

5.6 Facilitating sustainable housing environments in appropriate locations

One of the fundamental challenges facing the City is the provision of sustainable housing environments (both public and privately initiated) that are located within close proximity to economic opportunities and social amenities. The City's management of privately driven housing and the facilitation and financial backing of subsidised housing products requires a series of interventions and policy directives.

A mix of housing typologies, densities and supporting land-uses to meet a range of needs throughout the City are a pre-requisite to a City that is accessible, efficient and sustainable.

i. Development Paradigms

Ensuring that the City's existing and future housing projects are appropriately located and adequately serviced with social amenities will actively support the following GDS development paradigms:

- Proactive absorption of the poor
- Balanced and shared growth
- Facilitated social mobility
- Settlement restructuring

ii. Sector Plans

The "Housing" strategy addresses the following sector plans from the IDP indicative 5-year strategic objectives:

SECTOR PLAN	LONG TERM STRATEGIC INTERVENTIONS	INDICATIVE 5-YEAR STRATEGIC OBJECTIVES
Spatial Form and Urban Management	Within a clear structure for movement and accessibility, ensuring that movement systems in the city directly link with, and are supported by, strong high-intensity, mixed-use nodes and higher residential densities	Corridors and mobility routes planned, developed and managed in the way that supports the overall development framework of high intensity nodes on a lattice of connecting routes
	Within all new housing developments ensure that the minimal Sustainable Housing Settlements thresholds are adhered to and implemented.	Increase in investment of affordable housing in close proximity to public transportation and designated nodes Increased accessibility to social, economic and environmental infrastructure (thresholds to be determined)
	Lead large-scale urban renewal projects to ensure disadvantaged areas, with inequitable and deteriorating built environments are spatially integrated into the City.	Increase in the % (or number) of areas that have achieved a minimum acceptable level of SHS Increased investor confidence in declining areas and under performing areas. Public investment in marginalised areas to facilitate crowding in of private sector spending

SECTOR PLAN	LONG TERM STRATEGIC INTERVENTIONS	INDICATIVE 5-YEAR STRATEGIC OBJECTIVES
Housing	Where possible and appropriate, formalise existing informal settlements through the relevant town planning and land registration process, and upgrade through the provision of services	Formalise all settlements located on State Land 95% of informal settlements formalised or upgraded to a minimum level of basic services.
	With other spheres of government, and where appropriate, ensure that 'backyard accommodation' is improved, and able to access acceptable levels of services	Develop a set of interventions to improve the quality of backyard accommodation.
	Ensure that residents in the inner city and older locations are able to enjoy acceptable standards of accommodation (better-buildings programmes, targeted partnerships for upgrade, by-law enforcement etc)	Structure partnerships with stakeholders to promote inner city and older centres residential accommodation programme.
	Ensure the provision, of affordable home-ownership and rental accommodation at scale addressing the needs of a range of housing segments, with a special focus on the needs of poorer residents not currently catered for.	Through both the City's own means, and in partnership with other actors and stakeholders, deliver 100,000 well-located and good quality housing units over the next five years, which includes the delivery of 15,000 rental housing units, 30,000 housing units through the Community Builder Programme and 50,000 mixed income housing units.
	With all new housing developments ensure that the minimal SHS thresholds are adhered to and implemented, and that all residential neighbourhoods are functionally integrated into the city and its economy	Introduce the Sustainable Human Settlements approach to all new housing developments.
	Ensure that urban sprawl – caused by informal settlements, lower cost housing developments and lifestyle estates – is arrested through the use and reuse of well-located land for housing development	Introduce the Sustainable Human Settlements approach to all new housing developments.
Transportation	Support the underlying logic of a compact, multi-nodal city form, with well-integrated land-use and transport systems, in particular by providing a legible public transport 'grid' of focused high-frequency public transport routes connecting key high-density nodes	N/S, NASREC and Ellis Park flagship components of the SPTN completed Reduced average public transport travel times on selected SPTN routes as measured by a five-yearly survey.
Public Safety	Reduce risk exposure of vulnerable communities that are living in areas prone to safety threats	

The policies and strategic elements outlined in the SDF and the associated implementation tools have established the foundations to direct both private and public investments.

