

EVALUATING THE EFFECTIVENESS OF THE PROVISION OF
LOW-COST HOUSING WITHIN THE KWADUKUZA
MUNICIPALITY: A CASE STUDY OF NTSHAWINI AND ETHETHE
AREA

By

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(201453020)

Submitted in fulfilment of the requirements for a Master's Degree in Public
Administration (MPA), in the Faculty of Commerce, Administration & Law at

The

University of Zululand

(UNIZULU)

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JANUARY 2020



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Letter of Editing

This report serves to state that the dissertation submitted by Jabulisiwe Ntombela has been edited.

The dissertation was edited for errors in syntax, grammar, punctuation and the in-text referencing system used.

The edit will be regarded as complete once the necessary changes have been effected and all of the comments addressed.

Thank-you for your business.

P. Fogg

Pauline Fogg

DECLARATION

I declare that this thesis is my own original work. Where other people's work has been used (either from a printed source, internet or any other source), this has been properly acknowledged and referenced in accordance with departmental requirements. I also declare that no portion of the work referred to in the project has been submitted in support of an application for another degree or qualification of this university or any other institution of learning.

Jabulisiwe N. Ntombela

January 2020

DEDICATION

This dissertation is dedicated to my parents Thamsanqa Robert Ntombela and Keni Patience Ntombela, who have been supportive throughout my academic journey and have allowed me to achieve the goals I have set for myself. Their never-ending love and support has led to the fulfilment of this Masters in Public Administration as well as my son Siphesihle Uchenna Nwazi.

ACKNOWLEDGEMENTS

Firstly, I would like to thank the Almighty God for giving me the courage, strength and wisdom that I needed in order to overcome challenges during the course of this study. His grace and mercy is truly sufficient for each and every one of us. I would also like to express my sincere appreciation to the following people who contributed immensely towards the completion of the study.

- My parents who afforded me the opportunity to register at the University of Zululand to pursue my undergraduate studies up until postgraduate level.
- My Supervisor, Dr N.N. Jili for her patience, her understanding, her support, her critical thinking as well as guidance in ascertaining the completion of this study in record time. Words fail me when I think of how it all commenced. Thank-you for always encouraging me, and seeing the potential in me and most importantly for allowing me to grow academically. May the Almighty God continue to bless you.
- Special gratitude goes to my Fiancé Simon Chukwuemeka Nwazi, for always being positive and optimistic about everything relating to my study. Thank-you for your patience, your never-ending support and selflessness that surpassed my imagination and expectations.
- My sincere appreciation goes to the Research Committee as well as the National Research Foundation (NRF) for funding. The funding was extremely helpful throughout the study. I couldn't have completed the study in record time if it wasn't for the funding received. Thank-you so much.
- Tremendous appreciation goes to the Ntombela and Ngwenya family, for their never-ending love and support.
- I would love to thank the KwaDukuza Municipality for allowing me to conduct the study within their jurisdiction and all Municipal officials that participated, for their participation contributed a lot in the study.

- To the KDM Community safety team, I pass my sincere gratitude and appreciation for the support you gave me during my internship. All Heads of Departments were fully behind me and granted me the chance to do my research while on duty as well as ascertained that I receive all necessary information regarding the study. To the Executive Director of Community Safety Mr. Cecil Viramuthu, Fire and Emergency Services Unit Chief Nonhlanhla Mkhwanazi, Disaster Management Unit Mr Mlekeleli Gcabashe and Crime and Prevention Unit Mr Sithembiso Zungu, kindly receive my warm heartfelt appreciation. Thank you so much

LIST OF ACRONYMS AND ABBREVIATIONS

BNG: Breaking New Ground

DFA: Development Facilitation Act

DOH: Department of Housing

GEAR: Growth Employment and Redistribution

HS: Human Settlements

HSS: Housing Subsidy System

IDP: Integrated Development Plan

KDM: KwaDukuza Municipality

MEC: Member of Executive Council

NHBRC: National Home Builders' Registration Council

RDP: Reconstruction & Development Programme

RSA: Republic of South Africa

SAP: Structural Adjustment Programmes

SDF: Spatial Development Framework

SPLUMA: Spatial Planning and Land Use Management Act

For the purpose of this study, low-cost housing refers to government housing provided to beneficiaries earning a minimum of R1 500 and not exceeding R3 500 per month.

ABSTRACT

The study focused on evaluating the effectiveness of the provision of low-cost housing within the KwaDukuza Municipality (KwaZulu-Natal Province), using Ntshawini and eThekweni as areas of study. The main aim of the study was to identify and evaluate the effectiveness of the processes and procedures utilised in the provision of low-cost housing, as well as understand the perception of the general public regarding the provision of low-cost housing.

The departure of the study was mainly centred on the increasing number of concerns and violent protests taking place in the various parts of South Africa emphasising the inadequacy or rather lack of proper delivery of government housing to its beneficiaries encompassed with the right to housing found in section 26 of the South African constitution. Thereafter, the researcher took cognisance of the increasing number of protests and petitions which demanded low-cost housing within the KwaDukuza Municipal jurisdiction and opted to conduct an original research highlighting the processes and procedures involved, the role of local government (the Municipality itself) in the provision of low-cost houses, the barriers affecting the distribution of human settlements/ low-cost housing as well as the ill effects imposed on the community members due to the lack of the provision of adequate low-cost houses/human settlements.

The researcher then proceeded with the investigation using a qualitative method for the analysis upon which conclusions were drawn to sample 50 participants inclusive of Municipal officials, ward councillors and the general public from two identified areas (Entshawini and eThekweni) of interest which were areas that have been reported numerous times of having housing related protests. The main findings convey the public being highly unsatisfied and antagonised by the KwaDukuza Municipality for the lack of and untimely delivery, lack of involvement, lack of communication and an incomprehensible housing allocations policy for the already built houses. The findings also show the efforts made by the Municipality in ascertaining the efficient and effective delivery of these houses while addressing the challenges, barriers and difficulties that come with the provision of housing.

The study articulated the perceptions of the public as well as the information regarding the processes and procedures involved obtained from the Municipality to draw unbiased conclusions with amicable and viable recommendations.

In conclusion, the study recommends that the allocations policy needs to be continuously reviewed and re-strategized for each and every housing project within a municipality, Proper Communication channels need to be established while ascertaining the involvement of the public in the planning and execution of housing provision in order for the people to understand the progress made and the shortcomings of the projects and assist the Municipality with viable suggestions on the combating of these short comings rather than taking their frustrations to the streets, in that way, an amicable relationship between the Municipality and its people will be developed and more can be achieved rather than resolving dissatisfaction with vandalism.

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CHAPTER ONE

INTRODUCTORY CHAPTER

1.1 INTRODUCTION

There is a tremendously high housing backlog that is still building-up currently within South African urban zones. Wilkinson (2014) states that the housing backlog is 2.1 million units and this is expanding at a pace of 178 000 units every year. Inability to address occupants' needs may bring about political and social turmoil (Barry and Ruther, 2005:1), and the presence of informal settlements is one of the primary contributors to the turmoil. As per Misslehorn (2008), informal settlement inhabitants in South Africa face a great number of difficulties, for example; poorly constructed houses not suitable nor safe for human habitation, constrained access to essential services and unreliable tenure. It is speculated that 28 per cent of families in South Africa have unsecure residency (Magubane, 2016:1-2). As per Mashabela (1990:23), informal settlements in South Africa go back to the mid-1980s. One reason for the mushrooming of informal settlements is the establishment of black municipalities (which were local Authorities comprising of non-white individuals governing townships) that assumed responsibility for townships during the late 1980s. These municipalities did not and still do not have the financial ability to provide sufficient and adequate housing.

Additionally, Mashabela (1990:23) takes note of the nullification of the influx control system in 1986, which empowered migrants to bring their families to live with them in urban territories. This brought about the issue of homelessness and thus the huge development of informal settlements (Mashabela, 1990). The advent of democracy in South Africa in 1994 realised changes in housing conveyance. As indicated by Khan and Thring (2003:17), this incorporated the change of housing provision to give a supportable resolution to the issue of informal human settlements. Government was then faced with two concerns in terms of developing maintainable human settlements: Delivering at scale to diminish the housing need and defeating the spatial seclusion acquired from the politically-sanctioned racial segregation period. The study, therefore, aims to cross-examine the effectiveness of the provision of low-cost housing in the KwaDukuza Municipality, within the KwaZulu-Natal province.

1.2 BACKGROUND TO THE STUDY

Prior to the South African Democratic elections in 1994, colonialism and politically-sanctioned racial segregation, as well as spatial arrangements, coagulated racial and financial division in African and coloured settlements all throughout South Africa. After the democratic elections, pieces of legislative frameworks and policies, for example, the Reconstruction and Development Programme (RDP) of 1994, the Growth Employment and Redistribution (GEAR) Strategy of 1996, the Accelerated and Shared Growth Initiative - South Africa (ASGI-SA) of 2005, the Housing Act No. 107 of 1997, the White Paper, 1994 and the Comprehensive Plan for the Development of Sustainable Human Settlements, 2004, were established in efforts to transform these spatial imbalances (RSA, Division of Human Settlements, 2009:7; Smeddle-Thompson, 2012:1).

The Housing White Paper (RSA, Department of Housing, 1994:19) was exhorted for the establishment of secure tenure, lasting private structures which would guarantee protection, privacy and access to essential services, especially for the indigent. However, it additionally stipulated that the state couldn't address the issues and needs of the destitute, and that the key prerequisite for alluring housing investments must be presented in a standardised market, so as to draw in private speculation (RSA, Department of Housing, 1994:19). This approach towards the delivery of housing has been exceptionally censured throughout the years (Bond, 2003; Harrison, Huchzemeyer and Mayekiso, 2003; Khan and Thring, 2003; Rust and Rubenstein, 1996; Tomlinson, 1998).

After reviewing the housing performance ten years into democracy, in 2004, legislators determined that the housing policies created ten years ago did not meet with their objectives, hence the creation of new legislative frameworks that would aid in moving away from the market-biased system. Government enacted Breaking New Ground (BNG) (RSA, DOH, 2004a), which was a coordinated, sustainable human settlement strategy which featured participative, multidimensional methodologies which were intended to enable citizens to be part and parcel of sustainable human settlement development - as opposed to just beneficiaries of free, government-financed houses. BNG empowered the institution of a wide variety of tenures, finance opportunities and different yet strategic delivery approaches, and purportedly aimed to engage the poor to become financially dynamic by means of participative, incorporated planning and value in home ownership.

As indicated by the KwaDukuza Integrated Human Settlement Development Plan (2007-2012:13), in the course of the most recent 8 years, the KwaDukuza Municipality has been able to provide approximately 15 000 housing opportunities to the citizens of KwaDukuza, through the administration of housing appropriation. The accomplishment of KwaDukuza Municipality, in providing these housing opportunities through the government subsidy scheme, has led to the National Housing Institute of Southern Africa's recognition of KwaDukuza Municipality as being both the Provincial and National Housing Authority of the Year, in two events - that is, 2000 and 2005. In 2006 KDM won the inaugural Governor Mbeki Housing Award. In spite of the fact that KDM has accomplished a great deal as far as the provision of low-cost housing is concerned, the housing backlog is still relatively high and the gap between demand and supply appears to be widening rapidly, while the citizens are getting restless.

1.3 PRELIMINARY LITERATURE REVIEW

This section briefly examines empirical literature which exists in this study's area of the investigation. The delivery of habitable settlements in South Africa is a profoundly challenged social issue, which has infiltrated the new democratic system of government, constituting significant difficulties for legislatures (Khan and Wallis, 2015). Khan and Wallis further affirm section 26, subsections 1 and 2 of the Constitution, "the state is required to take sensible legislative and other measures, within its available resources, to achieve the progressive realisation of this right (Constitution of the Republic of South Africa Act, No. 108 of 1996). In achieving this protected privilege, the government has, throughout the years, found a way to refigure and reformulate approaches to respect its commitments to those with discarded access to housing opportunities, particularly in households receiving low income.

1.3.1. Policies guiding the planning and provision of adequate low-cost housing opportunities

The following consists of legislative frameworks and strategies that have massively influenced the transition in the provision of housing during the period of 1994, 2004 and 2014:

1.3.1.1. The Reconstruction and Development Plan (1994)

The RDP was the ANC government's manifesto, which was devoted to meeting the essential needs of all South Africans as well as tackling problems of post-apartheid

circumstances surrounding South Africa. The primary philosophies of the RDP depended on meeting the basic needs of the people, the advancement of human resources, the assemblage and stabilisation of the economy, and the democratisation of the state and society. These principles framed the structure of the RDP and added to the beginning of the change in outlook from a political stance to an approach that prioritised the needs of the people.

The Housing White Paper of 1994, which originated from the RDP, provided a structure for housing improvement and development, with a target of building 1 million state-supported houses within the initial 5 years, and with an objective of 338 000 units to be constructed annually. At the point when the ANC government took control in 1994, the country had acquired an impressive housing backlog, particularly in urban regions. As indicated by the Housing White Paper (RSA DOH, 1994, s3.1.3):

A relatively small formal housing stock, low and progressively decreasing rates of formal and informal housing delivery in South Africa have resulted in a massive increase in a number of households forced to seek accommodation in informal settlements, backyard shacks and in overcrowded conditions in existing formal housing.

This portrays the conditions that the new democratic government was confronted with at the beginning of democracy. The early years of the majority-rule government saw an expansion in the number of individuals that were living in informal settlements and backyard shacks because of shortages in formal housing (Sikota, 2015). The RDP had the correct principles at its core to make housing delivery sustainable. Yet shockingly, the execution of the RDP was not up to standard and was compromised by issues like misrepresentation, fraud and political change. Government was then compelled to come up with another strategy with respect to the provision of housing, and the Development Facilitation Act, No. 67 of 1995 was the appropriate response (SA DOH, 1995:1; Ackerman 2016).

1.3.1.2 Breaking New Ground (2004)

Breaking New Ground (BNG) was seen as a comprehensive plan to enforce more effective and responsive housing delivery, by focusing on the redirecting and enhancement of existing policies (RSA Department of Human Settlements, 2004:1). The vision of the BNG was to develop an integrated society, contributing to sustainable human settlements and quality housing. The Breaking New Ground policy also played an immense part in the

planning and developing of inclusionary housing policies, as well as integrated human settlements, in terms of creating job and economic opportunities, while catering for the housing demands set by the communities in South Africa.

This comprehensive plan for the development of sustainable human settlements, affirmed on the 1st of September 2004, represented a paradigm shift for the national housing programme. Having achieved the initial housing delivery targets, government shifted its development focus towards addressing settlement inefficiencies, through the development of integrated human settlements, which contributed towards a more compact settlement form and provided a range of housing and socio-economic opportunities (RSA Department of Human Settlements, 2004:19-20).

The policy began to offer significance to human settlement conveyance, particularly low to medium cost housing delivery. It was, likewise, the main motivating force which showed the importance of a coordinated approach to the provision of human settlements, on the social, environmental and political party level (Ackerman, 2016).

1.3.1.3. Integrated Urban Development Framework: IUDF (2014)

The IUDF was designed to unlock the development synergy that comes from coordinated investments in people and places. Furthermore, the policy framework aimed to guide the development of inclusive and liveable human settlements, while addressing the conditions facing cities and towns in South Africa (IUDF, 2014:5).

According to the Twenty Year Review, published by the government in 2014, about 2.8 million houses and units, and just over 876 774 serviced sites were delivered, permitting approximately 12.5 million people access to accommodation and a fixed asset (The Presidency of the Republic of South Africa, 2014:68). This shows a remarkable improvement over the past 20 years of democracy, and this progress should not be taken for granted. However, it seems it has only made a dent towards elevating the lives of many poor South Africans, who still live under terrible conditions in informal settlements all over the country - but more so in city peripheries. The people living in these conditions are largely migrant labourers who come from different places within and outside of South Africa (especially from rural areas), in search of employment. This has resulted in the growth of the urban population, in comparison to that which was seen during the apartheid era (Sikota; 2015).

This urban development has been consistent and persistent since the new era of democracy began. This is because of the need to enhance the quality of life and provide opportunities for development, which has arisen due to the regularly expanding number of informal settlements around urban regions. As a result of the way things are currently, from the demand side, housing continues to bear huge financial constraints; while on the supply side, government is strategizing with the purpose of discovering or enhancing approaches to manage the current overabundance and other housing needs. As indicated by Africa Check, housing opportunities don't just necessarily mean getting a house, they could be a housing endowment, gradual housing with or without residency (serviced sites with essential conveniences), rental housing and social housing for low income families (Wilkinson, 2014:N.P).

Every one of these alternatives is considered housing opportunities, and there are specific criteria for who can profit from these projects; some of which are to be examined in the accompanying section. Since the first democratic elections in South Africa in 1994, the nature and elements of municipalities have changed substantially, with more emphasis being placed on their role in exercising local authority. Formative local government implies a pledge to working with residents to discover maintainable approaches to meet their social and financial needs, in order to improve the nature of their lives. Municipalities are, likewise, obligated to guarantee that developmental policies and any other legislative frameworks and enactments are executed. Attention should thus be given to this obligation when dealing with the authoritative and budgetary procedures of the municipalities. Their present objective is to establish a planning procedure, which intends to change the lopsided characteristics that emanated from the apartheid government. A formative local government must be acknowledged through the Integrated Development Plan (IDP).

1.3.2. Fundamental legislative frameworks that local governments use as guidelines towards the implementation of the provision of low-cost housing to the citizens

1.3.2.1. Integrated Development Plan (IDP)

The Integrated Development Plan (IDP) is a five-year plan, which local government is required to use in order to decide on the developmental needs within its jurisdiction. The tasks within the IDP are additionally connected to the municipality's financial budget. Since PESTEL conditions can change rapidly, the IDP is reviewed on a yearly basis. It

doesn't just decide on the status of the distinguished ventures for the earlier year; in addition, it decides whether the rest of the tasks are still relevant and pertinent.

The review process incorporates public participation, which gives citizens the opportunity to highlight and prioritise their development needs. While not all projects may make it onto the budget, there are other ways (such as an annual R200 000 for every ward) in which some of these needs can be met. The municipality encourages citizens to participate in IDP meetings to ensure that their needs are made known. Citizens can also communicate via their ward committees and ward councillors.

Table 1.1, featured below, indicates the key development objectives that are stipulated in the 2016/2017 KwaDukuza Municipality Integrated Development Plan, in terms of socio-economic development, in order to show coherence with the obligation of the IDP.

Table 1.1: Key Development Objectives of the KwaDukuza Municipality

National Key Performance Areas	Provincial Development Growth Strategy	KwaDukuza Municipality's Development Objectives	Strategic Interventions	National Outcomes
Spatial & Environmental Management	Spatial Equity	To provide strategic guidance for the future physical/spatial development of the KwaDukuza municipal area. To contribute to a safe & secure environment.	Provide a positive environment for industrial development. The renewal & regeneration of KwaDukuza main town & Shakaskraal.	Decent employment through inclusive economic growth.

Good Governance & Democracy	Governance & Policy	<p>To implement public participation programmes.</p> <p>To provide effective & efficient internal audit services for council.</p> <p>To manage institutional risks.</p> <p>To promote intergovernmental relations.</p> <p>To continue to provide a safe & secure environment.</p> <p>Integrated Development Planning.</p> <p>To enhance organisational development in line with community needs.</p>	<p>Provide effective & efficient corporative services to council & other directives.</p> <p>Provide an efficient & effective ICT infrastructure.</p> <p>Improve & develop roads, storm & water and infrastructure.</p> <p>Coordination of sector department programmes.</p>	A responsible, accountable, effective & efficient local government system.
Infrastructure & Basic Service Delivery	Strategic Infrastructure	<p>To facilitate the provision of formal housing.</p> <p>To ensure that all citizens have an electricity connection service.</p> <p>To provide an acceptable level of lighting on all major roads, public open spaces & sport fields.</p>	To ensure equal access to service.	Sustainable human settlements & improved quality of household life.

Source: Kwa-Dukuza Municipality's 5-year strategic objectives, aligned to the National Outcomes (2016/2017)

1.3.2.2. Spatial Development Framework (SDF)

The Spatial Development Framework (SDF) is a structure that seeks to direct the spatial appropriation of present and potential areas within the municipality, so as to offer impact to the vision, objectives and targets of the municipal IDP. The main focus of a Spatial Development Framework is to advance supportable, practical and integrated human settlements, amplify resource proficiency, and enhance regional identity and the unique character of a place.

