The Housing Development Agency

The End of the Beginning

Five Years in Review 2009 – 2014

HDA
HOUSING DEVELOPMENT AGENCY

"Everyone has the right to have access to adequate housing.

The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right.

No one may be evicted from their home, or have their home demolished, without an order of court made after considering all the relevant circumstances. No legislation may permit arbitrary evictions."

Section 26, Constitution of the Republic of South Africa, 1996 (Chapter 2: Bill of Rights)

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"The state must take reasonable legislative and other measures, within its available resources, to foster conditions which enable citizens to gain access to land on an equitable basis."

Section 25, Constitution of the Republic of South Africa, 1996
(Chapter 2: Bill of Rights)

"The HDA is established to serve as the focal point and special purpose vehicle for municipalities, provinces and the national government including parastatals to prioritise land assets in favour of housing. It means that, as a nation, we must be in agreement on prioritising prime land for sustainable human settlements – this with a view to integrate communities. We cannot claim easy victories of delivery when we continue to exclude the poor segments of our society from sharing in and enjoying the basic privileges of amenities that they are entitled to: decent shelter, access to economic opportunities, schools, good neighbourhoods, etc."

Lindiwe Sisulu, Minister of Housing (2004 - 2009), at the launch of the HDA, 2 March 2009
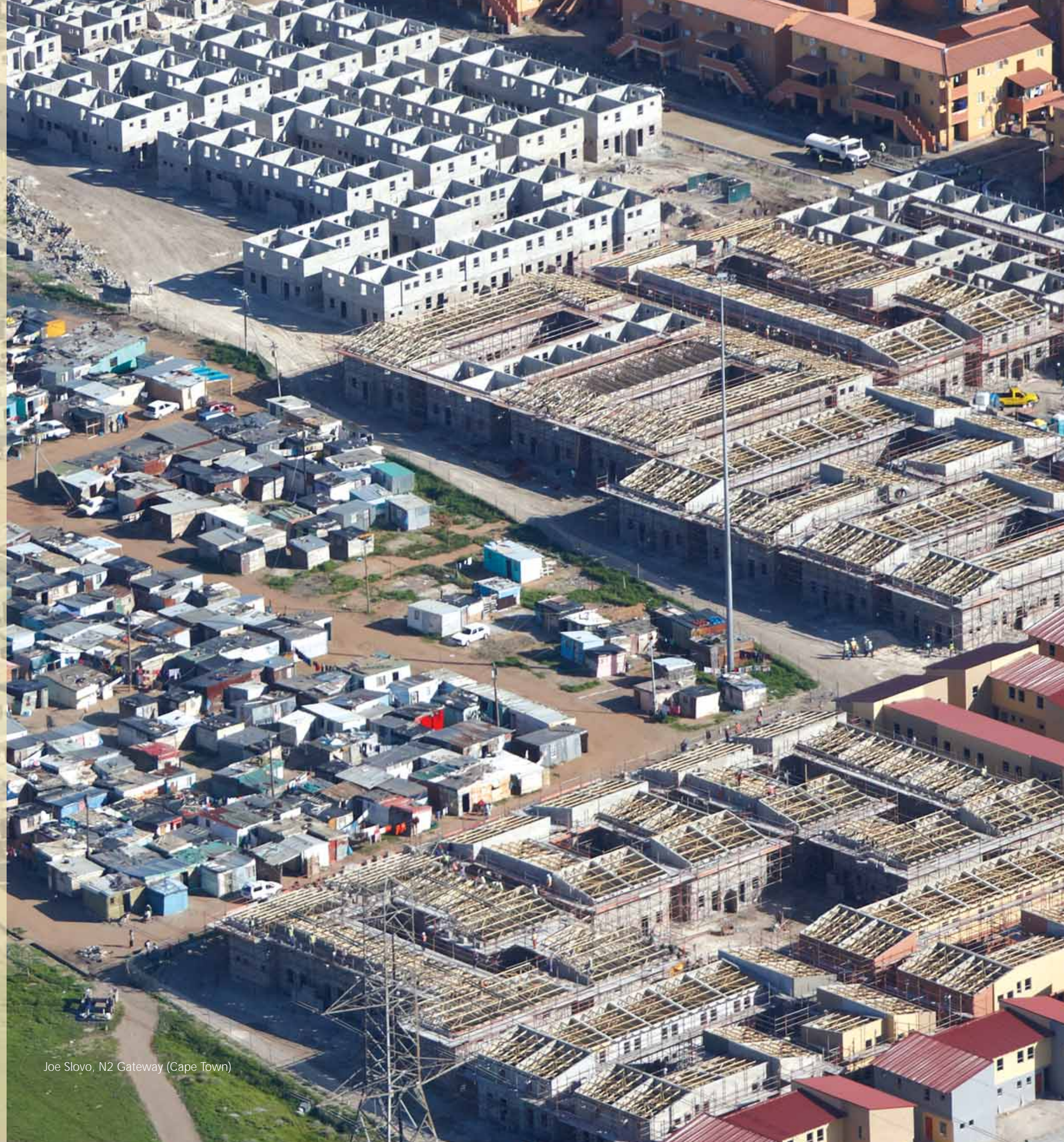
Joe Slovo, N2 Gateway (Cape Town)

Foreword

When the Housing Development Agency was first conceived, during the conceptual stage of our Breaking New Ground (BNG) policy in 2008, few of us would have imagined that it would be where it is today.

It has moved, at great speed, from a concept to a reality – and along the way, it has entrenched itself as a key element of the human settlements value chain, and in the delivery of sustainable human settlements.

It gives me great pleasure to see how the organisation has embraced its mandate, delivered on it, and taken on even more responsibility than we initially envisaged.

Just five years after its formation, it is playing a central part in human settlements delivery in all nine provinces, and in most of the major metros. It has successfully coordinated the largest human settlements projects in the Eastern and Western Cape, despite many challenges. It is playing a key role in the largest government project to upgrade informal settlements, and is performing way above target on the identification and acquisition of land for human settlements development.

It has done so in a way that exemplifies the essence of public service: it insists on partnerships and consultation, and develops and implements solutions that are acceptable to all stakeholders – whether they be government, community, or developer.

What I find particularly encouraging is the fact that the HDA has let its actions speak louder than its words. It has got on with the job of ensuring a better quality of life for those in need of shelter, rather than making a great noise about it.

Along the way, it has amassed invaluable experience, knowledge and insight.

And now, through this publication, it has begun to document and share what it has learnt.

The HDA is a very welcome addition to the human settlements arena, and so is this publication. It provides an objective reflection on the brief history of the organisation, its contribution, its learnings and its successes. It serves as an example to all of us of how much can be achieved in a relatively short time through teamwork, dedication and commitment, and should be recommended reading for anyone with an interest in government's broader project to ensure a better life for all.

Lindiwe Sisulu
Minister of Human Settlements

"After climbing a great hill, one only finds that there are many more hills to climb."

Nelson Mandela, Long walk to freedom, (1995)

Introduction

The Housing Development Agency has grown threefold in its first five years of operation. From a zero base – delivery, income, assets and staff have all grown impressively, and we are now at a point where our programmes are rapidly gaining traction.

We have achieved this by earning the trust and respect of our principals, stakeholders and clients, and in collaboration with them.

Despite funding constraints that initially prohibited us from acquiring land to the extent required by the demand, we have managed to exceed the national state land release targets outlined in the Outcome 8 Delivery Agreement signed with the Minister of Human Settlements in 2010. We have consistently delivered on our mandate and have proactively identified, acquired, facilitated and released land to the sector for development. We are also progressively working towards realising the vision set out in the National Development Plan (NDP) in respect of pressing national spatial objectives related to reversing the geography of apartheid.

Today we are active in all nine provinces and have been recognised as a reliable partner in delivering projects and programmes on behalf of our clients. We can arguably claim to be developers of the largest projects in the Western and Eastern Cape. We have established outstanding competence in mega-project management – overcoming considerable resistance, institutional complexities and legacies of stalled and sub-standard delivery. Similarly, we are increasingly playing a significant role in driving in-situ upgrading of informal settlements and have built up a solid base of the knowledge, methodologies, skills and experience in this vital area.

While we are now firmly established as an effective, efficient, stable, and respected player in the human settlements sector, we must challenge ourselves to ask difficult questions about the Agency's long-term sustainability and how to best achieve our mandate, ensuring that land is released optimally – and with the greatest impact – to the sector. It is our belief that many organisations – particularly relatively young ones – often judge themselves harshly because, in the rush of the present, they do not reflect on the challenges they have overcome and take time to learn from the strategies they deployed to do so. While looking towards the future, our five-year anniversary allows us the opportunity to take stock of the journey we have made thus far. This publication, we hope, offers the chance to pause on our journey and to reflect on the HDA achievements described in our reports and plans and as told by our staff, our stakeholders and our clients.

At the HDA we are proud to be called public servants. We eat, breathe and live this ethos, which stems from the desire to see vibrant communities living on well-located land. Our story is a South African story we can tell with pride.

"Levels of urbanisation and rates of housing delivery mean that demand is likely to continue to rise. The majority of South Africans are not going to be able to earn their way into owning a house any time soon. We need to find a way to make informal settlements liveable for the foreseeable future."

Isandla Institute, undated

"The realisation of the right to housing, in particular the location of such housing, is inextricably tied to the right to land, and is hampered by the constitutional protection of the extremely skewed existing property rights to land."

Huchzermeyer, M, *Housing Rights in South Africa: Invasions, Evictions, the Media, and the Courts in the cases of Grootboom, Alexandra and Bredell,* (2003)

Why the Housing Development Agency

The Housing Development Agency was formed out of the need for a more direct intervention into the development of sustainable human settlements.

Its formation was a key element of government's transition from post-apartheid housing delivery to a more holistic programme of human settlements development, captured in the concept of 'Breaking New Ground' (BNG). The rapid release of well-located land for integrated housing is seen as one of the cornerstones of the BNG policy.

As BNG has taken more form and structure, the role of the HDA has evolved: in addition to its initial focus on the project management of mega-projects, the Agency has become increasingly involved in filling the gaps in the human settlement value chain – in particular, the identification and release of land for human settlements development, and the management of this land whilst development is underway.

Increasingly, the Agency has also strengthened its partnerships with other players in the human settlements value chain; working on the basis of national policy and priorities, it has consolidated its partnerships with provincial and local government to ensure a more integrated approach to the provision of land, basic services and quality housing.

"Many of the elements of a progressive housing and human settlement policy are now in place. They include an emphasis on increased densities and better located land, more innovative housing typologies, providing affordable rental accommodation, supporting the extension of private credit to those who can access neither subsidised housing nor mortgages and eliminating inefficiencies in the planning system. A major challenge remains accommodating new entrants to cities who cannot afford even the most basic rentals and tend to concentrate in low quality shack settlements, backyard shacks and overcrowded inner-city buildings. Looking towards 2025, South Africa needs to consider new ways of upgrading informal settlements and providing affordable accommodation that will be more socially and fiscally sustainable."

National Development Plan, (2012)

"Land availability is one of the major cost of buildings and the tendency on the periphery where land is cheaper."

*contributing factors towards the high
has been to locate low-income houses*

On site, N2 Gateway (Cape Town)

"The HDA came in and did an amazing job in terms of turning the N2 Gateway project around."

Mbulelo Tshangana, HoD, Department of Human Settlements, Western Cape, (2007 - 2013)

The right to housing

The Bill of Rights contained in the Constitution enshrines the rights of all people and affirms the democratic values of human dignity, equality and freedom. The bill accords citizens' basic socio-economic, civil and political rights. It also binds the legislature, the executive, the judiciary and all organs of state to respect, protect, promote and fulfil these rights.

These citizen rights include:

- The right to dignity
- The right to a safe and healthy environment
- The right to gain access to land on an equitable basis
- The right to have access to adequate housing
- The right not to be evicted without an order of court
- Children have the right to shelter
- The right to basic services including water, sanitation, and electricity

In addition, the Constitution enshrines the right of citizens to be involved in planning and decision-making, the right to be consulted about the priorities and allocation of resources in local government's budget, as well as the right to information about government processes.

More recently, Constitutional Court cases such as the Grootboom case and the Joe Slovo judgement have reaffirmed these rights. Among other things, these judgements obligate the state to provide temporary or emergency shelter for people living under intolerable or desperate conditions and affirm the importance of meaningful engagement with communities in instances where relocations are unavoidable.

Understanding the challenge

South Africa – as with the rest of the continent – is rapidly urbanising, putting pressure on towns and cities to deliver high-quality human settlements that are also functionally efficient and sustainable.

Despite significant growth in delivering fully-subsidised houses since 1994, the country still faces a housing backlog in excess of 2.1 million houses as new families form and more people migrate to cities, abandoning traditional dwellings, and aspire to better economic prospects. As a society we continue to face a persistent challenge in moving people from informal settlements and backyard dwellings to more dignified formal housing.

Although the state has made progress in addressing the housing backlog there is also a greater realisation that the efficient use of land is key to unlocking a more efficient and sustainable housing delivery model. Equally pressing is the recognition that communities need more than just houses for socio-economic rights to be realised.

Ensuring that the poor find a place in the city – particularly in urban cores where infrastructure and economic opportunities are more readily available – has proven challenging as urban regeneration strategies have struggled to significantly deliver low-income, social and mixed-income housing.
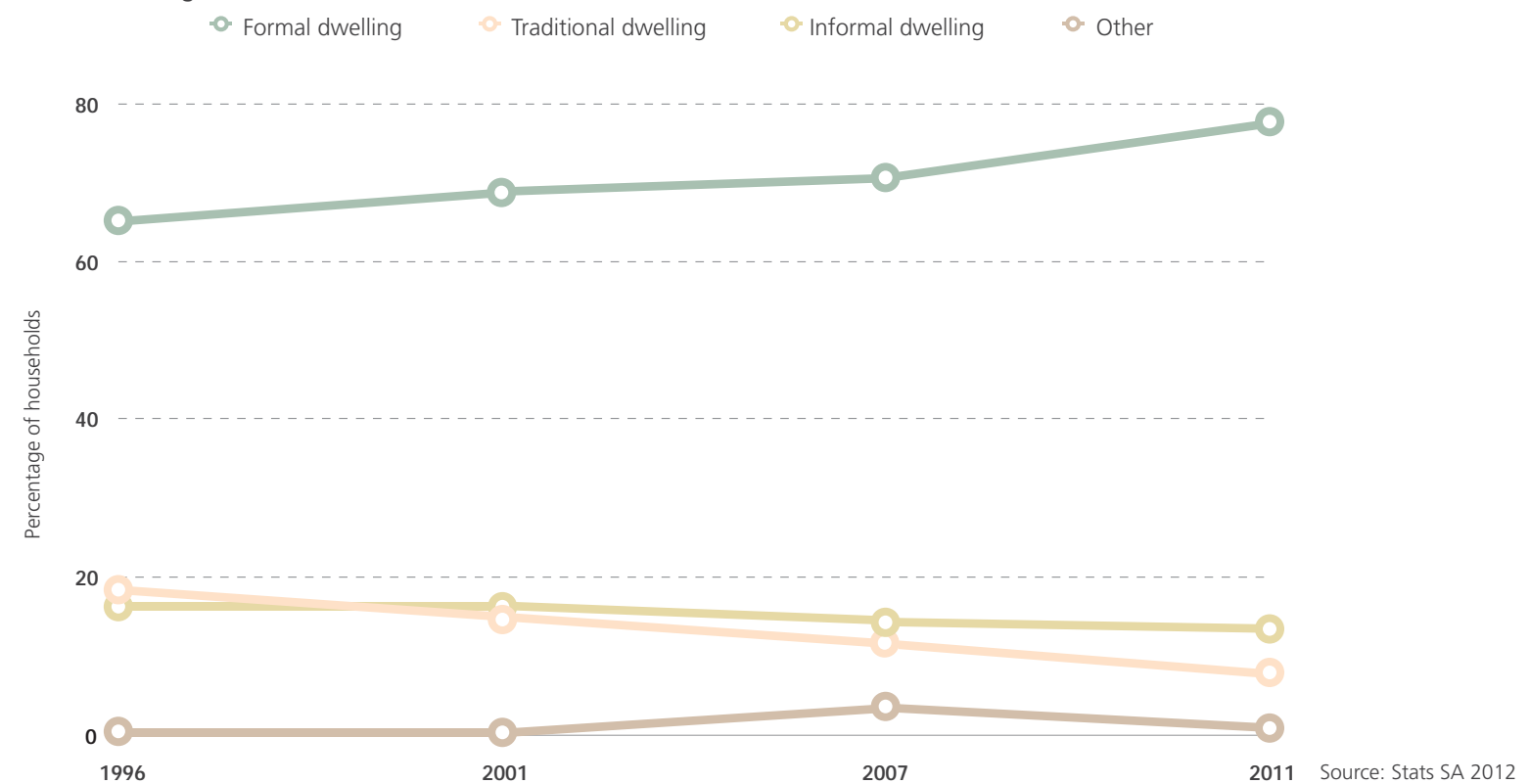
Current challenges facing our human settlements

- Persistence of apartheid spatial planning
- Lack of integrated housing environments
- High levels of urbanisation
- High levels of inequality and unemployment
- Low densities and low market thresholds
- High costs of infrastructure provision
- Ageing infrastructure
- High commuting times, distances and costs
- High carbon footprint

Census housing trends in South Africa

○ Formal dwelling ○ Traditional dwelling ○ Informal dwelling ○ Other

Percentage of households

80

60

40

20

0

1996   2001   2007   2011   Source: Stats SA 2012

The human settlement need in numbers	
Percentage of South Africans living in towns and cities	63%
Average annual new household formation rate	3%
Percentage of households potentially eligible for fully subsidised houses	60%
Percentage of total mortgage bonds granted to houses below R350.000	10%
Number of informal settlements in South Africa	2,700
Percentage of population living in informal settlements	9%
Percentage of population living in traditional dwellings	8%
Percentage of population living in backyard dwellings	5%
Percentage of households without access to piped water	8,8%
Percentage of households without toilet facilities / or using toilet bucket system	7,3%
Percentage of households without access to electricity	15,3%
Percentage of households without access to weekly refuse removal	37,9%

Source: Stats SA 2012; Financial & Fiscal Commission 2013

Member of the community, N2 Gateway (Cape Town)

"Building relationships of trust and negotiating ways of working with key stakeholders required a fair degree of charm, tough negotiating skills, a clear understanding of the complex institutional landscape and meticulous planning."

