

Low-cost housing in Witzenberg Local Municipality

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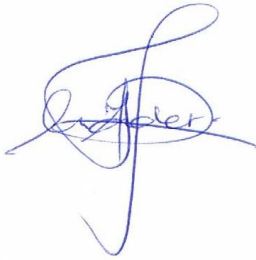
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Date submitted : February 2017



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A handwritten signature in blue ink, appearing to be 'L. J. J. J.', written in a cursive style.

Signature

28/02/2017

Date

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I want to dedicate my work to my late loving Father, Thomas Matthee who believed in my ability to complete my studies successfully.

ABSTRACT

The purpose of the study is to evaluate the housing process of Witzenberg Local Municipality and determine the involvement of the community and their perception regarding the whole process. The researcher is using a qualitative method to obtain the views, perspectives and feelings of the participants. For the purpose of the study is data collection limited to the sample population of people on the waiting list and those already in possession of low-cost house of the seven townships in the Witzenberg Local Municipality to. The researcher made use of questionnaires and interviews to collect data to make a profound finding and recommendation.

In Witzenberg, 41% of households earn less than R30000 per annum (Witzenberg Local Municipality 2012: Online) which indicate that the Witzenberg Local Municipality has a high need for subsidized housing. The waiting list for low-cost housing in the Witzenberg Local Municipality currently stands at 6278 of which 1478 are a blocked housing project and a backlog of 4800 houses. The inhabitants of the Municipality received low-cost housing 8 years ago (Witzenberg Local Municipality 2012: Online).

Witzenberg Local Municipality does has a housing problem, which stems from finance, affordability, insufficient land to erect housing projects, overcrowding, and quality of housing, staff shortage, unemployment, uncontrolled farm evictions and community involvement (Witzenberg Local Municipality 2007a:Online). Low-cost housing is in demand to address the challenges.

Farm evictions, influx into the Witzenberg Local Municipality and forming of informal dwellings and increasing of squatter camps hold a serious threat to build sustainable, quality low-cost housing in the Witzenberg Local Municipality and with limit staff is in-flux control very hard to manage. Although the homeowners of the Witzenberg Local Municipality are happy to have received houses, they expressed much concern about the poor construction work, overall quality of the materials used as well as the housing process adopted by the Witzenberg Local Municipality.

KEY TERMS:

LOW-COST HOUSING

CHALLENGES

COMMUNITY INVOLVEMENT

ROLE OF GOVERNMENT

QUALITY OF HOUSES

SERVICE DELIVERY

UNCONTROLLED FARM EVICTIONS

OVERCROWDING

WAITING LIST

HOUSING BACKLOG

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CHAPTER 1

THE LOW-COST HOUSING IN THE WITZENBERG LOCAL MUNICIPALITY

1.1 Introduction

Public service is a service provided by government to its citizens. Governmental departments could deliver the service themselves directly by utilising their own resources such as human, finance, and implements or indirectly by financing private service providers to deliver the service. Public services such as water, electricity, sanitation, sewerage, housing, roads, and public transport are considered essential services and are even associated with fundamental rights (Draai & Raga, 2011:86). Draai and Raga (2011:86) stated that citizens are entitled to various public services aimed at sustaining a quality of life. For the purpose of the study will focus on housing as needed service delivery.

Housing is an important service that is the responsibility of the government. Government must utilise their mobilised resources at hand to address this increasing problem. Section 26 of Chapter 2 of the Constitution of South Africa of 1996 stipulates that, "Everyone has the right of access to adequate and/or decent housing" (South Africa, 1996).

Le Roux (2011:3) revealed that all spheres of government specifically at the local sphere is faced with serious challenges because they are at the grass root level. Le Roux (2011:3) asserted that provision of adequate low-cost housing is one of the most serious problems faced by South Africans. The intention in chapter one of this dissertation is to set the nature, scope and outline of the structure of the dissertation. The overview focuses on the problem statement. The researcher will discuss the research questions, research method and design and data collection and expound on the motivation and delimitation of the study.

1.2 Background

Witzenberg Local Municipality's geographical area of responsibility comprises of seven townships, namely: Ceres (Central Business District, CBD), Tulbagh, Wolseley, Bella Vista, Prince Alfred Hamlet, Nduli and Op-die-Berg as depicted in Figure 1 (Witzenberg Local Municipality 2007a: Online). The Witzenberg Local Municipal area consists of 285 102

hectares of land that includes surface water catchments of three river systems (Witzenberg Local Municipality 2007a: Online).

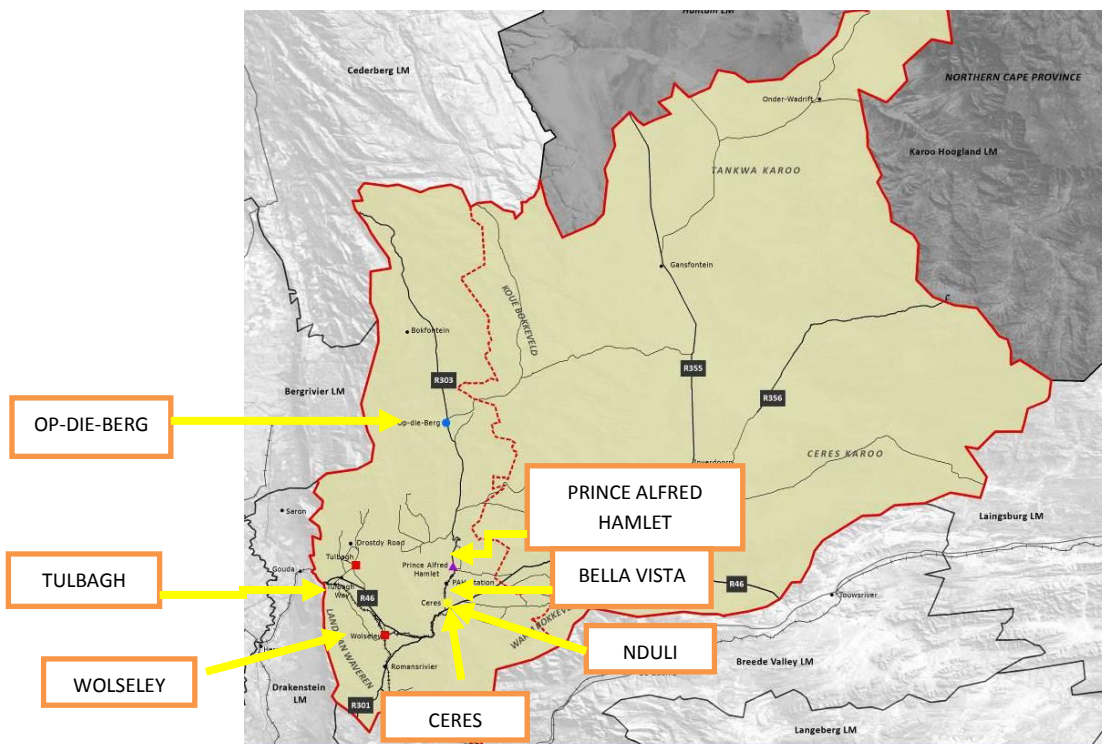


Figure1 Map of Witzenberg Local Municipality, (Witzenberg Local Municipality 2007b: Online).

Witzenberg Local Municipality is characterised by low intensity of land development and there are large areas of unutilised and under-utilised land in more prosperous town areas, such as Ceres and Tulbagh. Witzenberg Local Municipality is facing a waiting list of 6278 for low-cost houses, which is a backlog of 4800 for low-cost housing and a blocked housing project of 1478 low-cost houses (Witzenberg Local Municipality 2007a:Online).

The blocked housing project referred to the low-cost housing project that was temporarily placed on hold due to insufficient funds, poor workmanship and an extensive list of reported defects (Witzenberg Local Municipality 2007a:Online), which will be addressed with current housing project that will take place in 2017 in the new identified area of Vredelust farm opposite Nduli area. The house owners of the low-cost houses listed the following defects: poor plumbing, sanitation, leaking roofs, damp walls, rooms without ceilings, cheap toilet seats, windows and doors that do not lock properly and damped and

cracked walls which were reported as high priority (Witzenberg Local Municipality 2007a: Online).

The Witzenberg Local Municipality is in urgent need of funds from the Provincial Department of Housing of Western Cape to address concerns of the blocked housing project and extensive defect list. Witzenberg Local Municipality is in the process to build approximately 1700 houses by 2017 to address a partial housing need in Ceres Central, Bella Vista, Prince Alfred Hamlet and Op-die-Berg.

Ceres and Bella Vista do not have informal settlements but is faced with serious problems of overcrowded households and a rapidly increasing list of backyard dwellings. The Witzenberg Local Municipality identified only 21 informal structures in Op-die-Berg, since the demand for housing is negligible in this area. Although the Witzenberg Local Municipality delivered 1369 houses in 2008 to 2012, did it not make a significant change to the housing backlog (Hoffmeester, 2013: Interview).

Witzenberg Local Municipality does has a housing problem and the challenges stem from finance, affordability, insufficient land to erect housing projects, overcrowding, homelessness, quality of housing, staff shortage, unemployment, uncontrolled farm evictions, planning mechanisation and limited community involvement (Witzenberg Local Municipality 2007b:Online).

Monitoring and evaluation are required to assess the delivery of quality low-cost housing, control of informal settlements, farm evictions, immigrations, because this causes the increase of the waiting list and backlog. It remains a challenge for the Witzenberg Local Municipality to deliver adequate houses because the delivering process is very slow.

The Intergrated Development Plan (IDP) of Witzenberg Local Municipality reveals that they planned to deliver 4937 housing units by 2017 from 2007 (Witzenberg Local Municipality 2007b:Online) which is currently in the initiation process. The Witzenberg Local Municipality was declared a Project-Consolidated Municipality, thereafter it was unable to address the

staff deficiency in their local housing section due to its poor financial status (Witzenberg Local Municipality 2007a: Online).

The Witzenberg Local Municipality received this status as a Project-Consolidated Municipality in 1998 after they applied for a R52 million loan from the then Department of Water Affairs to build the new Koekedouw Dam, which was perceived as a good investment for the Witzenberg Local Municipality at that point in time (Witzenberg Local Municipality 2007a:Online).

The Witzenberg Local Municipality envisaged paying back the loan for the Koekedouw Dam with the revenue they will receive from all the farmers in the area that would use the dam for irrigation. Instead, all the farmers in the Koekedouw area built their own smaller dams to collect surface water. Consequently the Witzenberg Local Municipality received no revenue from the Koekedouw Dam as initially projected, which put a financial strain on their cash flow and was faced with probable legal action (Witzenberg Local Municipality 2007a:Online).

The Witzenberg Local Municipality was able to pay back the loan by 2017, because the municipality (Hoffmeester, 2013: Interview) was no longer faced with a water of shortage like other local municipal areas (such as Drakenstein and Swartland) in the Western Cape Province until 2016. the Koekedouw Dam was no able to settle their debt and the Witzenberg Local Municipality was now able to sell its water cheaper to their inhabitants (Witzenberg Local Municipality 2007a:Online).

The surplus water of the Koekedouw Dam can now subsidise the expensive electricity provided by Eskom. The Koekedouw Dam made it possible for the Witzenberg Local Municipality to increase its tariffs by only nine percent (9%) compared to the tariffs by certain provincial municipalities which were increased by 18 - 20% while Eskom's rates rose to 16% (Hoffmeester, 2013: Interview).

The lack of staff to monitor illegal structures, land invasion and challenges due to farm evictions resulted in much difficulty for the Witzenberg Local Municipality (Hoffmeester, 2013: Interview). According to the Witzenberg Local Municipality (2007a: Online),

developing low-cost housing in historical townships such as Wolseley and Tulbagh are more expensive because it has to adhere to the towns existing historical architectural design as it is declared heritage towns. To use existing historical architectural design for low-cost housing is more expensive than the standard design for low-cost housing. Consequently, the latter requirement has serious budgetary implications. According to the IDP Manager of Witzenberg Local Municipality is the set budget for standard low-cost housing inadequate to adhere to the expensive architectural design for low-cost houses (Hoffmeester, 2013: Interview).

The Witzenberg Local Municipality (2007a: Online) stated that Prince Alfred Hamlet would be the only township in the municipal area that will not have informal settlements by 2014. However, this is not the case and is Prince Alfred Hamlet still faced with a growing informal settlement. The Department of Human Settlement initiated the Ikapa Elihlumayo programme to address the housing need and to ensure sustainable homes for all the citizens in South Africa (Witzenberg Local Municipality 2007a: Online).

In Witzenberg Local Municipality is 41% of the households earning less than R30000 per annum, compared to the 36% in the Western Cape Province (Witzenberg Local Municipality 2007b:Online). This statistic shows that Witzenberg Local Municipality has the highest need for subsidised housing compared to the rest of the Western Cape Province because of its average level below of poverty. Although Witzenberg Local Municipality is a slow economic growth area, its abject poverty is a reality and is a priority matter (Witzenberg Local Municipality 2007b: Online)

1.3 Research Problem

The Rental Housing Strategy (2010 - 2014) of the Western Cape Province (Department of Human Settlements 2010b:32) affirms that housing is a massive challenge in South Africa. Le Roux (2011:03) asserted that provision of adequate low-cost housing is one of the serious problems faced by South Africa. According to the five-year settlement strategy estimations, of the Department of Human Settlements there is a provincial housing backlog of 400 000 to 500 000 housing applications in the Western Cape Province (Swartz, 2010:Online).

Witzenberg Local Municipality has a housing shortage problem that stems from a lack of finance, affordability, insufficient land to erect housing projects, overcrowding, homelessness, quality of housing, staff shortage, unemployment, uncontrolled farm evictions, planning mechanisation and community involvement (Witzenberg Local Municipality 2007a:Online).

Farm evictions are still escalating in the Witzenberg Local Municipality and are not properly managed or controlled due to a staff shortage (Witzenberg Local Municipality 2007a:Online). Low-cost housing is in demand to address the challenges. Witzenberg Local Municipality has to address housing need of 6278 inhabitants on the waiting list, which is a backlog of 4800 houses and blocked housing project consisting of 1478 houses . The rate at which low-cost housing is delivered by the Witzenberg Local Municipality is of serious concern.

Houses of poor quality that were constructed and delivered hastily contributed to other socio-economic problems such as unhealthy and unsafe living conditions t. The few low-cost houses that were delivered in 2006 in the Wolseley and Prince Alfred Hamlet township did not make a significant difference in the backlog of housing and for those on the waiting list (Witzenberg Local Municipality 2007a:Online).

Witzenberg Local Municipality is a Project-Consolidate Municipality and its poor cash flow added to the challenges to complete the housing projects even more (Witzenberg Local Municipality 2007b:Online). Therefore, the researcher identified the research problem in Witzenberg Local Municipality as the delay in the delivery of quality low-cost housing.

1.4 Research methodology

Research methodology contains three methods namely: qualitative, quantitative or mixed/dual method. The study exercised qualitative method to focus on the characteristics, behaviour, assumptions and perspectives of the target group of the Witzenberg Local Municipality.

The primary purpose of the study is to assess the delivery process of low-cost housing by gathering the experiences and views of the households in possession of low-cost houses, those on the waiting list and the officials at the Housing department of Witzenberg Local Municipality. Therefore the researcher possess a structural concept or idea in which the data will be secured and how it will be interpreted in order to resolve the problem that is being investigated

1.4.1 Research Design

Based on the purpose and objective of the study, the researcher decided to follow a descriptive research design to study the insights of the conditions of the housing projects through the feelings, thoughts and perceptions of the beneficiaries of the Witzenberg Local Municipality. The purpose of the study was to investigate low-cost housing procedures in the Witzenberg Local Municipality.

This section of the study falls within the ambit of the qualitative research based on the assumptions to understand the participants and their worlds that could be obtained from everyday data of experience (Bailey, 1987:97).

1.4.2 Qualitative method

The qualitative method will be utilised to explore further the dynamics of the low-cost housing in the Witzenberg Local Municipality The purpose of the qualitative approach will be to assess the standard of the houses delivered by Witzenberg Local Municipality and thereby gather the experiences, views and perspectives of the beneficiaries

The intention was to understand and interpret how the respondents experienced the delivery of low-cost housing. The qualitative method was necessary to gain insight on the perceptions, attitudes, behaviour, and concerns of the residents from the seven townships and to record the responses from officials of the housing department of the Witzenberg Local Municipality regarding the housing process.

1.4.3 Sampling method

Sampling refers to the portion of the population of a certain area under investigation. The sample represents the entire population because it is almost impossible to study the entire area. The researcher decided on a sample size of 210 that includes inhabitants on the waiting and in possession of low-cost housing.

The researcher used purposive sampling to select the five officials from the seven working in Housing department of the Witzenberg Local Municipality. The researcher used systematic sampling technique to select participants who are in possession of low-cost housing and for those still on the waiting list. The systematic sampling method determined that every 22nd person on the waiting list will be interviewed and complete the questionnaire.

1.4.4 Data Collection

The researcher considers data collection as the procedure to gather data from sample participants in the seven townships of Witzenberg Local Municipality through questionnaires and conducting interviews. The researcher will process the information to make a profound finding, draw conclusions and propose possible solutions to the research problem

1.5 Research questions

In light of the perceived housing problem in the Witzenberg Local Municipality's geographical area of responsibility, the researcher aimed to respond to the following research questions:

1. What are the challenges hampering the delivery of quality low-cost houses in Witzenberg Local Municipality?
2. What is the residents' perception of how the Witzenberg Local Municipality delivers quality low-cost housing?
3. How does the Witzenberg Local Municipality manage farm evictions?
4. How regularly are informal settlements monitored?
5. What possible approaches and mechanisms can the Municipality adopt to address the challenges of informal settlements in Witzenberg Local Municipality positively?

1.6 Aim and Objectives of the study

The primary aim of the study is to evaluate the low-cost housing process, by determining the involvement of the community therein and their perception regarding the whole process by Witzenberg Local Municipality.

The objectives of the study are:

1. To investigate the challenges faced by the Witzenberg Local Municipality which hamper the pace and delivery of quality low-cost housing.
2. To gain insight into the residents' perceptions, attitudes, behaviour and concerns towards the low-cost housing process and determine how the residents perceive the process.
3. To determine how the Witzenberg Local Municipality is dealing with increasing farm evictions.
4. To determine what the rising number is of the informal settlements in the targeted areas.
5. To discuss what possible mechanisms and approaches there are to address the challenges of informal settlements in the Witzenberg Local Municipality.

1.7 Ethics statement

The researcher consulted various sources to ensure that the research met the ethical guidelines. The research involved human subjects. The participants in the study were not exposed to any harm or danger during their participation in the research.

The researcher adhered to ethics policy as prescribed by the University of South Africa (UNISA) throughout the study. The researcher utilised instruments such as a questionnaire to collect data and gave insurance to protect the identities of the participants. All the data accumulated for the study was utilised for research purposes only.

Participants gave their consent beforehand so that they had a clear understanding of why they were participating in the research study and completing the questionnaires and the researcher outlined the purpose of the study to them before the questionnaire was

distributed. The participants received a brief explanation in the form of an information sheet accompanying by the questionnaire. The researcher guaranteed the anonymity, confidentiality and personal information of the participants such as sex, age groups, racial group, income bracket, marital status and number of dependants.

The management of Witzenberg Local Municipality secured consent to undertake the research, obtain information of those applicants on the waiting list for houses and households in possession of low-cost houses from 2008 to 2013, and gave permission to interview the officials of the Housing department.

1.8 Motivation and Delimitation of the Study

Housing is an overall problem faced by local municipalities. The surrounded farms of Witzenberg Local Municipality attract migrants for job opportunities that created the basis for farm evictions that gave rise to overcrowding as well as illegal and uncontrolled informal settlements (Witzenberg Local Municipality, 2007a:Online).

The focus of the study was to investigate the challenges the municipality is facing in the delivery of low-cost housing, how the residents perceive the whole delivery process and determine how the municipality is dealing with the increasing of informal settlements, farm evictions and the which mechanisms is in place to address it.

The study was limited to the population of Witzenberg Local Municipality with specific reference to the people that was on the waiting list for low-cost housing and households that are in possession of houses for the past five (5) years.

1.9 Chapter outline

1.9.1 Chapter 1: Low-cost housing process in Witzenberg Local Municipality

Chapter 1 serves as an introductory chapter wherein the structure of the dissertation is outlined. The chapter provides a detailed explanation of what the reader can expect in the dissertation.

1.9.2 Chapter 2: Literature review: Public housing in South Africa

This chapter is dedicated to the literature review. Published- and unpublished literature were analysed to obtain a clear perception of low-cost housing. The literature review revealed a clear understanding of the housing problem that is faced by the rest of South Africa, not only the Witzenberg Local Municipality.

1.9.3 Chapter 3: Housing policies and legislation: low-cost housing in Witzenberg Local Municipality

The focus in this chapter is on the policies of the Witzenberg Local Municipality that guide the procedures for the delivery of low-cost houses and on the by-laws that address the housing problem. The discussions expound on the policies and the success rate of the deliverables as well as whether the current housing policies address the challenges that the Witzenberg Local Municipality is facing.

1.9.4 Chapter 4: Research methodology

This chapter focuses on the research method that the researcher used to collect the data, discussed and explained the sampling methods thoroughly. The researcher used a qualitative method approach to respond to the questions of how and why households are affected and the perception of residents of the delivery and quality of low-cost housing.

1.9.5 Chapter 5: Interpretation and Findings

In this chapter, the findings are analysed and interpreted. The findings intend to provide the Witzenberg Local Municipality with invaluable information, which could assist in alleviating low-cost housing challenges.

1.9.6 Chapter 6: Conclusions and Recommendations

This chapter includes a summary, conclusions and recommendations based on the preceding chapters. The conclusion addresses the research questions raised at the beginning. The findings and recommendations serve to assist the Witzenberg Local Municipality to address the housing problem successfully.

CHAPTER 2

LITERATURE REVIEW: PUBLIC HOUSING IN SOUTH AFRICA

2.1 Introduction

Chapter 1 of this dissertation provided an overview of the public housing problem within the Witzenberg Local Municipality's geographical area of responsibility. The chapter incorporated the problem statement with the identified objectives.

The researcher studied relevant literature in this chapter that addresses the public housing problem. The literature review identifies the importance thereof, acknowledges the contributions made by various writers and presents discussions of the significance of the phenomenon of public housing.

The literature review on housing provides the reader with an overview of the background of the nature and extent of public housing in South Africa as well as the relevance of public housing. The purpose of undertaking a comprehensive literature review specifically on public housing is to gain a clearer understanding of the origin of public housing in South Africa, analyse various studies and research that are relevant thereto, and identify the challenges encountered.

This chapter discusses public housing and the related problems faced nationally and locally with specific reference to Witzenberg Local Municipality in the Cape Winelands District. In the following section, the researcher will discuss the origin of the public housing problem in South Africa.

2.2 Importance of a literature review

The literature review revealed and highlighted housing problems in South Africa as well as the crises experienced in the Witzenberg Local Municipality. Research on low-cost housing commences with a review of the existing literature with highlights on previous research studies and the views of authors of the identified research problem (Mouton, 1997:68).

The literature review is very important in order to establish whether existing theories address the research problem as well as whether it is applicable in analysing similar research objectives. Chapter 2 establishes whether previous research on low-cost housing was consistent as well as identify whether inconsistencies exist in the literature.

2.3 Significance of housing

Housing in this context refers to the protection, shield, guard, cover, shelter, comfort and safety that a home would provide. Pottie (2004:79) states that adequate housing must provide shelter from elements and suitable living space for the inhabitants. The researcher's interpretation of housing is that one needs to have a house in order to experience housing

Pottie (2004:79) also asserts that it must provide a facility for a pleasant living environment and social opportunities such as shops, schools, clinics, hospitals and places of employment. Gunter (2011:14-15) argued that shacks are considered shelter built from discarded material and derelict buildings that were occupied and are a part of the low-cost housing market.

In the Witzenberg Local Municipality, the cheapest way for the less fortunate to shelter, is constructing an informal house (shack). Jamine (1961:13-14) regards housing as an organised system and claims that houses are built in adequate numbers to provide suitable accommodation for individual families who live under unsatisfactory conditions such as in a slum/squatters camps/informal settlements.

South Africans referred to a slums/shanty towns/favelas as an informal settlements/squatter camps. The researcher revealed in this study that in the seven townships in Witzenberg Local Municipality, five have informal settlements while the remaining two townships suffered from overcrowded households and backyards.

This revelation can be compared to the statement made by Jamine (1961:13-14) of what housing should constitute. The informal settlements arise because of rapid urbanisation of the poor who migrate to cities in search of work and a better life (Julyan, 2011:72-73). Tredoux (2009:10) defines a house as a closed vertical structure with a roof for people to live in. The researcher agrees with Jamine (1961:14-15) that the primary purpose of a

house is to provide shelter against elements and its secondary purpose is to satisfy man's physical, mental and social needs. Mkuzo (2011:22-23) regards housing as the core ingredient of neighbourhoods, villages and towns, which influence the building of schools, super markets and health centres. He added that the environment in which a house is situated plays an important role in satisfying the needs of the occupants or households.

During the fieldwork the researcher noted that the environment in which a house is situated has an impact on the household's lifestyle, especially in the informal settlements of Nduli, Wolseley, Tulbagh, Op-die-Berg and Prince Alfred Hamlet in the Witzenberg Local Municipality. The research fieldwork revealed that the households in the informal settlements are distant from social, economic well-being and deprived of social opportunities to enhance their standard of living. They frequently experience transport problems, lack of public services, work and better opportunities.