The KwaDukuza Municipality Spatial Development Framework was first approved in 2012. Since then it has been reviewed annually. Currently, the KwaDukuza Municipality is using the latest version (2015/2016) - the “Reviewed Spatial Development Framework”. It is this version that is being reviewed in order to identify alignment issues with SPLUMA and the Municipal Systems Act, No. 32 of 2000, as well as any other significant gaps that need to be addressed in the next full review of the SDF.

In accordance with the Spatial Development Framework, the figure below conveys how the KwaDukuza Municipality has planned to abide by the regulations under this Act in order to ascertain compliance.

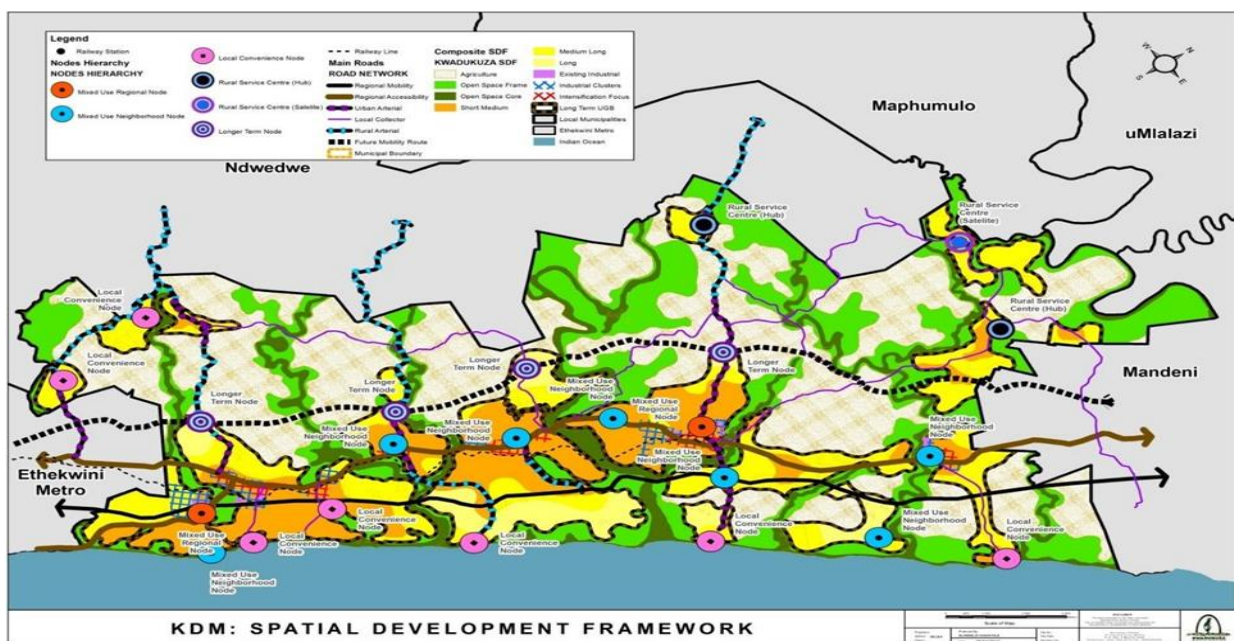


Figure 1.1: Spatial Development Framework of KwaDukuza Municipality

Source: Human Settlement Projects, KDM IDP 2017-2022

The above Spatial Development Framework indicates the following:

- New urban centres, comprising relatively recent, higher-intensity developments - predominantly retail centres, in growing settlements.
- Suburban settlements, mainly within established urban centres such as KwaDukuza Town.
- The old ‘township’, low to medium density, lower income residential areas, generally dislocated from main urban opportunity.

- The new ‘township’, recently developed low to medium density, lower income residential areas, often as an addition to the existing settlements, and often with the same degree of dislocation from urban opportunities.
- An urban core, representing the business and mixed-use fabric of larger towns and settlements within KwaDukuza, such as KwaDukuza Town
- Agricultural settlement, generally around main roads and service centres, serving extensive agricultural areas, characterised by very low residential densities.
- Higher density suburbia, comprising mainly cluster or townhouse types of development, in growing areas.
- Informal settlement, generally close to existing employment and/or activity centres.
- Lifestyle residential developments, such as those in and around Zimbali, characterised by low density, high cost development, often associated with environmental or recreational resources.
- Traditional rural settlements a less formal pattern of settlement, generally some distance from the main urban settlement areas, governed by tribal tradition and tenure, with a strong subsistence base (livestock and crops).
- Traditional peripheral settlements a less formal pattern of settlement, closer to urban settlements, characterised by higher densities and higher growth patterns, but still governed by tribal tradition and tenure.

1.3.2.3. Spatial Planning and Land Use Management Act (SPLUMA), Act No. 16 of 2013

The Spatial Planning and Land Use Management Act, No. 16 of 2013 (SPLUMA) was adopted in 2013 and implemented in 2015. It provides an overarching framework for all spheres of spatial planning and land use management in South Africa, ensuring a level of consistency across provinces. The KwaDukuza Municipality Spatial Development Framework was first approved in 2012, and reviewed annually thereafter. Currently, the KwaDukuza Municipality is using the latest version (2015/2016), the “Reviewed Spatial Development Framework”.

It is this version that is being reviewed in order to identify alignment issues with SPLUMA and the Municipal Systems Act, No. 32 of 2000, as well as any other significant gaps that need to be addressed in the next full review of the SDF. The KwaDukuza Municipality has implemented its administrative systems in line with SPLUMA. At present, the KwaDukuza Municipality has gazetted its SPLUMA bylaws and is already accepting applications via the SPLUMA 3.3. **The provincial housing backlog**

Table 1.2: Figures representing the total Number of Informal Settlements within KwaZulu-Natal Province

District Municipality	Traditional dwelling/hut/structure made of traditional materials	House/flat/room in back yard	Informal dwelling/shack in back yard	Informal dwelling/shack NOT in back yard	Total
eThekwini	40,188	17,435	37,981	111,307	206,911
uMgungundlovu	58,189	4,615	6,399	11,988	81,191
Harry Gwala	60,829	2,253	1,741	2,458	67,281
Ugu	53,132	3,698	2,107	5,816	64,753
King Cetshwayo	54,380	3,209	2,521	2,235	62,345
iLembe	40,417	2,696	5,569	7,657	56,339
Uthukela	47,353	4,070	1,063	931	53,417
Umzinyathi	48,563	1,293	718	1,958	52,532
Zululand	39,485	3,933	1,131	774	45,323
uMkhanyakude	32,811	1,737	1,141	958	36,647
Amajuba	7,949	2,237	2,286	2,813	15,285
Total	483,296	47,176	62,658	148,889	742,019

Source: Statistics SA (2011) & DOHS Annual Performance Plan 2017/2018 – 2019/2020

As reflected above, the housing backlog for the province is **742,019 units**. The province of KwaZulu-Natal has one of the highest housing backlogs in the country. Provincially, the

eThekweni Metro has the highest housing need, whilst the Amajuba district has the lowest housing backlog.

The highlighted segment of the ILembe district does not convey a large demand for housing needs when compared to the other districts of the province, but it does not mean that the housing needs of the people within the district, which is inclusive of the KwaDukuza Municipality, must be ignored.

3.4. KwaDukuza Housing Backlog

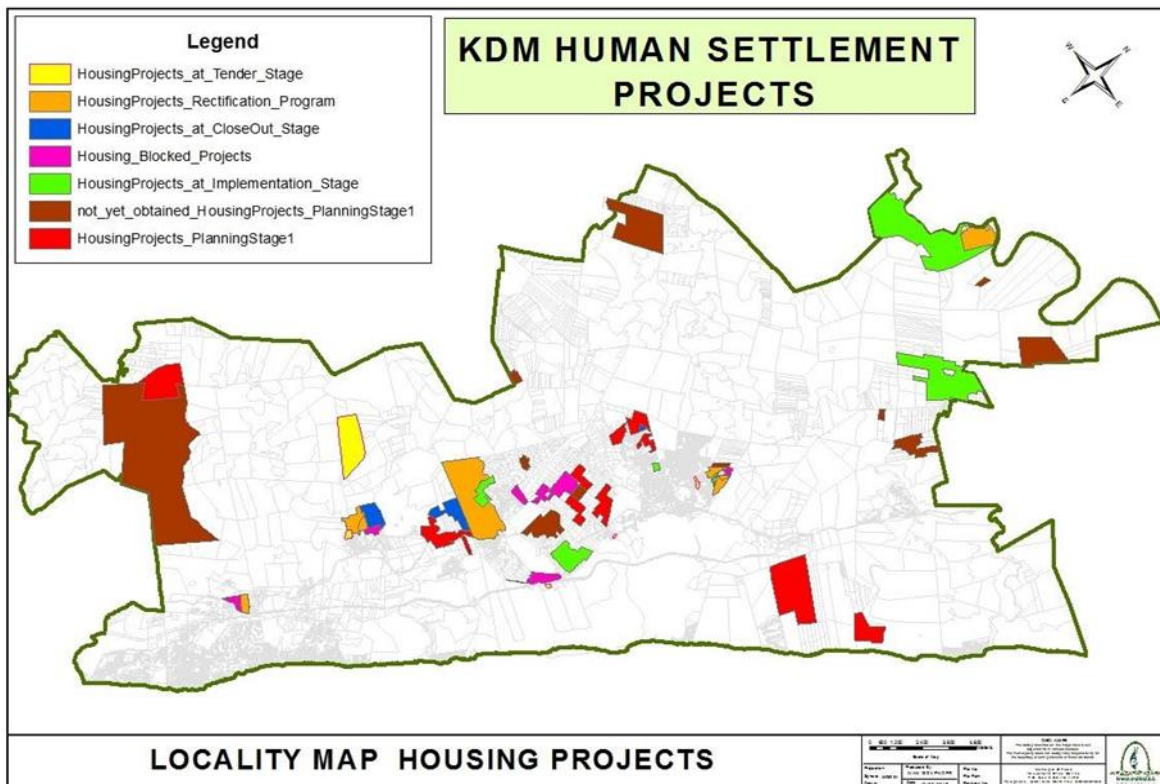


Figure 1.2: KDM Human Settlements Projects

Source: KDM IDP 2017-2022

The above locality map (figure 1.3) of the human settlement project plan conveys the fact that the KwaDukuza Municipality has a significant housing backlog, as the brown colour scattered mostly throughout the map signifies housing projects that have not gone to the planning phase, while the purple colour signifies projects that have been blocked -probably due to a lack of resources. The red colour signifies the projects that are in the first planning stage, while the green colour, scattered significantly, and shows projects that are in the

execution phase. The orange colour shows housing projects that have been built but contain certain abnormalities which the municipality is responsible for and must rectify.

The present low-income housing backlog build-up in KwaDukuza is still high, but the municipality is concluding the conveyance of the recently developed houses to proprietors. The population growth in the area is in the region of 4 per cent, and together with the generally average number of household unit sizes, it prompts the circumstance where requests for housing units are consistently increasing. On the off chance that housing delivery proceeds at its present pace, the build-up will continue for the next 10-15 years, and increase drastically from that point if delivery isn't significantly increased. The KwaDukuza Housing Demand Database proposes that the complete housing backlog accumulation in KwaDukuza is sitting at 68 000 (KDM IDP, 2017/2022).

The proposed study, therefore, intends to contextualise the literature in the specific case of the KwaDukuza municipality and focus on the developmental role that the municipality plays in terms of distributing sustainable low-cost housing to the people. By doing so, the study intends to fill the gap in the literature, in terms of human settlements at the local level of governance, since it is the sphere of government closest to the people.

1.4. THEORETICAL FRAMEWORK

There are three theoretical models that government can adopt so as to give welfare to the general public. These three models include the Residual Model, the Social Development Model and the Institutional Model of Welfare (Nicholas, Rautenbach and Maistry, 2010). However, for the purpose and end goal of this investigation, the Social Development Model of Welfare will be examined. The social development approach has been received and adopted by South Africa and is the structural source for the White Paper for Social Welfare (RSA, 1997 in Nicholas, Rautenbach and Maistry, 2010).

This is the theoretical approach that was introduced in order to redress past imbalances and inequalities caused by the apartheid system and the residual model of welfare during that era (Midgely, 1995; Nicholas, Rautenbach and Maistry, 2010). The social developmental approach can be linked to the marginalised Black community, to provide fair treatment, thereby liberating them socially, economically and politically. It reinforces their importance in the welfare system (Nicholas, Rautenbach and Maistry, 2010). The social developmental approach is built upon five perspectives that are likely to result in the effective development

of people's lives and their access to basic needs and services. These perspectives will be elaborated on in the next chapter. Though the social developmental approach was the theory used to inform the RDP policy of 1994 and its implementation as a whole, it was not used in the design of housing programmes. However, its ideological perspectives make it necessary to support other frameworks in this study.

1.5. PROBLEM STATEMENT

Low-cost housing delivery in South Africa has been a major issue since the dawn of democracy, as its citizenry has held a positive view with regard to their right to have access to adequate housing. As much as the government has been able to deliver a significant amount of low-cost housing/ human settlements, the housing backlog is still relatively high as it's currently sitting at **742,019**. The KwaDukuza municipality is no exception to the case of housing backlog, as it is currently at **68 000** (KDM IDP, 2017/2022). Consequently, the Kwadukuza municipality has been experiencing an increasing number of violent protests which pertain to the provision of low-cost housing. This proposal intends to comprehend the reasons behind the stagnant provision of houses.

1.6. AIM OF THE STUDY

The study aims to evaluate the effectiveness of the processes and procedures used for the provision of low-cost housing within the KwaDukuza municipality.

1.7. OBJECTIVES OF THE STUDY

The objectives of the study are as follows:

- To understand the role as well as the processes and procedures followed by local government in the provision of housing.
- To understand and analyse the policies followed for the execution of the provision of housing.
- To determine the barriers affecting the distribution of human settlements/ low-cost housing with reference to the KwaDukuza local municipality
- To examine the ill effects imposed on the community members due to the lack of low-cost houses/human settlements.

1.8. RESEARCH QUESTIONS

- What is the role of local government as well as processes and procedures involved in the provision of low-cost housing?
- Which policies are followed for the execution of the provision of housing?
- What are the barriers affecting the distribution of human settlements/low-cost housing with reference to the KwaDukuza local municipality?
- What are the ill effects imposed on the community members due to lack of low- cost houses/human settlements?

1.9. SIGNIFICANCE OF THE STUDY

Undertaking the proposed research study will help the researcher get an in-depth understanding of the processes that are followed and the procedures that are involved in the distribution of low-cost housing. It is hoped that this in-depth understanding will help uncover the reasons behind the slow and stagnant development of houses and that it will reveal how the people of the identified areas are affected by such phenomena. Furthermore, the study will also assist in making citizens aware of their right to have access to adequate housing, as well as the limitations of that right. The study was also prompted by the need to validate the extent to which the housing programme in South Africa has met the needs of the beneficiaries, and was motivated by the numerous concerns, raised across the country, about the compromised quality of RDP houses, inadequate provisioning of infrastructure and amenities in the RDP houses and maladministration in the programme implementation (Amandla, 2011; Abahlali base Mijondolo, 2011).

1.10. STUDY AREA AND POPULATION

The KwaDukuza local municipality is a category B municipality, located within the iLembe district, in the KwaZulu-Natal province. It is one of the four municipalities (Ndwedwe, Maphumulo and Mandeni Municipality) that make up the district. KDM occupies a coastal and inland stretch of approximately 52.3km in length and 23km in width, with a variety of clustered settlements and small towns and a municipal jurisdiction of 734.971km² in extent. The total population of the KDM is set to be at 231 188, with females comprising the highest percentage of 50.6 per cent (117 028), while the males comprise 49.4% or 114 160 (Statistics South Africa, 2011). The main study areas to be

researched are the Ntshawini area, as well as Thethe area, as they are the least developed communities among the rest of the communities in KwaDukuza

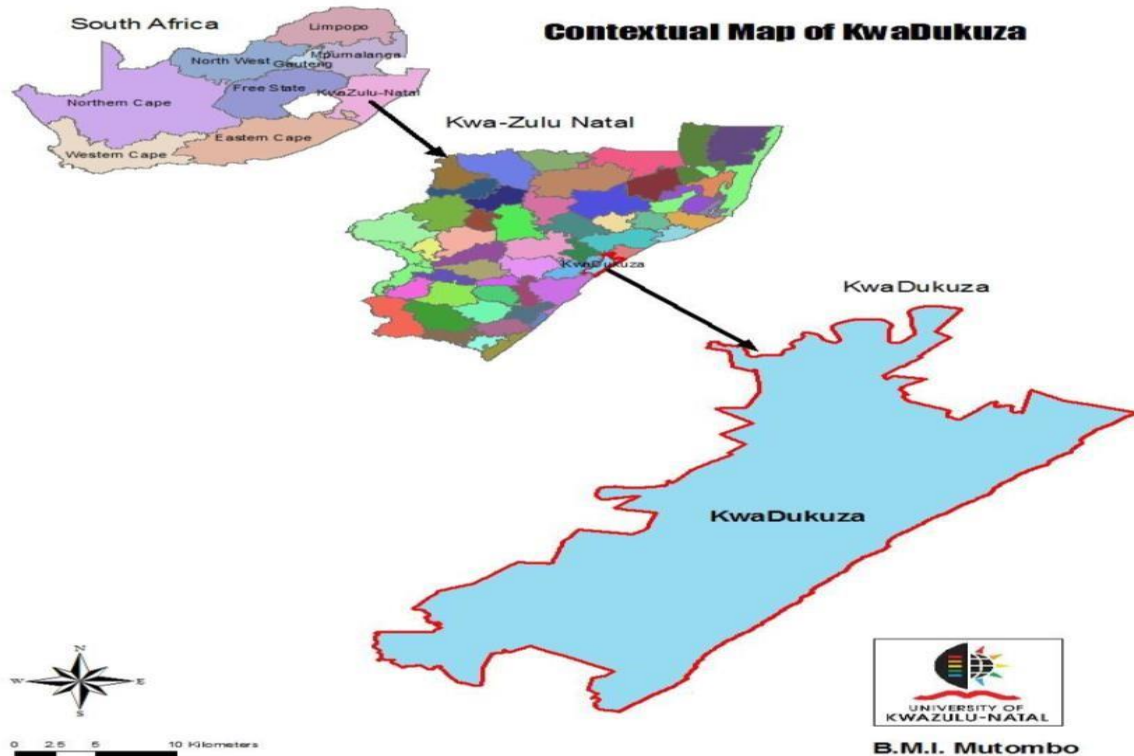


Figure 1.3: Locality Map of KwaDukuza

Source: Author/Data from KwaDukuza, 2011; Mutombo, 2013

1.11. RESEARCH METHODOLOGY

As per Durrheim (2006), the term “methodology” alludes to the strategies that the researcher uses in completing an investigation; while as indicated by Neuman (2006), these strategies and techniques can either be qualitative, quantitative or a triangulation of both qualitative and quantitative strategies. The research approach alludes to the strategies, devices, methods and techniques utilised in the process of executing a research study (Babbie and Mouton, 2001:74-75). Therefore, the proposed methodology to be used in the study is qualitative research.

1.11.1. Qualitative Research

As indicated by Creswell (2007), a qualitative study is characterised as an investigative process to understand a social or human issue and is dependent on building an intricate, all-encompassing picture, framed with words, reporting on itemised perspectives of the study participants that are directed in a characteristic setting. Qualitative research is inquisitive and attempts to get "under the surface". The point is to accumulate bits of knowledge about how individuals live, what they do, how they use things or what they need in their ordinary or expert lives (Government Design Service Manual, 2016).

1.11.2. Sampling Method

Random Sampling

According to Ranjit (1999), sampling is a way of choosing a certain percentage of people from a greater group in order to be able to provide reliable information on the phenomena under investigation. The kind of sampling that is to be utilised in the proposed study is random sampling, where there are no particular points of interest focussed on to select the people to form the sample to be evaluated, for instance, race, sex, and so on. Frerichs (2008) states that in random sampling, subjects in the population are examined by an arbitrary procedure, utilising either an arbitrary number generator or an arbitrary number table, with the goal being that every individual staying in the population has a similar likelihood of being chosen for the sample.

