Zones in well-located areas for the realisation of mixed affordable rental housing programmes as well as FLISP/GAP ownership units in well-located areas.

These transformative areas from a spatial planning perspective relate to potential long term socio-economic integration for local communities have since been formally gazetted and are now referred to as Restructuring Zones. These have similar transformative objectives and easily align to Priority Human Settlements and Housing

Development Areas (PHS&HDAs). They have the following similar strategic intent, objectives and inclination to the earlier work done, namely:

- Align mandates of all spheres and sectors which have a robust spatial impact and promote maximum intergovernmental and multi-sectoral collaboration;
- To direct the necessary and available State resources to exist human settlements and to plan for the provision of new low-income opportunities; and
- To utilise multiple public sector funding to leverage non-public investments.

The defined targeted Priority Zones are as per follows (see diagram below)



9. TOWARDS A RESPONSIVE GRDM IHS POLICY

9.1 Key Features of the GRDM Integrated Human Settlements Plan

Given the fundamental background that GRDM has not actively played to date a significant role in Human Settlements delivery notwithstanding being identified as one of the Gazette pilot areas for PHSHDAs and SCCD which aligns to the **One Plan** (DDM). In view of the above, GRDM must develop a set of guiding principles and values. Moreover, GRDM has formulated a new set of principles and guidelines as it gravitates to play a meaningful strategic programme coordination role in the Human Settlements environment that best echoes with the proposed Government's strategic interventions on service delivery. This has been instrumental in firming up the

formulation of this Plan and remains an affirmation of its long term commitment to sustainable human settlements trajectory as represented now by this Plan.

Given the historical and structural weaknesses in relation to Human Settlements, this Strategic Plan advocates for the **provision of efficient and equitable** services in line with the principles cited above. For the long term integration and sustainability, the following principles will be undertaken in GRDM:

- **Equity** all applicants applying for an affordable housing opportunity must have an equal opportunity for related services;-
- **Transparency** creates necessary understanding and confidence by allowing all approved policies and procedures to be readily available to allow anyone to scrutinise them.
- **Pragmatism and Functionality**, this Plan as well as its related policies and procedures, will at all times be practical and less costly.
- **Social Cohesion**
- **Long Term Integration**

9.2 Need for a Comprehensive Human Settlements Typology Driven Model

Given the reality of varied needs within the GRDM in which low-income households demand a variety of housing options, it has become necessary that the GRDM's housing model reflect the following housing products:

- Social Housing Rental Opportunities
- Gap Housing, Finance Linked individual Subsidy Programme (FLISP), inclusionary Housing Scheme
- Community Residential Units (CRU) or Public Sector Rental Units

Emergency relief will be undertaken by Disaster Management Unit as is normally done by most established municipalities, given the reality that the core competencies for this lie outside the Integrated Human Settlements Department. This relief will not be undertaken without the necessary budget being availed to GRDM by the Provincial Government.

Whilst **the 7 B Municipalities who have a proven track record in the implementation of such low-income housing products** based on 5-year Business Plans considered and formally approved by the WCDoHS:

- BNG single standing or mixed density units (Housing Code and Housing Acts)
- Informal Settlement Support Programme – Serviced Sites ISSP and In-Situ Upgrading of serviced sites (Housing Code and Housing Act);
- Community Residential Units
- Emergency Housing Support and Needs

9.3 Garden Route Human Settlement Value Proposition Offering

"From Planning to Implementation"

The GRDM strategic commitment in Integrated Human Settlements delivery across the District must be outlined in alignment with the DDM/**One Plan** Strategic Programme. This can be attributed to the technical and complex context in which integral housing processes and programmes have traditionally been undertaken without coherent town planning strategies, hence the need for a coordinated approach on the implementation and delivery of Human Settlements. It has become necessary that it be clearly defined given the context of the provisions and advocacy for integrated human settlements within the reality of the District Development Model informed and guided mainly by the National Development Plan (NDP).

Although GRDM will concentrate on initiating/ accelerating Social Housing (Rental), Inclusionary Housing and FLISP/GAP (ownership) housing opportunities, any project, no matter the size or product, must be done in a particular sequence and be subjected to various legislative processes due to the reality of different programme guidelines and contexts.

