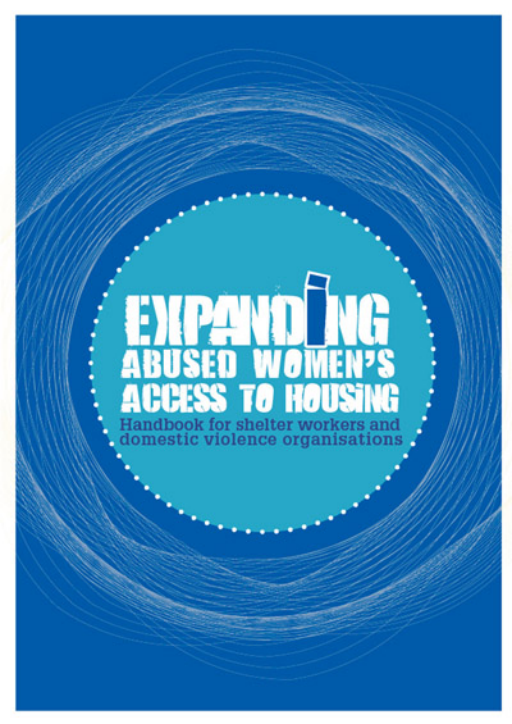


The cover features a solid blue background with a large, light blue circular graphic in the center. This circle is defined by a dotted white border and is filled with a darker blue color. Inside this central circle, the title 'EXPANDING ABUSED WOMEN'S ACCESS TO HOUSING' is written in a bold, white, sans-serif font. The word 'EXPANDING' is on the top line, 'ABUSED WOMEN'S' is on the second line, and 'ACCESS TO HOUSING' is on the third line. The letter 'I' in 'EXPANDING' is replaced by a white icon of a house. Surrounding the central circle are several concentric, hand-drawn style white lines that create a sense of movement or waves.

EXPANDING ABUSED WOMEN'S ACCESS TO HOUSING

**Handbook for shelter workers and
domestic violence organisations**

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**Prepared by Erica Emdon for The Centre for
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1

Introduction

Women who are abused are in an extremely precarious situation, requiring a place to stay when they are under threat, often with their children. Ideally, they should be able to stay in their own homes, with their children, and it should be the perpetrators who have to leave the house. However, this rarely happens and women have to escape in situations of extreme stress and violence and find their own accommodation.

Given this extremely unsatisfactory state of affairs, this handbook is an attempt to assist those who do, or wish to, provide shelter to abused women to understand a little more about available government assistance. It looks at the resources that can be accessed from the Departments of Housing, Social Development and Public Works. It is aimed at giving practical assistance to those interested in providing shelter. There is a section on sustainable projects and institutions that gives an overview of key issues in implementing successful projects. The handbook provides an overview of different shelter options available to women currently, and categorises them, as first, second and third-stage housing.

The handbook identifies the role that should be played by the government departments regarding policy and funding of appropriate models for women's shelters. It also identifies where current programmes and policies fall short. A number of recommendations are made, which include defining a role for local government. It is hoped that stakeholders will be able to lobby government to implement many of these recommendations so as to improve delivery of shelter to abused women.

Some of the problems that the handbook addresses, are:

- **Terminology.** There is a need to categorise different forms of housing and define what the various terminologies mean. Section 2 of the handbook aims to create a shared language so that everyone is properly informed as to what is meant.
- **Diversity of options.** There is a need to create a range of options for abused women, rather than assuming a 'one size fits all' approach. Women who are both destitute and abused may require considerably more assistance than women who are abused but also employed, and who have access to other resources and support. Shelter must be available for emergency situations, and also for longer periods which give women an opportunity to remain independent.
- **Quality of service.** The shelter sector is unregulated and there is no statutory obligation to register a shelter. While many obtain Non-profit Organisation (NPO) registration in order to qualify for grants from the Department of Social Development, such registration is said (by most people in the sector) not to be indicative of the quality of the service. Abused women may therefore be exposed to sub-standard assistance and further victimisation.



- **A bottom-up approach is important.** There is a need for organisations to jump right into the arena of shelter provision in their provinces using whatever government resources are available. Often it is this approach which leads to shifts in national housing policy and promotes innovation. One cannot wait for the national Department of Housing to prepare a policy framework specifically to address the need for shelter for abused women before one starts trying to implement projects.
- **Sustainability is critical.** The sustainability of both organisations and projects is of critical importance.



2 Definitions and Terminology

It is important that all stakeholders use the same words to describe what they mean when they are planning shelter or lobbying government for assistance.



Capital costs/Capital funding

The capital costs of shelter provision cover the following –

- The cost of purchasing property which may be a house, building or undeveloped land;
- The cost of refurbishing property in the case of an existing house or building;
- The cost of building a structure such as a house or building on land;
- The ongoing large capital maintenance costs of a building or house which may include repairs to roofs, electrical and plumbing systems, painting, etc.



Communal Housing

Communal housing is a form of housing where the institutional housing subsidy, which is a subsidy of the Department of Housing, is accessed to contribute to the costs of purchasing and refurbishing (or starting from scratch) a building that is converted into a communal housing project.

Communal housing has the following features –

- Each occupant (or family) rents a room;
- Rental is payable, which tends to be higher than the rental paid in transitional housing projects but is lower than the rental paid in the private rental market sector or in social housing projects;
- Ablution facilities such as showers, bathrooms and toilets are shared;
- Kitchens may be shared or there may be space within the rooms to cook;
- There may be shared living spaces such as dining room areas and lounges;
- People sign leases and may stay as long as they choose;
- The institutional housing subsidy rules apply, which means in general, that these projects are only available to:
 - People over 21;
 - Married people or single people with dependants;
 - People lawfully resident in South Africa;
- People who benefit from subsidised communal housing, can access individual housing subsidies at a later stage because their names are not entered into the national housing data list.

The reason why communal housing is being developed more frequently than it was in the past, is that there has been a recognition that poor people are not able to afford the higher, market-based rentals of social housing and ordinary rental. Communal housing is a form of housing that is cheaper and is aimed at accommodating people who are prepared to share various facilities in return for paying lower rent.





Emergency Housing

Emergency housing is very short term accommodation aimed to assist people in crisis.

The characteristics of emergency housing are:

- People stay for a very short time, usually 72 hours or perhaps a week;
- The aim is to relocate people as soon as possible to something more permanent;
- Emergency housing is seen as assisting people who have been victims of floods or other disasters;
- Emergency housing is also aimed at helping people who have been evicted from their homes;
- Abused women who are escaping violent circumstances also fall into the category of those requiring emergency shelter;
- Many emergency shelters exist around the country for abused women;
- Some communities have safe houses where women are able to be placed for short periods of time while they are in crisis.

There is a government policy on emergency housing which is available to a person:

- if he or she finds him or herself in an emergency housing situation where his existing shelter has been destroyed or damaged;
- whose prevailing situation poses an immediate threat to life, health or safety; or
- if he or she has been evicted, or faces the threat of eviction.

In such circumstances provincial housing departments must allocate funds to municipalities to provide temporary shelter. The programme is called the National Housing Programme for Housing Assistance in Emergency Housing Circumstances.

While it is commendable that the government has this programme in place, it is not necessarily suitable for abused women.

Why?

- It sees the solution in the form of temporary housing (i.e. shacks/tents, etc);
- These must be made available on land that the municipality identifies for this purpose. In most cases, this is likely to be land far from the city and badly located;
- It is not a programme for funding NGOs that set up emergency shelters.

The Housing Ladder

A useful categorisation – developed by Operation Job Creation – is the Housing Ladder, which refers to a continuum of housing options that people move through. People's needs change and over time a person can progress to a more independent and sustainable position regarding housing.



The first stage is seen as basic emergency housing that a person enters for a very short period.

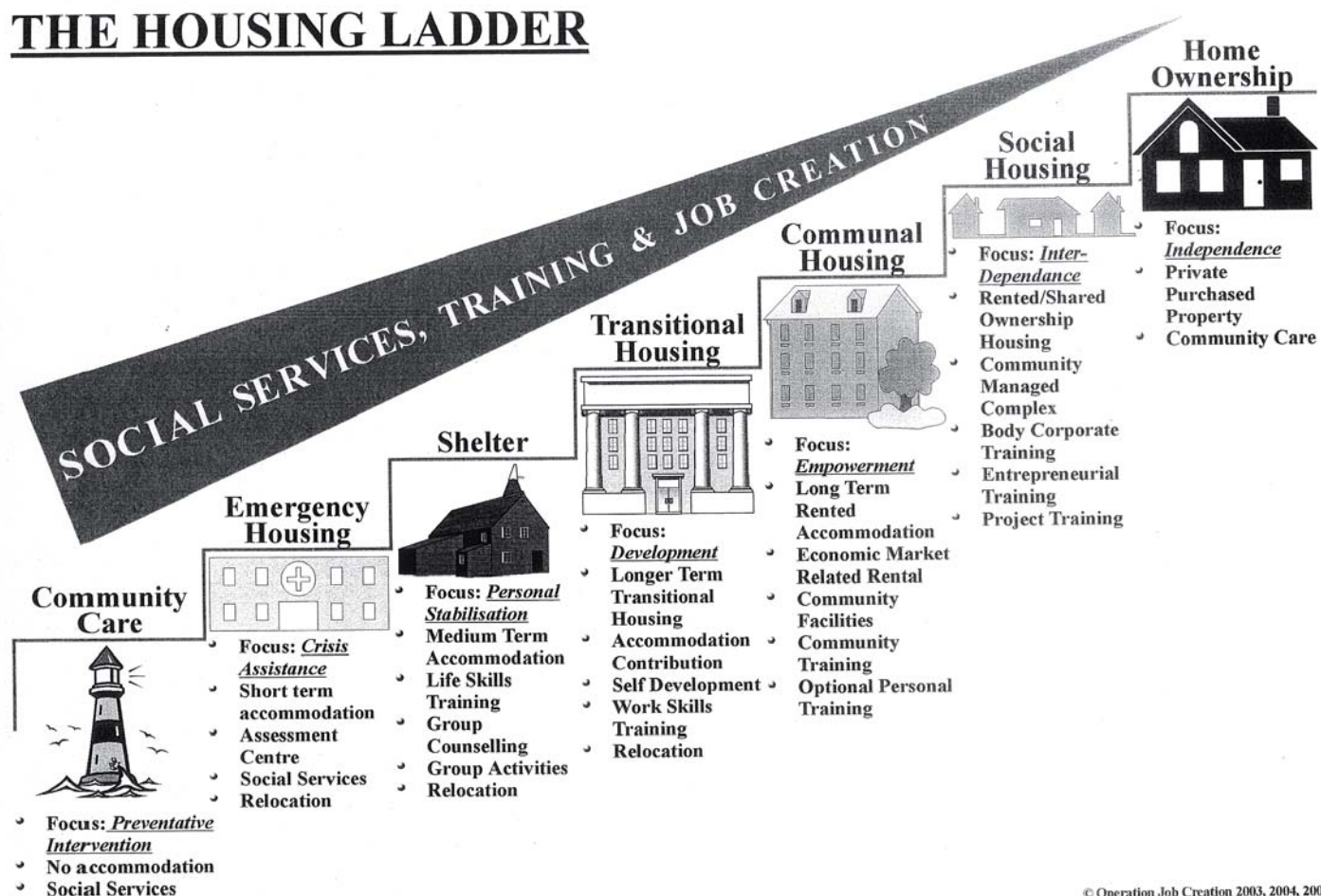
Thereafter the person moves into a shelter where there is a greater level of support offered, which could be a government-funded institution but is generally a facility provided by an NGO (the first stage housing mentioned above, would be an example).

