CHAPTER 1

1. BACKGROUND OF HOUSING DELIVERY PROCESS IN SOUTH AFRICA

According to the *South Africa Year Book* (2000/2001: 472), the Department of Housing is responsible for coordinating the implementation of the Habitat Agenda, which is the international guiding policy for human settlements. South Africa made a commitment at the Habitat II Conference in Istanbul, Turkey in June 1996 to implement the Habitat Agenda, (*South Africa Year Book* 2000/2001: 472). Low cost housing subsidy being a major element of human settlement was established by government as a solution to the problem of housing backlogs which affect mostly Black South Africans.

Various communities of the Polokwane Municipality are faced with the problem of a lack of habitable shelter. Those who have acquired low cost houses through the government subsidy are complaining about the poor quality of these houses. Some of these community members are homeless because most of the projects are incomplete. Nobody Mothapo housing project which is situated along the R71 road is one of the incomplete projects and it is also affected by poor quality.
The Provincial Department of Local Government and Housing allocated housing subsidies to beneficiaries in order to address the problem of housing, but the houses were never built as planned which poses a big question because if money was available the houses should have been built.

According to *South African Government Information,* (Housing) (2006:1), access to housing and secure accommodation are an integral part of government's commitment to reduce poverty and to improve the quality of people's lives. The experience of extreme poverty is dramatically concentrated amongst Africans. According to the *United Nations Development Programme* (2000:63-67), in South

Africa 57.2% of Africans live below the poverty threshold, compared to 2.1% of the Whites. The poorest 40% of citizens remain overwhelmingly African, female and rural. There are 31% of Africans, female-headed households in the lowest quintile, compared to 19% of African male-headed households. This nation thus lives under conditions of a grossly underdeveloped economic, physical, and educational, communication and infrastructure.

According to the *New Housing Policy and Strategy in South Africa* (1994), South Africa is characterized by large scale unemployment in the formal sector of the economy. The increasing growth rate of the economically active population in conjunction with a declining or stagnant rate of growth of GDP implies that the level of unemployment is set to increase still further.

The high level of unemployment, coupled with the declining levels of per capita Gross Domestic Product (GDP), has a negative effect on demand for and investment in housing and diminishes Government's resource ability to assist the poor and unemployed. In addition to unemployment the indicated low incomes of large proportions of South Africa's population imply that many people are unable to afford adequate housing using only their own financial resources. A solution to this problem is fundamental to a sustainable solution for the housing problem.

The housing sector has a potentially enormous role to play in the revitalization of the South African economy. This point is underlined by the very high direct and indirect economic multiplier effect of housing production. Low levels of growth and income are associated with low levels of investment. In South Africa, the low level of economic growth is not attributed solely to the low general level of investment, but also to the fact that the productivity of capital has declined. There is a low level of Gross Domestic Fixed Investment (GDFI) of which housing is a component that means as the economy begin. There are low and

progressively decreasing rates of formal and informal housing delivery in South Africa that have resulted in a massive increase in the number of households who are forced to seek accommodation in informal settlements, backyard shacks and in overcrowded conditions in existing formal housing.

Because every successful development requires government commitment, the current *Constitution of the Republic of South Africa* was enacted by the government to guide change in this country and create the opportunity for all to live in peace and dignity.

The *Constitution of the Republic of South Africa*, act No. 108 of 1996, endorses a conception of equality that is unambiguously substantive. It also provides for numerous mechanisms to monitor and enforce the ongoing transformation of society while ensuring the protection of minorities by establishing dedicated commissions such as the Human Rights Commission. In terms of section 26 of the *Constitution of the Republic of South Africa*, act No. 108 of 1996, everyone has the right to have access to adequate housing, and the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realization of this right.

The housing programme is amongst those programmes aiming at addressing the inequality and injustice that are consequences of the apartheid government. Such developmental interventions aimed at addressing the huge social backlog that exists with regard to the poorest of the poor, the vast majority of whom are African and women. Apart from food and clothing, housing is the most important material need of any community and sociologists agree that a person's physical environment has a great influence on herself and his or her family. Therefore, it is true that a community that is not self-sufficient in supplying these basic needs, has limited prospects of leading a purposeful moral and economical life, (Retief, 1981:19). The launching of *Integrated Rural Development Strategy*, various

Urban Initiatives, expanding access to basic services for the poor and *Land Reform* programmes are also crucial to address racial and gender disparities.

Housing Backlog in South Africa

According to the *New Housing Policy and Strategy in South Africa*, there were an estimated 8.3 million households in South Africa in 1995. The average household size nationwide was 4.97 million people, and it was estimated that there are approximately 2.0 million single people. Given the projected rate of the population growth, an average of 200 000 new households will be formed annually between 1995 and 2000. The phenomena of extended households and circulatory migration further add to the complexity of dealing with the housing issue.

It was estimated that over 28.0 million people (66%) of South Africa's population are functionally urbanized. This implies that approximately 14.5 million people (34% of the total population) reside in rural areas, many of whom will spend part of their working lives in urban areas.

The consequences of this backlog are physically reflected in overcrowding, squatter settlements and increasing land invasions in urban areas, and generally by the poor access to services in rural areas. Socially and politically, this backlog gives daily impetus to individual and communal insecurity and frustration, and contributes significantly to the high levels of criminality and instability prevalent in many communities in South Africa, (*New Housing Policy and Strategy in South Africa*, 1994).

Inadequate tenurial security over homes of many South Africans is also highlighted as a main challenge in the policy. According to *Statistics South Africa Census of 2001*, Polokwane Municipality has approximately 92 905 households

having secure tenure (ownership, leasehold or formal rental contracts) over their accommodation; whereas

- an estimated 32 091 households live under traditional, informal/inferior and/or officially unrecognized tenure arrangements in predominantly rural areas; and
- An additional estimated, 10 448 households are forced to live in squatter settlements, backyard shacks or in over-crowded conditions in existing formal housing in urban areas, with no formal tenure rights over their accommodation.

This pattern of insecure tenure is undoubtedly one of the salient features and causes of the housing crisis in South Africa.

The historical and existing patterns of land use and allocation, as well as the legislative and policy framework associated with land, provide an immense challenge and constraint. A fundamentally different approach is required to make the housing programme a sustainable reality. The lack of a coherent policy on land, no clear outline of responsibilities for the identification, assembly, planning and release of land for low-income housing exist, and inconsistent positions exist between different government departments and tiers of government; for example:

- **Land Identification**

Previous racial zoning practices, reluctance of certain authorities to accept responsibility for low-income housing, resistance of many existing communities and various legislative constraints, have impeded the identification of sufficient, suitable land for low-income housing.

- **Land Invasions**

The increase in informal land invasions hampers efforts to timeously release adequate, suitable land for human settlement in a planned manner, and may result in certain people attempting to jump the housing/subsidy queue; and

According to Richard (2004:1), all countries in Sub-Saharan Africa face formidable housing problems since almost all of them have poorly developed housing institutions and markets, housing stock which is in poor condition, a huge backlog of housing needs and weak policy responses. Almost all of these countries are facing challenges of land availability, poor or inefficient land supply practices mainly in urban areas, the tentative nature of the construction industry, and the absence of affordable sources of institutional housing finance. However there are some positive developments emerging in these areas.

1.2. PROBLEM STATEMENT

The Department of Local Government and Housing is faced with the challenge of incomplete and poor quality housing projects in Polokwane Municipality. Most of the housing projects in Polokwane have been incomplete for many years. In some projects people have occupied incomplete houses due to homelessness, for example, the community of Nobody Mothapo in the Polokwane Local Municipality had been waiting for their houses from 1997 until 2004. Amongst those who had received their houses in 2004, most were declared homeless soon after occupation because their house roofs were blown off by the wind while others totally collapsed. The affected beneficiaries were allocated tents from Disaster Management whilst others went back to the shacks in which they used to live before.

Since 1995 most of the projects in both rural and urban areas have not been completed and this poses great problems in increasing the housing backlog in the Province. The non-observance of project management principles is assumed to have contributed to the poor quality and incomplete housing projects in the Polokwane Municipality.

1.3. MOTIVATION FOR THE STUDY

The researcher's interest has been prompted by the fact that since she started working with the Department of Local Government and Housing in 1993, the Department has seemed to be seriously committed to the housing delivery process but delivery targets were not fully achieved because of continuous problems, such as incomplete projects, breach of contracts and poor quality houses which resulted in ineffective housing delivery in the Province.

Large numbers of community members are complaining about ineffective housing delivery in the Province. In every community gathering, such as Service Delivery Imbizos, Municipal Wards Meetings and Municipal Council Meetings complaints on housing matters are raising serious concerns. The main concern of the homeless is that they are not getting habitable shelters on time, as promised by government.

The problem of incomplete and poor quality houses still persists despite the fact that the Department has procedures for the monitoring and controlling of projects in place as well as capacity training programmes for both officials in the Department and municipalities. The researcher was thus motivated to investigate the causes of challenges and suggested solutions to overcome them.

1.4. AIMS AND OBJECTIVES OF THE STUDY

The main aim of the study was to investigate the cause of challenges facing housing projects in the Polokwane Local Municipality and suggested solutions to address them by examining the following objectives:

- To investigate the causes of problems facing housing delivery in the Polokwane Local Municipality.
- To add to housing development literature.
- To investigate possible solutions to address these problems.

1.5. MAJOR RESEARCH QUESTIONS

The proposed study raised the following questions:

- What is the cause of the challenges facing housing delivery in the Polokwane Municipality?
- What relevant strategies/solutions can be used to improve housing delivery?
- How far does the Department go in addressing this problem?

1.6. SIGNIFICANCE OF THE STUDY

The study will highlight the significance of integrated planning of developments in terms of involving all project stakeholders and considering all aspects of development, namely, social, economic and environmental.

It is expected that the study will contribute to the realization of social development, particularly human resource development, which will in turn take care of economic development in the country.

The outcomes of this research study will be determined by the success of the housing projects which means the findings and recommendations will be presented to the top management of the Department so that they can revisit the project management style and procedures which are currently applied in housing delivery processes.

The findings and recommendations will be shared with all participants and stakeholders in housing and SMMEs and these will be an eye-opener for them to acknowledge challenges they are faced with. Hopefully they will be able to make attempts to resolve these challenges.

1.7. DEFINITION OF CONCEPTS

- **Investigation**

The word investigation refers to an inquiry into unfamiliar or questionable activities such as "Low costs houses are of poor quality and are not completed in time", or the work of inquiring into something thoroughly and systematically, (*The Free Dictionary)*.

The Concise Oxford Dictionary defines investigation as a process of making a systematic official inquiry or search or a careful study or examination.
According to the *Collins School Dictionary* investigation is the process of trying to find out all the facts about something. All these definitions have the same meaning because the key words, being inquiry and to find out, refer to one thing.
All these definitions will therefore, be adopted in the study. The researcher investigated the causes of problems in housing projects in the Polokwane

Municipality in a systematic manner where the research design guided the process in order to establish the facts on the topic and make recommendations.

- **Challenges**

According to *The Collins School Dictionary* a challenge is something that is new and exciting but requires much of effort.

The Oxford Concise Dictionary states that it is a demanding and difficult task.

Pearsall (1999:233) defines a challenge as a call to someone to engage in a contest or fight to decide who is superior, or a demanding task or situation.

The study used the definition which regards a challenge as a demanding and difficult task because there are apparently breaches of contract in most of the projects which will add to the work of the responsible officials and they are required to deal with those challenges which are regarded as anomalies. The study aims at investigating and analyzing these challenges and making recommendations to be applied to solve the problems identified by the study.

The officials of the Department are expected to work long hours to normalize processes so that projects can be completed within the set timeframe and the final product is according to the specifications.

- **Municipality (Polokwane Local Municipality)**

According to the *Local Government Structures Act*, act No. 117 of 1998, a local municipality means a municipality that shares municipal executive and legislative authority in its area with a district municipality within those areas within which it falls. The same Act categorizes Polokwane as a

Category C municipality which is a municipality with a mayoral executive system which allows for the exercise of executive authority through an executive mayor in whom the executive leadership of the municipality is vested.

The Local Municipality can be regarded as a "political unit, such as a city, town, or village, incorporated for local self-government" *(The Free Dictionary)*.

A Municipality is an urban district having corporate status and powers of self-government or a body of officials appointed to manage the affairs of a local political unit *(The Free Dictionary).*

- **Development**

According to Esman (1991:2), development is a universal process of modernization and capacity building. Conyers and Hills (1984:37) define development as a process of economic growth designed to achieve a society modeled on the so-called development nations', towards development as a process of improving the general quality of life or meeting the basic needs of the majority.

- **Housing Development**

According to the *Housing Act*, act No.107 of 1997 as amended, housing development is the establishment and maintenance of habitable, stable and sustainable public and private residential environments to ensure viable households and communities in the areas allowing convenient access to economic opportunities and to health, educational and social

amenities in which all citizens and permanent residents of the Republic will, on a progressive basis, have access to:

Permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements, and

Potable water, adequate sanitary facilities and domestic energy supply.

- **Programme**

The study will define programme as a system of Housing projects which are to be implemented through the different housing subsidy instruments, for example, Rural housing, and Project Linked and Consolidation subsidy.

According to the *American Heritage Dictionary of the English Language* (2000:2), a programme is a system of projects or services intended to meet public needs.

1.8. CONCLUSION

The following chapter is presenting housing literature which outlines different housing challenges that took place and those which are taking place in different situations and different eras. The literature review focuses on South Africa, Sub-Saharan Africa and International experiences in housing.

CHAPTER 2

LITERATURE REVIEW

2.1. INTRODUCTION

According to *South African Government Information Housing* (2006:1), access to housing and secure accommodation is an integral part of government's commitment to reduce poverty and improve the quality of people's lives. According to the *Statistics South Africa Census* of 2001 and the *Document of ANC to the world conference against racism NGO forum* on 25 August 2001, the communities of South Africa are mostly affected by the high rate of unemployment that is manifested by poverty; hence a large part of the country is characterized by rural areas without employment nodes. As a result of this, the provision of housing and civil engineering services become more significant to keep pace with households' formation.

According to the *RDP White Paper* (1994:6), no political democracy can survive and flourish if the majority of its people remain in poverty, without land, without their basic needs being met, and without tangible prospects for a better life. Attacking poverty and deprivation was declared to be the first priority of government. The RDP further mentions that government development programmes are aimed at addressing the huge social backlog that exists with regard to the poorest of the poor, the vast majority of whom are African women. It continues to state that developmental programmes such as the *Integrated Rural Development Strategy*, various *Urban Renewal Initiatives* and *Land Reform Programmes* are crucial to address development disparities and are receiving high priority.

The following aspects will be discussed in this chapter with reference to documents in different authors and government:

- Background of housing in South Africa before 1994
- Housing in South Africa after the 1994 democratic elections
- Experiences from Sub-Saharan and international countries
- Other common housing challenges from different countries
- Aspects leading to successful projects.

2.2. Background of housing in South Africa before the 1994 elections

In order to understand the development of housing for Black South Africans, it is crucial to move a step backwards in recalling what happened during the apartheid era. Forced removals of Black South Africans kept them permanently settling in the areas of the Whites' choice. Designated homelands not only robbed Blacks of their regional origin, but also of their history and these were among the most devastating consequences of apartheid (Retief, 1981:1). The *Native's Land* Act, act No. 27 of 1913, the *Development Trust and Land* Act, act No. 18 of 1936 and *the Prevention of Illegal Squatting Act*, act No. 52 of 1951 were the pieces of legislation which were applicable to rural removals, (http://land.pwv.gov.za/restitution/BACKGROUND.RES.htm 2006:1).