9.3.1 Social Housing Rental opportunities

Social Housing Rental opportunities main target will be for those preferring to rent through an identified social housing institution that has partnered with the GRDM. The primary income group to be targeted will be those earning combined monthly income sitting between R4 501 – R15 000 per month as guided by the provisions of the Social Housing Act, 2009. The capital costs for developing such traditional medium to high-density blocks or flats are sourced in terms of the National Housing Code and the

Social Housing Act from both the State as well as its Social Housing Regulatory Authority (SHRA) in the form of institutional subsidies, Restructuring Capital grants for projects located only in Restructuring Zones as well as private finance from the banks and or internal equity from the participating housing institution.

9.3.2 GAP, FLISP and Inclusionary Housing Schemes

These are ownership schemes for the non-traditional BNG housing market that experiences inherent difficulties in securing mortgage finance or bank loans from banking institutions or private sector lenders. The Government has now introduced a guarantee funding commitment referred to as Finance Linked Individual Subsidy Programme for households respectively earning monthly sitting between R3 501 to R22 000 per month.

The Inclusionary Housing product relates particularly to the involvement of private sector entities/companies and individuals offering to partake in such schemes. When a developer applies for new or additional land use rights. Therefore, Inclusionary Housing obliges the developer to contribute towards affordable housing by providing units for rent or sale cheaper than the units s/he is planning to sell or rent. Depending on where the development is, this contribution will be made within the development, within another development, or a cash contribution.

9.3.3 Community Residential Units (CRU) or Public Sector Rental Units

This rental product relates to the traditional housing estates developed by the Municipality and managed as part of its affordable rental market. This affordable rental product is typically offered to those whose income is traditionally low and ranges between R1 500 and R3 501 per month. The standard guidelines for selections are similar to the above forms of affordable housing options and are mainly guided by the National Housing Code and the Rental Act.

9.3.4 GRDM's Beneficiation Process

Given the high regularised affordable housing market in SA with pertinent guidelines for targeting low-cost households through various affordable housing products, the Plan seeks to align itself to such processes. Once again, this will be aligned in such a manner to avoid socio-political tensions and **align to the following principles:**

- Fairness and equity
- Honesty and integrity
- Professionalism and proper governance and rules
- Transparency, effective communication and openness
- Sensitivity to the development needs of poor and vulnerable
- Adherence to dignity
- Quality housing programmes and projects
- Effectiveness and efficiency

In essence, beneficiation and housing allocations might have some variations based on the type and form of product; this process, therefore will recognise that the appointed partnering social housing entity will independently handle the handling of beneficiation processes for social housing rental products. This will recognise the reality that the GRDM and its 7 B Municipalities will not be directly involved, therefore. This will allow the partners enough space and latitude not to have their processes negatively affected by socio-political considerations and significant risks.

10. GRDM IMPLEMENTATION OF IHS PLAN AND LAND ACQUISITION

Like most municipalities who have recently committed to comprehensive Integrated Human Settlements Programme roll-out, the GRDM will consider specific focus and resource requirements when planning and managing its committed mixed human settlements products in Priority Zones as guided by this Plan. The Western Cape Provincial Human Settlements Guidelines Booklet has been used to structure such interventions. It recommends the use of best practices reflected in tools that can support the sustainable planning and development of human settlements. These guidelines form part of the Plan and shall be used as resource tools to guide the GRDM's own Human Settlements Sector Plan.

10.1 LAND ASSEMBLY

This refers to the various processes related to the following activities as defined by best practice:

- Identification of land for strategic purposes;
- Carrying out feasibility assessments on the identified land to ensure that it is suitable for intended purposes;

- determine what infrastructure and statutory approvals would be required to bring the identified land to the point of being developable; and
- Estimation of related timeframes necessary to prepare the land for development.

