GOVERNMENT'S RESPONSE TO THE POPULATION INFLUX ON HOUSING IN FREEDOM PARK, SOUTH AFRICA

by

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DECLARATION

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Government's response to the Population Influx on Housing in Freedom Park, South Africa.

I declare that the above dissertation is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

I further declare that I submitted the dissertation to originality checking software and that it falls within the accepted requirements for originality.

I further declare that I have not previously submitted this work, or part of it, for examination at Unisa for another qualification or at any other higher education institution.

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DEDICATION

I dedicate this work to my family for always supporting me academically and encouraging me to study further.

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ABSTRACT

This dissertation draws on the perceptions of government officials and residents to investigate the response of government to the effects of increases in population on the provision of housing in Freedom Park, Soweto. The Cohesive Service Delivery Theory is used as the theoretical framework for the study because it argues the importance of a focus on an integrated manner of achieving housing delivery. The study adopted the qualitative approach and utilised purposive sampling to select five government officials from the Department of Human Settlements, along with 25 residents, because all parties had information relevant to the study. Structured one-on-one interviews were conducted to collect data. The collected data were analysed using the thematic method. The findings indicate that the government needs to constantly revise the strategies it utilises to respond to the effects of increased population numbers on housing. It is recommended that the government should continuously evaluate its delivery strategies in accordance with the demands of population increase.

KEYWORDS

MANWELEDZO

Disethesheni iyi i sedza kha kuvhonele kwa vhashumeli vha muvhuso na vhadzulapo u sengulusa phindulo dza muvhuso kha mveledzwa dza nyaluwo ya tshitshavha kha ṋetshedzo ya dzinnḓu ngei Freedom Park, Soweto. Thyeori ya Nḓisedzo ya Tshumelo yo Faranaho i shumiswaho sa muhanga wa kushumele wa thyeori kha ngudo ngauri i amba nga ha zwa ndeme ya u sedza nga nḓila yo ṱanganelanaho u itela u swikelela nḓisedzo ya dzinnḓu. ngudo yo dzhia kuitele kwa khwaḽithethivi na u shumisa u khetha tsumbo nanguludzwa hu na ndivho ha khethwa vhashumeli vha muvhuso vhaṱanu u bva kha Muhasho wa zwa Vhudzulo ha Vhathu, kathihi na vhadzulapo vha 25, ngauri vhathu vhoṱhe vha na mafhungo o teaho a ngudo. Inthaviwu dza muthu nga muthihimuthihi dzo itwa u itela u kuvhanganya data. Data yo kuvhanganyiwaho yo saukanya hu khou shumiswa ngona ya thematiki. Mawanwa a sumbedza uri muvhuso u tea u dzulela u sedzulusa zwiṱirathedzhi zwine wa zwi shumisa u fhindula mveledzwa dza tshivhalo tsha tshitshavha tsho engedzwaho kha zwa dzinnḓu. Hu theme ndelwa uri muvhuso u tea u dzulela u ela zwiṱirathedzhi zwawo zwa nḓisedzo maelana na ṱhoḓea dza u engedzea ha tshitshavha.

MAIPFI A NDEME:

SETSOPOLWA

Sengwalwa se sa dinyakišišo se diriša maikutlo a bahlankedi ba mmušo le badudi go nyakišiša phetolo ya mmušo mabapi le diabe tša dikoketšego tša setšhaba ka ga kabo ya dintlo ka Freedom Park, Soweto. Teori ya Tšhomišanommogo ka ga Kabo ya Ditirelo e šomišwa bjalo ka motheo wa teori wa dinyakišišo tše ka ge e bolela ka ga bohlokwa bja nepišo ka ga mokgwa wo o kopantšwego wa go fihlelela kabo ya dintlo. Dinyakišišo di dirišitše mokgwa wa dinyakišišo tša boleng le go šomiša disampole tša maikemišetšo go kgetha bahlankedi ba bahlano ba mmušo go tšwa go Kgoro ya Madulo a Batho, gotee le badudi ba 25, ka gobane ka moka ga bona ba bile le tshedimošo ye e lego maleba go dinyakišišo tše. Dipoledišano tšeo di beakantšwego pele tša poledišano ya motho ka o tee ka o tee di ile tša dirwa go kgoboketša tshedimošo. Tshedimošo ye e kgobokeditšwego e ile ya sekasekwa ka go šomiša mokgwa wa merero. Dikutollo di laetša gore mmušo o swanetše go fela o bušeletša mekgwa yeo o e šomišago ka nepo ya go arabela diabe tša setšhaba seo se oketšegilego mabapi le kabo ya dintlo. Go šišinywa gore mmušo o swanetše go tšwela pele go sekaseka mekgwa ya ona ya kabo ya dintlo go ya ka dinyakwa tša koketšego ya setšhaba.

MANTŠU A BOHLOKWA

Go Šwahlela ka Setšhabeng, Kabo ya Ditirelo, Go huduga, Go tlala kudu ga Setšhaba, Kabo ya Dintlo, Tlhabollo ya Dintlo, Madulo a Batho, Go hudugela Ditoropong, Freedom Park, Soweto.

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CHAPTER 1: INTRODUCTION

1.1 Introduction and Background of the Study

Introduction

Governments are generally mandated to facilitate an adequate service delivery process, through various aspects such as access to adequate shelter, water, electricity, food, and health care facilities (Tacoli, McGranahan and Satterthwaite, 2015:17). People migrate to different countries to access better services such as housing, education, and job opportunities to improve their standard of living. Housing is regarded as one of the significant aspects needed to achieve development. Population influx has a diverse impact on various aspects of development, which includes housing. The increased population demands more access to land and housing, as people live in overcrowded places, shacks and continue to protest against the lack of housing provision by the government (Tacoli *et al*, 2015:19). This study, therefore, investigated the national and/or provincial government's response to the population influx on housing delivery in Freedom Park.

The impact of population influx continues to affect the strategies introduced by the government to respond to the increased housing demand. People migrate to Johannesburg to access better employment and a better standard of living, which puts more pressure on the government to deliver housing for the increasing population in Johannesburg. In investigating the government's response, the research also aimed to evaluate the government's strategy to accommodate new residents in Freedom Park, evaluate the success of the strategy, find out the obstacles encountered or failures experienced in the process, and identify what the government can do to improve service delivery. Hopefully, the research findings will help various municipalities to respond to the housing needs of future population influxes (Peterson, 2017:1).

Housing needs are among the significant aspects required to achieve developmental goals. The study focused on both low-cost and privatised housing in Freedom Park. Data on population influx on housing in Freedom Park were collected, studied, and analysed to gain a better understanding of the phenomenon. Qualitative research methods were used to achieve the research's objectives. The Cohesive Service Delivery Theory is the theoretical framework used to guide the research (Mbecke, 2014: 265).

This theory states that there is a need to establish a cause-effect relationship between the predetermined factors that contribute to service delivery. This means that there is a need for the study to provide insights into the relationship between population influx and housing delivery. This can be implemented through various forms such as good governance through Batho Pele principles, public participation, laws, policies, regulations and planning, monitoring, and evaluation of service delivery. This theory states the government should focus on good governance when responding to the housing needs compounded by a phenomenon such as population influx. Furthermore, it must ensure public participation during the process of delivering housing for the population, adopt various laws, and policies to deliver housing, as well as monitor and evaluate the success and failures of the strategies used to deliver housing (Rotberg, 2014:511). This chapter includes the background of the study, problem statement, objectives of the study, scope of the study, limitations of the study, the importance of the study, and conclusion.

Background of the Study

Internationally, there has been an unexpected rural-urban migration, leading to an increase in urban population. Ethiopia, Zimbabwe, South Africa, and Uganda continue to be the major countries with population influx due to the increasing levels of migration (Dunn, 2020:382). The increase in urban population has resulted in several difficulties in the inner-city areas such as housing quandaries and high usage of resources. The incapacity of local metropolises to provide housing affects the economic and social growth of different countries (Tacoli *et al*, 2015:13). Housing is regarded as one of the significant drivers of low densities and sprawl because it comprises major land use in human settlement (Dunn, 2020:382). Low-cost housing and privatised housing are both significant in human settlement, as they provide access to shelter for the population influx, through various methods, guidelines, and principles. The expanding growth in population and low level of government capacities have made it a challenge to provide housing in different municipal areas (Tacoli *et al*, 2015:13). This further makes it difficult to ensure that development goals and objectives meet the required human settlements of the population. The increase in population enlarges the demand for more housing or human settlements within various local municipalities. Population growth affects not only the delivery of housing, but also becomes an obstacle to planning within various local municipalities. Therefore, this results in an expansion in the demand for housing and more use of limited available resources (Peterson, 2017:2)

Population influx changes result in a continuous change in the demand for low-cost privatised housing. This is because, the more the increase in the number of populations, the greater the demand in the number of houses required (Mulder, 2006:1). The supply of adequate housing attracts migrants to move to specific residential areas to access economic and social opportunities. This puts more pressure on the supply of houses in various residential locations. The production and supply of housing for the increasing population is declining due to various housing laws and regulations that are put in place by the government (Mulder, 2006:1). Population influx increases daily, and migration and birth-rate levels are also increasing, which puts more pressure on the government and private owned resources to provide shelter. Most government municipalities have limited resources to manage the pressure of the increase in population (Mulder, 2006:2).

In various countries, there is an unequal housing distribution to the population. The process of housing delivery is not responding to the number of houses required in rural areas and policy implementations do not respond to the needs of the people (Lues, 2010:789). Most strategies are introduced on paper; however, the implementation stage finds it difficult to respond to the housing development challenges. The government is required to re-evaluate various policies and laws, which include the Housing Act 107 of 1997 and Social Housing Policy, introduced to address the challenge of housing. As population trends change, laws and policies need to be reviewed and evaluated to respond to the population influx. Change in population trends affects the ability of the government to respond to the increased demands of the population. Population growth and an increased number of households lead to an increase in housing demands (Lues, 2010:790).

Small communities experience a high inflow of population influx. Freedom Park is required to expand to accommodate population growth (Potter, Cantarero, Yan, Larrick and Salazar, 2004:219). More municipal services that are in coordination with low-cost and privatised housing are required, such as water, electricity, and sewage. Therefore, this means that population influx does not only impact access to shelter, but also affects other inter-related government services (Potter *et al*, 2004: 219). As more housing is required by the population, more schools, and hospitals, for example, will be required to accommodate different children from different households located within a specific residential area. Housing availability continues to be a major challenge for under-developed and developing countries, with limited resources available (Potter *et al*, 2004: 220).

In South Africa, there is an increased demand for housing, which is a result of the high growth of the population in urban areas. South Africa is a country with development challenges, one of which is the unavailability of living spaces (Haub and Kaneda, 20141:1-2). Government and private-owned organisations are regarded as primary stakeholders that are required to provide housing. However, the government continues to experience challenges in meeting the mandate for an increasing population. South Africa has various policies and regulations that guide the housing market. However, with the increasing population, the implementation of such policies becomes difficult, and the provision of housing encounters challenges such as lack of resources and poor quality (Haub and Kaneda, 2014:2). There is also an increase in the requirements of access to housing by the population because people continue to stay in overcrowded places. In this regard, it is important for planning to take place during service delivery to meet the needs of the people (Haub and Kaneda, 2014:3).

Gauteng is one of the provinces of South Africa that are experiencing a higher growth in the number population, which increases the demand for housing (Adams and Hastings, 2001:1473). This is due to a high level of migration and urbanisation because, as people move to the province, the first major requirement or demand is access to shelter. Gauteng has high migratory inflows, which are above the internal population growth (Adams and Hastings, 2001:1474). This has become a challenge for the delivery of shelter within the province. The growth in the number of people living in Gauteng affects the ability of the various municipalities to provide housing (Adams and Hastings, 2001:1476).

Social housing was introduced as a strategy to respond to the increased demand for housing in Gauteng, to release 100 000 stands within the coming five years as according to the plan (StatsSA, 2020). However, due to limited financial resources available, the government is unable to deliver the required number of stands to the people. The inflow of about 300 000 people traveling to Gauteng Province each year is putting pressure on the supply of housing; in fact, 1,2 million people who sought housing in the previous years could not be provided for due to limited budget (StatsSA, 2020). The demand for Reconstruction and Development Programme (RDP) houses continues to increase in rural and urban areas. The Department of Human Settlements stated that the population influx is both a systematic and historical challenge that could not be addressed as planned and therefore has resulted in illegal occupations and failed housing projects (DHS, 2012). The inflow of people into Gauteng each year continues to be a challenge for the DHS to provide access to housing. According to the DHS, in 1994, the population of Gauteng was about 7 million; however, with the 300 000

yearly increase, the population has increased to 15 million people (StatsSA, 2020). According to the National Housing Register (2020), 1,2 million people were looking for houses in Gauteng; however, the budget received could only provide 20 000 houses. This becomes a challenge for the South African government (Adams and Hastings, 2001:1480), which leads to a housing crisis such as illegal house occupations and land invasions.

Freedom Park is a township located in Johannesburg, Soweto, with an increased population influx and housing backlog. Freedom Park experiences sustained protests over access to housing and land. Residents in Freedom Park have been continuously protesting over housing and land for 2 decades, but the government keeps on failing to deliver such services. People live in shacks, with leaking roofs, and cold shacks that can collapse at any time due to weather conditions. Residents struggle to access RDP houses due to long procedures that are introduced, which delay the process of receiving the RDP houses. Therefore, as new residents move to Freedom Park, the government is required to respond to the increased demand for housing (Thusi, 2018:7). There is a need for new houses to be built, which requires more use of resources. The DHS is, therefore, required to come up with a new budget in response to the increased demands for houses.

1.2 Problem Statement

The City of Johannesburg Municipality has been experiencing a high population influx due to urbanisation and migration. This has led to the increasing demand for housing and overcrowding in Freedom Park. The City of Johannesburg has a major housing backlog of 24, 9%, which increased from 18, 5% in 2015 due to migration factors (StatsSA, 2018). Since 1994, increased new shack dwellers have settled in Freedom Park and resisted forced removals (Thusi, 2018:7). Freedom Park is regarded as a formal township with a combination of RDP houses, privatised housing, informal shacks, and bonded stock. RDP houses were introduced by the government to address the lack of access to shelter in Freedom Park (Thusi, 2018: 7). However, due to a limited number of RDP houses available in Freedom Park, most of the population has access to informal settlements, which are over-populated. In this regard, it becomes important to come up with various strategies or initiatives to ensure effective house provision for the increased population (Thusi, 2018:7). This study therefore aimed to investigate the government's response to the impact of the population influx on housing in Freedom Park.

In the City of Johannesburg, the budget for the coming financial year was planned to be about R 800 million less for housing construction, but the city only had about 5 million for building houses (StatsSA, 2020). This means that for the next 2 years, it is going to be a challenge for the government to provide housing for the people. Consequently, people continue to live in overcrowded housing conditions (Adams and Hastings, 2001:1481). Laws, policies, and regulations for housing are introduced, but the implementation of such policies in practice becomes difficult. Population influx continues to affect the ability and capacity of the government to respond to the population influx. The number of human settlements required by the population continues to increase and this puts pressure on the availability of resources.

Freedom Park is a township with an increased housing backlog due to population influx. Due to increased unemployment in the City of Johannesburg, residents cannot afford rent. Freedom Park experiences an increase in the number of shacks, where specific blocks within the area have more than 2000 shacks. The residents have limited access to adequate housing, as people continue to demand RDP houses and Social Housing intervention from the government. The government is unable to deliver housing, mainly because of aspects such as lack of financial resources, and lack of adequate capacity to plan and deliver low-cost housing projects.

Population influx has become a significant challenge as more people travel to cities for economic opportunities (Dunn, 2020:383). Therefore, it is important for the government to take consider population influx as one of the obstacles hindering the provision of housing in the country. The increasing levels of population influx are caused by various factors such as high birth rates and high levels of migration (Dunn, 2020:385). The South African government continues to experience a challenge of unfinished houses and to resolve the issue, an allocation of more budget is required by each province. The number of household occupants in informal settlements continues to increase. The government is therefore required to respond to the increase by providing access to shelter. According to StatsSA (2016), the General Household Survey, 13,5% of the households were found in informal settlements, and this has increased to 18,6% for most metropolitan households.

1.3 Research Objectives

The main objective of the study was to investigate the government's response to the population influx on housing in Freedom Park since 1994. Secondary objectives were:

- To determine historical impact of housing challenges;

- To determine the transition of the housing backlog from apartheid to post-apartheid South Africa;
- To assess the government's strategy to accommodate new residents in Freedom Park;
- To evaluate the success of the strategy;
- To identify obstacles or failures that have been experienced in the process, and
- To identify what the government can do to improve service delivery.

1.4 Research Questions

The main research question is: What is the government's response to the population influx on housing in Freedom Park since is 1994. Other questions include the following:

- What is the historical perspective of housing challenges?
- How was the shift from apartheid to post-apartheid in terms of housing backlog?
- What has the government's strategy been to accommodate new residents in Freedom Park?
- Has the strategy been successful?
- What obstacles or failures have been experienced in the process?
- What can government do to improve service delivery?

1.5 Scope of the study

The study investigated the government's response to the population influx on housing in Freedom Park. Freedom Park is situated in Soweto, on the southern side of Johannesburg. It is located approximately 30 kilometres south of Johannesburg (Harrison, 2014:1). Historically, it was mainly known for dairy farming and small-scale agriculture. This area was set up due to a higher number of informal settlements that were built around hostels that served as houses for migrants working in industrial areas nearby Devland (Harrison, 2014:2). In 2011, the census indicated that Freedom Park had a population of about 23, 156 people (3,66.30 per km) with 13, 390 (13, 390) households. Currently, Freedom Park has a population of approximately 30,156 people, with about 20, 390 households (StatsSA, 2021).

