CHAPTER 04
PROGRAMME

Housing is not just about building houses…it is also about transforming our residential areas and building communities with closer access to work and social amenities, including sports and recreation facilities

- (Tissington 2011:25) -

04 | PROGRAMME

THE GLOBAL HOUSING ISSUE

The economic opportunities that exist in cities attract large numbers of people in search of a better future. With an increase in the housing demand and the lack of affordable housing, living in slums is often the only alternative for the urban poor. According to UN Habitat (2012), it has been estimated that around 40% of the world's population will be in need of proper housing with access to basic infrastructure and services by 2030. This amounts to the completion of 96 150 housing units per day on a global scale (UN Habitat 2012).

Traditional urban planning with strict zoning has resulted in urban sprawl that places large burdens on government expenditure for service provision. Settlement patterns often indicate that the poorest inhabitants have to travel the longest distances, while wealthier, often low-density living conditions promote urban sprawl and oppose efficient public transport (City of Tshwane 2005:8). Cities need to have a holistic development plan that promotes mixed urban use to become more compact (City of Tshwane 2012). Better-planned cities can increase job opportunities by 15% and, by providing a variety of housing types for all budgets, create a good social mix that promotes inclusiveness and equality (UN Habitat 2012). Public spaces are vital in fostering social exchanges and space for leisure, fitness and culture activities. With a fine-grain city grid and concentration of mixed activities, public transport services and non-motorised movement, such as walking and cycling, can easily be encouraged, which creates greener cities (Gehl 1994; Jacobs 1961; Lynch 1981).

Housing is one of the greatest aspects of creating sustainable cities. The location of homes, their design and construction and how they fit into the social, cultural, economic and environmental situation influences the lives of people now and in the future (UN Habitat 2012). Sustainable housing does not only mean green buildings, but also the development of socially enhancing and environmentally friendly developments that are affordable and inclusive. Housing is therefore more than just a means of shelter; it is also a means of providing adequate spatial, financial, well-serviced, environmental and social opportunities (UN Habitat 2012).
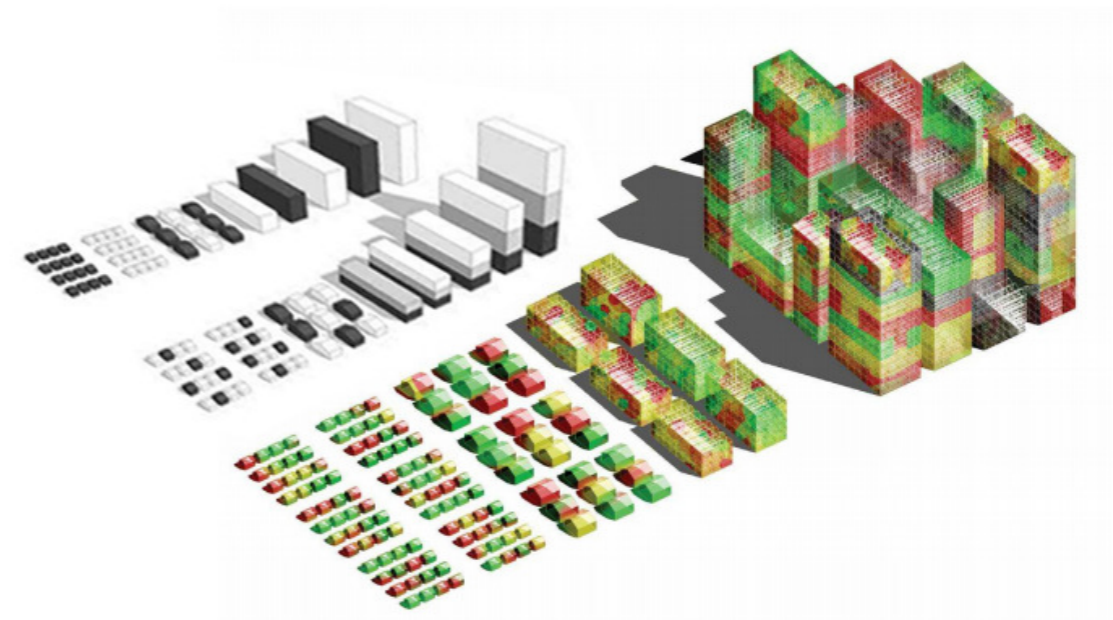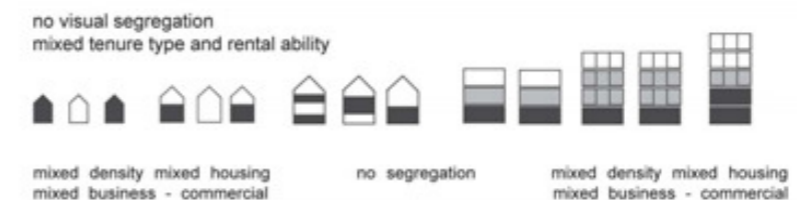

