

INTEGRATED HUMAN SETTLEMENT PLAN

INTRODUCTION

1 Aim of Generic Human Settlement Plan

- The aim of the generic Human Settlements Plan is to create a standardised and or generic template that would assist local municipalities, especially Category B Municipalities with the successful implementation of the human settlement development, planning and implementation;
- To verify alignment with the Integrated Development Plan, a Sector Plan is required as part of the IDP;
- To assist low capacitated municipalities with a credible Human Settlements Plan through the use of a Spatial Information Management System;
- To create audit trails of existing housing backlogs and future backlogs and how they are addressed
- To investigate the implementation of a housing register system enabling the Human settlements Plan;
- To enabling a direct link from the Municipality to the Sector Department, once backlogs are identified the housing backlog or housing register should be real-time database whereby on-going decision making can commence with up to date statistical information.

2. The purpose of the Human Settlement Plan

Human settlement Plans are meant to ensure that housing departments within municipalities function in concert in the execution of their tasks and delivery of houses to communities. Housing and/or Human settlement management is, one of the important functions of the municipality. The Human settlements plan as a component of the IDP is aimed at clarifying and providing strategy with respect to the manner in which housing development and comprehensive human settlement can be achieved at the local level. The main purposes of the Human Settlements Plan are as follows:

- To ensure the effective allocation of limited resources (specifically financial and human) to a large pool of potential development interventions.
- To provide a formal and practical method of prioritizing housing projects and obtaining political consensus for the sequencing of their implementation.

- To ensure more integrated development through bringing together the relevant cross-sectorial role players to coordinate their development interventions in one plan.
- To ensure that there is a definite housing focus for the IDP.
- To provide a critical link between integrated development planning and the practical reality of delivering housing projects on the ground.
- To ensure effective housing subsidy budgeting and cash flows both at the local municipal and provincial levels.

3. BACKGROUND

In terms of the Municipal Systems Act 32 of 2000 all municipalities are required to compile Integrated Development Plans (IDPs) that will guide all their planning, budgeting and development management decisions. As part of the IDP planning process Municipalities are expected to compile sector plans for various development sectors. Also as part of IDPs, the Housing Act 107 of 1997 stipulates that municipalities should compile housing strategies and targets. Based on the above legislative requirements, should develop a Human Settlements Plan

The plan will serve as a guiding framework for the strategic engagement of the municipality in housing development. The need for Human Settlements Plans arises from a concern that, in most municipalities, the Integrated Development Planning (IDP) process inadequately address issues related to the provision of housing.

4. NEW HOUSING VISION

Whilst Government believes that the fundamentals of the policy remain relevant and sound, a new plan is required to redirect and enhance existing mechanisms to move towards more responsive and effective delivery. The new human settlements plan reinforces the vision of the Department of Housing, to promote the achievement of a non-racial, integrated society through the development of sustainable human settlements and quality housing. Within this broader vision, the Department is committed to meeting the following specific objectives:

- Accelerating the delivery of housing as a key strategy for poverty alleviation
- Utilising provision of housing as a major job creation strategy

- Ensuring property can be accessed by all as an asset for wealth creation and empowerment x Leveraging growth in the economy
- Combating crime, promoting social cohesion and improving quality of life for the poor
- Supporting the functioning of the entire single residential property market to reduce duality within the sector by breaking the barriers between the first economy residential property boom and the second economy slump.
- Utilizing housing as an instrument for the development of sustainable human settlements, in support of spatial restructuring.
- The mechanisms which the Department intends to introduce to achieve these objectives are discussed in greater detail in the remainder of this document.

5. PROCESS TO COMPILE A HOUSING PLAN

This section details the generic project preparation principles including projects life cycle and PPT's process for the assessment of key project risks in the packaging stage. It explains the steps to be followed for any municipality to achieve a credible, realistic and implementable Human Settlements Plan. It further elaborates the activities which need to take place in every compilation phase. It is also on this phase where public participation and stakeholder support are discussed. In every municipal planning, it is important to engage the stakeholders and the community from the beginning of the processes.

Step 1: Analysis

There is a need to first gather information relevant to housing in a municipal area and compile it in the form of a report. A meeting of housing stakeholders in the area has to be arranged. In this meeting, the housing situation is presented and deliberated upon. The municipal housing waiting list is very important in guiding the whole process, as it will show in which areas within your municipality the greatest need for housing exists. The data collected may include the status of existing infrastructure, waiting list, housing backlog and the economic status of different household in Prince Albert Municipality. The process of gathering should be done through both primary data collection (site visit) and secondary data collection (desktop research)

Step 2: Strategies

In this second step, stakeholders will have to develop a vision and this will be based largely on the housing situation as revealed in phase 1. In order to give effect to a vision, objectives will have to be developed along

with strategies. Maximum caution should be exercised in order to ensure that the strategies are in line with the legislative framework. Furthermore, they should be practically implementable.

Step 3: Projects formulation

This is a stage in which possible housing projects are developed based on identified resources in step 1. This step entails aspects such as capacity at the municipal level to handle housing issues, project management, funding sources, monitoring and evaluation. Each project will have to be designed and implemented in a way that is geared towards accomplishing the housing vision in Prince Albert Municipality.

Step 4: Integration

Provision of houses does not occur in vacuum. A Human Settlements Plan should be affected by other plans such as WSDP and Spatial Development Framework. Human Settlements Plans should be spatially conscious. It is important for Prince Albert Municipality to develop a Spatial Development Framework which clearly identifies where housing projects will take place. There are programmes, other than housing, that are taking place at municipal level. These programmes have to reinforce each other in order to achieve the desired impact within a municipal area. It is during this stage that these programmes are integrated.

Step 5: Approval

Once the programmes (housing projects) have been integrated and aligned with other sector plans, they are ready to be presented to the council for adoption. In all the stages, housing stakeholders play an important role.

6. Methodology

Two main methodologies have been applied to develop this Housing Sector Plan. Desktop studies were to obtain baseline information and participatory methodologies that solicit the involvement and participation of stakeholders. A three staged methodology has been applied to develop this plan.

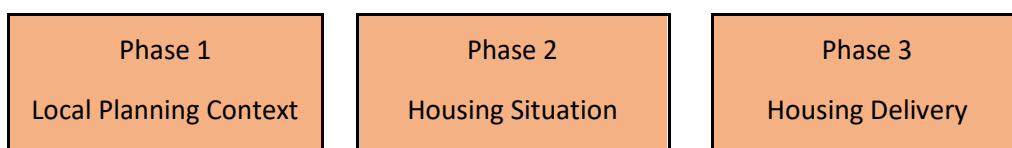


Figure 1 : Phases of Human Settlements Plan Methodology a) Phase 1: Local Planning Context

This phase examines the context for the development of the housing sector plan. Phase 1 considers five areas of examination, that is:

Municipal Spatial context; to determine the location of the municipality in relation to major economic activities. This indicates the extent to which the municipality has access to opportunities. Municipalities that are in close proximity to economic activities tend to have a higher demand for housing opportunities.

Socio Economic Analysis, to determine the level of development in the municipality. This alludes to the extent to which municipal residents require government support for housing. Second, economic opportunities available to residents are examined against the backdrop of government's policy to develop integrated human settlements.

b) Phase 2: Housing Situation

The purpose of this phase is to gain an understanding of the state of housing development in the municipality. The following key areas of investigation are examined closely that is,

Housing backlog/demand, to determine the number of households in the municipality that do not have adequate shelter. Housing demand is obtained from the municipal housing demand data base. In its absence the census data is used to estimate demand that will later be verified by the municipality before it proceeds to implement housing projects.

Legal status of land, determines the ownership of land identified for housing development and whether it can be obtained within a reasonable period to avoid delays in project implementation.

Quantification of current projects, considers projects that are currently being implemented and the extent to which they contribute to reducing the overall backlog.

Identification of planned projects, the sector plan is a 5-year plan, thus it will identify projects that will be implemented over this period. Their scheduling is influenced by a number of factors, such as budget, land availability and provision of bulk infrastructure amongst others.

Integration, considers the extent to which the housing development is serviced by municipal services and other social services such as schools, health facilities and police stations amongst others.

c) Phase 3: Housing Delivery

This phase builds from phase 2 above. It projects annual delivery targets and cash flows to enable the Department of Housing to budget for

housing development. On the other this enables the municipality to gear up human resources in particular.