2.2.1. Native's Land Act, act No.27 of 1913

The main objective of the *Natives' Land Act*, act No. 27 of 1913 was to get rid of Blacks landholders in areas in which the majority of the landowners were Whites, and to buy up tracts of land elsewhere from Whites landowners, in order to settle Natives upon them. Black people who formed 80% of the population were allocated 13% of their country. Land ownership of non-White citizens was

severely restricted by the apartheid policies. There was rarely an opportunity to gain formal ownership of property, instead Blacks resorted to lengthy commutes for maintaining a livelihood or live in the singles hostels built by the mine authorities, while others were living with their families in the housing facilities provided by government.

The Black and the White races were segregated into separate areas with the aim of reducing friction as far as landholding was concerned. The White minority took the land ownership from the Black people and drove them into the labour market either at the mines, or for White farmers.

2.2.2. Housing during the Second World War

Wilkinson (1998:218) indicates that very little housing was constructed during the period between the two World Wars and this led to extreme overcrowding in the designated African locations, resulting in a series of land invasions and other forms of informal urbanization.

2.2.3. Group Areas Act, act No.41 Of 1950

Urban removals were mostly dealt with in terms of *the Group Areas Act*, act No.41 of 1950. Rural removals consisted of various categories, such as black spot removals, removal of labour tenants, removals from mission stations, removals for the sake of forestry requirements, and internal removals in the scheduled and released areas (later to become the homelands).

In the 1960s the massive growth of townships in urban South Africa started and the Act was regulating segregation initiatives. The apartheid government started to be directly involved in housing provision during the implementation of this Act.

The government was building the so- called standard (four roomed) houses that today characterize South African townships (Wilkinson, 1998:219).

2.2.4. Housing in 1970s

In the 1970s there was an increase in migration including a swelling of the numbers of illegal dwellers in the cities. Despite this, the apartheid government refused to build more houses to accommodate the growing numbers of Blacks. Consequently, township housing gradually grew overcrowded, and ultimately resulted in a range of health and environmental problems. African migrants were, therefore, forced to build for themselves and most of this took the form of shack settlements, mainly on the fringes of major cities, (Wilkinson, 1998:220).

2.2.5. Housing in the 1980s

Wilkinson (1998:222) further mentions that land and home ownership for Blacks were strictly prohibited in the African townships until 1980. In 1980s, there were large numbers of South African populations settled permanently in the cities due to the manufacturing sector which demanded a more sophisticated and more settled workforce and this started to challenge the mining industry in terms of labour demand. For that matter, the apartheid government adopted a policy of "orderly urbanization" in 1986 through its *White Paper on Urbanization*. This policy was aimed at allowing for expansion, but controlled African migration into the cities.

Coinciding with the new urban policy, the South African Government in line with privatization trends internationally, abandoned its previous role of providing housing in townships. Consequently, there was a massive spread of shack settlements around South African cities. Urban settlements grew particularly rapidly (Wilkinson, 1998:222-223).

2.2.6. Black Local Authority of 1982

Wilkinson (1998:223) indicates that Black Local Authorities were established by the apartheid government in 1982 to govern African townships. The *Black Local Authority* (BLA) act however, expected those townships to be self-financed although the revenue base was limited because property ownership and economic activity had been particularly forbidden by apartheid legislation. Those local authorities were forced to raise revenue in order to sustain those townships because Central Government shifted the burden of financing on to them. This led to widespread rent boycotts and other civil disobedience in the townships. Infrastructure investment and service delivery in the townships remained minimal.

He further mentions that town planning policies were also used as a tool to achieve apartheid objectives and to create several cities side by side within South Africa through land distribution and ownership. Black townships within the city were characterized by:

- Insufficient land.
- Overcrowded housing.
- Minimal service delivery or investment in infrastructure.
- A lack of access to social and economic amenities.

All houses in African townships were belonging to the state for the purpose of influx control. The government wanted to ensure that access to urban areas could only be granted to those who were required by the White economy (Wilkinson, 1998:224).

The *Document of the ANC to the world conference* against racism NGO forum on 25 August 2001 mentioned that one of the critical national and international challenges that were confronting the country and its people was

to succeed in the objective of creating a truly non-racial society. It further stated that all human beings belong to a single species and are descended from a common stock and all people of the world possess equal faculties for attaining the highest level in intellectual, technical, social, economic, cultural and political development. The document concluded by saying that, because of the specific history the country had the possibility to make an important contribution to the universal struggle to defeat the scourge of racism.

2.2.7. The Freedom Charter

The *Freedom Charter* was adopted at the Congress of the people in Kliptown on 26 June 1955. The people of South Africa discussed all discriminatory and oppressive practices which had led this country to be underdeveloped, by stating: "Our people have been robbed of their birthright to land, liberty and peace by a form of government founded on injustice and inequality."

As a result, for the Black South Africans to live in harmony, the *Freedom Charter* states that:

- The land shall be shared amongst those who work it:
    - Restrictions of land ownership on a racial basis shall be ended, and all the land re-divided amongst those who work it to banish famine and land hunger;
    - Freedom of movement shall be guaranteed to all who work on the land;
    - All shall have the right to occupy land wherever they choose;
    - Pass laws, permits and all other laws restricting these freedoms shall be abolished.
- There shall be houses, security and comfort:

- All people shall have rights to live where they choose, be decently housed, and to bring up their families in comfort and security;
- Unused housing space to be made available to the people;
- Slums shall be demolished, and new suburbs built where all have transport, roads, lightning, playing fields, crèches and social centres.

The *Freedom Charter* is the basis of the South African democracy which is development advocacy. All manifestos of the democratic government are extracted from it.

2.3. Housing in South Africa after the 1994 Democratic Elections

2.3.1. Introduction

The ideals expressed in the *Document of ANC to the world conference* against racism NGO forum on 25 August 2001, were hardly fulfilled in South Africa after the April 1994 elections. The citizens have since then expected government to start to rectify some injustices of the past in a fair and transparent manner. It further indicates that overcrowding settlements, the lack of habitable shelter for Black South Africans due to historical reasons, the issues of housing, as well as land law and tenurial rights, have been at the top of the democratic government's priorities in South Africa. Though there was an *Interim Constitution of the Republic of South Africa Act*, act No. 200 of 1993, all housing laws and policies were guided by the new *Constitution of the Republic of South Africa Act*, act No.108 of 1996.

2.3.1.1. Interim Constitution of the Republic of South Africa Act, act No. 200 of 1993

According to the Interim Constitution of South Africa Act, sections 121-23 mandated legislature to put in place a law to provide redress for the victims of dispossession. This resulted in the enactment of the *Restitution of Land Rights* act, No. 22 of 1994.

2.3.2. Restitution of Land Rights Act, act No. 22 of 1994

Its main aim was to provide the restitution of rights in land to persons or communities dispossessed of such rights after 19 June 1913 as a results of past racial discriminatory laws or practices and to establish a *Commission on Restitution of Land Rights and a Land Claims Court.*

2.3.3. Extension of Security of Tenure Act, act No. 62 of 1997

The Act provides measures to facilitate long-term security of land tenure, to regulate the conditions of residence on certain land, to regulate the conditions and circumstances under which the right of persons to reside on land may be terminated, and to regulate the conditions and circumstances under which persons, whose right of residence has been terminated, may be evicted from land, and to provide for matters connected therewith.

The *Extension of Security of Tenure Act*, act No. 62 of 1997 is also applicable to ensuring that all people in rural areas, being landlords and occupiers, live healthy, happily and peacefully. They must be productive and live securely in places they can call home. This act would help to achieve these goals because it removes the fear of arbitrary evictions. It legitimizes the owners' property rights

and it creates a framework for the creation of long-term housing solutions for the occupiers (Nzusa, 1997:3). According to the *National Development Planning Commission document* (1999:19), it is important to promote security of tenure in both urban and rural areas for the reason that it affects psychological health, the extent to which land and housing can be used as an economic asset (such as secure loans), the extent to which they can be used as a place of production and more particularly with housing products.

2.3.4. New Housing Policy Strategy for South Africa of 1994

According to the *New Housing Policy Strategy for South Africa* (1994), one of the most significant and short-term interventions required of government will be to provide the widest range of options for the rapid attainment of secure tenure. As an invisible intervention, it is likely to have a highly significant and positive impact on the propensity of individuals and communities to commence with the process of investing in their own housing conditions, no matter how modest they may be at the beginning.

2.3.5. Constitution of the Republic of South Africa Act, act No. 108 of 1996

The *Constitution of the Republic of South Africa* was enacted in 1996 to provide policy guidelines in terms of the democratic government. In terms of section 25(6) of the *Constitution*, government is under an obligation to make land rights stronger as it states “a person or community whose tenure of land is legally insecure as a result of past racially discriminatory laws or practices is entitled, to the extent provided by an Act of Parliament, either to tenure which is legally secure or to comparable redress (Nzusa, 1997:10),. In addition to that, section 26 of the *Constitution* states that, everyone has the right to have adequate housing.

2.3.6. Development Facilitation Act, act No. 67 of 1995

In addition to the legislations to promote security of tenure and ensuring integrated sustainable human settlements government passed *Development Facilitation Act*, act No. 67 of 1995 (DFA) to achieve the following three key objectives:

- To provide a coherent policy frame work for land development, land registration and planning in South Africa in accordance with the following general principles for land development, decision making and conflict resolution:

    - Spatial planning and policy formulation.
    - The planning of whole settlements as well as parts or elements of settlements.
    - The decisions of all public authorities affecting land development under any law, including those of traditional leaders acting under customary law.
    - All legislation, including all land control systems and instruments affecting the development of land.

- To speedup and facilitate the approval of land development applications.
- To provide for the overhaul of the existing planning and land development framework.

The Act is strongly committed to the social justice and its principle area aimed at speeding up and improving the *Reconstruction and Development Programme* (RDP) and related projects. They are, therefore, intended to improve the living

conditions of the poorest and historically most disadvantaged members of society.

The other factor which negatively affected the process of releasing unused and strategically located land for housing was the planning tool which was applied by the apartheid government.

According to the *National Development Planning Commission Document* (1999:2), land development planning in the four provinces, the then homelands and the "group areas" racial zones fell under many different laws, ordinances, procedures, and regulations. There was a lack of coordination, an unequal distribution of resources and significant "red tape" which slowed down development projects. This situation has not been changed when the new government came in to power. All laws that have not been repealed or amended are still in place.

By expediting land issues, government is addressing housing amongst other projects of the Reconstruction Development Programme.

2.3.7. Housing Act, act No. 107 of 1997 as amended

In terms of section 26 of the *Constitution of the Republic of South Africa*, 1996, everyone has the right to have adequate housing, and the state must take reasonable legislative and other measures, within its available resources to achieve the progressive realization of this right. Therefore, the *Housing Act*, act No. 107 of 1997 was passed by government with the objective to achieve a certain housing target.

The Parliament of the Republic of South Africa recognizes that:

- Housing, as adequate shelter, fulfils a basic human need.
- Housing is both a product and process.
- Housing is a product of human endeavour and enterprise.
- Housing is a vital part of Integrated Development Planning.
- Housing is a key sector of the national economy.
- Housing is vital to the socio-economic wellbeing of the nation.

The government housing subsidy scheme was implemented on 15 March 1994 for this effect, and replaced all previous government subsidy programmes. The scheme provides a state grant to qualifying beneficiaries with a combined household income of R0 to R3 500 per month, to acquire secure tenure, basic services and a top structure (Kayamandi, *Report on Impact Assessment of the Housing Subsidy Scheme*, 2005:15).

The housing subsidy takes place within the context of several regulatory instruments; including the *Housing Act*, act No. 107 of 1997, which defines the institutional framework for housing. Section 4 of the Act requires that the Minister should publish a *National Housing Code* which will provide a National Housing Policy and administrative guidelines for the facilitation of a sustainable housing development process.

2.3.8. National Housing Code (2000)

The *National Housing Code* is a confirmation of the existing housing policy. It sets out the linkages between various policy programmes, from government's first housing policy statement, the *White Paper on Housing*, to the most recent proclamation, the *Housing Act*, act No. 107 of 1997. Including all policies adopted in between, the *Housing Code* represents the culmination of government's thinking and practice as it relate to housing in South Africa.

It provides assistance to households that are unable to satisfy their housing needs independently and also provide procedures on the implementation of different housing programmes. According to the Housing Code (2000), the housing subsidy scheme consists of the following instruments to cater for the various housing needs:

- **Rural Housing Subsidy**

  This subsidy is made available to individuals who do not have legal security of tenure (registered title) on a piece of land, but rather have functional security of tenure. Such tenure includes, for example, tenure granted in terms of the laws and customs of tribes, the custom, usage and administrative practice in a particular area or community, as well as beneficial occupation of state land for a continuous period of not less than 5 years. The rural subsidy enable households who have uncontested informal rights in respect of state land to access housing subsidy and to provide for their housing needs

- **Project-Linked Subsidy**

  This subsidy is made available to developers who undertake approved projects on behalf of a group of individuals. Project Linked Subsidy is aimed at assisting beneficiaries to acquire ownership or fixed residential properties for the first time, and enabling such beneficiaries to buy homes in projects approved by the MEC of the Provincial Department of Local Government and Housing

- **Individual subsidies**

  An individual subsidy provides qualifying beneficiaries with access to housing subsidies to acquire ownership of serviced sites and allows the beneficiary to

enter into housing building contracts, or to purchase existing improved residential properties which are not part of approved housing subsidy projects.

- **Consolidation subsidies**

The subsidy is made available to a person who only received a serviced site under the previous government subsidy programmes. The person can use a subsidy to construct or upgrade a top structure on the property or as a deposit for a loan finance to upgrade or construct the top structure. It is aimed at beneficiaries, who have only received serviced sites under the previous dispensation, and who hold ownership rights to such sites, to provide or upgrade a top structure on such site.

- **Institutional subsidies**

They are made available to institutions that undertake approved projects. These subsidies enable these institutions on offer affordable rental or installment sale housing units to beneficiaries. These institutions need to be established as a legal entity and need to identify a housing project to be undertaken. Such development can be a new development or the upgrading of an existing building.

- **People's Housing Process**

It is another leg of the National Housing Subsidy Policy which was launched in April 1998. The People's Housing Process recognizes the efforts and initiatives of those who prefer to build their own houses and are prepared to commit their resources, skills and energies to housing themselves.

It provides technical, financial and other support for people wanting to build their own homes. Funding is administered through the provincial housing department while the People's Housing Partnership Trust helps build the capacity to speed up delivery.

2.3.9. OTHER LEGISLATIONS REGULATING HOUSING DEVELOPMENT

- **Rental Housing Act, act No. 50 of 1999**

This Act was passed in parliament to ensure that more houses are provided for rental purposes and to regulate the behavior of unscrupulous landlords so that tenants do not pay exorbitant rent. It also provides a special tribunal to mediate between landlords and tenants in the event of disputes and outlaws the existing practice of evicting long-standing tenants from their homes without mediation (*South Africa Year Book* 2000/01, 2000:463).

- **Housing Consumer Protection Measures Act, act No. 95 of 1998**

The Act came into effect on 1 November 1999. According to the Act, residential builders have to register with the National Home Builders Registration Council and are obliged to enroll all new houses under the NHBRC's Defect Warranty Scheme. NHBRC was established as a statutory body to guard in the interests of the housing consumers on quality assurance. It is now a law for banks to insist on home builders' registration and enrolment prior to granting a mortgage loan or finance.