From this accommodation a person should become able to move into a transitional housing institution for a longer period where a very low rental is payable, and where the emphasis is on support services to assist the person to become financially independent and find a job.

Communal housing is the next step. The rent payable is higher and there is less support, but still some training. The life-style is supportive as there are communal facilities and shared living arrangements. There is no time limit stipulated for how long a person may stay.

Thereafter, as the person is more independent they may move onto a social housing project where there is an individual flat with its own facilities such as kitchen and bathroom and where the rent is higher. A properly managed social housing project should offer some support to its residents in the form of crèche facilities, playground areas and other community activities. But there is less emphasis on support.

THE HOUSING LADDER



© Operation Job Creation 2003, 2004, 2005



The last housing option on the ladder is full home ownership in a separate family house.

While, in an ideal world, the housing ladder approach is a good one, women may move back and forth between different 'housing rungs', depending on their particular life circumstances: there is no straightforward imperative towards stepping up in a linear way.



Housing Subsidy

The housing subsidy is capital funding money (excluding ongoing capital maintenance) that the Department of Housing makes available through a variety of different housing funding programmes. These are all set out in the National Housing Code and are administered by the Provincial Housing Departments. The funding is available to beneficiaries who fulfil various criteria and have never owned fixed residential property.

Some current housing subsidy programmes that are funded by the government are:

- The project linked housing subsidy, which is a subsidy used for housing projects and is linked to salaries;
- Consolidation subsidies which are top-up subsidies for people who have serviced sites registered in their names and who qualify for subsidies;
- Relocation assistance is given to assist people relocate to more affordable accommodation;
- The institutional housing subsidy is provided to institutions that provide housing, subject to various rules (this subsidy is discussed in more detail under Section 2). The transitional housing subsidy is a type of institutional subsidy used in KZN and Gauteng for shelters for mostly homeless populations in inner city areas.

The institutional housing subsidy is provided to institutions that provide housing, subject to various rules.

NGO

An NGO is a non-governmental organisation and can include:

- Community based organisations (CBOs);
- Non Profit Organisations (NPOs) registered with the National Department of Social Development in terms of the Non Profit Organisations Act;
- Welfare organisations;
- Church organisations; and
- Grassroots organisations.

Operational costs/Operational funding

The operational costs of shelter provision cover the following:

- Electricity, water and rates;
- Food (in some shelters);
- Staff salaries;
- Administrative costs; and
- Training and counselling programmes.



The cost of initially furnishing a shelter, while strictly speaking a capital cost, is usually seen as an operational cost.



Shelter

'Shelter' means any accommodation that is provided to people in need of a roof over their heads for whatever reason. Such a need may have arisen because the person was destitute or close to destitution, or because the person was in a crisis situation and had nowhere to stay. Shelter refers to both short- or long-term accommodation.

Social Housing

Social housing is defined as affordable, high-quality, well-located subsidised housing that is managed on a sustainable basis by independent institutions (mostly NGOs).

The characteristics of social housing are as follows:

- These are generally medium- to high- density projects such as two and three storey walk ups, flats, etc;
- They are near the city centre or on good transport routes to the city;
- They have various facilities such as open space, crèche or playground areas, parking areas etc.;
- Shared laundries and, in some instances, recreational areas may be part of the design;
- Unit sizes differ and projects often include studio units and 1 and 2 bedroomed units;
- There has been an effort to keep rentals low, although this has not succeeded so this housing usually is only affordable to people/households earning between R3500 and R7000 per month;
- The projects are managed by property management companies (these may be NGOs or private sector companies) which collect rent and maintain the properties;
- People enter lease agreements and may stay as long as they wish provided they pay rent;
- Occupants must adhere to house rules.

Many NGOs and some private sector housing developers have accessed the institutional subsidy to develop social housing. These projects provide accommodation to people, usually in the form of flats, in areas that are close to transport and employment opportunities.

Unfortunately many of the over 80 social housing institutions that have been set up over the last 15 years have failed to become financially sustainable and this has made the government re-think this form of subsidy and housing.

Currently, the Department of Housing is finalising a new Social Housing Programme which may be rolled out in 2007. Some pilots are being implemented in selected projects. This housing is aimed at low- to medium- income households who rent their accommodation.

The government's new Social Housing Programme will make available much higher capital subsidies than in the past, for social housing projects. The most important

This housing is aimed at low- to medium- income households who rent their accommodation.



condition for accessing the higher subsidies will be the location of the projects. If the project is in a specially designated area called a restructuring zone and complies with certain other conditions, it will be able to access the new high subsidy.

Staged Housing

One of best ways to look at shelter for abused women is to see it as housing that meets different needs at different times.

First stage, second stage and third stage shelter

FIRST STAGE SHELTERS

- This housing is the first step that an abused woman takes into a shelter, perhaps after she has left emergency housing where she stayed for the first few days;
- The accommodation is short term – usually up to three months, with a maximum of six months;
- There are a number of first stage shelters around the country;
- The rules of the particular shelter will determine exactly how long a woman can stay;
- Most first stage shelters offer women some counselling and give them assistance to pursue legal action;
- Food and blankets are usually provided along with the accommodation; Some shelters also offer toiletries and petty cash to assist with transport to court or clinics;
- These shelters usually permit women to bring their children, although not necessarily boys over 12.

SECOND STAGE SHELTERS

- This housing accommodates women for a period of six to eighteen months, generally after she has left first stage shelter;
- The rules of each shelter determine exactly how long women are permitted to stay;
- Some of these shelters are also called transitional housing projects, having received initial capital funding from the Department of Housing;
- In some cases women are expected to pay a low or nominal rental;
- Counselling is usually offered as well as skills training so that at the end of the period women are able to move into more permanent accommodation and find employment. The emphasis in this phase is on empowering the women and enabling them to remain independent.

THIRD STAGE SHELTERS

- This housing is secure, permanent housing that women move into after leaving second stage shelters;
- Almost no third stage housing is specifically available for abused women;
- The form of housing depends on availability. Because there is such a shortage of permanent housing in the country, a woman may find it difficult to find permanent housing;
- Communal housing projects offer a form of third stage housing which are supportive because there are shared facilities and rentals are low;



- Social housing is another possible third stage housing option for women if it is available and rentals are not too expensive;
- Rental is payable at this stage and will depend on the housing;
- Women could access the housing subsidy and try and get ownership of a house.

Transitional Housing

Transitional housing is a specific housing programme of the Department of Housing that has been piloted in Gauteng and Kwa-Zulu Natal. In this model, an NGO accesses the institutional housing subsidy and uses it to acquire/renovate a building or property in which people can be accommodated. The term 'transitional' is the key here. The shelter provided is of a temporary nature, being anything from six months to eighteen months depending on the rules of the organisation which provides the accommodation. Other features of the Transitional Housing model are:

- Low rentals are paid;
- People occupy shared rooms (not flats);
- There are communal ablutions, kitchens and recreational areas;
- Facilities are generally managed by NGOs;
- Programmes are run in these shelters, for example
 - Counselling;
 - Skills development; and
 - Life skills.

There are variations – for instance in some transitional housing projects, people cook and eat in their own rooms. In others there are no communal recreational areas. In general, most of the pilot projects tend to be in inner city buildings.



Department of Housing policies and programmes: the availability of capital funding

Note:

The housing subsidy programmes of the National and Provincial Departments of Housing do not cover operational costs or ongoing capital maintenance costs. These programmes only fund the capital costs of acquiring and refurbishing or developing property.

This section of the manual looks at the National Department of Housing's policies and programmes. It tries to see what programmes and funding may be used currently to assist stakeholders develop women's shelters. It also identifies gaps and weaknesses.

• The Housing Act

The Housing Act 107 of 1997 sets out a number of general principles applicable to housing. It states that national, provincial and local spheres of government must promote:

- the meeting of special housing needs, including, but not limited to, the needs of the disabled and
- the housing needs of marginalised women and other groups disadvantaged by unfair discrimination (Section 2(1)(e)).

The Act provides further that, among other things, national government must determine policy and set the national and provincial delivery goals, and where appropriate local government goals.

• Breaking New Ground

During 2004 the National Department of Housing prepared a document which set out a new national housing vision, policy and strategy. This policy was approved by Cabinet and is entitled *Breaking New Ground: a comprehensive plan for the development of sustainable human settlements (BNG)*.

- It sets out the government approach to housing delivery for the next ten years;
- It emphasises quality rather than quantity;
- There is an emphasis on delivering sustainable human settlements where people have access to employment, schooling, health care and other community resources, as well as houses;
- The government wants to deliver housing in accordance with the needs of people and wants to be responsive to the needs of different groups;
- The government also wants to deliver a mix of housing types with some costing more than others and subsidies tailored to each;
- The change in government policy has created an opportunity for women's

shelter providers and other stakeholders to lobby for housing products that respond to the need for shelter for abused women;

- The change in focus means that the National Department of Housing must work cooperatively and in a coordinated manner, across a range of departments in order to develop the new policies/legislation/regulations that will be required to implement its vision.

▪ No policy on Women's shelter

At the moment, the National Department of Housing does not have an explicit, specific, policy to fund the capital costs of building, purchasing or refurbishing properties for women's shelters.

Some shelters for abused women are being funded by means of the institutional and transitional housing subsidy.

²All information on the Institutional Housing Subsidy comes from the National Housing Code, taken off the Department of Housing website – <http://www.housing.gov.za>

³There are a number of tenure types that are linked to the institutional subsidy such as instalment sale, share block or cooperative tenure. We won't focus on these here as we are interested in the institutional subsidy as applicable to the provision of women's shelters which is generally through a rental model where a nominal rental is payable.

⁴This is the subsidy amount per qualifying beneficiary in Gauteng for the 2006/2007 financial year. There could be a variation of this amount in different provinces as each province sets its own amount.

EXISTING POLICIES

A. Institutional Housing Subsidy. There is currently one national programme – the institutional housing subsidy – available to women's shelter groups and stakeholders to be used for women's shelters, in any province in the country.

B. Transitional Housing Subsidy. There are currently two provinces – KwaZulu-Natal and Gauteng – where this programme is available. There is no reason why this programme should not be extended to all provinces.

C. Special projects in KZN. A number of new, pilot projects have been implemented in KZN to house orphans and vulnerable children (OVCs) and other people that have special housing needs. The KZN Provincial Department of Housing is providing capital subsidies for these projects and they give some ideas as to what is possible for women's shelters.

D. Communal Housing in Gauteng. A number of communal housing projects have been implemented in Gauteng which demonstrate how third stage women's shelters could be implemented using the institutional housing subsidy.



The Institutional Housing Subsidy²

The institutional subsidy scheme is designed to fund institutions that provide housing through rental (and other tenure forms) to subsidy beneficiaries.³ An amount of approximately R 34 000⁴ is paid per beneficiary household to the institution that provides the housing.

The institutional housing subsidy is only available to people who fulfil the following requirements:

1. The person must be married or have financial dependents.
2. The person must be lawfully resident in South Africa (i.e. a citizen or in possession of a permanent resident permit).
3. The person must be over 21 years of age.
4. The monthly household income must not exceed R3 500 and there is a strong preference for supporting projects where monthly incomes are less than R2 500.
5. The person must not yet have benefited from government funding.



