



KZN Human Settlements

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RESEARCH REPORT ON THE INVOLVEMENT OF WOMEN AND YOUTH IN HOUSING.

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PRODUCED BY PRODUCT DEVELOPMENT COMPONENT

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Definition of terms

Term/ Concept	Definition
Youth	The National Youth Commission Act (Act 19 of 1996) broadly defines and refers to youth as all those between the ages of 14-35. In the National Youth Service in Housing Programme, youth refers to young people between the ages of 16-35.
Women	A woman is an adult female human being. The term woman usually is used for an adult, with the term girl being the usual term for a female child or adolescent.
Vulnerable groups	Vulnerable groups are defined as Orphans, Vulnerable Children, women, disabled and the elderly.

Executive Summary

The purpose of this report is to communicate findings on the research undertaken in terms of programs/policies in place which engages women and youth in the whole housing spectrum. For the past decade the Department of Human Settlement has been striving to deliver houses to the masses. Assistance to vulnerable groups need not be limited to providing them with shelter, even though it is a primary product.

The increasing phenomenon of children living in child-headed households is becoming one of the pressing concerns facing South African society. It has been estimated that by 2010 there will be more than 2million children under the age of 16, who will be orphaned and required to fend for themselves and their siblings. There is definitely a need for Department of Human settlements to come up with strong interventions to assist in such cases.

The project was undertaken using desktop studies. This entails information sourced from the internet as well as research documents compiled by the National Department of Housing, KZN-Product Development Component and other organizations.

Different organizations were used as study areas; These include the National Department of Housing, Gauteng Department of Housing, EThekweni Municipality, National Department of Housing in India and Housing in the UK (London: Medway Council). The focus was on looking at what strategies or policies they have in place that include women and youth in their programs.

Some of the best practices included in this report is the Gauteng Department of Human settlement, Women and Youth Strategy which does not only focus on youth and women as the recipient of favors in the world but rather the strategy looks at vulnerable groups as equal partners in development and also in all human activities aimed at changing the world into a better place. This strategy compliments the National Department of housing frameworks.

Another one is India where the focus of the Department of Housing there is more in establishing/liasing with organizations that lend money to the people, so that people can afford to house themselves. This loan must be paid in a specified period and the payments are determined on the basis of how much one earns. But then a question of unemployment rises, providing funding for the people is a smart move but what if they do not

qualify for loans because they do not have any income, that becomes a major concern since unemployment rate is an issue.

The research also examined London specifically the Medway Council and Ethekwini Municipality's allocation policy. These allocation policies regulates how housing units are located, both promoting equity and fairness.

As a need for the development of a provincial policy for women and youth in housing was identified, it is recommended that the issues identified in this report be used to develop a policy that will ensure that the Provincial Department takes cognizance of women and youth in housing.

1. Purpose

The purpose of this report is to communicate findings on the research undertaken in terms of programs/policies in place which engages women and youth in the whole housing spectrum.

2. Problem statement

KwaZulu-Natal does not have a policy that deals specifically with women and youth. The Department of Human Settlements is a major player in driving development issues and it is therefore important to acknowledge women and youth in any development matter as they are the core of communities.

3. Background

For the past decade the Department of Human Settlement has been striving to deliver houses to the masses. Assistance to vulnerable groups need not be limited to providing them with shelter, even though it is a primary product. The development mission goes beyond that, people need to be empowered by making them part of every development process in such a way that they are not only beneficiaries in the process but participants as well. This will enable them to gain skills which will help them sustain themselves. This will result in the housing delivery process playing a major role in alleviating poverty hence creating sustainable human settlements.

The then Provincial Department of Housing held a policy debate session with relevant stakeholders on the 4th June 2008 with the purpose of researching how vulnerable groups could be assisted by the department. Key approaches identified in that workshop were:

- i. Housing subsidy
- ii. Employment
- iii. Training

- i. Housing subsidies

The following was suggested:

- Preference to be given to vulnerable groups in terms of housing and sites closer to social amenities should be allocated to them.
- Youth maybe given priority provided that they meet the qualification criteria.

- Use statistics from different institutions e.g. Department of Welfare to determine the need in respect of this group.
- ii. Establish a database for each community that will be updated regularly by the research component Employment & Training

The following was suggested:

- Use EPWP for unskilled labour as a guide & provide percentage in terms of each group.
- Suitable employment to be allocated to vulnerable groups e.g. disabled
- Provide training for unskilled and semi-skilled labour.
- Create employment opportunities for skilled labour.
- Bursaries and internships should be provided.
- Strengthen partnerships with other departments' e.g. labour
- Procurement preference must incorporate vulnerable groups in allocation of projects & sub-contracts.
- Reach consensus with municipalities to appoint emerging contractors from this group e.g. women and youth contractors.

4. Project Methodology

The project was undertaken using desktop studies. This entails information sourced from the internet as well as research documents compiled by the National Department of Housing, KZN-Product Development Component and other organizations.