HDA member of staff

From housing to human settlements

Human settlement policy has evolved substantially since the 1994 Botshabelo Accord. A key trend has been that a far greater emphasis is now placed on the need to deliver integrated and sustainable human settlements as opposed to just housing units. Sustainability, land efficiency and location, quality, informal settlements and the need for more diversified housing delivery models are now considered as some of the key policy concerns. Outcome 8, the Housing Code, the Social Housing Act and the NDP clearly articulate the need for more innovative strategies to address these aims.

The National Development Plan

The President appointed the National Planning Commission in 2010 to draft a vision and national development plan.

Published in 2011, the NDP envisages 'a South Africa where everyone feels free yet bonded to others, where everyone embraces their full potential, a country where opportunity is not determined by birth but by ability, education and hard work'.

With respect to human settlements, the NDP identifies and describes five main challenges:

• Dysfunctional settlement patterns across the country,
• Challenges facing towns and cities,
• Uncertain prospects for rural areas,
• Challenges of providing housing and basic services and reactivating comunities, and
• Weak spatial planning and governance capabilities

The NDP recommends ways in which these and other broader challenges can be addressed to significantly reduce inequality by 2030.

To read the NDP go to: www.npconline.co.za

National legislation and policy impacting the human settlements sector

• Interim Protection of Informal Land Rights (Act No. 31 of 1996)
• Constitution of the Republic of South Africa (Act No. 108 of 1996)
• Housing Act (Act No. 107 of 1997, as amended in 2001)
• Extension of Security of Tenure Act (Act No. 62 of 1997)
• Prevention of Illegal Eviction from and Unlawful Occupation of Land Act (Act No. 19 of 1998)
• Housing Consumers Protection Measures Act (Act No. 95 of 1998)
• Public Finance Management Act (Act No. 1 of 1999 as amended by Act No. 29 of 1999)
• Rental Housing Act (Act No. 50 of 1999)
• The Local Government: Municipal Systems Act (Act No. 32 of 2000)
• Home Loan and Mortgage Disclosure Act (Act No. 63 of 2000)
• Comprehensive Plan for the Creation of Sustainable Human Settlements (2004)
• Social Housing Act (Act No. 16 of 2008)
• Housing Development Agency Act (Act No. 23 of 2008)
• Sectional Titles Schemes Management Act (Act No. 8 of 2011)
• Community Schemes Ombud Service Act (Act No. 9 of 2011)
• Division of Revenue Act (passed on an annual basis)
• National Development Plan (2014)

The above legislation is available at www.info.gov.za

Delivering Outcome 8: the national targets 2009-2013

A key element of the government's approach to service delivery was the introduction of a performance monitoring unit in the Presidency in 2009, and the identification of 12 key outcomes for delivery in 2010.

As a result of this process, performance agreements were developed binding political principles to certain key delivery targets.

These performance agreements bound the political principals to work in partnership with other government departments, and with other spheres of government, to ensure a more integrated approach to service delivery – with specific defined outcomes.

One of these outcomes – Outcome 8 – focuses directly on the need for the development of sustainable human settlements.

Outcome 8

"The current housing development approach with a focus on the provision of state subsidised houses will not be able to meet the current and future backlog and there are questions related to its financial sustainability. We need to diversify our approach to include alternative development and delivery strategies, methodologies and products, including upgrading of informal settlements, increasing rental stock, and promoting and improving access to housing opportunities in the gap market. The core subsidised housing product must be but one of many approaches." Department of Human Settlements, Outcome 8, sustainable human settlements and an improved quality of household life.

Outcome 8 is informed by the principles set out in the Freedom Charter, the Constitution and the Housing Act in particular to ensure sustainable human settlements and improved quality of life that is premised on:

- Access to adequate accommodation that is suitable, relevant, appropriately located, affordable and fiscally sustainable
- Access to basic services (water, sanitation, refuse removal and electricity)
- Security of tenure, irrespective of ownership or rental, formal or informal structures
- Access to social services and economic opportunity within a reasonable distance of the accommodation

To meet these objectives the Department of Human Settlements has identified a number of priority areas:

- Accelerated delivery of housing opportunities
- Access to basic services
- More efficient land use
- An improved property market

To read the full document visit www.dhs.gov.za

Outcome 8 targets

- Releasing 6,250 hectares of publicly owned land for housing development
- Upgrading 400,000 housing units in informal settlements
- Improving access to basic services by providing universal access to sanitation
- Facilitating the provision of 80,000 affordable social and rental housing units in well-located areas
- Facilitating the provision of improved housing finance opportunities for 600,000 households in the gap market (people earning between R3,500 and R12,800)

A national strategy for human settlements

The Department of Human Settlements is mandated with delivering on the entire human settlements value chain. The Department, in consultation with the sector, assesses national housing needs and backlog and formulates a national strategy to address this need, based on the key elements of Breaking New Ground (BNG). It also oversees the formulation of policy – including national norms and standards.

The Department is not directly involved in the implementation of housing and infrastructure projects. It spends on housing through grants transferred to the provinces, municipalities and public entities that implement the projects. This includes allocations through:

- The Human Settlements Development Grant
- The Urban Settlements Development Grant (USDG)
- The Rural Household Infrastructure Grant
- Allocations made to the HDA and other national entities

Comprehensive plan for the development of sustainable human settlements

Also known as the Breaking New Ground (BNG) policy, this plan reflects a change in policy from 'the provision of housing' to 'the creation of sustainable human settlements', marking the initiative to integrate previously excluded groups into cities and give them access to the socio-economic benefits cities can bring.
The rapid release of well-located land for integrated housing is seen as one of the cornerstones of the BNG policy. The policy identifies land availability as a key constraint to the creation of sustainable human settlements. The HDA was established in response to this constraint in the housing value chain.

Housing entities

The HDA is an agency of the Department of Human Settlements. In addition to the HDA, there are a number of other entities that play an important role in the human settlements value chain:

National Home Builders Registration Council
Tel: +27 (0) 11 317 0021
Website: www.nhbrc.org.za

National Housing Finance Corporation
Tel: +27 (0) 11 644 9800/9802
Website: www.nhfc.co.za

National Urban Reconstruction and Housing Agency
Tel: +27 (0) 11 214 8716
Website: www.nurcha.co.za

Social Housing Regulatory Authority
Tel: +27 (0) 11 274 6200
Website: www.shra.co.za

Estate Agency Affairs Board
Tel: +27 (0) 11 731 5600
Website: www.eaab.org.za

Rural Housing Loan Fund
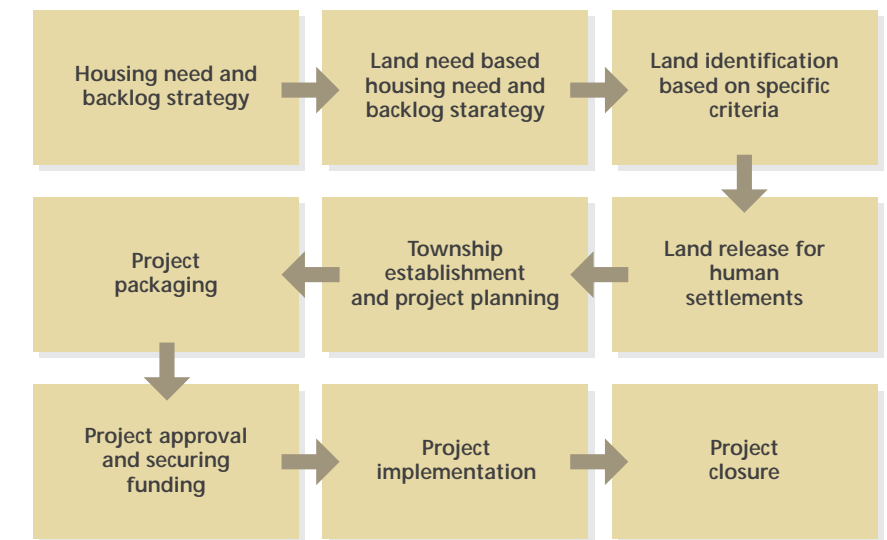**Tel:** +27 (0) 11 621 2513
Website: www.rhlf.co.za

The human settlement value chain

Delivering sustainable human settlements requires that all spheres of government work together with the support of the various housing entities. Depending on where in the value chain a project is, different government entities might be involved – but it is essential for the process to be carefully coordinated.

Some of the critical elements include:
- Ensuring that human settlements projects and programmes are aligned with national priorities based on national housing needs
- Establishing land requirements to meet national housing needs
- Land identification based on specific criteria to ensure that land use efficiency is optimised
- Township establishment and formalisation to ensure that new settlements are integrated with existing town-planning schemes
- Sourcing all the required approvals required by law to protect future beneficiaries from negative environmental impacts and other undesired outcomes
- Careful oversight during the construction phase to ensure that subcontractors meet set norms and standards and thereby avoid the need to rectify their work in future
- Project handover and closure including, where applicable, the handover of title deeds to beneficiaries
- Monitoring and evaluation underpins the entire value chain to ensure lessons are learned

Children, Bela-Bela

Human settlement value chain

Housing need and backlog strategy	→	Land need based housing need and backlog starategy	→	Land identification based on specific criteria
				↓
Project packaging	←	Township establishment and project planning	←	Land release for human settlements
↓				
Project approval and securing funding	→	Project implementation	→	Project closure

The role of the HDA in the human settlements value chain

Land needs and availability are linked to housing needs. It is for this very reason that the HDA was established to facilitate this process efficiently. While the Agency provides other services and support functions across the value chain, its primary focus is to ensure that land is successfully released into the sector.

"The assessment that was conducted in our informal settlements and the final report that was presented to our management will help us as Gamagara Local Municipality to plan better and address the serious challenges that are facing our municipality…The report revealed serious issues in our communities that we were not aware of. We hope that the work done by the HDA is the beginning of a long-lasting and beneficial relationship".

TC Itumeleng, Municipal Manager, Gamagara Local Municipality

Member of the community, N2 Gateway (Cape Town)

About the Housing Development Agency
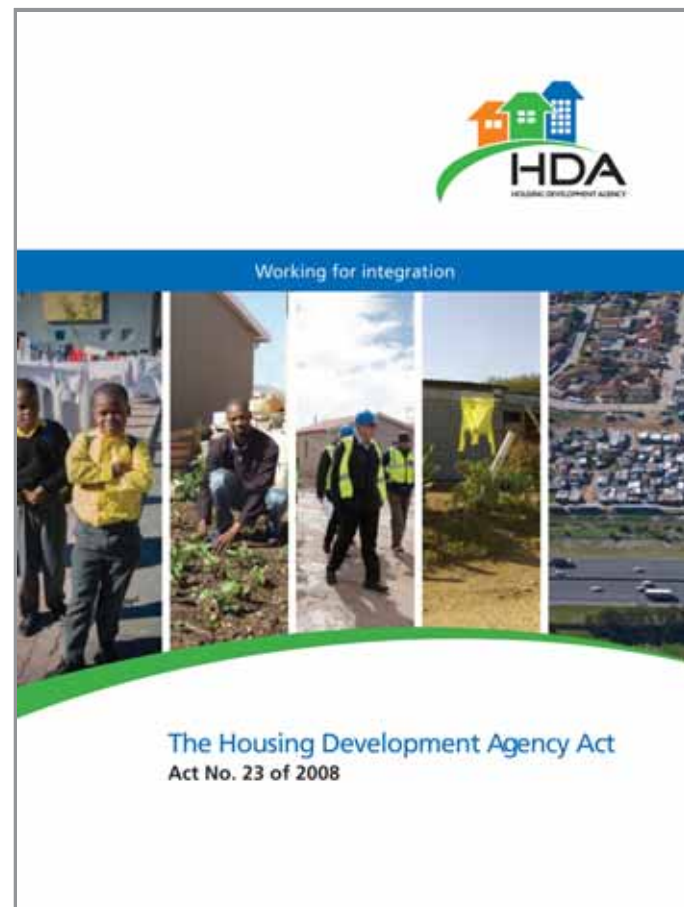
The Housing Development Agency (HDA) is a national public development agency, which was established by an Act of Parliament in 2008.

The HDA promotes sustainable communities by making well-located land and buildings available for the development of housing and human settlements. As an organ of state, the HDA is accountable through its board to the Minister of Human Settlements.

Legislative and policy mandate

The HDA's mandate is a combination of key legislation and policy. The legislative mandate has its roots in the Constitution of the Republic of South Africa of 1996; the enabling legislation provided by the Housing Act of 1997; the Comprehensive Plan for the Development of Sustainable Human Settlements of 2004; and the Housing Development Agency Act, which created the Agency as a juristic person. It also resonates with the NDP which was published after the HDA's establishment.

How the HDA responds to national sector policy

The HDA responds to national policy objectives set by Cabinet, the National Minister of Human Settlements and the National Department of Human Settlements (NDHS) through its own strategic plans and programmes. For the past five years the Agency has ensured that its strategic planning is aligned with Outcome 8 of the Delivery Agreements signed by the National Minister of Human Settlements, and so it has included concrete targets to ensure the 'creation of sustainable human settlements and improved quality of household life'. Looking towards the next five years, the Agency will work with the NDHS to ensure that its activities and targets are aligned with the new agreement to be concluded in the 2014/15 financial year.

The Housing Development Agency Act 23 of 2008

This Act establishes the HDA as an agency to 'identify, acquire, hold and release state, communally and privately owned land for residential and community purposes and for the creation of sustainable human settlements'. The Act also requires the HDA to project manage housing development services, monitor coordinated planning and budgeting, as well as provide infrastructure.

Zanemvula (Nelson Mandela Bay)

HDA, Head Office

The HDA's five-year written mandate

The five-year delivery agreement between the Minister of Human Settlements and the HDA sets out the following service delivery expectations and targets.

• Identify, acquire, hold, develop and/or prepare and assemble well-located state and public land and/or property for human settlements development.

TARGET:
6,250 hectares of state and public land for human settlements development aimed at the low income and affordable housing market segment.

• Develop the land and provide project management services falling within the ambit of the National Housing Programme and the requirements of provincial and local authorities.

TARGET:
Facilitation, planning and implementation of the land acquisition and projects that will contribute to the following national targets for the period 2010/11-2013/14. Releasing 6,250 hectares of well located land, upgrading 400,000 households located in well located informal settlements with access to basic services and secure tenure, supporting the NUSP, improving access to basic services, and providing at least 200,000 well-located and affordably priced rental units per annum.

• Facilitate collaboration and integrated intergovernmental alignment between the Agency and the three spheres of government for the facilitation, funding and provision of bulk and linking services for human settlements developed and the programmes implemented by the NDHS.

TARGET:
Facilitate the process of concluding IPs that will enable joint planning, funding and the provision of bulk and linking infrastructure that will contribute towards the national targets for the period 2010/11-2013/14.

• Facilitate and provide planning and regulatory support and assistance to provinces and municipalities to declare PHDAs.

TARGET:
Facilitate the approval and declaration of at least one PHDA in each of the nine provinces by 2014.