The problem of housing is subject to various extensive technical, social, environmental and economic challenges in several countries. This is because of the interest in the welfare of their inhabitants, especially the underprivileged and low-income families (Jamine, 1961:13-14). Tonkin (2008:32) describes housing as a broad term for houses, flats and other housing types and infrastructure that includes the entire residential neighbourhood and public spaces.

Section 26 of the Constitution of Republic of South Africa (RSA) of 1996 stipulates that "everyone has the right to adequate housing and that the state must take reasonable legislative and other measures within its available resources to achieve the realisation of this right" (South Africa, 1996). Parliament realised that there is a continuous need for research on public housing as the need is based on this right as set out in the Constitution of South Africa (Phago, 2010 : 98).

This right to adequate housing implicates housing as a basic human need (Phago 2010:100). This constitutional provision obliged the government of South Africa to address the housing backlog and to deliver quality housing to low-income households. Phago (2010:101) asserts

that the government must ensure that its people have adequate abodes in a safe and secure environment.

2.4 Housing as an emotional and personal facet of life

The researcher is of the opinion that housing is the biggest facet of any humans' life and pre-1994 writers had different opinions on this sensitive issue and after.

De Loo (1992: i) described housing in South Africa as an emotional and very personal issue. Rust and Rubenstein (1996:72) state that housing has a bearing on an individual's ability to satisfy his or her social, physical and mental needs. According to Dewar (1997:2), housing is a broad concept that does not merely relate to the physical building or structure representing a house.

Golland and Blake (2004:5) agree that housing is a process and perceive it as a multi-faceted process in which all aspects of life have some input. Tredoux (2009:12) relates housing as a shelter with safety, a feeling of belonging, improved esteem, shelter as an indispensable need for human survival and progression and a crucial element in a person's life according to Maslow's hierarchy of needs.

Mkuzo (2011:20-21) states that housing provides stability in life, facilitates the storage of one's belongings, is the foundation for job seekers, improvement to bigger house and stability to children education. Mkuzo (2011:20-21) regards housing as the largest item in personal expenditure and people's determination for quality of life, and constitutes housing as the largest single land use..

2.5 Housing as an international concern

With reference to the research on housing, the researcher holds that it is an international concern. Certain countries experience different housing challenges, but all relate to the challenge of public housing in South Africa such as increase in population, migration, poverty, overcrowding, poor housing conditions, increased evictions, rapid urbanisations and finance. The researcher considered several cases like in USA, Canada, Cuba, Kenya, India and Brazil to substantiate this statement.

2.5.1 Housing in United States of America,(USA)

Texas-Mexico in USA faced an increase in population and high poverty that resulted in many migrants who live on the border since they were unable to afford suitable housing. These challenges, including low income and fewer housing possibilities created the need for subsidised housing.

The lack of subsidised housing makes it almost impossible for their respective governments to provide houses for those who qualify (Sigudla, 2011:26). The USA government developed a Fair Housing Act of 1968, which protects their inhabitants from being discriminated against race, colour, religion, sex, national origin, family status and disability in the provision of housing (Shapleigh, 2008:Online).

2.5.2 Housing in Canada

According to Walker (2008: Online), Canada is facing serious over-crowding and poor housing conditions. The indigenous who reside in urban areas experienced mostly over-crowding. The Canadian government used the community organisations that had first-hand information on housing challenges to address the concerns.

2.5.3 Housing in Cuba

Cuba experienced similar challenges like South Africa such as increased evictions, migration, overcrowding and multiple ownerships that resulted in high short-term rentals to tenants (Kapur & Smith, 2002:5). According to Kapur and Smith (2002:5), the passing of the Cuban new housing legislation in 1960, The Urban-reform law it brought many changes and opportunities that addressed these challenges.

The introduction of this new legislation eradicated multiple ownerships and gave renters an opportunity to become homeowners, stop evictions, halve the rent, permit limited short-term private rentals, improve the conditions of the worst situations and combat corruption (Kapur & Smith, 2002:5). The Cuban government used community participation to resolve their housing challenges.

2.5.4 Housing in Kenya

Van Noppen (2010:Online) expressed Kenya's housing problem as extreme because 60% of their urban residents live in slums and only 8% of the urbanised have access to housing finances. Kenya, on the other hand, ironically has a more developed and stable economy in East Africa and an advanced housing sector in spite of their housing problems (Van Noppen, 2010:Online).

Kenya's housing challenges ensued due to population explosion, rapid urbanisation, poverty, overcrowding and finance. Nabutola (2004: Online) stated that one third of Kenya's population (12 million) do not have decent and affordable housing. The Kenyan government revised their housing policy to create sustainable human settlements and a healthy living environment through community involvement. Referring to all the above challenges these countries are experiencing it is no different from South Africa with specific reference to Witzenberg Local Municipality in the Western Cape.

2.5.5 Housing in India

India has a population of around 1.22 billion and became the second-most populous country in the world (Tiwari and Rao, 2016). India is also faced with the same challenges South Africa is facing regarding housing with reference to Witzenberg Local Municipality. These challenges are varying from lack of finance, unplanned urbanisation, income disparity, poverty, illiteracy and unemployment, increasing slums (squatter camps in South Africa), unplanned real estate, rapid population growth, and unavailable land. These challenges extenuate the housing problem. India is faced with a shortage of 18 million houses of which 15 million are needed for low-income families. The unavailability of land makes it impossible for large-scale developments and congested transport routes (Kaushik 2016).

India has adopted their first National Housing policy in 1988 and since then their government is trying to reform the housing and real estate sector, which become unachievable. In 2007 they adopted a more explicit National Housing Policy. Post-independence investment strategies led to migration of population from rural to urban areas when new employment opportunities have emerged. These urbanisation caused that rural economy was stagnating, a demand for housing, deplorable living conditions and

formation of slums. The cities continued to grow and the backlog of poor living conditions was huge (Tiwari and Roa, 2016).

Although the government has, now more public-private partnerships in their pipeline are the private developers not too keen on affordable housing, because the developers are mostly commercial entities. These developers are mostly focus on projects that become commercially viable. Kaushik (2016) is of the opinion that new policies are needed to make innovative financing models such as micro mortgages and flexible payment options that is available to low-income groups.

2.5.6 Housing in Brazil

Brazil is the largest country in South America and the fifth largest in the world with a population of 186 million of which 80% are staying in urban areas. Thirty four percent (34%) of the population live below the poverty line. Brazil's challenges are also similar to South Africa like extreme poverty, crime, limited funds, drug trafficking and inadequate housing. Twenty percent (20%) of the Brazilians are living in favelas (informal, low-income housing settlements) known as squatter camps in South Africa. Brazil also experienced urbanisation, which started with favelas that increased when rural workers flocked to cities for better employment opportunities (Boyer, 2005)

Another similar trend that taking place in Brazil as in South Africa is the houses in the favelas that were built with scavenged materials and lack proper sewage and water systems. Twenty-eight (28%) of the urban population do not have access to public water, sewage and garbage collections services. Some favelas housed more than 60 000 people and it is so densely build that retrofitting them with road and utility systems is almost impossible. The Brazilian government seek to improve the physical and social environment of the favelas by giving the citizens of the favelas training and free materials to encouraged them to make structural as well as cosmetic improvement to their homes (Boyer, 2005)

2.6 The origin of public housing in South Africa

The abovementioned authors (Sigudla, 2011), (Shapleigh, 2008), (Walker, 2008), (Kapur and Smith 2002) and Nabutola (2004: Online) highlighted the housing challenges in the different

countries which relate to the same challenges South Africa is experiencing. The researcher inferred that public housing is an international challenge.

The researcher is of the opinion that in order for the reader to understand the development of housing for the blacks (African, Coloured and Indian), the researcher will briefly highlight the events of the oppressive apartheid era for these blacks from pre-1994 and writers who could confirm it. The South African government built small, unsuitable and even uninhabitable houses for blacks. When the African National Congress (ANC) government came into power in 1994, there were only one formal brick house for every 43 Africans compared to one for every 3.54 white people (Yengo, 2006:33).

According to Morris, (1981:5-11) during the colonial era, legislative measures were implemented to control urbanisation. It can be inferred that without this legislative measures, freedom of movement would be encouraged which would in turn give rise to urbanisation and greater housing challenges.

The economic imbalances with regard to housing for the last five decades are inescapable. Jamine (1961:18-19) posits that since 1931, when the great economic depression reached its zenith, it led to an escalation in poverty, hardship and suffering, which was very harsh on the lesser privileged population. This apex of the economic depression resulted in migration from one area of the country to another in search of employment and improved living conditions (Jamine, 1961:18). The researcher is of the opinion that urbanisation already started and existed way before 1994.

In order to reduce the increasing housing backlog the focus should be shift to standard of construction, location and continued urbanisation that adds to the problem. Le Roux (2011: IV) affirms that the provision of low-cost housing is a wicked problem. Sigudla (2011:1) argues that a number of factors affect the success of the provision of affordable housing and basic services to historically disadvantaged South African communities. Sigudla (2011:1) believes that these factors include the lack of skills, corruption, nepotism, finance, unavailability of environmentally suitable and ideally located land (spatial aspects) and political agendas within the administration of the housing department.

Sigudla (2011:115) asserts that the eviction of people through the 1913 Native Land Act, Native Administration Act of 1927, Native Trust and Land Act of 1936 and Groups Areas Act of 1966 was the main reason for poverty, unemployment and increased housing challenge in South Africa. Three and a half million citizens lost their rights to land. The forced removals were the beginning of the public housing problem in South Africa. It was impossible for the impoverished to afford a house and resulted in a consistent outcry for public housing. The migration from rural to urban areas had a profound influence on the housing dilemma. The shortage of accommodation led to overcrowding in homes.

Rental housing was affordable at that point in time (Jammie, 1961:18). The ANC-led government had to face and take charge of the challenges of poverty among blacks living in townships as well as unemployment which is related to access to housing (Yengo, 2006:30). After the first democratic elections in 1994, the democratically government was compelled to reduce the housing shortage in South Africa.

The government failed to deliver the target of one million houses for the period of 1994 to 1999 as set by the White Paper on Housing, 1994. (Ngxubaza, 2010:40). Ngxubaza, (2010:40) stated that only 1.43 million houses were constructed by July 2001. Section 26 of Chapter 2 of the Constitution of South Africa of 1996 clearly states that:

- (1) "Everyone has the right to have access to adequate housing".
- (2) "The state must take reasonable legislative and other measures within its available resources, to achieve the progressive realisation of this right" (South Africa, 1996).

The Constitution of South Africa of 1996 and the Housing Act 107 of 1997 stipulate that all municipalities are responsible to pursue the delivery of housing to its residents and must ensure that through the national and provincial housing policy framework the peoples' rights to access adequate housing are exercised (South Africa, 1996).

The Housing Act 107 of 1997 stipulate that issues regarding land such as, services and infrastructure provision, creation and enabling of environment for housing in areas must be

addressed in order for development of housing to be possible. Oranje, Van Huyssteen and Meiklejohn (2008:3) pointed out in one of the five assumptions with regard to sustainable economic growth that it is critical to relocate the poor so that they can benefit from the opportunities of growth and areas representing economic potential.

For the purpose of this study, Ceres in the Witzenberg Local Municipality is identified as an area with a high economic potential growth and excellent tourism attraction, which would be beneficial to the poor. Oranje, Van Huyssteen and Meiklejohn (2008:8) in their National Spatial Development Perspective (NSDP) presentation highlighted that the poor would benefit from growth and development in areas that are economically viable.

The government should identify areas in their NSDP to construct low-cost housing for the poor so that they can benefit from economic growth and development. These areas provide greater protection to the poor than those without potential growth. Oranje, Van Huyssteen and Meiklejohn (2008:8) pointed out that from 2001 to 2006, migration between the districts was a ratio of one to fifteen.

During the period of 2001 to 2006, smaller municipalities experienced a net out-migration and hollowing out in drier parts of the Eastern, Western and Northern Cape, including large sections of the Free State. Other larger municipalities experienced a net gain of migrants; city and town-ward shift in Gauteng, port cities of Cape Town, Nelson Mandela, and major regional centres such as Rustenburg, Middleburg and Mthatha as well as towns on major access routes.

Schwella (2007:02) emphasised that to improve service delivery, focus should be on changing the attitude of municipal officials, create jobs, proper consultation and involve communities in municipal affairs, to ensure personnel commitment in serving the community and most importantly, to meet the needs of the community. Khaki (2009:2) explained that although government has the work force and mobilised resources to address the housing issue, challenges remain in the facilitation and provision of adequate affordable housing. This challenge includes the availability of land, affordability, subsidy constraints, access to funding and limitation of development planning. Le Roux (2011:3) raised concerns

about the standard of houses, location and the continuity of urbanisation and acknowledged that housing is a globally recognised problem

2.7 Role of Apartheid spatial planning

Pre-1994, South Africa was an ethnically white-dominated government and a racially oppressed society. Various laws prohibited all non-white South Africans (African, Coloured and Indian) from adequate housing. The oppressive apartheid era forced the blacks to settle in areas identified by the government. The apartheid regime forced blacks to live in townships or in impoverished areas known as Bantustans because; blacks could not live in white areas. The pre-1994 South African government arrested and jailed without trial those who transgressed.

The South African government repealed the laws in 1994, which resulted in an influx of impoverished black migrants to cities in search for work (Tredoux, 2009:51). This influx resulted in the acceleration of informal houses and settlements on the cities' periphery. Citizens only received public services on a racial basis and this is where South Africa housing problem started during the colonial and apartheid eras

The Native Land Act 27 of 1913 disclosed that houses be developed only where land was made available through government procedures. Moreover, this Act specified the territorial separation of the majority black and the minority white groups (Phago, 2010:71). According to Phago (2010:71), it became a serious challenge for the government to meet the needs of the growing population in certain areas, because there was a rapid decline in population in the rural areas.

Apartheid spatial planning played a significant role in the urbanisation and immigration, which lead to the housing problems of today. The inefficient apartheid spatial planning made it difficult to address the democratic era now in South Africa. Post-apartheid spatial planning did not do a significant change and rather aggravated the low-cost housing delivery (Mathe, 2010).

2.8 Backlog of housing in South Africa

Knight (2001: Online) estimated the urban backlog of 1.3 million houses in 1994. According to Sigudla (2011:19), the housing backlog already doubled from 1.4 million houses in 1995 to 2.8 million in 2000. Sigudla (2011:19) as cited in the White Paper on Redevelopment programme of 1994 states that the housing backlog in South Africa would grow at a rate of 178 000 houses per annum.

The researcher inferred that the delivery rate of houses has lagged behind in comparison to the increasing need and backlog. Tredoux (2009:12) confirmed that five years ago the backlog of housing in South Africa was 2.4 million units, which is a startling number the government has to manage as the demand, grows.

Haskin and Smith (2006:8) confirmed that in 2005, there were already approximately 200 informal settlements in the City of Cape Town, which is still growing. Due to the high unemployment rate caused by urbanisation, the inhabitants were unable to afford formal housing. The South African New Housing Policy and Strategy of 1994 states that the consequences of the backlog of public housing in South Africa is overcrowding, squatter settlements and an increase in land invasions and urbanisation (Makamu, 2007:4).

Tredoux (2009:17-19) perceives the large number of households in backyards and shacks as an increasing challenge to address the backlog of housing. Knight (2001: Online) estimated that approximately 7.5 to 10 million people lived in shanties, squatter camps and backyards in South Africa. Witzenberg Local Municipality faced also an increased in overcrowded households and backyard squatters (Witzenberg Local Municipality, 2007a: Online). The increase in land invasion in urban areas is due to a search for improved social economic amenities.

The Department of Human Settlements (DHS) realised that they had to fast track the delivery of public housing to eliminate the backlog by 2030 (Department of Human Settlements, 2010b:32). The public housing backlog in South Africa is estimated at approximately three billion people who would require access to housing and basic infrastructure in the next 25 years (Department of Human Settlements, 2010b:32)

Pillay and Naude (2006:872) also affirmed that South Africa has a low-income housing crisis of which the estimated backlog is approximately three million units. These statements emphasise the exacerbation of the backlog of housing. Phago (2010:70) asserted that the housing backlog accentuated the housing need that required urgent intervention by the government of South Africa.

2.9 National Development Plan 2030

Based on literature done on housing by several writers like, Knight (2001), Haskin and Smith (2006), Pillay and Naude (2006), Makamu (2007), Tredoux (2009), Phago (2010), Sigudla (2011) it is confirmed that South Africa is facing a continuous housing struggle which emanates from, poverty, high unemployment rate caused by urbanisation, overcrowded and increasing squatter camps/informal settlements.

The President of South Africa, vision a plan to address these problems and appointed the National Planning Commission to draft a National Development Plan (NDP). The NDP 2030 highlighted the achievements and shortcoming since 1994, failure to implement policies and the absence of broad partnerships as reasons for the slow progress (South Africa, 2011)

The aim of the NDP is to eliminate poverty and reduce inequality by 2030. It is based on an extensive research, consultation and engagement and sets out firm proposals to solve the country's problems and to deepen the engagements of South Africans. The NDP 2030 promised to build a country that is just, fair, prosperous and equitable which encourage all South Africans to play a role in fixing the future (South Africa, 2011).

The Commission believes that the country can create 11 million jobs by 2030 by building partnerships between the public sector business, promote investment in labour intensive areas, raise competitive and export earnings through better infrastructure and public services and strengthen labour markets (South Africa, 2011).

The NDP 2030 acknowledges that South Africa have a high level of poverty and joblessness with limited employment in agriculture, because of the apartheid regime that forces the

African population into barren and rural reserves. The NDP 2030 want to addressed it by creating more jobs through agricultural development, providing basic services and develop industries such as agro-processing, tourism, fisheries and small enterprises. The NDP 2030 want to address it by reducing the cost of living for the low—income and working class households by raising the income through productivity growth and reduce the cost of food, commuter transport (South Africa, 2011) and by doing so will the NDP 2030 make affordable housing affordable to those in need of it.

2.10 Housing backlog in Western Cape Province

The population growth in the Western Cape Province contributed to unemployment rate, which directly affected the housing problem and backlog (Department of Human Settlements, 2010a:11), because the rate by which the population is growing is far faster than the delivery rate of houses.

Yengo (2006:33-34) posited that the government of South Africa should increase the provision of adequate housing to low-income inhabitants to decrease the backlog with specific reference to the housing backlog issue of the Witzenberg Local Municipality.

Table 1 below illustrates the growth in population of the Western Cape Province compared to South Africa.

Table 1 Population and the Growth of Population

Year	Population		Share of total population (%)	Population growth per year (%)		
	Western Cape Province	South Africa		Western Cape Province	Cape	South Africa
2001	4 525 335	44 819 778	9.7%	2.7		1.33
2007	5 278 585	48 502 063	10.9%	2.6		1.18
2011	5 822 734	51 770 560	10.4%	2.5		1.10

Source: Census 2011: (Department of Human Settlement, 2010b)

According to the 2011 census, 5.8 million people live in the Western Cape Province which constitutes 11% of South Africa's total population (Department of Human Settlements, 2010b:34). Migration has a huge impact on the social and economic sector, which affects the population of the Western Cape Province.

The increased population rate in the Western Cape Province counted for 15% net in-migration and 8% foreign in-migration. The in-migration is at 432 790 individuals while the out-migration is approximately 128 967 (Department of Human Settlements, 2010a:35). The Western Cape Province has experienced an increase of 2.6% in population growth annually (Department of Human Settlements, 2015:8-9).

Tredoux (2009:10) posits that there is a large backlog of formal housing in the City of Town Municipality. The City of Cape Town is one of South Africa's major metropolitan areas that experienced the highest net in-migration between the years 2001-2011 and is still increasing which has impact on the delivery of houses in the Western Cape Province.

The Annual Performance Plan (APP) of the Department of Human Settlements (DHS) for 2010 stated a provincial backlog of 426 710 houses in the Western Cape Province (Department of Human Settlements, 2013:53). The backlog increased to 496 726 in 2015).The total number of households living in informal settlements have increased from 15.1% to 19.1 % in 2006 (Department of Human Settlements, 2013:53) and with about 116 000 households in 2006 to about 149 000 households in 2015 (Department of Human Settlements 2015:10).

The plan also stated an increase of households that received a housing subsidy but expressed disinterest and preferred living in informal settlements. The figure 2 and 3 below illustrates the housing backlog in Western Cape Province as per district in 2010 and 2015 separately.

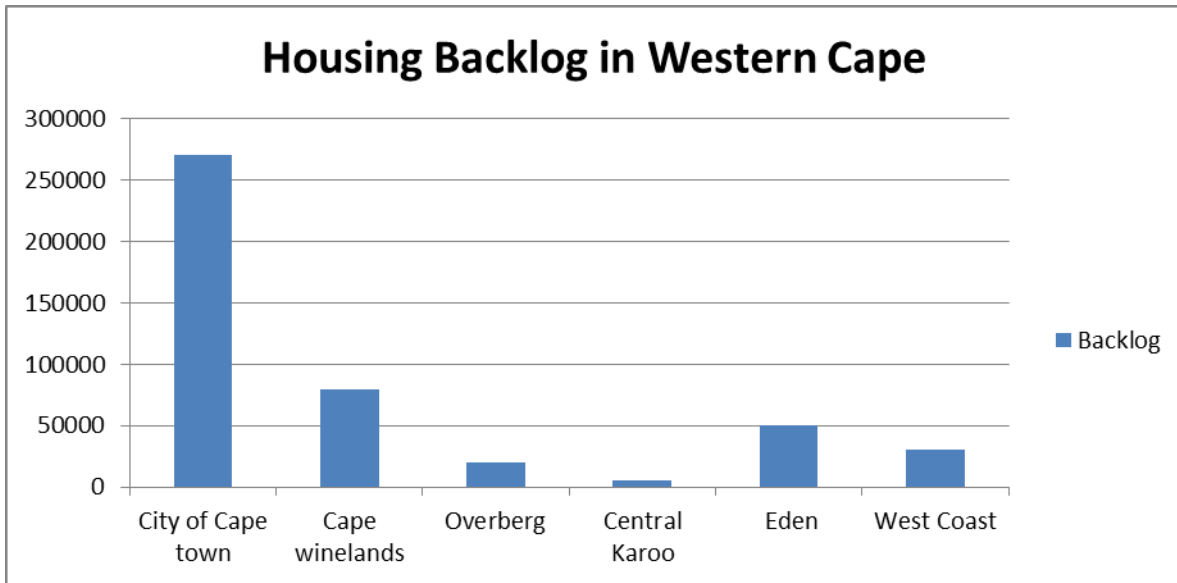


Figure 2 Housing backlog in Western Cape Province in 2010 Source (Department of Human Settlement, 2010a)

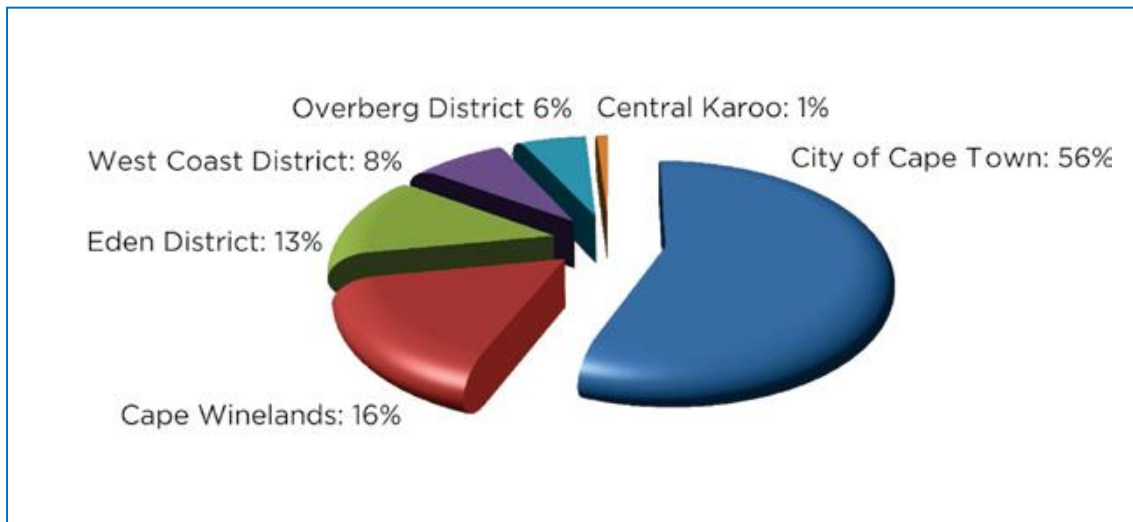


Figure 3 Housing backlog in Western Cape Province in 2015, (Department of Human Settlement 2015)

City of Cape Town Municipality reported a backlog of 300 000 households by 2009. However, this housing problem is not unique to Cape Town and South Africa. Various countries throughout the world for example, USA, Canada, Cuba, Kenya, Zambia, India and Brazil experienced also similar public housing challenges, like high poverty, urbanisation,

increasing slums/informal settlements/squatter camps/ favelas, etc, overcrowding, poor housing conditions, increased evictions, migrations, finance. (Tredoux, 2009:15).