Different organizations were used as study areas; These include the National Department of Housing, Gauteng Department of Housing, EThekweni Municipality, National Department of Housing in India and Housing in the UK (London: Medway Council). The focus was on looking at what strategies or policies they have in place that include women and youth in their programs.

5. Policy context

5.1. National Department of Housing: National Women in Housing programme (Draft)

The National Department of Housing developed the National Women in Housing programme as means of promoting the participation of women in housing. The Programme has the following objectives.

- Promote and facilitate empowerment and participation of women in housing delivery.

- Enhance entrepreneurial development and increase the number of expertise of women firms and SME's providing services and products to the housing sector.
- Define an institutional mechanism to implement the women in housing programme.
- Build partnerships with key stakeholders from non governmental and private sector in implementing the women in housing programme.
- Develop a gender perspective into planning, design and implementation strategies to facilitate the full participation of women in the development of sustainable and integrated human settlements.

5.1.1. Application of the programme

The programme shall apply to women as implementers (whether building subsidized housing, new housing or doing improvements or in real estate) from all walks of life particularly enhancing the empowerment and participation of black women, disabled women ,young women and unemployed women.

5.1.2. Key Strategic Areas for women in housing

The following outline the key strategic areas of focus for the women in housing.

- **Ownership**

The housing sector will base its measurement regarding ownership with the various laws, policies and codes of Good Practice that exists to ensure that women in the housing construction industry own and manage enterprises.

- **Control**

Women are still under-represented in key decision making structures such as in Boards, executive management to name a few. The empowerment of women to participate in these forums is critical.

- **Skills development**

There is a serious need to develop skills of women in line with the Skills Development Act. The following areas have been identified as critical :

1. Provide scholarship opportunities for women contractors.i.e. Housing scholarship, Bursary opportunities from the built environment councils.
2. Explore partnerships with FET colleges and CETA for learnerships programme in construction as well as other organizations for opportunities.
3. Promote awareness of career opportunities in the construction sector.
4. Increase the level of retention through engagement with the women in housing construction sector to identify challenges and intervention strategies.

- **Procurement**

In line with the targeted procurement policies, the following critical areas are considered for intervention:

1. Promote accessibility of tendering opportunities for women.
2. An effective turn around strategy for payment of housing suppliers (e.g. early payment)
3. Implement mechanism to counter fronting and the abuse of targeted arrangements of the department and the transformation charters.
4. Promote the compliance to the BBBEE Act and Transformation Charters.
5. Enhance benefits of local communities and target, where appropriate, procurement from local enterprises.
6. Facilitate a grading programme for women enterprises in housing construction through CIDB and NHBRC for the progression of women from emerging contractors to established contractors.

- **Enterprise Development**

In line with the construction charter, the Women in Housing Programme will include a mentoring and incubation programme that seeks to address the following.

- Management of labour skills transfer.
- Establishment of an administrative system.
- Planning, tendering and programming skills transfer.
- Business skills transfer with emphasis on entrepreneurial and negotiation skills.
- Technical skills transfer with emphasis on innovation.
- Legal compliance skills transfer.

- Procurement skills transfer.
- Mentorship and incubation programme.
- **Corporate Social Investment**

The housing construction sector can contribute meaningfully in uplifting the standard of living in communities by ploughing back through participation in the housing projects thus engendering community responsibility. One of the key projects for women participation is the Women's Build project.

The Women's Build is a Letsema project which entails construction of housing units for vulnerable groups and marginalized women. It is a partnership project between the Department of Human Settlements and sector stakeholders and is hosted annually in commemorating women's month.

5.2. National Department of housing: National Youth Service in Housing Programme (Draft)

The National Youth Service in Housing Programme responds to the mandate of the Department of Human Settlements to deliver housing to the communities through creating sustainable human settlements thus promoting participation and empowerment of youth. Objective of the programme are as follows:

- To present a holistic and integrated approach to housing delivery through youth development and participation in the context of the National Youth Services (NYS) model which places emphasis on service, structured learning and exit opportunities.
- Articulate a multi-stakeholder (Housing and Youth Development Sectors) consensus on housing delivery through participation.
- Outline a programmatic and institutional alignment; realign current programmes, initiatives and policies aimed at youth development and participation in the context of National Youth Service in response to the need to accelerate housing delivery.
- Establish a dedicated platform in the delivery of housing through the programmatic participation of youth.
- Provide an enabling environment for youth participation in the Housing and human settlement sector aligned to the comprehensive plan for the creation of Sustainable Human Settlements.

5.2.1. Application of the programme

The programme will entail both personal and community development. The programme will entail the participation of youth in building houses and the refurbishing of old dilapidated buildings into residential housing for low and middle income residents. It would ensure that the youth is skilled through theoretical and technical construction training which is accredited.

5.2.2. Models for the programme:

- Advanced Hard Skills Training
Basic hard skills training (NQF level 3) will be compulsory, the training offered will include the following fields:
 - Bricklaying
 - Plumbing
 - Plastering
 - Electrical wiring
 - Roofing
 - Painting
 - Tiling

- Worksite health and safety
- Construction management.