"Our efforts around informal settlement upgrades have led to the development of partnerships with a wide range of non-government organisations and state-owned entities."

Taffy Adler, CEO, HDA

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HDA Staff, Head Office

Vision

Vibrant communities living on well-located land.

Mission

Building partnerships to create integrated, sustainable human settlements

Objectives

The HDA was established to address the land acquisition and assembly process so as to accelerate housing delivery and the development of human settlements. The specific functions of the Agency are set out in Section 7 of the Act.

The two main objectives of the Agency are to:

- Identify, acquire, hold, develop and release well-located land and buildings
- Provide project management support and housing development services

In order to achieve these objectives, the Agency must:

- Ensure that residential and community developments are sustainable, viable and appropriately located
- Ensure that there is optimal job creation in the process of residential and community development
- Introduce and manage a land inventory and information system
- Ensure that the community participates in the projects

HDA staff and member of the community, Zanemvula (Nelson Mandela Bay)

Functions

According to The Housing Development Act, the HDA must;

• Develop a development plan to be approved by the Minister in consultation with the relevant authorities in the provinces and municipalities

• Develop strategic plans with regard to the identification and acquisition of state, privately and communal owned land which is suitable for residential and community development

• Prepare necessary documentation for consideration and approval by the relevant authorities as may be required in terms of any other applicable law

• Monitor progress of the development of land and landed property acquired for the purposes of creating sustainable human settlements

• Enhance the capacity of organs of state including skills transfer to enable them to meet the demand for housing delivery

• Ensure that there is collaboration and intergovernmental and integrated alignment for housing development services

• Identify, acquire, hold, develop and release state, privately and communal owned land for residential and community development

• Undertake such project management services as may be necessary, including assistance relating to approvals required for housing development

• Contract with any organ of state for the purpose of acquiring available land for residential housing and community development for the creation of sustainable human settlement

• Assist organs of state in dealing with housing developments that have not been completed within the anticipated project period

• Assist organs of state with the upgrading of informal settlements

• Assist organs of state in respect of emergency housing solutions

In terms of the HDA Act, the Minister has the right to authorise the Agency to perform any additional function that is consistent with the Act. Accordingly, the Minister can direct the Agency to conclude land assembly and/or project management agreements with organs of state, in consultation with the relevant provincial Members of Executive Councils (MECs).
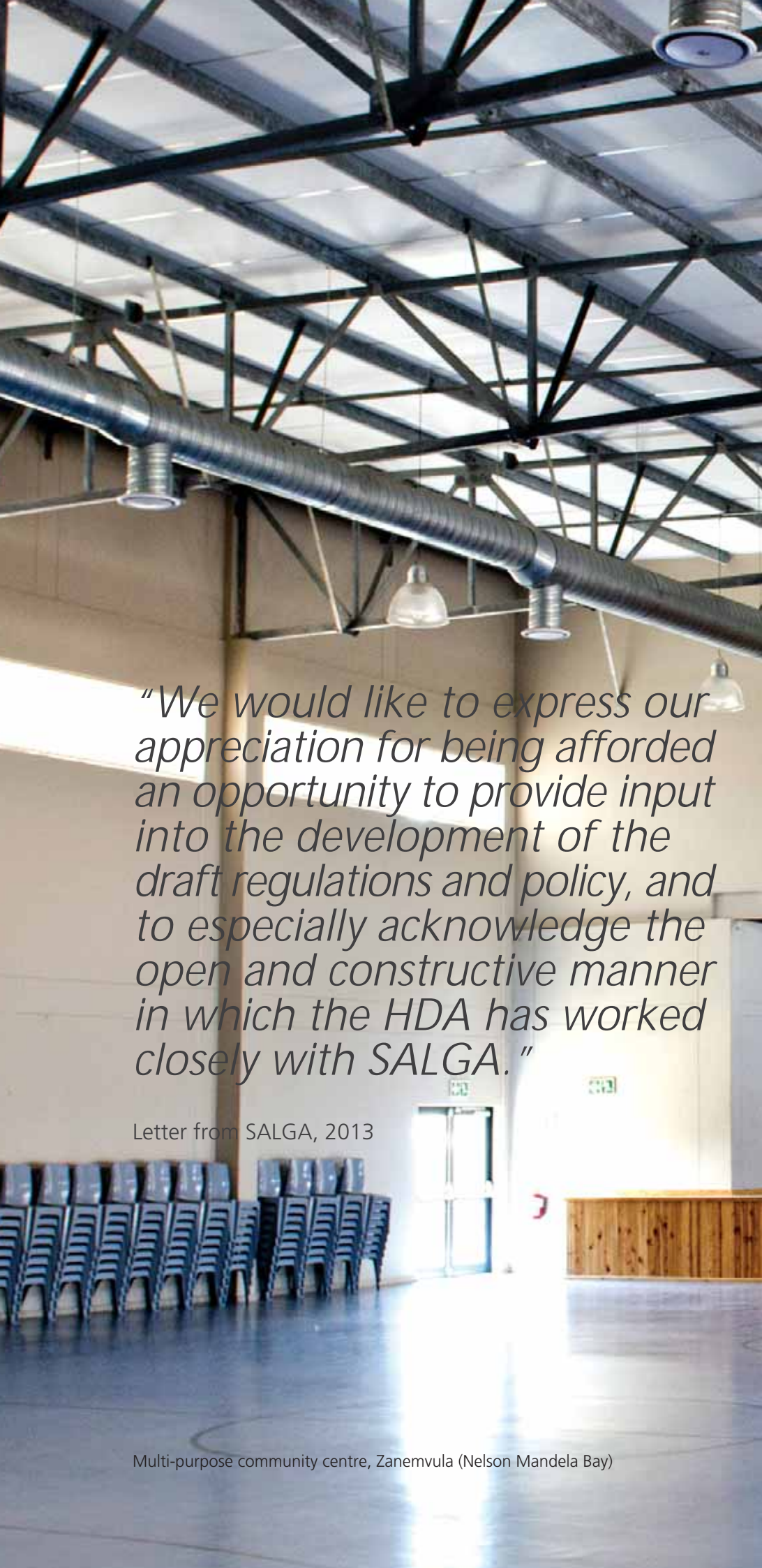
Well-located land

Under the apartheid government black people were uprooted from their homes and settled in townships far from urban centres or in remote homelands with little access to employment opportunities and social or educational facilities.

While there is no standard definition of 'well-located land', various policy documents, including the Comprehensive Plan For The Development Of Sustainable Human Settlements and the NDP, indicate that new developments should be within the existing urban landscape, in reasonable reach of job opportunities, municipal services, transport and amenities and provide security of tenure. Land must also be safe from environmental risk factors. The commitment to consult with communities who are removed from informal settlements indicates that they, too, have an opportunity to decide whether land is well located or not. For this reason the HDA has developed a well-located land continuum working from the premise that well-located land is "land for human settlements that is suitably located geologically and environmentally, is integrated and in adequate proximity to economic opportunities, social amenities and transport infrastructure and is aligned to applicable legislation, frameworks, plans and spatial targeting initiatives." This policy provides guidance on the selection of land for human settlements by the Agency and its partners.

"All the sleepless nights worrying about the project are worth it when we see families happily settled in their new home. Then we feel as if we've done the job we set out to do and made a real difference."

HDA member of staff

How the HDA works with stakeholders

The HDA provides project delivery services to its clients, namely provincial and municipal authorities, in the form of land acquisition and management, project structuring, project planning, capacity development, land assembly, as well as the management of projects.

The HDA works within an IGR context and the overall framework of assistance and governance provided is negotiated and expressed through an implementation protocol (IP). These intergovernmental agreements are structured between the HDA and the respective organ of state with a view to ensuring that there is collaboration and intergovernmental and integrated alignment for housing development services. Specific project-based agreements, called medium-term operational plans or MTOPs, are then formulated to guide the overall agreement.

To date the HDA has 15 IPs and three MTOPs with various organs of state.

The HDA has as its partners the national departments of Human Settlements, Public Works, Rural Development and Land Reform, and Public Enterprises.

Section 29 projects

In terms of the Act, the Minister may authorise the Agency to perform any additional function that is consistent with the Act. Accordingly the Minister can direct the Agency to conclude land assembly and/or project management agreements with organs of state, in consultation with the relevant MECs. This also refers to Section 29 projects that only the Minister can assign. Section 29 projects are priority national projects of the Department of Human Settlements. Projects can be declared by the President, Cabinet or the Minister of Human Settlements, or can be decided by a decision of MINMEC (a forum attended by the Minister and the nine MECs) or the Director General of Human Settlements based on prerequisite criteria.

Projects include three HDA - implemented projects, namely N2 Gateway, Zanemvula, and the Bucket Eradication Programme in the Western Cape.

HDA services

The HDA provides the following key services to provinces and municipalities:

- Land identification and planning
- Programme and project portfolio planning and management support
- Informal settlement upgrading support
- Emergency housing support
- Land assembly and land acquisition/release support
- Land holding and land-holding support
- Land geospatial services
- Intergovernmental relations (IGR) support
- Project technical implementation support
- Section 29 mandated projects (for example, N2 Gateway and Zanemvula where the HDA acts as an implementing agent)

Funding

The Act makes provision for the funding of the Agency through:

- Monies appropriated by parliament via the Department of Human Settlements
- Donations or contributions
- Interest on investments
- Loans raised
- Proceeds from the sale of land
- Fees for services provided to provinces and municipalities based on cost recovery
- Subsidies and grants from organs of state

At present, the Agency is largely funded through the national grant received from the Department of Human Settlements and fees earned from provinces and municipalities.

"We would like to express our appreciation for being afforded an opportunity to provide input into the development of the draft regulations and policy, and to especially acknowledge the open and constructive manner in which the HDA has worked closely with SALGA."

Letter from SALGA, 2013

Multi-purpose community centre, Zanemvula (Nelson Mandela Bay)

HDA, Limpopo Office

Board

The HDA board is appointed by the Minister of Human Settlements and includes appointees representing the Ministries of Cooperative Governance, Human Settlements and Traditional Affairs (COGHSTA), Public Works, and Rural Development and Land Reform. The board is responsible for the governance of the Agency, in particular overseeing the HDA's financial health, and ensuring that its mandate is carried out.
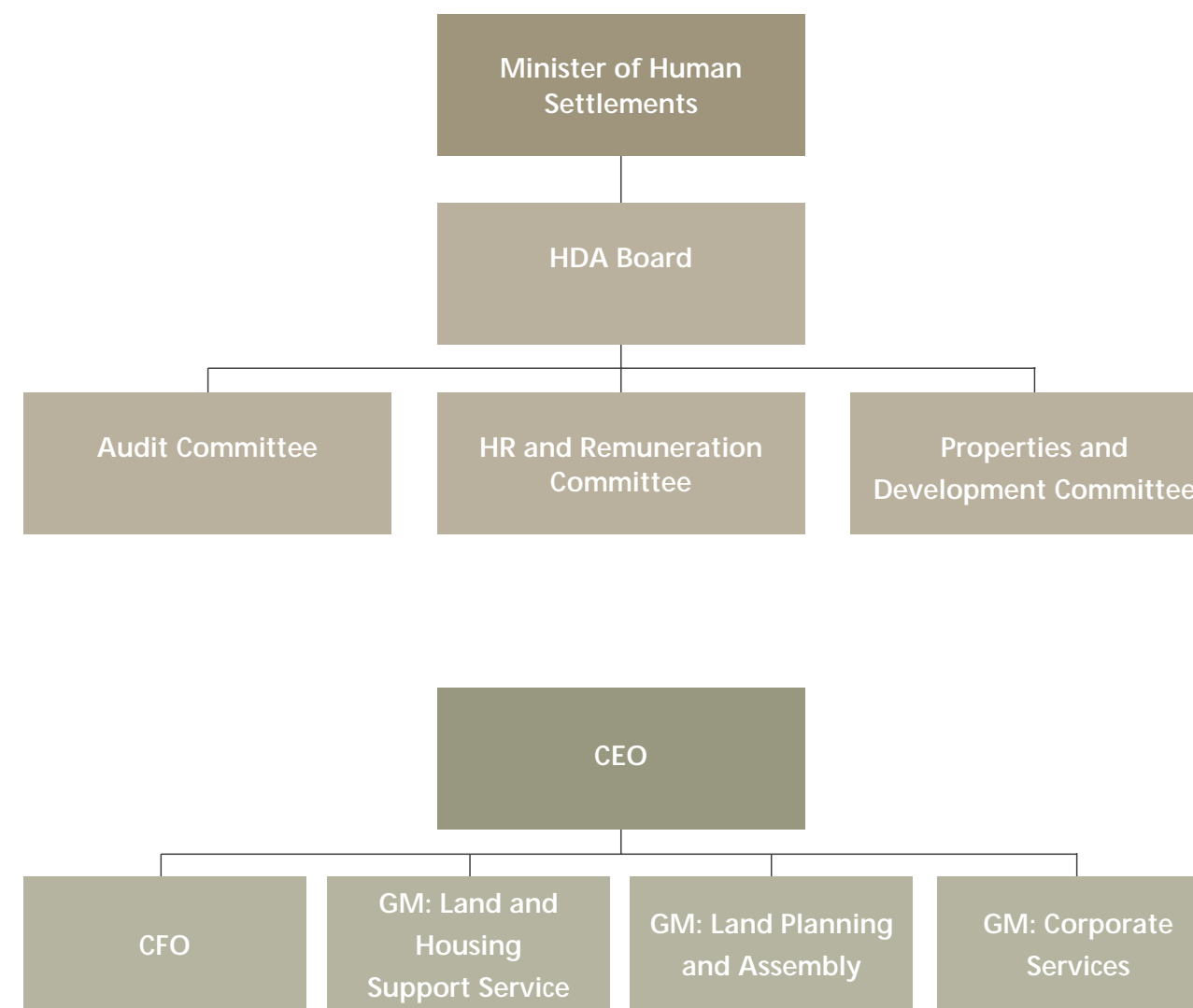
The current non-executive directors are: SS Somyo (Chairperson), CF Platt (Deputy Chairperson), T Nwedamutswu, MJL Lephallo, LC Archary, Dr KL Sebego and M Malunga. The two executive members are TM Adler (CEO) and Rooksana Moola (CFO). In 2009, HDA's founding non-executive directors were: NL Sowazi (Chairperson), ME Swartz, K Gordhan, CF Platt, NJO Lester, GGL Leissner, and T Nwedamutswu.

Management team

The HDA's Executive management comprises a team of seasoned professionals in the field of housing and human settlements. The team is led by Taffy Adler (CEO), Rooksana Moola (CFO), Nellie Lester (General Manager: Land Planning and Assembly), Odette Crofton (General Manager: Land and Housing Support Services), and Rashida Issel (Corporate Services).

HDA staff

The HDA has a staff complement of 113 people, with 63 of these staff members based in regional offices in Cape Town, Nelson Mandela Bay, Polokwane, Mangaung and Kimberley. The Agency's head office is located in Johannesburg.