Kenya has one of the biggest informal settlements in Africa that was noted after an investigation held on a long-term housing need study conducted by the United Nations Mission (Nabutola, 2004: Online). Only 22% of the Kenyans live in cities while their urban population is growing at an annual rate of 4.2%.

Kenya, India, Brazil, USA, Canada, Cuba's housing crisis is similar to that of South Africa such as population explosion, rapid urbanisation, high cost of providing housing, poverty, overcrowding and inadequate funding to provide affordable decent housing to its people. According to Van Noppen, (2010: Online), approximately 120 000 housing units are required annually to meet the demand however, only 35 000 homes were built annually and delivered in Kenya.

2.11 Background to public housing policy

South Africa has a unique background. It is important to understand the history and legislation of the 20th century, which had a severe impact on housing in the country as a whole. The establishment of the Union of South Africa 1910 intensified many racially based laws that separated the population of South Africa as well as access to basic facilities based purely on race (Tredoux, 2009:33).

The first two racially oppressive laws, The Land Act 27 of 1931 and Trust Land Act 18 of 1931, which stipulated that blacks could legally only occupy land in rural areas had an enormous implication on the cities (Tredoux, 2009; 33).

The National Party came into power in 1948 and passed legislation that codified and enforced the policy of white domination and apartheid that gave rise to the eviction of almost all the blacks from urban areas that had to move to specific identified homelands per tribal group (Tredoux, 2009:34). Tredoux (2009:34) highlighted several legislation passed during apartheid from 1949 - 1961:

- Law No 55 of 1949 Prohibition of Mixed Marriages Act;

- Law No 30 of 1950 Population Registration Act;
- Law No 41 of 1950 Groups Areas Act;
- Law No 46 of 1951 Independent Representations of Voters Act;
- Law No 52 of 1951 Prohibition on Unlawful Squatting;
- Law No 67 of 1952 The Pass Law Act;
- Law No 49 of 1953 Separate Facilities' Act; and
- Law No 3 of 1961 Communal Coloured Reserves Act.

The researcher infer that above-mentioned legislations caused that the apartheid regime of 1945 to move the minority of whites from ethnical groups in the cities and transferred them to segregated rural residential areas. Mothotoana (2011:18) stated that the Housing Act 35 of 1920 did not allow Africans to own land in urban areas and could only rent public housing because it was the property of the government and the South African Development Trust.

The inception of the Housing Act 25 of 1920 instigated the division of housing policies, legislative frameworks, institutions and administration based on race and geography (Rust & Rubenstein, 1996:97). The Group Areas Act 41 of 1950 was the basis for the development of certain African townships with suitable houses only for "Africans" (Mothotoana, 2011:20).

The South African government of pre-1994 developed areas such as Newclare and Bertrams in Johannesburg only for coloured communities and these houses were of a better quality than those built for the Africans. This system perpetuated numerous informal settlements in cities and invasion of the inner cities.

It is clear that housing policies and legislation before 1994 were racial beneficial to primarily whites and a minute percentage of coloureds. Consequently, this led to the mushrooming of informal settlements that the democratic government still had to deal with (Mothotoana, 2011:22).

The intention of the National Housing Forum was to provide an opportunity for Africans to raise their concerns regarding housing with the expectation to seek a solution to the financial and housing policy crisis in South Africa. However, there was a lack of participation

by the intended beneficiaries (Tredoux, 2009:34). In 1986, a significant amendment to the Groups Areas Act 41 of 1950 affected the state policy and abolished urban influx control and the hated pass laws specifically for Africans. This amendment resulted in almost a mass migration of a large number of blacks to the cities.

The housing policies, programmes and rapid growth in informal settlements were instrumental in the housing crises and severe backlog of which the ANC-led government still struggles with today and the blame could still be shift towards the apartheid regime. The objective of the White Paper on Housing of 1994 was to deliver one million houses within five years. The emphasis of this policy was unfortunately on quantity than on quality (Gardner, 2003:5).

The abolishment of the Groups Areas Act, Land Act and the Population Registration Act in 1991, which were the last of the Apartheid pillars and the Racially Based Land Measures Act, broke all the barriers that prevented blacks from residing in areas that were restricted specifically for whites only. However, the abolition of the aforementioned legislation resulted in squatting and informal dwellings and settlements mushroomed. The Prevention of Illegal Squatting Act of 1951 and the Supreme Court's decision regarding evictions of squatters did not help because squatting continued and increased rapidly.

The Supreme Court passed a resolution that protects squatters from eviction unless alternative land or accommodation was available (Durrand-Lasserve and Royston, 2002:2). The South African government formulated a capital subsidy policy to enable identified individuals to register to obtain a formal low-cost house from the government and handed the capital grant over to the contractor to build the house. The beneficiary is not required to pay back the grant (Tredoux, 2009:32).

Augustinus (2000: Online) highlighted that the democratic government of South Africa of 1994 formulated a range of new land policies and legislation to redress the social injustices of the past that included the following:

- Redistribution of land.

- Restitution of land to those who were removed.
- Large scale formal housing development for low income groups.
- Re-structuring of cities and towns.
- Giving land rights to labour tenants.
- Securing customary rights holders.
- Upgrading and giving title deeds to informal settlements.
- Gender equality.

The government of South Africa formulated and implemented the following policies and legislation since 1994 to facilitate the provision of affordable housing (Sigudla, 2011:14) namely:

- White Paper: A New Housing Policy and Strategy for South Africa (1994)
- Development Facilitation Act 67 of 1995
- Constitution of the Republic of South Africa of 1996
- National Housing Act, 1997
- Extension of Security of Tenure Act 62 of 1997
- Emergency Housing Policy 1997
- National Building Regulations & Building Standards Act 103 of 1997
- Health Act 63 of 1997
- Prevention of Illegal Eviction and Unlawful Occupation of Land Act, 1998
- Housing Consumer Protection Measure Act, 1998
- People's Housing Process 1998
- Rental Housing Act, 1999
- Housing Consumers Protection Measures Act 95 of 1998 (amended by Act 27 of 1999)
- Housing Code, 2000
- Home Loan and Mortgage Disclosure Act, 2000
- Breaking New Ground, 2004 (BNG)
- Sectional Titles Act 95 of 1986 (amended by Acts 24 and 29 of 2003)
- Breaking New Ground: A Comprehensive Plan for the Development of Sustainable Human Settlements (2004)
- ASGISA 2005
- Inclusionary Housing Policy 2007

- Prevention of re-emergence of Slums Act 6 of 2007
- Housing Development Agency Act, 2008
- Social Housing Act, 2008
- National Housing Code, 2009
- Integrated Redistributed Development Plan(IRDP) 2009

Makamu (2007:13-14) stated that access to housing and secure accommodation is an integral part of government commitment to reduce poverty and improve the quality of the people's lives. The researcher is of the opinion that the housing issue is a serious challenge for the government.

Public rental housing is property that belongs to the government and is rented to its citizens, in some instances where households do not qualify for low-cost housing or mortgage bonds. This rental property is social housing owned and managed by the state or non-profit organisations with the view to providing affordable housing and address housing inequality (Mothotoana, 2011:1-3).

Between the 1860 and 1886 hostels were erected in South Africa as part of public housing during the diamond and gold mining boom for the labourers (Minnaar, 1993:2). De Waal, Curry and Erasmus (2000:404) stated that the government's plan to deliver housing should not only focus on benefiting the present communities but also future rural and urban generations.

The researcher holds that the delivery of public housing by the government should ensure that future housing problems be addressed effectively and efficiently, because the three spheres of government each play a significant role in the public housing process. The national government is responsible for the formulation, funding and enacting of the housing policies and the provincial and local spheres of government for the proper, effective and efficient implementation of it.

According to Sigudla (2011:16), the following social sectors comprise the Housing Accord signed in 1994 namely:

- The three spheres of government,
- Congress of South African Trade Union (COSATU) and
- The National Housing Forum to will assist all South Africans with adequate housing.

Ngxubaza (2010:37-40) confirmed that the government of South Africa formulated the National Housing policy to provide clear guidance and mandate the responsible parties to provide in the housing needs of the country. Legislation on public housing stipulates access to housing and secure accommodation as an integral part of the government's commitment to improve the quality of the people's lives.

2.12 Public housing: primary responsibility of South African Government

According to De Loor, (1992:152) housing is either an emotional or a very personal issue in South Africa. Le Roux (2011: IV) stated that the provision of adequate low-cost housing is one of the serious problems faced by South Africa. Le Roux (2011: IV) further posits according to Statistics South Africa 2009, 56% of South Africans live in fully owned formal dwellings. Tredoux (2009:22) confirmed that housing in South Africa is of serious concern, which requires urgent intervention by the government.

2.12.1 Role of national government in the housing process

The primary role of national government is to formulate a housing policy that includes norms and standards to implement the National Housing Programme, design a Housing Subsidy Scheme and allocate funds and resources (Sigudla, 2011:16). The most important function of national government is to design the Housing Subsidy Scheme as well as financial resources. The primary role of national government is to ensure that the country has an effective and sustainable housing development plan and process in place as well as establish and facilitate such in consultation with the provincial housing department and the local municipalities (Ngxubaza, 2011:45).

The Housing Act 107 of 1997 stipulated the goals for the national department to construct one million houses within five 5 years from 1998 to 2003 which they did not met. National government is required to determine the housing targets nationwide with appropriate allocation of funds sourced from the South African Housing Fund,(Department of Human Settlements, 2010b:34).

The national government must create viable households and ensure that housing developments are economical and socially sustainable in order to establish and maintain habitable, stable and sustainable public residents (Sigudla, 2011:16-17). The national government should provide municipalities such as Witzenberg Local Municipality with support and empower them with skills to implement, manage and monitor the housing development plans and processes properly.

The national government should also ensure that effective and accessible communication and information regarding housing development is available and that the goals and objectives of provincial and local municipalities are in accordance with the needs and demands of their communities (Department of Human Settlements, 2010b:33).

2.12.1.1 Role of the Department of Human Settlements

The Department of Human Settlements of South Africa aims to address inequalities and injustice of the apartheid regime, *inter alia*, the provisioning of housing and to meet the housing target that was set by the national government. Department of Human Settlements is primarily responsible for coordinating the implementation of the international guiding policy for human settlements of which South Africa is committed to (Makamu, 2007:11). The Department of Housing name was changed to the Department of Human Settlements in 2009 which initiated the collaboration of all the government departments to deliver more public houses.

The main aim of the Department of Human Settlements is to provide adequate housing for the homeless and people that are inadequately housed in order to reduce poverty and improve the quality of the people's lives. This is a huge challenge for the Department of

Human Settlements and resulted in an enormous housing backlog with poverty, unemployment, economic stagnation and financial constraints being common (Ngxubaza, 2010:40-41).

The Department of Human Settlements (DHS) is committed to the National Development Plan's 2030 vision of transforming human settlements and the spatial economy to create more functionally integrated, balanced and vibrant urban settlements. The DHS's goal is to deliver over 1,5 million housing opportunities by 2019, as set out in the 2014-2019 Medium Term Strategic Framework.

The Department of Human Settlement managed to deliver houses to the poor through a large number of housing projects throughout the country. However, it was inadequate because the target of 1 million houses per annum promised by the democratic government in 1994 failed to materialise. One of the main challenges the Department of Human Settlement is faced with is inadequate resources and complicated bureaucratic and administrative processes which have made it almost impossible for the local government to implement the goals of the Department of Housing as stipulated in the Housing Act 107 of 1997 (Ngxubaza, 2010:46-47).

The Department of Human Settlements Housing Code makes provision for housing, services for low-income groups and ensure improved quality, location and ownership (Ngxubaza, 2010:40-41). The Department of Human Settlements focus changed to not only deliver houses to meet a target to address the inequalities of the past but to provide sustainable human settlements which include services and a supportive environment for the inhabitants.

The purpose of the sustainable human settlements is to enrich the people's lives with the provision of basic services, access to transport, employment opportunities, and access to shops, public transport, schools and play parks (Tredoux, 2009:11). In South Africa, the Department of Human Settlements is responsible for determining, financing, promoting, communicating and monitoring housing and sanitation programmes. The government set an objective to upgrade quality households for 500 000 inhabitants in informal settlements by

2014(Department of Human Settlements, 2010a:33). and is still striving towards its objective three years later

The Department of Human Settlements prioritised accelerated delivery of housing opportunities, access to basic services, efficient land use and an improved property market in order to meet its objectives that is, sustainable human settlements and improved quality of life. The government built over three million homes that provided shelter to 13 million people which stayed in approximately 206 informal settlements, as revealed by statistics from the Department of Human Settlements during June 2011 (Department of Human Settlements, 2010a:33).

It is important to analyse the historical legacy of housing and planning in order to understand the current housing market crises and challenges the country faces (Sigudla, 2011:15). Sigudla (2011:15) asserted that challenges are useful to do proper planning and preparation in building sustainable and decent human settlements.

The annual report of the Department of Human Settlements of 2013 confirmed the upgrading of 1100 informal settlements from the existing 2700 informal settlements (Department of Human Settlements, 2013a:34).

2.12.2 Role of provincial government in the housing process

The primary role of provincial government is to facilitate, promote and ensure that the housing needs of all residents of a particular province are adequately met and undertaken within the framework of the national policy (Ngxubaza, 2011:44:45). The National Housing Code (2001) stated that the provincial government must determine their provincial policy in terms of housing development, and promote the adoption of provincial legislation to ensure effective and efficient delivery of homes. The policies and by-laws of the municipality must be in line with their provincial legislation. Municipalities may make and administer by-laws for the effective administration of matters in which they have the right to administer (South Africa, 1996). The researcher will discuss the policies that is in place in Witzenberg Local Municipality to address housing in chapter three.

For the purpose of study, which is low-cost housing, section 156 of the Constitution of South Africa stipulates that:

(4) That national and provincial government must assign municipalities the administration of matter that:

(a) would be most effectively be administered locally

The National Housing Code (2001) declares the coordination of housing development in the nine provinces and support for the municipalities to exercise their functions and powers to implement the housing process (Sigudla, 2011:17-18). The provincial governments are responsible to develop a provincial policy that conforms with the National Housing Policy of 1994 (Sigudla, 2011:17-18).

This policy assigns municipalities to take the necessary steps to ensure that all their inhabitants have access to adequate housing. Sigudla (2011:16) is of the opinion that the provincial policy enables and promotes the development and delivery of adequate housing in the province. The provincial government should support the municipalities, if they are unable to perform their duties as stipulated in the policy.

The provincial policy must endorse the provincial legislation that promotes effective housing delivery. The provincial government should maintain a housing plan that conforms to meeting the housing targets set by the national government (Sigudla, 2011:17-18).

Every municipality has to draw up an Integrated Development Plan (IDP) that is a super-plan that gives a framework for development. It tries to address the needs of the people in the area, draws in stakeholders and other spheres of government and plans for infrastructure and local economic development. The researcher is of the opinion that each IDP of Local Municipalities should speak in line with the Provincial legislation.

It aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area. It should take into account the existing conditions and problems and resources available for development. The plan should look at economic and social development for the area as a whole. It must set out a framework for how land should be used, what infrastructure and services are needed and how the environment should be protected. The IDP is the most important planning

document of any municipality and provides information that is very useful for all organised civil society and public servants who work with local government. Provincial intergovernmental forums (PIFs) ensure cohesion between local and provincial government plans.

2.12.3 Role of local government in public housing process

The local sphere of government provides direct services to their communities through their politically appointed ward councillors, members of the Municipal Committee and Mayors to facilitate effective service delivery. Municipalities, including Witzenberg Local Municipality, are required to develop Integrated Development Plans (IDPs) in consultation with the community in order to ensure effective municipal service delivery.

The researcher holds that the IDP serves as a guideline for service delivery to ensure that it responds to the needs of the community. The national government mandates municipalities to ensure that their IDPs speak to the Constitutional right to adequate housing on a progressive basis. Municipalities should ensure non-conducive conditions to health and safety of its people (Department of Human Settlements, 2010a:35).

Furthermore, municipalities should identify land for housing development, set approximate deadlines for housing delivery in their areas of jurisdiction, plan, manage land use and development and promote resolutions of conflict that might arise in the process (Department of Human Settlements, 2010a:34).

Sigudla (2011:18) states that the National Housing Policy prescribes that all municipalities, including Witzenberg Local Municipality must promote integrated development plans according to the national and provincial housing legislation. Sigudla (2011:18) further indicates that municipalities including the Witzenberg Local Municipality must ensure that they adhered to provisioning of adequate housing, health and safety, water, sanitation, electricity, roads, storm water drainage and transport to their residents.

2.13 Low-cost housing as an alternative

Low-cost housing is a broad term that includes flats, houses and other housing typologies as well as infrastructure, which can include public spaces (Tonkin, 2008:25). Low-cost housing is a multidisciplinary concern which includes socio-economic, geographical and cultural dimensions that have an influence on the structure of low-cost housing which includes low-income and social housing (Gunter, 2011 24:25).

Le Roux (2011:5) defined low-income housing as housing for people with a combined income below R3500 per month. There are two kinds of subsidies offered by government. The first subsidy provide to all qualifying potential homeowners with free housing, which applies, to all persons earning a household income below R3 500. The second subsidy relates to people earning between R3 501 and R15 000 who qualifies for Gap Housing. This is called the Financed Linked Individual Subsidy Programme (FLISP). The qualifying applicant has to apply for a loan from a bank and once approved, he or she can then apply for this subsidy. The Witzenberg Local Municipality makes also provision in their Housing Plan for inhabitants with combined income below R3500 that qualify for low-cost housing and for inhabitants with income bracket of R3501-R15000 qualifies for Gap housing(Witzenberg 2013: 45)

Le Roux (2011:6) outlined that low-cost housing includes social housing. She further asserted that the lack or non-involvement of various relevant role players is a challenge for the successful provision of low-cost housing. Le Roux (2011:9) posits that the provision of low-cost housing to the poor is a continuous issue. The challenge is that there has rarely been any involvement and communication between government (supplier) and intended citizens (receivers). The limited or no involvement resulted in the targeted groups rejecting the final product that in this case was the low-cost house (Le Roux, 2011:15). The Housing Plan of 2007 of Witzenberg Local Municipality highlighted that there is no community participation in the consultative process (Witzenberg Local Municipality, 2007b: Online).

Le Roux (2011:16) stated that 70% of the South African households have no access to housing credit through the banking sector. Le Roux (2011:16) confirmed that the government should develop re-development programmes to assist those households. Approximately 70% qualified for low-cost housing. The 40% have a combined income of less than R3500 that qualified for subsidy. The 30% comprise of households with a combined income of more than R3500-R7500 monthly that do not qualify for full-subsidized housing or credit at the banking sector. Zimbwa (2006:93-94) states that households earning between R3500 – R7500 were not eligible for government housing subsidies, while mortgage finance was not available either because they are perceived as high risk.

The Human Settlement Plan 2009 - 2014 for the allocation of housing for Witzenberg Local Municipality, applies the following income bracket:

- Household income R0 - R1600 full government subsidy;
- Household income R1601 - R3500 qualify for government subsidy with contribution of R2479. This is now changed to household income less than R3500 qualifies for full subsidy
- Household income R3501 - R7500 that qualified for Gap housing, which is now changed to income of R3501-R15000. (Witzenberg Local Municipality,2012:Online)

2.14 GAP Housing as alternative

Gap housing is an opportunity to those people who does not qualify for full housing subsidy but does not qualify for full for mortgage bond. This Gap housing opportunity is created and promoted by the Government in partnership with the private sector in order to accommodate first-time South African homeowners. Gap housing are linked to the Finance Linked Individual Subsidy Program (FLISP). The FLISP is designed to bridge the affordable gap between of households who do not qualify for full-subsidized housing from Government and a full mortgaged bond without assistance from the Government.

These households monthly income are just above the threshold of R3500 to qualify for low-cost housing and is R3501-R15000. The FLISP programme only allows qualifying households to buy newly build houses and depending on their income determine the subsidy they will

qualify. This subsidy is directly paid to the financial institution that will assist the household with part of the bondage (Pierre 2016)

There is just a great concern that affordable housing is becoming unaffordable. Developers are of the opinion that if they have to put up basic services on sites like, sewer pipes, water pipes, electricity, roads, etc. the end product in this case the gap house becomes more expensive and the household interested have to pay for it,(Masilela, 2016)

2.15 Low-cost housing concerns in Cape Winelands, Witzenberg Local Municipality

According to an Annual Performance Plan (APP) 2013/14 of the Department of Human Settlements, the provincial backlog and households living in informal settlements in the Western Cape Province had increased from 15.1% to 19.1 %. The APP highlighted an increase of households that received subsidy, and those that showed no interest and preferred to remain in their informal settlements. The community development workers of the Witzenberg Local Municipality confirmed this in a survey in 2012.

The 2012-2017 Integrated Development Plan (IDP) of the Witzenberg Local Municipality identified a decrease in need of formal dwellings from 84.4% to 70.10% whereas the informal dwellings decreased from 8.6% to 7.8% from 2001 - 2007. In spite of this decrease in formal and informal dwellings, it remains a challenge for the Witzenberg Local Municipality to meet the demands of public housing.

The Witzenberg Local Municipality also experienced a net gain of migrants because of its seasonality for fruit, vegetables and many factories and fruit pack stores, which attract job opportunities. The net gain of migrants seeks improved opportunities in larger municipalities to improve their standard of living (Oranje, Van Huyssteen and Meiklejohn (2008:8) Witzenberg Local Municipality attracts immigrants who seek a better life, which unfortunately has resulted in overcrowding.

Surrounding and outside farm dwellers in Witzenberg Local Municipality perceive Ceres as an opportunity to relieve them from the burden of poverty thereby improving their current ill-fated status (Witzenberg Local Municipality 2007a:Online).

The farm evictions have escalated in Witzenberg Local Municipality and due to a lack of staff at the Housing Department of Witzenberg Local Municipality could not be attended. The escalating farm evictions and immigrations caused for the increased of existing informal settlements and overcrowded backyards which eventually contributed to the housing problem of Witzenberg Local Municipality. Section 26 (3) of the Bill of Rights (South Africa, 1996) makes provision for unlawful evictions but it still persists

This provision is at time inadequate to prevent the escalating farm evictions because in most instances the Constitution of 1996 fails to protect the people from evictions because, evictions take place frequently (Mackenzie, 2012: Interview). The Witzenberg Local Municipality identifies low-income townships, such as Tulbagh, Wolseley, Nduli, Bella Vista, Prince Alfred Hamlet and Op-die-Berg as high densities with limited formal business development.

Nduli is one of the townships identified as an area with a high density of migrants without an Upgrading of Informal Settlement Programme (UISP). The UISP addresses the eradication of informal settlements in order to replace it with formal low-cost housing (Witzenberg Local Municipality 2007a: Online). Witzenberg Local Municipality is in the process of developing an alternative housing programme for Nduli if the currently used land for informal settlements is rezoned a residential area. Nduli township is facing scarcity of land for low-cost housing (Witzenberg Local Municipality 2007a: Online).

The Witzenberg Local Municipality initiated a programme to regularise and formalise the informal settlements to ensure that new informal settlements will not be created, but it rather increased the density of households in the existing informal settlements (Witzenberg Local Municipality, 2007a: Online).

The Witzenberg Local Municipality had an approved housing pipeline of 1295 units for 2013 to 2015 and 2993 units planned for 2017 that will be in line with the foreseen budget funding. This approved pipeline is a proposed plan to address the housing need and backlog in Witzenberg Local Municipality. This housing pipeline is estimated to address 69% of the

Witzenberg Local Municipality and will be in process 2017, as projected in the IDP 2012 for Witzenberg Local Municipality (Witzenberg Local Municipality, 2012:Online).

2.16 Role of the municipality and community

Davy (2006:2) emphasised that the involvement of the community in the low-cost housing process is very important in order to contribute to sustainable development because community involvement ensures effective decision-making in terms of the needs of the community.

Chapter 10 of the Constitution of South Africa of 1996 stipulates, “People needs must be responded to and the public must be encouraged to partake in the policy-making process” (South Africa, 1996). Mmakola (2000:2) encourages consultation with beneficiaries and community involvement in the process in order to align their views with those of policy-makers. The Local Government system Act, 2000 also emphasize the importance of public participatory and encourages the municipalities to develop mechanisms to involve their people in all the decision-making and municipal affairs.

The researcher is of the opinion in order for the municipalities to achieve spontaneous public participation they must portray and practice an open door policy whereby all level of people should feel freely to visit the municipality with their issues/complaints/suggestions. This will even create the courage to their people to report crime and corruption. The IDP of each municipality plays an integral role in public participation and count on the interaction of the public to compile their budget and IDP. The researcher is of the opinion that the IDP should speak the needs of the people.

The researcher is of the opinion that it is very important that municipalities and their community work closely together to achieve a common goal, which is to satisfy the demand of delivery of low-cost houses to its people. Both the municipality and community must play a unique role in the delivery process of low-cost housing.

2.16.1 Role of the Witzenberg Local Municipality

The local sphere of government provides a direct service to their communities through ward councillors, political appointees, which are the Municipal Committee and Mayors. The mentioned incumbents are required to facilitate effective service delivery.

Municipalities including Witzenberg Local Municipality must formulate an Integrated Development Plan (IDP) in consultation with the community in order to ensure effective service delivery. The IDP is a guideline for service delivery and ensures that it responds to the needs of the community (Department of Human Settlements, 2010a:34).