- Professional development
-This will be a training stream for youth with potential to become housing practitioners, youth will be trained and placed within the support organization.

- Enterprise development
-This is a programme to train youth with potential to set up housing related businesses. These include fields like material manufacturers, material suppliers, plant hire and home building contractors. The idea is to train, develop and support them.

6. Best Practices

6.1. Gauteng Department of Housing Programs

6.1.1. Housing Subsidy Relating to Youth and Women

The Gauteng Department of Housing (GDOH) applies the general rules of the housing subsidy programme which are applicable to all citizen of

South Africa. These general rules are found in Chapter 3 of the National Housing Code. Different types of subsidies available in South Africa are outlined and there are criteria that each and every South African citizen needs to fulfill in order to be eligible to receive a subsidy.

However, it emphasizes that women and youth should be given houses in sites that are closer to economic opportunities where they can easily access them and hence participate in income generating activities.

6.1.2. Training/ Employment on Youth & Women

In order to empower both youth and women the GDOH introduced the Housing Development Sector Involvement Strategy (HDSIS) for different vulnerable groups. The purpose of the HDSIS is to create an environment where youth and women are assisted to access skills training and also benefit from the Department's economic empowerment programmes that are outlined in the strategy.

Background to the HDSIS

The GDOH believes in the potential that the youth and women have and is therefore joining hands with the rest of the world to improve the status and the economic conditions of the youth and women. As part of the Breaking New Ground (BNG) strategy to build sustainable human settlements, they will be assisted through various intervention mechanisms to receive skills training and various other forms of empowerment to enable them to play a meaningful role in growing the economy.

The department's procurement policy has allocated 30% for women, and 5% for youth on contracts to be allocated to the youth in terms of both ownership and participation.

6.1.3. Models used

The GDOH has several approaches on how to best deal with vulnerable groups that are suitable within the housing development environment. The approaches have all been tried and have been successful but the highlight so far has been the subcontracting approach. Two youth construction companies have been awarded work to the value of R24 million to build houses and maintenance through the urban renewal programme and the projects were a great success.

A. Project Identification (ring fenced)

Small scale projects are identified on yearly basis. Contracts are equally awarded to existing and emerging youth and women contractors with the assistance of a consultancy firm. The firm then mobilizes and obtains the financial guarantee; manages the administration and the mentoring of emerging contractors.

B. Sub-Contracting (established developer)

A tripartite agreement is entered into between the Department, an established contractor and a youth / women contractor. The agreement states clearly the shared percentages of the project and the responsibilities of each party involved.

C. Maintenance (Urban Renewal Programme)

The department facilitates youth and women's project and increases their exposure to the industry by giving them the opportunity to be involved in maintenance work in urban renewal projects. This includes paving, fencing and fittings.

D. Maintenance of Old-age Homes and Orphanages

Youth and women are also involved in the maintenance of old age homes and orphanages. The maintenance work includes painting, rebuilding, alterations and extensions to existing structures.

6.2. Housing in India

6.2.1. Background

India has a severe housing shortage: in the urban sector alone the demand-supply gap is about 17 million units. Over 90% of the housing demand is from low income families, comprising mainly of women, who are directly affected by unhealthy and unacceptable living standards in India's urban centers.

The slums prevalent in many Indian cities are evidence of the shortage of low cost housing. Women and children, who proportionally spend more time at home, are the ones most affected by the poor living conditions caused by the lack of potable water, sanitation facilities, proper solid waste disposal and other manifestations of poor living conditions.

6.2.2. Housing Models for Vulnerable Groups

(a) Housing Subsidies

In response to the shortage of housing the government introduced the Housing Finance Project II, 2000. This project is a mother body of housing finance companies which targets low income households. Under the Housing Finance Project the government has encouraged the establishment of market oriented Housing Finance Institutions (HFIs) and poverty-targeting Community-Based Financial Institutions (CFIs) and there are also NGOs and CBOs which assist low-income communities to organize thrift and credit societies in order to provide housing finance to the poor.

The Housing Finance Project II, 2000 has made a difference in India as in the past there was limited housing finance available, but this has changed as it enables lower income individuals to access housing finance.

(b) Housing Finance Project II, 2000 and Women

Women and children from low income households constitute major project beneficiaries. The Housing Finance Project II, 2000 is under the notion that if more focus is given in improving the living standard of women this will reduce the vulnerability of women and children to diseases, diminish the burden of household tasks and provide more time for income generating activities. All the companies under the Housing Finance Project must grant loans to women. This approach is especially important for female headed households as families rarely acquire assets in the name of a female family member. In general, according to this project it is believed that lending money to women will raise the status of women and will enable them to play a major role in mobilizing the households' financial resources.

(c) Empowerment and the Housing Finance Project

It is estimated that 20 to 30 million people across India are home based workers and 80% of them are women. The creation of assets such as shops, carts, land, and houses in women's name is crucial in improving the women's socio-economic status. The **home workplace subproject** was launched as part of the Housing Finance Project II, 2000.

The home workplace schemes are designed to provide financial resources to women who operate cottage industries from their houses.