- **Breaking New Ground**

Cabinet approved the *Comprehensive Housing Plan, Breaking New Ground* (BNG) for the development of *Integrated Sustainable Human Settlements* in 2004. The plan provides for comprehensive oversight by government in promoting the residential property market which includes the development of low cost housing, medium-density accommodation and rental housing. It also provides a stronger partnership with the private sectors, social infrastructures and amenities. The plan aimed at changing spatial settlement patterns, informed by the need to build multicultural communities in a non-racial society.

According to the Plan (BNG), Government takes responsibility for providing the bare minimum for the hard-core poor (income levels R0 – R1 500) by proving them with a full housing subsidy of R28 000. The poor (R1 500 – R3 500) will also receive the full subsidy but will be required to provide either a small contribution or sweat equity. It has a newly created subsidy band for middle-income (those earning R 3 500 – R7 000 per month).

2.3.10. FUNDING ALLOCATION FOR HOUSING SUBSIDIES

According to the *South Africa Year Book* (2000:468-469), the ministry of Housing agreed to make an annual allocation on the basis of a formula taking into account the backlog of each province, the number of households in various income categories of the subsidy scheme, the ratio between urban and rural housing and the performance of the relevant provincial government. There are a number of housing finance institutions established by government with the aim of providing funding capacity to housing developers, for example *National Urban Reconstruction and Housing Agency* (NURCHA) and *National Housing Finance Corporation* (NHFC).

These institutions seek to facilitate housing delivery in the short-term and medium- term by helping to remove obstacles in specific housing projects. They support projects and programmes which create housing for people eligible for the government subsidy.

2.4. EXPERIENCES FROM SUB-SAHARAN AND INTERNATIONAL COUNTRIES

2.4.1. HOUSING IN SUB-SAHARAN AFRICA

According to Richard (2004), all countries in Sub-Saharan Africa (SSA) face formidable housing problems. The critical challenge is that they have poorly developed housing institutions and markets, housing stock which is in a poor condition, a huge backlog of housing needs, and weak policy responses (Richard, 2004, *report on Challenges Facing the Provision of Affordable Housing in African Cities*).

In addition to housing challenges, Sub-Saharan Africa is also faced by other development challenges. It has been reported that although SSA has a population of over 600 million people, less than 10% of the world's population, its share of world trade was less than 2% and dropping in 2004. Sub-Saharan Africa was the only global region where per the capita GDP was lower in the late 1990s than it had been 30 years earlier while over 40% of its population were living below the international poverty threshold of $1 a day, with an income averaging around $0, 65 per day in terms of purchasing power parity.

It is known from the media that there are ongoing conflicts in a number of Sub-Saharan African countries. The HIV/AIDS pandemic attacked many of these countries characterized by subsistence agriculture where the problems of

malnutrition and hunger are often widespread. Therefore, the problem of providing adequate shelter needs to be seen in the context of these other formidable challenges.

The *Global Report on Human Settlements* (UNCHS Habitat 1996b) states that Sub-Saharan Africans have features of informal settlements. In many cities of SSA the informal sector predominates and takes on the form of incremental housing investment where owners become "self-developers" and rely on small grafts and trades to build their own houses. That is why many such cities have the appearance of endless construction sites and this implies that it is not only the low income earners who are unable to access housing of reasonable quality, but that there are many other households not necessarily on low incomes who are unable to secure decent housing.

The concept of Housing Poverty was identified in that context, which refers to individuals and households who lack safe, secure and healthy shelters with a basic infrastructure such as piped water and adequate provision for sanitation, drainage and the removal of household waste.

- **Difficulties Associated with Land Supply for Housing purposes in Sub-Saharan Africa**

The report on Challenges Facing the Provision of Affordable Housing in African Cities (2004), cited land supply as one of the difficulties associated with the provision of housing. In most cases this problem is confined to African cities (Richard, 2004).

He further mentions that the traditional or "customary" land ownership in many African countries is held on a tribal basis and that decisions about the use of land

are made according to the customs of the tribe. Hence, decisions may be taken individually by a chief, or may be collectivized within a council of elders, but it is rarely recorded in writing. Hence there is no evidential basis for use rights. In the colonialization of SSA during the nineteenth century, the circumstances surrounding the ownership and control of land became more complicated.

During colonization different land laws applied in different countries. For instance English land law applied in Kenya, Tanzania, Uganda, Malawi, and Zambia, whilst in the south, in what is the now Botswana, Lesotho, Swaziland, South Africa, and Namibia, the "received" law was Romano-Dutch in origin. In the former colonies of French West Africa (Cote d'Ivore, Cameroon and Benin), Napoleonic land law became the 'received' law and in Angola and Mozambique, Portuguese land laws applied. The application of the colonial land law was essentially capitalist embodying the notion of exclusive ownership with the proof of title exercised through formal registration as Richard (2004) states in *Report on Challenges Facing the Provision of Affordable Housing in African Cities*.

- **The complexity of African land law had grown further during colonialisation**

According to the *Report on Challenges Facing the Provision of Affordable Housing in African Cities* (2004), during the post-war period since independence, two broad phases in the development of land law had taken place. The first of these has been a process of substitution in which the aim has been to record the customary rights and interests in land and metamorphose them into equivalent rights and interests recognized by common law. The second phase was integration which is the rejection of any notion of a hierarchy of land laws and encourages one land law based on one philosophy which can apply to all land and all people. Between 1969 and 1981, approximately twenty out of forty

counties in SSA opted for state ownership of land since it was deemed to be more closely identifiable with the extensive and traditional communal ownership of land associated with African societies.

Those countries seeking to nationalize development rights have generally registered applications and issued Certificates of Occupancy for a limited period such as 99 years. The report asserts that these kinds of reforms had not been successful. Policies were developed which recognize the existence of land markets and aspire to adopt the market mechanism in allocating land, for example the National Land Policy of Tanzania which was approved in 1995. But, in view of the severe public capacity deficiencies, the continued monopoly of land supply by the public institution envisaged by the policy would appear to be non-starter or an ill-advised strategy for addressing the chronic planned housing land shortage.

The *Report on Challenges Facing the Provision of Affordable Housing in African Cities* (2004) further more draws attention to the fact that land delivery has been impeded by inappropriate legislation and limited capacity to deal with land transactions, and that the *National Housing Policy Document of 1995* also acknowledges that the restrictions on the development of a free market in land were amongst severe constraints on the housing market. The Report mentions Botswana as the only country where praise can be bestowed on its pioneering *Tribal Land* act, of 1968 for democratizing the land allocation process through local Land Boards (2004) and giving these Boards the powers to grant freehold or leasehold right to land. Richard indicates that, the land reforms in other countries have not been successful either.

Richard opinions that government land allocation systems, whereby partially serviced land is allocated practically free of charge, exclusively benefits the rich and socially well-connected not the low-income earners.

He further more, criticizes the implementation of the South Africa land reform programme which resulted in free-standing housing units to low-income groups built through the housing subsidy programme. The bulk of those housing projects failed to contribute to a spatial integration of the urban form, and have instead perpetuated spatial inequalities.

- **The implications of the land constraints on the land market**

Access to formal land ownership

The Report on Challenges Facing the Provision of Affordable Housing in African Cities (2004) states that access to formal land ownership in many African cities is effectively precluded to all, but a minority of affluent and influential people. In turn, this circumstance encourages the growth of an informal market in land amongst those who are excluded from the formal market so that a dual system emerges. In many cases, in African cities the informal land supply greatly exceeds the formal provision.

The report further mentions that the various ordinances which govern land use are integral to the form of residential development which takes place, so that the informal settlements become developed as unauthorized areas, and they are constructed without reference to planning codes, are invariably without basic infrastructure and sometimes represent health and fire hazards. They range from the areas of quite a high standard, self-built housing using permanent material (for example areas of Accra) to some of the poorest areas of squatter settlements, such as those in Lagos or Nairobi.

It also emphasizes the disadvantages faced by residents of informal settlements in which they can be panalized in many ways, most notably in their inability to access formal loan finance and may also be socially excluded from the full rights

of citizenship such political representation and access to educational provision or employment.

These challenges led to the current policy thinking by the *United Nation Human Settlements Programme* which resulted in a commitment through its *Millennium Declaration* to improve the lives of 100 million slum dwellers by 2020. This should be achieved through a global initiative entitled 'Cities without slums' and accompanied by a campaign advocating action plans to ensure the extension where possible, of security of tenure to the inhabitants of such areas.

Prohibition of the development of a house

The Report on Challenges Facing the Provision of Affordable Housing in African Cities (2004), mentions the constraints to the operation of land markets which effectively preclude the development of a house building industry and all the 'backwards' and 'forwards' economic linkages that this entails. An effective house-building industry is essential to increase the supply of housing, reduce the overall housing shortage and seek to drive down costs. The 'forward' and 'backward' economic linkages create employment and reduce the need for the expensive import of materials.

The report further indicates that economically, a secure supply of land with a good legal title is the life blood of the commercial house-builder. But a prospective developer in many South Saharan African countries experience considerable difficulties in securing a reliable supply of land, especially with good legal title. It further confirms the existence of these circumstances in Ghanaian context where there are only a few capable building contractors and even fewer developers who could supply housing ahead of demand. British contractors or developers can construct large numbers of houses and sell them at or near

completion at the prices which a household with a median income can afford to buy unlike in Ghana.

In Sub-Saharan African countries, South Africa is developing a supply side capacity in housing delivery which other countries can only envy. Without making headway in resolving the difficulties inherent in land supply it would be wishful thinking to assume that housing development can take place successfully (*The report on Challenges Facing the Provision of Affordable Housing in African Cities,* Richard:2004).

2.4.2. HOUSING INTERNATIONALLY

- **Housing in Cuba**

According to Anderson (2007:2), housing provision received a relatively high priority in the immediate post-revolutionary period. Legislations were passed in the early 1960s to provide security of tenure, reduce rents and transform many tenants into owners. Many Cubans still have a great deal of security in their housing and pay relatively little for it. They pay around 10% of their income towards their homes in hire purchase models unlike huge mortgage bonds in South Africa (*Cuba Solidarity Campaign* Magazine (CSC), Anderson:2007).

The magazine further indicates that Cuba, like other countries, is experienced housing challenges that started in 1990 due to the economic crisis which is still prevailing. The main problem to day is the absolute shortage of 'spare' dwellings for newly forming households. Population growth, combined with the migration to Havana, means the city faces an absolute shortage of housing which results in severe overcrowding.

The other problem mentioned in the magazine is that although many residents own homes, the low wage that they are earning makes it impossible for them to undertake major repairs or improvements. As a result, some of the residents died as structurally unsound buildings had collapsed around them.

All these housing problems were tackled through community participation in housing projects. People's participation has been a fundamental element of the Cuban system since the revolution. This approach was introduced by initiating local workshops at community level. The small interdisciplinary teams of professionals live in the neighbourhood and work with the community to address local issues in relation to housing, employment, the environment, and social and cultural life. Even though the economic situation has limited their ability to invest in the physical infrastructure, their energies had been redirected into social and community activities aimed at relieving the worst impacts of poverty and poor housing. Anderson (2007:3) indicates that Cuban authorities promote residents' participation in the detailed design of their homes from the start to finish and it is able to provide architectural, construction and housing management expertise as well as labour for construction. Although Cuba has housing challenges in terms of meeting demand and renewing the old structures of the apartheid era, country has finally found a solution to deal with the problem by insisting on local community participation.

- **Housing in Canada**

Canada is experiencing housing challenges like other countries which were trapped into the apartheid government. Walker (2005:2) states that over 70% of the natives in Canada were reported to be living in off-reserves according to the 2001 census, which about 50% were living in urban areas. He further indicates that the native people have a more challenging time finding and keeping adequate and affordable housing than the non-native population and this applies

to both the reserved and non-reserved settings. The home ownership rate in Canada is also considerably lower for native households. There are also incidences of over-crowding and poor housing conditions which vary regionally and amongst the native groups. The unemployment rates, costs of building materials and construction, and the proportion of households living in social housing are all higher than in the non-native population. The use of space for housing is not equally or fairly distributed (Walker, 2005:3).

Walker (2005:7) mentions that in April 2004, the Canada-Native People Round Table focused on closing the gap between native people and other Canadians in key areas affecting the quality of life. In November 2005 the follow-up session to the Canada-Native People Round Table was held to address housing. They were housing expects met to discuss ways of improving housing conditions for native people. The *Canadian Housing Framework* which reflects the needs and aspiration of the native community came into existence after the series of national consultation which started in January 2005 and the following issues were highlighted as critical in the development of a housing policy framework:

- Setting up working relationships and division of responsibilities

The issue here was how would the different levels of government, native organizations from local provincial and national levels, and other community stakeholders work together.

- Programme champions

There was a need for cultivation of a complete network of programme champions for non-reserve native housing.

- Developing capacity in native housing.
- Achieving economies and facilitating entrepreneurialism.
- Adjusting current affordable housing programmes
- Specific needs of lone-parent families, the elder, the students, and people with health support needs.

- Housing tenure.
- Protection of the existing non-reserve housing portfolio.
- Mobility within communities and between communities.
- Breaking down policy and programme silos.

Walker (2005:7) is of opinion that if the above issues can be attended to, the housing situation in Canada will be improved for all people including the previously marginalized native Canadians.

- **Housing in the United States**

Because housing challenge also prevails in the United States, government enacted democratic laws such as the *Fair Housing Act*, act of 1968. According to *the Fair Housing Act*, act of 1968, the United States had a problem of discriminatory practices in housing provision where government decided to enact a law to prohibit discrimination by direct providers of housing. The *Fair Housing Act*, forbids any type of discrimination, be it race or colour, religion, sex, national origin, family status, and disability. The main objective of the act was to prohibit race discrimination in sales and rental of housing and to provide procedures for handling individual complaints of discrimination because individual who believe that they have been victims of an illegal housing practice, may file a complaint with the Department of Housing and Urban Development (HUD).

2.5. COMMON HOUSING CHALLENGES FROM POLICIES OF DIFFERENT COUNTRIES

According to Walker (2005:2), there are the following common housing challenges both in Southern Africa and other international countries:

2.5.1. STRUCTURE OF HUMAN SETTLEMENTS

Apartheid history has produced a wasteful settlement structure that is inherent to its specific constraints that need to be overcome:

- **Geographic disparities**: Large disparities in housing conditions exist between rural and urban areas.
- **Low-incomes**: Low-incomes of large proportions of the population imply that many people are unable to afford adequate housing if they have to use their own financial resources.
- **Concentrated need**: The high rate of urbanization has concentrated housing needs in urban areas.
- **Dispersed rural settlement structure**: The dispersed nature of many rural settlements hampers servicing and makes access to socio-cultural amenities problematic.

2.5.2. INSTITUTIONAL FRAMEWORK

- **Policy Framework**

Apart from duplicated and inequitable policy approaches for different race groups, the housing policy framework in Southern Africa and international countries suffers from the following key constraints:

Land and Planning Issues

The historical and existing patterns of land use and allocation, as well as the legislative and policy framework associated with land, provide an immense challenge and constraint. A fundamentally different approach will be required to make the housing programme a sustainable reality. However, the impact will have to reach far beyond purely legal and institutional matters, which government can rectify over time.

The inability and unwillingness to release sufficient suitable land for housing continues to be a constraint to timely housing delivery.

Lack of coherent policy on land: No clear outline of responsibilities for the identification, assembly, planning, and release of land for low-income housing exists.

Land identification: Previous racial zoning practices, the reluctance of certain authorities to accept responsibility for low-income housing, resistance of many existing communities and various legislative constraints have impeded on the identification of sufficient, suitable land for low-income housing;

Constraints to land assembly: Due to legislative controls and the fact that land was previously assembled according to the ability to pay rather than need; insufficient land has been assigned for low-income housing.