Municipalities including Witzenberg Local Municipality committed itself to non-conducive health and safety conditions. The Witzenberg Local Municipality identifies land for the development of housing, deliver housing in its area of jurisdiction, plan, manage land use and development and promote resolutions of conflict that could emerge. Moreover, the Witzenberg Local Municipality promotes its IDP according to the national and provincial housing legislation.

Sigudla (2011:18) holds that municipalities must ensure, *inter alia*, access to adequate housing for their local residents, health and safety, water, sanitation, electricity, roads, storm water drainage and transport. According to an Annual Performance Plan (APP) of the Department of Human Settlements of 2013, the provincial backlog and households living in informal settlements in the Western Cape Province increased from 15.1% to 19.1 %, (Department of Human Settlements, 2013:53).

The APP also highlighted an increase of households that received a subsidy but remained staying in the informal settlements which was confirmed in a housing survey done in 2012, (Department of Human Settlements, 2013:53). There is an increased densification of households in existing informal settlements rather than newly created informal settlements. This is due to the municipal programme to regularise and formalise the informal settlements (Witzenberg Local Municipality, 2007a: Online). The Witzenberg Local Municipality has an approved housing pipeline, which is a projected plan to address the housing need and backlog in its municipality.

2.16.2 Role of the Community of Witzenberg Local Municipality

According to Tomlinson (2001:12), the key factors that determine the success of the housing project is the nature and degree of community participation. This statement highlights the private sectors failure to assist the beneficiaries. There is a tendency to shift the responsibility to the government to ensure that the beneficiaries are included in the housing delivery process but nothing from the beneficiary's side.

The beneficiaries should be involved at all levels of decision-making and in the implementation process. The researcher inferred that the community that is benefiting from the housing process should be involved at all levels starting from the initiating phase to identifying their needs. Witzenberg Local Municipality must record these needs in their IDP. Baba (1998:1) asserts, "Without community involvement in the decision-making process of low-cost housing, no needs and demands of the communities will be addressed". According to Xali (2005:11), the lack of community involvement hampers the development planning and he blamed it on the top-down approach used in development planning.

Ngxubaza (2010:2) identifies the lack of community involvement and the delivery of quality low-cost housing as a big challenge. Xali (2005:55) stated that the United Nations and the World Bank buy into and support the concept of community participation in development, and believe that the only way communities can influence the development process is through their participation

The research revealed that the beneficiaries of low-cost housing in Witzenberg Local Municipality were unwilling to be involved from the initial phase. However, as the process fell into place, it was evident that the community showed enthusiasm to participate because they then realised that housing was becoming a reality.

A guarantee for affected households that they will receive ownership of a low-cost house should be the driving force to ensure sustainable housing development

The Reconstruction and Development Programme (RDP) of 1994, White Paper on Housing and the Development Facilitation Act (Act 67 of 1995) states, "development is not about the

delivery of goods to a passive citizenry, it is about active participation and growing development”.

2.17 Conclusion

Public housing is an international problem. This statement is confirmed by several authors on housing such as Sigudla (2011), Shapleigh (2008), Walker (2008), Kapur and Smith (2002) and Nabutola (2004). Countries such as USA, Cuba, Canada, Kenya, India and Brazil experienced similar challenges to those in South Africa, namely: overcrowding, poverty, evictions, migration, urbanisation, increased crime and rapid population growth.

Each of the aforementioned countries used various approaches to address their challenges. One approach that stood out is community involvement and participation. The USA government developed a Fair Housing Act in 1968 to protect their people from being discriminated against race, colour, religion, sex, national origin, family status and disability in the provision of housing. Canada’s government used the community organisations that had first-hand information to address the housing challenges.

The Cuban government used community participation to curb their housing challenges and passed legislation to eliminate multiple ownerships and gave renters homeownership, abolished evictions, permitted short-term private rentals and halved the rent by 50% to improve the conditions from worsening and combatting corruption.

The Kenyan government revised their housing policy to create sustainable human settlements and a healthy living environment through community involvement. South Africa is faced with a public housing backlog. The housing backlog which is as a result of, *inter alia*, population growth, overcrowding, squatter camps and increasing land invasions in urban areas gives impetus to individual and communal insecurity and frustration which contribute to high levels of criminality.

Brazilian government seek to improve the physical and social environment of the favelas (informal settlements/squatter camps) by giving their citizens of the favelas training and

free materials to encourage them to make structural as well as cosmetic improvement to their homes.

The government is the key role player in the provision of low-cost housing to its people. Section 26 of the South African Constitution of 1996 stipulates that “everyone has the right to adequate housing and that the state must take reasonable legislative and other measures within its available resources to achieve the realisation of this right”(South Africa,1996).

The distinct lack of housing is a concern that dates back for decades and remains a burning issue for the government of South Africa. If the government manages to fulfil its promise to provide adequate housing to low-income households and previously disadvantaged individuals, then they could ensure that adequate and affordable housing is the ultimate for the provision of adequate health services, well-being and sustainability for its people.

Adequate housing is the most important social setting for interaction with family and friends that creates a basis to pursue, amongst others, education and employment opportunities. The government of South Africa should consider housing as a major component for rural and urban development.

Based on literature done by Haskin and Smith (2006:8), Makamu, 2007:4), Tredoux (2009:17-19) it is safe to say that due to limited or no development in the rural areas resulted in immigration and urbanisation that led to unemployment, overcrowding and informal settlements which increased the housing problem. Community participation is an integral aspect in addressing and curbing housing concerns. Community participation was utilised successfully in countries such as Canada, Cuba ,Brazil and Kenya and could be confirmed by studies done on community involvement in housing by certain writers like Mmakola (2000) Tomlinson (2001), Kapur & Smith, (2002), Xali (2005) and Ngxubaza (2010).

With the advent of time, formal housing creates improved opportunities for commerce around housing settlements, schools for children and infrastructure in terms of electricity and water. The researcher regards formal housing as the catalyst to aid development and

growth. Adequate housing provides a sense of worth, achievement and belonging that can restore human dignity.

CHAPTER 3

HOUSING POLICIES AND LEGISLATION: LOW-COST HOUSING IN WITZENBERG LOCAL MUNICIPALITY

3.1. Introduction

Chapter 2 provided an overview of the literature related to the origin of housing and public housing globally as well as in South Africa. The purpose hereof was to provide relevant information related to housing and its challenges in South Africa as perceived by various authors as well as research studies.

The objective of Chapter 3 is to discuss the relevant policies and legislation in place for the low-cost housing process of Witzenberg Local Municipality for the allocation of low-cost houses. This chapter will further elaborate on the implementation of the housing policies in Witzenberg Local Municipality with reference to the delivery of quality low-cost housing to both low-income households and to households that are in need of housing who do not qualify.

3.2 Nature of public housing policy

National government formulated and enacted the housing policy through the White paper in 1997 to fast track the interaction between government and its stakeholders in terms of providing housing. Phago (2010:96) states that many environmental variables determined and influenced the nature of the public housing policy. Furthermore, Phago (2010:96) asserted that concerns such as the communities' socio-economic circumstances, population growth, urbanisation and the lack of housing are significant aspects that could delimit the boundaries of a housing policy. According to Phago (2010:98), Parliament realised that there was a regular need for research on the public housing policy to adhere to the stipulations of the Constitution of 1996.

Phago (2010:123) confirmed that the De Loor Commission of 1992 played a critical role that shaped the existing public housing policy. Stakeholder involvement is an important aspect of

the public housing policy to ensure that the government constructs and delivers suitable housing to the citizens. The public housing policy is the prescribed guideline for the government to deliver housing to its people and to adhere to the Constitution of South Africa.

3.3 Current national housing legislation and policies

The Constitution of RSA of 1996 is the supreme law of the country. Section 26 in Chapter 2 in the Bill of Rights stipulates, "Legislation relating to housing should comply with the Constitution to be valid and enacted". The Housing Act of 1997 (Act No 107) is the supreme housing law of the land. The former Minister of Housing expressed that no single formula exists to meet the challenges of housing. Julyan (2011, 32 - 33) asserts that a constant evolution of policies must be to address recurring housing challenges. Witzenberg Local Municipality also need to abide to the existing housing policies and that their housing process is govern by the following policies that will be discussed by the researcher

3.3.1 National Housing Act 1997

According to Cohen (2002:138), the National Housing Act creates the framework to guide future sustainable housing developments, which provides access to reasonable housing with acceptable infrastructure. The Housing Act of 1997 aligns the Housing Policy with the Constitution of 1996.

The amendment of the aforementioned Act and insertions of sections 10A and 10B make provision that no beneficiary who received a house under any state housing programme may sell his/her house within eight years of acquiring it unless it was first offered to the Housing department. This Act and insertions grant the beneficiary another opportunity for another house in the future. The aforementioned Act makes provision for creating, developing and maintaining socially and economically viable communities with safe and healthy living conditions to prevent slums (Cohen, 2002:138).

3.3.2 Prevention of Illegal Eviction and Unlawful Occupation of Land Act, 1998

The Prevention of Illegal Eviction and Unlawful Occupation of Land Act, 1998 relates largely

to informal settlements and makes provision for the right process to evict people who invade land unlawfully. This Act also makes provision for the homeowners who evict residents unlawful. Moreover, this Act strives to balance the need of the homeowner facing illegal occupants and the needs of the landless because of unlawful evictions (Department of Human Settlements, 2010b:87).

3.3.3 Housing Consumer Protection Measure Act, 1998

The above-mentioned Housing Consumer Protection Measure Act of 1998 prevents that poorly constructed low-cost housing be delivered to the poor. This Act protects the poor from receiving poor quality housing and makes provision for the regulatory framework to ensure that low-cost housing complies with the minimum technical norms and standards (Julyan, 2011:34-35). The researcher inferred that the said Act should have been implemented before the first delivery of low-cost houses to protect the poor and save the government additional expenses from having to repair the low quality houses and build extra houses

3.3.4 Rental Housing Act 1999

The Rental Housing Act of 1999 focuses primarily on the rights of the landlord and tenants and identifies rental housing as a key component in the housing sector as well as the responsibility of government to promote such housing (Cohen, 2002:138). Rental stock is also an option for temporary accommodation for persons who temporarily migrate to the cities. This is also beneficial to households that do not qualify for free subsidized low-cost housing, because their income is just above the threshold of R0 –R3500, but they do not qualify for mortgage bonds.

3.3.5 The National Housing Code 2000

The above-mentioned Housing Code 2000, comprised of the national housing policy and includes the administrative or procedural guidelines in respect of the implementation of housing related matters. The National Housing Code that is cascaded down to the provincial- and local spheres of government sets out the vision and implementation of housing in South Africa (Department of Human Settlements, 2010b: 87). Although the Code is binding, it does not replace the National Housing Policy. The code includes the housing vision for rural and urban settlements. The code year 2020 is marked as the deadline to

achieve the objective. The National Housing code contains national housing programmes and was revised and published in 2009.

3.3.6 Home Loan and Mortgage Disclosure Act, 2000

The purpose of the Home Loan and Mortgage Disclosure Act of 2000 is primarily to monitor financial institutions by forcing them to disclose information to identify the discriminatory lending pattern. This Act aims to eliminate discrimination and unfair practices and encourage financial institutions to grant home loans to all its clients (Tredoux, 2009:45-46).

3.3.7 Breaking New Ground (BNG), 2004

The National Housing code, 2000 contained a National Housing programme that needed to be reviewed due to its unanticipated problems. These problems included peripheral residential developments, poor quality products and settlements, lack of community participation, limited secondary low income housing market, corruption and maladministration, slowdown in delivery, underspent budgets, limited or decreasing public sector participation, increasing housing backlog and continued growth of informal settlements. The then Department of Housing in consultation of the Presidency and National Treasury produced than a turnaround strategy.

The Cabinet approved BNG policy document for low-cost housing in 2004. The purpose of BNG policy document was to outline a comprehensive plan for the development of sustainable human settlements over five years and addressed social infrastructure. This policy aimed to eradicate informal settlements in South Africa in the shortest period and change the spatial plan settlement The BNG policy document aimed to shift away with quantity of houses delivered to quality (size, workmanship of housing, settlement design) of houses delivered and choice (tenure type, location). It focussed to increase the delivery of well-located housing of acceptable quality.

This document sets out the standards for low-cost house as 40m² house with two bedrooms, a separate bathroom with toilet, shower and hand basin, combined living area and kitchen with was basin, a ready-board electrical installation where electricity supply is available in the township to qualifying households earning less than R3500

3.3.8 Housing Development Agency Act, 2008

The Housing Development Agency Act of 2008 makes provision for the facilitation of acquiring and fast-tracking land acquisition and housing development services in order to create sustainable human settlements (Julyan, 2011:123).

3.3.9 Social Housing Act, 2008

This Act defines the function of the three spheres of government regarding social housing as well as the establishment of the Social Housing Regulatory Authority in order to regulate the use of public funds by social housing institutions (Julyan, 2011:123).

3.3.10 National Housing Code, 2009

This Housing Code of 2009 replaced the National Housing Code 2001, which was more prescriptive. The purpose of the amended code is to simplify the implementation of housing projects by providing clear guidelines (Julyan, 2011:123).

The researcher is of the opinion that the Codes and Acts are to guide and regulate the housing processes as well as to address the housing challenge of South African that is ensuing. After twelve years, the housing problem persists and continues to grow rapidly. The government needs to intervene or it will remain an on-going problem.

3.4 Housing policy: Witzenberg Local Municipality

The democratically elected government in 1994 had an immediate task of reviewing the Apartheid regime housing policies and legislation and putting in place a new policy framework aimed at reversing inequalities in society. One of the amendments was to concentrate on the urban poor due to the large influx into the cities and forming of informal dwellings.

The Witzenberg Local Municipality Human Settlement Plan (HSP) of 2009 states that the principle aim of the Witzenberg Local Municipality is to develop urban and rural settlements that create a prosperous livelihood for its people. Their purpose is to provide adequate

quality houses with a full range of services such as electricity, water, and sewage and storm water disposal.

The Witzenberg Local Municipality further wishes to increase the value of the homes provided for the poor so that it can serve as an asset as well as improve their standard of living. An overview of the Witzenberg Local Municipality policy and plans reveals that their vision provides for integrated sustainable human settlements and accepts the limited capacity of the municipality to address its housing challenge (Witzenberg Local Municipality 2009:Online). The Integrated Development Plan (IDP) of the Witzenberg Local Municipality includes a 5-year strategic plan based on the Housing Plan, Spatial Development Framework (SDF), Local Economic Development Plan (LED), Environmental Management Framework and Infrastructure and Services plans (Witzenberg Local Municipality,2007b:Online).

The SDF identifies suitable land for the development of subsidised housing. The LED perceives the need for housing as a means to address poverty in the area as well as the need to set aside areas for low-cost housing closer to commercial centres in order to offer opportunities for emerging entrepreneurs for businesses close to the markets (Witzenberg Local Municipality 2009:Online).

The Housing Sector Plan of Witzenberg Local Municipality of 2008 assessed the various settlements to accommodate housing in terms of the Breaking New Ground Policy (Witzenberg Local Municipality, 2007b: Online). The objective of the Housing Plan is to create integrated, sustainable, linked and productive human settlements and identify the provision of housing for farmworkers as well as manage the challenges associated with the development of integrated and sustainable human settlements.

The IDP of Witzenberg Local Municipality of 2007 proposed the following interventions:

- Provide access to housing by constructing new homes and provide interim basic services.
- Encourage services provision in urban areas to achieve economies of scale.

- Incremental approach to infrastructure provision, because currently the Witzenberg Local Municipality does not maintain their infrastructure, services and facilities it operates (Witzenberg Local Municipality, 2007b: Online).

Moderation of service levels are where new services are provided but not additional municipal top-up subsidies for capital grants for housing developments by the national and provincial spheres of government, (Witzenberg Local Municipality, 2007b:Online).

The national and provincial housing policies influenced the housing policy of Witzenberg Local Municipality. Their housing policy gave rise to urbanisation and aimed to locate poor communities closer to economic activities, employment, opportunities for schooling and other public services and facilities to improve their lifestyle.

The Cape Winelands District municipality compiled the Human Settlement Plan of 2009 for the Witzenberg Local Municipality to address the following:

- Housing demand.
- Delivery and response to constraints and impacts.
- Guidance on identification, prioritisation and implementation of housing.
- The quality and quantity of housing that need to be delivered.
- Future budgetary requirements.
- Appropriate housing programmes and tenure options.
- Breaking New ground principles.
- Lessons of the best practices in the districts (Witzenberg Local Municipality, 2009: Online).

3.5 Criteria to allocate affordable housing

The South African National Department of Human Settlement has set the following minimum requirements for the application of a housing subsidy (Department of Human Settlements, 2010b:88).

- The applicant must be a South African citizen or in possession of a permanent residential permit.
- The applicant must be over the age of 18 years.

- If under 21 years, he/she must be married or divorced with financial dependants.
- Applicant must be sound of mind.
- Gross monthly income must be less than R3500.
- Gross monthly income R3501- R1500 eligible for GAP housing
- It must be first time housing applicants.
- The applicant or his/her partner may not have previously benefited from government funding for housing.
- The applicant can be married or constantly live together with a spouse.
- Applicant can be divorced with financial dependants.
- A single person with proven financial dependants may also apply.
- The applicant's monthly household income must not exceed R3500.
- An aged person of 60 years and above single or married without an income.
- Single or married disabled cohabiting with financial dependants.
- Military veterans confirmed by the National South African National Force.
- The applicant and the family of the applicant will live on the property that was bought with the subsidy.

3.6 Development of Housing Need Register

In the Western Cape Province, a large number of individuals sold and illegally rented state subsidised houses (Department of Human Settlements, 2010a:35). The purpose of the Housing Need Register was to reduce the discrepancies through better control, consistent practices and improved management systems for potential housing beneficiaries in South Africa.

The Housing Need Register serves as a source for the selection of prospective beneficiaries. The aforementioned register is linked with the National Housing Subsidy Database, Provincial Housing Subsidy Database, Persal, Unemployment Fund, (UIF) and Home Affairs (Population Database). This is to ensure that beneficiaries do not receive houses more than once in the different provincial areas. The National Department of Human Settlements developed an integrated Housing Needs Register to house potential housing beneficiaries (Barkhuizen, 2009:121) and highlighted the components of the housing register.

The Witzenberg Local Municipality also adopted a Housing Need Register that correlates with the waiting list for housing (Hoffmeester, 2013: Interview) which includes the following components:

- The log in screen requires a password to ensure permission for access to the registered users only. The password automatically gives permission to access specific levels.
- Completion of new questionnaire stage captures a new questionnaire/application.
- Viewing of questionnaire/application that allows the user to view or edit the questionnaire.
- Reporting is to help with decision-making in the allocation process of low cost housing.

3.7. Allocation process of affordable houses in Witzenberg Local Municipality

Section 9 (1) of the National Housing Act of 1997 assigns municipalities to take necessary steps to ensure that their inhabitants have access to adequate housing. After the housing process is implemented according to the National Housing Code new beneficiaries are identified. If there are no intended beneficiaries, then a survey for households must be conducted in order for the registration of households to be repeated (Witzenberg Local Municipality, 2007b: Online) or else an open invitation is provided to the head of the household.

When the waiting list is available, potential beneficiaries are selected according to section 2.6.1 of the Housing Code of 2009, which is the qualification criteria (Witzenberg Local Municipality, 2007a: Online). The number of houses allocated to a particular project of a certain municipality that applied initially at the Department of Human Settlements determines the criteria to qualify for a house.

The survey for registration of households is to develop an open invitation process for the head of a household and the Housing Code determines the qualification criteria. The

Housing Code governs beneficiary management at the provincial and the local spheres of government.

The beneficiaries must register them on the National Housing Subsidy Database (NHSD) for approval. The NHSD is a search system that determines whether the beneficiaries had previously benefited from government. The municipality allocates stand numbers after a list of qualifying beneficiaries are compiled.

The construction of a house commences after the appointment of a service provider/contractor by the provincial government (Witzenberg Local Municipality, 2007a: Online). The completed house has to meet the norms and standards before the beneficiaries sign a letter that declares that the beneficiary is happy with the construction. The municipality hands the house over to the beneficiary after the letter is signed (Witzenberg Local Municipality, 2007a: Online).

3.8 Conclusion

The government is responsible to provide good quality and affordable houses to all. In order to achieve this objective, guidelines and measuring tools need to be in place to guide and regulate the process from the initiation stage. In spite of all the policies and legislation in place, South Africa still faces an acute housing challenge. In certain instances, it seems that the laws and policies do not necessarily apply.

The National Housing policy gives rise to urbanisation as all citizens have the right to decent housing. Housing is not a privilege but a constitutional right. Urbanisation is the primary reason for the housing challenges. The majority of the citizens of South Africa can be categorised in the low-income bracket.

Unemployment is the major concern and reason for accelerating poverty amongst the majority. The researcher inferred that urbanisation is a primary contributor to unemployment. The government should seriously consider creating job opportunities that could decrease urbanisation and unemployment.

The above-mentioned policies and legislation are in place to protect persons in need of housing. The guidelines implemented are to prevent the high number of illegal sales and the elimination of illegal renting of state subsidised houses.

CHAPTER 4

RESEARCH METHODOLOGY

4.1 Introduction

The purpose of Chapter 3 was to examine and discuss the implemented housing policies within the Witzenberg Local Municipality for low-income households as well as inhabitants who either do not qualify for low-cost housing or are ineligible for mortgage bonds.

This chapter four aimed to discuss in depth the methodology that was followed by the researcher. The researcher undertook the study in the Witzenberg Local Municipality's geographical area of the Cape Winelands District Municipality in the Western Cape Province. Chapter 4 elaborates on the methodology and design used to collect relevant data in order to establish the views and experiences of the residents that are in possession of low-cost housing, applicants on the waiting for low-cost housing and officials of the Housing Department of Witzenberg Local Municipality that deals with housing on a daily basis. The researcher undertook the study in the Witzenberg Local Municipality's geographical area of the Cape Winelands District Municipality in the Western Cape Province.

This chapter also provides an overview of the issues related to the validity and reliability of the study. The researcher used interviews and questionnaires to collect data. The same questions were posed to various participants in the different areas. Moreover, a discussion of the data analysis method and ethical considerations in undertaking the research was provide.

Silverman (2003:79) described methodology as how one will go about studying any phenomenon. According to Mouton (1997:32), methodology is the arrangement of conditions for both the collection and analysis of data in a manner that aims to combine relevance to the research purpose.

Research methodology could be directed in three methods, which is qualitative, quantitative or mixed/dual method. For the purpose of this study, the researcher will exercise the qualitative methodology. The purpose of the qualitative method is to focus on the characteristics, behaviour, assumptions and perspectives on the total target group of the Witzenberg Local Municipality.

The primary purpose of the study was evaluate the process of low-cost and determine the involvement of the community by gaining the experiences and views of the households that are in possession of low-cost houses ,those who are on the waiting list and the officials at the Housing Department of Witzenberg Local Municipality houses through a qualitative method. It is important to establish the role of the municipality and the community during the entire process in order to investigate successfully the low-cost housing process in the Witzenberg Local Municipality.

4.2 Research design

Leedy (1998:92) describes research design as common sense and clear thinking that is necessary for the management of the entire research endeavour. Therefore, the researcher must possess a structural concept or idea in which the data will be secured and how it will be interpreted in order to resolve the problem that is being investigated.

According to Mkuzo (2011:58-59) it is impossible to conduct meaningful research without a plan or a road map on how the important factors such as information gathering, population sampling, data collection and analysis will be conducted. Brink and Wood (2001:11) define design as a way to explore the facets of a topic or population and a process, which includes the description of the findings.

Miller and Salkind (2002:49-50) assert that if one wants to utilise a meaningful research design, one needs to concentrate and have the following factors in mind:

- That the research design is the plan of the study and is present in all studies uncontrolled or controlled and subjective or objective.
- It is not the case of scientific or unscientific but rather pose of good or less good design.
- The proof of the hypothesis is never definite.
- There is no such thing as a single correct design, because different researchers will come up with a design that favours their own methodology and theoretic tendencies.
- All designs represent a compromise dictated by the many practical considerations that go into social research.
- A research design is a plan that is allows deviation.

In order to succeed or obtain positive results one must plan on how, when and where to do so. Without a plan, one will not know when and how to start and most of all why one is undertaking the research. Bless and Higson-Smith (2000:63) perceive a design as the carefully thought out strategy to assist the scientist to achieve the objectives of the social research.

Babbie and Mouton (2006:74) described design as a plan or blueprint to guide and direct the researcher in the research process. Interviews and questionnaires were utilised to obtain a large sample of perceptions, attitudes, behaviours, concerns and motivations. For the purpose of the study, the target population comprised persons in possession of low-cost housing, those on the waiting list and officials at the Witzenberg Local Municipality housing department.

Based on the purpose and objective of the study, the researcher decided to follow a descriptive research design to study the insights of the conditions of the housing projects through the feelings, thoughts and perceptions of the beneficiaries of the Witzenberg Local Municipality.

4.3 Descriptive research

Pekeur (2003:144) perceives descriptive research as the basic form for a research instrument for administrators and policy analysts. According to Ngxubaza (2010:110-111), the primary goal of the descriptive research is to describe the data and characteristics that are being studied and undertaken when a researcher wants to gain a better understanding of the topic.