Government officials from the DHS and residents from Freedom Park were the participants in the study. Government officials gave their opinions about the strategies introduced to accommodate the new population in Freedom Park whereas the residents gave opinions on whether the strategies introduced by the government officials are successful or fail to address their housing needs. Five participants from the DHS and 25 residents from Freedom Park were selected to participate in the study through purposive sampling. The study selected 5 participants from the DHS because it was significant to engage government officials that only work on housing-related challenges instead of focusing on all government officials who work for the DHS. The study also selected 25 residents from Freedom Park because they had relevant information for the study. Residents who had been staying in Freedom Park for at least 6 months were deemed qualified for the interview whereas those that had been residents in the area for 5 months or less did not qualify for the interview. The interviews investigated the current strategies already introduced by the government to respond to the population influx.

1.6 Limitations

The dissertation had limitations that became an obstacle to the achievement of the research objectives (Smith, 2012:15). The limitations of the study are described as the characteristics of design methodology that are usually affected by the interpretation of the findings from the research. Firstly, due to COVID-19, the number of participants required for the semi-structured interviews was kept at a minimum and physical contact sessions were prohibited. It was also difficult to arrange interviews with the DHS due to their busy schedules. This was mitigated by limiting the size of the indoor space and ensuring that the place for interviews was a well-ventilated area. COVID-19 regulations were adhered to and appointments were arranged earlier with the government officials. It was important for the study to take consider the COVID-19 regulations.

Secondly, during data collection, the researcher had limited time to conduct interviews. Therefore, the researcher focused on priority issues within the limited time given by the officials in the DHS. Lastly, traveling costs to conduct interviews became a limitation to the study. Nevertheless, a plan and budget for travelling to collect data were developed.

1.7 Importance of the study

The dissertation will enhance an understanding of the impact of population influx on housing development. It will provide public awareness of the challenges connected to housing

development. The study will also shed light on how population influx negatively affects housing provision in various provinces, thus increasing knowledge on this topic. The recommendations might help the government to improve service delivery and accommodate new residents in Freedom Park whilst minimising the impact of population influx.

1.8 Clarification of terms

Population Influx refers to an increase in the number of individuals within a specific environment (Peterson, 2017:1). The study describes population growth as an intensification of the number of individuals residing within a city, state, or nation because the focal point of the study is determining how an increase in population affects a particular area.

Service delivery refers to any type of contact or interaction with public administration in which the customers, in terms of the citizens, enterprises, or citizens seek or provide information and fulfil it as required (Voorn, Marieke, Genugten and Sandra, 2017:820). It can also be defined as the provision of affordable, sufficient, and quality services to the public (Voorn *et al*, 2017: 820). Service delivery mainly focuses on where, when, and how a service is required to be delivered and whether it is effective and efficient in nature. The study defines service delivery as the distribution of basic services or resources to citizens or communities such as electricity, water, sanitation, and housing.

Migration is defined as the movement of people or animals from one place, country, residence, or locality to another. People migrate to different areas to have better access to resources or services due to overpopulation (Polzer, 2010:10). This study defines migration as the movement of people from one place to another to access a better standard of living such as job opportunities and infrastructure.

Overpopulation refers to a situation whereby the population becomes uncontrolled, and people consider that it should be managed. Usually, overpopulation is caused by an increase in birth rate, migration, depletion of resources, and a decrease in mortality rate (Tacoli *et al*, 2015:7). The study defines overpopulation as an excessive increase in the population within a particular area or the environment due to migration and fertility rates.

Housing refers to living spaces, allocated usage of houses, construction, or buildings structured together to shelter people (Mandic, 2008:615). The study defines housing as buildings or shelter that covers and protects people.

Housing Development refers to a collection of individual houses or apartment homes that are of similar design and are usually built, leased, or sold by one management (Donaldson, 2020:20). The study defines housing development as a residential area where different types of houses have all been planned and built in the same period.

Human Settlement refers to a populated place, settlement or locality, or community in which people live (Cirolia and Gorgens, 2017: 6). The study defines human settlements as a group of dwellings of any size or type where human beings live.

1.9 Structure of the Dissertation

Chapter 1- covers the introduction and study orientation, background of the study, problem statement, research objectives and questions, scope of the study as well as limitations of the study. **Chapter 2-** reviews literature on strategies introduced by the government to alleviate housing shortages and to improve service delivery. The chapter also covers the theoretical framework that serves as the basis for this study.

Chapter 3- covers the research methodology of the study, in terms of the specific techniques or procedures followed in the study. It encompasses the research design, population of the study, sample techniques, sample size, data collection techniques, data analysis techniques, limitations of research, validity, and reliability, and ethical considerations. It elucidates the research techniques for data collection such as semi-structured questionnaires that were used in the study.

Chapter 4- presents and discusses the results emanating from the collected data from interviews and semi-structured questionnaires. This includes data collected from government officials employed by the Department of Human Settlements and residents from Freedom Park.

Chapter 5-includes the summary, conclusions, and recommendations of the dissertation. The recommendations are based on the results and observations made during the analysis of the government's response to the influx of new residents into Freedom Park.

1.10 Conclusion

This chapter introduced the study and provided the background of the research and the problem statement. The chapter also presented objectives and provided a context within which the study

emanates in terms of the scope and limitations that affected the study. It also presented the importance of the study, clarification of terms, and outlined the structure of the dissertation. Chapter 2 provides the literature review and the theoretical framework applied in the study.

CHAPTER 2: LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Introduction

Population influx has continuously been growing historically and the highest growth is mainly identified in developing countries. This intensification has led to housing difficulties in developing countries, further exerting pressure on the government to respond to the housing needs (Channing, Andy and Finn, 2016:1). Various developing countries such as South Africa are challenged by housing backlogs originating from the apartheid regime (1949-1994). South Africa still faces housing development issues that affect the planning and delivery of shelter within local municipalities. The government is required to come up with strategies to respond to housing backlogs.

In the past, various policies, laws, and acts were introduced to guide the process of responding to population influx on housing demands by the government. During the apartheid era, adequate human settlements were only accessible to white people, whereas poor housing conditions were experienced by black people. The current housing challenges in South Africa are attributable to the apartheid legacy. Past social, economic, and political factors have contributed to injustice, exclusion, and inequality that characterise contemporary human settlements. In the past, the implementation of housing rights was characterised by segregated strategies and methods. This type of strategy was introduced to ensure that houses are delivered according to race and preferences, and the white population benefitted far much more than the black population (Channing *et al*, 2016:2).

The government's response to housing in the past was based on residential segregation and spatial control (Maarten, Tiit and Ruta, 2021: 4). The law was used as an instrument to advance systematic housing segregation, political control, and socio-economic exclusion of the black population in South Africa. Past municipal officials strictly implemented housing development strategies and unsuitable housing practices for the black population. Housing conditions for the black population were overcrowded, implemented in separate residential areas with no access to social and economic opportunities. The housing implementation strategies ensured that the black population had no access to municipal services. The planning practices for housing focused on separating the black population from the white population in terms of residential areas (Maarten *et al*, 2021:4). The housing planning strategies of the apartheid era aimed at ensuring that residential and employment places were separated. These strategies also failed to

accommodate the cultural or religious needs of the black, Indian, and coloured (mixed race) families within their residential areas. Government strategies failed to respond to the housing needs of the growing urban populations, and this affected the spatial and social exclusion of the already disadvantaged black population. Therefore, this resulted in unsafe, unhealthy living conditions and housing deprivation.

The housing planning strategies to improve the human settlement conditions of the black population were ineffective. This was because the strategies were introduced based on the western context, rather than the actual context of the poor living conditions of the black population. This continues to be a major problem in contemporary South Africa's rural and urban areas. Industrialisation attracted people of different races and cultures to migrate towards economic opportunities in towns and cities. However, such economic opportunities created by the government resulted in spatial inequalities in different residential areas. The increased forced displacement, levels of poverty and inequality, and land deprivation among the black population. Therefore, most marginalised black communities opted for small residential areas (Maarten *et al,* 2021:4).

Land use planning and management systems of the apartheid system ensured the spatial control and deprivation of black communities. This is because most of the legal frameworks for human settlement ensured that land is not registered for black populations, which was mainly known as ''Bantu'' homelands. Different policies ensured that land ownership was not available to the black communities. There were various restrictions on the use and occupation of land by the black population. This means that black people were legally only allowed to access land based on rules and regulations (Maarten *et al*, 2021:4). For example, the introduction of the Glen Grey Act aimed at implementing an end to the land rights for black communities. The Black Land Act excluded the black population from accessing large portions of land in South Africa. This Act also ensured that black people have less access to livelihood opportunities in urban areas. The government's response to housing needs during the apartheid era became more focused on addressing the needs of white people, rather than those of black people. This means that most government strategies created housing conditions that are characterised by segregation and social exclusion, which still affects the recent strategies (Channing *et al*, 2016:5). Different countries also experience population influx, which affects housing delivery. Uganda is only used as one of the examples to illustrate the housing challenges that are also faced in South Africa.

Uganda is one of the countries experiencing a lack of housing due to the increasing number of its population. The government of Uganda consequently focuses on coming up with strategies to accommodate the increased population. The Universal Declaration of Human Rights of 1948 in Uganda emphasises the right to housing as a significant factor of human rights. The African Charter on Human and People's Rights of 1986 highlights the right to adequate housing and shelter as stated in the Universal Declaration of Human Rights. The government of Uganda strategizes on the economic and social importance of housing for the economic growth and development of the country. Uganda's government's policy states that every family should live in an affordable and decent house that ensures safety, good health, security of tenure, and privacy. This means that the government of Uganda should respond to the population influx on housing through a guideline of the African Charter. Chapter 2 of the Constitution of South Africa states that citizens have socio-economic rights which must be respected, such as access to shelter. This means that both Uganda and South Africa aim at ensuring that housing human rights are respected (Isaku, Namaaji and Kulathunga, 2010:80).

In the past, colonial housing policies were not favourable to the population of Uganda and other African countries. The people of Uganda were provided housing at the peripheries of urban areas, which resulted in the development of slums and informal settlements (Isaku *et al*, 2010:80). After 1962, the Post-Independence Housing Policy was introduced to address the implications of the colonial housing policies by ensuring that the process of housing development is available and accessible to the all the people of Uganda and African countries. This policy emphasises the need for low-cost housing to accommodate low-income people. In 1964, the National Housing Corporation was introduced to achieve objectives such as providing access to housing to all types of families, affordable housing, and good living conditions. The National Housing Policy was established by the government of Uganda to improve access to services and infrastructure, upgrading housing plans and programmes for sustainable human settlements and ensuring reconstruction and re-development of housing schemes. The government's response to the population influx on housing in Uganda focused on different aspects such as the social, economic, and political factors that affect the process of housing delivery. Similarly, in South Africa, several interrelated factors contribute to the problems of housing. However, the implementation of various policies in Uganda also experienced challenges and backlogs due to limited financial resources (Isaku *et al*, 2010:80).

This chapter presents the historical situation concerning housing, government housing policies that were utilised in the past, and the shift from housing apartheid laws to current democratic

laws on housing. Strategies for housing in Uganda and South Africa are also presented in this chapter. The chapter further presents the government's strategies that have been introduced in the current democratic country, the challenges encountered in housing provision and the theoretical framework applied to the study.

2.2 South Africa's historical situation regarding housing

The lack of housing provision in South Africa was also affected by the apartheid system, where housing was provided and utilised as a strategy of social exclusion among different races. Housing provision was therefore affected by apartheid planning inheritances, which caused and still cause inequality in service delivery (Dunn, 2020:390). Apartheid measures such as the Group Areas Act were put in place as 'black spot removals' where blacks were restricted from accessing land for housing and evicted from farms. During the apartheid era, blacks had no access to housing in the inner-city areas. This was due to the policies and the housing market mechanisms implemented by the South African government (Dunn, 2020:391). All these mechanisms introduced by the apartheid regime led to high unemployment and most poverty-stricken households and inequalities in municipal expenditure.

The black population was not allowed to enter urban areas without a passbook. This meant that black people were excluded from the social and economic benefits located in urban areas. The apartheid government's lack of investment in housing resulted in a high shortage of housing and a rapid increase in the number of squatter camps. The current informal settlement challenges result from the bureaucratic systems, institutional framework and financial systems of the apartheid government. The historical systems continue to affect the effectiveness and efficiency of service delivery, particularly in terms of access to adequate housing (Gelderblom, Kok and Kok, 1994:68). After democracy, policies such as the RDP (Reconstruction Development Programme) were introduced to address the past segregation housing policies (Gelderblom *et al*, 1994:101). The DHS, therefore, continues to experience challenges in addressing housing backlogs in Freedom Park due to historical policies and laws.

2.3 Government's housing policies and strategies during the apartheid era

2.3.1 Group Areas Act of 1950

The Group Areas Act of 1950 was introduced to ensure the rule of separateness in terms of residential allocations. This type of rule ensured that South African people are allocated

residents in terms of their racial groups. The National Party introduced the Group Areas Act to allow white supremacy within housing development and achieve control of the African labour required for the rapid development of industrialisation. During this time, the economic structure of South Africa and the principle of separate development benefited the white population. This was done to ensure that the National Party maintains the status quo of the white population, rather than of the black population. The urbanisation of Africans began to increase, where the black population migrated to urban areas to access better standards of living and employment. However, the lack of infrastructure for the black population led to the increase of overcrowding spaces of empty land by the people seeking employment (Davenport, 1978:259).

The Group Areas Act was regarded as the basis of the apartheid policy to achieve housing development. The process of housing development in terms of this act aimed at eliminating mixed neighbourhoods to develop racial segregation, which aimed at ensuring that South Africans develop separately according to their racial groups. The Group Areas Act also aimed at creating a legal framework for different levels of government to create a specific type of neighbourhoods referred to as 'group areas'. This meant that there were neighbourhoods where people of a particular race were allowed to reside (Davenport, 1978:259). The application of this law meant that if a particular area was stated as a group area, the GAA had the authority to destroy all the houses in that area and forcefully remove anyone who was not part of the racial group. Houses were allocated according to racial groups, and this included access to other municipal services such as water and electricity. Restrictions were put in place for the African population. This means that the government's response to the population influx on housing during the apartheid era was focused on a specific racial group. Therefore, one needed to be considered 'white' to access housing in specific neighbourhoods.

The Group Areas Act (GAA) was used to limit, control, or restrict the lives of the blacks, coloured and Indians in terms of access to property rights. This means that the GAA was also implemented to control the movement and lives of the black population. This Act focused on creating the principle of controlled areas to ensure that it controls the occupation and ownership of land. It also ensured that people are being removed and relocated from their respective homes. The National Party ensured that people are allocated land or housing according to their status quo, race and affordability (Padraig, 1955:5).

The coloured population suffered mostly from the housing implications of the Group Areas Act because zoning plans were always postponed as the main objective was focused on races, not mixed races. The provision of housing by the GAA ensured that the process of housing delivery is not beneficial to the marginalised group of people. Black people had no access to the planning and implementation of service delivery. The GAA did not allow the implementation of public participation or Batho-Pele principles, which made it difficult to identify their needs (Padraig, 1955:6). GAA made it difficult for the black population to access land by ensuring that they had no access to productive land, which affected their livelihoods and agricultural activities.

The Group Areas Act was reviewed and amended yearly to ensure that access to housing for black people became more significantly restricted. Black people were allocated smaller towns and unproductive land. Such towns had a limited number of schools, lack of sanitation facilities, postal services, which affected the religious and cultural aspects of the black people. Therefore, the government's response to housing in the past focused more on segregation, exclusion, and inequality. After the end of the apartheid era in 1994, the newly introduced government named the African National Congress (ANC) was faced with numerous housing backlogs due to the implementation of the GAA (Davenport, 1978:260).

2.4 Shift from the housing laws of apartheid to current democratic housing

The apartheid era resulted in various housing issues that affect the current development. Apartheid laws and policies created segregation, inequality, and social exclusion that affected the planning and implementation of housing strategies (Lemon, Donaldson and Visser, 2021:2). The difference in the development of diverse racial groups caused inequality within the population. This was because the level of access to economic opportunities was determined by the type of race. Due to the lack of economic independence in homelands and communities, black people had limited access to development opportunities. This also created inequality between populations in the post-apartheid era. The backlog in housing provision led to informal settlements located in wastelands within the inner city and nearby townships, and this was because there was no alternative land available to be used for informal settlements. The past housing policies created spatial segregation on the basis of race and this continues to affect the planning and implementation strategies of housing post-apartheid.

The shift from apartheid laws to post-apartheid in terms of housing is significant in addressing the current housing challenges. The government's response to the population influx on housing

is also be affected by the historical policies because the segregation policies created by the apartheid government led to most of the black population living in poverty within informal settlements (Lemon *et al*, 2021:2). This now becomes a challenge for the post-apartheid government when delivering housing. Due to the implications of the past housing policies, the government is unable to provide other types of services such as access to health care and education within townships. Therefore, not only did the apartheid government affect the delivery of housing, but it also affected the delivery of other interrelated services within townships. The apartheid laws ensured that the black population's townships are located a long distance from the towns and cities, where economic facilities and job opportunities are located. Money for transportation was then required to access such opportunities daily. Therefore, the location of human settlement becomes significant when responding to housing challenges (Lemon *et al*, 2021:3).

The location of housing development for the black population is regarded as important for their access to a level of development. Increasing people's mobility by ensuring that they have access to economic opportunities becomes significant in addressing the inequality created by the apartheid government. Upgrading human settlements to address past spatial segregation becomes difficult for the government because most poor people cannot afford houses. Lack of employment and finance therefore also contribute to inequality and housing backlogs. The apartheid implications on housing ensured that various Acts and policies were introduced to restrict access to employment opportunities for previously marginalised households (Lemon *et al*, 2021:4). People currently live in shacks, overcrowded spaces, and unhealthy living conditions due to the past apartheid regulations.

After 1994, various policies and Acts were introduced to address the past racial implications on housing. Programmes and policies such as the Reconstruction and Development Programme (RDP) and White Paper were introduced in 1994. These policies are regarded as major to the delivery of housing to eradicate the implications created by the apartheid policies and improve economic growth and development (Smith, 2003:6). Programmes such as the RDP aim at addressing the housing backlogs, inequality, and spatial segregation. This becomes a significant tool for the government in responding to the population influx in housing.