When a person lives in an institutional housing project and leaves the project, he or she is still eligible for a government subsidy for his or her own individually owned property. This is because if a person rented or lived in an institutional housing project, he or she did not own the property.

Because the institutional housing subsidy is paid to an institution, the institution, rather than the beneficiary is the central focus of the government in awarding the subsidy. It has to be shown that the housing institution has the capacity and ability to provide ongoing, long-term management services of the housing stock. A great deal of care is taken when awarding these subsidies to ensure that the institution is competent and properly set up.

Some of the requirements that an institutions must meet are as follows:

1. It must be legally set up as a company. (There are other legal entities that are permissible but are not pertinent to non-profit women's shelters).
2. The main object must be to provide housing and the company is not permitted to carry on any other business activity. This means that if an already existing Section 21 company (i.e. a welfare body carrying out various different activities) wants to provide housing, it will have to set up a special company to provide housing if it wants to access this subsidy.
3. The institution has to demonstrate that it has the required capacity to undertake the project which means it has to demonstrate that it is financially viable and that it has the management skills to implement the project successfully.
4. The institution must be able to show that once it has developed the property into a shelter, either by building from scratch or by refurbishing an existing property, it has the ability to fund the ongoing maintenance and operational costs of the property (or raise the required funding to do so through various sources such as rents, funding, government grants, etc).
5. The institution must own the property being developed or have long term enforceable rights to the property such as a lease of over ten years.
6. The institution must have a system in place that gives occupants some representation on the institution's board or management structure, so that the occupants have a way to ensure their views are taken into account.
7. The institution must provide secure tenure in terms of a lease agreement.
8. The types of developments that are likely to be awarded this subsidy are new developments or upgrading of properties. The subsidy can also be used to purchase a property that does not require upgrading.

The institutional subsidy is available to institutions which must apply to the provincial housing board in their provinces. The type of information that is required in the application is as follows:

- Details about the institution such as the composition and membership of the board, the last annual financial statements, the main objects of the institution, the manner in which the institution is staffed, etc.
- Details about the property development including:
 - the proposed building work to be undertaken;
 - the manner in which the project is to be financed (here the applicant has to show where it will obtain its bridging finance from – usually a bank or the National Housing Finance Corporation) because the subsidy is only paid out at the end of the development phase;

A great deal of care is taken when awarding these subsidies to ensure that the institution is competent and properly set up.

- the management ability of the applicant which shows that the project will be managed properly and sets out the programme milestones. This information is in essence a business plan indicating the manner in which the building works will be managed in terms of time-tables and financing;
 - the progress payments that will be made during the development phase of the project;
 - plans of the facility and residential units;
 - the product price of the space that residents will occupy;
 - proof of National Home Builders Registration Council (NHBC) registration and details of warranties that will be given in respect of building defects (this registration is a form of consumer protection);
 - a list of all professional consultants and contractors that will be used to plan, design and execute the project;
 - the construction approach that will be used. This refers to whether local labour will be used and the extent to which the project will create employment.
- The total subsidy amount being applied for with a detailed calculation of how this is determined. This must be based on the number of qualifying beneficiaries. In the case of the institutional subsidy, a beneficiary must preferably earn below R2500 to access a subsidy.
 - The rental income that will become payable in terms of the lease and a copy of any proposed lease agreement that may be entered, which must comply with rental legislation.
 - The manner in which occupants will participate in the management structures.
 - Copies of the proposed agreement that will be entered between the institution and beneficiaries.
 - A detailed project motivation.

The provincial housing department, once it has received applications that comply as set out above, use the following criteria, among others, to assess projects:



- The extent to which the project satisfies the housing needs of an identified and targeted market and the relative urgency of such needs. The emphasis must be on beneficiaries earning below R2500.
- The extent of construction and upgrading required. Preference will be given to projects that create new housing stock or upgrade housing as opposed to those applications for purchase only.
- The extent to which the project promotes holistic development and provides for a variety of community needs. Because most women's shelters provide counselling, job creation and life skills programmes they generally would not have any difficulty complying with this requirement.
- The extent to which community self-management is promoted and capacity-building, within the beneficiary community through deliberate initiatives to enable them to acquire skills, takes place.
- The degree to which the project promotes the sustained physical and social development of the community with reference to the nature and scope of the amenities, facilities and opportunities provided by the project. Again, most women's shelters are aimed at developing the community of occupants

– particularly first and second stage shelters - so that women are able to move out and become independent.

- The extent to which the project contributes to employment by using emerging building contractors and labour insensitive building methods.
- The extent to which the planning and design reflect innovative and well considered planning and design parameters.
- The degree of affordability of rentals and other charges.
- The compatibility of the project with its surroundings.
- The extent to which the construction methods employed in the project are effective, viable and practicable in relation to the project site.
- The extent to which the state funding is shown to be used in the most economic and effective manner.
- The extent to which the project will contribute to optimising the longer term social and economic benefits of the target community.
- The extent to which the municipality and other stakeholders support the project.
- Whether the beneficiaries get value for money in terms of the product, rentals, etc.
- Whether the property being developed affords easy access to employment, education and health care, has access to transportation and directs development toward existing economic opportunities.



Some criticisms of the Institutional Housing Subsidy – why it is not entirely useful

There are a number of problems with trying to use the institutional housing subsidy scheme for women's shelters. With willingness by government, none of these problems are insurmountable, and most could be overcome if the National Department of Housing adjusts certain elements of the policy to create a policy more appropriate and enabling, for women's shelters, or allowing the transitional housing programme to be used more extensively than in just two provinces.

© Problems regarding eligibility

- Firstly, the institutional subsidy is designed to accommodate "households" rather than individuals. So a woman who has children is considered an eligible beneficiary because her situation is considered to be a household, but a single woman or woman without children who seeks accommodation would not be considered as a subsidy beneficiary. It should be noted that in Gauteng and KZN where the transitional subsidy, rather than the institutional subsidy, is accessed, this restriction does not apply and the subsidy is allocated to individuals and is paid per bed.
- The institutional subsidy requires the beneficiary to be lawfully resident in South Africa. This requirement could be problematic. Xenophobia and ignorance of the law could be possible obstacles to the admission of foreign women, even if they hold valid documents. This requirement has been waived in the KZN transitional housing projects.
- A subsidy beneficiary must be over 21 years of age. This may prove problematic for abused women's shelters. Certainly such facilities need to be open to all women, including teenagers who have left home, or girls who are being abused at home.



- Regarding household income, this eligibility requirement should not be problematic as the assumption is that when a woman requires assistance at a shelter she is probably destitute, having left her home and possibly her job. However, there may be exceptions where a woman has left an abusive relationship but kept a job that pays over R2 500 (KZN does not require income information for eligibility).



© Problems regarding the institutional requirements

It is difficult for an NGO that is involved in a mix of activities to have to set up a special company which has as its main objective, the provision of shelter. In many cases, the NGOs applying for the subsidy may have broader charitable purposes as their main objectives. Were there some manner in which to assist NGOs to comply with this requirement, the formalisation of the institution might lead to a more professional and competent management structure being implemented.



© Problems regarding representation of occupants on boards, residents committees, etc.

It is a good principle to require participation from residents in the running of their shelters. But this has to be appropriate. If the shelter is an emergency overnight or two-week shelter, such a condition does not make sense. For a shelter in which women stay longer, but where the number of women accommodated is small (say under twenty), a less formalised arrangement would be more appropriate than a residents' committee or representation on the board. So a hard and fast rule on this issue is not necessarily the best approach.

© Problems regarding lease agreements

Again, compliance with this requirement would depend on the shelter and the accommodation being provided. For emergency and first stage shelters it is not appropriate to enter into formal lease agreements. For second and third stage shelters, some agreement could be prepared that sets out the rights and obligations of the occupant and the shelter provider, which can be terminated.

Despite these problems, the institutional housing subsidy provides an opportunity for shelter organisations outside KZN and Gauteng to access Department of Housing funding to develop shelters.



Transitional Housing as implemented in Gauteng and KwaZulu-Natal (KZN)

Transitional housing is a sub-species of the institutional subsidy which relaxes some of the rules of the institutional subsidy programme. For example:

- beneficiaries can be single people;
- institutions do not have to set up a special purpose vehicle to access the subsidy; and
- the subsidy is payable per bed/beneficiary rather than per household.

The model is suitable for second stage women's shelters, either in buildings or large houses acquired for the purpose. Such funding could also be accessed to develop new housing from scratch for women's shelters.

Pilot. The programme has only been piloted in two provinces since its inception in the late 1990s. The Gauteng Transitional Housing Policy was developed in 1996 and has been piloted, mostly in inner city areas, in about eight projects. In KZN, the policy was piloted at about the same time.

Requirements of the Programme

Subsidy payable to institution

- The subsidy is payable to an institution rather than an individual.
- The person who stays in a transitional housing project does not have his or her name reflected on the national data base, so he or she may benefit from an individual subsidy at a later stage.
- In Gauteng, the institution that provides housing must be registered with the Registrar of Social Housing Institutions at the Gauteng Department of Housing in terms of 2001 regulations passed under the Gauteng Housing Act, 6 of 1998. In KZN an institution must be a legal entity, preferably a Section 21 company in order to obtain a subsidy. It is not necessary in Gauteng for a special housing entity to be created to gain access to the subsidy, but separate accounts must be kept for the transitional housing project.
- In KZN the institution must be a Section 21 company and the institution must approach the municipality to make an application on its behalf for a transitional housing subsidy.

Nature of the institution

- The institution can be a municipality or an NGO.
- It must be able to demonstrate that it has technical and managerial competence to implement and manage the transitional housing project on a sustainable basis.
- In KZN, if the project is carried out by a charitable institution, the institution must be used for one project only. A separate institution has to be formed for each project even though the same NGO may be involved in different projects.

Location

- In both Gauteng and KZN these projects are meant to be implemented in urban areas.
- In both provinces the subsidy is payable to institutions that refurbish these buildings.

Temporary accommodation

- In Gauteng, transitional housing is seen as temporary accommodation for single people and families. There are shared ablutions and communal dining and eating facilities. The policy stipulates that the maximum length of stay is six months. But in reality the approach of most of the institutions has been to allow people to stay as long as eighteen months.

In KZN, if the project is carried out by a charitable institution, the institution must be used for one project only.

- In KZN the programme was primarily developed to cater for street traders, low budget tourists and visitors who needed very short term, or overnight rental, accommodation, rather than for homeless destitute people, so the length of stay is not an issue and no maximum period is stipulated in the policy.

Eligibility

- In Gauteng, in order to be eligible to stay in a transitional housing project the occupant must earn less than R1 250 if he or she is single, and less than R2 500 for a household. The person must be over 18 and lawfully resident in South Africa.
- In KZN there are no qualification requirements.

Quantum

- The amount of the subsidy payable in Gauteng and KZN is approximately R34 000 per household or R8 500 per single person. The subsidy amount is calculated per bed in Gauteng and 100% of all beds are subsidised.
- In KZN only 70% of the total subsidy that would have been allowed for a normal institutional subsidy project is granted.
- In both cases these subsidies have tended to be used for upgrading buildings.