Minister of Human Settlements

HDA Board

Audit Committee | HR and Remuneration Committee | Properties and Development Committee

CEO

CFO | GM: Land and Housing Support Service | GM: Land Planning and Assembly | GM: Corporate Services

Our story in numbers

Finance

Independent audit outcomes

2010
2011
2012
2013
2014

Unqualified audits

Statement of Financial Position

■ Total Assets   ■ Total Liabilities   ■ Accumulated surplus

Accumulated surpluses used to purchase land

Total in Rands (Figures in R'000)

National Grant Received

■ National grant received from the Department of Human Settlements

Total in Rands (Figures in R'000)
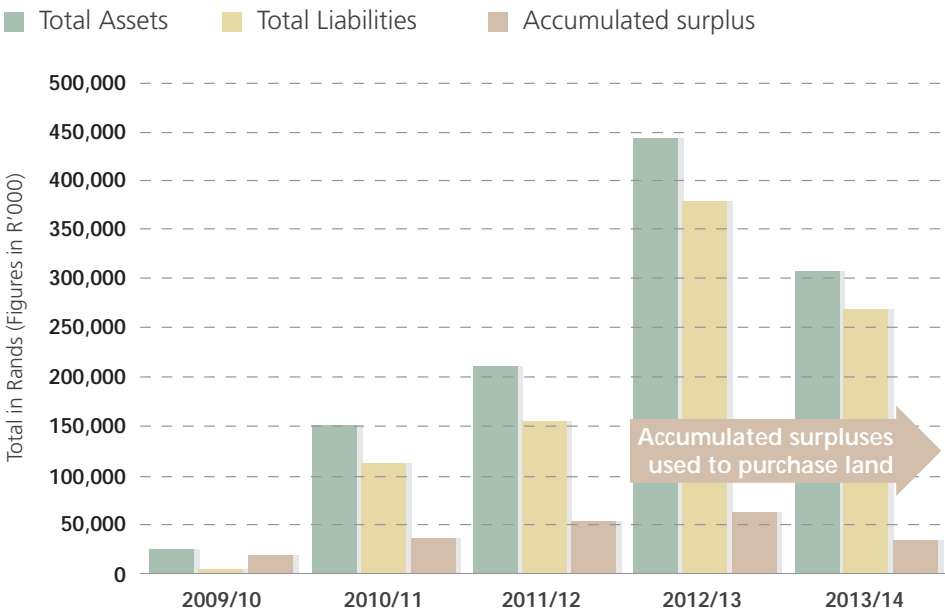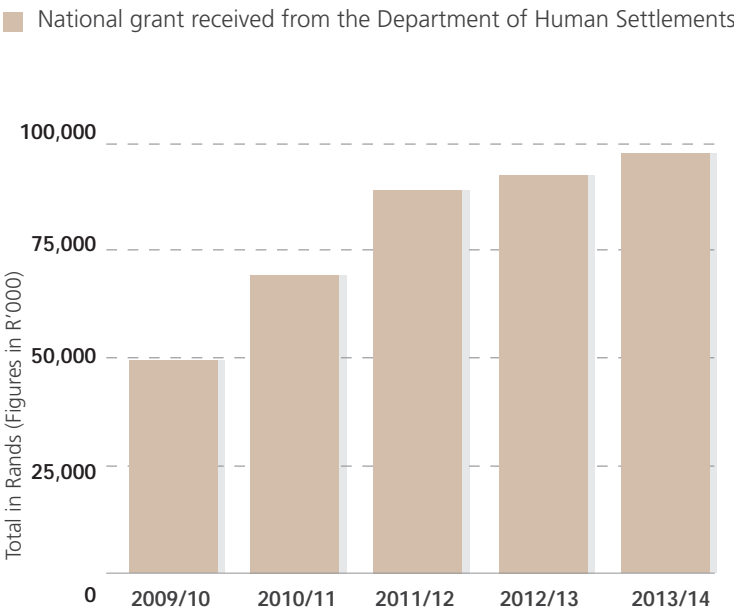
Land released

Potential yield from state land released to sector for Outcome 8

■ Potential yield from state land released to sector

Number of units

Released Land

■ Hectares of state owned land released to sector for Outcome 8
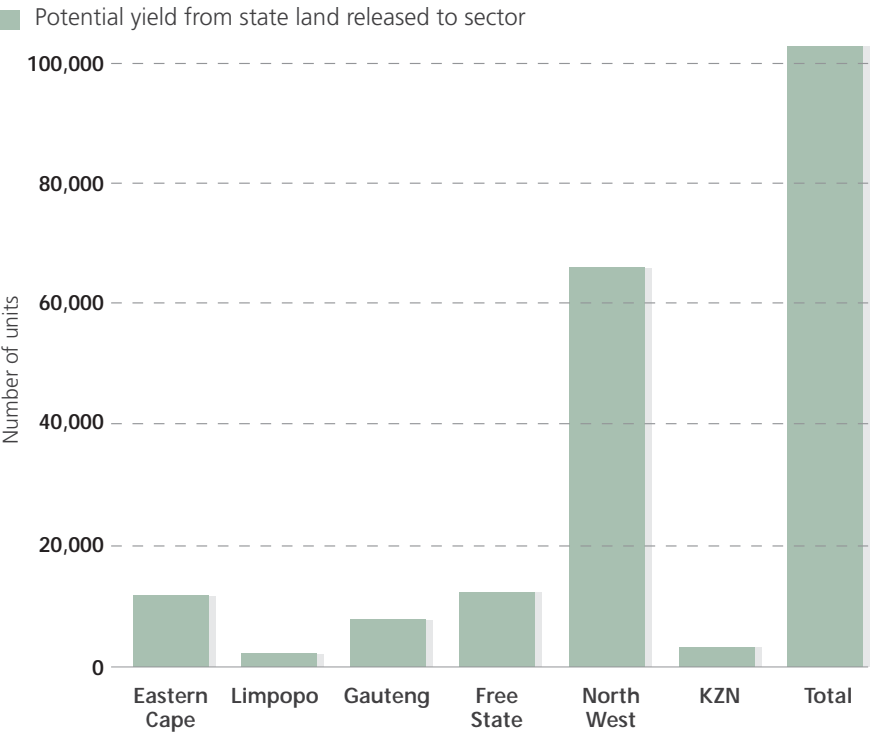
Hectares of land
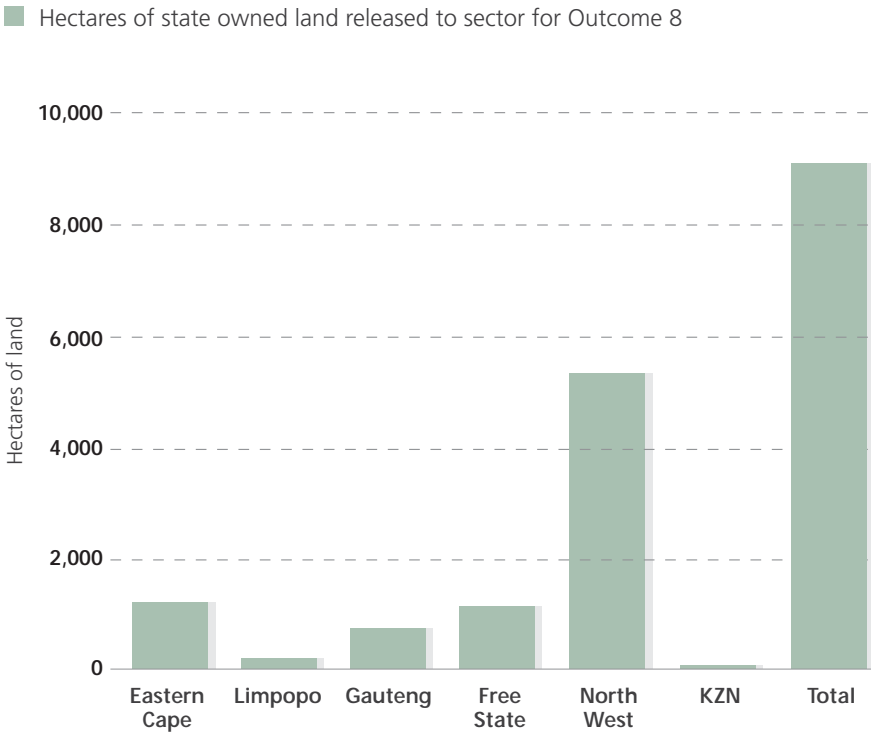
State land released/donated for human settlements development: Outcome 8

Province	Municipality	Total land donated	Potential yield
Eastern Cape	Buffalo City Metro Municipality	271.9114	2 991
	Intsika Yethu Local Municipality	800.5541	8 806
Free State	Maluti a Phofung Local Municipality	855.2526	9 408
	Mangaung Metro Municipality	318.6374	3 505
Gauteng	Mogale City Local Municipality	754.9252	8 304
KwaZulu-Natal	Abaqulusi Local Municipality	307.2450	3 380
	Hibiscus Coast Local Municipality	2.0351	22
	uMngeni Local Municipality	9.1000	100
Limpopo	Greater Tzaneen Local Municipality	27.4624	302
	Mutale Local Municipality	189.8665	2 089
North West	Madibeng Local Municipality	1 069.9437	11 769
	Rustenburg Local Municipality	4665.2834	51 318
TOTAL		**9 272.2168**	**101 994**

Our story in numbers

Property portfolio

Assets Land Inventory (2010/2014)

■ Assets Land Inventory
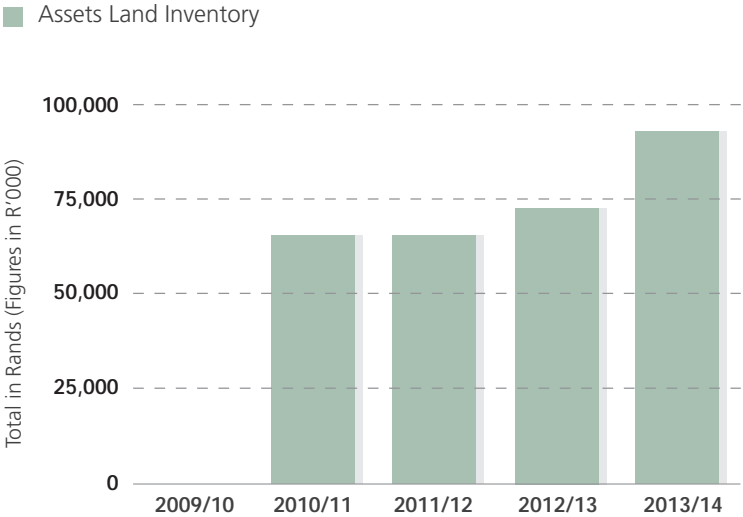
Assets Land Inventory by potential yield per province

■ Potential yield by province

HDA land inventory

■ HDA-owned properties   ■ Land held in trust by the HDA
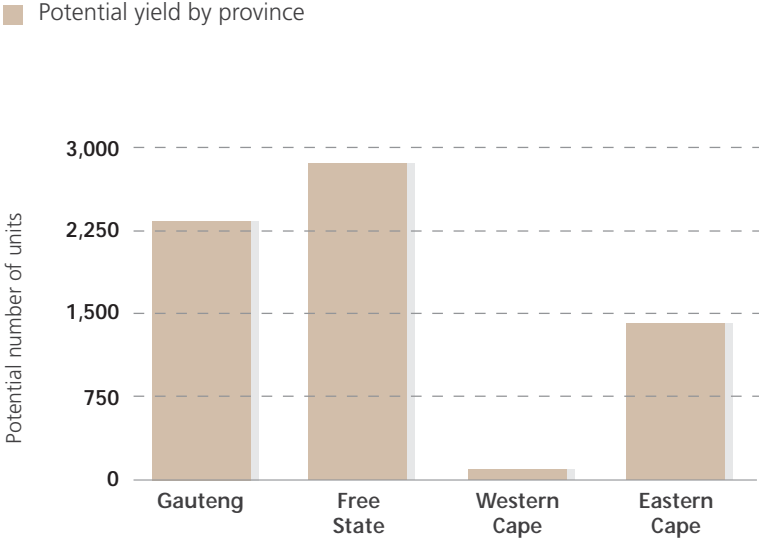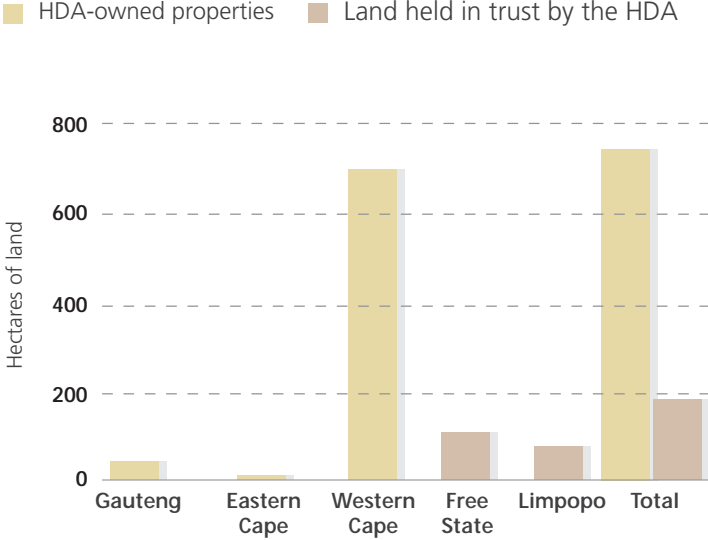
Key achievements

Properties acquired or acquisition facilitated by HDA

■ Hectares of land
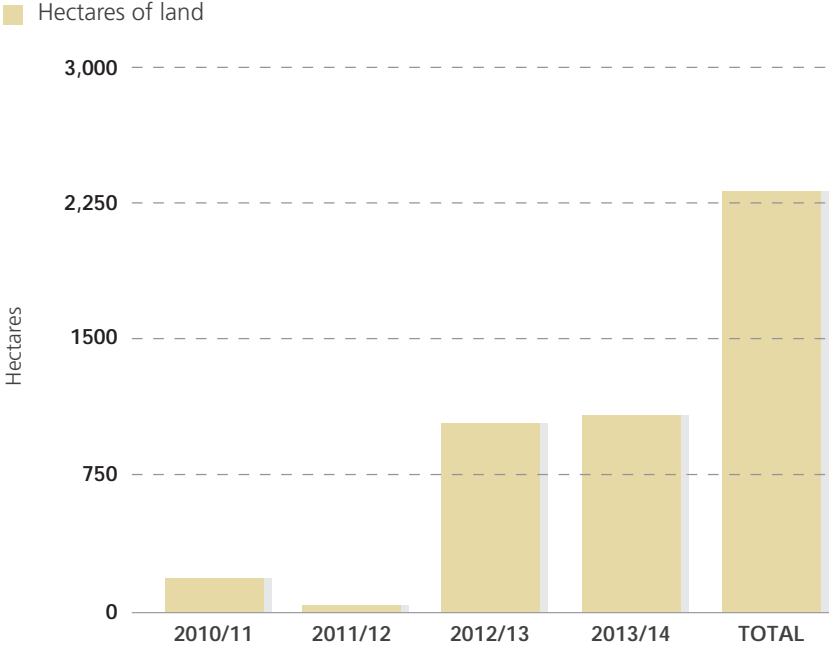
Number of projects and programmes supported

Delivering beyond our targets
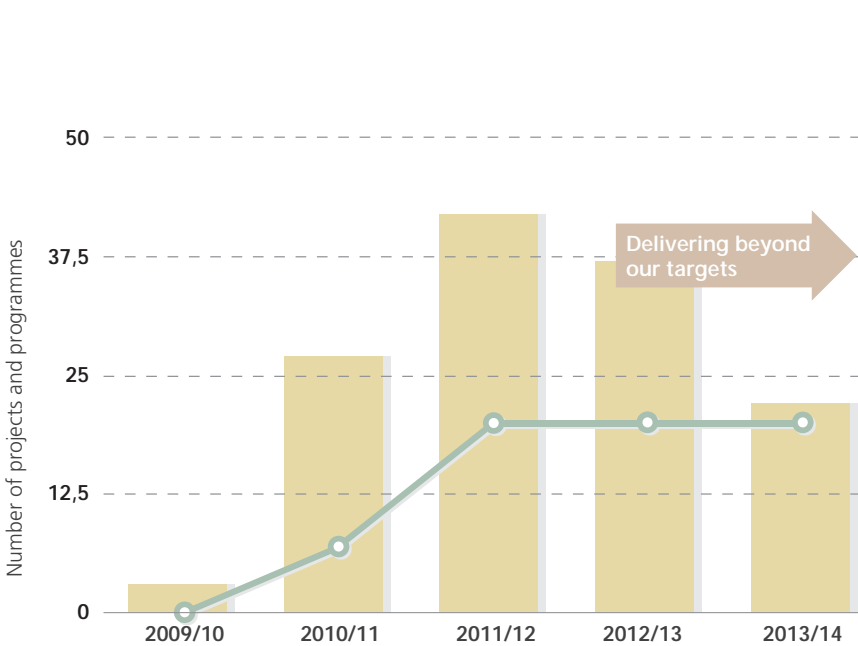
Protocols with other state entities

○ Target   ■ Number of protocols

Widening our footprint
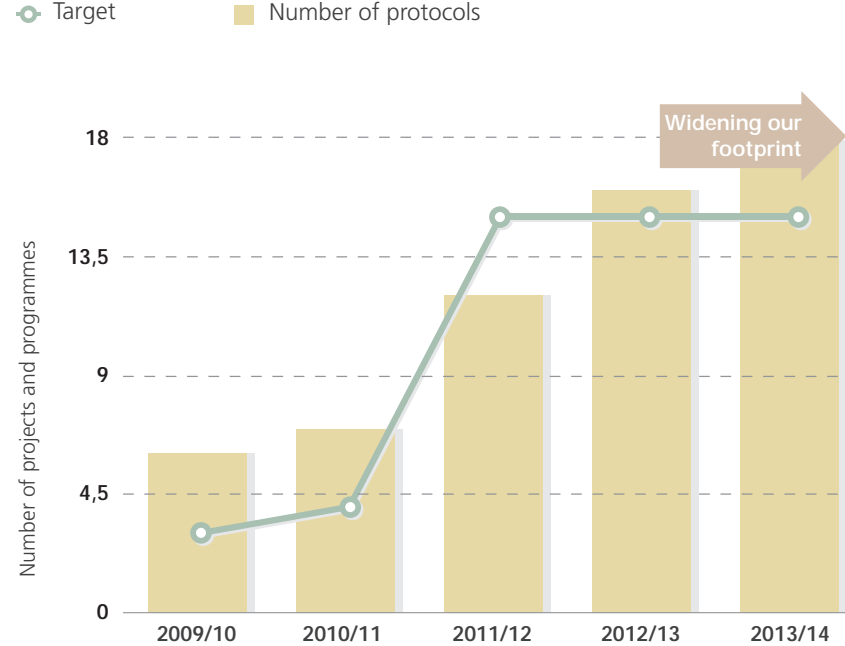
"The HDA is now one year old. In this short period the Agency has put in place the building blocks that will allow us to fulfil the mandate bestowed by Parliament through the HDA Act and take forward the subsequent agreements being finalised with the Minister of Human Settlements and a variety of provincial and local authorities. We now have the management, staff and systems in place to deliver."