It is acknowledged that residential development has a major impact on the efficiency and sustainability of the City's urban form. In recent years, unprecedented market-driven growth on the periphery of the established City has placed significant burdens on the ability of the City to effectively service and manage new development. In addition to the formal market-driven growth, significant growth of informal settlements and settlers on the rural / peri-urban fringe of the City has exacerbated the demand for in-situ upgrading initiatives/housing projects on the periphery. In most instances, the locations of these informal settlements are far from the City's Nodes (and their associated economic opportunities), Transportation networks (Bus Rapid Transit – BRT/Strategic Public Transportation Network – SPTN) and identified service upgrading/extension initiatives. These issues of urban growth and management have necessitated a much closer practical implementation of Sustainable Human Settlement aspects considered at the introduction of the SDF's Development Strategies (page 64).

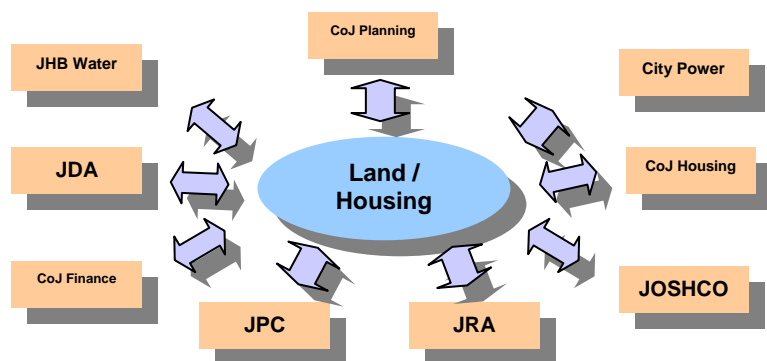
5.6.1 Contextualising Housing and Key Roleplayers

In recent years, the City has been presented with a number of housing related issues that require careful consideration. These have included:

- The reduction of the accepted norm of 250m² per erf to 150msq and smaller in a number of in-situ upgrading projects e.g. The Alexandra Renewal Programme adopted approach of increasing densities and re-defining conventional National Housing Programmes, specifically around private rental accommodation and backyard shacks;
- The consideration of projects beyond the scope of existing planning frameworks and capital development programmes such as Cosmo City Public/Private housing initiative has addressed, issues like that of mixed-income housing typologies and others head on while in the Ruimsig/ Poortview area a resolution was adopted requiring the incorporation of lower-income groups into the development of the area through inclusionary housing;
- The Johannesburg Road Agency's (and, by implication Council's) adopted minimum standards of a tarred road surfaces in housing projects;
- Identification and procurement of additional land for the overspill of in-situ upgrading projects;
- Co-ordination of Municipal Infrastructure Grant (MIG) funding for housing's projects;

There are many role-players in the process beyond the respective Provincial and City's Housing and Planning Departments. Additional role-players, notably the MOEs have an important role in the identification and servicing of suitable land for settlement. The Johannesburg Property Company (JPC) is a key stakeholder in the acquisition and management of land for housing projects. Johannesburg Water is the primary implementation agent in terms of rudimentary water and sanitation provision to targeted informal settlements. The various role-players who influence housing and settlements within the City are indicated in the Diagram 5.6.

Diagram 5.6: Role-Players in the City Housing Delivery



5.6.2 The City's Housing Delivery Strategy

The target of the City is to develop 100 000 units by 2011. This will require the delivery of 20,000 units per annum (average) in order to meet the target. The intention is to deliver the units via a range of tenure and typology models including 15,000 rental housing units, 30,000 housing units through Community Builder Programme and 50,000 mixed income housing units. The following programmes form the basis of these delivery targets.

Formalisation Of Informal Settlements

Informal settlements frequently represent the first rung of a housing ladder, especially for poor of new urban migrants. The illegal and informal status of communities effectively and institutionally denies benefits associated with urban living.

During 2007/08 the City undertook a major verification exercise relating to the City's informal settlements. The results of this exercise indicated that of the total 180 informal settlements, the largest numbers of settlements are found in Regions A, G ; D and C at 30%, 28%, 15% and 13% respectively. About a third of the City's informal settlements are on privately owned land.

