Creating Housing in Sustainable Communities

NQF 4

Workbook
In the quest for building 'integrated sustainable human settlements', a learning partnership between the National Department of Human Settlements (NDHS) and the Sustainability Institute (SI) was formed, at the request of NDHS, in November 2008.

In our journey, together with community members and NDHS officials, we have developed this curriculum – trying, testing and reworking in all South Africa’s nine provinces.

We have many to acknowledge:

- NDHS for initiating and funding this ambitious project;
- Officials and community members who have provided input and feedback;
- SI for the pioneering work with Lynedoch EcoVillage that began this journey, and the overall project design;
- SI and Juta for project management and support;
- Learning for Sustainability (registered FET) for invaluable training support and quality control;
- Construction SETA (CETA) for ongoing assistance;
- Many thanks to all authors, editors, project managers and support teams that produced these materials.

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All sources of external data are acknowledged and referenced where they appear in the materials.

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Introduction

Welcome to this course! On successful completion of this workbook, you should have acquired all the knowledge and skills against the following unit standard:

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<th>Credits</th>
<th>Level</th>
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</thead>
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<tr>
<td>262928</td>
<td>Promote people’s equality, diversity and rights in relation to housing.</td>
<td></td>
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</tr>
<tr>
<td>110497</td>
<td>Identify and explain the purpose of integrated development planning (IDP).</td>
<td></td>
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<tr>
<td>263908</td>
<td>Demonstrate an understanding of social housing concepts, principles and processes.</td>
<td></td>
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<tr>
<td>244302</td>
<td>Demonstrate an understanding of the planning functions of Local Economic Development.</td>
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<tr>
<td>263895</td>
<td>Monitor and deal with resident and visitor behavior in a social housing context.</td>
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</tr>
</tbody>
</table>

Each of the unit standards is included at the end of each chapter in the form of a self assessment document.

What is assessment all about?

Assessment takes place at different intervals of the learning process and includes various activities. Some activities will be done before the commencement of the programme whilst others will be done during programme delivery and others after completion of the programme.

The assessment experience should be user friendly, transparent and fair. Should you feel that you have been treated unfairly, you have the right to appeal. Please ask your facilitator about the appeals process and make your own notes.

Important words and ideas

Important words and ideas: in this book we will use and introduce you to terms and phrases used in the industry but we will also explain those concepts in simple terms.

Something to know

Something to know: We learn from teaching and by experience, which means that each of us brings different prior knowledge to any new learning process. Inevitably, each individual in a group has a different depth of prior knowledge and this characteristic has led to the universal ‘Rule of Thirds in Learning’:
• One third of the information you are given will already be known by you;
• One third is likely to be information you have come across before but you
  may have forgotten, or perhaps you were not paying attention at the time;
  and
• One third will probably be information that is new to you.
Our advice is to check everything you read in this book and, if you are sure it
is something you know and understand, then press on with the next section
(perhaps offering help to someone to whom the information is new, which will
reinforce your understanding).

Something to think about
These are suggestions of things learners can think about to enhance their
understanding of the content.

Do this now!
These are things learners should do in class. we have included this feature so
that learners are given the opportunity to discuss and unpack difficult content.

Please note that all completed activities, tasks and other items on which you
were assessed must be kept in good order as it becomes part of your Portfolio of
Evidence for final assessment.
How this book works

Lots of artwork to help you understand the work

There are the Unit Standard/s that you will achieve by the end of the chapter

Specific Outcomes list what you will know and be able to do by the end of the chapter

Case studies are followed by activities so you can apply your skills

These explain important words and ideas

This is the unit number and title, which tells you what you will be covering

People’s rights and housing

UNIT 1  IDP framework

1. Reflection of understandings to be able to do

- Read the following summaries carefully.

a) Communication is the giving and receiving of information. When you speak, you give information to the listener. When you listen, you receive information from the speaker.

b) Communication can be done non-verbally. Examples are hugging, cuddling, making eye contact, and touching.

2. Something to think about

- Think about the following questions.

a) What are the steps to communication? Why are these important?

b) How can you improve your communication skills?
## Chapter 1: People’s rights and housing

**U/S No. 262928  NQF Level: 4  Credits: 5**

<table>
<thead>
<tr>
<th>Assessment Criteria Can the learner:</th>
<th>Student’s Workbook Pg</th>
<th>Assessment method/tool</th>
<th>Resources required</th>
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</thead>
<tbody>
<tr>
<td><strong>Unit 1 Housing: rights and responsibilities</strong></td>
<td></td>
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</tr>
<tr>
<td>Explain people’s rights to access adequate housing in terms of the Constitution (SO1 AC1)</td>
<td>3 – 9</td>
<td>Questioning, practical assignment Activity 2 page 9</td>
<td>The Constitution, 1996 (Bill of Rights)</td>
</tr>
<tr>
<td>Recognise and explain with examples people’s right to make their own decisions in the context of housing needs (SO1 AC2)</td>
<td>6 – 7</td>
<td>Discussion</td>
<td>Student’s Workbook</td>
</tr>
<tr>
<td>Explain people’s equality to services and facilities within the contexts of legislation and organisational policies (SO1 AC3)</td>
<td>3 – 8</td>
<td>Discussion</td>
<td>Student’s Workbook</td>
</tr>
<tr>
<td>Explain with examples ways of giving support to those people who are unable to exercise their rights personally (SO1 AC4)</td>
<td>8</td>
<td>Activity 1 page 9</td>
<td>Student’s Workbook National Housing Code</td>
</tr>
<tr>
<td>Compile and record for future use information relating to the promotion of rights and responsibilities of people (SO1 AC5)</td>
<td>9</td>
<td>Activity 2 page 9, practical assignment</td>
<td>Student’s Workbook National Housing Code</td>
</tr>
<tr>
<td>Explain the effect of quality and inequality on people’s social well-being within the context of housing provision (SO2 AC4)</td>
<td>7 – 9</td>
<td>Activity 2 page 9, practical assignment</td>
<td>Student’s Workbook</td>
</tr>
<tr>
<td>Assessment Criteria</td>
<td>Student’s Workbook Pg</td>
<td>Assessment method/tool</td>
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<td>Can the learner:</td>
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<tr>
<td><strong>Unit 2 Promote equality and diversity of people with regard to housing</strong></td>
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<tr>
<td>Analyse and explain the effects of social and economic conditions of communities in housing markets in relation to the capacity of local communities to access housing given the local factors (SO2 AC1)</td>
<td>7, 8, 10 – 12</td>
<td>Do this now! On page 8</td>
<td>Student’s Workbook</td>
</tr>
<tr>
<td>Explain and minimise the impact of discrimination in relation to the allocation of housing in accordance with organisational policies and guidelines (SO2 AC6)</td>
<td>10 – 14</td>
<td>Discussion</td>
<td>Student’s Workbook, Promotion of Administrative Justice Act (3 of 2000)</td>
</tr>
<tr>
<td>Identify and explain difficulties in promoting equality and diversity in the context of housing provision in order to determine the type of support needed (SO2 AC7)</td>
<td>5, 8, 10, 11</td>
<td>Discussion, questioning</td>
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</tr>
<tr>
<td>Complete and keep in accordance with organisational requirements accurate and eligible records relating to the promotion of equality and diversity (SO2 AC8)</td>
<td>12 – 15</td>
<td>Practical assignment Activity 4 page 15</td>
<td>Student’s Workbook, Promotion of Access to Information Act (2 of 2000)</td>
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<tr>
<td>Explain with examples structural inequalities in the current provision of housing and the effect of these on people’s lives (SO2 AC9)</td>
<td>10 – 11</td>
<td>Discussion</td>
<td>Student’s Workbook</td>
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<tr>
<td>Store and retrieve information from recording systems in a way that is consistent with the requirements of legislation and organisational policy (SO3 AC1)</td>
<td>14</td>
<td>Questioning Activity 3 page 15</td>
<td>Student’s Workbook Promotion of Administrative Justice Act (3 of 2000)</td>
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<tr>
<td>Keep accurate and legible information for record purposes (SO3 AC2)</td>
<td>12 – 13</td>
<td>Something to think about Activity 3 page 15</td>
<td>Student’s Workbook</td>
</tr>
<tr>
<td>Disclose information only to those who have the right and need to know based on the availability of proof of identity in accordance with organisational requirements (SO3 AC3)</td>
<td>12 – 14</td>
<td>Something to think about Activity 3 page 15</td>
<td>Student’s Workbook</td>
</tr>
<tr>
<td>Take precautions when communicating confidential or sensitive information to those who have the right to it and the need to know (SO3 AC4)</td>
<td>12 – 14</td>
<td>Something to think about Activity 3 page 15</td>
<td>Student’s Workbook</td>
</tr>
<tr>
<td>Disseminate information in a clear and appropriate manner (SO3 AC5)</td>
<td>12 – 14</td>
<td>Something to think about Activity 3 page 15</td>
<td>Student’s Workbook</td>
</tr>
</tbody>
</table>

**Assessment Criteria**

**Can the learner:**

**Unit 3 Community involvement in housing development**

| Explain with examples the importance of acting in a way which is consistent with people’s expressed beliefs and views pertaining to housing issues (SO2 AC3) | 16 – 19 | Discussion, questions | Student’s Workbook |
Identify and describe the requirements and demands of housing consumers in order to determine various forms of community involvement in housing development processes (SO4 AC1)

| 16 – 17 | Activity 5 page 21 | Student’s Workbook |

Identify and discuss within context the advantages and disadvantages of community involvement in housing development processes (SO4 AC2)

| 17 – 18, 21 | Activity 5 page 21 | Student’s Workbook National Housing Code |

Identify and describe in terms of their relevance suitable methods of promoting community involvement (SO4 AC3)

| 18, 19 | Activity 6 page 21 Practical assignment | Student’s Workbook Other suitable material on community participation |

Review participation of community in housing development processes in order to identify any risks or opportunities in further development of community involvement in housing development processes (SO4 AC4)

| 21 | Activity 6 page 21 Practical assignment Self-assessment | Student’s Workbook |

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**Chapter 2: Integrated Development Planning**

**U/S No. 110497 and 244302  NQF Level: 4  Credits: 4 and 8**

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<th>Student’s Workbook Pg</th>
<th>Assessment method/tool</th>
<th>Resources required</th>
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</thead>
<tbody>
<tr>
<td><strong>Unit 1 IDP framework</strong></td>
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<tr>
<td>Explain the theoretical background to IDP in terms of the current legal and policy framework (SO1 AC1 (110497))</td>
<td>27 – 30</td>
<td>Discussion Questioning Something to think about Activity 3 page 29</td>
<td>Student’s Workbook Constitution of South Africa Chapter 7 Municipal Systems Act Chapter 5</td>
</tr>
<tr>
<td>Activity Title</td>
<td>Pages</td>
<td>Tasks</td>
<td>Source</td>
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</tr>
<tr>
<td>Discuss the theoretical framework of IDP in terms of local historical context and current international trends (SO1 AC2 (110497))</td>
<td>30–37</td>
<td>Case study and questioning Activity 2 page 27 Some thing to think about</td>
<td>Student's Workbook</td>
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<tr>
<td>Explain the broad guidelines for Integrated Development Planning (SO2 (244302))</td>
<td>28–31</td>
<td>Questioning Activity 3 page 29</td>
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<td>Identify a range of key components of an IDP process using examples from own work context (SO4 AC1 (110497))</td>
<td>31, 32, 35</td>
<td>Case study Activity 4 page 32</td>
<td>Student's Workbook Own observation or examples</td>
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<tr>
<td>Explain with examples the purpose of municipal planning (SO1 AC1 (244302))</td>
<td>27–29</td>
<td>Discussion</td>
<td>Student's Workbook Constitution of South Africa Chapter 7 Municipal Systems Act Chapter 5</td>
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<tr>
<td>Discuss with examples the typical municipal programmes that affect overall planning processes (SO1 AC2 (244302))</td>
<td>29–33, 35</td>
<td>Discussion Questioning Activity 5 page 33</td>
<td>Student's Workbook Constitution of South Africa Chapter 7 Municipal Systems Act Chapter 5</td>
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<tr>
<td>Identify and discuss briefly the various core municipal processes in relation to their inputs to municipal planning (SO1 AC3 (244302))</td>
<td>27–33</td>
<td>Discussion Activity 5 page 33</td>
<td>Student's Workbook Constitution of South Africa Chapter 7 Municipal Systems Act Chapter 5</td>
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<tr>
<td>Assessment Criteria</td>
<td>Student’s Workbook Pg</td>
<td>Assessment method/tool</td>
<td>Resources required</td>
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<td><strong>Unit 2 IDP elements</strong></td>
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<td>List and explain the benefits of IDP with regard to local economic development</td>
<td>48, 51 – 53</td>
<td>Discussion and case study</td>
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<td>Activity 15 page 53</td>
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<td>Discuss the needs addressed by the IDP with regard to identified socio-economic</td>
<td>49 – 51</td>
<td>Discussion and questioning</td>
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<td>issues in own work context (SO2 AC1 (110497))</td>
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<td>Activity 14 page 51</td>
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<td>Identify the role players in the IDP and place them in own work context (SO2 AC2</td>
<td>41 – 47</td>
<td>Activity 11 page 44</td>
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<td>(110497))</td>
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<td>Case study</td>
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<td></td>
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<td>Activity 13 page 47</td>
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<td>Critique the IDP in terms of specific implementation oriented aspects (SO2 AC3</td>
<td>41 – 47</td>
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<td>Identify a range of key components of an IDP using examples from own work context</td>
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<tr>
<td>Discuss the various role players to ensure IDP success in relation to their roles</td>
<td>41 – 47</td>
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<td>and functions (SO1 AC2 (244302 and 110497))</td>
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<td>Activity 11 page 44</td>
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<tr>
<td>Explain the IDP with reference to a typical project (SO2 AC3 (244302))</td>
<td>44 – 46</td>
<td>Activity 12 page 46</td>
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</tbody>
</table>
Discuss the concept of development planning with regard to local government service and delivery objectives (SO2 AC4 (244302))

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<th>Assessment Criteria</th>
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<tbody>
<tr>
<td>Can the learner:</td>
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</table>

**Unit 3 IDP mechanisms**

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<th>List the mechanisms for implementing the IDP in own context (SO3 AC2 (110497))</th>
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<th>Activity 17 page 58</th>
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<tr>
<td>Discuss the approach to managing the IDP in own work context (SO3 AC2 (110497))</td>
<td>58 – 60</td>
<td>Do this now! Activity 18 page 60</td>
<td>Student’s Workbook Summary of Batho Pele</td>
</tr>
<tr>
<td>Prepare and deliver a presentation of the key components of an IDP in a format that is appropriate to a specified audience (SO4 AC2 (110497))</td>
<td>55, 61 – 62</td>
<td>Discussion Oral presentation Activity 19 page 62</td>
<td>Student’s Workbook Other supporting information</td>
</tr>
<tr>
<td>Explain the concept of IDP with reference to current projects underway in local government (SO2 AC1 (244302))</td>
<td>60, 62 – 64</td>
<td>Case study pages 63 – 64 Activity 20 page 64</td>
<td>Student’s Workbook, own resources or research</td>
</tr>
<tr>
<td>Identify and discuss briefly various core municipal processes in relation to their inputs to municipal planning (SO1 AC3 (244302))</td>
<td>60 – 61</td>
<td>Discussion Self-assessment Activity 19 page 62</td>
<td>Student’s Workbook</td>
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</table>
## Chapter 3: Social housing

### NQF Level: 4 Credits: 3 and 5

**Unit 1 Legal framework**

<table>
<thead>
<tr>
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<th>Student’s Workbook Pg</th>
<th>Assessment method/tool</th>
<th>Resources required</th>
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<tbody>
<tr>
<td>Identify and explain the enabling legislative framework related to housing with examples (SO2 AC1)</td>
<td>70 – 73</td>
<td>Discussion Activity 1 page 78</td>
<td>Student’s Workbook Housing Act of 1997, National Housing Code, Social Housing Act of 2008</td>
</tr>
<tr>
<td>Explain the purpose and strategic intent of the social housing from a legislative and policy context (SO2 AC2)</td>
<td>73 – 78</td>
<td>Something to think about</td>
<td>National Housing Code Social Housing Act of 2008</td>
</tr>
<tr>
<td>Identify and describe implementation mechanisms and supporting resources in terms of function, roles and responsibilities provided for in the legislation (SO2 AC4)</td>
<td>70 – 73, 79 – 82</td>
<td>Something to think about Activity 2 page 82</td>
<td>Student’s Workbook Social Housing Act of 2008 Housing Act of 1997</td>
</tr>
<tr>
<td>Identify and describe various kinds of legal structures in terms of applicable legislation to select a possible legal structure for social housing institutions (SO4 AC2)</td>
<td>80 – 82</td>
<td>Something to think about Activity 2 page 82</td>
<td>Student’s Workbook Social Housing Act of 2008</td>
</tr>
<tr>
<td>Describe and explain the organisational structure of all the legally allowed social housing institutions with examples (SO4 AC3)</td>
<td>80 – 82</td>
<td>Something to think about Activity 2 page 82</td>
<td>Social Housing Act of 2008</td>
</tr>
<tr>
<td>Assessment Criteria</td>
<td>Student’s Workbook Pg</td>
<td>Assessment method/tool</td>
<td>Resources required</td>
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<tr>
<td><strong>Unit 2 Theoretical framework</strong></td>
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<tr>
<td>Define and explain the concept of social housing in terms of its characteristics and social purpose (SO1 AC1)</td>
<td>84 – 89</td>
<td>Discussion Questioning Activity 4 page 89</td>
<td>Student’s Workbook National Housing Code</td>
</tr>
<tr>
<td>Identify and describe different housing tenure options and delivery mechanisms for social housing in accordance with social housing policy and applicable legislation (SO1 AC2)</td>
<td>86 – 91</td>
<td>Discussion Analysis page 91</td>
<td>Student’s Workbook National Housing Code</td>
</tr>
<tr>
<td>Identify and describe qualification criteria for social housing with examples (SO1 AC3)</td>
<td>86 – 91</td>
<td>Discussion</td>
<td>Student’s Workbook National Housing Code</td>
</tr>
<tr>
<td>Describe the historical development of housing in terms of national and international contexts (SO1 AC4)</td>
<td>86 – 91</td>
<td>Discussion</td>
<td>Student’s Workbook National Housing Code</td>
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<tr>
<td>Explain the relation of social housing to other housing delivery programmes with examples (SO1 AC5)</td>
<td>85 – 91</td>
<td>Discussion</td>
<td>Student’s Workbook</td>
</tr>
<tr>
<td>Identify and describe available funding options for social housing with examples (SO3 AC1)</td>
<td>89 – 93</td>
<td>Activity 5 page 93</td>
<td>Student’s Workbook National Housing Code</td>
</tr>
<tr>
<td>Identify and describe the requirements and processes involved in accessing funding for social housing, with examples (SO3 AC2)</td>
<td>93</td>
<td>Activity 5 page 93</td>
<td>Student’s Workbook National Housing Code</td>
</tr>
<tr>
<td>Identify and explain the guiding principles related to approach, product and institution in social housing with examples (SO4 AC1)</td>
<td>89 – 90</td>
<td>Activity 4 page 89</td>
<td>Student’s Workbook National Housing Code</td>
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<tr>
<td>Explain the principles of equity on the housing sector in terms of how they relate to people’s housing needs (SO2 AC2 (262928))</td>
<td>86 – 93</td>
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**U/S No. 244302  NQF Level: 4  Credits: 8**

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U/S No. 263895 and 263908  NQF Level: 4  Credits: 10 and 3

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Module 1

Contains three chapters and covers the following Unit Standards:

- Unit Standard 262928: Promote people’s equality, diversity and rights in relation to housing.
- Unit Standard 110497: Identify and explain the purpose of integrated development planning (IDP).
- Unit Standard 244302: Demonstrate an understanding of the planning functions of local government.
- Unit Standard 263908: Demonstrate an understanding of social housing concepts, principles and processes.

Unit Standard 262928 will help you develop the knowledge to promote community involvement in housing development processes in their respective communities.

Unit Standard 110497 will help you to develop the knowledge to be active in the area of local government. It provides you with a comprehensive introduction to Integrated Development Planning (IDP).

Unit Standard 244302 will help you to develop the knowledge to identify the core municipal planning processes with particular emphasis on Local Economic Development (LED) and Integrated Development Planning (IDP).

Unit Standard 263908 will help you develop the knowledge to identify and explain social housing concepts, principles and processes in terms especially regarding social purpose and social dynamics.
In the past the majority of South Africans were denied the right to own homes. In 1994 the new democratic government adopted a Bill of Rights, which laid down that ‘everyone has the right to adequate housing’. In this chapter we take a look at the challenges government must face to provide everyone with housing, how it assists people to exercise this right, and the procedures that must be followed to grant housing benefits. We also discuss the responsibilities of owning a house and how communities get involved in planning housing developments.
UNIT 1  ■  Housing: rights and responsibilities

By the end of this unit you should be able to:

- Explain people’s rights to access adequate housing in terms of the Constitution (SO1 AC1).
- Recognise and explain with examples people’s right to make their own decisions in the context of their housing needs (SO1 AC2).
- Explain people’s equality to services and facilities within the contexts of legislation and organisational policies (SO1 AC3).
- Explain with examples ways of giving support to those people who are unable to exercise their rights personally (SO1 AC4).
- Compile and record for future use information relating to the promotion of rights and responsibilities of people (SO1 AC5).
- Explain the effect of quality and inequality on people’s social well-being within the context of housing provision (SO2 AC4).

1  People’s rights in terms of the Constitution and housing policies

Housing rights are found in the Constitution and in various housing policies. Let’s take a look at these in more detail.

Constitutional rights

The Constitution is the supreme law of the country and has an important impact on National Housing Policy, particularly in terms of providing housing as a basic human right. This is laid down in the Bill of Rights, which states that ‘everyone has the right to have access to adequate housing’.

Something to know

‘Everyone has the right to have access to adequate housing.’ This quote comes from the Bill of Rights in the Constitution of the Republic of South Africa, 1996. The Bill of Rights protects the rights of all people in our country and upholds the values of human dignity, equality and freedom. Did you know that our Constitution is seen to be one of the most progressive in the world?

This right refers to access to adequate housing. But what is meant by the word ‘adequate’? Adequate means sufficient and satisfactory. But what is satisfactory and acceptable to some may not be to others. Within the housing sector, however, ‘adequate’ is understood to be a wide-ranging description that refers to a number of things including:
• safe and secure shelter
• security of tenure (occupancy)
• housing that is fit to live in
• services such as water, roads and waste removal
• access to facilities and services such as schools.

Something to know
The Bill of Rights also states that every child has the right to shelter.

It was necessary to create new legislation in order to deliver on the housing rights as laid out in the Constitution. The process of reviewing legislation, **repealing** discriminatory legislation, and drawing up new legislation has taken a number of years. The Department of Human Settlements (formerly the Department of Housing) was established and is responsible for addressing people’s rights to housing. However, due to the unfair and unequal provision of housing in the past, the consequences of the Group Areas Act, and extreme poverty in this country post 1994, the government was faced with the challenge of managing the process using the resources at its disposal. It therefore introduced a plan of progressive implementation, which means that it undertook to address housing shortages and inadequate housing over time. The provision of **adequate** housing for all and the fulfilment of people’s rights in this regard, has been a major challenge facing government, and still is today.

It is the government’s duty to use available resources, including legislation, to provide housing rights on a progressive basis. In other words, government is committed to addressing the housing **backlog** and inequalities in housing over time. Access to housing goes beyond providing a ‘house’ – it also includes the provision of basic services, which are costly and time-consuming to address.

**Important words and ideas**

- **repeal**: to officially cancel something
- **adequate**: satisfactory or enough; in this context adequate housing refers to the provision of housing and infrastructure and services – it does not necessarily mean ownership of housing
- **backlog**: a build up of unfinished jobs

**Housing legislation and policies**

A number of new Acts were passed in the period after the 1994 elections. These will be discussed in more detail in Chapter 3. A number of strategies and policies
were also developed. One of the most important pieces of legislation to be enacted was the Housing Act (Act 107 of 1997), which introduced a variety of programmes to provide poor households access to adequate housing.

**Comprehensive Plan for the Development of Sustainable Human Settlements**

In 2004, the Department of Human Settlements introduced the Breaking New Ground (BNG) strategy – which is another name for the Comprehensive Plan for the Development of Sustainable Human Settlements (CPSHS). The Comprehensive Plan no longer saw housing as dwelling units only – it now included human settlements. This implies that housing planners must consider people’s needs for services such as schools, clinics, security and banks, their need for access to work and shops to buy food, as well as the need for facilities ranging from water, sewerage, communication and electricity to roads and recreation.

**The National Housing Code**

Section 4 of the Housing Act requires the development of a National Housing Code that contains a national housing policy. The National Housing Code has been reviewed and was formalised in 2009.

The Code does not replace the legislation and laws relating to National Housing Policy, but provides guidelines for housing provision and strategies to deliver housing for all.

The National Housing Code 2009 outlines the following strategies:

- Stabilising the housing environment
- Mobilising housing credit
- Providing subsidies
- Supporting the people’s housing process
- Rationalising institutional capacities
- Facilitating the speedy release and servicing of land
- Co-ordinating state investment in development

### Important words and ideas

**mobilise**: gather together to demand rights

### Housing challenges

The lack of adequate housing and basic services is a major social problem and one over which people are likely to **mobilise** and demand service delivery. This is because shelter is such a basic and important human need; it is difficult to survive without it. Homelessness is not just a social issue, it is also an emotional issue – people who do not have adequate housing are often stressed, anxious and depressed. Some of the problems experienced by people without housing are:

- having to live in unsanitary conditions, eg lack of sewerage and exposure to disease
- vulnerability to the environment, eg rain, flooding, damp, cold, etc
- extreme overcrowding
- having to live far away from existing infrastructure, jobs, schools, etc
- high costs – where there is a shortage of housing unscrupulous landlords take advantage
- vulnerability to health problems, discomfort, unsafe conditions and stress.

**Something to think about**

Can you think of a few other problems that homeless people might experience?

Some of the problems to do with housing delivery are:
- extremely long waiting lists (eg 300 000 people are reported to be on waiting lists in the Western Cape alone)
- low rates of housing provision, which means that the housing backlog never gets smaller
- a history of **inadequate** provision of housing for the poor
- the influx of people from rural to urban areas
- a very slow rate of delivery of new housing, and problems related to the quality of housing delivered.

