EVALUATING HOUSING DELIVERY AT THE MASIPHUMELELE COMMUNITY

by

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I declare that the above mini-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.

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DEDICATION

I would like to dedicate this work to my late father, Fikile Edward Monqo, and my mother Nokwanda Monqo. Not forgetting my siblings and friends for their support when I feel like giving up.

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Thank you Lord for giving me this lifetime opportunity, praises unto you, the almighty God.

ABSTRACT

The purpose of this study is to explore the causes and challenges associated with the shortage of low-cost housing delivery to the Masiphumelele Community by the City of Cape Town. The study further explored the reasons why informal settlements and the degradation of housing persist in the community of Masiphumelele, a township in the Western Cape Province.

A qualitative research design that supports the interpretivist and descriptive research approaches, was used to collect the data from two groups of participants: (1) focus group discussions with heads of households from the Masiphumelele Community, and (2) online individual interviews with Ward Committee members and a Ward Councillor.

The study revealed that despite some progress, there are still numerous constraints to effective housing delivery to the community of Masiphumelele. Problems associated with housing delivery at the Masiphumelele Community were identified, and relevant recommendations were made on housing delivery methods followed by the City of Cape Town.

KEY CONCEPTS

Masiphumelele

Urbanisation

Low-cost housing

Housing backlog

Housing Provision

Service delivery

Informal settlement

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ACRONYMS AND ABBREVIATIONS

ACRONYM / ABBREVIATION	DESCRIPTION
BNG	Breaking New Ground
HSDG	Housing Settlements Developmental Grants
IDP	Integrated Development Plan
NDP	National Development Plan
NHBRC	National Housing Builder Registration Council
NHF	National Housing Forum
NHFC	National Housing Finance Corporation
NURCHA	National Urban Reconstruction and Housing Agency
PIE Act	Prevention of Illegal Eviction and Unlawful Occupation of Land Act 19 of 1998
RDP	Reconstruction and Development Programme
SDG	Sustainment Development Goals
SERI	Social Economic Rights Institute
UISP	Upgrading Informal Settlements Programme
WCIF	Western Cape Infrastructure Framework

CHAPTER 1: GENERAL INTRODUCTION

1.1 INTRODUCTION

Housing is a fundamental need for human life and affects people's health, education and quality of life. However, the national housing backlog in February 2022 was estimated at 2.6 million houses, that is 12 million people in desperate need of decent accommodation (GroundUp, 2022). After three decades of democracy, there are still households who have no shelter; people are living in informal settlements, shacks and backyards. Very often, these people's only hope is on socio-economic transformation by the government (Segodi, 2018:17).

Challenges relating to the lack of housing are systemic and continues to compromise the enjoyment of the right of access to adequate housing. The right to housing has been plagued by poor planning, lack of coordination, ill capacity, poor monitoring and a lack of political will. The backlog in housing is not all the result of insufficient legislative frameworks, but rather relate to ineffective and cumbersome policy implementation processes (Socio-Economic Rights Institute of South Africa (SERI), 2018:5).

In the three years preceding the COVID-19 pandemic, there has been a cumulative reduction of R15 billion from the Human Settlements capital budget, whilst the number of people living in informal settlements continues to rise (Department of Human Settlements, 2021). However, despite declining resources, over five million housing opportunities were delivered since 1994. As a result of this work, over twenty-one million South Africans were accommodated in government subsidised housing in August 2021. Over 70% of households have access to electricity, water, sanitation and refuse removal as well as health care and the building and upgrading of roads and social infrastructure in disadvantaged areas where the majority live (Madiba, 2021).

According to South Africa's General Household Survey of 2020 (Statistics South Africa, 2020), slightly more than 84,0% of South African households lived in formal dwellings, followed by 11,4% in informal dwellings, and 4,3% in traditional dwellings

with Gauteng and the Western Cape provinces likely to have the largest number of households living in informal settlements (SERI, 2018). The Western Cape Province is not immune to this assertion with approximately 19% of households living in informal settlements in the Western Cape. Out of that percentage, 17.6% of the households are located in the City of Cape Town and are living in inadequate housing that is built with little or no planning for drainage or sewage systems, exposing residents to health risks. According to Brown-Luthango, Reyes and Gubevu (2017:472-474), these informal settlements are also prone to flooding in summer and fires during winter seasons. Segodi (2018:18) warns that backlogs in housing delivery, urbanisation and an increase in population contribute to the mushrooming of informal settlement in the Western Cape and the City of Cape Town.

The community of Masiphumelele informal settlement is not immune to the challenges brought about by overcrowding and delays in the provision of low-cost housing (Ntongana, 2015). This study therefore evaluated the shortage of low-cost housing delivery to the Masiphumelele Community by the City of Cape Town.

This introductory chapter commences with the background information for the study followed by the problem statement and the research question. The aim and objectives of the study are then presented before the geographical delimitation of the study is outlined. A brief overview of the research design and methodology is then elaborated on with reference to the data collection tools and the preferred sampling techniques. Key concepts and important ethical considerations are also described. The chapter is concluded with the benefits of the study and a chapter outline of the mini-dissertation.

1.2   HOUSING PROVISION AS A HUMAN RIGHT

Human rights are rights inherent to all human beings, regardless of race, sex, nationality, ethnicity, language, religion, or any other status. Human rights are standards that recognise and protect the dignity of all human beings. Human rights include the right to life and liberty, freedom from slavery and torture, freedom of opinion and expression, the right to work and education, and many more. Everyone is entitled to these rights, without discrimination (UNICEF, 2022). Human rights govern how individual human beings live in society and with each other, as well as their relationship with the State and the obligations that the State have towards them. Human rights law

obliges governments to do some things, and prevents them from doing others. Individuals also have responsibilities: in using their human rights, they must respect the rights of others. No government, group or individual person has the right to do anything that violates another's rights (United Nations, 2022).

The Constitution of the Republic of South Africa of 1996 proclaims the human right to adequate housing for all South African citizens. More specific, the Bill of Rights states that all citizens have '*the right to have access to adequate housing*'. The government must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right (Constitution, 1996:Section 26(1)&(2)). It is based on such premise that government should provide low-income households with housing to live in peace and dignity as underpinned in the Constitution of 1996. The realisation of this responsibility laid the foundation for subsequent policies on housing that focuses on assisting poor citizens to access this basic need (Sikota, 2015).

Moreover, the right to housing is one of the most important of all the basic human rights and is recognised in a number of international human rights instruments and treaties such as Article 25(1) of the Universal Declaration of Human Rights that states "*Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care*" (United Nations General Assembly, 1948), and Article 11 of the International Covenant on Economic, Social and Cultural Rights that states that the "*Right of everyone to an adequate standard of living for himself and his family, including adequate food, clothing and housing, and to the continuous improvement of living conditions*" (United Nations General Assembly, 1967). Further, Goal 11 of the Sustainable Development Goals (SDGs) provides that cities and human settlements should be inclusive, safe, resilient and sustainable (United Nations, 2021). In addition, the United Nations Millennium Development Goals of 2015 aimed to have achieved a significant improvement in the lives of at least 100 million slum dwellers by 2020 (United Nations, 2015:12). Moreover, the SDGs aim is to have ensured access for all to adequate, safe and affordable housing and basic services and upgrade slums (United Nations, 2015:26). Then, the New Urban Agenda adopted by the United Nations Conference on Housing and Sustainable Urban Development held in Quito, Ecuador in 2016,

intends to find sustainable solutions facing urban centres across the world (United Nations, 2017:v).

All the afore-mentioned undertakings by the United Nations suggest the importance of housing and the scope of commitments made worldwide to deliver housing to the poor.

The problem statement and the research questions pertinent to this study are addressed in the following section.

1.3 PROBLEM STATEMENT AND RESEARCH QUESTIONS

The study focused on the shortage of low-cost housing in the Masiphumelele Community. The specific problem is that, despite the efforts of the City of Cape Town to provide low-cost housing to the residents of Masiphumelele, informal settlements persist, and the degradation of housing continues. It is therefore necessary to scholarly investigate the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community.

In the light of the above problem statement, the following research questions arise:

- What are the main causes and challenges associated with low-cost housing delivery to townships, specifically to Masiphumelele, by the City of Cape Town?

- In which ways does housing legislation prescribe, assist or fail to adequately inform housing delivery in townships?

- Why do informal settlements and the degradation of housing persist in Masiphumelele?

- What approaches and methods should the City of Cape Town adopt to successfully address problems associated with housing delivery at the Masiphumelele Community?

1.4 AIM AND OBJECTIVES OF THE STUDY

The main aim of the proposed study was to explore the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community. The associated objectives were to:

- provide a comprehensive analysis of housing legislation to determine in which ways it prescribes, assist or fail to adequately inform housing delivery in townships;

- determine why informal settlements and the degradation of housing persist in Masiphumelele; and

- make recommendations to the City of Cape Town on how to address problems associated with housing delivery at the Masiphumelele Community.

1.5 GEOGRAPHICAL DELIMITATION OF THE STUDY

The study was based on the Masiphumelele Community in the Western Cape. The study focused on this particular community, set apart by socio-economic status and sub-region of the Western Cape, because of its historical origin, variation in the population and the level of poverty. The researcher aimed to establish whether the residents of Masiphumelele benefit from housing delivery by the City of Cape Town. Therefore, the causes and challenges associated with low-cost housing delivery had to be investigated.

Masiphumelele is a township in Cape Town, situated between Kommetjie, Capri Village and Noordhoek in the Cape Peninsula. It was initially known as 'Site 5' and later renamed by its residents as 'Masiphumelele', an isiXhosa name meaning 'Let us succeed'. In the early 1980s, about 400 to 500 people first settled in the area. The dusty, overcrowded and mainly black suburb of Masiphumelele is surrounded by the affluence of Noordhoek and the other predominantly 'white' Southern Peninsula suburbs. In 1950, the Southern Peninsula, in which Masiphumelele is located, was declared a whites-only area while coloured communities who previously occupied the area were moved to Ocean View (Mascorp, 2020).

Regarding the history of Masiphumelele, Ocean View is situated just approximate 5km on the main road from where Masiphumelele is located while no nearby alternative was provided for African people. As a result, African people had to travel long distances in search of job opportunities. It became difficult to sustain transport costs midst the meagre income that they earned. As a result, unlawful occupant of vacant

land began to spring up. On the 1st of January 1987, the apartheid government made plans to forcefully remove the informal dwellers. This resulted in brutal responses by the police. In response to this treatment, concerned groups such as the Surplus People Project, the Black Sash, and few white residents lobbied the apartheid government on behalf of the squatter communities and their case was heard in the Supreme Court division in 1988. The judgement was favourable, and the land was then allocated for a residential township in December 1990 (Mascorp, 2020).

Only in 1992, Masiphumelele became the permanent home for the Noordhoek and Fish Hoek informal communities, with Site 5 being the first serviced area. It was the first black squatter community to win the right to land in a white area, and the first community to have the power to exercise control in decision-making in the land and housing development process in the Western Cape. Later, approximate 8,000 people relocated after the initial allocation of land in 1992.

To date in March 2022, Masiphumelele has changed dramatically since the first arrivals in the early 1990s and its population has increased at a very fast rate which is currently more than 50 000 people and 23 000 households. The arrival of foreign nationals in Masiphumelele has been steadily increasing since 1994. Moreover, Masiphumelele now represents a diversity of people from different parts of South Africa and across the African continent. Zimbabweans are making up the largest share of the population, followed by Congolese, Ethiopians, Ghanaians, Malawians, Mozambicans, Nigerians and Somalis (Freedomhouse, 2017:4-8).

1.6   RESEARCH DESIGN AND METHODOLOGY

This study adopted a qualitative research design. According to Creswell (2015:37), a qualitative design is an emergent, inductive and interpretive approach to the study of people, cases, phenomena, social situations and processes in their natural settings to reveal, in descriptive terms, the meanings that people attach to their experiences of the world. Yilmaz (2013:312) provides that a qualitative design enables events, occurrences and phenomena to be assessed from a diversity of perspectives in a particular case study. Qualitative designs offer primarily descriptive reports of individuals' perceptions, attitudes, beliefs, views and feelings, which are then extended

into analytical interpretations. It works with the meanings and interpretations given to events and things, as first described by the research participants.

Miles and Huberman (2006:15&17) note the broad characteristics of qualitative research as follows:

- The research is usually conducted through prolonged contact with a specific research area which is typically reflective of everyday life.

- The researcher intends to gain a holistic overview of the field of research.

- The research intends to capture data from people involved in their local contexts.

- The researcher might isolate certain ideas or expressions for deeper review, but ensure that original ideas are not separated from the base idea.

According to Mack, Woodsong, MacQueen, Guest and Namey (2005:3&4), qualitative research is a type of scientific research that seeks to understand a research problem from the perspective of the local population that experience it. It assists in providing descriptions of how people experience the research problem or issue. It thus provides the human side of an issue. There are three main qualitative methods: observations, interviews and focus groups. This research utilised both interviews and focus groups. The flexible nature of interviews as research instrument allows for spontaneity and adaptation between the researcher and interviewee. The questions asked during an interview can be open-ended and need not be repeated in an identical way. The benefit of this type of research, specifically for this research project, was the open-ended questions applied to the interview process. This allowed the interviewees to respond in a meaningful way, which created rich results.

For this research project, a sample of the population was selected to be interviewed. Focus group discussions and individual interviews were used to collect data and assist in acquiring specific and detailed information from diverse participants. This method of data collection allowed the researcher to ask the participants questions to learn more about their views, opinions and beliefs about the provision of low-cost housing to the Masiphumelele Community.

The sample size was fixed, but room was also left for possible increase to ensure that the sufficient number of participants were accommodated. Table 1.1 lists the target groups, nature of each group, the site population per group as well as the relevant sample sizes.

Table 1.1: Target groups, population and sample sizes

Target group	Nature of group involved	Site population	Sample size	Sampling technique
Group A: Focus group discussions	Heads of Households who are permanent residents at the Masiphumelele Community residents.	150	Three focus group discussions consisting of five participants per focus group 3x5 = 15	Purposive sampling
Group B: Personal online interviews	Ward Committee members and one Ward Councillor	10	5	

Source: (Author's interpretation)

The research design and methodology are described in detail in Chapter 4.

1.6.1 Trustworthiness

Verification of trustworthiness must be analysed by referring to credibility, transferability, dependability and confirmability (Yin, 2012:153).

Credibility in this study was achieved by striving for truth through accurate description of the investigated phenomenon. The credibility of the findings and results was enhanced through triangulation. In layman's terms, triangulation is an approach that utilises multiple data sources, multiple informants and multiple methods to gather multiple perspectives on the same issue to gain a complete understanding of the research phenomena (Schurink & Auriacombe, 2010:441). Two types of triangulation were employed in this study, namely: (1) data triangulation in which different data

sources was utilised, namely participants from Masiphumelele as well as Ward Committee members and a Ward Councillor; and (2) methodological triangulation in which multiple methods, focus groups and individual interviews, was utilised to study the research problem.

In the academic environment, transferability refers to the extent to which research findings can be transferred to other similar situations or cases (Krefting 1991:220). With reference to this study, transferability referred to the extent to which recommendations to the City of Cape Town on how to address problems associated with housing delivery at the Masiphumelele Community, can be transferred to other municipalities. In addition, the representativeness of the sample relative to the larger population was reached by applying the non-probability sampling technique. Furthermore, the transferability of this study was enhanced through the selection of a typical case, which is the Masiphumelele Community that typifies the nature of human settlements in the Western Cape.

Dependability refers to the extent to which research findings and conclusions remain consistent should the study be repeated with the same or similar participants in the same or similar contextual setting (Krefting 1991:216,221). As stated above, this study used triangulation as a method as well as data triangulation to confirm the study findings and conclusions to enhance the accuracy and integrity of the data. The dependability of the findings and results of the study was enhanced by describing the exact procedures and instruments to gather data and analysis. Substantive deliberation of the research approach, population and sampling techniques, and data collection instruments and data analysis methods are included in the description of the research design and methodology in Chapter 4.

According to Isaac-Martin (2009:151) confirmability deals with the comprehensive examination of the entire scientific inquiry from the beginning to the end – by checking, reconstructing and evaluating the audit trail of the data and records to determine the scientific adequacy of the study. Confirmability thus refers to the extent to which the findings can be independently confirmed by other researchers and therefore confirms the extent to which the research methods of data collection and analysis is accurate. The researcher ensured confirmability by documenting the data analysis processes in details. Refer to Chapter 4, section 4.3.5 (*Data analysis processes*) for more details.

Collectively, the strategies and measures conducted for this study ensured credibility, transferability, dependability and confirmability of its findings. Furthermore, the results confirmed the trustworthiness of the study. Trustworthiness was also enhanced by complying with the ethical requirements which governs research.

Below, the relevant key concepts are defined and described.

1.7   DEFINITION OF KEY CONCEPTS

To place this study in the context of public administration, the key concepts used in the mini-dissertation are described.

- **Housing**: The concept of housing has numerous definitions depending on the context in which it is used. The definition can be used to fit a political aim, systematically ignoring other important aspects. The definition of the concept presented in the South African Housing Act 107 of 1997 emphasises the poor, community, consultation of the intended users of facilities, integrated development and sustainability of projects. The Housing Act (1997:Sections 1&2) defines the concept of housing as the establishment and maintenance of habitable, stable and sustainable residential environments which should aim at ensuring viable households and communities.

- **Housing provision**: The Constitution of South Africa (1996:Section 26(1)) refers to housing provision as a mechanism used to provide low-income groups with adequate shelter ensuring that the housing delivery process is sustainable and the product is habitable. Sulaiman, Baldry and Ruddock (2005) alleged that housing provision involves a physical process of creating and transferring a dwelling to its occupiers, its subsequent use and, at the same time, a social process dominated by the economic interests involved.

- **Informal housing**: Informal housing is a type of non-conventional low-cost housing. It is constructed with non-conventional building material that is obtained informally, that is beyond formal channels. A typical example is a South African shack built with zinc, cud board and plastics (Msuya, Mosha & Mtili, 2017:24).

- **Informal settlement**: The National Housing Code of 2009 describes 'informal settlement' as a place where people decide to live and build temporary shelters, often followed by more permanent houses. Sometimes informal settlements are supplied with water and electricity, and people can become owners of individual pieces of land (Department of Human Settlements, 2009:16&17). Statistics South Africa (2020) refers to informal settlements as an unplanned settlement on land which has not been surveyed or proclaimed as residential, consisting mainly of informal dwellings (shacks) or makeshift structures not approved by a local authority and not intended as a permanent dwelling. Therefore, informal settlements refer to those settlements which have not gone through the statutory approval processes and don't comply with set standards.

  Mgushelo (2018:30) describes informal settlements as "*products of failed policies, ineffective governance, corruption, inappropriate regulation, poor urban management strategies and dysfunctional inequitable land markets*". Informal settlements are increasingly the norm in Africa and in many other developing countries where the need for urban housing for the poor cannot be matched with the delivery of any kind of formal housing.

- **Intergovernmental relations**: The Intergovernmental Relations Framework Act 13 of 2005 states that all spheres of government are inter-dependent, inter-related and distinct. This means that the different spheres of government are inter-dependent and cannot work in isolation. The Intergovernmental Relations Framework Act of 2005 is intended to promote and facilitate co-operative decision making. It aims at effective policy implementation across all spheres of government and encourages prompt service delivery to meet the needs of society. In terms of housing delivery, intergovernmental relations involve many stakeholders at all spheres of government working together towards public housing policy implementation.

- **Integrated Development Plan**: Integrated Development Plan (IDP) forms the principal planning and implementation document that informs and guides the allocation of municipal financial resources against set key performance indicators. The IDP is a five-year strategic document but is reviewed by the municipality on an annual basis to check actual delivery against the plan (Municipal Finance Management Act, 2003:Section 21).

1.8   ETHICAL CONSIDERATIONS

According to Creswell (2015:87), research ethics clearance processes and requirements must be complied with to protect the research participants, develop trust, promote the integrity of the research and guard against possible harm against the researcher, the participants, the gatekeeper and the university. Before data collection commenced, written permission to proceed with the study was requested from the City of Cape Town, Ward Committee members and the Ward Councillor. In addition, a letter of informed consent was drafted to prepare the participants on details related to their willingness to participate in the project. Hence, participation was free and voluntary. Another ethical consideration guided this study was to guarantee the confidentiality and anonymity of the participants interviewed.