During 2008/09 the City has reassessed its approach towards resident informal settlements. The Informal Settlements Regularisation Programme (hereafter referred to as the programme) is premised on the City's recognition of Informal Settlements and the role they play in providing immediate and affordable accommodation to their residents. This approach was informed by the verification exercise and additional feasibility studies that were commissioned to consider and determine the appropriateness and development potential of the settlements.

The programme is intended to 'fast track' an interim stage of legal recognition to occupants in identified informal settlements and is premised on ability of residents to obtain security of tenure.

The proposed tenure reform would in the short-term be limited to recognising rights in land through occupancy permits issued by City. This would precede the longer-term goal of full tenure and physical upgrading, (inclusive of top structures) via a formal township establishment process. By following this approach, occupants would gain in the short-term, limited rights to occupy their site and would be able pass this right on to heirs. Importantly, the programme does not allow for sales transactions of the occupancy permit.

On Council or state-owned land, the land is *de jure* still owned by government and accordingly, occupants will have rights in land rather than full rights to land.

The identification of "candidate" settlements for the programme will take due cognisance of the Spatial Development Framework and its inherent principles and would be subject to town planning scheme procedures. All the City's schemes will make provision for Transitional Residential Settlements with applicable clauses making this a broadly applicable use area in the short-term. Longer-term the Land Use Management System is considering a Special Development Zone for Transitional Residential Settlements.

Candidate settlements would be serviced with supporting social infrastructure within the following guideline standards:

Proposed Standard	Min Pop	Building (m2)	Rec space (m2)
	Households	Building	Related Open Space
1 Education Facility (Primary / High School)	1,714	18,000	5,000
1 Clinic	1,429	130	
1 Creche / Nursery School	714	100	
1 Multi-purpose Centre	1,429	1,000	
Open Space @ 10% of Land for Housing and Social Amenities			
Internal circulation (road + pedestrian) @ 20% of Land for Housing and Social Amenities			

Additional objectives of the programme are noted below:

- Public engagement / as well as community education;
- Minimal relocation / disruption of community networks;
- Integration with neighbouring formal settlements via land acquisition, sharing of community facilities, etc.

The statistics discussed provide an indication of demand per region out of the total number of 189 230 households. The greatest demand is experienced in Regions G, A, C and D at 37%; 28%, 17% and 7% respectively.

Rejuvenation of the CBD and other Nodes

The Inner City Charter outlines a number of activities that the Department has to comply with in addressing the housing need within the Inner City of Johannesburg. Some of the commitments include the construction of emergency accommodation and decant facilities. Partnerships with other stakeholders, including the private sector will continue to be pursued.

Hostel Redevelopment

The City is targeting the redevelopment of the staff hostels, converting them into mixed income rental developments that provide for the integration of communities. This programme is championed by JOSHCO and will continue in 2008/09 with the redevelopment of City Deep and Anthea Hostels.

