

**EFFECTS OF THE DEVELOPMENT AND IMPLEMENTATION OF THE NATIONAL
PUBLIC HOUSING POLICY IN SOUTH AFRICA WITH SPECIFIC REFERENCE TO
THE GAUTENG PROVINCE**

by

KEDIBONE GOODWILL PHAGO

Submitted in accordance with the requirements
for the degree of

DOCTOR OF ADMINISTRATION

at the

UNIVERSITY OF SOUTH AFRICA

PROMOTER: PROF EJ VAN DER WESTHUIZEN

JUNE 2010

DEDICATION

THE STUDY IS DEDICATED TO THE FOLLOWING INDIVIDUALS WHO HAVE LEFT SOME FOOTPRINTS ON MY LIFE:

- Deceased great-grandfather, Mr Madumetja Darios Kgadima (1901-2007)
- Grandmother, Mrs Raesetja Josephine Manamela
- Mother, Mrs Mochabaku Dina Phago
- Father in law, Mr Ntochi Morris Motsepe
- Mother in law, Mrs Mothepana Hellen Motsepe
- Uncle, Mr More Moses Manamela
- Wife, Kgothatso Phago

ACKNOWLEDGEMENTS

I would like to express my profound, sincere and deepest appreciation for the following persons who have contributed in diverse ways in the completion of this study:

- My promoter, Professor EJ van der Westhuizen and joint promoter Prof MJ Mafunisa for their inspirations, understanding and critical thinking in ensuring the commencement and finalisation of this study. I salute you gentlemen for your academic excellence and rigour in fulfilling your mentorship roles over me.
- Mrs Lynne Southey, for her professional editing skills of this thesis and her timely responses to my requests.
- The National Research Foundation (NRF) for their financial support since 2006. Through these research grants, I have been able to visit several countries such as, the United States of America, the United Kingdom, Taiwan, Australia, Greece, Tanzania and Kenya.
- On a more intimate note, my deepest gratitude goes to my wife, Kgothatso Phago for her unwavering support and understanding during nights away from home. You have been a pillar to our house *my Kemma*.
- My year old daughter, Tekano Phago. Your innocence has inspired my commitment to life in general and to you in particular.
- My mother Dina Phago, grandmother Josephine Manamela, uncle More Manamela, siblings Eunice, Lizzy, Reneilwe and Mahlatse. I have run out of words to express my thanks to your support from my birth until today. God bless you.
- Colleagues in the Department of Public Administration and Management at University of South Africa for the support and in many cases, sacrifices.
- Finally, to God be the glory and honour and power and praise. God has been a Source of my strength, my pillar that I am leaning on and my spiritual inspiration. He gave me an opportunity to attempt to discover that my dreams are nowhere near accomplishment.

DECLARATION

STUDENT NUMBER 3590-467-4

I declare that EFFECTS OF THE DEVELOPMENT AND IMPLEMENTATION OF THE NATIONAL PUBLIC HOUSING POLICY IN SOUTH AFRICA WITH SPECIFIC REFERENCE TO THE GAUTENG PROVINCE is my own work and that all the sources that I have used and quoted have been indicated and acknowledged by means of complete references.

.....

SIGNATURE

(MR K G Phago)

.....

DATE

ABSTRACT

The housing shortage in developing countries is one of the challenges of the 21st century. South Africa is no exception. This study has been undertaken to ensure that a bigger picture of this phenomenon can be understood. This study is also an attempt to understand whether governmental actions and interventions are near to addressing the challenges of homelessness for low-income households. In particular, the problem being investigated points to several issues which require extensive research towards possible proposals for future policy interventions. This means that the study takes interest in what the effects of the development and implementation of the national public housing policy in South Africa are. These effects need to be understood and identified for relevant conclusions and recommendations to be drawn. Further, the research problem has been broadened to understand the extent to which the effects of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* are conducive to addressing the public housing problems in the Gauteng Province.

The literature review undertaken in this study shows that for South Africa, and particularly the Gauteng Province, to be more successful in addressing public housing problems, different approaches and interventions are necessary. This is due to the fact that most successful countries (especially Western countries) have allowed community organisations themselves, not only the government, to become actively involved in the provision of public and low-income housing. Other findings of this study are, *inter alia*, poor administrative capacities, shortage of land for housing development, housing affordability problems, and lack of sound intergovernmental relations systems. The main recommendation, on the basis of the findings, is that a constitutional review and amendment recommending public housing policy implementation to be the preserve of municipalities should be considered. Several additional recommendations include, *inter alia*, proposed changes in the hierarchical structures and the adoption of business models that could minimise red tape to improve the turn-around period for beneficiaries in the process of public housing provision in the Gauteng Province.

KEYWORDS

- Public housing
- Policy
- Housing development
- Human settlements
- Informal settlements
- Institution
- Housing tenure
- Low-income households
- National Department of Housing
- Gauteng Department of Housing

TABLE OF CONTENTS

CONTENTS	PAGE
CHAPTER ONE: INTRODUCTORY CHAPTER	
1.1 INTRODUCTION	1
1.2 BACKGROUND AND RATIONALE FOR THE STUDY	1
1.3 MOTIVATION FOR THE STUDY	5
1.4 PROBLEM STATEMENT FOR THE STUDY	6
1.5 RESEARCH QUESTIONS FOR THE STUDY	8
1.6 OBJECTIVES OF THE STUDY	9
1.7 DEMARCATION OF THE STUDY	10
1.7.1 Hierarchical dimension	10
1.7.2 Focus groups	11
1.7.3 Time	12
1.7.4 Geographical region	12
1.8 RESEARCH DESIGN AND METHODOLOGY OF THE STUDY	13
1.9 TERMINOLOGY	14
1.10 OVERVIEW OF CHAPTERS	16
CHAPTER TWO: LITERATURE REVIEW – GLOBAL APPROACHES AND TRENDS AND TENDENCIES IN DEVELOPING NATIONAL PUBLIC HOUSING POLICIES	
2.1 INTRODUCTION	18
2.2 IMPORTANCE OF A LITERATURE REVIEW OF PUBLIC HOUSING POLICY	19
2.3 DEVELOPMENT OF PUBLIC HOUSING POLICY IN THE UNITED	

STATES OF AMERICA (USA)	22
2.4 DEVELOPMENT OF HOUSING POLICY IN GREAT BRITAIN	28
2.5 DEVELOPMENT OF PUBLIC HOUSING POLICY IN IRELAND	33
2.6 DEVELOPMENT OF PUBLIC HOUSING POLICY IN SWEDEN	42
2.7 DEVELOPMENT OF PUBLIC HOUSING POLICY IN GERMANY	50
2.7.1 The unified Federal German Republic since 1990	54
2.8 DEVELOPMENT OF PUBLIC HOUSING POLICY IN BRAZIL	57
2.9 DEVELOPMENT OF PUBLIC HOUSING POLICY IN ZAMBIA	63
2.10 DEVELOPMENT OF PUBLIC HOUSING POLICY IN SOUTH AFRICA	69
2.10.1 Housing policy in South Africa before 1994	69
2.10.2 Housing policy in South Africa: Developments in the Gauteng Province after 1994	73
2.11 PUBLIC HOUSING POLICY: REVIEW OF GLOBAL APPROACHES, TRENDS AND TENDENCIES	76
2.11.1 Similar approaches, trends and tendencies	77
2.11.2 Divergent approaches, trends and tendencies	80
2.12 SUMMARY	81

CHAPTER THREE: HISTORICAL OVERVIEW OF THE DEVELOPMENT AND GOVERNANCE OF PUBLIC HOUSING POLICY FROM 1948-2005

3.1	INTRODUCTION	83
3.2	THEORETICAL FOUNDATIONS AND CONCEPTS OF PUBLIC POLICY	84
3.2.1	Public policy making process	84
3.2.2	Policy analysis	89
3.2.3	Policy advocacy	93
3.3	NATURE AND PRINCIPLES OF PUBLIC HOUSING POLICY	96
3.4	CHARACTERISTICS OF PUBLIC HOUSING POLICY IN SOUTH AFRICA AND GAUTENG PROVINCE	98
3.4.1	Housing as a shelter fulfils a basic human need	99
3.4.2	Housing policy is both a product and a process	101
3.4.3	Housing policy is a product of human endeavour and enterprise	104
3.4.4	Housing policy is a vital part of Integrated Development Planning	105
3.4.5	Housing policy is a key sector of the national economy	109
3.4.6	Housing policy is vital to the socio-economic well-being of the nation	111
3.5	HISTORICAL IMPERATIVES OF PUBLIC HOUSING POLICY DEVELOPMENT IN SOUTH AFRICA	114
3.6	PHASES OF PUBLIC HOUSING POLICY IN SOUTH AFRICA FROM 1948 UNTIL 2005	117
3.6.1	Township phase: 1948-1961	119

3.6.2	Homeland phase: 1962-1977	119
3.6.3	Political resistance and reform phase: 1978-1989	120
3.6.4	Transition phase: 1990-2000	120
3.6.5	New democratic phase: 2001-2005	121
3.7	DEVELOPMENT OF PUBLIC HOUSING IN DEMOCRATIC SOUTH AFRICA THROUGH STAKEHOLDER PARTICIPATION	123
3.7.1	Stakeholder involvement in housing policy matters	124
3.8	SUPPLY AND DEMAND OF PUBLIC HOUSING	129
3.8.1	Housing shortages	129
3.8.2	Housing deliveries	133
3.9	HISTORICAL FACTORS AFFECTING THE PROVISION OF PUBLIC HOUSING IN SOUTH AFRICA AND GAUTENG PROVINCE	148
3.9.1	Population growth	148
3.9.2	Housing backlog	149
3.9.3	Unemployment	150
3.9.4	Influx of illegal foreigners	150
3.9.5	Rental and bonds payments boycotts	151
3.10	SUMMARY	152

CHAPTER FOUR: GUIDELINES, FEATURES AND STRATEGIES OF PUBLIC HOUSING POLICY IN THE GAUTENG PROVINCE

4.1	INTRODUCTION	154
4.2	GUIDELINES AND FEATURES OF THE NATIONAL PUBLIC HOUSING POLICY	155
4.2.1	Public housing policy position in South Africa and the Gauteng Province	156
4.2.2	Cooperative government and intergovernmental relations	162

4.3	STRATEGIES OF PUBLIC HOUSING POLICY IN SOUTH AFRICA	174
4.3.1	Proposed national housing strategy	175
4.3.2	Critiquing the proposed national housing strategy	183
4.3.3	Roles of housing institutions as agents of the housing strategy in South Africa	188
4.4	ESTABLISHMENT OF THE PUBLIC PRIVATE PARTNERSHIP APPROACH AS A PUBLIC HOUSING STRATEGY	195
4.4.1	Defining Public Private Partnerships	197
4.4.2	Types of Public Private Partnerships for public housing	197
4.4.3	Position of Public Private Partnerships in public housing development in South Africa	200
4.4.4	Guidelines for developing Public Private Partnerships for public housing in the Gauteng Province	202
4.5	IMPLICATIONS FOR THE IMPLEMENTATION OF PUBLIC PRIVATE PARTNERSHIPS	204
4.5.1	Risks associated with housing Public Private Partnership agreements	204
4.5.2	Benefits of housing Public Private Partnerships	206
4.6	SUMMARY	208

CHAPTER FIVE: ADMINISTRATIVE FRAMEWORK TO IMPLEMENT THE NATIONAL PUBLIC HOUSING POLICY IN THE POST-1994 DISPENSATION

5.1	INTRODUCTION	210
5.2	KEY ADMINISTRATIVE REFORMS FOR PUBLIC HOUSING POLICY AT NATIONAL GOVERNMENT SPHERE AND FOR THE	

GAUTENG PROVINCE BETWEEN 1994 AND 2005	211
5.3 LEGISLATIVE AND OTHER POLICY MEASURES FOR ADMINISTERING NATIONAL PUBLIC HOUSING	215
5.3.1 <i>Public Service Act</i> of 1994 (Proclamation 103 of 1994)	216
5.3.2 <i>Public Service Regulations</i> of 2001	224
5.3.3 White Paper on Transforming Public Service Delivery of 1997	227
5.4 ADMINISTRATIVE ARRANGEMENTS FOR NATIONAL PUBLIC HOUSING POLICY IMPLEMENTATION	234
5.4.1 National public housing strategy	234
5.4.2 Statutory bodies	249
5.4.3 Subsidies allocation and funding	251
5.4.4 Capacity-building	264
5.4.5 Intergovernmental cooperation	274
5.5 ADMINISTRATIVE CHALLENGES OF IMPLEMENTING THE <i>HOUSING ACT 107 OF 1997</i>	280
5.5.1 Political-administrative interface	281
5.5.2 Competent public housing financial administration	287
5.6 SUMMARY	293
 CHAPTER SIX: RESEARCH DESIGN AND METHODOLOGY	
6.1 INTRODUCTION	295
6.2 UNDERSTANDING RESEARCH DESIGN AND METHODOLOGY	296
6.2.1 Research approach	296
6.2.3 Qualitative research	299
6.2.4 Exploratory study	299

6.2.5	Grounded theory	300
6.2.6	Literature review	303
6.2.7	Semi-structured personal interviews	305
6.2.8	Focus group discussions	306
6.2.9	Population and sampling	308
6.3	DATA COLLECTION	312
6.3.1	Design and structure of the semi-structured personal interview questionnaire	313
6.3.2	Pre-testing the semi-structured personal interview questionnaire	316
6.3.3	Administration of the semi-structured personal interview questionnaire	317
6.4	DATA ANALYSIS	317
6.5	SUMMARY	318

CHAPTER SEVEN: DATA ANALYSIS AND INTERPRETATION OF THE RESULTS OF THE SEMI-STRUCTURED PERSONAL INTERVIEWS AND FOCUS GROUP DISCUSSIONS

7.1	INTRODUCTION	319
7.2	DATA ANALYSIS AND INTERPRETATION	320
7.2.1	Data analysis	320
7.2.2	Data interpretation	321
7.3	FOCUS GROUP A: PERCEPTIONS AND EXPERIENCES OF MEMBERS OF THE GAUTENG HOUSING RESEARCH FORUM	324
7.3.1	General assessment of the perceptions and experiences of	

members of the Gauteng Housing Research Forum	345
7.4 FOCUS GROUP B: PERCEPTIONS AND EXPERIENCES OF OFFICIALS OF THE CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY	353
7.4.1 General assessment of the perceptions and experiences of officials of the City of Johannesburg Metropolitan Municipality	371
7.5 FOCUS GROUP C: PERCEPTIONS AND EXPERIENCES OF WARD COUNCILLORS OF THE MOGALE CITY LOCAL MUNICIPALITY	378
7.5.1 General assessment of the perceptions and experiences of ward councillors of the Mogale City Local Municipality	397
7.6 ADDITIONAL COMMENTS	405
7.6.1 Additional comments from members of the Gauteng Housing Research Forum	406
7.6.2 Additional comments from officials of the City of Johannesburg Metropolitan Municipality	406
7.6.3 Additional comments of ward councillors of the Mogale City Local Municipality	407
7.7 SUMMARY	409
 CHAPTER EIGHT: REALISATION OF THE STUDY AIM AND OBJECTIVES, LIMITATIONS OF THE STUDY, CONCLUSIONS, RECOMMENDATIONS AND FUTURE RESEARCH AREAS	
8.1 INTRODUCTION	411

8.2	REALISATION OF THE STUDY AIM AND OBJECTIVES	412
8.3	CONCLUSIONS	415
8.3.1	Introductory chapter	415
8.3.2	Literature review – global approaches and trends and tendencies in developing national public housing policies	415
8.3.3	Historical overview of the development and governance of the public housing policy from 1948-2005	420
8.3.4	Guidelines, features and strategies of public housing policies in the Gauteng Province	421
8.3.5	Administrative framework to implement the national public housing policy in the post-1994 political dispensation	424
8.3.6	Research design and methodology	426
8.3.7	Data analysis and interpretation of the results of the semi- structured interviews and focus group discussions	428
8.4	LIMITATIONS OF THE STUDY	431
8.5	RECOMMENDATIONS	432
8.5.1	International best practices	433
8.5.2	Public housing officials should understand challenges of public housing policy development and implementation during 1948 and 2005	433
8.5.3	Guidelines and features of the national public housing policy	434
8.5.4	Effects of the national public housing administrative reforms during the period 1994 and 2005	434
8.5.5	Practical administrative challenges within the Gauteng Department of Housing in implementing the <i>Housing Act</i> 107 of 1997 and <i>Gauteng Housing Act</i> 6 of 1998	435
8.5.6	Constraints, problems, failures and successes of the national public housing policy in the Gauteng Province	435

8.6	FURTHER RESEARCH AREAS	438
	BIBLIOGRAPHY	440

TABLES

Table 2.1:	The Republic of Ireland: Homeowner occupation and tenure between 1951 and 1990	34
Table 2.2:	Dwelling per production period and form of tenure (1940-1988)	47
Table 3.1:	Public housing backlog between 1990 and 1992	131
Table 3.2:	Department of Housing: New subsidy bands from April 2005	134
Table 3.3:	<i>uTshani</i> Funding Scheme	136
Table 3.4:	Department of Housing: Housing Statistical Information	138
Table 3.5:	Type of dwelling by population group of head of household in 1996	140
Table 3.6:	Type of dwelling by population group of head of household in 2001	142
Table 4.1:	Types of risks in housing Public Private Partnerships	205
Table 5.1:	Number of subsidies approved per financial year between 1994 and 2005	252
Table 5.2:	Comparative levels of training in selected countries	265

Table 5.3:	Grant expenditure for public housing between 2003 and 2005	289
------------	--	-----

Table 6.1:	Purposive sample size and variables of the collected data	311
------------	---	-----

FIGURES

Figure 1.1:	Map of South Africa	13
-------------	---------------------	----

Figure 3.1:	Public housing as a product/process of the open-systems model	102
-------------	---	-----

Figure 3.2:	Characteristics of housing policy	113
-------------	-----------------------------------	-----

Figure 5.1:	Organisational structure of the national Department of Housing	218
-------------	--	-----

Figure 5.2:	Organisational structure of the Gauteng Department of Housing	219
-------------	---	-----

Figure 5.3:	Municipal accreditation process	260
-------------	---------------------------------	-----

APPENDICES

APPENDIX 1:	LAWS REPEALED BY SECTION 20 OF THE <i>HOUSING ACT 107 OF 1997</i>	480
-------------	---	-----

APPENDIX 2:	SEMI-STRUCTURED PERSONAL INTERVIEW QUESTIONNAIRE	482
-------------	--	-----

APPENDIX 3:	PROOF OF AUTHORISATION TO CONDUCT SEMI-STRUCTURED PERSONAL INTERVIEWS AT THE GAUTENG HOUSING RESEARCH FORUM	488
APPENDIX 4:	PROOF OF AUTHORISATION TO CONDUCT SEMI-STRUCTURED PERSONAL INTERVIEWS AT THE CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY	490
APPENDIX 5:	PROOF OF AUTHORISATION TO CONDUCT SEMI-STRUCTURED INTERVIEWS AT THE MOGALE CITY LOCAL MUNICIPALITY	492

CHAPTER ONE

EFFECTS OF THE DEVELOPMENT AND IMPLEMENTATION OF THE NATIONAL PUBLIC HOUSING POLICY IN SOUTH AFRICA WITH SPECIFIC REFERENCE TO THE GAUTENG PROVINCE

1.1 INTRODUCTION

This introductory chapter illustrates the *raison d'être* of the ensuing study. In addition, it will provide a background and rationale for the study with the aim of placing the problem in context. The motivation, the statement of the problem that arises, the research questions and the objectives of the study are also provided. In order to ensure that the study is focused, a specific time dimension is provided. This chapter also covers the collection of data and the research method utilised for the study. To avoid misinterpretation of terms that will feature prominently in the study, those that were frequently used are concisely explained. Thereafter, an overview of the chapters that constitute the rest of the study is provided.

1.2 BACKGROUND AND RATIONALE FOR THE STUDY

Like many 'third world' countries, the Republic of South Africa (South Africa) is characterised by extreme disparities in wealth, income, and access to resources. These disparities differ in scope and content, for example, they include public housing shortages for low-income households. One of the most visible aspects of the housing problem in South Africa is the presence of millions of homeless on the fringes of South Africa's major cities. Under the apartheid system, normal long-term urbanisation processes were prevented by controls over migration and

urban residency rights for blacks. A typical case example is the *Native (Black) Urban Areas Act 21* of 1923 which was superseded by the *Native (Urban Areas) Consolidation Act 25* of 1945 legislated mainly to regulate the movements of blacks, especially black males, in urban areas. These Acts were subsequently repealed by the *Abolition of Influx Control Act 68* of 1986. In the context of this study, 'blacks' refers to the previously disadvantaged communities including Africans, coloureds and Indians (refer to the foreword of the *Equal Employment Opportunity Act 55* of 1998). Since these policies were lifted in the late 1980s, there has been a fairly large influx of blacks from the rural areas, including the former independent and self-governing territories, which were informally referred to as 'Bantustans' or 'Homelands' (*Bantu Authorities Act 68* of 1951). But since it had been a policy under the apartheid system not to build low-income housing (to discourage urbanisation), there were fewer houses (if any) waiting for these people, neither were there appropriate financial and construction industries to supply them. Regrettably, a viable housing policy to change all this was not in existence (Dialogue, 1996: Online).

Basically, most third world cities have informal settlements, but in South Africa there is a unique contrast between these and the wealthy first world character of the historically privileged areas (which were predominantly white before 1994). Current debate indicates a backlog of at least 2.5 million houses in South Africa, but this could be an underestimate (Republic of South Africa, Government Communication and Information Systems, 2007/08: 376). From 1994 to 2005, about two million houses were built and services were extended to millions of people. Nonetheless, the government estimated in 2007 that an additional two and a half million units still need to be provided (Republic of South Africa, Government Communication and Information Systems, 2007/08: 376; Knight 2001: 1). In addition, continued migration from the rural areas is adding to the problem daily, especially in Gauteng, Western Cape, Kwa-Zulu/Natal and Mpumalanga (Republic of South Africa, Department of Housing, 2005c: 1).

In addition, the public housing backlog is exacerbated by high unemployment (in the neighborhood of 50% in most townships), leaving millions of people unable to afford basic necessities. The Congress of South African Trade Unions (COSATU) noted in 2001: 'While Africans make up 76% of the population, take away 58.5% amounts to only 29% of the total. Whites, who make up less than 13% of the population, take away 58.5% of total income' (Knight 2001: 1). Further, the HIV/AIDS pandemic, with 4.2 million South Africans infected, is adding to the problem of development. It is estimated that the Gross Domestic Product (GDP) (an indicator of the balance of the country's economy) will be 17% lower in 2010 than it would have been without AIDS. In terms of housing accessibility, the lower the GDP, the more the number of households dependent on government for public housing increases.

Public housing provision problems in South Africa could also be affected by the influx of foreign nationals from other countries, especially from Africa. In Chapter three (See Section 3.9.4, p150-151) the study discusses the overload caused by the influx of illegal foreigners in South Africa. This phenomenon could also be alleged to be one of the primary factors which caused xenophobic violence in the informal settlements in South Africa during May 2008. Thousands of people were displaced, while hundreds were killed during these attacks. The poor of South Africa in almost all provinces attacked foreign nationals who came mainly from other African countries. These foreign nationals were alleged to be 'stealing' jobs and other public services such as houses from South Africans. These allegations could also mean that employers were giving preference to foreign nationals over South Africans because foreign nationals sell their labour for cheaper wages compared with South Africans (Republic of South Africa, Department of Foreign Affairs, 2008: 1).

Even where people are housed, conflicts continue over access to basic services and housing payments. These services include among others, water and sanitation, electricity, and roads (cf. Chapter two of the 1996 *Constitution*).

Reports regularly appear in the South African press of the formation of committees of township residents who move into unoccupied houses, and who fight the cut-off of water and electricity for non-payment of rates, and evictions for non-payment of mortgages. In 1994 the African National Congress (ANC) adopted the Reconstruction and Development Programme (RDP) as potential comprehensive remedy to the developmental problems in South Africa, including public housing (Republic of South Africa: White Paper on Reconstruction and Development of 1994: 3). The White Paper further gave birth to the overall strategic framework for housing in consultation with the provincial governments. The main purpose was to provide adequate and well-located land for human settlements and development (White Paper on Reconstruction and Development, 1994: 67).

Furthermore, the promulgation of a new housing strategy in the White Paper on a New Housing Policy and Strategy for South Africa of 1994, the *Housing Act 107* of 1997 and subsequently, the *Gauteng Housing Act 6* of 1998 has been a policy framework developed to facilitate public housing provision. The existence of this policy framework is necessary in order to ensure that public resources in Gauteng are correctly managed to meet the increasing housing demands of the poor. Despite the promulgation of the legislation to address public housing problems existing in Gauteng, the housing backlog continues to increase dramatically on a yearly basis (Republic of South Africa: Government Communication and Information Systems, 2007/08:376). These increasing demands are likely to frustrate existing government interventions in the long run, as it would seem as if the government of South Africa has not been responsive to the housing needs of its citizens.

In order to reinforce the provision of public housing in the Gauteng Province, a substantive housing policy which should be implementable is necessary. However, the implementation of the national public housing policy can barely be meaningful if national, provincial and local government spheres do not

complement each other in addressing pertinent public housing problems. It is against this background that this study is undertaken.

1.3 MOTIVATION FOR THE STUDY

This study has academic value in that a reason for researching the national public housing policy in South Africa lies in the following recognition of Parliament. In the Preamble to the *Housing Act 107 of 1997* and the Preamble of the *Gauteng Housing Act 6 of 1998* it is recognised that:

- *housing, as adequate shelter, fulfils a basic human need;*
- *housing is both a product and a process;*
- *housing is a product of human endeavour and enterprise;*
- *housing is a vital part of integrated development planning;*
- *housing is a key sector of the national economy; and*
- *housing is vital to the socio-economic well-being of the nation.*

From the foregoing it is essential to understand various focal points in which the national housing policy in South Africa and more particularly the Gauteng Province is critical in order to accelerate the provision of public housing. The provision of these recognitions by Parliament and the Gauteng Provincial Legislature is also important in guiding the activities of the national Department of Housing together with its stakeholders. Further, it is important to provide additional reasons to that of the recognition of Parliament and the Gauteng Provincial Legislature for undertaking this study. Firstly, the significance of this study is relevant to the South African and in particular, the Gauteng Province's housing market, including low-income households. This is so due to the fact that having read extensively through the literature of national public housing policy and having identified existing gaps, it has become evident that the increasing public housing backlog requires solid governmental interventions. Such

interventions should be able to provide substantive mitigating factors to address the housing problems. Secondly, this study aims at contributing to the body of knowledge within Public Administration as a field of study. In this regard, the author has realised that the potential value of this study lies in the hope that it will increase the knowledge pool relating to public housing policy issues (see Charlton and Kihato, 2006: 269; Huchzermeyer and Karam, 2006: 3-6). Such a pool of scholarship is important in ensuring that debates shape (and are also shaped by) current trends and practices within the public housing field. This is important since the need to continuously theorise and conceptualise housing issues arises (Mouton, 2001: 87).

1.4 PROBLEM STATEMENT FOR THE STUDY

The role played by the previous and existing governments in South Africa in terms of the national public housing policy clearly shows a multiplicity of goals and objectives, which added to its complexity. The national public housing policy in South Africa had distinctive goals, and though its role was often focused on public housing provision, more importantly, it remains a source of controversy because of its perceived failure to achieve its developmental goals and the removal of the elements of housing inequality. It cannot be emphasised more about the centuries-old political, social and economic ills that have been inflicted on South Africa and the urgency for South Africans to develop appropriate mechanisms that would result in enhanced housing provision, promote economic growth and reconstruction, and foster social equity in South Africa (see Republic of South Africa, White Paper on Reconstruction and Development, 1994: 3). To this end, the implementation of the *Housing Act 107 of 1997* and *Gauteng Housing Act 6 of 1998* was perceived as the answer to South Africa's (including the Gauteng Province's) housing problems. The implementation of this Act has been premised on the pledge that government would also put its house in order, and not only look to the private sector for assistance based on sound

partnerships. The literature reveals that the public housing problems that are experienced in the Gauteng Province include housing backlogs, housing and service delivery protests, the provision of quality housing structures, rapid urban growth, as well as the creation of human settlements (cf. Acioly, 1992: 15; Charlton and Kihato, 2006: 255; Cross, 2006: 250).

Although the picture given in the previous paragraph seems bleak, there are signs in the legislative framework that South Africa is gradually beginning to make progress in removing some of the worst elements of the housing inequality. A new legislative framework was established in 1994 and is now in place and the pace of housing delivery is quickening. But problems remain as there are still stark contrasts between the opulent housing conditions of many of the white citizens and the overcrowded and primitive conditions of many of the black ones. An education and training programme will be required if the Gauteng Province and its municipalities are to ensure the housing provision which is required and avoid inefficiency and corruption. As with many other aspects of life in South Africa (including the Gauteng Province) much will depend on the strength and balance of the economic gains and whether an emphasis on social and political reconciliation will survive in the future (cf. Charlton and Kihato, 2006: 252-253; Huchzermeyer and Karam, 2006: 1-14).

From the foregoing, it is evident that the problems in the national public housing policy are legion. However, the limited scope of this study makes it essential that a clear and concise research problem be identified, arranged and commented on in a succinct and clear manner that does not belie the magnitude of the phenomenon of the housing problems. In consideration of the background provided above, the main research problem to be addressed by this study is:

What are the effects of the development and implementation of the national public housing policy in South Africa? To what extent are these effects of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998*

conducive to addressing the public housing problems in the Gauteng Province?

1.5 RESEARCH QUESTIONS FOR THE STUDY

The necessity of examining and evaluating the effects of the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998 as the above problem statement shows, is clear, as the reason to ensure housing equality, stability and economic progress in South Africa and the Gauteng Province, cannot be relegated to the periphery. Through the application of primary and secondary research methods, specific research questions, which could lead to the possible solution of the above problem statement, were identified. The following questions that apply to the national public housing policy in South Africa may therefore provide answers to the research problem:

- To what extent is the governance (erstwhile and current) of housing problems in South Africa embedded in South African history since 1948 and relevant to the Gauteng Province?
- What are the guidelines and features of the national and provincial public housing policy, legislation and strategies in the Gauteng Province?
- What were the reasons from 1994 onwards for the formation and development of a new administrative and legislative framework and institutions for national and provincial public housing delivery?
- What are the constraints, problems and obstacles in national public housing policy for the Gauteng Province?
- What have the successes and failures of the national public housing policy in South Africa since 1948 been?
- What practical actions could be taken at institutional level to enable the government to deliver and implement the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998 effectively and efficiently?

1.6 OBJECTIVES OF THE STUDY

From the above research problem and research questions, objectives of the study can be formulated which are closely interlinked with the theme and which constitute the chapters of the study. Thus, the primary aim of the study is to examine and evaluate the development and existing problems of the national public housing policy in South Africa.

In order to address the main research problem and research questions of the study (see section 1.4 and section 1.5), the objectives of the study are to:

- Objective 1: Provide a historical overview of the development and implementation of the national public housing policy from 1948 to 2005.
- Objective 2: Examine the effects of guidelines and features of the national public housing policy, legislation and strategies of the development and implementation of public housing in the Gauteng Province.
- Objective 3: Examine the effects of the nature and reasons of the national and provincial public housing administrative reforms during the period 1994-2005.
- Objective 4: Examine the constraints, problems, obstacles, failures and successes of national public housing policy in the Gauteng Province.
- Objective 5: Analyse the practical administrative actions undertaken at institutional level to implement the *Housing Act 107 of 1997* and *Gauteng Housing Act 6 of 1998*.
- Objective 6: Outline the research design and methodology used in this study.
- Objective 7: Analyse and interpret the results of the semi-structured personal interviews and focus group discussions.
- Objective 8: Draw conclusions, evaluate the successes and failures and make recommendations of the national public housing policy and legislation in providing access to public housing in the Gauteng Province.

1.7 DEMARCATION OF THE STUDY

This study focuses mainly on the effects of the development and implementation of the national public housing policy in South Africa with specific reference to the Gauteng Province. For purposes of clarity, Figure 1.1, p13 (see Section 1.7.4) below indicates the map of South Africa with its different provinces, including Gauteng. Although the investigation is not aimed chronologically at a specific period of time, selected events from 1948 to 2005 (and sometimes beyond) are researched, within the boundaries of the coming into effect of the new dispensation in 1994, the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998. While unstructured personal interviews with senior officials within the national Department of Housing¹ were undertaken, focus group discussions were also facilitated with other housing practitioners and researchers in the Gauteng Province.