The democratic government ensured that different plans and policies are introduced to address housing shortages, such as the Integrated Development Plan (IDP) to ensure that the housing needs of the previously disadvantaged people are delivered. The government, therefore,

focused on ensuring public participation during the planning and implementation of housing plans and programmes. Public opinion was now regarded as important to housing provision, as compared to during the apartheid era, where communities were not allowed to participate or give an opinion with regards to housing provision (Smith, 2003:7). The government aims to address the past inequalities created by policies such as the Group Areas Act. Land that was previously allocated to the white population is now accessible and available to all races. The democratic government also aims to ensure the integration of policies in addressing the housing challenges of the past. The government focuses on increasing housing programmes to address the social exclusions created by the apartheid government (Anthony, Donaldson and Visser, 2021:2).

2.5 Governments' strategies to population influx on housing

2.5.1 The example of Uganda's National Shelter Strategy

The Ugandan government adopted the development of the National Shelter Strategy in 1992 after the UN General Assembly Resolution. The National Shelter Strategy focused on two major objectives; firstly, formulating feasible strategies for shelter which allow for the full utilisation of local resources to improve the living conditions and access to shelter. This means that when responding to the population influx in housing, the Ugandan government should focus more on utilising the local resources rather than the external resources. The strategies should apply to the context of Uganda, in terms of lack of housing (Yuen and Kumssa, 2010:166). Therefore, public participation in this regard becomes significant to better understand the local context of housing issues.

Secondly, the National Shelter Strategy emphasises the need to strengthen policy making and housing programme capacities of the major actors in the process of housing delivery. This means that it becomes significant to ensure cooperation between different key factors in housing delivery, from the national government to the local government. This is similar to the strategies used in the South African context because programmes such as the RDP also aim at ensuring cooperation and inter-relation between spheres of the government and stakeholders. This also highlights the need for public participation to ensure empowerment and achieve the required needs of the population (Yuen and Kumssa, 2010:166).

In the South African context, the government establishes the Batho-Pele principles to ensure that the process of housing delivery is accessible to the communities in all aspects. In Uganda,

the National Shelter Strategy introduced the use of an "enabling approach" where the government utilises this approach to support different sectors such as NGOs, the private sector, CBOs, and individual households to ensure an effective and efficient process of housing delivery. Both South Africa and Uganda aim at ensuring that the process of housing delivery focuses on establishing principles that accommodate all types of people who are affected by the housing backlogs (Makasi, 2010:1293).

The government of Uganda used the National Shelter Strategy to adopt the use of a 10-year implementation plan to address the housing challenges, whereas the government of South Africa adopted a 5-year plan named the Integrated Development Plan to ensure service delivery. Therefore, the government needs to come up with various plans that will be used to guide the process of housing provision and address housing challenges. It becomes important to monitor and evaluate the implementation of such plans to ensure the government's response to the population influx in housing addresses the required needs as indicated within the plans. These plans aim at ensuring close integration and coordination between programmes and projects (Makasi, 2010:1293).

The National Housing Strategy also helps to facilitate and encourage assistance from the government to the marginalised groups to alleviate their housing challenges. This becomes important in addressing inequality, social exclusion, and segregation. In South Africa, the RDP and the IDP are used as strategies to assist marginalised groups in terms of access to housing. This will help to increase access to affordable housing, land and improve the quality of existing housing (Makasi, 2010:1293). The housing development process is significant to the government and the residents. Therefore, in responding to the housing needs of the population, the government is required to use the housing strategies and methods to ensure sustainable human settlements and alleviate housing problems.

2.6 Government's strategies to population influx on Housing in post-apartheid South Africa.

The government's strategies are significant to ensure that the housing needs of the increased population are achieved. Government strategies experience obstacles and failures due to aspects such as change in population trends, policies, people's needs, and technology. It becomes important for the government to continuously review, evaluate and monitor housing strategies when responding to population influx. Strategies can also change based on the context in which the needs are required. The government's response to population influx in

housing becomes significant for the process of development within the country. This is because, how the government responds to the impact of population influx will help achieve economic growth and development of the country.

Freedom Park is regarded as a semi-informal township with a combination of RDP houses, informal shacks, and privatised and bonded houses. This type of provision of housing serves a significant purpose for access to the shelter by the government. RDP was one of the strategies introduced by the government to accommodate new residents in Freedom Park.

2.6.1 Reconstruction and Development Programme

RDP is defined as a policy instrument that mainly directs or guides the progress of the transformation strategy used by South Africa to achieve set goals and objectives (Clive, 1997:183). It is regarded as a framework for cohesive and coherent socio-economic progress. This programme sought to eradicate the results of apartheid by mobilising all people and resources (Clive, 1997:184). The priority of the RDP was meeting the basic needs of the people such as water, jobs, transportation, a clean and healthy environment, health care, land and housing. This was done by introducing different achievable projects and programmes that are set for the next five years. This programme included focusing on redistributing a considerable amount of land to people who do not have access to land, building houses for millions of people, providing clean water and sanitation (Ewing, 1995:118). This programme also sought to provide electricity to new homes and provide access to adequate and affordable health care facilities. The RDP stated that people should be involved in the programmes by being part of the decision-making process about where the infrastructure is going to be placed, and by also ensuring that they are employed in the construction process and empowered to manage the program (Ewing, 1995:120).

RDP houses were introduced by the government to alleviate poverty among the poor. The provision of RDP houses is regarded as a public programme that is introduced to address the housing backlog. This includes reducing informal settlements and slums in South Africa. The programme was essentially introduced to address poor living circumstances, such as overcrowded apartheid housing and shacks in informal settlements and replace them with adequate housing conditions. Freedom Park residents were told about the plan of the City of Johannesburg regarding the building of RDP houses. The former executive mayor of the City of Johannesburg once stated that the city aims to take over the responsibility of building low-cost houses in Freedom Park for residents. The city of Johannesburg aims to collaborate or

engage with the national government to give authority to municipalities to take over the responsibility of building RDP houses for the people. This plan was set to be included in the new draft IDP Review, together with inputs from the residents of Freedom Park. The City is also responding to the housing provision challenges through "Diphetogo", which means transformational change. Through RDP, various projects were introduced such as the Golden Highway Social Housing and Lufhureng Development housing (DHS, 2018).

RDP also aims at addressing past social and economic issues created by the apartheid government. This programme aims at addressing inequality, spatial segregation, and social exclusion in housing because of historical implications (Clive, 1997:189). This programme states that to achieve development, it becomes important to address the root challenges that were caused by the apartheid legacy on housing. The RDP states that the provision of housing is one of the fundamental goals of delivering the basic needs of the population. The government's response to the population influx on housing requires several instruments, tools and strategies. Thus, the RDP becomes a significant tool. The RDP also states that the provision of housing will ensure economic empowerment to the population to help achieve economic development. This programme becomes significant for service delivery because it also ensures that the population has ownership over their own houses and ensures that other inter-related services such as water and electricity are accessible within their households (Clive, 1997:190). RDP aims to ensure that housing delivery in Freedom Park is based on a democratic process, in terms of planning and implementation.

2.6.2 Integrated Residential Development Programme (IRDP)

The IRDP was introduced in 1994 to address the delivery of housing and human settlement inefficiencies through a process of development that is compact, integrated, and includes a wide range of settlement forms. The IRDP focuses on providing housing projects that are integrated, which would include the provision of social and economic needs of various households and income categories in Freedom Park. The progress of housing projects largely depends upon the financing of the project. Therefore, the IRDP will assist with financial resources for housing projects in Freedom Park. The programme focuses on development projects that are integrated, which will mainly include social and rental housing, subsidised in coordination with institutional and other types of land uses. Housing development projects can be planned and developed through two phases. The first phase focuses on planning, town establishment, land acquisition, and other varieties of land use, to ensure a sustainable

community in Freedom Park. In the second phase, houses are developed for qualifying households and the sale of stands is available to non-qualifying people in Freedom Park (DHS, 2012).

The IRDP was introduced to address the past outcomes of the housing programmes created by the apartheid government. One of the significant purposes of this programme was to address the issue of the marginalised population being located at the urban periphery without access to social and economic activities. The government can utilise this programme to create social cohesion. The DHS, therefore, is required to develop adequate human settlements, which are integrated into effective areas that allow communities to access infrastructural services. Therefore, the government's response to the population influx on housing requires a more integrated approach to focusing on a variety of services (DHS, 2012).

2.6.3 Upgrading of Informal Settlements Programme (UISP)

Informal settlements are commonly found in underdeveloped and developing countries due to the high level of migration and urbanisation (Alhassan, 2013:4). Provinces that are currently developing, experience limited resources to address the required housing needs of the community, such as Freedom Park. The UISP aims to improve housing conditions, basic services, and secure tenure in Freedom Park. Access to adequate housing provides an opportunity for households to have better access to socio-economic needs. This programme focuses on ensuring that the residents in Freedom Park are involved in or participate throughout the housing project lifecycle, from planning to execution (Alhassan, 2013:4). This will help empower the community in Freedom Park to take control of the process of developing their settlement, identify their needs, and ensure that their needs are taken into consideration.

The primary goal of the UISP is to ensure social cohesion, and security in the process of integrated development and to create job opportunities for the communities. The UISP programme can be undertaken in three phases, which include focusing on community involvement, planning, emergency services, and basic services and housing construction. These phases are significant in ensuring the upgrading of informal settlements because it addresses other related basic services together with housing provision (Alhassan, 2013: 5). The programme also provides funding for social and economic needs to advance the sustainability of informal settlements in Freedom Park.

2.6.4 Integrated Development Plan

The IDP is one of the significant mechanisms used by the local government to achieve its new developmental role (Orange, Harrison, Huyssteen and Meyer, 2000:19). IDP aims to ensure that the process of service delivery is transparent and that people have access to information regarding housing provision and are consulted about the services to be delivered (Orange *et al,* 2000:19). It directs the activities of government agencies from the three spheres of government, corporate service providers, Non-Governmental Organisations, and private sectors in the process of housing development (Maritz and Kok, 2013:31). IDP highlights the significance of enhancing the living conditions of communities, by ensuring that each municipality has a plan for housing development projects in Freedom Park. It helps to speed up service delivery by identifying the most underdeveloped human settlements and guides where municipal funds must be spent in terms of housing development (Orange *et al,* 2000:20). It mainly highlights the significance of community participation in the process of housing development, to identify or recognise the needs of communities (Maritz and Kok*,* 2013:33).

The IDP helps the local government by introducing realistic housing plans according to the availability of resources to address poor access to shelter. However, most municipalities experience a deficiency or shortage of required skills to organise, plan and execute housing development programmes. Therefore, the government is required to employ or hire the required human resource for housing development activities and projects (Maritz and Kok, 2013:32). The IDP states that there is a need for people to access security of tenure. This means that access to housing is required to address the quality and needs of the rural people through the development of human settlements. Providing access to housing for rural people requires the government to consider the identification of the land and beneficiaries, providing access to land, and support services for housing development.

2.6.5 Integrated Urban Development Framework

Housing is regarded as one of the interventions required to create urban areas that are integrated, multi-functional and liveable. Therefore, it becomes important to ensure integrated and sustainable human settlements to achieve well-serviced cohesive, vibrant, and safe communities, and improved quality of life for people to have access to economic, social and cultural opportunities in urban areas. The IUDF is used as a tool by the government to plan and manage the future development of towns and cities (Landis, 2012:323).

The National Development Plan (NDP) serves as a guide for the use and development of the IUDF for housing provision. The NDP also assists the IUDF with proper planning and support for infrastructural development. This becomes significant in responding to the needs of the population growth in the inner cities (Landis, 2012: 324). This plan aims to introduce strategies for improving the performance of the current financial instruments to help speed up housing development and achieve a more cohesive delivery of housing. Due to high population growth, most urban areas experience pressure on the use of resources and limited land available. Therefore, the IUDF seeks to come up with various strategies for people to access land for housing. This plan seeks to help provide services through transportation, adequate human settlements, and effective governance that guides the process of housing provision (Landis, 2012:325).

2.6.6 Social Housing Programme

The social housing programme aims to address poignantly inequalities created by apartheid for the spatial frameworks of towns and cities by introducing the significance of integration through population groups and income (Department of Planning, Monitoring and Evaluation, 2015). This programme encourages the need to provide underprivileged households with adequate access to job opportunities and socio-economic services. The social housing programme focuses on providing sustainable human settlement by ensuring affordable rental units which provide secure tenure for the new residents in Freedom Park. It becomes important to accommodate different household incomes when planning for housing provision. Therefore, this programme aims to integrate different types of income to access secure tenure. The social housing programme is only applicable in zones identified by the municipalities as areas that are advanced in terms of economic prospects and infrastructural services such as transport, water, and sanitation (Department of Planning, Monitoring and Evaluation, 2015).

Social Housing Act 16 of 2008 serves as a guideline for the social housing programme, which aims to promote and establish a social housing environment that is sustainable to achieve development. It becomes important to define the roles and responsibilities of the national, local and provincial governments in terms of social housing. The government is required to define the functions of each stakeholder involved in the process of housing development. This Act states that the government is required to respond to the housing challenges by ensuring that communities have access to a healthy, safe and clean environment to ensure human dignity and privacy. The government is required to respond to the housing challenges by ensuring that the

housing projects and programmes are responsive to the housing needs of the local communities (Department of Planning, Monitoring and Evaluation, 2015).

It becomes important for the government to facilitate the public participation of the key stakeholders and residents through mechanisms such as consultation, education, information sharing and skills transfer. This will help empower the community to take control of their process of housing development. The Social Housing Act states that the government's response to the population influx on housing should be fair, ensure equity and comply with the housing policies, laws and principles. This will help address the inequalities of the past, in terms of social segregation and social exclusion. It also states that it becomes important for the government to continuously monitor the process of housing development, in terms of housing projects and plans (Department of Planning, Monitoring and Evaluation, 2015).

2.6.7 Institutional Housing Subsidy Programme

Institutional Housing Subsidy Programme focuses on providing rental accommodation that is affordable in informal settlements that are not well located in terms of employment opportunities, but where residents may need rental housing (DHS, 2018). This programme was introduced to help in terms of capital grants to mainly social housing institutions that focus on constructing and managing affordable rental units for people located in informal settlement areas. Therefore, this programme focuses mainly on providing satisfactory units within the lower end of the rental market (DHS, 2018).

Capital grants are provided through various housing department institutions. The DHS plays a significant role as a social housing institution to provide affordable rental housing. The government's response to housing can use the institutional housing subsidy programme to ensure that the low-income population accesses subsidy benefits. The subsidy will help the DHS to implement adequate projects and provide assistance to the department to create affordable housing for the middle and low-income population. This type of programme is significant for the government to respond to the housing challenges caused by population influx because it will enable the government to assist the population that qualifies for ownership subsidies (DHS, 2018).

2.6.8 Community Residential Units Programme (CRUP)

The CRUP focuses on providing rental accommodation to the poor residents in Freedom Park who are often employed in the informal sector (DHS, 2006). This programme aims to support the upgrading of communal rental accommodation that is government-owned in Freedom Park. Therefore, the CRUP is introduced to provide stable rental and secure tenure to lower-income households. The programme focuses on developing the sustainability of public rental housing. The provision of housing within the programme states that the houses remain within public ownership and therefore, such houses cannot be sold to individual residents in Freedom Park. This programme was introduced mainly for street vendors, food and flea markets and laundromats (DHS, 2006).

This strategy becomes important for the government to respond to the population increase in housing to ensure that various types of households' incomes are accommodated within the plan and programmes of government. Lower-income households often experience challenges in accessing affordable housing. Therefore, the CRUP is introduced as a strategy used by the government to ensure that the process of housing provision is accessible to all types of incomes. The CRUP is accessible to individuals or families that earn up to R3500 per month. This programme is applied to various housing projects in different countries to address the lack of housing. It is also used to upgrade infrastructure amenities, such as water and sanitation (DHS, 2006).

2.6.9 The Housing Act 107 of 1997

Housing is regarded as a basic need. The Constitution of South Africa states that everyone has the right to have access to shelter. Therefore, various acts were introduced to ensure that the right to housing is respected by the government. The Housing Act 107 of 1997 was introduced to guide the facilitation of housing development to ensure a sustainable process. The Housing Act entails various principles that should be followed in the process of housing development in different spheres of the government. This means that the Act will be used to also describe the roles and responsibilities of the spheres of government in terms of what should be done for the planning and implementation of housing. The Act also outlines the significance of financing for housing development projects and programmes. This Act can be used by the government as a strategy to respond to the population influx in housing by ensuring that the process of

housing development is available to all stakeholders, such as the community members, private sectors and other spheres of government (DHS, 1997).

The Housing Act states that it is important to prioritise the needs of the poor in terms of housing development. This means that public opinion is significant during the planning process of housing development. It becomes significant for the communities to identify their needs, and recommend strategies that could be used to ensure that their needs are met. In this regard, the government's response to housing should consider the significance of public participation. The government should ensure that the process of housing development is based on an integrated level of development and planning to ensure that other aspects of service delivery are taken into consideration such as access to water and electricity that will be required within the houses (DHS, 1997).

The government should ensure that they assist communities to achieve their own housing needs by providing access to adequate land and empowering them to take control over their process of housing delivery. The housing act states that the government should ensure good governance during the process of housing delivery and promote a housing development process that is transparent and administered by the principle of accountability. The government is required to promote effective communication in the process of housing development. Effective communication helps the government to know what type of needs are required, how they are required and how they can be achieved. The government can respond to the housing needs of the population by creating an environment that is conducive to the process of housing development (DHS, 1997).

2.6.10 Breaking New Grounds Policy

The Breaking New Grounds Policy was introduced as a Comprehensive Housing Plan to ensure the development of sustainable human settlements. The housing plan aims to develop an integrated society to promote quality housing and sustainable human settlements through a subsidised system that will accommodate different types of households and incomes. This plan is used as a strategy by the government to respond to population growth in housing to ensure democracy in the process of housing delivery by creating an equal society. The process of delivering housing should create an environment where different groups of people can access it. This policy aims at building millions of houses for people to address the housing backlogs and improve the living conditions of the poor in terms housing (Ehebrecht, 2015:76).