1.9   BENEFITS OF THE STUDY

The interaction with members of the Masiphumelele community provided valuable information, and recommendations could be made to the City of Cape Town on how to address problems associated with housing delivery at the Masiphumelele community. The findings and conclusions of this study will contribute practically to the delivery of low-cost housing to the Masiphumelele community. Constructing public housing in the Masiphumelele community will have a major benefit to the local construction and maintenance industry, boosting employment opportunities and salaries in the community. Masiphumelele residents of public housing will enjoy certain benefits like adequate, economical accommodation for senior citizens, low-wage workers and people with disabilities.

1.10 CHAPTER OUTLINE

The following listed chapters of the mini-dissertation were divided according to a logical succession to reach the research objectives:

- **Chapter 1**, this chapter, provides the background to the study. The chapter commenced with the problem statement, the central research question, followed by the secondary questions and the objectives of the research. A brief description of the research design and methodology adopted to conduct the

research is also provided. In addition. descriptions of the ethics clearance process, and the benefits of the study are included.

- **Chapter 2** presents a synthesis of the relevant literature that was consulted in this study and laid the foundation of the research. The systems theory and development theories serve as the foundations for this study and are elaborated on in detail. The detrimental effect of colonialism and apartheid on housing in South Africa are briefly elaborated on before housing policy formulation in South Africa receives attention. A description on housing realities and challenges then follows.

- **Chapter 3** provides the legislation framework of housing delivery in South Africa. Inclusive and interrelated roles and responsibilities are described with reference to the national, provincial and local governments. Responsibilities of traditional leaders and National Treasury are also described.

- **Chapter 4** explains Masiphumelele as the case under study as well as the research design and methodology adopted for the study. The chapter highlighted the qualitative research design and instruments, the ethics clearance application and approval processes, research limitations and a description on how the data collection planning meeting was conducted in the context of COVID-19.

- **Chapter 5** focuses on the data analysis and findings of the data collected through the focus group discussions and the individual interviews.

- **Chapter 6** presents the conclusions and the recommendations as well as suggestions for future research.

1.11 CHAPTER SUMMARY

This chapter provided the introduction and an overview of the mini-dissertation. This introductory chapter commences with the problem statement and the research questions. The aim and objectives of the study were then presented before the geographical delimitation of the study was outlined. A brief overview of the research design and methodology was then elaborated on with reference to the data collection tools and the preferred sampling techniques. The concepts of housing delivery, housing and backlogs, informal settlements, formal and informal dwellings,

intergovernmental relations and Integrated Development Plans were then introduced. Important ethical considerations were also described. The chapter was concluded with the benefits of the study and a chapter outline of the mini-dissertation.

This next chapter presents a literature review on low-cost housing provision in South Africa.

CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

The introductory chapter provided an overview of the study: the importance of the provision of housing was acknowledged and the problem statement and research objectives were introduced. The main objective of the study is to explore the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community. Associated objectives were also formulated in Chapter 1. This chapter, Chapter 2, builds onto the previous chapter and explored theoretical knowledge available about human settlements and the provision of public housing, specifically the detrimental effects of colonialism and apartheid on housing in South Africa. Theories underpinning this study are highlighted with reference to the systems theory and development theories. Housing policy formulation in South Africa also receives attention in addition to the importance of community participation when planning housing projects. A description of housing realities then follows. The chapter is concluded with an overview of urbanisation, population growth, access to land and low economic growth as common challenges associated with the provision of housing. The literature suggests, among other recommendations, that access to urban land in post-apartheid South Africa is complex. These complexities arise from the past in which race was used as a basis to relegate most people to apartheid margins of property ownership.

2.2 BACKGROUND INFORMATION

Informal settlements have been an unceasing problem, compounded by the rapid influx of people to urban areas in pursuit of better prospects across every South African city and town. Informal settlements provide traction and housing for most of the population, including the landless, the poor and the homeless (UN-Habitat, 2016).

South Africa is a land with many opportunities and a land with many challenges. The availability of living spaces is one of the main challenges. Government is the primary stakeholder in delivering houses, but remains far off the mark to meet its mandate. South Africa has the policy and legislative regime that covers the standards and

regulations related to servicing the housing market needs, but is still providing housing associated with inadequate quality, lack of resources and ever-increasing backlogs. Might the reason be that South Africa is still experiencing the harvest of colonialism and apartheid's land deprivation policies? It indeed seems that the colonisation of South Africa and the persistence of forced removals and relocations contribute to the current problems of land ownership, housing and informal settlements (Frescura, 2000; Afrovision, 2013; Bosman, 2014:24-26).

In recent years, the growth in the number of people living in backyard shacks has outpaced the growth rate of people living in informal settlements. Informal settlements persist and continues to grow rapidly and uncontrollably in South Africa.This occurs regardless of the 25 years of remarkable low-cost housing delivery of about five million housing opportunities. South Africa remains a dual economy with one of the highest inequality rates in the world, perpetuating inequality and exclusion. South Africa is indeed one of the most consistently unequal countries in the world. However, it is important to note that the housing inadequacies of South Africa are not unique in the world, but also reflect a global phenomenon (Van Wyk, 2015:54-61). Regarding the case study used in this research, the Western Cape has also experienced an increase in informal housing since 1994. The Western Cape has the greatest number of people living in informal settlements and backyard shacks (Department of Human Settlements, 2021).

Significant theories to this study include the systems theory and development theories. These influential theories will be described in the following section.

2.3   THEORIES UNDERPINNING THE STUDY

The systems theory and development theories serve as the foundations for this study and are elaborated on in further detail.

2.3.1 Systems theory

Von Bertalanffy (1972:417) defined a system as a collection of interdependent and interrelated parts and processes which receives inputs, acts upon them in an organised or planned manner while considering input and feedback from its environments and, in doing so, produces certain outputs. Systems theory emphasises

an interactive and interrelated set of elements, that is, the internal and external environments, inputs, processes, outputs and feedback (LeMay, 2006:127, 138). "Interdependent parts" implies that the subsystems of a system are dependent on each other, and that a change in one element influences the other parts and ultimately affects the entire system (Von Bertalanffy, 1972:410). In addition, a system has identifiable boundaries that distinguish it from the surrounding environment in which it is embedded, and with which it interacts. In this context, the internal environment refers to the circumstances in which government departments provide public houses to the poor, whereas the external environment is the environment that can influence the internal environment from outside an organisation (Basu, 2004:70).

Inputs into any public system comprise demands as well as support. Demands are the claims that individuals and groups make to satisfy their interests and needs, while support is rendered when groups and individuals obey rules and accept the decisions upheld by the system. Outputs of the system include laws and rules, in other words, public policy that purportedly obeys the public interest. Feedback implies that public policies, or any other outputs, may change the environment, the demands and the character of the system itself. The flow of information from the environment to the system is equally important to the flow of information among the subsystems of the system (Holtzhausen, 2014:257, 258).

2.3.2 Development theories

Development as a process results in changing circumstances and conditions to improve living standards over time. Three broad schools of development theory have emerged during the last decades demonstrating the diverse nature of the term development, namely modernisation, dependency and reformism. The development model of modernisation evolved in Europe and America, and was based primarily on the European history. The theory of modernisation explained deficiencies in certain countries which supposedly could not accomplish the level of development attained in colonial countries (Panda, 2019).

The dependency school developed in contrast to the theory of modernisation. The dependency school developed in Latin America through the work of A.G. Frank. Although the theory of dependency was directed by conditions largely prevailing in

South America, elements of dependency were made applicable to development in countries which were invaded by capitalist systems (Frank, 1967:35). Dependency theory is considered rather controversial. Also, with the decline of colonialism, dependency has been erased (Romaniuk, 2017:2-4).

W.W. Rostow's stages of economic growth model is a typical example of the modernisation school as opposed to the arguments of the dependency school that under development is the result of external domination (Rostow, 1971:24). Over time, changes in thinking about development, and doubts with respect to the effectiveness of a modernisation approach to development, led to the reformist school. Followers of the reformist school assumed that development could not take place if the distribution of income was such that a few rich people earned the largest share of the national income. Emphasis was placed on the redistribution of growth, wealth and economic activities. Reformism stresses self-reliance and self-help to reduce poverty and dependence (Stewart, 2000:5&6).

Neither the modernisation nor the dependency approach have provided a satisfactory solution or explanation to the problems of developing in countries with high poverty rates, economic instability, and a lack of essential human resources compared to the rest of the world. The reformist approach of modifying the capitalist system instead of overthrowing it, recognised the importance of economic growth, and that national development strategies must take the international environment into account. Furthermore, basic needs and self-reliance became new aspects of development. Emphasis was placed on the non-material needs of society instead of relying solely on material progress. Another important aspect is that reformists consider the development of poor areas, mainly rural areas, as a part of the development process. Three levels play a role in this approach, namely the local sphere where the problem occurs, the provincial sphere of the society within which the poor region is embedded, and the national sphere of the economic system within which the first two are linked (Ndwakhulu, 2020:118). These aspects are also of importance to housing delivery at the Masiphumelele Community. The role of the three government spheres with respect to housing development is discussed in Chapter 3, section 3.3 (*Inclusive and interrelated roles and responsibilities*).

As hinted in above section 2.2 (*Background information*), South Africa's governance and administration of public housing policy are dominated by the colonial and apartheid period before 1994. During the apartheid period, public services were generally rendered to citizens on a racial basis. For about five decades, housing allocations were made mostly in favour of the white population. Public housing policy was put in place to ensure that communities remained divided based on their racial backgrounds. The detrimental effect of apartheid on housing in South Africa is briefly elaborated further on in the following section.

2.4 EFFECTS OF APARTHEID ON HOUSING IN SOUTH AFRICA

During the first half of the twentieth century, most of the black people lived in urban areas in hostels or servants' accommodations provided by their employers. In the period following World War II, urban areas in South Africa experienced rapid of urbanisation as the colour bar was relaxed during the war. Unfortunately, neither the employers nor the government built new accommodation or homes to accommodate the influx of new residents to the cities. This led to overcrowding, poor living conditions and the absence of amenities. Crime and violence thrived in the over-populated urban areas. High rents and overcrowding led to land invasions and the growth of shack settlements. Regrettably, these difficulties were largely ignored by the government. By 1950, a substantial proportion of the urban black population lived in townships. Although financially affordable, the living conditions in the shack township settlements were poor and lacked infrastructure and proper sanitation (Huchzermeyer, 2013:295-315).

During the era of ideological apartheid from 1948 to 1994, black people were evicted from properties that were in areas designated for "whites only" and were forced to move into segregated townships (Mgushelo, 2018:28-33). Separate townships were established for each of the three designated non-white race groups, namely black people, Coloured and Indians as per the Population Registration Act 30 of 1950 and the Group Areas Act 41 of 1950. The Group Areas Act of 1950 became the cornerstone of the apartheid policy and played a fundamental role in shaping South Africa's cities by preventing black people from living in certain areas. The Act imposed control over property transactions and occupation throughout the country. Moreover,

it empowered the government to dictate residential areas to be group areas inhabited by designated races (Group Areas Act, 1950:Sections 2&3).

Under colonialism and apartheid, institutionalised racial segregation and entrenched marginalisation of black people were all intended at securing the land and labour for white people. Black people were forcibly removed from their land and homes, and became the main and reliable source of labour for the colonial economy (Letseka & Maile, 2008:4). White people continued to own colonially and apartheid acquired land after 1994 despite the arrival of freedom and the dawn of the constitutional democracy. This ownership is premised on the constitutional protection of existing property rights. The fall of apartheid and the dawn of democracy meant that the state of land ownership in South Africa remained dominated by white ownership (Letseka & Maile, 2008:6&7).

Addressing the land issue in South Africa has therefore been fraught with tension. South Africa is among the countries that are tarnished by colonialism and apartheid planning inheritance. Areas designated for black, coloured and Indian race groups had different planning legislation. In addition, land use management fell under municipal jurisdictions established prior to the Municipal Structures Act 117 of 1998. This meant that a single municipality would have multiple land-use management schemes with different definitions for land uses which complicated the finalisation of land development applications. As a result, access to land remains a challenge (Mgushelo, 2018:27-33).

Since 1994, there have been major policy shifts towards the democratic elected government's housing development mandate and to redress the apartheid misfortune that has disadvantaged the majority of the poor. Section 26 of the Bill of Rights as well as the White Paper on Housing of 1994 paved way in ensuring that the right of access to adequate housing is realised as a post-apartheid ambition. In addition, the National Housing Forum (NHF) and the Botshabelo Housing Accord of 27 October 1994 also served as building blocks towards reprioritising housing legislation and the implementation thereof (Phago, 2010:86-106).

Other detrimental effects on public housing, include an influx in migration and rapid urbanisation. Migration to urban areas and a lack of access to land through formal means have left many urban residents poor. As a result, the urban poor are resorting to informal processes to address their land and housing needs on their own. This has

seen many people dwelling in informal settlements, erected mainly on illegally occupied land (Godehart & Vaughan, 2008). As a result, South African cities are characterised by severe housing and service backlogs, spatial inequalities, high unemployment rates and high levels of poverty. The systematic destruction of housing and a lack of low-cost housing in urban areas for non-white people left behind a persistent housing crisis that remains unresolved (SERI, 2018:8). Cities across South Africa have remained severely segregated, divided and unequal, despite extensive government policy to reverse socio-spatial inequalities (Rogerson & Rogerson, 2015:352).

Since the collapse of apartheid in the 1990s, South Africa has struggled to deal with the social and economic problems stemming from that era. In the informal settlements on the edges of cities, residents continue to build their accommodation from cheap materials. Water and other essentials are hard to come by, violence and crime are prevalent, homes are exposed to flooding, and sanitation is poor. Therefore, housing demands far exceeds supply in South Africa, the moving target, simply refers to a target that is never achieved (Darabi, 2018).

While the Human Settlements Development Grant (HSDG) allocations have generally grown, delivery of subsidised housing and serviced sites have both been declining steadily over the last decade. From a peak delivery of 235,000 houses and serviced sites in 2006/2007, the delivery has declined to under 175,000 houses, sites and subsidised rental units in 2020/2021. Over the last three budget years, the delivery has dropped below 100,000 fully subsidised Breaking New Ground (BNG) houses and 75,000 serviced sites. Subsidised rental housing delivery has also declined. Reasons for declining delivery of subsidised housing include institutional capacity constraints in municipalities, provincial departments and in state entities involved in housing delivery and finance, as well as project planning and implementation delays due to the shift of focus to mega-projects. Also, limited capital budgets and constraints limit the scale and effectiveness of social housing delivery. In addition, responsibilities for financing land and housing services gradually shifted from human settlements subsidies to additional financial responsibility of metros (Hornby, Kingwill, Royston & Cousins, 2017:4-6).

Access to urban land in post-apartheid South Africa is therefore complex. These complexities arise from the past in which race was used as a basis to relegate most people to the margins of financial power and property ownership. According to these margins, people accessed land and housing in very different ways from those required by the formal property system (Hornby, *et al*. 2017:3). It is particularly for this reason that history matters, and the colonial and apartheid legacy should not be forgotten, ignored or exempted from the current land reality and discourse. The opposite, arguably, leaves apartheid acquired white land privilege and injustice to perpetuate unacknowledged and without remedy. In the end, forgetting, ignoring or exempting history allows for the dispossessor to continue to thrive and the historically dispossessed to be resentful. South Africa therefore needs to resolve its land issue as it hinders governments basic service delivery, particularly the delivery of housing (Oyeranmi, 2011).

2.5 HOUSING POLICY FORMULATION IN SOUTH AFRICA

Public administration is satisfying the needs of society within the borders of a specific state by the provision of certain public services (such as housing) by the authorities in all spheres of government. In addition, public administration is guided by a variety of needs within a society. Housing is provided, for example, to those members of society who do not have the means to provide shelter for themselves and those in their care. Housing services are thus aimed at improving the quality of life of the less privileged members of society.

Housing policy is developed to facilitate interaction between the government and its stakeholders with regard to the provisioning of housing. Many environmental variables will therefore affect the kind of policy to be adopted and implemented. Issues such as the socio-economic conditions of the communities, the extent of the housing shortage, population growth and urbanisation can serve as imperatives for a functional framework for a policy as important aspects in shaping the housing policy stance and direction. To a broader extent, whether the country in which a public housing policy is initiated is either a developed or developing nation would also probably determine the extent of public housing needs for the community (Cloete, Wissink & De Coning 2006:83-98).

The formulation of housing policy and plans is expected to be a reiterative two-way process in which national and provincial policies and plans not only guide local-level strategic public decision-making, but in which community participation is also expected to inform local-government-based planning and prioritisation – which in turn should help to inform provincial and national planning and policy formulation and review.

The policy-making cycle that is illustrated below in Figure 2.1 is comprehensive, requiring agenda setting and evaluation. Although the cycle depicts a clear linear movement between the different steps, it is recognised that problem identification and monitoring and evaluation are cyclical in nature, as opposed to being simply sequential, and there may be two or more steps running simultaneously. In practice, the steps do not represent discrete categories of tasks, skills and knowledge but rather are flexible and cannot be limited to compartments, thus allowing for forward and backward movement.

Cloete and De Coning (2011:7) suggested that public policy is government's statement of intent, including detailed programme of action to give effect to normative and empirical goals to improve or resolve perceived problems and needs in society.

The main processes of a typical housing policy-making cycle are illustrated below in Figure 2.1.

Figure 2.1: Housing policy-making process
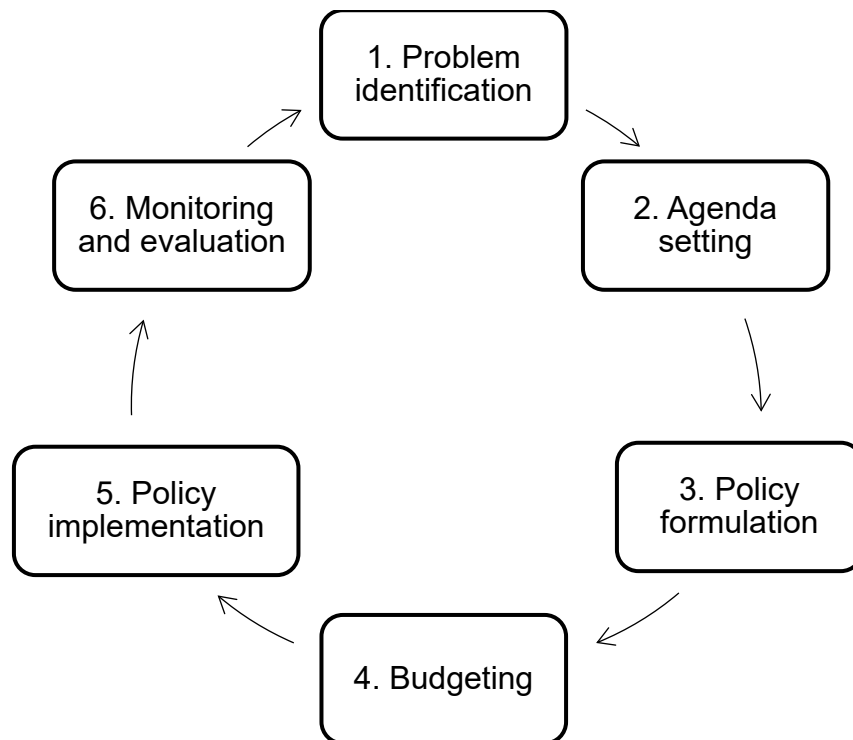
Source: (Author's interpretation)

The main housing policy-making processes can be defined as follows (Goodman, 2022; Cloete & De Coning, 2011:7-21):

- **Step 1: Problem identification**

  At this stage, stakeholders raise concerns regarding a housing policy or issue that affects the public. The problem is then defined in clear terms. Generally, interest groups raise housing concerns and problems in relevant forums for consideration.