Figure 4.1 *Segregated and mixed urban models (CSIR 2011).*

THE HOUSING SITUATION IN SOUTH AFRICA

In 1994, a national housing programme was introduced that emphasised the development of subsidised housing for low-income households and saw the delivery of 3.6 million housing units to nearly 12.5 million people (Republic of South Africa 2014:4). Despite the delivery of housing, the scale at which the state is providing housing is insufficient and over 2.1 million households are still in need of adequate housing and basic services (Tissington 2011:8). Section 26 of the Constitution of the Republic of South Africa, 1996, states that everyone has the right of access to adequate housing and according to the Social Contract for the Development of Sustainable Human Settlements (DHS) (DHS 2014), the state aims to provide adequate housing for all South Africans by 2024. These housing opportunities include affordable housing for the gap market, rental opportunities and catalytic projects that focus on the upgrading of in-situ informal settlements.

Despite these aims of providing new social and rental housing programmes, state housing delivery largely focuses on freestanding RDP houses, which have resulted in bland environments (City of Tshwane 2012:61). Breaking New Ground (BNG) is a government housing programme that is aimed at the densification and integration of housing. It promotes the development of medium-density housing to integrate previously excluded groups into the city and provide them with access to the opportunities cities have to offer (Tonkin 2008:19). Housing delivery in South Africa has remained on the periphery of cities, creating low-density, sprawling settlements (Tonkin 2008:19). Unlocking well-located land in urban areas remains one of the critical issues in affordable housing delivery (Tissington 2011:9).

The decentralised approach of local government to provide basic services and housing delivery is dominated by cost-recovery pressures, which often negatively affect the poor, and conflicts with the idea of creating sustainable urban environments (Tonkin 2008:19). Government development projects aimed at delivering formal housing in informal settlements have little to no engagement with the affected communities and provide no opportunities for the communities to voice their needs (Tissington 2011:8). Government developments often involve the relocation of individuals and households to the new formal RDP housing estates. Many relocated people rent out their RDP houses to move back to the informal settlements as these are often closer to employment and have a familiar way of living. This demonstrates missed opportunities and the failure to recognise the numerous benefits of the current informality (Tissington 2011:9). This shows that, although housing quality may be adequate, location and livelihoods are often more important (Tonkin 2008:21).

If housing schemes accommodate diversity, it will become evident visually and spatially. Diversity can be accomplished by addressing issues of housing types, ownership options and providing a variety of housing possibilities for a variety of family structures (Osman 2000:7).

Figure 4.2 Diversity of people including families, students, children, elderly and different activities and social encounters (Author).

HOUSING POLICIES

The Department of Human Settlements is the government department responsible for providing sustainable human settlements to improve the quality of household life for the poor (Republic of South Africa 2014:239). The Housing Act (1997) is at the core of housing legislation in South Africa. The Act gives a clear set of general housing development principles and provides a sustainable housing development process. The Act identifies three tiers of government, defines the responsibility of each tier in the housing development process and lays down the function of national, provincial and local governments.

NATIONAL GOVERNMENT must establish a sustainable national housing development process and oversee the implementation of the housing policy.
PROVINCIAL GOVERNMENT acts under the national housing ministry. It promotes the development of adequate housing and provides subsidies to municipalities to enable them to do so as well.
LOCAL GOVERNMENT acts within the framework and policy of the national and provincial departments of housing to actively address the provision of adequate housing by dealing with issues, such as available land for development and the delivery of infrastructure.