The Breaking New Ground Housing is interrelated to the RDP and focuses on addressing the challenges that were not addressed by the RDP. The BNG focuses on subsidy housing that was developed from the housing policy stated in the White Paper on Housing (1994); however, puts more emphasis on ensuring that housing projects and programmes are delivered in settlements that are regarded as sustainable and productive. This plan aims to ensure principles such as integrated rental, and bonded and subsidised housing. Ensuring the provision of municipal engineering services at all levels of housing delivery also becomes one of the principles of the BNG (Ehebrecht, 2015:76). This will become significant in ensuring public participation and ownership of service delivery. Provision of facilities such as schools, healthcare and commercial opportunities becomes significant during the process of housing delivery in Freedom Park.

This policy focuses on a broader vision of house delivery, by ensuring the integration of various housing types and densities, such as single-stand units, row houses and double-story houses. BNG ensures that the DHS aims at achieving objectives such as improving the process of housing delivery as the major strategy for alleviating poverty and utilising the provision of housing as one of the strategies for job creation. According to the BNG, the DHS is required to ensure that property is accessible by all types of the population as an asset for empowerment and wealth creation. In this regard, subsidised housing becomes significant for people with a lower level of income (DHS, 2014).

The DHS is also required to improve the quality of life of the poor by providing access to housing in areas such as Freedom Park. Housing development should be used as a strategy to break barriers created by the apartheid government. This means that there is a need to focus on spatial restructuring by using housing development as a tool to achieve a sustainable human settlement. The DHS is required to develop various instruments to guide the implementation of various housing plans and introduce a monitoring process of projects that will be used to measure the performance of housing delivery against the targets set during the planning process. This will help identify challenges and assist with responding to such constraints. The BNG aims at addressing the population increase caused by natural population growth and urbanisation. This means that the DHS should consider the population trends when planning for the implementation of housing delivery, to ensure that the required houses are delivered according to the demands of the population (DHS, 2014).

The BNGP also emphasises developing and promoting stronger partnerships with the private sector in the process of addressing housing challenges. This type of partnership is regarded as significant in ensuring that different types of housing are taken into consideration. This includes the primary and secondary housing markets. The public-private partnership will be significant in terms of developing sustainable rental housing. The private sector's compromises of investors and commercial banks will become of assistance in terms of addressing the financial aspects of housing delivery (Ehebrecht, 2015:76). Therefore, it becomes significant to consider different types of stakeholders for the process of housing delivery at all levels of the government.

After 1994, the government focused on developing more sustainable, liveable and equitable cities to alleviate lack of housing created by the apartheid government. The BNGP in this regard highlighted the need to address the inefficiencies and inequalities created by the apartheid system. The provision of informal settlement is required to be integrated into a broader perspective to address social, economic and spatial exclusion created by the apartheid government. The BNGP is significant in addressing the past apartheid policies in South Africa such as the Group Areas Act implications (DHS, 2014).

2.7 Challenges to Housing provision (obstacles and failures)

2.7.1 Obstacles identified by the Housing Department

Integrated housing environments were not developed as planned and this was due to the inappropriate configuration of funding streams and housing plans at different levels of government as well as the low-quality of housing programmes and projects. There is also a poor contribution by the financial sector towards financing low-income housing projects (Wade, 2014:2). Within government municipalities, there is high under-spending on the municipal budget for low-level income housing by various housing departments. This is a result of a lack of capacity by municipal departments, a lack of collaboration between traditional leaders and municipalities as well as the inability to implement newly introduced housing policies. Increased migration leads to the expansion of informal settlements; therefore, people have no access or limited access to municipal services. People demand various types of services from the government through protests. Due to increased migration, there are overcrowded informal settlements; therefore, people will highly be vulnerable to diseases (Alhassan, 2013:4).

2.7.2 Urbanisation and migration

Urbanisation continues to be a problem for housing development in South Africa due to urban growth and the re-classification of certain spaces of the rural areas into the category of urban because of the development of new cities in formal rural areas (Peterson, 2017:1-2). Urbanisation is not only caused by movements of local migrants but by also immigrants coming from other parts of the world. This puts pressure on the limited available resources in South African cities to provide access to shelter. People move to various towns and cities to access economic opportunities and a better standard of living. According to South Africa's housing minister, the urbanisation rate is increasing at 2.09% per annum and it is estimated that 70% of the people by 2030 will be in urban areas due to increased urbanisation. Population growth in Uganda is approximately 46 million in 2020 with a growth rate of 3,6%, making it the 3rd highest country population growth rate in Africa (Peterson, 2017:1-2).

The high rate of urbanisation in the country has led to several challenges for the DHS such as a decline in the progress of housing development and poor living conditions for the informal settlement dwellers. Urbanisation continues to create a rapid increase in the number of informal settlements and slums in towns and cities of South Africa (Kok, Bouare, O'Donovan and Van Zyl, 2003:23). Due to urbanisation, the government lacks the capacity to provide security of tenure in informal settlements and slum areas. A high level of urbanisation led to the implementation of inadequate plans and policies for human settlements, which result in poor planning for housing development. This usually affects housing provision for the low, poor and middle-income populations. Urbanisation can also result in inadequate institutional frameworks used to promote housing development. The government's response to population influx should consider the rate at which urbanisation increases every year and what type of strategies should be introduced to plan for migration (Kok *et al*, 2003).

2.7.3 Financial constraints to housing development

There are insufficient government resources available for urban and housing development projects to improve the standard of living in poor urban areas. There has been a decline of 1,2% of total government expenditure regarding national spending on housing (StatSA, 2021). The limited budget available does not meet the required housing units to be provided per year to eradicate the housing backlogs. The budget constraints affect the degree and quality of housing delivery. Therefore, due to this, there is a high number of people living in poor housing

conditions with limited access to services. There is a lack of sustainable financing that is affordable to the low and middle-income groups for housing development. This is because there is a limited number of financial facilities adequate to provide for housing development (Bhatta, 2010:23). This means that there is a lack of well-structured, effective and efficient housing finance that could be used as a mechanism for housing development. An increase in the interest rate on mortgages is not favourable for most of the population towards their housing development. The current financing schemes lack savings mobilisations and adequate institutional capacity.

2.7.4 Lack of available and suitable land

The availability of appropriate land has become a challenge for most countries as most people who live in poor housing conditions, are inadequately located and in most cases without land tenure (Adams and Hastings, 2001:1492). Low-income households can only access land on the periphery, which is regarded as inexpensive. However, these types of land are usually less-developed with limited-functional settlements, and limited access to economic, transport, social and employment opportunities. This affects the time and traveling to and from opportunities and access thereof. Most low-income households struggle to access the opportunities due to high traveling costs, which include long distances (Adams and Hastings, 2001:1483). For most poor households, location is mostly significant than housing quality, as it affects the level of access to urban opportunities. There is a lack of consistent strategies by municipalities for acquiring land for housing due to poor interaction between spatial plans and approaches.

 Land is regarded as an important requirement for the process of housing development. Nevertheless, different challenges affect access to land for housing development, particularly in urban areas that have a high impact on political and socio-economic aspects (Adams and Hastings, 2001:1484). The aspects include development control, ownership of land, land use planning and management and economic value. Land use planning and management are not comprehensive in urban areas, which leads to the development of informal settlements with inadequate access to infrastructure services. This means that the process of land use planning and management does not identify all the required needs of the population in terms of addressing housing challenges. Middle-income groups have inadequate access to affordable, planned and serviced land used for housing development. The economic value of land has increased prices that are not affordable to the majority of the population. There is lack of

sufficient information on land systems used to provide access to data about available land for the process of housing development (Adams and Hastings, 2001:1485).

2.7.5 Policy, legal and institutional framework

Policy and legal framework for housing development are inadequate, which makes it difficult to implement housing strategies. Some of the policies are not coordinated or interrelated and therefore tend to contradict each other during the planning and implementation process. Some of the laws are rigid and not addressing the required needs of the population (Van Wyk, 2012:245). There is limited coordination between stakeholders and actors responsible for housing development. This means that there is an overlapping and inconsistency of roles and responsibilities and a lack of accountability measures for institutional duties for the process of housing delivery. There is also a lack of public-private partnerships for the planning and implementation of policies for housing development (Van Wyk, 2012:245). The lengthy bureaucratic process in which the planning and implementation of housing development should be done, and the approval process of implementation of strategies could lead to illegal project constructions without proper approvals (Van Wyk, 2012:245).

2.7.6 Human resource development and capacity building

The process of housing development requires a variety of skilled people. This includes skilled labour in disciplines such as Planning, Engineering, Architecture, Financing and Surveying. These types of skills are regarded as significant for the process of housing development. However, the process of housing development usually experiences a lack of adequate skills in terms of housing professionals. There is also an unequal distribution of limited labourers or manpower for the housing constructions required to take place (Nolon, 2006:35). There is a lack of training and funding in institutions for students to study for the process of housing development. Most departments of human settlements have a limited number of officials to carry out the housing planning and implementation duties.

2.7.7 Informal dwellings

The end of the apartheid era in South Africa resulted in the problem of informal settlements. This is because many black people relocated to urban areas to access better living conditions, such as employment opportunities. Cape Town and Gauteng experienced a rapid increase in population, in terms of new residents. This has put pressure on the economy to respond to

housing needs (Cirolia *et al*, 2017:6). People struggle to find opportunities, which leads to increased levels of poverty in towns and cities. The houses that were built in the outer parts of the urban areas were regarded as temporary; however, due to the increase in population influx, they developed into permanent informal settlements. This puts pressure on the department of human settlements to provide access to adequate housing.

The rate at which urbanisation increases yearly affects the ability of the municipality to provide access to services. StatsSA (2011) indicates that 10% of the population in South Africa is in informal settlements within towns and cities. Therefore, about 1.2 million households and 4.4 million comprise an informal settlement population. The high rate of informal settlements consists of overcrowded shacks located at the outskirts of urban areas. Most of the households in South Africa have no access to adequate shelter. The rate of informal settlement dwellings increases as the population increases. Responding to population influx on housing becomes a challenge for the government as more use of resources is required to provide services (Cirolia *et al*, 2017:7).

Informal settlements are influenced by a variety of factors, such as a lack of affordable land and high demand for housing. With the increased demand for housing, the rapid population growth is unable to access affordable land and accommodation. This leads to an increase in the number of informal backyard dwellings. Most South African past policies ignored the issue of backyard dwellings, which increases the number of informal settlements (Cirolia *et al*, 2017:7). A high number of informal settlements are in overcrowded urban areas, with limited access to services such as sanitation, and poor access to health care. This becomes difficult for the government to respond to housing backlogs because the rise of informal settlements affects other interrelated services.

2.8 Theoretical Framework

A theoretical framework is defined as the structure that guides a theory of the study. It helps in guiding how to investigate and analyse the research problem based on its context (Mbecke, 2014:265). The study adopted the Cohesive Service Delivery Theory.

2.8.1 The Cohesive Service Delivery Theory (Housing)

This theory is regarded as a complex tool used to analyse the relationships of cause and effect between the predetermined factors that contribute to service delivery. The theory states that it

is important to integrate different aspects toward achieving service delivery. It is explained in detail through the points detailed below (Mbecke, 2014:265).

2.8.1.1 Good governance through Batho-Pele principles

Good governance is regarded as significant for the process of housing development. Good governance means how an institution, company or government does its business or operations to achieve its mission and vision (Rotberg, 2014:512). The South African government has a mission to provide adequate shelter to the residents of Freedom Park through municipalities. According to the South African Local Government Municipal Structures Act (No.17, 1998), the vision of the DHS should focus on ensuring that they fulfil their set of constitutional obligations to achieve effective, efficient and sustainable human settlements in Freedom Park based on a fundamental agreement (Rotberg, 2014:516). This means that the DHS should come up with various plans to address the lack of housing in Freedom Park. Residents in Freedom Park have the right to participate in any community meetings, decisions, or implementation of housing development projects and programmes that will affect their lives. According to the United Nations Economic and Social Commission for Asia and Pacific, good governance means adhering to eight crucial attributes, which include being accountable, participatory, consensus-oriented, transparent, responsive, equitable and inclusive, must be effective and efficient and it must make use of the rules of the law (Rotberg, 2014:514). This means that the DHS should ensure that the process of housing development is accessible to the residents of Freedom Park to ensure that the process of housing development fulfils the required housing needs (Rotberg, 2015:515).

The principles are similar to the Batho-Pele principles, which include consulting residents in Freedom Park on housing projects to be implemented, service standards, increasing access, courtesy to ensure that residents are treated with respect, and information should be shared with the residents in Freedom Park about the services to be delivered, openness and transparency about the process of housing development, redress and contingency plan for human settlement backlogs and value for money to avoid misusing money (Rotberg, 2014:516). Batho-Pele principles mainly emphasise the characteristics of good governance for the provision of shelter in Freedom Park. Batho-Pele principles aim to ensure a good relationship between the DHS and residents in Freedom Park. Therefore, in this regard, the public participation of residents in Freedom Park becomes significant to ensure good governance during housing development (Rotberg, 2014:518).

2.8.1.2 Public participation

Public participation is regarded as significant during the planning and implementation of housing or shelter. Section 152 of the South African Constitution indicates that the local government should aim at ensuring the involvement of community members, organisations and local structures in any matters of local government (Constitution, 1996). This means that residents and organisations in Freedom Park are required to participate during the process of housing provision to ensure that they identify their needs. This evinces respect for the rights of the residents in Freedom Park as they are the rightful owners of the local government. Public participation is key to ensuring good governance at the local government level and improving accountability and cooperation between the DHS and residents in Freedom Park during the process of housing development. Section 19 of the White Paper on the transformation of public service states that the municipal council should ensure public participation by developing mechanisms to engage with the residents in Freedom Park in the process of exercising its powers. This can be done through the implementation of ward committees, community-based organisations (CBO), governmental organisations and municipal councils in Freedom Park (Houstan, Humphries and Liebenber, 2001:98).

Public participation is key to ensuring that the community is empowered. This will help improve the community's skills. Community participation is significant in all aspects of housing development, such as during the process of strategic plan development (Houstan *et al*, 2001:98). This becomes important for the process of development as they will identify their challenges, and recommend strategies on what should be done to address the challenges. To achieve the goals and objectives of housing development, public participation should be taken into consideration. The DHS therefore, is required to involve the community of Freedom Park during the planning and implementation of housing development. This will ensure the success and sustainability of community needs and the achievement of goals and objectives in terms of housing development. This theory is applicable to the study because it concurs that, to provide access to housing for the community, public participation is one of the aspects that should be considered by the DHS when responding to population influx on housing (Houstan *et al*, 2001:98).

2.8.1.3 Laws, policies, regulations and practices

Laws, policies, regulations and procedures guide and facilitate the delivery of services, such as housing. The DHS needs to understand, adhere to and implement such laws, policies and procedures for housing development in Freedom Park. This means that the laws, policies and regulations are significant in guiding the process of housing development in Freedom Park. According to IDASA ([Institute for Democratic Alternatives in South Africa], 2010), municipalities must have institutional frameworks and policies that will support and sustain the delivery of shelter to the people. Therefore, this means that the DHS should have various laws and policies that will be used during the planning and implementation of housing in Freedom Park. The Institutional Frameworks and Policies must be directed towards achieving millennium Development Goals and effective and efficient housing provision in Freedom Park. A certain level of commitment, competence and intelligence is required to successfully implement policies into strategies for the housing development in Freedom Park. This requires the DHS to have proper planning for housing development in Freedom Park, with achievable indicators (Institute for Democratic Alternatives in South Africa, 2010).

Laws and policies introduced are used to ensure that the process of housing development becomes fair and equal to respond to housing backlogs. Democratic laws and policies for housing are used to address the past racial policies that used to focus on segregation, social exclusion and inequality (Cirolia *et al*, 2017:175). Therefore, democratic policies such as the Housing Act of 1997 are introduced to address policies that were used by the apartheid government to limit people, particularly blacks' access to housing. Housing implementation in Freedom Park therefore requires the application of laws and policies that will be used to ensure that the process benefits the community and addresses their needs. Programmes such as the RDP are utilised by the government in Freedom Park to guide the housing supply and standards, availability and planning when responding to housing backlog (Cirolia *et al*, 2017:175).

2.8.1.4 Planning, monitoring and evaluation

Planning is regarded as a key tool behind the process of housing development (Hincks, Lesihman and Watkins, 2013:2). Therefore, planning becomes significant for the process of housing development in Freedom Park. Public service reform is defined as a planned intervention to increase the required level of housing development performance (Hincks,

Lesihman and Watkins, 2013:2). Therefore, the public service reform of housing development in Freedom Park should have defined goals and objectives and a strategy to achieve the required housing development needs of the community. The purpose of public service reform is to ensure development in public service outputs, which includes ensuring effective and efficient access to shelter in Freedom Park.

The Ministry for Performance Monitoring and Evaluation was introduced to help improve and advance the monitoring and evaluation process of capacity on various government strategies to ensure that they are effective (DHS, 2018). This becomes significant in improving housing development strategies in Freedom Park to ensure sustainable human settlements. The DHS' performance is required to be regularly monitored and evaluated to achieve adequate access to housing in Freedom Park (RALGA, 2010). The DHS is required to have timelines for the achievement of housing development goals and objectives in Freedom Park. According to the Rwandese Association of Local Government Authorities (RALGA, 2010), there should be an official document that indicates that monitoring and evaluation are significant aspects to ensure that access to housing is delivered as planned. RALGA (2010) suggests that at the municipal level, there should be a database system for planning, monitoring and evaluating the process of housing development. This means that the DHS should have an official document to be used for the process of housing development in Freedom Park when responding to housing backlog.

2.9 Conclusion

This chapter provided a broader perspective on how population influx has affected various countries and their governments' responses to housing. It also highlighted the history in which housing was provided during the apartheid era according to the population group in South Africa. It further elaborated on the shift from the apartheid era to the post-apartheid era in terms of housing, which becomes significant in guiding the planning process of new post-apartheid policies and strategies for housing that will be used to alleviate past racial policies that focused on segregation, exclusion and inequality. These strategies are significant for addressing the lack of housing based on the current context of South Africa. The new democratic strategies were presented to determine how the government can respond to the population influx on housing. The chapter also focused on strategies that the government can implement to improve service delivery and presented the theoretical framework applied to the issue of housing caused

by the increase in population and how the government can utilise the theory to address housing backlogs. The following chapter presents the research methodology utilised in the study.