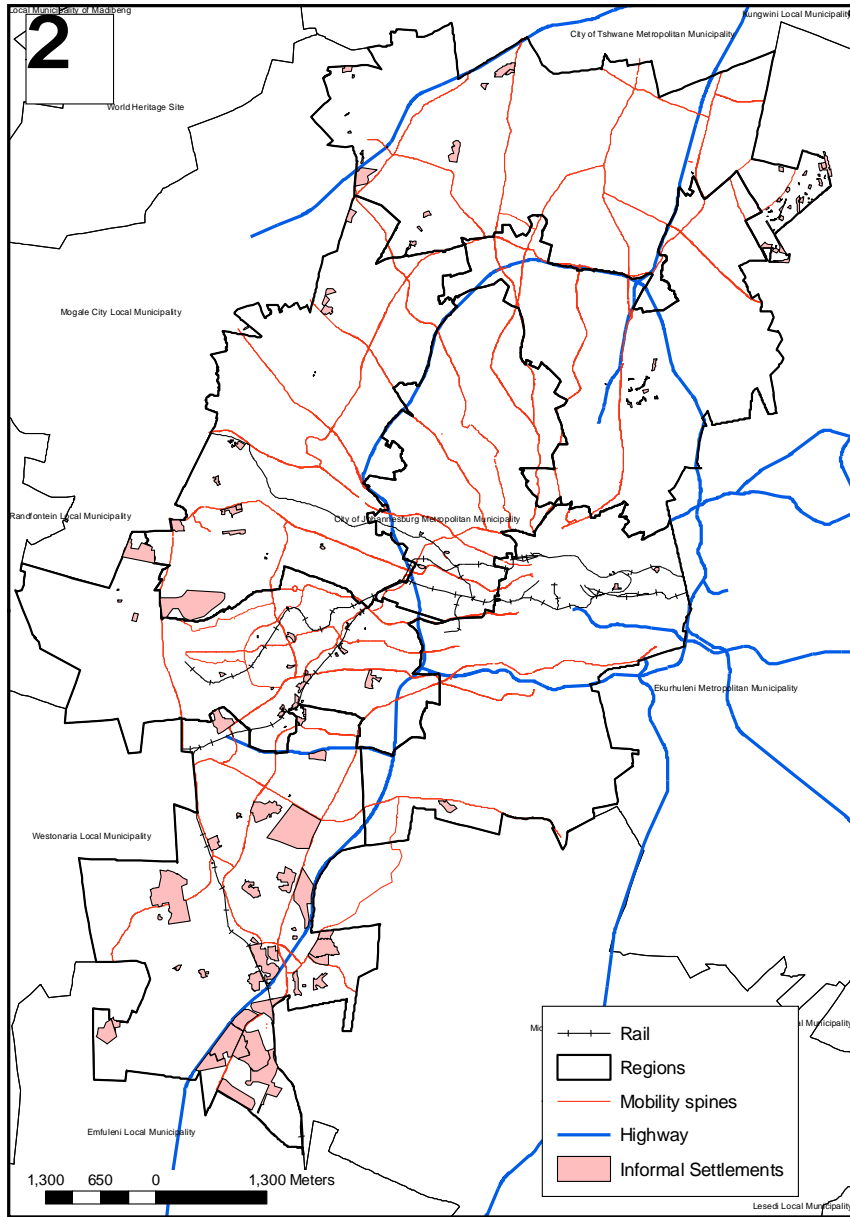
Planned and Current Housing Initiatives

Table 5.26 indicates the current and planned housing initiatives within the City. The list is a high level summary of the Housing Programme and is subject to change. Please note that a number of these initiatives are primarily funded from National Housing Subsidies (administered by the Provincial Department of Housing). **Map 38** indicates the spatial location of these initiatives.