- **Step 2: Agenda setting**

  The problem identified is pushed through various government organs to be discussed and refined. This push for discussion eventually leads to the allocation of more time for housing and human settlements discussions by the relevant authorities. Housing problems and challenges are thus prioritised in this manner. The agenda — which problems are addressed — can be set by the public, special interest groups, or government officials, among others.

- **Step 3: Policy formulation**

  Solutions or policies are then developed or amended to deal with the problem that was raised and discussed.

- **Step 4: Budgeting and resource allocation**

  Once a policy is authorised, relevant authorities can then allocate resources or funding and subsidies towards its implementation.

- **Step 5: Policy implementation**

  Public managers in charge of putting housing-related policies into action, that is the implementation, carrying out or execution of a plan or programme, are then given the opportunity to implement the requirements set out in the policy. The implementation stage assumes that all funding for the project has been approved and the project is ready to move forwards. Policy implementation consists of organised activities by government directed towards the achievement of goals and objectives articulated in authorised policy statements.

- **Step 6: Monitoring and evaluation**

  Monitoring means to observe and check the progress or quality of something over a period of time. Within the housing policy-making cycle, monitoring refers to the supervising activities necessary to ensure that the progress of implementing a new or amended policy is on course and on schedule in meeting the objectives and performance targets.

  Various stakeholders examine housing policies and programmes against the number of houses/units produced to know if the policies, programmes and subsidies are working or not. According to the results of the monitoring and evaluation process, improvement or change of policy may be recommended.

  Historically, this step has not always been treated as very important, but policy makers are increasingly finding ways to make sure that the tools needed for evaluation are included in each step of the public policy process.

The housing policy-making cycle is a continuous process. Each step or component must be addressed to sustain the cycle and upon finalising the current year's housing activities, a new cycle starts. Community participation is an indispensable element in the housing policy-making cycle, especially in planning strategies and in formulating potential housing programmes. More clarification on the role of community participation in the provision of housing is provided in the following section.

2.5.1 Community participation in the provision of housing

Local government as the closest sphere of government to the people has a responsibility of ensuring continuous engagements with communities through consultations and promoting community participation in service delivery. The lack of proper local community participation may lead to projects being rejected resulting in delays in delivering services to the communities. Community participation in housing provision is therefore imperative as it ensures the support of beneficiaries in implemented projects. Effective community participation reduces the risk that projects do not meet the demands of a specific community which may lead to a lack of sustainability (Davids, Theron & Maphunye, 2011:127).

Municipal authorities should involve civil society formations in local government activities such as budgets, planning and developmental priorities. To achieve this, the municipality should establish an Integrated Developmental Plan (IDP) at local government level. The White Paper on Local Government confirms that local government must build local democracy and that municipalities are responsible for developing strategies and mechanisms to continuously engage with citizens, businesses and community groups. Local authorities have a mandate to involve the local communities in all projects of service delivery before the implementation of these projects. The main purpose to involve the communities in which services are to be delivered, is to have an agreement of the type of services to be delivered and how it should be done. It also encourages the stakeholders to benefit from new developments through job opportunities (White Paper on Local Government, 1998).

The concept *community participation* embraces many forms of citizen action, for example community self-help, social support groups, citizen participation, citizen involvement and community partnership or collaboration. Community participation is

essential because, through the public-participation process, people develop self-esteem and dignity and share in, but also belong to, the development process. In this dynamic capacity building and social learning process, people are provided with the opportunity to share their knowledge, experiences, mistakes and successes. The community development worker or local government officials act as 'change agents', who facilitate these discussions and assist in determining the specific needs of the community (Zondi & Reddy, 2016:28&29).

Zondi and Reddy (2016:3) emphasise public participation as a transformative tool for social change. Participation is the involvement of people with significant control over the decisions concerning the community to which they belong. Participation is thus an instrument to enhance the efficiency of projects or as the co-production of services. In addition, the involvement of community members is intended to produce better decisions, and thus more efficiently benefit the rest of society. Davids, Theron and Maphunye (2011:128) states that, as housing provides the essential amenities and infrastructural facilities which are indispensable for human wellbeing and quality livelihoods, it is crucial that communities participate actively in public participation processes and platforms. Various methods exist for informing participants of forums or meetings that are to be held in their specific community. These methods include legal notices, advertisements and press releases, articles in newspapers and magazines, websites, as well as information pamphlets providing background information on the issues to be discussed.

A key objective of community participation is the incorporation of local knowledge into a project's decision-making process. Incorporating local knowledge in a community housing project can improve targeting and guarantee higher quality monitoring of the program implementation. Such advantages are likely to be realised when there are institutions and mechanisms to ensure accountability (Chambers, 2011:474).

Furthermore, the sharing of ideas could benefit the poor. This can be achieved through the "Batho Pele" principles that were set in motion by the South African government. Batho Pele, meaning "putting people first" is an initiative that was developed to improve and maintain an acceptable standard of service delivery aligned with constitutional ideas, such as promoting a high standard of professional ethics and providing service impartially (Department of Public Service and Administration,

1997:8&9). One of the eight principles is that of consultation. In this principle, users of services delivery are consulted through methods like customer surveys and interviews. Although the success of this initiatives can be questioned, an approach where the working class and the poor could be more profoundly involved in decision making, could lead to a more efficient housing delivery system (Chambers, 2011:475-476).

2.6 HOUSING REALITIES AND CHALLENGES

Since 1994, various policies, strategies and programmes have been formulated by the post-apartheid government to address housing delivery challenges. Yet, the poor remains landless and homeless due to a lack of access to well-located land for housing. To this end, informal settlements and urbanisation in South Africa have drastically increased since 1994. The government is commonly characterised by a slow rate in public service delivery due to ineffective policy implementation skills which have been perceived being central to housing delivery problems. Community unrests are also attributing to the lack of implementation capacity or the inability of the government to implement housing policy (Isaac-Martin, 2009:147&149). However, (Nengwenkulu, 2009:344) states that the scarcity or skills shortages alone, cannot deduce the public service delivery inertia. Nengwenkulu (2009:358) concluded that there are several factors that result in the slow pace of service delivery. Among other factors are shortage of skills, corruption, nepotism and the political agenda within the administration of departments. In addition, Burgoyne (2018:25) identified financial constraints, underspending due to capacity constraints, insufficient resources allocation and the lack of sustainable land as the key variables that influence the slow rate of housing delivery.

Although South Africa has a successful housing programme, urban housing backlogs keep on increasing. The growth in urban housing backlogs calls on government and the private sector to find and create solutions for shortage of skills, community unrests and the lack of implementation capacity. There is indeed a need for private housing developers to cooperate more closely with government authorities and agencies at local, provincial and national spheres to address and shape the living conditions of the poor (Burgoyne 2018:24&26).

Urbanisation, access to land and low economic growth are explored in the following sections to further explain public housing realities and challenges.

2.6.1 Urbanisation and population growth

Informal settlements in the global south are widely seen as the result of changing political, economic and social circumstances in postcolonial cities. Urbanisation is associated with migration into urban centres for job opportunities and a better life. The disjunction between urbanisation and economic growth in these cities has resulted in acute housing shortages, particularly for those rural migrants who have been pushed to search for alternative accommodation on public land. Given the attractiveness of cities as places for employment, many flock to these centres in search of a better living. Most of these alternatives are located near railway lines, on riverbanks or near industrial sites. Many find it extremely difficult to buy or rent proper housing and, as a result, they opt for a shack close to their place of work or where they do their informal business. The government faces enormous challenges in either relocating the shack dwellers to spaces designated for residence or upgrading the shacks to livable conditions. African cities also must deal with the influx of immigrants from neighbouring countries in search of better economic conditions or refuge from conflict regions of the continent. The rate of urbanisation because of people looking for better job opportunities, has turned into a housing crisis in developing countries (Khumalo, 2016:117).

Population growth is a social issue that is making increasing demands on public housing. The increased demand for housing goods and services has brought an increase in the number of industries and public institutions being established in urban areas. This creates more employment opportunities, which again result in accelerated urbanisation. Apart from the resultant demand for extending residential areas, developing new residential areas and providing more housing, increased urbanisation also demands better traffic control, more health services and increased supplies of water and electricity. Movements within and across South Africa's borders affect not only the population structure of the country, but potentially also the economic, housing and social composition of the country (Burgoyne, 2018:26).

2.6.2 Access to land

The Constitution of South Africa of 1996 insists on transforming South Africa into a country that is equal with equitable land redistribution for land equality. Land has deep emotional, cultural and political significance. Urban land reform is crucial as cities cannot continue to locate poor people on the periphery or allow developments contrary to the government's transformation agenda. Therefore, it is important to determine the kinds of interventions that would be appropriate for ultimately transforming space in South African cities (Atuahene, 2014:29-31). The prevailing perspective is that urban land is primarily an economic asset and a valuable resource. Land should indeed benefit not just the individual but also the broader community. Currently, land remains an unresolved political question because property privileges are still heavily skewed in favour of white people. The black middle class may have grown, but the reality is that land ownership remains out of reach for the majority of black South Africans. Accordingly, the current land afflictions are consequences of unaddressed colonial and apartheid land dispossession. The ongoing racialised land inequalities that were inherited from colonial dispossession, continues to work as a spatial barrier to constructing an equal nation in present day South Africa (Mkhize, 2015:1). Frustrations about the slow pace of housing development has resulted in land invasions and demands to access land. Unfortunately, the slow and complex land identification, allocation and development processes result in further escalation of insufficient land for housing development purposes (Burgoyne, 2018:24-27).

2.6.3 Low economic growth

Many developing countries must battle with the problem of ensuring access to adequate human settlements in the face of low growth given that high numbers of people are living in abject poverty. The funding for social housing is affected by the economic stress that many countries in the global South are facing. As observed by Van Wyk (2015:55), the design and layout of cities in developing countries, especially in Africa and Asia, were historically based on colonial models. These urban centres were designed to serve the political, social and economic needs of colonial governments. Expenditure budgets for service delivery favoured the colonisers and the development of the suburbs they inhabited. The colonial and apartheid laws restricted the movement of locals to cities. Consequently, the end of oppressive rule

and the abolition of past restrictive policies were characterised by an unprecedented rise in the urban population of cities in developing countries, with ensuing high levels of unemployment and poverty (Khumalo, 2016:117).

2.7   CHAPTER SUMMARY

This chapter provided the literature review of the mini-dissertation. The detrimental effects of colonialism and apartheid on housing in South Africa were highlighted before the theories underpinning the study were described with reference to the systems theory and development theories. Housing policy formulation in South Africa also received attention in addition to the importance of community participation when planning housing projects. A description of housing realities then followed. The chapter was concluded with an overview of urbanisation, population growth, access to land and low economic growth as common challenges associated with the provision of housing.

The complexity of human settlements challenges contributes to the many blockages and constraints to innovation in housing development. This chapter confirmed that colonialism and rapid urbanisation are the primary reasons for the housing challenges in South Africa. Most of the citizens can be categorised in the low-income bracket, and unemployment is a major concern and reason for accelerating poverty in South Africa.

The next chapter will focus on the legislative framework that regulates and guides housing provision in the country.

CHAPTER 3: LEGISLATIVE FRAMEWORK

3.1 INTRODUCTION

The literature review in Chapter 2 focused on the detrimental effects of colonialism and apartheid on housing in South Africa as well as the theories underpinning the study. Housing policy formulation was also outlined before a brief description of housing challenges was presented with reference to urbanisation, population growth and access to land. In this chapter, Chapter 3, the spotlight falls on the national housing regulatory framework. In addition, the inclusive and interrelated roles and responsibilities of the national, provincial and local governments are provided. An overview of the responsibilities of traditional leaders and the National Treasury are also presented. To align the chapter to the case study, namely housing delivery at the Masiphumelele Community by the City of Cape Town, the chapter further reports on the Western Cape Infrastructure Framework.

After the advent of democracy, a plethora of housing related policies and Acts was promulgated. The general purpose of these policies and Acts is to address the need for affordable quality public housing and to guide the development of a single, uniform, fair and equitable national housing policy and strategy. The statutes relevant to public housing and development are elaborated in more detail in the following sections.

3.2 BACKGROUND INFORMATION

The Constitution of the Republic of South Africa of 1996 as the supreme law of the country, guides the government to embark on housing policy reforms. The Constitution of 1996 serves as the policy foundation that underpins the country's strategies, programmes and approaches towards housing delivery. The Bill of Rights states that "*Everyone has a right to have access to adequate housing*" (Constitution, 1996:Section 26). The government is therefore obliged to formulate and implement reasonable legislative and reasonable measures within its available resources, to achieve the progressive realisation of this right. Moreover, the Constitution of 1996 sets guidelines as to who are the relevant role players in the implementation of housing delivery. For example, Section 108 of the Constitution states that housing delivery falls

within the ambit of the national and provincial government spheres. The Housing Act of 1997 also confirms that housing is the primary function of the provinces (Housing Act, 1997:Part 3).

South Africa's housing vision comprises the overall objective of the establishment and maintenance of habitable, stable and sustainable public and private residential environments. These environments must ensure viable households and communities in areas allowing convenient access to economic opportunities, health, educational and social amenities. The aim is that all citizens and permanent residents of the Republic will, on a progressive basis, have access to permanent residential structures with secure tenure, ensuring internal and external privacy. Adequate protection against the elements must be provided in addition to potable water, adequate sanitary facilities and domestic energy supply (Housing Act, 1997:Section 4).

To increase housing delivery in a sustainable manner, the Department of Human Settlements endorses low-cost housing by mobilising housing credit for beneficiaries and builders through two mechanisms. The first mechanism is the National Housing Finance Corporation (NHFC) which provides comprehensive capital for intermediaries lending to the target group. The second mechanism is the National Urban Reconstruction and Housing Agency (NURCHA) which provides guarantees for the housing development sector to ensure access to capital. To provide quality low-cost housing, the National Home Builders Registration Council (NHBRC) administers a warranty scheme that sets norms and standards for the construction of low-income housing (NHBRC, 2020).

Ensuring secure tenure is the main constituent of the National Housing Programme. For example, subsidised beneficiaries receive freehold tenure with their new homes. More tenure options encouraged, include rental and communal tenure, as provided through various social housing options (Department of Human Settlements, 2009:4). In essence, two Acts uphold the right to secure tenure in South Africa, namely the Extension of Security of Tenure Act 62 of 1997 which aims to protect people who live on rural or peri-urban land with the permission of the owner or person in charge of the land, and the Prevention of Illegal Eviction and Unlawful Occupation of Land Act 19 of 1998 (PIE Act, 1998:Sections 3&4) that prevents illegal evictions and illegal occupation in urban areas. No one may be evicted from their home or have their home

demolished without an order of the court made after considering the relevant circumstances.

3.3   NATIONAL HOUSING REGULATORY FRAMEWORK

In light of the above background information, the purpose of the following Acts of Parliament and official government departments' policies are described in the following sections: (1) National Housing Forum; (2) Housing White Paper of 1994; (3) Housing Act 107 of 1997; (4) Municipal System Act of 2000; (5) Breaking New Ground plan of 2004; (6) Housing Development Agent Act 23 of 2008; (7) Social Housing Act 16 of 2008; (8) National Housing Code of 2009; and (9) National Development Plan 2030 of 2010.

3.3.1   National Housing Forum

The formulation of South Africa's national housing policy commenced prior to the democratic elections with the formation of the National Housing Forum. The National Housing Forum was convened in August 1992 by the Independent Development Trust, the Development Bank of Southern Africa, the South African National Civic Organisation, the main political parties including the African National Congress, as well as representatives from the trade unions, construction industry, financial institutions and development agencies. The Forum was a multi-party non-governmental negotiating body comprising 19 members from business, the community, government, development organisations and political parties outside the government at the time. At the negotiations, the foundation for the new government's housing policy was developed and agreed to. This culminated in the achievement of the broad housing sector convention also referred to as the Housing Accord that concluded into the White Paper on Housing of 1994.

In October 1994, a National Housing Accord was signed by a range of stakeholders representing the homeless, government, communities and civil society, the financial sector, emerging contractors, the established construction industry, building material suppliers, employers, developers and the international community. This accord set down the beginning of the common vision that forms the essence of South Africa's national housing policy. Most importantly, it comprised an agreement that all these stakeholders would work together to achieve the vision encapsulated in the Accord.

The National Housing Accord was soon followed by the Housing White Paper which was promulgated in December 1994. The White Paper sets out the framework for the national housing policy. All policies, programmes and guidelines which followed, fell within the framework set out in the White Paper.

The national housing policy is thus set out in various documents of which the most crucial is the South African Constitution of 1996. The White Paper on Housing of 1994 is also a vital component, as well as the Housing Act 107 of 1997.

3.3.2 Housing White Paper of 1994

South Africa's housing policy and strategy must contribute to a non-racial, non-sexist, democratic integrated society. The goal is to improve the quality of living of all South Africans with an emphasis on the poor and those who cannot independently satisfy their basic housing needs. The country's housing policy is buttressed in the Housing White Paper of 1994. The fundamental policy and development principles introduced by the Housing White Paper remain relevant and guide current developments in respect of housing policy and implementation. The South African housing policy framework is therefore rooted on the White Paper on Housing Policy and Strategy of 1994 that serves as the point of departure for all housing policies. According to Burger and Swilling (2009:4), the White Paper of 1998 serves as a vehicle for a capital subsidy that moves housing in the direction of the poor.

The vision for human settlements as contained in the White Paper entails the establishment of viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities, as well as to health, educational and social amenities in which all South Africans will, on a progressive basis, have access to permanent residential structures with secure tenure ensuring internal and external privacy and providing adequate protection against the elements, as well as potable water, adequate sanitary facilities and domestic energy supply. This vision is underpinned by principles of sustainability, viability, integration, equality, reconstruction, holistic development and good governance (Housing White Paper, 1994).

The White Paper on Housing of 1994 contains the government's broad housing policy and strategy based on seven key strategies, which include: (1) stabilising the housing

environment; (2) mobilising housing credit; (3) providing subsidy assistance; (4) supporting the Enhanced People's Housing Process; (5) rationalising institutional capacities; (6) facilitating the speedy release and servicing of land; and (7) coordinating government investment in development.

To ensure maximum benefit of state housing expenditure and mobilising private sector investments, this strategy aims to create a stable and effective public environment, and to lower the perceived risk in the lower-income housing market by ensuring that the rule of law is upheld – thus creating a market place that is conducive to the provision of credit to the low-income housing sector. To stabilise the housing environment, a secure and effective public environment must be created by maintaining public housing contracts and ensuring all parties fulfil their roles and responsibilities. In addition, partnerships are promoted to build trust within the housing sector, between beneficiaries and with service providers (Department of Housing, 2000:7).

The key strategy pertaining to providing subsidy assistance, involves supporting households that are unable to fulfil their housing needs independently. Regrettably, the government acknowledges that public housing subsidies are not sufficient for the endless growing housing needs. In thought of that, government promotes partnerships between the provision of state subsidies on the one hand, and the provision of housing credit or personal resources on the other hand (Department of Housing, 2000:12). This strategy comprised three programmes, namely the Housing Subsidy Scheme, the Discount Benefit Scheme and the Public Sector Hostels Redevelopment Programme. The Housing Subsidy Scheme, put into operation on 15 March 1994, grants subsidies to households earning up to R3 500 per month to secure tenure (Department of Housing, 2000:16).

The unlocking of private sector housing credit is regarded as a fundamental requirement for ongoing improvement of the housing circumstances of households who qualify for mortgage finance. Linked to the unlocking of private sector credit, is the requirement for savings by households. This strategy seeks to promote saving by the lower income housing sector so that they may contribute towards the improvement of their own housing and, most importantly, that they may establish creditworthiness to gain access to housing finance in the future. The Housing Subsidy Scheme assists

those who cannot independently satisfy their own basic housing needs. Capital subsidy assistance is granted to low-income households to enable them to access a minimum standard of accommodation. The strategy to provide subsidy assistance has resulted in a variety of national housing programmes. The housing subsidy funding is complimented by various other grants Available from: government departments other than the National Department of Human Settlements (Department of Human Settlements, 2022).

