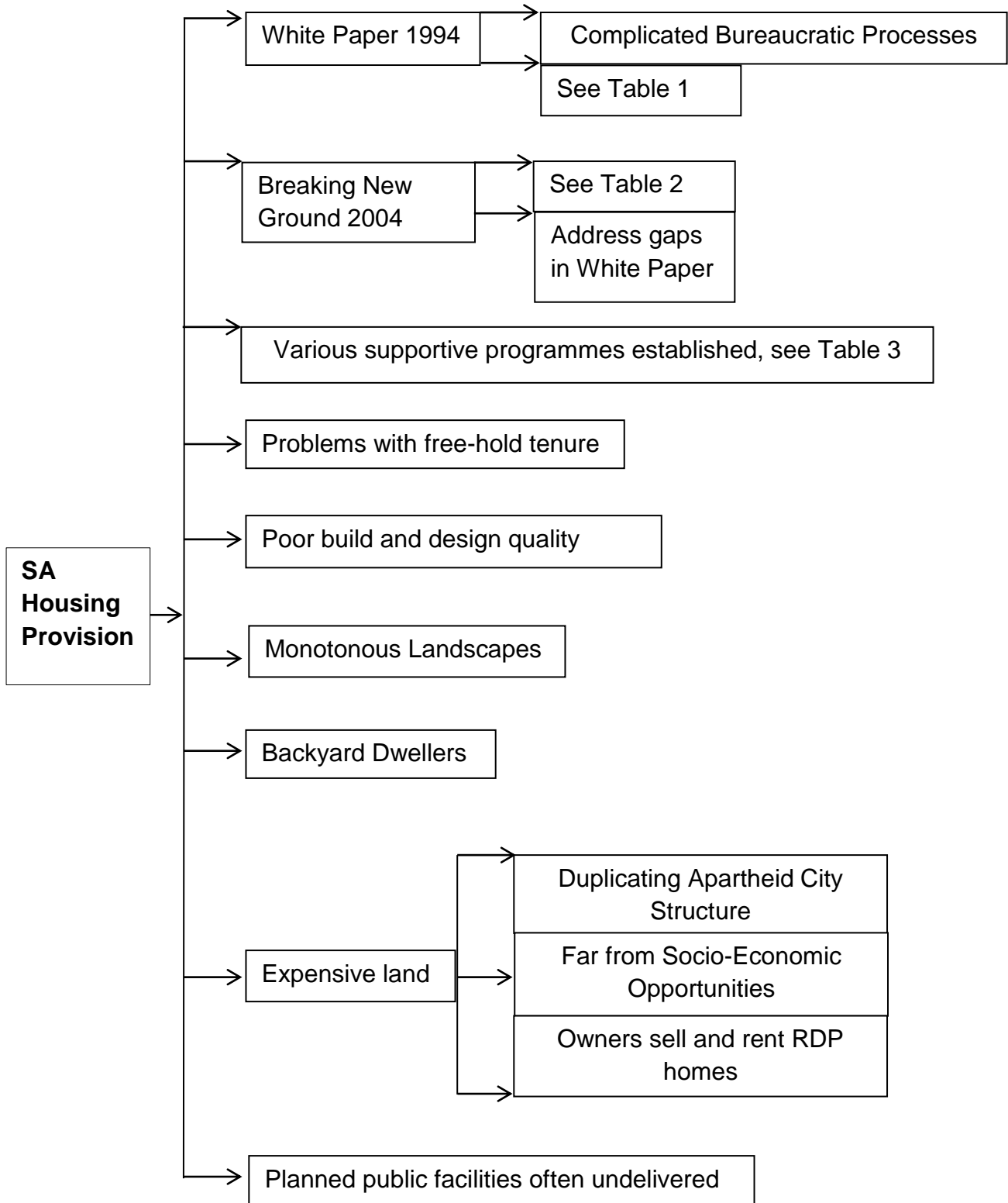


**SECTION A: LITERATURE STUDY**

**CHAPTER TWO: POLICY AND LEGISLATIVE OVERVIEW OF THE SOUTH AFRICAN HOUSING CONTEXT**



**Figure 3: Summary of Chapter 1: Policy and legislative overview of the South African housing context**

Source: Own construction (2012)

The following chapter will not provide dated statistics and figures regarding the condition of South African housing delivery, but will instead aspire to better orientate the reader with regard to the broader housing scene. This chapter will make use of the work of various authors as well as legislative and policy documents such as the White Paper on Housing Delivery of 1994, the Breaking New Ground Initiative (BNG) of 2004 and the National Housing Code of 2009. These documents will be discussed in table form.