In further unbundling the demarcation of the study, the following aspects receive attention, hierarchical dimension, focus groups and the time dimension.

1.7.1 Hierarchical dimension

All professionals functioning within the public housing fraternity are included as part of the hierarchical group in this study. These professionals include independent housing experts, national Department of Housing officials, Gauteng Province officials, middle managers of the City of Johannesburg Metropolitan Municipality officials, and the Mogale City Local Municipalities' ward councillors. Those who fall outside the scope of the hierarchical dimensions are public housing beneficiaries since they are mainly at the receiving end and do not

¹ It is necessary to bear in mind that during 1994, the National Department of Housing was established in South Africa. Since the Zuma administration in April 2009, the name change was effected to the national Department of Human Settlements. Therefore, this change to the national Department of Human Settlements is not reflected in this study as it falls outside the scope of the study of 1948-2005.

directly and regularly participate in either the administration of development or implementation of public housing policy.

1.7.2 Focus groups

The selection of three focus groups for the semi-structured personal interviews and focus group discussions necessitated a variety of respondents from the Gauteng Province. In this regard, respondents from the Gauteng Housing Research Forum, officials of the City of Johannesburg Metropolitan Municipality as well as the ward Councillors of the Mogale City Local Municipality were contacted. An understanding of the fact that, while some members of the Gauteng Housing Research Forum, officials of the City of Johannesburg Metropolitan Municipality as well as the ward Councillors of the Mogale City Local Municipality are not employees of the Gauteng Department of Housing, they form part of its key stakeholders. This is because the development and implementation of the *Gauteng Housing Act 6 of 1998* is undertaken by these stakeholders (in particular, municipalities), especially under the auspices and support of the Gauteng Department of Housing. The above selection of focus group provides an opportunity to understand the housing policy development and implementation better in the Gauteng Province in as far as the role of these stakeholders (municipalities) is concerned. The collected primary data has also highlighted interesting phenomena in which, on the one hand, metropolitan municipalities such as the City of Johannesburg Metropolitan Municipality in some cases are involved in the construction of their own houses. On the other hand, smaller municipalities such as the Mogale City Local Municipality are entirely dependent on the Gauteng Department of Housing to build houses for its low-income households. It is in this regard, that the extent to which the effects of the *Housing Act 107 of 1997* and *Gauteng Housing Act 6 of 1998* highlights the conduciveness or difficulties to address public housing problems.

1.7.3 Time

As it has been highlighted before, the time dimension for the study considers the period between 1948 and 2005. This demarcation in terms of time dimension is intended to provide a focus on key activities between these periods, although not necessarily in any chronological order.

1.7.4 Geographical region

In accordance with the *Municipal Demarcation Board Act 27* of 1998 the Gauteng Province comprises of several municipalities which include the City of Johannesburg Metropolitan Municipality as well as the Mogale City Local Municipality. The functioning of the Gauteng Province in the development and implementation of the *Gauteng Housing Act 6* of 1998 requires an active involvement of municipalities to translate policy into deliverables. The effects of the Gauteng Province's housing policy input cannot be divorced from municipal outcomes as effects. Thus, the development and implementation of provincial housing policy have a direct bearing on whether municipalities in the Gauteng Province are regarded as successful or not, although municipalities are positioned at a different sphere of government (which is lower) than national and provinces. To further understand the geographical location of the Gauteng Province within South Africa, Figure 1.1 (map) is provided below:

Figure 1.1: Map of South Africa



Source: (<http://nicb23.files.wordpress.com/2009/06/map.jpg>).

1.8 RESEARCH DESIGN AND METHODOLOGY OF THE STUDY

This study is primarily intended to be an exploratory investigation on the development and implementation of the national public housing in the Gauteng Province. In this regard, the research methods employed in this study include a literature review, semi-structured personal interviews for the respondents in the national Department of Housing as well as semi-structured focus group discussions for the Gauteng Province stakeholders. A comprehensive justification of the research design and methodology, data collection and data analysis are undertaken in Chapter six of the study.

1.9 TERMINOLOGY

It is not the purpose of this study to analyse the concepts used in the domain of housing in Public Administration or to analyse the acceptability or the correctness of each possible meaning put forward by various authors. However, to avoid uncertainty and ambiguity in the interpretation of concepts, terms utilised throughout the study are concisely defined below.

The choice was made to use 's' (based on UK spelling) instead of 'z' (US spelling) consistently throughout the study in words such as 'organisation'.

Public housing could also be regarded as affordable housing. This means that housing development (or conversion of existing stock) is undertaken specifically for people with income levels ranging from below middle to very low and even no-income households. The policy on public housing is usually designed for the lower income groups in society and it involves government subsidies as well as profit caps for developers (Smit and Purchase, 2006: 1,7-8). The Social Housing Foundation (2008: Online) defines public housing as all housing stock that is owned, managed, and maintained by any branch of government at a local or provincial level. The definition of the Social Housing Foundation as an entity to manage public housing stock is discussed in Section 4.3.3.3 on p189-190. This definition is the one adopted and operationalised in this study. It is an important aspect since it satisfies the principle of public service delivery in which governmental actions are understood to be geared towards the delivery of quality services. This implies that all services regarded as the responsibility of government should be known as public services.

Policy is the statement of intent in which the government has made attempts to effect an improvement in the lives of the people it serves. Lynn (1987: 28) argues for policy as referring to the goals of the government's leaders together with the programmes of action designed to achieve those goals. In this regard, the

Housing Act 107 of 1997 and the *Gauteng Housing Act 6 of 1998* should be regarded as the appropriate policy. Other policy guidelines are provided in the White Paper on a New Housing Policy and Strategy for South Africa of 1994 and *Breaking New Ground* of 2004 are examples of government policy. Further discussions regarding the *Breaking New Ground* of 2004 can be found in Chapter four, Section, 4.3.1, pp175-183.

Informal settlements are settlements of the urban poor developed through the unauthorised occupation of land, and are generally regarded as unhealthy and overcrowded in the urban peripheries (Huchzermeyer and Karam, 2006: vii).

Institution refers to a number of role players with a special relationship with one another who jointly and regularly perform certain functions to accomplish some purpose. A public institution is therefore the joint operation of a number of public role players (in the legislative, executive and judicial field) in performing certain functions for the government and society (Robbins and De Cenzo, 1998: 4).

Land management is the provision of effective and efficient land use and land administration services (Republic of South Africa, Department of Land Affairs, 2006/2007: 49). In managing land, authorities tend to impose rules on the use of land since it is regarded as a scarce commodity. In Baross's (1983: 181) terms, the capacity of the state to acquire and dispose of land, change its forms of tenure or regulate its use and development form an important component of land management.

Housing tenure is usually also referred to as the security of tenure for low-income households in urban areas. According to Banerjee (2007: 1) housing provision is closely linked to the security of tenure.

It is important to bear in mind that while this section provides conceptual clarification, comprehensive definitions of operational concepts are clarified in

their relevant chapters. Therefore, this is a snapshot of some of the concepts in perspective in the study.

1.10 OVERVIEW OF CHAPTERS

Chapter One provides a general introduction to the entire study. It includes the background and rationale for the study; the motivation for the study; the problem statement for the study; and therefore by implication the research questions for the study. It also covers the objectives of the study; demarcation of the study; limitations on the study; research design and methodology of the study (very briefly); terminology; as well as the overview of chapters.

In **Chapter Two** a literature review is undertaken in order to highlight patterns of public housing development in both developed and developing countries. The chapter assists this study to identify applicable approaches, trends and tendencies that are similar and different in the development and implementation of public housing policies.

Chapter Three provides a more extensive background for the following chapters and reviews the range of core theoretical foundations, concepts and characteristics necessary to understand the history of housing and the related problems in the Gauteng Province and South Africa as a whole since 1948.

Different aspects related to the effects of the guidelines, features and strategies that were implemented to combat the housing problems in South Africa and the Gauteng Province are considered in **Chapter Four**. Within the context of the preceding theoretical background, the study of legislative matters in this chapter provides greater clarity on the theoretical exploration of development, as well as the position and potential of a public-private partnership in the development of public housing in the Gauteng Province.

A study of the effects of the nature and character of the public housing policy is also considered as well as the administrative framework to implement the housing policy in the dispensation of 1994 in the Gauteng Province. The chapter intends to undertake a critical analysis of the effects of implementation measures (administrative) of the public housing policy. This is done because it involved a major shift in public housing policy to focus on development and equity in terms of public housing problems. These discussions are undertaken in **Chapter Five**.

Chapter Six discusses aspects related to the research design and methods. This chapter undertakes a thorough discussion regarding how data is collected in order to successfully ensure its validity and reliability.

Data collection through focus group discussions in the Gauteng Province as well as data analysis and interpretation are done in **Chapter Seven**. This chapter constitutes an empirical part of this study and provides details regarding views and perceptions of the respondents on the study objectives of this research.

In **Chapter Eight** a synthesis of the study, a factual evaluation of the successes and failures of the housing policy in the Gauteng Province, as well as certain observations on the *Housing Act 107 of 1997* and *Gauteng Housing Act 6 of 1998*, are undertaken. Conclusions are also drawn, based on the findings of the study, and proposals are made for possible future research arising from this study.

Finally, a bibliography and appendices to the text are provided to complete the study.

CHAPTER TWO

LITERATURE REVIEW – GLOBAL APPROACHES AND TRENDS AND TENDENCIES IN DEVELOPING NATIONAL PUBLIC HOUSING POLICIES

2.1 INTRODUCTION

Chapter one provided a framework for the study of the development of public housing policy in South Africa with reference to the existing public housing legislation. The purpose of that chapter, among others, was to clarify the problem statement and outline specific intentions that this study will undertake. The aim and objectives of this chapter are to provide an overview of the global approaches, trends and tendencies regarding the development of public housing policies. These developments from other countries should be able to provide an example for South Africa to ensure that the development of its public housing policy relevant to existing public housing conditions is undertaken.

In this chapter, the term 'public housing' is often used. According to Kennedy (in Wynn, 1984: 56), 'public housing' is similar to social or council housing. Other terms that are used interchangeably with public housing in this study are affordable and low-cost housing. This chapter discusses the development of a public housing policy in selected parts of the world, namely the United States of America (USA), Great Britain, the Republic of Ireland, Sweden, Germany, Brazil, Zambia and South Africa. The reasons why these countries are selected are also provided in this chapter (see Section 2.2, pp19-22). Most of these countries have much to offer this study in terms of how their public housing policies were developed.

Furthermore, a brief overview of the public housing policy in South Africa is discussed. In this chapter, approaches, trends and tendencies since 1910, when the Union of South Africa was inaugurated, are observed. This review is complemented by an historical overview of the public housing policy from 1948 to 2005. This historical overview is addressed in Chapter three of this dissertation.

2.2 IMPORTANCE OF A LITERATURE REVIEW OF PUBLIC HOUSING POLICY

Research on public housing policy should begin with a review of the existing literature. Mouton (2001: 68) acknowledges this viewpoint and concedes that there are a number of very good reasons why a literature review should form part of any study. Basically, a literature review investigates the views of other authors about the research problem. Before entering into the interpretation of further reasons for the importance of a literature review for this chapter, it is necessary at this stage to once again point out the research problem of this study, namely, the principles and nature of the public housing policy in South Africa and the extent to which the *Housing Act 107 of 1997* is conducive in addressing the existing public housing problems. A literature review is also very important to establish whether existing theories address the above research problem. This literature review will therefore try to determine whether previous research has been undertaken with regard to this problem. Such a review will be useful in seeing whether the previous research on public housing policy has been consistent or whether authors disagree among themselves and whether flaws exist in the literature which could be remedied by this study.

From the above, it is clear that a literature review could play an important role in an investigation such as that of a public housing policy. Since a literature review is so important, the question may therefore be asked: What can be done to

organise the review process? The answer is simple: Without a proper approach there is no way that a literature review can be properly structured or presented.

In order to properly present the literature, Mouton (2001: 91-95) presents at least six possible approaches that should be considered whenever a literature review is undertaken, namely, first it should be based chronologically or by date of the study. In this regard, the oldest to the most recent studies are discussed and findings are presented in this order. Second, it is done by school of thought, theory or definition. The discussion of the most appropriate theories, models or definitions of a particular phenomenon (for example a public housing policy) are taken into consideration. Third, a classification or typology data can be presented using a name or construct in which key themes of studies evident in the research problem. Fourth, a literature study could be approached with a hypothesis, especially in empirical studies, for various reasons including the empirical tests of the formulated research hypotheses. Fifth, it could be approached by the case-study method. When the aims of the study are more exploratory and descriptive, case-study approaches are more suitable. Thus, the aim of the literature review would be to provide examples. Sixth, it could be approached by method. Method means that it could be undertaken by investigating a specific phenomenon using a comparison of quantitative against qualitative approaches. This approach is not commonly used, however.

In a study of public policy Van Vliet (1990: 7) reveals that policy relevant issues are typically descriptive as they (policy issues) aim to unravel and learn from experiences of other countries. The underlying rationale is to assess a given national public housing policy in the light of alternative policies pursued somewhere else. However, applied policy-oriented studies tend to give issues 'serial treatment' that identifies similarities and differences among countries without addressing the underlying reasons, while the more theoretical analyses go beyond this and seek to explain the patterns found to exist in terms of one or more modes.

It is therefore, important to view approaches or strategies that Mouton (2001: 91-95) advances as possible approaches to the literature review. The application of these strategies should provide a framework to which global trends and tendencies (including in South Africa) are categorised and the study should further provide platforms for suitable patterns for South Africa. Suggestions for a new public housing policy approach that could be relevant to the South African situation will be provided in Chapter six of the dissertation.

Subsequent paragraphs present a literature review in the case-study format regarding the development of public housing policy in the United States of America, Britain, Ireland, Sweden, Germany, Brazil, Zambia and South Africa (Gauteng Province). The applicability and relevance of each of these countries' approaches to the Gauteng Province's housing policy is discussed at the end of each case-study. It is important to study approaches, trends and tendencies that manifest in other countries of the world to enrich this research. This approach should further assist South Africa (in particular, Gauteng Province) in viewing and/or ranking itself among other countries of the world. Although some comparative elements between South African practices and approaches and these countries may manifest, it is, however, not the aim of this study to provide a comparative approach. The aim of this chapter is to examine approaches, trends and tendencies that are evident in the global arena of public housing policy in which both efficacious and futile practices could serve as lessons for South Africa and the Gauteng Province.

Furthermore, the question may arise regarding why and how these countries were specifically selected in this study. The answer for this is demonstrated in five reasons. Firstly, it is important to learn from international (best and worst) practices that could help South Africa to enhance its own relevant public housing policy. Secondly, it is important to notice that these countries under study include some of the developing (then East Bloc, Brazil, South Africa and Zambia) and

developed countries (such as the USA and Great Britain). Notably, some of the countries discussed are more influential in global politics and international bodies such as the United Nations and the World Bank.

Thirdly, although with the exception of Brazil, South Africa and Zambia, all are regarded as developed nations. It appears from the literature that at some stage in history, all these countries were developing and their experiences as well as achievements should suffice in providing important international lessons to South Africa and many other developing countries globally.

Fourthly, it is not possible to study the approaches, trends and tendencies of all countries in the world. Therefore, only selected countries could serve the basis for providing the necessary international lessons for South Africa. Fifthly, on the basis of the availability of information especially from the library, academic journals and Internet sources as well as through various sources of data collection as indicated in Chapter one of this study (see Chapter six, Section 6.2, pp296-312), these countries were selected.

Furthermore, it is important to view the discussion of each country in relation to Mouton's approach of a case-study (see Section 2.2, pp19-22). To commence with a series of case studies, the study of the development of the public housing policy in the USA is presented hereunder.

2.3 DEVELOPMENT OF PUBLIC HOUSING POLICY IN THE UNITED STATES OF AMERICA (USA)

The studies undertaken to observe the American housing policy show that these do not seem to have developed within the same traditions as those in Europe. Housing in Europe has been generally perceived as a social right and governments have been held responsible for the housing welfare of their citizens.

In 1937 the National Association of Real Estate Boards (NAREB) in the USA strongly opposed the establishment of the public housing programme. NAREB is a private sector entity that represents the interests of private sector property sellers and constructors. Although the housing policy grew out of the depression of the 1930s, the motive was to inject the collapsing building industry as well as protecting investor confidence by providing guarantees for the well functioning mortgage market (see studies by Levine in Lederman, 1993: 64-65 and Lundqvist, 1986: 31).

In his study on the public housing policy in America, Fuerst (1974: 135) further contends that many people (non blacks) had negative attitudes towards living with black people. Blacks formed the majority of the low-income earners and required substantive public houses from the government. However, Fuerst states that as blacks started moving into the government's low rent houses which were predominantly occupied by whites (of lower-income groups), whites moved out. NAREB also rejected the recognition of the need for public housing for low-income earners, the majority of which were blacks. Other studies regarding the need and development of a public housing policy in the USA conducted by Ball, Harloe and Martens (1988); Marcuse (1990); Urban Foundation (1993); and Banks and Banks (2004) are useful in providing both the historical development of the public housing policy and approaches that have boosted public housing conditions since 1937 in the USA.

Furthermore, Banks and Banks (2004: 24) hold the view on the American low-cost or public housing and racial attitudes that:

...In 1937, racial segregation was accepted throughout the country, creating separate white and 'negro' public housing projects ... Approximately three quarters of all residents moved from 'substandard' housing conditions. The term 'substandard' generally refers to conditions of overcrowding, despair, faulty plumbing or lack thereof, and

uncleanness ... Public housing during the early years of its existence was more in rent than what tenants paid before they accessed public houses ...

Thus, private builders capitalised on those divisive circumstances. However, during 1959 the government through the Federal Housing Agency and National Association of Housing Officials succeeded in documenting such anomalies in order to redefine eligibility. Through the study, the localities achieved some flexibility in determining which families in their communities were eligible for low rent housing programmes (Fuerst, 1974: 137).

Ball, Harloe and Martens (1988: 90-91) argue that the USA has the highest rate of ownership occupation and has maintained this position throughout the years since the Second World War. On the one side, the quantity of housing in the USA, based on the supply of housing, increased rapidly after the war. The rate of the construction of both public and private housing had consistently surpassed the rate of population growth recorded by the census conducted during 1960 and 1980 respectively. For example, the studies conducted by Marcuse (1990: 328-331) during 1990 indicated that between 1970 and 1988, the population increased by 16.7 percent per annum while housing units constructed and provided increased by 35.4 percent. On the other side, the quality of the houses provided during the past sixty years (since the 1940s) had increased dramatically. Furthermore, the Commission on Housing (established by the then President Ronald Reagan in 1982 to investigate and report on the housing conditions of Americans) reported that Americans are the best housed people in the history of the world. Surprisingly, five years later, estimates of the number of homeless persons living on the streets or in emergency shelters ranged from a low of 300 000 to a record high of 3 million (Marcuse in Van Vliet, 1990: 328-329).

However, these figures may be misleading since the rapid expansion in the housing supply has not been the same for all population groups (Marcuse in Van Vliet, 1990: 329). Fuerst's (1974: 135) view is that the major problem of the public housing programme has been in racial attitudes. Blacks were concentrated among the lowest-income groups.

In addition, the research conducted by the Urban Foundation (1993: 1) in the USA indicated that the number of homeless people is rising, families are rent-burdened, and dwellings are overcrowded. The Urban Foundation is a non-governmental development organisation which aims to promote the development of disadvantaged people, especially through research undertakings on the global arena (Urban Foundation, 1992: Online). However, notable successes of community-based development programmes in the USA have played a revitalising role resuscitating their cities as well as the housing strategy. The following are important findings of such successes:

- since 1979, the Local Initiative Support Corporation (a national non-profit intermediary which channels private investment into community-based projects) assembled a 648 million US dollars capital pool which levered 1.9 billion dollar investments to more than 830 local organisations.
- community based developers have completed 320 000 affordable housing units, with production climbing by almost 40 percent in the four years to 1991.
- through mobilising neighbourhoods, community-based organisations have influenced local and federal policy making and legislation. Advocacy groups have also been successful especially in bringing investment back to the inner city (Urban Foundation, 1993: 1).

The above efforts and successes should be attributed to interventions and/or strategies undertaken by the USA government with the participation of advocacy groups. Although the supply of affordable housing has declined during the 1990s, the responsibility for low-cost housing has shifted from federal to municipal

government levels since the 1970s (Urban Foundation, 1993: 2). Accordingly, preservation options have assisted in curbing the deterioration of houses, ensuring the replacement of houses lost to development and generally maintaining low-cost development opportunities. Preserving low-cost development sites and housing is important. Six strategies were outlined by the Urban Foundation (1993: 4) after conducting a study in preserving low-cost developmental sites for the period 1970 to 2000. First is the disposition of surplus public land. The first right to purchase publically owned land is made available for non-profit organisations. Second is the housing replacement. Developers must replace (elsewhere) the exact amount of affordable housing demolished for up-market development. Third are the anti-slumlord ordinances. Instead of paying their rents to landlords, tenants pay into a special bank account kept by the city. Rent profits are turned over to property owners for needed repairs to buildings. Fourth are the limits on ownership conservations. In response to tenant anti-displacements movements, the conversion of multi-family rental buildings into private ownership is controlled. Fifth is the question of fair housing. The national laws which prohibit discrimination in housing on the basis of race, ethnic origin, religion and physical disability can be extended to other vulnerable groups such as the unemployed. Sixth are the aspects of rent and eviction controls. Rent and eviction controls prevent property owners from evicting people simply to replace them with higher paying tenants. However, rent controls in particular, remain a contentious policy approach.

From the foregoing, it is clear that public or social housing provision has encountered strong opposition from the private housing developers in the USA for various reasons such as the motive to inject the building industry and to protect investor confidence in the USA (as discussed above), since 1937. In that regard, the market forces dominated housing provision. However, low-cost housing has been constructed as part of social housing projects, although with fewer figures compared to private housing provision. It is further evident from the collected data that the American housing provision has increased dramatically

since the Second World War and was able to surpass population growth at some stage in history.

It is important to view how the South African, and in particular, Gauteng public housing policy development could benefit from the USA public housing experience. The historical background regarding the provision of housing and other services manifests similar variables with that of South Africa's apartheid era, in which race was the principal determinant of service provision. It can also be interpreted that the need for public housing in the USA was opposed by private developers and government, because black households formed the majority of the low-income groups and the need for public housing (Banks and Banks, 2004: 24). Furthermore, the American success may also be attributed to the fact that blacks (associated with low-income groups which depended mainly on government-provided dwelling units) are in the minority and did not have a major influence on the public housing policy and market forces. During the period 1970-2000, the decentralisation of housing construction to municipalities and the deracialisation of the housing policy approach have managed to further increase the provision of housing with larger margins. It would therefore suffice at this stage to say that the American housing policy is private-sector oriented and/or dominated, which promotes private housing development. In the Gauteng Province, for example, the challenge facing the provincial government is the public housing backlog which is expected to continue beyond the government's next term of office to 2014 (Republic of South Africa, Gauteng Department of Housing, 2009: Online).

This experience from the USA has important lessons for the Gauteng Province's public housing policy, particularly where its policy development has been developed under conditions similar to those of South Africa (especially during the apartheid era). Furthermore, experience from Great Britain could also increase the pool from which the South African government (in particular in the Gauteng Province) can set international benchmarks for itself. The development of a

public housing policy in Great Britain could also serve as another important lesson for the South African government's endeavour to improve the public housing policy in South Africa.

2.4 DEVELOPMENT OF HOUSING POLICY IN GREAT BRITAIN

Several studies have been conducted by various authors such as Bendixson (in Fuerst, 1974); Murie, Niner, and Watson (1976); Smith (in Wyn, 1984); Dickens, Duncan, Goodwin, and Gray (1985); Lundqvist (1986); Dauton (1990); Harloe (in Van Vliet, 1990); Murie (in Norton & Novy, 1991); Langstaff (in Birchall, 1992); Balchin (1995); Malpaas and Means (1996); Malpaas and Murie (1999); and Malpaas (2005).

Malpaas and Murie (1999: 20) state that during the 1840s, Britain was what is now referred to as a 'developing country'. During that period (1840s), the economic base was changing from agrarian to industrial production and people were moving from rural to urban areas in search of jobs, which exacerbated urban population growth which increased by more than 76 percent *per annum* (Bendixson in Fuerst, 1974: 23; Daunton, 1990: 2). In 1871, the Local Government Board was established to oversee local affairs including public housing provision. Subsequently, urban areas became overpopulated and slum conditions were inevitable. The *Housing Acts* of 1885 and 1890 were promulgated ensuring that public authorities were the main suppliers of housing for the needy and these largely usurped the role of the charities and self-help organisations. By 1909, the *Housing and Town Planning Act* of 1909 had been promulgated, which provided powers for the local government to prepare town planning schemes (Balchin, 1995: 143; Murie, Niner and Watson, 1976: 92-93).

Smith (in Wynn, 1984: 77) coordinates the previous argument by analysing the pre-1945 British housing policy of the First World War post-war Labour Party

government. In 1935, the *Housing Act* of 1935 was passed and gave a statutory interpretation of overcrowding and slum conditions which made it an offence on the part of a landlord and tenants to allow slum conditions to continue. During the war period, there were virtually no houses built. Thereafter, strategies acceptable to most political parties to provide affordable public housing to the generally underpaid workers were drafted. During the period 1946-1951, the Labour Party government encouraged municipalities to build as many houses as possible to house the resurging population growth to improve the worst housing problems of the twentieth century (Malpaas, 2005: 1).

During the period 1946-1951, the Labour Party government produced an average of 170 000 houses *per annum*. Thereafter, the Conservative Party government was elected and during 1951 promised to deliver 300 000 houses *per annum*. By 1954, the annual housing completion figure increased to over 300 000 with about 200 000 of the total completion provided by local authorities until 1964, when the new administration of the Labour Party was reinstated. The Labour Party government revised the *Rent Act* of 1957 in 1965 and during 1968 the annual completion of houses in England and Wales rose to a high of 372 000 *per annum*, especially due to the high number of dwellings completed in the private sector. Simultaneously, during the 1960s, the then government dealt with slum clearance and introduced the government redevelopment programme. This programme was, among other things, aimed at increasing and improving the provision of public housing. Subsequently, the *Housing Act* of 1974 introduced a new subsidy system and new policies for older housing as well as the role and outputs of housing associations. Housing associations were encouraged to register as non-profit organisations or as charities. According to Balchin (1995: 146) the housing associations had a better record in helping disadvantaged communities such as the elderly, single parents, and the unemployed, compared to the local authorities which were described as more bureaucratic in nature in the delivery process of public housing. This put the housing associations at centre stage in the early 1990 for its role in the British housing policy (Balchin,

1995: 145; Langstaff in Birchall, 1992: 29; Malpaas and Murie, 1999: 75; Smith in Wynn, 1984: 78-96).

Murie (in Norton and Novy, 1991: 212) further alludes to the fact that in 1976 new council housing provision declined from around 105 000 units *per annum* to about 67 000 in 1980 and under 18 000 units *per annum* (since 1976). In 1979, the Conservative Party government drafted a consultative document on housing. This was a new approach by the government to stimulate economic growth so that the market could operate independently and effectively. In fact, Malpaas and Means (1996: 27) mention that between 1979 and 1996 ten acts of parliament were passed dealing specifically with housing or closely related areas which indicate the extent to which the government was engaged in housing matters. Malpaas and Means (1996: 27) further expound that the Conservative Party government had entrenched the belief in the superiority of the market. Harloe (in Van Vliet, 1990: 90) adds that major changes occurred in the housing policy in 1979 when subsidies for a new public housing policy were reduced and the programme of sales of existing public houses to its tenants was introduced.

According to Balchin's (1996: 210) analysis, housing needs in Great Britain were largely satisfied after the Second World War up to 1996. Lundqvist (1986: 11-12) concurs that the few decades after the Second World War have witnessed an unprecedented expansion of government intervention in housing, despite the superiority of market operations in the provision of housing between 1979-1996. However, it does not mean that every person and household was provided with adequate housing. Balchin (1996:210) recorded that there was a current need for a further two million dwelling units. Furthermore, Balchin (1996: 201-211) argues that in order to meet the housing demands and needs during the period 1991-2011, about 240 000 new houses should be built *per annum*. In general terms, the literature indicates that households have been satisfactorily provided with housing and the government also views the situation as having stabilised, but the housing conundrums are continually shifting in terms of their origin, location and

content (Van Vliet, 1990: xxvii). Murie (1991: 215) records that despite increasing inequalities in public housing provision and wider community divergence between minimum standards, a growth in homelessness and affordability problems exists. Therefore, the challenge is to manage, rather than to meet and to attempt to create, favourable market conditions as well as to provide subsidies to enable households to obtain public housing in the market (Dickens, Duncan, Goodwin and Gray, 1985: 146-155).

Furthermore, Great Britain, a developed country and a G-8 member, has adopted a policy regarding the government's new homelessness strategy. G-8 countries are regarded as the richest countries in the world. The purpose of the new public housing policy strategy is to halve the number of households living in temporary accommodation by 2010. Temporary accommodation falls under the homelessness legislation which is for recording households on the waiting list for settled homes, (permanent) public housing in Great Britain. According to the Policy Briefing 11 (2005: 4) document, the new strategy is intended to accelerate the provision of public housing with key partners in order to discourage homelessness, provide support for vulnerable people, tackle the wider causes and symptoms of homelessness and provide more settled homes. The projections made by the ruling Labour Party government (under Prime Minister Tony Blair) were that over the following three years (from 2005), increased investment together with efficiency improvements would produce about 75 000 social rented houses, an increase of 50% *per annum*, by 2008. Additionally, government funding, an innovative work with banks and building societies, will contribute to help as many as 110 000 first time buyers and key workers into affordable home ownership by 2010 (Policy Briefing 11, 2005: 5).

The provision of public housing in Great Britain since the 18th century is coherently presented in the literature with various challenges. Just like the current South Africa, which is regarded as a developing state, Britain was once in similar economic conditions about a century and half ago. The housing

conditions were chaotic with cities being over-populated and slum conditions rampant. It appears from the literature that conditions began to stabilise when housing policies dealing with slum conditions were enacted, when generally underpaid workers were provided affordable public housing and when powers were decentralised to municipalities to build as many houses as possible to counter the resurging population growth. Although the role of municipalities has been instrumental in accelerating public housing provision in Britain, bureaucratic procedures have also been blamed for reducing public housing outputs. Housing associations have further participated and contributed positively to the provision of housing and have a better record of public housing provision for the period 1946-1990, compared to local authorities during a similar period (Balchin, 1995: 146).

Governmental intervention in public housing provision has been an important part of the British housing policy. Innovative approaches to providing housing, including those of banks and building societies, are also regarded as 21st century measures for reducing homelessness. However, Great Britain still requires two million houses which require about 240 000 new dwelling units *per annum* between 1991 and 2011. Although there is a general communal satisfaction regarding governmental provision of public housing, the need for public housing seems urgent (Balchin, 1996: 211). Such a situation of homelessness is common and even worse in South Africa and the Gauteng Province which is further confronted by many service delivery challenges and backlogs, let alone public housing (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 3-6; Republic of South Africa, Gauteng Department of Housing, 2009: Online). Furthermore, the role of municipalities in the provision of sustainable human settlements could become a reality in the Gauteng Province when power is decentralised. The decentralisation should ensure that the province allows municipalities not only to make available the land for development, but also to build houses and provide infrastructure. The accreditation process (of municipalities) should be fast-tracked, although the

necessary capacity of all the municipalities should not be relegated to the periphery.

It is further important to consider the case-study of the Republic of Ireland regarding the approaches, trends and tendencies of public housing policies. The discussion of Great Britain serves as one of the classical examples for the South African and the Gauteng Province's public housing conditions. Consequently, the discussion of the Irish Republic could also serve to increase the pool of examples and lessons.

2.5 DEVELOPMENT OF PUBLIC HOUSING POLICY IN IRELAND

Ireland's households were dominated by a large number of home owners or owner occupation as opposed to the many rented households in other European Union (EU) countries (Balchin, 1996: 150). Furthermore, the administration of public housing was under the control of local governments/authorities. The attempt to explain the tenure pattern of the housing policy commenced in the second half of the nineteenth century (McAllister, 1996: 162). Thus, owner occupation of the households accounted for approximately 80 percent of the housing stock during 1996 (McAllister, 1996: 163). Table 2.1 below provides data regarding homeowner occupation statistics compared with other tenures from the period 1951-1990.