With reference to the case under study, the Enhanced People's Housing Process of the Western Cape Government aims to facilitate the establishment of a range of institutional, technical and logistical housing support mechanisms to enable communities to, on a continuous basis, improve their housing circumstances. It involves the establishment of institutions and organisations that support communities who are unable to make any monetary contribution towards their housing needs through savings, or by accessing housing finance. Communities are therefore supported to build their own housing. Once they have built their houses, the increased value of their property will enable them to have an asset to leverage finance in the market place. This strategy envisages the need to create a single transparent housing process and institutional system. The culmination of the strategy is the Housing Act 107 of 1997, which has been in effect since 1 April 1998 (Western Cape Government, 2022a).

To meet the ever-growing demand for housing and to achieve government's goals relating to housing development, appropriate land for housing must be speedily released and serviced. Government has therefore introduced measures to simplify and speed up the processes of land identification, release and servicing. The Development Facilitation Act 67 of 1995 is the most comprehensive Act promulgated to deal with the issue of land release and servicing. The National Department of Human Settlements' overall approach to land delivery policy is one of promoting adherence to the principles for land development as set out in Section 3 of the Development Facilitation Act of 1995 (Department of Human Settlements, 2022).

Human settlement creation requires coordinated and integrated action by a range of players in the public and private sector. The coordination of state investment in development seeks to maximise the impact of state investment and careful planning,

so that investment in one aspect of development supplements another. Furthermore, integrated human settlement creation requires public/private partnerships between developer and housing finance institutions and government (Khumalo, 2016:116-118). For example, the Housing Development Agency facilitates the release of well-located land for human settlement in pursuance of government's goal of social, economic and spatial integration (Housing Development Agency, 2021).

The promulgation of the Housing Act 107 of 1997 legislated and extended the provisions set out in the Housing White Paper of 1994 and gave legal foundation to the implementation of Government's Housing Programme. The Housing Act of 1997 establishes a new institutional framework and clearly defines housing roles and responsibilities in the public sector. Capacity building is a key element for the creation of an enabling environment at national, provincial and local spheres within which the regulators and implementers could fulfil their respective roles. This entails the introduction of appropriate legal and policy frameworks, the establishment of an effective and efficient workforce, and the installation of appropriate technology, equipment and systems for monitoring, evaluation and reporting purposes (Housing Act, 1997:Sections 3,4,7&9). The National Capacity Building Programme for the Reconstruction and Development Programme (RDP), for example, aims to ensure that provincial departments and municipalities have the capacity to carry out these functions (Cashdan, 1994).

More information about the Housing Act 107 of 1997 is presented in the following section.

3.3.3 Housing Act 107 of 1997

The Housing Act 107 of 1997 acknowledges the importance of sustainability in the delivery of houses. The Act serves to provide and aid workable housing development processes and has a set of general principles applicable to housing development within all spheres of government. The Housing Act aligns the national housing policy with the Constitution of South Africa and clarifies the roles and responsibilities of the three spheres of government. More specific, Section 2(c) of the General Principles of the Housing Act of 1997 states that the national, provincial and local spheres of the government must ensure that housing development provides a choice of housing. It

also prescribes that tenure options must be economically, fiscally, socially and financially affordable and sustainable. In addition, the Housing Act lays down administrative procedures for the development of the National Housing Policy (Housing Act, 1997:Section 4).

In general, the Housing Act of 1997 seeks to promote the processes of racial, social, economic and physical integration in urban and rural areas. The Act also calls for housing development to provide communities with recreational facilities and to promote the expression of cultural identity and diversity (Housing Act, 1997:Section 1(vi)). Whilst municipalities have a clear mandate to ensure the access of communities to adequate housing and services, the specific function of executing national and provincial housing programmes lies with the provincial government. The policy intent, however, is to progressively enable municipalities to manage the full range of housing instruments to allow for better coordinated and accelerated human settlements delivery. Section 10 of the Act allows for the administration of national housing programmes by municipalities through accreditation.

3.3.4 Municipal System Act of 2000

The Municipal System Act 32 of 2000 seeks to regulate the relationship between citizens and local government in terms of government services. Furthermore, the Act articulates the values of accountability, transparency, efficiency, consultation and participation by communities in municipal affairs through reliable structures. In addition, the Act suggests that integrated development planning is a mechanism or process that promotes participation by communities (Municipal System Act, 2000:Chapter 5). The Act advances the notion of developmental local government, good governance and prioritises the notion of '*Putting people first*' to improve service delivery (Esau, 2007). The Municipal System Act of 2000 states that the Municipal Council must establish appropriate procedures to enable residents, communities and stakeholders in the municipality to participate in local affairs in the municipality. From the side of local government services, the Act calls for the establishment of performance indicators and targets tied to the delivery of core services (Ndinda, 2007:668).

The link between housing provision and aspects dealt with in integrated development planning as described in the Local Government Municipal Systems Act 32 of 2000, confirms that public housing policy forms an important part of integrated development planning, as explained in the following paragraphs.

Integrated development planning is a constitutional imperative that is a functional realm of government at the local government sphere. This is outlined in Section 153 (a) and (b) of the 1996 Constitution which states that a municipality must structure and manage its administration, budgeting and planning process to give priority to the basic needs of the community, and to promote the social and economic development of communities. Municipalities must also participate in national and provincial development programmes. Active participation between the three spheres of government which is referred to as cooperative government or intergovernmental relations is an important aspect of joint efforts. In this regard, the 1996 Constitution places a role on local government in South Africa to also plan for public housing matters.

Integrated development planning is an approach to planning that involves the entire municipality and its citizens in finding the best possible solutions to achieve good long-term development. An IDP is a super plan for a specific geographical area that gives an overall framework for development. It aims to coordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for people living in a specific municipal area. Existing conditions and problems as well as the resources available for human settlements development should be considered. The plan should also look at the economic, social and environmental development of the municipal area as a whole. It must thus set a framework for how land should be used, where and how many houses should be erected, what infrastructure and services are needed and how the environment should be protected (Education and Training Unit, 2019).

In summary, the IDP process allows communities to be active participants in human settlements provisioning. In this way, choices are maximised and the quality of life of communities is improved as it enhances opportunities (Local Government Action, 2019).

3.3.5 Breaking New Ground plan of 2004

The year 2004 saw the most important policy intervention since the Housing White Paper of 1994. The Breaking New Ground (BNG) plan of 2004 made the South African housing policy consistent with international thinking and trends. The BNG plan was a response to the findings of the census of 2001, which showed that the housing backlog was still increasing and that the housing delivery rate had dipped. Furthermore, there was a number of criticisms of the previous delivery model. Thus, there was a call for the national housing programmes to be used more effectively in transforming vexed apartheid settlement patterns. BNG began to view housing through the sustainable human settlements lens, whereby interventions were intended to go beyond just building houses for the lower-income segments. The programme aimed to speeding up the delivery of housing as a key strategy for leveraging economic growth and creating jobs, reducing poverty and improving the quality of life for the poor by making sure that they could use their residential property as a financial asset, improving the functioning of the entire residential property market to reduce the duality between the booming in the first economy and the stagnancy in the second economy and using new residential development as an instrument for spatial restructuring and integrating human settlements (Department of Human Settlements, 2009:16-24).

Flowing from BNG, the housing subsidy regime also saw changes. There was a consolidation of the subsidy bands that were based on income. All qualifying beneficiaries (households earning less than R3 500 per month) were now eligible for the same subsidy benefits (Department of Human Settlements, 2009:17). With regard to the case study in the Western Cape, the subsidy programme was extended to households in the R3 501 to R7 000 monthly income bracket. The finance-linked subsidy was intended to target households that had traditionally been left out of government-subsidised housing and had struggled to obtain loan finance for affordable housing (Western Cape Government, 2022b).

The period 2000 to 2004 was instrumental in changing the face of the housing sector as it moved away from pure housing provisioning to a demand-driven period that sought to respond with the establishment of human settlements that satisfied a range of needs, including sustainability, concerns with livelihoods and the quality of the larger built environment (Department of Planning, Monitoring and Evaluation, 2014:19).

3.3.6 Housing Development Agent Act 23 of 2008

As prescribed in this Act, the Housing Development Agency Act 23 of 2008 was established to identify, acquire, hold, develop and release state, privately and communally owned land residential and community development. The Housing Development Agency Act also laid down the procedures to monitor progress in the development of land property acquired for creating sustainable human settlements (Housing Development Agency Act, 2008:Section 4). Prescripts about the undertaking of project management services, including assisting in respect of approval required for housing development, are also included (Housing Development Agency Act, 2008:Section 7). Unfortunately, the unavailability of land to develop sustainable shelters for all in need poses a challenge for the realisation of this Act's aspirations.

3.3.7 Social Housing Act 16 of 2008

The Social Housing Act 16 of 2008 as enacted, provides for the establishment and promotion of a sustainable social housing environment. It also distinguishes various functions of the different arms of state. Importantly, the Social Housing Act of 2008 provides for the establishment of the Social Housing Regulatory Authority (SHRA). The SHRA reports to the Minister of Human Settlements resulting in the Department of Human Settlements monitoring the delivery of its statutory mandate. In essence, the Social Housing Act of 2008 defines the functions of the national, provincial and local spheres of government in respect of social housing (Social Housing Act, 2008:Sections 3,4&5).

3.3.8 National Housing Code of 2009

The National Housing Code published in 2009 outlines different housing programmes. The purpose of the Housing Code is to provide an easy to understand overview of the housing subsidy instruments available to assist low-income households to access adequate housing. It also provides guidelines for the housing development processes as underlined by various policy and legislative frameworks (Department of Human Settlements, 2009:9). The National Housing Code thus sets the underlying norms and standards which apply to the Government's various housing assistance programmes introduced since 1994. The code also considers other inventions that were already implemented by the National Department of Human Settlements, like the Upgrading

of Informal Settlements Programme (UISP) (Department of Human Settlements, 2009:16-32).

The UISP provides for the upgrading of informal settlements, utilisation of existing land and infrastructure and community participation in the resettlement of communities. In essence, the UISP mandate seeks to improve existing informal settlements through the provision of basic services and the incremental formalisation of these settlements. It also aims to eradicate the dire conditions that people in informal settlements must live under. Interesting is that better housing leads to improved labour productivity as workers are less susceptible to diseases associated with poor living conditions. Furthermore, community pride leads to investments in the maintenance and upgrading of housing and related infrastructure. Also, new homeowners have a demand for consumer products, such as household appliances and furniture; thus stimulating production in other economic sectors (Department of Human Settlements, 2009:23).

3.3.9 National Development Plan 2030 of 2010

Sigudla (2011:37) confirmed that South Africa is facing a continuous housing struggle. The continuous struggle emanates from poverty and a high unemployment rate caused by urbanisation, overcrowding and increasing squatter camps.

As a way to address inequalities in the South African society, the government adopted the National Development Plan (NDP) in 2010. The NDP aims to eliminate poverty and reduces inequality by 2030. According to the plan, South Africa can realise these goals by building capabilities, enhancing the capacity of the state and promoting leadership and partnerships throughout society. The NDP is based on extensive research, consultation and engagement and sets out firm proposals to solve the country's problems and to deepen the engagements of South Africans. The NDP promised to build a country that is just, fair, prosperous and equitable which encourages all South Africans to play a role in fixing the future (National Planning Commission, 2021:45).

The NDP 2030 acknowledges that South Africa has a high level of joblessness with limited employment in agriculture, mainly because of the apartheid regime that forced the African population into barren rural reserves. The NDP wants to address it by creating more jobs through agricultural development, providing basic services and

developing industries such as agriculture, tourism, fisheries and small business enterprises. The NDP addresses housing shortcomings by reducing the commuter transport cost for the low income and working-class households. By doing so, the NDP makes affordable housing available to those in need of it (National Planning Commission, 2021:40-49).

This section was devoted to the national housing regulatory framework and provided an overview of the Acts of Parliament and official documents relating to public housing in South Africa. The following section is a brief synopsis of the roles and responsibilities of the three spheres of government.

3.4   INCLUSIVE AND INTERRELATED ROLES AND RESPONSIBILITIES

The Housing Act 107 of 1997 lays down general principles applicable to housing development in all spheres of government and defines the roles and responsibilities of the national, provincial and local governments in respect of housing development. The Housing Act of 1997 calls on all spheres of government to give priority to the needs of the poor and to ensure that housing development provides affordable housing opportunities that are fiscally and economically sustainable. The Housing Act provides that attainment of such provisions could only be achieved when the three spheres of governments work together and complement one another in their assigned roles. The roles and responsibilities of the national, provincial and local governments are elaborated on in more detail in the following section.

3.4.1   Responsibilities of national, provincial and local government

While municipalities have a clear mandate to ensure the access of communities to adequate housing and services, the specific function of executing housing programmes lies with the provincial government. The housing policy intent, however, is to progressively enable municipalities to manage the full range of housing instruments to allow for better coordinated and accelerated human settlements delivery. Other responsibilities of national, provincial and local government include the following:

- The role of the **national government** acting through the Minister after consultation with the Members of the Executive Council, includes the following:

(1) determine national policy, including national standards in respect of housing development; (2) set a nationwide delivery target through a multi-year strategic plan with appropriate distribution of funds allocated from the South African Housing Fund; and (3) assist and strengthen the capacity of provincial and local government in respect of housing development. The national government is therefore responsible for determining a public housing policy, setting broad national housing delivery goals and monitoring the performance of provincial and local government delivery goals and budgets. It is also required to establish and maintain a national housing databank and information system. The Minister for Human Settlements will, in consultation with the relevant national, provincial and local government departments, as well as other stakeholders, develop policy, legislation and national norms and minimum requirements. The national government prioritises the provision of affordable housing to previously deprived South African communities and facilitates such move through the development of numerous policies and legislation (Department of Human Settlements, 2015:65).

- Broadly, **provincial government** is required to promote and facilitate the provision of adequate housing in its province within the framework of the national housing policy. Provincial government has a critical role to play in ensuring effective and sustained delivery of human settlements programmes. It must coordinate housing development in the province and supports municipalities in the performance of their duties. The Member of the Executive Council for human settlements will, in consultation with the Minister of Human Settlements, other provincial departments, local government as well as other stakeholders, manages an effective and efficient delivery of human settlements programmes by ensuring alignment of plans and budgets with the national goals and targets (Department of Human Settlements, 2015:68).

- **Municipalities** must ensure that the right to housing is progressively realised in their jurisdiction. They must also identify and designate land for housing and ensure that water, sanitation, electricity, roads, storm water drainage and transport are provided. The physical process of developing human settlements is thus very much a local community matter. The role of local government in promoting and facilitating the provision of housing to all segments of the

population in areas under their jurisdiction, cannot be overemphasised. Every municipality must, as part of its process of integrated development planning, take all reasonable and necessary steps to enhance the effectiveness of national and provincial human settlements programmes (Department of Human Settlements, 2015:70).

Local government must ensure that the inhabitants of its area of jurisdiction have access to adequate housing. Local government must also ensure that conditions not conductive to the health and safety of the inhabitants, are prevented or removed. Housing delivery goals must be set, in addition to identifying and designating land for housing development. The local sphere of government is thus tasked with the mandate of ensuring the delivery of housing units where they are needed and acting within the framework of national legislation. In summary, the functions of local government are to: (1) ensure availability of suitable land and associated infrastructure for the development of sustainable communities; (2) ensure infrastructure services are provided in a manner which is economically efficient; and (3) create and maintain a public environment conducive to housing development, which is safe, healthy, financially and socially viable (Department of Human Settlements, 2015:70).

In addition, municipalities are required to submit a housing development plan to the Member of the Executive Council every financial year. This must be done to ensure that municipalities have the necessary capacity, planning, and budgeting powers to achieve an accelerated housing delivery (City of Cape Town Municipality, 2011).

Table 3.1 captures the key functions, roles and responsibilities of national, provincial and local governments in the creation of sustainable human settlements.

Table 3.1: Key responsibilities of the three spheres of government

NATIONAL GOVERNMENT	PROVINCIAL GOVERNMENT	LOCAL GOVERNMENT
• Housing decisions are made by the Department of Human Settlements through the Minister of Human Settlements. Responsibilities of the national Department of Human Settlements include the following: - Establish and facilitate a sustainable national housing development process after consultation with the Member of the Executive Council and national organisations representing municipalities. - Formulate national policy, norms and standards – including the National Housing Code. - Assist provinces to develop the administrative capacity for human settlements development. - Manage and allocate funding and subsidies for housing developments. - Evaluate and monitor housing goals, delivery and quality.	• Provincial government includes the provincial departments of Human Settlements that are responsible for the following tasks: - Formulate, promote and facilitate the provision of adequate housing policy and strategies in its province within the framework of national housing policy. - Coordinate housing development in the province. - Support municipalities in the exercise of their powers and the performance of their duties in respect of housing development. - Strengthen the capacity of municipalities. - Administrate national housing programmes. - Report to national government on matters relating to human settlements management.	• Local government includes municipal departments of Human Settlements and are responsible for the following: - Develop a Housing Sector Plan as part of the Integrated Development Plan. - Prepare housing strategies and plans. - Identify land for development. - Establish and develop townships. - Manage housing construction. - Administer waiting lists. - Administer housing sales. - Inspect buildings and handovers. - Administer local housing programmes.

Source: (Housing Act, 1997:Sections 3,7&9)

National, provincial and municipal authorities have concurrent as well as separate legislative competence with regard to the planning and management of human settlements. The three spheres of government work together to plan and implement sustainable human settlements.

Important roles and responsibilities of traditional leaders and National Treasury are briefly highlighted.

3.4.2 Responsibilities of National House of Traditional Leaders

The National House of Traditional Leaders must, as far as it relates to the development of sustainable human settlements, provide a mechanism for structured interface with national government, provincial government and municipalities to advise government and participate in the development of national human settlements legislation, policies and programmes affecting rural communities or their areas of jurisdiction. Traditional leaders also have the responsibility to communicate community needs relating to human settlements to municipalities and the other spheres of government. Other important responsibilities of the National House of Traditional Leaders include making recommendations on appropriate interventions to government to bring about sustainable human settlement development and advising on the development and provision of the sustainable human settlements package, such as the requisite infrastructure and services for rural areas (Department of Human Settlements, 2015:71).

The National House of Traditional Leaders advises municipalities on the development of regulations and by-laws impacting rural areas and support municipalities by facilitating community involvement in the planning processes for human settlement developments. It must also advise national government on the customary interests of traditional communities, such as housing typologies, design and materials, and participate in national initiatives meant to monitor, review and evaluate human settlements programmes in rural communities (Department of Human Settlements, 2015:72).

3.4.3 Responsibilities of National Treasury

The National Treasury must, in consultation with the Minister of Human Settlements, provide the necessary funding for the development of human settlements policy and legislation. National Treasury also provides funding for the implementation of human settlements programmes. Furthermore, it needs to ensure efficiency and therefore manages the expenditure of the Department of Human Settlements. National Treasury also monitors the Department's performance. In summary, National Treasury provides oversight in the management of the housing fund and advises the Minister of Human Settlements accordingly (Department of Human Settlements, 2015:72).

3.5 WESTERN CAPE INFRASTRUCTURE FRAMEWORK

Housing delivery has been a cornerstone of South Africa as a developmental state. Unfortunately, as hinted before, the current pace of housing delivery is unable to keep up with the growing demand. Nationally, including in the Western Cape Province, the demand for urban housing continues to grow because of natural growth, migration and urbanisation. Much of this growth is in market segments that require government subsidisation. The national budget for housing delivery is declining relative to the growing need for subsidised opportunities. In particular, the current supply-side delivery trends in the Western Cape Province are unable to keep pace with the growing needs; many households continue to settle in informal settlements, backyard accommodation and overcrowded houses. In addition, the national government has limited resources, a lack of management capacity and skills to implement complex projects and limited funding for subsidies and associated infrastructure. With inadequate infrastructure, the national government will not be able to address the growing housing needs and demands in the Western Cape Province. For this reason, the Western Cape government accepted the Western Cape Infrastructure Framework (WCIF) to address shortcomings in the provision of housing infrastructure (Western Cape Government, 2019:10). More details hereof are presented below.