## **2.1 Background and introduction on the South African low-cost housing context**

No one can deny the strides made by South Africa's post-Apartheid government in terms of housing delivery. However much more needs to be done in order to address the current need. According to Wilkinson (1998:216) the scale of the housing problem confronting the South African government is enormous. Maota (2011) states that the South African government has built over three million housing units since 1994. This indicates delivery in large numbers, yet housing backlogs increase yearly. According to The Citizen (2011) in 2011 twelve and a half million people were still waiting to be housed by government. The Financial and Fiscal Commission (2011) states that this relates to a total of more than two million units. According to Maota (2011) the growing backlog can be attributed to a sustained increase in the number of households, decreasing household size and increased urbanisation. The current approach and its inherent faults can be attributed to an ineffective institutional approach (SA, 1994:12).

Complicated bureaucratic administrative policies and out-dated financial and institutional frameworks have aided in the backlog and slow delivery of low-cost housing. Mabula (2011) states that legislation and laborious regulations such as the National Environmental Management Act have contributed to backlogs due to tedious and duplicated processes.

National and provincial policies have furthermore not been able to easily and quickly respond to the fast changing character and size of demand as a result of urbanisation. The high rate of urbanisation has concentrated housing needs in urban areas (Makamu, 2010:39).

The release and identification of state-owned and private land for low-cost housing projects in areas which can provide adequate economic, social and cultural opportunities has been a further setback in the delivery of sustainable human settlements. This results in low-cost housing situated on peripheral locations, duplicating the Apartheid city structure. Goebel (2007:291) states that since 1994, low-cost housing delivery has mostly involved building serviced townships on urban peripheries, which has presented a myriad of environmental, social and political concerns. Apartheid produced a wasteful urban structure which generated a dispersed rural settlement arrangement, which still hinders service provision and access to socio-economic and cultural amenities in the modern-day South African city (Makamu, 2010:39).

Goebel (2007:293) argues that South Africa's Apartheid legacy and persistent inequality remains an inhibiting factor. According to Holomisa (1999) the urban structures created by the Apartheid system will influence the urban environment for many years to come. The fragmented state of the South African city is still echoed by the development of low-cost housing in peripheral areas where inexpensive land is available. This leads to poorer, mostly black, South Africans still being settled in areas distant from the economic opportunities of central business districts (CBD's) and other nodes of economic importance. This is made clear in the following phrase: '...most new development of low-cost housing continues to be on the urban periphery. Inner city land is expensive and often controlled by powerful business interests. The market-led approach favoured by housing policy, which means government would have to pay a fair market price for such land, arguably precludes development of expensive inner city land' (Goebel 2007:294).

According to Mabula (2011) a disjuncture between spatial plans and housing strategies further contribute to difficulties in identifying affordable and well-located land for low-cost residential development. Where low-cost residences are delivered on the periphery or even on better located land, the quality of the units delivered still leaves much to be desired. New houses and infrastructure are of poor quality, are rapidly deteriorating and require continuous maintenance (Goebel, 2007:292). The pressure to deliver in large numbers has superseded quality and sustainability considerations (Mahomed 2000:1).

According to Isaacs and Naido (2006) the South African government has sacrificed quality in order to try and meet election pledges. Mabula (2011) states that as a result of poor build quality, thousands of completed homes have to be demolished and rebuilt or extensively repaired. In Gauteng alone, 80 648 units had been identified to be demolished since 2006. Problems extend beyond the standard of construction and design considerations need more attention.

Inhabitants dislike the current housing model used and would prefer larger homes. Poulsen & Silverman (2005:2) states that housing beneficiaries have often expressed their dissatisfaction with the state of finishes and the size of units provided. It is too often forgotten that planners and development authorities are not merely delivering housing units to an anonymous number of names on the housing list, but are in fact providing homes to families who may live there for generations.

According to Goebel (2007:292) the unhappiness of the public regarding housing delivered leads to owners selling or renting out their Reconstruction and Development Programme (RDP) units, opting to live in informal settlements to earn an additional income from their homes. UN-Habitat (2011:74) states that although informal settlements imply substandard living conditions, inhabitants live there for free and are often closer to work opportunities, saving money on long distance transportation costs.

Subsidised homes are repeatedly too expensive to maintain, with operating expenses which are too costly for beneficiaries to afford. Where low-cost options are delivered, these units need to suit the low-income inhabitants for whom they are intended.