NL Sowazi, chairperson of the HDA's founding board (2009 - 2012)

"We've achieved five clean audits – the acid test for good governance!"

HDA member of staff

The Housing Development Agency in action

Organisational development

2004
- The National Department of Housing releases its Comprehensive Plan for the Development of Sustainable Human Settlements. Entitled 'Breaking New Ground', this document " 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" .

2007
- The ANC's 52nd National Conference resolutions: land acquisition must be accelerated through a dedicated HDA in order to deal effectively with the challenge of adequate human settlements.

2008
- The Housing Development Agency Act, Act No. 23 of 2008 adopted in Parliament.

2009
- The HDA is launched by the Department of Human Settlements.
- First Board is founded and three Board sub-committees established to take care of Audit, Human Resources and Remuneration,and Land and Development functions.
- CEO and CFO appointed.
- Executive team appointed.
- Key organisational policies and procedures were approved.
- The HDA receives Section 29 mandate and takes over as implementing agent on Zanemvula and N2 Gateway projects.
- The HDA submits its first five-year strategic plan (2009-2014) and annual performance plan (2009-2010).

The Housing Development Agency Act outlines the functions of the HDA, the written agreement with the Minister establishes specific deliverables and targets, and the strategic plan maps the organisation's route to achieve this. The tight relationship between the organisation's goals, as set out in the strategic plan, and the activities to which it applies its energies and its resources are evidence of an organisation that knows clearly where it is going and what it wants to achieve.

In March 2009, the HDA was launched as a special purpose vehicle intended to acquire, hold, develop and release well-located land and buildings for human settlement and to provide project management support and housing development services.

From the outset, the HDA's entry into the human settlements sector posed a number of challenges. One of the first challenges facing the HDA was to set itself up as a viable, credible entity working within the framework of financial sustainability and public service compliance, and with its own identity.

By the end of its first year in operation, with a board appointed by the Minister, CEO Taffy Adler at the helm and Rooksana Moola as CFO, the organisation was well on its way to meeting this goal. Sixty-five staff members had been appointed, and 83% of funded posts had been filled; 49% by women and 86% by black people. Working closely together, the new team, which included staff brought in from the N2 Gateway and Zanemvula projects, had finalised an organisational structure and strategic plan and developed a robust suite of human resource, financial, procurement, information technology, communications, marketing and legal support strategies, policies and procedures, systems and processes. The establishment of a strong foundation and the meticulous attention to detail has borne fruit: the HDA has achieved a clean audit every year! By the end of the five-year period, the overall budget of the Agency has grown by nearly 350%, funding has grown by almost 200%, staffing capacity by 174% and assets by 950%. Since 2009, revenue from project management fees, Section 29 services and other income has grown from 22% of actual revenue to 30% of actual revenue.

"There were so many expectations, so much to do. We had to develop a compliant organisation in a very short time."

HDA member of staff

Staff employment equity as at March 2014

- White Male 3%
- White Female 9%
- Black Female 38%
- Black Male 50%

Zanemvula (Nelson Mandela Bay)

Organisational development

New posts have been added over the years and the HDA has put in place the requisite technical specialist skills to meet the shortage in the sector. The addition of a communications and marketing manager has played an important role in raising the profile of the organisation and establishing its identity in the public domain, while the appointments of human resource and information technology managers have ensured that people and systems operate effectively and at full capacity. By the end of the 2013-2014 financial year, the staff establishment had grown to 113 posts. To avoid unnecessary reliance on external resources, the HDA has built up an impressive technical skills base, which includes in-house specialist skills such as GIS, project management, town planning, engineering, sector specialists and knowledge management. At present, 73% of the HDA's staff are either professional specialists or skilled/qualified workers.

The HDA is a dynamic and responsive organisation. Since its inception it has made a subtle shift from being a supply-driven organisation to a demand-driven one. This has required a fair degree of institutional flexibility and re-alignment of functions. This can be seen from the new organisational structure, introduced in 2013, which streamlines the Agency's operations into three divisions in accordance with its strategic plan:

- Corporate Services remains as the engine that keeps the organisation running smoothly and efficiently;
- Land Planning and Assembly takes responsibility for designing and coordinating the strategies and support programmes that facilitate the release of integrated land and landed property for sustainable human settlements development; and

- Land and Housing Support Services is responsible for ensuring that there is appropriate management, capacity and technical support for the acquisition and release of well-located land for human settlements and the implementation of support programmes and projects that promote sustainable human settlements as agreed with sector partners and in line with the national land assembly strategy.

HDA staff complement

- ○ Number of positions as per organogram
- ▢ Number of positions filled

Gearing up for growth

Accumulated staff growth rate of 174%
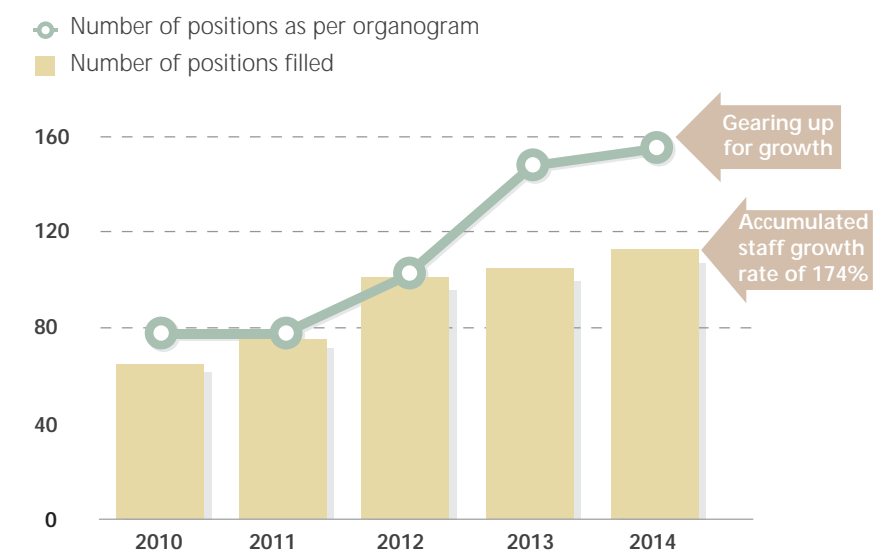
"The HDA has been successful at entrenching the values of good corporate governance. The emphasis is less about the enforcement of rules and more about living the HDA values."

HDA member of staff

HDA Port Elizabeth

Organisational development

Intergovernmental alignment and collaboration

The entry of the HDA into a troubled and fragmented sector was met with mixed reactions. Some feared that it would fall prey to the same challenges that had bedevilled other initiatives. Others who did not understand the mandate and function of the HDA, worried that it represented an unwelcome attempt to centralise power at national level and challenge the constitutional powers and functions of the other spheres of government.

This was a critical area to get right from the start, particularly given that the HDA is required to facilitate collaboration, support delivery and assemble land for human settlement – all activities that require well-managed interactions with other departments in national, provincial and local government. Working with and across the other spheres of government also required the development of policies, guidelines, criteria and standards that could be applied with a fair degree of consistency – while at the same time being flexible enough to accommodate the differing contexts and environments within which the organisation and its collaborators operate.

In the rush to secure fast gains and report quick successes, the importance of careful negotiation and the formulation of clearly defined agreements and implementation plans are often undervalued. It is to the HDA's credit that its experienced and skilled team kept the long-term vision in sight, paying close attention to meticulous planning and forging solid and sustainable relationships.

To date IPs have been concluded with 14 provincial and municipal bodies, medium-term operational plans have been agreed with Limpopo, the Free State and the Northern Cape, and service level agreements are in place with the Eastern and Western Cape governments for the implementation of the two national priority projects. IPs are being negotiated with the Gauteng Department of Local Government and Housing, and a joint agreement with the Free State Human Settlements Department and Mangaung Metropolitan Municipality.

Agreements in place with stakeholders and clients

National	Provincial	District and Metropolitan Municipalities	Local
Council for Geoscience (MOA)	Northern Cape Department of Cooperative Governance, Human Settlements and Traditional Affairs (IP)	Nelson Mandela Bay Metropolitan Municipality (IP)	Rustenburg Local Municipality (IP)
	Limpopo Department of Cooperative Governance, Human Settlements and Traditional Affairs (IP)	City of Tshwane (IP)	
	Free State Department of Human Settlements (IP)	eThekwini Metro (IP)	
	North West Department of Human Settlements (IP)	City of Cape Town (IP)	
	Western Cape Department of Human Settlements (IP)	City of Johannesburg (IP)	
	KwaZulu-Natal Department of Human Settlements (IP)	Buffalo City Municipality (IP)	
	Mpumalanga Department of Human Settlements (IP)		
	Limpopo (MTOP)		
	Free State (MPTOP)		
	Northern Cape (MTOP)		
	Western Cape (SLA)		
	Eastern Cape (SLA)		

IP – Implementation Protocol / **MTOP** – Medium Term Operational Plan / **MOA** – Memorandum of Agreement / **SLA** – Service Level Agreement

"Our work is not about centralising housing functions at a national level – but rather to provide a complementary function to our clients – the state-owned companies, provinces and municipalities we work with."

HDA member of staff

Member of the community, N2 Gateway (Cape Town)

Organisational development

Regionalisation

It is within metropolitan areas that the pressure to deliver land for human settlement development is at its most acute. As provinces and municipalities are at the frontline of development, it is important that they can rely on local knowledge and expertise, while being able to tap into a dedicated national knowledge centre that can provide the latest expert sector intelligence, analysis and specialist technical support and benefit from economies of scale. Through five regional offices, clients and stakeholders now have dedicated, on-the-ground support and access to the full spectrum of HDA services including land assembly, land information, project support, and capacity support. Through the regional offices they can access substantial operational experience and best-practice methodologies.

While the HDA has had satellite offices in Cape Town and Port Elizabeth since its first year of operations – serving as project offices for N2 Gateway and Zanemvula – it is from 2013 that the organisation has been following a more targeted regionalisation strategy aimed at providing dedicated staffing capacity and support to clients during the execution of signed support agreements. This ensures that staff are out in the field where they are needed most. The Cape Town and Port Elizabeth offices have since grown and are in the process of becoming regional offices with a Polokwane office opening in 2011, an office in Bloemfontein in 2012 and most recently a Kimberley office in 2013. The HDA's national footprint extends to six offices

with 63 staff members (out of a total of 113) being operational at regional offices. 58% of the Agency's staffing capacity is therefore regionally based and in 2013/2014 27% of the Agency's budget was regionally spent.

Knowledge management

One of the challenges facing a rapidly growing organisation is to ensure that institutional learnings and intellectual capital do not get lost. This is a particular challenge where an organisation has multiple offices across the country and where staff members operate out in the field. The HDA is addressing this challenge through proactive organisational development, business continuity, succession planning and a robust information and communication technology framework that allows for seamless connectivity within the office environment and out in the field, and ensuring that sufficient storage capacity is in place to handle the significant data requirements of the organisation.

This means that the Agency cannot allow individual departments and units to become trapped in silos. To avoid this, a central repository of data has been created. This repository is backed up by clear protocols in respect of document and records management. Proactively risk-proofing the Agency lies at the heart of current programmes to roll out business continuity and succession planning. Comprehensive performance management allows for on-going performance monitoring and evaluation.

"The HDA produces a lot of intellectual capital and institutional memory that can be shared and made accessible to the sector."

HDA member of staff

Land assembly, land release and land information

The HDA was established to address the land acquisition and assembly process, so as to accelerate housing delivery and human settlement development. Access to well-located land sits at the heart of this mandate. Delivering on this has proved to be the organisation's biggest challenge in the face of the lack of basic information and data about land ownership and availability, an absence of clearly articulated policies or guidelines for land assembly, competition for land with other sectors of government and vastly differing valuations of land offered for sale, an interpretation of public policy requiring market value to be paid for state-owned land and the lack of capital to take up these offers.

To move forward strategically, the HDA identified and acquired or facilitated the acquisition of land where it was feasible to do so, simultaneously developing policies and frameworks to guide the process and hi-tech systems to map and store data.

Facing various obstacles in this process, the HDA developed an enhanced framework for the release of state land for human settlements as a framework for engagement with custodian departments, and a Joint Coordinating Committee (JCC) on state land release was established to bring all relevant parties to the table. The committee oversees the release of public land required for human settlements and also addresses logjams identified in the process. This is a significant step in overcoming the challenges of coordinating the activities of state departments in respect of public land released for human settlements.

The identification and acquisition of privately owned land brought a different challenge: the HDA's budget simply did not extend to the cost of purchasing land. In the 2009-2010 financial year, available land to the estimated value of R1.5 billion was identified but not favourably considered due to lack of funds. In the second year, a similar situation prevailed, and Transnet properties to the value of R821 million were again not taken up.

The identification of *available* land proved difficult in the face of inadequate information about what land belonged to government and which arm of government or entity had control of it. In its first year of operation, the HDA sought to create a long-term solution to this challenge through the development of Land and Property Information System (LaPsis).

"The HDA has worked closely with the Department of Human Settlements on defining criteria for state land release and getting systems and procedures clarified."

HDA member of staff

HDA property, Johannesburg CBD

25

> *"It was a pleasure and a privilege to be part of the LaPsis user group last Friday. LaPsis is assisting us tremendously with property management in the Eastern Cape Province. We don't have a GIS [geographic information system] in the unit, and therefore LaPsis is our tool to view property data and to plan for and use investigations."*
>
> Danie Pretorius, Department of Public Works, Eastern Cape Province
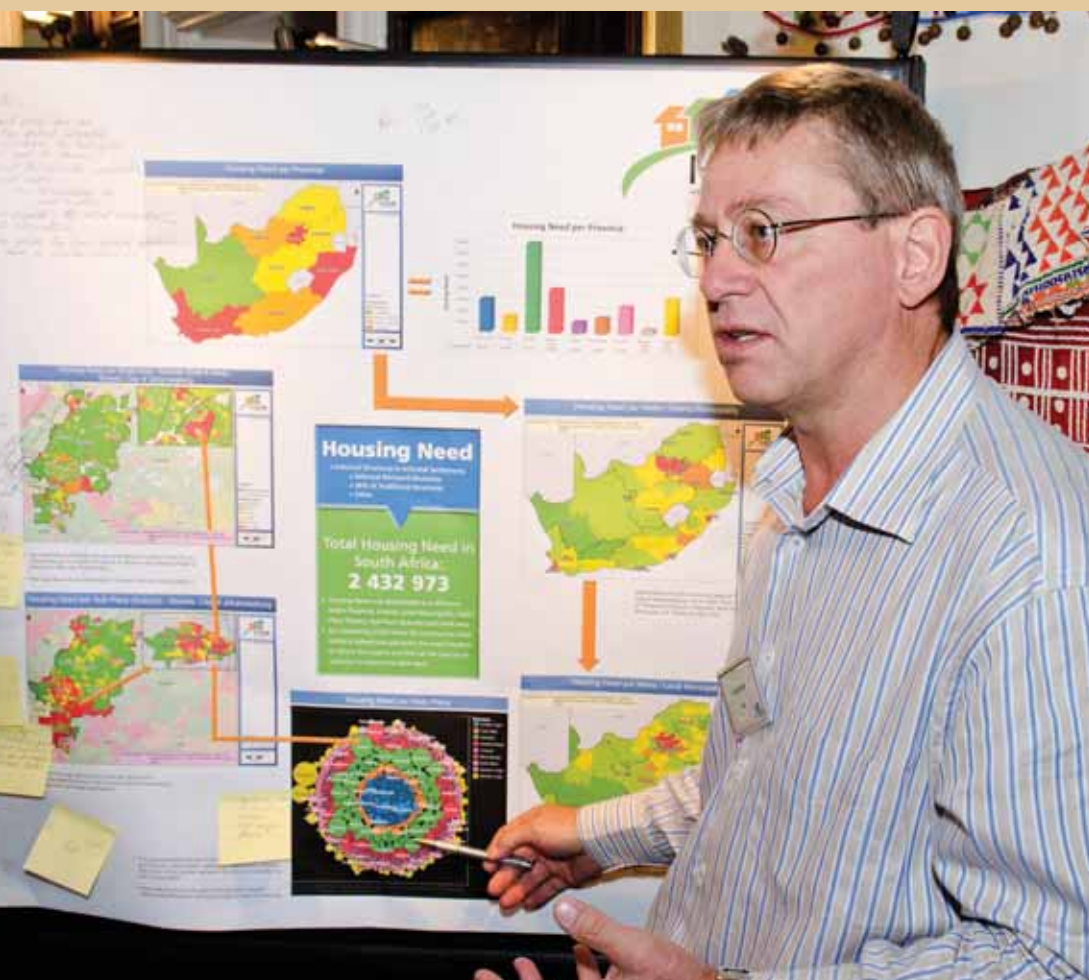
Land assembly, land release and land information

2010/2011
• A medium-term Land Assembly Framework and a leasing framework are formalised.
• A register comprising 33,000 hectares of state-owned land identified for human settlements development was compiled and submitted to the departments of Public Works and Rural Development and Land Reform with requests for the land to be released.
• An enhanced framework for the release of state land for human settlements was developed to codify key milestones in the release process and also to ensure release timelines predictability.
• The very first property HDA took transfer of was 72 hectares of privately owned land in Bela-Bela, Limpopo on behalf of and with funding from the Limpopo Department of Local Government and Housing.
• In the Free State the HDA secures the rights to 105.5 hectares of Transnet-owned land located in Bloemfontein, Bethlehem, Kroonstad and Welkom on behalf of the provincial Department of Human Settlements, with funding from Free State Province.
• Negotiations are under way in the Western Cape, KwaZulu-Natal and the North West provinces to finalise key areas of collaboration on land assembly support.
• The Land and Property Spatial Information System (LaPsis) is established.