Rosnow and Rosenthal (2005:15) perceive descriptive research as the careful mapping of a set of events and as a description of what is taking place. Struwig (2001:46) describes descriptive research as an attempt to describe something. The researcher adopted the same descriptive research to describe low-cost housing process in the Witzenberg Local Municipality.

This section of the study falls within the ambit of the qualitative research based on the assumption to understand persons and their worlds that could be obtained from everyday data of experience (Bailey, 1987:97).

Leedy (1998:135) identifies the following characteristics of a descriptive research method:

- It deals with a situation, which demands the technique of observation as the primary means of data collection.
- It chooses the population of the study carefully.
- It clearly defines and specifically delimits to set precise parameters for ensuring discretion to the population.
- Its data is susceptible to distortion through the introduction of bias into the research design.
- The data is organised and presented systematically so that a valid and accurate conclusions are drawn.

The qualitative methods were utilised to explore further the dynamics of the low-cost housing process in the Witzenberg Local Municipality.

4.4. Qualitative method

Bouma and Atkinson (1995:206) posit that research through the qualitative method produced descriptive data such as people's spoken or written words or observable behaviour. According to Merriam (2009:6), qualitative research is concerned with understanding the phenomenon of interest from the participants' point of view and not that of the researcher.

Mothotoana (2011:31) asserted that qualitative researchers are interested in understanding how people interpret their experiences; construct their worlds and what meaning they attribute to the experiences. The purpose of the qualitative approach was to assess the standard of the houses delivered by Witzenberg Local Municipality and thereby gather the experiences, views and perspectives of the beneficiaries.

Weinreich (2006: Online), regards qualitative research as a design to provide the researcher with the perspective of the target population that is being studied through immersion of their culture or situation and through the direct interaction with people. According to Weinreich (2006: Online) the advantage of qualitative research is to generate rich detailed data that retains the participants perspectives. However, the disadvantage is that it can become labour intensive and time consuming.

The intention was to understand and interpret how the respondents experienced the delivery process for low-cost housing. The qualitative method was necessary to gain insight on the perceptions, attitudes, behaviour, and concerns of the residents from the seven townships and to record the responses from officials of the housing department of the Witzenberg Local Municipality regarding the housing process.

The quantitative approach illustrates the total participants either agreeing or disagreeing to the same questions. Open-ended questions were utilised for the qualitative methodology.

The researcher used the qualitative approach to confirm the participants' experience and expressed it statistically in order to give the readers an overview of how the represented number of respondents experiences the same problem. The qualitative method comprises

statistics and numbers that provide an indication of how the total numbers of persons are affected by the low-cost housing process. Questionnaires captured the attitudes, behaviour, opinions and perceptions from the targeted sample residents of the low-cost housing.

4.5 Sampling method

Bless and Higson-Smith (2000:67) described the sampling method as a subset of the whole population that is under investigation by the researcher and whose characteristics that are generated to the entire population. Sampling refers to the portion of the population of a certain area under investigation. The sample represents the entire population because it is almost impossible to study the entire area.

Preece (1994:126) as cited by Mkuzo (2011:64) asserted that a population does not refer to the population at large, but any whole group of subjects or thing that has the characteristics identified for the research. Ray (1993:334) explained the basic idea behind sampling is to learn about the characteristics of a large group of individuals by studying a smaller group.

The population size of the seven townships comprised of 157 349 inhabitants of which 6278 people are on the waiting list and 2365 in possession of low-cost houses. The researcher decided on a sample size of 215 that include 30 inhabitants of seven townships, which were inhabitants on the waiting list and habitants in possession of low-cost housing and five officials working directly with housing from the Housing Department of Local Municipality

The researcher used a purposive sampling method to select the five officials that were on the organogram of the seven officials for the Housing department of Witzenberg Local Municipality's. Leary (1991:82) asserts that it is rare to examine each individual in the

population relevant to the study. He further adds that it is not feasible to consider each individual who is the beneficiary across the entire population.

The researcher used systematic sampling technique to select participants who are in possession of low-cost housing and for those still on the waiting list. Five officials form part of the sample selected for interviews and completion of questionnaires. However, only three respondents completed the questionnaire since two positions were vacant.

4.5.1 Purposive sampling

The study required informed members from the population and the researcher used purposive sampling for the purpose of this study. The sample comprised of officials from the Witzenberg Local Municipality. The researcher sought the following information;

- policy related issues,
- management of housing programmes,
- the challenges they had experienced.

The organogram of the Housing Department of Witzenberg Local Municipality indicate that, seven officials in employment.

Two positions (2 x field workers) were vacant, while the remaining two comprised a cleaner and the tea lady/messenger. Only the three (3) of the seven (7) officials that were directly involved in the housing process, which was the manager, senior clerk and housing inspector had to complete the questionnaires as they were not available for interviews due to shortage of staff..

4.5.2 Systematic sampling

Bouma and Ling (2004:125) explain that 30 elements are the maximum required sample to provide a large pool and at least five cases per cluster. The sample population under investigation comprised 2365 households that received low-cost houses for the last 10 years

and 6278 inhabitants on the waiting list in the seven (7) townships of the Witzenberg Local Municipality. The researcher chose to follow Bouma and Ling (2004:125) and selected 15 participants per seven (7) townships that were in possession of low cost houses (105) and 15 participants per seven (7) townships(105) that were on the waiting list. This calculated to 30 participants for interviews and completion of the questionnaires per township, which gave 210 participants for the whole of Witzenberg Local Municipality.

For the purpose of the study, the researcher used the systematic sampling method to determine which household in possession of low-cost housing must be interviewed and complete the questionnaire. The systematic sampling method determined that every 22nd person on the list must be interviewed and completes the questionnaire. The researcher divided the 2365 recipients that is in possession of low-cost housing by 105 participants and calculated it to every 22nd participant. In instances where the 22nd household/participant was not present or refused to participate, the researcher or fieldworker had to move to the next household/participant, to continue to conduct the interviews, and distribute the questionnaires.

For the purpose of the study to determine which participant on the waiting list must be interviewed and complete the questionnaire the researcher used the waiting list that comprised of 6278 inhabitants for the last 10 years and divided it by 105 (sample participants of waiting list); $6200/105$ equalled to 60 respondents for interviews. This meant that the fieldworkers and researcher must interview every 60th person on the list and complete the questionnaire.

4.6 Data collection method

According to Burns and Grove (2007:536), data collection process involves the identification of subjects and precise systematic gathering of information (data relevant to the research purpose or the specific objectives, questions or hypotheses of the study). The researcher views data collection as the procedure to gather data from participants and process the information to make a profound finding, draw conclusions and propose possible solutions to

the research problem. Pekeur (2002:144) posits that the purpose of data collection to determine whether primary data should be gathered or whether secondary analyses would be adequate.

Leedy and Omrod (2001:123) regard data collection as the process by utilising methods such as interviews and questionnaires. Ngxubaza (2010:112) asserts that the key point of data collection is unique to the researcher and to the research. No one has access to the data unless published.

For the purpose of this study, the researcher used both interviews and questionnaires. The Municipal Manager of Witzenberg Local Municipality awarded a letter of consent and the researcher received ethical clearance from Public Administration and Management (PAM) at UNISA to conduct the study. The Municipal Manager permitted the list of inhabitants in possession of low-cost houses and those on the waiting list and the researcher used a systematic sample technique to identify the participants.

The researcher only managed to conduct an interview with Housing Manager of Witzenberg Local Municipality. Due to time constraints and shortage of staff she explained the whole research study to her officials and the two other officials of the Housing Department of Witzenberg Local Municipality only completed the questionnaires in their available time, because they were mostly doing fieldwork outside their office.

The researcher conducted an informative session with all the community workers, employees of Narysec and the matriculants per area to explain the data collection process, how to conduct the interviews and complete the questionnaires. People in possession of houses completed the questionnaires and the fieldworkers interviewed the persons on the waiting list. The researcher and her team considered all ethical issues in terms of social research. A week and a half per area was adequate to conduct the interviews and complete the questionnaires. The research crew interviewed approximately 5 to 6 households per day

and allocated thirty minutes to an hour depending on the literacy level. In instances where households were not available, they visited them after hours and others over the weekend.

4.7 Sample population

Witzenberg comprises of 157 349 inhabitants in the seven townships. However, the study focus was only on the 6200 residents on the waiting list and the 2365 households in possession of low-cost housing in the seven different townships. Diagramme 2 below clearly illustrates the breakdown of the residents per township. According to Joubert and Ehrlich (2007:94), the target population is a group from which information is gathered and conclusions are drawn. The target population comprised of respondents in possession of low-cost houses and those on the waiting list. The research population comprised of residents in the Witzenberg Local Municipal area, which is nicely depicted in figure 2.

The sample population comprised of 213 participants that consisted of 30 household's $\times 7 = 210 + 3$ officials from the Housing department of Witzenberg Local Municipality.

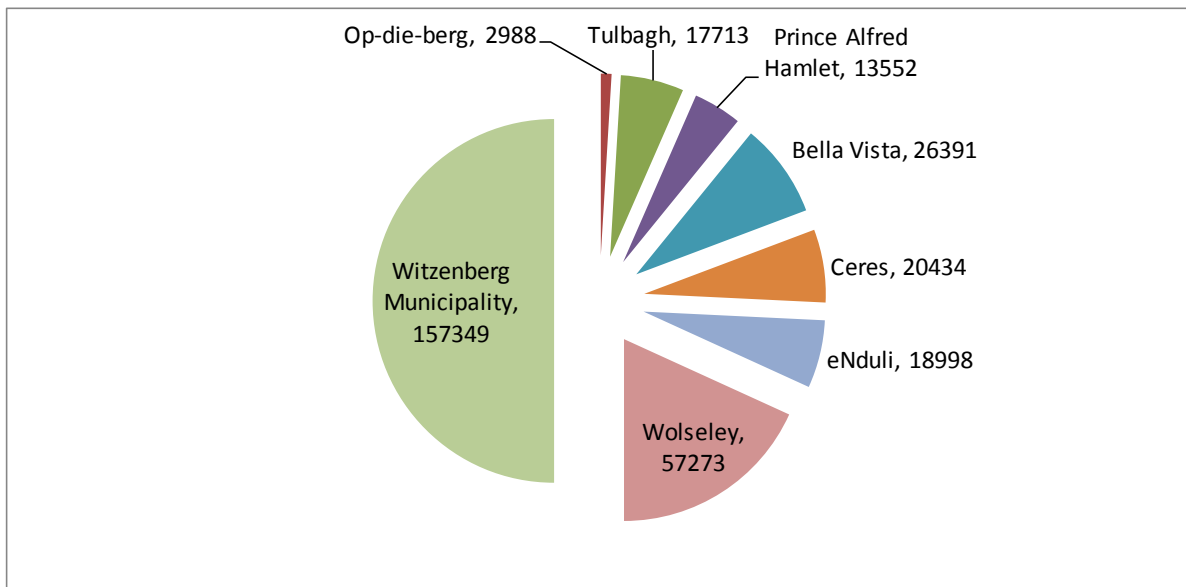


Figure 4 Population per township as per Statistics South Africa, 2013 townships

The researcher and the field assistants distributed and collected 207 questionnaires, which comprised of 204 participants and 3 officials instead of 215 as envisaged. The researcher used community development workers from the Witzenberg Local Municipality, field workers from Narysec and unemployed matriculants from the class of 2014 to assist with collecting data.

4.8 Conclusion

Silverman (2003:79) described methodology as how one will go about studying any phenomenon. Research methodology is very important to any research. It is the complete layout or plan of the research and an explanation of each process to obtain answers to the research question.

The data obtained through the data collection was processed and the information was analysed to make a profound finding. The researcher regards research methodology as the guide of the whole research. The researcher is of the opinion that a research methodology is an evitable step in a research and that no research could be done or finished without this step

The research adopted a qualitative research methodology to gain a clearer understanding of the low-cost housing process in the Witzenberg Local Municipality. The qualitative method shifts the focus on the characteristics, behaviour, assumptions and perspectives whereas the quantitative method focuses on the total target group of the Witzenberg Local Municipality.

The qualitative approach allowed the researcher to gain insight from the beneficiaries of low-cost housing from the seven townships within the Witzenberg Local Municipality's geographical area of responsibility. The intention was to understand and interpret how the respondents experienced the whole process of low-cost housing. The qualitative research was used to determine the validity and reliability of the whole process. The researcher posed the same questions to different participants in the different townships of Witzenberg Local Municipality, noted, and recorded different answers and attitudes towards the same questions.

The application of qualitative method approach was used to gain insight into the dynamics and challenges Witzenberg Local Municipality are faced with in terms of the low-cost housing project.

The data was collected through interviews and questionnaires. The researcher outlined the research procedure, the methodology and data collection in detail. It was important for the researcher to establish the role of the municipality and observe the involvement of the community during the data collection process in order evaluate the low-cost housing process in the Witzenberg Local Municipality successfully.

The collected data will be processed to valuable information to analysed and interpreted in chapter five to make profound findings, which will ultimately leads to logical conclusions and smart recommendations.

CHAPTER 5

DATA ANALYSIS AND INTERPRETATION

5.1 Introduction

In Chapter 4 of the dissertation, the research methodology was explained and discussed in detail. The research strategies and methods to collect and analyse data were described as well as the structure of the chapter.

This chapter will primarily focus on the analysed data obtained from the respondents in possession of low-cost housing, participants who were on the waiting list and officials employed at the Witzenberg Local Municipality Housing Department. The qualitative research approach concentrated on the social life in the natural setting and its richness and complexity, whereas the quantitative method focused on the numerical information.

Formal instruments were utilised and a statistical analysis was undertaken. The qualitative results were expressed statistically to confirm the participants' experience. This would provide the reader with an insight into how the representative sum of respondents experienced the same problem.

The qualitative method provided statistics that convey the total number of persons affected by the low-cost housing process. The research endeavoured to acquire insight into the Witzenberg Local Municipality's public housing process by gathering perspectives from participating beneficiaries.

The study kept the following objectives in mind:

- Perception of the residents of Witzenberg Local Municipality regarding the housing process.
- The quality of the houses in the Witzenberg Local Municipality area.
- Establish whether the beneficiaries are satisfied with the quality of the homes provided.

- The challenges faced by the Witzenberg Local Municipality to deliver quality houses.

To achieve the primary goal of the study, a population and sampling procedure was identified to select an appropriate representative sample. This chapter focuses on presenting and analysing the findings of the primary data collected from the beneficiaries. The researcher used tables, figures and charts to illustrate the responses of the beneficiaries. The following Table 2 illustrates the number of distributed questionnaires in comparison to those returned:

Township	Total distributed	Total returned
Tulbagh	30	30
Wolseley	30	30
Ceres	30	30
Nduli	30	28
Bella vista	30	30
Prince Alfred Hamlet	30	26
Op-die-Berg	30	30
Total	210	204

Table 2 Distributed and returned questionnaires (Research Initiative)

The researcher used text form to explain and interpret the data above. Two hundred and ten beneficiaries in the Witzenberg Local Municipality area received questionnaires. The beneficiaries returned only 204 questionnaires.

The researcher experienced the following challenges during the collection of the questionnaires:

Several respondents feared exposure of their identity purely because of ignorance and some that are totally illiterate even though their anonymous participatory were secured and that their identity will be kept secret. Although the researcher and fieldworkers explained that the participation of respondents were strictly confidential, they still expressed doubts.

- Few respondents endorsed the condition of the houses and saw no need to complete the questionnaires. All the respondents had the right to refuse participation as stated in the request letter addressed to them.
- The fieldworkers struggled to get hold of some participants after hours and over the weekend.
- Certain respondents were very suspicious as to why different departments and organisations were distributing questionnaires that addressed the same problem.
- Few respondents were concerned that completing the questionnaires would jeopardise their prospect of receiving a house because they have been on the waiting list for many years.
- Several enquired whether they would receive houses if they completed the questionnaires as well as whether it would expedite the delivery process.

5.2 Presentation and interpretation of data

The researcher focused on the data that was collected and will expressed it using tables, figures and charts. In Figure 5.1, is a clear illustration of the employment rate in the whole of the Witzenberg Local Municipality.

EMPLOYMENT RATING IN WITZENBERG LOCAL MUNICIPALITY

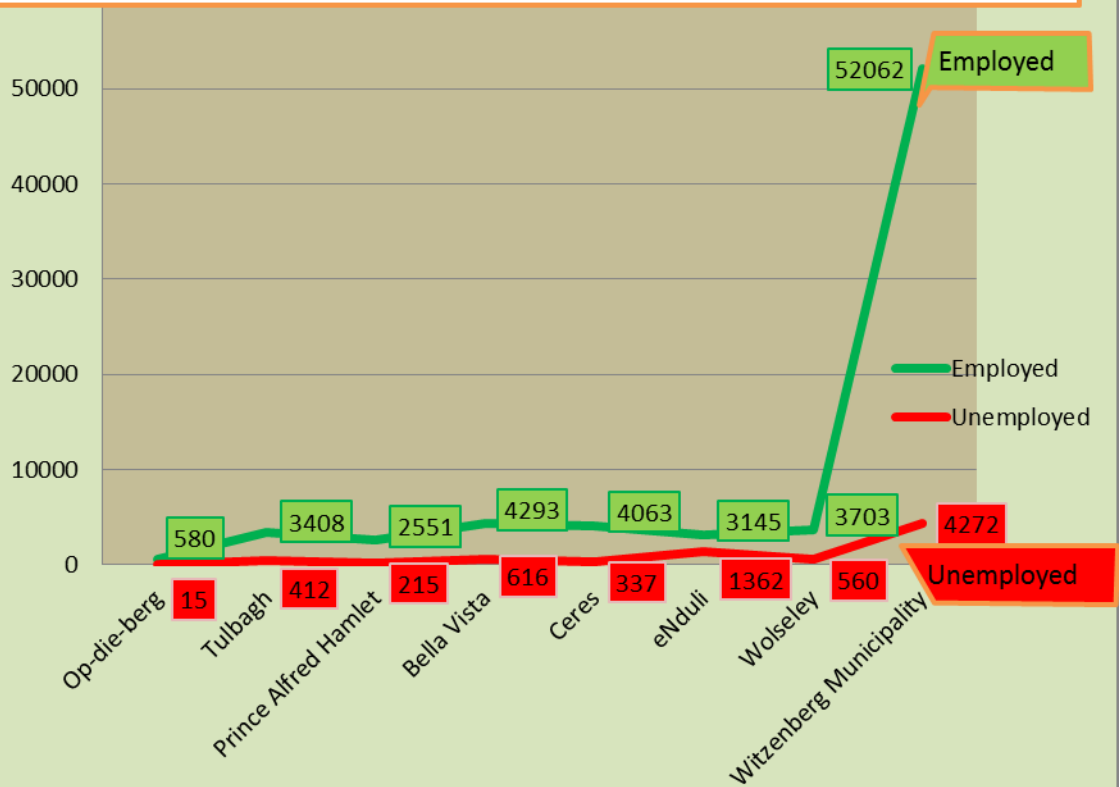


Figure 5.1 Employment rate (Witzenberg Local Municipality, 2007b: Online)

Figure 5.1 above indicates that eighty percent of the entire residents of the Witzenberg Local Municipality are employed which includes seasonal workers as well. The researcher only consider the sample population which was the 75% unemployed and 25% employed participants of the 204 sample participants that was According to the researcher, it is a different scenario as per sample population that is also depicted in figure 5.2

The researcher collected the data from the sample population that includes participants in possession of low-cost houses and those on the waiting list. The gathered data formed the basis for the findings, conclusions drawn as well as recommendations (Researcher’s initiative).

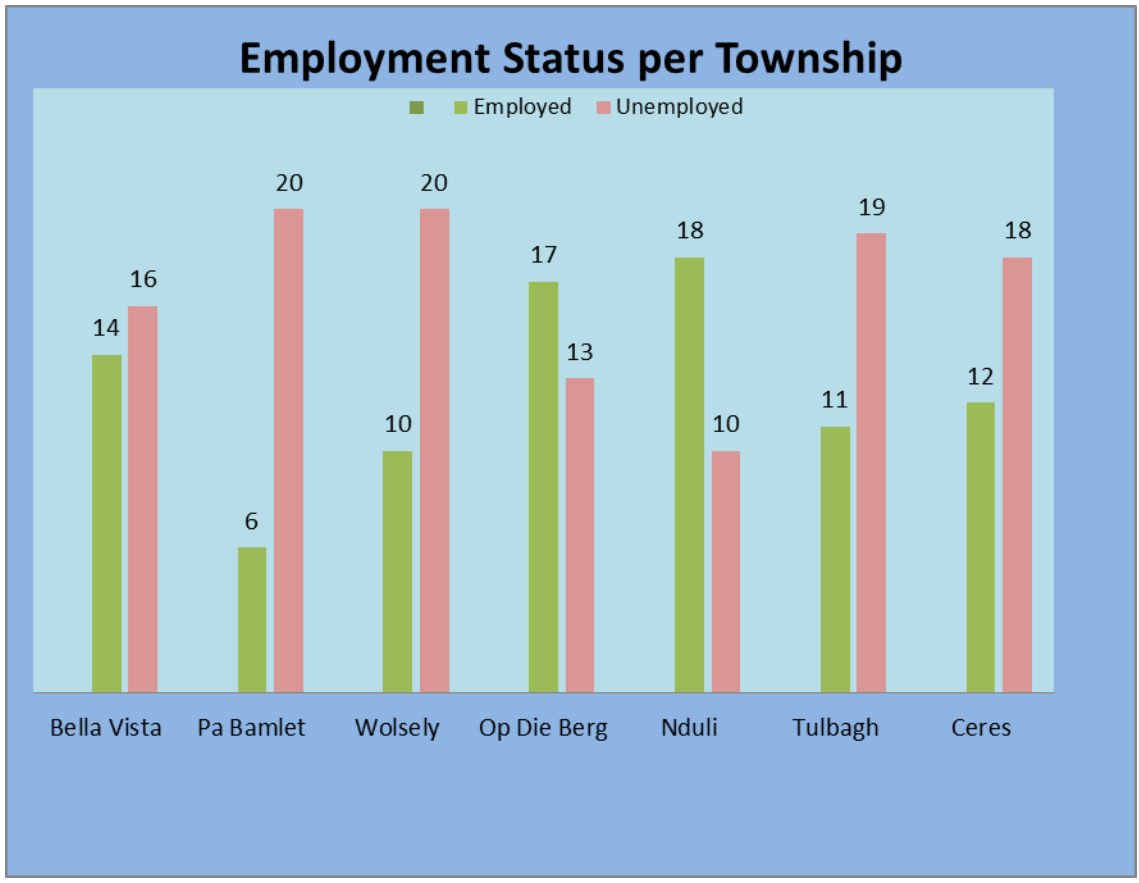


Figure 5.2 Employment statuses of sample population (Researcher’s initiative)

The highest unemployment rate as per data collected was in Prince Alfred Hamlet, Wolseley, Tulbagh, Ceres and Bella Vista. Coloured communities predominantly inhabit these areas. Nduli has the highest employment rate followed by Op-die-Berg and Bella Vista. The researcher inferred that since the majority of the farms are in the surrounding areas of Op-die-Berg, Bella Vista and Nduli, more jobs were available.

Figure 5.1 reveals that 80% of the entire residents of the Witzenberg Local Municipality are employed, of which in figure 5.2 indicating that the sample population of Nduli has the highest number employed participants which includes season workers.

Nduli has the highest employment rate because of the nearby farms and pack house owners who utilise more of the services of the residents of Nduli to work on their farms and in their factories and pack houses. The researcher noted that 57% of the participants were unemployed as set out in the above Figure 5.2, which raised a serious concern for the Witzenberg Local Municipality.