Section 2(1) of the Act states that housing delivery to the poor is a priority. It proposes that individuals and communities who are affected should be consulted and integrated into the planning (Tissington 2011:12). Housing delivery must provide a wide choice of housing and tenure options to address the variety of economic, social and physical needs in creating more sustainable housing developments. Section 2(1)(e) states that housing developments should not discriminate on the basis of gender, nor should any other forms of unfair discrimination take place, and that these developments should encourage racial, social, economic and physical integration. The same section also addresses the issue of housing density that should be economical in land utilisation and services. Furthermore, housing developments should meet the needs of the disabled and provide community and recreational facilities in the residential areas.

The following housing legislation addresses specific situations in South Africa in more detail:

- Rental Housing Act 50 of 2008,
- National Norms and Standards for the Construction of Standalone Residential Dwellings Financed through National Housing Programmes (April 2007)
- Social Housing Act 16 of 2008

Other housing policies include the following:

- White Paper: A New Housing Policy and Strategy for South Africa (1994)
- Breaking New Ground: A Comprehensive Plan for the Development of Sustainable Human Settlements (September 2004)
- National Housing Code (2009)

All the above mentioned legislations and policies have their specific aims, issues, guides and implications with the common goal of providing adequate housing to all, eradicating housing backlogs and meeting the United Nations Millennium Development Goals (MDGs) of slum-free cities. The South African government has delivered a significant number of housing units and, despite the location and construction quality of these units, it should nonetheless be seen as an achievement. It is, however, necessary to mention that a number of state-run projects are more concerned with delivery and addressing the backlog (Tissington 2011:28).

According to the National Housing Code (2009), the RDP and BNG prototype house is defined as a standalone house that has at least two bedrooms, a separate bathroom with a toilet, shower and hand basin, and a combined kitchen/living area. The total floor area should be at least 40 m^2 and must have electrical installations if it is available in the project area. It is a simplistic one-size-fits-all housing focus.
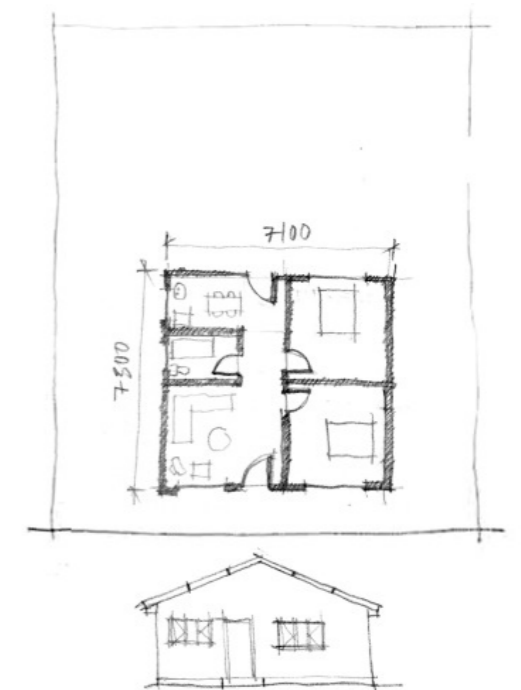

Figure 4.3 *Typical plan of low cost housing (Author).*

SO WHAT IS ADEQUATE HOUSING?