The WCIF aims to align the planning, delivery and management of infrastructure, provided by all stakeholders which include the national, provincial and local governments, parastatals and the private sector. Although the Western Cape Province is well served with infrastructure, a large number of people live in poorly serviced areas

where low levels of infrastructure are available. In terms of human settlements, the WCIF has identified the following priorities to address deficits in the provision of infrastructure: (1) provide basic services to achieve national targets; (2) diversify the housing programme, with greater emphasis on incremental options; (3) integrate settlement development, prioritising public service facilities in previously neglected areas; (4) improve energy efficiency in buildings through design standards; (5) consolidate management of state land and property assets for optimal use; (6) distribute health and education facilities equitably; and (7) innovate in the waste sector to increase recycling and reuse in the longer term. In summary, the desired shift in human settlements is towards a diversified housing programme, with more emphasis on incremental options, integrated settlement development and a range of occupancy (tenure) options, including social rental. Human settlements investments must contribute to developing equitable and resilient urban areas, active and empowered citizens, and prosperity for the people of the province (Western Cape Government, 2019:32).

The WCIF aims is to improve how people live in urban areas by setting out both what needs to be done differently and how this can be achieved. The framework proposes a move from housing to sustainable human settlements. The role of the government also needs to shift from provider to enabler. Given the complexity of integrated sustainable human settlement development, the provision of human settlements does not only reside with a single department but collective commitment and support of a range of stakeholders that must embrace a multi-sectoral approach with economic empowerment as the cornerstone. The framework therefore seeks to improve human settlement integration and delivery, and addresses governance barriers towards human settlement development (Western Cape Government, 2019:37).

The focus of the Living Cape Framework is explicitly on improving the quality of human settlements. More clarity is provided below.

3.5.1 Living Cape Framework

The vision for the Western Cape that has guided the development of the Living Cape Framework centres on the need for social and economic empowerment in the province. Economic empowerment and more inclusive urban development are critical

to the long-term development of the Western Cape. If the Western Cape is committed to building empowered citizens and sustainable human settlements, economic development must be at the centre of all social policies. The government must work to invest in human settlements in ways which create economic opportunities for all people. The creation of meaningful opportunities for people to pursue work, livelihoods, business development and careers therefore underpin the human settlements agenda (Western Cape Government, 2019:38&39).

While the Living Cape Framework is not an economic strategy for the Western Cape Province, it recognises economic challenges. The Framework is designed to ensure that human settlements investments support efforts to address this economic imperative. Meaningful economic opportunities can be created through the incremental construction of housing, the ongoing management and servicing of human settlements and the development of real estate markets. The development and utilisation of appropriate digital technologies, for example financial apps and products suitable for the informal and incremental housing sectors, are also important (Western Cape Government, 2019:47).

The quality of human settlements therefore depends not only on the quality of housing and basic services, but also on the range and quality of social and economic facilities available. It also depends on the extent to which households and communities are close to the broader social and economic opportunities of the particular urban node where the settlement is located. A well-functioning human settlements development sector therefore relies on a complex interplay of regulations and frameworks, governmental roles, financing as well as the inputs and responsibilities of households themselves (Western Cape Government, 2019:53).

3.6   CHAPTER SUMMARY

The government is responsible to provide good quality and affordable houses to all identified beneficiaries. To achieve this, legislation and guidelines need to be in place to guide and regulate all relevant processes. This chapter placed the spotlight on the national housing regulatory framework with an overview of the following Acts and official government documents: (1) National Housing Forum; (2) Housing White Paper of 1994; (3) Housing Act 107 of 1997; (4) Municipal System Act of 2000; (5) Breaking

New Ground plan of 2004; (6) Housing Development Agent Act 23 of 2008; (7) Social Housing Act 16 of 2008; (8) National Housing Code of 2009; and (9) National Development Plan 2030 of 2010. The inclusive and interrelated roles and responsibilities of the national, provincial and local governments were also described in addition to the responsibilities of the National House of Traditional Leaders and the National Treasury. This chapter further reported on the Western Cape Infrastructure Framework. Many policies have made meaningful inroads into the challenging terrain of human settlement development. It was established that housing is not a privilege, but a constitutional right. It was unfortunately concluded in this chapter that, despite all the policies and legislation in place, South Africa still faces an acute housing challenge.

CHAPTER 4: RESEARCH DESIGN AND METHODOLOGY

4.1   INTRODUCTION

This chapter elaborates on the research design and methodology followed to explore the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community. This chapter is divided in two sections. The first part of the chapter describes the Masiphumelele Community as the case under study, and the second part focuses on the research design and methodology. In this chapter, detailed descriptions of the research paradigm and the research approach are provided. The qualitative research design is elaborated on, followed by a description of the data collection instruments. The data analysis procedures are then attended too. The chapter is concluded with a description of the ethics clearance process, research limitations and a summary on how data collection was conducted in the context of COVID-19.

4.2   OVERVIEW OF CASE STUDY

The Masiphumelele Community is made up of different types of dwellings that include formal housing and the Wetlands informal settlement. Masiphumelele has a clinic, a primary school, one high school and basic health services. The informal dwelling is the area that is the subject of this study, though most of the shacks has been replaced by the RDP houses. While it is a jungle of corrugated iron shacks and electrical wires, the Wetlands informal settlement of Masiphumelele is home to over 20 000 people. Among the many problems the residents are facing, is a lack of toilets and a shortage of water taps. Like many South Africans who live in informal settlements, community members of Masiphumelele have to carry 25 litre buckets to fetch water from faraway taps. The smell of sewage and rubbish fills the air, and fire during winter and windy seasons holds a direct threat to the residents. Most shacks are deep in the informal settlement, and have layers of bricks and concrete as foundation to prevent groundwater flooding it (Mascorp, 2020).

The people in the informal settlement are likely to be there for the next 30 years. Unfortunately, poor access to housing in Masiphumelele increases the risk of health

conditions, particularly in children, pregnant women and the elderly. The City of Cape Town failed to adequately address the dreadful unhygienic conditions in the Masiphumelele township, which are affecting the health and wellbeing of the residents. Illnesses like diarrhoea, respiratory tract infections and pneumonia are prevalent. The quality of life for many people in Masiphumelele is marked by poverty and high levels of crime and violence. There is undeniably a shortage of land, and where there is land, it can't be used because it is privately owned (City of Cape Town, 2011; Mascorp, 2020).

Figure 4.1 below illustrates the location of Masiphumelele in City of Cape Town.

Figure 4.1: Map of Masiphumelele in Cape Town

Source: (Google Maps, 2022).

The Masiphumelele Community is characterised by a lack of formal tenure, public space and public facilities, inadequate access to municipal services, a lack of convenient and safe access to services, and non-compliance with planning and building regulations. Poor access to roads and road infrastructure also affects access to health services, and clinics (City of Cape Town, 2013:2-5).

The problem of sanitation in Masiphumelele is critical and complex because of high population density, poor infrastructure, lack of space, lack of secure tenure and sustained poverty. Figure 4.2 illustrates the Masiphumelele sewage canals as dreadful unhygienic.

Figure 4. 2: Masiphumelele Sewage Canals

Source: (Author's own collection, 2022).

4.3   RESEARCH DESIGN

Research in its simplest form is defined as the search for knowledge or a voyage of discovery (Kothari, 2004:11). A research design is defined by Pandey and Pandey (2015:18) and Brynard, Hanekom and Brynard (2014:30) as an overall plan for the discovery of answers to research questions. Consequently, research design centres on the steps and processes embarked on towards achieving an intended purpose of a study (Stofile-Hlahla, 2018:61). Research paradigms, the exploratory research approach, quantitative and qualitative research designs and data collection instruments are addressed in the following sections to explain the research design of this study.

4.3.1   Research paradigm

According to Göktürk (2011:7), a paradigm refers to the basic way of perceiving, valuing and finding associations with a particular vision of reality, whereas Neuman (2011:94) describes a paradigm as a complex system of inputs and outputs. Patton (2014:22) argues that a paradigm is a worldview, a general perspective and a way of breaking down the complexity of the real world. Kawulich (2017:53) state that worldviews are informed by philosophical assumptions about the nature of social reality. The research paradigm of this study was adapted based on the need to obtain the opinions of the Masiphumelele Community about the main causes for the lack of the provision of low-cost housing, the challenges affecting housing delivery as well as determining why squatter settlements and the degradation of housing persist in Masiphumelele. The research paradigm also had to accommodate the identification of possible measures that the Masiphumelele Community and the City of Cape Town can adopt to successfully address problems associated with housing delivery as recommendations had to be made on how low-cost housing could improve the living conditions of the Masiphumelele Community.

A research paradigm thus resonates with how a researcher selects the most appropriate research design and methodology for a specific study. The research paradigm is established by exploring and analysing a research problem and research questions to reach findings and conclusions about the phenomenon under study. In terms of the research method for this study, the research found its bases on the

qualitative research design. The researcher employed an interpretivist research paradigm, which sees the world as constructed and interpreted by people in their interaction with each other and the wider social system (Antwi & Hamza, 2015:218).

4.3.1.1 Interpretivist paradigm

To address the phenomena under study, the researcher deemed the interpretivist paradigm most suitable as interpretivism presumes that it is impossible to understand social phenomena without looking at the perceptions individuals have of the world around them. According to Stofile-Hlahla (2018:62), an interpretivist paradigm is most relevant in a quest to understand a social situation from the perspective of the participants. This study indeed wanted to achieve its purpose by obtaining various perspectives of Masiphumelele residents, Ward Committee members and a Ward Councillor. Interpretivist thus explores social phenomena to gain knowledge and expedite an understanding of 'how' and 'why' certain characteristics, circumstances and phenomena occur. In application, according to Antwi and Hamza; (2015:219), interpretivists acknowledge that the truth is out there, but that it is complex. The interpretivist paradigm will therefore enable understanding the phenomenon of housing delivery at the Masiphumelele Community. Moreover, the interpretivist research paradigm will afford the researcher an opportunity to understand how housing delivery affected the Masiphumelele Community and their sense of existence.

The interpretivist paradigm is also known as the phenomenological approach and is critical in understanding people (Babbie, 2016:28&29). Creswell (2015:59&60) also support this notion by stating that an interpretive process is ideal when the researcher seeks different meanings of participants' life experiences. Reality thus depends on the interpretation of the meanings that people provide to their world through their answers to interview questions. The meanings of the participants therefore direct the themes to be used during data analysis. It thus becomes clear why Schwandt (2007:314-317) proclaims that deeper meaning can be discovered through qualitative research than through quantitative analysis.

4.3.1.2 Phenomenology paradigm

This study is further underpinned by the principles of phenomenology which focuses on discovering and expressing essential characteristics of a certain phenomenon.

Phenomenology is the study of appearances of things, or things as they appear in our experience, or the ways we experience things. Phenomenology is therefore the study of structures of consciousness as experienced from the first-person's point of view (Creswell & Plano Clark, 2011:8).

Creswell and Plano Clark (2011:12&17) confirm that a phenomenological study describes the meaning of the lived experiences for several individuals about a concept or the phenomenon. In the human sphere, this normally translates into gathering rich information and perceptions through inductive qualitative research methods. According to Lester (1999) and Aspers (2004:9), phenomenological strategies are particularly effective at bringing to the fore the experiences and perceptions of individuals from their own perspectives, and therefore challenging structural or normative assumptions. Observation and interviews are the key data collection instruments within phenomenology.

4.3.2 Exploratory research approach

The study is exploratory in nature, an approach that is used when a researcher wants to explore or examine a new interest (Babbie, 2016: 486). Polonsky and Waller (2005:84) added that exploratory research is most useful in situations where limited information is available. According to Cooper and Schindler (2006:143), it is appropriate to provide groundwork for later rigorous studies. By virtue of its features as highlighted above, exploratory research tends to be qualitative in nature. This view is supported by Creswell (2015:4), confirming that the qualitative method allows exploring and understand the meaning individuals or groups ascribe to a social or human problem.

On this basis, an exploratory approach was deemed relevant to this study to gain insight into a phenomenon and enabled the researcher to understand the meaning of the Masiphumelele Community in terms of the status of housing provision and its fate. Brown (2013:161) argues that an exploratory approach has proven to be a useful way to study sensitive opinions, attitudes, preferences, and the behaviours of individuals, particularly when the opinions are reflections of larger underlying attitudinal constructs. The exploratory nature of the research will enable the researcher not only to share the understanding and perceptions of participants in the study, but also to explore and

build knowledge on how they understand the notion of housing provision and how it has affected them over time.

The researcher had to interact with the participants by way of online interviews. The interaction implied that the researcher became an integral part of the research process (Babbie & Mouton, 2001:271). This view has been confirmed by Cooper and Schindler (2006:145) stating that exploratory research involves a high level of researcher involvement and interpretation. The data was indeed being collected through focus group discussions and individual interviews through an online platform. The data was analysed thematically.

4.3.3 Research design

The two basic research designs followed in the discipline Public Administration are qualitative and quantitative research designs (Kothari, 2004:15). As hinted above, a qualitative design was adopted for this study. More details on qualitative and quantitative research designs are provided in the following sections.

4.3.3.1   Qualitative research design

In this study, the researcher embarked on the eliciting of information based on qualitative data and not on numbers or statistical data. The study involved methods of data collection and analysis that are non-quantitative.

As Williams (2007:65-67) advocates, qualitative research involves a purposeful use for describing, explaining and interpreting collected data. According to Creswell (2015:37), the qualitative research design is an emergent, inductive and interpretive approach to the study of people, cases, phenomena, social situations and processes in their natural settings to reveal in descriptive manners the meanings that people attach to their experiences of the world. Yilmaz (2013:314&315) provides that a qualitative design enables events, occurrences and phenomena to be assessed from a diversity of perspectives. In addition, a qualitative design offers primarily descriptive reports of individuals' attitudes and beliefs which are extended into analytical interpretations. It uses the themes, meanings and interpretations given to events and phenomena, as first described by the research participants.

Studying any phenomenon involves collection of data that leads to the identification of common themes in people's perceptions of experiences (Leedy & Omrid, 2014:142). Clissett (2008:100), states that qualitative research focuses on a range of approaches to explore human experience, perceptions and behaviours. The qualitative research design is advantageous due to its explorative and descriptive approaches relevant and contextual to various case studies. The strength of a qualitative design is its ability to investigate beliefs, perceptions and attitudes of the people in communities thus contributing towards the validity of a research project. Welman, Kruger and Mitchell (2005:8,9) support this view and state that qualitative researchers attempt to achieve an 'insider's perspective'. Generally, qualitative researchers seek to understand the participant's point of view. Furthermore, Leedy and Omrid (2014:142) and Stofile-Hlahla (2018:64) submit that a qualitative design involves the verification of assumptions made. Qualitative methods thus afford the researcher an opportunity to answer the 'what' and 'how' questions.

4.3.3.2   Quantitative research design

Quantitative research presents statistical results represented by numerical or statistical data (Denzin & Lincoln, 2003:30). According to Creswell (2009:42), quantitative research methodology relies upon the size and investigation of casual relationships between variables rather than involving the investigation of processes. The drive of quantitative research is to assess impartial data involving numbers and using difficult structured methods to confirm or disprove hypotheses. Wegner (2009:18-19), also describes quantitative research as an attempt to gather numeric data by using questionnaires and surveys to many respondents, usually more than 100, while qualitative research gathers categorical data through interviews or focus groups, with at least 10 participants. Saunders, Lewis and Thornhill (2009:595) list three basic purposes of quantitative research, namely to describe, to compare and to attribute causality.

Quantitative research designs make use of questionnaires and surveys as data collection instruments. According to Graustein (2014:697), a survey refers to a series of questions designed to gather information from a relatively large group of people. Questionnaires have the advantage of taking it to a wider audience compared to interviews. In addition, questionnaires help record the study subjects' written

responses to pre-questions. Graustein (2014:730) also states that closed-ended questions often limit respondent to listed number of answers are therefore more impersonal than interviews and qualitative research.

The differences between quantitative and qualitative research designs are listed in the following Table 4.2.

Table 4. 2: Differences between quantitative and qualitative research designs

Orientation	Quantitative	Qualitative
Assumption about the world	A single reality that can be measured by any instrument	Multiple realities
Research purpose	Establish relationships between measured variables	Understanding a social situation from participants' perspectives
Research methods and processes	Procedures are established before the study begins A hypothesis is formulated before research can begin Deductive in nature	Flexible, changing strategies Design emerges as data are collected Inductive in nature
Researcher's role	The researcher is ideally an objective observer	The researcher participates and becomes immersed in the research and social settings
Generalisability	Universal context-free generalisations	Detailed context-based generalisations

Source: (Wegner, 2009).

4.3.4 Data collection instruments

Saunders, *et al.* (2009:590) define data as evidence, opinions and statistics that have been collected and recorded for reference or analysis, while Wegner (2009:18) defines data as the raw material of statistical analysis. The collection of data occurs by using a research instrument, such as:

- quantitative research instruments, like questionnaires or surveys; and
- qualitative research instruments, like interviews and case studies.

For this qualitative research, focus group interviews as well as individual interviews were chosen as the research instruments, as elaborated on in the following sections.

4.3.4.1 Focus group discussions

A focus group is typically a small group of people, usually between five and nine in number, who are brought together by a trained moderator or a researcher to explore attitudes and perceptions, feelings and opinions about a selected topic (Dilshad & Latif, 2013:192). Focus groups do not only reveal people's thoughts but also explore the reasons for the participants views and opinions. It allows researchers to probe further to get clarity on important issues and often, participants stimulate one another in exchange of ideas that may not emerge during personal interviews. Focus group discussions are therefore relevant in assessing public policies in the discipline Public Administration.

Morgan (1997:12) and Powell and Single (1996:499) suggest further that focus groups rely on group interaction. The group discussions involve an organised discussion with a selected group of individuals to gain information about their ideas and experiences on a pre-selected topic. It is particularly suited for obtaining several perspectives about the same topic. There are indeed advantages to the use of focus groups, such as gaining insights into people's shared understandings of everyday life and how others influence individuals in a group situation. The motivation for using focus group interviews as data collection instrument in this research, is its ability to deliver in-depth and substantive data that illuminate feelings, experiences and opinions. In support of this view, Booysen (2014:4) maintain that focus groups are a valued tool to gain an in-depth understanding of unfolding phenomena such as democracy and the experiences of human rights in South Africa, like the right to housing.

For this study, three focus group interviews were conducted online consisting of five participants each from the Masiphumelele Community. A purposive sampling type was used based on the characteristics of the site population and the objective of the study. The aim was to concentrate on people with characteristics who will better be able to assist with the research. The main objective of the purposive sample was to produce

a sample that can be logically assumed to be representative of the population, in this case the Masiphumelele Community. The participants were all heads of their respective households. A head of household is the person in the house who is responsible for making decisions and who is earning money. All the participants are permanent residents of the Masiphumelele Community who are above 18 years but younger than 65 years of age. The participant groups were affected negatively or in a positive way by housing delivery by the City of Cape Town.

The focus group participants were provided full details of the objectives of the study and what it seeks to be achieved namely, to gather information purely for academic purposes about their perception on the housing delivery to the Masiphumelele Community. An information and commitment statement were forwarded to the participants mobile phones and read prior to the focus group meetings. This afforded the participants time to make informed choices so that they didn't feel obliged to partake if they did not want to do so. One focus group discussion of approximately two to three hours was conducted per day. Data analysis commenced after all three focus group discussions were finalised.

Focus group discussions, according to DeVault (2017), are suitable to collect data and assist in acquiring specific and detailed information from a range of participants. This method of data collection has afforded the researcher the opportunity to ask the participants questions to learn more about their views, opinions and beliefs about the main causes and challenges associated with low-cost housing delivery by the City of Cape Town to townships, specifically to the Masiphumelele Community. Moreover, the interviews would advance the collecting of prevailing perceptions on the reasons why informal settlements and the degradation of housing persist in Masiphumelele. The interview questions asked during the focus group discussions are attached as Appendix C to the mini-dissertation.

4.3.4.2 Semi-structured interviews

Interviews are methods of gathering information through oral quizzes by using a set of pre-planned core questions. According to Pollitt (2016:81&82), interviews can be very productive since the interviewer can pursue specific issues of concern that may lead

to focussed and constructive feedback and answers. The main advantages of interviews as data collection instruments are described as follows:

- direct contact with the participant often leads to specific, constructive suggestions;
- interviews are good at obtaining detailed information; and
- only a few participants are needed to gather rich and detailed data.