GRDM will play a vital role in steering land development processes through its SDF and Land Use Management to address the need for Human Settlement Development. As part of this, the GRDM will have (or formulate) a Land Assembly Strategy to guide how it would go about acquiring strategic land parcels and readying these for development. For this to be realised, the Plan recognises the need to identify specific tasks, which will include allocating realistic time frames to:

- Land acquisition Activities/Acquiring the targeted land and properties; and
- Development feasibility assessments/implementation of the prerequisite activities.

10.2 STRATEGIC STATE LAND Parcels / PROPERTIES ACQUISITION & USE: PHS&HDAs or RZs SCALED DELIVERY: DDM

To attain scaled delivery, there would have to be a structured acquisition of both strategically located State Land Parcels and Private Sector Land/properties that GRDM can leverage on in its quest to implement this Plan. The GRDM Housing Sector Plan will affect the detail and modalities regarding some of the identified properties within the District that are either owned by other organs of State or in Private Ownership. Given the preceding, related planning legislation as outlined in the Spatial Planning and Land use Management Act (SPLUMA), (Act No. 16 of 2013) and the Western Cape Land Use Planning Act of 2014, read together (not limited) are the key pieces of legislation which will be of assistance to process any transaction related to State land.

The above legislative provisions have a common objective that guides and promotes the leveraged use of public assets (i.e. Land and Properties) to spatial transformation and derivation of public good or social equity. This relates to the description around spatial planning reprioritisation to effectively and efficiently reverse old Apartheid race-based settlement distortions outlined in the DDM Strategic Framework. The GRDM will implement affordable housing programmes through the acquired State

and private properties as well as land parcels. These must be utilised in combination with the intended strategic objectives of realising mixed type affordable human settlements products in well-located areas.

10.3 Repurposing and Retrofitting

Repurposing and retrofitting allow for housing and social facilities in buildings that may not originally have been designed for these functions. Abandoned buildings in the inner city, or unused office blocks may provide ideal opportunities for this type of adaptive reuse. The GRDM's IHS Plan advocates for the use of existing properties for upgrading for affordable social rental units and, where necessary, provide for infill blocks as a response to densification principles and demand for scaled delivery. The combined effect and intent of the aforementioned critical considerations align to the following **Principles of Sustainable Neighbourhood Planning**:

- Adequate space for streets and an efficient street network
- Higher density
- Mixed Land Use
- Social mix and the availability of housing in different price ranges
- Limited land-use specialisation to limit single function blocks.

11. ENTRY POINT FOR THE GRDM IHS STRATEGIC PLAN: PHASE 1

Phase 1 will undertake to realise the following critical interventions, namely:

- Comprehensive understanding of the current human settlements delivery environment and context
- Identification of suitable and well-located land parcels for Affordable Housing Ownership (FLISP) and Social Housing developments;
- Ensure Council's endorsement of Affordable Housing (Ownership and Rental) strategic pilot initiatives, project pipelines and business plans;
- Provide support to B Municipalities - Social Housing Support Programme (MSHSP);
- Provide overall strategic support to Municipalities for delivery in terms of the Social Housing programme;
- Support Municipalities in identifying and approving incentives that will contribute to Affordable Housing (FLISP) and Social Housing delivery.

12. IHS STRATEGIC PLAN, HOW DO WE IMPLEMENT IT?

12.1 Support requirements to implement the IHS Strategic Plan (Technical Support)

Given the limited involvement of the GRDM generally in Human Settlements programmes and projects, it is critically important that the need for non – financial technical support be defined. This should ideally cover the following domains and issues:

- **Technical Guidelines and Processes to deal and amend Land Use Schemes and/ Rates Policies etc.** to include mechanisms that would incentivise and support desired strategic objectives such as spatial transformation and the engagement of the private sector in housing development in Social Housing, FLISP/ GAP, Inclusionary housing in partnerships with willing employers and their employees, etc.;
- Specific responsive guidelines and processes that outline how best to initiate and manage consultation and engagements with various **stakeholders and need to define and negotiate relevant "Social Compacts"** to provide structure to agreements between different parties to proposed and targeted programmes and projects in RZs and Priority Areas.