Providing units which lead to a preference for informal living is unacceptable. The focus has to shift from merely delivering some degree of shelter to the provision of low-income residential environments which promote the establishment of liveable neighbourhoods and sustainable communities which encourage an improved quality of life.

Dewar and Uytenbogaardt (1995:2) describe the landscape of finished low-cost housing projects in South Africa as 'bleak, wind-blasted landscapes...covered by a non-differentiated blanket of free-standing little boxes, located kilometres from significant employment nodes.' Wenzel (2010) states that low-cost housing schemes are aesthetic disaster areas, with rows of uniform units which impart no sense of identity or individuality. The South African demography presents a diversity of cultural groups which provide both the need and opportunity for a more diversified design approach which addresses the country's diverse design heritage.

Dewar and Uytenbogaardt (1995:2) suggest a focus on achieving urban qualities rather than providing mere shelter along with a theme of pedestrian friendly environments, as opposed to the vast pedestrian unfriendly developments which are currently the norm. More attention should thus be given to the creation of a sense of place and neighbourhood, rather than the cookie cutter approach to delivering duplicated and sterile low-cost housing developments which has become the norm. An approach which focuses on the environment in its entirety is vital. In the quest to provide truly sustainable human settlements, equal attention should be given to aesthetic and natural environmental considerations.

Goebel (2007:297) states that the environmental impact of low-cost housing developments cannot be ignored. If adequate infrastructure is not provided surface and groundwater contamination can occur, causing health problems in areas where people do not always seek or have adequate access to medical facilities.

The Urban Development Framework (SA, 1997:5) states that improving housing and infrastructure in South Africa is of vital importance. This involves the upgrading and construction of housing and the extension of existing infrastructure provisions. According to Ebsen & Rambel (2000:3) water supply and sanitation must be designed and maintained appropriately to minimise the impact on the local environment. The fact that littering and dumping on any location in low-cost areas is a common occurrence, also leads to environmental degradation.

No matter the geographic location of development, one persuasion seems to unify all cultures: the belief that housing should be provided free of charge to all. This conviction is strengthened by political parties campaigning for votes and promising unrealistic housing delivery to potential voters. Wenzel (2010) states that the housing crisis is a major political issue for every ruling party in all developing countries. Politicians often promise more than can be realistically delivered given the resources available. No matter what politicians promise, one principle should guide housing delivery: housing is a basic human right. The United Nations Habitat Agenda of 1996 states that: 'Everyone has the right to an adequate standard of living for themselves and their families' (UN, 1996:4). However the common South African in need of a subsidised house has come to expect a certain product, namely a single unit with a separate and serviced stand, which is greatly fuelled by political promise and assurance. This methodology is certainly not the only approach which can provide an adequate standard of living, but anything not prescribing to the expected norm is often met with pessimism and protest.

The low-income South African settlement presents a unique and complicated character, enhanced by the existence of a backyard rental sector. Bank (2007:2) states that the acceptance of backyard dwellers as a traditional aspect of the African cityscape is a persisting problem. In South African cities between 30% and 50% of all homes in townships house shacks in their yards. It seems that with formal housing development, informal backyard settlement will always follow. There was wide speculation in the past that more formalised development would stop backyard settlers, but this has proven not to be the case. Once this sector is accepted and embraced as an opportunity and not a threat, can headways be made in delivering sustainable settlements. The backyard rental sector will be extensively discussed in Chapter 6 (See p 73).

According to Goebel (2007:292) the overriding model of free-hold tenure insufficiently deals with the dynamics of poverty, and several categories of the poor, such as migrant and temporary workers and many women, who would be better served by rental accommodation. Housing delivery in South Africa thus does not always meet the needs of the consumer it serves, resulting in discrepancies between what is needed and what is received. This leads to further dissatisfaction and the delivery of expensive, but superfluous housing. Fortunately the South African government has realised that the current approach to delivery is not successful and in this regard problems were already identified in 1994.

## **2.2 The White Paper on a New Housing Policy and Strategy for South Africa of 1994**

Table 1 summarises the most prominent inhibiting factors to low-cost housing delivery in South Africa according to the White Paper on a New Housing Policy and Strategy for South Africa of 1994.