Land and property spatial information system

The HDA Act requires the Agency to 'identify, acquire, hold and release state, communal and privately owned land'. To this end, the HDA must 'introduce and manage a land inventory and information system'.

Why is this necessary? In general terms, given the contestation over land, it is hard to believe that the ownership of every patch of land has not been scrutinised and registered. To put the HDA's task into perspective, consider this. In 2013, the chief Surveyor General reported that the state owned approximately 17 million hectares (14%) of land, and private individuals, companies and trusts owned approximately 96 million hectares (79%). According to the report, the state also could not account for 7% of land, with the former Transkei in the Eastern Cape alone sitting with four million hectares of unregistered land.

LaPsis, the easy-to-use online spatial information tool initiated by the HDA in its first year, stores all land and landed property data – including cadastre, ownership, title document, deeds, administrative boundaries and points of interest – in South Africa. As an important analytical tool, it has proved to be an invaluable resource in the quest to identify, verify, manage and monitor state, communal and private land.

Built initially as a system for the HDA's internal usage, LaPsis is now widely used in various provinces and municipalities. The HDA's commitment to sharing LaPsis with the sector goes beyond simply making the tool available; it extends to ensuring that information is used to ask the right questions in their planning processes.
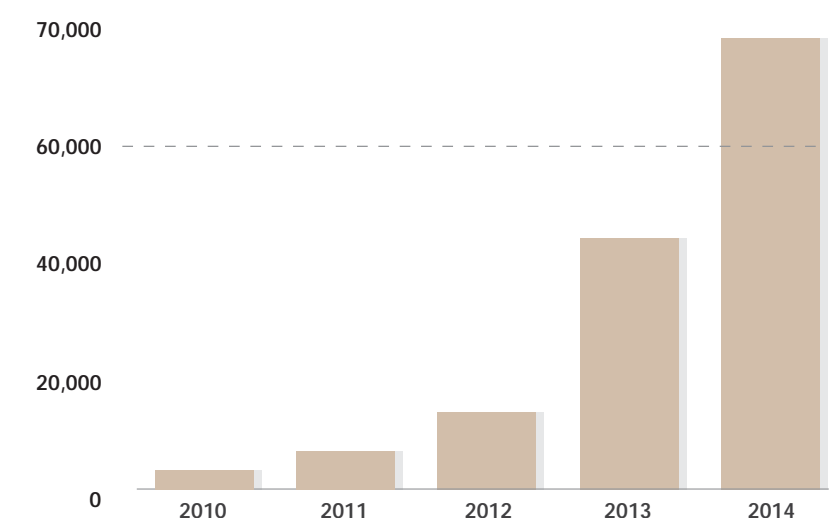
For further information visit: http://www.lapsis.co.za

Land and Property Spatial Information System (LaPsis): User growth

☐ Number of LaPsis users
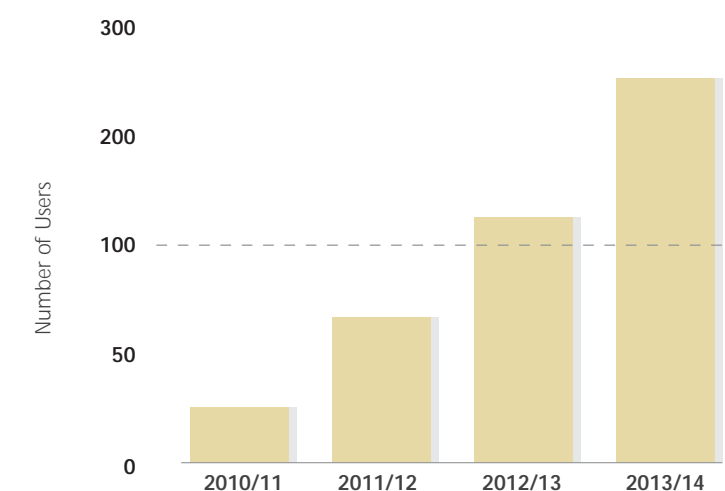
Land and Property Spatial Information System (LaPsis): Usage growth

☐ Number of LaPsis searches made

Land assembly, land release and land information

2011/2012
- Approach shifts with regards to land identification to prioritise properties in close proximity to municipal infrastructure.
- Fifty-six pre-acquisition feasibilities and assessments are undertaken and due diligence assessments conducted on eight public properties required for human settlement.
- Two Johannesburg city buildings are acquired from Transnet/Servcon, and a further five state-owned buildings in inner-city Johannesburg and Germiston are identified, to provide affordable rental housing needs.
- Properties totalling 6.9506 hectares are acquired in Kroonstad and Bethlehem while negotiations for 295.2602 hectares of privately owned land in the conservative town of Ventersdorp, 478.4396 hectares of Public Works land in Cape Town and 94.0839 hectares in Johannesburg are under way.
- The HDA also facilitates the release and transfer of 18 hectares of state land to the Tzaneen Local Municipality.
- The HDA is by now managing 11 properties.
- Lease agreements are finalised in the Free State and Johannesburg and an audit of informal occupants of Bela-Bela land IS conducted.

The identification of land that was not only available but also 'well located' was another challenge. In its second year of operation, the HDA initiated the development of the National Human Settlements Land Inventory (NaHSLI).

NaHSLI

The HDA is mandated, *inter alia*, to 'ensure that residential and community developments are sustainable, viable and appropriately located'. The identification and acquisition of 'appropriate', well-located or habitable state-owned land for human settlements has proved to be a huge challenge.

Identifying the struggle to access land, the lack of reliable information to support decision-making, the need to align the efforts of national, provincial and local government to reshape the urban environment more equitably and, importantly, the need to apply appropriate criteria to the selection of land for human settlement, the HDA initiated the development of the NaHSLI.

The NaHSLI is an analytical tool that facilitates and guides the formulation of planning alternatives that optimise the utilisation of scarce resources and reduce the negative impact of land and property development on the environment.

Working on a framework that provides detailed information about the natural, regulatory, structural and social environments, the NaHSLI enables users to identify land quickly; to determine which areas are best located for integrated human settlement and which are ecologically sensitive or may be prone to risks; and where to invest and develop sustainable human settlements. By bringing together information from multiple sources, the NaHSLI plays an important role in enabling planners to leverage resources and coordinate interventions at different levels.

The NaHSLI plays an important role in refocusing attention to spatial planning as a tool for the creation of sustainable human settlements and underlines the importance of spatial data and information in the effectiveness of this process.

Bela-Bela (Limpopo)

"The focus of informal settlement information is on Limpopo, and what's happening here in the province. We are using Limpopo information in Limpopo, and tapping into your knowledge. And we're sharing the work we've already done with you."

HDA member of staff

Zanemvula (Nelson Mandela Bay)

Land assembly, land release and land information

2012/2013
- Training manual is developed to help stakeholders make better use of LaPsis.
- 6,113.3305 hectares of public land are released to various local authorities while the total land acquired and acquisitions facilitated amounts to 1,042.2115 hectares.
- Significant state properties are released in the North West and the Free State to address new housing developments and tenure upgrading.
- PHDAs policy and regulations are presented to the Parliamentary Portfolio Committee on Human Settlements and HDA regulations.
- A draft land assembly strategy is completed, and a stakeholder workshop is convened to discuss it.

In considering how best to deliver on what appeared to be an unfunded mandate, the HDA explored a number of other strategies: taking transfer of unused state-owned buildings to provide affordable rental opportunities, and facilitating the purchase of privately owned land by provincial departments and the release of state-owned land to various municipalities. While the HDA property portfolio grew to 924.496 hectares by the end of the 2012-2013 financial year, it was becoming clear that the organisation needed to proactively facilitate land assembly for stakeholders. It also had to focus its activities on designing and coordinating strategies and support programmes that would facilitate the release of integrated land and landed property for sustainable human settlement development. As at the end of March 2014, the HDA has successfully facilitated the release of 9272.2168 hectares of state land on behalf of provinces and municipalities. In this it exceeded the target set under Outcome 8 by 3022.2168 hectares.

The HDA has worked closely with the Department of Human Settlements and the wider sector to develop clear working definitions and criteria while clarifying systems and procedures for the acquisition and release of state-owned land.

To further foster a shared understanding of land assembly, the HDA is spearheading the development of a national land assembly strategy. When finalised and adopted, the strategy will for the first time provide clear national criteria for land assembly within the context of achieving integrated human settlements and give greater clarity on the funding instruments required to achieve national targets. The strategy will consider both qualitative and quantitative criteria that will allow the HDA to monitor sector progress – including conducting a due diligence on the HDA's land acquisition programme. In addition, the HDA has developed a land compensation framework which seeks to address the challenges when market valuations are undertaken and sets a framework in place to ensure that different state actors do not artificially inflate market values. This work has been informed by the HDA's considerable experience in overcoming difficulties with valuation processes including wildly differing values due to differing methodologies being used, a prevalent expectation in the market place that government will pay more than market for land and more. The land compensation framework has benefited from the HDA's experience in bringing down the cost of land in projects such as at Marikana, where the initial asking price of R70 million was finalised at R40 million.

"Without the HDA, province would not have secured the land. For their assistance we are truly grateful."

Municipal official, Bela-Bela local municipality

HDA hosts Rustenburg local municipality at N2 Gateway

Land assembly, land release and land information

2013/2014
- HDA facilitates the release, transfer and registration of 1931.9214 hectares of state land on behalf of the Rustenburg Local Municipality.
- The South African Local Government Association (SALGA) expresses their full support of the HDA's draft PHDA policy and regulations.
- Municipal profiles for selected municipalities are published online to provide guidelines and advice to the provincial departments of human settlements and municipalities.
- Land Compensation Framework drafted.
- By March the HDA has grown its land inventory assets to 93,305 hectares.
- The Agency directly facilitates the release of over 2,000 hectares of state land required for human settlements development located in Gauteng, Limpopo, Eastern Cape, and KZN provinces.
- Over 1,000 hectares of privately owned properties required for human settlements are acquired in the North West and Free State provinces.

Priority housing development areas

According the HDA Act, the Agency may declare priority housing development areas for residential and community purposes in accordance with integrated development plans and provincial spatial development frameworks. The Agency may also develop and submit a development plan for such priority housing development areas as contemplated in subsection a(1) of the Act and implement such measures as may be prescribed to fast-track housing development in the declared priority housing development areas.

PHDA is in a geographical area identified in the municipal integrated development plan and approved by the Minister of Human Settlements to be a priority area for accelerated delivery of sustainable human settlements in consultation with the relevant participants through a process of intergovernmental cooperation, integrated planning and funding allocations. PHDA is determined by circumstances of priority including:

- Areas of urgent housing need where there is an established high demand and low supply of housing opportunities
- Areas requiring upgrading and/or redevelopment for purposes of delivering housing choices including subsidised housing
- Areas requiring improved access to infrastructure, amenities and services

The Agency's mandate is to develop PHDA policy and HDA regulations on the PHDA. This is a critical area of concern as it involves the development of appropriate mechanisms and instruments to ensure the integrated development of human settlements within specific geographic areas of cities. The HDA's experience and the lessons learnt in turning around and managing the N2 Gateway and Zanemvula mega-projects and in managing communities and complicated bureaucracies and planning procedures have been put to good use in the development of the PHDA policy and HDA regulations on the PHDA.

The policy is intended to address the legacy of human settlement planning driven by the ideology of separate development and entrenched spatial patterns that have relegated subsidised housing to the periphery of cities. It sets out the processes of declaration, development, funding and implementation of PHDAs in a structured way that will bring national, provincial and local government together with the private sector by coordinating existing public resources within a defined programme with targets, and timelines for a specific geographic area.

This policy represents a turning point for the development of sustainable human settlements on well-located land, providing the framework for critical interventions that will refine existing spatial planning instruments, streamline and consolidate grant allocation, guide the establishment of appropriate spatial governance structures and improve interdepartmental collaboration.

"Many land parcels are 'lemons'… It is our role to ensure that we get the best impact from land released to the sector. Land must not be acquired just for the sake of doing so. There must be an end target in mind."

HDA member of staff

"As an organisation with a national mandate, the HDA is expected to extend its reach and impact nationally through its engagement with national, provincial and local government."

HDA member of staff

Municipal officials from the Bela-Bela local municipality, Bela-Bela (Limpopo)

Land assembly, land release and land information

Most significantly, the PHDA policy, when implemented, will accelerate the delivery of inclusive and integrated settlements that make efficient use of land and financial resources, are environmentally sustainable and offer communities adequate housing choices and reasonable access to infrastructure, amenities, services and job opportunities.

After extensive consultations the policy and HDA regulations on the PHDA were approved by the NDHS and the Parliamentary Portfolio Committee on Human Settlements and submitted to the Minister for approval. The publishing of the regulations and funding required for successful implementation of the policy will be followed up in the next five-year window of the Medium-Term Strategic Framework.

The HDA's property portfolio

The first land acquired by the HDA was 72 hectares in Bela Bela, Limpopo Province. This was a test case to establish whether the HDA is indeed legally able to hold property. The speed at which the transfer and registration took place is also testament to well-established intergovernmental relations with other organs of state, notably the Deeds Office which is a component of the Department of Rural Development and Land Reform. While the lack of funds to purchase privately owned land and the release of state-owned land have proved to be more difficult than expected, the HDA had, by the end of the 2012-2013 financial year, assembled a property portfolio comprising 924.496 hectares of land and buildings. This represents 17% of the Agency's total assets.

The property portfolio includes a number of buildings in Johannesburg transferred from Servcon/Transnet to support the provision of affordable rental housing, vacant land and buildings in the Free State and land in Limpopo.

All inherited leases for these properties were ceded to the HDA and arrangements with tenants regularised. The properties are all fully occupied and fully compliant with building regulations and safety, health, environment and quality requirements.

As soon as possible, the HDA releases properties into the sector for development. Where required it also undertakes the necessary development planning and packaging. To provide greater guidance on this the Agency has approved a property release policy which places development objectives at the heart of the policy. Rates exemptions are also sought in terms of legislation and where obtained alleviate the HDA's rates payment burden.

"We have built a GIS system that has been used strategically to support decisions at a national level. Our analysis of mining towns has proved particularly useful in this regard."

HDA member of staff

Tokyo Sexwale, Minister of Human Settlements (2009 - 2013)

Support

As well as providing services in the form of land assembly and release as outlined in the previous section, the Agency also provides project delivery services including project structuring, project planning, capacity assembly as well as the management of projects. This support is provided via the regional offices, as well as head office where a regional office does not yet exist.

Regional offices play a critical role as interface between the HDA, provinces and municipalities. The HDA regularly undertakes provincial roadshows through regional offices to engage provinces and municipalities on their needs in order to effectively assist with human settlements delivery. The type of assistance and level of support can then be tailor-made and assistance formalised in the shape of concrete agreements. Working closely with provincial human settlement departments, the HDA provides wider strategic support to human settlement strategies.