**Important words and ideas**

**inadequate**: not enough

**Something to think about**

Can you think of a few other problems related to the delivery of housing?

2 **Equality in housing provision**

Human settlements and housing provision cannot be changed overnight. The old patterns of human settlement from the apartheid era are still evident in many communities today. It is true that there are also huge inequalities in housing provision and ownership, and there is a concern amongst housing
consumers who do not feel they are able to exercise their right to adequate housing. **Socio-economic** conditions greatly influence the housing that people are able to access and enjoy.

**Important words and ideas**

**socio-economic**: the interaction between the economy and social conditions and values – for example, how the improvement of distribution of adequate housing will impact on the way in which people will behave, and on their quality of life

**Equality of service and provision of housing**

Government is committed to addressing people’s rights to adequate housing over time, but just how to address this need remains a challenge. A range of housing programmes have been introduced to allow for the provision of different types of housing, and these will be discussed further in Chapter 3. However, even with a range of options available, it is still a difficult task to work out how the programmes can be fairly accessed and delivered.

Housing applicants with enough money are able to buy homes from the commercial market. These types of homes are available as long as the consumer has the money to pay for them.

In addition there is a vibrant rental market for both formal housing and backyard dwellings. The real concern, however, is for the large numbers of people who do not have adequate housing or the money to rent or buy their own home. The very poor and the most vulnerable people in our society (such as the aged and the mentally or physically handicapped) cannot easily access housing. A number of factors contribute to this:

*There are plenty of housing options to buy or rent, but what about the people who don’t have enough money to do either?*
• People are not aware of their housing rights.
• People are not aware of the range of options available to them.
• Some people are unable to afford even the small contributions needed when applying for subsidies, or are unaware that they may be exempt from these fees.
• Housing consumers who live without housing are burdened with daily survival, which makes it difficult for them to pursue their housing rights.
• Government is unable to meet and address the housing demands – of both a huge housing backlog and a continuing growing need for housing.
• Urbanisation.
• People wanting to settle in certain areas that may not have the necessary infrastructure or might be unsuitable for housing.

**Important words and ideas**

*exempt*: to free from a rule or debt that applies to other people

**Do this now!**

With a partner, make a list of some more factors that make it difficult for the poor to access housing. Read out your list to the rest of the class.

**Supporting people who exercise their rights**

When people do exercise their rights to access housing, they can be assisted by government in a number of ways. Government can:

• make sure that housing consumers are aware of their rights.
• ensure that housing consumers are informed about their options and where to access services.
• provide housing consumer education – including ensuring housing consumers have access to relevant information such as what documents are required to make an application for a housing subsidy, who qualifies, how much it costs, etc.
• assist housing consumers to make the right decisions with regard to housing options.
• make sure that housing consumers are aware of the long term implications of their housing decisions, for example financial consequences.
• make sure that vulnerable people (such as war veterans, those living with disabilities or HIV/AIDS) are aware of their rights with regard to housing and the requirements that have to be met if they apply for housing.

While both the national and provincial Departments of Human Settlements do take housing consumer education seriously, and have a number of initiatives to address it, it is often local municipalities who have the most contact and interaction with housing consumers. However, it is not clear how much support local municipalities are able to give consumers, and this seems to vary between municipalities.
Activity 1

Housing rights and support

Work on your own.

How can people be given support to help them access their housing rights? Use the following examples in your answer.

- A grandmother caring for a number of young orphaned children.
- A poor and illiterate farmworker who has been evicted from her home after losing her job on the farm.
- An elderly war veteran who is nearly blind.

Rights and responsibilities

While the main focus of government housing policy is on housing provision and consumer rights, it also takes into account the fact that having your own home, whether it is a rented or owned home, also brings responsibilities. Consumers that have never had their own home or have been living in poor or squalid living conditions will need support and time to adjust to their new responsibilities. People who have never owned a home need to be made aware of the costs involved, such as rates and the cost of maintenance and repairs. A home is a valuable asset that needs to be maintained and kept in good repair.

A home is a valuable asset that needs to be maintained and kept in good repair.

Important words and ideas

asset: something that is useful and valuable, and that can make a profit

Activity 2

Practical assignment

Work with a partner.

- List a South African citizen’s rights and responsibilities in relation to housing.
- How can poor, marginalised and disadvantaged people access their housing rights, and what kind of support can they expect?
UNIT 2 Promote equality and diversity of people with regard to housing

By the end of this unit you should be able to:

- Analyse and explain the effects of social and economic conditions of communities in housing markets in relation to the capacity of local communities to access housing given the local factors (SO2 AC1).
- Explain and minimise the impact of discrimination in relation to the allocation of housing in accordance with organisational policies and guidelines (SO2 AC6).
- Identify and explain difficulties in promoting equality and diversity in the context of housing provision in order to determine the type of support needed (SO2 AC7).
- Complete and keep in accordance with organisational requirements accurate and eligible records relating to the promotion of equality and diversity (SO2 AC8).
- Explain with examples structural inequalities in the current provision of housing and the effect of these on people’s lives (SO2 AC9).
- Store and retrieve information from recording systems in a way that is consistent with the requirements of legislation and organisational policy (SO3 AC1).
- Keep accurate and legible information for record purpose (SO3 AC2).
- Disclose information only to those who have the right and need to know based on the availability of proof of identity in accordance with organisational requirements (SO3 AC3).
- Take precautions when communicating confidential or sensitive information to those who have the right to it and need to know (SO3 AC4).

1 The socio-economic background to housing delivery

We know that in the past, the majority of South Africans were denied the right to own a home. There were also strict controls over where people could settle according to racial groups. Areas that were close to facilities and infrastructure were generally allocated to white people, and areas with poor facilities and little or no infrastructure were earmarked for ‘African’, ‘Indian’ and ‘coloured’ communities respectively. It was only in the late 1980s that black people living under apartheid were permitted to ‘own’ homes and then only in the form of leasehold title.
In 1994, the new democratic government began repealing and replacing housing laws, and introduced a totally new housing policy that promoted home ownership in the low-income housing market. This was aimed at promoting **security of tenure** and creating assets for the previously disadvantaged citizens of the country.

**Important words and ideas**

- **Leasehold title**: a form of ownership where land or a building is leased (rented) from a landowner. The person leasing the building or land will pay rent to the landowner and buys the right to occupy the land or building for a certain period of time.
- **Security of tenure**: the tenant’s right to renew a lease and remain in occupation once a lease has expired.

Buying a home can be a complicated process. People who had not been exposed to this process before, and who in many cases had not even lived in formal housing before, did not know about housing rights, housing ownership, the administrative requirements of purchasing a home, the legal implications, and so on. The process of home ownership involves different parties, legal contracts and various agreements including deeds of sale, mortgage bond agreements and instalment sale agreements. The result was that many people could not make informed decisions about appropriate housing options nor were they able to exercise their rights in this regard.
**Do this now!**
Discuss in groups the meaning of the following terms: deed of sale, mortgage bond and instalment sale. Then briefly discuss the meanings as a class.

There have been some consumer education and awareness campaigns in the past, but these have been established for a particular purpose and not on an ongoing basis. It is vital that housing consumer education focuses on the broader, social consequences of housing delivery as well as on specific consumer rights issues.

The provision of housing does not only enable people to exercise their rights under the Constitution. It also has many other benefits, such as:
- Improving infrastructure and housing helps create a sense of community and belonging.
- Providing housing is one of the ways government can deal with poverty.
- Housing delivery creates jobs.
- If properly and fairly managed, housing delivery is a way of dealing with past inequalities.
- Housing delivery brings people and communities together, and contributes to the safety and security of communities.

The housing programmes that have been developed and that incorporate these benefits are discussed in more detail in Chapter 3.

**Something to think about**
Can you think of other ways in which housing delivery addresses social problems?

## 2 Managing information

All housing departments, whether they are national, provincial, or part of local government, receive housing applications from individual applicants. The way in which they deal with these applications is governed by legislative requirements. Officials need to keep accurate records and to bear in mind that they are dealing with confidential information. Applicants need to provide the following confidential information when making an application for housing:
- identity numbers and identifying details of the applicant and dependents
- financial background information
- banking details and account numbers
- information related to employment
- health records and results of medical tests, eg in the case of HIV/AIDS or a disability if it is relevant to the application
- character references.

This is personal and sensitive information that needs to be dealt with confidentially and according to organisational requirements.
Something to think about
Most companies and organisations see the breach of confidential information as a disciplinary offence for which the employee could be dismissed.

Record keeping

Records of applicants need to be kept in an organised, accessible and secure manner. It is very important that applications and records of housing allocations can be found quickly and easily by all those who have access to the records. The records also need to be neat, legible and complete. Applicants must be given a receipt of their application, and officials should make sure that records are not lost or misplaced.

The records must be logged and captured in an appropriate manner according to the organisational procedures (eg a document management system or database). The information must also be secured, for example:

- Digital information should be securely stored and backed up with limited access to personal information, which is password protected.
- Hard copies (ie printouts) of documents should be secured according to organisational procedure, usually in a lockable filing cabinet or locked archive, which is not accessible to the general public or all staff.

Most organisations have strict policies on how to record and store confidential information.

Something to think about
Identity theft is when a person’s personal information (for example, identity number, credit card and banking details) are ‘stolen’ and used to commit fraud. Identity theft is a growing concern, and underlines the need for tight controls on confidential information.
Confidentiality

All information with regard to individual applications, minutes of meetings, and other records is confidential and must be treated as such. This means that employees who have access to this information should be given clear guidelines about how to treat confidential information. The policy might be that only a few people have access to certain types of information, or that employees are required to sign a confidentiality agreement. Organisational policies to do with confidential information are there to protect the rights of the individual, organisation or community, as well as to prevent fraud and corruption.

Legal requirements

There are two Acts that affect the management of information: the Promotion of Administrative Justice Act of 2000 and the Promotion of Access to Information Act of 2000.

Promotion of Administrative Justice Act (3 of 2000 as amended)

Section 33(1) of the Constitution guarantees everyone the right to administrative action that is 'lawful, reasonable and procedurally fair'. The Promotion of Administrative Justice Act (PAJA) enforces that right, and has become the foundation to administrative law of South Africa. It deals with all matters relating to administrative justice and for the housing consumer this would include transparency in administrative matters, fair and reasonable warning of any actions, communicating administrative matters that affect a person and allowing them to have a say in those matters, and giving clear information when decisions have been made. According to the Department of Justice, PAJA means that people can expect to be:

- told what decision is being planned before it is taken
- allowed to tell their side of the story before a decision is made
- told what the decision is and informed of the right to internal appeal or review
- told that they have the right to request reasons for a decision
- given proper written reasons for the decision and told that they may challenge the decision in court.

The Promotion of Access to Information Act (2 of 2000)

The purpose of this Act is to give effect to the constitutional right of people to access information held by the state, or held by other persons that is required to exercise or protect their rights. Another reason for the Act is to create a culture of transparency and accountability in the government as well as private organisations. According to this Act, people may access all documentation or records held by a public body, as well as their personal records held by a government department. However, you may not access information related to a third party (i.e. another person), or which is confidential unless approval has been given. In the housing sector, for example, an applicant should be able to ask to view their own application, but may not view that of another applicant.
All housing departments or local government departments have to comply with the terms of this Act.

Activity 3

Keeping information confidential
Work in pairs.
- Why is it important to take measures to secure information?
- Brainstorm other ways in which information can be secured and kept confidential, and how staff members can be encouraged to keep information confidential.

Activity 4

Practical assignment
Work on your own.
- Contact your national, provincial or municipal housing office.
- Find out exactly what kind of information is available to the general public according to the Promotion of Access to Information Act. Ask for copies of this information and hand it in with your assignment.
UNIT 3  ■ Community involvement in housing development

By the end of this unit you should be able to:

- Explain with examples the importance of acting in a way which is consistent with people’s expressed beliefs and views pertaining to housing issues (SO2 AC3).
- Identify and describe the requirements and demands of housing consumers in order to determine various forms of community involvement in housing development processes (SO4 AC1).
- Identify and discuss within context the advantages and disadvantages of community involvement in housing development processes (SO4 AC2).
- Identify and describe in terms of their relevance suitable methods of promoting community involvement (SO4 AC3).
- Review participation of community in housing development processes in order to identify any risks or opportunities in further development of community involvement in housing development processes (SO4 AC4).

1 Community involvement in housing

Communities are involved in housing planning and provision in different ways. The level of involvement depends on the type of community, their housing needs and concerns, and the type of projects that are under consideration. As the diagram below shows, the level of involvement might be quite simple for some communities, such as sharing information, while others might be involved in the planning, housing delivery and management as partners in a housing development.

Community planning and managing housing developments as a partner
Community engaging around issues, concerns and new developments
Community participating in aspects of housing delivery
Community involved in participatory planning process
Community involved in housing consumer education programmes
Community provided with information and communication i.r.o. housing delivery
Continuum of community involvement in housing
2 Participation in housing developments

There are a number of ways in which communities can participate in housing projects. Let’s take a look at why community participation is important and ways in which the community can participate in housing projects.

The importance of community participation

In order to fully understand the needs of local communities it is important that these communities are involved in the planning process and delivery of housing. Active involvement will also ensure that the housing is suitable and that it meets the community’s needs.

Communities should also be directly involved in monitoring the municipality and other participants in the process. Communities expect municipalities to be accountable and that they will take up concerns on their behalf. To be involved effectively, communities need:

- relevant information to make informed decisions
- a good understanding of the various housing options
- information and education about the implications of housing options such as ownership
- involvement in planning of the settlement, including housing needs, the provision and location of health care facilities, schools, shops, transport and other facilities
- information about the actual dwellings that will be built
- location specific information such as safety and anti-crime factors, proximity to places of work, etc
- to know the date and times of relocation (if applicable) so that they can plan for the disruption in their lives
- information about future responsibilities and expenses, such as repairs, maintenance, rates, service charges, etc
- open and ongoing communication with government with regard to decisions made, the process, the time frames, delays, etc.

Important words and ideas

monitor: to check or keep an eye on
Advantages of community participation

Community participation in building projects:
• promotes a sense of control and ownership
• gives people a sense of dignity and self-respect
• empowers individuals
• enables individuals to air their views, opinions and concerns
• ensures that projects reflect the needs of the people
• encourages communities to take responsibility
• ensures commitment to the project and creates a sense of pride in the project
• allows communities to help themselves and resolve problems.

Disadvantages of community participation

Community participation in building projects can have the following disadvantages:
• It can be time-consuming and can cause delays.
• It can cause conflict and misunderstanding in diverse communities where there are language or cultural barriers.
• The process could be inefficient and lead to the wrong decisions being taken.
• People might be afraid to speak out or express a different opinion.

How can you get communities involved?

There are a number of ways to involve communities in planning and evaluation processes. Here are a few ideas.

Participatory rural appraisal

This method of working with communities was developed as an alternative to the top-down approach of the past, in particular in relation to planning and development projects. In this approach:
• researchers, planners, and authorities go into the process as learners and catalysts, rather than dictating the process
• the process needs to be open to the agenda and concerns of the community – it does not only focus on what the planners or researchers wish to achieve
• tools that help to engage communities are often used to encourage dialogue, sharing, joint decision-making and sharing of information
• the tools are designed to work in a rural context where participants may not have had any formal schooling – this makes the approach inclusive. All the participants take part in decision-making and the actions that follow
• the researchers or facilitators need to be open to how the community responds – this might be different from what they expected
• the process is very open and transparent.

Important words and ideas

catalyst: something that causes a significant change or action
Tools or methods used include community mapping, timelines, voting, interviews and **Venn diagrams**. As an example, let us look at community mapping in more detail.

**Important words and ideas**

**Venn diagram**: a diagram that uses circles to show sets of something and the relationship between them

**Community mapping**

This is a very useful way of working with a community and can be used to physically map the area, including gathering information that might be helpful in planning housing. For example, the community would get involved in identifying work areas, informal trading activities, and traffic routes such as the routes that people use to walk to work, school, shops, etc.

**How to use mapping**

1. You will need a big piece of paper and plenty of pens or pencils.
2. In a community meeting, people simply draw the area in question, or are helped to draw it. For example, a few people might add the boundaries; others might add sports fields, schools, rivers, the train station, etc. The scale of the map should be fairly accurate.
3. Using different coloured markers, the group can then work on specific issues such as social maps, geographic maps, historical maps, and so on. They can also use the map to plot where they want things to be, or to identify problems or challenges.
4. Make sure that everyone gets a copy of the map (e.g., photograph it with a digital camera and print out the picture).
5. Mapping can also be used to help with planning on site.
Example of a community map

KEY

- Gas Station
- School
- Supermarket
- House
Activity 5

A participatory approach
Work on your own and as a class.

• What are the advantages and disadvantages of using a participatory approach to housing delivery?
• Make a list and discuss your findings in class.

Evaluating community participation

The measures that will be used to evaluate the participation of communities should be developed at the beginning of the process and made available to all the people involved. It is useful to evaluate the effectiveness of the participatory method, as well as the process itself. Questions that might be asked include:

• Was there effective participation?
• Were the key stakeholders involved?
• Could we have involved more stakeholders in a more meaningful way?
• Was our communication method effective?
• Was community participation effective?
• Was the community able to influence and guide the process?
• Was there an exchange of information and ideas?
• Were the planning outcomes achieved?
• Did learning take place?
• What would we do differently in the future?

Activity 6

Practical assignment

Work in a small group.

• Identify a community for a housing project.
• Draw up a comprehensive community involvement plan, to ensure that all stakeholders are involved.
• Describe how you will communicate the community involvement process to the people involved and others who might be affected.
• Describe how you will review the participation of the community in order to identify risks and opportunities in other developments.
### Self-assessment

How well have you understood people’s equality, diversity and rights in relation to housing? Complete the table below to find out.

<table>
<thead>
<tr>
<th>I can:</th>
<th>4</th>
<th>3</th>
<th>2</th>
<th>1</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 demonstrate an understanding of people’s rights and responsibilities in the context of housing provision</td>
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<td></td>
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</tr>
<tr>
<td>2 promote equality and diversity of people from social and economic perspectives</td>
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<tr>
<td>3 promote people’s right to the confidentiality of information</td>
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<tr>
<td>4 promote a community’s involvement in housing development processes</td>
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</tbody>
</table>

If you rated your understanding with a 1 or a 2, it means you do not feel very sure about what you know. Ask a peer to help you by explaining things you do not understand or speak to your facilitator.
Chapter 2

Integrated Development Planning

Unit Standard 110497: Identify and explain the purpose of integrated development planning (IDP).

Unit Standard 244302: Demonstrate an understanding of the planning functions of local government.

Specific Outcomes

You will work towards achieving the following Specific Outcomes in this chapter:
1. Explain the purpose, role of and guidelines for Integrated Development Planning (IDP).
2. Discuss the elements covered in the IDP in terms of your own work context.
3. Explain the core municipal planning processes.
4. Examine the approach to and mechanisms for implementing, monitoring and evaluating the IDP in own work context.
5. Illustrate the key components of Integrated Development Planning (IDP) in the form of a presentation with examples from own work context.

What is IDP?

It stands for Integrated Development Planning and it’s a process of strategic planning for local government. So this means that every municipality uses it to develop a five-year strategic plan.
UNIT 1 ■ IDP framework

By the end of this unit you should be able to:

- Explain the theoretical background to IDP in terms of the current legal and policy framework (110497: SO1 AC1).
- Discuss the theoretical framework of IDP in terms of local historical context and current international trends (110497: SO1 AC2).
- Explain the broad guidelines for Integrated Development Planning (244302: SO2).
- Identify a range of key components of an IDP process using examples from own work context (110497: SO4 AC1).
- Explain with examples the purpose of municipal planning (244302: SO1 AC1).
- Discuss with examples the typical municipal programmes that affect overall planning processes (244302: SO1 AC2).
- Identify and discuss briefly the various core municipal processes in relation to their inputs to municipal planning (244302: SO1 AC3).

Before we discuss Integrated Development Planning (IDP), we first need to look back at South Africa's past to see how the IDP process has become part of government planning today. South Africa's history of separate development created a country that was socially, spatially and economically segregated on grounds of race.

**Important words and ideas**

**spatially**: relating to how space is organised, where things are placed

Black ethnic groups were forced to live in homelands that had limited infrastructure and few economic growth possibilities. African, Asian and coloured people were forced to live in townships on the outskirts of cities and towns and were not allowed free access to ‘white’ areas.

**Something to think about**

The International Convention on the Suppression and Punishment of the Crime of Apartheid declared apartheid a crime against humanity in June 1976. What is significant about this date?

South Africa's history of inequality and discrimination presented great challenges for the first democratically elected government who came into power in 1994, and who inherited a country that was:

- distorted and fragmented
- unequal and unsustainable
- racially and ethnically separated
- socially and economically divided
- underdeveloped and unserviced in large areas.
Activity 1

Past imbalances

Work with a partner.
Using the map below, describe some of the development challenges the current government faces in order to redress the imbalances of the past.

CASE STUDY  BUFFALO CITY MUNICIPALITY (BCM): EASTERN CAPE PROVINCE

Buffalo City Municipality is the key urban centre of the Amatole District in the eastern part of the Eastern Cape Province. Buffalo City covers an area of over 2 515 km². East London is the dominant economic centre and two other important urban areas – King William’s Town and Bhisho function as Regional Service Centres. The rest of the municipality is characterised by peri-urban areas, rural settlements and commercial farms.
The history of the Eastern Cape has left deep scars on the Buffalo City community. It was here that the first clashes took place between black and white people almost two hundred years ago.

Residential apartheid was enforced through the Group Areas Act of 1950. ‘Non-whites’ were forcefully removed to ‘locations’ such as Duncan Village, Mdantsane, Breidbach, Schornville, Iliitha and Dimbaza. The Ciskei – an ethnically demarcated territory, gained ‘independence’ in 1981 with Bhisho as its capital.

One of the goals of the BCM’s integrated development planning is to redress these legacies of apartheid’s spatial imbalances, reincorporate Ciskei and promote integration of human settlements.
Activity 2

Buffalo City Municipality

Work in groups.
Read the case study on pages 25 and 26. In your groups brainstorm ideas as to how the Buffalo City Municipality can promote integration of human settlements and address the issue of spatial imbalances.

1 Legal framework

An integrated development strategy was proposed by government to address the consequences of the segregated and discriminatory development approach of the past.

Important words and ideas
strategy: a plan of action

The White Paper on Local Government (WPLG, 1998) describes IDP as a tool to:
• prioritise government activities around urgent needs
• commit scarce resources to sustainable development
• align programmes to policy objectives
• ensure that actions rectify the past
• integrate the services of all spheres of government
• promote the participation of communities and residents.

Legislation

To achieve all of the above, the country needed new legislation. Legislation is law that has been approved by parliament. After the first democratic elections in 1994, many new laws were made to make it possible for government to develop the country. Two very important laws for Integrated Development Planning are:


The Constitution is the supreme law and every other law that is passed has to be in keeping with the Constitution. The Constitution ensures that municipalities are responsible for improving the quality of life of the people within their authority.

Section 152 states that municipalities must do their best to:
• provide democratic and accountable government for local communities
• ensure the provision of services to communities in a sustainable manner
• promote social and economic development
• promote a safe and healthy environment
• encourage the involvement of communities and community organisations in the matters of local government.

This act governs local government and lays down four processes that municipalities must perform:
- Integrated Development Planning
- budgeting
- performance management
- public participation.

The MSA requires that each municipality prepares an IDP that:
- considers stakeholder proposals through a consultative process
- aligns available resources and capacity for implementation
- forms the policy framework on which annual budgets are based
- links national, provincial and sectoral development plans
- obeys legislative requirements.

Important words and ideas
- govern: to make and administer public policy
- stakeholder: a person who has an interest in a process or project
- consultative: advisory, to give advice

Do this now!
Discuss in small groups the difference between legislation and policy. Report back to the rest of the class.

Policies

Government has also made policies to promote integrated development. A policy is different from a law. Laws must be obeyed, while policies give direction to achieve something.

There are three important policies that aim to replace the inequalities of apartheid with equitable and sustainable growth and development:
1 The Reconstruction and Development Programme (RDP) is the main socio-economic policy framework for South Africa. It commits government to building a democratic, non-racial and non-sexist country.
2 The Growth, Employment and Redistribution (GEAR) strategy plans in an efficient and cost-effective manner, ways in which to implement the RDP and meet people's basic needs, develop their skills and increase public participation.
3 The Accelerated and Shared Growth – South Africa (AsgiSA) – plan resulted from government's commitment to halve unemployment and poverty by 2014. AsgiSA calls on all areas of government to play an active role in setting right the inequalities of the past.
Something to think about
The laws and policies discussed on page 27 guide the design and implementation of the IDP.

Something to know
Have you read the following documents?
• The Constitution of South Africa Chapter 7: Local Government
• The White Paper on Local Government Section B: Developmental Local Government
• Municipal Systems Act Chapter 5: Integrated Development Planning
• Your Municipality’s IDP

Activity 3

Legal and policy framework
Work on your own.
Complete the following to give an overview of legislation and policies and their relevance to Integrated Development Planning.

<table>
<thead>
<tr>
<th>The Constitution (1996)</th>
<th>IDP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Relevance: Commits local government to develop municipalities</td>
<td></td>
</tr>
</tbody>
</table>

| Relevance: |
| Legislation: |
| Relevance: |

<table>
<thead>
<tr>
<th>Policy:</th>
<th>Policy:</th>
<th>Policy:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Relevance:</td>
<td>Relevance:</td>
<td>Relevance:</td>
</tr>
</tbody>
</table>
2 Theoretical framework

The IDP is the most important strategic mechanism that determines all the municipal activities for a five-year period. It guides the plans of all other agencies to achieve:

- effective, efficient, affordable and accessible services
- sustainable, viable and **equitable** settlements
- strong local economies that offer employment.

The IDP is a legislative requirement. It has a legal status. It **supersedes** all other plans that might be made in municipal departments.

In the past, government projects were done by different departments and there were no strategies in place to co-ordinate their work. This created fragmented development, for example, residential areas without access roads, houses that could not be connected to an electricity grid, suburbs without water and sanitation infrastructure, etc.

**Something to think about**

Can you think of a few more examples of the consequences of fragmented development in South Africa?

Current legislation states that municipalities are the central points that must co-ordinate development plans in their area, through their IDP.