**Table 1: The most important inhibiting factors to South African housing delivery**

<b>Inhibiting factor</b>	<b>Explanation</b>
<b>Scale of the Housing Problem</b>	<ul style="list-style-type: none"> <li>-Geographic disparities between rural and urban areas.</li> <li>-Large portions of S.A's population earn Low-Incomes.</li> </ul>
<b>Structure of South African Human Settlements</b>	<ul style="list-style-type: none"> <li>-Concentrated need with higher housing needs in urban areas.</li> <li>-Inefficient and Inequitable cities, segmented according to race, class, service levels etc.</li> <li>-Dispersed rural settlement structure.</li> </ul>
<b>Institutional Framework</b>	<ul style="list-style-type: none"> <li>-Duplication of housing institutions and funding mechanisms by fragmented racial and geographic structures.</li> <li>-Inability to carry out responsibilities due to inadequate resources and inexperienced officials.</li> <li>-Local government transition is slow.</li> </ul>
<b>Policy Framework</b>	<ul style="list-style-type: none"> <li>-Lack of overall housing strategy.</li> <li>-Municipality of legislation with duplication of legislation.</li> </ul>
<b>End-User Finance and Subsidies</b>	<ul style="list-style-type: none"> <li>-Poorly focussed use of housing funds.</li> <li>-Duplicated and poorly targeted subsidies.</li> <li>-Lack of end-user finance.</li> </ul>
<b>Land and Planning Issues</b>	<ul style="list-style-type: none"> <li>-Lack of coherent policy on land.</li> <li>-Land identification.</li> <li>-Constraints to land assembly.</li> <li>-Land planning with burdensome legislation.</li> <li>-Land invasions through increased informal settling.</li> <li>-Land title with many different tenure arrangements.</li> </ul>
<b>Sociological Issues</b>	<ul style="list-style-type: none"> <li>-High expectations.</li> <li>-Crime and violence derail development.</li> <li>-Lack of consumer protection.</li> <li>-Poor consumer education.</li> <li>-Perceptions of housing.</li> </ul>

	<ul style="list-style-type: none"> <li>-Non-payment of services.</li> <li>-Special needs housing such as old age homes.</li> </ul>
<b>Economic Issues</b>	<ul style="list-style-type: none"> <li>-A low rate of growth.</li> <li>-Declining per capita income.</li> <li>-Highly unequal distribution of income which penalises low-income groups.</li> <li>- Mass unemployment.</li> <li>-Low levels of gross domestic investment and fixed capital formation.</li> <li>-Declining personal domestic savings.</li> <li>-High consumption: savings ratio among low-income groups.</li> <li>-High level of government dissaving.</li> <li>-Persistent inflation.</li> <li>- A persistent balance of payments constraint.</li> </ul>

Source: Adapted from White Paper on a New Housing Policy and Strategy for South Africa (SA, 1994:10-16)

As a result of the state of housing delivery, government released a new strategy to deal with backlogs and delivery problems in 2004, known as the Breaking New Ground Initiative (BNG). Isaacs and Naidu (2006) state that this document places an emphasis on the building of homes, instead of the provision of inadequate structures merely intended to house the nation. The Breaking New Ground document will not be intensively covered, but note should be made of governments realisation of the problem, and their attempts to rectify the situation.

### **2.3 The Breaking New Ground Initiative of 2004**

Table 2 briefly summarises some of the resolutions suggested by the BNG Initiative as measures to address the difficulties in South African low-cost housing delivery. This table also states the value of these resolutions.

**Table 2: BNG solutions to address the South African housing dilemma**

<b>BNG Suggests</b>	<b>Done by</b>	<b>Value</b>
<b>Supporting both the primary and secondary housing market</b>	-Expanding the scope of the housing mandate.	-A more inclusive approach is needed.
<b>Shifting from product uniformity to demand responsiveness</b>	-Not single plots on single stands in distant locations. -Address multi-dimensional needs of human settlements.	-Benefits of alternatives need to be recognised. -Housing should improve all standards of living.
<b>Creating linkages between primary and secondary residential property market</b>	-Support Individual Housing Demand -Removing barriers to housing trade. -Focus on local level. -Enhance access to title.	-Facilitate individual property transactions. -Simplify tenure procedures to fit education level of people serviced.
<b>Progressive Informal Settlement Eradication</b>	-Integration of informal settlements into urban fabric. -Upgrading instruments. -In-situ upgrading. -Social housing solutions.	-Informal settlements are part of broader socio-economic problems. -Employment, education etc. is vital.
<b>Promoting Densification and Integration</b>	-Densification policy. -Residential development permits -Fiscal incentives.	-Introduce Alternative Housing typologies. -Placing different groups next to/closer to one another.
<b>Enhancing spatial Planning</b>	-Accessing well-located state-owned land. -Acquisition of well-located private land. -Funding for land acquisition. -Fiscal Incentives.	-Enhancing the location of new housing projects. -Holistic approach is needed.
<b>Support Urban Renewal and Inner City Regeneration</b>	-Encourage social housing. -Increase effective demand.	-New uses should be integrated with surrounding uses and not be poorly placed.
<b>Developing Social and Economic Infrastructure</b>	-Construct social and economic infrastructure. -New funding mechanisms. -Municipal implementation.	-Facilities promised should be delivered. -Private Investment will be necessary.