They are loaned money to improve their premises thus increasing their income. This subproject also supports the capacity building of borrowers through skills development programmes, assistance in identifying sources of raw materials, provision of better tools and equipment, and assistance in establishing links to markets.

6.3. Housing in England

6.3.1. Background

England is suffering a massive housing crisis in that there are simply not enough decent and affordable homes. The numbers of new households are increasing faster than the number of house built, thus causing house prices to triple and private rents to more than double over the past few decades. More than two million people find their rent or mortgage a constant struggle or are falling behind payments.

Nearly 1 million households are currently on local authority housing waiting lists, more than one million children live in bad conditions and during the year 2006/07, 554,000 households were overcrowded. In 2007 repossessions rose to 27,100 from 22,400 the previous year.

Young people under 25 are among those most likely to be affected by the current housing crisis. Housing ownership is way beyond the reach of most young people, while private renting is expensive and usually calls for large deposits upfront. As a result of these difficulties social housing was introduced as a mean of addressing the housing needs of the vulnerable groups.

6.3.2. Social Housing

Social housing is housing that is leased at low rental on a secure basis to people in need of accommodation. It is generally provided by councils and non-profit organizations such as housing associations. Rental in social housing are kept low through state subsidies. The social housing sector is currently governed by a strictly defined system of rent control to ensure that rents are kept affordable and are calculated across all social landlords in any given local authority area.

Social Housing Applicability

Social housing is applicable to diverse vulnerable groups, which include the following:

- Single parents

- Older people
- Disabled people
- Ethnic minorities
- Economical inactive
- Housing benefit

The main factor that determines whether an individual or a family is offered social housing is the Housing Allocation Policy. All local authorities are free to set their own housing allocation policy as long as it conforms to certain allocation schemes. For the purpose of this research I have chosen to use Medway Council's Housing Allocation Policy as an example.

(a) Medway Council's Allocation Policy

The aim of the policy is to prioritize applicants while giving due consideration to the wider issues of meeting housing needs in Medway. This involves balancing public demand for affordable rented housing with the limited supply available. The overall objective is to ensure those in the most urgent housing need are offered some choice over where they live.

It sets out the circumstances of applicants to whom reasonable preference must be given when deciding who will be offered a property. The policy also takes account of the Allocation of Accommodation Code of Guidance for local housing authorities.

(i) Reasonable Preference Groups

The Housing Act 1996 gives the Council discretion as to how to allocate Council properties and the process for nomination to other housing organizations participating in the HomeChoice scheme.

The legal requirement is for the Council to ensure "reasonable preference" to people in the following situations:

- People who are legally classed as homeless (or threatened with homelessness)
- People occupying unsanitary, overcrowded or otherwise unsatisfactory housing.
- People who need to relocate on medical or welfare grounds,
- People who need to relocate to a particular locality within the borough to avoid hardship to themselves or others.

Those applicants given reasonable preference within the scheme will be placed into priority bands A, B and C. All other applicants will be placed in band D. (refer to paragraph 6.3.4.3)

(ii) Eligibility for the Social Housing Programme

Anyone 16 years or over can apply unless they are subject to immigration control within the meaning of the Asylum and Immigration Act 1996. This excludes the following groups of people who are ineligible for an allocation of social housing. They will not be assessed for housing need and will not be placed in a band:

- Asylum seekers
- Visitors who have limited leave to enter or remain in the UK granted on the basis that they will have no recourse to public funds,
- People who have valid leave to enter or remain in the UK which includes a condition that there shall be no recourse to public funds,
- Most people who are not habitually resident in the UK,
- Certain people who are in the UK under sponsorship arrangements,
- Illegal entrants,
- People who have overstayed their leave,
- Any other person from abroad who the Secretary of State has prescribed as being ineligible for housing.

(iii) Registration and Assessment

Home seekers and transfer tenants must first register with the HomeChoice scheme by completing the HomeChoice registration form. On receipt of the form, the HomeChoice team will carry out an initial assessment of housing need. At this stage further information may be requested. Once assessed, the application is placed in the appropriate bedroom category, and into one of the four priority bands in registration date order. Local connection will also be established at this stage.

The assessment process will involve the gathering of evidence to support any one of the “band reasons” outlined in the summary of bands. The initial aim of the assessment process is to identify people with the most urgent need to relocate so they can be helped to find safe and secure accommodation as quickly as possible through the Medway HomeChoice Scheme. This approach aims to prevent a build up of households in Band A. When people in the most urgent need are re-housed quickly, the opportunities for people in the lower bands to be housed are increased.

Applicants, who at the time of registration are not be in a position to accept a tenancy if they were successful will be able to register with Medway HomeChoice. However they will not be able to bid for properties until 1 month of being able to accept a tenancy, for example people coming to the end of a custodial sentence. This does not imply that any priority is awarded to such circumstances.

Properties will be offered to applicants based on the following priorities in order:

Priority Banding

Band A: Exceptional priority

The aim of this band is to ensure the most urgent cases are able to find permanent accommodation quickly, while retaining some choice and control over where they are moving to. Households will typically be suffering exceptional hardship and may be facing significant health risks made worse by their current housing situation.