Qualitative sample sizes ought to be sufficiently sized for the researcher to acquire the required input for most or all information required. Acquiring most or the majority of the participants' perceptions will prompt the fulfilment of saturation. Saturation happens when adding more members to the investigation does not bring about extra or different viewpoints or relevant data. Glaser and Strauss (1967) suggest the idea of saturation for accomplishing a suitable sample size in qualitative investigations. Different recommendations have, likewise, been prescribed. For an ethnography, Morse (1994) recommends around 30 – 50 members. For grounded theory, Morse (1994) has proposed 30 – 50 members while Creswell (1998) recommends just 20 – 30. For phenomenological studies, Creswell (1998) prescribes 5 to 25 members. There are no particular standards when deciding on a proper sample size in qualitative research. A qualitative sample size may best be controlled when well apportioned with resources that are easily accessible

and when guided by the research objectives which can help determine the kind and amount of data the researcher should look for (Patton, 1990).

With this in mind, the researcher concluded on the sampling size and/or number to be used when interviewing the community members of the two identified areas. The researcher interviewed 20 people from Ntshawini and 20 people from Thethe. A sample of 40 participants was decided on in order for the whole study to be representative. The researcher also made use of purposive sampling.

Purposive Sampling

As indicated by Babbie and Mouton (2009:166), purposive sampling alludes to choosing the sample on the premise of the researcher's insight into the population, its components, and the idea of the examination points. Notwithstanding what Babbie and Mouton expressed, purposive sampling involves establishing the significance of one source or certain sources of data (Dolores, 2007). The purposive sampling technique is otherwise recognised as judgment examining. Bernard (2002) and Lewis and Sheppard (2006) characterise purposive sampling as the intentional or arranged decision of an observer or witness on account of their characteristics. It is a non-random technique that does not require essential speculations, hypothesis or a set number of observers. The researcher determines what ought to be known and decides to recognise people who are ready and willing to give the information by virtue of their insight or experience.

Purposive sampling was used to render semi-structured interviews to three specific municipal officials from the Department of Human Settlements and a municipal official dependant on the nature of the position they occupied, as well as seven councillors from the above mentioned areas to also ensure representation of what municipal officials and community leaders knew pertaining to the issue of the provision of proper human settlements.

1.11.3. Data Collection Instrument

Semi-structured interviews are a strategy used to gather subjective information by setting up a meeting that permits a participant the time and scope to talk about their perceptions on a specific subject (Harrell and Bradley 2009). Semi-structured interviews have a preferred position to investigate dynamic and evolving circumstances. The goal is to

comprehend the respondent's sentiment and reasoning, rather than make speculations regarding the matter of examination. Semi-structured interviews were used in this investigation so as to gather detailed opinions, utilising a conversational style, from the municipal authorities and the community members within the identified areas of study.

1.11.4. Data Analysis

Once data has been collected, it must be broken down, analysed and be well constructed in order for it to be displayed as a comprehensive report that will be available to other people (Mbane, 2012:10). The centrality of the data analysis is such that it encourages the researcher to organise and offer order to the large amount of data collected (Babbie and Mouton, 2006).

Thematic analysis is a qualitative technique that is utilised to identify, break down and report patterns (subjects/themes) within the collected data. This type of analysis depicts and composes the data assembled. However, thematic analysis regularly goes further and deciphers a few parts of the exploration study (Braun and Clarke, 2006:79). To develop a thematic structure or framework, the researcher enables the information to direct the new subjects, issues, and ideas. From that point, using the notes taken during the acclimation stage, the researcher builds up a structure containing the key issues, ideas, and subjects communicated by the members (Magubane, 2016:12-13). This investigation used coding as the method for breaking down the gathered information in order to ascertain the meticulousness and validity of the information produced.

1.11.5. Validity and Reliability

Validity

The use of validity and reliability is common in quantitative research and is more recently rethought in the qualitative research paradigm. Since validity and reliability are established in a positivist point of view, they ought to be re-imagined and redefined for their use in a naturalistic approach (Golafshani, 2003). Validity is the degree to which an instrument measures what it is supposed to measure and execute results as it is intended to. It is uncommon, if almost incomprehensible, that an instrument be 100 per cent appropriate. Hence validity is commonly estimated in degrees. As a procedure, approval

includes gathering and investigating information to evaluate the accuracy of an instrument.

According to Biddix (2006), external validity is the degree to which the results of an examination or study can be summed up from a sample to a population. Building up external validity for an instrument follows directly from sampling. One needs to bear in mind that a sample ought to be a precise portrayal of a population, on the grounds that the total absolute population may not be accessible. An instrument that is externally valid acquires population generalizability, and is an accurate measure of how much a sample speaks to the population. Biddix (2006) states that content validity alludes to the propriety of the content of an instrument. In other words, whether the measures (questions, perception logs, and so on.) precisely evaluate what one needs to know.

In attempts to achieve validation for this investigation, member checking, otherwise known as member or respondent approval, was utilised. This is a method for investigating the believability of results. Information or results are returned to members to check for precision and reverberation with their encounters. Thick description will, likewise, be utilised so as to attain validity in the study. Lincoln and Guba (1985), depict thick description as a method for accomplishing a type of external validity. Thick description alludes to the itemised record of field encounters, wherein the researcher configures the patterns of social connections and culture, alternatively placing them in a context (Holloway, 1997).

Reliability

Reliability denotes consistency, in other words, whether the instrument reliably measures what it was made to measure or not (Biddix, 2006). To guarantee reliability in a qualitative study, assessments of reliability are imperative and the dependability of results is the bedrock that gives rise to quality research. In order to guarantee that reliability is effectively achieved, the researcher, who is in the process of inquiry, must consider the significance of verification techniques. Verification can be explained as checking, affirming and being certain. In qualitative research, verification alludes to instruments utilised during the procedure of research that gradually add to guaranteeing reliability and the quality of the investigation.

1.12. LIMITATIONS OF THE STUDY

The limitations cannot be envisaged just yet. However, one of the assumed limitations could be the study area. The study is limited to a specific municipal area; therefore, the outcome(s) may not be generalizable.

1.13. CONCLUSION

This chapter introduced the research topic whilst outlining the background, problem statement, research objectives, significance of the study and the methodology in brief, as well as the ethical conduct to be followed in the whole study. The study also aims to provide solutions and recommendations for the development challenges that have affected the mentioned communities under study.

1.14. CHAPTER OUTLINE

Chapter One: Overview of the Study

In this chapter the research topic pertaining to human settlements is explained and a brief background of the study is provided. This chapter also explains the research problem surrounding the distribution of houses and the aims and objectives of the study. In general, the chapter sets the context for the whole research dissertation and is an eye opener for the reader.

Chapter Two: Literature Review and Theoretical Framework

This chapter will discuss the relevant literature published by a variety of scholars, based on the background of South Africa in correlation with South African Housing Policies, the formulation of human settlements, as well as the distribution of housing from pre to post-apartheid conditions. The chapter will also cover a theoretical framework, as well as relevant legislations that support the provision of houses.

Chapter Three: Research Methodology

This chapter will discuss the research methodology that will be used in the study as well the type of design adopted in order to collect data.

Chapter Four: Data Analysis

This chapter is more concerned with the collected data, the analysis of the data, as well as the interpretation of the findings, based on the proposed topic.

Chapter Five: Conclusion and Recommendations

This chapter will thereafter summarise the overall findings (conclusion) and make recommendations based on the research problem statement.

CHAPTER TWO

LITERATURE REVIEW

2.1. INTRODUCTION

This chapter presents the full review of the relevant literature, as well as the theoretical framework employed for this study. The entire chapter is divided into four sections with the first section presenting the theoretical framework by James Migdley - which is the Social Development Theory that focuses on the developmental perspective of social welfare, followed by empirical literature, which departs with a discussion based on the history of low-cost housing in developing countries such as South Africa. This is followed by the second section that articulates the evolution of low-cost housing policies and legislative frameworks that have been used in South Africa to date. The third and last section will present the three spheres of government and the role they play in the provision of low-cost housing. The above discussions will be highly necessary in order to provide an overall comprehension of the provision of low-cost housing.

2.2. SOCIAL DEVELOPMENT THEORY: THE DEVELOPMENTAL PERSPECTIVE IN SOCIAL WELFARE

Midgley (1995) states that if people are to experience social satisfaction, the basic social needs of every individual, and all communities and families are to be met. Social needs and necessities allude to essential natural survival prerequisites, for example, sustenance, water and electricity, shelter and individual safety. Today, it is widely agreed that there is a necessity for communities and societies to have sufficient degrees of education and training levels, as well as harmonised social environments that contribute to social contentment within communities. He further affirms by expressing that today, people mostly affiliate the term 'social welfare' to the delivery and provision of government social services. However, it is only in relatively recent times that governments in Europe and North America expanded the public social services and assumed the major responsibility for promoting social welfare.

There is a conviction regarding social development which assumes that government is a developer and promoter of social development as it possesses specialised agencies. Government has the power and authority to create, amend and implement laws and

policies. It also has solid administrations that form the basis of the statist approach towards social development. Drawing on a collectivist ideology, advocates of the statist strategy believe that the state embodies the society's interest in general and that it has an obligation to advance the prosperity of everyone, and for everything to be equal. Statists believe that government is collectively owned by citizens and represents their best interests. The state is therefore the ultimate collective and must use its social planning and human development programmes to deal with the increasing amount of undelivered basic services to the poor in developing countries. These unmet needs consist of the essential basic survival needs, inclusive of Shelter, food and water.

The attainment of these basic survival needs involves a number of policies and programmes. First, governments should undertake needs assessment studies to determine which needs are the most pressing, and to prioritise them. Secondly, basic needs require the identification of target groups. Proponents of the basic needs approach believe in targeting resources to the most-needy sections of the population, rather than saturating the whole population with services. By targeting specific interventions to needy groups or to geographic areas, proponents of basic needs seek to remedy the tendency for the existing social services to cater disproportionately for urban dwellers and those who are relatively well off.

Thirdly, basic needs involve the development of specific programmes that are low cost, appropriate to local conditions and participatory in that they involve needy people in the delivery, as well as the consumption of services. In many developing countries, social services have been based on a Western model which is both expensive and ineffective. These programmes need to be modified to fit local conditions. In addition, if services are to reach a large number of poor people, costs have to be reduced. This can be done by involving local people in the design and delivery of services. Involving people in these programmes will also enhance their uptake and the responsiveness of local communities to new social programmes. Finally, basic needs require a firm commitment from national leaders, planners and administrators, as well as the international agencies and Western governments if the policies and programmes are to be successful, (Midgley, 1995:134).

The Social Development Theory is based upon five perspectives that are most likely going to bring about compelling development in people's lives, as well as their access to essential needs and services. The first point of view is that the social development approach is

established in a rights-based approach to development (Nicholas, Rautenbach and Maistry, 2010: 52). This point of view is enlightened by human rights at an international level that illuminate what individual's merit. In spite of the fact that everybody is tended to by this approach, it unequivocally places special emphasis on the powerless, poor people and the oppressed (socially, economically, and environmentally) in the general public (Nicholas, Rautenbach and Maistry, 2010). It is therefore appropriate within the structure of the RDP, in light of the fact that the principle focal point of the programme is to empower defenceless and vulnerable individuals to gain access to sustainable low-cost housing, which is well within their rights.

The second point of view contends that financial development and social planning ought to be orchestrated and contribute to social contentment (Midgely, 1995; 1996; 1999 in Nicholas, Rautenbach and Maistry, 2010; Midgely and Livermore, 1998; Midgely and Sherraden, 2000). This point of view holds that albeit that financial development is inarguably significant, it must be coordinated within social approaches and policies that deal with destitution and individuals' lives. This should be possible through "investment ventures" in social services, for example, education and housing which emphasises the standard of life of the citizens. This is to enable them to be engaged and be included and to take an interest in all aspects that govern their future (Nicholas, Rautenbach and Maistry, 2010:52).

The third viewpoint of this approach is the formation of a conducive environment for engagement and contribution of the citizens, the state and relevant stakeholders (Patel, 2005 in Nich, Rautenbach and Maistry, et al., 2010). This viewpoint entails that all social policies, social services and projects must create an environment that enables other non-government players. This is on the grounds that it permits proficiency and improvement in the provision of services. For instance, engineers and contractors, responsible for the building of RDP houses, ought to be given an adaptable and enabling environment in order for their expertise to come through on matters relating to how the construction process should proceed in order to achieve quality and sustainability. The fourth point of view indicates that development depends on the building up of partnerships with stakeholders, agencies or non-government agencies in order for fruitful accomplishment of the government's objectives that could have been easily missed by

government if it were to act alone in the provision of services (Nicholas, Rautenbach and Maistry, 2010).

The fifth point of view relates to removing divisions that exist in "micro and macro practice" and beginning to utilise approaches that place emphasis on strengthening and empowering people through programmes and activities that advance multi task preventive interventions (Nicholas, Rautenbach and Maistry, 2010:53). As far as low-cost housing is concerned, government needs to organise and prioritise the arrangement and planning of housing, as it brings secure residency and sheltered and secure conditions for individuals to live in, in this way improving the quality of life that they will live. The recipients of these houses are to be exactly defined, with the goal that lodging is given to the individuals who need it the most, and along these lines, mitigating the issue of immersion, where houses are assembled or given to people who, as of now, have cover.

2.3. HISTORICAL EVOLUTION OF SETTLEMENT PATTERNS AND TRENDS IN SOUTH AFRICA AND OTHER DEVELOPING COUNTRIES

The issue of human settlements in developing countries can't be grasped outside the setting of the colonial experience of the region and how it influenced the social, economic and political circumstances for those living within the region. The fundamental structuring components of settlement trends and patterns in the developing world, just like the case in the developed world, are impacted by different chronicled and contemporary factors and forces. Conscious urbanisation and urban development were proclaimed by the entry of colonial settlers, who created towns and cities based on necessities, contrast and separation relying upon the circumstance - the structure of which was an impression of rationality describing the nineteenth and the primary portion of the twentieth century planning. Some urban centres were set up as focuses of religious and administrative services for the encompassing settler farming enterprises.

As per Rambanapasi (1987), in Zimbabwe the majority of the urban centres set up during the colonial time were intended to be service centres. This is the situation with urban centres. For example, Harare (Zimbabwe's capital city), Bulawayo, Gweru and Masvingo were set up as authoritative and financial administration places for the encompassing hinterlands, generally consisting of white commercial farming and rural settlements.

As colonisation was, likewise, determined by the motivation to get assets and resources for the burgeoning manufacturing sector in the western world, some urban centres were set up based on natural resource localisation - as in the western world. India is an example of this. It was under British colonial rule for a period spreading from 1773 to 1947, and British colonisers dominated the business of cultivating of wheat, rice, sugarcane and animal farming. During the pre-colonial time, Indian urban communities were, to a great extent, interior. However, with the coming of expansionism, the British constructed new coastal urban communities to deal with fares, imports and exports from Britain (Government of India Planning Commission, 2007).

Accordingly, their location was affected by the accessibility to safe waters. The equivalent applies to urban areas, for example, Mombasa in Kenya and Cape Town and Durban in South Africa. In this way these urban communities worked as worldwide focuses of exchange and trade. A few towns and urban communities were set up because of the areas that naturally produced resources such as minerals, coal, gold, and copper - just like the case with Johannesburg and springs in South Africa, and Hwange in Zimbabwe. The coming of expansionism additionally impacted population attributes. Urbanisation rates for Africa remained high, as birth rates in many cases stayed high and death rates deteriorated - attributable to the presentation of modern medical cures. This resulted in an expansion among the African population. The white population was isolated into commercial farming activities: one was urbanised and the other was on homesteads, taking part in commercial farming activities. Rather than those whites associated with business cultivating exercises, the black population, for the most part, engaged with subsistence cultivating in local areas, or wage and salaried labour on commercial farms.

This was the situation, particularly in South Africa, where both in rural and urban regions the white and black population was separated geographically along racial lines. As the population expanded during the middle and late colonial era, the rural to urban relocation among Africans in South Africa also increased, paying little mind to the prohibitive measures of colonialism. This thus presented issues in urban supremacy, in a manner similar to the developed world during this stage, which was generally at the turn of the twentieth century. It ought to be noted that the movement of global organisations during the frontier period in the developing world enormously affected settlement trends and patterns. Worldwide, interest in developing countries appeared as a vertical hierarchy,

which composed serious economy, characterised by spatial focus in a couple of urban communities and locales - in this way creating huge regional imbalances (Rambanapasi, 1987).

This prompted concerns about spatial imbalances, as a couple of prime urban communities dominated urban frameworks, causing issues with clogging and political concerns about equity. In the period after the Second World War, developing nations played the leading role in stagnating the growth of large cities. This was done by decentralising development, promoting the development of auxiliary urban communities, extending agricultural service centres or producing modern industrial development complexes (Richardson and Townroe, 1986). Measures that were taken included money endowments to capital and labour, indirect protection from the tax system and import controls, the distribution of public sector investments, mediation in the area of public sector employment, permitting and licensing arrangements, the sponsorship of development centres and new towns, and regulatory decentralisation (Harrison, 1998; Richardson and Townroe, 1986).

A few remarkable examples include the creation and development of new capital urban communities in indigent zones in Brasilia in Brazil, Lilongwe in Malawi, and Dodoma in Tanzania. With the appearance of majority-rule governments in most African nations, the discourse of turning around negative settlement patterns and trends, brought on by colonial social design, was brought to the fore. This discourse was largely entwined with intense urbanisation in the period of globalisation.

In post-colonial Africa and the rest of the developing countries, concerns and issues of poverty intensified in a manner parallel to the urbanisation rates. The vast majority of urbanisation in the developing world is viewed as untimely, as a large proportion of the people who relocate to urban areas don't have what it takes to take on work in formal activities, and wind up doing casual work (Geyer 2002). Most rural-urban migrants don't have adequate abilities and skills to fit the couple of specialised occupations that exist in multinational organisations, which leads to these organisations procuring expatriates from Western worlds to fill the opening posts. As an outcome, the vast majority of the developing nations are plagued by huge unemployment and underemployment levels, and those people working in the informal sector struggle to obtain and afford suitable residences.

For example, Latin American urban communities experience the ill effects of unemployment rates of 25 to 30 per cent, and from underemployment rates of 40 per cent to 50 per cent (Kaplan et al. 2004). The equivalent applies to Africa, where unemployment rates drift around 30 per cent (Nagle, 2000). Subsequently, settlements in the developing world are described by heterogeneity, as opulence and poverty are compared in many metropolitans, such as in Lagos, Johannesburg and Durban. Thus, it is not astonishing that the morphology of most urban communities in the developing world, particularly metropolitan regions, is an exact imitation of metropolitan regions in the developed nations. Heterogenic legislative policies, promulgated worldwide, were received by most developing nations and written into various policy documents, as seen with South Africa embracing the idea of heterogeneity. In any case, as a general rule these policies, practically speaking, have not unfolded according to plan.

2.4. THE EVOLUTION OF HOUSING POLICIES IN DEVELOPING COUNTRIES

As indicated by Burns and Greber (1977), it is only since the twentieth century that significant public policies have been started, with the aim of lifting housing deficiencies all throughout the globe. The advanced housing policy is a result of the previous three generations. Prior to World War II, even the most developed countries did not acknowledge public mediation in assuring the adherence to standards of safety and health, such as building and occupancy codes. Again, Burns and Greber (1977) contend that the improvements in housing conditions, presumably affected by neo-liberalism, were left to the employers, the market and the benefaction of philanthropists, whose endeavours were too convulsive to even think about having any genuine effect. National legislation, adopted by a couple of nations, stayed lethargic without large-scale funding.

After World War II, efforts to address the housing crisis and provide housing for people were limited to the rich nations that could afford cost subsidies. Today, all countries throughout the world have adopted some kind of housing policy, regardless of their development level. Housing has now obtained a key position among social priorities, though its standing has varied among countries and differed over time. While public programmes to reallocate resources in favour of housing have since become a global phenomenon, with few exceptions, the mix of government action and market forces (UNCHS Habitat II, 1996) has varied greatly between the countries. However, in

centralised economies, the administration of the housing sector and the construction of dwellings are clearly public responsibilities, although considerable private initiative has, in many cases, allowed for the production and ownership of small houses.

Since private neighbourhoods are fundamental pieces of city structures, housing policies have unavoidably converged into increasingly extensive projects to improve the urban condition. A considerable number of these projects have incorporated the structure of post-apartheid towns and development centres as urban restoration (Burns and Greber, 1977). In later years, many governments have started to consider their role and responsibility in a more extensive setting of human settlement, or what has been called 'human habitat'.

A historical sketch of housing policies and their relationship with economic development can be followed back to the industrial revolution. It is just since then that pressured public intercession in the housing markets has come into sharp conflict with general economic ideology. The *laissez faire* philosophy, clearing Europe and the United States at the time, inferred dependence on available forces in almost all areas of the economy. Additionally, the industrial revolution was accountable for the uncommon pace of urbanization, rehashed in later decades in the less developed regions of the world. Be that as it may, in numerous urban territories of less developed nations, the residence still fills the double need of a work base and a living dwelling for individuals not completely conformed to the modern way of living.