Table 2.1: The Republic of Ireland: Homeowner occupation and tenure between 1951 and 1990

Year	Owner-occupation %	Local authority rented %	Private rented %	Housing and other associations %
1951	54	11	32	0.5
1961	60	18	17	0.5
1976	71	16	11	0.5
1981	74	12	10	0.5
1990	78	13	9	0.5

Source: Power (in Balchin, 1996:150)

The table above indicates homeownership as taking the bigger slice of the tenures available in Ireland, although Power (in Balchin, 1996: 150) does not clarify the remaining figures in percentages to make up 100 percent. However, the table provides an important contribution to this study since it highlights significant housing patterns and tenure preferences for the five decades since the Second World War. Since the administration of housing provision is vested in local authorities, households are pressed to own houses rather than to rent. Furthermore, the *Housing Miscellaneous Provisions Act 43 of 2004*, among others, allows private financial institutions access to the affordable housing mortgage market and facilitates the direct sale of affordable housing units to eligible persons nominated by the local authority. This Act intends to regulate and accelerate the sale of affordable housing (Boland, 2005: Online; Lewis, 2003: Online).

Housing is one of the most significant service delivery issues (Republic of Ireland, Dublin Docklands Development Authority, 2004a: 2). Meanwhile, in

South Africa, the public housing policy of a political party could attract or detract votes during an election period (see Section 2.10.1 for further discussion of this point). The Dublin Docklands Development Authority was established in 1997 by the *Dublin Docklands Development Authority Act 7 of 1997* to facilitate the regeneration of the Dublin Docklands (a city in the northern part of Ireland) especially in the social and economic area including housing. However, the rapid increase in land values and house prices has placed the purchase of residential accommodation beyond the reach of most residents, which has hindered the generation of the local economy to a large extent. Despite Ireland's large number of households owning houses during 2005, there were also a number of people (about 48 000) that were still on the social housing waiting-list. The number demanded the Irish government provide alternative means to accelerate housing provision. One such innovative means that has been adopted is the involvement of the private sector, especially through public private partnership (PPP) arrangements. A PPP arrangement is a partnership between the public and private sector for the purpose of delivering a project or service which was traditionally provided by the public sector. The latest assessment during early 2005 by Ahern (2005: Online) indicated that some families were on the social housing list and some PPP projects were in operation (Ahern, 2005: Online). The Irish government has committed and formulated legislation to promote PPP initiatives in the public housing sector (see Section 2.5, pp33-41 for a detailed discussion regarding PPP approaches in public housing provision) (Ahern, 2005: Online).

In most countries of the world, as in Ireland, aspects of housing provision are inextricably intertwined with the issue pertaining to land. In particular, the Affordable Housing Initiative was introduced in Ireland during 2004. This initiative intends to inject extra state resources, in the form of surplus or under-utilised land. The purpose of the Affordable Housing Initiative is to further generate funding for both existing and affordable housing programmes and requires that social and affordable apartments have the same typical appearance of market

apartments, such as they could not be readily distinguished on the streetscape by the category of tenure (Republic of Ireland, Dublin Docklands Development Authority, 2004a: 14; Geraghty, 2004a: 4).

Furthermore, the Affordable Housing Initiative is accredited with the substantial progress of the potential yield of over 10 000 public housing units (McAllister, 1996: 168). That is over the target set by the stakeholders of all housing tenures, namely owner occupation, local authority housing, the private rented sector and the voluntary sector. Other state institutions, including the Bank of Ireland, have played a vital role in strengthening this initiative, especially with the intention of supporting low-cost housing for low-income households. The best practices for delivering this method were carefully considered to avoid undue delays. Through project management arrangements, local authorities ensured that to the greatest extent possible, progress in the construction of affordable housing was expedited (Geraghty, 2004: 4-8). It has been mentioned elsewhere in this chapter (see Section 2.5, pp33-41) that social or public housing is administered by local authorities in Ireland (McAllister, 1996: 166).

It is further important to provide a synthesis regarding the recent development of housing policy, the shifts on the housing policy, as well as a brief elaboration of the strategic aims and objectives of the housing policy in Ireland. In 1991, the National Department of the Environment developed the housing policy to encourage the rehabilitation and regeneration of dilapidated buildings and houses, rather than the building of new houses from scratch. The purpose of the policy was to achieve three aims: firstly improved opportunities for community and voluntary housing; secondly providing more choice or tenure in housing; and thirdly to ensure greater prominence for housing in urban renewal (McAllister, 1996:169). Through the 1991 housing policy, local authorities were empowered and encouraged to buy existing dwellings for refurbishment. In addition, the Republic of Ireland, Dublin Docklands Development Authority (2004a: 2) introduced the two strategic objectives of section 1.6 of the Master Plan and

Social Affordable Housing of 2003. Strategic objectives are the provision of a wide range of new housing in the area in order to achieve a desirable social mix and the integration of new residential communities with existing local communities in the area. Thus, modern approaches such as PPP arrangements should be taken into consideration to improve the provision of public housing.

Ireland has also undertaken research initiatives since 2001 to ensure the acceleration of service provision through networking and partnering arrangements with the private sector, especially for infrastructure services. In November 2003, Ireland developed the Policy Framework for Public Private Partnership to implement projects in the local government sector. The purpose of this document is also to assist local authorities through the various steps involved in ensuring that suitable housing projects are chosen. Suitable projects are also properly assessed to ensure that appropriate sanctions and approvals are obtained for the effective and efficient management of the project (Republic of Ireland, Dublin Docklands Development Authority, 2004a: 2).

The PPP process recognises that both the public and private sector boast certain unique competencies in the performance of specific tasks, and can enable public services and infrastructure to be provided in the most economically efficient manner by allowing each sector to do what it does best (Republic of Ireland, Policy Framework for Public Private Partnerships, 2004c: Online). PPPs must deliver value for money, for example, to provide assistance in the assessment of whether projects are cost-effective or not. In this regard, the National Development Finance Agency (NDFA) was established during 2003. The NDFA provides financial advice to public bodies entering PPPs. This realisation for the need to formally involve the private sector in housing delivery is an important direction in expanding business participation in government activities. South Africa should learn techniques and strategies from countries such as Ireland in their quest to improve public housing delivery. It is evident from the above that implementing alternative service delivery means such as PPPs could sometimes

offer better alternatives. Alternatives to the traditional means of public housing provision that have not addressed public housing problems and which have not enhanced public housing provision could be considered (Republic of Ireland, Policy Framework for Public Private Partnerships, 2003: 2).

The PPP arrangement is intended for use in a range of housing tenures including public or social housing provision. In undertaking such a task, pilot projects are put into place to gauge whether this approach is sustainable. The reason for this is that an estimated 500 000 housing units are required in the period 2010. It has been specified that in South Africa 2.4 million houses, 440 000 of these in the Gauteng Province, are required (Republic of South Africa, Gauteng Department of Housing, 2009: Online). The literature indicates that South Africa needed to build at least one million houses between 1994 and 1999 and then 300 000 houses *per annum* to close the increasing backlog. According to the Business Day (2006: 1 and 4) South Africa required 2.4 million houses during 2005 despite the government's delivery of 1.9 million low-cost houses since 1999. Knight (2004: 2) recorded the former member of the executive committee (MEC) of Gauteng Province who indicated that the number of houses still needed during 2003 was between two and three million with the population growth of two percent per annum. The Financial and Fiscal Commission (FFC) (Republic of South Africa, Financial and Fiscal Commission, 2005: 32-33) positively adds to the existing estimations that during 1994, the housing backlog was estimated at 1.5 million houses which increased to an estimated 2.5 during 2001 by the census 2001. The FFC is an advisory body and has a mandate to make recommendations on financial and fiscal matters to parliament, the provincial legislatures, and any other institutions of government when necessary. The FFC is separate from government and therefore is able to perform impartial checks and balances between the three spheres of government. As promulgated by the *Financial and Fiscal Commission Act 99 of 1997* FFC facilitates co-operative government on intergovernmental fiscal matters. Furthermore, the housing backlog in South Africa increased by nine percent between 1996 and 2001

(African National Congress: Reconstruction and Development Programme, 1994: 10; Republic of South Africa, Financial and Fiscal Commission, 2005: 33). It becomes evident, therefore, that broadening the pool of participation with the inclusion of alternative means to provide public services is an important 21st century approach. The public sector cannot successfully supply public housing services without joint venture arrangements with the private sector as is the case in Ireland (Griffin, 2001: 1).

The Irish government has also decided that from 2002 onwards, whenever local authorities consider undertaking major remedial work or regeneration schemes of 100 units or more, they will have to consider whether a Design Build (DB) or Design Build Operate (DBO) approach should be used. A DB is the PPP arrangement in which the private sector designs and builds or develops a property or service to be used by government immediately after that. DBO means that after the development of the property or service by the private sector, the private sector continues to operate the facility for a certain period of time to recover costs. Furthermore, this requirement also applies to local authority housing schemes commencing planning of 20 units or more. This requirement does not preclude local authorities from using this approach to schemes comprising less than 20 units. However, approval of the approach favoured by the local authority must be given by the National Department of Environment before the local authority proceeds with the preparation of the tender documents (Griffin, 2001: 3).

In proceeding with the housing tender document, the report should consider in detail whether the nature of the project is such that either a DB or DBO approach be considered and opted for. It is important to indicate on the tender report whether the trajectory preferred is (un)likely to produce better results than the normal competitive tender route with regard to the following aspects:

- possible innovative solutions: perhaps using newer technologies which would be unlikely to emerge under current procedures and which would yield advantages in terms of quality, cost, additional housing units and overall long term sustainability
- options for more efficient and effective management maintenance arrangements
- better allocation of risk for performance, particularly with regard to responsibility for design, performance guarantees, liability, and so on
- commencement of work on site at an earlier date than conventional procurement, with regard to normal timescales for contract document preparation and approval, tender periods, tender assessment, tender approvals, signing of contracts and mobilisation (Griffin, 2001: 6).

A consideration of the above aspects could assist in indicating whether a PPP trajectory will yield fruitful results. This kind of approach is cost-effective since well-estimated and calculated projections are made before the project is rolled out. In the case of Ireland, local authorities also advise the national Department of Environment of any housing developments which have been undertaken on a PPP basis. In the case of construction projects, details of location, size of site, number and mix of housing units constructed or to be constructed and the type of arrangement to be used should be indicated (Griffin, 2001: 7).

According to Balchin (1996: 150) since the 1950s, Irish housing tenure choices mostly emphasised the need for owner occupation, rather than other tenures. The administration of public housing was largely vested in municipalities. Such an approach is not familiar to South Africa where municipalities are highly undercapacitated, although recently the government intended to decentralise housing provision to municipalities (The Republic of South Africa, Financial and Fiscal Commission, 2005:29-30).

Furthermore, private institutions in Ireland had also been lured to participate and contribute in the provision of public housing through the Affordable Housing Initiative. Interestingly, the physical appearance of affordable housing is distinct from that of private housing. The Affordable Housing Initiative requires that social apartments should be constructed in such a manner that they could not be distinguished on the streetscape by the category of tenure. The innovation of PPP's approaches should be further regarded as a lesson for South Africa's public housing approach, in particular in the Gauteng Province, in accelerating service delivery in the 21st century. As in the USA and Great Britain, Ireland has homeless people, although it is regarded as a developed economy. On going through the literature it becomes evident that Ireland stands in a better position to provide a model for South Africa and the Gauteng Province in a range of aspects (such as developing PPPs, eliminating differences of physical appearances in public and private housing) relating to the provision of public housing. In fact, the Gauteng Province, as the richest province economically in South Africa, should introduce examples of PPP deals to the entire country. This is because large economic activities are taking place in the Gauteng Province and therefore access to private sector deals should be reasonably available, as compared to the other eight provinces in the country (Republic of Ireland, Policy Framework for Public Private Partnerships, 2003: 2).

From the above deliberations, the literature on Ireland's housing policy has provided a prolific insight and the necessary examples regarding approaches, trends and tendencies that are being undertaken in some countries.

It is further important to discuss housing policy approaches, trends and tendencies in Sweden.

2.6 DEVELOPMENT OF PUBLIC HOUSING POLICY IN SWEDEN

Approaches, trends and tendencies in Ireland provide South Africa and Gauteng Province with useful data, especially with regard to attracting the private sector to participate in the provision of public housing. This policy approach is salient in ensuring that the relevant stakeholders contribute meaningfully in improving the lives of their communities, especially financially. In a similar view, the Swedish case-study could provide an important input in this study.

The contribution of the Swedish approach in relation to the public housing policy in South Africa generally has been politically important. In this regard, during the exile years and banning of the liberation movements in apartheid South Africa, some of the African National Congress's (ANC) freedom fighters such as Kader Asmal (former Minister of Education) were in Sweden where the model for public housing was replicated as the ANC's party approach to housing provision. After the 1994 democratic elections, the ANC-led government decided to implement the approach as described by its quantity focus in all nine provinces, including the Gauteng Province, with a target of delivering a million houses within the first five years of government (Personal Interview: Ntombela, July 2005). It is therefore necessary to consider the approaches, trends and tendencies of the Swedish social or public housing in this literature review as additional to the five reasons mentioned elsewhere in this study (see Section 2.2, pp19-22).

Heady (1978: 47) states that during 1874, Sweden was seen as the poorest country in Europe. Since then, until 1945, public housing production was reduced. During the same year, a census was conducted and indicated that about 40 percent of housing units were substandard in the sense that they were overcrowded, deteriorating or lacking sanitary facilities. In comparison with Western Europe during the 1930s, Sweden was also not wealthy or urbanised and housing conditions were appalling. Urbanisation and industrialisation increased, resulting in greatly augmented housing demands, especially between

1932 and 1977. A comprehensive housing planning strategy was formulated to increase the housing supply and to improve amenities and neighbourhood services such as transport, day-care centres for children, and supervised adventure play grounds.

Heady (1978: 49) further states that as part of the strategy during the period 1932-1977, the Swedish government responded by constructing 1.75 million houses which amounted to more than 50 percent of the existing housing units. Construction was undertaken by municipalities on local level through housing agencies, especially during the 1940s and 1950s. In the mid 1960s, it was decided to build enough houses to solve the crude housing shortage and the 'Million Homes Programme' was launched. The aim of the programme was to build one million new dwelling units over a ten year period. The construction of units increased while overcrowding dropped from 21 percent in 1945 to 5 percent in 1966. By the late 1960s, Sweden's housing stock of two rooms and a kitchen accounted for a 58 percent nationally and 61 percent in the urban areas, thus, reducing national overcrowding of households. The Swedish public housing achievements could be related to the South African approach to public housing. In 1994 the first democratic government led by the ANC made as target the construction of one million public houses after five years of rule. However, the intention of the ruling party was not successful since the housing provided was of poor quality with structural faults and cracked wall, among others. Thus, the living standards of many of those who were provided with public houses deteriorated. The government decided to change its quantity-driven policy to a quality-driven one to ensure that the standard of public houses was improved and that public houses were sustainable (Republic of South Africa, South Africa Yearbook, 2003/04: 399).

Barlow and Duncan (1994: 41-43) mention that Sweden, during the 1970s increased the production of single family houses while rent was introduced to address the problem of the large number of vacant houses. The housing policy

during this decade was aimed at promoting the modernisation of the existing housing stock. By 1977, housing provision in Sweden for low- and moderate-income households was regarded as the best in Europe since the housing needs were significantly satisfied. Furthermore, non-profit social housing made up more than 50 percent of the houses completed during the 1980s in Sweden. The social housing production was split fairly equally between municipal housing agencies (28 percent) and housing cooperatives (25 percent). Municipal housing agencies are effectively run by local communities, but act as independent non-profit organisations, while housing cooperatives produce housing for tenant ownership, where the occupier rents the dwelling covering cost and maintenance, but buys and can sell the occupancy rights on the open market. In South Africa and the Gauteng Province the government approach has not taken shape yet but seems to be more socialist- than capitalist-oriented. This stance is evident in the government's intention to provide quantity housing in 1994 which was later changed to a quality approach during 2001. Whether quality or quantity driven, the government in the national sphere remains the main policy maker and funder while provinces such as the Gauteng Province remain policy implementers of public housing. The role and function of the local government is obscured, and therefore, not clear (Republic of South Africa, South Africa Yearbook, 2001/02: 354; Republic of South Africa, South Africa Yearbook, 2003/04: 399). The main clear role of the municipalities is that of managing the waiting list, which at times may be different from the provincial one for various reasons including corruption and incapacity. However, Swedish cooperative housing represents something of a hybrid between owning and renting. In housing ownership, households have the ultimate responsibility of managing their houses while in rentals the landlords decide on the management and functioning of the houses (Barlow and Duncan, 1994: 41-43, 124). Heady (1978: 44) observed that the Swedish construction sector was certainly the largest state-controlled, more or less self-contained economic sector in any Western country, especially between 1932 and 1976. The policy was then called the socialist-market housing policy. Socialist because it was intended to operate with the governmentally-imposed policy objectives and

priorities and market because competition among builders providing different types of housing for different types of owner and tenant was not wholly abolished.

By the 1990s, the Swedish approach to public housing provision was described as markedly interventionist in the development land supply based on the combination of zoning and public land banking. This market intervention to developing land supply was supplemented by strong legal powers for local authorities as in Great Britain, where local authorities are provided with massive power in public housing construction. It is vital to take into cognisance the inextricability of land issues and public housing policy, especially if municipalities are to play a developmental role in providing public housing (Heady, 1978:45).

Barlow and Duncan (1994: 47,118) state that part of the land and housing finance in Sweden was sponsored by the State Housing Loans (SHLs). The sponsorship included almost every house built, especially during the 1990s. These SHLs were allocated through local state bodies (such as Municipal Housing Agencies and Housing Cooperatives) where input costs including land costs and final prices were regulated accordingly. During the 1990s, many dwelling units were modernised under various housing programmes. Furthermore, Anas, Jirlow, Hårsman, and Snickers in Hårsman and Quigley (1990: 32-33) are of the opinion that towards the end of the decade (1989), new construction began to increase once again, peaking in 1990 when almost 70 000 dwellings were built. As in Ireland and other modern day developed countries such as Great Britain, Sweden's local authorities have an integral role to play in ensuring the provision of public housing. Similar to South Africa, the Swedish national government took responsibility for the entire housing policy shaping, while in contrast to South Africa, the main responsibility of the local government in Sweden is to construct large quantities of housing and to manage them efficiently. This quantity-driven approach is similar to the post-1994 South African approach, although it was centralised (in South Africa) as the major responsibility

of the national government and partly provinces, since municipalities in South Africa are generally regarded as under-capacitated. During the 1990s, Sweden also experienced an economic and social crisis. The crisis manifested in aspects such as tax reform that came into effect in 1990-1991 and the changes in housing policy which led to higher housing costs. The number of vacant dwelling units increased while housing construction declined drastically (Housing and Housing Policy in Sweden, 2004: Online).

Since 2000, there have been some public housing improvements in the housing conditions in Sweden. New legislation that has come into force since 2001 clarifies the obligation that municipalities have to plan for housing provision. In Sweden, there were about 480 dwelling units per 1 000 inhabitants, which means that, on average, there were just over two people per household. Owner occupied homes account for 37 percent of the housing stock, rented housing (half of which is owned by private landlords) for 47 percent and cooperative, tenant-owner housing for 16 percent. In 2004, Sweden had a population of about 9 million people with 40 percent of 4.1 million households having one person and 30 percent consisting of two persons respectively (Housing and Housing Policy in Sweden, 2004: Online).

In another study, Turner (in Balchin, 1996: 101) further tabulated data regarding dwelling per production period and form of tenure during the 1989 housing and rental survey. The period of observation is pre-1940–1988. Although the final period of observation is reasonably old, Table 2.2 provides data regarding trends and tenure preferences for the period of about five decades. This data provides a rough idea of the housing conditions in Sweden, especially of dwelling productions, as well as the different forms of tenures over a very long period.

Table 2.2: Dwelling per production period and form of tenure (1940-1988)

Production period	Social rented	Private rented	Home ownership	Tenant owner	Total
Pre-1940	5.1	19.9	23.1	9.1	19.9
1941-1950	6.8	11.1	9.0	12.1	11.1
1951-1960	21.2	14.0	9.9	22.6	15.2
1961-1970	33.7	19.8	19.3	29.1	24.1
1971-1975	17.7	5.4	14.9	9.3	12.6
1976-1980	6.3	1.5	15.4	4.9	8.6
1981-1985	5.8	2.7	6.5	8.4	5.8
1986-1988	3.4	2.6	1.8	4.6	2.8
Share (%)	22.4	22.7	40.0	14.9	100.0

Source: Turner (1996:100).

Although this table displays old information, it provides very significant input regarding the production of housing and tenure over a long period as it appears to enrich the literature review in this study. It is important to tabulate data concerning the provision of housing comparing various forms of tenure during a specific period. This table also indicates the patterns and fluctuations of the preferences of a certain form of housing by households at a specific period. Turner (1996: 100) commented that from a statistical observation of the table above, almost 54 percent of the dwellings before 1950 were occupied by the rented private sector while the corresponding figure for the public or social rented stock amounted to only 12 percent during the same period.

Municipality-owned non-profit housing agencies were the cornerstone of the Swedish housing policy. It is essential to note that housing provision in Sweden was primarily undertaken by municipalities at local level while the central

government enacted legislation and provided economic means for the municipalities to manage their tasks. Thus, the Ministry of Sustainable Development was responsible for monitoring the implementation of legislation by non-profit agencies (Republic of South Africa, Department of Housing, 2000).

However, despite the involvement of municipalities in the public housing policy in Sweden, regional imbalances were evidently increasing. The significance of these imbalances was clearly seen when one looked at the rural area. Rural areas were suffering from depopulation while the metropolitan environment was coming under heavy pressure of urbanisation. Thus, two problems in the Swedish housing markets were apparent, namely, a shortage of housing in some municipalities (as a major problem) and a surplus (of housing) in other municipalities. In order to address these two problems the national policy for housing, construction and urban development that goes hand in hand with an active environmental policy and an efficient energy supply is required (Republic of South Africa, Department of Housing, 2000; Republic of Sweden, SWEDEN, SE, 2004: Online; Housing and Housing Construction, 2005: Online). The Gauteng Province, where there are fewer rural environments, is experiencing a high migration rate from other provinces of people in search of better living conditions. This experience requires that the issues of tenure, especially ownership and rental type of accommodation, be researched thoroughly by the Gauteng Provincial government in order to understand the tenure dynamics in the province.

The pros and cons of the public housing policy since 1874 in Sweden are clearly apparent. Sweden has fought for the improvement of public housing provision. The involvement of government, especially at municipal level, has accelerated public housing provision. This policy of providing public housing to low- and moderate-income groups was an important milestone during 1977 and was even described as the best in Europe. This also has great relevance to the quantity-approach that was adopted by the South African government in 1994. The

quantity-approach which South Africa's RDP houses were modeled from has indicated that it is possible to be successful by providing more public houses to close a public housing backlog.

The above studies conclude by noting that despite all the major successes of the Swedish public housing policy approach, some shortcomings were also evident. These shortcomings included the shortfalls in the urbanisation process which has left regional imbalances in some of the country's regions. Research evidence from Bengtson (in Fuerst, 1974: 99-109); Heady (1978: 46-47) Anas, Jirlow, Hårsman, and Snickers (in Hårsman and Quigley, 1990: 32-33); and Turner (1996: 100) have shown that as a result, rural areas were unavoidably becoming more depopulated on the one hand, while urban areas were being overpopulated on the other hand. This situation is common to South Africa, and in fact one of the major challenges which directly affect the planning and provision of public housing both in urban (such as Gauteng and the Western Cape Provinces) and rural areas (such as Limpopo and the Eastern Cape Provinces). The Swedish experience also manifests common variables with those of Great Britain, USA and Ireland.

The study of Germany is important in indicating how the development of a public housing policy in South Africa could benefit from the German experience. The reason is that Germany was worst hit by the Second World War and yet it emerged with a sustainable and industrialised economy which is able to keep up with the housing needs of its population. Germany's approach could also be useful in this study of the approaches, trends and tendencies of public housing policy to ensure that the policy for the development of public housing has borne fruit.

2.7 DEVELOPMENT OF PUBLIC HOUSING POLICY IN GERMANY

In a study of the public housing policy in Germany, Bullock (in Daunton, 1990: 182) examined the housing shortages that were encountered. In this research project it was determined that in 1901, Germany's popular city and capital, Berlin, was composed of 1.9 million people. Surprisingly, people were discarding the city not because of lack of employment, but due to lack of accommodation, a situation that is unique to Germany's capital city (Bullock in Daunton, 1990: 182). Although several studies have been done on the public housing policy in Germany before the Second World War, these studies were not readily available in the English literature before the division of Germany into the two independent blocs. This lack of readily available studies makes it difficult for this study to obtain pre-1945 information on Germany. However, a general observation by Lundqvist (1986: 134-135) noted that the post-war conditions of East Germany (East Bloc) and West Germany (West Bloc) were not the same, in terms of differing governing and administrative systems. The East Bloc was under communist rule while the West Bloc was under a capitalist dispensation.

Between 1949 and 1950, a two-year economic plan was drawn up to rebuild the economy in all the Russian-occupied territories, including the East Bloc. Subsequently, to bolster the two-year economic plan, a five-year plan for the period 1951-1955 with highly centralised national planning functions was drafted for the Russian-occupied territories. In that regard, the accommodation of figures per dwelling was 3.6 persons per dwelling compared to the West Bloc's 4.9 persons per dwelling. During 1956-1971, the government's new housing areas tended to increase size in accordance with advances in industrialised building technology and associated economies of scale. After the improvement in the economy, especially after 1963, the housing deficit grew considerably and the conditions of the older housing stock rapidly became worse. This decrease in building activities was not regarded as a result of the planned economic

measures, but rather signified the non-fulfillment of the two-year economic and five-year plans made (Staemmler in Wynn, 1984: 221-227).

During 1950, the West Bloc passed its first *Federal Housing Act* of 1950 which called for a system of massive government subsidies for the construction of housing which by size, standard and rent is destined and appropriate for wide sectors of the population. The goal was to build as many houses as possible and by 1953 the objective of building two million public housing units was exceeded when the government constructed more than 3.1 million houses. Furthermore, the *Second Federal Housing Act* of 1956 was promulgated. The purpose of this Act was to reorientate the housing policy towards what was called the 'normal market-like conditions'. To achieve its purpose (normal market-like conditions), this Act further changed the objectives of the housing policy to producing social housing to end the housing shortage and to help more households become home owners (Lundqvist, 1986: 134-135). It is important to notice that Germany was divided after the Second World War and it meant that possible confusion among the citizens on the governmental administration processes was one of the problems facing the divided Germany. Although the West Bloc was more privileged economically with respect to human rights and democracy, the East Bloc was challenged by the Communist administrative system that was not rejuvenating their economy. That situation in the East Bloc resulted in large numbers of refugees from East Germany immigrating to the West. This became an additional burden to the overloaded West Germany before the reunification of the East and the West which was referred to as the Federal Republic of Germany (Kennedy in Wynn, 1984: 55).

It is clear from the above studies that a divided Germany has always been challenged by the manner in which the public housing policy and other policies were developed. The successful rebuilding of the West Bloc after the Second World War, in which the 'rubble women' took upon their shoulders the duty to rebuild their housing by doing unsalaried work for Germany, has been an

example to many European countries. Compared to South Africa, the People's Housing Process (PHP) was one of the most important programmes promoted by the government. The programme is similar to that of the work done by 'rubble women' in that households in South Africa were encouraged to participate in the building of their own houses with a government subsidy to ensure the acceleration of government public housing provision (see Chapter 4, Section 4.3.3.4, p190 for more information regarding the PHP).

Kennedy (1984: 58) mentioned that in Germany the period of the 1960s through to the 1970s is regarded as the 'period of abundance' in which the housing market boomed (public and private housing), although the public housing deficit was at almost two million units. During the period 1976-1990, the National Housing Programme, a radical change in housing policy, was approved by government. Sharp increases in the East Bloc's foreign trade debts and rigorous economic measures were necessary to enable the National Housing Programme to continue. Notwithstanding, during 1990, when the West and East Blocs were reunited, the East Bloc's housing sector was in shambles and subject to government rationing in which fundamental imbalances resulted (Staemmler, 1984: 229; Tomann in Balchin, 1996: 63).

The success in the West Bloc may be attributed to the contributions made by the 'rubble women'. Subramaniam (2005: Online) broadly contends that Germany reached a developed status in 1990 through a mixed socio-economic approach. Tomann (in Balchin, 1996: 52) agrees and explicitly describes the booming housing conditions in the West Bloc in this manner:

... West German housing households enjoy high quality housing with only minor differences by income or region. There are virtually no slums or abandoned residences ... However, there is a shortage of low standard housing as a consequence of different factors including rent regulation,

rehabilitation policies, and in particular, a tremendous increase of immigration during the 1990s ...

Tomann (in Balchin, 1996: 63) further argues that on the other hand, the East Bloc's housing sector was subject to government allotment and regulation for forty years, during which fundamental inequities occurred. Therefore, the examination of the housing policy in the East Bloc requires an understanding of the political and economic conditions that are different from those of Europe and the USA (Staemmler in Wynn, 1984: 220). Contrary to the European and American countries, Germany's East Bloc was occupied by the Soviet Union (Russia) after the Second World War and the socialist system of government was imposed as a result. With the state housing system to rebuild the weakened economy introduced by Russia, and more particularly, targeting vast devastated cities' housing, the East Bloc was subsequently renamed the 'German Democratic Republic' (Staemmler in Wynn, 1984: 220-221).

Finally, Tomann in Balchin (1996:52) deduced that:

East Germany still bears the mark of state socialism. Approximately half of the multi-storey buildings in the inner cities are severely damaged, of which many are no longer usable. These are large derelict areas, partly because of decay, partly as a consequence of socialist urban planning which gave priority to 'strategic' purposes ... Financial and administrative restrictions impede the conduct of rehabilitation programmes ...

From the foregoing, it is clear that East Germany was confronted with substantial problems of homelessness as well as a lack of proper dwellings. Perhaps, the discussion pertaining to the unified Federal German Republic could shed some information on important approaches that have been useful in improving the German housing conditions since 1990.

2.7.1 The unified Federal German Republic since 1990

The period between 1990 and 1994 has been extensively examined by authors and researchers such as Lundqvist (1992: 71-72); Hubert (1993: 3); Tomann (in Balchin, 1996: 53) and Habitat Initiative Germany (2001: 1). However, it appears that there has been a paucity of English literature investigating public housing policy and provision in Germany. Little research is readily available that examined public housing conditions after the unification of the Federal German Republic in 1990. Thus, studies conducted by Lundqvist (1992); Hubert (1993) and Tomann (in Balchin, 1996) were the ones the author could find. Between 1997 and 2000 research in the area of public housing policy development and provision has not been robust and/or extensively undertaken. By 2001, the Habitat Initiative Germany (2001: 1-2) (a non-governmental organisation which forms local alliances to participate in local initiatives such as social housing, water and land) described the provisions of housing and housing security in Germany as relatively good juxtaposed to other European countries. However, during 2005, over 500 000 people were homeless in Germany. The reasons for such conditions include the increasing housing costs, the restructuring of housing policies, and the loss of social housing institutions as well as a failure to address the problems of privatisation of public housing. In spite of the good standing of the German policy implementation on housing, Germany has to consider a permanently growing need for public housing (Habitat Initiative Germany, 2001: 2-4).

Of particular interest to this study is the work of Schlosser (2004: 1) who observed the reforms of social housing enacted during 2002. He further focused on the social housing policy of Germany which is intended to provide public housing opportunities to low-income groups or those with problems in accessing adequate housing for other reasons. The evidence suggested that in addition, the programme places an emphasis on the shift from expanding quantitative supply through the construction of new units to utilising the existing housing stock.

However, the German housing sector is dominated by the private sector, although social or public housing has a significant place for low-income households.

On one side of the social housing sector, rents are regulated at a level which is usually well below the market. Access to social housing is restricted to low- and middle-income groups. During 25-50 years, social housing was converted to private housing, depending on the exact details of the subsidy arrangement per household (Hubert, 1993:3). However, on the other side of the private housing sector, contributions to the general housing conditions in Germany have been efficacious. Hubert (1993: 1) has resultantly deduced that:

The private housing policy in Germany has been favourable towards private rented housing. As a result, the private rented housing sector is large according to international standards. It also appears to be healthy according to housing quality and social profile of its occupants ...

Jaffe (2005: Online) consents to the idea of encouraging private housing and provides particular reference to the then East German scenario as follows:

Although East Germany's production has been high, its standard of living has continued to fall ... We know from the experience of the past five decades that it is not efficient for the state to produce housing. The report on East Germany noted that the housing stock is plentiful, but it is not very attractive ...