Municipalities must **integrate** and co-ordinate the activities of different spheres and sectors of government, so that their interventions address the specific development issues of the municipality.

**Important words and ideas**

**equitable**: reasonable, impartial and fair

**supersede**: take over from or take the place of

**integrate**: join together, incorporate

**Spheres of government**

While each municipality must plan to develop their own area, their activities form part of a bigger picture. Therefore their IDPs must be in line with the:

- Provincial Growth and Development Strategy (PGDS) that gives the overall development vision of the province
- National Spatial Development Perspective (NSDP) that provides a development framework for the country.
Do this now!
Copy the diagram on page 29 into your workbook and complete it.

**CASE STUDY  BUFFALO CITY MUNICIPALITY (BCM) NSDP AND PGDS**

The key issues and objectives of the BCM IDP are developed within the principles of the NSDP and the PGDS targets. The BCM IDP objectives, strategies, projects and programmes are aligned to:

**NSDP Principles**

- Economic growth is a requirement for the achievement of other policy objectives, key among which would be poverty alleviation.
- Government spending on fixed investment, beyond the constitutional obligation to provide basic services to all citizens, should be focused on localities of economic growth and/or economic potential to attract private-sector investment, stimulate sustainable economic activities and/or create long-term employment opportunities.
- Efforts to address past and current social inequalities should focus on people not places. In localities where there are both high levels of poverty and development potential, this could include capital investment beyond basic services to use and develop the potential of those localities. In localities with low development potential, it should focus on providing social transfers, human resource development and labour market intelligence. This will enable people to become more mobile and migrate, if they choose, to localities that are more likely to provide sustainable employment or other economic opportunities.
- To overcome the spatial distortions of apartheid, future settlement and economic development opportunities should be channelled into activity corridors and nodes that are adjacent to or that link the main growth centres. Infrastructure investment and development spending should primarily support localities that will become major growth areas in South Africa and the Southern African Development Community region to create regional gateways to the global economy.

**Eastern Cape PGDS 2004-2014 targets**

Maintain an economic growth rate of between 5–8% per annum and by 2014:

- halve the unemployment rate
- reduce by between 60–80% the number of households living below the unemployment rate
- reduce by between 60–80% the proportion of people suffering from hunger
- establish food self-sufficiency in the province
ensure universal primary education
improve the literacy rate in the province by 50%
eliminate gender disparity in education and employment
reduce by two thirds the under-five mortality rate
reduce by three quarters the maternal mortality rate
halt and begin to reverse the spread of HIV/Aids
halt and begin to reverse the spread of tuberculosis
provide clean water to all
eliminate sanitation problems.

Source: IDP Review 2008/09 Section C p 58

Activity 4

Case study

Work in groups.
Read the case study above and then discuss the following in your groups:
1. Look out for the following terms in their text and discuss their meaning in the context of the case study:
   - Private sector investment
   - Capital investment
   - Infrastructure
   - Global economy
2. What is meant by 'spatial distortion of apartheid'?
3. Why do you think the alleviation of poverty is crucial to IDP?

Intergovernmental relations

National and provincial government departments are responsible for specific sectors. They provide services throughout the country, such as:
- education
- energy
- health
- housing.

The vision of the Department of Health is a caring and humane society in which all South Africans have access to affordable, good quality health care.
**Something to know**

Poor people will have access to free legal services when South Africa’s Legal Practice Bill comes into effect.

**Do this now!**

Can you list a few more services that are provided by national and provincial government?

**Something to think about**

What is the difference between national and provincial government?

When planning how the sectors should contribute to their development strategy, municipalities need to take the legislative needs and policies of the departments into account. In the spirit of co-operative governance, sector planning must be based on the development priorities that municipalities have identified in their IDPs.

Local government cannot provide for all the needs of their communities on their own. They have to establish partners that can contribute to development, such as other government departments and the private sector, including Non-Profit Organisations (NPOs).

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**Activity 5**

**Partnerships**

Work with a partner.

Do you know which departments are responsible for the following programmes and who else is involved? Copy the following table into your workbook and complete it.

<table>
<thead>
<tr>
<th>Programme</th>
<th>Lead</th>
<th>Partner(s)</th>
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</thead>
<tbody>
<tr>
<td>Against Crime Together (ACT)</td>
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<tr>
<td>Child and Youth Care Centres (C&amp;YC)</td>
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<tr>
<td>Early Childhood Development (ECD)</td>
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<tr>
<td>Enhanced People’s Housing Process (EPHP)</td>
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<td></td>
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<tr>
<td>Expanded Public Works Programme (EPWP)</td>
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<tr>
<td>Free Basic Energy (FBE)</td>
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<tr>
<td>Integrated Rapid Public Transport Networks (IRPTN)</td>
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<tr>
<td>Offender Rehabilitation Path (ORP)</td>
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<td></td>
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<tr>
<td>Prevention of Mother-to-Child Transmission (PMTCT)</td>
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<tr>
<td>Working for Water (WfW)</td>
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</tbody>
</table>
Priorities

All development programmes target different human needs. South Africa and other Less Economically Developed Countries (LEDCC) have very critical needs, such as:
- lack of access to basic services
- inadequate housing
- food insecurity
- HIV and other communicable diseases
- health related challenges such as tuberculosis, malaria, and infant and maternal deaths
- poverty and unemployment
- gender and youth marginalisation.

Important words and ideas

- **basic services**: services provided by government such as electricity, water, sanitation, refuse and waste removal
- **marginalisation**: when people are marginalised they are pushed aside by society

Something to think about

Can you think of a few more critical needs in South Africa?

All programmes or projects that address specific priorities at local level should be co-ordinated through the IDP. The diagram below illustrates the central role of the IDP.

![Diagram showing the central role of the IDP](image-url)

*The central role of the IDP*
CASE STUDY  BUFFALO CITY MUNICIPALITY (BCM): PRIORITIES

Cross-cutting issues are issues that need a response from a number of sectors and therefore need to be considered by all clusters. The BCM identified the following seven cross-cutting issues that are channelled through different sectors:

1. HIV/Aids
2. Local Agenda 21
3. Poverty
4. Gender
5. Disability
6. Older persons
7. Youth and children

Source: BMC IDP 2009/10 p 22

Activity 6

Integration

Work on your own. Read the case study above. Complete the empty spaces in this tapestry to illustrate some of the aspects that have to be integrated in an IDP.
Sustainable development

The concept of **sustainable development** became known through the global awareness that if current population growth, production and consumption patterns continue at the same rate, they will destroy the earth and use up the resources that are necessary for human survival.

**Important words and ideas**

**sustainable development**: this term was defined in 1987 by the Brundtland Commission, as: ‘Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.’ (Brundtland 1987: p 43)

Sustainable development is only possible if there is a balance between the economy, society and environment. All three of these things must be considered in development planning.

The diagram below illustrates the aims of sustainable development.

![Diagram of sustainable development aims](image)

**The aims of sustainable development**

A United Nations (UN) Conference held in Rio de Janeiro in 1992 (the Rio Earth Summit) provided the world with some fundamental principles and a programme of action – Agenda 21 – to achieve sustainable development. The implementation of Agenda 21 at a local level is called Local Agenda 21 (LA21).
After the Rio Earth Summit, international concern about sustainable development grew. In 2000 the UN identified eight goals – the Millennium Development Goals (MDGs). These goals have specific targets that the world wants to achieve by 2015. Seven goals aim to improve some of the development priorities and the eighth goal specifies how the first seven goals can be achieved through a joint effort of all the role players.

The MDGs are:
1. Eradicate extreme poverty and hunger.
2. Achieve universal primary education.
3. Promote gender equality and empowerment.
4. Reduce child mortality.
5. Improve maternal health.
7. Ensure environmental sustainability.
8. Develop a global partnership for development.

Important words and ideas
role players: people who act out a particular role

Something to think about
What is the difference between a goal and a target?

The way in which the achievement of these goals are incorporated in municipal plans will determine if municipal development programmes will be sustainable.

Activity 7
Sustainable development
Work on your own.
Name the international goals that will assist municipal development plans to be sustainable.
**CASE STUDY  BUFFALO CITY MUNICIPALITY (BCM): POVERTY AND HUNGER**

The high levels of poverty are apparent in Buffalo City. The statistics from Census 2001 indicate that approximately 70% of households have an income of less than R1 500 per month and 28% of all households have R0 income. Of even greater concern is that these R0 income households have more than doubled since Census 1996, when 14% of the households in BCM had R0 income.
The ward survey undertaken in 2004 and the Mayoral Imbizo in November 2006 confirm that unemployment and job creation were critical issues. To meet the Eastern Cape PGDS target of cutting unemployment by half by 2014, approximately 7 340 new jobs will have to be created per annum in Buffalo City. Growing unemployment is a symptom of Buffalo City’s slow economic growth. The average compounded annual growth in GDP from 1995 to 2004 was 2.5%.

The HIV/AIDS pandemic exacerbates poverty within BCM, due to loss of income as economically active members become sick, increased costs of caring for the sick and many households becoming child-headed households without any income.

Poverty alleviation is a central issue for BCM and is addressed, within the available resources, through various IDP programmes and projects. Examples of these include BCM’s LED programme, the provision of free basic services to qualifying households, the Duncan Village Waste Management Project and the Mdantsane Urban Renewal Programme.

Source: BMC IDP 2009/10 p 23

Activity 8

Case study

Work on your own.
Read the case study above and answer the following questions:
1 What percentage of households in Buffalo City have no income?
2 Why has the HIV/AIDS pandemic exacerbated poverty in BCM?
3 What is growing unemployment a symptom of in BCM?

Activity 9

Practical Assignment

Work on your own.
1 Read through the ‘Important words and ideas’ in this chapter so far and discuss in terms of IDP.
2 Speak to members of your community about IDP. Use their experiences (and your own) to write a report on why it is so important.
UNIT 2 \ IDP elements

By the end of this unit you should be able to:

- List and explain the benefits of IDP with regard to local economic development (110497: SO2 AC3).
- Discuss the needs addressed by the IDP with regard to identified socio-economic issues in own work context (110497: SO2 AC1).
- Identify the role players in the IDP and place them in own work context (110497: SO2 AC2).
- Critique the IDP in terms of specific implementation oriented aspects (110497: SO2 AC3).
- Discuss and motivate the key components of an IDP with reference to own work context (110497: SO4 AC2).
- Identify a range of key components of an IDP using examples from own work context (110497: SO4 AC1).
- Discuss the various role players to ensure IDP success in relation to their roles and functions (244302: SO1 AC2).
- Explain the IDP with reference to a typical project (244302: SO2 AC3).
- Discuss the concept of development planning with regard to local government service and delivery objectives (244302: SO2 AC4).

1 Introduction

Municipalities represent the sphere that is the closest to the people. They can prioritise the services their people need and know what resources are available. Communication between a government and the public is very important. Government must be in touch with the needs of the people it serves. Government is accountable to the public for decisions that they have taken. The more informed people are, the better they understand what government is achieving, for example what the budget is, how it is being spent, what priorities are being addressed, and what service delivery targets have been reached.

As the basis of democracy, public participation is an essential component in all spheres of the South African government. The three spheres of government consist of:

1. a central sphere, referred to as national government
2. a regional sphere, consisting of nine provincial governments
3. a local sphere, consisting of metropolitan, district and local municipalities.
2 Participatory local governance

The Constitution says that the public must be encouraged to participate in the municipal planning processes. In the chapter on public participation in the Municipal Systems Act, it is stated that:

A municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose – (a) encourage, and create conditions for, the local community to participate in the affairs of the municipality.

(MSA 2000 Section 16(1))

This places a responsibility on local government to work out ways to include the community in decision-making processes within their legislative structure.

Through public participation, local government can respond to local issues and base their IDPs on the needs, goals and priorities of the local community.

Activity 10

Public participation

Work on your own.
1. What do you think is the value of public participation?
2. Based on your own experience, do you think this is happening?
Write your answers to both questions in the form of a table like the one below.

<table>
<thead>
<tr>
<th>Value</th>
<th>Reality</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>
**Municipal structure**

A municipality is jointly managed by the municipal administration and municipal council. They have different roles and specific duties.

1. The municipal administration delivers public services to local residents. Although municipalities may structure their departments to suit the needs of the particular area, they usually have the following line departments:
   - Agriculture, Environment and Tourism
   - Development Planning
   - Finance
   - Health and Social Development
   - Housing and Sustainable Development
   - Public Safety and Security
   - Public Works and Infrastructure
   - Sports, Recreational, Arts and Culture

2. The head of administration – the Municipal Manager (MM), is responsible for the overall planning of the municipality, supported by heads of departments. The IDP manager is in charge of integrated development planning and is assisted by an IDP steering committee that is made up of the MM, executive or mayoral committee members and senior municipal and provincial officials.

3. The municipal council is the political structure within local government that guides all the decisions made by a municipality. The municipal council is the final decision-making forum for the IDP.

Municipal officers work closely with each other and the municipal council. They have to implement decisions of the municipal council and provide the council with technical and financial advice.
The municipal council is made up of ward councillors. A ward is a smaller area within a municipality that is based on the number of registered voters and other criteria.

Ward councillors are elected to:
- consult with the community on government programmes that impact on the ward
- represent the community’s needs and aspirations at the municipal council
- facilitate public participation in integrated development planning.

The municipal council elects a mayor, who is assisted by an executive or mayoral committee. This committee is a selection of councillors with portfolios similar to the administrative departments.

The committee, in association with the municipal administration, proposes policies and budgets to the municipal council. If approved, the municipal council keeps an eye on the implementation and reports back to the community.

**Something to think about**
What is the difference between municipal administration and a municipal council?

---

**Structure of a local municipality**

Ward committees members are chosen by the residents of a ward to advise the councillors. Ward committee members are responsible for raising issues of concern to the ward councillor and for making sure that the residents have a say in municipal plans and projects that have an influence on their ward.
Activity 11

Role players

Work with a partner.
What are the roles of the following players in integrated development planning?

<table>
<thead>
<tr>
<th>Role</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mayor</td>
<td></td>
</tr>
<tr>
<td>Mayoral Committee</td>
<td></td>
</tr>
<tr>
<td>Municipal Manager</td>
<td></td>
</tr>
<tr>
<td>Municipal Officers</td>
<td></td>
</tr>
<tr>
<td>Ward Committee</td>
<td></td>
</tr>
<tr>
<td>Ward Councillor</td>
<td></td>
</tr>
</tbody>
</table>

CASE STUDY  BUFFALO CITY MUNICIPALITY (BCM): ROLES AND RESPONSIBILITIES

Planning and implementation of the IDP involves the municipality officials as well as other stakeholders outside the administration.

The Buffalo City Municipal Council, which is the ultimate political decision-making body of the municipality has the responsibility to:
- consider and adopt a Process Plan
- consider and adopt the IDP
- exercise its executive authority within the framework of the IDP.

The council will further be responsible for annual reviews of the IDP, which will involve a participatory process similar to those that existed in drafting the foundation document.

Ward Councillors are the major link between the municipal government and the residents. As such their role is to:
- link the planning process to their constituencies and/or wards
- be responsible for organising public consultation and participation within their wards
- ensure the annual budget is linked to and based on the IDP.

The Executive Mayor of Buffalo City has the ultimate responsibility for drafting the IDP. In his executive capacity he has to:
- make recommendations to the council on the Process Plan
- be responsible for the overall oversight and monitoring of the process and drafting of the IDP
- present the draft IDP to the municipal council to consider and adopt.
The Executive Mayor has delegated the responsibility for operational management of the IDP process to the **City Manager**, who in turn approved the creation of an IDP Unit that was physically responsible for the co-ordination and administration of the drafting, monitoring and annual review of the IDP. An **IDP Manager** headed the IDP Unit, with the following responsibilities:

- preparation of the Process Plan
- undertaking the overall management and co-ordination of the planning process
- ensuring that all relevant actors are involved
- nominating persons to be in charge of different roles
- chairing the Technical Committee
- being responsible for day-to-day management of the drafting process
- ensuring that the planning process is participatory, strategic and implementation-oriented and is aligned with and satisfies sector planning requirements
- responding to comments on the draft IDP from the public and other spheres of government to the satisfaction of the Municipal Council
- ensuring proper documentation of the results of the IDP planning
- making possible adjustments to the IDP for submission to the Municipal Council for approval and the MEC for Local Government for alignment.

**Heads of Department and Officials**, as persons in charge of physically implementing IDPs, were required to be fully involved in the planning process and:

- to provide relevant technical, sector and financial information for analysis for determining priority issues
- make the necessary staff available for work in task teams and other working groups
- contribute with technical expertise in the consultation and finalisation of strategies and identification projects
- provide departmental operational and capital budgetary information
- to be responsible for the preparation of project proposals, the integration of projects and sector programmes within their departments respectively
- to be responsible for preparing relevant amendments to the above, after due consideration.

Source: BMC IDP 2002 p 14
Activity 12

Case study

Work on your own. Read through the case study above and then write a summary of the responsibilities for each of the following:

- Buffalo City Municipal Council
- Ward Councillors
- City Manager
- IDP Manager

Source: BMC IDP 2002 p 21
Public participation

Local people know their community’s needs and abilities. Through public participation, government actions will be based on the reality of people’s lives and development plans will offer realistic solutions.

The MSA makes provision for ward committees to represent the public in the municipal structure. This approach, where ward committees develop plans for their own ward and link their priorities to the municipal IDP is called Community-based Planning (CBP). Many municipalities use CBP as the main structure for public participation. In other municipalities, the ward committees operate together with an IDP Representative Forum.

At an IDP Representative Forum, role players and stakeholders discuss and decide on important development issues. To ensure that everybody is included, the selection of members includes:
- members of the executive or mayoral committee
- ward and district councillors
- ward committee members
- senior officials from municipal and government departments
- traditional leaders
- representatives from organised and unorganised groups
- resource people, consultants and advisors
- community representatives, eg RDP forum.

Something to think about

What is the difference between ward councillors and ward committee members?

Activity 13

Participation and integration

Work in groups.
Who would you invite to attend a public meeting about the installation of prepaid electricity meters in your ward? Give reasons for your answer and report back to the rest of the class.

International experience has shown that citizen and community participation is an essential part of effective and accountable governance at local level.

In South Africa, with its heritage of inequality, backlogs and limited resources, meeting the needs of everybody is very challenging. Municipalities can only meet these challenges by working together with local citizens, communities and businesses and by adopting a developmental approach.
3 Developmental approach

Because local government is the sphere of government that is the closest to the people, municipalities are the key implementing agency of government’s developmental plans.

The Constitution promotes that local authorities should plan and deliver services that address the needs of their people in a developmental way. It states that:

A municipality must structure and manage its administration, and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community.

(The Constitution 1996, Section 153)

The White Paper on Local Government characterises developmental local government as:

... committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

(The WPLG 1998 Section B)

A developmental approach implies that a municipality’s main concern is to attend to the basic needs of the community and promote the social and economic development of the community.

☐ Do this now!

Copy this table into your workbook to evaluate to what extent your municipality is developmental. Place a tick in the relevant box.

<table>
<thead>
<tr>
<th>25%</th>
<th>50%</th>
<th>75%</th>
<th>100%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provides infrastructure and basic services</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Creates liveable, integrated cities, towns and rural areas</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Has effective local economic development programmes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Considers the needs and suggestions of the public</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Socio-economic development

The term socio-economic is a combination of the social and economic conditions under which people live and work. Development planning is based on an analysis of these two factors.

Social development

Demographic data are the characteristics of a human population represented by statistics (numerical counts) of the social aspects of people's lives. Some of the most important demographic measures include:

- births, deaths and migration
- size of the population
- age and gender composition
- urban-rural divide
- spread of household income
- level of poverty
- level of education
- health status

Important words and ideas
demographic: statistics characterising a human population

These demographic factors paint a picture of the living conditions of people – their quality of life. It indicates the current realities and projects future trends that should be taken into account.

Economic growth

A country's economic performance is measured by its Gross Domestic Product (GDP). The GDP is the total market value of goods and services produced by a country in a given year. A region's economic performance can be measured by its Gross Geographic Product (GGP).

These economic indicators give an indication of the monetary value of goods and services produced within a country or region in one year.

Important words and ideas
economic indicators: statistics about the economy which allow for analysis of economic performance

It shows, amongst other things:
- economic size and growth rate
- sectoral compositions, eg agriculture, industry or services
- general standards of living.

Something to think about
What is the difference between quality of life and standard of living?
The employment situation also gives an overview of the economic conditions, for example:
• The labour force indicates how many people are formally or self employed, working in the informal sector of the economy or are unemployed.
• The labour market evaluates the difference between labour supply and demand.

Socio-economic situations are not only determined by these two dimensions. The availability of infrastructure is also very important. Infrastructure includes:
• schools
• electricity
• housing
• telecommunications
• transport
• water.

Important words and ideas
infrastructure: the basic features of a system

Do this now!
Make a list of examples of infrastructure. Discuss as a class.

Infrastructure is vital to ensure that everyone has access to services – which also influences people’s socio-economic conditions.

Socio-economic information is necessary for local government to find out basic service needs and prioritise development plans. Based on this information they can plan what must be done to tackle problems to do with development in their IDP.
Activity 14

Socio-economic impact

Work with a partner. What factors influence the following socio-economic needs? Work with a partner to complete the following table.

<table>
<thead>
<tr>
<th>Employment</th>
<th>eg illiteracy, level of education and skills development, economic growth, rural underdevelopment, etc.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food security</td>
<td></td>
</tr>
<tr>
<td>HIV/AIDS</td>
<td></td>
</tr>
<tr>
<td>Housing</td>
<td></td>
</tr>
<tr>
<td>Inequality</td>
<td></td>
</tr>
<tr>
<td>Poverty</td>
<td></td>
</tr>
</tbody>
</table>

Local economic development (LED)

According to the Constitution, municipalities must promote economic development. The White Paper on Local Government provides the background to this, stating that:

Local government is not directly responsible for creating jobs. Rather, it is responsible for taking active steps to ensure that the overall economic and social conditions of the locality are conducive (favourable) to the creation of employment opportunities.

(The WPLG 1998 Section B)

Local government follows a developmental approach, which means creating the right conditions for development to flourish.

Municipal schemes and plans must create an environment that encourages economic growth and helps people to improve their living conditions:

The purpose of local economic development (LED) is to build up the economic capacity of a local area to improve its economic future and the quality of life for all. It is a process by which public, business and non-governmental sector partners work collectively (together) to create better conditions for economic growth and employment generation.

(Swinburn 2006 p 1)
There is not only one approach to LED. The choice of plans or schemes will depend on the resources and conditions of that particular area. Each municipality may develop strategies that are best suited to its local context, population and economy:

- Context: geographic features, physical resources, etc.
- Population: demographic factors, characteristics, trends, etc.
- Economy: employment, dominant sectors (agricultural, industrial, etc).

All IDPs must contain an LED plan that:

- prioritises job creation and poverty alleviation
- promotes local ownership, community involvement and joint decision-making
- involves partnerships between communities, businesses and government
- uses local resources and skills and maximises opportunities for development
- integrates diverse economic initiatives in a broad approach to development
- responds to changing local, national and international circumstances
- targets disadvantaged and marginalised communities and geographical regions
- considers environmental implications of economic development strategies.

Through integrated development planning, municipalities can bring together all role players to develop an LED approach that fits the local needs and those of the provincial and national government.

**CASE STUDY **BUFFALO CITY MUNICIPALITY (BCM): MDANTSANE URBAN RENEWAL PROGRAMME (MURP)

The township of Mdantsane has its roots in the apartheid era, when in the 1950s the East London City Council relocated the black inhabitants of the East and West Bank 25 km east of East London.

Today this sprawling township has an estimated population of 175 790 and 45 384 households (census 2001). It is a vital part of Buffalo City with high unemployment, poverty, infrastructure backlogs, violence and crime rates.

MURP was launched in October 2003 to ensure that: ‘Mdantsane in the year 2020 will be an integrated and productive socio-economic hub for Buffalo City.’ The programme has six key objectives:

1. To create habitable living environments
2. To create a vibrant and sustainable local economy
3. To reduce vulnerability and improved access to social services and economic opportunities
4. Improved stakeholder involvement and partnerships
5. Improved strategy, project implementation and co-ordination
6. Improved capacity for Urban Renewal Implementation
At an Urban Renewal Indaba held in June 2008, the Buffalo City Executive Mayor, Zintle Peter reported that: ‘We are creating jobs and getting rid of poverty in Mdantsane. This way we are able to improve the livelihood of the people of the township. We also want to improve the local economy through skills development programmes.’ She added that the newly opened R520-million shopping mall, Mdantsane City, proved that business people had confidence in the township. ‘The mall has already created 1 000 jobs; we are looking forward to more initiatives of this nature.’

The programme serves as a pilot for integrated development, building sustainable human settlements and developing alternative, replicable models of service delivery. MURP is not only an example of BCM directorates working together, but of partnership and co-ordination with other spheres of government, stakeholders (inter-governmental relationships) and the international community (EU Commission, Germany, France and Sweden).

Source: BMC IDP 2008/9 p 57

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**Activity 15**

**Case study**

Work in groups.
Discuss in your groups how you think the six objectives of MURP could be implemented.

**Activity 16**

**Glossary**

Work on your own.
So far this chapter has introduced a lot of terminology, which can be confusing. Read through the chapter and list any words or terms that you are unsure of. Then look them up in your dictionary or on the internet and create your own glossary of terms.
UNIT 3  ■  IDP mechanisms

By the end of this unit you should be able to:

- List the mechanisms for implementing the IDP in own work context (110497: SO3 AC1).
- Discuss the approach to managing the IDP in own work context (110497: SO3 AC2).
- Discuss methods of evaluating the IDP in own work context (110497: SO3 AC3).
- Prepare and deliver a presentation of the key components of an IDP in a format that is appropriate to the specified audience (110497: SO4 AC3).
- Explain the concept of IDP with reference to current projects underway in local government (244302: SO2 AC1).
- Identify and discuss briefly various core municipal processes in relation to their inputs to municipal planning (244302: SO1 AC3).

1  Introduction

The IDP is a product of the integrated development planning process whereby municipalities prepare a five-year development plan that has to be reviewed annually. Let’s take a look at what the integrated development planning process means:

**Integrated:** links local interventions that address the needs of people with government’s sustainable developmental plans

**Development:** is a long-term process to alleviate issues such as poverty and inequality, in the face of challenges such as population growth and HIV

**Planning:** evaluates existing conditions, explores underlying challenges and identifies available resources to prepare for the future

Integrated development planning is a systematic process that will always include:
- assessing needs
- identifying problems
- setting goals
- collecting information
- choosing a course of action
- monitoring and evaluation.