With urban areas blossoming with migrants from other countries - first experienced in England during the 1750s and later the remainder of Europe - combined with the influx of movement into the United States, it has become difficult to provide sufficient housing. The pathetic housing state of the urban labourers has turned into an important subject of considerable literature (Bowley, 1945). One gathering that created activity to its greatest advantage was made mostly out of the capitalist employers. This arrangement, broadly copied by the less developed countries of the world, delivered issues of its own. Labourers dependant on a specific management for both their residence and employment, inferred that the loss of one consequently brought about loss of the other.

Policies on housing, generally, are put in the administration of ideological and political objectives (Klak, 1997). The principle issue is that the way of thinking or the philosophy of the political system (free enterprise or capitalism, and communism or socialism) on

which housing policies are moulded does not constantly meet the genuine needs of poor people and helpless individuals. A few nations, including the United States, have energised home-proprietorship, since this kind of residency is likened with mindful citizenship. Then again, there are nations that advance the thought of housing as an “open utility” for developed communities, yet in addition they are looking to replace the market instrument with publicly controlled, if not publicly owned, enterprises in key segments of the economy. A review of the historical backdrop of all housing approaches has demonstrated that there is no proof of a long-standing programme or a blend of projects dependent on an unmistakably verbalised method of reasoning that has been executed with congruity to address housing issues. The key issue, to be laid out in the evolution of the housing policies, is to address the housing crisis. Moreover, subsequent legislation was designed to address the housing crisis as it was occurring.

In South Africa for example, the housing policy was elaborated on in the Housing White Paper on Reconstruction and Development, to address the issues of inequality and fragmented planning created by the apartheid regime (RSA, 1994). In some countries, the political parties in power can influence housing policies. For example, in the United Kingdom, the public and private sector finance of housing is quite reflective of the alternation of labour and conserve governments. A similar tendency can be observed in the United States, although housing programmes vary - even in the absence of political changes.

Govender (2011:108) states that, in the 1960's the prevailing spatial models that supported urban approaches in developing countries were obtained from the Modernisation Theory. It was contended that the structure of urban communities in developing countries was diverse, in light of the fact that they were at various phases of a comparable urbanization process. In spite of the fact that phenomena such as rapid urban growth, squatter settlements and over-urbanisation developments, were viewed as comparable, contrasts existed with respect to the degree to which planners could and ought to mediate and intervene.

In the impersonation of planning theories and practices that were supreme in developing nations, it was believed that strong regulatory intercession, dependent on Western minimum standards, were vital so as to control, direct and defend urban development. The principle planning tool that was used to accomplish this was the ground breaking strategy,

which endeavoured to manage and direct the utilisation of land, the area of infrastructure and amenities. In certain countries, modern planning tools, such as spatial interaction models, were incorporated with the ground breaking strategy.

The failure of the housing policies in developing countries was clear by the late 1960's, with the proliferation of slums and shanty towns, which were beyond state control. The supply of post-apartheid conventional housing units was minuscule in relation to the need. Despite the fact, that these houses were heavily subsidised, they were unaffordable to a large portion of the population. In the 1970's a post-apartheid policy consensus emerged at the Habitat One conference (1976). The 'Aided Self-Help' approach adopted a far more positive attitude to the growth and servicing of peripheral squatter settlements and was underpinned by a post-apartheid spatial model.

The approach was seen as a major response to the housing crisis of the urban poor (Mathey, 1992). The post-apartheid model discarded the polarised spatial dualism of the earlier model and replaced it with functional rented inner city slums and peripheral squatter settlements through the mechanism of the economic and residential mobility that was associated with the migrant's life cycle in the city. In this model, inner city slums were identified as deteriorating reception areas for post-apartheid migrants and peripheral squatter settlements that appeared to be developing constantly as a last minute option of residence for migrants.

The 'Aided Self-Help' housing approach involves some sort of collaboration between what have often been called the public and popular modes of housing construction. In theory, all parties benefit from joint-venture schemes that range from simple in-situ upgrading to substantial core-housing projects, with improved housing and capital resources being obtained through a limited investment committee by the State (Potter and Lloyd-Evans, 1998). In the late 1970s and early 1980s the importance of the housing debate regarding policy shifted towards slum and squatter settlement upgrading, in the form of 'integrated development projects'. Some slum and squatter settlement upgrading projects proved more replicable by incorporating middle class groups within project areas.

They were equipped for creating cross-subsidies for a larger number of poor people. A few nations, for example, India and Indonesia, figured out how to accomplish urban development on a massive scale by utilising these tasks under the supervision of 'unified

metropolitan authorities'. However, issues of affordability and cost recuperation frequently rose in recently updated projects, as the introduction of taxation, rent increments and the expenses and costs of upgrades prompted the exclusion of those earning a smaller salary. This is one reason why Burgess (1985) criticised 'self-help housing', as it requires extra charges that the poor can't bear.

As indicated by Mutume (2004), the policies on the housing provision in African nations have been an achievement smeared with affliction because of the absence of assets and resources as well as poor organisation and integration of relevant stakeholders in these housing programmes. For nations like Nigeria, plans are in progress to augment the utilisation of housing mortgages as an administration in giving out houses. Nigeria is utilising "customary techniques" to provide housing, which includes the selling of land and the purchaser's building of the house. Such conveyance represents the probability of having bought land with no development occurring. This is on the grounds that not all individuals can bear the costs to construct houses for themselves and to maintain the land (Andrew, 2007:01).

Keivani and Werna (2001) further attest that the provision of housing, in almost all developing nations, has been restricted by the World Bank's planning strategies of the 1980s and 1990s for monetary development and improvement, the supposed Structural Adjustment Programs (SAPs). These approaches were created to help developing nations alter their economies and markets fundamentally by permitting privatisation of their services or decreasing government duty on most social services to advance profits as well as proficiency. The World Bank was anticipating a future breakdown of service because of the large provision of services by the governments in the developing countries, to the detriment of the unsteady economies and delicate worldwide markets. In any case, SAPs neglected to bring about any important changes among the developing nations. They prompted huge occupation cuts, destitution and loss of employment (Mulinge and Mufune, 2003).

2.5. GLOBAL PRACTICES OF HOUSING

During the time from 1989 to 1992, an underlying land experimental programme, known as the Program of Mutual Aid and Self-Management, was led in Sao Paulo, Brazil. The programme included participation from the general public, in terms of managing public

resources, and the integration and control of the process that dealt with public housing construction. The municipal government of Sao Paulo filled in as the financing office and the managing power behind the programme, which included three primary actors in particular: the municipal government of Sao Paulo (which went about as the financing operator), community based associations (which went about as the advertisers and implementers of the programme) and the NGOs (which went about as consultants) (Phago, 2010:96).

The housing system demonstrated in Brazil proved to be an incredible achievement, as it put much control into the hands of the housing recipients and supported open investment and participation. The circumstance in Brazil is like that of South Africa, as far as financial improvement and the hugely increasing numbers of informal settlements are concerned. The adaptation of the Brazilian model in the KwaDukuza municipality could prove to be an answer for the housing issues being experienced in the two areas (Ntshawini and Tete). People in general, in the two zones, have communicated a dissatisfaction with the administration and service conveyance, through service delivery protests. Along these lines, this approach that organises public participation could re-establish open trust in the government administration (Ngwenya, 2016).

In Britain, the First World War denoted a critically defining moment in the improvement of housing policies. After 1914, the state started to be more effectively engaged with housing provision, albeit frequently reluctantly. The latest mediation did not only include guidelines of the privately leased markets, it additionally gave subsidies to council housing and to private sector housing (Clapham, Kemp and Smith, 1990:40). The government's mediation in housing is the key answer for the mitigation of the housing crisis in the KwaDukuza municipality. As government assets are restricted, it is significant that there be new and creative measures for the housing crisis that will almost certainly accommodate all government low-cost housing recipients in a supportable yet financially effective and productive way.

2.6. THE LEGISLATIVE FRAMEWORKS REGULATING THE PROVISION OF LOW-COST HOUSING POST 1994

Housing policies should be shaped not only by the objective criteria for output allocation, but also by the beneficiaries' preferences, because nobody knows the needs of poor

households better than the poor themselves. This is acknowledged by the World Bank (2000), which recognises that the poor are the experts of poverty. The positive impact of housing projects on the amelioration of living conditions in creating jobs and alleviating poverty relies on the participation of its beneficiaries or consumers (Govender, 2011).

Overall, there is a broad consensus that the state must play a role in housing processes (Malpass and Murie, 1999). However, there is no consensus about the kind of state interventions in the housing process. Such interventions depend on the political ideology of the state, whether it embraces neo-liberal or socialism strategies, and the resources of the country. The following are the legislative guidelines that South Africa has adopted after the colonial era.

2.6.1 The Reconstruction and Development plan (1994)

The RDP (Reconstruction and Development Programme) was created by the South African government to address issues of post-apartheid conditions in South Africa (O'Malley, 1994:6). Its purpose was to assemble resources for removing apartheid structures of planning and for building a democratic, just, non-racial and non-chauvinist future (O'Malley, 1994:6). The RDP comprised six essential principles: To be an integrated and sustainable programme, to incorporate a people-driven process, the creation of harmony and security, to work as a nation building process, to go about as a linkage between reconstruction and development, and to strive towards the democratisation of South Africa.

The six principles, connected together, create the philosophy that informs the entire RDP (SA, 1994: 1). The fundamental ideologies of the RDP depended on the delivery of essential needs, advancement of human resources, building the economy and democratising of state and society. These principles shaped the structure of the RDP and added to the beginning of the change in perspective; from housing as a political perspective towards centralising the needs of the people. The RDP had the correct principles in order to make housing conveyance feasible, yet sadly the execution of the RDP was not up to standard and added to issues like extortion and political change. Government had to build up another strategy with respect to housing conveyance and the Development Facilitation Act, No. 67 of 1995 was the appropriate response (RSA, 1995:1).

2.6.2. The Housing White Paper (1994)

The Housing White Paper (RSA, 1994:16) likewise ambitiously meant to convey participative, just and coordinated settlements within the most limited time span conceivable. Somewhere in the period from 1994 and 2004, the Department of Housing (DOH) exhausted R24.22 billion on the delivery of houses; 1.5 million houses were developed; and roughly 6,000,000 poor South Africans were housed (DOH, 2004b:3). This may be seen as a world record in housing conveyance. As per the DOH (2004b:3), the construction and provision of housing, fundamental connector services and secure residency contributed essentially towards easing indigence by verifying, allocating and securing economic resources for the poor in the form of a house.

Be that as it may, one of the primary critiques of this policy period was its neo-liberal, market-driven reaction to housing conveyance. The Housing White Paper (RSA, 1994:19) states that the key pre-condition for obtaining a house must be given in a standardised market so as to draw in private investment. It likewise contends that the state can't address the issues of the destitute. Such an approach has been intensely censured throughout the years (Harrison, Huchzermeyer and Mayekiso, 2003; Khan and Thring, 2003; Rust and Rubenstein, 1996; Tomlinson, 1998).

The outcomes of these housing delivery paradigms incorporated the vast differences in earnings between low-and higher income level families, however the surfacing of a purported housing fund gap for low-income families earning between R3,500 and R6,000 every month; a lower than anticipated pace of delivery; discouragement of the general public because of the absence of suitable consultative procedures; hesitance by designers and developers to be associated with low-income housing conveyance; and the incapacity of the National Housing Finance Corporation to expand access to credit and lessen interest fees for low-income families exacerbated housing delivery to those most in need (Bond, 2003:47). As per Bond, (2003:47) the Housing White Paper's market-focused approach also brought about the generation of apartheid style ghettos, and heightened the similarly threatening structure of class apartheid all over the country.

2.6.3. The Housing Policy (Act 107 of 1997)

The Housing Act (Act 107 of 1997) emphasised the Housing White Paper's objectives by ensuring steady foundations, supportable homes that will last longer; secure residency; and

communal settlements situated in areas closer to amenities that also provide fundamental and social services (RSA, 1997:3). The switch from the Housing White Paper (RSA, 1994), to the Housing policy (Act 107 of 1997) set up government as an empowering agent of housing conveyance, instead of leaving the provision of such exclusively to the market. In spite of the fact that this new enactment was intended to upgrade provision, critics believe that the objectives of the policy were still not achieved.

As per Tomlinson, (2006:93) the essential purpose of government in the early housing approaches was to give security of tenure through home proprietorship and access to fundamental services through a gradual arrangement in terms of the provision of serviced sites with basic structures. Such was seen as a progressive venture in terms of adequate delivery of many low-income housing structures, rather than building fewer structures of better quality (Tomlinson, 2006:96-97).

2.6.4. Development Facilitation Act 67 (1995) (DFA)

The Development Facilitation Act (DFA) was executed by government to encourage and accelerate the deficiencies and drawbacks of the RDP. The Development Facilitation Act of 1997 was seen as an approach where local governments had to create incorporated planning frameworks; land development, as well as enhance the coordination of the spheres of government (RSA, 1999:2).

2.6.5. Green Paper on Development and Planning (1999)

The Green Paper on Development and Planning was a response by the South African Government to improve and restore the divided frameworks of the RDP. The target of the Green Paper was to give a reasonable balanced urban and rural spatial framework and to improve coordination between the three spheres of governments (RSA, 1999:2). The colossal interests and requests for housing obligated government to make strategies dependent on the DFA to organise and incorporate developmental procedures to address the demand for housing set by the people of the country. These fast-track approaches, combined with better management systems, formed the basis and starting point of the Green Paper on Development and planning and provided guidelines for the White Paper regarding the land use management processes (RSA, 1992:2).

2.6.6. White Paper on Spatial Planning and Land Use Management (2001)

The White Paper was actualised in 1999, grounded on the goals of better administrative frameworks set in the Green paper on Development and planning of 1999. The White Paper utilised these goals and objectives to enhance and accelerate spatial planning and land use management strategies over the spheres of government, considering both the remarks put together by the Green Paper on the spheres of government, as well as interceding new enactments and legislations, more especially the Municipal Systems Act 32 of 2000 (RSA, 2001:4).

This new enactment comprised of feasible land development where land was used according to the stipulated law, advancing fairness by improving community participation with respect to land use management, promoting viability by growing smaller urban areas and decreasing the gap among living settlements and working areas, advancing interrelation between every sector and the various ethnic groups in South Africa, and giving great administrative frameworks where all individuals have the opportunity to access information in regards to planning and land use management (RSA, 2001:6). The White Paper on Spatial Planning and Land use Management Act of 1999 paved the way for the strategizing and creation of the BNG (Breaking New Ground) policy that was dedicated to the contemporary vision of housing provision.

2.6.7. Revised Social Housing Policy (June 2003)

The housing strategy had explicit goals that guaranteed that the legislature, through all housing divisions and departments and their related partners, could convey satisfactory housing and guarantee and enhance the welfare of the particular recipients of housing. This housing policy likewise served as a guide for all concerned with respect to the issue of housing in SA. The policy contained the following objectives in order to achieve success in housing provision, as indicated by the draft Social Housing Policy (RSA; 2003:4):

- “To define key terms to ensure common understanding and synergy in the sector,
- To lay down general principles for the social housing sector,
- To define the legislative, institutional and regulatory environment in which the sector [would] operate,

- To provide for a government funding mechanism for the social housing sector to facilitate the specific targets noted in the policy,
- To promote capacity building for the sector, and
- To provide measures to encourage the sustainability and growth of the sector at scale.”

The mentioned objectives of the housing policy approach adjusted the housing needs of the country and the obligations of the administration in a straightforward and far reaching way. From these goals, further objectives and undertakings could be anticipated, with cautious thought for the persistent changes in the environment and the ever evolving needs of the public. These goals guaranteed that the housing institutions were coherent with the general statute of government. This assisted in decreasing the housing backlog. Fundamentally, in order for housing goals to be achievable they have to take into consideration correlation between the different partners or stakeholders and their objectives (Ngwenya, 2016).

2.6.8. Breaking New Ground (2004)

The Breaking New Ground (BNG) was viewed as an extensive plan for the provision of housing and was to implement increasingly viable and responsive housing delivery by concentrating on diverting and upgrading the existing strategies and policies (RSA, 2004:1). The vision of the BNG was to build up a coordinated society which would enable the creation of sustainable human settlements that consisted of quality housing (RSA, 2004:17). The BNG was also expected to create employment in the building sector as houses were built, improve and enhance economic opportunities in communities, look for present and future sustainable settlements, fight off any criminal activities, generate wealth, make medical care available to the public and foster social cohesion amongst community occupants (RSA, 2004:19).

It was clear that the BNG was created with the purpose of resolving and attending to the needs of the public as far as human settlement provision was concerned. The Breaking New Ground policy additionally had a colossal impact in the planning and creating of inclusionary housing strategies which incorporated job and other financial opportunities in the human settlements, all while providing housing for the citizens of South Africa. The

far reaching plan for the improvement of sustainable human settlements, affirmed on the 1st of September 2004, enabled a paradigm shift for the national housing programme. Having accomplished the underlying housing conveyance targets, government moved its developmental focal point towards cutting wastage and improved coordination of the human settlements, with increasingly smaller settlement structures and increased scope for housing and social economic opportunities (RSA, 2004: 19-20).

The fundamentals of coordinated human settlements were solidly established in the BNG system which government delivered in 2004. After the 1994 elections, government invested in the development of habitable, fair and sustainable human settlements (RSA, 2004:5). Another fundamental segment of the BNG included seeking a progressively conservative urban structure, encouraging higher densities, blended land use development and coordinating land use and open transportation systems. The vision of the BNG was to build up an incorporated society by adding to manageable human settlements and improved quality of the houses delivered. (RSA, 2004:17).

The principles of the BNG identified that public participation was crucial for the creation of sustainable and economically viable human settlements. To guarantee that the human settlements were economically viable it was critical to draw the public in and enlighten them on the importance of sustainability ideas and how significant their participation was in ensuring effective participation and service delivery (Ackerman, 2016).

The BNG approaches had an immense influence on the transformation of human settlement conveyance plans and policies in South Africa (RSA, 2004:1). It was the policy that began to offer significance to human settlement conveyance, particularly for low to medium cost households. It was also the principal motivating force which demonstrated the significance of an integrated effort and approach with respect to human settlement provision as far as social, economic, environmental and political factors were concerned (Ackerman, 2016).

2.6.9. National Development Plan (2011)

The NDP was executed to advance a contemporary direction for South Africa. The objectives of the National Development Plan were to address the citizens' needs and decrease inequality and any other imbalances by the year 2030. Moreover, the NDP has

attempted to bring unity to the country's people and equip them with a skill set and the capacity to take advantage of the many opportunities presented to them (RSA, 2011:1).

2.6.10. Spatial Planning and Land Use Management Act (2013)

The Spatial Planning and Land Use Management Act (SPLUMA) was actualised by the South African government in 2013, with the objective being to give a framework for the spatial arrangement and land use management. The focus and aim of SPLUMA was to produce a framework that would aid in coordinating, evaluating and monitoring the spatial planning and land use management systems, and help with the implementation of land use and development measures. (RSA, 2013:2).

SPLUMA established a firm framework for coordinated human settlement delivery in South Africa with respect to the compelling execution of spatial planning and land use management. With the execution of SPLUMA, the Development Facilitation Act (1995) was revoked; it was the only post-apartheid piece of legislation that managed spatial development standards and the planning of land use mechanisms.

2.6.11. Integrated Urban Development Framework (IUDF) (2014)

The IUDF was designed to unlock the development synergy that comes from coordinated investments in people and places. Furthermore the policy framework aimed to guide the development of inclusive and liveable human settlements, while addressing the conditions facing cities and towns in South Africa (IUDF, 2014:5).

2.6.12. Rural Development Strategy (2014)

The Department of Rural Development and Land Reform presented the Rural Development Strategy with the institute to make energetic, impartial and manageable rural communities. (RDS, 2011:7). The Rural Development Strategy was a reaction to the disturbing realities in rural areas, namely incredibly impoverished economic societies (RDS, 2011:5).

2.6.13. CSIR guidelines (Council for Scientific and Industrial Research)

The CSIR developed a systematic framework called the "Sustainability Analysis of Human Settlements", which the Department of "Housing utilised as a rule book to seek out and deal with difficulties which human settlements experienced pertaining to the poor

provision of housing and pre-apartheid systems (Du Plessis and Landman, 2002:4). The structure created by the CSIR led the legislature to viably screen the maintainability of human settlements and added to the acknowledgment that human settlements in South Africa are phenomena that are beyond the mere provision of houses.