The key policy objective is to ensure this band is closely monitored and assessments are verified to ensure that these cases can be helped within the constraints of the limited housing stock available. The letting strategy underpinning Band A is to enable people to be re-housed and moved out of Band A in the shortest possible time.

Reviews of banding decisions can be the result of households moving into lower banding when there is evidence to suggest that the urgency has decreased.

In all Band A cases the banding objective to house the “families and individuals in the most urgent need to move” must be satisfied.

This is due to at least one of the following reasons:

- Life threatening or severe health problem where housing conditions are having a major adverse effect on the illness,
- Applicants in severe social need where exceptional circumstances warrant an urgent and immediate need to move,
- Hospital discharge where failure to secure urgent accommodation would result in bed blocking and/or applicant becoming homeless,
- When lack of space is preventing medical equipment for treatment in the home (for e.g. kidney dialysis),
- When an applicant is housebound and/or cannot access basic facilities i.e. bathroom, kitchen and property cannot be adapted,

- Accepted homeless households in temporary accommodation where landlord requires the property back,
- Accepted homeless households living in unsuitable temporary accommodation because of an adaptation required,
- Statutory Overcrowded,
- The property where the applicant is residing at time of application is lacking essential facilities including kitchen, hot water and bathroom and the property cannot be modified,
- An applicant has a terminal illness and needs to be re-housed or relocated closer to only living relatives,
- Under-occupation of a social housing property where the applicant is willing to move to a smaller property with fewer bedrooms,
- Severe Multiple Needs, each case will be considered on its own merit, 2 or more needs which combined create an exceptional need for urgent re-housing.

Band B: Medium Priority, Severe Need to Move.

Households placed in this band will have been assessed as having severe levels of reasonable preference factors. This priority is given to households who have an identified reason to move but are not “in the most urgent needs” as defined under Band A.

The following criteria will apply to Band B:

- Physical health problems where present housing situation is having an adverse effect and is likely to deteriorate further without a move to more suitable housing,
- Transfer required due to housing management requirements,
- Lacking two or more separate bedrooms,
- Transfer tenants lacking at least one bedroom where a boy and girl over ten years would have to share a room or sleep in the living area,
- Enable planned fostering or adoption with liaison with social services,
- Move on from care or leaving supported housing including Medway refuges where applicant has completed a planned support and resettlement package verified by support provider, if they are unable or unsuitable to access the private sector or any other housing options available to them. To be monitored and may be subject to quota arrangements.

Band C: Low Priority, Non-urgent housing need.

Households placed in this band will have been assessed as not having an urgent need to be re-housed. Although, there may be less severe factors which fall into reasonable preference categories, outlined Part VI of the Housing Act (1996) amended by the Homelessness Act (2002) they will be assessed as non-urgent housing need. For example, less severe health problems, that is unlikely to be significantly improved by a move to alternative accommodation.

This band is for households who may benefit from a move and may have less severe reasonable preference factors.

The following criteria apply to Band C:

- Less severe health problems where the condition is unlikely to be significantly improved by a move to alternative accommodation,
- Accepted as homeless in temporary accommodation,
- Non-statutory overcrowded, Households without the following minimum provision: Co-habiting couples: one bedroom. Each independent adult (18yrs+). Two siblings of the same sex and living as part of a larger household will be expected to share even if one or both are 18yrs+.

Band D: Low Priority:

Households placed in this band do not meet any of the criteria set out in the reasonable preference categories, outlined in Part VI of the Housing Act (1996), amended by the Homelessness Act (2002) or applicants with housing needs as identified by a reasonable preference category but have financial resources to rent or buy in the private sector including owner occupiers.

The following criteria apply to Band D:

- Household placed in this band do not meet any of the criteria set out in the reasonable preference categories as defined under Band A, B and C.
- Applicants with housing needs as identified by a reasonable preference category but have financial resources to rent or buy in the private sector. Although anyone from outside Medway can register with HomeChoice, applicants with a local connection will always be given preference for advertised properties.

The determination of a local connection will be made in accordance with the Code of Guidance and Local Authority Agreement.

Assessment of Bedroom Categories

There are restrictions on the type of property an applicant can bid for according to the size of the property the applicant is eligible for. The table below provides an indication of property size that an applicant will be eligible for:

Household Composition	Eligible Size	Property
Single Person	Studio Bedroom	Flat/1
Couple with no children	1 Bedroom	
Family with 1 child	2 Bedroom	
Family with 2 children	2/3 Bedroom	
Family with 3 children	3 Bedroom	
Family with 4 children	3/4 Bedroom	
Family with 5 or more children	4+ Bedroom	

Additional bedrooms can be offered on the following grounds:

- Medical Grounds

In addition to the number of people living in the household, there may be exceptional cases when applicants are eligible to apply for properties with an extra bedroom and are required to meet specific needs. These requirements will only be met in exceptional circumstances, such as the need for an extra room to install medical equipment that would otherwise be life threatening or require admission to hospital for treatment.