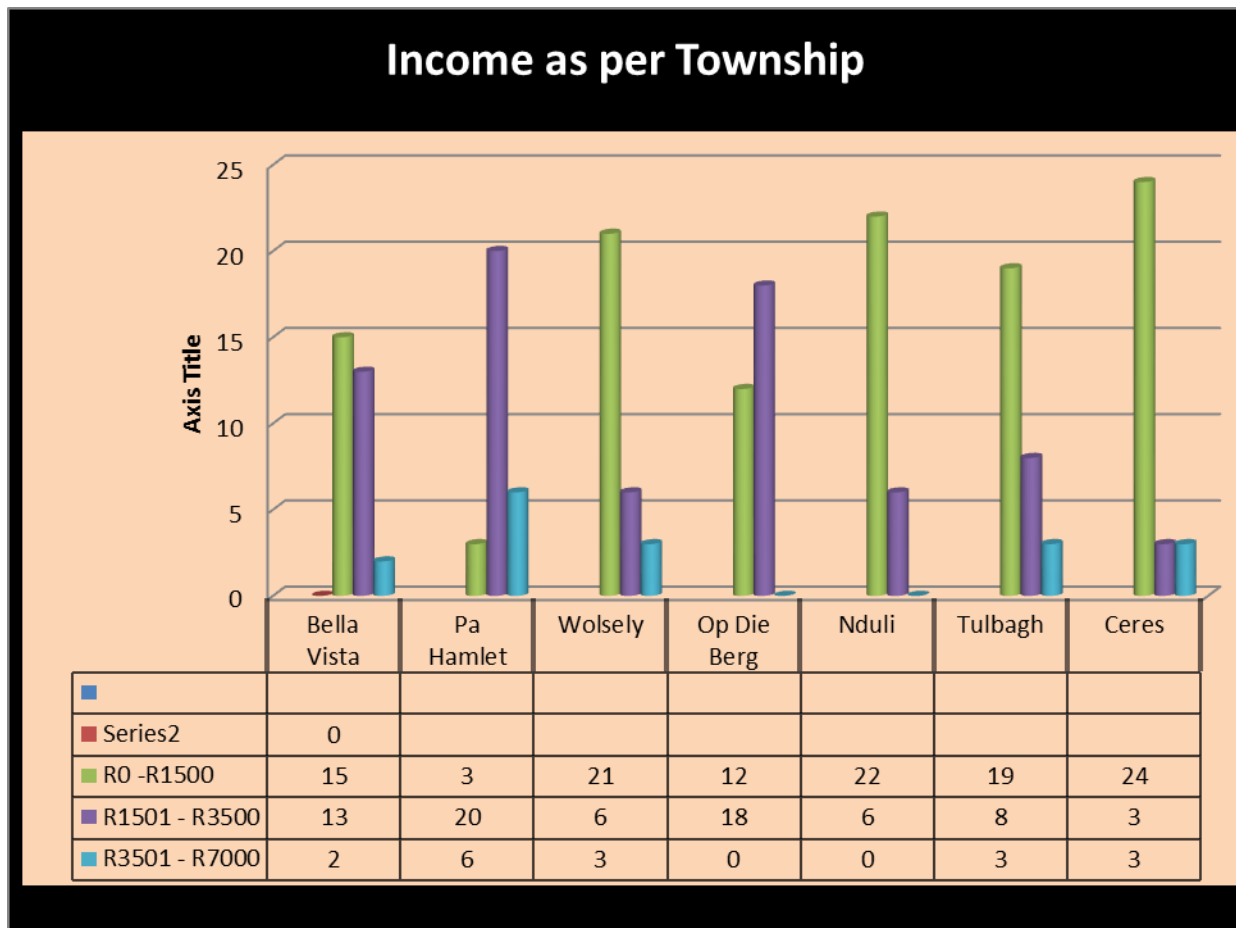


Figure 5.3 Monthly incomes per household per Township (Researcher’s initiative)

Figure 5.3 above reveals that Ceres has the highest number of participants living below the bread line followed by Nduli, Wolseley and Tulbagh.

The majority of the farm workers coming from the various townships are employed on a temporary basis, earn a daily minimum wage of R105, and work for two to three days per week for approximately three weeks of the season. The season lasts for two to three months. Moreover, Figure 5.3 reveals that the participants in Prince Alfred Hamlet and Op-die-Berg live within the bread line who earn just enough to put food on the table for their family. These participants are mostly seasonal farmworkers.

It is noted that 65% of the participants qualified for low-cost housing while 35% for Gap housing. Gap housing is a housing project in the Witzenberg Local Municipality for persons whose monthly income is between R3501 - R7500. The latter group of salary earners are above the threshold to qualify for low-cost housing but too low for a mortgage bond.

The Gap housing project is in partnership with the private sector for first time homeowners. The study revealed that the participants were primarily dependent on the government grant. Eight percent earn R3501 - R7000 whereas 92% of the participants' monthly income ranged from R0 - R3500 (Witzenberg Local Municipality, 2009: Online).

Figure 5.4 below explains the households dependent on the government grant.

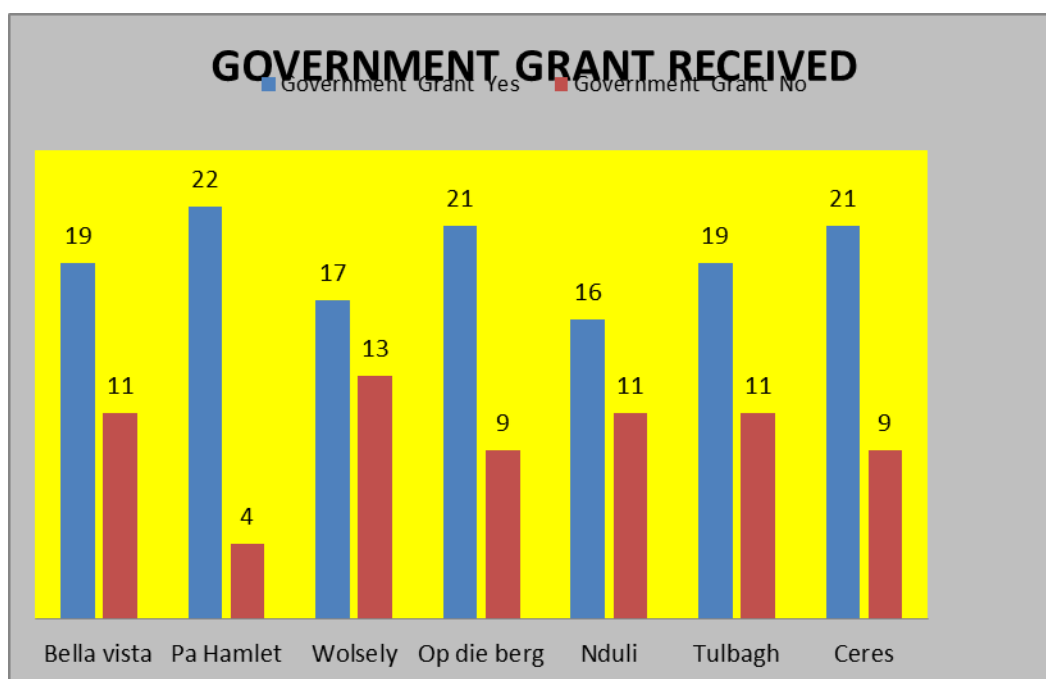


Figure 5.4 Participants receiving government grant (Researcher's initiative)

Figure 5.4 reveals that the participants in Prince Alfred Hamlet, Op-die-Berg, Ceres, Bella Vista, Tulbagh and Nduli are primarily dependent on government grants. It is clear that 67% of the participants rely on government grants to survive. The Figure 5.5 expresses the need for a government grant to survive.

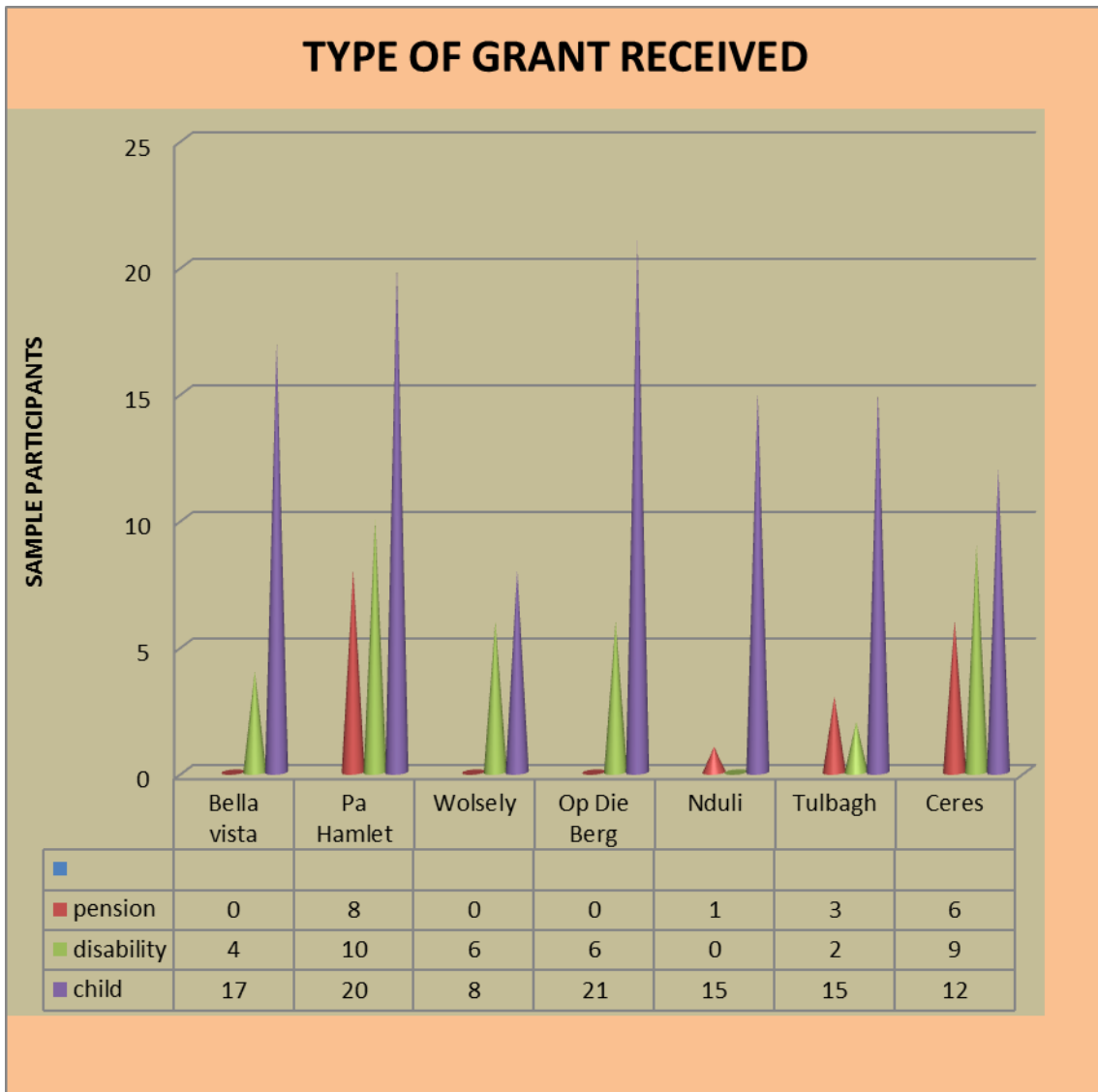


Figure 5.5 Type of government grant received by participants
(Researcher's initiative)

Figure 5.5 illustrates that the participants are primarily dependent on the government child grant to justify their income in Op-die-Berg, Prince Alfred Hamlet, Tulbagh, Ceres and Nduli. The following Figure 5.6 indicates the need for housing for people who reside in different types of dwellings, whom form part of the waiting list of Witzenberg Local Municipality.

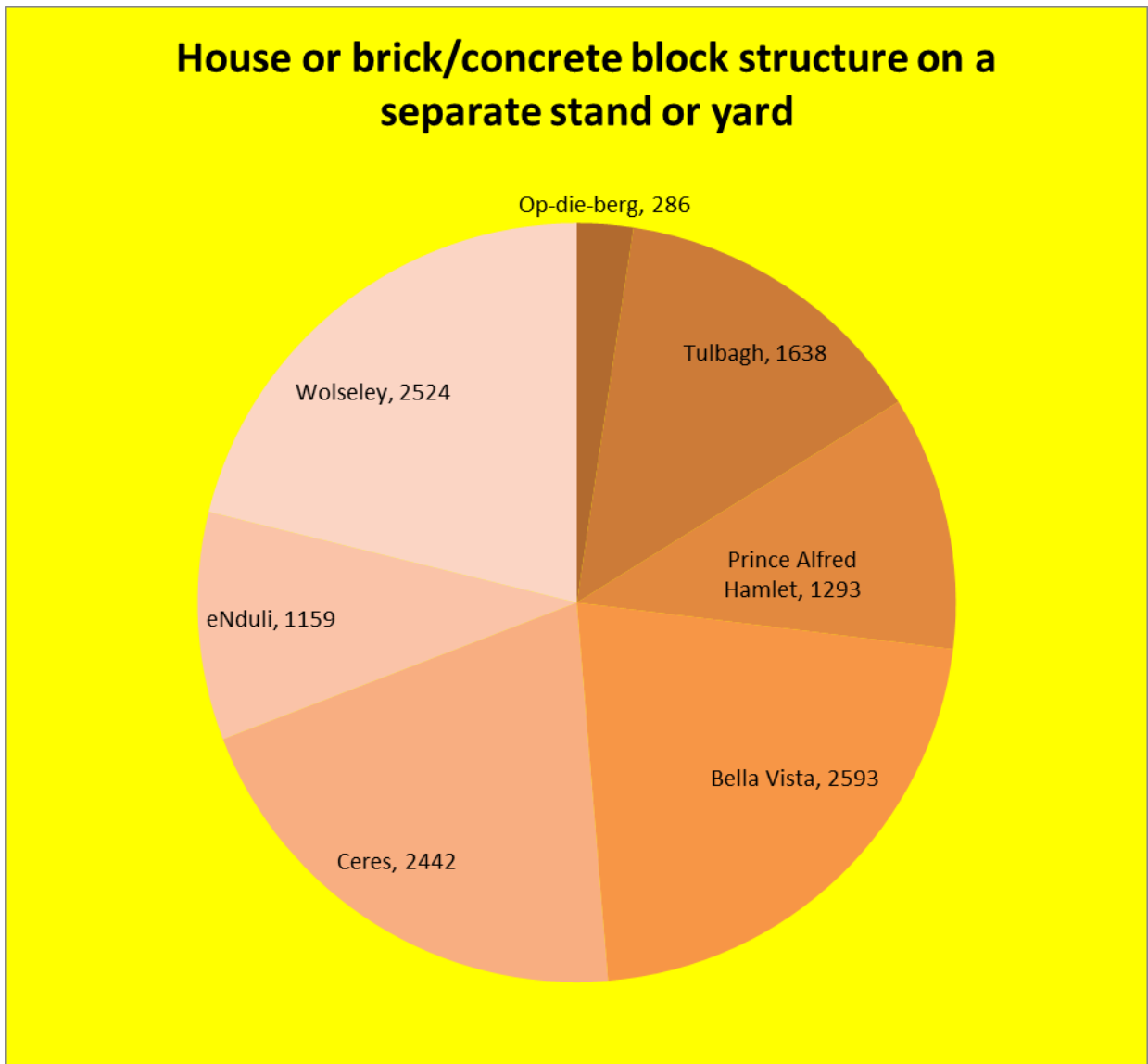


Figure 5.6 Brick/block house per township (Researcher’s initiative)

Figure 5.6 illustrates that the largest number of residents living in formal brick houses are in Bella Vista, followed by Wolseley and Ceres. The low-cost (RDP) houses are increasing the total of residents that are staying in brick houses for Bella Vista and Wolseley as illustrate in Figure 5.6 Although Bella Vista, Wolseley and Ceres have the highest number of brick houses, the demand for housing is prevalent because these township are experiencing a high volume of overcrowded households and backyard dwellings.

Figure 5.7 below illustrates the serious need for low-cost housing because of the large number of backyard dwellings:

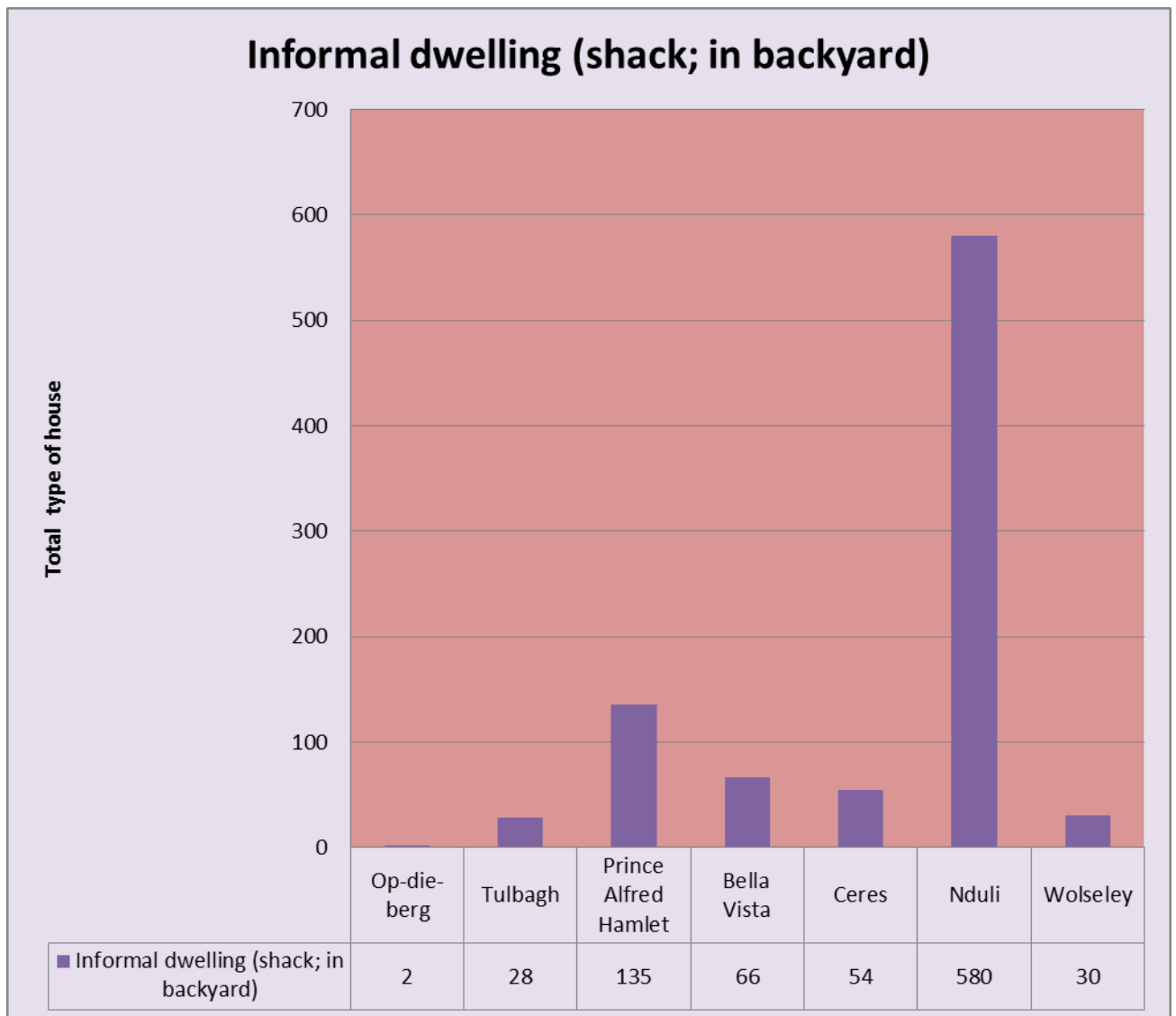


Figure 5.7 Informal housing (shack in backyards) per townships (Researcher’s initiative)

Figure 5.7 expresses the urgent need for housing. The largest informal housing (shacks build in backyards) are in Nduli, Prince Alfred Hamlet followed by Bella vista and then Ceres. These townships have the highest total of overcrowded households and backyard dwelling.

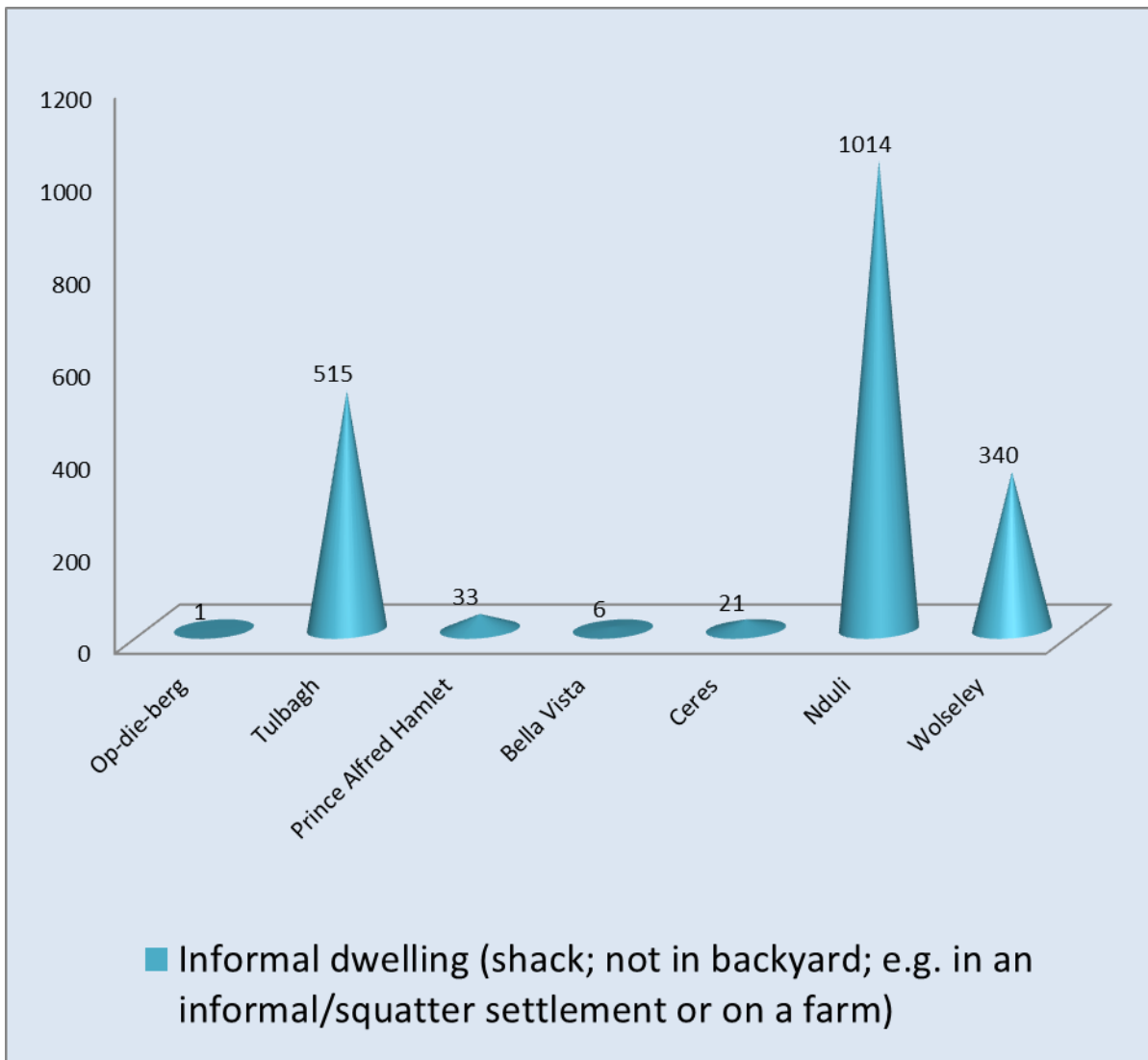


Figure 5.8 Informal housing (shack in informal/squatter) per townships (Researcher’s initiative)

Figure 5.8 illustrates that Nduli followed by Tulbagh and then Wolseley has the biggest squatter camps in the Witzenberg Local Municipality. Various farmers of Witzenberg Local Municipalities prefer to use workers from outside towns for harvesting time. When harvesting time is finished these workers do not go back and rather stays in these existing squatter camps of Nduli, Tulbagh and Wolsely. This illegal squatting makes influx control very difficult for the municipality because they are faced with shortage of staff.

Four hundred and twenty seven (427) houses were delivered between 2011 – 2013 in the Chris Hani squatter camp in Tulbagh. However, there is still an urgent need for low-cost houses in these areas. Squatters build their shacks/informal housing structures with raw

scrap building material. These informal squatter camps are growing rapidly due to farm evictions and the constant inflow of migrants.