7. Legislative Background

This section examines the mandate of the different spheres of government to provide clarity on the roles and responsibilities that are assigned to each sphere of government with regard to housing development. A proper understanding of mandates is important to ensure seamless co-ordination, avoid duplication, interference and confusion. Statutory roles and responsibilities do not substitute the need for on-going communication between the different spheres of government to assign responsibilities by delegation of powers where capacity exists to carry out such functions. The mandate of the Municipality with respect to housing development derives from the following pieces of legislation

a) **Section 26 (2) of the Constitution, Act 108 of 1996** confers the right to housing and prescribes that the state must take reasonable legislative and other measures within its available resources to achieve the progressive realization of this right. The Housing Act No. 107 of 1997 was enacted to provide a legislative framework to effect the right to housing. An examination of schedule B of the constitution highlights the limited role of municipalities in housing development. Beyond land and beneficiary identification, the role of the Municipality is that of constructive coordination of housing development within its area of jurisdiction. The core powers of implementation can be assigned to the municipality by the provincial government through assignment and delegation of powers.

b) **Municipal Structures Act No 117 of 1998**, chapter 5, section 83 & 89 further outlines the powers and functions of municipalities.

c) **The Housing Act of 1997 (Act 107 of 1997)**, states that, municipalities must develop appropriate strategies to facilitate housing development within their jurisdiction.

d) **The New Human Settlement Plan** (Breaking New Ground, 2005) clearly articulates the intention of government to develop sustainable human settlements, to contribute towards the alleviation of asset poverty through housing. It concludes that asset poverty is a result of inadequate access to assets by individuals, households and communities including inadequate shelter (which manifests in badly located low cost and overcrowded dwellings), the inadequate provision of appropriate infrastructure and the inadequate provision of basic services such as health, safety, emergency services and education facilities amongst

others. Post 1994 housing development has been urban biased. New policy highlights the need to address this through a stronger focus on rural housing instruments. Furthermore rural housing interventions provide government with an opportunity to facilitate the installation of infrastructure in rural areas (Breaking New Ground 2005)

e) **The Municipal Systems Act of 1995** compels all municipalities to develop Integrated Development Plans (IDP) that are primary investment tools for all municipalities. With their respective sector plans they are subject to annual reviews. Through the IDP Municipalities are mandated to participate in all development planning activities that take place within their jurisdiction and ensure that they are aligned and informed by the overall government strategic thrust. The functions and powers of Municipalities are further described in chapter 5 of the Local Government Municipal Structures Act no. 11 of 1 as amended. The relevant sections are sections 83 to 89.

f) **Intergovernmental Relations Act of 2006** and the Municipal Systems Act of 2000 specifies that municipal plans have to be aligned with and compliment the development plans and strategies of other spheres of government.

B. OVERVIEW OF THE DEVELOPMENTAL CONTEXT

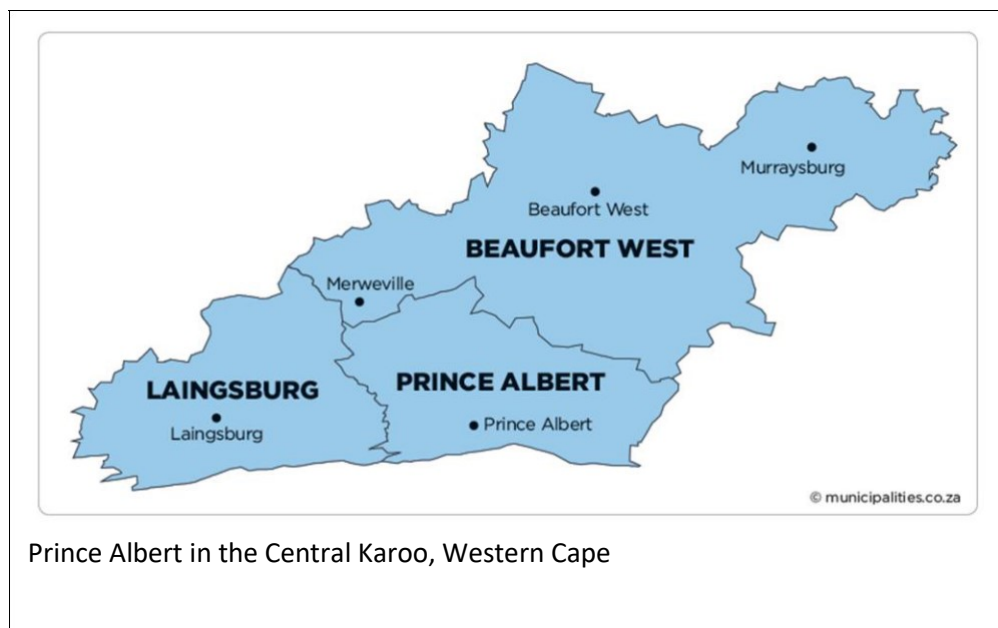
This section, takes into account that the municipality has distinct attributes and peculiarities that will inform any forward planning process. This approach acknowledges that settlements are dynamic presenting different opportunities and needs such as the rapid increase of child and women headed households.

1. ANALYSIS OF SPATIAL CONTEXT

With regard to spatial planning the basic principle is one of acknowledging that the required post-apartheid transformation rests not only in addressing historic imbalances but rests fundamentally in the traditions of planning and development that are being established. The municipal housing plan should begin to make positive advances in the spatial restructuring, economic reorientation and the development of sustainable human settlements. This would lead to an incremental progression towards efficient and equitable settlements. The constitution allows that the right to adequate housing cannot be achieved immediately but must be achieved over time. However the municipality must demonstrate that it has worked effectively as possible to achieve this right. Consequently the municipality would need to devise a scheduled implementation program.