CHAPTER 3: RESEARCH DESIGN, METHODOLOGY AND ETHICAL CONSIDERATIONS

3.1 Introduction

This chapter presents the research methodology of the study, that is, the methodology that was used or applied in this study. The chapter encapsulates the research design, population, sampling techniques and size, data collection techniques, data analysis techniques, validity and reliability as well as ethical considerations.

3.2 Research methodology

The research utilised a qualitative research method. The qualitative approach is regarded as a scientific technique of research used to gather non-numerical data. This includes the use of opinions, explanations and descriptions (Gill, 2014:109). A qualitative approach is used to understand and investigate the significant contribution of groups or individuals toward a social problem (Gill, 2014:110). A qualitative study aims to analyse, describe and investigate the government's response to the population influx on housing in Freedom Park. This approach was appropriate for the study because it helped the researcher to understand the experience and challenges of residents in Freedom Park with regards to the government's response to housing provision. In this regard, a qualitative study sought to explore the research problem and find out the meaning behind the problem, the process and the views and opinions of people experiencing the problem.

3.3 Research Paradigm

A research paradigm refers to a philosophical framework that is used to guide the study (Dillon, O'Brien and Heilman, 2000). It is a philosophical assumption, a theoretical framework, and a methodology perspective in relation to research design and inquiry (Dillon *et al,* 2000). This study adopted the interpretivist paradigm. Kalof, Dan and Dietz (2008:89) aver that the interpretivist paradigm seeks to describe the lived experiences of individuals from their own viewpoints and to comprehend how people interpret their experiences. The interpretivist paradigm was significant for the study because it helped the researcher to clearly understand the social reality of the housing backlog at Freedom Park through the experiences of the residents. The study sought to understand the housing backlog through the lived experiences of the participants in lieu of poor access to adequate housing by the residents, lack of

community participation for the residents, poor coordination and communication between the residents and the government officials. The interpretivist paradigm guided the study on how to investigate the housing backlog in Freedom Park, determining which significant aspects or ideas should be taken into consideration while gathering data. Though seemingly latent, philosophical ideas are critical because they influence the practice of research (Slife and William, 2014:5-6). A research paradigm is, therefore, significant, as it addresses the purpose and informs the philosophical assumptions that guide and direct thinking and action in any research (Mertens, 2015:8).

3.4 Research design

A research design is a plan that is utilised to guide the researcher on how to conduct the study (Gill, 2014:115). This study utilised the case study design to gather detailed information about the research problem. This design was significant because it helped the researcher to describe different factors of the research problem within a particular area. The case study design responds to the research questions of the study. The case study design assisted the researcher in understanding the challenge of housing backlog in Freedom Park from the residents who are affected by lack of housing from the government. This design also assisted the study in understanding the contextual information of the factors influencing the housing backlog in Freedom Park and the effectiveness of government's response to the housing backlog within the research site. Prior (2017:2) affirms that it is important to conduct research within a defined context of the participants as they will be able to express their own opinions relating to the research problem.

Through the research design, required and adequate data regarding the effectiveness of government's response to population influx on housing were obtained. The research design assisted the study in determining significant data about what needed to be investigated, who should investigate the data; how the investigations would take place, when and where the investigations would take place.

3.5 Population

The DHS within the City of Johannesburg and the residents from Freedom Park Township formed part of the population in this study. The participants were selected from the DHS and residents from Freedom Park based on the researcher's selection criteria.

3.6 Sample techniques, sample size

Sampling is selecting individual members from the target population, who will participate in the study (Bhardwaj, 2019:158). The study adopted a non-probability sampling. In this regard, a purposive sampling was used to select participants for the study. A purposive sampling is a method of selecting participants from a population through a judgemental technique (Bhardwaj, 2019:158). The participants are selected based on the judgement of the researcher in terms of who is relevant to participate in the study. Government officials from the DHS, as well as residents from Freedom Park were selected and sampled for this study. Data were collected from the participants through structured one-on-one interviews. In terms of the collection of data, purposive sampling was implemented by selecting 5 participants from the DHS and 25 residents from Freedom Park to participate in the study to determine the government's response to the influx of new residents into Freedom Park. The study selected 5 participants from the DHS because they were the only ones who worked on housing-related challenges, and not all government officials. The study also selected 25 residents from Freedom Park because they had relevant information required by the study and were largely affected by the housing backlog. The information was provided during one-on-one interviews until data saturation was reached. Residents who have been residents in the area for at least 6 months and more were selected for the interview whereas those who had been residents in the area for 5 months or less did not qualify for the interview.

3.7 Data Collection Techniques

The process of collecting data from the participants requires the use of relevant data collection techniques that will assist the study to respond to the research questions and achieve the required research objectives. The study utilised the structured one-on-one interviews through a semi-structured questionnaire. One-on-one interviews are a significant type of data collection techniques because they assist the study in understanding the context of the research problem (Moore, 2006:21). Research data were collected from 25 government officials from the DHS and five residents from Freedom Park. The researcher conducted interviews with the participants individually. The interview schedule included questions that aimed to understand the government officials' knowledge regarding the involvement of the public during the process of housing development, the level at which the houses are delivered, accessibility of resources for housing development and the performance of the current housing plans. Interview

guidelines also included residents' perception of the level at which they accessed housing development projects, water and sanitation.

3.7.1 One-on-one interview

Online and physical one-on-one interviews were used to collect data from the participants individually for the study. Due to COVID-19, all required health and safety protocols were taken into consideration. This included social distancing during physical contact sessions, wearing a face mask and ensuring that hands are sanitised regularly. Therefore, the study applied all the COVID-19 protocols in cases where physical contact interview sessions were conducted. The interview sessions took between 45 minutes to 1 hour. The interviews were significant for the study because they helped the researcher to gather in-depth information on the housing backlog in Freedom Park. The interviews also assisted the researcher to understand the types of strategies used by the government to respond to the housing backlog in Freedom Park. Structured one-on-one interviews helped the researcher to further request more detailed information that assisted in terms of responding to the research questions and objectives. The interviews also provided the researcher with the opportunity to seek clarity on the research problem within Freedom Park.

Collection of data and adequate relational work are significant in research to establish a good rapport (Prior, 2017:5). Rapport is described as a certain level of empathy and comfort (Prior, 2017:5). Rapport can be established through interactions between the researcher and the participants. In this study, the rapport was established through empathy, which was significant because it showed the participants that the researcher understood the context of the problem and their emotions. This yielded better information towards solving the research problem.

3.8 Data analysis techniques

Analysing the information collected encompasses consistently re-organising the information (Xia and Gong, 2015:15). The thematic analysis method was used in this study. In analysing qualitative data, various steps of thematic analysis were used to interpret and understand such qualitative data regarding facts and opinions collected through semi-structured interviews. The collected data were analysed to present them in a textual form within the study. Thematic analysis is used as a method to analyse collected data and present the data through themes that relate to research data (Javadi and Zarea, 2016:35). The study collected data through audio recorded interviews. The researcher listened to the audio to move the research data from the

audio to text. The researcher read the data within the interview transcript to have a clear understanding of the data. Notes were taken by the researcher to develop codes. Re-reading of the data continuously took place to create codes. Preliminary coding helped the researcher to categorise data according to similar characteristics to generate codes.

Coding was significant for the study because it helped in organising the collected data to identify a clear meaning and various themes (Saldana, 2012:1107). Coding helped the researcher to review the collected data line-by-line to ensure that all details are significantly noted. Themes were generated that responded to the research questions and achieved the research objectives. Various sub-themes were also generated from the main themes in relation to answering the research questions. The researcher focused on reviewing the themes in order to develop sub-themes and determine the relationship between the research themes. The researcher also defined and named themes to capture the clear meaning of each theme and determine what the theme was about in relation to the study. From the themes and sub-themes, an analysis of the data was written down to ensure that the research objectives are achieved.

3.8.1 Thematic analysis

Thematic Analysis was utilised for the study. Data were analysed by transcribing the interviews in a textual form to generate codes and themes to achieve the required research objectives and respond to the research questions. This study followed the steps highlighted by Alenchery, Thoppil, Britto, de Onis, Fernandez & Suman Rao (2018), that is, beginning by getting familiar with the data collected, identifying themes that emerge, highlighting quotations that are crucial in each interview, attaching quotations to themes, developing a plan of presentation of results and interpreting them. The following themes were generated form the data collected:

Table 3.1 Themes and Sub-themes

Theme	Sub-theme
Strategies introduced after the apartheid era to accommodate new residents	- National Housing Code - National Development Plan - Breaking New Ground Policy
Strategies introduced to mitigate the above-mentioned challenges	- Cost Containment Policy - Effective partnership between public and private sector

	• Educational programmes to ensure good quality
	• Housing subsidy portal

3.9 Validity and reliability

Validity in qualitative research is defined as the extent to which research data are trustworthy, feasible and credible. Reliability in a qualitative study seeks to test or evaluate the quality of the information for the study where research seeks to collect information directly from the participants to determine the accuracy and correctness of the data (Janice, Barret and Spiers, 2002:13). Validity and reliability in qualitative research determine the consistency or dependability, as an essential principle for determining the quality of the research information (Janice *et al,* 2002:13). The validity and reliability of the study are also determined by the examination of trustworthiness (Schram, 2005:225). In this study, validity and reliability were determined through a research technique, namely; member validation to enhance the trustworthiness of the data collected. This means that the researcher continuously made a follow up during the interview to verify the certainty and efficiency of the data.

The researcher made use of various sources during data gathering to provide a thick description and trustworthiness of the data. The researcher also made use of voice recordings to capture all required data collected during interviews and notes were written to encapsulate different sets of data. The study also focused on developing a dynamic relationship between data collection and theoretical framework to determine the validity of the data collection process. This means that the researcher determined whether public participation is effective in practice during the planning and implementation of housing, as stated by the Cohesive Service Delivery Theory. The analysis of the study was also drawn from the Cohesive Service Delivery Theory on how the housing development strategies are utilised as techniques to address the housing backlog in Freedom Park.

3.10 Ethical considerations

The application of adequate ethical principles is significant in qualitative research to help protect human subjects. Qualitative research focuses more on personal interactions with the participants. Therefore, ethical principles become important to guide the process of gathering data (Bhandari, 2022:1). Ethical guidelines focus on policies regarding informed consent and

voluntary participation, anonymity and confidentiality, and privacy. The researcher informed the participants about the ethical principles and purpose of the study before the beginning of the interviews, where no one was forced to participate. There was debriefing before the participants could decide to participate in the study. Information about the study was given to the participants regarding what the study sought to achieve, its main goal and purpose. Anonymity was determined by ensuring that the identities of the participants were not revealed in the study. This was done through a process of coding to ensure that identities of the participants are kept anonymous. It is important to ensure that the names of participants remain unknown (Bhandari, 2022:2), and that their identity is never disclosed. Any type of confidential data received from the participants was respected, keeping it a secret from the public. Proper safeguards were put in place to ensure that the research protects the privacy of the participants. It was significant to protect the privacy of the participants (Bhandari, 2022: 2).

The study ensured that the information received from the participants was not linked to specific individuals' identities through thematic analysis coding. Participation was on a voluntarily basis; therefore, the participants had the freedom to decide whether they wanted to participate or withdraw from the interview at any time. No form of harm, non-maleficence, stress and pressure was placed on participants to provide information because their participation was voluntary. This means that the study has avoided any form of harm or injury and deceptive practices during the process of data collection. The purpose of the research does not aim to hurt anyone, and the welfare of the participants was taken into consideration by treating the participants with respect and dignity. The data gathered through interviews was only utilised for research. Given that the data were collected during the COVID-19 pandemic, the researcher ensured due adherence to all the health and safety precautions and protocols, such as wearing masks, hands sanitisation and maintaining social distancing. As the spread of the pandemic increased, the researcher resorted to the use of electronic modes such as WhatsApp voice calls, using g-mail to send the questionnaires and receiving the responses from participants through e-mail, for data collection purposes.

Overall, the study has adhered to all ethical principles of research, including respecting the participants and ensuring that every participant has the right and capacity to make their own voluntary decision to participate or not. Adhering to ethical principles during data collection can never be overstated (Bhandari, 2022:2). This includes ensuring that consent is obtained from the participants to collect and share data, protecting the identities of the participants and any personal information that was provided by the participants. Research data received from

participants was safeguarded and stored to maintain and ensure privacy and preserve the confidentiality of the participants.

3.11 Conclusion

This chapter adopted the qualitative research approach. The study selected the DHS and residents from Freedom Park, Soweto as the target population of the study through purposive sampling. 5 government officials from the DHS and 25 residents from Freedom Park were sampled through purposive sampling to ensure that data were collected from the relevant people. The chapter also discussed the data collection techniques. This included structured one-on one interviews. The techniques ensured that data collection process responded to the research questions and objectives. Chapter 3 also presented the data analysis techniques, elucidated the steps followed to analyse data, that is, organising data according to themes to have a clear understanding of the collected data. The validity and reliability of the study were explained to ensure trustworthiness and achieve the research aim and objectives. Ethical considerations such as informed consent and voluntary participation were explained as essential in the protection research participants during research. The next chapter presents and analyses the findings of the study.

CHAPTER 4: PRESENTATION AND DISCUSSION OF FINDINGS

4.1 Introduction

This chapter presents the data that were collected from the field through interviews. The collected data were transcribed and developed into themes that interrelate with the research objectives and questions that were asked during the process of collecting data. It is important to continuously re-read the collected data to understand the information and develop codes and themes. Coding was done to categorise data according to similar characteristics of the answers. Defining the code gave a clear theme for the research questions. Collected data were organised, by grouping such data according to codes. Analysing the research answers helped to ensure that the data collected responded to the research questions and objectives. Therefore, the interpretation of findings has ensured the linking of various concepts to achieve the objectives of the study. Qualitative information was analysed using the thematic analytical technique, to help contextualise information to achieve the required objective of the study. Analysis of data collected through interviews was done by transcribing interviews to cleanse the research data. Coding semi-structured interviews therefore helped to the researcher to categorise data to identify the research themes.

The first research theme was on the effects of the apartheid regime on the current housing delivery. It was important to understand how apartheid housing policies affected the DHS in providing housing for the population. The second theme focused on the strategies that were introduced after the apartheid era to accommodate new residents in Freedom Park. The strategies included the Housing Code Policy and RDP. These types of strategies were introduced to alleviate housing backlogs caused by the apartheid government. The third theme included the capacity of the government to plan and implement the strategies mentioned above. It is significant for the government to have the required capacity for housing provision.

Another theme included the success and failures of the strategies used by the government to respond to the increased population, followed by the theme on strategies used to mitigate the mentioned failures or obstacles. The government needs to come up with strategies for every obstacle or failure to ensure that the process of housing development is effective and efficient. The analysis of collected data also included the interrelation of services as a theme to determine how the lack of housing provision affects other types of services such as water and electricity. Another theme developed was the participation of residents in the process of housing provision.

The participation of residents was significant in ensuring that the housing provision strategies accommodate all types of income groups, from high, middle to low-income households. Another theme developed from the research questions was the availability of land for the implementation of housing provision strategies. Control measures used by the government to ensure adequate implementation of housing were identified as another theme generated from the research questions and answers.

The collection of research data also included the participants from the community of Freedom Park. From the collected data, this chapter presents the reason why participants moved to Freedom Park. This was significant in determining the root cause of population growth in Freedom Park. This chapter also presents data regarding the accessibility of housing delivery by residents, including the efficiency and effectiveness of the process of housing implementation for residents to have to access housing.

This chapter also presents the residents of Freedom Park's opinions regarding the quality of housing they receive from the government and their reporting the lack of housing to the government. Freedom Park residents also expressed their opinions on whether the government monitors the process of housing provision and whether the population has access to water, electricity and sanitation. The participants also gave a brief discussion about the participation process during the planning and implementation of housing. Residents expressed their opinions regarding the strategies implemented in Freedom Park for housing provision and the challenges that have been experienced by the community during the process of housing implementation. The next section presents the findings from the DHS officials.

4.2 DHS responses

4.2.1 Effects of the apartheid regime on housing provision in South Africa

Historically, land was regarded as an important aspect of housing development. Priority of land was given according to race. Therefore, land-use planning and management during the apartheid were prioritised for the white population. This was highlighted by Government Official 1 who stated that:

The provision of housing was not favourable for blacks, whereby the black population was located at the periphery of the city. The Group Areas Act forced people out of the towns and cities. This act ensured that the black population are located far away from the towns

and cities. This means that they had no access to economic and social activities (Government Official 1, 2022).

Government Official 2 stated that:

The planning and implementation of housing delivery ensured that black populations are located a long distance from the economic activities found in the town and cities. Old townships were planned to control riots. This was to ensure that black populations are discriminated against and lived in congested places. Access to roads was far, and the majority of South Africans were not provided with adequate housing (Government Official 2, 2022).

The researcher found that the black population did not have access to the ownership of housing in the past; hence, in the current democratic country, a majority of people are still trying to get ownership of their grandparents' housing, which was supposed to be allocated in the past by the apartheid government. This confirms the findings by Padraig (1955:6) who proffers that blacks were restricted in terms of access to property rights. Government Official 2 revealed that spatial patterns of the past determined the process of housing provision and implementation.

Government Official 3 said:

The apartheid government utilised the 99-lease agreement rule which stated that people get ownership of housing after 99 years of paying rent. Certificates for occupation were based on the 99-lease agreement. In some instances, the black population would get evicted after 99 years of the lease agreement (Government Official 3, 2022).

Property ownership regarding housing was difficult for black people. During an interview with Government Official 3, the researcher found that during the apartheid era, there was no low-cost housing. This means that the planning process of housing during the apartheid era ensured that the spatial patterns focused on providing houses that are not accessible and affordable to the black population. The apartheid government resulted in an increased housing backlog that affected the current housing development (Maarten *et al*, 2021:4). Government Official 4 from the Department of Human Settlements stated that: "*We are facing an increased number of the waiting list for people who require housing. The number of people that require housing continues to rapidly increase and this puts pressure on us as the government to deliver housing*" (Government Official 4, 2022).