2.6.14. 2009-2013: National Housing Code

As indicated by Sikota (2015), the ever evolving policies regarding housing development led to the enactment of the National Housing Code, published in the year 2009, which outlined the variety of housing programmes and guidelines that provided for the different housing processes and procedures highlighted by many frameworks of legislature. The National Housing Code sets the following notion:

...Sets the underlying policy principles, guidelines and norms and standards which Apply to government's various housing assistance programmes introduced since 1994 and updated. The purpose of this guide is to provide an easy to understand overview of the various housing subsidy instruments available to assist low income households to access adequate housing. (RSA, Department of Human Settlements, 2009a: 9).

The code additionally considers the different interventions and strategies of the National Department of Human Settlements that educate and concur with the strategies stipulated in the document. Generally speaking, the informed legislative frameworks on housing have experienced striking changes since the introduction of democracy, including but not limited to the above mentioned developments. There are a large number of extensive programmes informed by these overall policy directions, that impact on the way housing is provided and on who qualifies for the different programmes. However, as demonstrated above, access to this constitutionally recognised right remains a challenge for many poor communities, especially in big towns and cities (Sikota; 2015).

While many of the overviews of low-cost housing policies which appeared during the 1990s have presented a perspective analysis of an evolving situation, it would be true to say that they represent a continuation of the established and conventional evaluations. The above policies and legislative frameworks were essential and contributed immensely to the paradigm shift that was needed in order to create a platform for the provision of low-cost housing.

2.7. THE SPHERES OF GOVERNMENT AND THE ROLE THEY PLAY IN THE PROVISION OF LOW-COST HOUSING

The introduction of a democratic government in 1994 led to the improvement of living conditions and redesigning of informal and rural settlements which were viewed as having focal significance in the new democratic South Africa. The South African Constitution clearly provides the standards and principles of the government's functions. There are three levels of government in South Africa, namely, National, Provincial and Local Government. The redevelopment programme for human settlements began in 1999, and stipulated plans to improve the nature of the urban poor and their lopsided characteristics, and address the service backlogs, including housing, which were inherited from the era of apartheid (RSA, 1996a; Bosman, 2014).

2.7.1. The National Government

The national government is the primary level amongst the three spheres and is strictly guided by the Constitution. The various government spheres are urged to work in an organised way to handle the developmental needs of the people in their jurisdiction. This division allows all three levels to function effectively yet connects the top level of government to the lower levels in order to achieve integration. This level is mainly concerned and accountable for the development and regulation, as well as oversight of laws and policies (RSA; 1994). The national government is responsible for national housing policies, hence the creation of the Department of Housing, along with housing development processes in coordination and partnership with the provincial department and local municipalities (SALGA).

The funding policy framework and subsidising system for the development of housing projects is highlighted in the National Housing Policy, it is the very same policy that mandates the state to secure an allocated budget for housing. The allocation of funds not only rests with and benefits the national but also the provincial and local spheres, as well as other institutions that execute housing programmes from the national mandate. National housing codes are developed and created by the national government. These codes stipulate guidelines of an administrative nature concerning the public sector housing developments and principles for each housing delivery. The National Housing Codes put emphasis on consultation regarding housing developments and challenges amongst the

three spheres and other relevant stakeholders. The codes also assist the provincial sphere and local municipalities in creating administrative capacity and help to monitor their performance regarding housing development (Intergovernmental Fiscal Review, 2003).

The following are the guidelines used by the national sphere of government in order to facilitate the provision of low-cost housing:

- “Assist and enhance the capacity of provincial and local government to meet targeted objectives.
- Formulate the national housing policy, including national norms and standards for implementation in the national housing programmes. The most important function at the national level is design of the housing subsidy scheme, coupled with the allocation of finance and resources.
- Develop national norms and standards which are incorporated into the national housing code.
- Continuous evaluation of performance related to the delivery targets and funding allocations.
- Determine nationwide delivery targets through a multiyear strategic plan, with appropriate funds allocated from the South African Housing Fund”

2.7.2. The Provincial Government

Provincial governments are mainly accountable for developing housing policies to be used within the provincial jurisdiction, using the national Framework as a guideline as no policies can be created out of context or out of alignment with the National Legislative Framework. The provincial government mainly affirms housing subsidies and projects and aid assistance to municipalities regarding housing development. They additionally assess applications for accreditation to regulate national housing projects and analyse and evaluate the performance of the accredited municipalities (Intergovernmental Fiscal Review, 2003).

Provincial governments play a vital role in ascertaining effective and efficient housing delivery at large. The following are the envisaged functions of housing that the provincial level is responsible for:

- “Devising provincial policy within the framework of the National Housing policy. The policy must enable the development of adequate housing in the province.
- Promotion of provincial legislation that promotes effective housing delivery.
- Preparation and maintenance of a multiyear strategic provincial housing plan. This plan will be in line with housing delivery targets determined by the province. These programmes must be carried out in line with the national housing policy.
- Providing a supporting function to municipalities and to intervene where municipalities cannot perform their duties as defined by the Act (RSA, 1994).”

2.7.3. The Local Government

Local governments are mandated by the Constitution to give effective administrations and sustainable services to their people in an economical and fair way (DWAF, 2001). Municipalities plan, co-ordinate and encourage suitable housing development in their jurisdiction, either by delegating engineers and developers to carry out projects or by assuming the role of a developer. The provision of bulk engineering services rests with the municipality, and these services are therefore financed through the Consolidated Municipal Infrastructure Program (CMIP).

When officially accredited, Municipalities administer any national housing programme in their areas of jurisdiction. Accreditation empowers a municipality to undertake similar functions to provincial governments in that it receives, evaluates and approves or denies applications for subsidies. It also prepares a local housing strategy and sets housing delivery goals. Municipalities also set aside, plan and manage land for housing and development (Intergovernmental Fiscal Review, 2003).

As indicated by the Department of Local Government and Housing (2009), the provision of low-cost housing gives access to the various economic and social opportunities that will aid in improving the personal satisfaction and quality of life of the general public. In order for the enhancement of quality of life, section 152 of the Constitution states the objectives of local governments, which are as follows:

- “Promote social and economic development,
- Promote a safe and healthy environment for all, and

- Participate in national and provincial development programmes. However, people are experiencing poor realisation of upgrading, extreme levels of social exclusion, poverty and discrimination.”

According to the Housing Act and the National Housing Code, local government has a task to carry out, together with national and provincial governments to guarantee that the constitutional right to housing is achieved. As per the Housing Act of 1997, all municipalities as part of their mandate and within their capacity, are to advance and coordinate development planning in order to ascertain that:

- “The local residents of its area of governance have access to adequate housing opportunities.
- The health and safety of residents are adhered to.
- Infrastructure services in respect of water, sanitation, electricity, roads, storm water drainage and transport are provided in a viable manner (RSA, 1994).”

However, the local government transition has been the slowest of the sphere of government. At a local government level, the response is typically reactionary. The language used to describe people living in the informal settlements serves further to marginalize them. They have been commonly termed as “squatters”, appearing outside the system (Heinemann, 2003:302).

2.8. CONCLUSION

One of the most controversial and spoken about issues in South Africa is housing. The feelings of resentment amongst the previously disadvantaged, brought about by the historic segregation of apartheid, soon started to dissipate as the dawn of democracy restored lost hope and reassured the people that the injustices of the past would be rectified through the passing of various legislations that would ensure equality, fairness and effectiveness in the delivery of services (Ngwenya, 2016).

Ngwenya (2016) goes on to say that public discontentment with the rate at which government has responded to the current housing crisis has led to an increase in the number of violent protests taking place around the country. It is, therefore, imperative that South Africa embraces and conforms to various international practices relating to the housing

industry and tries to adopt some techniques and executes strategies and adapts them to the conditions in South Africa.

The analysis and comprehension of multiple housing policies enables one to conceive a general background of how the housing policy in South Africa is structured. The review of literature and legislative frameworks has enabled the researcher to draw correlations between legislation, past and present, and both locally and internationally. This has allowed the researcher to produce pragmatic proposals and practical recommendations relating to how the housing backlog can be combated, as well as how legislation can be strategized in order to enable effective delivery and efficient processes and procedures. The next chapter provides an in-depth discussion of how the research methodology employed in the study has helped the researcher to acquire sufficient and relevant data that has assisted with achieving the objectives of the study.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1. INTRODUCTION

This chapter correlates with chapter one, in the sense that it further bestows discussions concerning the research methodology and approach as well as the design employed in the study. In chapter one, a brief description and justification of this research project was articulated. The purpose of this chapter is to produce an articulated, in-depth discussion on the type of methodology that was employed in the study and the justification for the utilisation of such approach, design and instruments.

3.2. SIGNIFICANCE OF THE STUDY

Undertaking this research study has helped the researcher get an in-depth understanding of the processes that are followed and the procedures that are involved in the distribution of low-cost housing. This in-depth understanding helped uncover the reasons behind the slow and stagnant development of houses and revealed how the people of the identified areas are affected by such phenomena. Furthermore, the study will also assisted in making citizens aware of their right to have access to adequate housing, as well as the limitations of that right. The study was prompted by the need to validate the extent to which the housing programme in South Africa has met the needs of the beneficiaries, and was motivated by the numerous concerns, raised across the country, about the compromised quality of RDP houses, inadequate provisioning of infrastructure and amenities in the RDP houses and maladministration in the programme implementation (Amandla, 2011; Abahlali base Mijondolo, 2011).

3.3. STUDY AREA

The KwaDukuza local municipality is a category B municipality, located within the iLembe district in the KwaZulu-Natal province. It is one of the four municipalities (Ndwedwe, Maphumulo and Mandeni Municipality) that make up the district. KDM occupies a coastal and inland stretch of approximately 50km in length and 14km in width, with a variety of clustered settlements and small towns that provide a total municipal jurisdiction of 633 square kilometers. The total population of the KDM is set to be at 231 188, with females comprising the highest percentage of 50.6 per cent (117 028), while the males are at 49.4 per cent or 114 160 (Census, 2011). The main study areas where the research was articulated were the Ntshawini area as well as eThethe area, as they are the least developed communities among the

rest of the communities in KwaDukuza. Both of these residential areas are mostly constituted by informal settlements and the lack of social community development - these reasons motivated the researcher to conduct such an investigation.

3.4. UNDERSTANDING RESEARCH DESIGN AND METHODOLOGY

There are a wide variety of designs which are available to social science researchers, including Public Administration researchers. The design of the study involves specifying exactly who or what is to be studied, when, how and for what purpose (Babbie, 2001:90). Mouton (1996:107) adds that a research design develops subsequent to the formulation of the research problem. In this regard, the main function of the research design is to enable the researcher to anticipate what the appropriate research methodology should be in order to maximise the validity of the eventual results. Mouton (1996:107) further defines research design as a set of guidelines and procedures to be followed in addressing the research problem.

3.5. QUALITATIVE RESEARCH

Qualitative research is a type of social activity that looks into the manner that individuals describe and comprehend their encounters, in order to have a clear and concise social truth about people. It utilises interviews, journals, diaries, open-ended questionnaires and so forth, to acquire, examine and translate the collected data into an organised and comprehensible form (Zohrabi, 2013). Qualitative research has an exploratory nature that tries to clarify 'how' and 'why' a specific phenomenon works as it does in a specific setting. It attempts to assist with realising the social world that we reside in, and why certain things happen the way they do (Polkinghorne, 2005).

Researchers undertaking qualitative study are mainly interested in individuals' conviction and experience, which comes from the point of view of the individuals. Numbers or statistical analysis and calculations are not included in a qualitative study (Brink, 1993). The foundations of qualitative research lie in the determination of what cultural, social, historical psychological and philosophical phenomena entail. The objective of the qualitative custom is a 'profound comprehension of the specific' (Domholdt, 1993). The motivation behind qualitative research is to depict and decipher circumstantial issues and phenomenon, from the perspective of the individual or population being contemplated, in order to create new ideas, recommendations and speculations of why certain things occur the way they do and in the manner that they do. The choice of methodology is directed by the questions that are raised (Viswambharan and Priya, 2016).

The employed qualitative research methodology proved to be suitable since the study was phenomenological in nature, as it aimed at evaluating the processes followed and procedures involved in the provision of low-cost housing and was helpful in obtaining in-depth insight from the participants of the study, which enabled the researcher to produce results that represented the overall perspectives' of all participants that took part in the study.

3.6. SAMPLING METHOD

As indicated by Ranjit (1999), the process of identifying and choosing a small number out of the larger population, in order to evaluate, approximate and anticipate factual results regarding the perception of the larger population, is referred to as sampling. Nastasi (2004) further affirms that sampling alludes to determining units, settings to be studied as well as people.

3.6.1 Sampling Technique

Regardless of whether it is feasible, it's unwarranted to gather data from each and every person in one's area of study so as to acquire valid discoveries. In qualitative research, a sample of a population is chosen for any kind of research. The objectives of the study, its characteristics and research questions determine the number of people to be selected for investigation.

3.6.2. Random Sampling

Gravetter and Forzano (2011) state that random sampling is the most flawless and clearly credible sampling strategy. It is, likewise, the most prominent technique for picking a sample among population for a wide scope of purposes. In a random sampling technique, every individual from the population is similarly liable to be selected as a component of the sample. It has been expressed that "the logic behind simple random sampling is that it removes bias from the selection procedure and should result in representative samples". As stated in chapter one, the researcher employed random sampling during the data collection process. Random sampling occurred significantly during the conduct of interviews with participants of the Ntshawini and eThethe area, in a manner that saved time and resources, as the researcher randomly selected participants based on their availability and willingness to participate in the study.

3.6.3. Purposive Sampling

According to Cresswell and Plano Clark (2011) and Patton (2002), purposive sampling is vastly utilised in qualitative research in order to recognise and identify information that is rich in

nature, concerning the phenomenon under study, and is perceived as most effective when entrusted with limited resources (Cresswell and Plano Clark, 2011; Patton, 2002). Black (2010) further asserts that purposive sampling is a non-probability sampling method and that it occurs when “elements selected for the sample are chosen by the judgment of the researcher”. Researchers often believe that they can obtain a representative sample by using sound judgment, which can result in saving time and money. The use of purposive sampling was useful in this study, as there was a limited number of primary data sources (officials from the department of Human Settlements, Municipal Manager, and Ward Councillors of the target areas of the study) who contributed to the study, hence it was appropriate.

3.7. DATA COLLECTION INSTRUMENT

Semi-structured interviews were employed in the study as they allowed the respondents/ participants to have enough time to ponder about their answers relating to the questions presented to them as well as sufficient time to discuss their opinions in depth, which allowed the researcher to clearly comprehend the ill effects imposed on the people and how they cope with such dilemmas on a daily basis, how involved the community was pertaining to participation, whether the barriers affecting the distribution of low-cost housing were within or out of the control of the municipality or Department of Housing. The data collection instrument that was utilised enabled the researcher to explore dynamics based on the responses of the participants, as the main objective of data collection is to understand the opinion of the participant and not to make generalisations which often lead to biasness - this is what the researcher tried to avoid throughout the conduction of the entire research study. The choice to utilise semi-structured interviews proved to be the best as opposed to the use of questionnaires, as the level of education that the participants have obtained would have hindered their ability to fully comprehend and respond to the questionnaires in depth.

However, due to municipal employees being unavailable to concur to the interview sessions requested, the researcher had to opt for the utilisation of questionnaires, as it was much more convenient for the respondents of KwaDukuza municipality.

3.8. DATA ANALYSIS

Qualitative data analysis is complicated by the volume of data generated, and the challenge for the researcher is to conduct an in-depth analysis, and yet present the findings in a concise and logical way (Mohajan, 2018). This was the main challenge that stagnated the researcher, as she had a large sample size, which generated a large quantity of data with the reason being to

acquire as much information and knowledge as possible regarding the phenomenon of the study.

According to Mohajan (2018), data analysis is actually a dynamic process of weaving together the recognition of emerging themes, the identification of key ideas or units of meaning and the material acquired from the literature. An intensive data analysis only starts when all data have been collected and prepared. Sometimes the process begins before all the data are collected. Each transcript is read thoroughly and in its entirety. The aim, at this stage, is to use the data to think with, and one looks to see whether any interesting patterns can be identified.

The use of thematic analysis, in the study, allowed the researcher to identify themes, patterns and redundancy in terms of the responses gathered, which made the entire process of analysis easier and more time-efficient, as the researcher was able to discard responses that were repeated and analyse responses theme-by-theme as conveyed in chapter four.

3.9. VALIDITY AND RELIABILITY

Validity is the extent to which an instrument measures what it is supposed to measure and performs as it is designed to perform. It is rare, if nearly impossible, that an instrument be 100 per cent valid, so validity is generally measured in degrees. As a process, validation involves collecting and analysing data to assess the accuracy of an instrument. In this case, validity was achieved through a continuous process of data analysis until accuracy was determined. The data collection instrument proved to be reliable as there was consistency in terms of the responses articulated and it was able to measure what was sought to be achieved under the objectives of the study.

3.10. CONCLUSION

If there's one thing the researcher has learnt throughout the process of data collection, it's that no matter how well prepared one is, there will always be unforeseen circumstances that one may find themselves in and be unprepared for. The meticulous planning for the study made it easier to overcome such challenges as the researcher was following the strict guidelines outlined in chapter one (the proposal), from the data collection method, the method to be used to analyse the data, the sampling type to be used, the sample size to be included, and so forth.

This chapter identified the methods and the instruments used in the study in order to achieve the set objectives. The principles of conduct are the most important ones as they addressed the issue of ethics and procedures (Jili, 2012). In this study, verbal permission was obtained from

the participants and electronic permission was granted from participants in the KDM and the Departments of Housing and Human Settlements.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.1. INTRODUCTION

The process of providing low-cost housing to society is very complex and is often met with various challenges, some foreseeable, while others not. The purpose of this chapter is to discuss and reflect on the data that has been collected by the researcher using thematic analysis in making meaning of the responses articulated from the participants of the study. The participants were the residents of the Ntshawini and Thethe communities, along with civil servants from the Department of Human Settlements and municipal officials from the KwaDukuza Municipality, as well as community leaders who represented both communities at large, namely the Ward Councillors. The results are integrated into different themes and sub-themes for each of the research questions, in order to ascertain that the objectives of the study have been achieved.

4.2 THEME ONE: CHALLENGES AND ILL EFFECTS IMPOSED ON THE COMMUNITY MEMBERS DUE TO LACK OF PROPER LOW-COST HOUSING

4.2.1 Responses of the eNtshawini Community members

In the eNtshawini area, a total of 15 housing beneficiaries were interviewed. The remaining five could no longer be interviewed any further due to redundancy as the researcher was receiving a series of repeated responses.

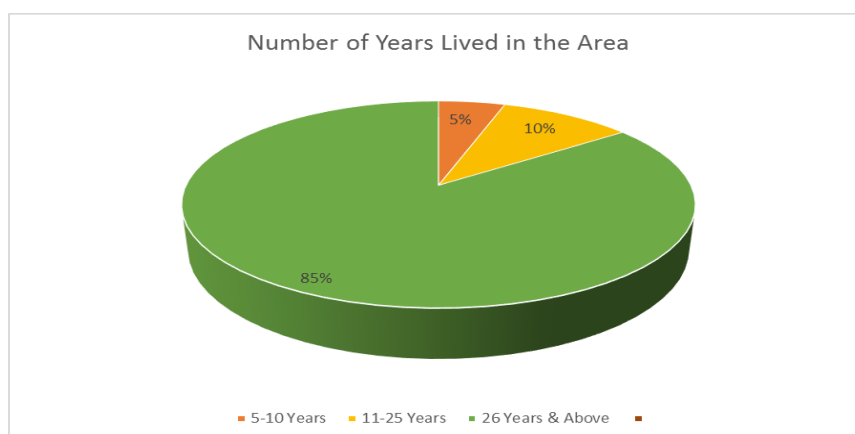


Figure 4.1: Number of years the respondents had lived in the area

SOURCE: Researcher (2019)

Figure 4.1 above indicates that 85 per cent of the low-cost housing beneficiaries within the eNtshawini area have lived in the area for more than 26 years. This ultimately made them knowledgeable and trusted sources of information regarding the issue of the provision of low-cost housing, as they have lived in the area for quite some time.