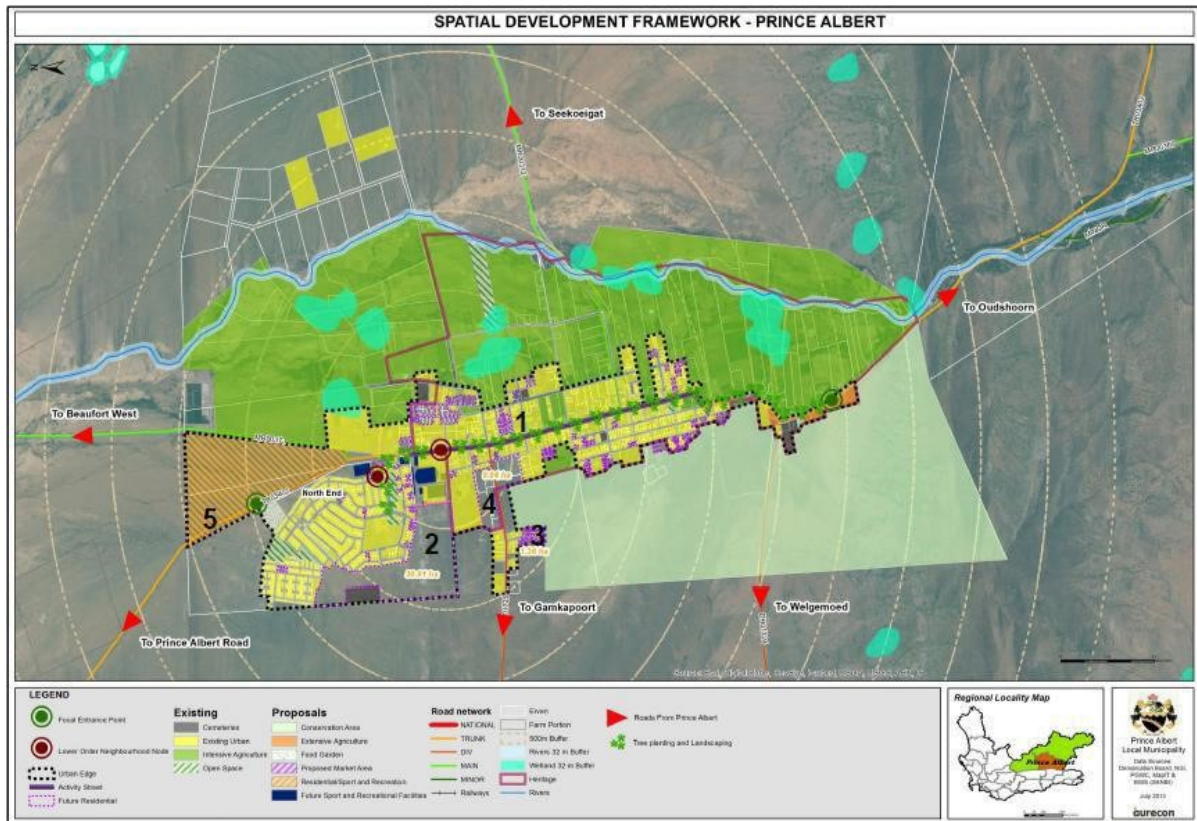
Spatial location

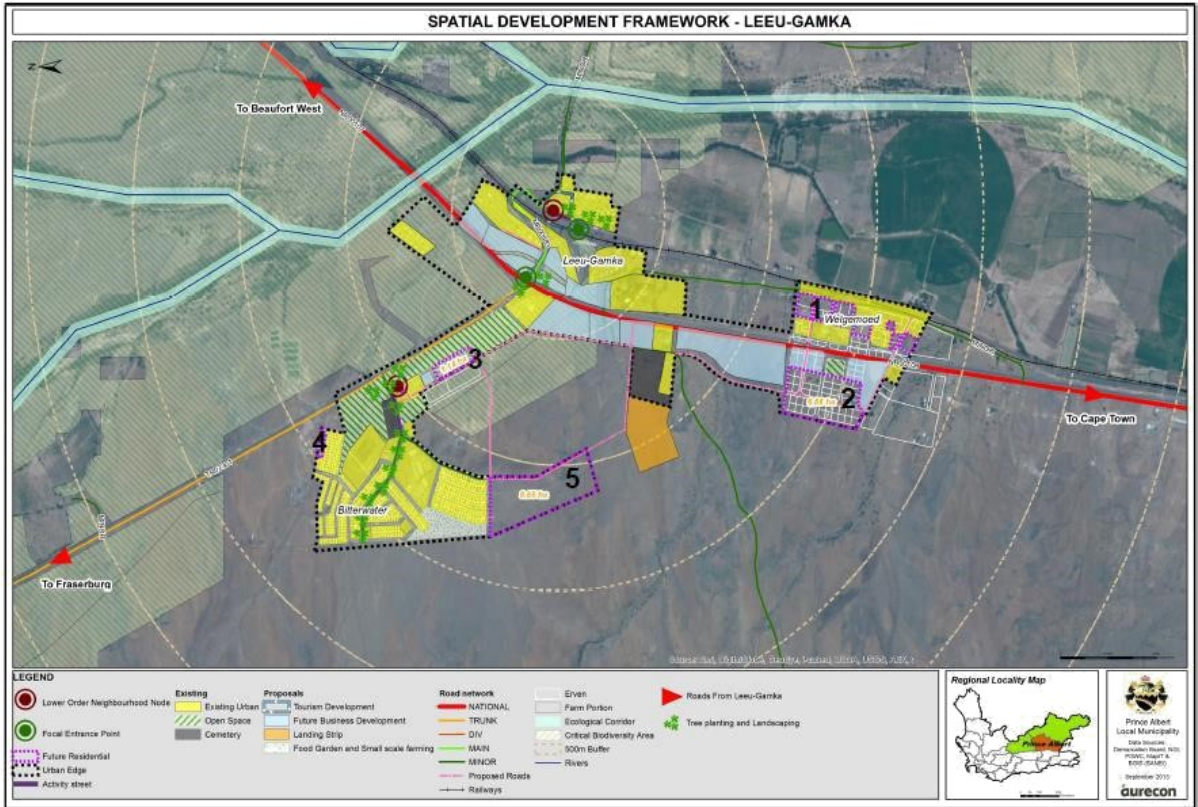
The map below indicates the spatial location of Prince Albert Municipality.



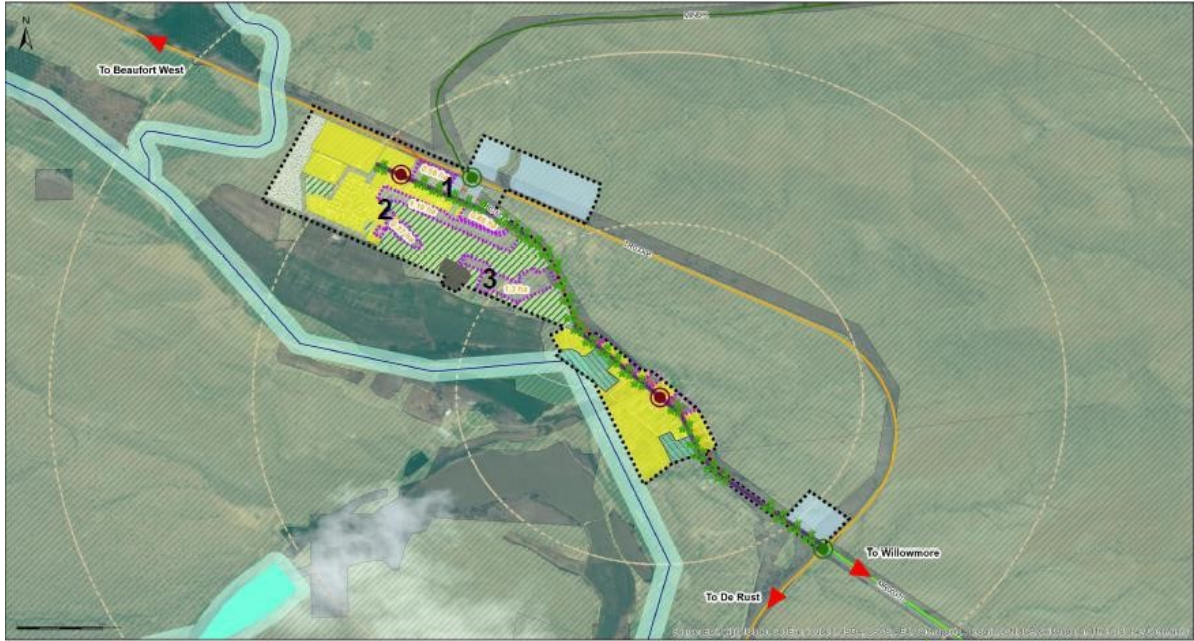
b) Settlement patterns

The map below indicates the settlement patterns in the municipal area, including urban boundaries”





SPATIAL DEVELOPMENT FRAMEWORK - KLAARSTROOM



LEGEND					
Node Lower Order neighbourhood Node Focal Entrance Point Activity street	Existing Cemetery Existing Urban Open Space	Proposals Food Garden Future Business Development Urban Agriculture Ecological Corridor Future Residential	Rivers Smaller dams Road network — NATIONAL — TRUNK — MAIN — MNCR Railways	Urban Edge Eret Farm Portion Critical Biodiversity Area 500m Buffer	Roads From Klaarstroom Tree planting and Landscaping
<div style="display: flex; justify-content: space-between; align-items: flex-start;"> <div style="width: 20%;"> Regional Locality Map </div> <div style="width: 20%; text-align: center;"> Phiso Albert Local Municipality <small>Data Source: Demarcation Board, M.O. P.O. Box 14 6001 (Mafikeng) September 2012</small> </div> <div style="width: 20%; text-align: right;"> surecom </div> </div>					

c) Dispersed Rural Settlements

Levels of services in these settlements are generally low with the majority of the residential structures being self-built. Normally these areas are identified as areas known for agricultural activities there is generally no sign of economic activity outside the urbanized areas. Thus rural settlements serve as residential areas with a very limited economic base. Inhabitants are dependent on external sources of income and social welfare grants. The dispersed nature of these settlements has negative implications for the provision of bulk infrastructure. Provision of bulk infrastructure is cost effective where there are high population densities, whereas in low density settlements the cost of providing bulk infrastructure is very high.