Although in South Africa, there have not been reports of unattractive public housing, especially the 'RDP' houses, there are major problems with regard to their design, quality and standards which are not generally reliable. Structural defaults have already been highlighted while those of similar design, quality and standards are likely to emerge in the near future. Both Germany and South Africa

have experienced unique and different historical extremes in terms of their public housing provision experiences. These countries encountered societal fragmentations of their people at some stage. In Germany, societal fragmentations occurred after the Second World War while in South Africa it occurred during the establishment of homelands and self-governing territories during the 1960s which reinforced the division of people based on culture, language and background. Such divisions in South Africa could be blamed on the then government policy of separate development. The policy of separate development attested that government could only consider undertaking developmental activities (such as public housing provision) for South Africans based on their different racial backgrounds, which meant that the white population received more developmental attention than other groups (Maharaj in Smith, 1992: 75).

However, the West Bloc in Germany was economically richer than the East Bloc and housing provision was better. In the East Bloc, the socialist system was blamed for the appalling public housing conditions. In the new Germany improvements were effected during the 1990s, notwithstanding, that more challenges lay ahead to enhance the provision of public housing. The literature further presents Germany, including the former socialist bloc, as now market-oriented, with promising future prospects for accelerating public housing provision. In the Gauteng Province, the public housing sector is largely dominated by the government and though the private sector is lured to participate and contribute, only a small proportion is left for the private sector in this public housing sector (Maharaj in Smith, 1992: 75). The German case-study provides a tremendous experience that encapsulates both an industrialised (West Bloc) and penurious background (East Bloc). This combination should serve the Gauteng Province with the requisite example of how public housing problems could be addressed in a contradictory economic environment in which features of both developed and developing countries are identifiable. The Gauteng Province manifests opulent living conditions and at the same time experiences informal

living conditions in many cities. Thus, the consolidation of the former East Bloc into the functional economy with improved housing conditions could assist the Gauteng Province on with relevant applicable measures needing to be adopted. This German experience could also enrich the South African (the Gauteng Province) approach toward public housing provision. To consolidate more data regarding the approaches of other countries to public housing provisions, Brazil is discussed hereunder.

2.8 DEVELOPMENT OF PUBLIC HOUSING POLICY IN BRAZIL

Meanwhile, according to the current President of Brazil, Louiz Inacio Lula da Silva, Brazil and South Africa also share similar economic status in the global economic context (Da Silva, 2006: 9). They are both regarded as economically developing countries. Thus, examining countries of similar economic challenges, outlook and category such as Brazil may assist in juxtaposing global approaches, trends and tendencies of public housing policies to those of South Africa where both countries may learn from each other. These countries (both South Africa and Brazil) are faced with major socio-economic challenges such as unemployment, poverty, migration, as well as democratic and environmental imbalances (Business Day, 2004; Da Silva, 2006: 9). Although this chapter is not intended to use a comparative approach, Brazil and South Africa could learn from each other as countries of common economic outlook and status. Public housing policies could be juxtaposed to see how each country (Brazil and South Africa) is advancing in the quest to provide public housing, but also important lessons could be drawn to ensure that South Africa learns from the Brazilian experience (depending on whether Brazil offers something to be learnt by South Africa).

Over the past four decades, a number of authors such as Valladares (in Van Vliet, Huttman and Fava, 1985); Taschner and Sachs (in Van Vliet, 1990); De

Oliviera (1995: Online); as well as Reiff and Barbosa (2002) have investigated the public housing policy development, trends and tendencies which have occurred in Brazil. Although housing conditions in Brazil (especially squatter settlements commonly known as the *favelas*) date back to the 1890s, the literature on public housing policy only appeared during the 1950s and 1960s. Since the 1950s, the number of households in favelas increased gradually, especially in cities such as Rio de Janeiro, to about 25 percent of the population.

Following that, in 1964 the National Housing Bank (BNH) was developed during the mid 1970s. BNH was established as a bank to facilitate and promote home ownership among low-income households. Again, the bulk of the literature in Brazil also appeared during the mid 1970s in order to make information about issues relating the bank of public housing, including the role of the BNH, available. However, Taschner and Sachs in Van Vliet (1990: 450-453) argue that BNH's intended objectives were subverted, and instead of financing low-cost public housing, the bank's monies were diverted to feeding real-estate construction of middle class and luxury housing. The housing needs of the low-income population increased dramatically. Due to this rise in housing costs, the drop in households' income, the increase in transportation costs and increasing unemployment during the late 1970s, *favelas* emerged as alternatives for the low-income population groups. Valladares in Van Vliet, Huttman and Fava (1985: 222-228) further mentions that the estimated public housing demand for the period 1980-1985 was at 6.6 million housing units, 85 percent of which accounted for the households earning up to three and later five times the minimum wage, 10.8 percent for households between ten times the minimum wage and only 6.4 percent for households with a higher income.

The prevalence of public housing shortages during the 1980s, increases in transportation costs and rising unemployment sparked government attention. In regard to these problems, the Brazilian government developed two policy approaches, namely the removal of the *favelas* which implied the restitution of

households to other areas, and the demolition of some *favelas*. Other *favelas* were upgraded, which involved improvements to physical infrastructure in the residential areas, in order to keep residents there (Taschner and Sachs in Van Vliet, 1990: 450-453; Valladares in Van Vliet, Huttman and Fava, 1985: 222-228).

Accordingly, the Clearing House Best Practices (2006: Online) indicated that the Brazilian housing policy was adopted in 1983, recognising the existence of slum conditions and areas in Brazil. The entire programme summaries are taken from the Best Practices Database compiled by UN-Habitat and with the support of the UNESCO-MOST Clearing House. The database is extensive and contains 700 examples of good and best practices which were reviewed and judged by independent technical committees and juries for the Habitat II City Summit in Istanbul in 1996, and for the Dubai International Awards for Best Practices in Improving the Living Environment, in 1998 (Clearing House Best Practices, 2006: Online).

Slum conditions, prevalent due to the lack of architectural and physical planning of the environment, are not conducive to the health of citizens. The upgrading and development of slum areas to ensure both land access and community participation are salient. Furthermore, community participation should assist the community in contributing to decision-making, especially regarding the type of public housing that could meet their needs. During 1989-1992 (under the existing housing policy), the Brazilian government succeeded in eradicating 92 slum areas, which represented more than 50 percent of the areas existing during that time. The intervention was aimed at providing access to infrastructure and urban services, concentrating on the implementation of basic infrastructure such as pavements and drainage (Clearing House Best Practices, 2006: Online).

However, De Oliveira (1995: Online) reported that the land costs increased dramatically and became as a consequence expensive to the low- and middle-

income groups. This increase in land costs resulted in dense occupations in the slums, which posed environmental risks. During the same period (1989-1992), the initial and experiential programme 'Program of Mutual Aid and Self Management' (hereafter referred to as the programme) was conducted in Sao Paolo, Brazil. The programme involved community participation in the management of public resources and administration and control of the public housing construction processes. The municipal government of Sao Paolo served as the financing agency and the guiding force of the programme. In total, the programme involved three main actors, namely the municipal government of Sao Paolo (which acted as the financing agent), community-based organisations (which acted as promoters and implementers of the programme) and non-governmental organisations (which acted as advisers). The programme was successful in minimising the Brazilian construction costs of public housing and large-scale production of housing, demonstrating the effectiveness of this experience for an alternative housing policy. Precedents were generated for possible future public initiatives in various fields, namely, social housing, urbanisation projects, housing plans and the efficient control of public resources (Clearing House Best Practices, 2006: Online).

De Oliviera (1995: Online) further observed the governmental role as strictly enabling, leaving administrative and construction processes to the community through community-based organisations (CBOs) which resulted in the democratisation of the programme's implementation. The CBOs and the housing movements (non-governmental organisations) were able to consolidate proposals around the principles of self-help. According to De Oliviera (1995:Online) such experiences have largely influenced the national government of Brazil, which led to the formal governmental considering the expansion of the programme to national level as an alternative housing policy or resource management project.

The Land Lines Newsletter (1997: Online) also reported that by 1997, a study to measure the quantitative and qualitative aspects of legal and illegal residential markets was conducted in Brazil. The Land Lines Newsletter is a quarterly newsletter which presents articles on Institute-sponsored programmes, research, and publications. It is distributed free of charge to about 10 000 public officials, practitioners, scholars, and concerned citizens, and is also available on the Web site (Land Lines Newsletter, 1997: Online). Workshops were subsequently conducted to involve national key stakeholders in the housing market. The discussions in the workshops were of international acclaim in which the management and public policies on financing, land and urban regulatory instruments, building productivity and architectural design were debated. Experts and academics from other countries such as Britain, the United States of America, Chile and other Latin American countries were included in the discussions and workshops.

Like many other countries in the world (including South Africa), the public housing policy in Brazil promotes various tenure options for public housing. Housing investment is also regarded as the capital accumulation of the national economy. Reiff and Barbosa (2002: 257) argue that in order to enhance the public housing policy, the project called 'Estimates of the stock of capital and wealth of Brazil (1970-1999) and applications in the analysis of public and regional policies' was initiated in order to estimate the value of the capital stock and wealth in Brazil according to categories (residential, non-residential, machinery and equipment, domestic and imported), productive sectors (industry, agriculture and infrastructure), property (government, government-owned enterprises and private companies and families) and location (states and municipalities).

Unfortunately, the record and data regarding public housing in the rural areas of Brazil are not readily available (seemingly due to lack of scientific research in rural areas). In a developing country such as South Africa and its Gauteng

Province, the disparities existing between the urban and rural inhabitants cannot be overlooked. Providing mainly figures and information for urban public housing trends with the exclusion of rural areas is a sketchy and incomplete part of the public housing policy approach in Brazil. It is especially important to also ensure that information is made available (both in Brazil and South Africa) where a considerable number of households reside in rural areas. Reiff and Barbosa (2002: 269) assert that a greater coverage of housing research in rural areas was needed to provide a holistic image of the public housing policy approach and research.

As was already mentioned in the introductory part of Section 2.8 (p57), Brazil could be regarded as a developing country together with South Africa, including the Gauteng Province. In both these countries, there are large numbers of squatter settlements (especially in urban areas). Large numbers (millions of households) in both countries are also in desperate need of public housing (Da Silva, 2006: 9). In the case of South Africa, Gauteng Province is the most informalised province since the majority of poor inhabitants emigrate from other nearby provinces in search of better living conditions. Similar conditions such as high unemployment rates, a rise in housing and land costs as well as slum conditions are some of the problems compounding the provision of public housing. As a result of the afore-mentioned problems, the Brazilian government's intervention has been required to be expedited.

The analysis of the Brazilian approach, trends and tendencies, and of countries of similar outlook and challenges, are important in this study to assist the standing of South Africa and the Gauteng Province. It is clear that South Africa (and the Gauteng Province in particular) has taken important strides (as will be discussed in Chapter four), especially since 1994, to deal with housing problems. Brazil is regarded as a developing country similar to both South Africa and Zambia, although Zambia's economy is poorer than these countries'. A disquisition of the Zambian experience in this study has been postulated because

of the importance of considering an African country in adding a continental flavour or lesson to this study. Focusing on the available literature in this study that presents the Zambian approaches, trends and tendencies could provide prolific information regarding the views of other authors on the Zambian stance regarding public housing.

2.9 DEVELOPMENT OF PUBLIC HOUSING POLICY IN ZAMBIA

The study of Zambia's housing policy was restricted by a lack of readily available literature on Zambian housing policy in South African libraries (especially the University of South Africa) and the Internet. This lack of Zambian literature has been a limitation and an impediment in this regard. However, the available data has been consolidated in order to provide objective information on the Zambian public housing policy that could contribute to the improvement of the public housing policy in South Africa.

As indicated earlier, the consulted literature in the development of a public housing policy in Zambia is not clear on approaches, trends and tendencies. Moreover, the literature is also not comprehensive on the specific legislation in Zambia that currently governs the provision of public housing. However, despite this limitation, this dissertation presents incidents that were accessed through the literature review that have a bearing on the public housing policy and housing conditions in Zambia. Rodgerson (1990: 179) mentions that the Zambian experience is invaluable for South Africa in the context of policy formulation since this is an African illustration. Therefore, despite the limitations on Zambian public housing policy literature, it is important to record profitable lessons that could benefit South Africa for the purpose of this study.

The housing situation in Zambia features two major periods in history that could be observed in the study of a public housing policy, approaches, trends and

tendencies. These periods are the colonial housing and post-colonial (post-independence) housing. However, Rodgerson (1990: 182) on the one hand, argues that the colonial housing policy was intertwined with the employment policy and practices of the country since it was assumed that residents of urban areas were temporary sojourners. On the other hand, Rodgerson (1990: 183) asserts that the achievement of independence in 1964 did not bring about major changes in the housing policy since the tying of housing and employment policies introduced by the colonial masters was seemingly unchallenged. In this regard, the housing policy and practices continued to encourage rentals both during the colonial and post-independence periods.

However, Rakodi (1987), as quoted by Rodgerson (1990: 183), argues that the housing policy from the colonial masters was reconsidered by the Zambian government in order to reduce the increasing informal settlements. Thus, the government introduced a gradual shift from the provision of contractor-built, formal low-cost rental housing to the construction of houses by self-help on serviced plots (Rodgerson, 1990: 185).

Muller (in Obudho and Mhlanga, 1988: 178) in his study states that during the period 1963-1970, the Lusaka City Council provided low-cost council housing which was built in high-income areas to provide housing and related services to high-income households. This approach excluded households in squatter settlements in that they remained outside the network of city infrastructure. Again, Muller (in Obudho and Mhlanga, 1988: 175) maintains that by 1974, squatter settlements formed 42 percent of Lusaka's population due to lack of cheaper or affordable accommodation around the city. In fact, Zambia had developed several national development plans since the 1960s in order to speed up the development agenda in the country. Lewin (1981: 4) concurs and indicates that the challenges facing developing countries are the rapid deterioration of urban housing and living conditions, the growing gap between the minority who enjoy the benefits of access to urban facilities and services and the

majority who do not, as well as the economic and social dichotomy. The foregoing challenges are partly blamed on the consequences of urbanisation and other related factors contributing to the population increase. Mason's (1980: 22) concern about population growth in the cities was that it (population growth) places a tremendous demand on the housing sector. Mason further highlighted that in Zambia, particularly Lusaka, the government has been unable to provide the required number of houses for city dwellers. For example, Mason (1980: 22) quotes Simmance's (1972) study which indicates that in 1969 Lusaka City Council had a waiting list of 16 345 families and 3 636 single persons but could only complete 668 houses in that year. According to the report prepared by the World Organisation Against Torture (2001: 18-19), the housing conditions in Zambia remain a factor for concern since the last effort to build the houses was during the early and mid-1970s. The report further states that government does not provide/build houses and therefore poor families (who are in the majority) are unable to afford houses at market values or prices.

To partially remedy the housing crisis, both Muller (1988: 178) and Jules-Rosette (1988:198) agree that the introduction of upgrading of squatter settlements was important. The main purpose was also to provide services to squatters and improve community infrastructure, instead of relocating squatter settlers.

To further indicate the housing problems in Zambia, the World Bank Africa Technical Unit 1&2 (2002: Online) mention that the prevalence of informal settlements in Zambia is dangerous to human safety since structures consist of highly substandard materials. For example, it is indicated that in and around Lusaka (the capital city of Zambia), there are about 37 informal settlements. The World Bank Technical Unit refers to the research unit within the World Bank that undertakes research on African socio-economic issues.

Despite the foregoing conditions in housing, it is amazing what the independence of Zambia from the British Empire has brought to its people since 1964. During a

United Nations conference on Human Settlements Habitat II, the Second United Nations Conference on Human Settlements was held in Istanbul, Turkey from June 3 to 14, 1996, twenty years after the 1976 Habitat conference in Vancouver that had led to the establishment of the Nairobi-based United Nations Centre on Human Settlements. The twin priorities of Habitat II were sustainable cities and adequate shelter for all). In 2001, the former Minister of Local Government and Housing indicated that Zambia had been grappling with housing problems including squatter settlements and site and service schemes since its independence in 1964 (Wikipedia, 2005: Online). The former Minister conceded that although the population may appear very small in size as compared with other countries such as South Africa, the problems of human settlements remain serious. It is also mentioned that the persistent inadequate housing both qualitatively and quantitatively highlights the seriousness of housing problems in Zambia. In 2001 the review and appraisal of the implementation of the conference on human settlement (Habitat II) which was held in 1996 was undertaken by the Minister of Local Government and Housing in Zambia. The review indicated that several measures had been undertaken to improve the conditions of housing in Zambia. These included giving people in recognised informal urban settlements titles to the land and allowing them to gradually build their own houses. The former Minister further stated that during 1974, the Housing (Statutory and Improvement Areas) Act was enacted to give legal basis to the security of tenure and improved facilities in housing development in Zambia (Mason, 1980: 23-24; Namuyamba, 2001: Online). It appears that between 1996-2006, very little (if anything) has been done to improve the housing conditions of Zambians since the available literature could not point to specific programmes in place to ensure the provision of housing during the foregoing period.

However, the research by Schlyter (1998: 259-271) reports that only in 1996 did Zambia decide to introduce the policy of privatisation which also targeted the sale of council housing, most government houses, as well as houses belonging to

parastatals and mines. Policy approaches such as this one are undoubtedly not in favour of the poor who desperately need governmental intervention in their plight. A privatisation policy, especially through the sale of public houses to the market, has a clear message that those who can afford to buy houses and pay market rents will be accommodated. It appears that the plight of the poor has not been taken into consideration in the introduction of the privatisation policy.

Mulenga (2003: Online) argues that Zambia has done very little to develop policies and programmes to improve the housing conditions of Zambians by further arguing that the lack of low-cost housing and housing policies poses serious challenges to Zambia. During both the colonial and post-colonial periods, the Zambian government failed to produce useful housing policies, which has largely contributed to the existing problems in Zambia's housing policy.

However, the United Nations Development Programme report concurs that although Zambia was once one of the wealthiest countries in sub-Saharan Africa before the 1970s, today (during the 21st century) the country's economy is on the decline (Eurodad, 2005: 2). Over the last 30 years, the development of Zambia has generally regressed instead of progressing. The United Nations Development Programme report of 2004 further states that unless a radical change is adopted in the approach towards developing Zambia, it is unlikely that the country will achieve the Millennium Development Goals (MDGs) by 2015 (Eurodad, 2005: 2). The MDGs are the goals agreed on by the member states of the United Nations to reduce poverty in the developing countries of the world. These economic conditions also contribute to the existing housing problems in that the more countries are not self-sufficient, the more their people remain dependant on government and other donor agencies.

It is also contested that since the colonial period, government policies in Zambia have not been favourable to the locals but rather to the colonial power, because fewer people participated in the economic process of the country. Mulenga

(2003: Online) and Mwiinga (1996: Online) both concur with the fact that economic participation was not broad-based and further argue that the process of urbanisation which was induced by the colonial process marginalised the rural areas (where most of the population lived) from main stream economic development.

Despite efforts brought to improve the housing conditions of the Zambians, the President of the Republic of Zambia in his parliamentary speech of 28 March 2006 indicated that during 1996, the Zambian population was estimated at 10 million people while at the same time the housing backlog was about 846 000 (Mwanawasa, 2006: Online; Mwiinga, 1996: Online). This presidential speech impresses in that since 1996 very little has been done by government to improve the lives of the Zambians regarding public housing provision. It is therefore important that the next ten years be marked with radical changes in the Zambian approach to public housing provision.

Finally, it is further important to consider what South African approaches, trends and tendencies are in order to map the way forward for what should be done by the Gauteng Provincial government to improve public housing conditions, that is, arguing the need to contribute to the body of knowledge in Public Administration and housing policy studies regarding the principles and nature of housing policy as well as its conduciveness to address public housing problems in the Gauteng Province. The proposed changes and/or improvements as a contribution to the public housing policy in South Africa and in the Gauteng particularly, as well as conclusions and recommendations, will be made, particularly in Chapters six and seven, during the data collection and analysis. This contribution will challenge existing policy especially as it appears from the preliminary literature that public housing backlogs are on the increase, *albeit* the efforts by government to enhance public housing provisions.

2.10 DEVELOPMENT OF PUBLIC HOUSING POLICY IN SOUTH AFRICA

The American, British, Swedish, German, Irish, Brazilian and Zambian approaches, trends and tendencies provide the necessary contribution in this study by outlining and highlighting the principles and nature of their respective housing policies. Since the views on the global public housing conditions are documented in this study, the study would not be complete without the inclusion and discussion of the South African experience and views by authors that are presented in the literature. Such views are salient in the identification of possible and existing shortcomings that need to be addressed. This means that the principles and nature of the public housing policy in South Africa should be displayed as well as the conduciveness and/or relevance of the *Housing Act 107* of 1997 to address existing public housing policy shortcomings.

The background of South Africa with reference to governance and administration on public housing policy consists mainly of two parts: firstly, the colonial and apartheid period before 1994 and secondly, the democratic dispensation inaugurated in 1994. During the first part, public services were generally rendered to citizens on a racial basis while the second part attempts to embrace the democratic principle of treating citizens equally. For about five decades, housing allocations were made mostly in favour of the white population and public housing policy was in place to ensure that communities remained divided on the basis of their racial background, especially during the colonial and apartheid periods. Hereunder, public housing policy trends and activities are discussed with respect to both periods in history.

2.10.1 Housing policy in South Africa before 1994

Since before 1910, the housing policy in South Africa has generally been a contentious issue, just like any other policy approach adopted by the erstwhile

government. De Loor (1992: i) describes housing as either or both emotional and a very personal issue in South Africa. During the colonial period South Africa was divided into four colonies (the Cape colony, Natal, Transvaal and the Orange Free State). This colonial period served as the basis in early urban developments, the emergence of segregated locations and the introduction of legislative measures to control urbanisation and housing. In his study of public housing Morris (1981: 5-11) determined that in rural areas, blacks were accustomed to building their own traditional dwellings. This finding has attracted considerable interest from the post-1994 government. For instance, it has been cited that this development (building of traditional dwellings) has contributed to the fact that proper and quality public housing in South Africa has become an important part of government. Chiloane (Personal Interview: June 2005) describes the public housing policy and commitment of the government as either an election winner or loser in the new democratic South Africa, thus the increasing number of housing backlogs perpetuates the need for public housing and requires governmental interventions.

During 1910, the Union government was established with several policies to control the movement of blacks, especially in white urban areas. Since 1910 various mechanisms have been proposed to tackle this issue. Most significantly from the literature was the drafting of a policy on segregation in towns. This South African model in public housing has thus come to be distinguished by its emphasis in strengthening housing development as a solution to the housing problems of the country. It was also repeated that the segregation policy has been developed at a national and provincial level of government. This South African position is, however, in stark contrast to that of the other countries described above. During 1913, the *Native Land Act 27* of 1913 was passed. This Act was more concerned with land issues, since land and housing issues are inextricably linked. The enactment of the *Native Land Act 27* of 1913 was the key to cementing public housing policy issues which meant that houses could only be built where the land had been made available through proper government

procedures. Therefore, the *Native Land Act 27* of 1913 had direct implications on the housing situation since it specified the territorial separation of the black and white races (see South African Native National Congress, 1916: Online; Morris, 1981: 16-17; Reader's Digest, 1989: 316).

De Loor (1992: 60) and Morris (1981: 16-17) further reported that following the *Native Land Act 27* of 1913, the Central Housing Board introduced the first housing policy documents in 1920, namely the *Housing Act 35* of 1920. In their opinion the purpose of the Board was control of the development of houses in local authorities, especially regarding mechanisms of financing. From the perspectives of De Loor and Morris, during the first two decades of the Board's existence, expenditure was allocated to alleviating the housing plight of poor whites.

A broader evaluation by Rodgers (1980: 93) indicates that the *Housing Act* of 1920 intensified the policy of separate development. Rodgers' viewpoint was supported by De Loor (1992: 61) and Morris (1981: 42). According to these authors the then National Party government introduced a new financial policy together with the policy of separate development which was a further intensification of apartheid laws. Moreover, although these policies were introduced with good intentions such as developing communities based on their ethnic locations, it was evident that public housing became an instrument for the implementation of the policy of separate development. The authors were also concerned with the way black people were considered as 'temporary citizens' in all areas outside their homelands. As a result of this, South Africa continued to develop public housing backlogs which still exist for the democratic government to deal with. The policy of separate development was propagated by the apartheid government to deceive the world into accepting apartheid policies as another developmental approach with no racial degradation pertinent to South Africans. Rodgers (1980: 93) concurs and describes the then government's policy propaganda towards the international community as:

...The policy of 'separate development', originally a euphemism for apartheid, has itself become somewhat tainted in the eyes of the world. In the continual search for new terminology that will make South Africa's racial policies seem consistent with international norms, however, one of the elements in 'separate development' has been isolated, namely the Bantustans unofficially declared 'underdeveloped' and with the general connotation of progress attached to the concepts of 'development', this word is proving a useful one in search for international approval ...

In Hart's (1990: 589) view the policy of separate development was reinforced further, in spite of media reports condemning it and despite the international stance towards South Africa. Between 1948 and 1961 black townships were developed as segregated areas adjacent to towns and cities. From 1962 to 1977, passes differentiated between urban and migrant labour. However, the increase in urbanisation became inevitable which posed negative implications on the housing situation in urban areas. The influx measures were tightened and homeland development (a measure against the influx to the cities) became its dominant weapon against urbanisation in accordance with the *Bantu Homelands Constitution Act 21 of 1971*.

The literature further reveals the release of the first housing code of South Africa in 1964. The purpose was to assist local authorities in their task of meeting the housing needs in areas of their jurisdictions. Although functions of the *Group Areas Act 77 of 1957* and *Groups Area Development Act 69 of 1955* are not exhaustive in the code, supplementary chapters dealing with separate developmental issues based on race were intended to be incorporated into the code at a later stage. Just like the current housing code, it (the Housing Code of 1964) was detailed in describing where, how, when, by whom and for who and why houses should be built. Other aspects that the Housing Code of 1964 dealt with included the National Housing Fund in funding public housing, acquisition of

land by local authorities in building houses, town planning and establishment in identifying suitable areas and building methods regarding procedures for the approval of new building methods in schemes financed with housing funds (to mention just a few) (Republic of South Africa, Department of Planning: Housing Code, 1964; Rodgers, 1980: 35).

In terms of De Loor's (1992: 1) argument, the period between 1978 and 1986 was evidently a resistance period through the perpetuation of violence in townships and mass industrial actions. Accordingly, through such pressures, the then National Party government introduced reform measures to address the economic and political crises such as poverty and political unrest during that period. One of the most important victories for blacks was the acceptance by the then apartheid government of the permanence of black settlements in non-homeland cities and towns as well as the introduction of new institutions to accommodate regional labour markets. Furthermore, Hart (1990: 589) believes that the release of political prisoners including former President Nelson Mandela and the subsequent commencement of the democratic negotiations during 1990 brought about a new direction in the housing policy, especially through the appointment of the De Loor Commission of enquiry in 1991. The Commission was tasked to investigate the *status quo* regarding housing matters and to advise on the new housing policy and strategy. The new housing policy and strategy, generally viewed as the housing vision, was intended to encompass principles such as adequate shelter for all, security of tenure, reasonable access to potable water, sanitary facilities and refuse removal as well as access to energy sources including electricity (De Loor, 1992: 1).

2.10.2 Housing policy in South Africa: Developments in the Gauteng Province after 1994

An understanding of South Africa as a unitary state which is comprised of nine provinces is necessary. This is because the discussion regarding the housing

policy in the Gauteng Province is inextricably entwined with the national policy. The mandate of provinces is to translate the national policy into implementation strategies to facilitate the realisation of its set goals and objectives. Therefore, the Gauteng Province housing policy is shaped by the national housing policy, or else it would be regarded as unconstitutional. The discussion below centres on the national developments in South Africa as partly the basis for the current public housing conditions in the Gauteng Province.

The National Housing Forum (see Chapter three, Section 3.7.1.2, p127) and the Botshabelo Accord of 27 October 1994 serve as the basis for the 1994 approach with the promulgation of the White Paper on a New Housing Policy and Strategy for South Africa of 1994 (De Loor, 1992: 1; Mackay, 1999: 389; The International Development Review, 1994: Online). The Botshabelo Housing Accord bound every significant segment of society concerned with housing, both morally and politically, to a social pact that committed signatories to a concerted unified action. According to these authors, the Botshabelo Housing Accord marked the end of intensive negotiations, and culminated in the acceptance of a framework of principles and points of departure to guide the development of a single, uniform, fair and equitable national housing policy and strategy that would serve the needs of a country in transition.

Subsequent to the White Paper on a New Housing Policy and Strategy of 1994, the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998 were promulgated as a build-on to the existing White Paper. (See Chapter three for further information regarding the development of the housing policy in South Africa with the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998). The promulgated *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998 are the focus of this study in which the development and implementation of the housing policy in South Africa and the extent to which these policies are conducive to addressing the housing problems in the Gauteng Province is investigated.

South Africa Yearbook (The Republic of South Africa, South Africa Yearbook, 2003/2004: 399) mentions that through the aforementioned legislative measures in place, housing provision has been accelerated in South Africa. This yearbook is a document in which government activities are annually reported by the Government Communications and Information System. Dewar and Ellis (1979: 213) argue that although housing is an ongoing developmental issue rather than a time-related problem which can be solved, housing problems should not be interpreted as simply the need to build more houses. These authors further warn against building more stock without quality checks and balances of the structures. The Republic of South Africa, South Africa Yearbook (2003/2004: 399) emphasises that the building of more houses as the policy approach adopted in 1994 brought more problems to the government and subsequently the quality-driven approach was adopted instead. The drafting of the Housing Code during 2000 in order to tighten and enhance the housing policy and strategy has a bearing on the argument of Dewar and Ellis (1979: 213) above. In order to provide quality houses through government specifications, a guidebook was effected through the Housing Code of 2000. Following the releasing of the Housing Code of 2000, a new document was adopted by the Cabinet of South Africa during August 2004, namely Breaking New Ground (BNG). The purpose of the BNG is to outline a plan for the development of sustainable human settlements over a five-year period (starting from 2005). The document consists of three important parts:

- Firstly, the background which provides an outline of the challenges in the public housing sector, informed by the outcomes of the extensive stakeholder consultation process and review of local trends.
- Secondly, a comprehensive plan which highlights shifts in the way that sustainable human settlements will be addressed in the next five years and which provides a summary of key programmes, highlighting enhancements necessary for successful implementation.

- Thirdly, the provision of business plans, thus providing detailed information on the programmes with clear indicators of deliverables, time frames and estimated resource requirements (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 2).

BNG is a current comprehensive public housing policy document that will receive attention in this study (especially in Chapter three). This attention is particularly on drawing conclusions on examination of the development and implementation of housing strategies, policy and legislation of the development of public housing policy in South Africa. Although BNG is the implementation strategy of its predecessor policy documents, the *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998 nevertheless remain useful in primarily regulating and ensuring the provision of public housing to low-income households in the Gauteng Province.

The discussions of various countries' approaches, trends and tendencies have shed light on this study regarding international best practices and standards. These international practices and standards have also been shaped by the principles and nature of public housing policies that were applied to address public housing problems. The South African government should be able to learn several useful lessons in this regard. Therefore, it is important to consider an analysis and understanding gained from the above discussions hereunder.

2.11 PUBLIC HOUSING POLICY: REVIEW OF GLOBAL APPROACHES, TRENDS AND TENDENCIES

As in many parts of the world, the public housing policy has evolved significantly over the past five decades to ensure governmental response to the relevant public housing needs. The analysis of the literature is important at this stage in terms of what it could offer in this study's conclusions and recommendations to

ensure that a contribution to the body of existing knowledge is made as well as the impact it could have on the existing government policy towards public housing.

To analyse the literature (particular qualitative data in case of this study) analytical strategies are important. Analytical strategies could assist in ensuring that both the primary and secondary data collected are correctly interpreted to provide guidelines and to share experiences on the approaches, trends and tendencies of the global public housing policies. This chapter (see Section 2.2, pp19-22) provides the literature review on the public housing policy in various countries (both developed and developing). In particular, the literature review observes the views of other authors in relation to the approaches, trends and tendencies of the development of public housing policies globally. The literature review is undertaken in this research in order to analyse and study other countries to gain insight and understanding regarding how South Africa and the Gauteng Province in particular could benefit. Such analyses and observations could assist in understanding the development and implementation of a public housing policy in South Africa as well as the extent to which the *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998 are conducive in addressing housing problems in the Gauteng Province.