Government Official 4 added that:

During the apartheid era, infrastructural services were provided only for the minority which is the white population, after the apartheid era this resulted in inadequate bulk infrastructure because everyone now has access to all types of services including infrastructural. The resources that were used to provide services such as water, electricity and sanitation in the past were only designed to accommodate the white people. For example, the sewage systems (pipes) were only built to accommodate the minority, therefore after the apartheid era, the democratic government had to ensure that they remove the old sewage systems to build new sewage systems that accommodate the whole population to avoid inadequate bulk infrastructure (Government Official 4, 2022).

The issue of housing is also linked to services such as transportation. In addition to that, Government Official 5 said:

In the past, blacks were allocated houses a distance from the towns and cities, which results in transportation costs to travel from home to the workplace and also to access economic and social services. Therefore, the housing backlog created by the apartheid has not only affected housing but has also affected other services within the spatial pattern (Government Official 5, 2022).

The above-collected data from government officials indicate that the effects of the apartheid regime affect the current housing plans, programmes and systems. This confirms the findings of Gelderblom *et al*, (1994) who argued that it is important to address the past segregation housing policies. Government officials stated that it is important to address the lingering effects of the apartheid system to achieve the current housing goals and objectives. Government officials also stated that the democratic government is now required to ensure the integration of townships and cities; for example, building shopping malls closer to townships. This will help in the reduction of transportation costs and alleviating unemployment.

4.2.2 Strategies introduced after the apartheid era to accommodate new residents

After the apartheid era, the government introduced different strategies to ensure the close integration of townships and cities. This confirms findings by Maarten *et al* (2021:4), who indicate that most of the post-apartheid strategies focused on building townships closer to social and economic activities, such as building recreational activities, transforming human settlements, ensuring spatial transformation and improving roads (Maarten *et al*, 202:4).

4.2.2.1 National Housing Code (NHC)

The National Housing Code (NHC) was introduced as a policy of the government to guide the process of housing development. Government Official 1 stated that:

> *We adopted the NHC as a policy to come up with various principles and guidelines to assist the development of projects and programs concerning housing delivery. This code stipulates according to the legal framework of South Africa, guides what the government is required to do in terms of provision of housing such as rental housing, flats, Reconstruction and Development Programme houses, and bond houses* (Government Official 1, 2022).

Government Officials revealed that this strategy was introduced as a mechanism to assist low-income households to access housing. Therefore, the NHC aims to provide instruments that could be used by the government to provide subsidy programmes to the low-income population. Government Official 1 added that the "*NHC becomes significant in addressing the housing backlogs created by the apartheid government such as inequality and segregation*". Government Official 2 said:

> *We use the NHC to ensure that the process of housing development becomes easier and beneficial to all types of income households. To ensure the effective implementation of the Comprehensive Plan it becomes significant that we integrate different spheres of the government* (Government Official 2, 2022).

> *It becomes significant to focus on these types of programs to improve access to housing for the poor. This will help address the apartheid spatial systems that were used to define the rural and urban areas that we currently have in South Africa* (Government Official 2, 2022).

According to a report issued by DHS (2018), the National Housing Code is based on the principles outlined in the Constitution of South Africa and the White Paper to provide access to housing for poor households as well as other types of services such as water, electricity and sanitation. Government Official 3 stated that a Comprehensive Plan was introduced to achieve the Millennium Development Goals by improving the informal settlements through programmes such as the Breaking New Ground Policy. During an interview with the government official, the researcher found that The National Housing Code includes programmes such as the Integrated Residential Development Programme and Upgrading of Informal Settlements.

4.2.2.2 The National Development Plan (NDP)

Government Official 3 stated that:

> *We utilise NDP to ensure that the community members have access to adequate, safe, affordable housing. Therefore, we as the government have the responsibility to deliver housing by ensuring that the spatial systems are effective and efficient and achieve a strong integration between different spheres of government.*

Government officials revealed that the National Development Plan (NDP) was introduced to address the issue of urbanisation and transform human settlements that are equitable and have efficient environments that will allow the community to have close access to social and economic activities. This shows that there is a need to upgrade the current informal settlements and allocate the human settlements on land that is productive, suitable and developed to address the past racial housing systems as indicated by the DHS report (2018). Government Official 3 further add that, "*we utilise the NDP to deliver housing near the workplace of the community to reduce transport cost*" (Government Official 3, 2022).

4.2.2.3 Breaking New Ground Policy (BNG)

During data collection, the researcher found that The Breaking New Ground Policy is also utilised by the DHS to address the isolation policy created by the apartheid regime. Government Official 4 (2022) stated that "*the apartheid regime focused on separating people according to race, therefore we as the government utilise the Breaking New Ground Policy as a strategy to achieve integrated human settlements.*"

Therefore, the DHS focused on the Breaking New Ground Policy to achieve integrated sustainable development and ensure that everyone should have access to adequate housing. Government Official 4 added that, "*our vision is focused on ensuring the provision of non-racial housing and an integrated community in Freedom Park through providing sustainable human settlements*". This confirms findings by Ehebrecht (2015) who supports that the BNG was introduced to ensure the development of human settlement and develop an integrated society. This means that the Breaking New Ground Policy will be utilised by the DHS to ensure that provision of housing is accommodative of all types of income households.

4.2.3 The capability of government resources to deliver housing

Resources are among the significant aspects required for a successful project to take place. Government Official 4 stated that:

We do not have enough resources and skills to implement the housing strategies, in terms of human, financial and technological resources. However, we can provide an enabling environment for housing construction. Government Official 4 continued to add that *the implementation of housing projects requires requisite skills such as qualified engineers, architects, and project managers. Therefore, we partner with the private sector to help us come up with the required capacity for the project, such as human and financial* (Government Official 4, 2022).

Therefore, different sectors need to come together, such as the public and private sectors to ensure that the housing projects are effective and efficient. This becomes significant in ensuring sustainable human settlements.

Government Official 4 added that:

In some cases, we could have the skills; however, we also acquire specific skills from the private sector. This is usually done through the process of releasing a tender of housing constructions to the public. The qualifying private companies can apply for the tendering projects and therefore, a process of selection is going to take place to select the appropriate private company to deliver housing in Freedom Park (Government Official 4, 2022).

Government Official 4 also added that:

Most of the tendering projects also help in reducing unemployment in Freedom Park, whereby they would employ the community members to perform the required activities within the process of housing provision. The Community Liaison Officer will be appointed by the private company responsible for the housing construction to act as a mediator between the DHS and community as a channel of communication. They are also responsible to liaise and represent the community members of Freedom Park (Government Official 4, 2022).

This means that partnership between different sectors becomes significant for the successful implementation of housing. The researcher found that, due to a lack of human resources within the government to implement housing projects, the government employs various strategies that

will ensure that the skills of the residents are utilised and that they also have access to income by participating in the housing projects. Government officials stated that the government can come up with strategies, projects and programmes for housing provision. However, the government cannot manage the different aspects of the project to take place. For the delivery of a project, business expertise, technical skills, and knowledge are significant. This confirms Van Wyk's (2012:245) findings, which indicate that the public-private partnership is significant in the government responding to housing provision.

4.2.4 Success and obstacles experienced by the government during the process of housing implementation

The implementation of housing strategies was both successful and also experienced various obstacles. During an interview, Government Official 5 stated that:

We managed to build a million houses after the apartheid era, and also managed to eradicate segregation and inequality created by the apartheid government. The number of houses being built has increased and developed as compared to the housing implementation during the apartheid era. Due to the implementation of housing programmes such as the Reconstruction Development Programme, a million people have access to housing and infrastructural services (Government Official 5, 2022).

Spatial transformation of human settlements is also taking place, and according to Government Official 5:

RDP houses have tiled roofs with access to sanitation and human settlements are being developed where people can access social and economic activities and reduce transport costs to travel to workplaces. Urban areas are now accessible to all populations, regardless of race or culture. Middle- and low-income households could not access housing during the apartheid era, therefore the implementation of the democratic housing strategies ensured that all types of income households access housing (Government Official 5, 2022).

Government Official 5 further added that "*subsidy programmes are now also accessible to all people of different races*" (Government Official 5, 2022).

The researcher found that the implementation of strategies such as the Breaking New Ground Policy ensured that all types of races are integrated into one residential area and have access to the development of infrastructural services. This confirms Ehebrecht's (2015:10) findings that upgrading Informal Settlements became effective and significant to ensure that disadvantaged

communities have access to housing. This means that the government has managed to address the effects of the past racial policies and ensured that the community has access to adequate housing. This becomes significant in responding to the increased housing demands by the population. However, various obstacles have been experienced by the DHS during the planning and implementation of housing strategies.

Government Official 3 stated that:

The strategies are written on paper; however, the implementation becomes a challenge due to factors such as inadequate/insufficient funds or financial resources. There is poor management of funds for housing constructions whereby due to lack of capacity for planning for infrastructural projects, this results in poor spending of the municipal budget for housing development.

Government Official 2 stated that:

Some of the planning processes could take longer due to specific laws, policies and bureaucratic procedures. There are also uncoordinated efforts between the national, provincial and local governments concerning the planning process of housing. Lack of effective partnership between the public and private sectors for housing delivery. In some cases, communities do not have access to the planning process. (Government Official 2, 2022).

Government Official 1 (2022) indicated that: "*lack of education by the communities can also become an obstacle for achieving sustainable human settlements. This is because the majority of the communities lack knowledge on how to take good care of their houses.*"

This confirms findings by Lemon, Donaldson and Visser (2021: 4), who reported that lack of educational knowledge affects the sustainable development of human settlement, and it could also affect the progress of the government in terms of improving access to the human settlement because the government would have to go back and re-build the houses that could be misused by the communities. It is important to educate the communities about the significance of the houses for sustainable development purposes.

Government Official 3 said: "*Corruption within government entities also becomes a challenge for housing delivery where priority of houses is given to people who are not from South Africa*" (Government Official 3, 2022). This hinders the low- and middle-income households from

accessing housing and also affects negatively the economic growth and development of South Africa.

According to Government Official 2,

There is a lack of capacity by municipalities to do regular maintenance and operation of the infrastructure. There are no required skills and capacities within the government entities to monitor the projects and programs housing and ensure that housing strategies are being implemented as planned (Government Official 2, 2022).

The researcher learnt that continuous monitoring and evaluation of housing projects becomes important to ensure the effective upgrading of human settlement. The government is, therefore, required to outsource people to carry out the monitoring and evaluation process of housing delivery. This means that there is a lack of human, financial, and material resources within the government, which becomes an obstacle to achieving sustainable development goals in terms of housing provision. The increased population growth affects the capacity of the DHS to provide access to housing.

Government Official 5 stated that the "*Majority of the increased population are located in areas that are overcrowded with no access to adequate shelter, water and sanitation services. This affects the health of the community members and puts pressure on the government to deliver housing*" (Government Official 5, 2022).

Lemon *et al* (2021:1) support the view that the more the population increases, the more the demand for housing increases, and this puts pressure on the government resources such as human and financial resources. Therefore, this means that the DHS continues to experience an increased number of people who are on the waiting list to access housing.

Government Official 1 said:

The increased number of people demanding houses creates a housing backlog in the Department of Human Settlements. There are incomplete projects due to lack of payments that should be done and the tendering process that requires decisions to be made by different sectors and departments. The process in which a tender takes place could also affect the delivery of housing because different individuals, and teams are involved and coordination is required to have a successful implementation of projects. There is a variety of people involved from the beginning to the end of the tendering process for the housing implementation, which can make communication challenging due to people being located

in different areas. Poor workmanship can also become an obstacle for housing development (Government Official 1, 2022).

According to Government Official 2,

Allocation of land illegally is also one of the obstacles experienced by the DHS. There is illegal occupation of land by people, where people allocate land as their own without approval from the DHS. This becomes a challenge to deliver housing due to the fact that the illegal occupants have to firstly be evicted from the land because the government already had a plan regarding the specific land (Government Official 2, 2022).

Adams *et al* (2001:1476) support the view that the government is unable to utilise the land as planned because of illegal occupations. The researcher found that people illegally occupy land to build shacks that are often used as shelter. Therefore, the DHS is experiencing an increased number of shacks, resulting in overcrowded human settlements. Illegal occupation becomes an obstacle to the planning and implementation process of housing delivery.

4.2.5 Strategies introduced to mitigate the above-mentioned challenges

The DHS came up with various strategies to mitigate obstacles that have been experienced during the process of planning and implementing housing strategies.

4.2.5.1 Cost Containment Policy

The Government Officials indicated that they introduced the Cost Containment Policy to eliminate the increased wastage of government resources and improve service delivery strategies through techniques such as curtailing costs.

Government Official 1 indicated that, "*The government should cut costs where they are not significantly required, such as in entertainment, traveling and should rather utilise the state funds to priority needs such as service delivery*" (Government Official 1, 2022).

The Government Officials revealed that it is important to utilise government resources effectively and efficiently to address the primary needs of the people. During the interview, the researcher also found out that cost containment measures are significant in ensuring that financial resources are adequately utilised according to plan. It is important to ensure that the process of delivering housing is allocated enough funds. The government officials also revealed

that consideration should be given to the delivery of services such as water, housing, sanitation, and electricity (Government Officials 1 & 2, 2022).

Government Official 1 stated that, *"Government officials should be held accountable for the use of government resources. Each municipality should have a cost containment policy on how the budget should be utilised to ensure good governance.*"

According to DHS (2018), the government should utilise the monitoring and evaluation measures on the use of government resources and implement policies against the misuse of financial resources. It is significant for the government to come up with cost-saving measures that will be integrated between the three spheres of the government. This will help in re-prioritising the use of government resources and ensuring that financial resources are targeted towards the delivery of services. The government should plan for the budget that will be used to upgrade informal settlements. One of the priorities should be upgrading informal settlements.

4.2.5.2 Effective partnership between the public and private sector

During the interview, Government Officials revealed that building effective partnership between the public and private sectors is significant in ensuring that the implementation of housing projects becomes successful. Government Officials 2 and 3 stated that this type of partnership is important because both the government and the private sector will assist each other in terms of resources, such as financial, human and technological resources. Government Official 3 asserted that, in terms of the implementation of housing projects, the government can provide an enabling environment whereas the private sector will assist in providing the required capacities for projects such as professional engineers, project managers and architects (Government Official 3, 2022). Government Official 2 also indicated that "*Public-private partnership is significant in improving the quality, efficiency and effectiveness of housing development. This type of partnership will provide new strategies for delivering housing that is affordable to all types of income households.*"

Partnerships will assist in coming up with innovative ideas that can be used to manage the use of resources and achieve sustainable development goals. It is significant to also build an effective partnership between the government and the local community to ensure that the required services are delivered, and community empowerment is achieved (Aziz and Kassim, 2011:10).

Government officials revealed that District Development Models (DDM) were also introduced to create a good partnership among the 3 spheres of the government. The participants stated that the DDM is important in improving cooperative governance and economic development. District Development models are significant to achieving integration and coordination between the three spheres of the government (Government Officials 4 and 5, 2022). This means that the National, Provincial and Local governments are required to integrate development plans and budgets in terms of housing construction to achieve set goals and objectives. This confirms findings by Aziz and Kassim (2011:12), who indicate that there is a need to improve the capacity and resources of the community and government to help achieve economic growth and development. The partnership between different spheres of government should be effective to achieve service delivery.

Government Official 1 stated that, "*The District Development Model can also be used to use to invest in infrastructural development for integrated human settlements. The government can utilise this model to manage the increase in population and urbanization through integrated development plans*" (Government Official 3, 2022).

4.2.5.3 Educational Programmes to Ensure Good Quality

The researcher found out that educational programmes are significant in ensuring that the quality of homes is sustainable for the future generation to have access to housing. Government Official 2 proffered that:

> *There is a need to encourage higher institutions to come up with housing programmes that provide significant information on the use of housing and this will increase human capacity, skills and knowledge. It also becomes important for the government to provide programmes that will educate the communities on how to good take care of the houses and ensure that they can be accessible to the future generation* (Government Official 2, 2022).

According to DHS (2018), municipalities should continuously monitor the quality of houses to achieve Millennium Development Goals. Therefore, municipalities are required to implement monitoring and evaluation strategies.

Government Official 3 (2022) stated that:

> *The DHS is making use of the National Home Builders Registration Council (NHBRC), which is responsible for ensuring the good quality of homes. This will be significant in*

ensuring that housing projects are sustainable and the government utilises good quality materials for building houses in Freedom Park.

The researcher found out that the government utilises the NHBRC to regulate the building environment in which homes are to be located by ensuring home building technologies that are innovative and develop the new capabilities of the builders. The participants revealed that NHBRC provides home builders with training programmes to produce the necessary skills required, all procedures for housing are taken into consideration, and regular inspections are implemented.

Government Official 3 (2022) opined that the "*NHBRC supports home builders for tendering process to ensure that houses are built effectively and efficiently and adequate quality is prioritised by the contractors.*"

Therefore, the NHBRC is responsible for ensuring that the building strategies are improved by introducing technological solutions, and innovative ideas. This confirms findings by Van Wyk (2012: 245), who reports that, to achieve technological solutions, it is significant to implement strategic partnerships with different stakeholders involved in the process of building homes and continuously review housing plans to meet the changing building needs and requirements of the increased population.

4.2.5.4 Housing Subsidy Portal

The researcher found out that the government utilises the Housing Subsidy Portal to ensure that data capturing regarding subsidies are implemented. Government Official 1 (2022) stated that:

The Housing Subsidy Portal is a system that registers subsidies that have been used. It is important to utilise technology in terms of managing the database for housing subsidies. This system becomes significant in managing the increased number of people on the waiting list. Due to the increased population, more demand for RDP houses is required.

The researcher also found out that the Housing Subsidy System is significant in managing how houses should be delivered. Participants revealed that this system also helps to check the progress of housing subsidy applications for various households, individuals and families. This means that the Housing Subsidy System will help the community to check what steps could be followed if their housing has been approved. This confirms a report by DHS (2021), which

states that this system is important in ensuring that the government is accountable and good governance is improved.