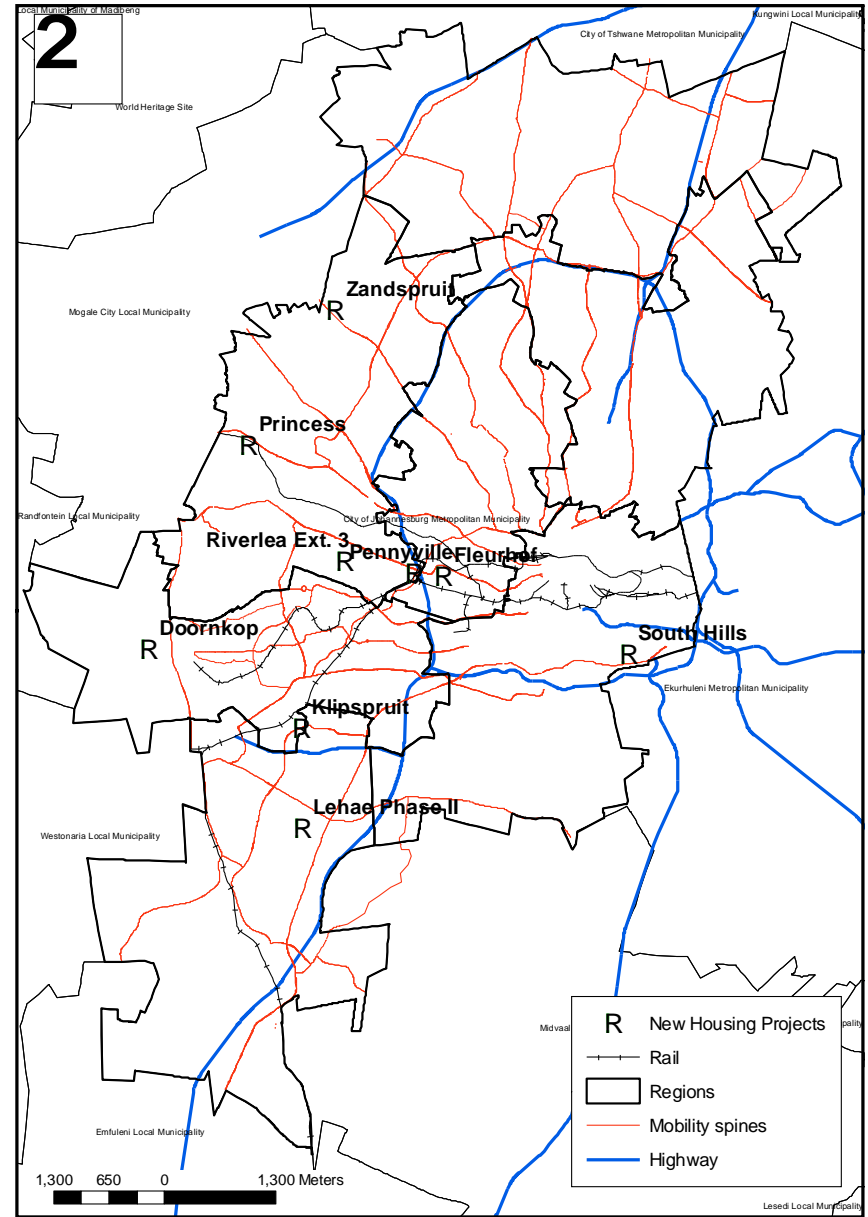
Table 5.26: Planned and Current Housing Initiatives

	Project Name	No. of Units
1	Alex - RCA Phase 3	245
2	Alex Renewal Project (Rental stock)	
3	ARP (RCA Replacement)	
4	Baralink (Motsoaledi)	2500
5	Bella Vista (upgrade)	
6	City Deep 1&2 (Mixed Housing Development/ Hostel Conversion)	1000
7	Diepkloof Hostel	1000
8	Diepsloot West Ext. 5	800
	Dobsonville Ext 9 (Naledi Greenfield) (GDoH)	800
9	Doornkop Greenfield	22000
	Doornkop Thulani	
10	Drieziek Ext 3	3000
11	Drieziek Ext 5	2000
12	Ellis Park Precinct	
13	Finetown East	1000
14	Finetown Proper	3000
15	Golden Triangle (Phases 1,2 & 3)	7500
16	Van Beek Hostel	300
17	Inner City (BG Alexandra)	
18	Inner City 2	
19	Ivory Park Consolidation	14000
20	Jerusalem / Fairlands Mixed use Precinct	70
21	Klipspruit Staff Hostel Redevelopment/conversion	
22	Kliptown combined	7000
23	Langlaagte Staff Hostel Redevelopment/Conversion	
24	Lawley Ext.3 Roads, Stormwater & Bridge Culverts	5000
25	Leratong Village	545
	Lehae Proper (PH1)	142
26	Lombardy East Medium Density Housing Project	
27	Matholesville	700
28	Meadowlands Hostel	3500
	Nomzamo	470
	Naledi Infill	
29	Orange Farm Ext 9	935
30	Orlando Ekhaya Staff Hostel Redevelopment	