Witzenberg Local Municipality is well known for its seasonality of fruit, vegetables and surrounding of many farms and factories. The surrounding towns perceive Witzenberg Local Municipality as an opportunity to improve their lifestyle. Migration to CBD of Witzenberg Local Municipality, namely Ceres to improve the quality of life gave rise to an expansion of informal settlements. Figure 5.8 illustrates the increase in informal settlements:

Figure 5.9 that follows explains the total of households that are staying in a house / flat / rooms in backyards, which is also a need for low-cost housing, rental stock or and Gap housing:

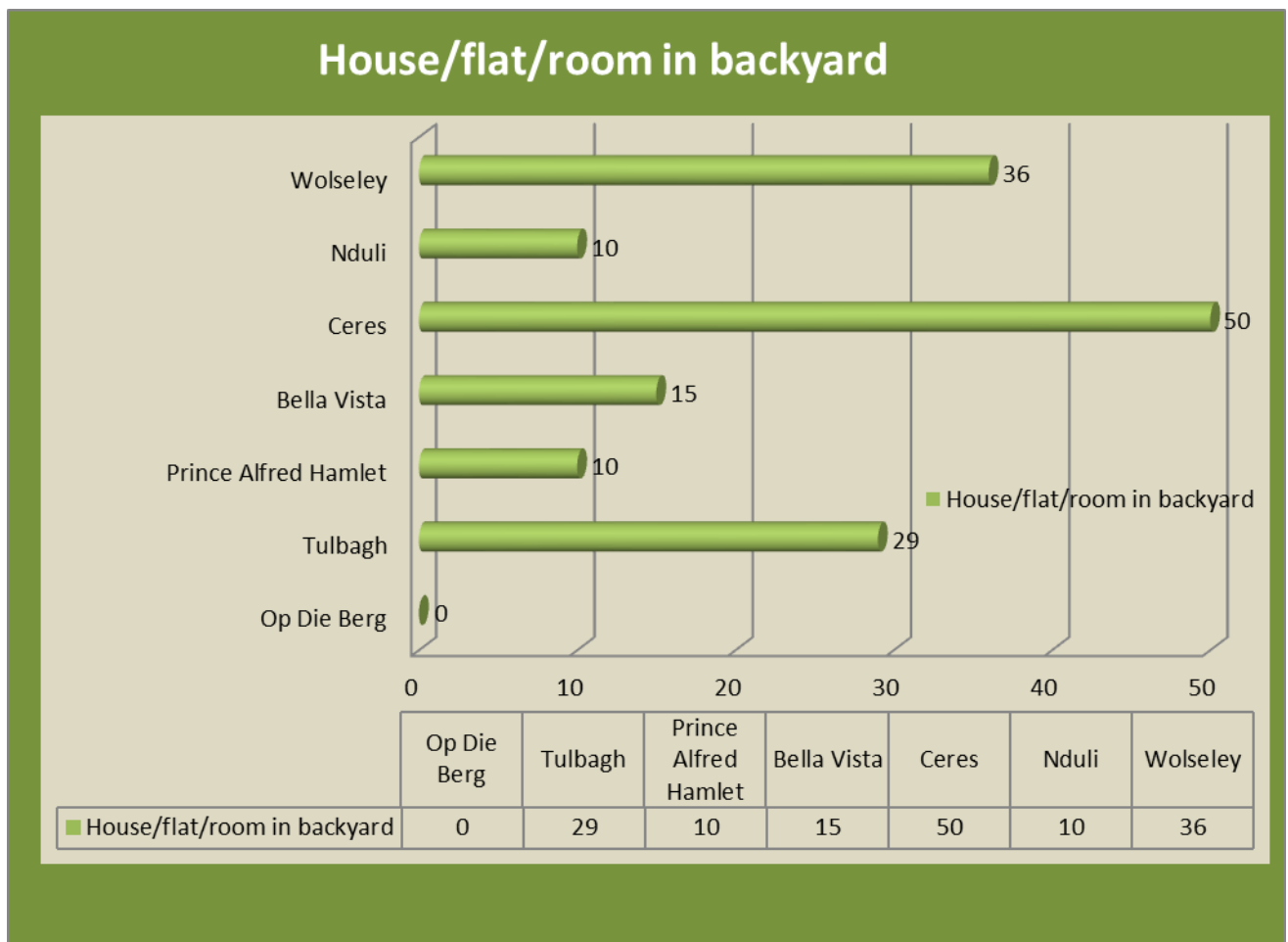


Figure 5.9 House/flat/ room in backyard as per township (Researcher’s initiative)

According to Figure 5.9 above are total rentals for a house / flat / room the highest in Ceres followed by Wolseley, Tulbagh and Bella Vista. Lessees of these rentals are also on the waiting list for houses in the Witzenberg Local Municipality area. Figure 5.9 reveals that potential beneficiaries reside in flats in the Ceres, which is the Central Business District (CBD) of Witzenberg Local Municipality. These formal dwellings that are in backyards, formal dwellings on formal sites and shack / Wendy houses in the backyard are a clear indication of a desperate need for affordable housing.

A wide array of businesses and factories of the Witzenberg Local Municipality are in Ceres located the CBD. Ceres is a developing town and the increasing of businesses, shops, factories, pack houses and government departments attract numerous employees from out of town, surrounding areas and townships. This has caused a need for rental homes. Figure 5.10 illustrates the type of housing per township:

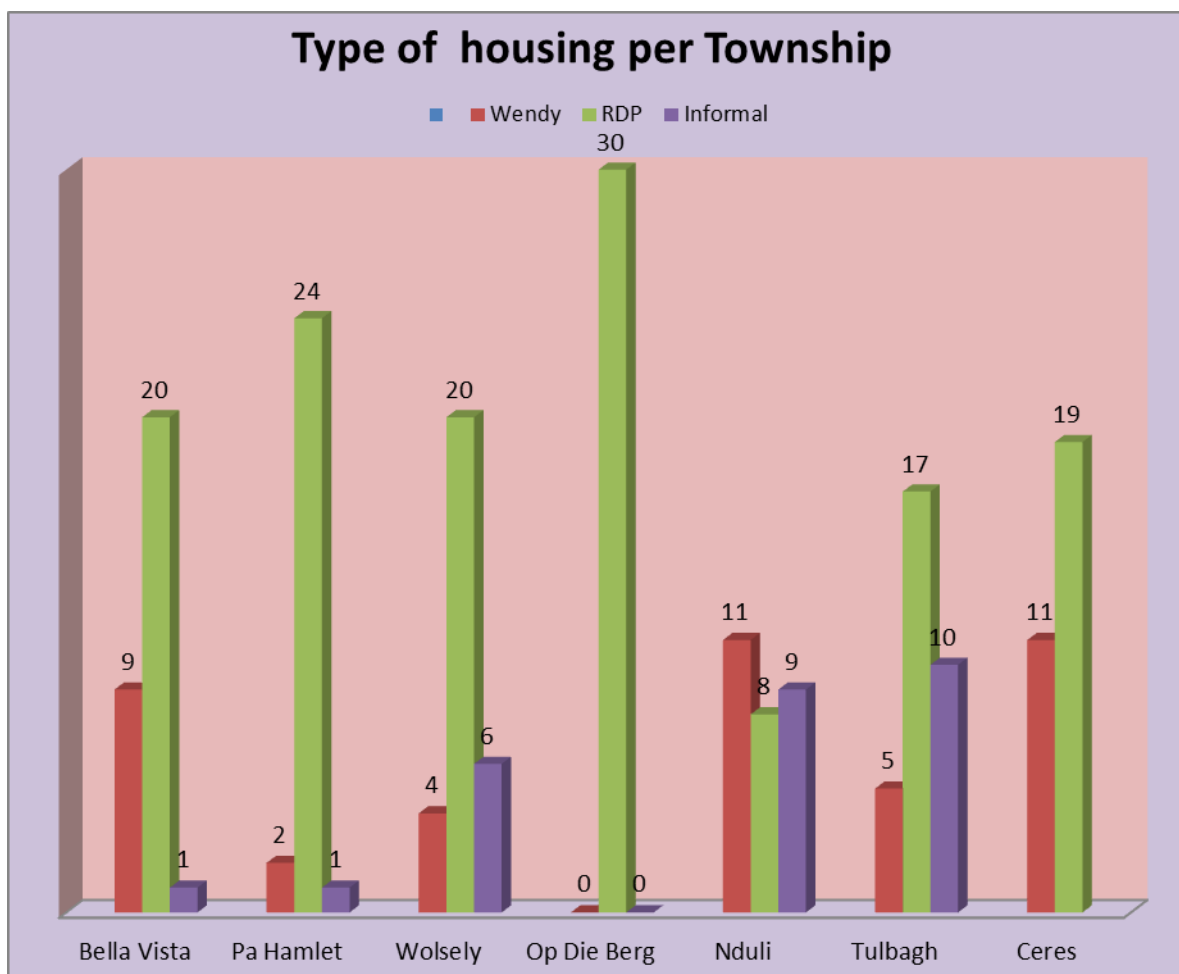


Figure 5.10 Type of housing per sample population per township (Researcher’s initiative)

Figure 5.10 paints a holistic perspective of the type of dwellings and exact conditions in which the applicants for affordable houses currently live. It includes an assessment of the type of housing they occupy and the area where the house is located.

Op-die-Berg received the largest number of low-cost housing followed by Prince Alfred Hamlet, Wolseley and Bella Vista. However, there is still an urgent need for housing in these areas. The residents of Ceres received homes as far back as 2002. These houses were rental stock and 60% received ownership whereas the remaining 40% is still rental stock.

Ceres has a serious concern of overcrowded households and a large number of backyard dwellers who reside in “wendy” wooden houses. The residents from Ceres and Bella Vista have refused to move to houses near Nduli or Vredebest. The residents hold that there is adequate land available near Ceres and Bella vista to build houses and they preferred to stay rather in their family and friends backyard. They feared that these areas are specifically for the black Africans only. They assumed that living amongst the black Africans is dangerous. These areas in Ceres and Bella vista do not have squatter camps but experience overcrowded households.

Nduli on the other hand has the biggest squatter camp whereas the waiting list for low-cost housing in Op-die-Berg is relatively lower. This implies that the demand for houses was not that high for Op-die-berg and that the Witzenberg Local Municipality could easily cater for those who were on the waiting list since 2002. Witzenberg Local Municipality delivered houses for Op-die berg in 2014.

The residents of Op-die-Berg are most appreciative for the houses they received since they had been on the waiting list for a number of years. Although the houses were poorly planned and build, they did not really complain, with the only exception of appealing to the municipality to work swiftly towards the delivery of houses and to consider moving the toilet away from the kitchen and do away with an open plan.

It was also suggested that future projects should rather be single homes with two doors and more spacious. The researcher experienced a sense of hesitation in Op-die-Berg to participate in the study. They desired to speak freely but their hesitations spread from fear that the Witzenberg Local Municipality will hold their concerns against them when new projects are developed. The following table will clearly express the satisfaction of houses by participants:

QUALITY OF THE HOUSES RECEIVED			
Township	SATISFACTION WITH HOUSES		
	yes	No	not answered
Bella Vista	6	23	1
Prince Alfred Hamlet	14	12	0
Wolseley	10	20	0
Op-die-Berg	28	2	0
Nduli	1	10	17
Tulbagh	2	21	7
Ceres	0	0	0

Table 3: Perception of the quality of houses delivered (Researcher’s initiative)

This hesitation from respondents remained throughout the data collection process despite the assurance that their anonymity was guaranteed. The participants in Prince Alfred Hamlet expressed the same apprehension as those in Op-die-Berg. They were satisfied having a home despite the numerous defects.

They had moved from a shack to a house for which they were extremely grateful. They now have toilets inside their homes, rooms and it is more spacious. The Witzenberg Local

Municipality envisaged freeing Prince Alfred Hamlet of squatter camps by 2017 (Witzenberg Local Municipality, 2007a: Online). Bella Vista received houses before 2005 while Wolseley in 2008. The participants from the aforementioned townships expressed dissatisfaction since the process is almost at a standstill.

They held that political interference was the ultimate reason for the lengthy delay, which resulted in the beneficiaries having to suffer. Moreover, they were of the opinion that the councillors should be left out of the housing process and another construction company be used other than ASLA Construction with qualified workers and quality building material. The participants in both Op-die-Berg and Prince Alfred Hamlet were extremely grateful and happy for their homes. They expressed gratitude since they previously lived in a shack. The rooms were now larger and the toilet is inside the house. However, a major concern was for the toilets constructed next to the kitchen. Table 4 below illustrates how the participants in the different township experienced problems since they have received their low-cost house.

	PROBLEMS EXPERIENCED DURING RESIDENTS STAY IN TOWNSHIP HOUSES						
ANSWERED	Bella Vista	PA Hamlet	Wolseley	Op-die-Berg	Nduli	Tulbagh	Ceres
Yes	10	22	14	22	8	26	3
No	20	3	9	8	2	2	21
Existing	0	1	4	0	0	0	3
Not answered	0	0	3	0	18	2	3

Table 4 Problems experienced during residents stay in township houses (Researcher's initiative)

The researcher inferred according to the above Table 4, that almost all the participants experienced similar problems while staying in their houses. In Figure 5.11 it is clearly how the various problems were perceived in the different townships.

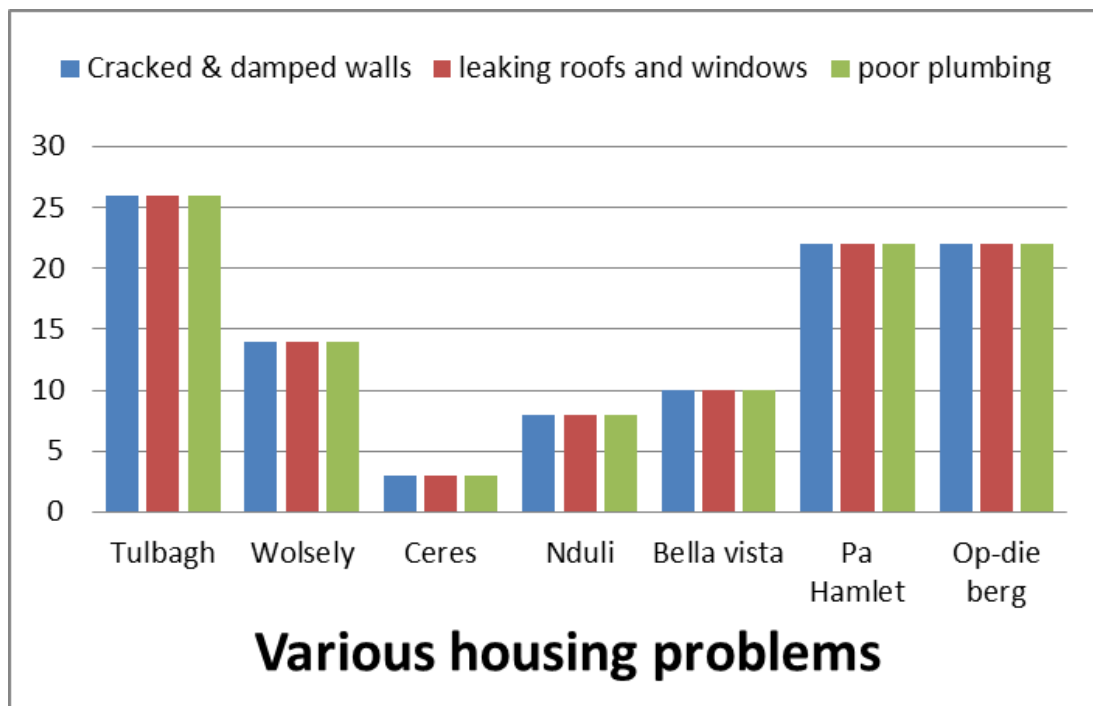


Figure 5.11 Housing problems (Researcher’s initiative)

RATING THE HOUSING PROCESS							
RESEARCH VARIABLE	TOWNSHIPS						
	Bella Vista	PA Hamlet	Wolsley	Op-die-Berg	Nduli	Tulbagh	Ceres
1- Very bad	0	3	4	0	15	10	18
2- Bad	16	10	13	4	7	8	3
3- Acceptable	14	13	3	21	3	12	3
4- Good	0	0	8	1		0	0
5- Excellent	0	0	0	0	1	0	0
Not answered	0	0	2	4	2	0	6

Table 5 Rating the housing process (Researcher’s initiative)

These problems varied from cracked and damped walls, leaking roofs and windows, poor plumbing and occasionally blown off roofs because of strong winds. Table 5 below illustrated their perceptions of services delivered by the Witzenberg Local Municipality.

According to Table 5 above 70% of the participants in Op-die-Berg agreed that the housing process was acceptable while 50% of the participants in Nduli rated the housing process as very bad.

Challenges faced by municipality		Rating service delivery	
Yes	67%	Very bad	-
No	-	Bad	-
Not answered	33%	Acceptable	-
		Good	-
		Excellent	100%

Table 6 Challenges faced and rating of the housing process by the officials of Witzenberg Local Municipality (Researcher’s initiative)

According to the hierarchy of the Housing Department of Witzenberg Local Municipality, there are seven positions of which five are filled and two positions are still vacant. The available positions were The Manager, Senior Housing Clerk, Housing Inspector, Messenger/Tea person and Cleaner. The three officials who completed the questionnaire work directly with the housing process while the remaining two were a cleaner and tea person who are not involved in the housing process.

The researcher could only interview the Manager of the Housing Department. She informed and explained the purpose of study to the Senior Housing Clerk and Housing Inspector. The two officials could not be interviewed because of short staff, time constraints and also because they were working mostly in the field and have to complete the questionnaire in their available time..

5.3 Findings

The findings collected from the participants and the personnel at the Housing Department of Witzenberg Local Municipality will be presented hereunder.

5.3.1 Participants

The study targeted the participants who were on the waiting list and those in possession of low-cost housing. The primary variable included the perception held by the participants of the low-cost housing process in the Witzenberg Local Municipality. Furthermore, the focus was also on the challenges that were hampering the delivery of quality low-cost housing.

The study revealed that 72% of the residents live in low-cost houses, 18% in 'Wendy wooden houses and 10% in informal settlements. Eighty-two (82%) percent of the residents are on the waiting list and had been waiting for five to eight years for a house. Many are still waiting for houses. Almost all the participants qualified for low-cost housing whereas 50% fall below the breadline (R0 - R1500), which guarantees them of a free housing subsidy as well as the 43% that fall within the breadline of R1501 - R3500.

The remaining seven percent (7%) qualified for gap housing income bracket of (R3501 - R7000). The 7% that do qualify for Gap housing have to apply at financial institution for bond for newly built houses and if they qualify for affordable housing it will then be determined by the FLISP their housing subsidy. The findings revealed that the perceptions held by all of the participants in the different townships are similar.

Forty seven percent (47%) of the participants were unhappy with the quality of their houses while 41% indicated that they were happy and grateful that they have a house because they previously resided in shacks. Their gratitude was towards the privilege of having a toilet in the house and bigger rooms compared to those of the shacks. Several respondents were not entirely happy with their houses but chose not to complain because of fear that it could count against them when the municipality undertakes housing projects in the future. They could not emphasise their gratitude in words that they have a house to live in.

All the respondents experienced problems in their houses, which varied from cracks in walls, damp and wet walls, leaking roofs and windows while roofs “flew off” in the strong winds. In Nduli, 85% of the participants did not give an overall perception of the housing process. However, 53% rated the housing process as very bad while 25% stated it was bad. One can infer that the residents in Nduli Township are very unhappy with the low-cost housing process.

Even though the participant of Nduli did not fully expressed their views in the questionnaires, they indicated that they were unhappy with the quality of their houses and experienced the same problems such as cracks in walls, damp and wet walls, leaking roofs and windows and the roofs blew off in strong winds.

The researcher noted that 50% of the participants rated the housing process as bad, 38 % as acceptable, six percent (6%) as good while one percent (1%) as excellent while five percent (5%) did not rate the services. The researcher holds that the housing process is poor because 50% of the recipients were unhappy and rated it as bad and very bad respectively.

All the participants expressed concern that the process was cumbersome. In Wolseley, 67% of the participants were unhappy because the type and quality of houses that were build differed in certain areas within Wolseley. According to the participants in Wolseley, the repairs to their homes after the handover took many months while in certain instances, even years. Furthermore, the handover of the houses was over a lengthy period.

The study revealed that the majority of the participants in Op-die-Berg (93%) were happy and grateful for their homes after having stayed in shacks for many years. However, although 93% were happy, they also held that the process is too long and experienced problems with the construction work. These respondents were hesitant to participate in the survey and raised many concerns. They were hesitant to participate because it could count against them when the municipality embarked on or launched future housing projects.

The respondents also held that this was the reason they received homes after many years. The respondents were reassured that their participation was entirely anonymous. In Bella

Vista, 56% of the participants rated the process as bad while the remaining 44% as acceptable.

Some of the participants in Bella Vista were on the waiting list for approximately 5 to 8 years while many had not received homes dating back to 1991. The participants also felt that the municipality takes too long to finalize housing process and the reason for the poorly built houses was directly a result of employing an unqualified group of artisans and using poor quality building material to hasten the process.

Few participants who were not on the waiting list, either bought or inherited the house. One participant indicated that she was on the waiting list since 1965 and had not received a house yet. Fifty percent of the participants in Prince Alfred Hamlet rated the low-cost housing process as bad while the remaining 50% rated it as acceptable.

These participants held that political interference by the government officials hampered the delivery and handover of the houses. Participants accused the municipality that the waiting list was not being monitored properly because too often people received houses that are already in possession of one.

5.3.2 Findings: Housing Department of Witzenberg Local Municipality

The researcher holds that it was difficult to secure a valid finding because only three officials completed the questionnaire and expressed their opinions and only one could be interviewed. One of the three officials was only been employed for a month and could not provide clarity to important questions.

It was difficult to establish how the municipality was managing the numerous complaints, *inter alia*, of poor workmanship as well as the number of years one had to wait for a house since no information or reasons were ever forthcoming for the delays.

The other official in the Housing department has been appointed on a temporary basis. Consequently, the official was reluctant to express any opinion for fear that the probability

of permanent appoint would be jeopardised. However, there is no literary evidence to prove the officials concern.

The researcher provided an email address in order for the participants to forward their completed questionnaires. However, the Manager of the Housing department chose to email the responses, which compromised the responses from the two fellow colleagues. This could have jeopardised the validity of their responses. The participants gave cognisance to the fact that Witzenberg Local Municipality does have challenges that compromise the delivery of low-cost houses.

The Witzenberg Local Municipality identified the following primary challenges:

- Funding.
- Availability of land.
- Population growth.
- Increasing waiting list.
- Farm evictions
- Migrations

The aforementioned factors are interlinked and have a ripple effect on each other. The manager was vague in the responses to the following questions:

- “How is your department dealing with the complaints?”
- “Are the beneficiaries happy with their houses?”
- “What were the overall and general complaints received from home owners?”

The officials were of the opinion that they deliver an excellent service to their people whereas 55% of the participants rated it as bad and 33% as acceptable. Farm evictions remain a challenge, which has an impact on the ever-increasing waiting list. However, according to the Housing Department of the Municipality are they ‘hands-on’ when dealing with farm evictions. As soon as the farm evictions are reported they intervene and negotiate with that farm owner and arrange for emergency housing in the meantime if an agreement could not be reached.

The Witzenberg Local Municipality provided alternative accommodation on serviced sites in instances where evictions followed the legal procedures. The officials of the Housing department of Witzenberg Local Municipality do monitor informal settlements on a daily basis. Witzenberg Local Municipality conducts regular surveys and counts the shacks physically. The researcher confirmed that Witzenberg Local Municipality updates the waiting list on a daily basis and the reports are compiled on a monthly basis (Mackenzie, 2015: Interview).

The researcher concluded from the above discussions that the officials were well informed with the process and could achieve more if they have sufficient resources with which to address their challenges.

CHAPTER 6

CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

In Chapter 5, the collected data was presented and analysed. After analysing the data, the researcher explained the findings. This chapter provides conclusions followed by recommendations for the low-cost housing challenges faced by the Witzenberg Local Municipality.

The findings revealed that almost all the participants experienced the same housing problems and expressed the same feeling towards the housing process. In this study, the researcher examined the housing process in the Witzenberg Local Municipality to establish the perception of the beneficiaries of low-cost housing as well as those persons on the waiting list.

The study included the officials in the Witzenberg Local Municipality's Housing department in order to establish their view and the challenges they experience in delivering quality low-cost houses to the people. The quality of the majority of the houses during the data collection raised serious concerns because of the poor workmanship.

6.2 Conclusions

Participants required answers as to why the design of the houses differed in the same township as well as from township to township. The researcher deduced that housing is a continuous research for better quality and that each time new policies, processes, regulation are coming forth to better the existing quality and Government want to improve on their promise of the delivery of quality houses.

During the winter season, the condition of the already poorly constructed houses deteriorates even further. The participants in the research as well as the residents of Witzenberg Local Municipality should exercise their constitutional right to housing that had

to provide protection from adverse weather conditions. Witzenberg Local Municipality built and delivered houses since 2008 but the overall delivery is very slow. The researcher observed a distinctive lack of public participation in the housing programme.

It is also important to consider the government systems that have failed and the poor construction, which require a shift in perspective and practices at the provincial and local spheres. Attention should also be drawn to the challenges and constraints faced by the officials at the Witzenberg Local Municipality especially when planning and implementing housing plans and policies ,because this also have an impact on the delivery of houses.

The purpose of the study was to evaluate the low-cost housing process and the involvement of the community of Witzenberg Local Municipality by establishing how the inhabitants perceive the low-cost housing process.

Adequate housing is the most important social setting for interaction among family and friends and it forms the basis from which education, employment opportunities and social integration pursued from in a community (Sigudla, 2011). Participants in the various areas supported this statement through their gratitude and unhappiness expressed with the quality of houses.

The researcher identified various challenges facing the housing programme through interview sessions with the housing beneficiaries and the questionnaires that was completed by the officials at the Witzenberg Local Municipality. Poorly constructed and incomplete houses were prevalent during the data collection process. The participants received non-conformed houses, which implied that there was a lack of adherence to the standards, and specifications that serve as a guide to construct quality houses.

The participants overall perception of the housing process in the Witzenberg Local Municipality ranged from bad to very bad. Thirty four percent (34%) of the participants rated the houses as habitable. The participants had to wait between 5 to 8 years for housing with no feedback of the process or progress from the Municipality. The study also revealed that a handful of the participants have been waiting for houses for more than ten to fifteen

years. The participants were not involved and expressed eagerness to participate in the process from the outset. They only participated when development had begun. Various participants pointed out that they were not aware of the initiation of the process.

In certain townships the participants were hesitant to participate and very curious as to why the research study was being undertaken. They expressed that several surveys and studies were conducted in the past by different governmental programmes, departments, NGO's and institutions in a different format, but the delivery of houses was almost non-existent. Some of the participants feared exposure and were hesitant to participate in data collection process.

Several participants were unhappy with the housing process but refused to comment. They were just too grateful to have a house despite the many construction defects. Various participants did not respond to expressing their perception or make suggestions, but indicated their unhappiness.

The participants were afraid to participate. The researcher observed that various participants were concerned and frequently mentioned the political influence in the housing process and feared that their participation would somehow deprive them of an opportunity to receive a house. This was of great concern since the participants in the study refused to express their unhappiness and dissatisfaction.