Something to think about

Does your municipality’s IDP include the following?
- Situational analysis
- Vision and mission
- Implementation plans
- Performance management systems
Implementation

There is an approved process to guide the planning and implementation of an IDP. It consists of the following five phases:

---

The five phases of IDP

**Phase 1: Analysis** To determine the needs and problems faced by the people in the municipal area

<table>
<thead>
<tr>
<th>Purpose: <strong>WHY</strong></th>
<th>To ensure that decisions are based on:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- people’s priority needs and problems</td>
</tr>
<tr>
<td></td>
<td>- knowledge of available resources</td>
</tr>
<tr>
<td></td>
<td>- understanding of factors that influence development.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Processes: <strong>HOW</strong></th>
<th>Participatory problem identification and analysis</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Data-based analysis of service standards, backlogs and priorities</td>
</tr>
<tr>
<td></td>
<td>Municipal level situational analysis of:</td>
</tr>
<tr>
<td></td>
<td>- economical • environmental</td>
</tr>
<tr>
<td></td>
<td>- social • spatial</td>
</tr>
<tr>
<td></td>
<td>- institutional • financial.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Outputs: <strong>WHAT</strong></th>
<th>Assessment of the existing level of development</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Priority issues and problem statements</td>
</tr>
<tr>
<td></td>
<td>Understanding of nature and causes of these issues</td>
</tr>
<tr>
<td></td>
<td>Knowledge of available resources and potential</td>
</tr>
</tbody>
</table>
**Phase 2: Strategies** To formulate solutions to address the identified needs and problems

<table>
<thead>
<tr>
<th>Purpose:</th>
<th>To ensure that the most appropriate ways of addressing priority issues are identified, with consideration to:</th>
</tr>
</thead>
</table>
| WHY | • policy guidelines  
• available resources  
• inter-sectoral linkages  
• competing requirements  
• a common vision. |

<table>
<thead>
<tr>
<th>Processes:</th>
<th>Strategic debates and workshops informed by:</th>
</tr>
</thead>
</table>
| HOW | • inter-sectoral priority issues  
• provincial development vision  
• cross-boundary concerns  
• national strategic plans. |

| Outputs: | Vision  
Objectives  
Strategic plans |
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>WHAT</td>
<td></td>
</tr>
</tbody>
</table>

**Phase 3: Projects** To design projects in line with municipal vision, objectives and strategic plans

<table>
<thead>
<tr>
<th>Purpose:</th>
<th>To ensure successful delivery through sound project planning by:</th>
</tr>
</thead>
</table>
| WHY | • project task teams  
• sector specialists  
• relevant stakeholders. |

<table>
<thead>
<tr>
<th>Processes:</th>
<th>Proposals indicating:</th>
</tr>
</thead>
</table>
| HOW | • target figures  
• locations  
• responsible agencies  
• technical standards  
• time and cost estimates  
• outputs and indicators. |

| Outputs: | Priority projects  
Sector projects  
Maintenance projects  
Expansion projects |
<table>
<thead>
<tr>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>WHAT</td>
<td></td>
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</tbody>
</table>

### Phase 4: Integration
To bring projects together in one consolidated and integrated plan

<table>
<thead>
<tr>
<th><strong>Purpose:</strong></th>
<th><strong>To ensure the compliance of projects with:</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>WHY</strong></td>
<td>• the vision, objectives, strategies and resources</td>
</tr>
<tr>
<td></td>
<td>• other projects and programmes</td>
</tr>
<tr>
<td></td>
<td>• legal requirements</td>
</tr>
<tr>
<td></td>
<td>• spatial, financial and institutional frameworks.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Processes:</strong></th>
<th><strong>Discussion and debate in the IDP Representative Forum to:</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>HOW</strong></td>
<td>• match projects within municipality</td>
</tr>
<tr>
<td></td>
<td>• align programmes with sectoral plans</td>
</tr>
<tr>
<td></td>
<td>• link plans with regional and national frameworks.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Outputs:</strong></th>
<th><strong>WHAT</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>A five-year development plan</td>
</tr>
<tr>
<td></td>
<td>A five-year budget allocation framework</td>
</tr>
<tr>
<td></td>
<td>A capital investment programme</td>
</tr>
<tr>
<td></td>
<td>An institutional capacity building strategy</td>
</tr>
<tr>
<td></td>
<td>An integrated spatial development framework</td>
</tr>
<tr>
<td></td>
<td>Integrated sectoral programmes, eg LED, HIV</td>
</tr>
<tr>
<td></td>
<td>A monitoring and performance management system</td>
</tr>
<tr>
<td></td>
<td>A disaster management plan</td>
</tr>
</tbody>
</table>

### Phase 5: Approval
To submit the IDP for municipal council consideration and approval

<table>
<thead>
<tr>
<th><strong>Purpose:</strong></th>
<th><strong>To ensure the IDP is legitimate, relevant and will be supported by:</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>WHY</strong></td>
<td>• the community • municipal administration</td>
</tr>
<tr>
<td></td>
<td>• district council • sector departments</td>
</tr>
<tr>
<td></td>
<td>• national government • provincial government</td>
</tr>
<tr>
<td></td>
<td>• relevant stakeholders • interested parties.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Processes:</strong></th>
<th><strong>Evaluation of draft IDP in the Municipal Council against:</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>HOW</strong></td>
<td>• public comments • legal compliance check • sector plans and budgets</td>
</tr>
<tr>
<td></td>
<td>• feasibility check • horizontal (district) and vertical (provincial and national) alignment.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Outputs:</strong></th>
<th><strong>WHAT</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>An amended, approved and adopted Integrated Development Plan</td>
</tr>
</tbody>
</table>
Activity 17

Phases of implementation

Work on your own.
Describe in your own words what happens during the phases of integrated development planning and identify who is involved in your municipality. Use the following table to guide you:

<table>
<thead>
<tr>
<th>Phase</th>
<th>Description</th>
<th>Role players</th>
</tr>
</thead>
<tbody>
<tr>
<td>Analysis</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strategies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Projects</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Integration</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Approval</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

2 Management System

South Africa is working to overcome the legacy of underdevelopment, poverty, backlogs and inequality. Government put a performance management system (PMS) in place to help it meet these challenges and monitor and evaluate if it is fulfilling its developmental goals.

The requirement that government must be performance driven is found in the White Paper on Transforming Public Service Delivery (1995). It advocates eight principles known collectively as Batho Pele (People First) to build a service-oriented public service.

Important words and ideas

White Paper: a government report that outlines a policy; it is available to the public
Do this now!
How well is your municipality implementing the eight principles of Batho Pele? Copy the table and tick the appropriate boxes.

<table>
<thead>
<tr>
<th>Good</th>
<th>Medium</th>
<th>Bad</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consultation: Citizens should be asked what services they need.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Service standards: Citizens have a right to high quality services.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Access: All citizens should have equal access to services.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Courtesy: Citizens should be treated politely and with consideration.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Information: Citizens are entitled to full and accurate information.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Openness and transparency: Citizens should know how resources are spent.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Redress: Citizens should be offered solutions if services are not delivered.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Value for money: Citizens should receive services that are financially efficient (i.e. affordable and value for money).</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The White Paper on Transforming Public Service Delivery stipulates that government must develop performance management systems (PMS). A PMS must include:
- Performance areas: Development priorities and objectives are grouped in performance areas.
- Indicators: Indicators are put together during the integrated development planning process.
- Targets: Performance targets are set for each indicator.
- Monitoring: Tasks are established to manage and assess performance.
- Reporting: The variety and frequency of reporting and lines of accountability are specified.
Chapter 6 of the Municipal Systems Act prescribes a PMS as a management tool to:

- monitor performance in implementing IDPs
- improve efficiency, effectiveness and quality in service delivery
- enable communities to hold municipalities accountable for performance
- review overall performance in achieving their constitutional objectives.

Performance management contributes to creating a culture of good performance in the public service. This means that public service employees are motivated to provide good and efficient service. PMS is the mechanism that ensures that government is doing its work and delivering on its mandate.

**Important words and ideas**

**mandate**: an order or command to do something

**Activity 18**

**Evaluation checklist**

Work in groups. Develop a checklist to evaluate whether your municipality’s IDP is fulfilling its developmental mandate.

**Indicators**

An indicator is data that gives us information about something. Indicators can be quantitative or qualitative.

Quantitative indicators are numerical counts that show amounts, quotas, figures or averages. Qualitative indicators are measures of value or standards that show observations, insight or change, for example:

<table>
<thead>
<tr>
<th>Quantitative indicators</th>
<th>Qualitative indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>How many people attended the informal settlement upgrading meeting</td>
<td>How the community reacted after the informal settlement upgrading meeting</td>
</tr>
<tr>
<td>How many woman-headed households live in adequate houses</td>
<td>How women-headed households are accepted and supported by the community</td>
</tr>
</tbody>
</table>
Indicators make complex socio-economic development projects measurable. Within a PMS, key performance indicators (KPIs) are powerful instruments that can:

- ensure that municipalities focus on and set aside resources to strategic priorities
- create a basis for comparisons and standards among municipalities
- set a basis for uniformity and minimum common standards
- assist in measuring performance in an objective and unbiased manner
- create a framework within which municipalities can set their own indicators.

KPIs should be current, practical, adequate, available, relevant and comparable. One of the models that has been developed to evaluate good indicators is SMART:

**Specific:** Must measure as closely as possible what it is intended to measure

**Measurable:** Must be able to evaluate the quality or measure the quantity

**Achievable:** Must be possible to obtain the data at a reasonable cost

**Reliable:** Must be a general agreement over interpretation of the results

**Time-bound:** Must be collected frequently enough to inform on progress

Indicators vary according to what they aim to measure – input, output, outcome or impact. The table below gives some examples:

<table>
<thead>
<tr>
<th>KPI</th>
<th>Explanation</th>
<th>Aim Example: To teach people how to make bricks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Input</td>
<td>What resources were used?</td>
<td>Skilled trainers, willing students</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Clay, sand, spades and wheelbarrows</td>
</tr>
<tr>
<td>Output</td>
<td>What was produced or delivered?</td>
<td>20 community members that can manufacture handmade bricks</td>
</tr>
<tr>
<td>Outcome</td>
<td>What were the achievements?</td>
<td>Community members can make their own bricks</td>
</tr>
<tr>
<td>Impact</td>
<td>How did this affect the target group?</td>
<td>People can build adequate homes</td>
</tr>
<tr>
<td></td>
<td></td>
<td>People can generate income</td>
</tr>
</tbody>
</table>

KPIs must be developed for all units, employees and service providers in line with the municipality’s IDP. If the municipality amends its IDP it must also review its KPIs.
Activity 19

Different indicators

Work on your own.
Identify an aim for a development project that you are familiar with. Develop an input, output, outcome and impact indicator for the project. Use the flow diagram below to illustrate your work.

Input

Output

Impact

Outcome
Duncan Village is a densely populated African township approximately 10 km from East London. In response to the limited provision of cleansing services the community leaders in Duncan Village initiated clean-up campaigns. To improve and uplift the local socio-economic and environmental conditions in the area, local youth groups were involved in collecting and recycling all forms of waste. Project supervisors, all of whom are women, oversee the broader day-to-day recycling and waste management operations.
The result was an initiative that created jobs and simultaneously addressed the negative impacts of waste on the environment and the communities’ health. After several consultative meetings with the Department of Environmental Affairs and Tourism (DEAT) and the private sector, various community-based organisations formed a Section 21 Company called Siyakhula.

The project is linked to the BCM IDP and funded through the Poverty Relief Programme. The Buffalo City Municipality plays a monitoring role. Within the context and output of the IDP, the DVWMP was assessed using the following sustainability KPIs:

<table>
<thead>
<tr>
<th>Sustainability</th>
<th>Key Performance Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Economic Development</td>
<td>Continuously increase job opportunities</td>
</tr>
<tr>
<td></td>
<td>Sustainable profit generation</td>
</tr>
<tr>
<td></td>
<td>Increase productivity and systems</td>
</tr>
<tr>
<td></td>
<td>Capacitate management structure</td>
</tr>
<tr>
<td>2. Environmental</td>
<td>Optimise waste recycling</td>
</tr>
<tr>
<td>Development</td>
<td>Caring for environment, clean areas</td>
</tr>
<tr>
<td></td>
<td>Sorting and recycling at source – compost for gardens</td>
</tr>
<tr>
<td></td>
<td>Environmental awareness and creating waste collecting points</td>
</tr>
<tr>
<td>3. Social Development</td>
<td>Employment creation</td>
</tr>
<tr>
<td></td>
<td>Decrease crime</td>
</tr>
<tr>
<td></td>
<td>HIV and Aids awareness programmes</td>
</tr>
<tr>
<td></td>
<td>Improved living conditions</td>
</tr>
</tbody>
</table>

Source: UNDP-SA p 102

Activity 20

Case study

Work in groups.
1. Can you think of any more KPIs that could be used to assess the Duncan Village Waste Management Project?
2. Identify a similar project in your area and develop a set of KPIs that could be used to assess it.
Activity 21

Acronyms

Work with a partner.
What do the following acronyms stand for?
- AsgiSA
- CBP
- GDP
- GEAR
- GGP
- IDP
- KPI
- LED
- LEDC
- MDG
- MM
- MSA
- NGO
- NPO
- PMS
- RDP
- WPLG

Activity 22

Practical assignment

Work on your own.
Prepare and deliver a presentation for the general public that clarifies the following questions:
1. What is the purpose and role of integrated development planning?
2. What elements are covered in IDP?
3. How is IDP implemented, monitored and evaluated?
**Self-assessment**

How well have you understood what IDP and the planning functions of local government is all about? Complete the table below to find out.

<table>
<thead>
<tr>
<th>I can:</th>
<th>4 Very well</th>
<th>3 Quite well</th>
<th>2 With some help</th>
<th>1 Not at all</th>
</tr>
</thead>
<tbody>
<tr>
<td>explain the purpose, role of and guidelines for Integrated Development Planning (IDP)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>discuss the elements covered in the IDP in terms of my own work content</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>explain the core municipal planning processes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>examine the approach to and mechanisms for implementing, monitoring and evaluating the IDP in my own work context</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>illustrate the key components of IDP in the form of a presentation with examples from my own work context</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

If you rated your understanding with a 1 or a 2, it means you do not feel very sure about what you know. Ask a peer to help you by explaining things you do not understand or speak to your facilitator.
In this chapter we take a look at legislation and policies to do with the provision of housing. We also examine the definition of social housing, who it is aimed at, criteria to benefit from social housing, as well as the goals and principles of social housing.

Who is social housing aimed at?
UNIT 1 ■ Legal framework

By the end of this unit you should be able to:

- Identify and explain the enabling legislative framework related to housing with examples (SO2 AC1).
- Explain the purpose and strategic intent of the social housing from a legislative framework and policy context (SO2 AC2).
- Identify and describe implementation mechanisms and supporting resources for social housing in terms of social housing legislation (SO2 AC3).
- Explain implementation mechanisms and supporting resources in terms of function, roles and responsibilities provided for in the legislation (SO2 AC4).
- Identify and describe various kinds of legal structures in terms of applicable legislation in order to select a possible legal structure for social housing institutions (SO4 AC2).
- Describe and explain the organisational structure of all the legally allowed social housing institutions with examples (SO4 AC3).

1 Introduction

Abraham Maslow, an American psychologist, developed a hierarchy of human needs in the 1950s that is still applicable today. The hierarchy is illustrated as a pyramid with five levels.

The first and most critical level is to do with basic human survival needs – air, water, food and sleep. The second is safety and security, which includes the need for shelter against the elements. The third, fourth and fifth levels are to do with the need to belong, and the need for recognition and personal growth. These higher needs can only be achieved when the lower needs in the hierarchy are met. This shows us that access to safe housing and healthy living conditions are one of the most basic human needs and an important starting point for human development and self-fulfilment.
The United Nations (UN) estimates that more than one billion people in the world live in inadequate shelters. This illustrates the enormous global demand for proper housing.

As far back as 1976 world leaders expressed their concern at a UN Conference on Human Settlements over the bad condition of human settlements, particularly in developing countries.

**Something to think about**

What is the difference between adequate and inadequate housing?

UN-HABITAT, a UN agency for human settlements, was created to promote sustainable human settlements that can provide adequate shelter for all. The main documents that outline the mandate of UN-HABITAT are the Habitat Agenda and Agenda 21.

You learned in Chapter 2 that the Millennium Development Goals (MDGs) are eight development goals that address critical aspects of poverty, such as nutrition, health, education, gender equality and environmental sustainability.

Each millennium development goal has a set of measurable targets with appropriate indicators to monitor progress at global, national and local levels.

One of the targets of Goal 7: Ensure Environmental Sustainability is Target 11: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers. This target, with its five indicators recognises that inadequate housing is a major development issue.

**Do this now!**

To what extent do you think South Africa has already achieved MDG 7 Target 11? Copy the table into your workbook and tick the applicable box.

<table>
<thead>
<tr>
<th>25%</th>
<th>50%</th>
<th>75%</th>
<th>100%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- Proportion of households with access to improved water supply
- Proportion of households with access to adequate sanitation facilities
- Proportion of individuals who have secure tenure
- Proportion of households with three persons or more per room
- Proportion of households with access to an adequate house
2 Legislation and policies

South Africa is a young democracy and, as mentioned in Chapter 1, it is dealing with the problems created by apartheid. This is evident in the housing sector where different race and income groups have inadequate housing and live in townships far away from social amenities and economic opportunities.

Townships, such as Alexandra township, were historically situated far away from social amenities and places of work.

To eradicate the housing backlog, eliminate inequality and build a democratic, non-racial and non-sexist future, discriminatory legislation had to be replaced by new housing and human settlement legislation and policies.

**Legislation**

The following laws are the most important pieces of legislation that guide the implementation of government’s social housing development plans.


The Constitution is the supreme law of the land and all housing legislation and policies are subject to it. In the Bill of Rights, access to adequate housing is recognised as a basic human right. Section 26 of the Constitution protects the unchallengeable right to housing:
• 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.

(The Constitution 1996, Section 26)

(b) The Housing Act 107 of 1997

The Housing Act and its amendments is the supreme housing law; it replaces all previous housing legislation, and amongst other things:
• clarifies the roles and responsibilities of the three spheres of government to provide housing
• requires that the Minister sets a National Housing Code including a national housing policy
• binds all other parties involved with housing to act in accordance with the housing policies
• provides for a South African Housing Fund, and how it will be allocated and managed.

The preamble of this Act reads as follows:
‘WHEREAS in terms of section 26 of the Constitution of the Republic of South Africa, 1996, everyone has the right to have access to adequate housing …

AND WHEREAS the Parliament of the Republic of South Africa recognises that – housing, as adequate shelter, fulfils a basic human need

housing is both a product and a process

housing is a product of human endeavour and enterprise

housing is a vital part of integrated developmental planning

housing is a key sector of the national economy

housing is vital to the socio-economic well-being of the nation.’

(Preamble to The Housing Act 1997)

Do this now!

Discuss in your groups the meaning of each bulleted point of the preamble to the Housing Act.

(c) The Prevention of Illegal Eviction from and Unlawful Occupation of Land Act (PIE) 19 of 1998

This Act, which has recent amendments, provides for a fair and reasonable process to evict people who unlawfully occupy land and houses. It is an offence to evict without following the correct process.
PIE states that eviction or property repossession on grounds of non-payment may only happen if a reasonable amount of warning has been served on the owner or tenant. This is especially important for social housing institutions when dealing with tenants who are not paying their rent.

**Important words and ideas**

**tenant:** someone who pays for the right to occupy land or a building for a specified period of time

**The Housing Consumers Protection Measures Act 95 of 1998**

This Act provides protection for housing consumers and for the establishment of a **statutory body** for homebuilders – the National Home Builder’s Registration Council (NHBRC).

The NHBRC registers builders in different categories of housing construction and regulates the home-building industry by formulating and enforcing a code of conduct.

**Important words and ideas**

**statutory body:** an organisation that has legal power

**The Rental Housing Act 50 of 1999**

This Act, as added to by the Rental Housing Amendment Act 43 of 2007, defines government’s responsibilities to do with rental housing property. It creates ways in which to promote the provision of rental housing and the proper functioning of the rental housing market.

The Act addresses three main issues:

- how the government will promote rental housing
- the rights and responsibilities of tenants and landlords
- establishing a Rental Tribunal to resolve disputes.

The Rental Housing Act sets the parameters within which the social and rental housing sectors operate.

**Something to think about**

What is the difference between a landlord and a tenant?

**The Housing Development Agency Act 23 of 2008**

The Housing Development Agency (HDA) was established in terms of this Act to:

- identify, acquire, hold, develop and release state, privately and communally owned land for residential and community development
- monitor progress in the development of land and property acquired for the purpose of creating sustainable human settlements
- undertake project management services, including providing assistance in respect of approvals required for housing developments.
(g) The Social Housing Act 16 of 2008

The Social Housing Act aims to increase the development of an affordable supply of rental housing as part of creating sustainable human settlements, through:
- promoting the development of the social housing sector
- describing definitions and general principles related to social housing
- specifying the roles of the spheres of government in respect of social housing.

The Act provides information on the functions and legal status of Social Housing Institutions (SHI) and provides for the establishment of a Social Housing Regulatory Authority (SHRA) to control all social housing institutions that work with public funds.

Policies

Since 1994, there have been many policies developed to give effect to the government’s housing development mandate. These include the 1994 Reconstruction and Development Programme (RDP), the 1996 Growth, Employment and Redistribution (GEAR) Strategy, and the 2006 Accelerated and Shared Growth Initiative – South Africa (AsgiSA).

Although South Africa’s housing policies are flexible and can be adjusted to meet society’s changing needs, there are five documents that currently guide the government’s social housing agenda.


South Africa’s housing policy framework is rooted in this document. The White Paper states that the point of departure of all housing policy in South Africa is:
- sovereignty of the Constitution
- housing as a basic human right
- the role of the state
- people-centred development
- freedom of choice
- non-discrimination.

Important words and ideas

**sovereignty**: supreme authority and free from outside control

It also contains government’s overall approach to ensuring housing delivery in relation to:
- stabilising the housing environment
- supporting the housing process
- mobilising housing credit and savings
- establishing the availability of subsidies
- institutional arrangements
- land acquisition and redistribution
- co-ordinated development.
The fundamental principles of this White Paper are still relevant today and guide all human settlement development policies and implementation mechanisms.

Something to think about
What is the difference between land acquisition and land redistribution?

National Housing Code (2009)

Section 4 of the Housing Act states that the Minister of Housing must publish a National Housing Code:
(1) The Minister must publish a code called the National Housing Code (referred to as the ‘Code’).
(2) The Code -
   (a) must contain national housing policy;
   (b) may, after consultation with every MEC and the national organisation representing municipalities as contemplated in section 163(a) of the Constitution, include administrative or procedural guidelines in respect of—
      (i) the effective implementation and application of national housing policy;
      (ii) any other matter that is reasonably incidental to national housing policy.

(The Housing Act of 1997 Section 4)

The National Housing Policy of South Africa in the Code provides administrative guidelines and suggestions for implementation. It does not replace any legislation, but gives an overview and confirms the existing policies.

The updated National Housing Code, 2009 simplifies the implementation of housing projects. It provides clear guidelines, norms and standards for the various housing assistance programmes and is structured in three parts:


Part B: Overview of the Current National Housing Programmes

Financial interventions
(a) Incremental interventions
(b) Rural interventions
(c) Social and rental interventions
   – Social housing programmes
   – Institutional subsidies
   – Community residential units


Important words and ideas
incremental: increasing or growing
The Urban Development Framework (1997)

The Urban Development Framework recognises the importance of South Africa’s cities and towns in meeting people’s needs for shelter within the context of sustainable development.

The policy sets the framework for programmes to ensure that urban development is planned and implemented in a participatory, integrated and environmentally sustainable manner to improve the general quality of life of all those living in urban areas.

It gave impetus to the Urban Renewal Programme (URP) in 2001, whose broad outcomes are:
- revitalisation of the inner city
- job creation
- integrated economic development
- making the inner city safe.

Important words and ideas

urban development: the growth and expansion of cities and towns
impetus: a force or energy to move something along

One of the aims of the Urban Renewal Programme is to make city’s safe.
Government’s social housing programme is a major contributor to achieving the outcomes of the URP.

**The Comprehensive Plan for Sustainable Human Settlements, 2004**

A review of government’s achievement in housing provision from 1994 to 2004 led to a new strategy: the Comprehensive Plan for the Development of Sustainable Human Settlements. This strategy, also called Breaking New Ground (BNG), is government’s medium term (ten year) housing policy framework that paves the way for a new approach to sustainable human settlements.

The BNG acknowledges the principles in the 1994 Housing White Paper (such as providing permanent residential structures with secure tenure, water, sanitation, etc) and its goal is to address the housing needs of the people, within the context of broader socio-economic needs.

This means that housing planners have to consider people’s needs for infrastructure and access to jobs, services and facilities that will improve their quality of life.

With its emphasis on sustainable human settlements, BNG reinforces the vision of government to create a non-racial, integrated society through sustainable human settlements and quality housing.

This plan is **comprehensive** because it intends to use the delivery of housing as a strategy for:

- poverty alleviation
- job creation
- wealth generation
- economic growth
- crime prevention
- social cohesion.

**Important words and ideas**

**comprehensive**: complete and wide-ranging

BNG covers a wide range of programmes, from informal settlement upgrading to meet MDG7 Target 11 and improve the lives of slum dwellers, to earmarking social housing (SH) as an instrument to provide solutions to the housing demand. It states that the direct objective of SH is:

‘To facilitate the production of effectively managed institutional housing in the areas where demand for institutional or managed housing of all types exist’.

(BNG 2004 p 19)
Something to think about
What is the difference between low density, medium density and high density housing? What is the difference between individual subsidies and project subsidies?

BNG makes provision for the following social housing interventions:
• redefining the concept of social (medium-density) housing
• new funding mechanisms for social housing
• building institutional capacity within the social housing sector.

Social Housing Policy for South Africa, 2003

The goal of this policy, which has been reviewed a few times, is to improve the rental housing sector. It expands individual housing subsidies to include subsidising social housing projects for people that rent accommodation and are from the lower- and medium-income groups.