4.2.6 Lack of Housing affects other interrelated services

The housing development is affected and related to other types of service delivery such as adequate health, water, sanitation, electricity and transportation. Government Official 2 (2022) stated that *"the provision of housing should take place in an environment that is productive, and people can have access to social and economic activities."*

Government Officials revealed that an environment in which housing development takes place is significant. The DHS is required to integrate services through strategies such as the Breaking New Ground Policy to ensure that services are coordinated and interrelated. The researcher found that the Breaking New Ground Policy focuses on upgrading informal settlements in areas that are effective and economically active. This will become significant in achieving economic development. This confirms the findings by Gautum (2020:158) who argues that people need to have access to adequate health facilities, children need to go to school, and people need to access different workplaces.

Government Officials stated that lack of housing affects the mental and physical health of the people. Government Official 2 (2022) added that inadequate and poor-quality housing results in health challenges for the people such as injuries and chronic diseases. Government official 3 (2022) added that:

Poor access to housing can also affect childhood development within families and at educational facilities. Safe and adequate homes are significant contributors to the health of the people. Overcrowding residential areas can result in psychological stress for children and adults and create poor development at school and workplaces.

Government Officials revealed that poor quality housing with leaking roofs and dirty carpets can create mold within the house, which can result in poor health conditions. Extreme cold indoor environments create poor health problems for vulnerable people such as the elderly. Government Officials added that the physical, economic and social characteristics of residential areas affect the health of the population. Gautum (2020:162) argues that it becomes significant for the government to consider the health of the people during the planning and implementation of housing delivery. Government Official 3 stated that "*People should live in an environment where they can go to work and school*".

This confirms findings by Gautum (2020: 162-163) who states that the environment in which people are located becomes significant for development. Housing becomes the centre of access to other types of facilities. During an interview, Government Official 3 revealed that access to housing and transportation are interrelated because people should not be located far away from their workplaces. Access to housing can create job opportunities for people in communities because people can start informal businesses within their homes such as spaza shops to generate income for their families. The researcher found that this helps alleviate poverty and unemployment, as supported by Gautum (2020:162). Government Official 3 (2022) added that income received from spaza shops can also be used to build backyard rooms and rent them out as accommodation for people to stay. Therefore, this means that access to housing can improve livelihoods for the community by creating security and wealth.

4.2.7 Community participation during the planning and implementation process of Housing delivery

Government Officials revealed that the government educates people about the housing process through an educational unity that mainly works with community engagement. Government Official 4 (2022) stated that:

The community members have access to the participation process through various mechanisms such as through ward councillors where the ward councillor would invite the community to a meeting of the community to express their views concerning the matters of service delivery that affect their lives such as housing backlog. There will be consultation between the government and the community.

Municipalities call community meetings to address the priority needs of the people. This confirms findings by Houstan, Humphries and Liebenber (2001:98), who argue that community participation should take place in the planning and identification of housing. Government officials revealed that the residents should know how the waiting list for housing will be responded to and the housing subsidy allocation.

Government Official 3 (2022) stated that *"Community participation in some cases becomes difficult due to various conflicts that could take place. It can also be difficult to reach an agreement between the community members because people have different needs."* Government Officials revealed that there is a lack of capacity to participate in housing development programmes. The residents need to be given information about the project to take

place. This will help empower the community and ensure that they take control of the development process, as supported by Houstan *et al* (2001:98). The researcher found out that it is significant for the government to consider the Batho-Pele principles, which will also guide the participation process of the community during the planning and implementation of service delivery (Houstan *et al,* 2001:98).

4.2.8 Housing provision strategies accommodate all types of income households

The researcher realised that people have different types of employment with various types of income categories such as the low-, middle- and high-income households. Government Officials revealed that it is significant for the government to introduce housing strategies that will accommodate the different types of income. Housing provision strategies used by the DHS will accommodate all types of household incomes. Government Official 2 (2022) stated that affordability of access to housing is significant for the government to take into account during the planning and implementation of housing development. Government Official 4 (2022) said that:

The government introduced subsidy strategies that will help low and middle-income households to access adequate housing. The National Housing Finance Corporation was introduced as a development finance strategy for housing to provide affordable housing to all types of household income.

Braakmann, McDonald and Stephen (2020) argue that this strategy helps poor households that cannot access mortgage bonds from different types of banks and also cannot qualify for houses that are fully subsidised. Government Official 4 (2022) added that there are also programmes used by the Department of Human Settlements to help subsidise housing for the poor such as the RDP, which states that one needs to be a South African citizen and earn an income of less than R3500 to qualify for housing. Government Official 4 (2022) also added that the Social Housing Programme states that an individual is obliged to have these requirements to qualify for social housing, such as being 18 years and older, and having a monthly income household of between R1850 and R22 000 (DHS, 2020). Government Official 5 (2002) stated that:

The DHS also utilises the Community Residential Unit Programme to provide affordable rental housing for low-income households. This programme is focused on individuals and families that earn between R800 – R3500 monthly and are unable to access private rental housing.

The researcher found that these housing programmes are significant methods the government can use to respond to the housing backlog in South Africa and also serve as financial solutions to the housing backlog. Braakmann *et al* (2020) support that that due to the increased demand for housing, the housing subsidy programmes are significant to ensure that the housing projects and programmes become effective.

4.2.9 Availability of land for implementation of housing strategies

Government Official 1 (2022) stated that, *"Housing projects and programmes need to take place on productive and strategically located land. Strategically located land is significant to ensure that people have access to various types of services."* Government officials revealed that during the apartheid era, black people were located far away from social and economic amenities. This was to ensure that the black population does not have access to the benefits of development. The Natives Land Act of 1913 ensured that black families are forcefully removed from their productive land (Padraig, 1955).

Government Official 1 (2022) added that land for housing development is available at a cost. There is a specific land that is privately owned, which could be owned by the white population and therefore, the government is required to buy land from private entities. Debrunner and Hartmann (2020:10) supported majority of the strategically located land is not owned by the government and this means that the government is required to come up with strategies to acquire land to implement housing projects such as the RDP houses.

4.2.10 Control measures to ensure adequate implementation of Housing strategies

Government Officials revealed that control measures are significant to ensure that the planning and implementation of housing projects take place effectively and efficiently. Government Official 2 (2022) stated that, *"The DHS has introduced the Annual Performance Plan to measure the effectiveness of housing strategies. The Annual Performance Plan is used to identify the goals, performance indicators, and objectives that the Department of Human Settlements seeks to achieve."*

Government Officials added that it is important to continuously monitor and evaluate the process of housing development to ensure that the set goals and objectives are achieved. Government Official 2 (2022) said that, "*the goals, objectives and performance indicators*

indicated within the Annual Performance Plan should be aligned to the plans, budget and annual reports."

This confirms the findings of Van Wyk (2012:245) who argue that it is important to ensure coordination during the planning process of housing development. Government Officials revealed that they utilise the Annual Performance Plan to ensure that the housing goals and objectives such as the construction of houses take place according to plan, the required number of houses are delivered as planned, and the budget is spent for the required number of houses. Government Official 3 (2022) revealed that they utilise the APP to measure the effectiveness of the Comprehensive Plan for the creation of sustainable human settlement.

Government Official 4 (2022) stated that, *"It is important to come up with a database to identify the goals that have been achieved, the success, obstacles and what can be done to improve on the obstacles."* The researcher found that the operational plan is used within the Annual Performance Plan by the DHS to achieve the targets and performance indicators (DHS, 2021). Government Officials added that this plan is used for policy review and to measure the effectiveness of policy development. This shows that the Annual Plan helps the DHS to improve the planning of human settlements in the future and ensure that the resources are used efficiently and effectively according to plan. During the interviews, the researcher found out that the DHS also utilises the Project Governance Structure to ensure that the housing projects are implemented according to plan. It is used to continuously check the project, allowing the project to operate according to the budget (DHS, 2021).

4.2.11 Outsourcing for the implementation of Housing

From the data collected during interviews, the researcher found out that public-private partnership is important to achieve set goals and objectives of projects, which confirms the findings by Aziz and Kassim (2011:13) who stated that public-private partnerships in housing development are significant. Government Official 5 (2022) stated that, *"The government lacks the human capacity to implement housing projects and programmes. Therefore, it becomes significant to employ organisations externally to perform housing projects.*"

The planning and implementation of housing projects require different skills, knowledge and capacities. Human resource in this regard becomes one of the significant aspects of the government.

Government Official 5 (2022) said that the "*tendering process is considered by the government as a strategy for the implementation of housing development".* During interviews, the researcher found that different private companies are required to apply for a tendering project that will be taking place. A qualifying private company will be selected to perform the required duties of the housing project. Government Official 5 (2022) revealed that a period in which the project should be completed will be given to the responsible company for the project. The private company is also required to come up with different human capacities for the project such as professional engineers, project managers, site agents, safety officers, foremen and admin clerks.

4.3 Freedom Park residents' responses

Freedom Park residents participated in the study and responded to the research questions. Below are the responses of Freedom Park participants based on different aspects of housing backlog taking place in Freedom Park.

4.3.1 Moving to Freedom Park

From the data collected, it was revealed that the participants aged 40- 70 moved to Freedom Park from the year 1994. *"I moved to Freedom Park in 1996 to seek job opportunities"* (Resident 5, 2022).

Another participant said: *"I moved to Freedom Park in 2005 to look for a job"* (Resident 1, 2022). Another participant said that, *"I moved to Freedom Park in 2019 to find accommodation and be closer to family"* (Resident 4, 2022).

During this time, the housing programmes of the government such as the RDP were not yet effective and as such, people used to stay in shacks. The participants stated that they moved to Freedom Park after the apartheid era to access housing, job opportunities, better education and to be located closer to families. As compared to the elderly population, the youth population moved to Freedom Park in the year 2000 after completing their high school studies to access higher institutions.

4.3.2 Access to Housing

From the data collected, only 30% of the population have access to adequate housing. The housing programmes in Freedom Park did not accommodate the majority of the population.

"Yes, I have access to housing, but I struggled to receive the house, it took me 12 years to receive the house since I applied for the house" (Resident 2, 2022).

Participants stated they are located in poor housing conditions such as a shack because the government could not provide housing. Participants further stated that the current housing challenges in Freedom Park make it difficult to achieve access to housing for the previously disadvantaged population. One of the participants also said that they do not have access to housing, they are located within an overcrowded shack. Beukes (2018) concurs that most people do not have access to housing and the process of accessing housing is ineffective.

4.3.3 The process of implementing RDP Housing in Freedom Park

The process of implementing RDP housing in Freedom Park, according to the residents, is regarded as not effective due to various issues during the process of planning and implementing housing strategies. One resident proffered that:

The process is not effective due to corruption, people from different countries can access housing. However, we as South Africans are unable to access RDP houses (Resident 18, 2022).

Corruption is one of the challenges affecting the provision of housing for all the people in Freedom Park (Resident 3, 2022).

Another participant stated that, *"I applied for an RDP house in 1996, till today I did not receive the house. Currently, I stay in an overcrowded shack* (Resident 10, 2022).

The researcher found that the foregoing creates stressful conditions for residents because what is planned on paper is not delivered practically as requested by Freedom Park residents. During interviews, the researcher found out that the process of implementing housing in Freedom Park is also described as a "stagnant" type of process, which leads to an increased number of overcrowded shacks. Buxant (2017:234) confirms the findings by indicating that the government plans to deliver housing to the communities; however, it fails to implement the projects as planned.

Residents stated that they are not satisfied with the quality of housing due to the type of materials used to build the housing projects. There are leaking roofs on the majority of the houses built, the ventilator is regarded as of low quality, and there are also cracked walls. 10% of the community who are satisfied with the quality of housing stated that, the quality of

housing has been improved as compared to the housing programmes implemented in the past. With the current improved housing plans, the government installs zinc within the kitchen area for the houses build in Freedom Park. This means that it is important for the government to continuously improve the housing plans as the population increases.

4.3.4 Reporting lack of Housing to the government

Reporting lack of housing to the municipality or government is significant in ensuring that future housing plans address the past housing backlogs. The residents stated that they report lack of housing to the government to receive adequate houses. Some residents submitted the following:

"I reported a lack of housing since 1996, and when I go and check I am told that I am still on a waiting list" (Resident 6, 2022).

"Yes I tried to report lack of housing to the council, however the communication channel is not effective" (Resident 12, 2022).

Participants stated that due to a lack of feedback from the government, they continuously go and check at the DHS to monitor if the lack of housing was taken into consideration by the government officials. This is due to a lack of coordination between the government and the residents of Freedom Park. Hodge and Greve (2016) argue that there is lack of co-ordination between the national, provincial and local government, this affects the communication relationship between the government officials and the communities in terms of addressing housing related challenges.

4.3.5 The government monitoring the process of Housing provision

From the data collected, it has been found that the government does not continuously monitor the progress of houses. Some of the residents noted the following:

"No, the government does not monitor and the caretaker will take time to respond when we report housing issues" (Resident 8, 2022).

"Yes, sometimes, after a long time, inspectors come and check" (Resident 9, 2022).

The government does not carry out regular monitoring of the projects completed, to determine if the community is satisfied with the type of housing received, what could be the obstacles the community is experiencing concerning the houses, and what could be done to improve the

quality of the houses. Feedback from the residents is significant for the sustainable development of human settlements to review and re-develop the existing housing plans to meet the continuously changing needs of the population. Mthethwa (2016:109) supports that there is lack of monitoring and evaluation of government projects for housing provision.

4.3.6 Having access to services such as water, electricity and sanitation

Gautam (2020:158) argues that the type of houses provided by the government should have services such as water, electricity and adequate sanitation. From the data collected, the participants stated that in the past, access to water was a difficult process; however, the government has addressed the issue and currently access to water in Freedom Park has improved. Some residents said the following:

"Water used to give us problems, but now they tell us when we are going to run out of water; electricity is a problem due to load shedding and sanitation services are good" (Residents 13 and 17, 2022).

The participants also stated that the municipality notifies the community about any challenges that could occur in the future about access to water. Access to electricity and sanitation is also regarded as inadequate. Freedom Park residents have access to adequate sanitation services, where people have access to flushing toilets and bathtubs within their houses.

4.3.7 Access to participation during planning and implementation by communities

From data collected from the participants, community participation in Freedom Park is not effective, the community's opinions regarding housing challenges are not taken into consideration. Some residents noted the following:

"The councillor calls us for meetings, we mention our problems but they don't take them into consideration" (Resident 15 and 23, 2022); *"They do involve us, but they do not ask for input from us"* (Resident 14, 2022).

They don't involve us, we just see things happening without our consent (Resident 20, 2022).

Houstan *et al* (2001:98) support that lack of participation becomes a challenge in achieving the housing needs of the community and creates a lack of empowerment. However, in some cases, residents are allowed to participate in the projects by expressing their opinions regarding the

issues that affect their lives. However, no feedback is brought back by the government about what needs to be done to address the issues.

4.3.8 The effectiveness of strategies implemented in Freedom Park

According to the information collected from the participants, strategies such as the RDP are effective because the houses are being built within the area and also the type of houses provided show improvement. Residents stated that:

"RDP plans are effective" (Resident 22, 2022). *"There are also housing programmes that build flats for people who earn an income of R3000, less than R3000 and above" (*Resident 25, 2022);*"No, the housing plans are not effective"* (Resident 11, 2022); *"Some of the housing plans are not effective"* (Resident 7, 2022).

The DHS (2018) report indicates that rental accommodations and subsidy programmes are significant because different types of households can access housing, including low-income households.

4.3.9 Challenges experienced by the community during the implementation of Housing

The community has experienced various challenges during the implementation of housing. Participants stated that due to incomplete housing they are required to install their basin, bathtub, and toilet with their income that is not sustainable, which can become a challenge for disadvantaged families. Residents noted the following:

Some of the RDP houses are incomplete where some houses are plastered and other houses are not plastered, some houses have access to electricity, some houses do not have access to electricity. Some of the RDP housing programmes do not have access to bathtubs, toilets, and basins (Residents 24 and 23, 2022).

Another participant stated that, *"corruption is one of the challenges we experience because houses are being given to people they know* (Resident 16, 2022).

Another participant said that, *"lack of communication is also a challenge during the implementation of housing, where there is lack of coordination and communication between us, councillors and the municipality"* (Resident 21, 2022).

Haub and Kaneda (2014: 3) agree that corruption, lack of communication and incomplete housing projects increase the housing backlog and affect the sustainable development of human settlements.

4.4 Conclusion

Chapter 4 presented the research findings from the participants. The findings were categorised into themes to gain a clear understanding of the data collected. It was found that the apartheid era had an impact on the current housing backlog in South Africa and due to the increase in population, the DHS is under pressure to address the past racial housing strategies and deliver adequate housing. Furthermore, different strategies have been introduced by the government after the apartheid era to alleviate the housing backlog. However, the strategies are hindered by varied obstacles, such as the continuous increase in urbanisation and lack of resources. The research findings from the residents in Freedom Park revealed that housing backlog is one of the major challenges experienced by the community due to the increase in migration and the government's response to the population influx on housing is not effective within the area. Therefore, chapter 4 reports on the impact of population influx on housing as a major issue affecting the development of the country. The next chapter presents the summary, conclusion, and recommendations of this study.

CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

Population growth has been identified as one of the significant challenges affecting housing development within the country. People emigrate to different countries to access a better standard of living. Therefore, due to increased urbanisation, the government is required to provide access to housing for the increased population. The research sought to investigate the government's response to the population influx on housing in Freedom Park. One of the study's objectives was to determine the historical perspective of housing challenges to have a clear understanding of the root cause of the housing backlog.

The study also evaluated the shift from the apartheid era to post-apartheid with regards to housing backlog, which is important in coming up with strategies that are required to address the past racial housing policies, such as the Group Areas Act. Strategies introduced by the government to address the housing backlog are significant to ensure that the increased housing demands by the population are addressed and the country achieves economic growth and development. The study further evaluated the success of the strategies and identified the obstacles experienced by the government during the planning and implementation of housing development. This is significant in helping the government to identify what needs to be done to improve on the failures.