Another serious concern was the fear of in areas inhabited by coloured communities to participate although they endured much anger. Ceres, Bella Vista, Prince Alfred Hamlet and Op-die-Berg are areas predominantly inhabited by coloured communities. They expressed their gratitude for having received a house. These coloured communities complained and expressed gratitude simultaneously but still refused to complete the questionnaire.

The participants refused to respond verbally to why they were unhappy with their houses, but preferred to indicate anonymously on the questionnaire that they are unhappy and that they experienced problems with the construction of their homes. All the participants

experienced the same housing problems and were unhappy because according to them nothing is done to address their dissatisfactions that were expressed and reported.

However, the participants revealed that they do direct their complaints to the municipality but receive no feedback to their enquiries. Every winter season they endure the same problems, which include leaking roofs and windows, damp and wet walls and roofs frequently blown off due to strong winds.

The literature revealed that the problems experienced in the Witzenberg Local Municipality are similar to those countrywide. Problems varied from, damp, cracked walls, leaking windows, doors and roofs during the rainy season, poor plumbing, no ceilings and problematic door handles.

The Witzenberg Local Municipality Housing project is one of many government initiatives across the country aimed at creating a better life for all. It is the constitutional duty of the government to meet its commitments, that is, to improve the lives of the previously disadvantaged and the victims of poverty.

The participants raised concerns that ASLA Construction Company did not build houses according to the prescribed National Home Builder Registration Council (NHBRC) building standards. Cheap building material coupled with unqualified work force compounded the residents' low-cost housing problems.

The Witzenberg Local Municipality used ASLA Construction Company to build the houses. The participants are very unhappy with ASLA Construction because they forced the homeowners to sign the handover of the house by promising the participants that they would return to repair the defects.

According to the participants, ASLA Construction failed to return to repair the reported. Liebenberg and Stewart (1997:155) highlight that the White Paper on Housing (1994) holds government responsible to create conducive conditions that would lead to an effective right to housing for all.

The Witzenberg Local Municipality still faces challenges that emanate from farm evictions. Neighbouring towns and farm labourers migrate to Witzenberg Local Municipality in search of a better life because it is renowned for its seasonality of fruit and vegetables and lot of farms, factories and pack houses. After the harvesting season, the people do not return to their townships. This has resulted in an influx of people, overcrowding, illegal squatting and rising waiting list. Another concern is the mushrooming of informal housing in informal settlements.

Identified primary challenges are unavailability of land, funding, fast population growth and increasing numbers on the waiting list. When Cape Winelands District Municipality approached MCA Urban and Environmental Planners to compile an Integrated Sustainable Human Settlement Plan for the Cape Winelands District in 2008, they had already identified the following challenges in the Witzenberg Local Municipality as well:

- Limited institutional capacity and the need for integration and co-operation,
- Poor financial situation of the Witzenberg Local Municipality,
- Limited capacity to ensure the proper monitoring of illegal structures and land invasion,
- Current housing programme not realistic according to DORA allocations and additional funding is needed for alternative funding sources,
- Prioritised projects need to be revitalised,
- Consolidation of funding with respect to housing delivery and secure sufficient funding for bulk infrastructure and services,
- Large areas of un-utilised and underutilised land in the more prosperous and historical town, which need to adhere to existing architectural design in Wolseley and Tulbagh,
- Inadequate land to de-density Nduli, unless high density can be implemented,
- Escalating of the farm evictions. Farm dwellers must form part of the municipal waiting list.
- Limited staff and other resources to maintain infrastructure, services and facilities to desired level.

The Witzenberg Local Municipality confirmed that the common complaint was that the process is unnecessarily prolonged. The question arose whether the Municipality followed up regularly on the progress and finalisation of the title deeds.

It is difficult to address the housing problem that persists in the Witzenberg Local Municipality if the challenges are taken into consideration. The Witzenberg Local Municipality claims to be doing their best with the limited resources to address the problem and to deal with the complaints of homeowners, because the Witzenberg Local Municipality's hands are tied without funding.

Hence, the rating of 100% seems exaggerated but understandable because if one of the two officials should rate lower, it might implicate their working conditions as they are not permanent employed yet.

6.3 Recommendations

Ntomzima (2004:150) explained that the concept "recommend" has more than one meaning, which is to suggest being fit for some purpose or advice as course of action or to make acceptable or desirable. The Witzenberg Local Municipality should view following recommendations to resolve the issues of low-cost housing process in the Witzenberg Local Municipality in a serious light.

The ninety percent (90%) of participating participants were happy to participate in the survey because they were of the opinion that their participation would expedite the housing delivery process. The participants were concerned about the influence of politicians regarding the housing process that is affecting the delivery of houses.

These participants held that the councillors used the allocation of houses as a political tool to secure votes during elections. They strongly feel that the councillors should not be part of the housing process, which is an impossible wish because part of their political strategy is to ensure that houses are delivered as promised. The objective should be to deliver quality houses within the shortest period to the people in need of housing as well as those on the waiting list for many years.

Another concern was the irregular updating of the waiting list by the municipality. The participants blamed the municipality that does not manage the list properly, because at times the municipality delivered to people already in possession of a house. Numerous individuals on the waiting list between 1 and 2 years received houses before those on the waiting list for almost 5 to 8 years.

The participants questioned the improper allocating of houses and accused the Municipality of favouritism, nepotism and corruption. A large number of the participants suggested that the Witzenberg Local Municipality must use another construction company for future housing projects. They had lost trust in the ASLA Construction Company.

ASLA Constructions would handover incomplete houses to the owners and force them to sign with a promise that they would return to repair the defects. The participants accused ASLA Construction of being aware that the people were desperate, because they were on the waiting list for many years.

The participants held that regular quality checks and monitoring should take place and insist that ASLA Construction received not their full payment until they return to fix their faults within a certain period. Furthermore, they held that the municipality pay the final payment after 3 to 5 years and the total expenses deducted from the final amount due to them. The participants believed that this would force ASLA Construction to build proper and quality houses. Building inspectors employed by the Witzenberg Local Municipality should also do regular quality checks. The participants failed to understand why ASLA Construction continued to construct houses despite the numerous complaints directed to the Municipality.

The respondents raised concerns such like: “why could local building construction company that is used by ASLA Construction not attain the tender for the whole low-cost housing process”? The labourers should have at least 3 to 5 years’ construction experience and the assistant labourers should attend a short course in construction to equip themselves with the necessary skills before the project commence.

The participants stated that provision of on-the-job training for the inexperienced labourers could create jobs but such a step must not affect the quality of the workmanship. Furthermore, the standard, quality and the design of the houses should not differ from township to another township or area within the same township.

The housing designs differ from Tulbagh to those in Wolseley, Nduli, Prince Alfred Hamlet, Bella Vista and Op-die-Berg. In Wolseley, the houses in the Montana area differ from those in Pine Valley. The participants expressed frustrations, agony and anger as to why there is a difference in design.

The participants suggested that the rooms should be bigger, the toilets should not be close to the kitchen but rather towards the back of the house and more plug points be installed. In certain areas, the houses were built in a straight line that resembles living in a shack next to each other with the only difference that it is now a house. Numerous of the houses have only one door.

The participants suggested that two doors be installed. The overall perception of the housing process is bad to very bad in certain areas. The unhappiness amongst the participants was prevalent. The researcher is of the opinion that the Witzenberg Local Municipality should focus on the delivery of quality houses rather than to meet the total target of the houses delivered and the participants are of the same opinion. This resulted in a costly process if they work purely towards the target instead of the quality.

The researcher holds that when the Municipality focuses on meeting the housing target, pressure is on the construction company to meet the delivery timeframes. The construction company used cheap labour and material to build the houses in the shortest possible time to reach the target.

After some years, the Witzenberg Local Municipality will have to spend more money on repairing the houses, which will also cost the municipality more because by then the labour

and material will be more costly. The biggest challenge is the need of extra funding and had limited resources.

It is wasteful and fruitless expenditure for the Witzenberg Local Municipality to spent on rebuilding defective houses because of failed housing projects. It is also advisable to include the private sector in the housing process. The Witzenberg Local Municipality must consider a private partner or stakeholder to secure additional funding to fast track the housing process.

According to Mkuzo (2011:89-90), the current housing programme in South Arica is more concerned with mass production and limited care is taken of the quality of housing. Mkuzo (2011:90-91) revealed that in a number of provinces the government is faced with a challenge of repairing and rebuilding defective houses as a result of failed housing projects.

The researcher holds that community participation should be motivated since it is vital for the low-cost housing process to be successful. Moreover, it is of utmost importance that the Municipality should keep the community abreast of the progress and the process of low-cost housing at meetings and workshops.

Meetings and workshops must be in a closer proximity to the communities and preferably after working hours in order for them to participate in the decision-making process that would affect their lives. In the same breath, communication should be simple so that the community can understand the proposed housing project in order for them to participate and engage. All the participants agreed that the process should be fast-tracked. The participants are grateful for the houses but unhappy with the process and the quality of the houses.

The researcher bear the frustration of the participants that the housing process should be fast-tracked but is also concerned about the little involvement of the community. It would be very easy to fast-tracked the process if there was no challenges facing the municipality. Unfortunately, it is unrealistic because of the limited resources at hand to provide in all the

housing needs of the people. The researcher recommends that the municipality should focus more on involving the beneficiaries in the process in the simplest way possible.

Regular communication regarding the process must be given through on regular basis and not only in the latest technology because illiterate and the poorest of the poor people may not have those privileges. The Municipality should cater for these people as well. Communication through the radio, regular broadcastings and notices through employers must be considered. The researcher is recommending service centres' at all the townships for the public. Service centres would be very helpful and would create a platform whereas everyone is welcome to obtain valuable information, drop off suggestions even report crimes.

The researcher is of the opinion that the municipality must focus more on the delivery of quality houses instead of the quantity of houses. They need to sought for more investors to come on board to fast-track the whole process and make use of more local contractors to make affordable houses affordable to people who is qualifying for GAP housing and should consider rental housing stock for those who does not qualify for GAP housing.

Public Administration is a study of activities in the public sector that deals with topical, real life issues, such as health, protection, education, housing and the environment. Every person will benefit from the study of Public Administration. Public Administration is relevant to the challenges facing South Africa, which is in the case of the study is low-cost housing. The Department of Public Service and Administration (DPSA) is at the centre of government and it plays a major policy role in establishing norms and standards for the Public Service, which ensure that service-delivery mechanisms, integrated systems and access, human resources, institutional development and governance initiatives are responsive to the needs of the citizens (South African government, 2015)

The DPSA has identified focus areas that will form part of the overall work of the Public Service and Administration Portfolio. These will serve as the main strategic indicators that will point to whether the Public Service is effective, efficient and development-oriented.

The focus areas are:

- services rendered with speed
- services easily accessible to citizens
- services provided at lower cost
- appropriate skilled public servants to render services
- competitive conditions of service for public servants and the achievement of labour peace.
- no corruption
- a positive impact on the lives of people and the economy (South African Government)

With reference to the focus areas of the DPSA it is save to assert that the low-cost housing process is relevant to public administration and that it is responsive to the housing need of the people of Witzenberg Local Municipality.

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ANNEXURE 1

CONSENT LETTER TO CONDUCT RESEARCH AT WITZENBERG LOCAL MUNICIPALITY



44, Ceres, 6835
50 Voortrekker St/ Str. Ceres, 6835
Suid Afrika/ South Africa
+27 23 316 1854
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admin@witzenberg.gov.za
www.witzenberg.gov.za

Verwysing/Reference:
Navrae/Enquiries: D Nasson

12 August 2015

Ms T Philander
15 Munnik street
CERES
6835

Dear Ms Philander

RE: PERMISSION TO CARRY OUT RESEARCH AS PART OF FULFILLMENT MASTER DEGREE IN PUBLIC ADMINISTRATION (MPA) AT UNISA ON THE FOLLOWING TOPIC: LOW-COST HOUSING PROCESS : REFERENCE TO WITZENBERG MUNICIPALITY

We acknowledge receipt of your mail and confirm that we do not have any problem with the research to be undertaken. We believe that it can only be to the benefit of the broader society. Please be assured of our support.

We wish you well in your endeavour and trust that it will meet the academic requirements.

Yours faithfully

DAVID NASSON
MUNICIPAL MANAGER

/mdk

*Kindly address all correspondence to the Municipal Manager / Rig asseblief alle korrespondensie aan die Munisipale Bestuurder / Yonke imbalelwano mayithuyelwe kuMlawuli kaMasipala
A municipality that cares for its community, creating growth and opportunity!*

'n Munisipaliteit wat omgee vir sy gemeenskap en groei en geleentheid skep!

Umasipala olukhathaleleyo uluntu lwakhe, odala ukukhula namathuba!

**ANNEXURE 2
ETHICS CLEARANCE**

**DEPARTMENT: PUBLIC ADMINISTRATION AND MANAGEMENT
RESEARCH ETHICS REVIEW COMMITTEE**

Date: 16 September 2015

Ref #: PAM/2015/011 (Philander)
Name of applicant: Ms T Philander
Student #: 44809328

Dear Ms Philander

Decision: Ethics Clearance Approval

Name: Ms Theresa-anne Philander, theresap@elsenburg.com, tel: 0824867601
[Supervisor: Dr P Khumalo, 012 429 3779, khumap1@unisa.ac.za]

Research project: Low-cost housing process in the Witzenberg Local Municipality:

Qualification: MPA

Thank you for the application for **research ethics clearance** by the Department: Public Administration and Management: Research Ethics Review Committee for the above mentioned research. Final approval is granted for the duration of the project.

The decision will be tabled at the next College RERC meeting for notification/ratification.

For full approval: The application was reviewed in compliance with the Unisa Policy on Research Ethics by the RERC on 27 October 2014. The proposed research may now commence with the proviso that:

- 1) The researcher will ensure that the research project adheres to the values and principles expressed in the Unisa Policy on Research Ethics.
- 2) Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study, as well as changes in the methodology, should be communicated in writing to this Ethics Review Committee. An amended application could be requested if there are substantial changes from the existing proposal, especially if those changes affect any of the study-related risks for the research participants.
- 3) The researcher will ensure that the research project adheres to any applicable national legislation, professional codes of conduct, institutional guidelines and scientific standards relevant to the specific field of study.

Kind regards


Prof Mike van Heerden
Chairperson:
Research Ethics Review Committee
vheerm@unisa.ac.za


Prof RT Mpofo
Acting Executive Dean: CEMS

INFORMED CONSENT FOR PARTICIPANTS

15 September 2015

Title: Low-cost housing process in the Witzenberg Local Municipality

Dear Prospective Participant

My name is Ms Theresa-Anne Philander and I am conducting research with Dr P Khumalo, a senior lecturer in the Department of Public Administration and Management towards a MPA degree at the University of South Africa. We are inviting you to participate in a study entitled *Low-cost housing process in the Witzenberg Local Municipality*.

WHAT IS THE PURPOSE OF THE STUDY?

The objectives of the study are to:

- Investigate the challenges faced by the Witzenberg Local Municipality which impede the pace of the delivery of quality low-cost housing;
- Obtain insight perceptions, attitudes, behaviour, concerns of the residents towards the low-cost housing process to determine how the residents perceive the whole housing process;
- Analyse the reasons for overcrowding and possible solutions; and
- Recommend possible strategies to curb the housing challenges impeding effective delivery.



WHY AM I BEING INVITED TO PARTICIPATE?

The researcher forwarded a letter to the Witzenberg Local Municipality to request permission to interview you and/or provide you with a questionnaire for completion. Approval has been granted and the permission letters are available on request.

For the purpose of this study, the sample will involve 105 residents in possession of low-cost housing, 105 people on the waiting list for low-cost housing and 5 key role officials in the housing department of the Witzenberg Local Municipality.

The 105 residents in possession of low-cost housing as well as the 105 people on the waiting list for low-cost housing will be requested to complete questionnaires. The 5 key role officials in the housing department of the Witzenberg Local Municipality will be interviewed.

WHAT IS THE NATURE OF MY PARTICIPATION IN THIS STUDY?

Data will be collected by means of questionnaires and personal interviews. It will take approximately thirty minutes – maximum of one hour - to complete the questionnaire (after office hours or during lunch time or at a time and place convenient to you).

The interviews will take approximately thirty minutes to complete.

CAN I WITHDRAW FROM THIS STUDY EVEN AFTER HAVING AGREED TO PARTICIPATE?

Participating in this study is **voluntary** and you are under no obligation to consent to participation. If you do decide to take part, you will be given this information sheet to keep and be asked to sign a written consent form. You are free to withdraw at any time and without giving a reason.



WHAT ARE THE POTENTIAL BENEFITS OF YOUR PARTICIPATION IN THIS STUDY?

Possible strategies to curb the housing challenges hampering the effective delivery of housing by the Witzenberg Local Municipality will be recommended.

ARE THERE ANY NEGATIVE CONSEQUENCES FOR ME IF I PARTICIPATE IN THE RESEARCH PROJECT?

I do not anticipate any undue risks for the Witzenberg Local Municipality or the respondents from participation in the study. The privacy of all the participants as well as their identity will be protected when the findings of this study are disseminated.

WILL THE INFORMATION THAT I CONVEY TO THE RESEARCHER AND MY IDENTITY BE KEPT CONFIDENTIAL?

You have the right to insist that your name not be recorded anywhere and that no one, apart from the researcher and the supervisor, will know about your involvement in this research.

All the returned questionnaires as well as the recorded interviews will be for analytical purposes only. Your responses may be reviewed by persons to ensure that research has been conducted properly, including members of the Research Ethics Review Committee. Records that identify you will thus be available only to people working on the study, unless you give permission for other persons to peruse the records.

Your anonymous data may be used for other purposes, such as a research report, journal articles and/or conference proceedings. A report of the study may be



submitted for publication, but individual participants will not be identifiable in such a report.

Please keep in mind that it is sometimes impossible to provide absolute guarantee that confidentiality and anonymity will be maintained especially when focus groups are used as a data collection method.

HOW WILL THE RESEARCHER(S) PROTECT THE SECURITY OF DATA?

Hard copies of your responses will be stored by the researcher for a period of five years in a locked cupboard/filing cabinet in an office for future research or academic purposes; electronic information will be stored on a password protected computer.

Future use of the stored data will be subject to further Research Ethics Review and approval if applicable. After five years, hard copies will be shredded and electronic copies will be permanently deleted from the hard drive of the computer(s) through the use of a relevant software programme.

WILL I RECEIVE PAYMENT OR ANY INCENTIVES FOR PARTICIPATING IN THIS STUDY?

You will not receive any payment or reward, financial or otherwise. The study will not incur undue costs to you.

HAS THE STUDY RECEIVED ETHICS APPROVAL?

This study has received written approval from the Research Ethics Review Committee of the Department of Public Administration and Management, Unisa. A copy of the approval letter can be obtained from the researcher if required.



HOW WILL I BE INFORMED OF THE FINDINGS/RESULTS OF THE RESEARCH?

If you would like to be informed of the final research findings, please contact Ms Philander on 082 486-7601, or via email at theresap@elsenburg.com.

The final product (dissertation) will be submitted to the Unisa Library at the Muckleneuk Ridge Campus, Preller Street, Pretoria, from where it will be available to the participants.

Should you require any further information or want to contact the researcher about any aspect of this study, please contact Ms Philander on 082 486-7601, or via email at theresap@elsenburg.com.

Should you have concerns about the way in which the research has been conducted, you may contact my supervisor, Dr P Khumalo, at 012 429-3779, or via email at khumap1@unisa.ac.za. Alternatively, contact the research ethics chairperson of the Department of Public Administration and Management, Unisa, Professor Mike van Heerden, at 012 429-6749 or via email at vheerm@unisa.ac.za.

Thank you for taking time to read this information sheet and for participating in this study.

Thank you.

Ms Theresa-Anne Philander

Email: theresap@elsenburg.com

Tel: 082 486-7601



ANNEXURE 4



CONSENT LETTER OF PARTICIPANTS (CONSENT TO PARTICIPATE IN STUDY)

**Title: Low-cost housing process in the
Witzenberg Local Municipality**

Researcher: Ms Theresa-anne Philander

To Whom It May Concern,

I, (participant name & surname), confirm that the person asking my consent to take part in this research has told me about the nature, procedure, potential benefits and anticipated inconvenience of participation.

- I have read and understood the study as explained in the *Participant Information Sheet*.
- I have had sufficient opportunity to ask questions and prepared to participate in the study.
- I understand that my participation is voluntary and that I am free to withdraw at any time without penalty.
- I am aware that the findings of this study will be anonymously processed into a dissertation.
- I agree to be interviewed and/or to complete a questionnaire.

Participant's name and surname	Date	Signature
Ms Theresa-anne Philander		
Researcher's name and surname	Date	Signature
Witness name and surname	Date	Signature



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ANNEXURE 5

QUESTIONNAIRE

QUESTIONNAIRE 1 (PARTICIPANTS IN POSSESSION OF LOW-COST HOUSING AND ON THE WAITING LIST)

QUESTIONNAIRE 2 (OFFICIALS IN THE HOUSING DEPARTMENT OF WITZENBERG LOCAL MUNICIPALITY))

DATA COLLECTION

RESEARCH: HOUSING PROCESS OF WITZENBERG MUNICIPALITY IN FULFILLMENT OF MPA AT UNISA

Statement that participation is voluntary and that there is no penalty or loss of benefit for non-participation.

- a) The identity and position of the participants collecting the information will be kept confidential and only used for research purposes.
- b) The collected information will be kept safe for a period of 5 years after which the hard copies will be shredded and electronic information deleted.

Please indicate whether you agree to participate voluntarily without reimbursement.

YES NO

PERSONAL DETAILS

ARE YOU THE HEAD OF THE HOUSEHOLD? YES NO

IF NO, EXPLAIN

HOW MANY PEOPLE RESIDE IN THE HOUSEHOLD?

WOMEN MEN YOUTH (18-30) CHILDREN (0-18)

DO YOU RECEIVE A GOVERNMENT GRANT? YES NO

PENSION DISABILITY CHILD

TOTAL INCOME OF HOUSEHOLD (PLEASE TICK APPROPRIATE BLOCK)

R0 –R 1500 R1501 -3500 R3501 R7000

RACE

COLOURED BLACK INDIAN WHITE

ARE YOU EMPLOYED?

YES NO

INFORMATION OF HOUSING RECEIVED

WHEN DID YOU APPLY FOR THE HOUSE? _____

WHEN DID YOU RECEIVE YOUR HOUSE? _____

ARE /WERE YOU ON THE WAITING LIST FOR HOUSING? YES NO

HOW LONG WERE YOU ON THE WAITING LIST?

ARE YOU HAPPY WITH THE QUALITY OF YOUR HOUSE? YES NO

PLEASE GIVE A REASON FOR YOUR ANSWER

DID YOU ENCOUNTER ANY PROBLEMS WITH THE QUALITY OF THE HOUSE FOR THE TIME YOU HAVE BEEN LIVING IN IT?

YES NO

PLEASE EXPLAIN YOUR ANSWER

WHAT IS YOUR OVERALL PERCEPTION OF THE HOUSING PROCESS?

DO YOU HAVE ANY SUGGESTIONS TO IMPROVE THE HOUSING PROCESS?

ON A SCALE OF 1-5, HOW WILL YOU RATE THE HOUSING PROCESS?

1 **VERY BAD** 2 **BAD** 3 **ACCEPTABLE** 4 **GOOD**
5 **EXCELLENT**

Thank you for your taking part in voluntary survey

QUESTIONNAIRE 2

(OFFICIALS OF HOUSING DEPARTMENT OF WITZENBERG LOCAL MUNICIPALITY

DATA COLLECTION

RESEARCH: HOUSING PROCESS OF WITZENBERG MUNICIPALITY IN FULFILLMENT OF MPA AT UNISA

Statement that participation is voluntary and that there is no penalty or loss of benefit for non-participation.

- a) The identity and position of the participants collecting the information will be kept confidential and only used for research purposes.
- b) The collected information will be kept safe for a period of 5years after which the hard copies will be shredded and electronic information deleted.

Please indicate whether you agree to participate voluntarily without reimbursement.

YES NO

PERSONAL INFORMATION

HOW LONG ARE YOU WORKING AT THE HOUSING DEPARTMENT?

WHAT POSITION DO YOU OCCUPY?

HOUSING PROCESS

DO YOU DEAL DIRECTLY WITH THE APPLICANTS FOR HOUSING?

YES NO

DO YOU KNOW OF ANY CHALLENGES YOUR DEPARTMENT IS FACING IN DELIVERING HOUSES?

YES NO

PLEASE EXPLAIN

HOW DO YOU PERCEIVE THE HOUSING PROCESS?

HOW WILL YOU RATE YOUR SERVICE TO YOUR PEOPLE?

1-2 POOR 3 ACCEPTABLE 4 GOOD 5 EXCELLENT

DO YOU KNOW WHETHER APPLICANTS ARE HAPPY WITH THEIR HOUSES?

YES NO

PLEASE EXPLAIN

WHAT ARE THE GENERAL COMPLAINTS RECEIVED FROM HOME OWNERS?

HOW DOES YOUR DEPARTMENT MANAGE COMPLAINTS?

HOW OFTEN ARE INFORMAL SETTLEMENTS MONITORED?

HOW DOES YOUR DEPARTMENT MANAGE FARM EVICTIONS?

HOW REGULARLY IS THE WAITING LIST UPDATED?

THANK YOU FOR YOUR PARTICIPATION IN THE RESEARCH PROCESS.