- Joint Access Grounds

In joint access cases bedroom eligibility will be awarded to the parent in receipt of child benefit and will take into consideration both parents' housing arrangements to ensure that one property has adequate accommodation for the children. This does not prohibit the other parent from maintaining their usual and agreed access to the children, but they may have to accept an element of overcrowding, use of a reception room, or consider renting privately. When couples share legal custody of their children equally, unless there were other factors impacting on the assessment, the Council seeks not to favour one parent above another when assessing their separate applications.

- Pregnancy

In relation to women who are more than six months pregnant, these cases will be treated flexibly. The need for an additional bedroom will be recognized. However, these applicants will continue to be considered for a one-bedroom property if this can be provided more quickly.

- Children and Shared Bedrooms

In terms of eligibility for bedrooms, same sex children can share a bedroom until the age of 18 years. Different sex children can share a bedroom until the age of 10 years.

(b) Housing Associations Charitable Trust (HACT)

HACT is a development agency in the UK (United Kingdom) that was established in 1960 to promote community based and special needs housing developments particularly for older people. The context has changed enormously since HACT's beginnings as it now covers a range of housing related issues. However, the organisation remains committed to people whose housing needs are neglected or marginalised and to housing developments and management approaches that are underpinned by a commitment to safe, healthy, vibrant and inclusive neighbourhoods.

As part of the HACT's development strategies the Supporting People Programme was launched.

(i) Background to the Supporting People Programme

On 01 April 2003 the Supporting People Programme was launched and aims to provide a better quality of life for vulnerable people to live more independently and maintain their tenancies. The programme provides housing related support to prevent problems that can often lead to hospitalization, institutional care or homelessness, help smooth transition to independent living for those leaving an institutional environment and provide support to emerging service providers.

(ii) Objectives of the Programme

The objectives of the programme are as follows:

- To Improve quality of life and promotes independence.
- To provide services that are of a high quality, strategically planned, cost effective and complement existing care services.
- To encourage planning and development of services that is needs-led.

- To create working partnership of local government, probation, health, voluntary sector organisations, housing associations, support agencies and service users.

(iii) Target groups of the Programme

Supporting People entails a wide and varied programme that reaches out to different vulnerable members of society. These groups include:

- People who are homeless
- Ex-offenders and people at risk of offending and imprisonment
- People with a physical or sensory disability
- People at risk of domestic violence
- People with alcohol and drug problems
- Teenage parents
- Elderly people
- Young people at risk
- People with HIV and AIDS
- People with learning difficulties
- Travellers
- Homeless families with support needs

(iv) Application of the Programme

The Primary purpose of the programme is to capacitate people in a housing related manner. This includes enabling individual to access their correct benefit entitlement, ensuring they have skills to maintain tenancy and assist emerging service providers.

In assisting emerging service providers it offers workshop sessions where a Collaborate Resource Toolkit is used to educate people.

The Resource Toolkit

The Collaborate Resource Toolkit explains the objectives of the programme and how it aims to impact emerging service providers. It is a tool for emerging service providers to understand the current environment and develop informative strategies for the future.

Contents of the Resource Toolkit

- Introduction
- Large/ small partnerships
- Subcontracting

- Developing positive relationships
- Influencing the process
- Legal issues
- Writing the bid
- Implementation

6.4. EThekwini Municipality: Housing Allocation Policy

6.4.1. Background

EThekwini Municipality developed the Housing Allocation Policy to compliment its housing delivery mission. The policy applies to various housing instruments these includes the insitu upgrade, greenfield developments and social housing.

6.4.2. PRINCIPLES TO INFORM AN ALLOCATIONS POLICY

There are a number of principles which need to be adhered to in Adopting an allocations policy, the main ones of which are outlined below:

- **Equity**

To be equitable an allocation policy needs to be able to stand up to scrutiny as to whether equal opportunities were given to all potential applicants. If an allocations policy cannot stand up to such scrutiny then it opens itself up to allegations of corruptions and special deals. This is one of the reasons why striking local agreements with regard to allocations is a questionable practise.

- **Transparency**

Equally important an allocation policy needs to be transparent, i.e. people must be able to scrutinize the procedures for evidence of any corruption which may or may not have occurred.

- **Replicability**

The policy needs to be replicable, i.e. resources should not be wasted in setting up specific allocation policies for a particular project if it is not envisaged that a similar procedure will be followed in other projects. This lends itself to the waste of scarce resources and leads to inconsistency in policy.

- **Functionality**

Any policy is tested by its functional capacity, i.e., is it able to be implemented within a reasonable time period, at an acceptable cost, and achieve a reasonable degree of success.

- **Social Cohesion**

An allocation policy needs to promote social cohesion or at the least not promote conflict. This should, however, not be taken to read that an allocation policy should be held to ransom by a group or groups who demand that they must be accommodated without regard to other. Conflict should be avoided not only between applicants but also amongst the various agents involved in the housing process. Thus a policy which leads to a situation where claims of 'favouritism' are levelled at the implementing agency - which is more likely to lead to situations of conflict - should be avoided. An allocation process which targets special interest groups could for example be faced with such accusations. In such cases it is critical that the reasons for following such a route are clearly articulated.