In addition, the HDA assists provinces with the following:

- Developing project pipelines – in this manner projects and land can be prioritised according to importance, readiness, technical viability and in line with provincial targets and areas of focus.
- Assisting clients with their human settlement analysis and planning requirements ranging from rapid assessments, to feasibility studies and full development planning.
- IGR – the HDA can unblock channels of communication across the different spheres. It also means that projects can benefit from the HDA's substantial experience in legal, governance, management and technical know-how.
- Turnaround strategies for struggling projects as well as performance management and monitoring – this is based on its experience working on Section 29 projects and the HDA has refined its methodologies accordingly.

The HDA's role in informal settlement upgrading has grown rapidly. The provision of specific informal settlement upgrading support is defined in the HDA Act as one of the HDA's functions.

How the national upgrading support programme works

In 2010 the National Upgrading Support Programme (NUSP) was initiated to support the NDHS in its implementation of the Upgrading Informal Settlements Programme (UIPS) that aims to upgrade targeted informal settlements in the country. The UISP and USDG, administered by the NDHS, are the primary policy and grant instruments used to meet national informal settlement upgrading targets. Municipalities are required to act as developers for the UISP and the NUSP provides support, in partnership with the province, the NDHS and the HDA, to help them do so effectively.

For more information visit www.upgradingsupport.org

"One of the strengths of the N2 Gateway project is the diversity in the type of housing it offers at different sites. The project combines stand-alone housing, semi-detached two-storey units and, at Joe Slovo Park, units in three-storey flat buildings. The broad range of housing types at the N2 Gateway breaks the mind-set that all government-subsidised housing units look the same."

Tokyo Sexwale, Minister of Human Settlements (2009 - 2013)

A member of the community, Ventersburg (Free State)

Support

2011
- Together with the Eastern Cape Province and the Nelson Mandela Bay Municipality, the HDA launches a monthly Zanemvula community newsletter.
- Minister Tokyo Sexwale and the Executive Mayor Zonoxolo Wayile of the Nelson Mandela Bay open the multi-purpose community centre in the metro's Soweto-on-Sea.
- Minister Tokyo Sexwale launches the completion of 800 houses in Chatty in the Nelson Mandela Bay metro.
- Minister Tokyo Sexwale officiates at a sod-turning event to launch Joe Slovo Phase Three, N2 Gateway project in the City of Cape Town.

2012
- Zanemvula wins 'Best Provincial Priority Project' in the Eastern Cape leg of the Govan Mbeki Awards.
- Following a series of workshops with stakeholders, guidelines for the implementation of emergency housing are published.
- A variety of research reports on the status of informal settlements in the country and the individual provinces are published.
- Following a series of workshops with stakeholders, a case study entitled *Regenerating a Neighbourhood: Useful Lessons from eKhaya* is published.
- Western Cape Premier Helen Zille hands over houses in a ceremony at Boystown, N2 Gateway project, City of Cape Town.
- Minister Tokyo Sexwale hands over houses in a ceremony at Joe Slovo Phase Three, N2 Gateway project, City of Cape Town.
- The N2 Gateway project wins 'Best National Priority Project' at the Govan Mbeki Awards.
- The HDA and the NASHO co-host a workshop entitled 'Reviving Our Inner Cities: Social Housing and Urban Regeneration in South Africa'. This contributes to the publication of a research report.
- NUSP newsletters are launched to keep stakeholders informed about the programme, as well as informal settlement upgrade projects and issues.

The challenge in addressing the current situation and making good on the constitutional commitment of progressively realising the right of access to adequate housing is that informal settlements are growing at a faster rate than the rate of low-income housing delivery. This means that in-situ upgrading has become a necessity. Recognising this the Department of Human Settlements has established the UISP and the USDG as the primary policy and grant-making instruments to meet the ambitious Outcome 8 target of improving the quality of life of 400,000 informal settlement households.

Responsibility for the in-situ upgrading of informal settlements, a complex and difficult task, has been assigned to municipalities. The challenge of implementing these programmes has been somewhat eased by the establishment of the NUSP, a Department of Human Settlements national programme that brings national and provincial departments and the HDA together to support municipalities. Assistance is provided in three key areas: the provision of basic services, security of tenure, and community empowerment.

Since 2012, the HDA has significantly expanded its focus on informal settlement upgrading and played an important role in providing technical assistance by: conducting assessments and categorisation of informal settlements; assisting with the production of development frameworks, plans and upgrading strategies; facilitating the provision of bulk infrastructure; and planning projects.

The HDA adds to the knowledge base around this important endeavour through the preparation and publication of a series of annual 'status reports' that cover the country as a whole as well as each individual province. Monthly newsletters are produced on behalf of the NUSP to keep stakeholders up to date with new developments and share learning and experience.

Involvement in the NUSP has played a role in raising the profile of the HDA, demonstrated its commitment to learning and consolidated its reputation as an organisation that can be trusted to deliver.

"Support services remain at the core of our operations, but we need to be seen as more than that – we need to be perceived as a proactive player in the housing arena."

HDA member of staff

"We greatly appreciate the HDA's assistance with the development of business plan for Mbeki Sun and Ikageng Informal Settlement... Our interaction with your personnel, the interaction of service providers with the communities and stakeholders, the end product and presentation of the findings were and are informative. This will assist in implementation of the upgrading programme."

Donny Matshego, Rustenburg Local Municipality

Members of the community, Ventersburg (Free State)

Members of the community, N2 Gateway (Cape Town)

"It is important to capture lessons from N2 Gateway and Zanemvula to inform other mega projects such as, for example, the priority mining towns programme."

HDA member of staff

Support

Limpopo

In a very short time the Polokwane office has established itself as a partner of choice in Limpopo. Through this office the HDA successfully implemented bulk infrastructure and services for Bendor Extension 100 – delivering bulk works on schedule and according to specification. Once funding arrangements have been finalised, the development of top structures can commence. In the meantime, the HDA ensures that security is on site around the clock to look after the investments made to date.

The Polokwane regional office continues the HDA's close engagement with Limpopo Province. Since first taking transfer of 72 hectares of land on behalf of Limpopo province, the HDA has finalised development plans while funding has been approved. Once transfer and the necessary Council approvals have been secured, interim services for resident families will commence. This happens while funding for the bulk and other services is being resolved by principal stakeholders. While approvals are pending the HDA works with its clients to ensure that the community is kept up to speed on progress and that uncontrolled occupation does not take place.

In addition, the Limpopo office has conducted rapid assessments of all NUSP municipalities in Limpopo. This resulted in the prioritisation and planning for 33 informal settlement upgrading projects and the drafting of municipal and provincial strategies. In a first of its kind for the country, a manual has been specially prepared on informal settlement upgrading for the province.

Free State

As with Limpopo, the HDA office in Mangaung has facilitated rapid assessments of informal settlements for various municipalities. An informal settlement upgrading strategy was developed for Mangaung metropolitan municipality. This has since been used as the basis for informing the work done with other municipalities in the Free State.

In addition to substantial work in informal settlement upgrading, the HDA has facilitated the purchase of land – with land and project pipelines now in place. This provides the necessary support and focus to the provincial human settlements strategy.

Northern Cape

Most recently the HDA has opened an office in the Northern Cape following the signing of IP and MTOP agreements. Through the new office, site inspections have been undertaken for various identified properties earmarked for possible acquisition in the province. In addition, rapid assessments have been conducted on three NUSP municipalities with upgrading plans in place for six settlements.

"As the organisation moved into in-situ informal settlement upgrading, new challenges have emerged. This is the most difficult type of human settlement project as people are resident in these places, and we have to work with great sensitivity."

HDA member of staff

Zanemvula (Nelson Mandela Bay)

"We would like to make use of this opportunity to thank the HDA for the excellent service and input in this regard to ensure the successful conclusion of a transaction which could only benefit government and eventually the beneficiaries who will be occupying their dwelling units within this development."

Willem Coetzee, Willem Coetzee Attorneys Inc.

N2 Gateway (Cape Town)

Support

Western Cape - N2 Gateway

The N2 Gateway is a national government-led priority project that involves the development of fully subsidised, rental and affordable bonded homes in sustainable settlements along the N2 highway.

As the implementing agent for this mega-project, the HDA is working in close collaboration with the Western Cape Provincial Department of Human Settlements and the City of Cape Town to deliver about 15,000 homes to communities in six precincts: Delft Symphony, Delft 7-9, New Rest, Joe Slovo and Boystown.

The development was initiated in 2005, four years before the HDA was established. From the beginning, it has been fraught with difficulties brought about by the changing political dynamics in the province, dysfunctional stakeholder relationships, recalcitrant communities, project management challenges, negative racial perceptions, invasions, court actions and community protests, and allegations of corruption exacerbated by bad planning and under-funding. In October 2009, the management of the N2 Gateway project was formally handed over to the HDA: a baptism of fire for the fledgling organisation.

While noteworthy successes have been achieved, and the project is set to deliver on its targets, the HDA has faced many challenges. In-situ upgrading, in particular, is difficult because it involves working with and managing resident communities; new developments invariably require communities to be relocated. This is disruptive and creates huge uncertainties and conflict, especially when it becomes clear that not all those who are to be relocated will qualify for housing in new developments. Contests over land – and in particular who has the right to own, occupy or access it – have halted progress in some areas.

The HDA's approach to address challenges involves six key elements: meticulous planning; rigorous quality control, performance management and monitoring systems; establishing appropriate management and governance structures; forging institutional linkages and IGR; facilitating communication at all levels; and providing expert project management capability to keep delivery on track.

There's another factor that plays an enormous role in enabling the HDA to meet these challenges: the passion and commitment of staff members who are driven by the need to play a role in addressing the deep social and spatial divides and inequities that remain as a legacy of years of dispossession.
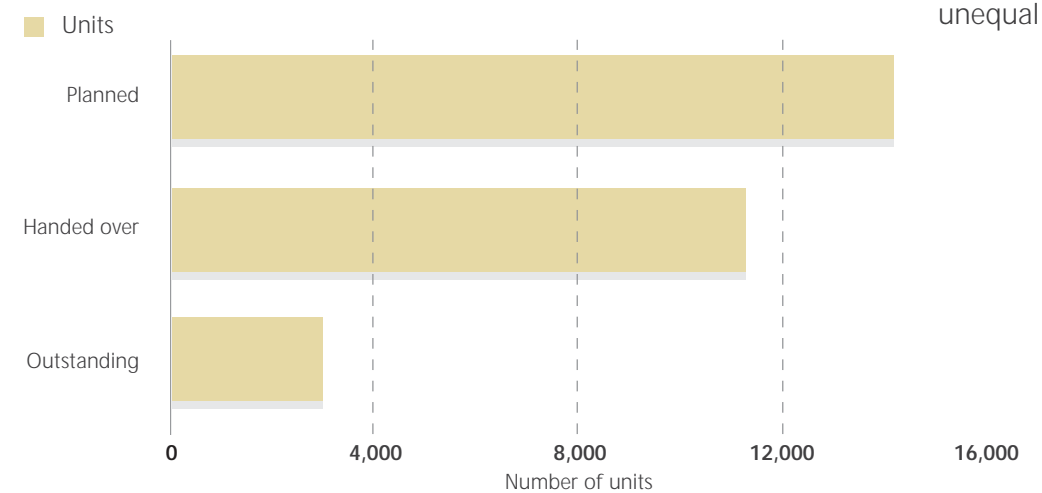

Connie September, Minister of Human Settlements (2013 - 2014)

"We will do everything we can to ensure that the lives of our people keep on improving."

Connie September, Minister of Human Settlements (2013 - 2014) at the handover of houses to N2 Gateway beneficiaries at Delft Symphony
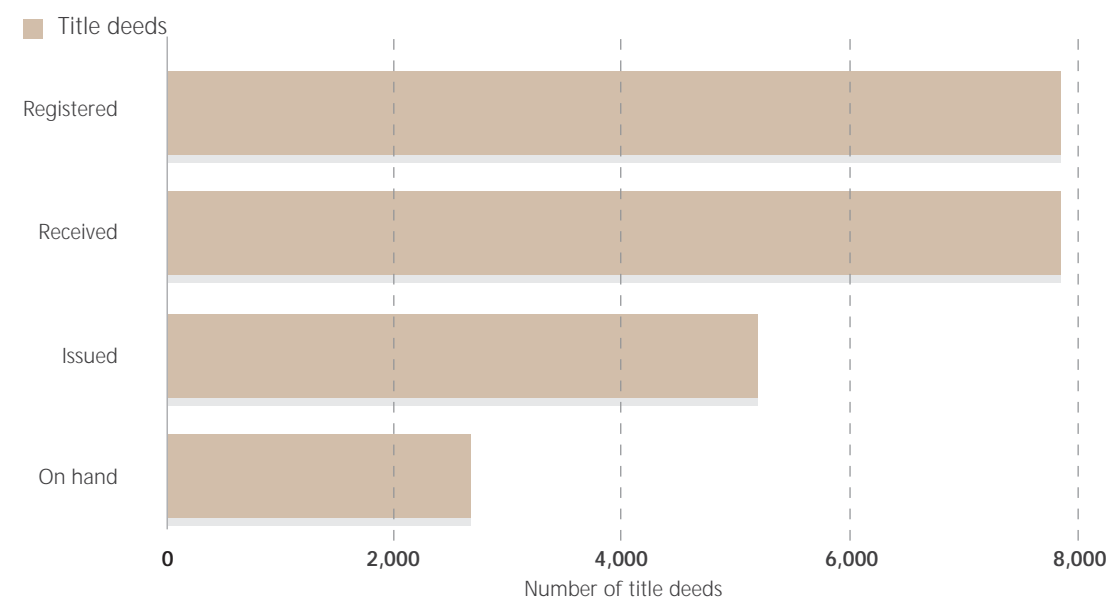
N2 Gateway (Cape Town)

Phase One of the N2 Gateway project is almost complete. By January 2014, 11,183 units had been handed over to beneficiaries. Significant progress was made on upgrading informal settlements and delivery is on track.

But the success of the project goes beyond these figures. It is also measured in the pride of new homeowners and the small touches they add to personalise their homes. The houses may be small and the environment humble, but it is a world away from the unhappy conditions into which many were forced by circumstance, and an unequal history, to live.

N2 Gateway Dashboard: Housing people in Cape Town

Units

Number of units
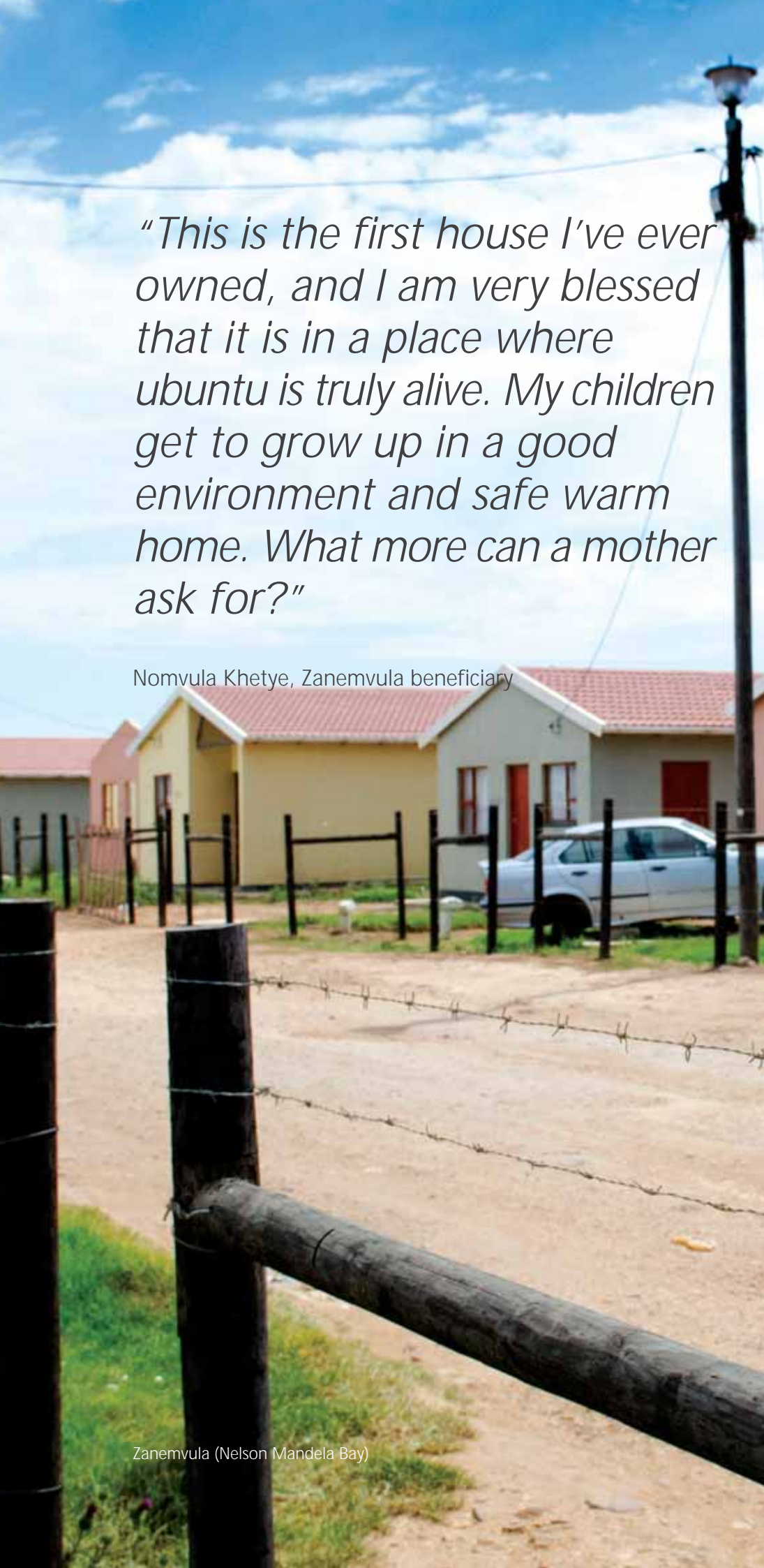
N2 Gateway Dashboard: Beneficiaries of home ownership

Title deeds

Number of title deeds

"I encourage you to take ownership of not only your home but your community. Help to build a strong community for you and your family to live in by being tolerant, friendly and considerate of your neighbours and environment. The community belongs to you all!"