Depending on the need and design of the research, interviews can be structured, unstructured or semi-structured (Denzin & Lincoln, 2003:32&33; Taylor, Sinha & Ghoshal, 2011:95):

- **Structured:** The researcher uses the same list of interview questions for all the participants and does not turn away from the set questions.
- **Semi-structured:** A semi-structured interview is flexible and permitted new questions to be posed throughout the interview as an outcome of what the participant said. The researcher, in a semi-structured interview, usually has a framework of themes to be discovered. In this study, Ward Committee members and a Ward Councillor were individually interviewed in semi-structured interviews.
- **Unstructured interviews**: The researcher may use several ordinary main questions but is mostly free to change the discussion in any way, according to issues that may come up.

According to Bless and Higson-Smith (2000:111), three strong benefits of individual interviews as a tool of data collection can be acknowledged. Firstly, interviews can be used to interview illiterate participants. Because the researcher recites the questions and notes down the responses, the participants do not have to be able to read or write. Secondly, the researcher has the chance to clarify a question or the words in a question if he senses that the participant does not fully understand the question. Thirdly, by using this data collection tool, the researcher can guarantee that all the questions are answered and that problematic questions have not been left out.

Neuman (2011:145) confirms that this is all made possible because the researcher individually manages the questions. A further benefit of the individual interviews is that it has the best response rate of all data collection tools. Also, another significant benefit to be attained from interviewing is the personal contact and interaction between the researcher and the participants during the interview process.

The interviews for the study were conducted by using a semi-structured format with flexible questions. The semi-structured questions allowed new questions to be impersonated during the interview because of what the participants answered. Through this, themes were discovered based on the answers provided. The researcher not only recorded the statements made by the participants, but also took notes and observed expressions and other reactions to the questions. This empowered the interviewer to draw trustworthy findings and conclusions.

In this study, five individual interviews were conducted with Ward Committee members and a Ward Councillor. The interviews were conducted through the online platform, MS Teams. These five participants are experienced and knowledgably about public housing service delivery to the Masiphumelele Community by the City of Cape Town and had rich information required to reach the research objectives. The researcher employed a type of non probability sampling to identify the key role-players. This process was followed, to acquire valuable data and adequate responses to the research questions. Information-rich individuals were thus sought for the most effective use of limited resources. The sample was sufficient to gain a proper understanding of the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community.

The interview questions asked during the individual interviews are attached as Appendix D to the mini-dissertation.

The framework for the focus group discussions and individual interviews is summarised in the following Table 4.1.

Table 4.1: Framework for qualitative data gathering

Question included in Focus Group discussion	Interview question	Research aim/ objective	Research question	Chapter/Section in mini-dissertation
Focus group: Question 1 Do you live in the Masiphumelele Community? If so, for how long?	**Question 1:** What are the problems that you experience in terms of planning for housing development?	To explore the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community.	What are the main causes and challenges associated with low-cost housing delivery to townships, specifically to Masiphumelele, by the City of Cape Town?	**Chapter 2: Literature Review** Section 2.4 (*Effects of apartheid on housing in South Africa*) Section 2.6 (*Housing realities and challenges*)
Focus group: Question 2 What type of dwelling do you live in?	**Question 2:** Which latest projects has the municipality initiated for housing development in Masiphumelele?			**Chapter 5: Data Analysis and Findings** Section 5.2 (*Focus groups*) Section 5.3 (*Individual interviews*)
Focus group: Question 3 What challenges are encountered by the community of Masiphumelele due to lack of low-cost housing?				

Question included in Focus Group discussion	Interview question	Research aim/ objective	Research question	Chapter/Section in mini-dissertation
Please motivate your answer.				
Focus group: Question 5 Is there a great need for low-cost housing in Masiphumelele? Please motivate your answer.	**Question 5:** In your opinion, why is there invasion of land? Please elaborate on possible mitigation plans.	To determine why informal settlements and the degradation of housing persist in Masiphumelele.	Why do informal settlements and the degradation of housing persist in Masiphumelele?	**Chapter 4: Research Design and Methodology** Section 4.2 (*Overview of case study*)
Focus group: Question 8 When was the last housing development/project implemented in the community of Masiphumelele?	**Question 6:** Is there any future housing development/project that you are aware of? If so, what mechanism are in place to check on delivery?			**Chapter 3: Legislative Framework** Section 3.5 (*Western Cape Infrastructure Framework*)
Focus group: Question 4	**Question 3:** Does the municipality	To make recommendations to	What approaches and methods should the	**Chapter 6: Conclusions and**

Question included in Focus Group discussion	Interview question	Research aim/ objective	Research question	Chapter/Section in mini-dissertation
Do you participate in housing development in Masiphumelele? What is the role of the community in housing development/project?	organise any workshop on certain issues related to housing development? If so what kind of workshops and what groups of people participate mostly?	the City of Cape Town on how to address problems associated with housing delivery at the Masiphumelele Community.	City of Cape Town adopt to successfully address problems associated with housing delivery at the Masiphumelele Community?	**Recommendations** Section 6.3 (*Conclusions*) Section 6.4 (*Recommendations*)
Focus group: Question 6 What can be done to increase the rate of housing provision?	**Question 4:** What would be the best way to involve all community members in decision making during housing development?			
Focus group: Question 7	**Question 7:** In your opinion, does the municipality have			

Question included in Focus Group discussion	Interview question	Research aim/ objective	Research question	Chapter/Section in mini-dissertation
Are Councillors involved in housing development? If so, can you please explain their role?	the capacity to meet the housing demands?			
-	**Question 8:** Does the City of Cape Town have any contingency plan to address the housing development in Masiphumelele? If yes, what approach can be adopted to address the problem?	Provide a comprehensive analysis of housing legislation to determine in which ways it prescribes, assist or fail to adequately inform housing delivery in townships;	In which ways does housing legislation prescribe, assist or fail to adequately inform housing delivery in townships?	**Chapter 3: Legislative Framework** Section 3.3 (*National Housing Regulatory Framework*)

4.3.5 Data analysis processes

As Best and Khan (2006:347&349) affirm, qualitative data analysis involves coding and categorising the patterns and themes which emerged from the interviews. It involves preparing data for analysis, conducting different analyses, representing the data and making interpretation of the larger meaning of the data. In simpler terms, it involves the collection of data and developing an analysis from the information provided by the participants during data collection. Best and Khan (2006:354) also advise that the analysis and interpretation of data show the inductive reasonableness applied to the research. Verma and Mallick (1999:29) outline that the techniques used to explain the data, depend on the type of data collected. Miles and Huberman (2006:12), recognise three major approaches to qualitative data analysis, namely:

- Interpretative approaches: Where interviews and observational data can be transcribed into written text for analysis.

- Anthropological approaches: Where the researcher has conducted various sorts of field or case study activities to gather data.

- Collaborative social research approach: Researchers work closely with their subjects in a given setting to accomplish some sort of change or action.

The following steps of the interpretative approach were used in this study to analyse the focus group discussions:

- Reviewed the notes of the researcher and listened to the audio recordings. Requested the transcribing of the data.

- Identified the themes and the major ideas that emerged during the three focus group discussions.

- Organised and categorised the focus group data. To save time, the three groups' responses were combined by interview question. The researcher kept track of any participant quotes that were particularly powerful or capture a theme perfectly.

- Interpreted and summarised the data. The following questions were asked to summarise the results:

  - What are the main ideas that emerged from all the focus groups?
  - What participant quotes summarise the key ideas perfectly?
  - What are the most common responses?

- Presented the findings as Chapter 5 (*Data Analysis and Findings*) of the mini-dissertation.

- Used the findings to formulate recommendations to the City of Cape Town in Chapter 6 (*Conclusions and Recommendations*).

With regard to the individual interviews, the researcher has organised the data collected, transcribed the interviews, categorised the contents, and arranged the data into different categories as per the understanding of the phenomenon and identify similarities. By doing so, the list of responses was reduced, which were reread to validate the transcription from the raw data. The researcher listened to the transcripts to make sure that she understood what was said by the participants and arranged the meanings into themes. This was a critical stage as the thrust of the qualitative research analysis lies in the ability to describe the phenomenon, classified it and identified patterns of inter-connectivity or contrast. At this stage, the researcher has gained knowledge of what to analyse, as accentuated by Stofile-Hlahla (2018:68).

In this study, the focus group discussions as well as the individual interviews, were recorded on MS Teams after all the participants have given their permission. A simplified overview of the process of validating the qualitative data, is illustrated in Figure 4.3 below:

Figure 4.3: Process of validating qualitative data
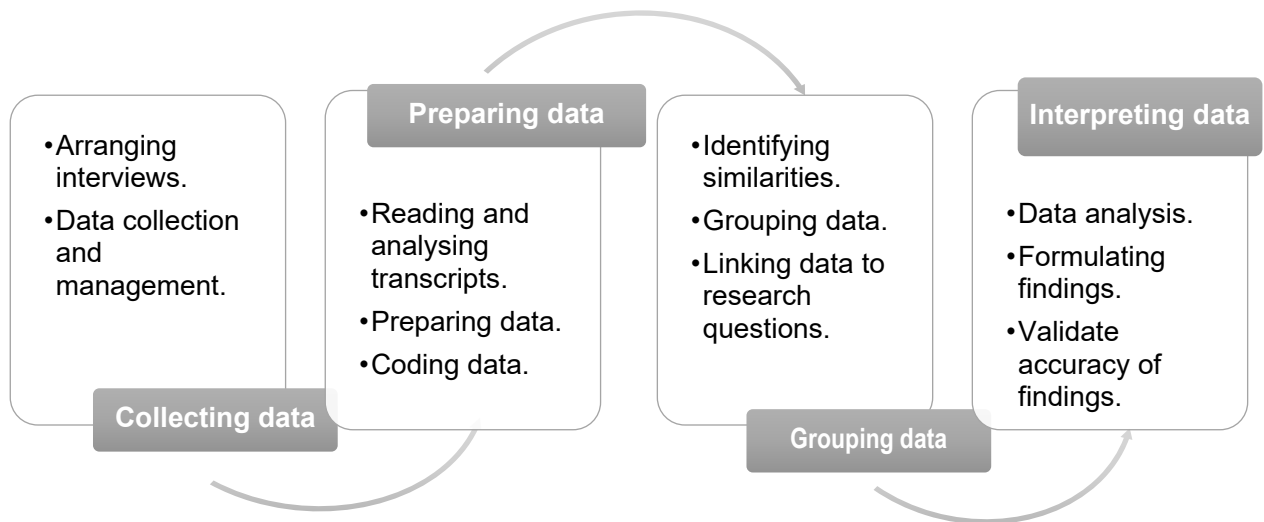
Source: Adopted from Yin (2012:78-81).

4.4   ETHICS CLEARANCE

Ethics clearance for this study was provided by the Research Ethics Review Committee of the University of South Africa prior to collecting data (see Appendix A for the Ethics Clearance Certificate). Approval to conduct the interviews was requested and permission was subsequently received from the City of Cape Town (see Appendix B).

The Community Committee of Masiphumelele is led by traditional authority. This Community Committee was approached to request permission to interview the heads of households after receiving ethics clearance from Unisa. The Community Committee engages in issues that relate to social issues beyond street committees, and with outside stakeholders on issues pertinent to the community. Upon reaching the community, the researcher sought permission from the traditional authority to assist in identifying possible participants. The contact numbers of the participants were

obtained and appointments for online meetings were subsequently made to prepare for the focus group discussions. Detailed steps on of how to connect online to MS Teams has to be explained to each participant. The researcher transferred data to the participants for online connection and for the MS Teams meetings.

The only physical contact with the community was the initial meeting of one hour with the members of the traditional authority. The meeting was unavoidable as the researcher had to respect traditional customs to eventually obtain true and trustworthy data. The contact meeting was kept short and to the point to obtain the necessary approval and blessing for the study. The planning meeting was conducted within the natural setting of the community, but in the Masiphumelele Community Hall that was well ventilated. Refer to below section 4.6 (*Conducting Fieldwork in the Context of COVID-19*) for more details of the measures undertook to prevent the spread of the virus during this briefing meeting.

Regarding the Ward Committee members and a Ward Councillor, the City of Cape Town provided the contact details of the participants, after which the permission letter was made available to willing participants. The researcher scheduled online meetings with the available participants to discuss the objectives of the research. Individual interviews were then scheduled through MS Teams.

A participant information sheet (see Appendix E) was provided through WhatsApp and emails to the potential participants of both participant groups. The participants were informed that their participation would be voluntary. The participants were also informed that they were free to leave the discussions at any time should they feel uncomfortable. Those who decided to participate were requested to sign an informed consent form (Appendix F). All information provided by the participants were considered confidential and the data received served no other purpose than purely for academic research. The participants were not compensated to participate in the study but were provided data for online connections.

4.5   LIMITATIONS OF THE STUDY

The focal limitation of this study is that the research only focused on housing delivery in one community, namely the Masiphumelele Community. The findings of this study can therefore not be generalised to other communities, as the data collection was based on a small sample from the community of Masiphumelele that was purposefully chosen. However, since extensive interviews were conducted, the researcher was able to make thick descriptions of the phenomenon under investigation. This suggests that although the findings of this study cannot be generalised, they are transferrable to similar settings.

Focus group discussions were organised with members of the Masiphumelele Community who were willing and knowledgeable about housing provision to the community. The participants contributed extensively as they raised their opinions and perspectives on the questions asked. However, getting people together for a physical contact focus group session was not possible due to the national lockdown regulations. Also scheduling online meetings were cumbersome as potential participants had other commitments. The local government election also delayed the interviews. Several attempts were made to achieve the goal of three focus groups of five members each from the community of Masiphumelele, as well as five individual interviews with Ward Committee members and a Ward Councillor. The online interviews continued until saturation was achieved and all questions answered.

As mentioned in the above section 4.4 (*Ethics Clearance*), and introductory meeting was scheduled with members of the community committee of Masiphumelele led by traditional authority. Conducting fieldwork in the context of COVID-19 is therefore elaborated on in more detail in the following section.

4.6   CONDUCTING FIELDWORK IN THE CONTEXT OF COVID-19

The World Health Organization (WHO) declared the outbreak of the novel Coronavirus disease (COVID-19) to be a pandemic on 11 March 2020, with the WHO director-general stating, "*This was not just a public health crisis, this was a crisis that would touch every sector*" (WHO, 2020). In response to the COVID-19 pandemic, President
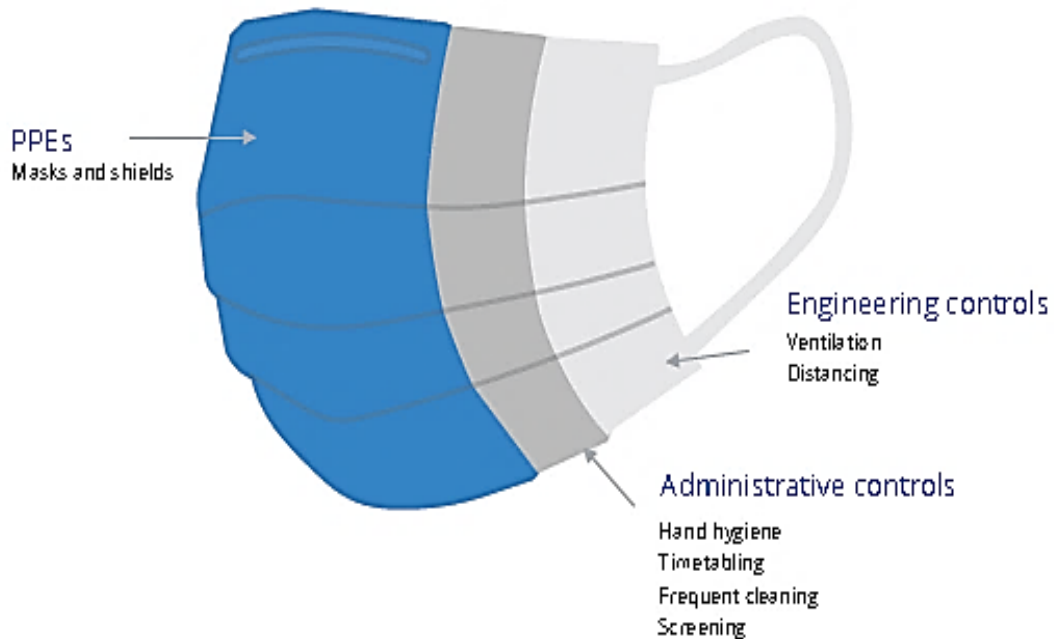
Cyril Ramaphosa announced a nationwide lockdown for 21 days effective at midnight on 26 March 2020 (South African Government, 2020). To date (March 2022), approximately 4,900 studies and 3,300 systematic reviews addressing various aspects of COVID-19 have been registered. Every sector of society got involved in the fight against the pandemic. On 11 March 2022, South Africa reported 3,690,291 cases 99,681 total deaths. The cumulative number of recoveries was 3,571,758 (Worldometer, 2022).

Since the outbreak of the Coronavirus disease, generation, dissemination and exchange of research knowledge have surged to support the effective response and management of this international pandemic. This information has allowed scientists, policymakers and public health officials to better grasp the biological and epidemiological properties of the virus, which spreads rapidly, presents differently, and has wide-ranging mortality and morbidity ramifications. COVID-19 has not only physically and clinically impacted people's lives, but also had important psychosocial consequences. While COVID-19 is not the first widespread pandemic, it is highly transmissible coupled with often vague and silent symptoms that challenge medical and public health decision-making strategies to contain the virus. The swift evolution, magnitude and uncertainty associated with the disease has forced public health authorities and all other institutions worldwide to implement rapid measures across the board (World Economic Forum, 2022).

The global response to mitigate the spread of the COVID-19 pandemic brought about massive health, social, economic and research impacts. Given the possibility that the virus and measures to manage it may extend even up to five years, planning and preparation for conducting the brief introductory meeting as part of this study was therefore done as follows (Unisa, 2021:9):

- The introductory meeting adhered to all required prevention and control measures.
- Administrative controls, such as wearing personal protective equipment, were optimised to reduced reliance on individual behaviours, as illustrated in the following figure 4.4.

Figure 4. 4: COVID-19 Prevention and Control

PPEs
Masks and shields

Engineering controls
Ventilation
Distancing

Administrative controls
Hand hygiene
Timetabling
Frequent cleaning
Screening

Source: (Unisa, 2021:2&3).

Other prevention and control measures included the following aspects (Unisa, 2021:9):

- The researcher ensured that there was correct personal protective equipment (PPE), like face masks and gloves;

- The committee members were advised beforehand not to come to the venue, if not feeling well.

- Screening was done before the attendees entered the venue.

- The researcher ensured that the Community Hall was well ventilated.

- The venue was sanitised before the meeting and after leaving. The meeting was held at least one hour after cleaning and sanitising the venue.

- The researcher and the attendees kept physical distancing by 1.5 metres all the time.

- The researcher and all the attendees were wearing masks all the time.

- All attendees, including the researcher, were sanitised. They all washed their hands regularly and avoided touching their faces.

This global impact of COVID-19 highlights the importance of considering the context in which people deal with the pandemic. While there is consensus within the scientific and public health communities regarding available evidence-based guidelines about how to prevent transmission, the implementation of such measures largely depended on the context. Thus, in this study efforts were made to share relevant information with the traditional authority of Masiphumelele. As such, a COVID-19 protocol document was drafted in which the directly above measures were communicated (Palem & Palem, 2020:14&15).

The following pamphlet illustrated in Figure 4.5 was added to the protocol document:

Figure 4. 5: How to handwash?

How to Handwash?

WASH HANDS WHEN VISIBLY SOILED! OTHERWISE, USE HANDRUB

Duration of the entire procedure: 40-60 seconds

0 Wet hands with water;

1 Apply enough soap to cover all hand surfaces;

2 Rub hands palm to palm;

3 Right palm over left dorsum with interlaced fingers and vice versa;

4 Palm to palm with fingers interlaced;

5 Backs of fingers to opposing palms with fingers interlocked;

6 Rotational rubbing of left thumb clasped in right palm and vice versa;

7 Rotational rubbing, backwards and forwards with clasped fingers of right hand in left palm and vice versa;

8 Rinse hands with water;

9 Dry hands thoroughly with a single use towel;

10 Use towel to turn off faucet;

11 Your hands are now safe.

Source: (Modi, Kumar, Solanki, Modi, Chandramani & Gill, 2017).