South Africa is known to have a great diversity in the circumstances of households and individuals with a wide variety of needs concerning location, space, household size, affordability, and physical and tenure security. This variety calls for different housing typologies, much more than the state's mass roll-out of RDP developments. The Metropolitan Spatial Development Framework (City of Tshwane 2012) strives to prevent homogeneous metropolitan areas and recognises that there is a multiplicity of users. This is addressed by proposing a range of housing opportunities to create a variety of choices for all income groups (City of Tshwane 2012:61-63). According to Article 11(1) of the UN International Covenant on Economic Social and Cultural Rights (UN Habitat 2012), the right to housing should not be seen as merely providing a roof over someone's head to provide shelter. It should be seen as the right to live somewhere in security, peace and dignity. This means that the right to housing has an interrelatedness and interdependency of social-economic, political and civil rights (Tissington 2011:25). These issues make housing delivery very complex.
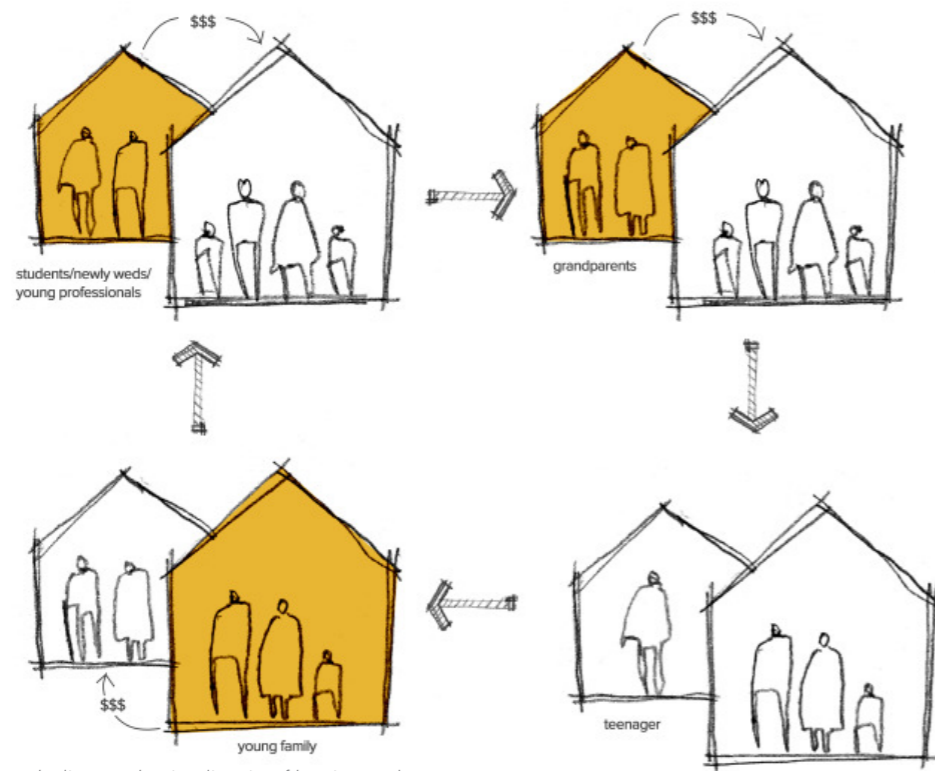
Figure 4.4 Life cycle diagram:showing diversity of housing needs (ADU, 2012, edited by Author).

SUBSIDIES AVAILABLE FOR HOUSING OPPORTUNTIESOPPORTUNTIES

Urban regeneration in South African cities was initially led by property owners and the business sector to prevent the further decay of areas in the CBD. Although there is no national policy framework for urban regeneration, specific bodies, such as development agencies or city partnerships, have developed strategy papers that embody a general vision. Gauteng and the Western Cape are the only two provinces that have developed urban regeneration policy frameworks, but these remain very weak. The primary focus of the urban regeneration strategies is on economic growth and eradicating crime and grime (NASHO 2013:14-15).

In 2011, the City of Tshwane and the National Department of Public Works appointed the international firm of consultants, Arup, to develope an Urban Management Framework and Master Plan for eight areas of the inner City of Tshwane (NASHO 2013:15). Among other things, this is supposed to guide the housing policy-making process for the city. However, the delivery of affordable housing remains a neglected component of the urban regeneration strategies. Although the housing component is always taken into consideration when developing urban regeneration strategies, it has not transformed into anything more than current housing delivery and remains unpredictable.

BNG has put great emphasis on the role that affordable inner city housing plays in creating better-integrated cities, and states that this should be a main driver for urban regeneration (NASHO 2013:17). Affordable rental housing is a government programme that focuses on the development of affordable rental housing opportunities for low- to moderate-income households with an emphasis on well-located parts of South African cities. The Restructuring Capital Grant (RCG) is a subsidy funding programme to assist in the development of good-quality rental housing for low- and moderate-income households.