Land planning: Present planning legislation and approaches are burdensome, inappropriate in the Southern African context and resource-intensive.

Land invasions: Increases in informal land invasions hamper efforts to timeously release adequate, suitable land for human settlement in a planned manner, and may result in certain people attempting to jump the housing or subsidy queue.

Land title: Many different tenure arrangements (many of which are not officially recognized) complicate the registration of secure tenure.

2.5.3. HOUSING CONSTRUCTION SECTOR

The building materials supply, building and civil sectors also face significant constraints:

- **Inadequate development framework**: The lack of identified land, poor access to bulk infrastructure networks and confused and lengthy planning procedures hamper developers' ability to undertake housing development expeditiously.
- **Limited capacity**: At present, Southern Africa's and other international countries' construction sector and building materials supply industry are emerging from an economic recession and production slump: significant capacity will have to be built to enable it to deliver the number of houses required.
- **Potential bottlenecks**: Significant potential bottlenecks exist in certain sub-sectors of the construction and building materials supply industries of which the lack of basic and managerial skills and building material production and supply constraints are but two examples.

2.5.4. SOCIOLOGICAL ISSUES

Many social features of the South African society pose important constraints and challenges to future housing policies:

- **Lack of consumer protection**: The inadequate protection of consumers against fraudulent and exploitative practices and behaviour by suppliers of housing products and services currently characterizes the housing environment
- **Poor consumer education**: Low levels of consumer education increase misunderstanding of developmental and housing issues. This problem is increased by the large number of unscrupulous operators in the housing environment.

- **Special needs housing**: Prevalent social problems in South Africa have increased the need for special needs housing, such as old age homes, homeless shelters and frail care facilities.

The following additional factors militate against a massive increase in effective demand for, and supply of, housing:

A low rate of growth;

Declining per capita income;

A highly unequal distribution of income which penalizes low-income groups;

Mass unemployment;

Low levels of gross domestic investment and fixed capital formation;

Declining personal domestic savings;

A high consumption: virtually no savings ratio among low-income groups, and

A high level of government dissaving.

2.5.6. HOUSING PROJECTS AT IMPLEMENTATION LEVEL

The following are the challenges faced by housing projects on implementation level besides the policy inadequacies:

- Liebenberg and Stewart (1997:162) indicate that there is a lack of managerial capacity in both the technical and administrative fields which has led to numerous unsuccessful housing projects.

- The minimal community participation challenge was further mentioned by Liebenberg and Stewart (1997:158) as prevalent to housing development projects.
- A lack of proper infrastructure has also been indicated by Liebenberg and Stewart (1997:143) in the Southern Africa context while Anderson (2007:2) indicates the same problem in Cuba housing.
- Poor quality houses were also mentioned in both Southern Africa countries and internationally such as in Cuba and Canada.
- Poor project planning.
- Unavailability of suitable land for housing development is mentioned in the *National housing policies* for South Africa (1994) and Swaziland (2001:1-2) and *The report on Challenges Facing the Provision of Affordable Housing in African Cities* (2004).

Tomlinson (2004:4) highlights the general problems regarding the housing policy as perceived by the different provinces in South Africa. These include problems such as:

- a lack of understanding and interpretation of policy;
- a lack of education at all levels of society to ensure its success;
- rigidity of policy, in that the policy is not ensuring the creation of jobs; and
- the prescribed subsidy amount is insufficient to cater for land, services and top structure costs.

2.6. ASPECTS LEADING TO SUCESSFUL HOUSING PROJECTS

According to Rory (1999:2-5), Gary (2002:99) and Liebenberg and Stewart (1997:21), the following aspects should be put in place for the success of the any project:

Vision, Mission and Objectives
Project Management
Project Management Environment
Institutional Framework
Human Resource Development
Community Participation

2.6.1. Vision, Mission and Objectives

Gary (2002:99) indicates that the vision, mission and objectives of the organization will dictate the direction which the plan would take.

The Department of Local Government and Housing in Limpopo formulated the vision, mission and housing objectives:

Vision: Sustainable Developmental Local Governance and Integrated Human settlements.

Mission: To Establish, support and Monitor sustainable developmental Local Governance, through:

- Coordinated and integrated development planning in all spheres of government;
- Coordinated and targeted capacity building programme;

- The creation of an environment within which housing development takes place;
- Coordination of disaster management.

Objectives: To provide subsidies to qualifying beneficiaries in accordance with housing policy. This objective is aligned to the provincial growth and development strategy (PGDS) objective which is to improve the quality of life.

The objective of the PGDS is very clear in stating to improve the quality of life, which indicates that government should develop its citizens and change the way they live to a better way of living (*Annual report of 2004 for Department of Local Government and Housing)*.

2.6.2. Project Management

Gary (2002:11) defines project management as the application of knowledge and skills, tools and techniques to project activities in order to meet stakeholder's needs and expectations from a project. The project management team is always responsible for determining what is appropriate for any given project; hence there is a Project Management Body of Knowledge as a guide.

- **Project Management Body of Knowledge (PMBOK)**

According to Rory (1999:6), PMBOK was initiated over fifty years ago and its main purpose is to identify and describe best practices that are applicable to most projects most of the time. It is also intended to provide a common lexicon and terminology within the profession of project management.

PMBOK (1996) describes project management under the following nine knowledge areas:

- **Project Integration**: It integrates the three main project management processes of planning, execution and control. Inputs from several knowledge areas are brought together.

- **Project Scope Management**

  This phase includes the processes required to ensure that the project includes all the work required, and only work required, to complete the project successfully. It consists of authorization, scope planning, scope definition, scope change management, and scope verification.

  The project scope management is dependant on project planning, which is of major importance to a project, because the project involves doing something which has not been done before. Even if it has the same product as other projects done before, the environment and other dynamics in which it takes place are not the same. For example, building houses for communities of Limpopo, the aim and the objectives of the projects are the same but the projects would not be the same because communities and areas of development have their own dynamics. Therefore, the following project planning processes will be applicable in planning different projects:

  - *Resource planning*: determining what resources (people, equipment, materials) and what quantities of each should be used to perform project activities.
  - *Costing estimating*: develop an approximation of the cost of the resources needed to complete the project activities.

- *Cost budgeting*: allocating the overall cost estimate to individual work items.
- *Quality project planning*: in which you identify which quality standards are relevant to the project and determine how to satisfy them.
- *Schedule development*: analyzing activity sequences, and durations.
- *Communications planning*: there will be an ex-charge of information during the project process. Therefore, it is important to determine the information and communication needs of the stakeholder, for instance, who needs what information, when will they need it and how will it be given to them.
- *Procurement planning*: which links to resource planning in which you check the resources required and determine what to procure and when.
- *Risk identification, quantification and response plan*: This planning should be considered as essential because no project can run without risks. What is important is to minimize these risks and make them manageable.

After completing all the above planning processes they get consolidated to produce a consistent and coherent document called a project plan which can be used to:

- Guide project execution.
- Document project planning assumptions.
- Document project planning decisions regarding alternatives chosen.
- Facilitate communication amongst the stakeholders.
- Define the key management reviews as to content, extent and timing.

- Provide a baseline for progress measurement and project control.

- **Project Time Management**:

  According to PMBOK (1996), time management or scheduling is one of the major functions of managing a project and failure to achieve the set target dates inevitably affects project costs unfavorably. It includes the processes required to ensure timely performance of the project, namely:

- *Activity definition*: This aspect involves identifying and documenting the specific activities that must be performed in order to produce the deliverable and sub-deliverables identified in the work breakdown structure. The main aim of defining the activities in the project is to ensure that all stakeholders have common understanding of each activity. This will make it possible for the project objectives will be met.

- *Activity sequencing*: It involves identifying and documenting interactivity dependencies. Activities must be sequenced accurately in order to support later development of a realistic and achievable schedule.

- *Activity duration estimating*: Time project management is about allocating time to each project activity and ensuring that, it is adhered to. Activity duration estimating involves assessing the numbers of work periods likely to be needed to complete each identified activity. The estimates should be approved by the person or group on the project team who is most familiar with the nature of a specific activity.

- *Scope definition*: This entails subdividing the major project deliverable into smaller manageable components.

- *Schedule development*: This refers to analyzing activity sequences and activity durations. A project is a self-contained piece of work with a definite beginning and a definite end (Bartram, 1999:2). Project schedule development means determining start and finish dates for project activities, and if the start and finish dates are unrealistic, the project is unlikely to be finished as scheduled.

- *Project schedule control*: This phase is concerned with influencing the factors which create schedule changes to ensure that changes are beneficial and to determine if the schedule has changed and to manage the actual changes when and as they occur.

  Proper project time management assists in completing a project on time and that would be beneficial to government projects such as housing, where a huge backlog is prevalent. The costs saved by completing projects in time can be used to attend to additional needy people.

- **Project Cost Control**

  This includes the process required to ensure that the project is completed within the approved budget. It consists of resource planning, cost estimating, cost budgeting, cash flow, and cost control.

- **Project Quality Management**

  This refers to the process required to ensure that the project will satisfy the needs for which it was undertaken. It consists of determining the required condition, quality planning, quality assurance and quality control.

Definition of quality in the housing context is the fitness of that house for meeting or exceeding its intended use as required by the housing beneficiaries. Mitra (1998:5) divides the definition of quality in five categories, namely, transcendent, product-based, user-based, manufacturing-based, and value-based. He further identifies eight attributes that may be used to define quality:

- Performance
- Features
- Reliability
- Conformance
- Durability
- Serviceability
- Aesthetics and
- Perceived quality

According to the Project Management Institute, PMBOK, (1996:83), project quality management is the process ensuring that the project will satisfy the needs for which it was undertaken. It includes all activities of the overall management function that determines the quality policy, objectives and responsibilities and implements them by means such as quality planning, quality control, quality assurance and quality improvements within the quality systems.

***Good quality house*:** According to the best practice in quality management (2007:1), a strong, durable and defect-free constructed house rests squarely on the correct usage and application of building materials at the construction's jobsite. This can only be achieved through the collective effort of builders, material suppliers, material manufacturer and the beneficiaries.

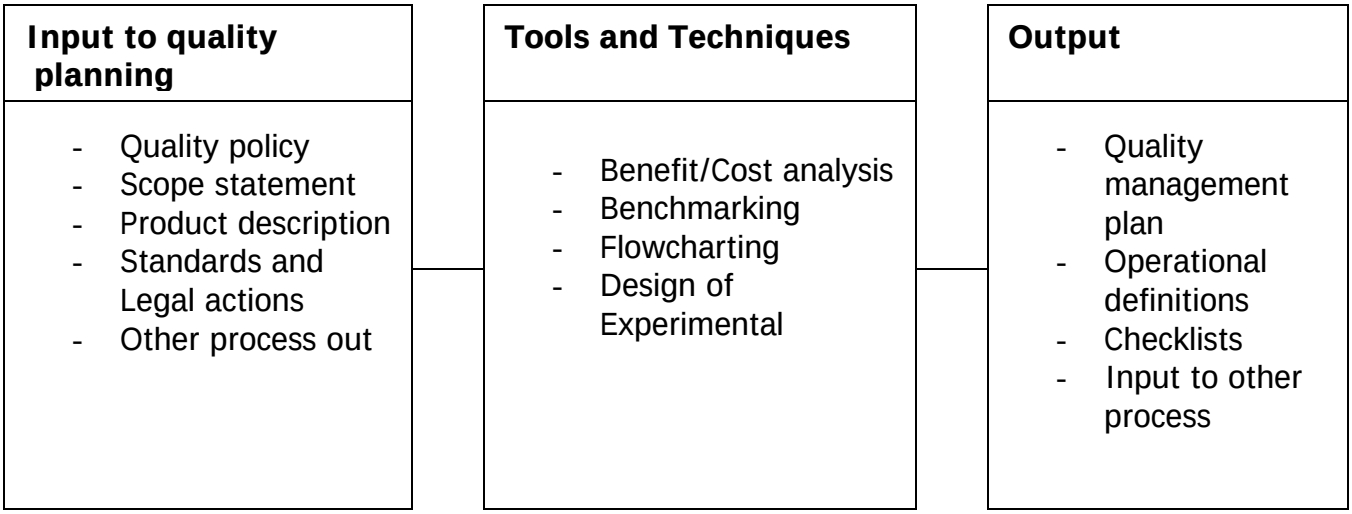
The best practice in quality management further indicates that the quality control system addresses the use of materials, craftsman qualifications, installation instructions, contracts, and jobsite inspections. The guidelines are further specifying the requirements for adopting the quality control system to specific building system, products, materials, and services while their correct application will reduce the liability risk for the constructed homes for all alliance participants, being the homeowners and insurance companies by adherence to the quality control guidelines.

- **The Major Project Quality Management Processes**

    - **Quality planning**

According to Mitra (1998:8), quality is one of the key facilitating processes during project planning and should be performed regularly and in parallel with the other project planning processes. For example, the desired management quality may require cost or schedule adjustments, or the desired product quality may require a detailed risk analysis of an identified problem. The project management team should know that quality is planned in the product, and not inspected in, as one of the fundamental tenets of modern quality management.

The following diagram by Mitra (1998:13) indicates the inputs required, tools and techniques to be applied in quality planning and the output thereafter:



It is all the planned and systematic activities implemented within the quality system to provide confidence that the project will satisfy the relevant quality standards. It should be performed throughout the project, and its main objective is to have in place a formal system that continually surveys the effectiveness of the quality philosophy of the company (Mitra, 1998:11).

- **Quality control**

It may be generally defined as a system that is used to maintain a desired level of quality in a product or service (Mitra, 1998:9). He indicates that quality control may be achieved through different measures such as planning, design, use of proper equipment and procedures, inspection, and taking corrective measures actively in case a deviation is observed between the products, services, or process output and a specified standard.

Quality control involves monitoring specific project results to determine if they comply with relevant quality standards and identifying ways to eliminate causes of unsatisfactorily result, (PMBOK, 1996:89).

- **Responsibility for quality**

Mitra (1998:13) indicates that, during the Industrial Revolution of the late nineteenth and early twentieth centuries, the concept of specialized labour was introduced and prior to this time, the entire product was made by an individual, who was, therefore, solely responsible for its quality. When the mass production methods were introduced during the Industrial Revolution, and jobs became more specialized as products became more complicated, supervisor was responsible for quality control, with the focus primarily on inspection.

He also indicates that in 1924, when W.A. Shewhart developed the control chart to monitor the product variables through process control, the emphasis changed from defect detection by inspection to defect prevention. Over the years defect prevention has become a norm. Therefore, quality is no more the responsibility of one person or one department, but it is everyone's responsibility. The commitment starts with top management and spreads through the organization.

He also mentions that project quality and time management address both the management of the project and the product of the project, and failure to meet project targets and quality requirements in either dimension can have serious negative results for all project stakeholders, for example:

- Meeting customer requirements by overworking the project team may produce negative consequences in the form of increased employee turnover.
- Meeting project schedule objectives by rushing planned quality inspections may produce negative consequences when errors go undetected.

- **Quality improvement**

The quality which was designed into the product needs to be accessed during the implementation and evaluation phase and it is known that quality is not the responsibility of one person. All stakeholders are involved directly or indirectly in the production of the product or the performance of a service.

According to Mitra (1998:11-12), it is necessary to establish an informal group of people that consists of operators, supervisors, and managers, who should soon, get together to improve ways to make the product or deliver the service. The concept behind this idea is that in most cases the persons who are closet to an operation are in a better position to contribute ideas that will lead to an improvement in it. Thus, improvement-seeking ideas do not come only from managers, but also from all other personnel who are involved in the particular activity.