Lease

- In Gauteng, the policy requires the institution to enter a lease agreement with occupants which sets out the criteria of admission, house rules and rental payable. In all the Gauteng projects, rentals of between R90 per month and R400 per month are payable;
- The KZN policy does not require that a lease be entered into, but requires that a register be kept of all residents including personal details such as their names, identity numbers, occupations and addresses.

Management

- In Gauteng, projects must be managed by a management body which consists of interested parties and stakeholders with a direct interest in the property and the well-being of the occupants;
- In KZN, projects fall into two categories. There are municipal projects that are driven by charitable institutions. These projects, usually set up as Section 21 companies, must have councillors and officials on the boards. NGO driven projects, the other category, must have people on the boards who are sufficiently skilled, financially, technically and managerially;
- In both KZN and Gauteng the subsidy will not be payable unless sound technical and managerial skill is evident. The applicant must be able demonstrate that it can manage the project and the longer term institution, and demonstrate the source of its operational funding that will lead to long-term operational sustainability.

Tenure

- In both provinces, the subsidy-seeking institution is required to own the property or at least have a registered long lease over it, of not less than ten years.

NGO-driven projects must have people on the boards who are sufficiently skilled, financially, technically and managerially.



EXAMPLE OF CONTENTS OF PROJECT APPLICATION – GAUTENG

1. Name and nature of institution and a copy of the founding documents of the institution.
2. Full details of the proposed project must be given. In particular:
 - a. Deeds Office description of property being developed;
 - b. Details of the institution's rights to the property. If the institution is not the owner it must indicate the rights it has to the property in terms of a long lease. These must be attached;
 - c. The zoning of the property;
 - d. Details of all work, if any, that will be undertaken to develop or upgrade the property and the total costs of this;
 - e. The manner in which the institution will finance the total development cost;
 - f. The manner in which the institution will finance the ongoing maintenance and management of the property;
 - g. The institution must demonstrate that it is financially viable and will be able to manage the project properly;
 - h. A programme of all work to be done by the institution must be enclosed.
3. The project proposal must also contain:
 - a. The amount of subsidy for which the institution is applying and the manner in which it is calculated;
 - b. The institution's suggestion in regard to progress payments and cash flow projections;
 - c. The institution's recommendations in regard to the management of the shelter including:
 - The composition of the management body;
 - The duties and responsibilities of the management body;
 - The agreement between the institution and the occupants (lease); and
 - The forms of support that will be provided to capacitate occupants to a point where they can move on to more permanent housing.
 - d. A preliminary layout plan of proposed unit plans with specifications;
 - e. Details of quality control measures that will be adopted and details of the warranties that will be given in respect of building defects;
 - f. A list of names of all professional consultants and contractors that will be used to plan, design and execute the project;
 - g. A description of the method of execution of the construction, project management and other activities of the project. There must be an indication if jobs will be created in the building process and there should be an emphasis on training, skills transfer and local employment opportunities being created by the project.
4. A detailed project motivation must be enclosed, motivating for the project with reference to the assessment criteria.



EXAMPLE OF CONTENTS OF PROJECT APPLICATION – KZN

1. The content of an application is the same as that of an institutional subsidy application.
2. Full details of the target market must be provided. They must fall into the income categories prescribed by the housing subsidy manual.
3. If families are to be given/ allocated houses, details must be given of the anticipated size of such families.
4. The calculation of the subsidy required must be based on the number of beds provided by the institution and then 70% of the institutional subsidy will be applied.
5. The facility may incorporate within the design, income generating facilities in order to assist with payment of management costs.
6. The institution must keep a register of all occupants that stay in the facility, including their name, identity number, occupation and usual address.
7. The institution must ensure that the design allows for proper access control.
8. The house rules must accompany the application.
9. The institution must detail how management costs will be covered.

Problems with Transitional Housing

▪ Inadequate Funding

There are a number of problems faced by transitional housing. One is the fact that the subsidy amount payable is rarely enough to cover the costs of purchasing and refurbishing a project to a level that is adequate. This means additional funds have to be obtained from other sources or that the facility is not able to be built at a standard that is sustainable (i.e. cheap finishes, etc).

▪ Capacity

Another problem is that the projects are generally driven and initiated by NGOs that do not necessarily have the capacity or management skills to either source the funding in the first place, or maintain sustainable institutions, in the longer term. Project preparation funding is not sourced and in many cases the skills needed to put proposals together are lacking.

▪ Location

Because these projects are generally only funded if they involve refurbishment of inner city buildings (there are some exceptions), alternative options are not always possible. For example, currently a transitional housing subsidy is not generally accessible for the purchase of a large house outside an inner city area for a women's shelter. This restricts the applicability of the programme as it excludes many options that may be more suitable for women's shelters rather than upgraded inner city buildings. The programme should be broad enough to encompass other options.



Despite these shortcomings the transitional housing model as tested both in Gauteng and KZN offers a very important potential mechanism for funding first and second stage women's shelters and should be extended to the other provinces.



Special Housing Projects – KZN

It is useful to look at the cluster of pilot projects that have been implemented in KZN, as these offer interesting models of projects that provincial departments of housing could fund.

- These projects are driven by grassroots NGOs and indicate that there is potential for NGOs to attempt to initiate projects themselves.
- KZN NGOs and municipalities have implemented seventeen housing projects, funded by the KZN Department of Housing, that offer varying forms of accommodation to groups with their own particular needs (eThekweni Municipality and Project Preparation Trust of KZN, 2005). The majority of these projects house orphans and vulnerable children and range from places that accommodate 50 children, to those that accommodate six. A few projects have been completed for other vulnerable groups such as people ill with HIV/AIDS, the disabled and the homeless.
- The projects have been undertaken mainly by NGOs using housing subsidies in partnership with the KZN Departments of Social Development and Health (eThekweni Municipality and Project Preparation Trust of KZN, 2005, p. 4).
- A great deal of emphasis has been placed on a partnership approach with the Department of Health and Social Development, in the implementation of these projects. The Department of Social Development is seen to be the lead department and must advise the Department of Housing whether a particular project is viable. The Department of Housing's role is confined to providing capital subsidies for the shelter, and acts under guidance of the Department of Health and Social Development.
- Also, a greater range of options is available and the emphasis is on both institutional and non-institutional forms of care. Not only is the subsidy available to institutions for transitional accommodation, but also for home-based care. A few pilots are being tested where funding is made available to fund home improvements for home extensions to de facto community caregivers. R 7 534 is paid per beneficiary. Care within small homes which replicate or create a family option is preferred, at times, to larger institutional options.

How the Special Needs Programme works in KZN

Grass roots CBOs. Emphasis is placed on grass roots organisations as implementing agencies. These must be capacitated to play a management and monitoring role.

Registered NPOs. In order to benefit from the subsidy the NGO/CBO must be registered as a non-profit organisation (NPO) with the National Department of Social Development.

Three Project Types. Three major project types have been implemented in KZN under the banner of special needs housing, which have managed to access funding from the KZN Department of Housing.

A few projects have been completed for orphans and vulnerable children as well as people ill with HIV/AIDS, the disabled and the homeless.

1. Institutional Model. This model has been used extensively in KZN, mostly for children, but also for hospices and places of safety. The care is provided for large numbers of people at a single location.

Name of Project	Type of Project	Scale
The Dream Centre	AIDS Hospice	410
Makaphutu Children's Village	Children's village	229
Ekusizaneni Children's Care and Development Centre	Place of safety for orphans and vulnerable children (OVCs)	50
Shepherd's Keep Place of Care	Abandoned children	60
Rehoboth Foster Care Village	Foster care homes for OVCs	48
Ekhaya Lethemba Place of Safety	Place of safety	100
Mildred Ward Centre	Home for OVCs	64
Lily of the Valley Phase	Children's village	99
God's Golden Acre	Children's home	84
Kokstad Aid Home	Family care home	57
Midlands Orphanage and Care Centre	Orphanage	100
Mother of Peace	Foster care centre for OVCs	100
Cheshire Village Chatsworth	Physical disabilities	33

2. Community Care Model. Here the emphasis is on creating a family environment. The model typically consists of a caregiver and between four to six beneficiaries in his or her care within a home in a community. The housing subsidy is used to either acquire housing stock or to develop new housing stock for the purpose required. The house must be owned by a suitable NGO, which must find funding for the operational costs of the home. This model can be incorporated into conventional housing projects, where a portion of the houses built could be specially designed to meet this need.

Name of Project	Type of Project	Scale
Community Care for AIDS Orphans	AIDS orphans	16
KwaDabeka Community Care Home	Foster home for OVCs	6
Abethu Community Care Home	Foster home for OVCs	6
Community Family Care : BESG	Family care home	12

3. Home Care/Home Extension Model. Here the home remains in the ownership of the existing home-owner and caregiver. A subsidy is accessed to extend or improve the property and an NGO has to sign up as part of the project to play a monitoring role (eThekweni Municipality and Project Preparation Trust of KZN, 2005, pp. 1 – 13).





Communal Housing Gauteng

Communal Housing is a further sub-species of the institutional subsidy and is being piloted in a number of projects in Gauteng.

- The emphasis is on longer-term housing, but where some sharing of facilities takes place. For example, the four that are described by Lund et al. (Lund, 2004), Douglas Rooms, Ubunye, Litakoemihof and Hofmeyr House, all have some communal facilities such as a communal laundry and ablutions, and some facilities in the rooms;
- There is less emphasis on self-development and empowerment programmes;
- Rents are higher than transitional housing rentals;
- Tenure is permanent; and
- This form of accommodation is most suited to the third stage shelters for women as there is some support and certain shared resources, whilst also a measure of privacy that encourages independent living.



4

Department of Social Development Policy: the availability of operational funding

The Department of Social Development (DSD) does have a policy and an approach regarding shelter for abused women, and provides some funding towards the operational costs of shelters. It is seeking to develop a partnership approach with the Department of Housing in order to enhance provision. In its Policy Framework it states that its goals are to:

- consolidate partnerships between government, civil society and business;
- develop and implement minimum standards and practice guidelines for shelters;
- facilitate the establishment of new shelters and strengthen existing shelters;
- evaluate service delivery through a Development Quality Assurance process; and
- facilitate the establishment of a national shelter registration process.

Role of Department



- The Department of Social Development (DSD), both nationally and particularly in the provinces, plays a critical role in the provision of funding for the operational costs of shelters.
- Many shelters rely on whatever funding for operational costs they can obtain from their provincial Department of Social Development.
- However, there is no uniformity of funding from province to province and shelter providers are constantly uncertain and confused with regard to what funding they may or may not obtain from their provincial Departments.
- The amount of money allocated to women's shelters may vary from year to year depending on the political flavour currently in vogue in a province. If it shifts from women to something else, then shelter funding could be reduced dramatically or cut. In one year there may be R2m available in a particular provincial budget, and a year later there may be R10m.

Gauteng Case Study: Department of Social Development Funding of Shelters, 2006⁵

⁵Gauteng is used as a case study to demonstrate the current funding approach in one province. This is not the same as the funding in other provinces and further research is required to establish a comprehensive national picture.

Different Types of Funding

- Per capita grant available of R25 per person per day. So if the institution accommodates 50 people at any one time, it would be paid R455 250 per annum.



⁶Further research is required to investigate exactly what the municipal health department stipulations are regarding shelters. The informant that we spoke to said that they mainly relate to building standards for such facilities, ablutions, space and cooking facilities. Municipal by-laws and policies on this issue should be interrogated, as well as IDPs.