This calls for targeted interventions to deal with this at provincial engagement levels (i.e. Department of Environmental Affairs and Development Planning and WCDoHS) to consider the value of revitalising a systematic programme of technical support to the GRDM and its B Municipalities. A proven initiative has been the example and experience with the Built Environment Support Programme (BESP). This could potentially assist the GRDM in improving the quality and relevance of its overall SDF and HSSP implementation processes towards targeted areas that meet spatial planning reprioritisation and transformative goals as defined in the **One Plan** strategic consideration.

12.2 GRDM INTERNAL IHS HUMAN CAPACITY

"Dedicated GRDM IHS Directorate and Internal Resources and Systems"

The provisions of the Social Housing Act and the National Housing Code, and relevant local government legislation all advocate for the establishment of a coherent internal management capacity. This is quite an important requirement to ensure the successful roll-out of an Integrated Human Settlements Programme.

The GRDM has an approved organisational structure for servicing its Integrated Human Settlements (IHS) programme obligations. This is largely due to the incontrovertible reality that this delivery trajectory is a new landscape District Municipality. It, therefore, requires requisite internal institutional capacity, systems, tools and equipment as well as aligned budgets. Such resources will ideally cover both the operational and capital project requirements towards the sustainable roll-out of intended projects/programmes in targeted well-located areas. Upon the approval of this Strategic Plan, the current organisational structure will have to be re-designated to conform and relate to the requirements of IHS implementation and be guided by the One Plan strategic framework. This has been necessary to ensure that the structure relates substantively to the Strategic Plan and Policy considerations.

12.3 The GRDM' Human Settlements Sector Plan (HSSP)

The Human Settlements Sector Plan (HSSP) will be the cornerstone for implementing the GRDM IHS Strategic Plan. This GRDM's HSSP will consider and align with national government priorities as defined by the DDM, PHSHDAs and One Plan Frameworks. Given the reality and commitment of inter-governmental cooperation with regards to the three spheres of Government alluded to earlier, the essence of co planning, co budgeting and co implementation must become realisable through clear governance processes. Such a process need to outline the timing of budget flows and commitment to the GRDM as a chosen pilot. This will essentially be undertaken on the basis of programme/project feasibilities, financial modelling and confirmation of all related planning and technical aspects required to make the different phases of such roll out possible in short to long term periods.

There will be a need for clarity on mechanisms to ensure better quality and more regular interaction and communication intervals continuously between the GRDM and its B Municipalities as well as crucial partnering National and Provincial government departments or agencies.

The GRDM's HSSP will feed into the Municipality's Annual Budgeting and IDP compilation processes by ensuring that its outputs are available for incorporation at key points in the IDP workflow. Equally important to this will be the need to ensure that both the HSSP and the SDF and IDP are incorporated into the iterative annual process

of intergovernmental planning in the form of the Integrated Work Plan (IWP). This will also define the annual time frames for both the GRDM and alignment to the provincial Integrated Work Plan, which will be geared to align to the annual IDP and Budget planning cycle of the GRDM and its 7 B Municipalities.

12.4 Bulk Infrastructural Requirements and Prioritisation: One Plan

There will be a need for transportation and roads infrastructure, energy supply, water supply, bulk storm-water and sewage containments with obligatory to new and upgrading requirements as part of assessments, planning and technical implementation of the Human Settlements categories. The Municipal Infrastructure Grant (MIG) requirements and commitments have to be planned and quantified by the Municipal Technical Engineering or Professional Services pursued relevant to budgeting, installation and accountability working together with appointed professional teams.

Such technical inputs will guarantee the formulation of the relevant business case for the related extent of technical quantities and bulk requirements. This will also guide and inform the successive applications to the appropriate public authorities (*i.e.* the WCDoHS, NDoHS, *etc.*). This will further be expected to align with the reprioritisation and budget requirements within the context of the One Plan interventions that advocate for co-planning, co-budgeting, and *co-implementation* processes for Priority Zones.