This group has to try to overcome barriers that exist within the prevailing organizational structure so as to foster an open exchange of ideas (Mitra, 1998:11). This group is responsible for identifying critical problems and determining remedial measures through brainstorming sessions which are conducted by the group leader. Whatever suggestions they come up with will be examined by management for feasibility. This informal group is called a quality circle.

Mitra further mentions that the quality improvement team is another means of identifying feasible solutions to quality problems. This team involves people from various disciplines, for example, personnel from policy and planning, engineering, project management, and customer care services. The key advantage of such a team is that it promotes cross-disciplinary flow of information in real time to solve the problem. The formation and implementation of quality improvement

teams are influenced by several factors. Their knowledge and experience must be relevant to the problem being addressed. Team objectives should be clearly defined at the beginning of any quality improvement team project in order to make the team focus on the right problem. The objectives of the team should be to come up with a set of action plans and the team's recommendations will be based on careful analysis and not on intuition. One of the team leader's responsibilities is to remove barriers to idea generation and to encourage differing points of view and ideas.

- **Project Human Resource Management**

  This includes the process required to make the most effective use of the people involved in the project. It consists of organization planning, staff acquisition and team development.

- **Project Communication Management**

  This includes the process required to ensure proper collection and dissemination of project information. It consists of communication planning, information distribution, project meetings, progress reporting and administrative closure.

- **Project Risk Management**

  This includes the process concerned with identifying, analyzing and responding to project risks. It consists of risk identification, risk quantification and impact, response development, and risk control.

- **Project Procurement Management**

  It includes the process required to acquire goods and services form outside the performing project team or organization. It consists of procurement plan and solicitation planning, solicitation, source selection, contract administration, and contract closeout.

As indicated above, a Project Management Body of Knowledge is subdivided into four core elements which determine the deliverable objectives of the project, namely, scope, time, cost, and quality. Additional knowledge areas provide the means of achieving the deliverable objectives, namely, integration human resource, communication, risk and procurement and contract.

Rory (1999:3-4), on the other hand, supports the concept of management-by-projects which have been used in engineering, construction, aerospace, and defense for many years. The management-by-projects approach encourages organization flexibility, decentralized management responsibility, an holistic view of problems, and goal-orientated problem solution processes. Management-by-projects was adopted as a theme of the Project Management Conference in Vienna in 1990 by the International Project Management Association (IPMA).

2.6.3. Project Management Environment

According to Rory (1999:5) and Swanepoel (1992:90), the project environment directly influences the project and should, therefore, be managed. They indicate that because projects are not carried out in a vacuum, they are affected by a wide range of stakeholders and issues such as:

- Stakeholders (all interested parties)
- Client's/Sponsor's requirements
- Your company's organizational structure
- Market requirements
- Competitors
- New technology
- Roles and regulations
- The economic circle.

They further indicate that for the success of the project, project managers must have a thorough understanding of the project environment which may well be changing and so continually shifting the goal posts. The project environment consists of the numerous stakeholders and players that have an input or are affected by the project. All must be managed as any one person could derail the project

2.6.4. Institutional Framework

According to the *Project Management Guidebook of the Department of Local Government and Housing Limpopo* (2006:13), the primary role of the Provincial Government is to promote and facilitate the provision of adequate housing in its province within the framework of the national housing policy.

- **The role of the provincial Housing Department in housing delivery**

The Provincial Department of Local Government and Housing is responsible for resolving major project issues, allocating a budget to municipalities, approving project expenditures, and ensuring that municipalities are accredited. The Department is further responsible for developing a provincial housing policy and legislation, overall decision-making, co-ordinate housing development in the province, support and strengthen the capacity of the municipalities in respect of housing development and prepare and implement a multi-year housing development plan in collaboration with the local municipalities which are charged with the responsibility of ensuring that the inhabitants within their jurisdictional areas have access to adequate housing on a progressive basis. They are delegated responsibility by the Provincial Department of Housing to make the necessary decisions in order to ensure that the objectives of the project are achieved, with regard to the whole project of the specific aspect of the business operation.

- **The role of local municipalities in housing delivery**

The Guide further indicates that local Municipalities are responsible for initiating, planning and facilitating housing development, preparing local housing strategies and set housing delivery goals, plan and manage land for housing development, provide bulk engineering services where housing developments are taking place and facilitate the resolution of conflicts.

It was indicated that in most of the municipalities there is no unit dedicated for housing service, housing is often undertaken as part of the Planning or Engineering Department, mainly because of capacity constraints.

Tomlinson (1998:1), on the other hand, indicates that the role of municipalities in addressing the housing challenges must be seen in relation to their problems of capacity and sustainability. Nsouli (2000:1) mentions that the development of skills and institutions is critical to the achievement of sustained economic growth and with good governance, the acquired skills can be exploited fully and the institutions can operate effectively. He further more states that economic reforms cannot be implemented properly without well-functioning institutions. All spheres of government need to collaborate in implementing government policies and improve the life of the people of South Africa (*Project Management Guidebook of the Department of Local Government and Housing Limpopo,* 2006:13).

2.6.5. Human Resource Development

According to the RDP (1994:4), human resource development is one of the five pillars of the RDP. It is all about the empowerment of people through education and training, including specific forms of capacity building within organizations and communities so that they participate effectively in developmental processes.

Liebenberg and Stewart (1997:162) indicate the shortage of technical and managerial skills in the housing sector as this is manifested by poor quality houses which people are receiving and is a major stumbling block in the management and administration of housing.

Rory (1999:4) states that success of every project rests mostly on the competency of the project manager. Project manager must be competent in a wide range of general management skills, such as leadership, communication,

organizing, staffing, team building, planning, instructing, co-coordinating, implementing, monitoring, and controlling.

The then Minister of Education, Prof. SME Bengu, emphasized the importance of education and training by stating “Education and training are central activities in our society. They are of vital interest to every family and to health and prosperity of our national economy. The government’s policy for education and training is therefore, a matter of national importance second to none” (Liebenberg and Stewart, 1997:166).

They further indicate that human resource development and capacity building is a goal of the RDP, as well as a requirement for achieving other RDP goals. Education enables people to do what they have never done before. Therefore, the country’s biggest single requirement is to maximize the human potential so that people get involved in decision-making and implementation processes and in governing and managing their society. Investment in improving the quality of people can be done through work skills, schooling and work experience to ensure the people’s own future personal satisfaction and the future of country.

2.6.6. Community Participation

According to the Tomlinson (1998:1), one of the key factors determining the success of a housing project is the nature and degree of beneficiary participation. Since the private sectors have not satisfied the beneficiaries, government needs to ensure that beneficiaries are adequately included in the housing delivery process.

On the other hand, Liebenberg and Stewart (1997:125) mention that community participation should go beyond the mere provision of labour and other inputs for

development projects and viewed as a means of empowering people by developing their skills and abilities. Thus, it should enable them to negotiate with the development delivery systems and making their own decisions in terms of their development needs and reality. They further indicate that, it should bring back life in all its completeness, making the villagers self-reliant and self-respectful, acquainted with the cultural tradition of their own country and competent to make efficient use of modern resources for the fullest development of their physical, social economic and intellectual conditions (Liebenberg and Stewart, 1997:24).

Community participation should not be confused with community involvement. According to Beker (1999:47), in situations where the government encourages people to participate, they end up winning the hearts of the majority in the sense that politicians usually give their constituencies the impression that they are sensitive to all their problems and that they will supply the development projects what they need most.

Swanepoel and De Beer (1996:129-130) remark that those who are affected by the development project should be the main role-players and decision makers. They ought not to be “passive citizenry” as the *South Africa RDP White Paper* (1994) asserts. Empowering people through participation in developmental projects will create a society in which the once poor majority will emerge out of their poverty and transform themselves into citizens with rights and responsibilities like everyone else.

2.7. CONCLUSION

Walker (2005:2) asserts that adequate and affordable housing is central to the health, well-being and sustainability of people and among other things, good housing acts as a mitigating factor against the negative effects of low socio-economic status on health and well-being. He further indicates that, when people are housed properly, they enjoy a place of control and security and it is also a primary location for personal expression and pride. Adequate housing is the most important social setting for interaction with family and friends and it is a base from which to pursue education, employment opportunities and social integration into the larger community. Therefore, all challenges indicated in this Chapter are found to have a huge negative impact which hinders the delivery of houses. The challenges on access to land, tenure, infrastructure, and shelter are still prevailing in the presence of the government's democratic policies.

The damage which had been caused by the apartheid era, not only in South Africa but also in SSA and international countries, is still problematic to development agents who are keeping on developing strategies in order to keep in pace with government policies. Nsouli (2000:1) indicates that the development of skills and institutions is critical to the achievement of sustained economic growth and economic reforms cannot be implemented properly without well-functioning institutions.

CHAPTER THREE

3. RESEARCH METHODOLOGY

3.1. INTRODUCTION

This Chapter presents the research methodology which comprises of the research design, the area of study, population, and sampling, the data collection method and data analysis method.

Mouton (1997:32) defines methodology as the arrangement of conditions for both the collection and analysis of data in a manner that aims to combine relevance to the research purpose.

The research methodology adopted in this Chapter serves as a working plan which provided guidance to obtaining answers to or solutions of the challenges facing housing projects in the Polokwane Municipality in Limpopo Province.

3.2. RESEARCH DESIGN

According to Bless and Higson-Smith (2000:63), a research design is a carefully thought out strategy assisting the scientist to achieve the objectives of the social research. The current study defines a research design as a plan with which the researcher obtained participants, collected information from them, and evaluated the information to make recommendations.

- **Qualitative research design**

The study adopted a qualitative research design. According to Leedy (1993:106), a qualitative research design is regarded as the process of getting to understand and interpret how various participants in a social setting construct the world around them. Therefore, the current study intends to understand the participants' experiences, perceptions and frustrations pertaining to the challenges of incomplete projects and poor quality houses by describing housing project management processes and identifying the shortcomings which may cause poor quality houses and non-completion of housing projects. The information collected through the qualitative approach assisted in describing the situations of housing delivery in the Department of Local Government and Housing in which the focus was on conditions of housing projects built in Polokwane Municipality with reference to the Nobody Mothapo project.

According to White (2002:15), when people's words are reduced to statistics, sight may be lost of the human side. The qualitative approach is thus regarded as humanistic. He further states that when people are studied qualitatively, they be known personally. Understanding is thus gained of what they experience in their daily struggle in society. This enables the researcher to learn about concepts such as beauty, pain, suffering, frustration, and love whose essence is lost when other research approaches are used.

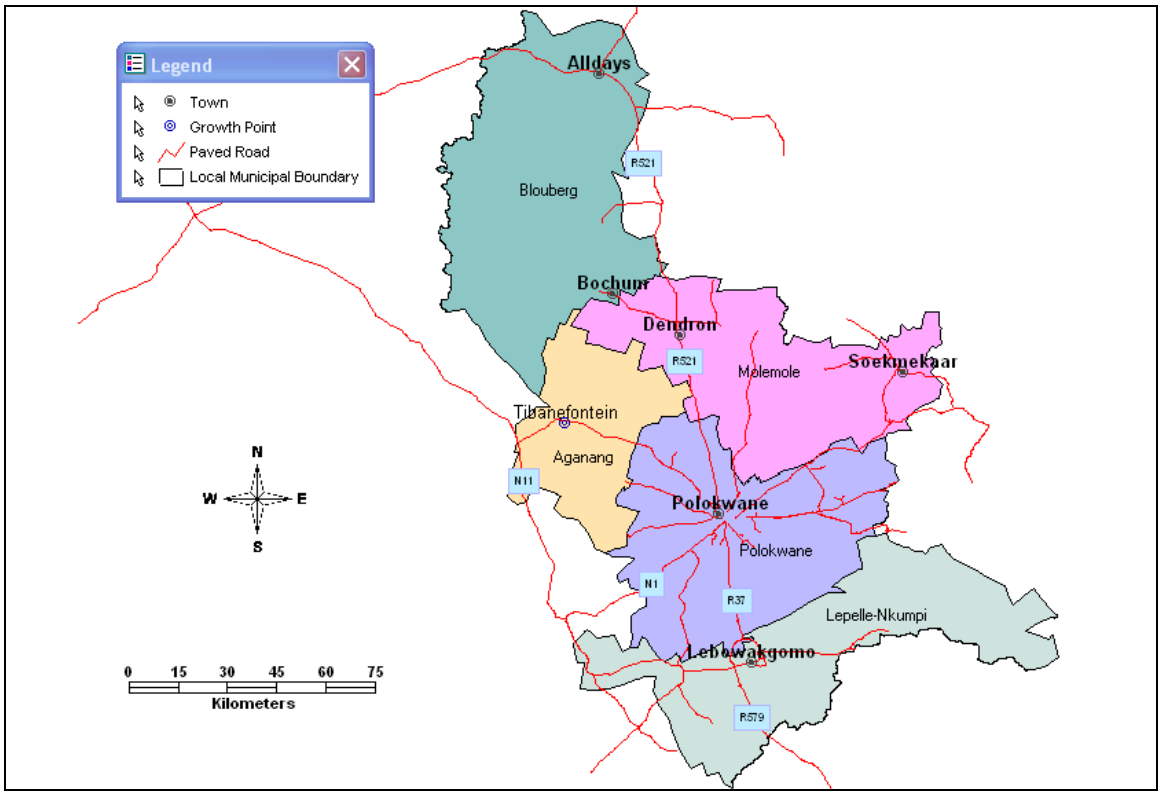
A qualitative design is relevant to the study because the researcher wanted to gain insight into the housing delivery processes and understand the challenges faced by the housing beneficiaries, the Department of Local Government and Housing and Polokwane Municipality by obtaining information from the participants through the qualitative approach to be able to propose possible solutions to overcome those challenges.

De Vos (2000:15) views qualitative research as dealing with data that are primarily verbal. In this study, data were collected qualitatively but the analysis included numerical data, namely, numbers and percentages.

3.3. AREA OF STUDY

The area of the study is Polokwane Municipality where respondents' offices are. Polokwane is one of the five local municipalities under the Capricorn District Municipality in Limpopo Province. It is sharing borders with Aganang, Lepelle-Nkumpi and Molemole Local Municipalities.

An area map of Capricorn District Municipality follows:



Polokwane local Municipality is the biggest employment node in the Province through the manufacturing and mining industries, wholesalers, retailers, small-scale farming, and government offices for public services. According to Statistics South Africa Census (2001), Polokwane had a total population of 508 271 comprising of Blacks, Coloureds, Indians, Asians and Whites. It lies approximately 100km west of Tzaneen and about 60 km east of Mogalakwena.

The offices of Polokwane Municipality are situated in the central business district of Polokwane city, at the corner of Bodenstein and Landros Mare Streets while those of the Department of Local Government and Housing are located at the corner Rabe and Market Streets. These municipal and provincial offices are located next to each other with a walking distance of approximately 600 meters from each other.