Residents in rural settlements have always constructed their own dwellings. Furthermore the post 1994 government housing subsidy system set out requirements that automatically excluded rural areas.

d) Peri-Urban and Semi- Urban Settlements

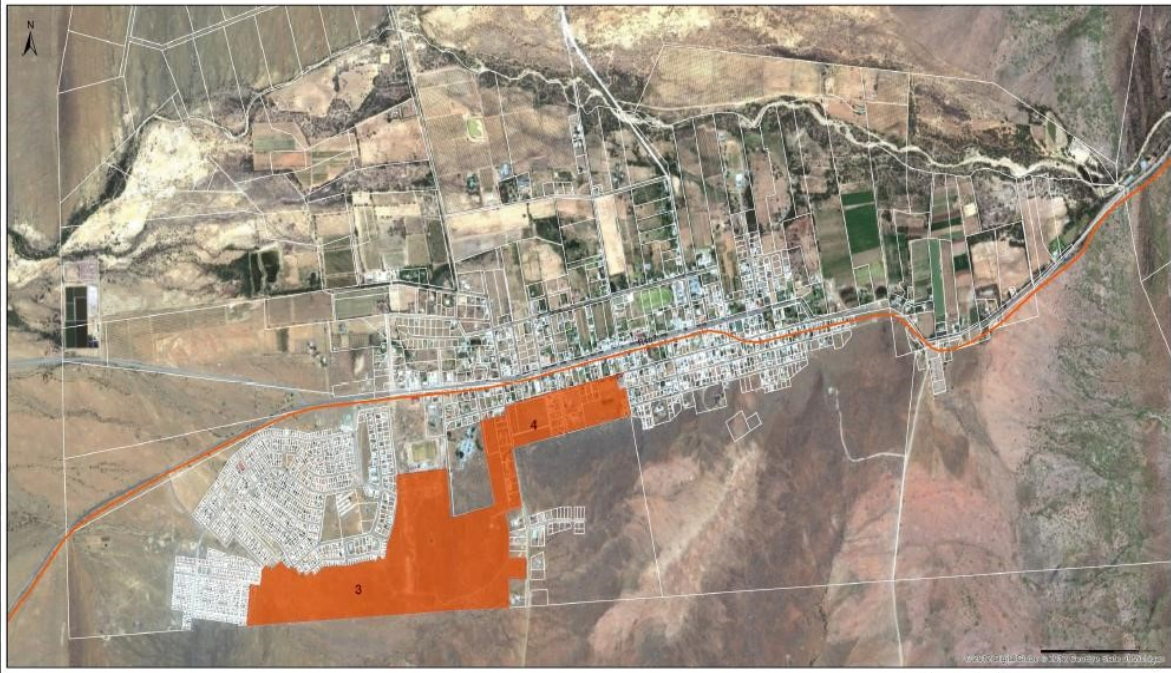
These areas provide opportunities for economies of agglomeration that will result to the provision of higher order services. These are obvious areas of development, however, the level of basic services (social, economic and infrastructure) are minimal to provide a viable option to the village centre. The key advantage of these areas is that land is owned by the state. Thus the following should be the development focus of the municipality in these areas:

- Formalization of tenure (tenure upgrade)
- Upgrade of services such as bulk infrastructure to be able to install water borne sewerage and in-house connections Provision of social
- services

e) Urban settlements

The following map illustrates the future urban settlements.

HOUSING PROJECTS - PRINCE ALBERT

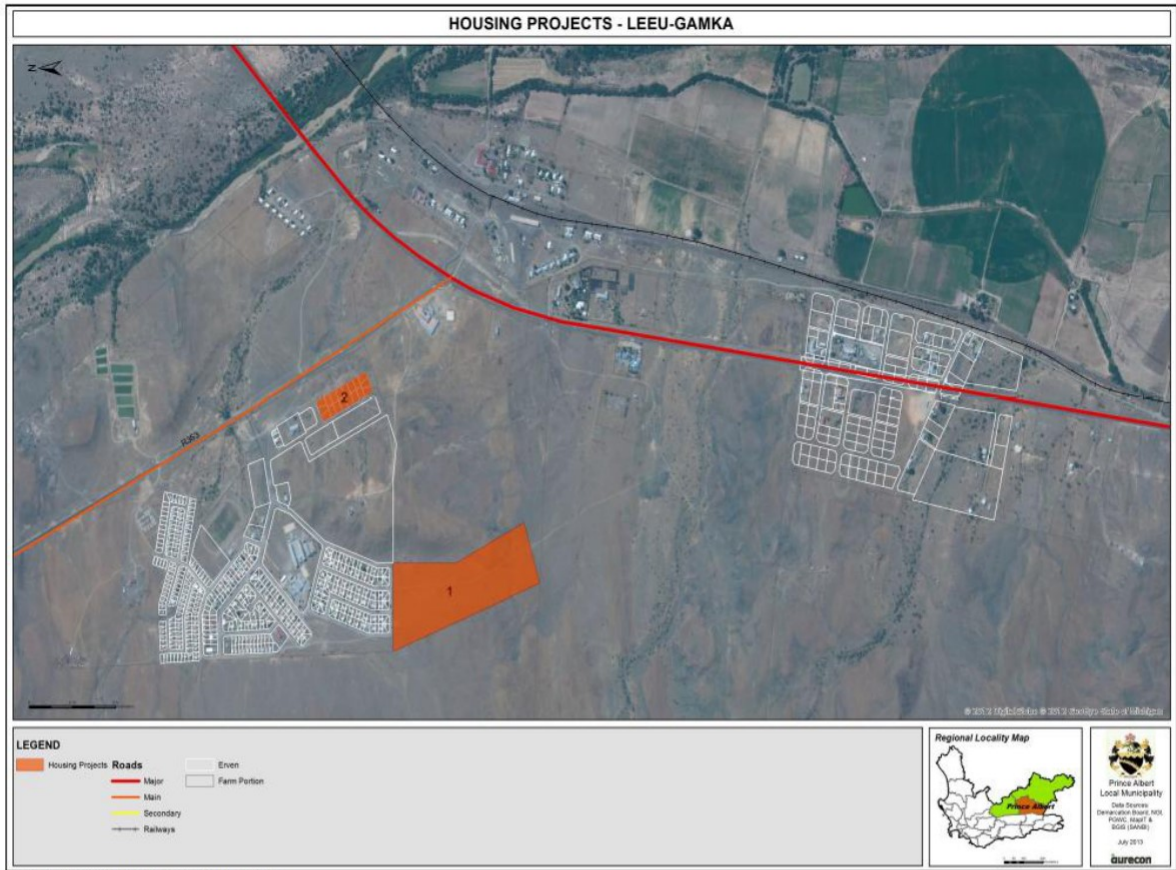


LEGEND	
	Housing Projects
	Major Roads
	Main Roads
	Secondary Roads
	Erven




Prince Albert
Local Municipality
Data Source
Geographical Names: G.D.
P.O. Box: 1497
7601 (SABHS)
July 2010


Map 46 | Locality of Future Housing Projects – Prince Albert



Map 45 | Locality of Future Housing Projects – Leeu Gamka



Map 47 | Locality of Future Housing Projects – Prince Albert Road

f) Major road

The following maps indicate the major road linkages:



The total roads in Prince Albert Municipality amount to 1 741.2 kilometres of roads. The total amount of roads comprise of 257.6 (14.8 per cent) kilometres of surfaced roads and 1 483.6 (85.2 per cent) kilometres of gravel roads.

Other provincial roads include the:

- R407 that runs on an east-west axis from Willowmore, through Klaarstroom, on to Prince Albert and in a north-westerly direction to Prince Albert Road, where it connects to the N1. This road is paved all the way from Klaarstroom to Prince Albert Road.
- R328 from Oudtshoorn, a gravel road that runs over the Swartberg Pass, connecting with the R407 at Prince Albert.

2. SOCIO ECONOMIC ANALYSIS

The following socio-economic analysis for the Municipal area is reflected in the tables below:

Income categories

Income percentage	%
No income	6.3%
R1-R4 800	3.3%
R4801-9600	6.1%
R9601-R19600	19.6%
R19601-38200	26.7%
R38201-76400	17.1%
R76401-R153800	9.4%
R153801-R307 600	6.5%
R307 601-R614 400	3.6%
R614 401 – R1 228 800	0.6%
R1228 801- R2 457 600	0.3%
R2 457 601 +	0.3%

Employee status	Number
Employed	3513
Unemployed	844
Discouraged work seeker	497
Not economically active	3555

Settlement Type

Area	Percentage
Urban	78.9%
Tribal/ Traditional	0%
Farm	21.1%

Tenure Status

Tenure Status	Percentage
Rented	22.2%
Owned and fully paid off	46.9%
Owned but not yet paid off	10%
Occupied rent free	19.7%

Other	1.3%
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Energy access

Energy source	Cooking	Heating	Lighting
Electricity	76.1	62.6	86.4
Gas	8.4	2.5	0
Parrafin	0	0.2	0.3
Solar	0.4	0.5	4.2
Candles	0	0	8.9
Wood	15	26.5	0
Coal	0	0.1	0
None	0	1.5	0.3

Access to water per town

Source of water	Percentage
Borehole	19%
Spring	3.2%
Rain water tank	0.2%
Dam	2.2%
River / Stream	2.4%
Water vendor	0.2
Water tanker	0.9%
Other	0.2%

Access to refuse removal per town

Removal by municipality once per week	73.4%
Removal often	0.4%
Communal refuse dump	1.4%
Own refuse dump	20.2%
No rubbish disposed	3.2%
Other	1.5%

Access to sanitation per town

None	4.1%
Flush toilet connected to sewerage system	63.5%
Flush toilet with septic tank	18%
Chemical toilet	0.1%
Pit toilet with ventilation	1.7%
Bucket toilet	4.1%
Other	3.5%

a) Demographic Analysis

Demographic profiles provide an informed basis to undertake any development planning exercise in that they enable government to plan according to need and appropriately allocate funds for development. This demographic overview is based on the information received from the statistical data custodian; Statistics South Africa.