- Special programme funding which is available for a variety of empowerment-type programmes run by NGOs in the shelters. Special programme applications have to be completed motivating for such funding.
- In addition, if the programme funding does not automatically cover the costs of a social worker, an NGO may apply for the funding of a social worker post.

There are a number of requirements an NGO has to meet to qualify for funding from DSD:

- **Inspection.** Firstly, when a shelter is being established the local authority must be approached and the Health Department of such local authority must inspect the facility and approve of it. This approval will stipulate how many people can live in the facility and whether the land use is permitted.⁶
- **Registration as NPO.** Secondly, the NGO driving the project must be registered as a non-profit organisation (NPO), with the National Department of Social Development. At this point, if both these requirements are met an assessment is made to see whether the facility complies with DSD Minimum Standards for Service Delivery and whether the NGO has a proper business plan in place.
- **Must meet the Minimum Standards for Service Delivery (see below).** If the NGO meets these standards, in addition, it may qualify for funding.
- **Must prepare a Business Plan (see below).**

Minimum Standards for Service Delivery in Shelters

The Minimum Standards for Service Delivery in shelters is a nationally prescribed list of standards that form part of the Department of Social Development's Policy Framework and Strategy for Shelters for Victims of Domestic Violence in South Africa.

These standards cover a range of matters, most of which are described below

- The treatment of a person on admission to a shelter must be managed carefully so that the person is made to feel welcome and safe.
- The information given to the person being admitted about the facility, staff, rules of the shelter, safety, care provisions must be transparent and empowering.
- The safety and security standards of the shelter must ensure that the person entering is safe physically, socially and emotionally.
- The rights of people entering shelters must be communicated to them, as well as their responsibilities.
- The manner in which people in shelters can make complaints and voice their concerns must be made clear.
- The physical environment must be safe, healthy, well-maintained and provide appropriate access to the community and also meet the needs for privacy, safety and well being. Here provision must be made for women to have their own bed, private space for possessions, access to clean ablutions, etc.
- Shelters must ensure that occupants and staff are safe from risk of fire, accidents and other hazards.
- Occupants of shelters must have access to and receive adequate health care.
- The shelter must enhance the spirit, dignity, individuality and development of occupants by a number of actions, including the provision of training, support and empowerment.



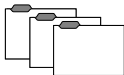


- A Care Plan must be developed for each occupant based on an assessment process that aims to provide life-long relationships within their family or appropriate alternatives, and re-integration into the community within the shortest possible time frame.



- An individual development plan (IDP) must be prepared in writing for each occupant.
- Therapeutic support and/or special services as indicated in the IDP must be made available to occupants.
- Appropriate education must be made available to occupants and their children.
- Women in shelters must be provided with appropriate rituals, programmes, and support to enable their effective transition into their family and community ensuring successful integration.

An institution applying for funding must meet the Minimum Standards of Service Delivery and produce a Business Plan.



Business Plan requirements

The following information must be contained, among other things, in the Business Plan:

- The nature of the institution – NPO, NGO, CBO, etc.
- Programme details, including history of programme, target group, involvement of beneficiaries in the programme, purpose of programme.
- The objectives of the service being offered must be set out linked to the target community and number of beneficiaries that will benefit.
- An activity plan for each objective including performance indicators, outcomes, numbers to be reached, location and projected costs.
- A budget, broken down into personnel costs, administration, operational, training and development and other.
- Details of all people involved in the governance structure of the institution.
- A profile of all staff members.
- A profile of all volunteers, what they do and whether they receive stipends or not and what activities they undertake.
- The capacity of the organisation must be assessed.
- Any affiliation with other service providers or entities.
- A sustainability plan must be furnished that indicates how the organisation applying for funding will sustain itself to ensure continued service provision, particularly if funds for the Department of Social Development are ceased or cut.
- The contribution of beneficiaries to the programme through fees, material, labour, skills, etc.
- A transformation plan.
- Financial information, including the name of the person who manages the finances and records and the training he or she has undergone. Assets and liabilities must be stipulated on a spread sheet. A summary of project income and expenditure for three financial years.
- Other funders must be identified and details given of the funds awarded and for what period.
- A monitoring and evaluation plan.



If both the business plan and the minimum standards are met, and the NGO is registered as an NPO and the local authority approves of the shelter - funding will be granted per capita. An amount of R25 per adult is paid, plus R25 per child per day. R15 per adult per day is paid for crisis intervention. This per capita payment covers the costs of certain skills development and empowerment programmes.

Programme Funding

Additional programme funding can be accessed. For example empowerment programmes of a preventative nature, perpetrator programmes, etc. There are no guidelines on these programmes and the funding is subject to negotiation between the Department of Social Development and the NGO. Programmes can include budgets for funding social workers and other staff.

Department of Social Development Monitoring Role

Provincial departments of Social Development are responsible for certain quality control. Gauteng undertakes a Development Quality Assurance (DQA) inspection at least once in three years which is an intense assessment of the organisation. The organisation itself has to complete an assessment document using the same headings as the Minimum Standards document and do its own evaluation of its services which must be sent to DSD. A team of staff from DSD assesses the organisation. In addition an Operational Development Plan (ODP) is done regularly in terms of which the Department of Social Development looks at the institution on an ongoing basis.

Another form of monitoring is done in terms of the Non-profit Organisation Act 71 of 1997 which requires, among other things, that :

- proper books of account be kept;
- that the accounting officer of the NPO submits a report on its financial affairs on an annual basis;
- supporting vouchers and records be kept;
- income and expenditure statements are kept; and
- balance sheets are kept.



If a provincial department finds that these requirements are not being met it can refer the matter to the National Department of Social Development and motivate for de-registration of the NPO. The DQA process tries to prevent this by creating an environment for self assessment and quality control. If a province identifies problems in financial accountability or governance, or any other matter, it works with the NGO in trying to rectify the situation. This should be considered an example of best practice.

Free State Department of Social Development funding, 2006

In the Free State Province, a different approach is adopted. Here the Department of Social Development annually invites NGOs to apply for funding. A very detailed business plan must be completed by the applicant and on the basis of priorities in the province, the applicant may or may not be granted funding.

The business plan is identical to the one that must be completed in Gauteng (set out above). However, in the Free State, the business plan forms part of a competitive bidding process that NGOs submit to at the same time every year, before a certain date, whereas in Gauteng all NGOs can apply whenever they

choose. Also, the administrative manner of using the business plan to inform awards of grants is different.

Other Provinces

For information on funding in other provinces (where there is no uniformity in approach), the relevant departments would have to be contacted directly. The Department of Social Development Directory on Services for Victims of Violence, May 2006 lists the following contact details for the provincial departments.

Province	Location	Telephone	Fax
Eastern Cape	Bisho	040 609 5303	040 646 3175
Free State	Bloemfontein	051 403 2200	
Gauteng	Johannesburg	011 355 7699	011 836 4849
KZN	Ulundi	035 874 3703 or 031 336 8700	035 874 3710 or 031 332 3854
Limpopo	Polokwane	015 295 8163	015 291 1582
Mpumalanga	Nelspruit	013 766 3008	013 766 3455
Northern Cape	Kimberley	053 839 5100	053 831 4917
North West	Mmbatho	018 387 5282	018 384 5973
Western Cape	Cape Town	021 481 9700	021 423 8331



5

Department of Public Works: the availability of public immovable property

Steps to Take to Acquire Department of Public Works Properties

- Both the National Department of Public Works, and the nine Provincial Departments of Public Works administer buildings owned by the government.
- The first step needed is to find out if the building is administered by the National Department or the Provincial Department. This requires:
 - Checking the title deeds to see if it is stated which department administers the property;
 - In the event that the title deeds do not specify (which will be most probable) find out from the local authority for what purpose the building is meant to be used;
 - If the purpose is a provincial purpose, such as education or health, the building is probably administered by the Provincial Department of Public Works. If the purpose is a national purpose, such as prisons or defence, the building is likely to be administered by the National Department of Public Works;
 - Once it has been established which department – national or provincial – administers the building an application must be made by the NGO to utilise the building for a public purpose;
 - The department to whom the application was made must determine if the building may be needed by any other government department. Each department is given an opportunity to make an input. This process can take as long as three years;
 - If the building is not needed by any other department, then the provincial or national department, can make the building available to the NGO in terms of a long registered lease;
 - The conditions of the lease will state that the NGO must return the building to the Department if it ceases to operate the facility (e.g. Women's shelter) in the property;
 - The lease will also usually stipulate that the NGO must meet the ongoing running costs of the facility.
 - NGOs must have proper welfare status by being registered NPOs with the Department of Social Development in order to be eligible. They do not necessarily have to be Section 21 companies.

All property owned by the former Bantustans is managed by the Department of Land Affairs. So if a property here is required, application has to be made to the Department of Land Affairs.

6

Current Women's Shelter Models and Gaps in Provision

The Department of Social Development published a National Directory on Services for Victims of Violence in May 2006. Currently there are 89 shelters throughout the country, and as can be seen from the table below very few shelters are offering second-stage shelter to abused women.

Table 6.1 : Shelters in South Africa

Province	Duration of stay	Total Per province
Eastern Cape	Mostly emergency and less than 3 months	4
Free State	Mostly emergency	12
Gauteng	45% emergency 45% first stage housing 10% longer term second stage housing	23
KwaZulu-Natal	All emergency shelters	10
Limpopo	Mostly emergency shelters	6
Mpumalanga	Information not included in directory	8
Northern Cape	Short term shelter only	3
North West	Information not included in directory	5
Western Cape	Mixture, mostly emergency and first stage	18
TOTAL		89

We surveyed eighteen of these shelters from across the country, in order to establish what models of shelter provision are being implemented, and to canvas the opinions of shelter providers on a number of issues.

Duration of stay, size of shelter and type of accommodation

The interview process confirmed that there are far fewer longer-term, second-stage shelters than first stage shelters. By far the majority of shelters offer short-term, first stage accommodation to relatively small numbers of women, in domestic scale accommodation, such as houses.



Table 6.2: Most common shelter type offered, first stage housing

Name of shelter	Number of women and children accommodated	Duration of stay permitted	Type of accommodation
Goldfields Family Advice Organisation	About 20 women and their children	3 months	4 bedroomed house
Eldorado Park Women's Forum	About 15 women and their children	3 months	Shared bedrooms in a house
United Sanctuary for the Abused	About 25 women and their children	3 months	3 bedroomed house
Esther House	Up to 30 women and their children	3 months	Dormitories in a house

A number of shelters offer emergency overnight accommodation only or accommodation for less than two weeks.

Table 6.3: Overnight and emergency shelters

Name of shelter	Number of women and children accommodated	Duration of stay permitted	Type of accommodation
Tshirelso People Against Abuse	About 8 women and their children	Overnight	3 bedroomed house
Advice Desk for the Abused, Durban	About 12 women and their children	Up to 2 weeks	4 bedroomed house
Bolakanang Support Centre, Free State	About 20 women and their children	24 hours (maximum a week)	A large room sub-divided into four bedrooms
Serobe Crisis Centre	About 10 women and their children	48 – 72 hours	3 bedroomed house
Ikhaya Lethemba One Stop Centre	About 20 women and their children	2 – 3 days	Dormitories

Very few shelters we interviewed offered longer-term, second stage accommodation.