The most important principles of the Social Housing Policy (SHP) are that social housing must:
• restructure urban inner-city by integrating housing development in existing areas
• respond to local housing demand through the establishment of well-managed, quality rental housing options and quality living environments
• deliver housing for income groups ranging from the working-poor to emerging middle income groups
• support the economic development of low – and medium – income communities through the creation of sustainable and workable projects
• promote safe, harmonious, and socially responsible housing and urban environments
• encourage the involvement of the private sector as much as possible.

Two specific features of the SHP are:
• Restructuring zones (RZ) whereby geographical areas that offer opportunities for social and economic development are identified in areas within a city.
• Accreditation of Social Housing Institutions (SHI) that can apply for a government grant.

The most current version of this policy is available in Part B of the National Housing Code 2009.
**Something to know**

Have you read these policies? You can find them on the Department of Human Settlements’ website: www.housing.gov.za.
- New Housing Policy and Strategy for South Africa White Paper
- National Housing Code
- The Urban Development Framework
- The Comprehensive Plan for Sustainable Human Settlements
- Social Housing Policy

### Activity 1

**Housing legislation**

Work with a partner. Copy the diagram below and briefly state the main provision of the following laws and policies:

```
Act: ________________________________________________

Supreme housing law

The Prevention of Illegal Eviction from and Unlawful Occupation of Land Act
Provision: _____________

Housing Consumers Protection Measures Act
Provision: _____________

Rental Housing Act
Provision: _____________

Housing Development Agency Act
Provision: _____________

Social Housing Act
Provision: _____________

New Housing Policy and Strategy for South Africa White Paper
Provision: ________________________________________________

National Housing Code
Provision: ________________________________________________

The Urban Development Framework
Provision: ________________________________________________

The Comprehensive Plan for Sustainable Human Settlements
Provision: ________________________________________________

National Social Housing Policy
Provision: ________________________________________________
```
3 Role players

South African legislation and housing policies, determine that social housing will be high quality, subsidised rental or co-operative housing options for low-to medium income households, provided by accredited social housing institutions or projects in urban environments.

Social housing requires participatory management by sustainable and independent institutions, i.e., they will all have a say in the process. Partnerships between the spheres of government, private sector and communities are an important requirement for the sustained delivery of social housing.

The role players in social housing can be categorised in three broad sectors, namely the regulatory, implementation and support sectors.

The regulatory sector is responsible for overall policy, programme development and management. It includes three main stakeholders:

**National government**

The key responsibilities of the National Department of Human Settlement to do with social housing provisioning are to:
- develop legislation and policies in line with its constitutional responsibilities
- provide a regulatory framework within which role players in the sector must operate
- create an environment that enables other stakeholders to operate effectively
- fund social housing programmes through a standard component of the capital grant
- approve restructuring zones, projects and business plans submitted by provinces
- address issues that affect the growth and development of the sector
- ensure the quality and quantity of social housing delivery
- establish institutional capacity to support social housing initiatives.

**Provincial government**

Social housing programme management is the responsibility of the provincial departments of housing. Their main responsibilities are to:
- create an enabling environment that promotes and facilitates the provision of adequate housing
- provide a framework to address provincial housing priorities in line with the national framework
- develop an annual social housing programme and business plan
- identify restructuring zones (RZ) together with local authorities
- administer the pay-out of capital grant funding that is approved by national government
allocate institutional subsidies and top-up of the variable component of the capital grant
• monitor progress and ensure compliance with social housing norms and standards.

Social Housing Corporation

The Social Housing Corporation (SHC) is the SHRA as required by the Social Housing Act that must:
• assist provinces with approval of project applications
• accredit and maintain a register of social housing institutions (SHIs)
• monitor SHIs’ performance through regular performance audits
• enforce compliance and intervene if non-performance threatens government investment
• oversee capacity building and other support measures in the sector
• report and advise the national government on matters related to the social housing sector.

Important words and ideas

capital grant: funding from government that helps cover initial costs
accredit: recognise or support

The two main bodies responsible for the implementation of social housing projects are local government and social housing institutions.

Local government

Municipalities are the key actors that initiate and co-ordinate social housing. Their task is to:
• include housing plans in their IDP that initiate social housing projects
• identify and apply for the approval of restructuring zones (RZ)
• facilitate social housing projects in designated restructuring zones
• enter into performance agreements with SHIs
• provide SHIs preferential access to land and buildings
• offer SHIs local financial benefits, eg rebates on municipal rates and service charges
• support SHIs with logistical, human and technical resources
• source bridging finance and grant funding for SHIs.

Social housing institutions

Social housing institutions (SHIs) are agents that develop and/or manage social housing projects.

These institutions can be municipal bodies, co-operatives, non-profit private Section 21 companies, for-profit private sector companies or Public Private Partnerships (PPPs).
Something to think about

What is the difference between a co-operative, a Section 21 company and a private company?

Social housing institutions can function as:
- umbrella organisations that provide property management services to smaller SHIs
- individual institutions that develop, own and manage their own rental stock and deal directly with their tenants
- co-operative associations established by people who are collective owners of the venture.

Social housing institutions have to:
- be accredited through the SHC to ensure their operational viability
- promote the creation of quality living environments and local economic development
- reinvest any operational surpluses in further social housing projects
- co-operate with municipalities to address the housing needs of low income residents
- comply with municipal performance agreements
- consult with residents in social housing projects through meaningful participation
- inform residents on issues relating to consumer protection
- operate within the guiding principle for social housing
- comply with national norms and standards in respect of permanent residential structures
- adhere to the national building regulations
- comply with standards imposed by the National Home Builders Registration Council.

Government has set up and works closely with various supporting agencies that offer services ranging from capacity building, to risk mitigation, sector research, policy support, consumer education and protection and SHI interest protection. Let’s take a look at the most important institutions:
(a) The National Housing Finance Corporation (NHFC) offers financial support in the social housing sector in addition to government subsidies, by:
- supplying loans to approved lenders and SHIs that target the low to medium income group
- assisting the SHC with the assessment of SHI project viability and sustainability
- facilitating access to guarantees for loans from private sector financial institutions
- exploring further public funding support mechanisms for social housing.
(b) The National Association of Social Housing Organisation (NASHO) is a SHI representative body that:
  • represents, supports and co-ordinates individual SHIs
  • campaigns and **lobbies** on behalf of its members
  • offers capacity-building and best practice programmes for its members
  • co-ordinates joint procurement by SHIs where it is efficient
  • promotes and offers information about the social housing sector.

**Important words and ideas**

**lobby**: to try to influence legislation or policies

(c) The Social Housing Foundation (SHF) is a facilitation agency that has made a big contribution to developing a social housing policy and legislative framework. They still play an active role in social housing today, through:
  • capacitating (make legally capable) the SHC
  • supporting SHIs in technical matters
  • researching aspects of social housing
  • assisting SHIs to gain accreditation
  • enabling SHIs to submit workable project applications.

(d) The South African Local Government Association (SALGA) facilitates the role of local governments in social housing through developing guidelines for its members in co-operation with all spheres of government.

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**Activity 2**

**Key role players**

Work with a partner.
Design a flowchart that indicates the links and responsibilities of all the key role players in social housing.

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**Activity 3**

**Glossary**

Work on your own.
So far this chapter has introduced a lot of terminology, which can be confusing. Read through the chapter and list any words or terms that you are unsure of. Then look them up in your dictionary or on the internet and create your own glossary of terms.
UNIT 2 Theoretical framework

By the end of this unit you should be able to:

- Define and explain the concept of social housing in terms of its characteristics and social purpose (SO1 AC1).
- Identify and describe different housing tenure options and delivery mechanisms for social housing in accordance with social housing policy and applicable legislation (SO1 AC2).
- Identify and describe qualification criteria for social housing with examples (SO1 AC3).
- Describe the historical development of social housing in terms of national and international contexts (SO1 AC4).
- Explain the relation of social housing to other housing delivery programmes with examples (SO1 AC5).
- Identify and describe available funding options for social housing with examples (SO3 AC1).
- Identify and describe the requirements and processes involved in accessing funding for social housing with examples (SO3 AC2).
- Identify and explain the guiding principles related to approach, product and institution in social housing with examples (SO4 AC1).
- Explain the principles of equity on the housing sector in terms of how they relate to people’s housing needs (262928: SO2 AC2).
- Promote anti-discriminatory practice in ways which are consistent with professional and legislative frameworks and organisational policy. (262928: SO2 AC5).
- Identify and explain within the context of housing delivery ways in which equality of access and provision of housing may be best promoted (262928: SO2 AC10).

1 Introduction

Providing adequate housing for all is one of the many development challenges the South African government has to tackle in order to improve people’s quality of life.

The Department of Human Settlements has a number of programmes that address different housing needs. Social and rental housing interventions are one of the options available.

This option is an ideal housing opportunity for the low to medium income earning sector of a society. In comparison with international standards, the housing rental sector in South Africa is very underdeveloped. There are a limited number of affordable rental apartments available and rent in prime areas is very high.
In light of this situation, social housing (SH) aims to widen the choice of accommodation for low to medium income earners through subsidising rental housing units. This will improve the housing options for this income group in areas that are conveniently close to places of work.

Something to think about
What is the difference between low income and middle income?

2 Social housing context

Internationally, social housing is an important form of housing provision for the lower end of the market. Across countries, it is the cheapest tenure option possible.

Important words and ideas

Tenure: occupancy or residence

Best practice has shown that people from lower economic brackets, who live in neighbourhoods with well functioning SH units and a healthy social fabric, generally respect the law, pursue and retain employment, are able to contribute to society and make a success of their lives.

Except for a few projects in the first half of the 20th century to support poor whites, South Africa did not adopt an approach to creating affordable housing. Based on the recommendations of the National Housing Forum, the 1994 Housing White Paper included social housing and subsidised rental accommodation.

Characteristics

The Social Housing Policy (SHP) defines social housing as:

‘A housing option for low to medium income persons that is provided by housing institutions, and that excludes immediate individual ownership.’

(SHP 2003 p 4)

Let’s examine this definition in more detail:

Social housing is not just about providing affordable accommodation to a defined target group – it is also about creating sustainable human settlements. It is a restructuring instrument to develop and improve decaying urban environments.

The Comprehensive Plan for the Development of Sustainable Human Settlements (BNG) reinforces this concept. The plan highlights the need to ‘integrate previously excluded groups into the city’ and promote housing products that ‘provide adequate shelter to households whilst simultaneously enhancing flexibility and mobility.’ (BNG 2004 p 19)
Social housing addresses five critical developmental needs:
1. Demand for rental housing in urban areas
2. Development of well located land
3. Regeneration of inner cities
4. Economic, social and spatial restructuring
5. Widening the range of housing options available to the lower economic class

**Important words and ideas**

**regeneration**: renewal or revival of something

The SHP determines that social housing should:
- provide security of tenure for tenants who adhere to the terms of the rental agreement
- increase the quality of life of previously disadvantaged groups
- stabilise disrupted individuals or dysfunctional households
- integrate housing with the available resources and infrastructure of inner cities
- contribute to the overall improvement and upliftment of neglected areas
- bring housing facilities and work opportunities together
- improve aspects of safety and security
- build communities and promote communal living
- facilitate racial, economic and social integration of society.

**Do this now!**
Discuss the bulleted statements above with a partner. Make sure that you understand what they imply.

Social housing caters for different income groups. To meet individual accommodation needs and budget requirements, social housing units include:
- apartments for medium income groups to promote integration of society
- single or multiple flats for the emerging middle income bracket
- **transitional** rooms with shared facilities for homeless or destitute individuals, or households with very low income.

**Important words and ideas**

**transitional**: temporary, for a limited period of time

Social housing caters for medium to high density developments and so the most suitable areas are urban environments.

Tenure refers to the type of ownership of property. Social housing covers the rental tenure or collective forms of ownership. There are three types of tenure for social housing:
### Tenure

**Ownership**
- Co-operative: Collectively owned by the residents and shares are linked to the units.
- Rental: A Social Housing Institution (SHI) owns the property.
- Share block: The company is owned by the residents and shares are linked to the company.

**Rights**
- Residents have exclusive use of a unit as long as the co-operative exists.
- Residents have exclusive use of a unit for the term of the rental contract.
- Residents have exclusive use of a unit as long as the company exists.

**Payment**
- Residents pay for co-operative membership and a monthly levy.
- Residents pay a monthly rent to the SHI.
- Residents pay for shares and a monthly levy.

### Important words and ideas

**levy:** In this context it is an amount that is usually paid monthly to cover things like maintenance and services.

Although social housing excludes immediate individual ownership of units, the law does allow that ownership may be considered under prescribed conditions after a pre-determined period of 15 years in dedicated Restructuring Zones and four years in other urban areas. Therefore, two other tenure options are also possible:

- **Rent-to-buy tenure** that allows tenants to choose if they want to buy the property after living there for the required time.
- **Instalment sale option,** whereby a SHI transfers ownership on a pre-determined date.

### Something to think about

What is the difference between a tenant and an owner?

### Criteria

Social housing is not a housing option for the unemployed or households that earn less than R1 500 per month. These people are catered for through other government housing schemes, such as:

- **the Informal Settlement Upgrading Programme** that improves the living conditions in informal settlement areas, providing secure tenure and access to basic services and housing.
- **the Rural Housing Programme** that subsidises the building or upgrading of houses in areas of communal tenure, land in trust or allocated by traditional leaders for human settlement.
- **the Enhanced People's Housing Process (EPHP)** that support households to improve their houses or build their own homes.
Social housing is a subsidised housing rental option for people who earn between R1 500 to R7 500 per month. This income group was not sufficiently covered by other housing programmes. People earning above R3 500 per month cannot benefit from other government housing programmes, yet they can generally not afford available accommodation in the private market.

The housing needs of people earning above R7 500 are not assisted by government. This is because they have access to bank loans and therefore private sector housing.

**Something to think about**

What is the difference between the social housing sector and the private housing sector?

These income brackets will change over time. The upper income limit for accessing a social housing unit will be escalated each year at CPIX.

Social housing is a demand driven process that is responsive to the housing needs in a specific area. Currently the typical nuclear family is not a common household form in South Africa. Therefore a variety of potential social housing tenants can be identified in terms of social characteristics.

**Important words and ideas**

*CPIX*: stands for the Consumer Price Index, which is the official measure of inflation in South Africa

*nuclear family*: a family consisting of a wife/mother and husband/father and their children

**Do this now!**

Discuss the following question in small groups. Do you think social housing is a workable option for:

- persons needing flexible accommodation due to occupational mobility
- people who have just started working
- people who cannot afford to buy a house
- pensioners who need cheap rented accommodation
- persons who wish to improve their housing situation collectively (as a group)
- single women with dependents
- migrant labourers that need temporary accommodation
- individuals who are excluded from other government subsidy assistance
- vendors in urban areas and who commute daily to peri-urban townships
- persons working in urban areas with a permanent residence in former homeland
- broken households where persons need alternative accommodation due to circumstances
• working persons with disabilities but who are able to live independently
• low income earning unmarried couples who want to live together
• students who need cheap and conveniently located accommodation
• poor households who cannot afford inner-city residential property rates?

Quality integrated human settlements in prime locations that promote strong local economies are central to the social housing programme. It is not an instrument for mass delivery of housing units.

Social housing projects are highly regulated (i.e., well controlled) projects that have to conform to norms and standards set by the Department of Human Settlement, the requirements of the municipality, National Building Regulations and the National Home Building Registration Council (NHBRC) standards.

Social housing is subject to many requirements regarding its structure, servicing, financing and quality standards. There are two important quality aspects:

(a) Housing units

Lower rentals should not be associated with bad quality homes. To provide quality housing units, the following should be considered:
• robust units to accommodate different tenants over a long period
• hard-wearing and sturdy building material to enable low maintenance costs
• safety aspects, e.g., excluding a possibility to prepare food can create fire hazards
• flexible designs to allow for future re-fitting.

Lower rentals should not mean bad quality accommodation.
(b) Public environment

Social housing should be used as a vehicle to restructure, improve and enhance neglected urban environments. Consideration should be paid to:

- structural development including corridors, staircases and escalators
- services such as electricity, water and sanitation, etc
- amenities, eg play areas, parking, laundry and drying areas
- the neighbourhood within which the social housing project is situated
- availability of social services such as clinics and schools.

Social housing requires meticulous and thorough planning to balance:

- quality
- quantity
- urban renewal
- available funds.

Activity 4

Social housing
Work on your own.
How would you explain social housing to people who have never heard about it before? Write a paragraph and share your explanation with the rest of the class.

3 Social housing principles

Social housing principles are the guidelines upon which government will develop and apply social housing policy, legislation and regulations. The guiding principles determine that social housing must:

- promote the social, physical and economic integration of housing development in urban and/or inner-city areas by creating quality living environments
- be responsive to local housing demand
- support the economic development of low income communities by ensuring that they are close to job opportunities, markets and transport and by stimulating job opportunities to emerging entrepreneurs in the housing services and construction industries
- ensure the involvement of residents in SHIs and/or key stakeholders in the broader environment through defined meaningful consultation, information sharing, education, training and skills transfer
- ensure secure tenure for tenants on the basis of the general provisions for the relationship between residents and social housing institutions as defined in the Housing and Rental Acts
support acceptance of roles and responsibilities of tenants and landlords, based on the provisions for the relationship between tenants and SHIs as defined in the Rental and Social Housing Acts
be facilitated, supported and/or driven by all spheres of government
promote the creation of sustainable, viable and legally independent SHIs responsible for developing, holding and managing social housing stock
ensure transparency, accountability and efficiency in the administration and management of social housing stock
promote best practices and compliance with minimum norms and standards in relation to the delivery and management of social housing as a sector
promote the use of public funds in such a manner that stimulates and facilitates private sector investment and participation in the social housing sector
promote housing delivery for a range of income groups, including middle income, emerging middle class, working class and the poor, in such a way as to allow integration and cross subsidisation
operate within the provisions of the Constitution and statutory procurement prescriptions, such as the Public Finance Management Act 1 of 1999 and the Preferential Procurement Act 5 of 2000.

Important words and ideas
private sector: the part of the economy that is run for private profit and is not controlled by the government
subsidy: financial assistance by the government and given to a group or enterprise whose work benefits the public

Social housing delivery promises equality of access, and offers an equitable (fair) framework that does not discriminate against people on the basis of their level of income, context, family size, employment status, education levels, and access to funds, etc.

Funding principles

The system of housing subsidies is complicated and dynamic. One of the features of the social and rental subsidies is that it moves away from subsidising units to subsidising projects. This is done to allow flexibility and a more holistic approach to providing sustainable living environments.

Important words and ideas
holistic: an holistic approach takes into account the whole picture

The Housing Code expands on three social and rental interventions that have their own funding mechanisms, namely the Social Housing Programme, Institutional Housing Subsidy Programme and the Community Residential Units (CRU) Programme.
1 Social Housing Programme

The Social Housing Programme builds or renovates rental units in designated ‘restructuring zones’ (RZ). The zones are urban areas with economic potential that needs to be renewed. This programme improves municipal efficiency by providing rental accommodation in well located areas where bulk infrastructure, such as sanitation, water and transport already exists and is mostly underutilised, i.e. it is used less than its potential use.

To support this programme, the SHP initiated a new subsidy system – the capital grant. **Eligibility** for this grant is based on:
- the location of the project within a designated RZ
- the accreditation of a suitable project or institution.

The grant is made available to **fast track**:
- social housing projects in neglected inner-city areas
- delivery of viable social housing projects
- down-market reach and mixed rent projects.

**Important words and ideas**
- **eligibility**: qualified or has the right to be chosen
- **fast track**: the quickest way to achieve a goal

Down-market reach refers to rentals that fall within monthly income between R1 500 and R7 500 per month. For a social housing project to qualify for the capital grant, it must have a minimum of 30% down-market reach. This means that 30% of the units must be affordable for people earning between R1 500 and R7 500 per month. Units in the band should include a mix of housing types with an average rental of no more than R825.

The maximum for this down-market reach is 70%. If a project has more than 70% down-market reach it will not get extra funds. This is done to promote mixed income projects.

**Do this now!**

<table>
<thead>
<tr>
<th>Income Band</th>
<th>Can you calculate the maximum rent per month? Hint: As a general rule, rent should not be more than one third of monthly income</th>
</tr>
</thead>
<tbody>
<tr>
<td>R1 500</td>
<td></td>
</tr>
<tr>
<td>R3 500</td>
<td></td>
</tr>
<tr>
<td>R7 500</td>
<td></td>
</tr>
</tbody>
</table>

The capital grant is split in two components (parts):
(a) A standard component that is managed by the Social Housing Corporation (SHC). It pays out in previously agreed stages during construction and ends when all units are completed and ready to be rented out.
(b) A variable component administered by the Provincial Department of Housing on a project-by-project basis. This component cannot amount to more than a maximum of 40% of the standard component and supports the project until it becomes workable.

Important words and ideas

variable: subject to change

Once the units are occupied, the institution may apply for an Institutional Housing Subsidy for those tenants who abide by the provisions of the programme funding schedule as annually approved.

2 Institutional Housing Subsidy Programme

Institutional Housing Subsidy is a method of funding to help people who do not want to buy property, but qualify for a government housing subsidy. This subsidy applies to all areas and is available to all officially recognised institutions that offer secure tenure for the following types of occupation:

- Co-operative
- Rental
- Share block
- Rent-to-buy
- Instalment sale.

Do this now!
Discuss the above tenure types with a partner. Write a short definition for each one.

Something to think about
What is the difference between SH in restructuring zones and SH in any urban area?

The Institutional Housing Subsidy differs from other housing subsidies, in that it:

- provides an annual fixed amount per household that meets the governments’ criteria
- pays the subsidy out in the name of the institution and not to the tenant
- does not necessarily provide the tenant with individual or immediate ownership.

The qualifying criteria are similar to other housing subsidies. Beneficiaries:

- must be 21 years or older
- must be a citizen or lawful resident of South Africa
- must be legally competent to contract
- must have a household monthly income of less than R3 500
- may not own fixed residential property.

Important words and ideas

criteria: a standard rule
Something to think about
What is the difference between a South African citizen and a South African resident?

The housing institution applies for a subsidy per tenant that complies with the qualification criteria. The allocated amount is adjusted every financial year. The SHP 2009 has fixed the subsidy amount at R52 171 and the institutional contribution at R2 479 for the 2009/10 financial year.

3 Community Residential Units (CRU) Programme

The CRU Programme replaces the National Hostel Re-development Programme and is complementary to the Social and Institutional Housing Programmes. CRU provides secure rental tenure for households that earn below R3 500 per month, are unable to afford private rent and are not assisted by the social or other housing programmes.

The programme provides for upgrading (improving) existing public sector residential units such as hostels and dysfunctional (no longer in working order), abandoned or rundown buildings. It does not provide for buying land or property – only the costs of development and maintenance costs after a period of five years. The housing stock is owned by the province or a municipality and remains in public ownership i.e. it can never be privately owned. Units can never be sold or transferred to individual tenants.

Operational costs have to come out of the rental income. Rents therefore have to ensure that operating costs are covered but should remain affordable for the target market. Because lower income groups will occupy these residential units, situations could arise where rent relief assistance may have to be provided. The basis of this relief assistance has to be outlined in provincial or municipal policy.

Something to know
Social housing is a new and dynamic sector – legislative and policy changes and improvements are continuously being made.

Activity 5

Government subsidies
Work with a partner. What subsidies are available for households in the following income brackets that want to rent accommodation? Copy and fill in the table.

The capital grant is split in two components (parts):
<table>
<thead>
<tr>
<th>Below R1 500 per month</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Between R1 500 – R3 500 per month</td>
<td></td>
</tr>
<tr>
<td>Between R3 500 – R7 500 per month</td>
<td></td>
</tr>
<tr>
<td>Above R7 500 per month</td>
<td></td>
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</tbody>
</table>

### Activity 6

**Glossary**

Work on your own.
So far this chapter has introduced a lot of terminology, which can be confusing. Read through the chapter and list any words or terms that you are unsure of. Then look them up in your dictionary or on the internet and create your own glossary of terms.

### Activity 7

**Acronyms**

What do the following acronyms stand for?

- BNG
- EPHP
- NASHO
- NHBRC
- NHFC
- PIE
- RZ
- SALGA
- SH
- SHC
- SHF
- SHI
- SHP
- URP

**Self-assessment**

How well have you understood social housing concepts, principles and processes? Complete the table below to find out.

<table>
<thead>
<tr>
<th>I can:</th>
<th>4 Very well</th>
<th>3 Quite well</th>
<th>2 With some help</th>
<th>1 Not at all</th>
</tr>
</thead>
<tbody>
<tr>
<td>explain the concept of social housing</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>identify and explain the legislative framework for social housing in South Africa</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>identify and explain funding options for social housing</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>identify and describe the guiding principles and structure of a social housing institution</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

If you rated your understanding with a 1 or a 2, it means you do not feel very sure about what you know. Ask a peer to help you by explaining things you do not understand or speak to your facilitator.
Module 2

Contains two chapters and covers the following Unit Standards:

Unit Standard 244302: Demonstrate an understanding of the planning functions of Local Government.

Unit Standard 263895: Monitor and deal with resident and visitor behaviour in social housing context.

Unit Standard 263908: Demonstrate and understanding of social housing concepts, principles and processes.

Unit Standard 244302 will help you to develop the knowledge to identify the core municipal planning processes with particular emphasis on Local Economic Development (LED) and Integrated Development Planning (IDP).

Unit Standard 263895 will help you to develop the knowledge to manage resident behaviour both from your understanding of the influence of the macro-environment on behaviour as well as by monitoring and responding appropriately to issues arising from unacceptable resident behaviour.

Unit Standard 263908 will help you develop the knowledge to identify and explain social housing concepts, principles and processes in terms especially regarding social purpose and social dynamics.
Chapter 4
Planning for LED

Unit Standard 244302: Demonstrate an understanding of the planning functions of Local Government.

Specific Outcomes
You will work towards achieving the following Specific Outcomes in this chapter:
1. Explain the importance of Local Economic Development (LED).
2. Discuss LED in the context of IDP.
3. Explain the broad guidelines for IDP.

We looked at Local Economic Development (LED) briefly in Chapter 1. We saw that it is about helping to provide the conditions in which local economies can grow and develop, and a key strategy in addressing poverty and unemployment. In this chapter we find out more about why we need LED and how it works in a South African context. We examine the participatory approach towards LED and identify the key stakeholders in LED. Finally, we take a look at key LED strategies and how they are applied in practice.