<b>Enhancing the Housing Product</b>	<ul style="list-style-type: none"> <li>-Addressing housing quality.</li> <li>-Enhancing housing design.</li> <li>-Enhancing settlement design.</li> </ul>	<ul style="list-style-type: none"> <li>-Attention should be given to untraditional alternatives.</li> <li>-Proactive approach opposed to rectifying past quality problems.</li> </ul>
<b>Existing and new housing instruments</b>	<ul style="list-style-type: none"> <li>-Informal Settlement Upgrading Instrument.</li> <li>&gt;New funding mechanism for informal settlement upgrading.</li> <li>&gt;Implementation.</li> <li>&gt;Redirecting the People's Housing Process.</li> <li>&gt;Redefining the People's Housing Process.</li> <li>&gt;New funding mechanism for PHP</li> <li>&gt;Institution Building.</li> </ul>	<ul style="list-style-type: none"> <li>-Upgrading living conditions where people have already established themselves.</li> <li>-Should give attention to housing and infrastructure.</li> <li>-Partnerships between different spheres is important.</li> </ul>
<b>Social Housing Instrument</b>	<ul style="list-style-type: none"> <li>-Redefining the concept of social housing.</li> <li>-New funding mechanism for social housing.</li> <li>-Building Institutional capacity within the social housing sector.</li> <li>-Research on backyard rental accommodation.</li> </ul>	<ul style="list-style-type: none"> <li>-social housing typologies be conceptualized broadly to ensure the inclusion of all income groups.</li> <li>-Backyard dwellers are a characteristic of SA's housing environment.</li> </ul>
<b>Developing a Rural Housing Instrument</b>	<ul style="list-style-type: none"> <li>-Tenure, livelihood strategies and broader socio-cultural issues.</li> <li>-Enhancing traditional technologies and indigenous knowledge.</li> <li>-Developing appropriate funding mechanisms.</li> </ul>	<ul style="list-style-type: none"> <li>-Farm workers should receive attention.</li> </ul>
<b>Adjusting Institutional Arrangements within Government</b>	<ul style="list-style-type: none"> <li>-Redefinition of roles, responsibilities and processes in government.</li> <li>-Expanding the role of local government</li> <li>-Building municipal capacity.</li> <li>-Housing and Municipal Integrated Development plans.</li> <li>-National and Provincial institutional reforms.</li> <li>-Promote inter-/ intra- governmental alignment.</li> </ul>	<ul style="list-style-type: none"> <li>-All improvements in delivery start with government.</li> <li>-Better co-ordination between governmental spheres in important.</li> <li>-Should give attention to ability of local authority to get to grassroots level.</li> </ul>

<b>Institution and Capacity Building</b>	<ul style="list-style-type: none"> <li>-Municipalities.</li> <li>-Social housing institutions.</li> <li>-PHP institutions.</li> <li>-Financial institutions.</li> <li>-Communities.</li> </ul>	<ul style="list-style-type: none"> <li>-People should be educated about financing and housing processes.</li> <li>-Community should be empowered.</li> </ul>
<b>Financial arrangements</b>	<ul style="list-style-type: none"> <li>-Restructuring the subsidy instrument</li> <li>-Adjusting beneficiary contributions and criteria.</li> <li>-Enhancing funding flows</li> <li>-Addressing fraud, corruption and maladministration.</li> </ul>	<ul style="list-style-type: none"> <li>-Administrative and financial processes should suit the complex needs of the homeless.</li> </ul>
<b>Employment Creation And Housing</b>	<ul style="list-style-type: none"> <li>-Employment Creation Strategy</li> <li>-Labour intensive guidelines.</li> <li>-Suitability assessments and targets.</li> <li>-On-site materials production.</li> <li>-Capacity building for job creation.</li> <li>-Enhancing capacity.</li> </ul>	<ul style="list-style-type: none"> <li>-Alternative construction materials and techniques which create employment opportunities and local production enhancement.</li> </ul>
<b>Information, Communication And Awareness Building</b>	<ul style="list-style-type: none"> <li>-Improving market information and transactional support.</li> <li>-Mobilizing communities.</li> <li>-Strengthening the People's Contract.</li> </ul>	<ul style="list-style-type: none"> <li>-Estate agents need to be involved in housing processes</li> <li>- Communities and community-based organisations should be mobilized</li> </ul>
<b>Systems, Monitoring And Evaluation</b>	<ul style="list-style-type: none"> <li>-Housing subsidy and expenditure data.</li> <li>-Performance measurement.</li> </ul>	<ul style="list-style-type: none"> <li>-Databases need to be updated</li> <li>-Progress needs to be evaluated and monitored and adjustments made.</li> </ul>