2.11.1 Similar approaches, trends and tendencies

The literature review of global and local approaches, trends and tendencies provides important lessons for South Africa's (and the Gauteng Province's) public housing policy. In this regard, identical patterns and elements of the international as well as South African public housing policy problems and approaches have been discussed in the above section which has led to the following important findings for this study.

Firstly, most of the countries in the world, especially developed countries, at some stage have experienced housing problems. However, through relevant public housing policies, necessary improvements were effected. It would be too risky to generally assume that measures of developed countries should be imposed on developing countries such as South Africa and its Gauteng Province. Each country should adopt its unique, tailor-made and applicable policy circumstances. This principle has been observed in the literature review whereby successful countries have developed their own unique models suiting their circumstances and conditions.

Secondly, it is salient to take into cognisance the fact that all countries in the world are experiencing homelessness, although at different levels. Evidently, developing countries, as observed from the then East Bloc, Brazil, South Africa and Zambia, are confronted with massive public housing backlogs which require urgent attention through flexible and applicable public housing policies.

Thirdly, most of the 'successful' countries had delegated their powers to municipalities for the facilitation and provision of public housing. In this regard, however, South Africa and the Gauteng Province is experiencing massive skills shortages, especially within municipalities where service delivery mandates should be accomplished. For example, lack of skills in areas such as tendering and procurement, municipal management, and engineering, as well as town and regional planning (to mention only a few) has impacted negatively on the municipal developmental agendas. It therefore means that both skills enhancements and public housing provision should be tackled and addressed.

Fourthly, in the Republic of Ireland, the literature review reveals that public houses were constructed distinct from the private sector housing design. Apparently, public houses are regarded as inferior to private sector housing, which negatively stigmatises public housing dwellers. Similarly in South Africa and Gauteng Province, it is easy to recognise and distinguish between the 'RDP

houses' and private housing designs, although the consulted literature and the media (especially consulted newspapers) do not seem to have documented/recorded signs of discontent from the citizens in this respect. It means that generally, proactive measures should be in place in South Africa to avoid such a possible situation as experienced by the Irish government.

Fifthly, rapid urbanisation is a common trend and tendency impacting on the provision of housing globally. Countries in both developed and developing areas are experiencing regional imbalances as a result of the movement of people from rural to urban areas. Developing countries such as South Africa are mostly adversely affected by urbanisation since resources are highly limited and the needs are unlimited in many respects. It also means that housing needs in urban areas are escalating while the literature does not provide graphic and observable information on the conditions and the need for public housing provision in rural areas. However, one can assume that migration is the only and major condition that provides a challenge for the unavailability of data in rural areas.

Sixthly, in developing countries it is further evident that, due to large backlogs of service delivery across the board, public housing policies are compounded and made intricate by the socio-political and economic conditions. Such conditions include the need for the provision of other basic public services such as electricity, water and sanitation, poverty alleviation projects and HIV/Aids programmes (especially in sub-Saharan countries including South Africa).

Since similar global approaches are evident from the literature, it is important to also consider possible variant policy approaches, trends and tendencies. They are discussed hereunder.

2.11.2 Divergent approaches, trends and tendencies

The discussion of similarities in global practices is an important aspect in specifying what countries are doing to enhance public housing delivery. Again, the discussion of the variant practices is important in highlighting different approaches that could provide lessons for other countries, including South Africa and its Gauteng Province.

Primarily, the difference in providing public housing manifests in governmental intervention and its regulation of housing provision. It appears from the literature that developed and democratic countries are likely to opt for less governmental involvement in the provision of public housing. The underlying reason can be deduced from the American, British, German, Swedish and Irish experiences in that the respective government sectors prefer a market-dominated approach which attracts more business investments and ultimately boosts economic growth.

However, the socialist states (as in the case of the East Bloc) and developing countries such as Brazil, Zambia and South Africa prefer government-regulated intervention. This preference is opted for in order to provide direct attention to the impoverished and homeless households, rather than relying on the market systems for adequate public housing provision.

Most developed countries have devolved the administration and provision of public housing to municipalities. It is also evident from the literature that this practice has borne fruitful results, since municipalities are closer to their local communities. Further, one gets the impression that public housing provision in developing countries is usually a nationally driven initiative, although it may be in differing forms. In Brazil for example, the National Housing Bank (BHN) was established to fund public housing, while in South Africa, several housing institutions, for example, were also established for various reasons including, but

not limited to, providing public housing access to low-income households. These housing institutions are discussed in more depth in Chapter four. However, in Zambia, there is very little information from the literature on whether municipalities or the national government perform this role and how they are facilitating the improvements of public housing conditions of households.

2.12 SUMMARY

The literature on global approaches, trends and tendencies of developing housing policies provided interesting findings regarding international public housing policy views and practices. Various first world and developing countries' public housing developments have been observed. These developments manifested several similar and different variables.

Normally, a public housing policy is part of the overall government policy which is usually informed by the broad ruling party approach and preferences. From the literature consulted by the author it appears that, on the one hand, democratic and first world countries tend to allow more of the free market system operation and to protect investor confidence in providing services. Perhaps this kind of approach is the key to accelerating public housing provision. Although such approaches generally focus on the entire economic stimulation for job creation, the direct and sole involvement of government in providing services such as public housing is unlikely. Furthermore, developing economies such as in the then East Germany, Brazil, Zambia and South Africa tend to increase governmental intervention in rendering public services which seems to retard public service delivery.

In the next chapter, the detailed historical patterns of housing and the development of a public housing policy in South Africa between 1948 and 2005 will be discussed. The theoretical foundations, concepts and characteristics that

are necessary to understand the history of public housing and related problems in South Africa since 1948 are unpacked and contextualised in this chapter.

CHAPTER THREE

HISTORICAL OVERVIEW OF THE DEVELOPMENT AND GOVERNANCE OF PUBLIC HOUSING POLICY FROM 1948-2005

3.1 INTRODUCTION

Chapter two provides a disquisition on the literature review pertaining to global approaches, trends and tendencies in the development of public housing policies. It was the intention of Chapter two to provide an analysis regarding the relevance and usefulness of global practices that could be of assistance to South Africa's (in particular Gauteng Province's) public housing policy and strategy. The objective of this chapter, as indicated in Chapter one, is to focus on reviewing the range of core theoretical foundations, concepts, and characteristics necessary to understand the history of housing and the related problems in South Africa since 1948.

Firstly, this chapter provides a general focus on the theoretical foundations and concepts of public policy. This will contextualise the use of specific terminologies as applied in the study, as well as focus on other authors' interpretation of such words.

Secondly, this chapter discusses the nature and principles of the housing policy through a contextualised approach. It is also argued that a relevant policy framework which strives to improve existing housing problems is vital. Thirdly, the history of housing development is further examined and articulated. Specific regulations that resulted from discriminatory laws and policy approaches such as the creation of the homelands administration are explored.

Fourthly, the discourse on the development of public housing policy in a democratic South Africa with relevance to the Gauteng Province is undertaken, especially with the focus on the appointment of the De Loor Commission in 1992. Although the Commission was appointed by the previous government, the work done by the Commission should not be ignored and swept under the carpet. The stakeholders forming an important part of housing development are advanced with the identification of the Urban Foundation (UF), the National Housing Forum (NHF) as well as general community participation in the public housing sector.

3.2 THEORETICAL FOUNDATIONS AND CONCEPTS OF PUBLIC POLICY

It is important that broad as well as contextual clarity be provided to relevant operational concepts in relation to public policy studies. The purpose of defining operational terminologies is to ensure that theoretical foundations are limited within the context of this study and that meanings of concepts are clarified to avoid ambiguity and misconceptions. The deliberation of these definitions of operational terminologies is also discussed in the context of their applicability to a housing policy and development. Understanding concepts as used in this study is also important in providing the reader with a comprehensive picture of the outline in this chapter. Such concepts include public policy; policy analysis; policy advocacy and public policy process.

3.2.1 Public policy making process

It is important to provide a synthesis of public policy in general before a specific focus is maintained on the nature and principles of the public housing policy. This focus endeavours to provide an understanding of how the policy making process is generally undertaken, and helps to provide policy measurements within the

context of this study. The study of public policy is a widely investigated subject that is approached differently by various scholars. However, the first step in this regard will be to provide a comprehensive definition of public policy as defined by various authors. The second step will be to highlight stages in public policy development.

According to Cochran, Mayer, Carr and Cayer (in Birkland, 2001: 21) the concept 'public policy making' refers to governmental actions and the intentions that determine those actions. It is also considered to be the outcome of the government efforts to determine who gets what. These authors further comment on the need to make public policy public by articulating that when policy advocates seek to induce the government to make policy (by taking action or by refusing to do so), proponents of the new policy will claim that the government does so in the public interest. Furthermore, there are often controversies over what indeed constitutes public interest.

Adshead and Millar (2003: 110) define the policy making process in the public sector in the following way:

...The central point is that public policy making is fragmented into subsystems and the main boundaries are between sub-systems rather than between component units of government, agencies and pressure groups, and interpretation of department and client groups, an osmosis in personnel terms with ex-civil servants appearing in groups (and less so, vice versa) ...

Adshead and Millar (2003: 110) further highlight the difficulty of distinguishing between policy actors, since they are players in the same game.

... Boundaries are unclear, government and governed are difficult to maintain as a distinction. Matching this complex network of organisations is a complex

network of personnel. In effect, policy is now made between an internal and an external bureaucracy ...

The above quotations indicate the complex and intricate nature of public policy making as well as the difficulty of distinguishing between policy actors. Cloete (1998: 126) concurs that policy making by public sector institutions is normally a complicated and time-consuming process since it involves both the administrative executive process as well as legislative directives. It follows then that public policy making and law making are part of a similar process. Therefore it is important to ensure that policy makers themselves are honest (probity), mature and experienced in facilitating the process. In talking about the debate of public policy making, Rhodes (1997: 9-10) spells out six vital reasons for the study of policy networks:

- The limitation of participation is to only those who are involved in the policy process. Thus, no surprises on participations.
- The roles of the actors are well defined, since each actor is identified.
- Issues are easily demarcated and can be discussed based on their importance.
- The provision of rules also provides a guide on the behaviour of actors.
- Certain interests are privileged by according them access as well as by favouring their preferred policy outcomes.
- They (policy networks) substitute private government for public accountability.

Although this approach by Rhodes is fundamentally eurocentric, it has an implication for the South Africa context of public policy making in some respects. For example, public and stakeholder participation and defining the roles and extent of the actors would be crucial in South Africa, while it is unclear what in essence constitutes a 'private government'. However, limitation of participation and protocols in identifying specific objectives is important for studying public policy networks including public housing policy. That is a simplified approach to

the study of policy networks. Cochran, *et al.* (1982: 3) further mention that the study of public policy making can be divided into two broad categories, namely, policy analysis and policy advocacy.

Cloete (1998: 126) enunciates that the major policy statement is usually the constitution, hence all procedures and prescribed guidelines are shaped by the nature of the constitution which is the supreme law of the country. Thus, public housing policy is a result of a climate created by the supreme law. Rushefsky (2002: 4-5) recounts that public policy is a succession and progression of actions made up of a series of decisions or discrete choices, including the choice not to act, over a period of time. Since the public policy making process is a step-by-step approach, a policy may be changed at any step or fail to pass through to the next step. Other policy scholars (Cochran, *et al.* in Birkland, 1982: 82; Rushefsky, 2002: 15; Compston, 2004: 3-12) believe public policy should be contextualised into the nature and content of a specific policy focus. For example, defence and foreign affairs; law and order; economic policy; public and private housing policy; sectoral policy; social policies; and other policy entities such as culture or religion. In the context of this study, public housing policy may be linked to multiple broad policy focuses such as socio-economic policies, hence, housing manifests both social and economic implications. It therefore means that when a public policy making process is undertaken, it is necessary to identify the nature of such a policy focus.

A public policy making process is also referred to as stages of public policy development. The need for a specific policy development arises because of the existence of a specific problem or need. The acknowledgement of the existing problem should be referred to as a pre-policy stage which includes three main elements. It means that before any practical public policy making process is undertaken, the preparations are extensively effectuated. Cochran, *et al.* in Birkland (1982:4-5), provide three elements of an ideal pre-policy stage:

- problem or issue definition (and effect of surrounding environments)
- policy demands
- agenda formation.

The pre-policy stage recognises the existence of a problem and commences with the preparations for adopting a practical approach to the situation. Although the public policy process may be provided through several stages, as indicated by the pre-policy and policy stages, it is always important to bear in mind that policy making is naturally intricate and complex. The following are the stages in a public policy making process subsequent to the pre-policy stages (Cloete and Wissink, 2005: 97-259; Cochran, *et al.* in Birkland 1982: 4-5):

- policy adoption;
- policy implementation;
- policy outputs;
- policy impacts;
- policy evaluation; and
- policy advocacy.

The elements of policy stages are evident in the above elaboration, after the so-called pre-policy stages. Although it appears as if there is congruence in the definitions of public policy, however, other scholars hold different views and approaches from that of Cochran, *et al.* (in Birkland, 1982:4-5). Ababio (2000:50-77); Cloete (1998: 138); Fox, Schwella and Wissink (1991: 29-30) and Webb (2000: 70); hold similar views although divergent to that of Cochran, *et al.* (in Birkland, 1982: 4-5) in the nature of public policy. These authors do not separate other policy stages with what Cochran *et al.* (in Birkland, 1982: 4-5) refer to as 'pre-policy' stage, but they believe that the stages are closely related and form an integral part of one another without divisions and therefore need not be separated. The following aspects are identified:

- policy demands;
- policy decisions;
- policy statements;
- policy results; and
- consequences/impacts.

It does not necessarily mean that each step will be applicable to all policy situations and contexts. However, different authors view a policy making process differently as observed from the above discourse by Cochran, *et al.* in Birkland (1982: 4-5) *vis-à-vis* other authors such as Ababio (2000: 50-77); Cloete (1998: 138); Fox, Schwella and Wissink (1991: 29-30) and Webb (2000: 70). Among these authors, however, there are also differing views regarding the definition of the content of public policy making process. For example, on the one hand, Cloete (1998: 138) defines public policy making with an emphasis on the public administration point of view as activities or functions undertaken to obtain policies. On the other hand, Ababio (2000: 50) defines public policy making as a process occurring in identifiable stages which considers a series of activities or processes occurring in a political system. Cloete (1998) further argues that the performance of a group of generic administrative processes plays a key role in this regard. This perspective of Cloete (1998) should suffice in providing a rationale for approaches pursued in the development of public housing policy in which the generic administrative processes are considered. Furthermore, a platform for the principles and nature of a public housing policy is created. Therefore, the foregoing discussion forms the basis for the nature, principles and characteristics of a public housing policy as discussed in the subsequent subsections.

3.2.2 Policy analysis

The focus of policy analysis is the description of the approach and reasons for the policy process, such as policy creation, adoption, implementation and

evaluation. According to Cloete (1998: 145) it is important to create (or bring about), implement and evaluate the process in the following manner:

- Study the existing policy or lack of it. If the policy exists, then it can be carefully evaluated as to whether it addresses pertinent problems or not. If the public policy does not exist, the reasons for the non-existence of the policy should be identified and analysed.
- Identify the dysfunctional situation (problem) that developed because of the lack of policy or despite the existing policy. It is imperative that the situation that requires a policy approach be unambiguously identified in order to ensure that the right approaches are developed in remedying and/or guiding the situation or actions.
- Study the outputs (results) of existing policy to establish what factors caused the failures. Outputs are usually important indicators of either the success or failure of the public policy. Thus, if the policy existed before but was unable to deal with the situation or problem, the same policy approach should be reviewed and if it is not relevant to the current affairs, then new means and approaches should be sought.
- Forecast the future with the use of extrapolative techniques such as brainstorming and scenario-sketching to determine issues that will have to be met by the new or adapted policies.
- Prepare possible new or amended policies for further action by the administration and the political executive office bearers.

The above considerations of policy analysis are critical elements which should be taken into account whenever the analysis of policy is undertaken. Thus, policy evaluators should consider such an approach in order to make objective decisions on specific policy adoption or rejection. For example, adopting or rejecting of the public housing policy presented to Parliament (legislature), Cabinet or the Parliament's Portfolio Committee on Housing should be gauged against the above considerations. It should be understood that a policy is not a

result of a random decision. Though intricate in itself, it is a result of a systematic (public policy making process) approach.

Lee (in Cloete, Schlemmer and Van Vuuren, 1991: 9) expresses some concern over academic analysis of a policy. In addition, the author makes the following quote from work of other policy scholars (in this regard, Hogwood and Gunn of 1984) in clarifying his concern:

... our own view is that policy analysts as individuals need feel under no obligation to accept commissions from governments or other agencies, but that there is something unconvincing about policy analysis which is conducted without even a potential client in mind ...

This argument provokes debates from policy analysts on whether a practical and applied policy analysis can be made or not. In essence, policy analysis without any practical application to the existing situation should be regarded as devoid of purpose. The challenge as such to policy analysts from various approaches and in particular, public housing policy analysts, should be empirical, with applicable intent, suggestions and recommendations. The same question of ensuring that an analysis is empirical is much more relevant to this study of the development of public housing policy with reference to the *Housing Act 107* of 1997. It means that conclusions and possible proposals on further research arising from this study ought to encompass practical implications as well. Thus, continuity of the original purpose of this study as outlined in Chapter one, namely, the examination and evaluation of the development and problems of housing policy in South Africa, should be kept.

Against the background of ensuring an applied policy analysis Lee (in Cloete, Schlemmer and Van Vuuren, 1991: 10) provides four provocative propositions regarding policy analysis. These propositions should assist in the understanding

and application of policy analysis, including public housing policy analysis. They are the following:

- Contextualisation of policy. The undertaking of policy in real life as well as developmental context is crucial. This contextualisation should be viewed in the light of the nature and content of a public policy.
- Application of real policy models. In essence, a variety of models brought together can bring about a single model to fit a particular circumstance. This should be done by analysing a policy situation with the available models and making use of relevant approaches to that particular circumstance. Trying to apply models without reading the situation will further complicate and worsen circumstances.
- Creation and exploration of all possible and some impossible options. Once the problem has been identified and defined, then possible options should be explored to see if they can resolve the situation. Sometimes the solution can be achieved through a compromise from all parties.
- Carry out and believe the impact of the analysis. Because policies have consequences, analysts should expect to deal with any outcome. In fact outcomes should be predicted and if dangerous, proactive measures should be implemented. The reason for deplorable outcomes is that policies are implemented and not adopted by both the proponents and opponents alike. And in some cases, these opponents may want to discredit a policy in their *modes operandi*.

The above analysis provides a guide to policy analysts, hence its empirical emphasis. Propositions made may assist both scholars and practitioners in identifying whether existing approaches have practical intent or are mere

theoretical observations. However, both theoretical and practical analyses are important when they support each other. While practice can be defined as the actual execution of activities and involves experience, theory simplifies the act by providing a logical explanation and description of a phenomenon. Therefore, both theory and practice are crucial parts of each other as well as of the policy analysis.

Cochran *et al.* (in Birkland, 1982: 7-8) further provide an exposition of normative and empirical dimensions by deliberating the specific dimensions that should be considered when analysing a policy. The following are considered:

- Intended consequences;
- Unintended consequences;
- Direct impact;
- Indirect impact;
- Direct costs;
- Indirect costs;
- Short-term effects; and
- Long-term effects.

These are necessary measuring instruments that could assist policy makers in ensuring that policy implementation is able to maximise the achievement of goals and objectives. It is important to consider the policy advocacy of a policy making process below.

3.2.3 Policy advocacy

Cochran *et al.* (in Birkland, 1982: 4) argue that it would be a grave mistake to separate policy analysis and policy advocacy. While policy analysis focuses on description and investigation, policy advocacy focuses on examination, proposal or prescription. Kaul (1997: 15) mentions that policy advocacy is vital for

enhancing the climate for policy debate. Kaul further argues that policy advocacy involves the use of analysis in making an argument for a particular policy.

Invariably, policy analysis and policy advocacy are two sides of the same coin. This also means that for policy to become successful in its outcomes, both aspects (policy analysis and policy advocacy) should be considered. Since policy advocacy results directly from policy analysis, it follows that policy analysis should be practical and relevant. The practicality and relevance of policy analysis will perpetuate empirical policy proposals and prescriptions (Kaul, 1997: 15). Actually, both policy analysis and policy advocacy may serve as platforms for measuring principles and the nature of public housing policy as well as its (public housing policy's) attempt (in terms of its successes and challenges) in addressing the housing problems in South Africa.

It is now important to explain a public policy process in a generic perspective to further provide guidelines for measuring the housing policy's attempt to address the public housing problems in South Africa. According to Quade (1989: 103) public policy analysis should reflect the effects on people attaining the objective, hence the mark of an acceptable or effective measure is that it closely reflects the objective. The content of this study should therefore also be viewed and tested with a consideration of Quade's measurement. As a result it attempts to measure the effects of a public housing policy as reflected in the aim of this study mentioned in Chapter one, namely, to examine and evaluate the development, problems and value of public housing policy, although divided into manageable specified objectives. Thus, the success of public housing policy, in particular, the *Housing Act* 107 of 1997, may be deducted from a careful observation of the successes or failures of the public housing policy in achieving the objectives outlined in the research objectives which are further interlinked with the research questions constituting the main chapters of the study. An annual provision of housing in South Africa, especially through the combination of provincial statistics

and national figures, will enable the research to make some important findings on public service delivery issues pertaining to public housing, for example:

- whether there is an annual increase or decline in the housing provision.
- whether housing has been both affordable and accessible, and if not, why not.
- whether specific trends, in particular, urbanisation, have influenced the housing policy.
- whether the national Department of Housing and provincial departments are able to interpret the *Housing Act* 107 of 1997 for implementation purposes.
- whether the intergovernmental relations on public housing provisions are coordinated and promoted.
- whether the government followed a 'bottom up' or 'top down' approach in implementing the public housing policy.

It is important to note that the examples above are not additional objectives of the study, but that they are necessary imperatives determining whether a public housing policy provides a functional framework in public housing provision. Furthermore, to ensure that policy is evaluated accordingly, normative as well as empirical dimensions exist. On the one hand the normative dimension refers to the attitudes and beliefs of the general society, policy evaluators and/or stakeholders. Normative perspectives are not only necessary in assessing policy goals, but also in analysing how well policy accomplishes the desired goals. On the other hand the empirical dimension must precede the judgment. This means that the facts of policy effects such as successes or challenges must be understood before any conclusive pronouncement on policy dimensions and impacts can be made (Cochran *et al.* in Birkland, 1982: 6-7).

3.3 NATURE AND PRINCIPLES OF PUBLIC HOUSING POLICY

A housing policy is developed in order to facilitate interaction between the government and its stakeholders with regard to the provisioning of housing. Many environmental variables will therefore impact on 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 and De Coning, 2006: 83-98) (see also Chapter two, Section 2.11, pp76-81 on the analysis of the literature review).

In South Africa, during the last five decades, because of the concentration of economic activities in major centres such as cities, the economic imbalance of public housing became inevitable. Therefore, it becomes increasingly difficult for the government to meet the needs (such as housing) of a growing population in certain areas while other areas, particularly rural areas, are experiencing a decline in population. Nevertheless, a relevant public housing policy framework should attempt to improve existing deplorable public housing conditions both in rural and urban areas. Agere and Mandaza (1999: 37-38) reflect on the purposes of developing a policy framework within a particular development paradigm. A policy framework is important in ensuring that the purposes of a developmental paradigm are clearly articulated for compliance with meeting the set objectives. Ten purposes are outlined in the context of public housing policy:

- Analysing the nature and type of the problem, the number of people affected and the causal socio-political factors.

- Finding the need and desire for appropriate solutions to the problems. The target groups and those in need of housing must be identified.
- Providing a housing policy framework with a rationale for intervention in an environment in which problems are prevalent or likely to be.
- Providing further direction, guidelines and procedures which have the capacity to address the problem should it emerge in similar circumstances requiring similar strategic action.
- Assisting in broad financial housing management such as controlling expenditures as well as assisting in sourcing funds for public housing developments.
- Contributing public housing policy framework to the preparedness of the administration in solving conflicts and contradictions in society and assisting in developing meaningful ways to address the issues, concerns and constraints.
- Serving a public housing policy framework as an arbiter in competing and conflicting community groups, individuals and institutions. For example, the *Housing Act 107* of 1997 should provide regulatory measures to the contractors who are competing for government tenders to construct public houses.
- Providing public housing policy a platform for partnerships with stakeholders through joint-collaborations, memorandums of understanding and commissions.
- Providing a certain behavioural and attitudinal pattern of management of projects through a housing policy. Furthermore, service recipients should be informed of who is directly responsible for providing services, in case of outsourced services.
- Providing a public housing policy framework with specific skills and competencies, code of conduct and procedures, and manuals which give guidance on service delivery (Agere and Mandaza, 1999: 37-38).

It is vital that the abovementioned purposes be reflected in the *Housing Act* 107 of 1997 for the provision of adequate public housing. In fact, if the government had taken such purposes into account from 1948, housing provision may have been advanced and the gap of housing needs in South Africa reduced. It is therefore argued that public housing policy frameworks must be intentional and realistic in setting goals to be achieved. Thus, to ensure that all ten purposes are complied with in the development of housing policy, thorough consultations with the stakeholders need to be undertaken. Although these purposes are not exhaustive they, however, attempt to provide at least a holistic picture and a functional framework for what the public housing policy should intend to achieve. The other suggestion, which has already been debated upon in this chapter, is of course, the need to ensure an applied policy framework. Although, the debate is centred on policy analysts, it becomes imperative that policy-makers should as well emphasise the need for a pragmatic public housing policy framework. A pragmatic policy framework should manifest characteristics which are regarded as possible solutions to the existing public housing problems. Subsequent aspects to be discussed are the characters and attributes that are expressed by the existing housing policy in South Africa. Therefore, the pragmatics (of a public housing policy framework) relates directly to the characteristics of public housing policy which forms the basis for current public housing policy approach. A comparison of the purposes of developing a public housing policy framework as advanced by Agere and Mandaza (1999: 37-38) together with the characteristics of public housing policy of South Africa is observed.

3.4 CHARACTERISTICS OF PUBLIC HOUSING POLICY IN SOUTH AFRICA AND GAUTENG PROVINCE

There is a recognition by Parliament of the need for continuous research on the public housing policy. The recognition is based on *section 26 of the Constitution of the Republic of South Africa of 1996* which stipulates two points of departure.

Firstly, everyone has the right to adequate housing. Secondly, the state must take reasonable legislative and other measures within its available resources to achieve the progressive realisation of this right. A progressive realisation demands the government's invariable responsibilities of sustainable public housing provision. This also means that government's plan to deliver housing should not only focus on benefiting present communities, but also future (rural and urban) generations as well (De Waal, Currie and Erasmus, 2000: 404).

The following recognitions are the bases for theoretical foundations and characteristics of the public housing policy, namely:

- housing as a shelter fulfils a basic human need;
- housing policy is both a product and a process;
- housing policy is a product of human endeavour and enterprise;
- housing policy is a vital part of integrated developmental planning;
- housing policy is a key sector of the national economy; and
- housing policy is vital to the socio-economic well-being of the nation (see the Preambles to the *Housing Act 107 of 1997* and *the Gauteng Housing Act 6 of 1998*).

These recognitions are advanced to provide a direction for the implementation of the *Housing Act 107 of 1997* and *the Gauteng Housing Act 6 of 1998* in demonstrating the applicability and relevance of this piece of legislation. It is therefore crucial to focus on each recognition in an attempt to discuss the characteristics of the public housing policy in South Africa and the Gauteng Province.

3.4.1 Housing as a shelter fulfils a basic human need

Cloete (1998:135) clarifies the existence of every public sector institution in fulfilling the basic needs of the community in two ways, namely, to satisfy the real needs

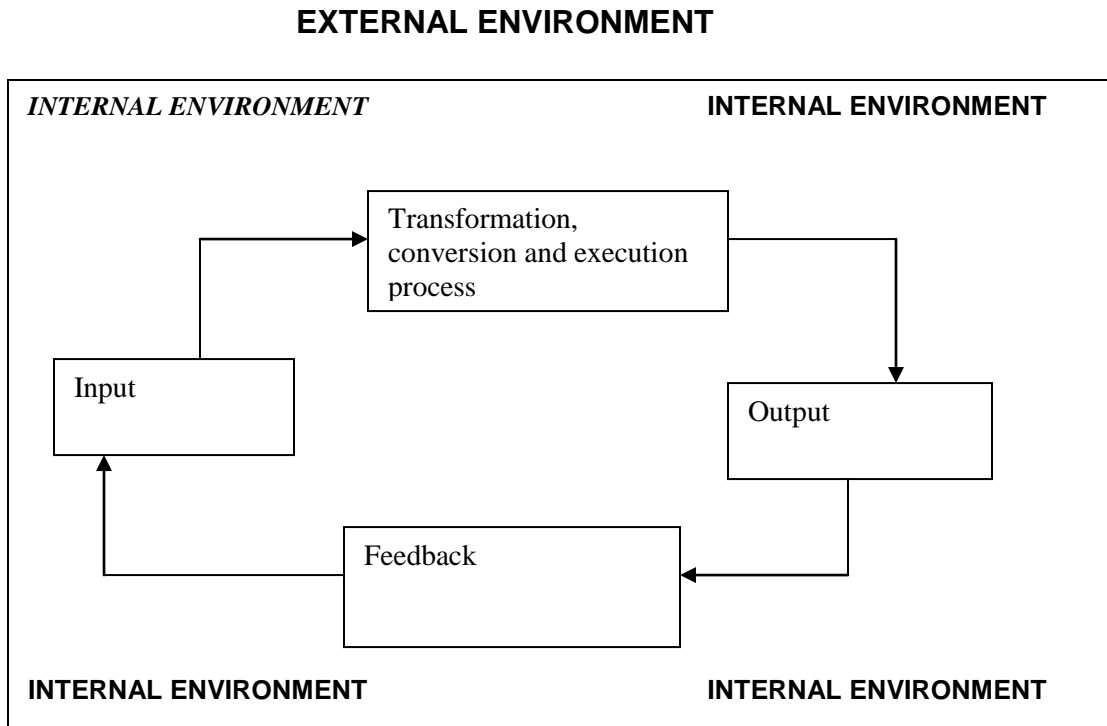
and the justified expectations of the community. It means that for public sector institutions to provide for the needs of the community there should be a time the public becomes aware of the need, followed by a time in which representations to the authorities are made either by the same public or through interest groups on behalf of the general public or affected communities. To conceptualise the satisfaction of basic human needs further, Maslow's hierarchy of basic needs theory is useful in explaining how people prioritise and fulfil their needs. Maslow's theory is quite comprehensive since it includes physiological needs (housing, food and water), safety and security needs (insurance and job security), social needs (affection and desire for association and love), self-esteem needs (self-confidence, capability and status) and self-actualisation needs (desire for career development and expertise) in their ascending order of recurrence. Maslow argues that when the first level of needs are reasonably met, then people tend to focus their attention on the higher level/order of needs (Baer, 1975: 33-38).

An important idea derived from the *1996 Constitution* is that housing can be regarded as a basic human need. An improper view of housing by government which does not see it as a basic human need will yield only an incomplete picture of what is really happening. In order to get a complete picture of public housing, government has to ensure that people have adequate dwellings in a safe and secure environment. The homeless should be made the first priority as also referred to in the White Paper on Reconstruction and Development Programme of 1994 in ensuring the acceleration of the provision of public housing (Republic of South Africa, White Paper on Reconstruction and Development Programme of 1994: 1). In this regard, the first level order of Maslow's hierarchy of needs makes provision for physiological needs, which also include the housing needs. Thus, every person in life has a task to ensure that their need for housing, food and water is fulfilled. It is therefore indispensable that the *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998 spell out that housing as a shelter fulfils a basic human need (African National Congress, 1994: 11).

3.4.2 Housing policy is both a product and a process

Products/outcomes/results usually come from a systematic and logical process or processes. In other words, housing is both 'the means and the end' at the same time, paradoxically. Housing policy is regarded as the product and process in relation to the enhancement of the government's public housing delivery obligation. Delivery processes should aim at maximising job creation; the use of local materials which supports, for example the 'Proudly South African Campaign' and promoting local income generation and training. The Proudly South African Campaign is an initiative by the government in partnership with most of the local manufacturers in South Africa to persuade South Africans to prefer and buy local rather than foreign products in order to create job opportunities and increase the national economic growth. The end results are in relation to the realisation of housing provision for the homeless and needy (African National Congress, 1994:11). As a systematic and logical process, it is vital to explain the housing policy as both the product and process through the open-systems model. The open-systems model provides a framework through which the public housing policy should be developed from the initial to the last and back to the initial stages, since it (the public housing policy) is a process. The following graphic representation (see Figure 3.1 below) of the open-systems model should serve as recognition of housing as a product and service.