Why do we need Local Economic Development?
UNIT 1 Background to Local Economic Development

By the end of this unit you should be able to:

- Explain the concept of Local Economic Development (LED) (244302: SO3 AC 1).
- Discuss the key principles underlying LED in relation to current local government projects and plans underway (244302: SO3 AC2).

1 The Concept of LED

The concept of Local Economic Development is used in development strategies in various parts of the world. Let's take a look at some definitions.

Definition from the World Bank

The World Bank gives the following definition of LED:

The purpose of local economic development (LED) is to build up the economic capacity of a local area to improve its economic future and the quality of life for all. It is a process by which public, business and non-governmental sector partners work collectively to create better conditions for economic growth and employment generation.

(www.worldbank.org)

Definition from the International Labour Organisation (ILO)

The International Labour Organisation defines LED as: ‘A participatory development process to create decent jobs and stimulate economic activity.’

(www.ilo.org)

Definition from the Department of Cooperative Governance and Traditional Affairs

The Department of Cooperative Governance and Traditional Affairs gives the following definition:

Local Economic Development (LED) is an approach towards economic development which allows and encourages local people to work together to achieve sustainable economic growth and development thereby bringing economic benefits and improved quality of life for all residents in a local municipal area.

(www.thedplg.gov.za)
We can see from these definitions that LED is a sustainable approach to economic development and is promoted by government. The implementation of LED is an essential part of the municipal IDP. LED is seen as a consultative process that involves various stakeholders in the development and implementation of a sustainable local economy. Using the LED approach, local municipalities can identify their strengths and weaknesses and can begin to look at ways of stimulating the local economy.

**Important words and ideas**

*consultative*: giving advice and sharing opinions

**What is the local economy?**

The local economy includes everything that is made, produced or grown in an area. It includes all the ways in which people make money. We can say that the local economy refers to the flow of resources within a defined area.

Economic development means improving the economic wellbeing of people, as well as their economic opportunities. Economic development is not the same as economic growth. Economic growth refers to the average growth in the **Gross Domestic Product (GDP)** per person in the country. This may not mean that the increase is experienced by everyone, but simply that people who are successful, **entrepreneurs**, business owners, etc may have increased turnover (income) and profits. However, unemployed people or those living in poverty may not experience any change or benefit from economic growth.

**Important words and ideas**

*Gross Domestic Product*: the total market value of all final goods and services produced in a country for a specified year. GDP is the method used to define the size of the economy of a country

*entrepreneur*: someone who has an idea to start a business and takes responsibility for organising it

**Something to think about**

*What is the difference between economic growth and economic development?*

Economic development therefore refers to the process in which the standard of living of the majority of the population improves over a period of time. Economic development looks at who benefits from economic growth, and the ways in which the state redistributes the benefits of economic growth.

As an economy develops, there are positive results in other related areas. For instance, economic development also encourages the growth of small businesses, creates jobs, improves housing and infrastructure, literacy, basic adult education and training, and living conditions. Economic development is a more holistic and sustainable approach for local communities.
Why do we need LED?

- South Africa needs to improve the national growth of the economy and increase job creation.
- Before the recession the government had great success in achieving the targets of its economic policies (GEAR), however the increased economic growth rate had still not led to the creation of enough unskilled jobs and unemployment remains a challenge.
- Since the worldwide recession there have been further job losses, particularly in some industries such as manufacturing and mining.
- The economy is also affected by globalisation. Although this has allowed some industries and businesses to expand and trade in a global market, history shows that economic development will have more impact when local economies develop and grow.

**Important words and ideas**

- recession: a decline in the state of the economy, which affects the stock market, employment and level of wages
- globalisation: the process of spreading or growing to a worldwide scale

**Activity 1**

**Benefits of LED**

Work on your own. List as many benefits of LED as you can think of. Share your list with the rest of the class.
2 LED in a South African context

South Africa has a history of unequal development. Although this is changing over time, local government still has to meet the needs of many communities that have unequal access to infrastructure, facilities and resources. LED is clearly one of the most important areas where local government can have a positive influence on the quality of life of local communities. Successful LED projects help participants generate income and bring a flow of resources into local areas. This obviously has a positive effect on the community as a whole. Government therefore has an important role to play in LED, and is usually the driving force behind LED projects. In addition, by adopting an LED approach local government is able to address some of its goals (which are part of the IDP process), such as job creation.

The National Framework for LED in South Africa

The National Framework for LED was launched in South Africa in 2006. It was developed by key players in government and communities including the former Department of Provincial and Local Government, the South African Local Government Association, and the Department for Trade and Industry. This is called the National Framework for LED in South Africa and it highlights a number of themes in LED.

- **Economic clustering:** it is beneficial when a number of economic activities occur close to each other. If a number of economic activities are developed together, and are geographically clustered (i.e., they are physically close to each other), there are benefits such as co-operation, partnerships, and knowledge sharing.

- **Institution building:** such as small business associations, research institutions, networks and partnerships on a local level. Strong support organisations will help entrepreneurial development and promote small businesses, which in turn assist economic growth and development.

- **External support:** such as from government, trade partners, international funders and other parties outside of the local area. For instance, support from the Department of Trade and Industry to support specific sectors, or financing support through a mechanism such as Khula (a government sponsored facility which helps small businesses access loans and finance).

- **Local intervention:** this should be broad and will have greater benefits if it is not too local. For instance, there could be city-wide or provincial initiatives such as promoting and developing tourism activities in the province rather than at a local level.

- **Socially inclusive:** LED is not about making a few well-connected individuals powerful and wealthy; rather it is an opportunity to meet the social needs of a broad range of people including the socially marginalised and vulnerable groups and it therefore needs to be inclusive. Social benefits can be maximised with careful thought and planning. For example, a project to develop a tourist facility could also include local craft initiatives and cultural tours linked to a local community.
### Definitions

Work on your own. Match the following terms with their definitions.

<table>
<thead>
<tr>
<th></th>
<th>1</th>
<th>Socially Inclusive</th>
<th>a</th>
<th>Support, mainly financial, from national bodies or external funding agencies.</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>2</td>
<td>External support</td>
<td>b</td>
<td>Includes all members of society, even those who are marginalised and often excluded.</td>
</tr>
<tr>
<td>3</td>
<td>3</td>
<td>Local intervention</td>
<td>c</td>
<td>Different economic activities are developed together to attract investment and encourage partnerships and shared resources.</td>
</tr>
<tr>
<td>4</td>
<td>4</td>
<td>Institution building</td>
<td>d</td>
<td>Focus is on the local area, or for some large scale strategic initiatives, city-wide or provincial.</td>
</tr>
<tr>
<td>5</td>
<td>5</td>
<td>Economic clustering</td>
<td>e</td>
<td>Support organisations and training initiatives to strengthen small businesses.</td>
</tr>
</tbody>
</table>

LED needs local government to be effective, and to take action and run programmes that are in line with national policies and programmes as well as relevant to the local area. Before this can be done, there needs to be a clear and thorough analysis of the economic potential and the unique features of each local area in developing an LED plan for that area. We will look at this later in this chapter.
For LED to be effective, it is essential that all spheres and sectors of government are involved. It also needs to be developed in an inclusive (all-encompassing) and sustainable way.

LED plans should include the public and private sectors. Partnerships with the private sector, including non-profit organisations and co-operatives, have an important role to play in stimulating the economy, creating jobs and opportunities at a local level.

People are the single greatest resource of any community and plans that address skills and training needs in a local area will be more likely to help meet the skills needed for economic growth to occur now and in the future.

**Important words and ideas**

resource: something that can be used to accomplish a goal

Leaders of LED initiatives must involve people in skills training and be committed to local issues.

The powers and functions of local government should be exercised in a way that has a maximum impact on the social development of communities – in particular meeting the basic needs of the poor – and on the growth of the local economy.

Activity 3

Understanding LED

Work with a partner.
You have a meeting with a local community representative to explain LED, in preparation for a project you are going to implement. You need to keep your explanation simple and you must include an example of LED in your explanation. Share your explanations and examples with the rest of the class.

Activity 4

Meeting IDP requirements with LED

Work in a group.
In Chapter 2 we learned that every IDP must have an LED plan which needs to:
• prioritise job creation and poverty alleviation
• promote local ownership, community involvement and joint decision-making
• involve partnerships between communities, businesses and government
• use local resources and skills and maximise opportunities for development
• integrate diverse economic initiatives in a broad approach to development
• respond to changing local, national and international circumstances
• target disadvantaged and marginalised communities and geographical regions
• consider environmental implications of economic development strategies.

Your local government has identified a site where they want to develop sub-economic housing. This will include houses that are subsidised as well as low cost rental options. In addition, there will be opportunity for recreational facilities and economic activities. This project will be a flagship LED project, with the development of infrastructure, construction work and the potential for other economic activities providing an economic boost to a small community.

In your group, make a poster that illustrates how the above principles can be incorporated into the project in a way that meets IDP requirements and maximises the community benefits. You should use both words and visuals on your poster.

Do this now!

Do you understand the following LED concepts? Discuss in small groups.
• Local Economic Development
• The link or relationship between LED and the IDP
• The principles of LED
• How LED can benefit a small community
### Activity 5

**Practical assignment**

Work on your own.

1. Think of a local municipality that you are very familiar with, for example where you live, work or study.
2. List three reasons why that municipality should be or is involved in LED.
3. Give an example of a local economic development project in that area.
   You can make a copy of the table below to record your answers.

<table>
<thead>
<tr>
<th>Name and description of municipality</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Reasons to be involved in LED</td>
<td></td>
</tr>
<tr>
<td>Example of LED project</td>
<td></td>
</tr>
</tbody>
</table>
UNIT 2  ■ Participatory development planning

By the end of this unit you should be able to:

- Explain the process of IDP with reference to a typical project within government (244302: SO2 AC3).
- Discuss the concept of development planning in relation to Local Government objectives (244302: AC2.4).
- Identify the various partners that can ensure the success of LED (244302: AC3.3).

1 A participatory planning process

LED is a process that can only work effectively if all the relevant stakeholders are included in the process. This is called a participatory approach. Sometimes the participatory stakeholder process is seen as frustrating and time-consuming. However, involving community stakeholders and members in planning for economic development early in the process will result in better and more sustainable LED approaches.

Although it can be time-consuming, it is important to involve everyone who has an interest in an LED project.
A participatory planning approach is a powerful tool to:
- build ownership
- explore ideas
- discuss issues
- set priorities
- identify and address potentially negative impacts of a programme
- build relationships
- prevent overlap
- engage community groups in the development and implementation of economic development plans.

Relevant stakeholders need to be involved in the process in such a way that they can express their views. Not only is this important for ownership, but local decision makers will have a better understanding of the community, the economic climate, the potential difficulties, other stakeholders and organisations. It is important that the process of involving stakeholders in a planning process is carefully explained, so that a community does not have unrealistic expectations, for instance of economic development projects which might be unrealistic or too costly to implement. True participatory planning is a two-way learning process and the LED team who take on this process should be prepared to learn and compromise, and not impose their ideas and expectations without consulting all the stakeholders.

A well-structured participatory process needs to promote teamwork and sharing, and stick to principles of transparency, fairness and respect. If a process of participation is not planned and implemented, the community might not support the LED project. The project is then in danger of not having any support structures or the resources needed to make it work. It is therefore very important that government, community representatives and businesses are all involved in the process. There are also other stakeholders that we will look at later in this unit.

A participatory approach therefore quite simply means that a broad grouping of people should participate in the planning, implementation and evaluation of a programme. This requires finding a balance of people who can make meaningful contributions and not make the planning process too difficult. There are a number of factors that can influence a participatory process:
- Good timing. If the stakeholders are resistant because of other complaints, such as lack of service delivery, they will not easily take part. Nor are they likely to participate over a festive season or during a World Cup!
- Strong stakeholder groups. Communities may be represented by strong and trustworthy leadership or there may be competing groups. In some communities the same few people are called on for many different functions and projects, and this makes it difficult to communicate with them. A well organised and representative stakeholder group is more effective.
- Broad based involvement. Do not settle for just one or two representatives. Make sure that all the sectors are represented, for example women's groups, the informal and formal sector, youth, the non-profit sector, etc.
• Credibility. The process will need to be accepted as trustworthy, fair and open. This will not work if the planning has already been done, or if there are impossible time frames to meet.
• Commitment of key leaders. The buy-in and support of strategic leaders can have a great impact. For example, the mayor or a leading public or business figure can give importance and credibility to the process.
• Formal support. Make sure that the key institutions responsible for economic development give their support, for example local NGOs, the chamber of commerce, representatives of sectors such as agriculture, as well as government.
• Clear objectives. Be clear about what you want to achieve from the participatory planning process, and make these objectives known.
• Strong leadership. An effective chairperson, a very skilled negotiator, and an efficient secretary should all be part of the team.
• Small successes. Do not make the first task too overwhelming. Break the planning steps down to enable the group to take small steps and enjoy some success.
• Keep focussed. While many stakeholders have their own focus, and are entitled to represent their interest, it is important that all parties share the broad interest in LED and its implementation.

Activity 6

A participatory approach

Work on your own.
List three benefits of using a participatory approach. Take it in turns to read your list to the class.

A participatory approach will usually include the following steps:
1. Conducting initial research and creating a picture of the local area, industries, stakeholders and economic development initiatives.
2. Identify stakeholders and develop a plan for participation.
3. Initial meetings with stakeholders – share objectives and develop a plan of action, procedures and the purpose and structure of the programme.
4. Engage in participatory planning. This is where the engagement really begins, and a process needs to be designed to make sure that the process is effective in getting the attention of stakeholders. A process such as community mapping or another participatory tool might be employed.
5. Communicate with stakeholders and the broader community once the planning phase is complete and LED programmes are to be implemented. Ensure that communication is maintained as you prepare for and begin implementation.
2 Working with stakeholders and partnerships

A stakeholder is a person, group, or organisation who is affected by a decision, plan, or action of another. Key stakeholders in a development project might include the project beneficiaries (those who will benefit from the project), implementing agency, community where the project is based, funders, and other interest groups. A separate analysis of the stakeholders for each project should be completed, as this will differ depending on the project, its scale, its objectives, and who the affected parties might be.

In the planning phase, a balance must be achieved between involving a broad range of participants or stakeholders and having a very large group who are unable to make decisions or move forward. Also consider the experience and leadership capacity of those involved. However, without stakeholder involvement the participatory process will not work.

Key stakeholders in LED may include the following:

| Community | • Examples: Community groups  
|           | • Traditional leaders  
|           | • Trade unions  
|           | • Religious groups  
|           | • Interest groups such as health services, craft groups, etc  
|           | • Residents groups or representatives  
|           | • Training and educational groups  
| Private Sector | • Examples: Private investors  
| Local Government | • Local businesses  
| Provisonal Government | • Small and medium enterprises  
| National Government | • Chambers of commerce and representatives of private sector  
| | • Financial institutions  
| | • Profesional associations  
| | • Examples: Local LED officer  
| | • Local councillors  
| | • IDP committee or role players  
| | • SMME and non-profit support  
| | • Example: Provincial Education Department  
| | • Provincial Dept of Economic Development  
| | • Provincial Department of Social Development  
| | • Department of Trade and Industry, National Treasury, Department of Cooperative Governance,  
| | • Other national bodies, eg Industrial Development Corporation, Land Bank.  

*Key stakeholders in LED*
Stakeholder analysis

It is always a good idea to do a stakeholder analysis. This means identifying all the possible stakeholders, and thinking about what their relationship to the process might be. Here are some useful guidelines to follow.

Questions to identify stakeholders:

- Who has an interest in the project?
- Who might object to the project?
- How will they inform the community about participation during the planning process?
- Which skills, knowledge and experience are needed to plan and implement the project?
- Who can contribute the necessary skills, credibility and commitment?

Basic steps for a stakeholder analysis:

Step 1: List all the possible stakeholders.
Step 2: Prioritise the most important stakeholders.
Step 3: Define their interests and influence, related to their interest in the project, their possible contribution, and potential problems.

Activity 7

Understanding participatory planning

Work on your own.
In your own words, describe your understanding of participatory planning.
In addition, describe what is meant by ’stakeholders’ in a participatory planning process.

Partnerships

A partnership usually refers to a formalised agreement between two parties. This means that there is usually a signed agreement or contract. There is mutual benefit or sharing involved and there may also be sharing of resources, services, or staff.

The stakeholders that were identified on page 109 were quite general. With partnerships, the groups are generally more clearly defined. Partnerships may be formed to improve delivery and in an LED project a number of possible partnerships exist, for example:

- funder, local government, community group
- local government, provincial government, implementing agent
- small business, local government, financial institution
- local business and Department of Trade and Industry (DTI).
Usually a partnership will develop after the stakeholder process has been carried out.

### Something to think about

What is the difference between stakeholders and partnerships?

#### Activity 8

**Stakeholders and partners**

Work with a partner. Identify the possible stakeholders or partnerships in the following examples.

<table>
<thead>
<tr>
<th>Example</th>
<th>Stakeholders or Partnerships</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. A small <em>business incubator</em> funded by local government and the Department of Trade and Industry. It is situated in a peri-urban area which has mostly agricultural activity nearby. The community is well established but poor.</td>
<td></td>
</tr>
<tr>
<td>2. A community craft project which relies on tourists who come on cultural tours to visit the area. The tourists are usually part of an organised tour company’s itinerary. The crafts are produced by a number of local crafters who each have their own sales table. A community restaurant run by a local entrepreneur is on site. A group of local dancers perform traditional dances on a weekend, as they attend school during the week. The Provincial Department of Economic Development have given this site funding to begin with.</td>
<td></td>
</tr>
<tr>
<td>3. The Department of Trade and Industry, the Provincial Department of Economic Development and the Mayor have all supported the development of the call centre industry in the province. The DTI offer incentives to companies who set up call centres in the province provided more than 50 jobs are created. A number of local training companies specialise in call centre training.</td>
<td></td>
</tr>
</tbody>
</table>
Important words and ideas

**business incubators**: programmes designed to accelerate the successful development of entrepreneurial businesses by various means of support

### Activity 9

#### Working with stakeholders

Work in groups.

A community-based women’s group intends to start a Bed & Breakfast and asks you, an LED Officer, for support. You are aware of the following facts:

- The local municipality supports tourism initiatives.
- There is a Tourism Enterprise Support group which is made up of new and emerging businesses in the tourism field in the region.
- There have been a number of tourism start-ups funded by the Department of Trade and Industry in the area. Not all of them have been successful.
- There is a hotel nearby which is interested in social investment projects.
- The local tourism office is also able to assist tourism bodies such as tour guides and accommodation with marketing and bookings.
- The community where the women come from has a high level of unemployment and skills training is a priority.
- Some of the women are also mothers of young, preschool age children.
- Tourism is one of the industries highlighted in the IDP for the area.

The LED Officer meets the group to establish the ‘Stakeholder Matrix’.

In your group complete the following:

1. Identify the stakeholders for this project.
2. Prioritise the stakeholders.
3. Indicate what their interest is (why should they be involved).
4. Are there any potential problems? What are the positive factors of involving them?
5. Plan your first meeting with the stakeholder group by completing a detailed agenda and invitation. Ensure that you describe the full potential of the project in order to get all the stakeholders on board.

Use the table below to list your information for points 1 to 4.

<table>
<thead>
<tr>
<th>Stakeholders</th>
<th>Prioritise stakeholders: Essential, important, nice to have</th>
<th>Description of key interest</th>
<th>Potential positives or problems</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Chapter 4 Planning for LED

Activity 10

Practical assignment

Work on your own.

Look back at the municipality you identified in the first practical assignment on page 105 and do the following.

1. Choose one potential LED project for this municipality. Remember to keep the project local and manageable.
2. Make a list of the key stakeholders for this project.
3. Describe how you would plan a participatory planning process for this project and group of stakeholders.
UNIT 3  ■ Strategies and tools

By the end of this unit you should be able to:
- Explain the key strategies that affect LED in relation to current municipal projects underway (244302: AC3.4).
- Discuss the typical LED opportunities in relation to current IDP (244302: SO4 AC1)
- Explain the role of LED strategies in ensuring IDP sustainability with examples (244302: AC4.2).

1 Key LED strategies

Government outlines its key strategies for stimulating and developing LED in its policy document entitled *National Framework for LED in South Africa, 2006–2011*. This framework highlights the following strategies, and the main actions linked to these strategies.

<table>
<thead>
<tr>
<th>LED Strategies</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Strategy 1</strong></td>
<td>• Improve good governance, service delivery, public and market confidence in municipalities</td>
</tr>
<tr>
<td><strong>Strategy 2</strong></td>
<td>• Identify and exploit competitive advantage of municipal regions</td>
</tr>
<tr>
<td><strong>Strategy 3</strong></td>
<td>• Intensify enterprise support in local areas</td>
</tr>
<tr>
<td><strong>Strategy 4</strong></td>
<td>• Introduce community investment programming</td>
</tr>
</tbody>
</table>

*Key LED strategies*

Let us look at each strategy and the actions that are described for each strategy in more detail.

**Strategy 1: Improve market and public confidence in municipalities**

This strategy focuses on improving local economies. It draws on National Treasury with the former Department of Local Government (now the Department of Cooperative Governance and Traditional Affairs) to drive this strategy.

**Actions:**

1. Increase support to municipalities under Project Consolidate.
2. Monitor and report on the implementation of the Municipal Finance Management Act (MFMA) and Property Rates Act.
3. Finalise appropriate spatial policies in IDPs linked to a municipal-wide land-use management system.
4 Improve infrastructure investment and intergovernmental co-ordination.
5 Support municipal-business forums.

**Strategy 2: Identify and exploit competitive advantage of the 52 municipal regions**

This strategy relies on a strategic task team, drawing on the Department of Cooperative Governance, as well as the Department of Trade and Industry (DTI).

**Actions:**

- Analyse the 52 municipal economies.
- Target growth sectors and industry clustering.
- Build capability for a knowledge economy.
- Market the 52 regions and their products.
- Establish innovative funding instruments.

**Strategy 3: Intensify enterprise support in local areas**

This is mainly the responsibility of DTI although there are some sector responsibilities, for example the Department of Agriculture.

**Actions:**

- Implement the new small business development strategy (including promotion and support for co-operatives).
- Improve access to finance.

**Strategy 4: Introduce community investment programming**

This required the establishment of a specialised LED unit.

**Actions:**

- Promote community organisation through development trusts, partnerships, co-operatives, etc.
- Encourage community or **third tier banking**.
- Improve trading markets and ring market system.
- Improve local multiplier of government spend.
- State and social actor capability and institutional arrangements.

**Important words and ideas**

**third tier banking**: member based financial institutions

The restructuring of government in 2009 has led to some changes which have had an effect on the implementation of LED. Two new additions, the National Planning Commission and the Department of Economic Development have responsibilities related to strengthening local economies and the implementation of LED.
No two municipalities will have the same LED strategy. There are many factors which make each local area unique, including their existing municipal structures, industries, potential partnerships, infrastructure and access to finance. Let us look at the example of Cape Town, which is a large urban area.

**Cape Town Economic Development Strategy**

The strategy focuses on medium term key priorities and programmes for the coming five to ten years. The underlying theme for the municipality’s strategy is ‘creating a competitive city’. Its main objective is to pursue international competitiveness whilst addressing the inequalities among the residents. The strategy focuses on the following:

- Positioning Cape Town as a globally competitive city with a strong bias towards SMMEs.
- Positioning Cape Town as a global knowledge and innovation hub.
- Strengthening key sectors such as the creative industries and tourism.
- Encouraging niche innovative industries such as small scale manufacture of solar water heaters, installers of renewable energy components and independent power producers.
- Strengthening the relationships with the research and learning institutions as sources of more appropriate skills to meet the growing demands of the Cape Town economy (such as project management, ICT, web development and new media).
- Targeting interventions in the informal settlements to create tangible economic opportunities.
- Implementing area-based interventions, including nodes and corridors, with integrated transport, land use and services including LED opportunities.

As part of government’s Urban Renewal Programme, Mitchells Plain and Khayelitsha were identified as nodes for development, particularly LED. 

Source: Yunus Carrim, Deputy Minister of Cooperative Governance and Traditional Affairs, in a speech to the Progressive Business Forum, Cape Town, 22/04/2010

**Challenges to implementing LED**

The strategies outlined above show that government takes LED very seriously. However, there are challenges to the successful implementation of LED. For example, municipalities being faced with other priorities, not allocating sufficient time or resources to LED, inexperience and lack of skills in this area, insufficient time for proper planning and implementation. In addition, plans for economic development are often not closely associated to market forces and realities, are not viable, or cannot be implemented with the available skills and resources. Some LED projects will take a long time – however, it is hard to measure success and justify budgetary and political support when immediate results are not evident. It is also common for there to be a lack of understanding and mutual support.
between business and local government. While there are many possible challenges, it is still important that LED plans and processes are promoted internally in order to keep interest alive, that successes are shared, and that all LED projects are objectively monitored and evaluated.

**Important words and ideas**

**objective**: uninfluenced by personal bias

## 2 Applying strategies in practice

There are a number of possible strategies and tools that can be used to implement LED. Let’s take a look at a few.

### SWOT analysis

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Opportunities</td>
<td>Threat</td>
</tr>
</tbody>
</table>

Some of the following questions should be asked when completing a SWOT analysis:

- What are the geographical and physical features of the area?
- What is manufactured, produced and grown in the area?
- What is the area known for?
- What are the level of skills and education in the area?
- Does the area have any attributes that are not well known?
- What are the growth industries in the region?
- What are the socio-economic conditions in the area?
- Describe the municipal and community structures.
- Are there strong or well known leaders?
- Why would you invest in this area?
Activity 11

Complete a SWOT analysis

Work in a group. Choose a local area to focus on. Work in a group to complete a SWOT analysis. Remember that you are focusing on the area you have identified in terms of economic development and potential projects.