Source: Adapted from Breaking New Ground: A Comprehensive Plan for the Development of Sustainable Human Settlements (SA, 2004:7-27)

The BNG Initiative has proven to be successful in certain low-cost housing developments such as Olievenhoutbosch in Gauteng, and less so in others, such as the N2 Gateway project in Cape Town. These developments will be discussed under the empirical research conducted, as Chapter 11 (see p 150) of this study.

The BNG Initiative indicates that the South African government has come to realise that innovative and proactive thinking is needed to aid in the provision of sustainable human settlements. In this regard a myriad of supporting programmes have been instigated by the South African government in support of the Breaking New Ground Initiative. These programmes are summarised by the National Housing Code (2009) as is illustrated by Table 3.

#### **2.4 The National Housing Code of 2009**

Table 3 thus provides a brief summary of the programmes synthesised by the National Housing code of 2009.

**Table 3: Other supporting housing programmes**

<b>Programme</b>	<b>Brief explanation</b>
<b>Integrated Residential Development Programme (IRDP)</b>	<ul style="list-style-type: none"> <li>-Low income settlements are still situated on the urban periphery, devoid of socio-economic amenities.</li> <li>-IRDP provides for acquisition of more appropriate land.</li> <li>-IRDP provides for the servicing of commercial, residential, educational, health care and low- and middle-income housing stands.</li> <li>-Land-use and income group mixes to be based on local planning and needs assessment.</li> </ul>
<b>Upgrading of Informal Settlements</b>	<ul style="list-style-type: none"> <li>-Seeks to upgrade living conditions by providing secure tenure &amp; access to basic services &amp; housing.</li> <li>-Access to abovementioned acts as instigator to improve socio-economic circumstances.</li> <li>-Ensures the survival of community networks and community empowerment by involving beneficiary communities in project life cycle.</li> <li>-Aims for social cohesion, stability and security in integrated developments, employment creation for communities which did not previously have access to land and business services, formal housing and social and economic amenities.</li> <li>-Focus on in situ upgrading of informal settlements.</li> <li>-Where terrain is not inhabitable, residents may be relocated.</li> <li>-Programme only finances the provision of serviced stands.</li> <li>-Also upgrades socio-economic amenities.</li> </ul>
<b>Provision of Social and Economic Facilities</b>	<ul style="list-style-type: none"> <li>-Backlogs in existing settlements result in institutional facilities not being delivered in new housing projects.</li> <li>-Programme funds primary social and economic amenities in existing and new housing areas and informal settlement upgrading projects where funding is not available from other sources.</li> <li>-Need ascertained through assessment/audit</li> <li>-Ownership of new facilities vested in Municipalities</li> </ul>

<p><b>Housing Assistance in Emergency Circumstances</b></p>	<ul style="list-style-type: none"> <li>-Where settlement upgrading takes place, households may need to be temporarily relocated.</li> <li>-Households may need temporary housing relief following natural/manmade disasters.</li> <li>- Emergency Housing Assistance Programme may then be used for temporary housing for disaster victims.</li> <li>-Grants made available to municipalities to provide temporary aid, limited to absolute essentials.</li> <li>-Programme may never be used to fund normal housing development.</li> <li>- Land identified for emergency housing should be contained in the housing chapter of the Municipal Integrated Development Plan (IDP).</li> </ul>
<p><b>Social Housing Programme</b></p>	<ul style="list-style-type: none"> <li>-Security of tenure remains one of the fundamental principles of housing policy.</li> <li>-Increased need to provide rental units which provide secure tenure.</li> <li>- need to provide poor households with access to employment opportunities and the full range of urban amenities.</li> <li>-Social Housing Programme applies only to “restructuring zones”, identified as areas of economic opportunity where urban renewal/restructuring can best be achieved.</li> <li>-Also aims to develop affordable rental in areas with underutilised bulk infrastructure.</li> <li>-Social Housing Regulatory Authority deals with the accreditation of Social Housing Institutions.</li> <li>-Social housing projects need to demonstrate their viability especially in relation to the goals of integration and restructuring.</li> <li>- Institutional Subsidy Programme may be used to develop affordable rental housing outside restructuring zones.</li> </ul>
<p><b>Institutional Subsidies</b></p>	<ul style="list-style-type: none"> <li>-The market has not provided adequate units in the lower end of the rental market.</li> <li>-Institutional Housing Subsidy Programme introduced to provide capital grants to social housing institutions which construct and manage affordable rental units.</li> <li>- Housing institutions need to meet certain criteria to qualify for the subsidy.</li> </ul>