According to the 2011 Census, Prince Albert Local Municipality has a total population of 13 136 people, of which 84,5% are coloured, 11,8% are white, with the other population groups making up the remaining 3,7%.

Of those aged 20 years and older, 6,9% have completed primary school, 16,7% have some secondary education, 16,9% have completed matric, 8.7% have some form of higher education.

3. Existing housing situation

This section discuss housing backlog in terms of housing category. It is important to analyse housing backlog in this way because the communities have different needs in terms of housing. This analysis derives a category of housing where the backlog requires urgent attention. In most cases the special attention is given to the low-cost housing since they are the main category in which municipality measures its progress on the delivery of housing.

Housing backlog per town

The list of beneficiaries on the data base should be used to allocate houses to beneficiaries. It is important to note that the data base is no promise to applicants that they will be guaranteed a subsidy. Ideally, it should be viewed as a planning, reporting and prioritizing tool. Housing demand remains a moving target impacted upon by urbanization, population growth, phenomenon of households becoming smaller. The key role of the municipality is to determine demand and negotiate supply.

4. Land Acquisition Status

This is the discussion on land availability on future housing projects. It is important to view land acquisition in terms of its merits with regard to its closeness to bulk services, suitability and ownership status. Most housing projects are failing because most of the land identified, is one way or another, not conducive for development of houses.

5. Service Delivery and Accessibility

Overview

This is the discussion of current status with regard to municipal service accessibility to the residents. It gives a clear indication on the type of services where there is a need for urgent intervention. It should be discussed simultaneously with the ability of the existing infrastructure to sustainably provide service to the community.

6. Status Quo on Indigents

Every municipality should adopt indigent's policy which should be aimed at excluding residents within a certain income brackets from paying property rates and services. In most cases low-cost houses owners are automatically excluded from paying any form of rates from the municipality. The information on the indigents is very important as it also indicates the poverty levels within a particular municipality. A comprehensive list of indigents in Prince Albert Municipality can also give indication on the number of low-cost housing it needs to provide in Prince Albert Municipality.

7. Infrastructure Overview

Although this is a housing plan, it is not possible to think about housing without considering the access to services. This section will briefly reflect on the current situation. Distinction is made between two aspects, namely, firstly, the possibility of internal connection and, secondly, bulk provision. The various services will be analysed separately. This analysis should provide detailed information for each aspect per urban and rural area.

a) Water Service (piped water) Delivery Levels

The following table indicates the Municipality's performance in supplying water within the minimum service level as prescribed by the national government.

Description	2014/15	2015/16	2016/17
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	Actual No.	Actual No.	Actual as census including farms No	per Actual as serviced – by Municipality No
Water: (above min level)				
Piped (tap) water inside dwelling/institution	2318	2536	2 495	2554
Piped (tap) water inside yard	0	0	930	0
Piped (tap) water on community stand: distance less than 200m from dwelling/institution	28	28	93	28
Minimum Service Level and Above sub-total	2346	2564	3 518	2582
Minimum Service Level and Above Percentage	100%	100%	98.3%	100%
Water: (below min level)				
Piped (tap) water on community stand: distance between 200m and 500m from dwelling/institution	25	0	0	0
Using public tap (more than 200m from dwelling), distance between 500m and 1000m (1km) from dwelling /institution	5	0	0	0
Piped (tap) water on community stand: distance greater than 1000m (1km) from dwelling/institution	6	0	0	0
No access to piped (tap) water	24	0	0	0
Below Minimum Service Level sub-total	60	0	60	0
Below Minimum Service Level Percentage	1.7%	0	0	0
Total number of households	2406	2564	3578	2582
Included in the above table:				
Formal residential, Informal residential, Traditional residential				
Farms, Parks and recreation				
Collective living quarters, Industrial				
Small holdings, Commercial				
<i>The above table 2016/17 are populated as per the Census 2011 data for Source of Water, Type of dwelling and includes all dwellings</i>				

Table 44: Water Service delivery levels: Households based on 2011 Census data

Access to free basic water:

	Number /Proportion of households receiving 6 kl free #		
	2013/14	2014/15	2015/16
	2 063	2318	2334
			2364

a) Sanitation Service Delivery Levels

The table below depicts the sanitation service levels for the 2016/17 financial year in comparison to the previous financial year. It must be noted that the census numbers include the farming areas where the Municipality do not supply a direct service.

Households			
Description	2014/15	2015/16	2016/17

	Outcome	Outcome	Actual as per Census 2011	Actual as Serviced by municipality
	No.	No.	No	No.
Sanitation/sewerage: (above minimum level)				
Flush toilet (connected to sewerage)	2056	2085	2 274	2 081
Flush toilet (with septic tank)	314	315	645	330
Chemical toilet	0	0	3	0
Pit toilet with ventilated (VIP)	0	0	175	0
Pit toilet without ventilated	0	0	62	0
Other toilet provisions (above min.service level)	0	0	0	0
Minimum Service Level and Above sub-total	2370	2400	3 159	2 411
Minimum Service Level and Above Percentage	98.9%	98.9%	88%	98.9%
Sanitation/sewerage: (below minimum level)				
Bucket toilet	26	36	148	36
Other	0	0	125	0
No toilet provisions	0	0	148	0
Below Minimum Service Level sub-total	26	36	421	36
Below Minimum Service Level Percentage	1.2%	1.2%	12%	1.5%
Total households	2396	2436	3 580	2447
The above table 2016/17 are populated as per the Census 2011 data for Toilet Facilities by Type of dwelling and include all dwellings				

a) Electricity Service Delivery Levels

The table below depicts the Municipality's performance in the current financial year against the previous financial year. It must be noted that the farms and Eskom-supplied areas are included in the Census statistics depicted below.

Description	Households			
	2014/15	2015//16	2016/17	
	Actual No.	Actual per No.	as per Census 2011	Actual as Serviced by municipality
Energy: (above minimum level)				
Electricity (at least min.service level)	309	282	490	278
Electricity - prepaid (min.service level)	1812	1992	1 948	2072
Minimum Service Level and Above sub-total	2121	2274	2 438	2350
Minimum Service Level and Above Percentage	100	100	100	100
Energy: (below minimum level)				
Electricity (< min.service level)	0		9	0
Electricity - prepaid (< min. service level)	0	0	0	0

Households				
Description	2014/15	2015//16	2016/17	
	Actual	Actual	as Census	Actual as Serviced by
	No.	No.	per 2011	municipality
Other energy sources	0	0	0	0
Below Minimum Service Level sub-total	0	0	9	0
BelowMinimumServiceLevel Percentage	0	0	0	0
Total number of households	2 121	2 274	2 348	2350

Waste Management Service Delivery Levels

The table below depicts the municipality's performance against the service delivery indicators for waste management provision in comparison with the previous financial year.

Description	Households			
	2014/15	2015/16	Census 2011	2016/17
	Actual		Actual	Actual as serviced by
	No.		No.	No.
Solid Waste Removal: (Minimum level)				
Removed at least once a week	2452	2475	1 989	2 480
Minimum Service Level and Above sub-total	2 452	2 475	1 989	2 480
Minimum Service Level and Above percentage	100%	100%	100%	100%
Solid Waste Removal: (Below minimum level)				
Removed less frequently than once a week	0	0	0	0
Using communal refuse dump	0	0	0	0
Using own refuse dump	0	0	0	0
Other rubbish disposal	0	0	0	0
No rubbish disposal	0	0	0	0
Below Minimum Service Level sub-total	0	0	0	0
Below Minimum Service Level percentage	0	0	0	0
Total number of households	2 452	2 475	1989	2 480

It is important to note that housing provision and infrastructure provision are integrated. The provision of these two services is usually done by means of two different processes and funded by different channels. The importance of infrastructure provision from a health perspective should also not be underestimated. At the same time, the questions of affordability and maintenance should be raised continually. Infrastructure provision and maintenance are also fundamental prerequisites in providing an environment for private sector investment.