Figure 3.1: Public housing as a product/process of the open-systems model



Source: Hodge, Anthony and Gales (2003: 14) and Smit and Cronje (1999: 63).

From Figure 3.1 above, it is clear that the sources of inputs also include the constraints that the housing ministry may experience in its quest to increase public housing provision. The constraints may include, for example, unskilled employees and lack of resources such as finances and technology to facilitate the transformation, output and feedback processes. Since it is an open and not a closed system, it means that its operational realm should be accessible to every concerned stakeholder and citizen. The inputs in this regard mean that certain amounts of resources should be employed to ensure housing provision, that is, the maximum output of public housing services. For example, the acquisition or availability of human resources, finance, physical/infrastructure, and information resources within an institution that renders public service is a major part of the input in the internal environment to promote intra-organisational performance.

Intra-organisational performance, for the purpose of this study, refers to the performance linkages of different sections, units and divisions within the national Department of Housing and the Gauteng Department of Housing which should operate according to the open-systems model to ensure the realisation of public housing as a product/process (Hodge *et al.*, 2003: 14; Smit and Cronje, 1999: 63).

The transformation process is usually undertaken by the internal organisational structures. It can also be referred to as the execution, implementation or conversion process. The transformation, execution or conversion process requires institutional efforts in order to ensure the successful provision of public housing. In this case, the management committee within the housing department should be responsible for the entire transformation of resources and execution process (as referred to in the open-systems model above). Alternatively, the management committee may devise strategies and means for implementing a public housing policy or may delegate functional authority in other parts of the implementation stage, such as outsourcing (the strategies and implementation of policy will be discussed in more detail in subsequent chapters, especially Chapter four). There are different management tasks which function or undertake to execute a public housing policy. However, for the purposes of this research the author regards management as those functions (such as planning, organising leading and controlling) for reaching the objectives of a public sector institution such as the national Department of Housing. Furthermore, operation systems such as advanced technology or machineries, expertise, production, maintenance and adaptation play a key role in the conversion of the inputs to outputs (Hodge *et al.*, 2003: 14; Smit and Cronje, 1999: 63).

In relation to the output, public housing as a product and process is intrinsic and valuable in measuring results against the actual input and institutional performance, or, clearly stated, matching inputs with results/outputs. This provides outcomes to those interested based on the input received. Practical

examples in the provision of public housing include houses and related services, job opportunities and the stimulation of the economy as linked to the recognition of public housing as a key sector of the national economy (see Section 3.4.5, pp109-111) (Hodge *et al.*, 2003: 14; Smit and Cronje, 1999: 63).

Finally, feedback is always indispensable to ensure that the cycle has been processed in accordance with the initial intentions. If there are mistakes and deviations, then service recipients should be in a position to identify them and do a follow-up. Without feedback from the service recipients to the service provider, it will be difficult for the national Department of Housing to determine whether the service is in fact of use and necessary to the community. The Department should also ensure that the necessary processes and forums for feedback are established to engineer improvements and adaptations. This feedback will also ensure self-assessment by an institution. Therefore, through the application of the open-system model, housing as a product and service can be simplified and facilitated to ensure that every step of the way in providing housing is identified and implemented (Smit and Cronje, 1999: 63).

3.4.3 Housing policy is a product of human endeavour and enterprise

People are required to participate in the provision of public housing. As the 1996 Constitution states, participation of community members is necessary in order to ensure the realisation of this right, namely access to adequate housing. That is, if stakeholders are not negotiating with good faith and are not making any investment initiatives in public housing provision, then, the realisation of this right may be elusive. It follows that investments by stakeholders, individuals and communities should be in the form of constructive ideas, capital investments and labour (such as the building of houses by volunteers and by people who need houses) (Republic of South Africa, South Africa Yearbook, 2004: 403).

However, both stakeholders of the external environment and employees of the National and Provincial Departments of Housing with the necessary skills and competencies are crucial in the building of houses. Accordingly, one major constraint in public housing delivery is the lack of capacity. South Africa is confronted with a massive skills shortage with employees who are generally unable to operate modern technological equipment and systems for coordination, monitoring, evaluation and reporting purposes (Republic of South Africa, South Africa Yearbook, 2004: 403). Certainly, if the internal workforce within the institution is disorganised and fragmented, then, other stakeholder involvement cannot yield fruitful results. Through coordinated and concerted efforts among all the actors, improvements can be made. The need for capacity-building and empowerment of departmental employees as well as informing the citizenry cannot be overemphasised (African National Congress, 1994: 11).

3.4.4 Housing policy is a vital part of Integrated Development Planning

Integrated Development Planning (IDP) 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 the community; and
- participate in the national and provincial development programmes (including housing provision). The 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 (see Chapter four).

In this regard, the *1996 Constitution* places a role on local government in South Africa to also plan for public housing matters, whenever integrated planning is undertaken by respective municipalities. The promulgation of the *Local Government Municipal Systems Act 32 of 2000* serves as a measure to effect the two constitutional imperatives mentioned above.

Chapter 5 of the *Local Government Municipal Systems Act 32 of 2000* makes provision for the following IDP issues, *inter alia*, to be addressed within municipalities:

- Municipal planning to be developmentally-oriented.
- Municipal planning in cooperative government.
- Core components (such as local economic development and financing) of the IDP.
- Process for planning, drafting, adopting and reviewing of an IDP.
- Status of an IDP.
- Municipality to give effect to the IDP.
- Regulations and guidelines for effecting an IDP.

It is not the aim of this study to provide a synopsis of an IDP. However, indicating the link between public housing provision and aspects dealt with in integrated development planning as described in the *Local Government Municipal Systems Act 32 of 2000* serves the basis to provide a thorough understanding on the matter of public housing policy as forming an important part of integrated development planning. To provide a formalised coordination between all three spheres of government and to denote a distinct role of local government in housing matters in particular, *Part 4, section 9(1)(a)-(h) of the Housing Act 107 of 1997* stipulates expected functions of municipalities in relation to the public housing provision. Thus, every municipality must, as part of the municipality's process of integrated development planning, take reasonable and necessary

steps within the framework of national and provincial housing legislation and policy to:

(a) Ensure that:

(i) the inhabitants of its area of jurisdiction have access to adequate housing on a progressive (sustainable) basis;

(ii) conditions not conducive to the health and safety of the inhabitants to its area of jurisdiction are prevented or removed; and

(iii) services in respect of water, sanitation, electricity, roads, stormwater drainage and transport are provided in a manner which is economical and efficient.

(b) Set housing delivery goals in respect of its area of jurisdiction

(c) Identify and designate land for housing development

(d) Create and maintain a public environment conducive to the housing development process which is financially and socially viable

(e) Promote the resolution of conflicts arising in the housing development process

(f) Initiate, plan, co-ordinate, facilitate, promote and enable appropriate housing development in its area of jurisdiction

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

(h) Plan and manage land use and development.

The abovementioned roles expected of municipalities within provinces including the Gauteng Province, are necessary in regulating municipalities to ensure compliance with integrated development planning as a legalistic requirement. Therefore, municipalities as outlined in this section, should ensure an active

participation in intergovernmental relations for improved and better decision-making in planning matters related to public housing within their areas of jurisdictions. If local government (represented by municipalities), described as the closest sphere of government to the community, is not positioned to provide adequate public housing to the community, then housing problems will exacerbate (Republic of South Africa, White Paper on Local Government, 1998: 15).

Housing equality, economic growth and stability should not only be the duty of national and provincial government. The participation of local government in economic regeneration matters is of tantamount importance as well, since the introduction of the term 'spheres' of government as opposed to the formerly used 'tiers' of government. The 'spheres' as opposed to 'tiers' of government are debatable because of the pragmatic functioning of the South African government in which the decisions are taken with a top-down approach in many respects. For example, although provinces and municipalities are allowed to promulgate their own ordinances and by-laws, ordinances and by-laws have to be consistent with national acts. This is clearly demonstrated by the development of the *Gauteng Housing Act 6 of 1998* and its contents which are mainly a replica of the *Housing Act 107 of 1997* in the context of the province. This means that the policies and administrative procedures followed within other spheres must be adapted from the national policy frameworks. It follows then that other spheres of government cannot escape the role of being subordinate, subservient, agents and lower levels of government, despite the use of the term 'sphere'. Although the introduction of the term 'sphere' is aimed at presenting the three 'spheres' as equal and distinct, and abolishing 'level or tier', the roles of different spheres remain unchanged.

Therefore, in matters of housing policy and development, the national government is the major if not the only sphere which can ensure that the existing public housing policy is pertinent to provincial challenges. Such efforts in

ensuring that the national housing policy suits provincial and local problems, although broadly, is important. This could ensure that local administrative processes and policies comply with the national legislation, since the national housing policy should be made after substantial consultation with other stakeholders, including provincial administrations. For example, municipal housing assessment needs, identification of correctly located land for housing and the linkages between housing and urban renewal, as well as the integration of public housing, planning and transportation frameworks are vital for ensuring that the national housing policy can be applied within local government spheres which ought to be monitored by the provinces (Republic of South Africa, Department of Housing: Breaking New Ground, 2004: 21).

Planact (1997: 33) argues that the problems at national sphere of government relating to delivery, tenure and finance come together in the relationship that emerges between the housing sector, provincial planning (Provincial Growth and Development Strategy) and the integrated development planning of local government. Problems such as skills shortages in financial administration are characterised by short-term delivery objectives of a product- and developer-driven approach, rather than a long-term planner-driven approach to development, without this being seen as the only component in a series of interrelated development objectives.

3.4.5 Housing policy is a key sector of the national economy

Section 6(2)(d) of the Housing Act 107 of 1997 stipulates that the national housing data bank and information system should provide macro-economic and other information with a view to integrating the national housing policy with macro-economic and fiscal policy and the coordination of housing development with related activities. It means that housing policy and development should contribute to the national economic growth by ensuring business investments and job creation for the unemployed, so that they (the unemployed) are able to

provide housing for themselves, rather than relying solely on government for housing provision and gratification of other basic needs. In the 2003/2004 budget vote speech, the former Minister of Housing, Ms Brigitte Mabandla, announced that the national Department of Housing would continue its well-established approach of giving priority to the reduction of poverty and vulnerability by making meaningful contributions to economic growth, especially by economically empowering the historically marginalised groups (Republic of South Africa, South Africa Yearbook, 2003/04: 400). As a key sector of the national economy, the national Department of Housing has indicated several areas that require focus in extending and strengthening its contribution to the growth and development strategy through the development of small, micro and medium enterprises (SMMEs). The following are the focal points of the national Department of Housing which should be taken into consideration in the Gauteng Province:

- Promoting marginalised women in construction by setting aside at least 10% of the provincial expenditure for housing projects to be handled by women developers and contractors.
- Incorporating integrated land development that encourages all national housing programmes to promote development with all necessary infrastructure in order to develop sustainable communities.
- Focusing on a people-centred housing development which deals with the promotion of the People's Housing Process (PHP), whereby communities actively participate in the provision of their own housing.
- Dealing with rural housing that effectively addresses the housing backlog outside of the cities, 31% of which involves rural households.
- Dealing with rental housing, which is currently provided through the institutional housing instrument and has been identified as a national expenditure priority to provide beneficiaries with an alternative tenure option.
- Upgrading informal settlements, whereby housing projects are approved to target the elimination of specific informal settlements.

- Developing savings-like subsidies to encourage people to save towards their housing developments.
- Providing housing subsidies for people with disabilities.
- Initiating emergency housing programmes through which provincial housing departments can make provision for unforeseen emergency housing needs. The Department has resolved to set aside 0.5% to 0.75% of provincial annual allocations for this purpose (Republic of South Africa, South Africa Yearbook, 2003/04: 400).

As a key sector of the national economy, it is important for the national Department of Housing to ensure that the challenges facing communities, such as poor housing conditions, be addressed. In thus establishing focus areas, a contribution would be made to the development strategy of public housing policy, and investing in the housing industry would serve as an important part of the economy. Efforts such as developing strategy for the public housing policy and investing in the housing industry would provide a conducive environment for job creation and sustain economic growth which may lead to adequate housing provision.

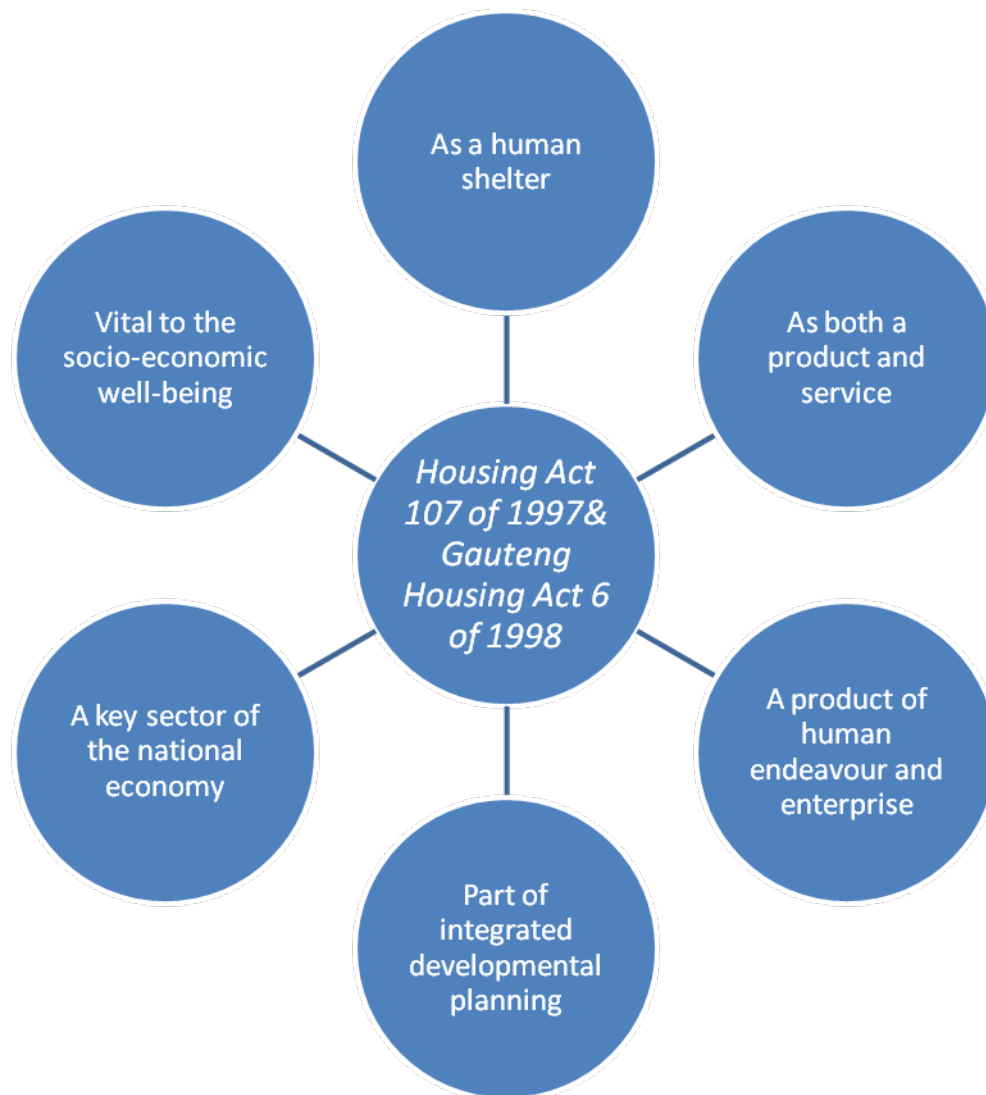
3.4.6 Housing policy is vital to the socio-economic well-being of the nation

Housing forms part of socio-economic rights (such as the right to shelter, security and education) of the people of South Africa as enshrined in the *1996 Constitution*. Tenable social conditions are important for the improvement of living conditions within societies. It is necessary to build a viable economy which can create job opportunities, alleviate poverty and provide free basic services as well as provide basic social amenities such as adequate sanitary facilities through the public housing policy as enshrined in the *Housing Act 107 of 1997*. According to De Loor (1992: 94), the composition of government expenditure in favour of housing will benefit both the housing sector and the economy at large, which will further lead to the redistribution of income and changes in demand

patterns which are more labour intensive and less dependent on imports. The housing sector should not be divorced from the rest of the economy (De Loor, 1992: 206).

In summarising the characteristics of the housing policy, particularly, the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998*, Figure 3.2 presents an elaborate picture in developing a public housing policy framework. The picture presented by Figure 3.2 is important in the observation of whether governmental recognition addresses pertinent public housing challenges in the Gauteng Province of South Africa or not.

Figure 3.2: Characteristics of housing policy



Source: *Housing Act 107 of 1997, Gauteng Housing Act 6 of 1998* and own observation.

Figure 3.2 above provides a summary of important features of the current public housing legislation in trying to contextualise the legislative intentions and approaches of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998*. The characteristics of housing policy are evidently manifesting the socio-economic aspects of the policy. This means that the policy's focus is on improving the well-being of South Africa's social and economic conditions. A careful adherence to these features of the *Housing Act 107 of 1997* and *Gauteng*

Housing Act 6 of 1998 in making this policy a reality in the Gauteng Province is indispensable. The historical and post-modern development of a public housing policy should invariably manifest features of this policy and other necessary features in attempting to meet the objectives of government in the provision of public housing with its policy to address public housing problems. However, an observation made in a comparison of the Parliament's recognition and the purposes of developing a public housing policy framework does not indicate a close relationship (Agere and Mandaza, 1999: 37-38). It is an important part of the housing policy to highlight whether governmental purposes are practical in nature. Lack of an empirical approach by the national Department of Housing and the Gauteng Province Department of Housing in addressing public housing problems may lead to an excessive increase in the backlog. Furthermore, it is important to deliberate on the history and post-modern public housing policy development in South Africa.

3.5 HISTORICAL IMPERATIVES OF PUBLIC HOUSING POLICY DEVELOPMENT IN SOUTH AFRICA

Since the Gauteng Province, together with the other eight provinces in South Africa, was established by Chapter six of the *1996 Constitution*, the approach in historical discussions would require a South African perspective. In this regard, the development and implementation of a housing policy in South Africa before 1994 was based on discriminatory practices. Such practices have largely resulted in the underperformance of the South African government for several decades in terms of public housing delivery. The creation of homeland administrations in South Africa further compounded housing delivery which became both convoluted and inefficient. By the early 1990s, there were ten ministries and departments of housing and 13 statutory funds through which housing related money was channeled. Four provincial administrations were

Cape, Natal, Transvaal and Orange Free State. The Gauteng Province which currently is comprised of the former Pretoria, Witwatersrand and Vereeniging was part of the former Transvaal Province. In addition, there were six self governing states namely, Lebowa, Gazankulu, Qwaqwa, KaNgwane, KwaZulu and KwaNdebele, while the four independent states were Transkei, Bophuthatswana, Venda and Ciskei. Over 60 national and regional parastatals (such as the Corporation for Economic Development and the Bureau for Economic Research re Bantu Development) were involved in housing delivery and facilitation (Gilbert, 2002: 1916; Rodgers, 1980: 48,93; Wilkinson, 1998: 216).

There are further several imperatives pertaining to the housing history in South Africa that need to be taken into account whenever historical factors regarding governance and the development of public housing is studied. These imperatives are applicable to the Gauteng Province as well. These are as follows:

- Large backlog in housing. An increasing number of households from the disadvantaged background were without adequate housing (see Table 3.1, p131).
- Impact of apartheid settlement patterns. The settlements of black households (separate from white households) on the periphery of urban areas in which access to other infrastructural facilities such as roads and electricity was limited should be taken into consideration whenever historical imperatives are studied.
- Confusing role of the myriad public sector institutions. As indicated in the above paragraph, confusion is inevitable whenever several authorities are involved in the same endeavour without clear demarcations.
- Constraints in finance and housing delivery, especially for the lower and no-income groups (see Table 3.2, p134) (Mackay, 1999: 239).

These four imperatives should provide a clear and holistic overview of the housing delivery situation during the pre-1994 government. However, their legacy and spillover to the post-1994 dispensation is unavoidable. The approach by the then National Party government was based on race rather than the needs of society. Thus, race was the main determinant in who should receive houses, instead of who had the genuine most pressing housing needs. The *Housing Act* 107 of 1997 repealed, incorporated or made major amendments to 35 pieces of legislation. Each element in the old legislation had to be examined in order to ensure that there were no gaps in the new act (Mackay, 1999: 390). In this context in the Gauteng Province, the *Housing Act* 107 of 1997, resulted in assenting to the *Gauteng Housing Act* 6 of 1998. Such a myriad of laws (such as *Housing Act* 4 of 1966; *Slums Act* 76 of 1949 and *Development and Housing Act* 103 of 1985) were repealed by *Section 20* of the *Housing Act* 107 of 1997 as specified in the Schedule of the Act (see Appendix 1, pp480-481). These laws provide a systematic overview of the public housing policies over the years, particularly from 1966 to 1996. See Appendix 1 for the laws repealed by the *Housing Act* 107 of 1997 as indicated in the Schedule of the same Act.

White (in Jacobs, 1987: 128) recounts that a careful selection of data, evidence or text by the historian is important in generating a meaning, while Jacobs (1987: 132) adds that an examination of historical archive documents such as policy papers and internal reports are the richest sources of data for the housing policy researcher. The argument by these researchers is practically supported by the *Housing Act* 107 of 1997 which mention the examination and repealing of certain laws (such as the *Housing Act* 4 of 1966; the *Slums Act* 76 of 1949 and the *Development and Housing Act* 103 of 1985 by *Section 20* of the *Housing Act* 107 of 1997 either partly or completely (see Appendix 1, pp480-481). Changes observed in history are imperative in providing the evolution of the public housing policy approaches from 1948 until 2005. The reason for observing changes in history is to ensure that necessary interventions are suggested in this study to address public housing problems. A more practical observation on public housing

conditions may be clarified through the deliberations on the historical phases. The following phases of public housing policy shifts over the past five decades became apparent, as discussed below.

3.6 PHASES OF PUBLIC HOUSING POLICY IN SOUTH AFRICA FROM 1948 UNTIL 2005

This discussion regarding the pre-1994 era does not include the Gauteng Province, since it was established after 1994. During the period 1948 to the pre-democratic government in 1994, South Africans experienced major problems in as far as public housing provisions were concerned. According to Morris (1981: 134-141), a historical perspective of the public housing policy provides the identification of the following major problems, namely:

- public housing shortages;
- inadequate physical conditions;
- distance from metropolitan centres and places of work;
- the monotonous and undeveloped environment;
- lack of investment opportunities and inadequate tax base;
- rentals that were too high for many householders;
- lack of choice; and
- insecurity and the adoption of a passive role.

The above problems as identified by Morris (1981: 134-141) are important aspects which should be addressed in order to improve the living conditions of the impoverished in South Africa and the Gauteng Province in particular. If these problems are not adequately addressed, unbearable living conditions could persist. These problems highlight living conditions which have existed in South Africa and require major shifts from historical policies, since they were unable to address public housing problems.

Although historical policies had been harsh in all matters of social, economic and political aspects, they (historical policies) should not be held solely responsible for poor housing conditions. Both the recent history of South Africa, such as the impact of corruption and corrupt activities in matters of service delivery and the colonial legacy, still play a huge role in the development and implementation of the housing policy as well as in the shaping of housing conditions in the Gauteng Province (Davenpoort, 1991; Lemon, 1987; Mackay, 1996).

After the National Party's election victory in 1948, South African legislation and policies were already highly but not completely segregative. The 'infamous' *Groups Areas Act 77 of 1955* and *Group Areas Development Act 69 of 1966* respectively designated every square inch of land for occupation by one of four racial groups. This designation influenced and affected the type of housing for each racial group differently. For example, blacks lived in distant townships far from the city centre in grossly overcrowded conditions; coloureds in the Cape were removed to the Cape Flats, far from the city centre where overcrowding and slum development became inevitable; Indians were also concentrated in much poorer housing areas although some were built for owner occupation by the state; while whites were housed at low densities, comfortable housing and in increasingly fortress-like conditions of security (Republic of South Africa, Department of Planning: Housing Code, 1964: ii; Goodlad, 1996: 1633; Mackay, 1996: 137).

Mackay (1996: 134) provides an important analysis of South Africa's current housing policy. This analysis focuses on the classification of public housing policies into different political phases since 1948. These phases manifest different approaches which were intended to intensify the segregation of non-whites from whites' settlements. The policy analysis is divided into three main phases. The fourth and fifth phases are, however, added as a result of further

observation during this study of development and governance of housing policy from 1948 to 2005. Phases are structured in the following chronological order:

3.6.1 Township phase: 1948-1961

Accordingly, this period is referred to as the township phase to house non-whites expelled and banned from the cities. These townships were constructed at the edge of urban areas and not near rural areas. During this period, the then National Party government adopted the policy of separate development for blacks and whites (coloureds and Indians are classified as blacks). There are three major strategies that are identified to support this policy, namely:

- intensifying of the separation of races;
- providing more effective control into the urban areas; and
- introducing policies that were aimed at reducing the financial burden on the state and local authorities of blacks in the white areas (Mackay, 1996: 134).

These strategies were aimed at enforcing the policy of separate development, thus, ensuring that the development of homelands and native housing separate from white areas is given more impetus (Mackay, 1996: 134; Morris, 1981: 42; Van Vliet, 1990: 588).

3.6.2 Homeland phase: 1962-1977

The period 1962-1977 is referred to as the homeland phase. The aim was to reduce the movement of blacks in the cities by encouraging the development of homelands. It is also referred to as the phase of homeland development and further restrictions of movement into opportunities within white areas. This phase was also supported by the *Group Areas Act* 41 of 1950 which was aimed at dividing South Africans on the basis of colour. In this regard, housing

developments for blacks could only be constructed in designated areas (Hart, in Van Vliet, 1990: 588; Mackay, 1996: 134; Morris, 1981: 72).

3.6.3 Political resistance and reform phase: 1978-1989

This period was characterised by political resistance and reforms. Much political unrest prevailed in the country which resulted in the declaration of the first state of emergency by the then National Party government in 1985. There were legislative and policy changes, adjustments in the official approach to housing and protest over rent increases. For example, the government privatised low-cost housing, encouraged the private sector and self-help means, and sought to sell public housing stock. However, despite the government acting as a major determinant of quality, quantity and tenure options, many black households were removed and dislocated (by the government) to support urban and regional racial separation. During this period, the government nevertheless recognised the need to ensure greater consultation with blacks as well as improving their living conditions, and to act as financier and supplier of formal housing for blacks (Hart in Van Vliet, 1990: 588-590; Mackay, 1996: 134; Morris, 1981: 72).

3.6.4 Transition phase: 1990-2000

This was a transition period which culminated in the unbanning of liberation movements by the then National Party government. This period was noted more clearly through the state of the nation address by the then President FW de Klerk when the release of political prisoners (such as Nelson Mandela) was announced in order to facilitate the transition period (from apartheid to a democratic South Africa) during 1990. Subsequently, after the inauguration of the democratic dispensation, legislative and constitutional reforms were instituted. This included the establishment of nine provincial administrations, including the Gauteng Province. During the period of discussions pertaining to the housing challenges between 1990 and 1993, the development of the first housing strategy in the form

of the white paper was undertaken. The White Paper on a New Housing Policy and Strategy for South Africa of 1994 resulted as the basis for identifying public housing problems and to ensure the acceleration of public housing provision (Republic of South Africa, White Paper on a New Housing Policy and Strategy for South Africa of 1994). The *Housing Act* 107 of 1997 was promulgated and became the main housing policy development during the transition phase. This Act was followed by the drafting of the National Housing Code of 2000 which is intended to be a prescription regarding the measurements of all public housing, including the size. The *Gauteng Housing Act* 6 of 1998 forms an essential part of this transition phase since it is a prompt compliance response to the *Housing Act* 107 of 1997.

3.6.5 New democratic phase: 2001-2005

The new democratic phase ranges from 2001 to 2005. This period saw the commencement of the implementation of developed democratic legislation. During this period, the current African National Congress (ANC) government was confronted with the challenge of implementing the legislation in all sectors of governance, especially the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998, in respect of the public housing legislation. This current situation has received widespread criticism by commentators and scholars alike, as a result of the difficulty faced in the implementation of the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998 in successfully addressing the public housing backlog in the Gauteng Province. The public housing policy also forms an important part of the general observation of government's legislation (Republic of South Africa, South Africa Yearbook, 2003/2004: 399-415).

Although there seem to be differences regarding the specific time period of the phases as discussed, there is an invariable consistence, congruence and concurrence pertaining to the main public housing policy activities during the period 1948-2005. It is important to notice that the last two phases were not

included in the Hart's study (Van Vliet, 1990: 587-621). These phases are intrinsic in providing a contemporary framework for the government's broader policy development, approach, position, implementation and direction, and more specifically, the public housing policy. In essence, these last two phases are vitally important in this study for at least two reasons emanating from the research problem of the study, namely:

- to understand the effects of the development and implementation of the public housing policy; and
- to examine and evaluate the extent to which the *Housing Act 107 of 1997* and *Gauteng Housing Act 6 of 1998* are conducive to address the housing problems in the Gauteng Province.

Essentially, the answers to the research problem raised in this study should be directly related to the phases of development and governance of the public housing policy, especially the last two. The other argument could be advanced in line with these two phases since the establishment of nine provinces was initiated in the *1993 Interim Constitution* and subsequently in the *1996 Constitution*. In the State of the Nation address of 11 February 2005, President Thabo Mbeki referred to this situation in South Africa as both first and second world economies. The motivation lies in the fact that 1990 is viewed as the culmination of apartheid policies which resulted in fragmented developments in many respects (including housing) as well as disintegrated socio-economic and political policy approaches (including housing). The first world economy is regarded as a success having ideal economic conditions in South Africa. In the third world economy, housing conditions, more particularly, are more dismal and as a result, public housing provisions are most needed. That means that the rearranging of the current policy frameworks towards accelerating development should be effected in both economies (Republic of South Africa, Government Communication and Information Systems, 2004: 2).

During the apartheid period in South Africa, adequate public housing for blacks was faced with segregative policies and conditions (such as the *Group Areas Act* 41 of 1950; *Housing Act* 4 of 1966; and *Bantu Authorities Act* 76 of 1949). Locating blacks in the periphery of white areas in order to promote separate development policies was indicative of applying apartheid policies. Furthermore, the intensification of separate development manifested through the creation of homelands to reduce the movements of blacks to the cities. Equally important in this thesis is the examination of the conditions since the inception of a democratic government in 1994. This examination of public housing conditions presents a holistic perspective of public housing policy for the period 1948-2005. In the following section, the development of public housing in democratic South Africa through stakeholder participation is examined.

3.7 DEVELOPMENT OF PUBLIC HOUSING IN DEMOCRATIC SOUTH AFRICA THROUGH STAKEHOLDER PARTICIPATION

The De Looer Commission, although appointed by the then National Party government in 1992, played a critical role in shaping the existing public housing policy. Some of the activities included the identification of structural problems in the housing policy; the role of housing in stimulating economic development and income, and employment creation (to mention just a few). The White Paper on Reconstruction and Development Programme of 1994 is also an important source for providing statistical figures on housing and other public services of which the majority of South Africans were in need. Subsequent to the White Paper on Reconstruction and Development Programme of 1994, the White Paper on a New Housing Policy and Strategy for South Africa of 1994 was passed to give positive effect to the delivery pace and reforms of the public housing policy. Finally, the *Housing Act* 107 of 1997 was promulgated as the means of

developing public housing and other related services such as electricity, water and sanitation. The turn-around from apartheid policies and approaches to more democratic systems in the public housing policy begun by the appointment of the De Loor Commission was then followed by the White Paper on Reconstruction and Development Programme of 1994 as well as the White Paper on a New Housing Policy and Strategy of 1994; and ultimately the *Housing Act* 107 of 1997. In the Gauteng Province, the *Gauteng Housing Act* 6 of 1998 was passed to give effect to the national housing policy. Section 16 of the *Gauteng Housing Act* 6 of 1998 outlines the need to establish a participation forum which is chaired by the MEC. Annual meetings for information sharing between the Gauteng Province and all major stakeholders in Gauteng pertaining to the provincial housing policy, legislative and funding role are to be undertaken. A detailed discussion of these legalistic implications is deliberated in this chapter as well as in Chapter four. The reason is that these chapters respectively focus on policy development and evolution of guidelines, and features and legislation of the public housing policy, since these aspects form an integral part of the existing broad housing policy in South Africa and the Gauteng Province.