<p><b>Community Residential Units Programme (CRU)</b></p>	<ul style="list-style-type: none"> <li>-Need for affordable rental housing made apparent by existence of extensive backyard sector.</li> <li>- Both the Social Housing and the Institutional Subsidy Programmes do not provide rental accommodation affordable to the very poor (high cost of multi-level units and the resultant high rental charges)</li> <li>-CRU aims to facilitate the provision of secure, stable rental tenure for lower income persons/households.</li> <li>-Development of sustainable public rental housing assets to remain in public ownership.</li> <li>CRU assists long-term capital or major maintenance</li> <li>-Funding of operating costs to come from the rental income collected by the owner</li> </ul>
<p><b>Individual Subsidy Programme</b></p>	<ul style="list-style-type: none"> <li>-Provides access to state assistance to qualifying households wishing to acquire an existing house/vacant serviced residential stand, linked to a house construction contract through an approved mortgage loan.</li> <li>-Encourages growth of secondary residential property market.</li> <li>-Provides access to funding through credit linked subsidies and non-credit linked subsidies.</li> </ul>
<p><b>Rural Subsidy: Communal Land Rights</b></p>	<ul style="list-style-type: none"> <li>-In areas of communal tenure freehold</li> <li>-Tenure can in generally not be easily secured.</li> <li>-Rural Housing Programme only applies in areas of communal tenure and requires that tenure rights first be confirmed through the processes prescribed by the Minister of Rural Development and Land Reform.</li> <li>-Housing subsidy may be utilised for: <ul style="list-style-type: none"> <li>&gt;Development of internal municipal services where no alternative funds are available.</li> <li>&gt;House building.</li> <li>&gt;Upgrading of existing services where no alternative funding is available.</li> <li>&gt;Upgrading existing housing structures or any combination of the said options.</li> </ul> </li> <li>-Where applicable local traditional councils receive duties for land administration.</li> </ul>

<p><b>Consolidation Subsidy Programme</b></p>	<ul style="list-style-type: none"> <li>-Many households were established on serviced sites with no housing units.</li> <li>-Beneficiaries of such stands may apply under this Programme for further assistance to construct a house or to upgrade / complete their house.</li> </ul>
<p><b>Enhanced Extended Discount Benefit Scheme (EEDBS)</b></p>	<ul style="list-style-type: none"> <li>-Supports the decisions made regarding the transfer of pre-1994 housing stock.</li> <li>-Intended to stimulate and facilitate the transfer of public housing stock to qualifying occupants.</li> <li>- ensures that the occupants of public housing stock are provided with the opportunity to secure individual ownership of their housing units.</li> </ul>
<p><b>Rectification of certain residential Properties created under the pre-1994 Housing Dispensation</b></p>	<ul style="list-style-type: none"> <li>-To improve state financed residential properties created during the pre-1994 housing dispensation and are still in ownership of the public sector institution and/or that were disposed of to beneficiaries.</li> <li>-Aims to improve municipal engineering services where inadequate services were delivered and the reconstruction of dwellings that are severely structurally compromised.</li> <li>-Minimum technical standards are not applicable to the demolition and reconstruction of buildings in a new location due to inappropriate location and/or township layout and design.</li> </ul>
<p><b>Housing Chapters of an Integrated Development Plan (IDP)</b></p>	<ul style="list-style-type: none"> <li>-An IDP is an inclusive plan for municipal development which links, integrates and coordinates plans, taking development proposals into account which comply with the requirements of the Municipal Systems Act, 2000 (Act 32 of 2000) and is compatible with national and provincial development plans.</li> <li>-A Housing Chapter in the IDP provides guidelines for the inclusion of housing planning in IDP processes and suggests an approach to the formulation of Housing Chapters in IDPs.</li> <li>-The Programme provides assistance to municipalities who do not have the resources to undertake the Housing Chapters of their IDP's.</li> <li>-IDP Housing Chapters are important because they: <ul style="list-style-type: none"> <li>&gt;Contribute to spatial development integration and the proper use of Government housing investments.</li> <li>&gt;Contribute to the establishment of sustainable human settlements.</li> </ul> </li> <li>-Programme focuses on the compilation of Housing Sections of Integrated Development Plans.</li> </ul>