- **Accessibility**

An allocations policy should not be there to create blockages to the beneficiary community accessing sites. Qualifying criteria should be kept to a minimum and should focus on improving access to housing opportunities.

- **Cost-effective**

An allocations policy should result in allocations that are cost-efficient i.e. procedures that are not elaborate and expensive to implement. This will ensure that a small portion of the subsidy is spent on the allocations. Further, simple procedures will be more easily understandable to all concerned.

- **Expeditious**

The allocation policy should result in allocations procedures that are expeditious i.e. can allocate the sites efficiently and timorously. This will ensure that beneficiaries receive their opportunities on time and there are minimal delays which increase the cost of the project.

6.4.3. Allocation Guidelines

(i) Waiting Lists

Recognising the change in national housing policy, in particular the shift away from providing rental accommodation, and current initiatives, by all levels of government to 'sell off' existing rental stock the reasoning for keeping waiting lists needs to be called into question.

The likelihood of those on the waiting list ever being able to access rental housing, given the slow turnover in tenants, further calls into question not only the rationality of keeping waiting lists open but the morality of giving applicants the impression that they will be able to access housing through this route. The waiting lists must be closed for this reason.

For reasons mentioned previously waiting lists are an inadequate means for the allocation of new housing development based on the capital subsidy. Waiting lists very rapidly outstrip the supply of housing and give applicants the false impression that they are being catered for. They are also cumbersome and costly to administer and are always open to allegations of corruption. At present there are approximately 200 000 applicants on various waiting lists in the Durban Metropolitan Area which is greater than the total number of households in informal and per-urban settlements in metro Durban.

It is just not feasible to consolidate these waiting lists in a manner that would be considered acceptable to all applicants, nor is it a viable proposal to allocate new housing opportunities to people on these lists. This is because those people who put themselves on the waiting lists were applying for a specific housing product, i.e., rental accommodation provided by government bodies.

Further, all Councils should consider how to deal with existing waiting lists taking into account the following:

- The number of dwellings that become vacant within the exiting housing stock;
- The steady decline of vacant stock as a result of the rental stock being sold off to tenants;

- The administration of separate waiting lists within one Sub-structure Local Council;
- The eligibility of applicants from waiting lists of one administration for housing in the administration of another within the same sub-structure e.g. the eligibility of an applicant on the Umlazi Council waiting list for housing in Durban City Council projects;
- Applicants on the waiting lists being informed of the slim chances of them acquiring housing through this route and informed of the new policy with regard to housing allocation.

(ii) In-situ Upgrade Projects

In in-situ upgrade projects there is very little option but to provide accommodation for current residents of those areas being upgraded, who, in addition, qualify for a government housing subsidy. Given the likelihood that in many, if not most, up grade projects the need for de-densification will mean that even the current residents will in all probability not be able to be accommodated in the areas they currently reside in there is a need to provide alternatives in other housing projects. This may mean, for example, that all green fields developments reserve a certain quota of sites for residents who have to move from their present areas for de-densification, safety, or allied reasons.

(iii) Green fields Developments

As the principle states that all green fields developments should provide housing opportunities that can be accessed by any resident of the Durban Metropolitan Area who qualifies for housing subsidies. It is thus being argued that adjacent residents should not receive priority in new developments. They should, however, and will by virtue of their proximity, receive information on the allocation procedures applying to the project.

Thus an information drive to inform nearby residents of the procedures to apply for housing should be undertaken in greenfields projects. Concurrent with such an information drive there should also be a metro-wide advertising process which informs any person who wishes to of the procedures to apply for housing. In all cases such allocations should be project specific, i.e., the allocations process is for that particular project and closes when all the sites are allocated. In some cases a small surplus may be

catered for to replace those who have applied and may not qualify for whatever reasons, or if they choose to opt out of the project. Such a principled approach may be modified in particular projects by, for example, reserving a quota of sites for people who have to be relocated from other areas or specifying a radius from within which applicants will be entertained.

(iv) Market Driven Developments

In many developments, in particular those driven by private development agencies, the allocations process will effectively be driven by affordability criteria and the role of local government in the allocation process is likely to be very limited or non-existent. There is therefore no reason to concern ourselves with the allocation processes which apply in such projects.

(v) Social Housing Projects

Finally, there is a need to consider the appropriate allocations policy which may apply to higher density projects making use of the institutional subsidy. In these cases there would appear to be an argument to pursue an allocation process which targets a particular type of beneficiary in advance. These may be unionized workers, women's' group, church groups, informal trading associations, and so on. The institutional subsidy, in summary, allows for the formation of 'local housing associations' whether these be cooperatives, or section 21 companies, or of some other form is not critical, what is critical is that the allocations process would, in these instances have to specifically target such groups or call for the formation of them.