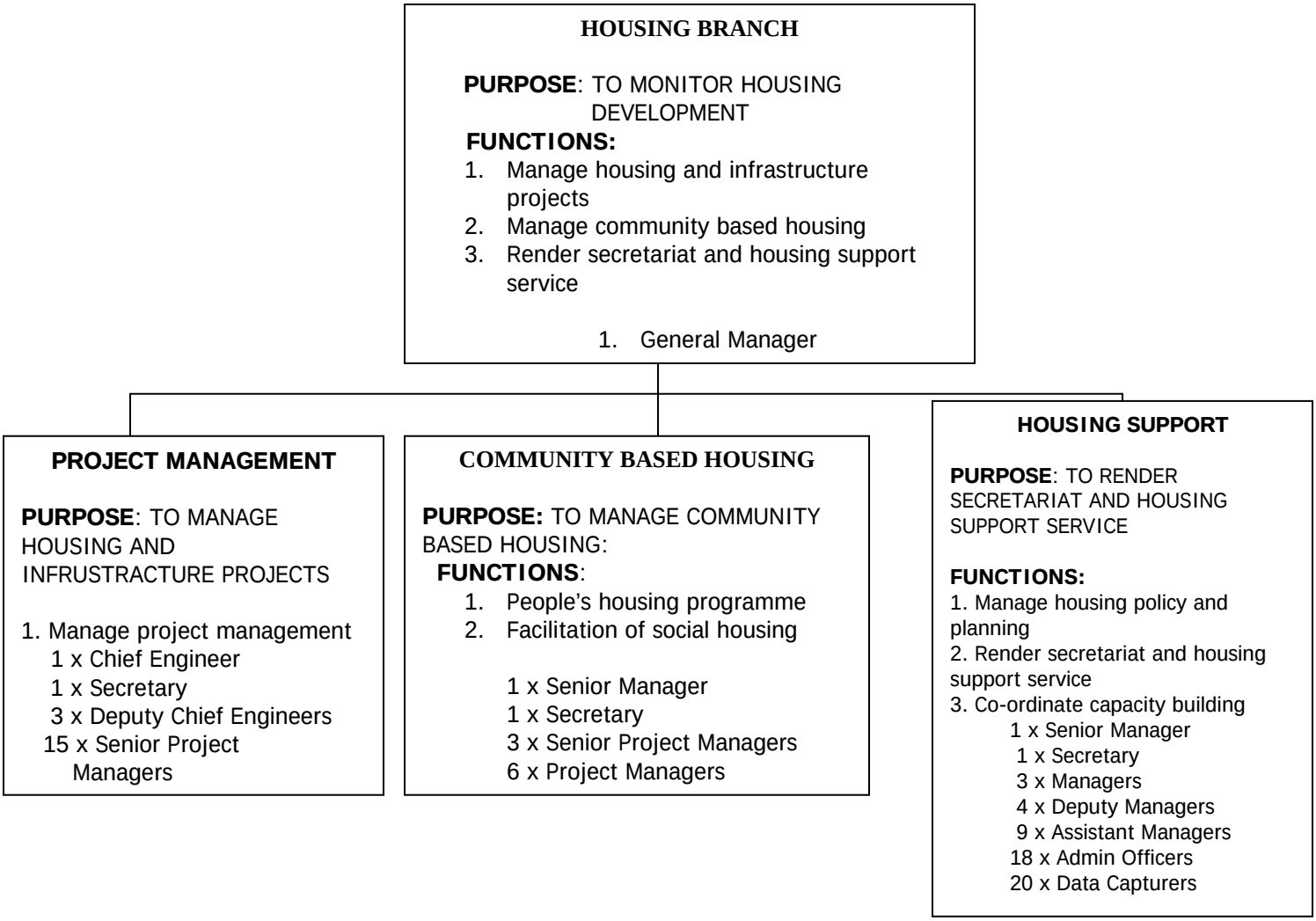
The following is an area map of Polokwane Local Municipality:

Nobody Mothapo housing project is situated along the provincial road number R71 which connects Polokwane and the Greater Tzaneen local municipalities.

3.4. POPULATION

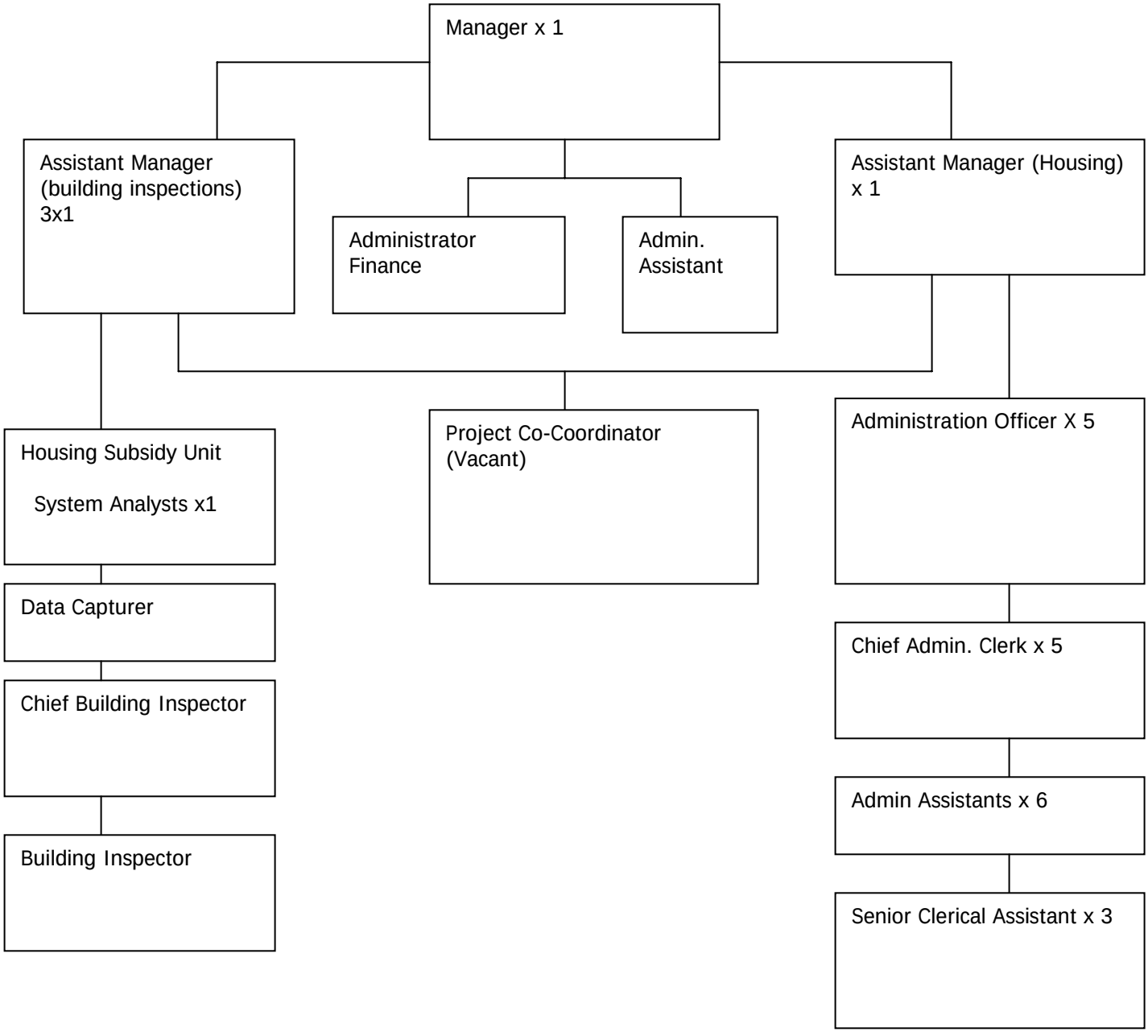
In this study, the population was 435, officials responsible for housing in the Department of Local Government and Housing, Polokwane Municipality in the Capricorn District and Housing Beneficiaries of the Nobody Mothapo housing project.

An organogram of the Housing Branch in the Department of Local Government and Housing shows its constitution:



Even though housing is a provincial competency in terms of the *Housing Act*, act No. 107 of 1997 as amended, municipalities are playing an integral role in facilitating other processes starting from project inception, planning to the implementation of the project, hence Polokwane Municipality's responsibility is to ensure that its residents receive low cost housing as one of the basic services stipulated in the *White Paper* on RDP (1994).

Organogram of Polokwane Local Municipality Housing Division



The current study used these populations because the study is about challenges facing housing projects in the Polokwane Municipality of which they were the planners, implementers of the projects and beneficiaries as recipients of the houses.

3.5. SAMPLING METHODS

According to Bless and Higson-Smith (2000:86), a sample is the subset of the whole population which is actually investigated by a researcher and whose characteristics will be generalized to the entire population.

The ten percent which were 13 officials out of the total population of 135 officials was drawn as a sample and another ten percent was drawn from the beneficiaries which were 30 beneficiaries out of 300 beneficiaries. Therefore, the total sample was 43.

- **Purposive sampling**

This study used purposive sampling which is an acceptable kind of sampling for special situations. Purposive sampling was selected because the research problem required well informed members of the population; hence officials from both the Department and the municipality were selected to provide information on policy related issues, management of housing programmes and challenges they were experiencing (Louis and Lawrence, 1994:198).

- **Random sampling**

Another sample was drawn from the housing beneficiaries, whose houses were completed and not completed. They were selected through random sampling (Louis and Lawrence, 1994:198). They participated voluntarily.

The units of analysis were groups, consisting of 3-5 respondents who were chosen through purposive sampling from the group of technocrats who are responsible for the housing programme in the Department of Local Government and Housing, Polokwane Local Municipality and housing beneficiaries of Nobody Mothapo housing project who were selected by random sampling.

3.6. DATA COLLECTION METHODS

Data collection procedures refer to the procedure that the researcher used employed in gathering data from the respondents.

The researcher obtained a letter of acknowledgement form the Graduate School of Leadership, University of Limpopo. The letter was submitted to the Head of the Department at Local Government and Housing with the request to conduct research in the Department. The same letter was submitted to Polokwane Municipality. She was granted permission to conduct research by the Department.

The appointments for interviews with the officials were made telephonically. The ward councilor was requested by a phone call to organize housing beneficiaries who were willing to participate and provide her with dates, times and venues. The beneficiaries were called prior to the interviews by the councilor for briefing. Three to 4 beneficiaries who were staying next to each other were requested to gather at one site for interview. The interview sessions for officials took place in their offices.

The researcher welcomed all the participants and introduced herself to each group. The main purpose of the gathering and significance of the study were explained by the researcher to each group. The questions for clarity were

answered by the researcher. All ethical issues in terms of social research were considered.

The literature review provided more information on the study in South Africa, Southern Africa and the international context, and that assisted the researcher to recommend possible solutions to identified research problems. Media mechanisms such as the television, radio, newspapers, and reports provided information on the recent state of housing affairs in Polokwane and South Africa in large. Data were collected on the current situation and the past situations, namely, 1995 to 2006. The data collected from the previous years were obtained from the reports which filed in the Department. The previous records assisted in tracking the extent of the problem identified so that the recommendations were well informed (Bless and Higson-Smith, 2000:66).

- **Choice of instrument**

The study used interviews to collect data. Borg (1989:271) refers to interview as a two conversation initiated by the interviewer for the specific purpose of obtaining research relevant information in which a direct personal contact with the people to answer questions was done (Bless and Higson-Smith, 2000:106). According to White (2002:63), an interview provides access to what a person knows (knowledge or information), what a person likes or dislikes (values and preferences), and what a person thinks (attitudes and beliefs). The study used a scheduled structured interview. This interview method is based on an established questionnaire, which is a set of questions with a fixed wording.

The study chose the interview method for all the respondents because some of the chosen respondents were not office bound; but were committed for most of their time while most of housing beneficiaries were illiterate. Therefore, the risk of a low response rate could be experienced if other methods such as self-

administered questionnaires were used because the questionnaires could not catch their attention immediately or even be forgotten because in most cases they were busy outside their offices.

The researcher used a questionnaire with a space for the answers next to each question and all answers were written into that space during the interview sessions. The questionnaire schedule is attached as Appendix A.

3.7. DATA ANALYSIS

The study analyzed data through research questions and an objective method of analysis (White, 2000:13). The data were analyzed qualitatively and quantitatively using the records of proceedings during the interview sessions. The draft analysis of findings which was done during the interview assisted the researcher in identifying the most important topics related to the objectives of the study. These topics were marked out and each of them outlined. The researcher interpreted the data based on the information received from the beneficiaries, the housing officials and the literature study, mainly on policies.

3.8. DIFFICULTIES ENCOUNTERED DURING DATA COLLECTION

The officials from the Department of Local Government and Housing indicated that their working schedule is always tight during working hours. Therefore, the researcher requested them to accommodate her after working hours and that was accepted after long discussions with them.

It was difficult to get hold of the Ward Councilor of Nobody Mothapo on his cell phone as it was off most of the time and it delayed the process of data collection.

Creating time for data collection was also a challenge on the researcher's side because of her own tight work schedule. She worked from 7h30 to 16h30, and sometimes even until 19h30. The researcher had to work on Saturdays and Sundays also to collect data from the beneficiaries who were not available during work days.

3.9. CONCLUSION

The analysis of the findings and data interpretations in this study are presented in Chapter 4.

CHAPTER 4

PRESENTATION OF THE FINDINGS

4.1 INTRODUCTION

Chapter 1 indicated that the researcher intends to investigate the cause of the challenges facing housing projects in the Polokwane Local Municipality in the community of Nobody Mothapo low cost housing. The following section focuses on the interviews with the beneficiaries and the officials to identify their challenges.

4.1.1. Profile of the beneficiaries

- **Gender distribution**

  The gender distribution in Nobody Mothapo had the same trend was the provincial and municipal population where the female households out numbered the male households. The male households made up 46, 2% of the total population and the female households made up 53, 8% of the total population.

- **Household**

  Most of the households are had a minimum of 3 and maximum of 6 and most of them are women and children. Most of the households were women headed, so women were most severely affected by the challenges prevailing in the area.

- **Employment**

  Sixty percent of the population was unemployed; depending on the social grants. Fifteen percent was working at the University of Limpopo as gardeners, and cleaners. They were earning between R1500 and R1850 per month. Twenty percent was working in the different suburbs of the city of Polokwane as domestic workers, earning between R600 and R750 per month, whereas, three percent was employed at the shopping complex at Mankweng Township, earning between R500 and R850 per month. The other two percent was hawkers in the streets of Mankweng Township and in the nearby villages.

- **Education**

The level of education in the area was low with 60% of the population having attended only primary education, 35% had secondary education and only 5% had tertiary education.

- **Ethnic group**

Nobody Mothapo is dominated by Sepedi speaking people who constituted 98% of the population. One point three percent of the population was Shagaan speaking and 0, 7% Tswana speaking.

- **Age group**

Fifty six percent of the population fell within the age category of 30 and 35, 10% between 35 and 40, 29% between 40 and 45, and 5% between 50 and 60 years. The highest percentage of the population in the area was the

youths and they were staying with their parents before they moved into their houses between 2003 and 2004.

4.1.2. Profile of the officials

Out of the 13 officials, 1 was in top management having responsibility for policy formulation and strategic planning, 3 in middle management, responsible for implementation and management of housing policies while 9 were on operational level in different divisions of the housing branch. They were dealing with the beneficiary administration, contract management, housing finance and housing project monitoring.

4.2. CHALLENGES FACED BY THE BENEFICIARIES IN NOBODY MOTHAPO LOW COST HOUSING PROJECT

All 30 beneficiaries agreed that they were facing serious challenges pertaining to the low cost houses allocated to them. They also reported that since they had applied in 1998 and 1999, they had not received any report on the progress of their applications until 2003 when the Department of Local Government and Housing in the Polokwane Municipality started to revive the project. Most of the beneficiaries indicated that they used to go to the Department to enquire about the status of their subsidy applications. They indicated that due to the lack of information in terms of the project, some of the people were unable to resort to other means of getting accommodation such as requesting sites from the Kgosi in the villages to build traditional houses to accommodate their families. The other challenge was that most of them were not working and it was difficult for them to get money for transport to the Department to make inquiries about their applications.