	<ul style="list-style-type: none"> <li>- Projects that are not indicated in the Municipal IDPs will not be funded from the National Housing Programmes in future.</li> <li>- A 'Housing Voice' is the most important aspect of the Housing Chapter for IDP.</li> <li>- The 'Housing Voice' represents a person/persons who will champion housing issues in the IDP to ensure that the Housing Chapter of the IDP addresses the housing planning needs of the municipality and province.</li> </ul>
<p><b>Operational (OPS/CAP)</b></p> <p><b>Capital</b></p> <p><b>Budget</b></p>	<ul style="list-style-type: none"> <li>-OPS/CAP provides a framework for funding to assist provincial governments by providing funding for the appointment of external expertise to supplement capacity shortages.</li> <li>-Administration is subject to the Division of Revenue Act (DORA).</li> <li>- Where a National Housing Programme provides funding for project management purposes, such allowances may not be increased through the application of the OPS/CAP Programme.</li> </ul>
<p><b>Enhanced People's Housing Process (EPHP)</b></p>	<ul style="list-style-type: none"> <li>- Assists households who wish to enhance their houses by contributing towards the building of their own homes.</li> <li>-EPHP provides beneficiaries with organisational, technical and administrative assistance.</li> <li>-Supplies training on house construction.</li> <li>-Participation is promoted because it saves labour costs, avoids payment of a profit element to developers and optimises control and decision making.</li> <li>-EPHP is a community driven process and community contribution is broadly defined, extending beyond labour contributions.</li> <li>-The programme may apply to a variety of development circumstances.</li> </ul>
<p><b>Farm Residents Housing Assistance Programme</b></p>	<ul style="list-style-type: none"> <li>-Provides capital subsidies for the development of engineering services where no other funding is available, and adequate houses for farm workers and occupiers.</li> <li>-Provides a flexible package of housing models to suit the local context.</li> <li>-Programme is cautiously applied as to not develop unsustainable farm worker settlements which distort existing settlement patterns and increase service delivery burdens.</li> </ul>

	<ul style="list-style-type: none"> <li>-Will be applied where labourers are dependent on housing on farms which are situated too far from towns.</li> <li>-Farm owner is regarded as a key service delivery agent, providing water and sanitation.</li> <li>-The farm owner may provide formal rental accommodation on land for the farm residents or may decide to subdivide the farm into small subsistence agriculture holdings and transfer such to the relevant residents.</li> <li>-Funding will only be available for the provision of basic water and sanitation services as an option of last resort. Such services must be financed from other funding resources.</li> </ul>
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Source: Constructed from National Housing Code (2009:13-47)

The programmes and initiatives provided in Table 3 were initiated in the hopes of drastically improving housing delivery in South Africa. Many of these programmes have proven to be successful in various instances, but it seems that none have severely improved delivery to their full potential extent.

## **2.5 Conclusion to a policy and legislative overview of the South African housing context**

In terms of the policy and legislative framework applicable to low-cost residential development in SA, it becomes clear that the problems faced in delivering adequate housing in terms of qualitative and quantitative measures cannot be attributed to any singular factor. Instead the entire context of low-cost housing delivery plays a part in the enormous need for housing and the inability to meet growing demands. Government literature such as the White Paper on a New Housing Policy and Strategy of 1994, the Breaking New Ground Initiative of 2004 and the National Housing Code of 2009, provide proof that government has identified weaknesses and opportunities for improvement. The practical merits of these theoretical concepts are however not easily put into practice in the diverse South African landscape.

It seems that the recognition of a need for the adoption of improved and alternative approaches to low-cost residential development is not the problem. It becomes evident from the policies discussed in this chapter that the challenge lies in implementing the theoretical approaches which are provided by policies and research. Chapter 3 will discuss the concepts of Clarence Stein and Clarence Perry as well as their value in the South African context.