Breaking New Ground (BNG)
Subsidy funding for a 40m² detached house on individual stand.
Individual ownership
Available for households with monthly income of less than R3 500
Subsidy of R160 573
Located on periphery of cities.

Family

(SA Commercial Prop News 2013)

MEDIUM DENSITY HOUSING MODELS

Restructuring Capital Grant (RCG)
Subsidy funding to assist in developing good quality rental housing

Institutional Programme
Subsidy funding to assist non-profit organisations to provide rental accommodation to lower-income

Social housing subsidy
Covers rental tenure and excludes opportunity of ownership (except for collective ownership)
Well located higher density housing
Available for people with an income below R7 500

Semi-detached housing

(Tonkin 2008)

Sudents

Row houses and duplex

(ABSA 2015)

Single person

Three- to four-storey walk-ups

Small family

(YCH 2015)

Young couples

Figure 4.5 Housing opportunities (Author).

The BNG housing subsidy was introduced in 2004 and is aimed at improving general housing delivery in South Africa. This state-subsidised housing programme is based on the housing policy of the White Paper on Housing (1994) (Tissington 2011:21). The BNG housing subsidy now provides individual ownership of 40 m2 detached houses on individual stands, compared to the commonly known subsidised RDP houses, which comprised 20 to 34 m2. The BNG subsidy is available for households with a monthly income of less than R3 500 and is worth R160 573 (DHS 2015).

Beside the BNG housing subsidy, the *Comprehensive Plan for the Development of Sustainable Human Settlements* (DHS 2009) also allows higher-density rental tenure options to accommodate middle-income households on better-located land and to ensure the integration of subsidised, rental and bonded housing (Burger 2010:170).

The two main forms of state-provided housing within the city are social housing and public rental housing. The Institutional Programme subsidy is available for non-profit organisations that want to provide rented accommodation to lower-income groups. According to the DAG, rental housing has great potential to contribute to affordable housing as a form of urban renewal (Tonkin 2008:23-24). It is estimated that 2.8 million households rent accommodation. Of these households, 14% have a monthly income less than R850, 27% earn less than R1 500 per month and 51% earn between R1 500 and R7 500 per month. The latter households qualify for rental subsidies. These percentages indicate that the majority of renting households are poor or low-income households (Tissington 2011:38). Social housing institutions and developers of medium- to high-density rental housing can apply for a social (rental) housing subsidy.

The Finance Linked Individual Subsidy Programme is available for citizens who earn between R3 500 and R15 000 per month.

CLIENT AND FUNDING

Several identified subsidies are made available for affordable housing developments. As mentioned in this chapter, a number of these subsidies are relevant to the project proposal. This includes the RCG (as the project is located in one of the identified urban areas for regeneration), the BNG subsidy that is available for households that earn less than R3 500 per month and the Institutional Programme subsidy that is available for housing institutions to construct and manage affordable rental units.

Yeast City Housing is a church- and community-based organisation and a division of the Tshwane Leadership Foundation. It seeks to provide and manage social housing stock within the city. It seeks new housing development possibilities to work against the current so-called urban renewal processes where people are unnecessarily displaced on the city fringe. It works in close cooperation with tenants and aims at having a participatory and integrative approach to physical, social and human aspects (YCH 2015).

JUBILEE CENTRE

Situated in Burgers Park Lane, the project formed part of a broader vision of an inner city community centre in 2000. The multi-purpose development, accommodating YCH offices, family units, Potters' House and a small chapel, was the first residential development in the CBD in 20 years. The Potter's House (1993) managed by YCH has become a model transitional housing facility for women at risk (YCH, 2015).

LIVINGSTONES

Yeast City Housing developed Livingstones Community House in partnership with the City Methodist Mission. The facility is a combination of a day care centre, a HIV/AIDS centre, a refugee office, a worship facility and 27 communal housing units. The project has been recognised as best practice case study by the Social Housing Foundation (YCH, 2015).

KOPANONG HOUSING

Situated in 292 Scheiding Street, YCH purchased a vacant site and developed their second largest institutional housing project, having 62 apartments. It is strategically located near the Tshwane Melrose House and tenants moved in on the 1st of December 2004 (YCH, 2015).