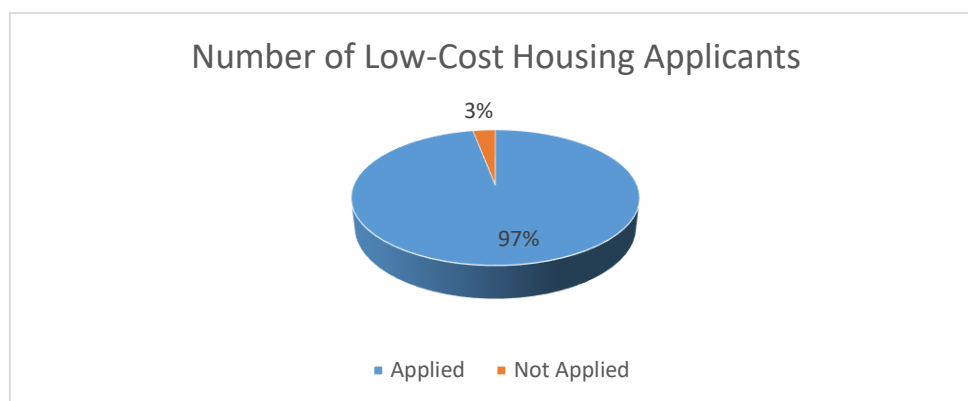


Figure 4.2: Number of low-cost housing applicants

Source: Researcher (2019)

Figure 4.2 above reveals that 97 per cent of the entire population investigated in the Ntshawini area had applied for government low-cost housing and were black, according to the demographic characteristics. The fundamental reasoning behind such factuality was due to a lack of proper education that would have enabled them to secure sustainable jobs to provide for their fundamental needs such as shelter. Manomano (2013) asserts that since one of the RDP policy goals was to address housing problems, it was clear that it was blacks who were the majority targets of these houses. This was understood as it was the blacks who had suffered all facets of discrimination during the apartheid regime.

The respondents of the investigation explained to the researcher how they had been applying for housing over and over. The researcher began to notice a pattern (using thematic analysis), judging from the respondents, that whenever it was close to election dates, political members from the ruling party would come to the people with a request that they provide their names and details in order to receive housing, but they never then received houses. Such action has infuriated the community, leading to the violent protests that have been taking place in the area for several years. Bosman (2014) asserts that since 2009 till date, poor access to services, including the provision of housing, has led to public demonstrations and strikes, which continue to compromise the socioeconomic developments made in the past decade.

The respondents further explained to the researcher about the challenges they had been and still were experiencing regarding the lack of proper human settlements because being provided with a house and having proper habitable settlements were two different notions. A house may be provided to the people, but providing proper human settlements entailed giving the people access to electricity, water and sanitation, as well as making those settlements habitable and closer to work and other economic hubs.

The challenge facing public housing programmes was not simply to provide a physical structure, but to make sure that it was a home for families, part of a sustainable neighbourhood, and that it contributed to urban economic and social life. Smeddle-Thompson (2012) argued that officials across the country viewed job-creation strategies and poverty alleviation strategies in different ways. Some viewed them in terms of locating settlements as close to jobs and economic hubs as fiscally and spatially possible. Others promoted the establishment of local community centres which could create jobs and generate income. A few linked housing delivery to job creation through expanded public works programmes and the upliftment and support of local emerging contractors. Sadly, these were proposed in a national economic policy context which failed to significantly reduce unemployment, or increase income levels of poor and working class households.

The respondents further asserted that there was a lack of sanitation and proper sewerage drainage systems as the sewerage floated within their compounds when there were heavy rains, leaving a bad stench within the area. Roma et al. (2013) supported these findings by revealing that South Africa's water and sanitation backlog was undoubtedly related to its historical development and the neglect of formerly black urban and rural areas from the colonial and apartheid eras.

Lack of proper sewerage drainage systems forced respondents to build pit toilets within their compounds, which were unhygienic and made young children, especially toddlers, prone to the dangers of falling inside those pit toilets. A number of people within the area had fallen victim of these pit toilets. The General Household Survey (GHS) of Water and Sanitation (2016) stipulated that households who did not have proper flushing toilets inside their homes used bucket toilets at night due to their fear of going outside when it was dark. Some of the pit latrines did not have adequate roofing or lighting, and most households would not use such toilets – especially at night or when it was raining.

The respondents also spoke about a lack of privacy as the houses and shacks within the area were built closely together. The constant high level of crime taking place in the area also left people in uncertainty and fear. Councillors of the area have been summoned by the community members several times in order to make them knowledgeable of the developmental programmes that needed to be undertaken within the area by the local municipality in order to make the community a proper settlement, but no development had been carried except for the development and maintenance of road infrastructure.



Figure 4.3: The eNtshawini Area in 2019

Source: Researcher (2019)

The pictures presented in figure 4.3 above show the current type of tenure as informal settlements established illegally allowed the inhabitants to have a sense of ownership in the households they occupied. To the researcher's surprise, none of the people within the Ntshawini community, including the respondents of the investigation, had title deeds for the land they were occupying. These findings were supported by Ngwenya (2016) who asserted that it was a well-known fact that residents of informal settlements constructed their own houses and shacks in empty spaces, but these residents were deprived of a sense of security in terms of the permanency of their housing. This raised concerns and fears that they could one day be evicted from the land they occupied. When respondents were asked to share their opinion on measures that needed to be implemented in order to facilitate proper delivery of low-cost housing, they mentioned the following facts:

- Ward councillors needed to be democratically elected by the people, rather than the community being given councillors appointed by the municipality. Ntliziywana (2011), in an article titled "*Removing elected councillors will create chaos*", supported the claims that the respondents made above. Ntliziywana (2011) stated that

discontentment surrounding accusations that candidates proposed by the local people had been disregarded, was prevalent. Their chosen councillors had been haphazardly taken out by the ruling party, in order to make way for candidates selected internally by the party and then placed into positions as councillors. Such allegations led the former president, Jacob Zuma, to make a promise to the people that any candidates proposed and nominated in an improper manner would be removed from office after the May 2011 elections. Such action by the former President was perceived as a desperate move to placate the disgruntled communities who threatened to not take part in the upcoming local government elections. In order to ensure the selection and deployment of the best cadres for public office, the broader community had to be involved in the selection processes. This approach was adopted in selecting candidates for the local government elections on 18 May 2011.

- Delayed communication was very dangerous as it allowed space for speculation, broke trust and created uncertainty. It was fundamental for the municipality to give accurate communication to members of the public in time (Ndinisa, 2017). Councillors needed to take proactive measures and communicate so that people would know about developmental programmes that needed to take place in the area, and so that they could create a good channel of communication regarding the progress and delays of projects.
- The councillor needed to show compassion regarding sensitive issues that took place within the area as the respondents felt that their councillor did not care about the rest of the community, only about himself and the position he occupied.
- Ward councillors needed to attend community meetings as there had been several meetings that had been cancelled in the area due to the absence of the councillor.
- New strategies needed to devise regarding which group of people were to receive housing, as the waiting list that they had placed their names on had not proven adequate to ensure that they received houses.
- The respondents also wanted the municipality to keep them in the loop with every housing delay and progress within the projects, so that they would know when to expect the housing project to start and when it would be complete.

This analysis affirmed Bratton and Sibanyoni's (2006) finding that councillors were significant role players in service delivery in their communities. Specifying their roles and measuring their roles against their performance and their ability to listen to the people were deemed important factors in ascertaining the level of satisfaction within the community relating to government service delivery. The level and degree of responsiveness of councillors could be viewed as reciprocal of a job well executed. Mere interaction (contact) with councillors, however, did not appear to guarantee that they would work for good service delivery, and could in fact reflect citizens' dissatisfaction as a factor motivating the contact.

4.2.2 Responses of the eThekweni Community Members

Collecting data from the residents of this area proved to be very difficult for the researcher as her safety was compromised. She also came to realise that people were reluctant to participate in the study, and hence only conducted 7 interviews out of the initial 20 stipulated in the proposal. Out of the seven people that participated in the study, most of them claimed to have lived in the area for more than ten years and had all applied for low-cost housing.

The Social Developmental Theory employed in this study is built upon five perspectives that are likely to result in effective development of people's lives and their access to basic needs and services. The first perspective of the theory employed for this study was that a social development approach was "rooted in a rights based approach to development" (Nicholas et al., 2010: 52). People had the right to have adequate access to basic services such as shelter, water and electricity, privacy safety. The people of the eThekweni area had the least of what they were supposed to have access to, ranging from the high rate of criminal activities taking place in the area, to the train track that people, including young children, had to cross on a daily basis when going to school, work or to town, thus exposing them to massive danger.

Their right to living in a safe environment was therefore infringed upon. The construction of shacks in the area that were built too closely to one another, infringed on residents' rights to privacy. There was a lack of running water for the comfort of each citizen within the area, as there were only very few stand pipes that the municipality had built in order for people to have access to water. These stand pipes were situated a bit far away, hence residents normally did their laundry at the stand pipe points in order to have sufficient access water. They had no electricity, hence there were illegal electricity connections that people had created for themselves, called *Izinyoka*.

Rautenbach and Maistry (2010) assert that basic human rights are informed by international human rights that explain the merit of individuals. Although these human rights apply to all individuals, they are particularly relevant for helpless, poor and oppressed people. This perspective is applicable within the RDP framework because the main aim is to give the vulnerable access to adequate housing, water and electricity, all of which are well within their rights to expect. There were so many adversities that existed in the study area and the building of new low-cost houses would create an enabling environment that was suitable for all as the provision of housing would come with water, electricity and other amenities associated with it in order to make the settlements habitable and conducive to settlement.

Phuhlisani (2017) stated that tenure security and urban access have historically been linked in South Africa: limitations on urban tenure rights were established as early as 1910, through urban segregation and apartheid influx controls, forced removals to Bantustans and the construction of Group Areas townships. Territorial segregation has always been a feature of urban South Africa. Until 1978, black South Africans had temporary occupation rights through section 6, 7 and 8 permits. Despite considerable restrictions, the urban black population continued to grow and informal settlements with it since the 1960s, so that by the 1970s, informal settlements were a significant feature of the urban landscape, in Bantustans and in so-called white South Africa. Informality accelerated, despite influx control and when population control gave way to a policy of “orderly urbanisation” in the mid-eighties – amid a widening political outcry and urban civic resistance – registrable, 99-year leasehold rights became legally possible with the passage of the Black Communities Development Act (No. 4 of 1984) as amended. Freehold was also made possible by the same Act. A site and services approach followed shortly thereafter, influenced by the Urban Foundation private sector think tank, with tenure being delivered through individual, registered title. About 110 000 serviced sites were delivered nationally in the late-apartheid years.

Unfortunately, the type of tenure that the people of eThekweni had correlated with the type that the people of eNtshawini had, and they had no title deeds over the land they were occupying. The Finmark research and an extension of it, undertaken by Urban Land Mark (2011), identified the lack of title deed registration as being more of a bureaucratic problem than something fundamental to the programme itself, or indeed to the ownership paradigm in South Africa. For example, lack of township proclamation and the failure of beneficiaries to collect their title deeds. As a result, the main recommendations included a title deed backlog eradication programme. Indeed, this approach has been taken up in several provinces. For

example, an initiative of the Western Cape provincial government aimed to rectify delays in the registration of title deeds. At the national level, the Estate Agents Board has taken the lead in a similar “rectification” approach.

The honourable MEC Ravi Pillay, together with the former Mayor of KwaDukuza Municipality, Councillor Ricardo Mthembu, handed over 185 title deeds to the community of Shayamoya in the KwaDukuza Municipality. This was one of the KwaDukuza Municipality’s slums clearance project to relocate people from the Shisampama Cemetery, Nsinini and the school site in Nkobongo. The project comprised of 2232 sites divided into two phases and phase 2 comprised of 1232 sites. Out of the 2232 units 2,016 units have been registered over the years, with an outstanding balance of 216 units. The 185 that were handed over to beneficiaries had been registered in January 2019, which showed the speed at which this process was being driven. The Department of Human Settlements and the KwaDukuza Municipality are currently in the process of resolving swaps as 24 matters are already in the transfer stage (KwaDukuza Human Settlements, 2019). Although the target areas of the study has not undergone the eradication of the title deeds backlog, it is clearly notable that the KwaDukuza Municipality has intentions of handing over title deeds to the people in order to restore their dignity and eradicate their fear of being removed from the land they currently occupy.

One of the respondent in the area told the researcher about the violent protest that took place years ago pertaining to the issue of removal of informal settlements in order for new low-cost houses to be built, because after the completion of those houses, they were going to be given to other people and not them. This protest dragged on for a period of almost a month up until new commitments and promises were made by the municipality to the people. Phulisani (2017) added to the above by stating that protests relating to housing and service delivery and court cases dealing with evictions have highlighted the fact that, while policy plans may have been drafted to provide tenure security and improve the living conditions of informal settlement residents, the unwillingness of local authorities to implement these policies has meant slow progress. The responses articulated by the participants of the eThekweni area allowed the researcher to determine some of the fundamental needs that they required as a community in order to become a habitable human settlement. As explained in the section covering the challenges experienced in the area, the issue of water, electricity and employment (job creation) were the most critical as there were a high number of unemployed individuals and high

numbers of shack dwellers/ informal settlers who did not have access to water in their homes and relied instead on the use of stand pipes.

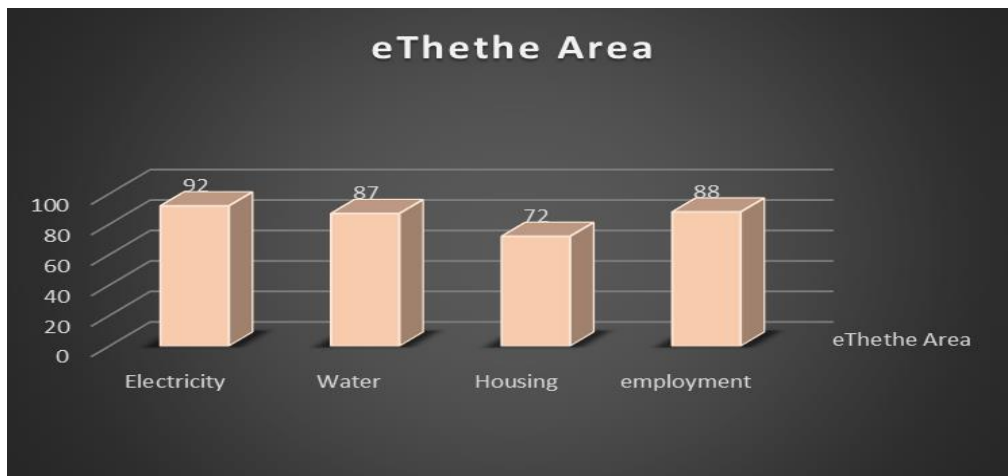


Figure 4.4: A graphical illustration of the services that the people of eThekhe are most in need of
Source: Researcher (2019)

DGSD Human Sciences Research (2016) emphasised the information in the graphical representation above, stating that the moderate pace and absence of quality service delivery had instigated violent protests throughout the country and drawn much attention to local governments. These protests were characterised by large-scale viciousness, xenophobic assaults, plundering, as well as police brutality. The discontentment regarding the provision of services was noticeable in informal settlements and metropolitan territories, particularly in the Western Cape and Gauteng. There was likewise an enormous gap in service provision in the rural areas and urban zones, explicitly in the areas of Limpopo, the Eastern Cape, the North West and KwaZulu-Natal (Managa, 2012).

Furthermore, the manner in which dissatisfaction with provision of service was conveyed fluctuated. Those who were “well off” or “wealthier” for the most part used formal processes to lodge their complaints and dissatisfaction, while “the less wealthy” who were “poor and underestimated” generally opted to stage protests as they believed this was the only way that they could be heard and taken notice of. Municipalities play the role of developers and render essential services such as water supply, sewerage collection, health services and electricity supply, and should therefore ensure that these needs and services are provided as they are the livelihood of the people. Intrinsically, South Africa has one of the most exceptional local government systems and frameworks, but the provision of service remains questionable. Regardless of the presence of an exceptionally dynamic Constitution, laws and a constituent

vote-based system, fierce social development discontent has been escalating to the degree that a few examiners have named South Africa as the "protest capital of the world" (Alexander, 2013).

According to the Stanger Weekly local Newspaper (2016) the former Mayor of the KwaDukuza Municipality, Ricardo Mthembu, officiated the commencement of the housing projects in eThekhe and stated,

We view this as a giant leap forward in the stream of human settlements for the advancement of the lives of our people. Holding true to our commitment, a month ago I met with the community of eThekhe and promised to deliver this project according to the determination of council. The 23rd of May shall remain an historic day, not only to us but for the beneficiaries, who are the people of this community. This determination is also part of our planning process aimed at ensuring that the projects are delivered according to council wishes in the best interest of our people. (Mthembu, 2016).

The estimated timeframe for the completion of the housing projects was set at two years and the community respected the move and anticipated working with every single stakeholder included and involved. These housing projects were to accommodate 6000 people, which meant that 1 408 low-cost housing units were to be built.



Figure 4.5: KwaDukuza former Mayor Ricardo Mthembu with officials at the project site
SOURCE: Stanger weekly local News Paper



Figure 4.6: Ndoda Micheal Mthiyane (recipient) sharing a joke with Human Settlement MEC Ravi Pillay and KDM former Mayor Ricardo Mthembu (01/06/2016) (04/10/2018) SOURCE: Stanger weekly local News Paper

The KwaDukuza Municipality kept to their mandate and promise of delivering houses to the people within the time frame of two years stipulated. However, not all 1408 houses were

built, only 80 were built from 2016-2018, leaving a backlog of 1328. This left the researcher to conclude that the housing backlog in eThekweni was slowly but surely lessening, as housing projects were implemented phase by phase and housing was not the greatest demand conveyed in figure 4.4 in contrast with the other service delivery needs.

According to the behaviour of the residents of the eThekweni area, the researcher observed that the community members were certain of being allocated houses in the low-cost housing project that was under way in Phase 4 of the project, hence their reluctance to participate as they thought it would hinder their chances of receiving housing.

Shahnazarian et al. (2017) stated that wilful informed assent was essential for a subject's cooperation in any research. Getting assent included educating the subject about their rights, the reason for the investigation, the strategies to be used, and the potential dangers and advantages of partaking in the study. The essence of true informed assent consists of a procedure that requires a researcher to respect the autonomy of an individual, which is a crucial component that conveys ethical adherence. Therefore the researcher adhered to their ethical obligation by respecting the principle of autonomy and gave the participants the responsibility to decide on whether or not they wanted to participate in the study.

4.3 THEME TWO: THE WARD COUNCILLORS -THE ROLE THEY PLAY IN THE PROVISION OF LOW-COST HOUSING AND THE ROLE THEY PLAY IN ASSERTING COMMUNITY INVOLVEMENT

4.3.1 Ward Councillors of eNtshawini

After the researcher concluded interviewing the residents of the eNtshawini area, she proceeded to engage with the Ward Councillors from the area, of whom there were four, one for each of the four wards. The below graph, figure 4.7 conveys the total number of wards that exist in the area, the number of years the councillors have lived in the area, as well as the level of education they possess.

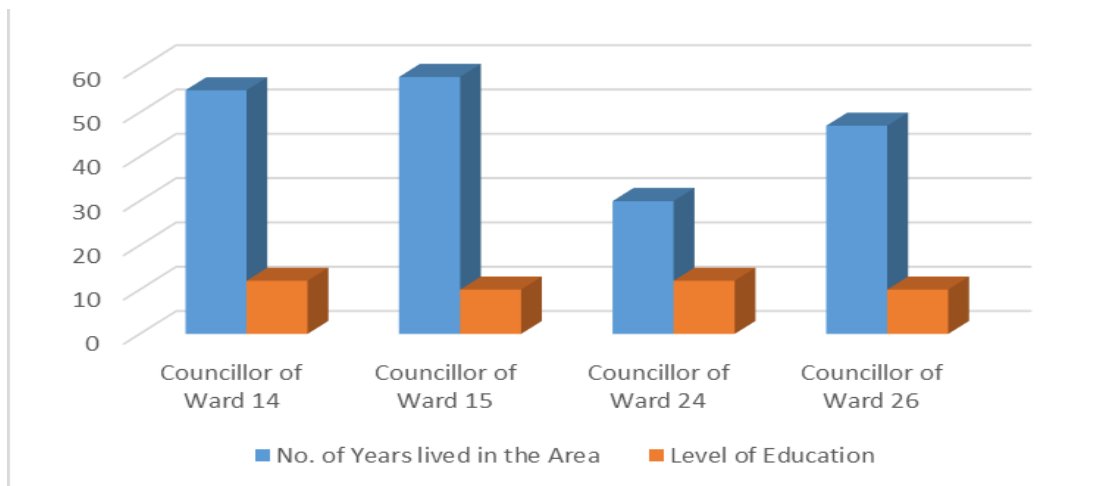


Figure 4.7: Years lived by ward councillors in the area and level of education

Source: Researcher (2019)

It was evident that the Ward Councillors of eNtshawini had lived in the area for over 30 years, which made them individuals who knew the exact kind of development needed in the communities they served. The Ward Councillors who participated in the study all had a standard level of education as the Councillor of ward 24 had a Matric, the Councillor of ward 15 possessed a Standard 8, now regarded a Grade 10 and the Councillors of wards 26 and 14 were hesitant to disclose their level of education, hence the researcher believed that their level of education was just standard. Pertaining to their employment status, not stipulated on the above graph, all of the Ward Councillors of eNtshawini had no employment elsewhere other than being community leaders, which enabled them ample time to focus on the needs of the people.