HDA member of staff

> "*This is the first house I've ever owned, and I am very blessed that it is in a place where ubuntu is truly alive. My children get to grow up in a good environment and safe warm home. What more can a mother ask for?*"

Nomvula Khetye, Zanemvula beneficiary

Zanemvula (Nelson Mandela Bay)

Eastern Cape – Zanemvula

The Zanemvula housing project is a national government-led priority project that is intended to address the sustainable human settlement needs of residents in Nelson Mandela Bay. The project is located in the Chatty, Joe Slovo West, Soweto-on-Sea and Veeplaas areas and involves the relocation of residents from the floodplains of the Chatty River, backyard dwellings and other stressed areas around Nelson Mandela Bay to decent human settlements. The project will deliver 13,500 houses.

.
As the implementing agent for the Zanemvula project, the HDA is working in close collaboration with the Eastern Cape Provincial Department of Human Settlements and the Nelson Mandela Bay Municipality.

Initiated in 2006 after the area was badly affected by floods, the project has been beset by challenges. These include the construction of defective and sub-standard houses by previous contractors, the perception that government lacked the capacity to tackle such a huge undertaking, allegations of political interference, and the poor coordination of the many role players. In August 2009 the project was formally handed over to the HDA.

In delivering this project and addressing associated challenges, the HDA has employed the strategies described in the feature on the N2 Gateway.

Constructing mass housing is one thing. Building sustainable human settlements brings anther complex set of issues into contention. The HDA's commitment to creating sustainable human settlements – and not just housing – can perhaps most clearly be seen in the construction of the multi-purpose community centre in the Soweto-on-Sea Zanemvula area. The first community facility to be funded by the NDHS, the centre will provide a wide range of spaces that will be able to accommodate a variety of activities.

What characterises a 'sustainable human settlement' or a 'cohesive community', and how exactly can government facilitate this? The HDA does this by focusing closely on people, on the expectations, aspirations and experiences of the individuals in the affected communities and the HDA team members who work with them.

This is demonstrated in the newsletters created to facilitate communication with and within the communities affected by the N2 Gateway and the Zanemvula projects. While focusing sharply on the specific nature of the different communities and projects, the newsletters share several characteristics: they tell a 'good story' without shying away from the challenges; they play a role in managing stakeholder expectations by keeping the community informed about progress – or delays; they share the joy of beneficiaries and they celebrate the achievements of individuals who are seizing opportunities to improve the quality of their lives or communities; they give life to the faces behind the names of the HDA team members, showing them as caring individuals rather than as faceless bureaucrats; and they address issues of broad concern to the community – health, safety, etc. In so doing, they create a *real* sense of community and of belonging, and they give substance to the constitutional promise to heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights.

> "*When I lived in a shack it was a day-to-day struggle. Keeping warm and dry and healthy were all we worried about. We had no electricity or warm water. In this home we have all those things. I can now plan ahead, and I don't just have to try and make it through the day – I feel like I can plan for the future now.*"

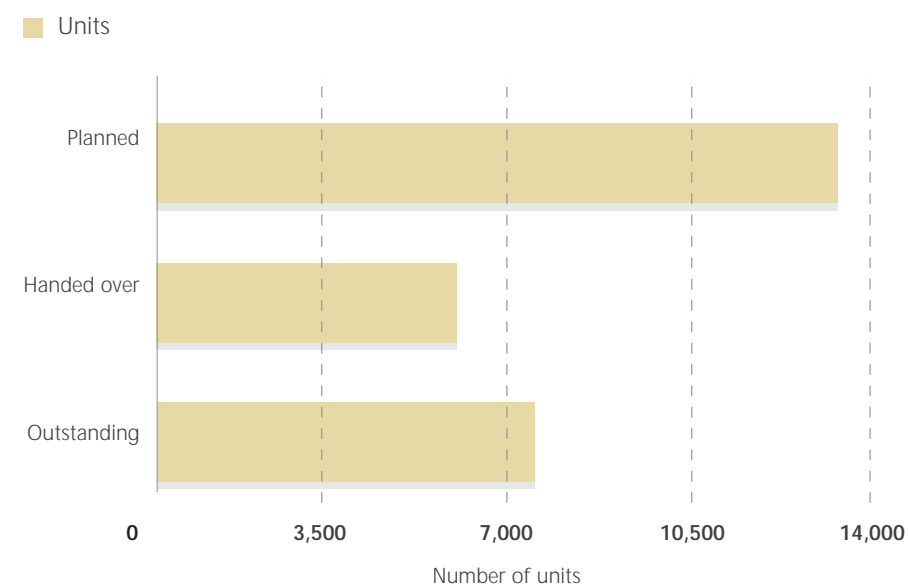Thabisa Mgaguki, Zanemvula beneficiary

To date, 1,950 houses have been rectified (poorly built RDP houses) on the Zanemvula project, and the Soweto-on-Sea Multi-Purpose Community Centre has been handed over. 4,698 units have been handed over to beneficiaries in Chatty, and in Joe Slovo West 2,884 sites have been serviced.

An isiXhosa word that means 'coming with the rain 'Zanemvula' symbolises new beginnings. From the report above it is clear that the HDA is working hard to ensure that the project lives up to its name now and in the future.
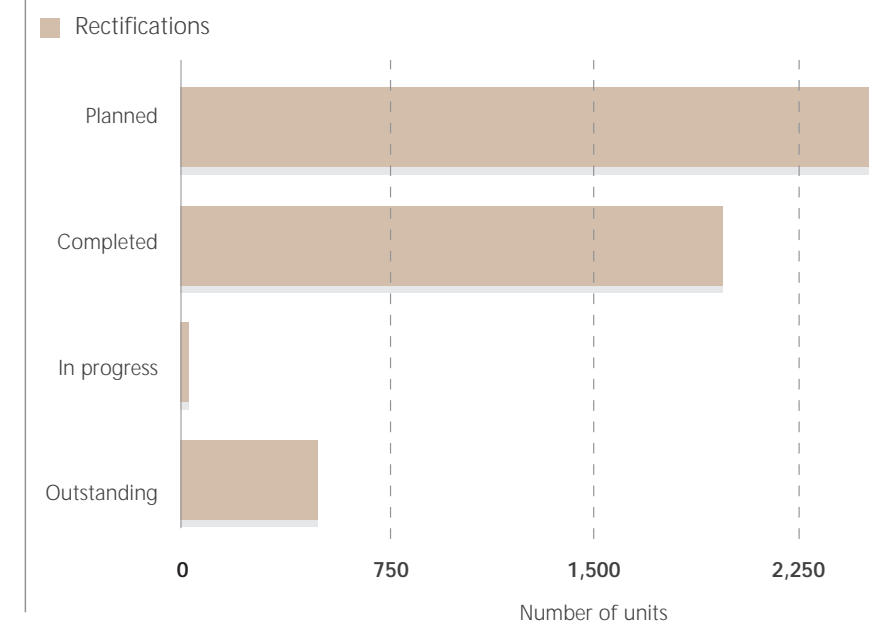
Capturing and sharing the learnings from the various projects and programmes the Agency is involved in has been an area where institutional knowledge gets documented and fed back into the sector.

The HDA captures and disseminates these learnings through best practice guidelines, reports, print and electronic newsletters, case studies, posters, presentations as well as corporate videos – material that is made further accessible through electronic means. But it is on the ground that the HDA is able to demonstrate its work most compellingly. By hosting stakeholders and clients at projects, it uses this institutional knowledge to assist others to plan and work better.

Zanemvula Dashboard: Housing people in Nelson Mandela Bay

■ Units

Planned	
Handed over	
Outstanding	

0   3,500   7,000   10,500   14,000

Number of units

Zanemvula Dashboard: Improving quality of life

■ Rectifications

Planned	
Completed	
In progress	
Outstanding	

0   750   1,500   2,250

Number of units

Multi-purpose community centre, Zanemvula (Nelson Mandela Bay)

Construction worker, N2 Gateway (Cape Town)

The HDA: A valuable online sector resource

The HDA regularly publishes sector reviews, case studies, presentations as well as short videos. A number of titles can be viewed and downloaded from www.thehda.co.za. Users can also subscribe to receive the HDA's electronic newsletters.
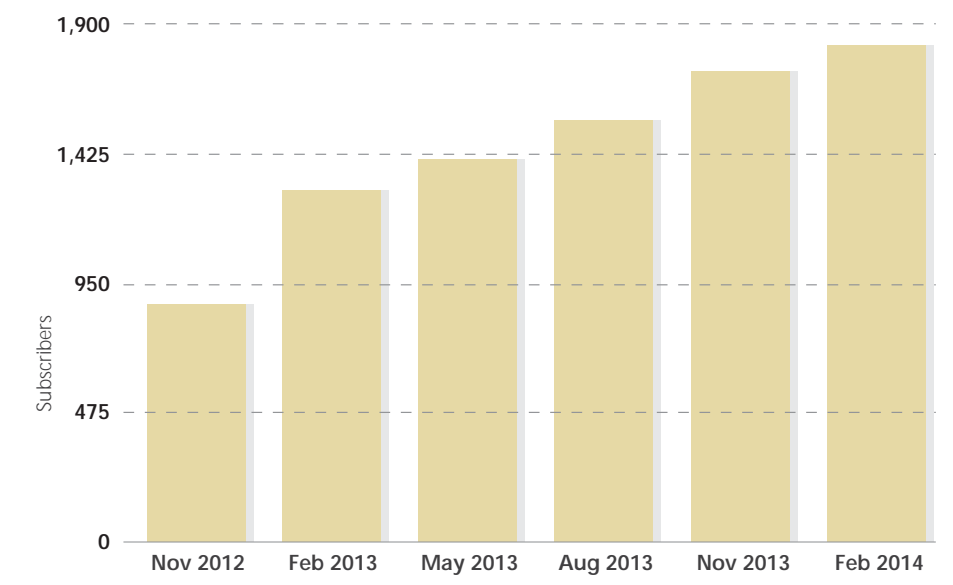
A valued online sector resource: User growth

■ Number of Unique Visitors (www.thehda.co.za)
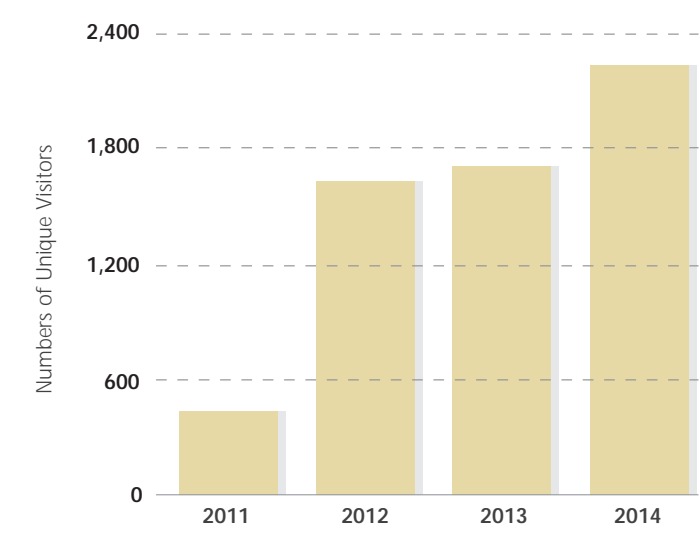
A valued online sector resource: Subscriber growth

■ Number of subscribers (HDA electronic newsletter)

"COGHSTA would like to express its gratitude to the HDA for its intervention and assistance in the implementation of the National Upgrading Support Programme pilot project in the Northern Cape… This intervention and assistance provided the department with the resources to be in a better position to plan and manage informal settlements. This project also provided the employees of the department and municipalities concerned with an opportunity to learn from the best practice models developed by the HDA…"

GA Booysen, Senior Manager: Housing Needs, Planning and Research, Northern Cape Department of COGHSTA

Beneficiary (Polokwane)

The next chapter of the Housing Development Agency

After five years of thinking and rethinking, tackling the multiple challenges we have faced head-on, getting the organisation up and running while at the same time delivering on our mandate and trying to live up to the huge expectations of the sector, our fifth anniversary marks a coming of age, a chance to celebrate and an opportunity to reflect.

What have we learnt? What have we achieved? We have learnt that, as an agency of government we sit in a privileged position able to shape policy and to implement it. We have learnt to be thoughtful, reflexive and self-critical to maintain a balance between thinking and doing. We have learnt some valuable lessons that others can learn from, so we need to articulate these as a contribution to building the bank of knowledge required to accelerate delivery. We have learnt that relationships matter: that establishing the rules of engagement with our partners right from the start is the best way of cementing our joint endeavours and limiting the potential for conflict or misunderstandings. We have learnt that it is possible to pull diverse stakeholders together to achieve a common vision. And we have learnt that we were right about at least one thing – the importance of land and the incalculable impact of growing sustainable communities.

What of the future? Based on our past, we have a vision, we have a plan, we have forged some excellent partnerships, we have proved our worth and we are set to grow. We are going to accelerate the development of sustainable human settlements, and we are going to transform the segregated landscape. In the process, we are going to contribute to the development of a just and equitable society.

"I am so grateful for this home, especially when it rains. We don't hear the rain anymore! We have to open the door or look out of the window to see that it's raining."

Yoliswa Matyityi, N2 Gateway Boystown beneficiary

Construction, N2 Gateway (Cape Town)

"We enter our fifth year of operation under a new strategy and performance plan. I believe the new strategy and redesigned structure will make us a more effective organisation, responsive to the needs of the sector at national, provincial and local level."

Taffy Adler, CEO of the HDA

List of figures

List of tables

"One of the big issues that the HDA has been grappling with since its inception is how to effect the fundamental changes to the country's spatial geography in order to address the legacy of the past and build a more equitable and inclusive society where all citizens can enjoy a decent quality of life, access to services and a secure roof over their heads."

HDA member of staff

Multi-purpose community centre, Zanemvula (Nelson Mandela Bay)

Construction worker, N2 Gateway (Cape Town)

List of abbreviations

BNG	Breaking New Ground
CEO	Chief Executive Officer
CFO	Chief Financial Officer
COGHSTA	Cooperative Governance, Human Settlements and Traditional Affairs
CSIR	Council for Scientific and Industrial Research
DAG	Development Action Group
GIS	Geographic Information System
HDA	Housing Development Agency
IGR	Intergovernmental Relations
IP	Implementation Protocol
JCC	Joint Coordinating Committee
LaPsis	Land and Property Spatial Information System
MINMEC	Minister and Members of Executive Council
MEC	Member of Executive Council
NaHSLI	National Human Settlements Land Inventory
NASHO	National Association of Social Housing Organisations
NDHS	National Department of Human Settlements
NDP	National Development Plan
NUSP	National Upgrading Support Programme
PHDA	Priority Housing Development Areas
UISP	Upgrading Informal Settlements Programme
USDG	Urban Settlements Development Grant

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Acknowledgements

"I found it extremely satisfying to inherit an organisation that was already functioning well, consistently meeting its mandates and that has accomplished so much in its short history."

SS Somyo, chairperson, HDA board (2012 - 2014)

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