The Cohesive Service Delivery Theory was applied in this study because the data collection results also determined that housing delivery is one of the significant aspects of service delivery affecting the communities. It was also determined that the community is regarded as a significant human resource required to participate in the planning and implementation of housing to achieve a sustainable human settlement. The Cohesive Service Delivery Theory states that public participation is one of the important aspects required to achieve service delivery. Therefore, from the results, it can be said that public participation in housing development is not effective in Freedom Park. This hampers the development of the human settlement in the study area. Therefore, it is significant for the government to take into account the application of the Cohesive Service Delivery Theory during the planning and implementation of housing development in Freedom Park for the better improvement of housing strategies.

5.2 Conclusions

The origins of the housing backlog dates back to the apartheid era, when black populations were not allowed to occupy specific types of land and housing. It is important, therefore, to address the past housing policies of apartheid to create a democratic country in terms of access to housing. To improve access to housing, the government's response to the housing backlog is significant. From the data collected, it was found that the spatial patterns of the past affected the current spatial patterns. This is because, how planning for human settlements was implemented in the past, affects the current planning approaches to providing access to housing. The study also found that the reason for the lack of housing ownership by the black population is a result of the housing restrictions that were applied by the apartheid government. The reason behind the increased waiting list of people demanding access to housing is because of the housing approaches that were designed to accommodate the minority population, the whites. After 1994, the Constitution of the Republic of South Africa together with the White Paper stated that everyone has the right to access housing. Therefore, due to that, the democratic government is required to restructure the planning approaches to housing to ensure that they are accommodative to all types of population groups.

The shift from apartheid to democracy is significant in identifying the root causes of housing challenges and identify priority areas that require an urgent response from the government. This means that the origins of the housing backlog and the shift from apartheid to democracy help the government to come up with strategies for the current housing challenges in Freedom Park. From the results, the researcher found that various strategies were introduced by the government to address the past racial housing policies and respond to the population influx on housing in Freedom Park. The DHS aims to ensure spatial transformation and transforming human settlements, with particular focus on building townships close to towns and cities, and building houses close to malls to reduce the expenses of traveling from home to social and economic amenities. This means that the DHS is focused on developing an integrated development of the sustainable human settlement.

The strategies introduced by the DHS include the Reconstruction and Development Programme, Breaking New Ground Policy and the Upgrading of Informal Settlements. These strategies have been introduced to address the housing backlog in Freedom Park. The strategies have been successful, although they also encountered various obstacles during the planning and implementation process. Some of the successes of the strategies is that the government was

able to improve access to housing by building a million of houses after the apartheid era and also eradicate segregation, exclusion and inequality within the development of housing. The number of houses being built continues to develop as compared to housing development during the apartheid era. There is also a spatial transformation taking place, where people can now access social and economic services within their townships. However, there are also major obstacles that need to be addressed by the government within the process of planning and implementing housing delivery. This means that as much as the strategies are effective in various aspects of housing, there are also obstacles that still need to be taken into consideration by the DHS. These obstacles could affect the future development of housing delivery, if not effectively taken into account and can also increase the housing backlog in South Africa.

The obstacles identified by the participants include a lack of community participation in the planning and implementation of housing delivery. Lack of community participation becomes one of the major obstacles affecting the sustainable delivery of housing. This is because public participation helps the government to identify what exactly is needed by the residents in Freedom Park and avoid wasting resources on the services not required by the community or services that are not identified as priority issues. Therefore, due to a lack of public participation, housing delivery will not be achieved as required by the community and would also not be beneficial to the community. Other obstacles identified by participants included lack of partnership between the government and community, lack of available land, and lack of capacity and financial resources to plan and implement housing strategies. This means that the housing backlog is caused by a variety of challenges that take place during the process of planning and implementation and the increased housing backlog is due to interrelated factors rather than one factor. Therefore, the results of the study indicate that the housing backlog is one of the significant issues affecting economic growth and development of the country. In this regard, it is important for the government to interrelate various factors towards responding to housing backlog.

The research questions and objectives served as a guide to achieving the aim of the study. This is because the research questions and objectives focused on how the increase in population within a specific area affects housing delivery by the government. The study also focused on answering questions in terms of what strategies are currently adopted by the government to respond to population influx on housing and to also identify the challenges that affect the implementation of the strategies. Therefore, due to various obstacles identified by the

participants, the research will make recommendations to the government concerning the improvement of access to housing.

5.3 Recommendations

The study has mentioned various positive aspects that the government has achieved with regard to addressing the housing backlog resulting by the increased population. However, the study also noticed different obstacles and failures that affect the government's response to the housing backlog. The challenges include inadequate/insufficient funds for projects, lack of education for communities, lack of capacity by municipalities to plan and implement projects, incomplete projects; allocation of houses illegally, interrelation of services and lack of access to participation by communities and lack of communication. The study thus recommends strategies such as the Reconstruction and Development Programme that could be used by the government to respond to the obstacles and ensure that goals and objectives with regard to housing development are achieved.

Concerning inadequate/insufficient financial resources, the government could request assistance from the private sector to ensure adequate implementation of housing programmes. Therefore, it is important to have a good public-private partnership for achieving housing development. Concerning poor management of financial resources, the government could come up with programmes, restrictions, or policies that guide the usage of financial resources for housing delivery. This would help to ensure that the allocated budget for housing is utilised according to the plan. It can also help alleviate corruption within government entities and ensure that all processes, and procedures are implemented according to the law and ensure that projects are completed as planned.

The study also recommends an effective coordination of efforts between the national, provincial, and local governments. This is important during the planning and implementation level of housing development. It is also important to come up with educational programmes that will educate the residents about the significance of taking good care of the houses delivered and how important it is to keep the quality for the future generation. Therefore, it becomes significant to educate communities about the sustainable development of human settlements. The government should improve the capacities of the employees by coming up with programmes that will improve their skills and knowledge to perform the required duties of housing development. It is also important to employ qualified and skilled personnel such as professional engineers and architects. In this regard, the government should introduce training

workshops that will focus on skills development for government entities and build state capacity.

The government needs to implement restrictions, laws, and policies for occupying land illegally and ensure that people occupy land according to the rules and regulations set out by the government. The study also recommends that the government considers the significance of providing interrelated services, where the government should deliver a standardised RDP package or framework that consists of a severed stand with the provision of bulk water, sanitation, electricity, stormwater management, access roads, fitted kitchen, wardrobes and bathrooms, which include flushable toilets, sink basin, geyser, and bath/shower. Lastly, the study recommends that the government should improve access to participation by communities, because the residents become the primary stakeholders of housing development. A participatory action research and co-design process should be undertaken by all stakeholders to, firstly educate the community and give them a sense of authorship and ownership of the final product. The community should be involved during the planning and implementation of housing delivery, their inputs, opinions and knowledge should be taken into consideration because they are also affected by the process and delivery and they are regarded as the beneficiaries of the housing development process.

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Appendix A: Consent form

<p align="center">CONSENT TO PARTICIPATE IN THIS STUDY</p>

Research title: Government's response to the population Influx on Housing in Freedom Park, South Africa.

<p align="center">Researcher: Shela Rasebote
(11407859)</p>

I, _____ (participant name), 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 (or had explained to me) and understood the study as explained in the information sheet.

I have had sufficient opportunity to ask questions and am 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 processed into a research report, journal publications and/or conference proceedings, but that my participation will be kept confidential unless otherwise specified.

I agree to the recording of the <insert specific data collection method>.

I have received a signed copy of the informed consent agreement.

Participant Name & Surname…………………………………………

Participant Signature………………………………………………..Date…………………

Researcher's Name & Surname… **Shela Rasebote**

Researcher's signature…   .Date…17 March 2022…

Appendix B: Data collection tool(s) (including questionnaire/ interview guide/checklist)

Interview Schedule: Interview with Freedom Park community members and government officials from Department of Human Settlements.

The researcher is going to introduce herself to the participants and explain the purpose of the study.

<u>**Government Officials**</u>

1. How has apartheid affected housing provision in South Africa?

2. Which strategies have been introduced after apartheid to accommodate new residents in Freedom Park?

3. Does the government have enough resources and skills to plan and implement strategies? Please explain?

4. Have the strategies been successful?

5. What obstacles have been experienced in the process?

6. What strategies are introduced to mitigate the above-mentioned obstacles?

7. Does lack of housing provision affect other types of services? Please explain?

8. Does the community participate during the process of housing provision? Please explain?

9. Do housing provision strategies accommodate all type of income households? Please explain?

10. Is land available for the implementation of housing provision strategies? Please explain?

11. Does the government have any control measure put in place to ensure adequate implementation of housing strategies?

12. Does the department of Human Settlements employ people to ensure effective and efficient process of housing provision in Freedom Park?

13. What can the government do to improve service delivery in Freedom Park?

<u>Freedom Park Community Members</u>

1. When did you move to Freedom Park?

2. Why did you move to Freedom Park?

3. Do you have access to adequate housing?

4. How is the process of implementing RDP houses in Freedom Park? Please explain?

5. Are you satisfied with the quality of house you received? Please explain?

6. Did you report lack of housing to the government? Were they helpful? How was the respond?

7. Does the government monitor the process of housing provision? Please Explain?

8. Do you have access to services such as water, electricity and sanitation?

9. Does the government give you access to participation during the planning and implementation of housing? Please explain?

10. Were the strategies implemented for housing in Freedom Park been effective in Freedom Park? Please explain?

11. What challenges have you experienced during the implementation of housing?

12. How can you recommend the government to improve access to housing in Freedom Park?

Appendix 3:   Permission letter to conduct research

PERMISSION LETTER

Research title: Government's response to the population Influx on Housing in Freedom Park, South Africa.

Researcher: Shela Rasebote

(11407859)

Request for permission to conduct research at Department of Human Settlements

Government's response to the population Influx on Housing in Freedom Park, South Africa.

17/03/2022

Gauteng Department of Human Settlements
11 Diagonal Street, Marshalltown, 2107
Tel: 011 355 4000
Fax: 011 838 8973

Dear government officials,

My name is Shela Rasebote and I am doing research with Dr Busani Mpofu, a Senior lecturer, in the Department of Development Studies towards a Masters of Arts in Development Studies at the University of South Africa. We are inviting you to participate in a study entitled: The Government's response to the population Influx on Housing in Freedom Park, South Africa.

The aim of the study is to investigate government's response to the influx of new residents in Freedom Park.

Your company has been selected because as the population increases, more people move into new cities, more the demand of housing increases. Therefore this puts pressure on government departments to provide housing such as department of Housing and Human Settlements.

The study will entail interviewing participants from Freedom Park and Department of Human Settlement through conducting qualitative semi-structured questionnaires

The benefits of this study are coming up with strategies that will assist the government to plan for the provision of housing for new residents as the population increases.
Potential risks is that there could be discomfort of interviews by the participants.

Feedback procedure will entail the use of writing down data collected through semi-structured interviews.

Yours sincerely

Shela Rasebote
Researcher

Appendix 4:   Researcher acknowledgement form

RESEARCHER ACKNOWLEDGEMENT

Research title: Government's response to the population Influx on Housing in Freedom Park, South Africa.

Researcher: Rasebote Shela

Hereby, I ……Rasebote…Shela…., student number ……11407859… in my personal capacity as a researcher, acknowledge that I am aware of and familiar with the stipulations and contents of the

- Unisa Research Policy
- Unisa Ethics Policy
- Unisa IP Policy

and that I shall conform to and abide by these policy requirements

Signature: ……   …………………

Date: …17/03/2022….

Appendix 5: Ethical Clearance

UNISA | university of south africa

COLLEGE OF HUMAN SCIENCES RESEARCH ETHICS REVIEW COMMITTEE

07 June 2022

Dear Ms Shela Rasebote

Decision:
Ethics Approval from 07 June 2022 to 07 June 2025

NHREC Registration # :
Rec-240816-052
CREC Reference # :
11407859_CREC_CHS_2022

Researcher(s): Name: Ms Shela Rasebote
Contact details: 11407859@mylife.unisa.ac.za
Supervisor(s): Name: Dr. B Mpofu
Contact details: mpofub@unisa.ac.za

Title: The Impact of population influx on government housing in Freedom Park, South Africa
Degree Purpose: MA Developmental Studies

Thank you for the application for research ethics clearance by the Unisa College of Human Science Ethics Committee. Ethics approval is granted for five years.

The *low risk application was reviewed by* College of Human Sciences Research Ethics Committee, in compliance with the Unisa Policy on Research Ethics and the Standard Operating Procedure on Research Ethics Risk Assessment.

The proposed research may now commence with the provisions that:

1. The researcher(s) 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 should be communicated in writing to the College Ethics Review Committee.
3. The researcher(s) will conduct the study according to the methods and procedures set out in the approved application.
4. Any changes that can affect the study-related risks for the research participants, particularly in terms of assurances made with regards to the protection of participants' privacy and the

confidentiality of the data, should be reported to the Committee in writing, accompanied by a progress report.

5. 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. Adherence to the following South African legislation is important, if applicable: Protection of Personal Information Act, no 4 of 2013; Children's act no 38 of 2005 and the National Health Act, no 61 of 2003.

6. Only de-identified research data may be used for secondary research purposes in future on condition that the research objectives are similar to those of the original research. Secondary use of identifiable human research data require additional ethics clearance.

7. No fieldwork activities may continue after the expiry date (07 June 2025). Submission of a completed research ethics progress report will constitute an application for renewal of Ethics Research Committee approval.
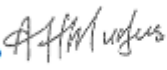
Note:

*The reference number **11407859_CREC_CHS_2022** should be clearly indicated on all forms of communication with the intended research participants, as well as with the Committee.*

Yours sincerely,

Signature: *Khan*

Prof. KB Khan
CHS Research Ethics Committee Chairperson
Email: khankb@unisa.ac.za
Tel: (012) 429 8210

Signature: PP *AHMusfusi*
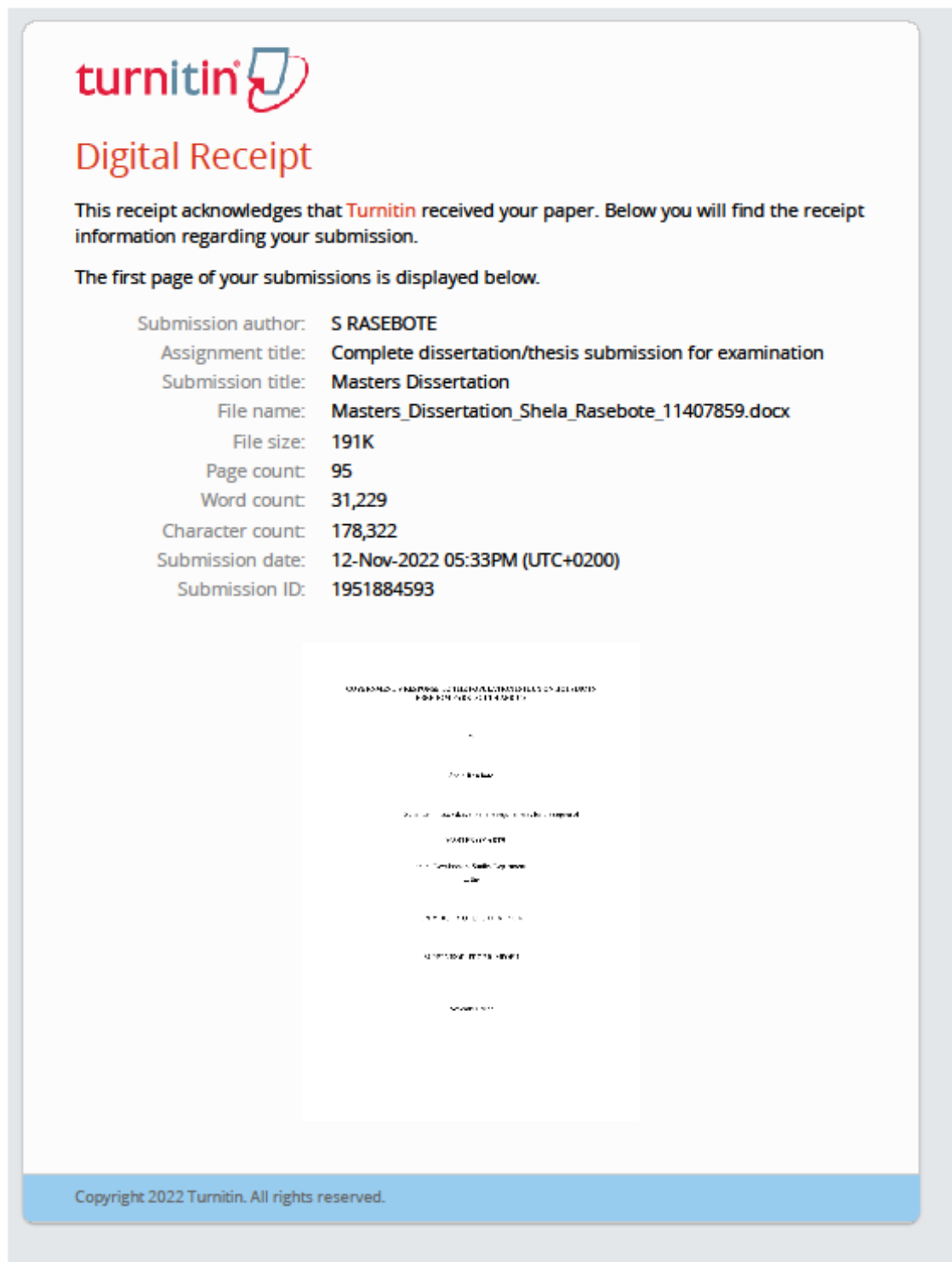
Prof K. Masemola
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Tel: (012) 429 2298

Appendix 6: Turn-it-in report

Masters Dissertation

Appendix 7: Editor's report

UNIVERSITY OF LIMPOPO

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Department: Languages

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10 November 2022

TO WHOM IT MAY CONCERN

This letter serves to certify that I have edited a dissertation titled: **GOVERNMENT'S RESPONSE TO THE POPULATION INFLUX ON HOUSING IN FREEDOM PARK, SOUTH AFRICA** by Shela Rasebote. I am an Associate Member of the Professional Editors' Guild in South Africa.

I trust you will find the editing quality in order.

Best regards

Sebola, M

_____
DR. MOFFAT SEBOLA