According to the Councillor of Ward 15, the first government housing project to ever be conducted in the eNtshawini area took place in the year 1997 at a place called Hlalanathi, which was formally known as ward 11 but later changed to ward 15. These low-cost houses were different to the ones that were currently being built, which brought the researcher to ask the Councillors about the quality of those houses. The Councillors believed that they were not up to standard. The researcher was able to attest to this statement because she was able to see for herself how the roofs were leaking as contractors had used asbestos (one of the cheapest roofing systems), as well as the cracking walls that could collapse at any given moment due to the use of cheap materials, all in the name of “being cost efficient”. The decisions taken by those contractors to cut down and minimise on costs led to the construction of unsustainable low-cost houses, leaving those who lived inside them prone to danger.

Bailey (2017) stated that the nature and quality of houses had been questionable for quite a while. In 2013, the former Public Protector, Thuli Madonsela reported to parliament on issues experienced pertaining to the distribution of low-cost housing. Her report conveyed issues of houses that lacked proper established foundations, the use of cheap and inadequate building materials that resulted in homes that easily disintegrated, as well as other defects that rendered houses in dire shape and not conducive for habitation, such that they had to be demolished and revamped from the bottom up. More than 5 000 grievances regarding the quality and nature of houses were received in just over a year of them being built. These houses lacked proper insulation, meaning that it was incredibly cold during the winter season and cold days, or proper flushing toilets inside the houses, and the ‘bucket system ‘ was utilised in the Free State, the Western Cape, Northern Cape and Eastern Cape.

National government blamed these housing defects in “the people’s housing project” on construction companies. In order to promote employment and enable communities to be fully involved in the RDP housing projects, contractors are sometimes obliged to train home owners to build their own homes, which will capacitate them with adequate skills concerning construction and will also benefit them in the near future in cases of employment opportunities. Government later critiqued and declared that construction companies employed to undertake the housing projects failed to train and capacitate home owners with adequate skills required for constructing quality homes, thus resulting in houses with defects that citizens then complained about.

The Municipality and the DOHS took an initiative to implement a programme aimed at remedying housing projects that had major defects. All housing projects are now required to be registered or insured with the NHBRC for a period of five years, to ensure that if any defects are detected in the structures of the projects within the five-year period, the NHBRC will call the contractor back to remedy the defects. Before the execution of any remedy, the KDM inspector, Civil Engineers Inspector, DOHS inspector and the NHBRC inspector must evaluate the structural defects of the project before proceeding with the fixing of defective houses. While in the mist of such implementation, the community members repeatedly stole equipment and materials that were to be used to repair defective houses and that was the reason why the programme had to be put on hold in KwaDukuza.

Bailey (2017) further attested that because of the low quality of a large number of the RDP houses built, the Department of Human Settlements established a programme aimed at

rectifying the defects that resulted from poor workmanship, as well as construction that did not meet the specialised technical prerequisites prescribed by the South African National Bureau of Standards and the National Home Builder Registration Council. As per the Director General of the Human Settlements Office, contractors accountable for the poor workmanship were being indicted and revenue distributed to them was being recouped. He additionally stated that a ‘‘Special Investigations Unit’’ was created in order to investigate companies accountable for the poor quality homes. The Eastern Cape government budgeted R500 million towards the rectification programme of RDP houses in 2013. In 2011-2014, the Eastern Cape Government spent an approximate R1 521 610 000 on rectifying them.

The Involvement of Councillors in Housing Projects

The Ward Councillors individually explained to the researcher that once a low-cost housing project was under way within their ward, they as Councillors had to form and head a project committee that consisted of ten ward members from the area. This committee was then to keep track of the progress and setbacks on the project on a weekly basis. Once the committee had gathered enough feedback, it had to be presented to the Ward Councillor, who then had to work in conjunction with the Mayor to create concrete a report for the public at large. This would allow them to ascertain the level of community participation and access to information regarding their developmental needs. Such reports on the status of the provision of low-cost housing needed to take place once in every three months.

Low-cost Housing Projects Entshawini



Figure 4.8: eNtshawini Ward 15 under investigation for the illegal occupation of houses (May 2019)

SOURCE:Stanger Weekly Local News Paper;May 2019

Housing projects yet to be built within the eNtshawini area comprise a total of 4000 houses, and each of the 4 wards will receive 1000 houses. Forty-five low-cost houses have been built in ward 15, leaving the housing backlog for the entire area sitting at 3955 units. There has been

The sewerage drainage systems in the eNtshawini area are a complete catastrophe because for the most part the people have built their own informal houses, and these houses have been built in areas where the water table is very high, hence these informal areas are easily flooded during heavy rains, and no proper drainage systems are in place. This is why proper flushing toilets could not be installed in the newer houses. Currently there is a huge project underway by the Municipality of KwaDukuza to install a proper sewerage system, and the old ones (pit latrines and buckets) are being replaced.

As per the KDM IDP (2012-2017), the Municipality of KwaDukuza encounters water interruptions all the time. There is a tremendous disparity relating to the delivery of basic services and an absence in the maintenance of infrastructure. The supply of water in the KDM is a priority. With just 50 per cent of the population having access to water, the remainder of the population depends mainly on ground water, and this impacts heavily on their health and wellbeing because the ground water is heavily polluted because of poor use of the land and poor sanitation. The current water demand of the existing users cannot be met by Umngeni Water or the Ilembe District's water works. This severe water shortage is exacerbated by the new development applications. The shortage of water should be tended to at a strategic level and different services pertaining to water supply and choices need to be considered. These include desalination treatment plants, methods for diminishing water wastage, improving waste disposal to reduce water contamination and reducing water loss.

The huge disparity relating to the provision of proper sanitation within KDM is concerning. An approximate 59 per cent of the family units have accessibility to basic sanitation services, 13 per cent of the KDM population don't have any formal type of sanitation, while 28 per cent use pit lavatories. This most likely contributes to contamination of the ground water, significantly impeding the wellbeing of the area's residents. There is an absence of proper maintenance of the existing sanitation infrastructure, and this is often ineffectively sited and can also possibly negatively affect the environment. There is only one noteworthy sewerage treatment works in KwaDukuza, which collects the sewerage from smaller sewer pumps over the municipality. In areas such as Blythedale and its surroundings there are no bulk municipal waterborne sewerage reticulation systems, and septic tank systems are utilised in the area for the disposal of liquid waste. Because of the extensive housing developments, particularly along the coast, the treatment works require redesigning and restructuring, but the Ilembe Municipality has shown that it is not in a position to provide a bulk service to up and coming developments.

This major sewerage project is estimated to take ten years or more because of the fact that the people of the eNtshawini area took possession of land and built their houses in areas that were designated for the sewerage systems to run across. Excavation now needs to be done on the houses already built in the eNtshawini area to locate the sewerage pipes, hence the pit toilets will have to do for now.

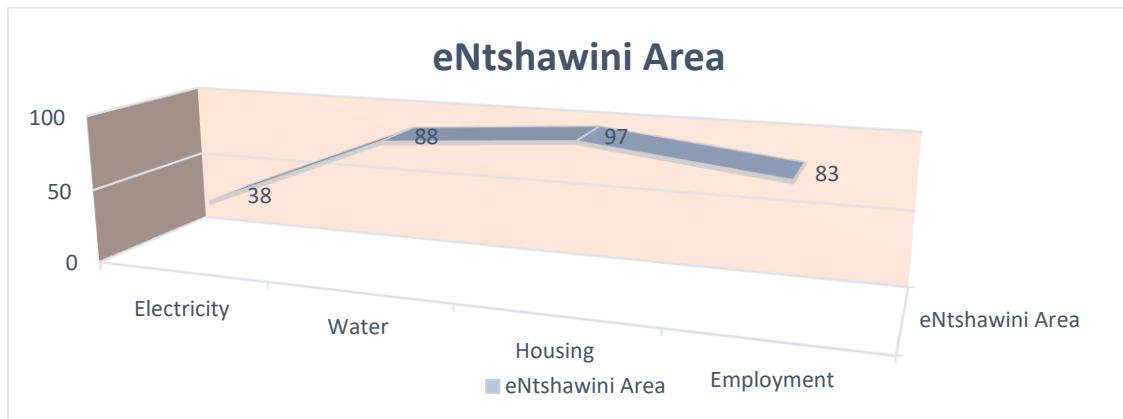


Figure 4.12: Illustration of services needed in the area

SOURCE: Researcher; 2019

The above figure conveys the services that the people of eNtshawini are in dire need of. Looking at the percentage of electricity that is needed by the people in the area; it is relatively low, sitting at just 38 per cent, as many people in the area have access to it. This is followed by the dire need for running water in each and every household. Many people don't have access to running water, hence the utilisation of stand pipes. Housing is the highest amongst them all, sitting at 97 per cent as that many people still need their houses built. Lastly the need for employment opportunities is recorded as 83 per cent. Some of the community members do have jobs, which is why some have opted to apply for low-cost housing as it is the only way they can provide sustainable shelter for themselves and their families.

Developmental Programmes and Plans in the Area other than the Provision of Low-cost Housing

- Road infrastructure, which is on the verge of completion
- Sewage lines are undergoing massive repairs
- A recreational grounds design is underway
- A skills centre is undergoing preliminary planning and will create job opportunities, but plans are not finalised, and
- A tourism site is to be created within the ward as there is an abandoned historic building.

4.3.2. Ward Councillor of the eThethe Area

The eThethe area was the last place of investigation as it was a bit further from KwaDukuza Municipality and the eNtshawini area, but still within the same jurisdiction. The researcher then successfully made an enquiry with the municipality about locating the residency of the Councillor of the eThethe area. EThethe only had one Councillor for the entire area; who had lived in the area most of her life. She did not disclose exactly how long she had lived there, she just gave a rough estimate of 30 years and above, with a standard level of education (Grade 12). The Councillor was self-employed as she ran a small business that was attached to her house (a Tuck Shop).

The eThethe low-cost housing project first started in the year 2005. During that year, the housing projects were still at a premature stage and surveyors were brought into the area to scrutinise and evaluate its suitability for potential human habitation on the acquired land. While surveying was still under way, the land issue surfaced and caused a lot of contradictions between the people and the municipality, because the land that the municipality sent surveyors to evaluate was occupied by its original owners, the people of eThethe. That was when the municipality bought the land from its owners in order for houses to be built.

Low-cost housing projects were supposed to deliver a total of 1480 houses, yet only 113 houses had been built at the time of the study in 2019, meaning that there was still a backlog of 1367 houses for the area. The Councillor explained that the role she played in the low-cost housing projects was simple and straightforward as she was solely responsible for monitoring the status of the projects. After monitoring the progress she held public meetings to update the people on any new developments that had taken place and on the status of the projects, so as to avoid confusion and ensure accountability and transparency.

4.4. THEME THREE: THE ROLE LOCAL GOVERNMENT PLAYS IN THE PROVISION OF LOW-COST HOUSING

4.4.1. Department of Human Settlements (DOHS) KwaDukuza Local Office

Due to ethical adherence, the researcher did not coerce or manipulate public officials to take part in the study and only one respondent was willing to participate in the research study, who is a Programme Manager in the Local Human Settlements Department located within the jurisdiction of the KwaDukuza Municipality. Once a low-cost housing project had been

identified, the core role of the programme Manager and his team played with regards to the provision of low-cost housing was as follows:

- Purchasing of land.
- Managing and co-ordinating the performance of the implementing agents who were handling the projects.
- Assigned deadlines to the low-cost housing projects (commencement dates and completion dates).
- Attended project meetings with the implementing agents and contractors for each low-cost housing project in order to achieve coordination.
- Facilitated invoices/payments through the Provincial Department of Human Settlements in KZN.

4.4.2. The Channelling of Communication between Local Government (Department of Human Settlements Local office) and the Low-Cost Housing Beneficiaries

Each low-cost housing project had a Councillor who was elected by the community to spearhead the Project Steering Committee that consisted of ten ward members who were also elected by the community in order to assist the Councillor (the head of the committee) to fulfil the obligations of that committee. The ten elected ward members on the committee had to come from different areas within the ward, so as to be part of the Housing Forum. The Mayor and the Ward Councillor reported back to the public once in every three months and project Technical Committee meetings were held every month on each project in order to evaluate the progress made or setbacks experienced. A community Liaison Officer was appointed for each and every project in order to assist the Councillor, the contractor and the implementing agent, and also to bring issues to the municipality. A site office establishment was compulsory for each project where community members could access information regarding the housing projects.

4.4.3. The Role of KwaDukuza Municipality in the Provision of Low-Cost Housing

4.4.3.1. Respondents from the municipality

1. Manager of Human Settlements (HS)

The respondent, being the Manager of HS, assumed the position in the year 2016. Their main responsibilities were to manage the projects from inception to planning and implementation.

The HS Manager also facilitated the inclusion of the HS project in the Municipal Integrated Development Plan (IDP), and prepared and submitted the HS Business Plan. She also managed the budget and cash flow in order to provide accountability when submitting reports regarding the utilisation of funds. These reports were submitted to her supervisor as well as to the Municipal Council.

2. Senior Social Facilitator

The role of this official was to attend to social matters within the project sites, ensure that the Project Steering Committees were structured correctly, as well as ensure communication between the municipality and the housing beneficiaries.

3. Subsidy Administrator

This respondent's responsibility was to deal with and handle all of the administration pertaining to the beneficiaries of the low-cost housing. The respondent interacted with the beneficiaries of the housing projects, which involved checking on the status/progress of their applications, resolving beneficiary issues pertaining to applications, as well as capturing applications for potential beneficiaries on the Housing Subsidy System (HSS).

4. Housing Officer

The role the respondent played within the municipality as a Housing Officer was to deal with the public by assisting in general housing queries, to meet up with the Councillors and Ward Committee and Project Steering Committees on matters pertaining to housing projects, attend to council meetings and work on resolutions made from the short-comings of the projects.

4.4.4. Procedures Followed towards the Provision of Low-Cost Housing in the KwaDukuza Municipal Jurisdiction

According to Ngxubaza (2010), the Department of Housing had to conduct the following steps when developing housing projects:

STEP ONE: The Council or Provincial Department of Housing decided on the number of houses to be built, based on a demand list for housing in that area. The Council or Provincial Housing Department then selected the project that best meet the needs of the beneficiaries and the goals of the department. Qualifying beneficiaries were identified and money was made available for the houses to be built.

STEP TWO: Following these decisions, the Municipal Manager or senior technical staff drew up a proposal for housing delivery. Suitable land for housing development was identified and acquired. If the land belonged to the municipality, then the process of registering such land was usually shorter; but if the land had to be purchased from a private owner, the process could take longer.

STEP THREE As per legal requirements, every development had to have an impact assessment done to determine if the environment would be negatively impacted by any aspects of the development. Environmentalists had to be appointed to analyse the area in which the development was to take place. Besides ensuring that the environment and its species were not negatively affected, the environmentalists also checked whether or not the land was suitable for habitation. The appointment of specialists took about one month and the study to be undertaken could take up to two years.

STEP FOUR Once the analysis determined that the land was suitable for development: a general layout of the development had to be prepared and application made for an engineering service report. A public notice had to be published for comment and any and all objections to the development handled. Once approval for the application was received a service level agreement had to be signed by the developer and the municipality.

STEP FIVE When the application was approved, the general architectural layout had to be drawn and the plots of land pegged.

STEP SIX: When approval was received from the surveyor-general, a register had to be opened in the Deeds Registry Office and the township proclaimed in the Provincial Gazette. The general plan had to be submitted to the surveyor-general's office for approval.

STEP SEVEN The relevant authority (municipality or Department of Housing) then invited tenders for developers or contractors to bid for the housing development.

STEP EIGHT The developer then had to draw up a proposal and submit it to the department for consideration and appointment. The appointment process could take two months. When a developer was appointed, he or she had to apply for a subsidy on behalf of those who qualified for approval.

STEP NINE: Conveyancers then had to be appointed to transfer the title deeds into the names of the qualifying beneficiaries.

STEP TEN: The developer was appointed and the houses constructed. The houses had to be completed before or on the deadline laid down in the agreement.

STEP ELEVEN The building inspectors monitored the progress of the project on a regular basis and kept the municipality or department informed and certified the completed houses.

STEP TWELVE Qualifying beneficiaries finally took occupation of their houses. A 'Happy Letter' was issued to and signed by each beneficiary (RSA, Department of Housing, 2005).

The processes and procedures carried out to distribute government low-cost housing, that were stipulated by Ngxubaza (2010), correlated with the findings and information received from the public officials who participated in the study. The processes can be summarised as follows:

- Identify informal settlements or communities in desperate need of housing.
- Once the identification of informal settlements is concluded, a feasibility study needs to be conducted in order to design and identify unstable areas.
- Negotiate with the land owners for the purchase of the identified land using the services of the Housing Development Agency (HDA).
- A township establishment needs to take place after checking the feasibility in order to convert the land into residential properties. It is a time consuming process, therefore meticulous planning is required in order to minimise delays.
- A geotechnical study also needs to be conducted before commencement of building the low-cost housing projects, in order to obtain information on the physical properties of the soil, earthworks and foundation for the proposed structures. In essence, to obtain information regarding the suitability of the soil conditions below the surface.
- Approach the department of HS for funding in order for the municipality to purchase the land, as well as for the delivery of bulk services.
- Beneficiary administration needs to have been done by this stage.
- The municipality at this stage needs to issue a tender to potential bidders, and the successful bidder is awarded the tender. The bidder is expected to be a contractor who is registered with the National Home Builders' Registration Council (NHBRC)
- All low-cost houses constructed must be NHBRC registered and have electricity and water connected before the beneficiary can be given the key.
- An allocation policy needs to be developed which must be strictly adhered to, failing which, the project can fail or fall behind.

4.4.5. The Barriers Affecting the Distribution/Provision of Low-Cost Housing with Reference to KwaDukuza Local Municipality

- High standards are required for sanitation and water services. However, the water service authority does not have an adequate budget to upgrade and develop new infrastructure. This has contributed to the slow pace of housing delivery.
- There is a perceived demand for affordable houses in the KwaDukuza Municipal area, which is not informed by any scientific research.
- There is thus an urgent need for the municipality to commission a study on the affordable housing demand in the area. Projects are concentrated in the hands of a few service providers, which impacts negatively on housing delivery. There is on going inward and outward migration of people in KwaDukuza, which causes more challenges for the supply and demand side of housing.
- Internal capacity to undertake pre-feasibility studies for housing projects is lacking.
- A site size policy for low cost housing is lacking.
- A human settlements density policy is lacking.
- There is poor close-out of projects, resulting in the municipality having a long list of projects, most of which are not real projects.
- There is no land acquisition strategy for human settlements, so the council is at the mercy of the land owners.
- There are landowners who regard shack farming as an income generating activity and provide or allow shacks to be constructed, without providing basic services like water, sanitation, roads, etc.

4.5. THEME FOUR: LEGISLATIVE FRAMEWORK GUIDING THE PROVISION OF LOW-COST HOUSING IN THE KWADUKUZA MUNICIPALITY

4.5.1. The Community Residential Units (CRU) Implementation Toolkit

The CRU Programme is an initiative of the National Department of Human Settlements (NDOHS). The overall aim of this programme is the provision of secure, stable rental tenure for lower-income persons and households. For most low-income families in South Africa, the choice of housing alternatives is very limited. The high cost of housing, coupled with low affordability levels, and the lack of access to capital and loan finance, severely restricts ownership choices for low-income households to places on the periphery of urban areas. Government is intent on finding alternative solutions to increase the availability of low-cost,

decent housing to low-income households in areas where these households will have access to social and economic opportunities. To this end, the NDOHS has developed a National Rental Housing Strategy with its three linked programmes of Social Housing, Community Residential Units, and Informal Rental.