Table 6.4: Longer term, second stage accommodation

Name of shelter	Number of women and children accommodated	Duration of stay permitted	Type of Accommodation
The Potter's House	About 24 women and their children	6 – 12 months	Converted tram shed
Alberton Methodist Care and Relief Enterprise (AMCARE)	About 15 women and their children	6 – 18 months	4 bedroomed house
Usindiso Ministries	About 80 women and children	Up to 6 months with extensions	Converted inner city building
The House	About 40 teenage girls and women under 25 years	Indefinite – until re-united with families or independent	Dormitories in large house

Ikhya Lethemba is planning a second stage facility which will accommodate 140 women and their children. They will be able to stay for 3 – 9 months.

It was generally found that shelters rarely accommodated more than 30 women and their children, although there were a few shelters that did accommodate larger numbers, some in converted inner city buildings and others in houses and flats in more suburban settings.

Table 6.5: Large shelters in buildings

Name of shelter	Number of women and children accommodated	Duration of stay permitted	Type of Accommodation
Loiseville Support Centre	About 80 women and children	Up to 6 months with extensions	Former Kangwane Government offices
Usindiso Ministries	About 80 women and children	Up to 6 months with extensions	Converted inner city building

Table 6.6: Large shelters in houses

Name of shelter	Number of women and children accommodated	Duration of stay permitted	Type of Accommodation
Bienvenu Shelter	About 55 women and children	6 months	Single rooms, flats and dormitories on large suburban property
Bethanie Shelter	About 50 women and children	6 – 18 months	A house and four flats

Many of those interviewed favour a setting that resembles a domestic home rather than a large institution. For this reason houses seem to be the preferred option, preferably in fairly central areas where there is transport and access to other services, such as clinics, schools and shops.

Almost all of the shelter providers expressed the need to have more second stage accommodation, because it is difficult to send women away without further housing options after three to six months. It is at this critical point that a woman may return to the abusive relationship because of a lack of alternatives. This is also identified as a problem by the Department of Social Development, who is therefore keen for the Department of Housing to play a role in shelter provision.



Funding

Funding is a huge problem. Many shelters receive some government funding and a few are wholly government-funded institutions. The majority have a mix of government and donor funding.

Table 6.7: Funding

Province of shelter	Percentage of government funding	Department	Other Funders
Free state	60%	Free State DSD	Private donors, corporates, etc
Free State	100%	Free State DSD	
Gauteng	75%	Gauteng DSD (NDoH paid for renovation of building)	Churches, etc
Free State	100%	Free State DSD	
Gauteng	50%	Gauteng DSD	Churches, overseas funders, individuals
Free State	50%	Free State DSD	Churches, corporates
KZN	85%	KZN DSD	Lotto, banks
Western Cape	About 50%	Western Cape DSD	Community Chest, churches, individuals
Gauteng	About 50%	Gauteng DSD	Overseas donors, the public
Gauteng	50% (but reducing)	Gauteng DSD	Churches, individuals, corporates, etc
Gauteng	80%	Gauteng DSD	Lotto, corporates
Mpumalanga	100%	Mpumalanga DSD	

Ikhaya Lethemba, in Johannesburg, is funded by a number of Gauteng provincial departments, including Community Safety, Public Works, Social Development, Health and the National Prosecuting Authority. The shelter is a provincial government project and is meant to be held up as an example of inter-governmental coordination, bringing together a range of services under one roof.

A few shelters are 100% self-reliant. These are often funded by a particular church. Others raise funds from the Lotto and various corporates. The few shelters that are wholly funded by donors were reluctant to obtain government funding as the funding requirements are seen to be too bureaucratic and cumbersome. For example, the reporting requirements are seen as onerous and this makes state funding unattractive.

Only two of the shelters interviewed charge women rent for staying in their facility. Rent is generally charged for accommodation in second and third stage shelters, when it is charged at all. Usindiso Ministries charges R2 per day, which it uses to cover breakages and minor damage to the shelter such as broken windows, doors, etc. St. Anne's charges R450 per month for second stage shelter and R750 per month for third stage shelter. St. Anne's does have a minimal charge of R60 per month in its first stage shelter as well. But it runs a variety of programmes and has in place mechanisms to assist women to earn this money from the time they enter the shelters. The amount collected covers less than 1% of the overall costs of the shelters, but is aimed at inculcating a sustainable and self reliant ethos in the women.

Programmes

All the shelters we interviewed offer programmes ranging from life skills, counselling and a wide range of skills development courses including sewing, baking, computer skills, shoe making, gardening, beadwork, crafts, literacy, CV preparation and child care training. One shelter, St. Anne's, sends women to the local technikon and pays for them to enrol in any courses of their choice, including hotel and tourism and receptionist training. One of the shelters runs a domestic employment agency from its premises and places women in employment if it can.

Gaps and problems with Provision

The shelter stakeholders interviewed for this report all felt as though they were working in a vacuum without any real guidance and assistance from the government. All have difficulty meeting their costs and express the need for more funding. The shortage of facilities and the lack of funding for the creation of new shelters are cited as key problems.

▪ Urgent need for second-and third-stage accommodation

Because there is virtually no second and third stage accommodation, many of those interviewed told us that women have to either return to abusive partners or live in very poor conditions after they leave.



▪ Accommodation for Boys/men

The accommodation of boys over 12 can be a problem as most shelters exclude older boys. This was felt as something that needs to be addressed. There is also a question mark regarding shelter for abused males. This has yet to be placed on the agenda and taken up as a programme by shelter providers who mostly provide their services to women who have been abused.



▪ Programmes for children

The need was expressed to have some programmes for children. Most programmes being run in shelters focus on the women (with the exception of St. Anne's which runs special programmes for children).⁷

▪ Shelters in rural areas

In general, the view has been expressed that there are too few shelters in rural areas and this is something that must be addressed.

▪ Operational funding is not available or is inadequate

Funding continues to be identified as a problem. Shelters said they struggled to find funding for all the various operational expenses. Funding is required for:

- staff and salaries;
- municipal service charges for electricity, water and rates (if the property is owned);
- food;
- extras that are provided such as blankets, toiletries and bus fare to get to the clinic;
- administrative costs such as paper, telephone lines and fax machines.

⁷In an interview with St. Anne's it was stated that children who accompany their mothers to shelters require counselling and emotional support as much as their mothers. They said that there has to be a recognition that the children suffer as much trauma, if not more, from living in a family where abuse has been taking place.



In general, the need for more funding for operational costs from the Department of Social Development, was expressed. Most of those interviewed saw a clear role for the National Department of Housing in funding the costs associated with acquiring and renovating buildings and ongoing capital maintenance costs. It seems to be a common problem experienced by NGOs operating shelters on shoe-string budgets that there is no funding for capital maintenance of buildings such as roof repairs, painting, plumbing and electrical repairs of a large-scale nature.

Many of the shelters were using volunteers as staff who are receiving stipends from the Department of Social Development. They wanted to see these stipends converted to proper salaries, because these staff members are unable to sustain themselves on such low stipends for extended periods of time.

▪ Capital funding is required

Capital funding is needed for:

- buildings and/or property acquisition;
- ongoing capital maintenance costs for buildings; and
- furniture and other capital equipment required to start up a shelter.

For shelters that are already up and running, capital is required to upgrade and maintain their buildings. This is one area of funding that is not easily found.

▪ Local authorities should assist

Many expressed the view that local authorities should reduce rates and keep service charges such as water and lights costs at a minimum. Some municipalities are giving reductions in rates or service charges and it was felt this should be done on a more consistent basis. In Johannesburg, shelters in inner city buildings were being required to pay non-domestic, higher charges for water and electricity because they were not zoned as domestic. To have this problem rectified has proved almost impossible. In general, there is a concern expressed that local authority charges should be reduced to make the shelters run more viably.

▪ The roles of different departments and levels of government are not clear

It was felt that in each province, some form of clear guidelines should be available on what funding and other support is available, and from whom.

What is important, and was recognised in 2004, is that "government as a whole is not effectively pulling together the package of information, grants and benefits that are already available to vulnerable groups into a collective impact" (Charlton, 2004, p. 25). And perhaps this is as important as developing new policies and further products. This is a possible role for local government.

In general, there is a concern expressed that local authority charges should be reduced to make the shelters run more viably.

7

Sustainable Institutions and Sustainable projects

This chapter explains what makes a sustainable organisation and a sustainable project. The information provided is of a very general nature, and would have to be adapted to specific situations.

There are two strands of sustainability, namely sustainable institutions and sustainable projects.

Sustainable Institutions

1. Legal entity

Any NGO that provides social services and housing to abused women should be legally established as a Section 21 company or trust, and should comply with the relevant legislation regarding registration. Such organisations can also choose to register with the Receiver of Revenue as public benefit organisations so that they can be given tax exemption. If an organisation wishes to receive funding from the Department of Social Development, it could register as a non-profit organisation in terms of the Non-profit Organisation Act, 71 of 1997.

2. Governance

An institution that provides housing for abused women must be properly governed. This usually means that there should be a board of governors or trustees who are independent of the organisation.

3. Management

Sustainable organisations should have proper management structures in place. This inevitably means competent management staff, good leadership and systems in place designed to promote efficiency. Care must be taken not to create top-heavy organisations with high staff costs. Organisations should start small and streamlined and only grow as they become sustainable and have sufficient funds to pay salaries.

4. Funding of organisation's operational costs

In the shelter sector, the operational costs of shelter organisations are paid for by funds raised either from government in the form of grants or from donors. If rental is paid, possibly in third stage shelters, this can contribute to the funding of the operational costs. Rentals from communal housing projects and social housing projects can be sufficient, if the operational costs are managed properly, to cover these costs.

Some transitional housing facilities, with low operational costs, are managing to cover their operational costs through rentals paid by occupants.

Definition of projects

(Many of the points set out in this section are taken from information provided by the Project Preparation Trust of KwaZulu Natal.⁸)

Sustainable Projects

⁸Mark Misselhorn, the CEO of the Project Preparation Trust gave a presentation to the participants of a Shelter Training Course in August 2006. Many points on project preparation, and sustainable projects, are taken from his presentation.



What is a project?

A managed process that uses resources to achieve specified objectives within identified time frames.

Project Cycles

What are the cycles of a project?

- Concept and feasibility;
- Design – specification and costs;
- Implementation and construction;
- Commission and hand-over (and review); and
- Operating maintenance.

Note:

The importance of the concept and feasibility stage, and the design stage are paramount. They have the greatest influence on the project for the least cost. They provide an opportunity to make long-term positive impacts. Bad choices made at the beginning can create later irreversible problems.

What are the preconditions for projects success?

- Clear and appropriate purpose and concept;
- The required resources in place:
 - Human (including specialist and project management);
 - Financial;
- Project basics (planning, concept, feasibility and design) are in place or attended to at the earliest opportunity).

What are project basics?

Factors without which a project will not succeed;

- They vary from project to project;
- They often constitute key threats which could jeopardise the project;

Things that must be lined up are:

- There must be a clear demand for the project;
- There must be funding. This should be confirmed before detailed project preparation takes place. It usually means the project should have obtained conditional or in-principle commitments to funding subject to the submission of a convincing application within a specified time period;
- The site and location must be suitable. This means it must be accessible to beneficiaries and compliant with municipal planning requirements. Land/buildings must be available. If the project involves a newly built structure there must be bulk services available such as water, roads, electricity, telecommunications, sewers, sanitation, etc.;

There must be stakeholder support;

A professional team of specialist must be available to do the work required (essential for pre-feasibility and feasibility stages).