In circumvention of silo outlook and beaurocratic entanglements, which could undesirably limit or impact successful project implementation, the GRDM advocates for Municipal Internal Coordinating Platforms' setting to deal with such requirements. This is anticipated to assist the Human Settlements, Planning, Finance, Technical or Engineering Directorates in putting together the related technical aspects into formal Business Plans for funding applications to the appropriate public authorities. These are normally formally submitted for funding applications to the relevant Provincial and National Departments handling MIG applications and related support requirements.

The GRDM' Strategic Plan anticipates that with the advent and government introduction of the new DDM, PSHDAs and One Plan interventions, there will be a firm

structured basis to reprioritise bulk infrastructural requirements for new and existing projects. This is a critical step that will complement efforts to sustain the intended roll-out of human settlements projects.

13. CONCLUSION

As this Plan concludes, it must be endured in mind that the Garden Route Strategic Plan for integrated Human Settlements (HIS) is not where success abides. The success of this plan will involve multiple-players within GRDM, and the DDM/**One Plan** places emphasis on various tiers and spheres of government to work together to achieve the desired results. The GRDM HIS strategic plan is anchored on the intrinsic pillars of DDM and PHS&HAD. This Plan sought to outline the GRDM role in the Human Settlements arena and boldly outline the housing products that the Garden Route would be embarking on. Furthermore, this plan and modalities of implementation will be further elucidated by the Garden Route Human Settlements Sector Plan which will be drafted as part of the accreditation process.

14. ACKNOWLEDGEMENTS

This document has been guided by the following sources of material and information:

- Astrid Wicht: Social Housing in South Africa – A feasible option for low-income households.
- FLISP Pipeline Analysis – Financial Years – WC DoHS, 12 March 2021 Housing Project Process Guide – Department of Human Settlements, Reviewed September 2009 and 2017
- Garden Route Growth and Integrated Development Strategy 2039
- Garden Route Integrated Development Plan 2020/2021
- Gazetted Restructuring Zones – WC DoHS, March 2021
- Guideline for the Preparation of Municipal Housing Sector Plans – WC DoHS, December 2019
- IDP Budget PMS Process Plan and Time Schedule – GRDM 2021/2022
- Inclusionary Housing Policy Framework – May 2021
- PSHDA Gazette – Department of COGTA, May 2021
- The process towards Development of 49 District and Metro Plans
- SALGA DDM District Housing Accreditation Report 5 March 2015 (NC)
- Treasury Circular Mun No 05 of 2021 Municipal Budget 2021/22 MTREF & SIME Engagements 2021 – National Department of Treasury, 2021
- www.moneyweb.co.za/moneyweb-2013-budget/sas-postapartheid-failure-in-squatter-camps3conditions

15. ANNEXURES

These annexures have been categorised as follows:

- Annexure "A": Process Towards the Development of 49 District and Metro One Plans
- Annexure "B": DDM District Profile - Garden Route District (19 July 2020 – 2021)
- Annexure "C": DRAFT GRDM One Plan Process Plan - 25 FEB 2021
- Annexure "D": FLISP Pipeline Analysis financial years - 12 March 2021
- Annexure "E": Gazetted Restructuring Zones - March 2021
- Annexure "F": GRDM – Municipal Sector Plans
- Annexure "G": GRDM - Strategic Plan Implementation Timelines
- Annexure "H": HDA Land Guidelines - May 2021
- Annexure "I": Guideline for the Preparation of Municipal Housing Sector Plans - December 2019

- Annexure "J": Human Settlement Plan Flow Chart April 2021
- Annexure "K": Inclusionary Housing Policy Framework – May 2021
- Annexure "L": PSHDA Gazette May 2021
- Annexure "M": RZ Maps-Consolidated Garden Route 4 X B Municipalities
- Annexure "N": SALGA DDM District Housing Accreditation Report 5 March 2015 (NC)
- Annexure "O": SCCD - District Development Model Pilot Project (DDM) – HDA, February 2021
- Annexure "P": District Development Model (DDM): Development of One Plans for All Districts and Metros
- Annexure "Q": New Organogram: GRDM IHS Department
- Annexure "R": Treasury Circular Mun No 05 of 2021 Municipal Budget 2021/22 MTREF & SIME Engagements 2021