Twenty five respondents stated that the houses were of poor quality as they developed cracks in the walls which later collapsed; the roofs were not properly fixed. As a result they were leaking when it was raining and were easily blown off by the wind. They mentioned one terrible incident where a storm broke in their area in 2005 where numerous roofs were blown off by the wind while others collapsed. People were injured and a number of causalities were reported. One person was killed. All these terrifying things happened as a result of the poor quality houses which could not withstand the force of natural incidents.

Out of the 25 respondents, 9 reported that their houses were not completed. The windows did not have windowpanes and they used roof sheets to close those windows which meant that there was no proper ventilation in those houses and the households were not getting fresh air. In addition, there were no beam filling where the wall joined the roofs and this allowed birds, lizards, flies, and the wind to enter the houses. The floor slabs did not have a smooth finish which caused cement dust to gather in the houses which in turn caused respiratory illness to the inhabitants. The houses could not be cleaned properly. Whereas, unoccupied incomplete structures were invaded by criminals. Residents thus suggested that government should get a contractor to complete incomplete houses and repair those which had defects as soon as possible. They also made a suggestion of demolishing houses which were incomplete and unoccupied because they were attracting criminals to the area.

All the beneficiaries indicated a lack of electricity as another handicap in the area. The community at Nobody Mothapo was using paraffin, gas, firewood, and candle for cooking and lighting. Forty percent of the community was using firewood for cooking and candles for lighting. They complained about the distance they had to travel to fetch fire wood which caused illness such as head and back aches. They also complained about contracting respiratory infections due to the smoke they were inhaling from the firewood and paraffin. Only five

percent of the respondents which were using gas for cooking and lighting, while the other fifty five percent were using paraffin for cooking and candles for lighting. The lack of electricity did not only affect the health of the respondents, but is also against environmental conservation as one of the principles of sustainable development. The fetching of firewood was causing deforestation which would perpetuate floods in the settlements.

Ten percent of the participants indicated that their idea of starting small businesses such as hair dressing saloons, spaza shops and welding works to earn a living failed due to the lack of electricity in the area. The respondents also mentioned that the darkness in the area increased the level of crime which usually happened early in the morning when people are going to catch buses to go to work as well as when they were coming home from work late in the evening.

The bad road infrastructure was also referred to by 5 respondents as a handicap in the area. They complained about the distance they had to travel to and from the bus stations and taxi loading zones. It is not safe to travel such long distances in the dark.

All beneficiaries at Nobody Mothapo did not have formal ownership of their houses. Title deeds were not issued to them since they had taken occupation of their houses four years ago. They reported that they were unable to enter into credit contracts with institutions such as banks because they did not have physical addresses.

4.3. CHALLENGES FACED BY HOUSING OFFICIALS IN THE HOUSING DELIVERY PROCESS

All officials agreed that they were faced by challenges which were defeating the aims and purpose of the Department of Local Government and Housing. They were all keen to participate in the sessions in which they posed the following problems and suggested the following solutions:

- **Poor project planning, projects abandoned by contractors and poor monitoring from the side of the contractors**

Out of the 13 officials who participated in the interview, 9 reported that they were having problems with the contractors who had inadequate project management skills. They indicated that the projects were not also properly planned. The contractors were always submitting project programmes with unrealistic targets which they never met. They also indicated that most of the contractors did not understand the importance of visiting their construction sites regularly to check on progress.

The Department set a quality control standard for its project managers. They were expected to visit a project twice a week. At that stage they were unable to meet the standard because of the limited number of project managers and insufficient resources such as vehicles and quality control equipment. The suppliers supplied material of inferior quality while the subcontractors were doing poor workmanship without them detecting the anomalies in time. The respondents reported that only the project managers from the Department detected those problems and informed the contractors. Three respondents reported that many of the contractors abandoned projects after realizing that price inflation had negatively affected the contract value because of the

delays caused by poor planning. They indicated that the blocked projects in the Province were mainly caused by the slow housing delivery and abandonment of projects. This problem has a serious negative impact on housing delivery because poor people are kept on waiting lists for a long time without having even basic shelters. It also affects pronounced national housing targets. All the officials stated that if the Department could enforce a penalty clause stipulated in the contract, these problems could be minimized because the contractors would start to see housing delivery as a first priority of government.

- **Poor quality and incomplete houses**

All the participants agreed that they were facing the problems of poor quality houses in the Province. They reported that the Department had already done an audit of all the projects affected by poor quality. They stated that, according to their records (Report on shoddy work, 2006) 80 projects were affected by poor quality in the Province of which 2 were in Polokwane Municipality. The Department wanted to attend to those houses through the programme called the Rectification Program which is applicable to houses built before April 2002. The Department is in the process of requesting funds from Treasury. They indicated that the poor quality of the houses was caused by the poor quality material which the contractors were purchasing and the poor workmanship by the builders on the site. They stated that poor quality work usually led to abandoned projects and insolvency because numerous contractors were forced to demolish and redo the work, which has cost implications. Therefore, some of the projects were abandoned and left incomplete.

Respondents also agreed that incomplete projects posed a serious challenge because the Department did not have enough funds to complete those

projects. Those projects were approved between 1997 and 2005 and were affected by the various increases in the inflation rate. They were also facing the problem that in some of the projects, incomplete structures had been standing there for many years and their quality had deteriorated, which means, they would need to be demolished and be started from scratch. These officials indicated that they would be required to account to Treasury for the fruitless expenditure. They mentioned that the primary challenge was to satisfy the homeless poor people who had been trusting government.

- **Poor quality control system**

Five officials reported that there was a misinterpretation of quality control in the Department because when a project is of poor quality, the only people to be blamed are the project inspectors. They stated that a poor quality house can be cause by other things in the process, even by those that had happened before construction commenced such as the appointment of contractors which is the responsibility of supply chain management and the appointment of experienced project managers, which falls under the human resource division.

Their suggestion was that management should allocate more time to project planning. Housing projects' planning should involve multi- disciplines so that quality should become the responsibility of all involved stakeholders. The quality control systems were not clear and currently included main stakeholders which caused people to start shifting their responsibilities and hereby delaying the projects.

- **Institutional Arrangement problem**

All officials reported that they did not get adequate support from the municipalities because most of them did not have the capacity to plan sustainable human settlements and to implement housing projects in their areas. They further indicated that only a few municipalities had housing divisions. Even those that had such divisions were experiencing problems with a shortage of human resources and a lack of relevant technical and managerial skills. Three officials indicated that their municipalities were not committed to housing delivery and that caused delays in the whole process because a housing delivery process starts at municipal level. They are mandated by the legislation to provide development areas for housing and submit the list of the potential beneficiaries to the Provincial Department for approval. They indicated that most municipalities were not submitting development areas and beneficiary lists on time and this delay made the projects start late. The officials suggested that, the Provincial Department should enter into contracts with the municipalities and not only the contractors.

- **Communication strategy**

All the officials reported that their communication strategy was not effectively functioning both internally and externally because the unit was not capacitated in terms of staff and relevant skills. Because of this problem, the Department could not be proactive in reporting to the public on the achievements and problems that were hindering housing delivery. Housing stakeholders were not regularly informed about the progress that the Department was making and the challenges that they were faced with.

They indicated that if the communication strategy was effective, it was going to be easier for the Department to involve all stake holders in planning inputs. They also indicated that the Department was embarking on the process re-engineering to taken care of such caps. One official indicated that the Department was in the process of installing housing customer toll free line to encourage all members of the public to participate in housing delivery and also to promote access to information.

4.4. CONCLUSION

In the following chapter, the interpretations and analysis of the findings will be discussed.

CHAPTER 5

INTERPRETATION AND ANALYSIS OF THE FINDINGS

5.1. INTRODUCTION

The presentation of the findings revealed the problems that have been prevalent in the implementation of housing projects since the inception of the housing programme after the 1994 democratic elections. From the researcher's point of view, housing projects, like other RDP projects, were meant to redress the disproportion of the apartheid era by targeting a range of objectives. Housing projects are there to provide shelter for the needy people, transfer skills to the unskilled and unemployed so that they would become employable, empower the marginalized emerging entrepreneurs, empower communities in large by educating them, and promoting community participation. It is, therefore, important to adopt a holistic approach in assessing the success of housing projects because it is not only an issue of procuring building contractors and materials for the houses to be built, but also involves other processes which are time and cost consuming.

5.2. THE BACKGROUND OF NOBODY MOTHAPO HOUSING PROJECT

Nobody Mothapo housing project was started in 1997 by the contractor who was appointed by the Department of Local Government and Housing. The project had to build 868 housing units. The contractor had however constructed only toilet structures and house foundations when he abandoned the project.

The Department, together with Polokwane Municipality, decided to revive the project in 2002 through the People's Housing Process and managed to complete 409 housing units.

5.3. SOCIO-ECONOMIC IMPACT OF THE PROJECT

Most of the beneficiaries in this project can be classified as belonging to the youth category. They were first-home owners who were mostly staying with their parents. Therefore, the project provided shelter to extended families that were unable to build on their own, despite the unavailability of other basic services such as crèches, clinics, sports facilities, electricity, and proper transport routes. Even though there is still a problem of transport routes in the area, it is better than before where the beneficiaries were staying behind the mountains at remote areas so that they had to travel long distances to access the main road leading to their work stations, shopping complexes and schools unlike before the beneficiaries are now easily accessing schools and main roads to other social amenities.

Temporary jobs were created at the beginning of the project the majority of the people appointed were women and youths from the areas next to the project, namely ga-Mothiba, Ga-Mothapo, Ga-molepo, and Turfloop. A transfer of skills was also done in different construction trades such as bricklaying, plastering, carpentry, and glazing. Those skills assisted most of the beneficiaries in this project because they are now able to render minor repair services on their houses and get piece jobs from their neighbours and other near-by villagers.

5.3.1. Social issues

The researcher observed a sense of appreciation from some of the beneficiaries on the fact that they are now have their own space and privacy which help them take their responsibility for their own lives, unlike when they were staying with their parents, sometimes being more than three families in a household. The beneficiaries who are not working had different views because they mostly depended on the pension funds their parents were receiving. Their perception

was that the new settlement would create jobs for them or sustain their previous jobs such as having hair dressing salons and welding workshops which they were able to do before because of the availability of electricity in their previous residents. The few elderly beneficiaries complained about the size of the sites which made it impossible for them to plough their crops as they were doing before to boost their pension funds.

5.3.2. Economic opportunities

The project is strategically located in terms of the economic opportunities as it is less than 1 kilometer from the industrial and business zone at Nobody area along the R71 road. If government could provide a proper infrastructure in the area such as roads and electricity, private investors would be attracted to operate businesses in the area. There is a business potential in the area such as a shopping complex, art crafts stalls, fruit and vegetables stalls, beauty clinics, and guest houses because numerous tourists are traveling from different provinces and countries passing through Polokwane to Magobaskloof, the Kruger National Park, Manyeleti, and other tourism areas in the northern region of the Limpopo Province. Thousands of Zionists are also passing through this project when they visit Moria for religious purposes, especially twice in the year and on weekends.

Government should consider investing in this area through the Local Economic Development programme in which different economic projects can be initiated with the aim of improving the economic status of the area and promoting the sustainability of that settlement.

5.4. INFRASTRUCTURE SERVICES

The project does not have a proper infrastructure such as roads, electricity and sanitation. The existing access roads were graded by the contractor as the construction site access roads and because they were not constructed according to the engineering design storm water is causing much damage to the beneficiaries' properties and threatens their lives during raining seasons. The Municipality and the Department of Local Government and Housing should ensure that human settlements are properly planned by involving different professionals such as town planners, surveyors and engineers to assist in proper planning prior to any infrastructure construction. The lack of proper designed roads at Nobody Mothapo has led to poor storm water drainage.

The pit toilets which were left by the contractor were not in a good condition when inspected because the pits were full and the municipality did not have any means to remove these waste and empty the pits. Polokwane Local Municipality indicated that in their IDP the project of upgrading the sanitation system in that area was a priority. They further indicated that they had engaged Eskom to electrify the area.

There is no crèche and sports ground next to the settlement. The small kids are taken to the crèche at a nearby village which is a long distance from the settlement. The distance affects the parents who have to drop their kids before they go to work or to school. The primary and secondary schools are less than three kilometers from the project which is an acceptable distance to be traveled by the learners, according to government.

5.5. INSTITUTIONAL ARRANGEMENTS

All three spheres of government have a critical role to play to expedite housing delivery. According to the *Housing Act*, act No. 107 of 1997 as amended, national, provincial and local spheres of government should do the following:

- Give priority to the needs of the poor in respect of housing development.
- Consult meaningfully with individuals and communities affected by housing development.
- Ensure that housing development provides as wide a choice of housing and tenure options as is reasonably possible; is economically, fiscally, socially and financially affordable and sustainable; is based on integrated development planning; and is administered in a transparent, accountable and equitable manner; and upholds the practice of good governance.
- Promote:
    i. education and consumer protection in respect of housing development;
    ii. conditions in which every one meets one's obligations in respect of development,
    iii. the establishment, development and maintenance of socially and economically viable communities and of safe and healthy living conditions to ensure the elimination and prevention of slums and slum conditions; and
    iv. the provision of community and recreational facilities in residential areas.
- Take due cognizance of the impact of housing development on the environment.
- In the administration of any matter relating to housing development; respect, protect, promote, and fulfil the rights encompassed in the Bill of Rights in Chapter 2 of the Constitution.

- Observe and adhere to the principles of co-operative government and intergovernmental relations referred to in section 41(1) of the Constitution and comply with all provisions of the Constitution.
- Observe and adhere to the principles in Chapter 1 of the Development Facilitation Act, act No. 67 of 1995 in respect of housing development.

5.5.1. Specific roles of the National Department of Housing in housing delivery

The *Housing Act*, Act No. 107 of 1997 further presents the responsibilities of the Minister at national level as being responsible to develop national housing policies, set broad national delivery goals and facilitate the setting of provincial ones. The Minister should also assist the provinces to develop the administrative capacity required for the effective exercise of their powers and performance of their duties in respect of housing development. It further states that all spheres of government are responsible for promoting consultation with civil society and any other stakeholders in housing development on matters regarding housing development. They must also promote effective communication in respect of housing development.

5.5.2. The role of the Provincial Housing Department in housing delivery

The *Housing Act*, act No. 107 of 1997, mandates the MEC to do everything in his or her power after consultation with the provincial organizations representing municipalities to promote and facilitate the provision of adequate housing in its province within the framework of the national housing policy.

According to the *Project Management Guidebook of the Department of Local Government and Housing, Limpopo* (2006:13), the Provincial Department of

Local Government and Housing is responsible for resolving major project issues, allocating a budget to municipalities, approve project expenditures and ensure that municipalities are accredited.

The National Housing Policy of South Africa (1994) mentions that the Department is responsible for developing the Provincial Housing Policy and Legislation, overall decision-making, co-ordinate housing development in the Province, support and strengthen the capacity of municipalities in respect of housing development, prepare and implement a multi-year Housing Development Plan in collaboration with the local municipalities which are charged with the responsibility of ensuring that the inhabitants within their jurisdictional areas have access to adequate housing on a progressive basis. They are delegated responsibility by the Provincial Department of Housing to take the necessary decisions in order to ensure that the objectives of the project are achieved, with regard to the whole project or the specific aspect of the business operation.