HOFMEYR HOUSING

Yeast City Housing began to manage Hofmeyr House from 1998. Debt owed to CIty Council and other smaller debts were paid within a year and they managed to stabilize monthly rent payments from 60% to above 90%. In 2002 an ugrade was done using housing subsidies from the Gauteng Housing Department (YCH, 2015).

PROGRAMME

The diverse close-knit community that once lived in Marabastad was devastated by forced removals between 1940 and 1970. Although the residents have been dislocated, the community that moves through Marabastad on a daily basis is still as diverse as the community that was once present. During various site visits, different social groups were identified and analysed. The immediate needs of each were identified and the temporalities of these were illustrated. By providing housing for the different social groups, a diverse community can be accommodated and ensures activity throughout the day. This also addresses the issue, of the two dominating networks (transport and retail), as stated in the previous chapter.

SOCIAL GROUPS	TEMPORALITIES	NEEDS

Single Working

(night-time)

sleeping
kitchen shared/private
all washing facility

SOCIAL GROUPS	TEMPORALITIES	NEEDS

Family with Children

A — living kitchen washing
rm — individual room

(all day)

multiple bedroom
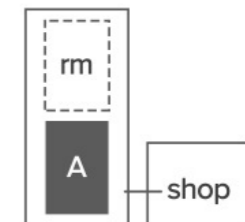all washing facilities
access to outdoor space

outdoor
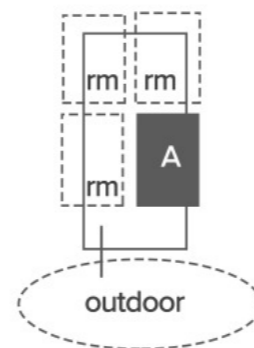
Shop Owner

(night-time sleeping area day-time shop)

access to store
sleeping
kitchen private
washing facility
community safety

shop

Students
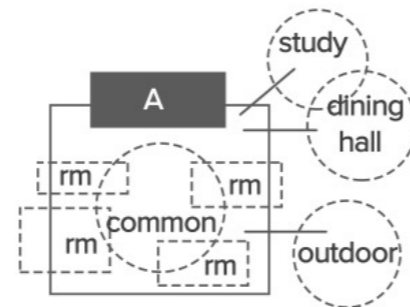
(all day)

sleeping
kitchen shared/private
washing facility shared/private
study facility
communial shared space

study
dining hall
common
outdoor

Homeless

(night time)

sleeping
financial support
shared eating facility
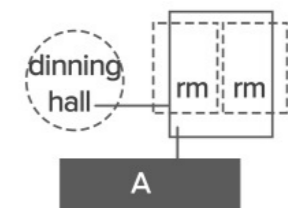shared washing facility
storage

dinning hall
rm rm

Figure 4.6 Identified social groups in Marabastad, their temporalities and needs (Author).

CONCLUSION

With the focus on urban regeneration projects and the significant role that inner city housing plays in creating sustainable cities, the proposal of an urban infill mixed-use residential project is well situated in Marabastad. The proposal will use available subsidy opportunities for funding and will be managed by Yeast City Housing.

The proposal strives to accommodate the diversity of the place and will be a mixed-use development. It will also have a mixed tenure to accommodate the differing needs and financial capacities of the different social groups. This means that an alternative housing model that can accommodate the flexibility and dynamics of programme and occupant is required.

The project is based on the state-provided housing model of a 40 m^2 house. This BNG housing model is based on a household comrpising two parents and 2.5 children (Adams 2014). This model allows for little modification and often leads to unhappy occupants with regard to space. The project's funding is based on the R160 573 BNG housing subsidy (DHS 2015) and the project explores the extent to which these constraints can be pushed to provide a more relevant housing model.

Chapter 7 illustrates the ability and imminent tendency of the community to construct shack-like structures to better accommodate their needs. The theory of *Open Building* is examined and discussed in the following chapter to explore the adaptability and flexibility of this theory in architecture. The project approach assumes that opportunity is created for the occupants to extend their 40 m^2 houses through the application of *Open Building*. The project aims to provide the necessary serviced base model (40 m^2) that allows for informality and flexibility so that the occupants can adapt their environment to better suit their specific needs.