C. HUMAN SETTLEMENT DEVELOPMENTS

1. Housing Issues and Challenges

There is a need to report achievement against a “fixed” target as opposed to the municipality’s administrative challenges and reality of moving targets. This is best explained by tabulating the issue, its causes and how it can be dealt with. The housing needs in Prince Albert Municipality are not static and are continually increasing, and so are the challenges. Given, therefore restricted resource allocation towards service delivery, it might look as if eradication of housing backlogs is slow. However, the backlog might be growing as a result of unplanned for growth due to migration and many others. There are several issues which need to be dealt with such illegal occupation of land, land availability and institutional capacity. These issues require specific attention as they differ in nature.

Challenges to report and address

Challenges	Intervention proposed
Access to houses for people earning above R3 500	Engage with Department on respective subsidy options
Access to rental housing	Engage with private sector
Affordability of houses	Life skills Training to ensure accountability and payment of debt
Emergency transit housing	Access emergency funding
Eradication of bucket system	Apply for external funding
Home owner responsibility	Provide training and roll out of awareness campaigns
Improve housing administration	Training for staff and electronic system capturing

2. Important Role Players

This is the team of people who should directly or indirectly take part in the formulation of the Human Settlements Plan. Some of these role players may also play part in the actual implementation of the plan. These include construction and supply of resources. There are two different types of role players, namely the external and the internal role players. The internal role players include the in-house entities such as municipal housing officials who deal with housing issues on a daily basis in a particular municipality, whereas the external role players are stakeholders such as banks and construction companies.

External role players

The following role players and functions pertain to human settlement development.

Role players	Function / Purpose
Provincial and national sector departments	Bulk infrastructure, access to funding
Implementing Agent	Implement agent
Building inspectors	Ensure quality of houses
Beneficiaries	Housing occupants, ratepayers

Internal role players

The following role players and functions pertain to human settlement development.

Role players	Function / Purpose
Housing administration staff	Awareness and housing

	administration
Councillors	Community facilitation, budget approval, strategic planning
Engineering department	Bulk infrastructure as well as supporting infrastructure
Internal audit	Project auditing
Management	Project oversight

3. Public Participation

The Constitution stipulates that one of the objectives of municipalities is “to encourage the involvement of communities and community organizations in the matters of local government”.

The White Paper for Local Government (WPLG) emphasizes the issue of public participation (not only in municipal planning). It goes into some detail on how to achieve public participation and of the role local government has to play to ensure the involvement of citizens in policy formulation and designing of municipal programmes, as well as implementation and monitoring and evaluation of such programmes. Public participation is meant to promote local democracy. While the WPLG emphasizes that the municipalities themselves should develop appropriate strategies and mechanisms to ensure participation, some hints on how are given, such as:

- Chapter 4 of **the Municipal Systems Act** stipulates that all municipalities must develop a culture of participatory governance. This implies that municipalities need to ensure that all its residents are at all times well informed about the affairs of the municipality. Opportunities should therefore be created for the general public to take part in the decision making of the council.
- Since the **IDP** is the strategic plan of Prince Albert Municipality, indicating the distribution of limited resources, it makes sense to plan with residents in order to ensure that their needs are address with a sole purpose of improving their living conditions. Mechanisms must therefore be created to allow residents within Prince Albert Municipality to participate in the planning process of development projects.

4. Linkage, Integration and Compliance to Other Plans and Programmes

The purpose of “Integration” is to ensure that the projects elaborated above are integrated with the other projects identified in the IDP Main Document to achieve proper co-ordination and alignment taking into account their contents, location and timing. For example, housing projects can be aligned with the infrastructure, land acquisition and education-related projects to enable maximum impact to be made on housing the homeless, creating job opportunities, stimulating the local economy and providing basic municipal services which will also help alleviate poverty and fight diseases. This in short provides the correct way to realising integrated development in a true sense.

Integration of all the relevant sector department delivery programs should be achieved through an effective Human Settlements Plan. The Plan should summarise all relevant infrastructure development plans and then match them with the proposed multiple housing project delivery plan. It is the responsibility of the service provided (or Municipal Official if the Human Settlements Plan is completed internally) with the assistance of the Municipal Housing Official to collect all of the relevant sector plans and other relevant information in the IDP to ensure that the proposed housing delivery program matches the delivery of the other relevant sector department interventions. While infrastructural development requirements are of primary importance alignment of other sector departments such as health and education etc should not be ignored.

The Human Settlements Plan should also be instrumental in detailing an institutional framework for housing delivery in the Municipality which has as its core function the integration of relevant governmental sectors (e.g. Water, Roads, Sewer, Electricity, Health, Education etc.) at a project level during implementation. It should be noted that whilst IDP’s and specifically the Human Settlements Plan play an important role in co-ordinating and enabling development, additional work is required to ensure that they translate into meaningful integration at the project level

5. Beneficiary eligibility

Three information sets have been used in this plan to determine the numeric extent of housing need in the Municipality.

Greatest need based on poverty: this utilizes census information on household income.

- Greatest need based on type of dwelling: census data on dwelling type provides a means to determine the extent of need. This provides a cursory indicator of housing backlog.
- Greatest need based on the housing list: the municipality has an active housing waiting list
- Greatest need based on project list: The municipality has a list of project intended for implementation. There are two categories of these projects that is, planned projects and future projects.

a) Detailed Information on Beneficiaries

Information of potential beneficiaries is very important for every municipality. Certain criteria should be followed to determine the eligibility of the beneficiaries from different housing schemes. The best way to determine the eligibility is to analyse the potential beneficiary“ economic background. Obtaining information on the beneficiaries can be helpful in fighting against corruption. If a list of beneficiaries is not well-maintained with the allocation of low-cost housing, some people may fraudulently receive more than one house.

In order to be sustainable in the long term the development of settlements must take into account the needs of the people who will live in the settlements. Census data is often out dated and problematic at the local scale, so it is often necessary to undertake detailed socioeconomic surveys of informal settlements. Surveys done as part of the housing process tend to collect information only on the indicators that the Department of Housing uses to assess the suitability of applications for subsidies. Collecting additional information, however, often allows for the development of enhanced solutions to housing.

6. Settlement Typologies

Within the municipal area four types of housing patterns can be identified;

Urban Formal housing; that exists on land where services and infrastructure are available. Progressive densification and infill can be accommodated as services have been upgraded. These types of housing development is urban based and covers the spectrum of high, middle and low income groups. Houses are solid built with bricks and solid roofing and normally secure.

Peri-urban or rural based settlements; housing was provided on an agricultural based area and subsistence economic activities were prevalent. However, the subsistence livelihoods diminished to a very marginal scale over the years. While not at the same level as in the urban core basic services are provided in the urban. These settlements must be prioritized for formalization and service upgrade.

Informal settlements; they take place in on an unplanned basis close to serviced areas.

7. Housing Typologies

a) Low Income Housing

Provision of low cost housing is a mandatory function of government that derives from the constitution as outlined in Section 1 of this report that deals with the legislative framework. The population segment targeted by low cost housing ranges from households that have no income to those that earn R3 500 per month. Inevitable the highest demand is in this income segment comes from indigents and further dependent on government support for basic services. Furthermore in terms of the Municipal Property Rates Act, properties that are valued at less than R150 000 are exempted from municipal rates. This means that there is no direct revenue income for the municipality.

i. Subsidy Instrument

This section outlines the subsidy instruments and quantum utilized to provide low income housing as outlined in by the government gazette. It shows the extent to which government provides financial support utilizing various subsidy instruments. Gauging by the high levels of unemployment in the municipality coupled with very low levels of income it is fairly evident that the majority of residents that require housing opportunities require a full subsidy. The Municipality must ensure that they incorporate the different policy subsidies available in their integrated human settlement plan. This plan should be reviewed annually and included in the Municipality's housing pipeline, aligned to the Municipality's IDP.

iii. Typical issues that block housing delivery that needs to be addressed:

- Water and Sanitation, the water and sanitation connection for all the projects is incomplete whereas payments have been effected. Consequently beneficiaries refuse to sign happy letters
- Land Transfer, there are delays in the transfer of land from the national government to the municipality for the purposes of title deed handover to beneficiaries.