As all municipalities in the Province are not accredited in housing due to inadequate capacity, the Provincial Department is still responsible in providing proper project management in terms of doing procurement of the service providers and allocating project managers to each project.

5.5.3. The role of local municipalities in housing delivery

The *Housing* Act, act No. 107 of 1997, further indicates that every municipality should, as part of the municipality process of integrated development planning, take all reasonable and necessary steps within the framework of national and provincial housing legislations and policy to ensure that the inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis. They must ensure that conditions which are not conducive to the health and safety of the inhabitants of their areas of jurisdiction are prevented or removed.

Municipalities are responsible for initiating, planning and facilitating housing development, preparing local housing strategies and set housing delivery goals and plan and manage land for housing development. Their other responsibility is the provision of water, sanitation, electricity, storm water drainage, and transport which are economically efficient.

The Project Management Guidebook of the Department of Local Government and Housing, Limpopo (2006:14) indicates that in most municipalities there is no unit dedicated for housing, as housing is often undertaken as part of the Planning or Engineering Department, mainly because of capacity constraints which cause delays in the completion of the projects. Ward councilors and ward committees should play an important role in ensuring that people get involved in housing projects and participate effectively. The communication is still a challenge at this level because community members are still flocking to provincial departments to seek information. Ward committees should be capacitated so that they can effectively communicate housing delivery.

5.6. RESEARCHER'S PERCEPTION ON POOR QUALITY HOUSES AND INCOMPLETE PROJECTS

5.6.1. Unrealistic national targets

The National Department of Housing provided the necessary resources to the provinces in terms of budgets for housing delivery although it sets unrealistic national targets. The national target of 1 million houses within 5 years may also contribute to the failure of the housing projects because government has shifted its focus from quality to quantity and is overlooking the quality of the product on implementation level. All provinces in South Africa want to be seen performing by producing high numbers of completed houses.

A reasonable time should have been given to officials to interpret the policies, plan properly and implement accordingly. The lack of capacity on the side of the officials has impacted negatively on development projects, therefore, enough time should have been allocated to human resource development which would in turn have taken care of the economic development of this country.

5.6.2. Beneficiary involvement

Beneficiaries' involvement as a requirement has also caused delays in the sense that they need to be taken through all the processes with the aim of creating understanding for them to be active in participating in their own development as required by the law of the country. On the other side, their involvement is central to any development project because if beneficiaries are not informed of housing matters they can delay housing development. In some instances beneficiaries are reluctant to take ownership of their houses. For example, in the Nobody Mothapo Housing Project beneficiaries did not want to maintain their houses since they had taken ownership somewhere in 2003. They are leaving minor defects to become bigger and are raising concerns about them. They are still reporting minor structural problems to the Department which developed after two to three years of occupation.

5.6.3. Human Resource Capacity

The legislations which govern housing delivery are adequate in terms of making provision for all developmental aspects but the government officials are seemingly not implementing these policies correctly to produce what they are meant for. Most of the delays in housing projects manifest a lack of capacity on the side of the officials. On the side of the officials performance management system seems to be unrealistic and unjust. Officials' capability and performance should thus be properly assessed to identify gaps which would assist government

in developing relevant capacity building models to enhance the knowledge and skills for the benefit of service delivery.

5.7. STRATEGIES ON ADDRESSING THE CHALLENGES FACING THE PROJECT

5.7.1. Poor quality houses, incomplete houses and issuing of title deeds

The Local Government and Housing Department should establish a task team comprising of officials from the Project Management and Customer Care Services divisions and the Municipality to develop effective remedial action for contractors. The established task team should have clear terms of reference on taking short-term measures for repairs for damaged houses, completion of houses and issuing of title deeds. The team should do audits for both poor quality houses and those which need to be completed. The audits will help to verify the beneficiaries' existence and legitimacy as some of the beneficiaries' status has changed because most of the incomplete structures have been abandoned for many years.

The Department should also set a cut-off date for all faults that had been made in order to maintain control and manage the change which will be brought by the newly adopted processes.

Besterfield (2003:131) states that "the strategy is simple''; anything broken must be fixed so that it functions as designed. The two levels of this strategy are that if a housing beneficiary receives a house which has flaws such as a roof that keeps on being blown off by the wind and collapses; a quick fix is required as a temporary short-term measure. Although a short-term measure can solve the

problem, it should not be permanent. The second level should occur when an individual or a team identifies and eliminates the root cause(s) of the problem and affects a permanent solution.

5.7.2 Poor project planning, abandoned projects and poor monitoring on the side of the contractor

Both the Department and the contractors should see to it that there is good project planning to avoid abandoned housing projects. The officials should always conduct inspections to ensure that the contractors are complying with the specifications according to the contract entered into with the Department. The Department has to have legal grounds to hold contractors responsible for the above-mentioned. If contracts are legally sound, contractors who abandon the projects and those who build poor quality houses should have to be summoned to fulfil their contractual obligations.

5.7.3. Poor quality control systems

Although the Department has vision and mission statements, it is important to have a quality policy which will focus on quality improvements while reducing costs and encouraging competitive benchmarking. For example, according to Mitra (1988:91), the **vision** for the chemical industry can be “to be the world’s preferred chemical company” and the **quality policy** “to be the leader in quality and value of products and services”.

Quality policy is where the quality intentions and directions of an organization concerning quality are stipulated as formally expressed by top management. According to Mitra (1998:91), quality policy is the company’s road map. It indicates what is to be done, and it differs from procedures and instructions,

which address how it is to be done, where and when it is to be done and who is to do it.

5.8. CONCLUSION

As the data were collected and analyzed to establish the problems faced by the beneficiaries in the Polokwane Local Municipality (Nobody Mothapo Housing Project) and the officials of the Provincial Department of Local Government and Housing in housing delivery, the interviewer discovered that though the beneficiaries have merely been recipients of the services, they partially contributed to the poor quality houses and slow housing delivery as mentioned. Therefore, the officials as representative of government in this regard must ensure that they handle all the problems faced by the beneficiaries regarding housing.

This issue will be discussed in the following Chapter as part of the recommendations made.

CHAPTER 6

CONCLUSION AND RECOMMENDATIONS

6.1. CONCLUSION

This chapter will make conclusion and recommendations on the problems found to be prevalent to the low costs housing projects in Polokwane Municipality. These problems are seen as impediment to the housing delivery process in the Limpopo Province. The main aim of the research was to identify challenges facing housing programme in Polokwane Municipality and to find the solutions to overcome those challenges. Therefore, the researcher identified the challenges facing housing programme in Polokwane through the interview sessions with the housing beneficiaries and the officials of the Department of Local Government and Housing.

Poor quality and incomplete houses were witnessed by both housing beneficiaries and officials. The community in Nobody Mothapo received non-conforming houses which implies that there was none adherence to the standards and specifications which are guiding the construction of a good quality house. The quality of design, quality of conformance and quality of performance are aspects associated with quality. All these quality aspects have to be managed on different stages of development by a responsible stakeholder but of most importance is off-line planning before implementation, Mitra (1998:7-9). In the case of housing development the department of Local Government and Housing is the overseer of the whole process from the start, that is, need identification until the end which is the handing over of the house to the beneficiary.

From the findings of the study, it is clear that the community of Nobody Mothapo is still trapped in the deprivation trap and they are marginalized in terms of

development which resulted in poverty and inequality. If community was provided with sufficient basic infrastructure, for example electricity, they would be able to earn a living through opening of small businesses and participated in addressing socio-economic problems prevailing in this area. The department of Local Government should observe the manifesto in the democratic national elections of 1994 of the Government of National Unity in addressing these problems by considering five key programmes of RDP which are, meeting basic needs, developing our human resources, building the economy, democratizing the state and society and implementing the RDP.

Liebenberg and Stewart (1997:155), state that, White paper on Housing (1994) says that, government is under duty to take steps and create conditions which will lead to an effective right to housing for all. Therefore, the Department should make sure that they get skillful and experienced project managers and contractors to build good quality houses because the lack of skills in housing management was witnessed by the Institute of Housing in Southern Africa in which two levels of shortages being technical and managerial skills were highlighted, Liebenberg and Stewart (1997:162).

The Department of Local Government and Housing is also responsible to ensure that every contribution made, by whoever is involved in construction of the houses, leads to good quality.

6.1.1. Findings of the study

The observed findings were discussed in relation to the aim, objectives and the research questions. It is also expected that the following findings from the research study will be useful to other researchers:

- Poor quality houses;
- No electricity in low cost settlements
- Beneficiaries are not in position of Title Deeds;
- Incomplete houses;
- Poor project planning and monitoring from the contractors;
- Abandonment of incomplete projects by contractors;
- Shortage of project managers;
- Poor quality control systems; and
- Institutional arrangement problems.

The community of Nobody Mothapo has shown great dissatisfaction with the outcome of the housing project in their area. They were willing to discuss these challenges and also suggested solutions to address them. Low cost housing projects are aimed at improving the lives of previously disadvantaged people by restoring their dignity, not causing disaster as happened to the Nobody Mothapo community. The officials of the Local Government and Housing Department and Polokwane Municipality were also concerned about the underperformance and poor quality in housing delivery.

The recommendations based on the data collected in this study are presented in the following section:

6.2. RECOMMENDATIONS

According to the *Freedom Charter* which was adopted at the Congress of the People in Kliptown on 26 June 1955, all people should be decently housed, and bring up their families in comfort and security. New suburbs should be built where there are transport, roads, lights, playing fields, crèches, and social centers. Therefore, management of the Department of Local Government and Housing should consider the following recommendations to improve the housing delivery process to satisfy housing beneficiaries who are the recipients of the services.

- **Institutional arrangement**

The Department should enter into service level agreements with all municipalities that had been allocated housing projects. The agreement will clearly stipulate the obligations of these two spheres of government in the implementation of a particular project. A service level agreement should be a prerequisite to the appointment of a contractor to commence with the project. Municipalities should be responsible for close monitoring of the housing projects and be given authority to recommend and disapprove activities taking place in any housing project within their jurisdiction.

- **Housing consumer education**

The Department should ensure that a community education programme is implemented in order to capacitate communities on housing delivery issues. It is believed that if communities are capacitated, the level of participation would be high. They would be able to give their views on taking part in decision-making where they would be able to set their quality standards and ensure that those quality standards are maintained.

According to Liebenberg and Stewart (1997:21-22), capacity building rests on the premise that "people can lead their own change processes. They can be actors and not merely the subjects of change. They further mention that, if capacity has to be built, someone has to do it in order to change communities from being recipients of development to becoming the masters of their own development.

- **Strengthening community involvement in decision making**

Liebenberg and Stewart (1997:125) mention that community participation exceed the mere provision of labour and other inputs for development projects and viewed as a means of empowering people by developing their skills and abilities. Thus, it should enable them to negotiate with the development delivery systems and make their own decisions in terms of their development needs and reality.

Empowering people through participation in developmental projects will create a society in which the once poor majority will emerge out of their poverty and transform themselves into citizens with rights and responsibilities like everyone else.

- **Infrastructure development in low costs settlements**

In order to create integrated sustainable human settlements, government should provide sustainable infrastructure services. The success of local economic development in any settlement rests mainly on rendering infrastructure services such as roads, electricity and other social amenities.

The Department should establish a housing project planning committee for every financial year before the allocation of housing units to municipalities. The committee should comprise of departmental officials from the policy and planning divisions and municipalities' officials responsible for housing and planning. This committee will revisit the housing chapter which is part of the integrated development plan of municipalities. The committee should ensure that all proposed areas earmarked for housing development are conforming to social and economic aspects of development, for example, the availability of a bulk services connector which will enable the installation of basic water, sewerage and electricity reticulations in order to promote an integrated sustainable human settlement. The project planning committee should also check the feasibility of the proposed housing projects on the earmarked land and advise the MEC of Local Government and Housing accordingly before the project allocation process starts.

According to the preface of the *White Paper on RDP* (September, 1994:4), government committed itself to pursue the goals of freedom from want, freedom from hunger, freedom from deprivation, freedom from ignorance, and freedom from fear. These freedoms are fundamental to guarantee human dignity. The community of Nobody Mothapo needs a proper infrastructure besides the houses they have received in order to sustain their lives.

Through the housing programme, government should address inequalities in society to create more equal positions in terms of the well-being and life changes of its people. According to Liebenberg and Stewart (1997:143-144), infrastructure and facilities have to be provided to serve the needs of all people in terms of their real needs and not on a racially determined basis. They further mentioned that the impact of apartheid, such as injustices that existed in society, must be eradicated to create a new and just society and a comprehensive approach must

be developed to harness the resources of the community at all levels, for example, by providing basic education and developing skills and knowledge.

Every community development project should aim at promoting human growth, that is, development of self-reliance, self-confidence, pride, initiative, creativity, responsibility, and co-operation, Liebenberg and Stewart (1997:37).

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APPENDICES

APPENDIX A

RESEARCH QUESTIONS FOR OFFICIALS OF THE DEPARTMENT OF LOCAL GOVERNMENT AND HOUSING AND POLOKWANE MUNICIPALITY

Background Information:

1. What is your position within this Department?
2. What are your responsibilities in the process of housing delivery?

Challenges faced by the Department and Polokwane Municipality in housing delivery (Officials)

1. How many projects were incomplete between 1995 to 2005 in Polokwane Municipality?
2. Why did you fail to complete them?
3. How do you think these problems impact on people's lives?
4. Do you have the necessary resources and equipment in place to ensure that you achieve your annual goal of building houses? Please substantiate your answer.

Measures and Plans to improve on Challenging areas

1. What specific plans are in place to attend to incomplete and poor quality housing projects in Polokwane Municipality?
2. What specific measures are currently in place to improve the implementation of Housing projects?

Communication

1. Does your Department have a communication strategy to raise awareness on housing delivery to beneficiaries? Please substantiate.
2. Do you involve all stakeholders such as municipalities, beneficiaries, building contractors and material suppliers in housing projects planning? If No, Why?

Monitoring and Evaluation of Housing Targets and Implementation

1. Does the Department have a system for monitoring actual performance against the standards and targets for housing? Please substantiate.
2. Is progress on housing projects reported regularly to different structures such as the Legislature and Local Municipalities?
3. How do you manage your projects to ensure completion in time?
4. How do you ensure quality control in your projects?

APPENDIX B

RESEARCH QUESTIONS FOR HOUSING BENEFICIARIES IN NOBODY MOTHAPO HOUSING PROJECT

Personal Data

Respondent's sex	
Respondent's age	
Employed	
Unemployed	
When did you apply for a housing subsidy?	
Where had you been staying before occupying your house?	
When did you receive approval from the Department?	
How long have you stayed in this house?	

Problems experienced by Beneficiaries

1. Does the Department or municipality inform you when your house will be built? Please substantiate.	

2. Did the contractor complete your house on time? If the answer is no, what do you think might be the cause(s) of the delay?	
3. Are you happy with your house? Please substantiate.	
4. Are there any other related problems that you are facing with regard to the place where your houses were built?	
5. In your opinion, what can be done to Improve the housing delivery process in the Province?	

APPENDIX C

C. Examples of poor quality and incomplete houses at Nobody Mothapo Low Cost Housing Project

C1. The roof of the house was blown off by the wind because of the poor quality material used when it was built.

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C2. The house was not completed. There were no windowpanes and roof sheets and boards were used instead.

C3. The house was not completed. At the back of the house there is a fireplace where they cook on as often due to the lack of electricity.

C4. This roof was blown off by the wind and the walls collapsed because of the poor quality of materials and workmanship.

C5. The foundation was laid and the Contractor then disappeared.

C6. The house collapsed because of poor workmanship and the people from the village were collecting the bricks for their own use.