3.7.1 Stakeholder involvement in housing policy matters

As stipulated in the White Paper on Reconstruction and Development Programme of 1994 (Republic of South Africa, White Paper on Reconstruction and Development Programme of 1994: 12) the need to involve all actors in the housing sector as well as defining each player's role are of vital importance to enable concerted and optimal public housing provision efforts. Without stakeholder involvement, the government cannot successfully achieve the end goals and objectives, namely, the provision of housing to the needy. Thornhill (2004: 475) specifies that the governing body is required to gauge the divergent views and based on this make provision for a particular need (in the context of this study public housing serves as the need). The housing policy process in

South Africa manifests several important stakeholders as will be discussed below.

3.7.1.1 Urban Foundation (UF)

The Anglo-American Corporation set up the Urban Foundation (UF) in 1976 in the aftermath of the 1976 uprisings in South Africa and particularly in South Western Townships (Soweto). The aim was to initiate and lead housing reforms in the country. The UF was an influential mouthpiece for the business sector. Clearly, the UF was the leading influential and housing debater during the early 1980s and early 1990s with the then ruling National Party government. The UF designed a new approach to subsidy policy. When the Independent Development Trust (IDT) was set up in 1990 with the former chair of the UF in charge, the basis for a new capital subsidy shelter was formed (Gilbert, 2002: 1912). The scheme was administered on a project basis, with public, voluntary and private sector institutions making proposals either for new site and service schemes or for upgrading informal settlements. The IDT was established to supply grants for poverty relief, infrastructure development, and services in the education, housing and welfare sectors in South Africa (Goodlad, 1996: 1633).

Towards the end of the apartheid era, two efforts were made to rethink the public housing policy in South Africa. The first effort was the establishment of the De Loor Commission in 1992 (as mentioned earlier in Section 3.7, p123). The Commission was made up of technical experts whose task was to investigate and propose a way of remedying the chaos of the then housing subsidy scheme. The scheme treated each racial group differently according to the tricameral parliamentary systems (Parliament representing whites, Indians and coloureds) that was in place (Gilbert, 2002:1913). However, contrasting views exist among various scholars as to whether the De Loor Commission has been influential or not, especially on the drafting of the White Paper on a New Housing Policy and Strategy for South Africa of 1994. Gilbert (2002: 1917) on the one hand notes:

'views differ on whether the De Loor report actually had much impact on the existing housing policy formulation, although most would argue that it had zero effect'. On the other hand, Mackay (1996:12 and 1999: 389-390) recounts a discordant view that the work on developing a housing strategy predated the election of the Government of National Unity (GNU) in 1994. Many of the ideas which subsequently became policy were thrashed out by the De Loor Commission (1992) and the National Housing Forum (1993). A National Housing Forum was a body intended to negotiate the future housing policy framework. The White Paper on a New Housing Policy and Strategy for South Africa of 1994, which was then regarded as a new housing policy and strategy for South Africa and the Botshabelo Accord, was produced soon after the 1994 elections. The Botshabelo Accord was a summit held at Botshabelo in October 1994, in which a number of stakeholders pledged themselves to do their utmost to meet South Africa's housing needs as quickly and effectively as possible. Seen as Slovo's (Joe Slovo was the Minister of Housing in 1994) crowning achievement, the 'Botshabelo Accord' was hailed as evidence of the spirit of negotiation and compromise which was the miracle of South Africa's 'rainbow people'. Mackay (1996: 12) and Van der Waldt (Interview 13 June 2005) bluntly mention that De Loor's report initiated many of the policy ideas which were incorporated in the White Paper on a New Housing Policy and Strategy of 1994. In simple analysis, there is a sequence of policy documents which gave birth to the *Housing Act 107* of 1997, namely, the creation of the UF scheme in 1976, the De Loor Commission (although debatable) and the NHF in 1992; White Paper on a New Housing Policy and Strategy of 1994 and the White Paper on Reconstruction and Development Programme of 1994; finally the *Housing Act 107* of 1997. In the Gauteng Province, the compliance legislation to this national policy framework is the *Gauteng Housing Act 6* of 1998.

The second effort made to rethink the housing policy was introduced immediately after the De Loor Commission report was handed in in April 1992. Gilbert (2002: 1917) articulate that a group of 16 institutions combined to form the National

Housing Forum. Although the government participated indirectly, there were several other institutions such as the Development Bank of Southern Africa (DBSA) (the DBSA is a Development Finance Institution (DFI) in sub-Saharan Africa, playing the triple roles of Financier, Advisor and Partner in sustainable development activities of both government and other development stakeholders) and the Independent Development Trust (IDT) that were represented (Gilbert, 2002: 1917).

3.7.1.2 National Housing Forum (NHF)

Accordingly, the NHF was convened in August 1992 by the Independent Development Trust (IDT), the Development Bank of Southern Africa (DBSA), the South African National Civic Organisation (SANCO), the main political parties including the African National Congress (ANC), as well as representatives from the trade unions, construction industry, financial institutions and development agencies. According to Goodlad (1996: 1633-1634) the forum had an uneasy relationship with the National Party government, and later the government withdrew. In 1993 the National Party government requested the forum to nominate the six people who would form part of the South African Housing Development Board (SAHDB) as required by *Part 2, Section 5 of the Housing Act 107 of 1997*. The Board was established to advise the minister on any matter relating to housing development as well as to monitor the implementation of the national housing policy. Goodlad (1996: 1639) further articulates that the origins of the housing policy are to be found in the work done by the NHF and the Reconstruction and Development Programme (RDP), which was later adopted as the white paper by the multi-party Government of National Unity (GNU). The GNU was a government in South Africa which was comprised of a multiparty system in which political parties were represented in proportion to the election results of 1994. This GNU was led by the African National Congress (ANC).

3.7.1.3 Community involvement

The end-user of government services, through the government system of functioning, is intended to be the community. In ensuring that public housing services meet the required standards, the service recipients, namely the community, should actively participate in the deliberations between government and other stakeholders (which was not normally the case with the erstwhile regime before 1994). De Loor (1992: 194) mentions that during the apartheid era, the involvement of communities was an almost insurmountable problem. However, without active involvement of the community in matters of public service delivery, such as housing provision, the government alone may be unable to achieve developmental progress alone. Although local government prior to the democratic South Africa has largely been representative of the national government's segregative policies, the need for an organised local government that is representative of the majority of its citizens cannot be over-emphasised. In other words, democratic local government structures with strong community support are fundamental to enhanced service delivery (De Loor, 1992: 195).

However, participation of the main actors in the development of housing has been both interesting and challenging. Interesting because the community and individuals should get involved in negotiating the type of housing that can best meet their needs and demands. Furthermore, it is challenging because most of the relevant professional groups 'were white and unfamiliar with the manner and forms of community participation' in black areas (Goodlad, 1996: 1642).

From the above discussion it is clear that stakeholders have participated in the development of the public housing policy to ensure that its framework is all-inclusive for public housing developments. Evidently, since 1976 during the set-up of the Urban Foundation (UF), housing reforms inevitably began to favour the majority of citizens in South Africa. The culmination to the drafting of the first

democratic White Paper on a New Housing Policy and Strategy of 1994 is also a result of stakeholder participation (Personal Interview: Van der Walt, June 2005). Furthermore, demand and supply of public housing deliveries as reported by government and other agencies are important in indicating the general direction, challenges and/or successes of the government, especially during the current democratic dispensation. In the following section, public housing demand and supply by the government since 1990 is discussed.

3.8 SUPPLY AND DEMAND OF PUBLIC HOUSING

Although stakeholder involvement in public housing policy matters is important for ensuring that pressure is exerted on the government to construct houses, the demand and supply chain of public housing requires attention to logically propose the possible way forward for the public housing policy. Thus, where criticism is necessary, it should be made and where credit is due, it should be given as well. In the South African and the Gauteng Province context, the need to provide data on the progress or lack thereof of the government in ensuring the provision of public housing for the people, should be taken into consideration. Therefore, a discussion of both the housing shortages as well as of those houses which the government has provided so far is necessary.

3.8.1 Housing shortages

Goodlad (1996: 1633) argues that the challenges posed by the end of the apartheid era are enormous, but to quantify precisely, especially in the absence of adequate data regarding population, household composition, migration patterns and income, is almost impossible. During the apartheid era, there were no reliable assessments and evaluations made regarding the need for public housing. Perhaps that was also the reason for the government conducting a census both in 1996 and 2001.

Mr. P. Lehohla, the Statistician General of South Africa, stated in the strategic plan document of Statistics South Africa (Republic of South Africa, Statistics South Africa, 2001b: 8) that the purpose of enacting the *Statistics Act* 6 of 1999 was to empower Statistics South Africa to collect and coordinate the production of official statistics in the country. Statistics South Africa is a professional governmental department which provides statistical information to government and the public on various aspects such as the number of women in management, the population figure and the number of people employed in the public sector, to mention only three. Furthermore, there are other explicit questions implied by the Act such as the need to get the public to appreciate the role and importance of statistics in society. Again the public should also notice that statistics and information are required to inform policy development, planning, implementation, monitoring and evaluation of government initiatives and programmes at national and sub-national levels. Thus, statistics assist in quantifying numerous aspects such as households' composition, migration patterns and family income (Republic of South Africa, Statistics South Africa, 2001b: 8). According to De Loor (1992: 76) the assessments and evaluations of housing needs should not necessarily be related to money, but rather to human dignity or quality of life. Since South Africa is a developing country, or rather, most South Africans live in poor economic conditions without basic amenities even in the richest Gauteng Province, it goes without saying that the government should play a critical developmental role in ensuring that housing provision is indeed a reality even to those who cannot afford to pay for services.

The problem of housing manifests in diverse forms, including through new households resulting from population growth which are entering the housing market and the existing shortage/backlog from the previous years. Although it is vital to give attention to both aspects, bridging the gap of existing backlogs is now more critical since the majority of people are unable to afford housing without government intervention (De Loor, 1992: 76). Research has determined that there was an urban backlog of over 1.3 million houses in black households

during 1990-1992 (African National Congress: Reconstruction and Development Programme, 1994: 10-11; Cloete *et al.*, 1991:195-197; De Loor, 1992: 82; Goodlad, 1996: 1633;). In Table 3.1, p131 below these backlogs are given.

Table 3.1: Public housing backlog between 1990 and 1992

POPULATION GROUP	ACTUAL BACKLOG IN HOUSES
Whites	1 000
Asians	3 000
Coloureds	43 000
Blacks	1 284 000
TOTAL	1 331 000

Source: De Loor (1992: 82)

According to the figures reflected above, the national housing backlog was already in crisis way before the democratic dispensation was instituted in 1994. It was necessary that housing provision be attended to as a matter of urgency. In that regard, the African National Congress: Reconstruction and Development Programme (1994: 10) spelt out a programme of action that the government should undertake in order to address the situation, in the long-term. The programme of action indicated that at least 200 000 houses were to be built every year nationally for five years for urban households in order to prevent the situation from escalating beyond the already high proportions. It was also suggested that the figures should be increased to at least 300 000 *per annum*, specifically for low-income households as well as households in rural areas. The ANC-led government did not meet public housing provision needs during the first five years in government. As a result the backlog continued to increase with both the problems inherited from the apartheid regime as well as the newly emerging ones such as weak intergovernmental relations between spheres of government, as well as lack of capacity, finance and innovative strategy.

Goodlad (1996: 1633) indicates that sketchy estimations regarding population statistics predicted a population of 42.6 million in 1995 predominantly for urban and cities dwellers while in rural areas there were about 15 million of the total population. In contrast, the Ministry for Welfare and Population Development (1995:1) indicates that the population statistics were estimated at 40.65 during 1994 and 43.47 during 1995 respectively (African National Congress: Reconstruction and Development Programme, 1994: 10; Goodlad, 1996: 1633).

Goodlad (1996: 1633) further suggests that during 1994, there were only 2.6 million formal housing units for the entire South African population. Of seven million households, an estimated 1.7 million were living in shacks or unserviced areas and over two million people were living in 620 000 shacks on serviced sites. A further 100 000 serviced sites were not occupied because they were either in the wrong place, were provided with wrong facilities, or were unaffordable.

According to Knight (2001: 1), despite the provision of more than a million houses during 1994-2001, 7.5 million people were still without adequate housing. Streek (2001: 1) further posited that the construction of between two and three million houses was necessary in order to address the housing backlog of 7.5 million people. Johnson (2005: Online) indicates that the number of houses provided or under construction between 1994 and September 2003 was 1.5 million. However, two to three million houses are still needed. Due to the increasing need for housing, the housing demand grows by 204 000 per annum. This is a challenging situation for South Africa in which 204 000 houses and more should be provided per annum in order to successfully address the public housing backlog at some point in time (Johnson, 2005: Online).

3.8.2 Housing deliveries

Irrespective of the circumstances described above (the shortage of housing), it could become unjustifiable for government to discontinue its objective of providing public housing services for the needy, especially the low-income and no-income groups. There exists a direct relationship between the cost of a dwelling and the household's income. The challenge faced by government since 1994, however, is how to provide a programme of action in rolling out public housing services through a public housing policy that is conducive to the eradication of the public housing shortages. Although government was challenged to provide public housing with various tenure options to all South Africans, the most vulnerable groups were the low- and no-income groups, since the rich enjoy the security of regular employment, a sufficiently high income and access to credit for the construction of their own dwellings. These conditions described above have not changed drastically and require urgent attention (Fuerst, 1974: 9; Wakely, Schmetzer and Mumtaz, 1976: 5).

The classification of families based on income as used by international bodies such as the United Nations Economic Commission for Africa, serves as the adopted approach of the national Department of Housing to prioritise the needs in public housing provision. The relationship existing between the cost of a dwelling and a household's income is an important phenomenon in the supply and demand chain of public housing. Thus, the classification of different income groups is vital in its entirety because of its holistic conventional approach to the inclusion of no- and low-income groups (Republic of South Africa, National Housing Code, 2000: 175; Wakely, Schmetzer and Mumtaz, 1976: 5-7).

In order for the government of South Africa to provide support and subsidies to lower income groups, the first subsidy bands were introduced and effected between 1994 and 2005. Households earning between R0. and R800, classified as indigent, aged, disabled and health-stricken, were provided a once off

subsidy amount of R28 279. Other households earning between R0 and R1 500 were provided with the subsidy amount of R25 800, families earning between R1 501 and R2 500 were granted a subsidy amount of R15 700 and while families earning an income of between R2 501 and R3 500 were granted a once-off subsidy amount of R 8 600. The government was directly responsible for providing public housing to these families since their income was unable to secure them loans from commercial banks (Republic of South Africa, National Housing Code, 2000: 175).

However, due to inflation increases, the government was required to adjust its subsidies to the national inflation figures and subsequently these first subsidy bands have been dissolved to provide for maximum access to public housing finance. Furthermore this old subsidy band was done away with to bring in more people who did not qualify for a public housing subsidy. As a result, the following subsidy bands were introduced as shown in Table 3.2 (Miraftab, 2003: 232; Republic of South Africa, White Paper on a New Housing Policy and Strategy for South Africa of 1994, 1994: 4; Republic of South Africa, Department of Housing, 2004a).

Table 3.2: Department of Housing: New subsidy bands from April 2005

Income category	Subsidy amount (once-off)
Hardcore poor R0-R1 500	Full subsidy of R28 500
Poor R1 501-R3 500	Obtains subsidy of R25 800 and own contribution of R2 479 (once-off) or own labour
Affordable R3 501-R7 000	5% from the bank is required and 10% own contribution as a deposit

Source: (Republic of South Africa, Department of Housing: Sustainable Human Settlements, 2005b: 4).

It is important to mention that the subsidy is a once-off allocation to the needy. Once the subsidy is allocated, households commence with the construction of houses as well as participating in community programmes such as selling vegetables or a specific project to generate funds for the repayments of subsidy, in the case of a project-linked subsidy. Furthermore, each group or housing scheme is assessed and the determination of the repayment amount is made for a 15-year period at an interest rate of 1% per month (Dialogue, 1996: Online).

The initial classification of subsidy bands provides a framework for the national Department of Housing to commence with the dispensing of public housing services. The purpose of the classification was to attempt to address public housing problems. When families are categorised in a specific income group, it may become easier for the national Department of Housing to provide loans for such families in need. In fact, households group themselves for the loan application, rather than making single household applications to obtain funding to access public housing. As an example, a housing funding scheme was established in South Africa and became operational in 1995 to provide group loans to clusters of families in need of housing in various provinces. Table 3.3 indicates statistical figures regarding loans disbursed through the *uTshani Funding Scheme* between 1995 and 1997 which gives a rough idea of how many houses were built from these loans during that period and also the contributions that funding schemes can make (Republic of South Africa, Department of Housing: Housing subsidy, 2004a: Online; Republic of South Africa Department of Housing: Sustainable Human Settlements, 2005b: 4).

Table 3.3: uTshani Funding Scheme

Savings scheme	Loans per families	Loan	Repayment	Repayment	Amounts (rounded off)
Piesangs River, Inanda (#1)	8	R14 531	R150	R1 200	R116 250
Piesangs River, Inanda (#2)	30	R 8 252	R100	R3 000	R247 560
Vusisiwe HSS, MosselBay (#1)	10	R 8 252	R100	R1 000	R 82 520
Vusisiwe HSS, MosselBay (#2)	10	R 8 252	R100	R1 000	R 82 520
Win HSS, Kleinskool (#1)	10	R 8 286	R100	R1 000	R 82 861
Win HSS, Kleinskool (#2)	10	R8 286	R100	R1 000	R82 861
Imizamu Yethu HSS, Plett	10	R8 286	R100	R1 000	R82 861
Oukasie HSS, Brits	10	R7 870	R 95	R 950	R78 701
Kgotsong HSS, Bothaville	10	R7 043	R 85	R 850	R70 432
Hartebeesfontein HSS, North West	10	R8 286	R100	R1 000	R82 861
Cato Crest HSS, Durban	10	R8 286	R100	R1 000	R82 861
Robert MacBride HSS, Durban	10	R8 286	R100	R1 000	R82 861
Kanana HSS, Gauteng	10	R8 286	R100	R1 000	R82 861
Victoria Mxenge HSS, W. Cape	20	R9 562	R115	R2 300	R191 256
Totals	168	R8 697	R103	R17 300	R1 449 268

Source: New Internationalists (1996: Online).

Table 3.3 above indicates that the *uTshani Funding Scheme* disbursed loans to low-income families in various parts of South Africa, which included the Gauteng Province in Bothaville, Brits and Kanana. The *uTshani Funding Scheme* strives to make loans available to collective families (between 10 and 20 members) by allocating loans according to each group's ability to repay. The initiative by *uTshani Funding Scheme Fund* to provide houses to the homeless poor of the country is important as this approach caters for the least-income and moderate-income earners. Therefore, the maximum involvement of all the stakeholders in ensuring the success of such funding schemes is imperative. In undertaking all the available means to provide public housing through means such as *uTshani Funding Scheme*, it is important to view statistical information in gauging the rate of public housing provision (see Table 3.4 below). It means that the available public housing deliveries are able to indicate the speed of housing provision to the poor and homeless.

Table 3.4: Department of Housing: Housing Statistical Information

Province	1994-04-01/ 1997-03-31	1997/ 1998	1998/ 1999	1999/ 2000	2000/ 2001	2001/ 2002	2002/ 2003	2003/ 2004 (up to December 2003)	Total
Eastern cape	6 511	32 223	24 659	20 345	34 021	10 816	58 662	22 169	209 406
Free State	13 042	18 001	17 391	7 177	16 088	7 005	9 155	6 799	94 658
Gauteng	56 253	70 924	58 170	45 384	38 547	46 723	24 344	30 153	370 484
KwaZulu-Natal	17 553	78 468	53 105	28 997	28 547	14 379	24 485	25 094	270 628
Limpopo	11 108	15 743	22 899	12 401	20 996	16 667	14 953	5 992	120 759
Mpumalanga	19884	10 873	16 838	4 808	16 457	14 584	21 649	18 378	123 471
Northern Cape	6 666	4 768	2 387	2 600	4 148	2 588	6 056	3 288	32 501
North West	21 287	20 977	18 367	12 944	14 109	13 885	23 784	10 013	135 366
Western Cape	25 321	43 834	34 575	26 916	17 730	16 634	20 500	5 086	194 030
Total	177 611	295 811	248 391	161 572	190 643	143 281	203 588	126 972	1 551 303

Source: Republic of South Africa, Department of Housing, Housing Subsidy System and Provincial Governments (2004b: 2).

Table 3.4 presents statistical data on the efforts by the government to redress housing needs from 1994 up to December 2003 (Republic of South Africa, Department of Housing, Housing Subsidy System and Provincial Governments, 2004b: 2). Although the government annually made provision for houses as presented in Table 3.4 above, the needs of the population regarding public housing provision are on the increase and the efforts/supply evidently do not match the demands. The above statistical data further indicates the fluctuations in the number of public houses provided annually, which calls for more resources and intervention from the government to effectively close the gap between the need for public housing and the provision. The total on the table, especially

regarding the national statistics, suggest that for South Africa to be able to eradicate the existing backlog, the current provision needs to be doubled. This matter is discussed elsewhere in this study (see Section 3.8.1, pp129-132).

Furthermore, in order to quantify the type of dwellings in South Africa, based on racial groups, especially the major four (namely, African, Asian, coloured and white), censuses conducted by the government during 1996 and 2001 are crucial. The census of both 1996 and 2001 respectively provide in-depth data regarding the type of dwelling of various population groups. The information from these censuses provides a clear picture of the historical and/or traditional housing conditions in South Africa. Thus, it is possible to indicate which types of dwellings are popular among certain racial groups. The following two tables (Table 3.5 and Table 3.6 below) in succession are reflective of the census statistics.

Table 3.5: Type of dwelling by population group of head of household in 1996

Type of dwelling	African	Coloured	Asian	White	Unspecified/Other	Total
House or brick structure in a separate yard	40.9%	61.0%	57.7%	69.8%	53.5%	47.8%
Traditional dwelling made of traditional material	24.7%	1.9%	0.5%	0.7%	10.2%	18.2%
Flat in a block of flats	2.3%	7.8%	14.1%	14.0%	8.0%	5.1%
Townhouse/semi-detached house	1.5%	13.3%	19.1%	9.1%	7.8%	4.2%
Unit in retirement village	0.1%	0.1%	0.1%	2.1%	0.3%	0.4%
House/flat/room in backyard	6.1%	5.1%	5.6%	1.9%	4.7%	5.3%
Informal dwelling/shack in a backyard	5.7%	3.6%	0.3%	0.1%	5.6%	11.6%
Informal dwelling/shack not in backyard	15.5%	4.2%	0.4%	0.1%	5.6%	11.6%
Room/flat in backyard, but on shared property	1.6%	1.6%	1.3%	1.0%	2.6%	1.5%
Tent/caravan	0.2%	0.4%	0.0%	0.2%	0.3%	0.2%
None/homeless	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Unspecified	1.3%	1.0%	0.7%	1.0%	4.2%	1.2%
Total	6533998	741206	243639	1482492	58237	905957
						1

Source: Republic of South Africa, Department of Public Service and Administration, Public Service Review Report (1999/2000: 38).

Housing and education were the second most cited problems mentioned by significant proportions of the electorate, after job creation as well as crime and security (Republic of South Africa, Department of Public Service and Administration, Public Service Review Report, 1999/2000: 38). This is according to the Opinion '99 survey conducted from 6 April to 30 April 1999. Thus, the above table posits that public housing needs are serious since Africans form the majority of all racial groups in South Africa. This could also imply that since the dwelling types of Africans are not of lasting quality, Africans are the most impoverished and would largely require governmental intervention in the supply of houses. The government is therefore confronted with a challenge to ensure the acceleration of services in the provision of public housing through the development and implementation of relevant policy means. The availability of relevant flexible legislation is important in providing alternatives and guidance in public housing development and implementation.

However, although the statistics in Table 3.5 above are official from Statistics South Africa, it appears that the figures provided do not add up to a hundred percent. This raises questions on the validity and reliability of the census results of 1996 in particular, especially considering that it was the first census undertaken by the democratic government. Research methods which were used during the 1996 population census should be reviewed and improved and/or replaced to ensure accurate data gathering (Republic of South Africa, Ministry of Welfare and Population Development, 1997: 15). Nevertheless, the results are officially recognised and endorsed by the government. Furthermore, Table 3.6 hereunder indicates the results of the census survey conducted in 2001 by Statistics South Africa.

Table 3.6: Type of dwelling by population group of head of household in 2001

Type of Dwelling	African	Coloured	Asian	White	Total
House or brick structure in a separate yard	4 369 893	649 503	187 769	1 031 298	6 238 463
Traditional dwelling made of traditional material	1 610 402	24 967	3 993	15 424	1 654 786
Flat in a block of flats	324 362	59 310	39 843	165 594	589 109
Townhouse/semi-detached house	89 365	52 302	34 774	143 427	319 868
Unit in retirement village	0	0	0	0	0
House/flat/room in backyard	343 604	26 748	11 074	30 948	412 374
Informal dwelling/ shack in a backyard	425 719	30 529	927	2 351	459 526
Informal dwelling/shack not in backyard	1 334 691	35 304	2 114	4 596	1 376 705
Room/flat in backyard, but on shared property	101 390	6 350	1 814	11 054	120 608
Tent/caravan	22 818	2 732	527	4 533	30 610
Private ship/boat	2 806	291	94	464	3 655
Unspecified	0	0	0	0	0
Total	8 625 050	888 036	282 930	1 409 689	11 205 705

Source: Republic of South Africa, Statistics South Africa: Census in brief (2001a: 68-100).

Comparing the statistical figures between the 1996 and 2001 data is difficult because of the different methods of data presentation in Table 3.6 above. Thus, data during the 1996 census was presented in the percentages of households based on race while in 2001 it was presented on exact numbers (not converted to percentages) based on race. However, although it appears from Table 3.6 above that more households have been provided with public housing, the need for an adequate public housing supply is ever increasing. That is also the reason for making this research relevant in public administration by examining and

evaluating the existing public housing policy as well as providing conclusions and recommendations (in addition to study objectives mentioned in Chapter one) of how public housing policy (within the context of public administration) can be enhanced. This study primarily focuses on the mentioned research problem as stated in Chapter one, namely, the principles and nature of the housing policy in South Africa and the extent of the *Housing Act 107 of 1997*'s suitability in addressing the housing problems in South Africa.

The South African Advertising Research Foundation (SAARF) (2005: Online) provides a holistic picture of the current economic upliftment in South Africa, for different income groups and its 'latest' data regarding the dwelling types. SAARF is the private research company which specialises in print media and product/brand research for the benefit of its stakeholders, thereby providing data for target marketing and a common currency for the buying and selling of media space and time. The survey as reported by SAARF indicates the biggest economic shift from lower- to middle-class category in the history of the South African economy. The study shows housing and important household appliances such as refrigerators, television sets and microwave ovens (to mention only three) as well as other measures of living standards that are closely associated with public housing such as hot running water, home security services and whether the family is residing in an urban or rural area (Philp, 2005: 5). There were ten Living Standards Measure groups (LSM 1-10) that were enlisted in the study:

3.8.2.1 LSM 1: Rural dwellers (level 1)

The average income of a household in this group is R879 a month. Apparently, the study reveals that most people in rural areas are illiterate and primarily dependent on social grants. The unemployment rate is estimated at 83%. The type of housing is usually traditional huts. Usually these people have no access to tap water, no refrigerators and are without any type of insurance (including life

cover or assets insurance). The survey further reveals that KwaZulu-Natal and the Eastern Cape form the largest part of this statistic since most households in these two provinces are categorised as rural dwellers. While the Gauteng Province has also rural areas, the province is largely industrial (South African Advertising Research Foundation, 2005: Online; Philp, 2005: 5).

3.8.2.2 LSM 2: Farm worker level (level 2)

A staggering 91% of this category of family resides in rural areas, with one third of the families dwelling in traditional huts, while some households are living in formal settlements where one third of them have running water outside houses. The average income of these households is R1 068 a month. Most are employed as farm workers and labourers. Ownership of television sets is estimated at 30% while 13% of the households have cellular phones (South African Advertising Research Foundation, 2005: Online; Philp, 2005: 5).

3.8.2.3 LSM 3: 'Matchbox' house or informal settler level (level 3)

Over a third of these households live in urban areas in a 'matchbox' (small one-roomed house without sanitation or running water) or informal settlements. The average income is around R1 408, and almost half of these households have ownership of a television set as well as a refrigerator. In the case of the Gauteng Province, the majority of the poor households in this category dwell in the informal settlements (South African Advertising Research Foundation, 2005: Online; Philp, 2005: 5).

3.8.2.4 LSM 4: The urban poor (level 4)

These urban poor households are classified as backyard and township dwellers with an average income of R1 774 a month. The Gauteng Province, has the highest number in the urban poor category in addition to its large number of

informal settlers (South African Advertising Research Foundation, 2005: Online; Philp, 2005: 5).

3.8.2.5 LSM 5: 'Something to lose group' (level 5)

Housing is modest in this household group which is classified as the first group to have significant levels of insurance such as of housing and property. The average income of this group amounts to about R2 427 a month with two thirds of the group being employed. Almost 90% of these households have a television set, a video cassette recorder (VCR) and/or a fridge. Almost half of them have at least a kitchen sink for running water inside the house (South African Advertising Research Foundation, 2005: Online; Philp, 2005: 5).

3.8.2.6 LSM 6: Folks in the flats (level 6)

This household group is an urban group mostly living in blocks of high rise flats. The average monthly income is about R4 000 and they are mostly employed in the categories of professional, technical as well as service fields, clerical or sales. Many of the households have washing machines, refrigerators and hire entertainment products (South African Advertising Research Foundation, 2005: Online; Philp, 2005: 5).

3.8.2.7 LSM 7: Toehold in the middle-classes (level 7)

Households in this group live in small houses and cluster homes, with average monthly earnings of about R6 455. Some households can afford domestic help, most households have cellular phones, and a few have credit cards while a third owns a vehicle (South African Advertising Research Foundation, 2005: Online; Philp, 2005: 5).

3.8.2.8 LSM 8: Townhouse and retirement generation (level 8)

Most of this group dwell in townhouses with an older profile age than in LSMs 4, 5, 6 and 7. The average income is R8 471 monthly with parents in these households holding jobs as administrative and managerial officials (South African Advertising Research Foundation, 2005: Online; Philp, 2005: 5).

3.8.2.9 LSM 9: Housewives and holiday spenders (level 9)

This group predominantly consists of housewives who mostly have domestic help. The average income is around R11 560 with 100% of ownership of own house and other everyday appliances. English and Afrikaans dominate as home languages. Many spend on timeshare, travel and holidays (South African Advertising Research Foundation, 2005: Online; Philp, 2005: 5).

3.8.2.10 LSM 10: Swimming pools, self employment and suburbia (level 10)

Most of the people at this level live a luxurious lifestyle with the average income of R18 649 per month. Many of these people have second homes and recreational vehicles. They normally have medical insurance, stock exchange investments and large access to home loans and they make use of private security services (South African Advertising Research Foundation, 2005: Online; Philp, 2005: 5).

Although the information above has gaps and does not provide details regarding the specific number of people that can afford or have adequate housing, it is, nevertheless, important in providing a sketchy *status-quo* regarding home and household appliances ownership of South African households of various income groups in some respects. Presumably, the Gauteng Province, because of its socio-economic development status, may have large proportions of higher LSMs

(5-10) categories in comparison with the other poorer provinces. Since housing should be accompanied by other necessary facilities/services such as water, sanitation and recreational facilities, the study by the South African Advertising Research Foundation is important in indicating whether conditions in South Africa's public housing policy implementation are improving. The information has implications for the housing policy, since the report of the South African Advertising Research Foundation (2005: Online) articulates that the economic wave of housing improvement started already in the 1990s. Thus, the positive implications of the housing benefits for those who have benefited may be linked directly to the democratic changes that were brought about during the early 1990s.

However, the majority of households, as also reflected in the report, have not yet received the required human settlement and adequate housing. Thus, irrespective of the current economic injection and boom in the country, the majority of the communities are not integrated within the resounding economy, especially the poor group of LSM 1 and LSM 2 as well as those not included, perhaps because they are economically inactive and do not even qualify for social grants, or do not receive social grants. It therefore suffices to provide a reminiscence of the research problem of this study in accordance to this report. Thus, whether the effects of the development and implementation of the housing policy are positively addressing the housing problems remains a fundamental and applicable question in public policy as subfield of public administration as a field of study. Obviously, based on the 'economic exclusion' of LSM 1 and LSM 2 and perhaps other LSMs, it is important to continually reiterate the applicable research question as mentioned in Chapter one, namely, the extent of the housing problems embedded in the history since 1948, since housing problems seem to be on the increase despite the government's measures to address them. It therefore means that the development and implementation of the *Housing Act* 107 of 1997 and *Gauteng Housing Act* 6 of 1998 in ensuring housing equality, stability and economic progress is a prime and critical aspect to be undertaken.