4.7   CHAPTER SUMMARY

The first part of this chapter provided a brief overview of Masiphumelele as the case under study. This was done to help understand the environment within which the research was conducted. The chapter then proceeded to present the research design adopted for the study. Research paradigms, the exploratory research approach, quantitative and qualitative research designs and data collection instruments were described. The data analysis procedures were then elaborated on. The chapter was concluded with a description of the ethics clearance application and approval processes, research limitations and a description on how the data collection planning meeting was conducted in the context of COVID-19.

The following chapter will focus on the data analysis and interpretation of findings.

CHAPTER 5: DATA ANALYSIS AND FINDINGS

5.1   INTRODUCTION

The research design and methodology of this study were described in Chapter 4. The qualitative research design was identified as the suitable design for this study, and focus group discussions as well as individual interviews were identified as data collection instruments. Three focus group discussions were conducted with purposively selected heads of households from the Masiphumelele Community. The individual interviews with four selected Ward Committee members and one Ward Councillor were scheduled thereafter. All the interviews, focus groups and individual interviews, took place through the online platform MS Teams. The interview questions addressed to both participant groups focused on the causes and challenges associated with the shortage of low-cost housing delivery to the Masiphumelele community by the City of Cape Town. The reasons why informal settlements and the degradation of housing persist in Masiphumelele were also perused. This chapter explains and presents the analysis and the findings from the data collected through the focus groups and the individual interviews.

Qualitative data analysis is an ongoing and interactive process, implying that data collection, processing, analysis and reporting are intertwined, and not merely several successive steps. To obtain the findings of the research, the data needed to be analysed using thematic analysis to get an in-depth opinion from the participants. The following research objectives were kept in mind:

- To explore the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community.
- To provide a comprehensive analysis of housing legislation to determine in which ways it prescribes, assist or fail to adequately inform housing delivery in townships.
- To determine why informal settlements and the degradation of housing persist in Masiphumelele.

- To make recommendations to the City of Cape Town on how to address problems associated with housing delivery at the Masiphumelele Community.

5.2   FOCUS GROUPS

Three focus group discussions were conducted online through Ms Teams. Each focus group compromised five members each from Masiphumelele and the researcher. The focus group discussions ran over three days with one group discussion per day. The discussions started from 10h00 until approximately 12h30.

The interview questions were framed to gain insight into the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community. The participants were for example asked about their perception on community participation and how it affects government support strategies to provide for housing delivery. The participants were also asked about their understanding about housing provisions rights, and the reasons why informal settlements and the degradation of housing persist.

5.2.1   Demographic profile of participants in focus groups

Demographic profile information was collected for the purpose of determining the characteristics of the participants and their ability to express and provide constructive responses about the problems that were investigated. The demographic profile of the participants was categorised according to living area and the type of dwelling the participants are living in.

Focus Group Question 1: 'Do you live in the Masiphumelele Community? If so, for how long?'

All the participants of all three focus groups are permanent residents and are living in Masiphumelele for almost more than two decades.

Focus Group Question 2: 'What type of dwelling do you live in?'

In the first focus group, two community members were staying in backyards while the other members were staying in formal or RDP houses. The participants who are occupying RDP houses complained that the square

meters of these houses are limited and that the houses are very small. All the participants from the second and third focus groups were living in shacks or informal settlements. All the participants were promised houses by the City of Cape Town and were on the waiting list since 2009. The participants confirmed that they are staying in shacks because they are unemployment and cannot afford to pay rent as the backyarders do. They prefer to build their own shacks and informal settlement.

Most of the participants felt that the government, particularly the City of Cape Town, make promises to better their lives while they still live in poor conditions without adequate houses. They also felt that the municipality should make sure that they provide housing which is of good standard and not only make empty promises during elections to obtain their votes. Also, the high rate of unemployment among the participants is a problem as they cannot afford rental houses.

5.2.2 Data analysis

The data analyses for the focus groups are presented by quoting the interview question followed by the analysis of the data.

Focus Group Question 3: 'What challenges are encountered by the community of Masiphumelele due to lack of low-cost housing? Please motivate your answer.'

The following challenges were raised by all three focus groups:

- Overcrowding
- Flooding
- Fires
- Inadequate sanitation
- Unsafe living conditions
- High crime rate
- High rate of unemployment

The general view was that these challenges are caused by the rapid increase of urbanisation, as discussed in Chapter 2, section 2.6.1 (*Urbanisation and population growth*). As temporary housing solution, people end up building shacks while they are searching for employment in urban areas. These shacks are often built in areas that are not suitable building areas. Frequent fires and flooding in the wetlands result in poor living conditions.

Focus Group Question 4: 'Do you participate in housing development in Masiphumelele? What is the role of the community in housing development/project?'

The first focus group responded that they do participate in housing development deliberations, even though they are often side-lined by the Councillors. In the second group discussions, three out the five participants indicated that they are not involved in housing development, but that they would prefer to be consulted and be part of housing development decision-making processes. The third group of participants responded that there is no communication between the community and the Ward Councillor. They hinted that there are no consultations or meetings to brief the people about any housing projects. It was confirmed that the City of Cape Town must implement decisions taken through community participation.

Local government is the sphere of government close to communities. Basic services are delivered by municipalities and local Ward Councillors are politicians who are closest to the communities. It's their responsibility to ensure public participation in all activities of the municipalities (Department of Human Settlements, 2015:70).

Focus Group Question 5: 'Is there a great need for low-cost housing in Masiphumelele? Please motivate your answer.'

All three focus groups agreed that there is a dire need of low-cost housing. The first and second group participants responded that they are faced with devastating fires which aggravate poverty and congested living conditions. The other challenge is the wetlands which impact on poor sanitation infrastructures and flooding during winter. Third group raised the issues of

poverty that leads to a high crime rate due to unemployment and an increase of immigration that leads to overcrowding. Overcrowding results in no spaces and entries for emergency and fire-fighting vehicles between the shacks.

The lack of access to land and the increase of the Masiphumelele population cry for more effective basic services, such as water, sanitation and electricity. Basic services would service the interest of the community by ensuring a decent standard of living. Inadequate sanitation systems hold high health risks to the community. Access to sanitation and toilet facilities will advance the physical health of the inhabitants and will also provide the citizens with a sense of human dignity (United Nations, 2015:26).

Focus Group Question 6: 'What can be done to increase the rate of housing provision?'

All the focus group members agreed that the City of Cape Town must purchase land to build adequate houses for the Masiphumelele Community. They hinted that the City of Cape Town is not using the municipal budget appropriately and that this matter must be addressed through official channels. The provincial government and the municipality must spend the total budgets received from the national government and not return any unspent money. The participants affirmed that the municipality must stop making promises and rather deliver previous unfinished undertakings. The participants also felt that the community is often faultily blamed for delays in implementing housing projects.

The participants from the second and third groups raised an additional aspect when referring to issues of internal strife among political leaders. The said that frequent changes in political leadership harm the community because it causes unnecessary delays in housing delivery. For this reason, informal settlements and the degradation of housing persist in Masiphumelele.

Focus Group Question 7: 'Are Councillors involved in housing development? If so, can you please explain their role?'

All the groups agreed that the Ward Councillors are involved in housing development projects, however various explanations of the extend of their involvement were provided. The first group responded that some of the Councillors are not in touch with the community needs. They are often absent from meetings and appear not to understand the municipal processes and requirements. The participants recommended that training be provided to the Ward Councillors to expose them to the operational requirements of the municipality. It was concluded in the first focus group's discussions that despite being involved in housing development, the Councillors seem not to understand their core roles.

The second focus group emphasised that housing development in Masiphumelele relies solely on the IDP of the City of Cape Town. The Councillors are therefore supposed to call community meetings at least quarterly to provide feedback on any development and to discuss possible hindrances. During these meetings, the residents would also be granted opportunity to raise their concerns on infrastructure maintenance. The items emanated from these meetings are carried over to the municipal housing budget after rigour approval processes. Unfortunately, organising and attend Councillor meetings over the last five years have become a tick box exercise with no or very limited effect on housing development in the community.

The third group explained the role of the Councillors is to see the link between the community of Masiphumelele and the City of Cape Town. It was confirmed that the Councillors are close to the communities and should thus be helpful and knowledgeable about the community needs. Regrettably, there are limited or no communication between the community and the Councillors. As a result, the community is not consulted about housing needs in their areas.

Focus Group Question 8: 'When was the last housing development/project implemented in the community of Masiphumelele?'

All the participants of the first focus group were not sure about the date or year of the last development. The participants repeatedly referred to the slow progress with the Amakhaya Ngoku development project. Delays in housing provision are caused by the frequent change in leadership in the Provincial and Municipal committee members, resulting in the leadership not being aware of the issues at hand. The consequence is that the degradation of housing persists in the Masiphumelele Community.

The participants of the second focus group revealed that there are several housing projects in place to develop the community. Unfortunately, the lists of beneficiaries of these houses are manipulated and amended by corrupt officials. Accusations were made that public officials are easily bribed and that the names of existing beneficiaries are replaced by undeserving receivers. It then happens that elders experience unfair treatment by being moved down in the lists while the youth get houses before them. Some senior member of the community is on the beneficiary list for almost two decades because they do not have funds available to strengthen their claims.

The third group agreed on the delay of implementing the Amakhaya Ngoku development project. They mentioned biasedness among community members as the main reason for this delay.

The data analyses for the online individual interviews are presented by quoting the interview question followed by the analysis of the data.

5.3   INDIVIDUAL INTERVIEWS

Semi-structured interviews were conducted with four Ward Committee members and one Ward Councillor. The purpose of the interviews was to gather information about the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community. The researcher also wanted to determine why informal settlements and the degradation of housing persist in Masiphumelele. All five interviews were conducted online through MS Teams.

5.3.1 Data analysis

Individual interview Question 1: 'What are the problems that you experience in terms of planning for housing development?'

> The interviewees agreed on the increased of migration to find job opportunities and the lack of access to land for the development. The general members of the Ward Committee responded that social and economic dynamics affect the growth of informal settlements in the greater South African context. The Ward Councillor confirmed that the attraction of economic opportunities in metropolitan areas causes the erection of temporary shacks and informal settlements as people seek work in the richer metropolitan areas. The Ward Councillor also raised the issue of an uncontrollable increase of migration and the limited land available for the public, the private sector and for the government.

Individual interview Question 2: 'Which latest projects has the municipality initiated for housing development in Masiphumelele?'

> One of the Ward Committee members confessed that very slow progress is taking place with the Amakhaya Ngoku development and with the implementation of the RDP programme. Another participant suggested that an improved framework must be created for informal settlements upgrading, as the current framework is too rigid and narrow. An enhanced framework must cover various informal settlement needs and contexts.

Individual interview Question 3: 'Does the municipality organise any workshop on certain issues related to housing development? If so what kind of workshops and what groups of people participate mostly?'

> The Ward Committee members agreed that workshop is being organised, but that the community do not attend these meetings. They were not sure about the reasons for the community not to attend the IDP information sharing meetings. The Ward Councillor revealed that workshops are organised by the municipality. He confirmed that Councillors attend these workshops, and they are knowledgeable about the needs of the communities. These workshops

aim at obtaining information on how the municipality can improve the housing development issues of the communities. However, one of the interviewees believed the community does not show interest on what is happening to their local municipality.

The dates, times and places of municipal workshops and meetings regarding housing development must be announced as widely as possible and regularly to the community to improve attendance, participation and communication with community members.

Individual interview Question 4: 'What would be the best way to involve all community members in decision making during housing development?'

The Ward Councillor agreed that not all community members are involved in decision making about housing development. Notwithstanding, some community members do not show interest in local government issues. The Ward Committee members responded that the influences and roles of various role-players must be clearly outlined. Protocols should also be established to ensure that all opinions are raised, heard and considered. Further opportunities for engagement must be explored and lobbying processes for the items and money on the municipal budget must be enhanced. The City of Cape Town needs to extend opportunities for inclusion in its communication and housing development processes.

The Ward Committee members agreed that the City of Cape Town needs to establish common protocols and standards that can be clearly understood and upheld by all parties that operate within the informal settlements space. They confirmed that viewing public participation as critical for civil society cohesion is an important departure point for any communication process related to human settlements development. They also emphasised the importance of involving community members in decision making during the housing development, as confirmed by Zondi and Reddy (2016:3) and explained in Chapter 2 , Section 2.5.1 (*Community participation in the provision of housing*).

Individual interview Question 5: 'In your opinion, why is there invasion of land? Please elaborate on possible mitigation plans.'

The Ward Committee members responded that land invasion is caused by the huge housing demand and the backlog in delivering low-cost housing by the municipality. Overcrowded households, insufficient delivery of housing stock and invasion are the direct result of these backlogs. The Ward Committee members also responded that the reasons behind unlawful land occupations are being investigated by the City of Cape Town, but it appears that overwhelming density, problems with urban management and a lack of available services in informal settlements are main contributing factors. The Ward Councillor raises delays in basic service delivery as reason for the invasion of land.

The Ward Committee members further commented that the City of Cape Town must execute its Constitutional mandate by acknowledging the right to housing and by the provision of housing whilst ensuring compliance with the Prevention of Illegal Eviction and Unlawful Occupation of Land Act 19 of 1998. Alternative accommodation must be provided to immigrants, as described in Chapter 3, Section 3.2 (*Background information*). Unfortunately, this dynamic take place within a resource constrained environment aggravated by unemployment and poor service delivery. The land should be developed by the City to acknowledge and support different types of informal settlements.

Individual interview Question 6: 'Is there any future housing development/project that you are aware of? If so, what mechanism are in place to check on delivery?'

The Ward Committee members responded that there is a development in pipeline, but that it still needs final approval by various stakeholders. The new development involves a nature reserve and proper environment management. Environmental approval from the Noordhoek Environmental Action Group (NEAG) is also required. The actual number of housing opportunities will only be finalised during the detailed design phase. One of the Ward Committee members revealed that the municipality needs to identify land to purchase. He

hesitantly referred to the relocation of the community of Masiphumelele to a nearby area. The Ward Councillor responded that the City's plan involves maximising housing opportunities in the space between the proposed new road and the existing formal housing in Masiphumelele. Upgrades will be made to approximately 2,500 houses.

Individual interview Question 7: 'In your opinion, does the municipality have the capacity to meet the housing demands?'

The Ward Committee members responded that the delivery of housing development is considerably constrained due to a lack of funding for housing development solutions. They stated that state-led housing delivery will never meet the total demand for housing opportunities. The Ward Councillor responded that the City of Cape Town has no capacity due to an under budget from the province.

The Ward Committee members further confirmed that the City should establish effective intergovernmental relationships with other spheres of government, as well as improving the coordination of integrated human settlements management projects, as described in Chapter 1, Section 1.7 (*Definition of key concepts – Intergovernmental relations*), (Intergovernmental Relations Framework Act, 2005:Sections 4&5).

Individual interview Question 8: 'Does the City of Cape Town have any contingency plan to address the housing development in Masiphumelele? If yes, what approach can be adopted to address the problem?'

The Ward Committee members agreed that the City of Cape Town's Human Settlements Department in conjunction with the People's Housing Process of 1998 support organisation, has commenced with the construction of the structures of the Masiphumelele Phase 4 housing project to the amount to R85 million. The Ward Councillor highlighted that considering the high levels of illegal land occupation and the evictions taking place from private residences, there is a danger that a shrinking local government fiscus will have to divert resources away from planned human settlements projects and interventions, to responding to the need to provide alternative accommodation.

The Ward Committee members added that unlike with other government subsidised housing programmes, there is not a dedicated National Government funding instrument that the City of Cape Town can utilise to provide emergency housing when responding to disasters.

The main research findings based on the qualitative data obtained through the focus group discussions and the individual interviews and the subsequent data analyses, are provided in the following section.

5.4 KEY RESEARCH FINDINGS

In summary, the main responses to the interviews revealed the following aspects:

- Adequate housing is a fundamental human right regardless of income level. Housing is a basic necessity and cannot be denied in a fair and equitable society. Housing is interrelated with other aspects of life, such as health and education.

- The community of Masiphumelele plays an important role in identifying housing needs. However, proper consultation, public participation and stakeholder involvement must be practiced ensuring effective housing delivery.

- Housing is a top priority for most of the people of Masiphumelele regardless of their income levels: housing as a critical need in Masiphumelele. Any development initiatives by the City of Cape Town should be driven by the community who are affected by the lack of proper housing.

- Degradation of housing persists in the Masiphumelele Community. Access to land is a complex challenge, while the rapid increase in urbanisation limits the capacity of the City of Cape Town to build adequate housing.

In addition to the above findings, the themes listed in Table 5.1 below emerged during data analysis to eventually find answers to the research questions 'What are the main causes and challenges associated with low-cost housing delivery to townships, specifically to Masiphumelele, by the City of Cape Town?' and 'Why do informal settlements and the degradation of housing persist in Masiphumelele?'.

Table 4. 1: Emerging themes during data analysis

EMERGING THEMES	
Community participation	Housing provision
Community development	Social conditions
Access to land	Low-cost housing
Community rights	Urbanisation

The research findings relating to each of the above-listed themes are summarised in the following sections.

5.4.1 Community participation

The focus group discussions reveal that there is a lack of public involvement in housing developments and community programmes. In most cases, Ward Committees are being used for public engagement and to build mutual understanding with community members from different backgrounds. The focus groups discussions clearly indicate that there is a lack of public involvement, despite the legislative and policy provisions encouraging and promoting meaningful participations in community areas.

5.4.2 Community development

According to Steyn-Kotze (2010:146), the reality of democracy lies on the expectation that lives will improve towards better quality of life. The focus group discussions as well as the individual interviews confirmed that the Masiphumelele community must continue to champion their community needs to eventually improve their standard of living.

5.4.3 Access to land

Land is a complex challenge in South Africa, and not only in the City of Cape Town. Land in South Africa is irreversibly tied to the history of dispossession and oppression. The government's response to land claims by Black people focuses on land restitution, redistribution and redress in rural areas (SACN, 2015). The Masiphumelele Community do not to enjoy their human right to housing as stated in Section 26 of the Constitution of South Africa of 1996. The delay in housing delivery directly leads to the

increasing number of informal settlements and land invasion. The City of Cape Town must thus be committed to ensuring that those requiring housing in the Masiphumelele area be accommodated on-site or within close proximity to the site. However, there are households that are willing to relocate outside of the valley. In addition, land should be made available to accommodate an expanding urban population.

5.4.4 Housing provision

The focus groups revealed that there is significant under-spending on budget items for low-income housing owing to a lack of capacity by the City of Cape Town to implement housing projects. However, the individual interviews with the Ward Committee members and the Ward Councillor confirmed the opposite. They stated that the municipality must work with minimum funds from the Provincial Government. Conclusion on this matter could not be reached through the interviews.

The qualitative data undeniably confirmed that there are several constraints that hamper the provision of housing. A decline in the number of units been constructed per annum is also evident. The lack of collaborations between community members, City officials and Ward Councillors negatively affect any current or future housing policy measures. The constant of expansion of informal settlements with little or no access to basic services and infrastructure, pose difficulties to any housing project.

5.4.5 Social conditions

The Masiphumelele Community is faced with poverty, unemployment, shortage of low-cost houses and a snail pace of implementing housing projects. The community is known for the wetlands which causes poor sanitation infrastructures and flooding during winter. Also, fires occur often in summer and during windy weather. There are limited facilities for children, sport fields are occupied by temporally structures and crime is growing daily. Although the City of Cape Town has made good progress in decreasing the service delivery gap in informal settlements, the organic form of informal settlements makes it difficult to provide municipal utility services, such as water, sanitation and electricity.

The main concern remains housing and a lack of accommodation. Housing delivery is taking place very slowly and some elderly people have been waiting for almost 20

years while the younger generation already received low-cost housing from the City. Therefore, the municipality must improve its administrative processes as a matter of urgency.