The toolkit is intended for use by implementers of low-cost housing projects at both provincial and local government levels. This includes the relevant employees of government departments and municipalities, and members of technical organisations that work with the government. The CRU implementation toolkit intends to explain the process to follow in order to ensure that CRU projects are sustainable. It highlights how the risks inherent in this programme should be effectively managed, and also identifies the roles and responsibilities of key stakeholders, and the institutional structuring required to ensure that delivery takes place. It also indicates what tools and templates are available to assist implementers of the programme in carrying out their responsibilities.

4.5.2. The Social Housing Act No. 16 of 2008

The Social Housing Act (RSA, DOH, 2008) was established in order to promote a sustainable social housing environment; to define the functions of national, provincial and local governments in respect of social housing; to provide for the establishment of the Social Housing Regulatory Authority in order to regulate all social housing institutions obtaining or having obtained public funds; to allow for the undertaking of approved projects by other delivery agents with the benefit of public money; to give statutory recognition to social housing institutions; and to provide for matters connected therewith.

4.5.2.1. Roles and responsibilities of municipalities

A Municipality must: where there is a demand for social housing within its municipal area, as part of the municipality's process of integrated development planning, take all reasonable and necessary steps, within the national and provincial legislative, regulatory and policy framework. The RSA constitution of 1996 clearly defines the role of the Municipality to be as follows:

- (a) To facilitate social housing delivery in its area of jurisdiction;
- (b) To encourage the development of new social housing stock and the upgrading of existing stock or the conversion of existing non-residential stock;

(c) To provide access— (i) to land and buildings for social housing development in designated restructuring zones; (ii) for social housing institutions to acquire municipal rental stock; (iii) to municipal infrastructure and services for approved projects in designated restructuring zones; and

(d) To the extent permitted under the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003), and the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000), to— (i) initiate and motivate the identification of restructuring zones; and (ii) enter into performance agreements with social housing institutions.

4.5.3. The National Housing Code (2009)

The National Housing Code (2009) sets the underlying policy principles, guidelines and norms and standards which apply to government's various housing assistance programmes introduced since 1994 and updated. The purpose of this guide is to provide an easy to understand overview of the various housing subsidy instruments available to assist low income households to access adequate housing. The detailed description of the policy principles, guidelines, qualification criteria and norms and standards are available in the National Housing Code. For the purpose of the study, amongst the various programmes stipulated in the National Housing Code, the integrated Residential Development Programme is considered suitable as the study talks more about the provision of low-cost government housing to the people.

4.5.3.1. Integrated Residential Development Programme

One of the key lessons learnt in the review of the outcomes of housing programmes since 1994 is that, owing to a variety of reasons, low income settlements continued to be located on the urban periphery without the provision of social and economic amenities, as in the apartheid era. Hence a new programme has been introduced to facilitate the development of integrated human settlements in well-located areas that provide convenient access to urban amenities, including places of employment. The programme also aims to create social cohesion.

The Integrated Residential Development Programme (IRDP, 2004) provides for the acquisition of land, servicing of stands for a variety of land uses including commercial, recreational, schools and clinics, as well as residential stands for both low, middle and high income groups. The land use and income group mix will be based on local planning and needs assessment. The IRDP can be undertaken in phases or in a single phase. The first phase could provide serviced

stands, whereas the second phase provides for low-cost housing construction for qualifying low income beneficiaries and the sale of stands to persons who for various reasons, don't qualify for subsidies, and for commercial uses.

4.5.4. Housing Act No. 107 of 1997

The Housing Act RSA, DOH, 1997 is aimed at providing for the facilitation of a sustainable housing development process; for this purpose to lay down general principles applicable to housing development in all spheres of government, to define the functions of national, provincial and local governments in respect of housing development and to provide for the establishment of a South African Housing Development Board, the continued existence of provincial boards under the name of provincial housing development boards and the financing of national housing programmes; to repeal certain laws; and to provide for matters connected therewith.

4.5.1. Function of the Municipality under the Housing Act

Every municipality must, as part of the municipality's process of integrated development planning, take all reasonable and necessary steps within the framework of national and provincial housing legislation and policy to ensure that:

- (i) "The inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis;
- (ii) Conditions not conducive to the health and safety of the inhabitants of its area of jurisdiction are prevented or removed;
- (iii) Services in respect of water, sanitation, electricity, roads, storm water drainage and transport are provided in a manner which is economically efficient;
- (b) Set housing delivery goals in respect of its area of jurisdiction;
- (c) Identify and designate land for housing development;
- (d) Create and maintain a public environment conducive to housing development which is financially and socially viable;
- (e) Promote the resolution of conflicts arising in the housing development process;
- (f) Initiate plan, co-ordinate, facilitate, promote and enable appropriate housing development in its area of jurisdiction;

(g) Provide bulk engineering services, and revenue generating services in so far as such services are not provided by specialist utility suppliers; and

(h) Plan and manage land use and development.” (Gov. Gazette Dec 1997: 24-26)

The functions of the municipality under the Act enable municipalities to play the role of being a developer, in the sense that they locate low-cost houses in a conducive environment that creates social cohesion where factors of health and safety, being closer to work and other amenities do not contradict and do not infringe on their rights pertaining to dignity, health and safety.

4.5.4. Municipal Systems Act No. 32 of 2000

The Municipal Systems Act provides core principles and mechanisms that are necessary in enabling municipalities to move progressively forward towards the social and economic upliftment of local communities, as well as ensure universal access to essential services that are affordable to all. Such access to essential services includes the right to have access to adequate housing, which the KwaDukuza Municipality was able to do by allowing the citizens to come forward and determine whether they meet the minimum requirements that enable them to be beneficiaries of low-cost housing, be registered and await the provision of housing. The economic development of the KwaDukuza Municipality is growing rapidly, which in turn creates opportunities of employment for the people of KwaDukuza and the Ilembe District as a whole.

The tourist industry in KwaDukuza is constantly being expanded, with increasing investment in high income residential properties in areas like Ballito and Zimbali. Ballito is a major tourism attraction along the coast and has got an up-market, village image and offers ideal climatic conditions for holiday makers. There is a high concentration of prime agricultural land in the hands of large commercial sugar cane farmers, as well as vast opportunities for emerging farmers in the sector, especially for agro-processing value chains (KDM IDP 2013-2018).

4.6. CONCLUSION

This chapter has fully expressed the opinions and perceptions of the residents of eNtshawini and eThethe, as well as the challenges or ill effects suffered by them due to lack of adequate housing. The role that the municipality plays in the provision of low-cost housing was clearly articulated, the channelling of communication was clearly noted, as well as the role that Ward Councillors play in housing delivery. All this was made possible by analysis of the responses

provided in answer to the self-administered interview questions. The research findings clearly articulated that more efforts are required in terms of channelling information with regards to housing projects to beneficiaries, as such action could prevent a lot of violent protests from taking place.

From the researcher's interaction with respondents (community members), it was noted that most of them were aggrieved at the lack of provision of low-cost housing, to the extent where some had given up all hope of receiving adequate housing. Some community members boldly refused to take part in the study as the issue of housing was sensitive to them. Ngwenya (2016) stated that there is an evident need for a closer link to be built between local government and low-cost housing beneficiaries, in order to create a healthy relationship amongst all parties involved. Although this study has focused on local level government which is closest to the people, efforts to provide housing should not rest solely on the local government. Instead, the rest of the community members as beneficiaries must play a role to some degree in order to achieve success in the provision of housing. Ngwenya (2016) provided an example of this in Mamelodi, where members of the community, both men and women, joined the government workers (contractors to the municipality: bricklayers and builders) in the completion of housing projects.

It is clear that the municipal officials do follow the mandate given regarding service delivery, the problem comes with the means and resources to deliver upon their mandate, which makes it hard for them to achieve efficiency and effectiveness in the service delivery process. Looking from the residents' perspectives, there does not appear to be a relationship between them and the municipality, and clear and effective communication does not actually exist between the parties, hence this barrier should be rectified by generating new effective measures.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1. INTRODUCTION

The study set out to investigate and explore the effectiveness of the South African local government level in the distribution of low-cost housing to the people of the eNtshawini and eThekweni areas within the KwaDukuza local municipality. The study further went on to examine the housing policies implemented and executed by the local sphere of government, as well as identified factors which have contributed to the stagnant delivery of low-cost housing.

Therefore, the aim of this chapter is to summarise and conclude the study, as well as discuss recommendations that have emerged from the previous chapter (data analysis).

5.2. SUMMARY

The people of Ntshawini and Thethe have been dissatisfied on numerous occasions with the stagnant provision of low-cost housing to the people, hence the ongoing protests that have taken place as they felt that it was through violent protests that the municipality would take cognisance of their outcries. The people on the waiting list within the two areas mostly lived in shacks and informal dwellings, occupying sites that they had taken possession of during the early years of urban migration, as these two areas were situated on the periphery of the KwaDukuza urban area. The level of education among the residents was very low, which impeded their understanding of the processes and procedures that were involved in the whole question of applying, verification, approval and actual building of the low-cost houses. Residents mostly placed all blame on the Ward Councillors as they believed that the power and authority to apply verify, approve and build quality houses rested with these Councillors, hence the numerous negative comments made by the community respondents about their Ward Councillors.

Residing in these informal dwellings made them prone to numerous challenges that they had to counter on a daily basis, as elaborated on in chapter four. It was also revealed that although housing was the main service to be delivered, participants were also short of access to other basic services such as water, and electricity. The KDM did its utmost best to deliver services to its maximum capacity, however difficulties arose as it lacked the means and resources to deliver fully on its mandate, which made it hard for them to achieve efficiency and effectiveness in the service delivery process. Clear and effective communication between the parties did not exist, hence this barrier needed to be rectified by generating new, effective measures of communication.

5.3. THE ACHIEVEMENT OF RESEARCH OBJECTIVES

- *To determine the role of local government in the provision of low cost houses*
The literature review in chapter two provided the role that each sphere of government played towards the provision of low-cost housing. The findings articulated in chapter four from the public officials correlated with what was briefly discussed in the literature by specifically detailing the role of the municipality in conjunction with the local office of the DOHS in the provision of houses.

- *To understand the processes and procedures followed in the provision of housing*
Chapter four (4.4.4) addressed the above objective as a step-by-step process was explained to the researcher by the KDM official. The researcher was then able to break it down in point form for easy comprehension.

- *To understand and analyse the policies followed towards the execution of the provision of housing*
The attainment of this objective commenced with the literature review which conveyed how the housing policies evolved and kept on changing as the era has progressed. The findings in Chapter four revealed the legislative framework that the KDM utilised as a guide towards the execution of housing delivery within the municipal jurisdiction.

- *To determine the barriers affecting the distribution of human settlements/low-cost housing with reference to the Kwadukuza local municipality*
In this regard, chapter four (4.4.5) concisely stated the factors that affected and stagnated the distribution of low-cost housing.

- *To assess the extent of community involvement in the provision of houses in Kwadukuza*

Community involvement and participation in common activities is a key element in identifying the existence of social capital in practice and it facilitates community development (Reid 2000: 3). Participation in informal community activities and in civic associations is a form of social networking which enhances the prospects for sustainable communities (Narayan and Woolcock 2003: 238). A contradiction of views seems to have taken place with regards to this objective as the KDM strongly held that communication channels with regards to service delivery, especially housing, and access to information, were clear and executed promptly while the respondents of the study disagreed, hence there was no clear indication regarding the community involvement in the delivery of housing. (see discussion in chapter four, section 4.2).

- *To examine the ill effects imposed on the community members due to lack of low-cost houses/human settlements*

This objective was achieved through the discussion in chapter four (4.2) and was further backed up by relevant literature.

5.4. RECOMMENDATIONS

- The KDM must make a considerable investment and offer knowledge advancement to its Ward Councillors, so that they may become more knowledgeable on the policies and by-laws governing the municipality and on regulations guiding the delivery of service needs. They further need to be trained and developed on how to strengthen communication between the municipality and the people they serve. Their main role is to relay municipal information to the people and *vice versa*, in order to obtain a good working relationship. The respondents revealed that they preferred public gatherings to receive information and updates pertaining to service delivery, rather than having it published in the local newspaper, as some of them were incapable of reading and understanding. Therefore effective communication strategies and sound relationships needed to be created and devised.
- Ngwenya (2016) concurred with the above recommendation by stating that municipalities are the government's closest link to the public, therefore they have to be tasked with the responsibility of ensuring that these relationships are established and maintained. Residents and public service providers also have easier access to local government and a good relationship with local government would therefore allow the larger government to monitor the changing needs and attitudes of the public. It is therefore recommended that there be proper and effective mechanisms in place to ensure that this objective is achieved.
- Awareness campaigns need to be conducted and efforts towards such actions need to be intensified, so that citizens can become sufficiently educated about their right to housing and the responsibility that goes along with it, in order to avoid cases where people sold their houses and then went and re-applied for another government house, using different details. The public needs to be made aware of the consequences that will arise from such action. They also need to be educated on other housing programmes that are available to them and that they can opt for, rather than awaiting a free house from the government as too much reliance on free low-cost housing could potentially bankrupt the municipality.

Lawfully, RDP houses and the plots they are on cannot be sold or otherwise alienated within a period of eight years after the owner receives the house. There are, however, no punitive measures in place in the Housing Act for people who contravene this provision, and this makes it hard for the Department of Human Settlements to discipline people who put their RDP houses up for sale before the eight year period is over. But this is not necessarily a major problem: between 1994 and 2015, almost three million RDP houses were built, and of those, only 3 411 have been sold by beneficiaries to private owners (Bailey 2017).

- In order to alleviate the high rate of unemployment within the municipality, the public needs to also be educated about the opportunities available which can help create employment using the skills, knowledge and craftsmanship they possess to create employment. Such can be done on a quarterly basis, through interventions like roadshows, public workshops and awareness campaigns. Such programmes will enable the public the capacity ponder about ideas that can potentially yield income, thus helping the public to fend for their own formal structures to live in, as well as decrease the burden of building houses from the Municipality.
- It is recommended that the low-cost housing allocation policy be continuously reviewed. The elderly, the disabled and child headed homes need to take first preference in terms of allocation. This is done in order to omit the trend that has been going on in KDM, where people who are not in dire need of housing and have a formal structure where they live, have built houses in their yards to use for income generating purposes, while those who are in desperate need of it are being told about the system of the “waiting list”. Such conception needs to be taken cognisance of.
- The KDM needs to devise and introduce evaluation and control measures where a task team or committee will be created to oversee and monitor the work of contractors on each and every working day, in order to avoid shoddy work that leads to houses having numerous defects.
- A policy regarding the trend of beneficiaries selling their government low-cost housing needs to be created or reviewed, in order to avoid having one person or one family applying for more than one house.

5.5. LIMITATION OF THE STUDY

Reluctance of Respondents

Not all participants who were selected were willing to participate in the research study, and this conveyed a huge limitation. The people of the eThekweni area expressed to the researcher that they wanted nothing to do with this kind of investigation as they feared that their participation would jeopardise the little chance they had of receiving adequate housing that was about to be constructed. There were political issues revolving around the housing issue in the area but they hesitated to tell the researcher more about them, hence only 5 people out of the initial 20 were interviewed for the study.

In the case of the public officials, the Municipal Manager of the KwaDukuza Municipality who was supposed to be a participant that was purposely selected for the research sample failed to communicate with the researcher despite a series of attempts to request an appointment with him. Even after the researcher forwarded the interview questions to his secretary, no feedback was given, hence he was omitted from the study.

Safety

Another factor that could not allow the researcher to find more willing participants for the study was the issue of safety, which was severely compromised. Participants in the areas of study conveyed that a large number of crime associated activities took place almost daily. The equipment used for data collection (camera, cell phone and tape recorder) and even the life of the researcher were highly at risk.

Sampling

Sampling was conducted randomly pertaining to the selection of participants that were available within the community. A limitation that was later discovered was that the purposive simple random sample selection conducted only included participants that had applied for government housing, so in essence only applicants for government housing were selected to participate in the study.

5.6. CONCLUSION

Given the many challenges associated with it, especially quality issues and the fact that there are still hundreds of thousands of people on housing waiting lists, it is tempting to suggest that it should be brought to an end. It can therefore be concluded that the provision of government low-cost housing is necessary in order to enhance the quality of life of the poor, as well as contribute towards infrastructure development in South Africa as a whole. Financial constraints and delays will always play a role in contributing to the stagnant delivery of houses but none

the less, all spheres of government work is interrelated to ensure that the South African housing backlog decreased.

Despite the fact that housing provision need resources in form of financial capital for their development, it become quite clear that economic resource alone do not lead to human settlements sustainability. This has led to the acknowledgement that combinations of resources are crucial to improve human settlement wellbeing, including human capital, cultural capital, economic capital and social capital.

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**UNIVERSITY OF
ZULULAND**

Dear participant, you are kindly requested to fill in this questionnaire according to the best of your knowledge, as the results will be used to evaluate the effectiveness of the provision of low-cost housing within the KwaDukuza Municipality, using the case study of the eNtshawini and Ethethe Areas. This questionnaire is for academic research purposes as the provision of Housing to the public is vitally important in restoring human dignity especially to the indigent. Therefore, your co-operation in the completion of this questionnaire will be greatly appreciated. I assure confidentiality and anonymity in your responses.

QUESTIONS

1. What is the name of the position you occupy?

.....

2. When did you start working for the institution?

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3. What are some of the main responsibilities you fulfil in your current position?

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4. What is the role of your department (the Municipality) in the provision of the housing programme?

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5. How does the department channel communication to the people in terms of the progress and setbacks of the project?

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6. Who is responsible for the purchase or acquisition of land?

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7. What processes and step-by-step procedures are being followed towards the implementation of housing projects?

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8. Which policies are being used in your department that serve as a guideline in the provision of housing?

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THANK YOU FOR YOUR PARTICIPATION!...

APPENDIX

INTERVIEW QUESTIONS FOR WARD COUNCILLORS

1. When did you become the Councillor of ward... ?
2. How long have you been living in this area?
3. With regards to formal education, how far are you?
 - a) No formal education
 - b) Below grade 7
 - c) Below grade 10
 - d) Below grade 12
 - e) Grade 12 and above
4. What is your employment status?
 - a) Self- employed?
 - b) Un-employed?
 - c) Employed by private sector?
 - d) Pensioner?
5. What is your knowledge about the provision of low cost housing in this area?
6. How are you, as a Councillor, involved in this project?
7. When did the project start in the ward, or when will it start?
8. What measures do you take as the leader of the community in ensuring community participation when it comes to this subject matter?
9. How would you rate the progress made in the housing delivery programme within the municipality?
 - a) Poor
 - b) Good

c) Excellent

10. How would you rate the quality of the houses that are already built?
11. Besides on the provision of low cost houses, which other programmes has the municipality introduced in the area in order to facilitate development?
12. Based on your knowledge, what do you think is the reason behind the stagnant progress of the delivery of housing in the area?

INTERVIEW QUESTIONS FOR COMMUNITY MEMBERS

1. How long have you lived in the area?
2. Have you applied for an RDP house? If yes, when did you apply?
3. How long have you been on the waiting list to receive an RDP house?
4. What are some of the problems\challenges faced by the community due to the lack of proper human settlements?
5. What have you done as a community to show your dissatisfaction with the lack of distribution of housing?
6. Were there any actions taken by the Ward Councillor about the issue of housing? If yes, what were those actions?
7. In your own opinion, what must the municipality do in order to facilitate effective measures in distributing proper human settlements?

INHLOLO MIBUZO YOMPHAKATHI

1. Usuhlale kulendawo isikhathi esingakanani?
2. Usuke wafaka isicelo sokuthola indlu yoxhaso ka hulumeni? Uma kunjalo, usifake nini isicelo?
3. Usuhlale isikhathi esingakanani ohlwini lwabantu abalindele ukuthola izindlu zomxhaso ka hulumeni?

4. Iziphi izinkinga nezinselelo ezibhekene nomphakathi mayelana nokusweleka kwezindawo zokuhlaliswa kwabantu?
5. Ikuphi okwenzile njenge lunga lomphakathi lokuzwakalisa ukunganeliseki kwakho ngokunikezelwa kwezindawo zabantu zokuhlala?
6. Ingabe kukhona okwenziwa I khansela le wadi mayelana nodaba lokutholwa kwezindlu? Uma kunjalo, iziphi izinyathelo ezathathwa yikhansela?
7. Ngokubona kwakho, ikuphi okungabe kwenziwa umkhandlu ka masipala ukuba asheshise uhlelo lokunikezelwa kwezindawo zabantu zokuhlala?