Project Preparation

Project preparation allows one to:

- Determine whether a project can be effectively and properly implemented because all the technical, social and financial investigations show this;
- Project preparation assists in determining whether a project is viable;
- Project preparation:
 - Is consultative;
 - Looks at how to control risk;
 - Obtains stakeholder buy-in;
- If a project is shown to be viable, the project preparation stage allows a funding proposal to be prepared and/or proposals to be made to partners.

What activities does project preparation consist of?

- A needs assessment;
- Community and stakeholder consultations;
- Identification of sources of funding;
- Land availability arrangements;
- Assessment of site suitability;
- Getting buy-in from key stakeholders;
- Developing a clear project concept and financial estimates;
- Preliminary design and estimates of capital and operational expenses of project; and
- Applications to funders or partnerships.

Why is proper project preparation important?

- The greatest influence for the least cost in the early stages;
- High returns for small financial investment;
- Enables risks to be identified and removed from early on;
- Allows development opportunities to be maximised;
- Allows funding to be identified;
- Enables cash flows (expenditure) to be predicted and programmed over time; and
- Enables smooth project implementation.



Important Stages of project preparation

- 1. Project identification and prioritisation (1–4 weeks).** Here it is important to identify the right project for the right place at the right time. If there are a number of possible projects, these must be prioritised, in terms of things like stakeholder support, land availability, available funding, compatibility with municipal plans (IDPs), level of needs, etc.
- 2. Preliminary assessment (1–2 weeks).** Here one is starting to assess whether a real project is going to be embarked on. One would need to identify key risks and opportunities and determine what the scope of work and budget is, that is required for the next phase – pre-feasibility.



- 3. Pre-feasibility (2-6 months).** This phase involves assessing project basics carefully and determining whether land and funding is available, whether the site is suitable and if there are sufficient bulk services. Some rough costs should be defined and an assessment made to see if there is preliminary stakeholder support. A team of experts should assess project basics. This stage should prepare a budget for the feasibility stage.
- 4. Feasibility (3-6 months).** The purpose is to finalise the project concept, define the design, calculate costs, prepare business plans and applications for funders and to refine the detail. The specialists should assist or carry out this work. The outputs of this stage are well supported applications or business plans.
- 5. Follow through with funders or implementation partners (2 weeks-over 1 year).** The purpose of this phase is to obtain funding approvals, resolve queries, and follow up issues. The outputs of this phase would be funding approvals and development agreements.
- 6. Review (yearly basis at least).** The purpose is to determine the effectiveness of the project and the project preparation process.

Long-Term Sustainability of Shelter



1. Operational costs

Once a shelter has been built, its long-term sustainability will be based on its ability to raise the required operational funding to cover all operating expenses.

The operational costs of shelter provision cover the following –

- Electricity, water and rates;
- Food (in some shelters);
- Staff salaries;
- Administrative costs; and
- Training and counselling programmes.

The cost of initially furnishing a shelter, while strictly speaking, a capital cost, is usually seen as an operational expense.

2. Income sources

The sources of funding for charitable NGOs providing shelter to abused women are generally government funding as set out above, from the Department of Social Development or donor funding.

Income from rentals paid by occupants could be a small source of funding, particularly for second and third stage shelter.

Cross-subsidisation could assist in certain operational costs being met, if there is a partnership with another organisation and mixed-use project, as in the case of Yeast City Housing (see page 42).

If the shelter is designed in such a manner that a certain area could be let out on a commercial basis, income could be obtained from such rental, e.g. A shop could be built underneath a building that is used for a shelter which is let commercially.

Best Practice

To conclude this chapter on sustainability, we have included a short description of three projects – Yeast City Housing, Madulamoho Housing and St. Anne's. All three are sustainable projects, with various housing types and options offered, and demonstrate that shelter provision can be viewed in a number of interesting and unusual ways.

Yeast City Housing

The Yeast City Housing project in the inner city of Pretoria has a number of features that make it a very inspiring model for shelter provision.

The Potter's House, a women's shelter, joined forces with Yeast City Housing and together a new, mixed-use project was established on a piece of land in the inner city of Pretoria, which now consists of a women's shelter, some offices, communal housing and transitional housing projects. The Potter's House had access to the land and social services expertise and Yeast City Housing was able to raise development finance and subsidies, and to provide housing development expertise.

What the project offers to our understanding

- The project demonstrates that partnerships between charitable, welfare orientated NGOs that provide women's shelter and housing associations, social housing institutions and NGOs that provide housing to the poor, can be very strategic;
- Such partnerships are able to leverage resources effectively;
- Mixed use projects on well located pieces of land can create communities;
- Cross-subsidisation takes place which increases chances of overall sustainability
 - Women's shelter pays no rent;
 - But women's shelter provides a social worker to assist everyone in the project (i.e. people in the transitional housing components, communal housing component);
 - All the projects share an office, telephones and other resources;
- The project as a whole runs the finances and raises subsidies and loans;
- Management is centralised and governance based in one organisation.

Table 7.3 : Yeast City Housing Projects

Project	Subsidy	Number of Units
The Potters House (abused women's shelter)	Transitional Housing, special needs	25
Litakoemi	Transitional Housing /communal housing	31
Burgers Park	Institutional	16
Living Stones	Transitional/institutional	27
Hofmeyr House	Transitional/communal	54
Kopanong	Institutional	62
Sediba	Institutional	45
Rivoninga Care Centre	Special Needs	20

Yeast City Housing: Women's shelter, provides a social worker to assist everyone in the project (i.e. people in the transitional housing components, communal housing component).



There is also a shelter for young girls at risk, as well as a facility for adult homeless inner city communities.

What is interesting about the Yeast approach is:

- the subsidy funding has been accessed time and time again for these varied projects;
- a range of accommodation suiting different needs has been provided;
- people can move up the housing ladder in one organisation and in one community;
- it shows that within the existing housing subsidy regime, a great deal of space does exist to establish a range of housing projects.

Mesaksie

As in the case of Yeast City Housing, this is a partnership between a charitable Christian welfare organisation, MES, and a housing association – Madulamoho Housing. This Section 21 company manages an innovative inner city project, the New Europa in Hillbrow, Johannesburg.

The New Europa provides a mixture of transitional housing, communal housing and social housing for low income earners. There are 14 units on the top floor with bathrooms and kitchenettes, 43 communal housing units and 11 transitional housing units. Rentals range from R650 per month to R900 for the upper units. There are also 100 emergency shelter beds available for 72 hours.



What the project offers, to our understanding

- The project demonstrates that partnerships between charitable, welfare-oriented NGOs and housing associations, work well;
- MES provides services such as health programmes, crèches, outreach youth programmes, training programmes, community care programmes and the like and has a strong emphasis on building communities;
- Madulamoho is a housing association with skills in development and project and property management and is able to manage the housing components effectively;
- Such partnerships are able to leverage resources effectively;
- Mixed use projects on well located pieces of land can create communities;
- Cross-subsidisation takes place which increases chances of overall sustainability;
- The project as a whole runs the finances and raises subsidies and loans;
- Management is centralised and governance based in one organisation.

St. Anne's

St. Anne's, in Cape Town, offers a variety of housing options to pregnant, abused and homeless women with children. The aim is to provide a holistic self-empowerment programme that develops the social, personal, creative and vocational skills of the inhabitants.

St. Anne's offers all three stages of accommodation. It owns various houses in Woodstock where these facilities are situated. The first stage shelter allows women to stay for four to six months in shared accommodation. Second-stage accommodation houses women in their own rooms for six to twelve months and

Counselling is offered to the women and children, in addition to a wide range of training and education.

third stage accommodation, a higher level of accommodation, is available to women from twelve months to two years. A crèche, a skills training centre and a shop all form part of the organisation.

Counselling is offered to the women and children, in addition to a wide range of training and education. The approach is to try and assist women to become functional families again, with their children, find employment and develop healthy relationships with their children.

What the project offers, to our understanding

- The project demonstrates that one institution can provide all three stages of accommodation required by abused women;
- The project as a whole runs the finances and raises subsidies and loans;
- Management is centralised and governance based in one organisation;
- Holistic approach to developing sustainable family units is a key.

Resources

The following are a few key resource organisations that were of assistance in this project and which offered a great deal of inspiration in terms of innovation. All these organisations are willing to act as resources and can be contacted. On all the websites listed, much further information is available, in addition links to other similar organisations.

Social Housing Foundation

Website: www.shf.org.za

Tel: 011 274 6200

Email: marlon@shf.org.za

Timothy Tau and Danny Vengedasamy

Yeast Housing

Website: www.tlf.org.za

Tel: 012 320 7962

Email: yeast@tlf.or.za

stuart@PCM.org.za

Stuart Talbot

Project Preparation Trust

Website: www.pptrust.co.za

Tel: 031 305 1288

Email: pptrust@worldonline.co.za

Mark Misselhorn

St. Anne's

Website: www.stanneshomes.org.za

Tel: 021 448 6792

Email: info@stanneshomes.org.za

Elizabeth Petersen

MES

Website: www.mes.org.za

Tel. 011 725 6531

Email: info@mes.org.za



Standardised Database

A standardised database should be developed for the sector on how to apply for funding, what funding is available and from whom. Such a database could also contain templates which provide assistance in preparing business plans for developing shelters and for managing them once they are built. Those NGOs that successfully access funds and implement projects could make available the manner in which they implement projects to assist others that need advice.

The need for partnerships

Government and NGOs have to work together. All the stakeholders express the strong view that, for women's shelters to be delivered in a sustainable manner, partnerships are a prerequisite. "In all cases projects need to consist of a partnership between : a) Department of Housing; b) either the departments of Social Development or Health; c) an appropriate welfare or health NPO or similar organisation operating at grass roots level" (eThekweni, 2005, p.8). Astrid Wicht argues that partnerships for women's shelters are essential "with the lead state department being Social Services" (Wicht, 2006, p. 14).

But NGOs are still on their own. A partnership approach is critical because each component plays a very specific role that cannot be undertaken by anyone else. Right now it is mainly the NPOs, NGOs, non-profits and other welfare groups that are providing shelter for women, with some assistance in respect of operational funding, from the Department of Social Development. Rarely does one find a model in practice where all the elements of a partnership exist. The need for this partnership to become a fundamental component of the approach to women's shelters must be stressed. There is a role for all spheres of government and a number of different departments, alongside the NGOs.

NGOs working with other NGOs. Women's shelter groups could consider forming partnerships with other NGOs with whom they can make critical interventions. For example, the Yeast City Housing experience has indicated that a social welfare organisation could form a partnership with an NGO that is a housing institution. The two NGOs could successfully initiate and implement a cluster development that includes many forms of housing, cross-subsidisation across the project and a mixed use development, as Yeast has done. The women's shelter is part of the larger development and various benefits, as indicated earlier, become apparent.

Drivers of projects should be NGOs. Drivers of projects should be the NGOs, CBOs, women's groups, churches or other organisations that intend to manage and run the facility.

There is a role for the private sector. While shelter provision for abused women should be driven by NGOs, the private sector could provide invaluable technical and financial assistance and should be drawn upon where appropriate.