	Project Name	No. of Units
31	Pennyville Ext 1	2800
	Poortjie	2200
32	Princess Plot 61 Roads & Stormwater, Bridge Culverts	2000
33	Protea South medium Density Housing Development	3000
34	Randburg Medium Density Housing (development)	450
35	Roodepoort Medium Density Rental Units	430
36	Selby Staff Hostel Redevelopment/Conversion	355
37	Sol Plaatjie Medium Density -Hostels and RDP Housing	550
38	Thulamntwana (Kanana Park Ext 3, 4, 5)	3000
39	Tshepisoong Proper-Sanitation	1600
40	Tshepisoong West Roads & Stormwater	2780
41	Turfontein Rental Housing Development	400
42	Vlaktefontein Proper, Vlaktefontein Extensions (1,2,3)	1519+ 3835
43	Vlaktefontein West: (Lehae Extension 1 (Ph2))	6800
44	Weilers Farm (Kanana Park Proper Extensions 1 & 2)	3400
45	Zandspruit	4000



Map 37 Informal Settlements



Map 38 Housing Project Initiatives

5.6.4 Land Strategy and Links to Housing

The largest requirement for land within the public sector can be attributed to housing. However, the increasing price and scarcity of developable land demands for the formulation of a land strategy which provides for the land requirements of housing as well as other key departments in the public and private sector. A Land Strategy for the City was approved by its Mayoral Committee during the 2008/09 financial year.

The following issues were highlighted in relation to the Land Strategy and processes related to it:

- A clear need exists for short and long term planning.
- A need to organise, acquire and direct inputs (land, public and private investment), both spatially and by sector as the process of development unfolds in the short to medium term.
- The primary component of the land strategy would be derived from stakeholders such Economic Development, Housing and the Environment driving growth and land demand; while a secondary component for consideration would be the derived need for land in order to provide municipal services and social facilities and amenities.

The strategy was premised on the following key principles:

GDS Strategic Thrusts	Examples of Land Principles
Proactive Absorption of the Poor	<ul style="list-style-type: none"> • Need to speed up the City's delivery response; • City Housing to identify land in appropriate locations; • Purchase development rights on strategically located land.
Balanced and Shared Growth	<ul style="list-style-type: none"> • Facilitate economic opportunities along activity spines and around nodes • Develop "inclusionary commercial development" along transit routes and key nodes, land strategies that target economic opportunities
Facilitated Social Mobility and Equality	<ul style="list-style-type: none"> • The broadening of the middle-class expands the domestic economic market, encourages investment, brings greater social stability; • Facilitate access to land for starter and middle-income housing in appropriate areas
Settlement Restructuring	<ul style="list-style-type: none"> • Land price major constraint - require more dense development on vacant land within the City's development boundary; • Investigate "brownfields" opportunities - use existing under-developed land more efficiently • Approach Treasury and NDoH- negotiate for funds to either acquire or acquire land purchase options along Phase 1 BRT routes;
Sustainability and Environmental Justice	<ul style="list-style-type: none"> • Identify and acquire strategic open spaces and natural areas required for the medium to long term in line with the City's spatial vision; • Purchase land/rights/options to promotes denser development • Hold the urban edge as part of the densification strategy and reduction of the carbon footprint.
Innovative Governance Solutions	<ul style="list-style-type: none"> • Develop an efficient land management system in partnership with other role players around land.

5.6.5 Implementation Plan for Land Strategy

The implementation plan for the Land Strategy looked at a number of key issues and identified specific strategies per issue, namely:

- A pro-active Urban Land Restructuring Programme (ULRP) that identifies strategic land holdings of the City and seeks to utilise them to support the planned public transport system and associated restructured urban form projects (i.e. higher density residential, mixed use and income, Transit Orientated Development).
- ULRP Target: the release of 5% of the initial extent of the properties (i.e. 160 hectares) is proposed. The release and packaging of related projects in relation to this target can be projected over a period of 3 years i.e. 2008/09 – 2010/2011 (i.e. +/- 55 hectares per annum).
- Preparation of the City's immovable asset management plan that will confirm short, medium and long-term requirements of the City's Departments and Municipal Entities
- Augmentation of institutional arrangements within the City and between the spheres of government with the following proposed arrangements:
 - City-National;
 - City-Provincial;
 - Intra-City; and
 - City-private.

Inclusionary Housing (Proposal – Implementation and Extent of Provisions still being detailed with Housing Departments)

The City is currently finalising a way forward regarding its position on Inclusionary Housing in light of the lack of a legislative framework for the policy. The following section considers the current policy proposal from the City.