- Land Invasions, sites approved on the Surveyor General's map have been invaded resulting in a shortage of sites for approved beneficiaries.
- Structural Defects, the quality of the workmanship on some of the units is of poor standard.

iv. Delivery Mechanism

It has been noted elsewhere in this report that the PHP was the preferred subsidy instrument in the municipality informed by the need to create employment opportunities. While this commitment remains it has to be balanced with the need to deliver quality housing in the municipality. Second, through its procurement policy the municipality undertakes to spend 75% of its procurement budget locally. It therefore means that local contractors that are CIDB (Construction Industry Board) accredited. Should it be established that there is insufficient local capacity the municipality and the Department of Human Settlements will need to consider innovative procurement that will to as much as possible ensure local spending and skills transfer. It is an established fact that the construction costs and the high level of construction activity in the country has resulted in loss of interest in the construction of low cost housing by established contractors. Consequently, economies of credited. Similarly, problems associated the use of emerging contractors are well documented. It is therefore important that project implementation is closely monitored. The institutional framework stresses the importance of monitoring and proposed suitable personnel.

b) Middle Incomes

The current economic conditions have caused basic housing to be unaffordable to many South Africans. Some of the factors that have contributed to this economic crisis are as follows:

- Constantly rising interest rates

High inflation rate Consumer Price Index (CPIX) of 10%

- Inflation on construction material, higher than CPIX with the boom in the construction sector
- Global economic factors, collapse of the USA financial sector, increase in oil and food price
- Government's direct intervention in the property market has been to ensure provision of shelter for low income earners and lower middle class.

The assumption is that the property market will provide for the middle class and high income earners. However, the property market can no longer cater for the housing needs of the working class. Consequently, this class is being eroded down to low income category while they do not qualify for full government support

i. Subsidy Instrument

Middle Income Subsidy is awarded to beneficiaries who earn between R3500 and R7 500 per month. The individual contribution varies according to the affordability of the household.

i. Delivery Mechanism

The private sector is the key player in the financing and implementation of middle income housing with the municipality being the enabler.

The Housing Pipeline will be tabled at Council during the meeting to be included in this plan.

c) High Income Housing opportunities for high income earners are provided through market mechanism. In this instance the role of the municipality identify and zone land for high income housing development. Considering the land ownership patterns that result in the scarcity of land the municipality can intervene in the market through sale of land either to individuals or developers through public auction.

9. Land Identification And Evaluation

Housing development can serve as a catalyst to socio-economic development of the municipal area if the spatial positioning of housing projects is carefully considered. The development of housing at the correct/best position will enhance the municipal spatial form and lead to the optimization of developable land, bulk infrastructure, social services and create economies of agglomeration for further development of emerging nodes. The key development indicators/informants that need to be taken into account when identifying land for housing development are discussed comprehensively hereunder. These indicators are used in this plan to ensure integration with the Spatial Development Frameworks (SDF) of the municipality and the district while rooted in the spatial principles of the PGDS and the NSDP. 10. Development Informants a) Socio Economic Factors and Demographic Profile Socio-economic factors and the demographic makeup of the municipality determine the extent of need for shelter and their location choices. Human settlements tend to

congregate in areas where services such as schools, security, health facilities and employment are prevalent. The converse of this is that the probability to providing social services is higher in more populated settlements where there are economies of agglomeration. Due to the historic inequality and forced settlement programmes of the previous government, these patterns were distorted. The map below shows the population densities in the municipality. An overlay of the map of social services clearly shows that the settlements that have higher population densities have a high concentration of social services.

b) Infrastructure

Areas with high levels of infrastructure tend to have a higher concentration of people. This is illustrated by the high demand for housing in the urban centre. The intention of the municipality to develop housing for all income categories in the municipality it is critical that the municipality recognises that infrastructure and socio-economic conditions are the two most critical factors that are used to choose location. Education and health services rank the highest on social services. For the high income residents the quality of these services is even more critical.

11. Spatial Integration of Identified Land

From a housing point of view, the key issue is to promote the social, economic and spatial integration of the municipality. The description of land uses in the municipality clearly outlines the spatial configuration of the municipality. The ideal outcome is to change the spatial footprint of the municipality. However the municipality can neither socially nor economically afford to drastically change long established settlement patterns. The strategic response to spatial integration particularly to the tribal settlements in the periphery encompasses two major planning interventions, that is,

- To ensure access to social and economic services.
- To promote mixed use that includes economic activities based on skills that already exist in
- The community.

Housing development provides a platform for the delivery of other basic services such as electricity, water, road infrastructure amongst others. Furthermore it is critical that the identified land for housing development

promotes spatial integration and access to social services (with basic amenities, sports and recreation, clinics, libraries, shopping malls, cemeteries, schools and other social services), economic (access to employment opportunities, trade and industry).

a) Access to Economic Opportunities

D. INSTITUTIONAL ARRANGEMENTS

The ability of Prince Albert Municipality from a human resource point of view is very essential in the delivery of housing. Some municipalities lack capacity due to crippling procurement system whereas others are not financially stable. The housing department in the municipality should be considered a technical department and as such appointment of officials should be based on their skills to do the job rather than their political connectedness.

It needs to be recognised that the housing function is a cross-cutting one that requires co-ordination with a wide range of council activities. Most municipalities“ have the housing function located in engineering or operating as a separate housing function. There is no ideal location for the housing function; however, deeper integration is required with the engineering function. This can be done through the creation of a housing working group. The primary aim of this working group would be to allow the housing function to coordinate the housing related activities of other functions.

1. Basic Functions of the Housing Section in Prince Albert Municipality

In terms of the national and provincial housing policy, legislation and programmes, the Municipality is expected to perform the following housing functions amongst others: This requires a well-established housing team with relevant credentials for perform the duties.

Basic Function of the Municipal Housing department Housing Functions

- Conduct socio-economic surveys to determine population growth, the housing need and the housing backlog including compilation of a housing waiting list
- Submit housing needs to the Province Help applicants in filling housing subsidy application forms
- Process housing subsidy applications through the housing subsidy computer system
- Inspect buildings including the laying out of foundations, installation of infrastructure services and the construction of houses
- Employ project managers who will ensure that housing projects within the Municipal area are completed within agreed timeframes
- Ensure quality management in projects
- Manage the implementation of the Human Settlements Plan
- Monitor and evaluate the implementation of the Human Settlements Plan
- Make input on housing policy and liaise with provincial and national housing practitioners
- Establish and manage a complaint system
- Manage conflict resolution Plan, survey, proclaim and service land for housing purposes and allocate stands to beneficiaries ahead of subsidy allocations
- Furnish housing information to the province, national and the public on request
- Comply with environmental impact assessment procedures Monitor and combat land invasion
- Establish a housing disaster policy for the Department
- Promote middle-income housing and inner-town node redevelopment
- Promote People's Housing Process Promote rural housing (agri-village) for farm workers
- Promote, where feasible, on-site housing redevelopment of informal settlements
- Establish a database of service providers, housing stakeholders, and housing resources
- Ensure integrated development of housing projects and coordinate implementation with relevant sister departments
- Provide housing consumer education
- Compile and maintain housing information

2. Institutional Capacity

As mentioned above most municipal housing officials are relatively poorly qualified in the (public) housing sector and therefore have limited knowledge and experience in the operationalization of the housing functions / activities. In a nutshell, there is very limited institutional capacity to fully undertake the roles and responsibilities of the local sphere of government as outlined above.

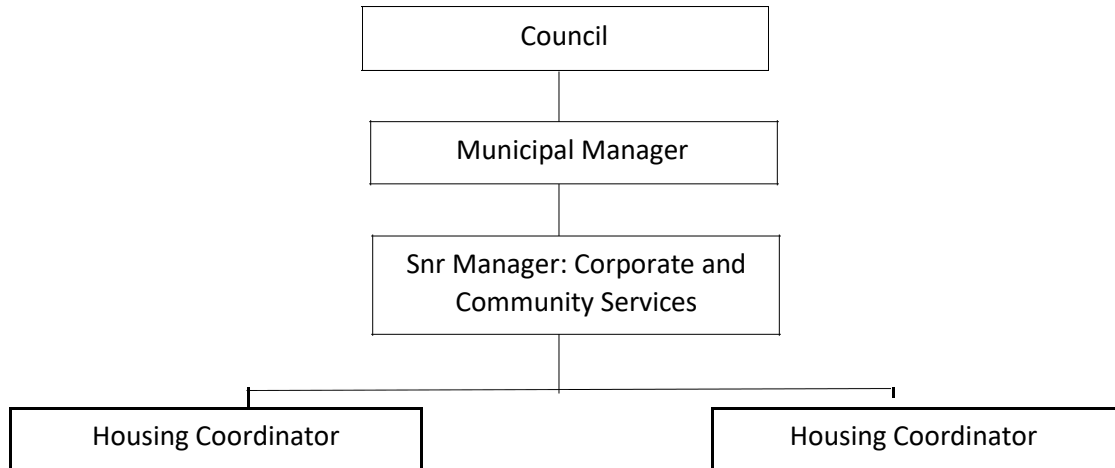
Most local municipalities are not able to fund housing specific capacity development programmes from their own budgets, even those who may raise funds. Prince Albert Municipality would find it costly to do this only for their own officials alone. It can be safely concluded that there is under-spending on housing capacity development funding targeted for local municipalities. The department has identified capacity building programmes as one of the most important tools in achieving improved housing delivery in the province. With this view in mind, the department will strive to improve the capacity-building programmes in order to increase efficiency at provincial, district and local municipalities.