The roles of other players must be clear. When a project is being initiated, the NGO driver must start with the local authority – and be assisted from there, to bring the other players together. The local authority is the logical starting point, because the NGO needs to ensure that the zoning would allow a shelter to exist at the proposed location. The local authority is required to approve the establishment of a shelter. If building is to be undertaken, building plans have to be approved and building inspectors have to monitor and check that there is compliance. The provincial Department of Social Development could be a parallel starting place, and

The need for this partnership to become a fundamental component of the approach to women's shelters must be stressed.

could play a coordinating and facilitating role, ensuring that the NGO is assisted in obtaining the different approvals and funding. The Provincial Department of Housing should be approached for subsidies and should request that the applicant indicates that local authority and Department of Social Development approval have already been obtained. This should be a pre-condition for approval of subsidies. The Department of Housing should not have to assess the viability of the project from a service provision point of view. This should be the task of the Department of Social Development.

It is imperative that the different roles of these parties be defined clearly and that NGOs are assisted in getting applications through.

Project Preparation must be recognised as a key component of projects and be funded

Project preparation. KwaZulu-Natal is the only province that has an institution called the Project Preparation Trust. This organisation (itself an NGO) assists NGOs that want to undertake special needs housing projects to undertake the initial feasibility studies and project preparation of their applications for funding. NGOs often lack the capacity to prepare properly and thereby could risk failure (eThekweni, 2005, p.15).

The project preparation phase is critical, particularly in an environment where funding is being accessed from diverse sources, each with their own stringent requirements for successful access.

Funding for project preparation must be provided. The cost of project preparation for special needs housing projects is generally between R40 000 to R80 000 and should be factored into any application. It is also argued that this money should be provided by the Provincial Housing Departments and is a cost that must be accounted for. In fact the concept of project preparation funding is enshrined in the National Housing Code. Project preparation funding is generally deducted from the cost of the project (the total subsidy amount) when it comes through. This needs to be formalised in the provincial housing policy guidelines.

Removing the obscurity

The discussion about women's shelter models, indicate that there are many different funding arrangements that exist or that could be used. It is not easy to find out what funding is available from which department and for what services. At the very least, those departments involved in funding women's shelters should get together and make known to the public what bundle of funding is available and how to apply for it, in each province.

Bottom up approach should be adopted

Rather than waiting for government to deliver and to change and improve its policies, the shelter-providing sector should initiate and implement projects in the provinces which are aimed at nudging government towards a more facilitative funding and policy environment. KZN is an example of how a bottom up approach can create shifts in government's approach. There, grass roots organisations simply have been initiating projects of a variety of types (as set out above) and have been lobbying and pressurising the Provincial Housing Department to fund these. As we stated in Section 4, seventeen projects have been funded by the Department within the special needs programme. Other provinces should start getting projects off the ground and begin pressurising their provincial housing departments to assist with capital funding.

If building is to be undertaken, building plans have to be approved and building inspectors have to monitor and check that there is compliance.



8

Recommendations

We have tried, throughout this handbook, to give practical, hands-on information on various matters pertaining to women's shelter provision.

Here we set out recommendations that may enable stakeholders to take the process of the Housing Roundtables forward. Some recommendations are aimed at the sector itself while others point out the various deficiencies and weaknesses in the role that government currently plays. Many of these proposals can be used to lobby government to make changes which would create a more enabling environment to implement projects.

The recommendations fall into two main categories. The first is the general capacity building, empowering category. Here, recommendations are designed to assist the sector to grow stronger and be empowered to implement projects. The second category of recommendations are aimed at government and if implemented would create a much more facilitative environment for shelter providers or potential shelter providers.



Empowering the Shelter Providing Sector

Straightening up the terminology

In Section 2 of this report we tried to give an overview of all the terminology that is used to describe shelters. We conclude by recommending that a common language must be used and where possible the same terminology.

Emergency Shelters. We recommend referring to emergency shelter as that shelter that literally provides overnight accommodation (or maybe 72 hour accommodation) to women in emergency situations where they are in danger, owing to the nature of the abusive relationships they are in.

First-Stage shelter. This report recommends that after emergency shelter we must talk about first stage accommodation that provides short-term accommodation to women. The norm in this type of facility is usually up to three months.

Second-Stage shelter. Second-Stage shelters provide longer-term accommodation to women and while this varies from a period up to six to nine months, it should, in an optimum situation be up to eighteen months to two years. The transitional housing financing model used in Gauteng and KZN is the current NDoH programme that should be extended to all provinces, and refined, to fund this kind of accommodation.

Third-Stage shelter. Third-Stage accommodation refers to accommodation which is more long-term and permanent. The current institutional subsidy programme (the NDoH funding model) could be used to provide communal housing.

If the national policy distinguished between different phases of shelters and the guidelines were clearer, provinces could provide a more user-friendly service.





Policy Recommendations

The recommendations contained in this section involve lobbying government to make certain changes in policy. Here, there is much work to be done by stakeholders that involves engaging with both national and provincial government to obtain buy-in to the ideas set out hereunder and to pressurise departments to make these changes.

The NDoH policy must be clearly defined

National policy is required for all groups that have particular housing needs. The NDoH should prepare a policy for all groups that have particular housing requirements, including abused women. It is currently doing this, but it is imperative that abused women's housing features as centrally in this policy as housing for other groups, such as AIDS orphans and homeless people.

A national programme with detailed implementation guidelines should be made part of the National Housing Code. Such a programme should enable NGOs which provide women's shelters to access funding for:

- first-stage shelter using the transitional housing subsidy;
- second-stage shelter, also using the transitional housing subsidy; and
- third-stage shelter. The subsidy for third stage shelter should be the institutional subsidy for communal housing or the new social housing subsidy.

Provinces should administer these programmes in such a manner as to make them accessible and understandable to NGOs.

Transitional Housing Programme should cease being a pilot. With immediate effect, while the NDoH is deliberating new policies, it must make the Transitional Housing Programme a national programme. This would mean that all provinces would be able to implement it. National guidelines on this policy should be prepared, which should be made flexible enough to cater for the various stages of accommodation mentioned above, and to cater for domestic scale accommodation where this is preferred.

Emergency programme should be extended. The national emergency housing programme should be extended to allow service providers that accommodate women in crisis to access government funding for emergency shelters. Currently these facilities are generally not funded by the Department of Housing.

The Department of Social Development must communicate its policies more adequately to stakeholders, and its policies should be clarified

Creating uniformity. The service providers would benefit if there was a consistent, transparent approach to funding of shelters which was not subject to the vagaries of politics and changes in political priority. Transparency and consistency should be the hallmark of policy and funding.

User friendly policy. The Department of Social Development should ensure that its policies are user friendly. They should be simplified and made far more transparent and accessible and be published widely so that everyone is given very clear guidelines regarding how to access funding.

It is imperative that abused women's housing features as centrally in this policy as housing for other groups, such as AIDS orphans and homeless people.



Phased approach. The Department of Social Development should adapt its policy to recognise phases of accommodation. Each requires different funding, different programmes and different business plans because the imperatives of each are different. For instance, the second stage model requires greater emphasis on programmes than third stage accommodation. Third stage facilities can recover some expenses by charging rent. Yet, such facilities may still require some Social Development funding to assist with programmes. These are all issues that require investigation as they would fine tune the existing policy and make it reflect the housing ladder approach to abused women's accommodation requirements.

Provincial monitoring. Respondents have said that one of the problems that face the sector is that many fly-by-night or dubious operators open shelters. These are unmonitored by any authority and no standards are applied. Provincial departments of Social Development should continue to process applications, approve funding and play a monitoring role. This works well. Where there are particular best practices, these should be replicated. For example, the Gauteng Department of Social Development assists NGOs to become financially viable in situations where it identifies weaknesses, instead of de-registering them. A stick-like approach should be avoided and instead monitoring should be non-punitive and aimed at facilitating improved service delivery.

The Role of Local Authorities

Policies must be developed. Local authorities have an important contribution to make to women's shelters. They should develop consistent and transparent policies on rates rebates and reductions, and on service charges.

Monitoring Role. Local authorities have a monitoring role to play. Their health departments and planning departments need to indicate exactly what their role is so that this is known to applicants. In Johannesburg, the Health Department inspects shelters to ensure that they comply with health standards. Moreover, as was mentioned earlier, building inspection and planning approval is a prerequisite for a shelter to be developed. Currently, child care facilities and crèches are inspected by local authorities, and it seems appropriate that women's shelters should have to be registered with local authorities and be inspected by them on an ongoing basis. Certain standards could be stipulated, possibly in by-laws, and local authorities could send inspectors to check on compliance at regular intervals. This monitoring role could be developed with provincial departments of Social Development so as to avoid any duplication. The points about non-punitive monitoring, mentioned above, apply equally here.

Local government guidelines. Perhaps local authorities should publish guidelines and step-by-step procedures to be used by NGOs who are trying to set up shelters, to assist them manage the process. Such guidelines should specify exactly what role local government plays and which department is responsible for what.

Perhaps, because local government is the starting point for anyone wanting to start a shelter, it should provide a summary of all funding available from all the different national and provincial government sources, to applicants.

The new Social Housing Programme enhanced subsidy should be available for women's shelters

Enhanced subsidies. The Social Housing Programme is to provide an enhanced housing subsidy, far higher than the current institutional housing subsidy discussed above of about R34 000 per beneficiary, to use for rental and cooperative housing



in specially designated areas. The programme is aimed primarily to enhance delivery of rental housing to mixed-income groups in areas where there are job opportunities, good transport nodes and other infrastructure. These areas, referred to as restructuring zones, are on expensive land that pushes the price of such housing so high that poorer people are excluded. The Social Housing Policy's aim is to promote rental housing in such areas in projects that make available at least 30% of each project to people earning between R1500 and R3500. The policy states that average rentals for this income band should be about R 825 per month. If a project has more than 30% of its housing targeted towards this income group, a higher amount of capital subsidy will be available.

Extending enhanced subsidies to transitional and communal housing projects. It is being mooted, at the time of writing, that this social housing enhanced subsidy should be extended to transitional housing and communal housing projects. The idea would be that in restructuring zones, projects can be initiated by special needs groups, including women's groups, for funding for transitional housing projects or communal housing projects. In such cases, the same augmented subsidies should be payable. This would make such projects more viable.

If a project has more than 30% of its housing targeted towards this income group, a higher amount of capital subsidy will be available.



9. List of References

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Shelters that participated in this research

Gauteng

Alberton Methodist Care and Relief Enterprise (AMCARE)
Bethanie
The House
Usindiso Ministries
Bienvenu
Ikhaya Lethemba One Stop Centre
The Potters House
Eldorado Park Women's Forum
Christian Life Haven

Free State

Goldfields Family Advice Organisation
Tshirelso People Against Abuse
Bolakanang Support Centre
Serobe Crisis Centre

KZN

Advice Desk for the Abused
Esther House

Western Cape

St. Anne's Homes
United Sanctuary Against Abuse

Mpumalanga

Louisville Support Centre

Interviews/discussions

Joan Groenewald – National Department of Social Development
Peet Human – Gauteng Department of Social Development
Chris Lund – Madulamohou Housing Association
André Meyering – National Department of Public Works

Mark Misselhorn – Project Preparation Trust, KwaZulu Natal
K. Sedumedi – Gauteng Department of Public Works
18 shelter providers

Workshops/meetings

CSVR Roundtable, 26th July 2006.
CSVR Training Workshop: Provision of Shelters for Abused Women, 29th – 30th August.
Transitional and Special Needs Housing Forum, 23rd May 2006. Hosted by Social Housing Foundation.





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