5.4.6 Low-cost housing

The lack of low-cost housing will persist for as long as public participation is low, limited and not encouraged. Proper shelter and housing for every citizen, especially the poor, provides crucial foundation for any economic development. The Masiphumelele Community's living condition are extremely unhealthy, and the high rate of unemployment makes it difficult for the City of Cape Town to generate economic development. Also, housing backlog remains a challenge due to frequent changes in Councillors and political leaders. Much remains to be done to overcome the housing backlog and to develop sustainable settlements. Looking ahead, integrated housing development and co-operation with all relevant stakeholders should be strengthened.

5.4.7 Urbanisation

The increase in urban migration is a challenge for the City of Cape Town to provide more low-cost housing. The surge of informal settlements is making it difficult for the municipality to speedily eliminate the poor housing conditions. The provision of low-cost housing is not to adequately addressing the issue of rapid urbanisation and urban land issues. Some interviewees felt excluded from the quest for access to shelter, basic services and the employment opportunities from the City.

5.5 CHAPTER SUMMARY

This chapter focused on the data analysis and findings of the data collected through the focus group discussions and the individual interviews. The main causes and challenges associated with low-cost housing delivery to Masiphumelele have been identified as overcrowding, flooding, fires, inadequate sanitation, unsafe living conditions, crime and the high rate of unemployment. Urbanisation, the wetlands and immigration have been mentioned as some of the reasons why informal settlements and the degradation of housing persist in the Masiphumelele Community. The data analyses also exposed the need for availability of land. The following chapter presents the research conclusions and recommendations.

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

This chapter is the final chapter of the mini-dissertation and provides a synopsis of chapters, the conclusions as well as recommendations to the City of Cape Town on how to address problems associated with housing delivery at the Masiphumelele Community. The chapter concludes the mini-dissertation with possible areas for further study.

6.2 SYNOPSIS OF THE CHAPTERS

A synopsis of the chapters of the mini-dissertation is presented below.

- Chapter 1 provided the background to the study. This introductory chapter commences with the problem statement, the central research question, followed by the secondary questions and the objectives of the research. A brief description of the research design and methodology adopted to conduct the research was also provided. Descriptions of the ethics clearance processes, and the benefits of the study were also included. The structure of the mini-dissertation was also laid out.

- Chapter 2 presented a synthesis of the relevant literature that was consulted in this study and laid the foundation of the research. The systems theory and development theories serve as the foundations for this study and were elaborated on in further detail. The detrimental effect of colonialism and apartheid on housing in South Africa was briefly elaborated on before housing policy formulation in South Africa received attention. A description on housing realities and challenges then followed. The chapter was concluded with a description of urbanisation, population growth, backlogs and access to land.

- Chapter 3 discussed the legislative context of the study. It provided a detailed historic and legislation framework of housing delivery in South Africa. Inclusive and interrelated roles and responsibilities were described with reference to the

national, provincial and local governments. Responsibilities of traditional leaders and National Treasury were also described.

- Chapter 4 explained Masiphumelele as the case under study as well as the research design and methodology adopted for the study. The chapter highlighted the qualitative research design and instruments, the ethics clearance application and approval processes, research limitations and a description on how the data collection planning meeting was conducted in the context of COVID-19.

- Chapter 5 focused on the data analysis and findings of the data collected through the focus group discussions and the individual interviews.

- Chapter 6, this chapter, presents a summary of the chapters, the conclusions and the recommendations as well as suggestions for future research.

6.3 CONCLUSIONS

The community of Masiphumelele is a densely populated. The study showed that there is a dire need for access to land and adequate housing in Masiphumelele. More conclusions are grouped per the research objectives in the following sections. The conclusions are based on the data analysis and findings presented in Chapter 5.

6.3.1 Objective 1: To explore the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community

The residents of Masiphumelele are staying in shacks, in the backyards of houses and in RDP houses because they are unemployed and cannot afford to pay rent. Many of the participants felt that the government, particularly the City of Cape Town, makes empty promises to better their lives. Some of the residents are on housing waiting lists for over two decades.

Common challenges experienced by the community of Masiphumelele include overcrowding, flooding, fires, inadequate sanitation, unsafe living conditions, high crime rate and a high rate of unemployment. The general view was that these challenges are caused by the rapid increase of urbanisation. As temporary housing

solution people end up building shacks while they are searching for employment in urban areas.

The increase in migration to the Masiphumelele Community to find job opportunities in metropolitan areas also causes the erection of temporary shacks and informal settlements.

6.3.2 Objective 2: To provide a comprehensive analysis of housing legislation to determine in which ways it prescribes, assist or fail to adequately inform housing delivery in townships

Housing services are aimed at improving the quality of life of the less privileged members of society. South African has different spheres of government: a national, a provincial, and a local sphere of government. The Constitution of the Republic of South Africa of 1996 sets out the powers and the utilitarian value of each sphere of government. The Constitution of 1996 also enshrines the right of everyone to have access to adequate housing. The Housing Act 107 of 1997 provides for the facilitation of sustainable housing development processes. It lays down general principles applicable to housing development in all spheres of government and defines the roles and responsibilities of national, provincial and local governments in respect of housing development.

6.3.3 Objective 3: To determine why informal settlements and the degradation of housing persist in Masiphumelele

The Masiphumelele Community has been neglected for a long time by the City of Cape Town. The greater number of the participants felt hopeless due to slow service delivery and delays on housing provision. The community is faced with devastating fires which aggravate poverty and congested living conditions. The other challenge is the wetlands which impact on poor sanitation infrastructures and flooding during winter. High levels of poverty also lead to a high crime rate due to unemployment. An increase of immigration also leads to overcrowding. Overcrowding results in no spaces and entries for emergency and fire-fighting vehicles between the shacks.

The lack of access to land and the increase of the Masiphumelele population cry for more and effective basic services, such as water, sanitation and electricity. Land

invasion is caused by the huge housing demand and the backlog in delivering low-cost housing by the municipality.

The participants repeatedly referred to the slow progress with the Amakhaya Ngoku development project. Delays in housing provision are caused by the frequent changes in leadership in the Provincial and Municipal committee members, resulting in the leadership not being aware of the issues at hand. The consequence is that the degradation of housing persists in the Masiphumelele Community.

6.3.4 Objective 4: To make recommendations to the City of Cape Town on how to address problems associated with housing delivery at the Masiphumelele Community

The Ward Committee members agreed that workshops are being organised, but that the community do not attend these meetings. They were not sure about the reasons for the community not to attend the IDP information sharing meetings.

The interviewees also maintained that the City of Cape Town is allegedly not using the municipal budget appropriately and that this matter must be addressed through official channels. In addition. frequent changes in political leadership harm the community and causes delays of housing delivery. For this reason, informal settlements and the degradation of housing persist in Masiphumelele.

It was also concluded that some of the Councillors are not in touch with the community needs. They are often absent from meetings and appear not to understand the municipal processes and requirements. Unfortunately, organising and attend Councillor meetings over the last five years have become a tick box exercise with no effect on housing development in the community.

The fourth objective, namely, to make recommendations to the City of Cape Town on how to address problems associated with housing delivery at the Masiphumelele Community, is achieved in the following section 6.4 (*Recommendations*).

6.4 RECOMMENDATIONS

The following recommendations are made to the City of Cape Town on how to address problems associated with housing delivery at the Masiphumelele Community:

- Slow progress is taking place with the Amakhaya Ngoku development and with the implementation of the RDP programme. Another participant suggested that an improved framework must be created for informal settlements upgrading, as the current framework is too rigid and narrow. An enhanced framework must cover various informal settlement needs and contexts.

- Regrettably, some of the heads of households revealed that there is very limited communication between them and the City of Cape Town. The municipality can only improve people's lives if they produce and implement co-decisions between the community, the City and other relevant stakeholders.

- The City of Cape Town should speed up the identified of available land to build houses.

- The dates, times and places of municipal workshops and meetings regarding housing development must be announced as widely as possible and regularly to the community to improve attendance, participation and communication with community members.

- Protocols should also be established to ensure that all opinions are raised, heard and considered. Further opportunities for engagement must be explored and lobbying processes for the items and money on the municipal budget must be enhanced. The City of Cape Town needs to extend opportunities for inclusion in its communication and housing development processes.

- The wetlands areas must be secured to curb the recurrence of informal settlements.

- The City of Cape Town must deliver housing development projects by spending all the grants that they receive from National Government and Provincial Governments.

- The Councillors are close to the communities and should be helpful and knowledgeable about the community needs. Training must be provided to the Ward Councillors to expose them to the operational requirements of the municipality.

6.5 AREAS OF FURTHER STUDY

Below are possible research areas which were not covered in this study and which the researcher recommends would merit further study:

- Evaluate the outcome of the Amakhaya Ngoku development project.

- Determine whether the residents of other communities have benefited from the low-cost housing projects of the City of Cape Town

- Investigate the cooperation between the Masiphumelele Community and the City of Cape Town in providing adequate houses.

- Determine the responsibilities of all the role players in the Western Cape Province in the delivery of houses.

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APPENDIXES

APPENDIX A:

ETHICS CLEARANCE CERTIFICATE

DEPARTMENT: PUBLIC ADMINISTRATION AND MANAGEMENT

RESEARCH ETHICS REVIEW COMMITTEE

Date: 14 April 2022

PAM/2022/002 (Monqo)
Name of applicant: Ms BP Monqo
Student#: 55780059

Dear Ms Monqo

Decision: Ethics Clearance Approved

Details of researcher:
Ms BP Monqo, student#: 55780059, email: 55780059@mylife.unisa.ac.za, tel: 0789254836

Supervisor: C Alers, staff#: 90222237, email: alersc@@unisa.ac.za,

Research project "Housing delivery at the Masiphumelele Community"
Qualification: MAdmin – Public Administration

Thank you for the application for **research ethics clearance** submitted to the Department: Public Administration and Management: Research Ethics Review Committee, for the above mentioned study. This ethics approval is granted conditional status. The decision will be tabled at the next College RERC meeting for notification/ratification.

Full approval: The application was **reviewed** 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 proviso that:

1) The researcher will ensure that the research project adheres to the values and principles expressed in the Unisa Policy on Research Ethics.

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2) Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study, as well as changes in the methodology, should be communicated in writing to this Ethics Review Committee.

3) The researcher 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, among others, the **Protection of Personal Information Act** 4/2013; **Children's Act** 38/2005 and **National Health Act** 61/2003.

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 requires additional ethics clearance.

7) Field work activities **may not** continue after the expiry date of this ethics clearance, which is 14 April 2025. Submission of a completed research ethics progress report will constitute an application for renewal of the ethics clearance certificate for approval by the Research Ethics Committee.

Kind regards

Mr ND Baloyi

Chairperson: Research Ethics Review
Committee
Department of Public Administration and
Management
Research Ethics Review Committee
Office tel. : 012 429-6181;
Email   : ebaloynd@unisa.ac.za

Prof MT Mogale

Executive Dean:
College of Economic and Management
Sciences
Office tel.   : 012 429-4805;
Email   : mogal@unisa.ac.za

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APPENDIX B:

GATEKEEPER PERMISSION

CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

Making progress possible. Together.

OFFICE OF THE SPEAKER

Mersini Iakovidis
Executive Support Officer to the
Speaker for the City of Cape Town

T: +27 21 400 4934
E: Speaker.Speaker@capetown.gov.za

Dear Ms. Manqo

REQUEST FOR PERMISSION TO INTERVIEW COUNCILLORS/ COMMUNITY MEMBERS/WARD COMMITTEE MEMBERS

Your correspondence forwarded to the Office of the Speaker on 16 March 2022, refers.

Kindly be advised that neither our, nor the Office of the Chief Whip needs to give permission for the abovementioned interviews to be undertaken, since you are free to speak with whomever you wish, be they councillors, community members or ward committee members.

From our side, our Office has no objection to you undertaking these interviews, but you would need to liaise with potential interviewees directly and - as it pertains to councillors specifically - it would be at their discretion to decide whether they want to participate in these interviews or not.

Yours sincerely,

Date: 17 March 2022

MERSINI IAKOVIDIS
OFFICE OF THE SPEAKER
CITY OF CAPE TOWN

Making progress possible. Together.

APPENDIX C:

INTERVIEW AGENDA – FOCUS GROUP DISCUSSIONS

LIST OF INTERVIEW QUESTIONS: MASIPHUMELELE RESIDENTS

RESEARCH TITLE:
EVALUATING HOUSING DELIVERY AT THE MASIPHUMELELE COMMUNITY

Dear Participant,

Focus group discussions will be conducted online to evaluate the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community.

GENERAL RULES

1. This focus group discussion is based on research about housing delivery and low-cost housing to the Masiphumelele Community.

2. You have been invited to participate in this study because you, as the head of a household, are affected by the delivery of houses by the City of Cape Town.

3. You are kindly requested to answer the interview questions as honestly and completely as possible.

4. The interview will take a maximum of 2 hours to complete.

5. Anonymity cannot be guaranteed in focus group discussions. However, the information collected from you will be treated with strict confidentiality and used for research purposes only.

6. You have the right to withdraw your participation at any time. Hence, your participation is regarded as voluntarily.

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

8. The collected data will be stored in a locked cupboard and the data stored in a computer will be protected using a password.

9. The data will be destroyed when it is no longer of functional value (after five years).

10. A copy of the mini-dissertation will be available in the library at the Muckleneuk Ridge Campus of the University of South Africa (Unisa), Pretoria.

INTERVIEW QUESTIONS

Question 1

Do you live in the Masiphumelele Community? If so, for how long?

Yes		No	

_____

_____

Question 2

What type of dwelling do you live in?

Room/flat shared	
RDP House	
Backyarder	
Municipality house	
Shack	

Question 3

What challenges are encountered by the community of Masiphumelele due to lack of low-cost housing? Please motivate your answer.

_____

_____

Question 4

Do you participate in housing development in Masiphumelele? What is the role of the community in housing development/project?

Yes		No	

_____

_____

Question 5

Is there a great need for low-cost housing in Masiphumelele? Please motivate your answer.

Yes		No	

_____

_____

Question 6

What can be done to increase the rate of housing provision?

_____

_____

Question 7

Are Councillors involved in housing development? If so, can you please explain their role?

Yes		No	

_____

_____

Question 8

When was the last housing development/project implemented in the community of Masiphumelele?

_____

_____

_____

Thank you for your participation and your effort towards making this study a success. Your valuable contribution will assist me to generate a comprehensive understanding of the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community.

Ms Buzelwa Patience Monqo

Researcher

Student number: 55780059
Contact number: 078 925 4836
Work number: 021 403 8745

APPENDIX D:

INTERVIEW SCHEDULE – INDIVIDUAL INTERVIEWS

LIST OF INTERVIEW QUESTIONS:
WARD COMMITTEE MEMBERS AND WARD COUNCILLOR

RESEARCH TITLE:
EVALUATING HOUSING DELIVERY AT THE MASIPHUMELELE COMMUNITY

Dear Participant,

Semi-structured interviews will be conducted online to evaluate the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community.

GENERAL RULES

1. This interview is based on research about housing delivery at Masiphumelele Community.

2. You have been invited to participate in this study because of your extensive experience about housing development and low-cost housing projects at the Masiphumelele Community.

3. You are kindly requested to answer the interview questions as honestly and completely as possible.

4. The interview will take a maximum of 40 minutes to complete.

5. Participation is anonymous: You are not requested to disclose your identity. Your privacy will be respected.

6. No one will be able to connect you to the answers you give.

7. The information collected from you will be treated with strict confidentiality and used for research purposes only.

8. You have the right to withdraw your participation at any time. Hence, your participation is regarded as voluntarily.

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

10. The survey data will be stored in a locked cupboard and the data stored in a computer will be protected using a password.

11. The survey data will be destroyed when it is no longer of functional value (after five years).

12. A copy of the mini-dissertation will be available in the library at the Muckleneuk Ridge Campus of the University of South Africa (Unisa), Pretoria.

Question 1

What are the problems that you experience in terms of planning for housing development?

_____

_____

_____

Question 2

Which latest projects has the municipality initiated for housing development in Masiphumelele?

_____

_____

_____

Question 3

Does the municipality organise any workshop on certain issues related to housing development? If so what kind of workshops and what groups of people participate mostly?

Yes		No	

_____

_____

_____

Question 4

What would be the best way to involve all community members in decision making during housing development?

_____

_____

_____

Question 5

In your opinion, why is there invasion of land? Please elaborate on possible mitigation plans.

_____

_____

_____

Questions 6

Is there any future housing development/project that you are aware of? If so, what mechanism are in place to check on delivery?

_____

_____

_____

Question 7

In your opinion, does the municipality have the capacity to meet the housing demands?

_____

_____

_____

Question 8

Does the City of Cape Town have any contingency plan to address the housing development in Masiphumelele? If yes, what approach can be adopted to address the problem?

_____

_____

_____

Thank you for your participation and your effort towards making this study a success. Your valuable contribution will assist me to generate a comprehensive understanding of the causes and challenges associated with the shortage of low-cost housing delivery at the Masiphumelele Community.

MS Buzelwa Patience Monqo
Cell: 078 925 4836
Tel: 021- 403 8745|

APPENDIX E:

PARTICIPANT INFORMATION SHEET – WARD COMMITTEE MEMBERS AND WARD COUNCILLOR

Dear Prospective participant,

You are invited to participate in a semi-structured interview conducted by Ms Buzelwa Patience Monqo under the supervision of Dr C Alers a Senior Lecturer in the Department of Public Administration and Management towards a Master in Public Administration (MPA) degree at the University of South Africa.

You were selected to participate in this survey because you are involved with the administering of the delivery of houses to communities of the City of Cape Town. You will not be eligible to participate in the interviews if you are younger than 18 years. By participating in this project, you agree that the information you provide may be used for research purposes, including dissemination through peer-reviewed publications and conference proceedings.

It is anticipated that the information we gain from the interviews will help us to make recommendations to the City of Cape Town on how to address problems associated with housing delivery at the Masiphumelele Community. You are, however, under no obligation to participate and you can withdraw from the study prior to completing the interview. If you choose to participate, the interview will take up no more than 40 minutes of your time.

You will not benefit from your participation as an individual, however, it is envisioned that the findings of this study will assist the City of Cape Town to address problems associated with housing delivery. We do not foresee that you will experience any negative consequences by participating in the online interview. The researcher undertakes to keep any information provided herein confidential, not to let it out of our possession and to report on the findings from the perspective of the participating group and not from the perspective of an individual.

The interview will be recorded and video taped via MS Teams. The records will be kept for five years for audit purposes where after it will be permanently destroyed. Any hard copies will be shredded and electronic versions will be permanently deleted from the hard drive of the computer. You will not be reimbursed or receive any incentives for your participation in the interview.

The research was reviewed and approved by the Ethics Review Committee of the Department of Public Administration and Management. The primary researcher, Ms Monqo can be contacted during office hours at 078 925 4836. The study leader, Dr Alers can be contacted during office hours at alersc@unisa.ac.za. Should you have any questions regarding the ethical aspects of the study, you can contact the chairperson of the Ethics Review Committee of the Department of Public Administration and Management, Mr ND Baloyi, tel. 012-429 6181 or email address: ebaloynd@unisa.ac.za. Alternatively, you can report any serious unethical behaviour at the University's Toll-Free Hotline 0800 86 96 93.

Ms Buzelwa Patience Monqo
Researcher

Student number: 55780059
Contact number: 078 925 4836
Work number: 021 403 8745

TEMPLATE – INFORMED CONSENT FORM – FOCUS GROUPS

CONSENT TO PARTICIPATE IN A FOCUS GROUP DISCUSSION

RESEARCH TITLE:
EVALUATING HOUSING DELIVERY AT THE MASIPHUMELELE COMMUNITY

Dear Researcer,

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

- I have read and understood the study as explained in the information sheet.
- I have had sufficient opportunity to ask questions and prepared to participate in the study.
- I understand that my participation is voluntary and that I am free to withdraw at any time without penalty.
- I am aware that the findings of this study will be anonymously processed into a mini-dissertation.
- I agree to be interviewed online as part of a focus group.

Participant's name and surname	**Date**	**Signature**
		MS Buzelwa Patience Monqo **Cell:** 078 925 4836 **Tel:** 021- 403 8745
Researcher's name and surname	**Date**	**Signature**