2. Organogram of the Housing Section in Prince Albert Municipality

The housing sector department of Prince Albert Municipality should be, if not wholly populated, dominated by qualified officials for specific duties. The main reason why most municipalities are struggling to deliver on their mandate is the fact that they are not in good administrative and financial standing to execute their duties as required by both the provincial and national housing departments. It is important that in every municipal housing department there are officials who deal with day to day issues such as complaints and application and officials who also deal with long-term strategic plans of the municipality. The table below is an example of how a structure of a municipal housing department should more or less look like.

There are a range of interventions and related disciplines required to bring about viable human settlements. The institutional framework has been conceptualised to provide the municipality with means to focus, coordinate and channel investment in a holistic manner. The institutional framework is designed to ensure co-ordination between line functions in both the municipality and all spheres of government.

Furthermore the structure must promote the long term sustainability and operational viability of the housing interventions undertaken in the municipal area. More importantly the structure needs to have the necessary authority and status to do so.



The Building Inspector resorts under a Community Service Department and performs inspections as assigned.

Outlined below are the institutional conditions for the housing unit to effectively deliver its mandate.

- **Governance:** refers to how the housing unit makes decisions, oversees its obligations and ensures internal accountability.
- **Authority:** how the housing unit is empowered to act, through either founding documents, mandates or the municipal institutional structures.
- **Compliance:** is the municipal ability to meet contractual and legal obligations i.e. the community and other spheres of government.
- **Competence:** the ability of the housing unit to assemble and mobilise resources;
- **Relationships:** how the program interact with a variety of stakeholders.

E. HOUSING FINANCIAL MANAGEMENT

Once all of the projects have been identified and initially prioritized, individual programs and cash flows should be determined. Once all of the programs and cash flows are complete they should be summarized and condensed into an overall project program schedule and then into a single cash flow spread sheet. This spread sheet should include the cash flow requirements (5 year time horizon) for all of the current projects thereafter all of the planned projects should be placed, the total of the two sections should then be added together to determine the municipal funding requirements for the 5 year horizon

Prince Albert Municipality must constantly review its financing and funding models associated with all forms of housing development and delivery to develop integrated housing. The imperative of ensuring the on-going delivery of housing opportunities must be matched with appropriately sustainable housing funding models. In this regard the linking and alignment of the various state housing subsidy programmes is essential to ensure integrated and diverse housing and community developments. Whilst the state housing subsidy mechanisms are the key catalysts for housing opportunity delivery, these must be appropriately linked to the various other state funding initiatives available whilst being geared to other non-governmental resources. In this regard the seamless interaction of state funding from all sources (i.e. Department of Land Affairs, Department of Provincial and Local Government, Department of Housing, National Treasury et al) must be continually pursued, thereby limiting the burden on the municipal fiscus whilst, simultaneously utilising the various fund provisions to maximise the quality and volume of housing opportunities delivered.

By utilising all available grant funds, the municipality should be able to enhance the quality of the services provided to citizens whilst simultaneously limiting the on-going maintenance costs associated with the infrastructure installed to service the various housing developments. The formalisation of the municipal informal settlements allows for the expansion of direct monthly invoicing for services rendered by the various departments (which in turn allows for expanded revenue collection opportunities for the town.) Funds so obtained are, inter alia, utilised for the expansion of the municipal's informal settlements and related upgrade/development programmes.

Prince Albert Municipality should, through a restructured housing maintenance programme, establish a process wherein major state

funding is released to ensure the refurbishment and upgrading of its housing rental properties. Whilst this major upgrading programme will enhance the municipal housing asset base, the imperatives associated with this upgrading programme embody the expansion of the municipal monthly charge collection mechanisms in terms of the appropriate debt management policies and bylaws.

Prince Albert Municipality, by ensuring a financial parachute to its housing occupants, should provide targeted pro poor funding for the various services incorporated in its service offering. These instruments include, inter alia, housing grants (rental and selling schemes), rates rebates, and free basic water and electricity. Notwithstanding the aforementioned, a comprehensive review of the municipality's various financial processes and interventions ensures the development of housing opportunities and communities whilst ensuring that a financially sustainable approach is adopted.

F. PERFORMANCE MANAGEMENT

Performance management is a systematic process by which a municipal organisation involves elected representatives, residents and communities and its employees in improving organisational effectiveness in the accomplishment of legislative mandates and strategic imperatives. A Performance Management System is a system that is intended to manage and monitor service delivery progress against the identified strategic objectives and priorities. It is a system through which the municipality sets targets, monitors, assesses and reviews the organisational and individual's employees performance, based on municipality's priorities, objectives and measures derived from the municipal integrated development plan. A Performance Management System enables the municipality to conduct a proper planning, measuring, monitoring, reviewing and reporting on its performance.

The main principles of Performance Management System are that it should:

- Drive change and improve the performance of the organisation
- Focus the organisations work on its priorities
- Measure the organisations overall performance against set objectives
- Align strategic objectives and priorities with individual work plans
- Identify success as well as failure and ,
- Identify good practice and learning from other successes.

G. THE MONITORING PROCESS

The performance indicators can be monitored quarterly by the official who is responsible for housing in the municipality. The monitoring process will ensure that problems are identified in their initial stages; hence it is relatively easier to address them at their inception stage. This is usually done in the form of reports that are tabled before council and eventually the entire residents get informed about the performance of the municipality with respect to housing delivery.

H. REVIEW

The Human Settlements Plan, like all other sector plans of the IDP, is subjected to the evaluation and review process. The purpose is to establish whether the targets as in the form of objectives have been achieved. In cases where no tangible results have been made, it then becomes important to establish the reasons thereof. It is during this stage that some strategies may be changed in order to achieve the desired results

In conclusion, as Human Settlements Plan is a component of the IDP, it needs to be reviewed as well during the main IDP review process.

I. CONCLUSION

The Human Settlements Plan constitutes the framework for the initiation of the actions needed to address the municipal's housing challenges. It is also the benchmark against which such actions will be measured. The Integrated Housing Plan is primarily a strategic management tool to assist the municipal's Housing Directorate to focus on ensuring that all activities in the department are working towards the same vision and goals, there by assessing and adjusting the department's direction in response to a dynamic environment. In this regard the Human Settlements Plan takes cognisance not only of the broader framework requirements stipulated by the Integrated Development Plan but also adheres to budget constraints, the Local Government Systems Act 32 of 2000, The Municipal Finance Management Act, as well as guidelines set by Policy at all spheres of government.

Housing is always challenging, but the municipal housing department should strive to take advantage of opportunities and with the resources allocated and available to it deliver on the targets set in their year plan. The housing plan is based on solid foundation for the delivery of targets. Obtaining and maintaining the continued backing of National and Provincial Government to secure legislative and financial directives is considered vital if the municipality is to meet its housing targets. To this end, communication channels must be kept open, and intergovernmental cooperation must rate as one of the municipality's highest priorities. The municipality, together with its partners, can successfully deliver and that all citizens in need of shelter and housing. The municipality should, on a progressive basis, have access to in an incremental way to secure tenure, adequate protection against the elements and a permanent structure for „Potable water, adequate sanitary facilities and domestic energy supply“ (The Housing Act, No 107 of 1997).

The Human Settlements Plan is a first step towards the creation of sustainable human settlements. It aims to promote and provide the enabling environment for settlements that work. These are safe environments in which people live, work, play and shop, care for their children and socialise. Sustainable human settlements are settlements which are safe and people can access social amenities such as healthcare clinics, libraries and schools.