Background and Rationale

Housing development has been a key component of the pre and post apartheid spatial planning and development. After 1994 the National Department of Housing (NDoH) sought to deliver housing on a mass scale in the form of Reconstruction and Development Programme housing; while, the private sector continued to deliver middle to higher income housing. The result was a gap in the market relating to the delivery of low to middle income housing delivery.

With the advent of the Breaking New Ground policy came the focus on sustainable human settlements and in 2005, at the Cape Town Housing Indaba, a Social Contract was developed for rapid housing delivery stating:

“every commercial development including housing developments that are not directed at those earning R1,500 or less, spend a minimum of x% of project value on the construction of affordable housing (currently defined as housing targeting households earning between R1,500 and R8,000 per month)”.

Although the National Department of Housing (NDoH) has not yet legislated the Inclusionary Housing Policy²⁵, the City has realised the need and value in developing a mechanism to release housing for the identified gap market and lower end housing products in general.

Definition

Inclusionary Housing seeks to fill gap between provision of subsidised public housing and private housing provision by leveraging off private residential developments. The provision of subsidised housing remains the core responsibility of State but is included in the definition of affordable housing and the tenets of Inclusionary Housing Policy.

In terms of ownership the City is considering a product unit price with a ceiling amount of around R500,000 (given land costs particularly within GMS priority areas) Rental accommodation would be applicable for those earning an income between R1,500 and R7,500 per month with rentals ranging between R600 and R3,000 per month.

MANDATORY	DEAL DRIVEN I.E. NEGOTIATED
City wide application for all private developments beyond defined threshold	For developments that utilise state resources e.g. land (expectation re: yield may be higher than mandatory targets)
	Developments beyond 100 units

City Wide application is envisioned however the minimum inclusionary percentage applicable per area-type will differ and is applicable to the following Growth Management Strategy priority areas i.e.: High Priority Growth Management Areas; Medium Priority Growth Management Areas; Low Priority Growth Management Areas. Implementation will be based on the relevant incentive package and inclusionary requirements per area. An example of the incentives, service rationale, thresholds and requirements is indicated in the **Table 5.27** below:

Table 5.27 Inclusionary Housing Incentives, Thresholds and Service Rationale

Threshold	Service Rationale	Considered Incentives	Product	Rand Value (ZAR)	% Inclusionary	Off site permissible
10 dwelling units ²⁶	Short-term Public Intervention Implementation of Bus Rapid Transit System- Implementation of Gautrain Rail Station Upgrades	<ul style="list-style-type: none"> o Development application fee waiver o Reduced Bulk Contributions o Density Bonus o CoJ process of Fast-tracking of applications 	Subsidised Housing	40,000 – 150,000	10%	No
			Subsidised Housing	40,000 – 150,000	15%	Yes
			Inclusionary Housing	150,000 – 350,000	15%	No
			Inclusionary Housing	150,000 – 350,000	20%	Yes
			Inclusionary Housing	350,000 – 500,000	25%	No

²⁵ Inputs on Inclusionary Housing are based on interactions with the National Department of Housing.

The mix of inclusionary products may be negotiated from yield of 100 units and more; no mix will be considered for less than 100 units. The product mix may include the provision of social amenities.

In instances where the cost of providing an inclusionary product affects the feasibility of the product, the City will consider the payment of in lieu contributions, particularly where minimum inclusionary requirements are equal or less than the quantum noted in **Table 5.28** below.

Table 5.28 Minimum Inclusionary Housing Requirements

	Inclusionary Housing Threshold (total no of units)	% Minimum “Inclusionary Housing” requirements (i.e. not subsidized)	In lieu Contribution Payable if Equal or Less than x Units
Public Transportation Management Areas	10	15	2
Marginalised Management Areas	30	10	3
Consolidation Management Areas	10	15	2
Expansion Management Areas	10	20	2

The City’s intention regarding the Deal-Driven Approach:

- Identify / specify land parcels for partnerships with private sector clients and when;
- Define plan for acquisition of strategically located land;
- Invite private sector landowners and developers to submit proposals for inclusionary projects;
- Determine engagements with the Province to ensure monitoring and evaluation requirements.