7. Other issues to be considered

7.1. Background

The increasing phenomenon of children living in child-headed households is becoming one of the pressing concerns facing South African society. It has been estimated that by 2010 there will be more than 2million children under the age of 16, who will be orphaned and will be required to fend for themselves and siblings (Legal and Policy framework: children growing up in Child-Headed Households & Vulnerable Children,KZN,Province,2004). It is realized that children are not only orphaned by the HIV/AIDS pandemic but by other factors as well, however due to the high infection rate, children are becoming orphaned mainly by the impact that HIV/AIDS is having on South African society.

These households are at an increased risk of malnutrition, poverty, loss of access to education and preventative healthcare and the occupants could eventually become homeless. The then Department of Housing conducted research on child-headed households in 2004/2005; mainly to investigate the impact of child-headed households in housing. Some of the findings are listed below:

7.1.2. Impact on housing

The department's policy on deceased beneficiaries was developed to address the problems of beneficiaries who pass away during the development process. It allows for the property to be transferred to the spouse or co-habiting partner and in the absence of these individuals it can be transferred in equal shares to the children. The issue at hand is to determine how these households can be sustained, and as such the following needs to be taken into consideration:

With regard to the source of income the department of Social Welfare and population development makes provision for child support grants. The department also makes provision for household mentors to be appointed. The mentors could be responsible for administering funds received thereby ensuring that the money is properly utilized.

With regard to provision of services to such households, the question that arose was whether the municipalities would provide services to such households, given the fact that the occupants are under the age of 18 and can therefore not enter into contracts with the municipality. In addition the provision of free basic services (FBS) should also be taken into account. The problem, however, with the FBS provision is that there is no uniform implementation of the programme and all the households do not receive their quota.

A survey undertaken with some municipalities revealed the following:

- Municipalities do know of child-headed households within their area of jurisdiction but do not have any related statistics.
- Municipalities have stated that these households will in future impact/ inform the municipalities service delivery in terms of integrated development planning process; and
- The municipalities will in future prioritize the provision of FBS to these households.

7.1.3. Recommendations for sustainable child-headed households

- Further research needs to be undertaken with regards to the household mentors so as to clearly define their roles, responsibilities and administrative functions.
- Municipalities should also draft policies to deal with child-headed households in terms of service provision.
- Initiatives of the various government departments to assist child-headed households should be integrated for maximum impact.

7.2. Other initiatives that can be taken into consideration.

When developing a policy for women and youth in housing the department must consider other initiatives like developing a database for women and youth in housing, providing mentorship programmes, joint venture and subcontracting options. These initiatives have been used successful in other institutions, i.e. Eastern Cape and Free State Province (Emerging contractors' development strategy).

The Department of Human Settlements (Human Resources Management component) also offers bursaries and internship programmes yearly. In order to benefit from these programmes, youth may apply, however, they must meet qualifying criteria. Also the Department (Capacity Building Component) offers the Housing Consumer Education programme in which they educate the general public on the available housing subsidy instruments, educate beneficiaries with regards to their rights and responsibilities to the houses and share any housing related matters with the public.

8. Conclusion

- 1) The Gauteng Department of Housing women and youth strategy does not only focus on youth and women as the recipient of favors in the world but rather the strategy looks at vulnerable groups as equal partners in development and also in all human activities aimed at changing the world into a better place. This strategy compliments the National Department of housing frameworks.
- 2) Projects relating to the strategy have been initiated and a report with regards to the success of the implementation will be made available once projects have been completed.
- 3) In India the focus of the Department of Housing is more in establishing/liaising with organizations that lend money to the people, so that people can afford to house themselves. This loan must be paid in a specified period and the payments are determined on the basis of how much one earns. But then a question of unemployment rises, providing funding for the people is a smart move but what if they do not qualify for loans because they do not have any income, that becomes a major concern since unemployment rate is an issue.
- 4) In London the Medway Council's, allocation policy for social housing is a best practice example as it regulates how social housing units are allocated, the policy promotes equity and fairness.

9. Recommendations

It is recommended that KwaZulu-Natal Department of Human Settlements formulate a policy for women and youth in housing. The issues identified in this report can be used to develop a policy that will ensure that the Provincial Department takes cognizance of women and youth in housing.

10. References

(i) Documents:

- **Housing Association Charitable Trust :**
The Resource Tool Kit
- **National Department of Human Settlements:**
National women in Housing Programme (Draft).
National Youth Service in Housing Programme (Draft)
- **Gauteng Provincial Department of Human Settlements :**
Housing Development Sector Involvement Strategy 2008-2014 for Youth.
- **Eastern Cape Provincial Department of Human Settlements :**
Emerging Contractor Strategy
- **Free State Provincial Department of Human Settlements :**
Emerging Contractor Strategy
- **Ethekwini Municipality**
Housing Allocation Policy

(ii) Research Reports:

- **KwaZulu-Natal Provincial Department of Human Settlements-
Product Development Component :**
Sustainability of Child-headed Households-2005

(iii) Websites:

<http://www.adb.org/Gender/practices/Infrastructure/ind001.asp>
<http://www.medway.gov.uk>
<http://www.hact.org.uk/>