Conducting local assessments

Assessments may already exist for your local area – these will usually have been done by local government but additional assessments will be helpful. It is not necessary to start from scratch – relevant information can be gathered quickly by doing a local assessment such as the following:

<table>
<thead>
<tr>
<th>Type of information</th>
<th>What it looks at</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demographic information</td>
<td>Information about the people in the community, their needs and their capabilities</td>
<td>Population size, age, educational level, employment, wages, unemployment levels</td>
</tr>
<tr>
<td>Economic information</td>
<td>An understanding of the local economy</td>
<td>Number and sizes of businesses, recent business closures or new start ups, top businesses by turnover, support organisations and networks</td>
</tr>
<tr>
<td>Infrastructure information</td>
<td>Information on the status / provision of various types of infrastructure. The focus should be on economic areas</td>
<td>Status and condition of water, electricity and wastewater provision, roads and other services in business or industrial area</td>
</tr>
<tr>
<td>Soft infrastructure information</td>
<td>(Business environment) This will give information on how the local government treats its business community</td>
<td>Funding available, amount of red tape, government support to new businesses, business networks (eg local chambers) or initiatives to promote economic growth</td>
</tr>
<tr>
<td>Regional and national information</td>
<td>To gather information on what is happening in other areas that impact on the community</td>
<td>How neighbouring areas are competing, local and national initiatives and funding schemes, opportunities to collaborate</td>
</tr>
</tbody>
</table>

When an LED committee does an assessment, it needs to look closely at the
resources that are already in place. This will help the committee make decisions about what type of economic development is likely to succeed. The resources include natural, social, and financial resources.

<table>
<thead>
<tr>
<th>Local resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social resources</td>
</tr>
<tr>
<td>Natural resources</td>
</tr>
<tr>
<td>Human resources</td>
</tr>
<tr>
<td>Physical resources</td>
</tr>
<tr>
<td>Financial resources</td>
</tr>
</tbody>
</table>

**Infrastructure development**

Investments in physical or hard infrastructure projects are carried out to reduce the backlog in basic community infrastructure, but also to improve the economic environment to support establishment and growth of businesses. Typical projects and programmes include building, improving, upgrading and developing of:
- key access roads
- telecommunications systems
- railways for passenger and goods services, the local airport
- industrial sites and buildings – for example, anything from planning new industrial development areas to building entire new economic zones
- commercial sites and buildings
- the availability of industrial and potable water, the sewerage disposal system
- industrial premises
- improving and expanding access to electricity energy.

One of the programmes used to implement this strategy is the Extended Public Works Programme, which aims to provide work opportunities and skills training, while dealing with infrastructure needs.

**Important words and ideas**

**hard infrastructure**: physical infrastructure such as railways, bridges, roads, hospitals
Supporting small businesses

A municipality committed to LED can also support small business in a number of ways. This may include:

- training and mentoring small and micro enterprises
- engaging with and supporting small business forums and networks
- finding ways of doing business with small enterprises (this might include ensuring local government tenders are advertised to small business, that tenders offer small-scale opportunities or that implementation and payment cycles are conducive to small business needs)
- assisting small businesses with the red tape required to start up or operate in the local area
- joining forces with small business support organisations or training institutions.

Important words and ideas

mentor: to guide, teach and give advice


tender: an offer or bid made by interested parties to purchase something or carry out specified work

red tape: forms to be filled out and procedures to be followed to get bureaucratic (government) approval for something

Activity 12

Glossary

Work on your own.
So far this chapter has introduced a lot of terminology, which can be confusing. Read through the chapter and list any words or terms that you are unsure of. Then look them up in your dictionary or on the internet and create your own glossary of terms.

Activity 13

Practical assignment

Read the case study and answer the questions that follow.
# CASE STUDY HAWSTON ABALONE VILLAGE (HAV)

Hawston is a small fishing village located near Hermanus in the Western Cape, and is part of the Overstrand Municipality. The area around Hawston includes Hermanus, Onrus, and Kleinmond, and is popular with local and international tourists. One of the highlights on the tourism calendar is the Whale Festival held in the September holidays each year. Visitors flock to the area to view whales at this time.

The village of Hawston has traditionally not benefitted from tourism although it is situated in this popular tourism node. The community of Hawston are generally poor, with most working adults involved in fishing or fishing-related activities. Changes in fishing patterns, shortage of fish stock and new regulations with regard to fishing have all impacted on those families who depend on the fishing industry for survival. Hawston also has an unfortunate reputation as being a hot-spot for poaching activity, and it has many related social problems.

Members of the Hawston community, together with many other partners started a project to bring tourism to Hawston. A Section 21 company (Hawston Abalone Village or HAV) was registered to take the community-based tourism project forward.

Members of the HAV include:

| • Hawston Primary School | • Verenigende Gereformeerde Kerk |
| • Hawston Secondary School | • Griekwa Independente Kerk |
| • SISONKE | • Hawston Elderly Care Society |
| • Kalfiefees | • Blommeiland Educare Centre |
| • Hawston Aids Support Group | • Sonstraaltjie crèche |
| • Overstrand Tours | • Griekwa Burger Vereniging |
| • Ashley’s Cafe | • Hawston Rugby Club |
| • St Andrew’s Anglican Church | • Hope Africa |

A participatory approach was used and the project was developed in an inclusive way, with the involvement of many local organisations and representatives. These included cultural representatives, religious groups, schools, crèches, and fishing and tourism businesses. A number of partnerships were formed. Funds were secured for a feasibility study, which was carried out by KPMG consultants. A community meeting with councillors and the public had a very positive response to idea of the project. A skills audit and community profile study was completed, as well as a business plan.
The Overstrand Municipality entered into agreements with HAV to build and operate a lapa (as a multi-purpose centre) and lease a kiosk on the Hawston camping ground site. The Provincial Department of Tourism allocated R100 000 for the construction of the lapa. The Department of Public Works agreed to upgrade Hawston harbour (a R2 million project), adding more value to the area. There is also an effort to make Hawston a Blue Flag beach – Blue Flag beaches have to meet criteria such as good quality of water, safety, etc. The local municipality also agreed to allocate further funds to HAV from its IDP budget (in 2001).

This is how HAV describe their project:

‘The Hawston community-based tourism project aims to address some of these socio-economic challenges through social and educational programmes and through job creation within the tourism sector. The idea is that in the process of developing an integrated community-based tourism resort, the issues of gangsterism, unemployment and vandalism will be addressed in a holistic manner and that the project will employ as many local residents as possible. This project is not just about building a resort that would benefit a few. The eventual entrepreneurs operating within the resort will come from Hawston, which implies the creation of many local jobs and livelihood possibilities.’

The Hawston Abalone Village offers a restaurant, Hurib Gaes (a Nama word for abalone), which serves local cuisine and seafood, an Olympic size pool, a camp site, natural scenic beauty, and a location close to other tourism activities. Future profits from HAV will be spent on further developments or other socio-economic development projects to benefit the community.

Source: www.abalonevillage.za.net

1 Describe the features of this project that are in keeping with the principles of Local Economic Development.
2 How has the principle of participatory planning been demonstrated in this project?
3 In what ways do the local community benefit from this project?
4 What are the links between this project and the IDP?
5 How could this LED project grow and expand to ensure it is sustainable in the future?
## Self-assessment

How well have you understood the concepts and approaches to Local Economic Development? Complete the table below to find out.

<table>
<thead>
<tr>
<th>I can:</th>
<th>4 Very well</th>
<th>3 Quite well</th>
<th>2 With some help</th>
<th>1 Not at all</th>
</tr>
</thead>
<tbody>
<tr>
<td>understand the importance of LED in South Africa</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>understand the principles of LED</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>identify the potential benefits of LED</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>describe the main strategies in the approach to LED</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>list the challenges in implementing LED</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>describe the types of stakeholders in an LED project</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>list three tools for implementing LED</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Chapter 5

Social housing and tenants

Unit Standard 263895: Monitor and deal with resident and visitor behaviour in a social housing context.  
10 Credits

Unit Standard 263908: Demonstrate an understanding of social housing concepts, principles and processes.  
3 Credits

Specific Outcomes

You will work towards achieving the following Specific Outcomes in this chapter:
1. Manage resident behaviour in a social housing estate.
2. Monitor resident and visitor activity in a social housing estate.
3. Handle unacceptable resident and visitor behaviour.
4. Refer cases to appropriate support or intervention agencies.
5. Identify and describe the social dynamics within a social housing complex.

In this chapter we take a closer look at social housing programmes and particularly at the relationships between landlord and tenant, and between residents. We examine the governance structures of social housing and the agreements and regulations that form the basis of resident management. This chapter also focuses on conflict management and resolution, the ways in which to deal with complaints and incidences, and external intervention to resolve conflict.

What happens if residents get into a dispute?
UNIT 1 Governance

By the end of this unit you should be able to:

- Explain the relationship between the quality of housing and managing resident behaviour (SO1 AC2).
- Explain with examples the importance of understanding resident circumstances and/or community dynamics when identifying appropriate interventions (SO3 AC4).
- Identify the principal role-players in a social housing complex and describe their roles and responsibilities (263908: SO5 AC1).
- Describe and explain with examples the processes and mechanisms to regulate the relations between the role players (263908: SO5 AC2).

1 Introduction

The majority of low to medium income earning South Africans live in freestanding (detached) houses on the outskirts of towns or cities. This housing eats into potential agricultural land and the conditions in which people live are not satisfactory. Apart from this, municipalities are unable to maintain expanding infrastructure and services to these sprawling remote areas. It is also costly for residents in terms of time and money to travel daily to distant urban environments to find employment, facilities and services.

It is costly for residents if they have to travel long distances to their places of work.
In contrast, South African inner-cities have decaying neighbourhoods with low residential densities. They mostly have an over supply of bulk services including water and energy, under-utilisation of infrastructure such as telecommunications and transport systems, whilst existing facilities such as clinics and schools are forced to close down due to the low numbers of people who live there.

To change the spatial landscape of sprawling townships and create dignified and liveable cities, the government has introduced a social housing programme.

The Social Housing Act 16 of 2008 states the following:

‘Social housing means:

a rental or co-operative housing option for low to medium income households … in designated restructuring zones with the benefit of public funding …’

(SHA 2008 Section 1)

Low to medium income earning households cannot afford accommodation in cities at current market prices – i.e. housing is much too expensive.

Through the capital grant, buildings are renovated to create housing units in dedicated urban zones and the working poor are subsidised to rent this quality housing in well-located areas.

2 Social Housing

The Social Housing Act says that:

‘Social housing must promote social, physical and economic integration of housing development into existing urban and inner-city areas through the creation of quality living environments’

(SHA 2008 Section 2)

The social housing programme aims to regenerate the urban environment by:

• offering the working class accommodation that is of a higher quality than they can afford to rent privately
• improving municipal efficiency and contributing to social integration, stabilisation and crime reduction through medium to high density rental housing units.

For social housing to be financially viable, the housing stock has to be compact and well designed. The higher the housing density, the cheaper the cost per unit.

High-density living occupies less land surface and residents share the cost of infrastructural facilities. Therefore, social housing is mainly in the form of:

• high-rise flats
• cluster houses
• townhouses
• studio apartments.
Something to think about
Discuss in groups the various kinds of housing listed above. Write a short definition for each one.

South African society is still characterised by social and economic segregation. The Social Housing Policy states that social housing projects should contribute to: ‘… a racial and income mix at a neighbourhood level.’ (SHP 2003 p 12)

To enable the poor and marginalised to benefit from this programme, government subsidises social housing units for people earning between R1 500 to R7 500 per month. To create socio-economically balanced communities, the subsidy promotes mixed-income rentals by requiring that 30% of the residence should be income earners above this bracket.

The Social Housing Act says that:

‘… special priority must be given to the needs of women, children, child-headed households, persons with disabilities and the elderly’

(SHA 2008 Section 2)

The social housing programme aims to provide quality, affordable rental housing for the lower income bracket whilst promoting mixed racial and income communities. People with special needs, for example the disabled, working young adults, single parents, pensioners, people living with HIV and Aids are given priority.

People who work for social housing institutions should have the skills to manage the complexities of individual circumstances and community dynamics. They must have systems in place to deal with conflicts and disputes arising from the location, housing typology and target market. Examples of possible sources of conflict and dispute are:

- cultural clashes
- destabilised households
- weakening norms and values
- feelings of not belonging
- unacceptable behaviour
- unstable or erratic income.

Important words and ideas
complexities: made up of many different factors
dynamics: continually changing forces (social, economic, financial) that can affect relationships
destabilised: weakened or unbalanced, not stable
erratic: not dependable or regular
**Something to think about**
What is the difference between housing location and housing typology?

**Do this now!**
Can you think of a few more potential problems that might occur in social housing institutions? Make a list and share it with the rest of the class.

A fundamental aim of social housing is to improve the quality of life for residents. As stated in the Social Housing Policy: ‘The unique support services offered to residents contribute towards providing a sense of belonging and security among residents, stabilise the household members, and build on efforts to help residents take on leadership roles and new responsibilities within the larger community.’ (SHP 2003 p 12)

Social housing is a vehicle to promote a non-racial society and create communities where people from different racial and cultural backgrounds can live harmoniously together. To achieve this, it is important that all residents are included and participate in activities and services and know their rights and responsibilities.

**Important words and ideas**
harmoniously: in this case to get on well with each other

One of the principles in the Social Housing Policy is that: ‘social housing actors and government need to co-operate to develop a consensus on roles and responsibilities, educate all parties on these roles and responsibilities, and allow for effective implementation of the contractual obligations of all parties.’ (SHP 2003 p 25)

Let us take a look at the rights and responsibilities of the landlord and tenant:

<table>
<thead>
<tr>
<th>General rights of landlord</th>
<th>General rights of tenant</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Receive the agreed rent in time</td>
<td>• Receive the unit in a condition fit for human habitation</td>
</tr>
<tr>
<td>• Recover unpaid rental after a ruling by the rental tribunal or court of law</td>
<td>• Be treated respectfully, equally and fairly</td>
</tr>
<tr>
<td>• Terminate the lease as specified in the lease agreement</td>
<td>• Not be searched in person or property except if legally enforced</td>
</tr>
<tr>
<td>• Receive the property back in good order, except for reasonable wear and tear</td>
<td>• Confidentiality of personal information</td>
</tr>
<tr>
<td>• Carry out improvements of housing units</td>
<td>• Possessions may not be unlawfully seized or repossessed</td>
</tr>
<tr>
<td>• Enforce reasonable house rules to protect the property and safety of residents</td>
<td>• Not be evicted if the correct procedures were not followed</td>
</tr>
</tbody>
</table>
Do this now!
Can you list a few more rights? Read your list to the rest of the class.

<table>
<thead>
<tr>
<th>General responsibilities of landlord</th>
<th>General responsibilities of tenant</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Ensure that the unit is in a good condition and fit for human habitation</td>
<td>• Pay rent at the agreed time and place</td>
</tr>
<tr>
<td>• Take reasonable steps to ensure that the tenant enjoys use of the rental unit</td>
<td>• Take proper care of the unit</td>
</tr>
<tr>
<td>• Not intimidate or discriminate against any prospective or existing tenants</td>
<td>• Only use the unit for the purpose it was rented for</td>
</tr>
<tr>
<td>• Promote tenant participation through the residents committee</td>
<td>• On termination, return the unit as it was – except for reasonable wear and tear</td>
</tr>
<tr>
<td>• Give each tenant a copy of the house rules</td>
<td>• Participate in capacity building training and support residents committee</td>
</tr>
<tr>
<td></td>
<td>• Comply with the house rules</td>
</tr>
</tbody>
</table>

Do this now!
Can you list a few more responsibilities? Read your list to the rest of the class.

*It is the tenant’s responsibility to take good care of a rental unit.*
### Activity 1

**Resident behaviour**

Work with a partner.

Use the table below to describe each term and to say how it could influence a social housing resident’s behaviour.

<table>
<thead>
<tr>
<th>Description</th>
<th>Influence</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community dynamics</td>
<td></td>
</tr>
<tr>
<td>High density living</td>
<td></td>
</tr>
<tr>
<td>Individual circumstances</td>
<td></td>
</tr>
<tr>
<td>Inner city</td>
<td></td>
</tr>
<tr>
<td>Marginalised</td>
<td></td>
</tr>
<tr>
<td>Mixed income</td>
<td></td>
</tr>
<tr>
<td>Non-racial</td>
<td></td>
</tr>
<tr>
<td>People with special needs</td>
<td></td>
</tr>
<tr>
<td>Quality housing</td>
<td></td>
</tr>
<tr>
<td>Social integration</td>
<td></td>
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</tbody>
</table>

### 3 Governance structures

Governance describes the ways in which an organisation ensures that policies, rules and regulations are followed. Good governance structures have systems in place to monitor what is going on, takes steps to ensure that rules are obeyed, and takes corrective action if rules are ignored or broken. There are two main features of a social housing governance structure:

- It is managed by a formally recognised institution.
- Residents are involved in management.

Governance of social housing involves four role players, namely shareholders, board of directors, management and residents.
1 Shareholders

Depending on the legal entity of the social housing programme, the shareholders could be a provincial housing authority, municipality, social housing institution, co-operative members, investors, donors, founders, etc. The shareholders are regulated by the Social Housing Corporation, who operate as the agents of the Department of Human Settlement.

To ensure that the programme is viable, adheres to legal requirements and that their investment is safe, the shareholders:

• establish a governance system
• review financial statements
• approve budgets
• monitor performance.

Important words and ideas
legal entity: an organisation such as a company that the law treats as if it were a person; a legal entity is therefore responsible for its actions

2 Board of Directors

Social housing programmes are usually directed by a non-executive board of directors. This means that the board is made up of unpaid shareholders and is chaired by a managing director.

The board develops policies and determines the operating procedures to make it possible for management to manage effectively and fairly, such as:

• shareholder membership: buying and selling of shares, recruitment of new shareholders, etc
• Management structure: management, delegated authorities, resident participation
• Property management: maintenance, repairs, cleaning, improvements
• Tenant management: contracts, house rules, representative structures, conflict resolution
• Financial management: budgeting, rent administration, expenditure, tenders, investments
• Risk management: assumptions, impact assessment, mitigation, insurances
• Human resources: recruitment, employment equity, remuneration, benefits, outsourcing.

The board of directors is accountable for the operation of the social housing complex. They report to the shareholders and are the link between the shareholders and management.

Important words and ideas
accountable: take responsibility for one’s actions
3 Management

The Social Housing Act states that:

‘Each accredited social housing institution must -
(b) appoint a competent manager who, through the assistance and support of competent personnel and systems is responsible for the day to day management …’

(SHA 2008 Section 15)

Management typically consists of a manager and staff, and is responsible for implementing policies and running the social housing complex. They are specifically responsible for:

- financial management, such as bookkeeping, budgeting and funding
- facility management, which includes maintenance, repairs, cleaning, security and rental administration
- resident management, which includes participation, behaviour, conflicts and satisfaction.

This is illustrated by the diagram below:
Something to think about
What is the different between a board of directors and management?

Although these aspects are separate management processes they are linked to each other, as one aspect can only be effective if the others are also operating well.

4 Residents

One of the guiding principles in the Social Housing Policy is that: ‘Where possible, participation from residents at different levels, phases of projects and in various forms should be accommodated within the operations of the provider and manager of the housing option.’ (SHP 2003 p 25)

The fact that residents participate in the management of their housing facility is one of the main things that makes social housing different from other forms of rented accommodation.

Most social housing projects have a formal structured resident committee that:
• negotiates house rules with management
• finds out how residents feel about specific issues
• communicates the needs of the residents to management
• deals with conflict, disputes and unacceptable behaviour
• nominates residents to serve on the board of directors.

Something to think about
What is the difference between conflict and dispute?

It is generally in the best interest of residents to participate in the processes that govern the place where they live. Advantages include:
• improving their understanding of issues
• minimising misunderstandings, conflicts and disputes
• providing insight into the values and expectations of residents
• sharing ideas and approaches
• promoting trust between stakeholders and residents
• allowing residents to take ownership and responsibility
• keeping management accountable for their performance
• bringing problems to management’s attention.

Do this now!
Can you think of a few more advantages?
Can you list a few more rights? Read your list to the rest of the class.
Activity 2

Communication channels
Work with a partner.
What is the value of good communication channels between the following role-players?
- stakeholders and the board of directors
- board of directors and management
- management and residents
- residents and board of directors

Activity 3

Glossary
Work on your own.
So far this chapter has introduced a lot of terminology, which can be confusing. Read through the chapter and list any words or terms that you are unsure of. Then look them up in your dictionary or on the internet and create your own glossary of terms.
UNIT 2 ▶ Management

By the end of this unit you should be able to:

- Explain the core procedures, including house rules and the lease or use agreement, within the context of managing resident behaviour (SO1 AC1).
- Identify and assess potential situations which may be harmful to residents in terms of behaviour in order to take action to address them (SO1 AC4).
- Monitor trends in payment behaviour as a way of identifying deeper issues in order to devise suitable interventions (SO2 AC3).
- Identify and select possible interventions that are appropriate to the particular case in order to take corrective action (SO3 AC3).
- Demonstrate an ability to intervene appropriately in conflict situations using a given scenario (SO3 AC5).
- Describe principles influencing the decision to escalate the problem to others in terms of house rules and regulations (SO3 AC6).
- Identify and explain potential types of conflict situations that may arise within a social housing complex with examples (263908: SO5 AC3).
- Select conflict resolution techniques and mechanisms to manage conflict (263908: SO5 AC4).

1 Introduction

The interaction between social housing residents, management, staff, the board of directors as well as the community at large must be well managed. One of the principles in the Social Housing Policy is the ‘mutual acceptance of roles and responsibilities of tenants and social landlords’ as defined in the:
- Rental Housing Act 50 of 1999
- Co-operatives Act 91 of 1981
- Social Housing Act 16 of 2008.

2 Agreements and regulations

The rental contract and the house rules form the basis for managing residents.

(a) The rental contract

A rental contract is a legally binding written agreement between a tenant and a juristic person, which is a legal entity such as a social housing institution or a co-operative.

Important words and ideas

legally binding: means that a court of law will enforce it
This contract ensures secure tenure (occupancy) for the tenant and specifies all role-players’ rights and responsibilities, which differ depending on the tenure arrangement.

Do this now!
Discuss the following tenure agreements with a partner. Make sure that you understand the difference between each one.

A *Lease Agreement* is a contract between the tenant and the housing institution, in which the tenant undertakes to pay the monthly rent in exchange for a housing unit for exclusive and private use. It usually includes the levy and electricity is mostly billed separately.

With an *Instalment-Sale Agreement* the tenant pays a monthly instalment and a levy that covers the municipal rates, water, maintenance and insurance of the unit. After four years the tenant may apply for a loan to pay off the balance and become the owner of the unit.

Membership in a co-operative is represented by a share that is bought at a predetermined price. Each member occupies a unit after signing a *Use Agreement* that states the terms and conditions of occupation, eg monthly levies.

Rental housing is governed in South Africa by the Rental Housing Act (RHA) 50 of 1999 as amended by the Rental Housing Amendment Act 43 of 2007. Section 5(6) of this Act says that a lease agreement must include:

- the names and addresses of the tenant and the landlord
- the description of the unit which is the subject of the lease
- the amount of rental and reasonable escalation, if any
- the frequency of rental payments, eg on a monthly basis
- the amount of the deposit, if any
- any other charges payable in addition to the rent
- the lease period and/or the notice period for termination of the lease
- obligations of the landlord and the tenant
To support a culture of respect for rights and responsibilities, the RHA requires national government to decide on the usual standards for rental housing through a national rental housing policy framework. It established rental housing tribunals at provincial level to investigate and resolve tenant or landlord complaints and conflicts. Information offices must be available at local level to provide rental housing information, education and advice.

One of the guiding principles in the Social Housing Policy is that: ‘Social housing projects must be financially viable in their own right, with low default rates (high rental repayment rates) and good management practices.’ (SHP 2003 p 24)

Social housing institutions have monthly overheads, which include maintenance and operating costs, municipal rates and taxes and other service charges. To ensure that they can continue providing the housing service it is very important that tenants pay their rent on time.

Social housing tenants that experience financial problems beyond their control, such as retrenchments or family problems should discuss their position with management, who will consider payment alternatives or source possible financial assistance.

**Something to think about**

What is the difference between payment alternatives and financial assistance?

Although social housing institutions are sympathetic to tenants who are in **arrears**, if a person does not keep to the terms of the agreement, they are in **breach of contract**.

The Social Housing Act states that:

‘A social housing institution must -

(b) ensure that the content of its lease agreement and proposed changes are communicated to residents and are strictly adhered to by all parties’

(SHA 2008 Section 14)

Institutions have their own policies to deal with breaches, but generally the tenant is:

- notified in writing of the breach
- given a period or options to correct the breach.

If the breach is not rectified, the agreement can be terminated, arrears claimed and the tenant **evicted**.

**Important words and ideas**

- **arrears**: behind in payments
- **breach of contract**: failure to do something that you were meant to do according to a contract
- **evict**: remove a tenant from the premises by legal process
(b) House rules

In social housing people from different walks of life live together in close proximity and share communal facilities such as entrances, corridors, escalators, driveways, playgrounds and laundry areas.

In order to live peacefully together residents need basic rules. Every social housing complex therefore has house rules that:

• clearly inform tenants of expectations and prohibitions (things you can't do)
• apply to all residents: tenants, their family and visitors
• set out the consequences of breaking the rules
• are enforced to:
  – promote the health and welfare of all
  – prevent disputes and conflicts
  – restrict unacceptable behaviour
  – provide safety and security
  – protect the property and investment
  – contribute to harmonious living.

Important words and ideas

communal: for a group rather than for individuals

Do this now!

Can you think of a few more reasons that social housing needs house rules? Discuss with a partner.

Something to think about

What is the difference between expectations and prohibitions?

Although the social housing institution usually sets the house rules, it is a good idea to do this in consultation with the residents. If residents have a say in setting out their own house rules they will be more likely to stick to them.

Resident participation in the decision-making processes and transparent management prevents dissatisfaction and potential conflict situations.

House rules must be enforced equally and fairly. All tenants are bound to these rules. If tenants continually ignore the rules their contracts can be cancelled but only once the organisation's procedures have been followed.
House rules cover similar issues laid out in the rent contract, but much more and in more detail, such as:

| Advertisements, posters and notice boards | Laundry and washing lines |
| Alterations, modifications and renovations | Maintenance and general upkeep |
| Animals and pets | Maximum number of occupants |
| Balconies and extensions, eg antennas | Noise and other disturbances |
| Communal areas, corridors and public space | Payment and levies |
| Conflict management and dispute resolution | Parking and garages |
| Courtesy and respectful interactions | Parties and social gatherings |
| Electricity, plumbing and water | Privacy and confidentiality |
| Elevators, entrance and exits | Prohibited and flammable substances |
| Fire and other hazards | Resident participation |
| Garbage disposal and littering | Safety and security |
| General maintenance and cleaning | Subletting |
| Disturbance, harassment and annoyance | Training and capacity building courses |
| Heating and cooling systems | Vandalism and graffiti |
| Keys and lockouts | Visitors |

**Do this now!**

Work in a group to answer these questions:

- What potential damage to property could be prevented through house rules?
- What potentially harmful situations could be prevented through house rules?
- What potential conflict could be prevented through house rules?

### Activity 4

**House rules**

Work with a partner.

What aspects should be covered in the house rules to ensure:

- good financial management
- good facility management
- good resident management?
3 Conflict management

One of the guiding principles in the Social Housing Policy is that ‘social housing is based on mutual respect for the rights of tenants and owners and the speedy resolution of conflicts that may arise’. (SHP 2003 p 25)

Different kinds of conflict situations can arise in social housing facilities between:
- household members, eg arguments, conflicting opinions, domestic problems
- residents, eg different needs, lifestyles or cultural clashes
- residents and staff, eg disrespect, maintenance and repairs
- residents and management/board of directors, eg rental increases, payments, house rules
- management and staff, eg performance, misunderstandings, attitudes
- management and board of directors/stakeholders, eg appointments, incentives, assignments
- institution and neighbouring community, eg noise, traffic, garbage.

Conflict management requires much more than just dealing with individual disputes. Social housing institutions should include the following approaches in their conflict management strategy:

(a) Prevention

Prevention is multi-faceted, which means that there are a number of ways to prevent conflict and control unacceptable behaviour, for example:
- promoting cohesion through community events
- displaying positive messages about social tolerance and diversity
- introducing acceptance programmes such as ‘Good Parent Agreements’
- providing positive and developmental activities, eg sports coaching for young people
- preventing crime through installing security measures
• promoting pride in housing, eg addressing environmental problems, garden maintenance, etc
• publicising activities in relation to unacceptable behaviour and success in resolving cases
• making it clear that eviction is rare, but will be considered as a last resort
• helping and encouraging residents to use self-help options to resolve low-level conflicts
• preventing conflict through induction, diversity, capacity building and other programmes.

Do this now!
Work in groups to come up with some more ideas to prevent conflict and unacceptable behaviour. Appoint a spokesperson and take it in turns to present your ideas to the rest of the class.

(b) Intervention

Intervention means to get involved in resolving a conflict in order to prevent it from becoming an even more serious problem. Management should intervene with one or a combination of actions that are appropriate to individual circumstances, while at the same time making sure that the actions meet regulatory requirements and are based on best practice.

Important words and ideas

best practice: a method that is believed to be the most effective in achieving a positive outcome

Examples of interventions include:
• advice and assistance to complainants, eg self-help options
• telephonic or face-to-face interview with the person suspected of causing the trouble
• verbal or written warnings
• referral to residence committee
• provision of conflict management services.

Something to think about

What is the difference between verbal warnings and written warnings?
Do this now!
Can you think of a few more interventions? Share your ideas with the rest of the class.

(c) Support

Supporting perpetrators to change behaviour and encouraging tolerance and acceptance amongst tenants is not an easy task. To do this successfully requires looking at reasons, underlying causes and different points of view.

Supportive actions can be used together with other interventions such as early intervention. Examples of supportive actions include:
- creating awareness of rights and responsibilities
- referral to external support agencies
- dispute resolution and conflict management workshops
- capacity building, such as parenting or anger management programmes.

Important words and ideas
- perpetrator: someone who causes or is responsible for wrongdoing
- capacity building: assistance that is provided to groups, organisations, etc

Do this now!
Can you think of a few more supportive activities? Share your ideas with the rest of the class.

(d) Enforcement

Enforcement is when legal action is taken to deal with unacceptable behaviour. It can be used in combination with other interventions that are appropriate to the circumstances of each case.

In order to choose the most suitable enforcement action, management and staff must be familiar with the different tools available and the circumstances in which they should be used, such as:
- possession order or search warrant
- criminal case (involving the police)
- civil case (the case is heard by a court of law)
- civil (not criminal) arrest
- parenting or individual support order
- compulsory attendance of training programmes
- eviction or termination of lease.
Do this now!
Can you think of a few more enforcement activities? Share your ideas with the rest of the class.

Something to think about
Do you understand what the following actions imply?
• Prevention
• Intervention
• Support
• Enforcement

Unresolved conflicts can put a strain on relationships and threaten the safety and stability of the social housing property, residents and the neighbourhood. It is in everyone’s best interest to respect the needs of all parties and resolve conflict as quickly as possible.

Depending on the nature and severity of the case, the following agents can assist to resolve conflicts and disputes where it seems that no progress can be made:
• Internal: An independent third party, preferably from the resident committee, can informally resolve an issue that conflicting parties cannot do on their own
• Facilitation: A member of management or board of directors helps the disagreeing parties to come up with a mutually acceptable solution
• Specialist: Technical specialists are appointed to investigate matters of dispute such as electricity, plumbing or a leaking roof
• Enquiry: An internal or external board that collects evidence, gathers facts and investigates accusations
• Mediation: Conflicting parties agree to resolve a dispute through a negotiation process to reach an agreement
• Arbitration: When parties cannot negotiate an agreement an arbitrator (go-between or mediator) is appointed to hear each party’s view and make a final and binding judgment

Resolutions should calm down the situation, resolve the entire problem with a conclusive and workable solution and prevent it from happening again. Resolving conflict ensures good service, satisfied residents and creates a pleasant place to stay.
Activity 5

Conflicts resolution agents
Work on your own.
Describe a conflict situation that would require intervention from the following agents:
- Arbitrator
- Board of directors
- Commission of enquiry
- Independent mediator
- Legal aid
- Plumbing specialist
- Rental Housing Tribunal
- Resident committee
- Social housing institute manager
- South African Bureau of Standards

Activity 6

Glossary
Work on your own.
So far this chapter has introduced a lot of terminology, which can be confusing. Read through the chapter and list any words or terms that you are unsure of. Then look them up in your dictionary or on the internet and create your own glossary of terms.
### UNIT 3 Interventions

**By the end of this unit you should be able to:**

- Obtain information relating to resident behaviour in order to determine course of action (SO1 AC3).
- Identify and explain agencies/organisations which can help with potential problems regarding resident behaviour that fall outside own scope in terms of their functions for referral purposes (SO1 AC5).
- Explain the processes in which people who wish to make a complaint about the infringement of their rights in terms of organisational requirements (SO1 AC6).
- Describe an ethical framework for monitoring resident and visitor activity in terms of its rationale and objectives (SO2 AC1).
- Monitor records kept by the building or estate’s security services using an occurrence register in order to determine a suitable response (SO2 AC2).
- Identify and describe the instruments to monitor unacceptable resident behaviour in order to determine suitable remedies (SO2 AC4).
- Create a record of breaches of house rules and other matters of unacceptable resident behaviour using appropriate monitoring procedures (SO2 AC5).
- Evaluate records in order to determine trends or emerging problems and more serious issues (SO2 AC6).
- Make reports to relevant persons of more serious issues within acceptable time periods in accordance with organisational requirements (SO2 AC7).
- Describe and explain with examples ethical principles governing responses to managing unacceptable resident behaviour (SO3 AC1).
- Identify and describe unacceptable behaviour in terms of house rules and regulations governing the social housing estate (SO3 AC2).
- Identify and list support or intervention agencies appropriate to the social housing institution’s context in terms of their roles and responsibilities (SO4 AC1).
- Identify and describe limitations in terms of own expertise and authority in order to refer individuals to experts of agencies for assistance (SO4 AC2).
- Identify and describe methods for obtaining information about resident’s behaviour in order to determine options for referring cases to relevant agencies (SO4 AC3).
- Assess information obtained in order to make referral decisions whether to escalate the issue internally or to refer directly to a support agency (SO4 AC4).
- Explain procedures for referrals in the context of addressing unacceptable resident behaviour (SO4 AC5).
- Make decisions regarding referral with appropriate intervention recommendations (SO4 AC6).
1 Monitoring behaviour

The Social Housing Act states that: ‘A social housing institution must promote - (vii) the expression of cultural identity and diversity in social housing.’ (SHA 2008 Section 2)

High density areas where there are different socio-economic and cultural groups can have a tendency towards disputes and conflicts.

To prevent and control incidences, social housing facilities must monitor resident’s behaviour. Effective behavioural monitoring needs the commitment and participation of all role players.

Management must deal with conflict, disputes, disruptive and unacceptable behaviour. Issues may include, but are not limited to, untidy premises, noise, neighbourhood disruptions or personal differences. Information relating to the incidents or activities should be obtained through a written complaint form. This form can be completed by any resident, staff member of member of the community.

**Transparent policies** should be in place of how management and residents should deal with complaints. The requirements and process to lodge a complaint must:
- be readily available from the social housing office
- be uncomplicated and user-friendly
- adhere to ethical and legal requirements.

**Something to think about**

What is the difference between ethical requirements and legal requirements?

All complaints should be recorded and responded to. Compliance (obeying the terms of the outcome) with the outcome must be monitored. Complaints should be dealt with promptly and politely. Resolving issues will prevent further conflicts or disputes.

Management must validate each complaint to ensure that the information is reliable. It should be kept in mind that complaints could be biased or prejudiced. It should be taken into account that complainants are describing their own experience and interpretations of a matter and that all sides to the story should be heard.

Resolving complaints could require advanced conflict management skills as some complainants may only consider their case to be settled when the alleged perpetrator has been evicted.

**Important words and ideas**

- **transparent policies**: policies where nothing is hidden
- **validate**: check and confirm
- **bias**: influence in an unfair way
- **prejudiced**: a negative judgement or opinion formed without knowledge or an examination of the facts
- **alleged**: suspected or supposed
While eviction may be appropriate in a minority of cases, it should be a last resort.

The following shows an example of an official complaint form:

<table>
<thead>
<tr>
<th><strong>Complaint Form</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Disputes / Disruptions/ Unacceptable Behaviour</td>
</tr>
<tr>
<td>Please ensure that data is accurate, valid, reliable and as complete as possible:</td>
</tr>
<tr>
<td><strong>Complainant:</strong></td>
</tr>
<tr>
<td>Name:</td>
</tr>
<tr>
<td>Home phone:</td>
</tr>
<tr>
<td>Email:</td>
</tr>
<tr>
<td><strong>Complaint against:</strong></td>
</tr>
<tr>
<td>Name:</td>
</tr>
<tr>
<td>Details of complaint:</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Note: If there is insufficient space, please attach additional pages, signing and dating each page. Attach any supporting evidence or witness details.</td>
</tr>
<tr>
<td><strong>Witness:</strong></td>
</tr>
<tr>
<td>Contact no.:</td>
</tr>
<tr>
<td>I understand that this information is given in confidence, but may be used to address the alleged perpetrator and may be disclosed to a third party if professional assistance is required.</td>
</tr>
<tr>
<td>To the best of my knowledge, the information provided is true and correct.</td>
</tr>
<tr>
<td><strong>Signature:</strong></td>
</tr>
</tbody>
</table>
Demographic information of the suspected perpetrator, victim, complainant and witness is needed to record complaints. An occurrence register is used to compile a perpetrator profile that identifies characteristics and trends.

To maintain an accurate occurrence register, it is recommended that management keeps and maintains a database with details of all members of a household – not just the tenant. This information is usually collected when a tenant signs a lease contract, but should be regularly updated.

Management should record the following information of perpetrators in the occurrence register:

**Personal details:** name, address, contact numbers age, gender, ID number

**Personal information:** occupation, race, physical and mental health status, criminal record

**Household information:** tenure, dependants, other household members, duration of stay

**Complainant:** personal details, frequency of lodging complaints

**Complaint:** category, severity, date

**Response:** reacted, referred, resolved

**Previous cases:** category, severity, date

**Important words and ideas**

- **demographic information:** characteristics such as age, sex, income, location, etc
- **occurrence:** a happening or event
- **severity:** how severe or serious the incident is

The perpetrator profile information must be accurate and unbiased. It has to be based on facts with supporting evidence (proof). Confidentiality of the perpetrator, complainant or victim must be considered. Both the complainant and alleged perpetrator have to sign an acknowledgement of complaint, before it can be recorded in the database.

If there is no clear or significant evidence of a reported complaint, it cannot be included in the occurrence register. However, management may monitor and investigate the case further. Follow-up visits from management or dedicated staff is often the best way to monitor complaints or compliance.
Something to think about
What is the difference between monitor and investigate?

In order to act on and monitor behaviour of residents or their visitors, it is a good idea to categorise unacceptable behaviour. To ensure a fair and effective response, management should list suitable responses and referral agencies, if relevant, for each potential incident.

Categories of unacceptable behaviour could be as follows:

<table>
<thead>
<tr>
<th>Category</th>
<th>Incidents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Breach of contract:</td>
<td>Payment, maintenance, disappearance, etc</td>
</tr>
<tr>
<td>Disruption:</td>
<td>Music, noise, business, fighting, loitering, etc</td>
</tr>
<tr>
<td>Domestic problems:</td>
<td>Relationship problems, arguing, neglect, etc</td>
</tr>
<tr>
<td>Aesthetic issues:</td>
<td>Litter, broken windows, doors, etc</td>
</tr>
<tr>
<td>House rules:</td>
<td>Breaking of any house rule</td>
</tr>
<tr>
<td>Hygiene:</td>
<td>Refuse, garbage, unpleasant smells, etc</td>
</tr>
<tr>
<td>Intolerance:</td>
<td>Based on race, sexual orientation, gender, religion, age, etc</td>
</tr>
<tr>
<td>Offensive behaviour:</td>
<td>Verbal abuse, intimidation, threatening acts, etc</td>
</tr>
<tr>
<td>Pets:</td>
<td>Neglect, nuisance, ownership, hygiene, etc</td>
</tr>
<tr>
<td>Substance abuse:</td>
<td>Drugs, alcohol, etc</td>
</tr>
<tr>
<td>Vandalism:</td>
<td>Graffiti, damage to property or personal possessions, etc</td>
</tr>
<tr>
<td>Vehicles:</td>
<td>Parking, noise, reckless driving, etc</td>
</tr>
</tbody>
</table>

Important words and ideas

*aesthetic*: relating to how something looks

Once complaints have been validated and recorded, management needs to assess the incident or issue to determine the required response. Responses include:

- For personal, domestic or low-level complainants, parties should be encouraged to use self-help options. If a third party is required, the case can be referred to the residents committee.
- If the complaint is more serious, internal procedures should be followed as set out in the organisational policies.
- Unresolved complaints that continue to create tension could require the assistance of a suitable conflict resolution agent.
• Issues that require professional assistance that fall outside the organisation’s expertise must be referred to a relevant agency for assistance.
• Criminal cases have to follow the rule of law, which implies that an accused is not guilty until found so in a court of law and the consequences of their acts will be determined by a judge.

All parties should be informed of the response to the complaint and the decisions taken. Implementation should be monitored and there should be follow-up to see whether residents were satisfied by the outcome.

### Something to think about
What is the difference between serious complaints and low-level complaints?

### Activity 7
Managing and monitoring incidents
What would be the preferred course of action to manage and monitor the following incidents? Copy and complete the table below.

<table>
<thead>
<tr>
<th>Incident</th>
<th>Manage</th>
<th>Monitor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighbours that bang doors day and night</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Children playing in the lifts</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Continuously late rental payments</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dumping of garbage bags in the corridor</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Leaving young children unsupervised</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Late night parties with loud music</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Selling liquor from premises</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Breaking into cars in the parking garage</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tampering with the electricity</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Youth loitering in the foyer</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
2 External interventions

Social housing institutions can strengthen their own response to unacceptable behaviour by co-operating with other agencies in the local community. Specialised agencies that could be consulted include:

- Community and faith-based organisations
- Community development workers
- Community policing forums
- Drug or alcohol rehabilitation centres
- Family and marriage counselling institutions
- Home-based care voluntary associations
- Human rights commissions
- Legal aid and advice centres
- Mental health care institutions
- Prevention of cruelty to animal societies
- Schools and education authorities
- Social and welfare services
- Victim support and trauma counselling
- Women and child protection institutions

Do this now!
Can you think of any more specialised institutions? Share your ideas with the rest of the class.

Co-operation with external agencies will only be effective if all parties are actively involved in the process – this includes perpetrators, potential or alleged perpetrators, their families, complainants, victims and other residents.

Section 3(d) of the Rental Housing Act protects a tenant’s right to privacy, including the right to privacy of communications. This means that if any issues are referred to other agencies, personal information may only be disclosed if appropriate and relevant.
Referrals should be made within acceptable time periods and in line with organisational policy. All interventions and referrals should be recorded in the occurrence register. It is important to note that management’s responsibilities do not end here. It is their duty to monitor progress and keep the board of directors, complainants or victims informed.

There are also a range of emergency situations that can happen unexpectedly:
- armed attacks
- building on fire
- collapsed roof
- **domestic violence**
- medical conditions
- missing child
- stuck lifts
- suicide threats.

### Important words and ideas

**domestic violence**: violence or physical abuse directed against your partner

### Something to think about

Can you list a few more emergencies? Share your ideas with the rest of the class.

All institutions should have an emergency policy that should specify:
- a designated staff member responsible for all emergency systems
- a list of who to contact in specific situations
- basic first aid and emergency medical equipment and trained officers
- evacuation and other emergency procedures for staff and residents
- training, communication and distribution of information.

In an emergency situation an immediate response is needed to minimise further threats to residents or damage to property. Social housing management should have well established links with emergency agencies, such as hospitals, police and fire services so that when an emergency situation does arise, there is a speedy and appropriate response.

Management has a responsibility to maintain peace and order and offer residents a safe place to stay, but not to enforce the country’s laws. Although they have to ensure that no criminal activities take place on the premises, it is not their job to investigate or act on such activities.

Criminal or illegal activities include:
- abuse
- harassment
- illegal trade
- robbery
- sexual offences
- theft
- violence.
Something to think about

What is the difference between abuse and harassment?

Do this now!

Can you think of a few more examples of criminal or illegal activities? Share your ideas with the rest of the class.

Criminal and illegal activities must be reported to the police. It would be useful if tenants tell management about these incidents after they have reported it to the relevant authorities. This will help management keep accurate records and monitor behaviour in the future.

Activity 8

Referral agencies

Work in groups.
What external organisation could offer support or assist with the following scenarios? Copy and complete the table below.

<table>
<thead>
<tr>
<th>Scenario</th>
<th>Referral Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>A couple who mistreats and neglects children staying in their home</td>
<td></td>
</tr>
<tr>
<td>A divorced mother of two who cannot pay her rent as her alimony is outstanding</td>
<td></td>
</tr>
<tr>
<td>A family that is malnourished due to financial constraints</td>
<td></td>
</tr>
<tr>
<td>A husband who regularly beats and attacks his wife</td>
<td></td>
</tr>
<tr>
<td>A lady who often forgets who she is and where she stays</td>
<td></td>
</tr>
<tr>
<td>A male resident that sneaks or peeps into single women’s rooms</td>
<td></td>
</tr>
<tr>
<td>A man who lures schoolchildren into his apartment during the day</td>
<td></td>
</tr>
<tr>
<td>A mother who goes out the whole night leaving her baby alone</td>
<td></td>
</tr>
<tr>
<td>A resident that has violent outbursts when under the influence of alcohol</td>
<td></td>
</tr>
<tr>
<td>A suicidal school girl who has attempted to jump off the roof twice</td>
<td></td>
</tr>
<tr>
<td>A tenant that keeps four dogs locked up in a studio apartment all day</td>
<td></td>
</tr>
<tr>
<td>A widowed woman who is severely depressed</td>
<td></td>
</tr>
<tr>
<td>An elderly man with no known relatives who is unable to take care of himself</td>
<td></td>
</tr>
<tr>
<td>An HIV positive man who has full blown Aids and lives on his own</td>
<td></td>
</tr>
<tr>
<td>A middle-aged lady who is too scared to leave her unit after being attacked</td>
<td></td>
</tr>
<tr>
<td>A tenant who insults other racial groups living in the complex</td>
<td></td>
</tr>
</tbody>
</table>
An unemployed man who verbally abuses his parents with whom he lives
Four recently orphaned children living on their own
School children that bully younger children in the playground
Two teenagers addicted to heroine

Activity 9

Glossary

So far this chapter has introduced a lot of terminology, which can be confusing. Read through the chapter and list any words or terms that you are unsure of. Then look them up in your dictionary or on the internet and create your own glossary of terms.
## Self-assessment

How well have you understood how to monitor and deal with resident and visitor behaviour in a social housing context? Do you have an understanding of social housing concepts, principles and processes? Complete the table below to find out.

<table>
<thead>
<tr>
<th>I can:</th>
<th>4 Very well</th>
<th>3 Quite well</th>
<th>2 With some help</th>
<th>1 Not at all</th>
</tr>
</thead>
<tbody>
<tr>
<td>manage resident behaviour in a social housing estate</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>monitor resident and visitor activity in a social housing estate</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>handle unacceptable resident and visitor behaviour</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>refer cases to appropriate support or intervention agencies</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>identify and describe the social dynamics within a social housing complex</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

If you rated your understanding with a 1 or a 2, it means you do not feel very sure about what you know. Ask a peer to help you by explaining things you do not understand or speak to your facilitator.
Glossary

accountable – take responsibility for one’s actions
accredit – recognise or support
adequate – satisfactory or enough; in this context adequate housing refers to the provision of housing and infrastructure and services – it does not necessarily mean ownership of housing
aesthetic – relating to how something looks
alleged – suspected or supposed
arrears – behind in payments
asset – something that is useful and valuable, and that can make a profit
backlog – a build up of unfinished jobs
basic services – services provided by government such as electricity, water, sanitation, refuse and waste removal
best practice – a method that is believed to be the most effective in achieving a positive outcome
bias – influence in an unfair way
breach of contract – failure to do something that you were meant to do according to a contract
business incubators – programmes designed to accelerate the successful development of entrepreneurial businesses by various means of support
capacity building – assistance that is provided to groups, organisations etc
capital grant – funding from government that helps cover initial costs
catalyst – something that causes a significant change or action
cohesion – the state of sticking together
communal – for a group rather than for individuals
complexities – made up of many different factors
comprehensive – complete and wide-ranging
consultative – giving advice and sharing opinions
CPIX – stands for the Consumer Price Index, which is the official measure of inflation in South Africa
criteria – a standard rule
demographic information – characteristics such as age, sex, income, location etc
demographic – statistics characterising a human population
destabilised – weakened or unbalanced, not stable
domestic violence – violence or physical abuse directed against your partner
dynamics – continually changing forces (social, economic, financial) that can affect relationships
economic indicators – statistics about the economy which allow for analysis of economic performance
eligibility – qualified or has the right to be chosen
entrepreneur – someone who has an idea to start a business and takes responsibility for organising it
equitable – reasonable, impartial and fair
erratic – not dependable or regular
evict – remove a tenant from the premises by a legal process
exempt – to free from a rule or debt that applies to other people
fast track – the quickest way to achieve a goal
globalisation – the process of spreading or growing to a worldwide scale
govern – to make and administer public policy
Gross Domestic Product – the total market value of all final goods and services produced in a country for a specified year. GDP is the method used to define the size of the economy of a country
hard infrastructure – physical infrastructure such as railways, bridges, roads, hospitals etc
harmoniously – in this case to get on well with each other
holistic – an holistic approach takes into account the whole picture
Housing institutions – legal entities that use public grants to develop and/or manage housing stock
impetus – a force or energy to move something along
inadequate – not enough
incremental – increasing or growing
Individual ownership – occupants who own the building and the land it is built on
infrastructure – the basic features of a system
integrate – join together, incorporate
leasehold title – a form of ownership where land or a building is leased (rented) from a landowner. The person leasing the building or land will pay rent to the landowner and buys the right to occupy the land or building for a certain period of time
legal entity – an organisation such as a company that the law treats as if it were a person; a legal entity is therefore responsible for its actions
legally binding – means that a court of law will enforce it
levy – in this context it is an amount that is usually paid monthly to cover things like maintenance and services

lobby – to try to influence legislation or policies

Low to medium income – people earning between R1 500 and R7 500 who cannot afford to pay high rentals

mandate – an order or command to do something

marginalisation – when people are marginalised they are pushed aside by society

maximise – make the most of; increase

mentor – to guide, teach and give advice

mobilise – gather together to demand rights

monitor – to check or keep an eye on

nuclear family – a family consisting of a wife/mother and husband/father and their children

objective – uninfluenced by personal bias

occurrence – a happening or event

perpetrator – someone who causes or is responsible for wrongdoing

prejudiced – a negative judgement or opinion formed without knowledge or an examination of the facts

private sector – the part of the economy that is run for private profit and is not controlled by the government

recession – a decline in the state of the economy, which affects the stock market, employment and level of wages

red tape – forms to be filled out and procedures to be followed to get bureaucratic (government) approval for something

regeneration – renewal or revival of something

repeal – to officially cancel something

resource – something that can be used to accomplish a goal

role players – people who act out a particular role

security of tenure – the tenant’s right to renew a lease and remain in occupation once a lease has expired

severity – how severe or serious the incidence is

socially marginalised – for example homeless people who do not have a sense of belonging to a community

socio-economic – the interaction between the economy and social conditions and values – for example, how the improvement of distribution of adequate housing will impact on the way in which people will behave, and on their quality of life
sovereignty – supreme authority and free from outside control
spatially – relating to how space is organised, where things are placed
stakeholder – a person who has an interest in a process or project
statutory body – an organisation that has legal power
strategy – a plan of action
subsidy – financial assistance by the government and given to a group or enterprise whose work benefits the public
succeed – take over from or take the place of
supersedes – take over from or take the place of
sustainable development – this term was defined in 1987 by the Brundtland Commission, as – ‘Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.’
tenant – someone who pays for the right to occupy land or a building for a specified period of time
tender – an offer or bid made by interested parties to purchase something or carry out specified work
tenure – occupancy or residence
third tier banking – member based financial institutions
transitional – temporary, for a limited period of time
transparent policies – policies where nothing is hidden
urban development – the growth and expansion of cities and towns
validate – check and confirm
variable – subject to change
Venn diagram – a diagram that uses circles to show sets of something and the relationship between them
vulnerable – easily hurt, helpless
White Paper – a government report that outlines a policy; it is available to the public