It could be deduced from the above observations that public housing conditions convoluted with living standard measures resulted from a historical background that prevailed in South Africa over the past few decades. Obviously, these conditions existed beyond the apartheid government and spilled over to the provincial administration established in 1996 including in the Gauteng Province. Several factors have both directly and indirectly influenced the provision of public housing conditions. This housing situation as presented necessitates a brief overview of the factors that have influenced the provision of public housing, although this is not an exhaustive list.

3.9 HISTORICAL FACTORS AFFECTING THE PROVISION OF PUBLIC HOUSING IN SOUTH AFRICA AND GAUTENG PROVINCE

Elsewhere in this study (see Section 3.2, pp84-95) it has already been pointed out that policy-making is complex in nature and unavoidably complex administrative and policy procedures accompany the provision of public housing. Therefore, it is imperative that the government should take into account factors that have influenced the provision of public housing in South Africa. Common factors in this regard include a rapid population growth and a public housing backlog inherited from the apartheid government. These aspects will be discussed in the following section.

3.9.1 Population growth

Although the government is providing human settlement for the homeless and some are accommodated in the so-called 'RDP houses', other households in many parts of the country continue to remain homeless. Partly, the problem is

exacerbated by the rapid population growth. This population growth rate exceeded the amount of public housing service delivery for the low-income household formation estimated at 200 000 *per annum* (Charlton, 2004: 3). Furthermore, there was a reasoning by the apartheid government that the black population had been growing too rapidly without themselves (blacks) acquiring resources to satisfy their pressing needs, including public housing (Swilling, Humphries and Shubane 1991: 199, University of South Africa, 2007: 2). According to the observation from the 1996 and 2001 census conducted by Statistics South Africa, the country's population is growing at a rate of 1.7 million people per annum. This was calculated from 40 million in 1996 which increased to 47 million in 2001 (Republic of South Africa, Statistics South Africa: Census in brief, 2001a: 5). These statistics have implications for the number of public houses which are needed *per annum* to ensure that the correct number is provided in order to successfully address the backlog. In the Gauteng Province, the population growth is reported to be low due to fertility rates that have been declining for quite some time, while the metropolitan areas in the province are showing higher levels of population growth due to in-migration (University of South Africa, 2007: 2).

3.9.2 Housing backlog

The apartheid system and its legacy were largely blamed for the deterioration of the political and human rights situation, especially since 1967 (United Nations, 1994: 29). The legacy is also felt in the public housing conditions in South Africa in that the majority of households remain without proper housing. After 10 years of democracy and beyond, the current backlog is officially recorded as affecting a staggering 2.4 million households. In the Gauteng Province, the MEC has indicated that there are currently 440 000 households on the housing Demand Data Base (Mokonyane, 2009: Online). It is vital to take into cognisance that the current backlog is not directly an apartheid legacy alone, but also other factors such as population growth (as discussed above) as well as urban migrations

(Charlton, 2004: 3; Republic of South Africa, Department of Housing, Sustainable Human Settlements, 2005b: 1). In this regard, public housing policy that is able to address practical homelessness problems and the backlog should be developed.

3.9.6 Unemployment

The unemployment rate is estimated at 30% (World Press, 2005: Online). In the Gauteng Province unemployment is reported to have dropped from 30.4% in September 2001 to 19.5% in September 2007. This was achieved despite the continued high-levels of migration to the province (Republic of South Africa, State of the Province Address by the Premier of Gauteng Province, 2009: 5). The increasing rate of unemployment in South Africa as a whole exacerbates the existing housing backlog. Normally, households without any form of regular income can be classified as the low-income group in the country who will depend on governmental interventions to access houses. Since most of the people in South Africa were denied proper and quality education and other public services in the past (pre-1994), numerous people are without relevant employment skills or are without skills at all. In this regard, it is difficult for financial institutions to provide loans without repayment guarantees. It is imperative for the government to ensure that more people are skilled in order to be self-sufficient so that the number of people depending on government for socio-economic services, including housing, is reduced. Therefore, separate measures should be undertaken, such as providing people in low- and no-income household groups with bricklaying skills (Swilling, Humphries and Shubane, 1991: 122-123).

3.9.7 Influx of illegal foreigners

During the 1970s and 1980s, South Africa sought to become a dominant regional power, especially economically, and to make the Southern African countries dependent on it. During the 1990s the influx of illegal immigrants into South Africa became inevitable, which had a negative impact on the country's

resources. According to Republic of South Africa, State of the Province Address by the Premier of Gauteng Province (2009: 5) the Gauteng Province serves as the economic engine of South Africa and the sub-continent, and is responsible for over 34.8% of the country's gross domestic product. High levels of immigration, particularly by illegal immigrants, pose worrying conditions for housing development. The fact that most of South Africa's neighbouring states such as Zimbabwe and Swaziland are reported by the media and other international agencies such as Human Rights Watch to be experiencing high levels of poverty poses an additional burden on South Africa and the Gauteng Province. Human Rights Watch is an organisation dedicated to protecting the human rights of people around the world. The effects of these illegal immigrants manifest in various forms throughout the country. Such manifestations include an increased crime rate, a rising unemployment rate and over-populated towns and cities. This means the illegal immigrants may have overshadowed the efforts made by the government to provide adequate public housing (United Nations, 1994: 34-35).

3.9.8 Rental and bonds payments boycotts

The culture of non-payment of basic services (including housing) existed before the democratic elections of 1994 as one of the weapons to fight the erstwhile regime of apartheid. However, the practice became habitual to communities and was carried through to the subsequent democratic dispensation. The business sector became reluctant to participate in the governmental service delivery activity for accomplishing the promise to South Africans namely, the provision of public housing (Swilling *et al.*, 1991: 72-73).

In response to the non-payment culture, the government introduced a campaign called *Masakhane* (a Nguni term which is literally translated as 'let us build'). The major objective of the *Masakhane* campaign was to educate the community, in particular, the low-income earners, so that they realised why they had to pay for services. After 10 years of democracy, the government has succeeded in

persuading the community to pay for their services, as reported cases of rental and bond boycotts dropped dramatically *vis-à-vis* to the pre- and post-1994 elections (Dialogue, 1996: Online). In the HSRC's nationwide Survey of 2 241 adults conducted in July 1996, 61% of respondents indicated their willingness to pay their local authorities for rent and service charges. Of these, 33% were prepared to pay the full rate, while 28% were prepared to pay a flat rate only. Only around 8% indicated that they were unwilling to make any payment whatsoever (Human Sciences Research Council, 1996: Online).

It was particularly those respondents from households with no income or a low monthly income who were not willing to pay — less than 30% of respondents from households with incomes below R580 a month were willing to pay. Situations of unwillingness to pay should be taken seriously by government especially when policy approaches are opted to ensure that poor households are not excluded when services are provided (Human Sciences Research Council, 1996: Online).

3.10 SUMMARY

In this chapter an overview of the historical development and governance of the housing policy was given. This could serve as an important basis for study since it provides a synthesis of the policy changes, shifts and impact for over five and a half decades. The definition of operational concepts in this study has been helpful in the unfolding and clarification of certain aspects of the housing policy, for example, public policy process and public policy networks.

The nature and principles of a housing policy were given attention. That is, a relevant policy framework for housing development purposes is necessary. Characteristics of the housing policy as reflected in the *Housing Act 107* of 1997 are vital in guiding decisions and objectives of the housing policy. These characteristics were discussed in detail and tables as well as figures were made

available to advance the specific important public housing debate. Therefore, characteristics of the public housing policy provide important features of the legislation in contextualising the legislative intentions and approaches of the public housing policy.

In the following chapter, different aspects related to the nature of the guidelines and features, strategies and legislation that were implemented by the government in the post-apartheid South Africa to combat the public housing problems in South Africa are discussed.

CHAPTER FOUR

GUIDELINES, FEATURES AND STRATEGIES OF PUBLIC HOUSING POLICY IN THE GAUTENG PROVINCE

4.1 INTRODUCTION

Chapter three provided an extensive background to the policy and policy making process of national public housing. That chapter further undertook an exploration of the range of theoretical foundations, concepts and characteristics necessary to understand the history of housing and related problems. These problems include issues such as unemployment and the housing backlog in South Africa since 1948. In this chapter, the study considers different aspects related to the nature of the guidelines, features and strategies that were implemented to combat housing problems in the Gauteng Province of South Africa. These aspects should be taken into account in order to achieve the purpose of this study of examining the guidelines, features and strategies of the national public housing policy successfully. Within the context of the preceding statement, the study further discusses theoretical explorations of the development as well as the position and potential of a Public Private Partnership (PPP) strategy in the development of sustainable human settlement.

The chapter commences by contextualising guidelines and features of the national public housing policy. Furthermore, the principles of the national public housing policy are postulated. In advancing these principles, the roles of the three spheres of government are spelt out. In simple terms, intergovernmental relations of governmental spheres are discussed as promulgated in the *Housing Act* 107 of 1997.

The deliberation of strategies for public housing policy is undertaken based on the premise of and informed by the housing conditions in the Gauteng Province. Examples of such housing conditions in South Africa include the increasing backlog, poor household conditions and massive poverty conditions.

4.2 GUIDELINES AND FEATURES OF THE NATIONAL PUBLIC HOUSING POLICY

In the previous chapter, it has already been pointed out that the national public housing policy in South Africa is influenced by numerous variables such as the long history of colonialism, apartheid policies, housing backlogs and many other socio-economic imbalances within the communities (Morrison, 1982: 1-2). However, the conditions within which the national public housing policy operates are turbulent and require that the existing policy be constantly adapted to current circumstances. For example, the 'first and second economies' have different housing needs and the policy approach and interventions should be able to cater for both conditions. 'First economy' is regarded by government as sophisticated and well-adjusted to global imperatives. This level of the economy boasts a highly skilled labour force, advanced technologies and infrastructure. The 'second economy' is predominantly made up of historically disadvantaged communities and is largely dependent on the 'first economy' (Republic of South Africa, State of the Nation Address, 2005: 7-8).

In Chapter three, one of the recognitions of Parliament mentioned in the *Housing Act 107 of 1997* and *the Gauteng Housing Act 6 of 1998* notably play a definite role in the development of housing for the improvement of the economic and social conditions of the communities (see Chapter three, Section 3.4, pp98-114). The recognition made by Parliament and the Gauteng Provincial Legislature is that 'housing is vital to the socio-economic well-being of the nation'. The Gauteng Department of Housing provides several guidelines and features to ensure a

manageable, effective and efficient process of public housing delivery. Thus, a policy, is defined as a statement of intent as well as administrative procedures and strategies that are undertaken daily to ensure an optimal provision of housing (Ababio, 2000: 12). Hereunder, the general guidelines and features of the housing policy are discussed.

4.2.1 Public housing policy position in South Africa and the Gauteng Province

Chapter two (see Section 2.10, pp69-76) discusses the development of the national public housing policy in South Africa and the Gauteng Province. Public housing approaches, trends and tendencies as well as strategies during the pre- and post-1994 are observed. The reason in that regard is to unearth positive aspects and gaps that need to be bridged in order to ensure that the national public housing policy addresses pertinent housing problems in the Gauteng Province. Chapter three (see Section 3.3, pp96-98) of this study briefly elaborates on the nature and principles of the national housing policy in South Africa. More factually, the focus is on the inherent and foundational aspects of the national public housing policy. For that reason, a reflection upon the purpose of developing a public housing policy framework on the housing development paradigm was briefly undertaken in the aforementioned chapter. It is essential to discuss the guidelines and features of the national public housing policy in this chapter as one of the explicit study objectives of this study. The *Housing Act* 107 of 1997 clearly spells out general principles applicable to housing development. That is, it indicates practical and relevant methods which should facilitate the development and delivery of public housing. According to Lundqvist (1986: 84), the position of public housing policy should be facilitated through the aligning of those policies with the realities of the economy of the country. This implies that whenever policies are determined, the economic conditions of different households should be taken into consideration. Charlton and Kihato (2006: 254) observe that the dominant element of the national public housing policy in South

Africa (which is also applicable to the Gauteng Province) is an income-related capital subsidy which is aimed at purchasing land; securing tenure; delivering infrastructure services; and providing a basic house for qualifying households. Therefore, it is essential to ensure that the public housing policy in the Gauteng Province addresses the specific economic problems of the communities for practical reasons as highlighted by both Lundqvist (1986) and Charlton and Kihato (2006) above.

The following is an abridged version of the national public housing as promulgated in Part 1 section 29(1) of the *Housing Act 107* of 1997. The national, provincial and local spheres of government must:

- (a) Give priority to the needs of the poor in respect of housing development; consult meaningfully with individuals and communities affected by the housing development; ensure that housing development:
 - (i) provides as wide a choice of housing and tenure options as is reasonably possible;
 - (ii) is economically, fiscally, socially and financially affordable and sustainable;
 - (iii) is based on an integrated development plan; and
 - (iv) is administered in a transparent and equitable manner, and upholds the practice of good governance;
- (b) Encourage and support individuals and communities, including, but not limited to co-operatives, associations and other bodies which are community-based, in their efforts to fulfill their own housing needs by assisting them in accessing land, services and technical assistance in a way that leads to a transfer of skills to, and empowerment of, the community.
- (c) Promote:
 - (i) education and consumer protection in respect of housing development;

- (ii) conditions in which everyone meets their obligation in respect of housing development;
 - (iii) the establishment, development and maintenance of socially viable communities and of safe and healthy living conditions to ensure the elimination and prevention of slums and slum conditions;
 - (iv) the process of racial, social, economic and physical integration in urban and rural areas;
 - (v) the effective functioning of the housing market while leveling the playing fields and taking steps to achieve equitable access for all to that market;
 - (vi) measures to prohibit unfair discrimination on the ground of gender and other forms of unfair discrimination, by all actors in the housing development process;
 - (vii) higher density in respect of housing development to ensure the economic utilisation of land and services;
 - (viii) the meeting of special housing needs, including, but not limited to, the needs of the disabled;
 - (ix) provision for community and recreational facilities in residential areas;
 - (x) the housing needs of marginalised women and other groups disadvantaged by unfair discrimination; and
 - (xi) the expression of cultural diversity and diversity in housing development;
- (d) Take due cognisance of the impact of housing development on the environment; not inhibit housing development in rural or urban areas; in the administration of any matter relating to housing; development:
- (i) respect, protect, promote and fulfil the rights in *the Bill of Rights* in Chapter 2 of the *Constitution of 1996*;
 - (ii) observe and adhere to the principle of co-operative government and intergovernmental relations referred to in section 41(l) in the *Constitution of 1996*; and

- (iii) comply with all other applicable provisions of the *Constitution of 1996*.
- (e) Strive to achieve consensus in regard to the policies of the respective spheres of government in respect of housing development.
- (f) Observe and adhere to the principles in Chapter 1 of the *Development Facilitation Act 67 of 1995*; in respect of housing development.
- (g) Use public money available for housing development in a manner which stimulates private investment (such as through public private partnerships) in contributions of individuals to housing policy.
- (h) Facilitate active participation of all relevant stakeholders in housing development.
- (i) Observe and adhere to all principles for housing development; prescribed under Section 2(2) of the *Housing Act 107 of 1997*.

Such an abridged outline is useful in ensuring the developmental guidelines of public housing both nationally, regionally (province) and locally (municipal level). The above exposition of the roles of the different spheres of government is an important indication of the existing position of the national public housing policy. While each sphere has been provided with the responsibility of contributing to the provision of public housing, the results of the harmony between the spheres of government are yet to be realised. The results should be expected to be a formidable public housing policy which is able to successfully facilitate the process of public housing provision. Facilitation could be done by making economic interventions such as granting loans and making mortgages accessible to low-income households (Mullins and Murie, 2006: 285). To add the context of the provincial position, the *Gauteng Housing Act 6 of 1998* provides key principles underpinning public housing in the province. Policy concerning housing development and the implementation thereof in the province must be based on the following principles:

- (a) After consultation with the provincial organisation representing the municipalities, Gauteng Province must do everything in its power to promote and facilitate the provision of housing in the province within the framework of national policy in respect of housing development.
- (b) For this purpose, the Gauteng Province must:
- (i) determine a provincial policy that upholds the principles of the *Housing Act 107 of 1997* and complies with its necessary provisions;
 - (ii) promote the adoption of any legislation to ensure effective housing delivery;
 - (iii) support and strengthen the capacity of municipalities to effectively perform their duties and responsibilities in respect of housing development;
 - (iv) coordinate housing and related activities in the province;
 - (v) support local government in the exercise of its powers, the performance of its functions and execution of its duties and responsibilities;
 - (vi) carry out the duties and responsibilities of local government whenever a municipality fails to undertake its duties; and
 - (vii) prepare a multi-year plan in respect of the execution of national and provincial housing programmes in the province in accordance with guidelines that the Minister may approve for the financing of such a plan with money from Gauteng Provincial Housing Fund.

On a positive note, it is evident that the promulgation of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* are important government documents that spell out the existing governmental public housing policy position and approach. These Acts seek to reconfigure the different roles of different housing stakeholders to ensure that viable and practical interventions are sought in improving the housing conditions in the Gauteng Province. Some of the interventions in the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of*

1998 include the need for the provision of a wide range of housing and tenure options; utilisation of the integrated development plan, especially at local government sphere; and the use of public money for housing development in a manner which stimulates private development. It could be deduced that observing the *Housing Act* 107 of 1997 as well as the *Gauteng Housing Act* 6 of 1998 could assist in properly understanding the practical economic problems of Gauteng Province households to ensure that public housing delivery reaches different households equitably (Lundqvist, 1986: 84).

However, on a negative note, a wide range of regulatory provisions such as guidelines and strategies pertaining to the manner in which the development of housing is facilitated, should not remain stagnant. This is so due to the fact that public housing conditions and challenges change continually and therefore, guidelines and strategies should provide flexibility. Existing examples of challenges in the development of public housing include the following: firstly, the current challenge facing the national Department of Housing could also be the lack or insufficient payment of services by tenants and home owners. Secondly, population growth (or explosion) as is the case with Gauteng Province might also pose a challenge to both policy makers and implementers on how policies should respond to such changes. Thus, the public housing policy should provide flexibility to policy implementers in deciding on the existing solutions and/or new challenges (Republic of South Africa, Department of Housing: *Breaking New Ground*, 2004a: 2).

Although the guidelines and features above, as outlined in the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998 are elaborate, they are not exhaustive. The importance of ensuring that public housing remains sustainable and that tenants and homeowners pay back loans and mortgages as well as other packaged services such as water and electricity, roads and infrastructure, should form an integral part of the principles guiding the development of public housing in the Gauteng Province. Such an approach to public housing service

provision is called 'sustainable human settlements' (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 8).

4.2.2 Cooperative government and intergovernmental relations

Section 41 of the 1996 Constitution spells out specific principles of cooperative government and intergovernmental relations. All spheres and organs of state are required to commit and contribute meaningfully to the success in the functioning of the three spheres of government and their organs (such as the Executive, Legislative and Judiciary). This implies that, for example, the national Department of Housing should cooperate with the immediate sub-departments at all spheres of government (such as the Gauteng Department of Housing and municipal departments of human settlements) in matters of common concern, in order to facilitate and accelerate sustainable public housing delivery.

The *Intergovernmental Relations Framework Act 13 of 2005* should also be regarded as an important legislative guideline on matters of interests to all spheres of government. Public housing development is one issue that requires professional coordination of the three spheres of government. The *Intergovernmental Relations Framework Act 13 of 2005* provides guidelines on the establishment, composition and role of intergovernmental forums in all the spheres of government, to ensure that the initiative is functional. However, recent national rioting in South Africa including in Gauteng Province that begun during October 2004 against general poor service delivery on a municipal level including public housing, presents one of the major challenges testing the strength of the relations between government spheres and organs. As a result of this national rioting and disorder, the former Minister of Housing, Lindiwe Sisulu, mentioned in a newspaper interview that, 'more than 60% of our municipalities do not even have one person whose sole responsibility is housing' (Boyle, 2005: 13).

If this is the case, then, it is really a worrying factor for the government, especially the national Department of Housing, on whether other spheres of government are committed to adhering to the principles of intergovernmental relations broadly, and the guidelines, features and strategies of public housing delivery more specifically. A situation where there are no individuals responsible for public housing delivery in more than half of all the municipalities in South Africa also questions whether the nuts and bolts of intergovernmental relations regarding housing matters are intact. Therefore, although *the Housing Act 107 of 1997* outlines the roles of the three spheres of government, the need to develop a policy framework pertaining to public housing matters in particular arises. It would be imperative for such a policy framework to hold certain individuals in each sphere of government responsible for the arrangement and coordination of such an important issue that is regarded as one of the election winners or losers for political parties (Personal Interview: Tshiloane, T. June 2005).

The *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* do not provide clear-cut and vivid provisions on the principles of cooperative government and intergovernmental relations on matters pertaining to public housing development and the management and administration thereof. However, the basis for the principles of cooperative government and intergovernmental relations are provided in the sequential outline of the responsibilities of the three spheres, namely, the national, provincial and local government. Therefore, these principles of cooperative government and intergovernmental relations pertaining to public housing should be interpreted from the various roles and responsibilities as outlined in the *Housing Act 107 of 1997*, based on the roles and responsibilities of each sphere.

It is further important that the focus be shifted to each sphere of government in discussing their individual (as provided for in the *Housing Act 107 of 1997*), responsibilities.

4.2.2.1 Responsibilities of national government

The position of the public housing policy as discussed so far provides a summarised role for all the spheres of government in ensuring the development of public housing for the poor. More precisely, the national government's responsibility is outlined in *Section 3(1)-(8) of the Housing Act 107 of 1997*. Through the Minister of Housing, the national government is not only the custodian of the public housing sector, but also provides the guidelines on how housing institutions (See Section 4.3.3, pp188-195 for the existing housing institutions in South Africa) should be established and how they should consult with provincial government, local government and other stakeholders in the development of a public housing policy. The national government, in fact, aspires to ensure the successful delivery of public housing as entrenched in *Section 26 of the 1996 Constitution* which generally pertains to the establishment and facilitation of the sustainable national housing development process through legislative process and other means.

For example, the national government's responsibility is, among others, embedded in the development of the national policy on how to facilitate the upgrading of informal settlements. This means that, in view of the challenges of the citizens residing in informal settlements, the policy approach has been developed by the national Department of Housing on how to facilitate the structured upgrading of the existing informal settlements. Certain objectives are set out in order to ensure the realisation of the overall goal, namely promoting the upgrading of informal settlements in South Africa. Three interrelated policy objectives are identified hereunder:

- Tenure security: The programme aims to enhance the concept of citizenship, by incorporating both rights and obligations, by recognising and formalising the tenure rights of residents within informal settlements wherever feasible.

- Health and safety: The programme promotes the development of healthy and secure living environments by facilitating the scaleable, affordable and sustainable municipal engineering infrastructure to the residents of the informal settlements.
- Empowerment: The programme addresses social and economic exclusion by focusing on community empowerment and the promotion of social and economic integration such as social development, economic development and social capital projects (Republic of South Africa, Department of Housing: National Housing Programme, 2004c: 4-5).

The above policy objectives clearly highlight the position and functions (responsibilities) of the national department as distinct and yet interrelated with the roles and functions of departments in other spheres of government. The example discussed is also an indicator of actual activities that the national government undertakes to ensure the progressive realisation of adequate public housing for citizens.

4.2.2.2 Responsibilities of provincial governments

Given the nature of housing and its constitutional positioning (as a schedule 4 matter in the *1996 Constitution*), a professional and clearly demarcated responsibility between national and provincial government is essential. Schedule 4 of the *1996 Constitution* provides various functional areas of concurrent national and provincial competence without any clear distinctions of responsibilities. The evolution of public housing policy and delivery over a period of time will only be successful if it is underpinned by the continued and programmatic empowerment of the provincial governments and their respective administrations. However, in the same sense, it is important that provincial governments adhere to the principles and framework of the national guidelines and features of the public housing policy in promoting and facilitating the provision of adequate public housing.

The former Member of the Executive Committee (MEC) of the Department of Local Government, Housing and Traditional Affairs in the KwaZulu-Natal Province, Mike Mabuyakhulu, has provided an elaborate provincial public housing budget overview. In the budget overview, the MEC clearly describes the responsibilities of the Province in respect of public housing delivery. The primary responsibility is to provide hands-on support for the municipalities to manage the three phases of enhancing service delivery set out in the new system of local government, namely establishment, consolidation and stabilisation (Umsebenzi, June 2005: 10-11). Thus, as soon as a service delivery need has been identified, the province should provide functional mechanisms and operational support. It is, therefore, important that the provincial role towards the municipalities be clarified to ensure cooperation and coordination of activities between the two spheres of government.

The National Treasury (Republic of South Africa, National Treasury 2009: 96) provides a succinct role of the provinces such as the Gauteng in the provision of public housing. The role function includes promoting, coordinating and implementing housing programmes within the framework of national legislation. Provinces are also expected to approve housing subsidies and projects to support municipalities as well as to evaluate municipal applications for accreditation as housing agents (also see Chapter 5, Figure 5.1, p218 on the number of subsidies approved by the Gauteng Province between 1994 and 2005 as per the scope of this study and Chapter 5, Figure 5.2, p219 regarding the municipal accreditation process).

In the quest to upgrade the informal settlements, the national Department of Housing outlines nine responsibilities of the provincial governments under housing programmes, namely:

- Generally do everything in its power to assist municipalities to meet their obligations under this programme.

- Collaborate and supervise municipalities in the initiation, planning and formulating of applications for projects under the programme.
- Assume a responsibility as a last resort option of the municipality in cases where the municipality is not able to fulfill its obligations under the programme.
- Forward applications to the MEC together with its comments and recommendations thereon, including its views on the eligibility for assistance and the capacity of the municipality concerned to undertake and complete the project successfully, and any other aspect deemed important for decision-making in the matter.
- Having due regard to the provisions of *Section 7 of the Housing Act 107 of 1997*, including the obligation to take appropriate steps in accordance with *Section 139 of the 1996 Constitution*, to ensure the performance of such duties if the municipality is unable to do so, including undertaking such obligations itself.
- Assist with the evaluation of applications by the MEC.
- Reserve, reprioritise and allocate funds from its annual budget allocation and manage, disburse and control funds allocated for an approved project, in accordance with the agreement with a municipality.
- Assist municipalities with the use of implementation of accelerated planning procedures.
- Monitor the implementation of a project by a municipality (Republic of South Africa, Department of Housing: National Housing Programme, 2004c: 24-25).

Although the above responsibilities of provincial governments are legalistically mainly applicable to the programmes of upgrading informal settlements, to a larger extent, they (the above responsibilities) should be able to provide a broader understanding of the role of provincial governments in the general development of public housing in South Africa including the Gauteng Province. Furthermore, since the foregoing programme directly falls under the umbrella of national housing management and administration, it follows that these

responsibilities may not contradict the broader public housing policy and/or responsibilities of provincial governments as outlined in the *Housing Act* 107 of 1997.

4.2.2.3 Responsibilities of local government

The sphere of government closest to the community (local government) has an important and practical role to play in the development of public housing for the people. However, municipalities since 1994 have never been directly regarded as service providers for public housing needs (Personal Interview: Napier, M. July 2005).

According to the National Treasury (Republic of South Africa, National Treasury 2009: 96,106) the root cause of a weak coordination of housing delivery in all three spheres of government is the relatively limited powers given to municipalities in public housing delivery. This is despite the significant responsibilities they hold for the provision of infrastructure and the long term management in the maintenance of these settlements. It is urgent that the government in South Africa not furnish further excuses for the incapacities of municipalities in service rendering. In Chapter three of this study, it is argued that policy analysis should have practical intent. The process of policy making in this regard should be practical as well. The practicality of policy means that the necessary resources should be made available for municipalities to ensure a successful public housing policy implementation. It is also unreasonable for other spheres of government (national and provincial) to promulgate policies that should be carried out at local government sphere while municipalities are generally challenged with huge problems in terms of capacities and skills shortages (White Paper on Municipal Service Partnerships, 2000: 6). In fact, it is imperative that when policy statements are issued, aspects that pertain to resources and capacity should be taken into consideration, or else such statements may serve as additional problems to municipal public housing provision.

Municipalities are expected to function within the realm of the national and provincial legislative framework in the provision of public housing. The above statement points out that such a legislative framework should be practical and municipalities should be prepared and well positioned to carry out their responsibilities accordingly. Sowman and Urquhart (1998: 83) posit that municipalities are responsible for the actual provision of services. These authors suggest that community members should expect services from the sphere of government closest to the people. Therefore, municipalities should provide planning frameworks which bind themselves in rendering services in order to live up to the expectations of the community. In essence, the Integrated Development Plan (IDP) includes all types of planning for municipal service rendering and it is a planning document of municipalities. This means that public housing should also form an important part of the IDP. If public housing is not planned for, then it is more likely that no or few public housing deliveries would be made. More specifically, the responsibilities of municipalities in ensuring adequate public housing provision are spelt out in *Part 4 of the Housing Act 107 of 1997* which includes hands-on tasks such as promoting housing development by the developer as well as the general administrative functions such as identifying and designating land for housing development (to mention only two examples).

Section 9(1) in Part 4 of the Housing Act 107 of 1997 provides summarised responsibilities of municipalities. The summary spells out that every municipality must, as part of integrated development planning, take all reasonable and necessary steps within the framework of the national and provincial housing legislation and policy to ensure that:

- the inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis.
- conditions not conducive to the health and safety of the inhabitants of its area of jurisdiction are prevented and removed.
- services in respect of water, sanitation, electricity, roads, storm water drainage and transport are provided in a manner which is economical.

In summarising the *Housing Act 107* of 1997, it is therefore imperative to indicate that the Act abolishes all apartheid housing legislation (see Appendix 1, pp480-481) by becoming reflective of the priorities and principles of the democratic government regarding public housing provision in South Africa. However, though the role of local government is outlined in the *Housing Act 107* of 1997, the Minister of Housing was quoted by a newspaper in an interview indicating that over 60% of municipalities do not have a person whose responsibility is housing (refer to sub-section 4.2.2, p162). Therefore, it is essential that the role of local government in housing delivery should be enhanced (Boyle, 2005: 13; Personal Interview: Jolobe, L. June 2005; Personal Interview: Napier, M. July 2005). Furthermore, the National Housing Code (Republic of South Africa, National Housing Code 2000: 59-60) describes some provisions (components) of the *Housing Act 107* of 1997 in a summarised format to further clarify the guidelines and features of the housing policy.

4.2.2.4 Components of public housing policy

The articulation of the housing components is an essential part of this study since it is intended to inform the position of the public housing policy in South Africa, in particular for the purposes of this study, in the Gauteng Province. These components are further intended to respond directly to the research problem posed in Chapter one of the study which states the need to identify guidelines, features and strategies of public housing policy. The National Housing Code (Republic of South Africa, National Housing Code, 2000: 59-60) advances the following aspects as components of the public housing policy in South Africa:

- Principles for housing development: Binding fundamental principles for all three spheres of government are prescribed. These principles are discussed on Part 1 of the *Housing Act 107* of 1997. They include the need to prioritise the housing needs of the poor, the facilitation of the housing process, empowerment of communities through capacitation and

the promotion of aspects such as consumer education and protection. The purpose of these principles is to create certainty among all role players regarding the fundamentals underlying government's housing policy, thereby enhancing the delivery process.

- Roles of the government: The primary focus of the *Housing Act 107 of 1997* is on role definition for each of the three spheres of government. Government functions should be performed at the sphere best able to serve the local communities. National government must establish and facilitate a sustainable national housing development framework; provincial government must create an enabling environment within the framework of the national policy; and municipalities must pursue the delivery of housing. Every municipality must ensure that the right to access to adequate housing is realised by actively pursuing the development of housing, land issues, infrastructure as well as an enabling environment.
- Statutory bodies: On the national sphere the *Housing Act 107 of 1997* makes provision for the South African Housing Development Board (SAHDB) which advises the minister and advisory panels have been introduced to serve as replacements to the Board. However, the duties of the panels remain similar to those of the defunct boards, hence they advise the minister on matters relating to housing development (*Housing Amendment Bill, 2000: 3*; see further discussion in Section 4.2.2.4, p170).
- Financing of housing development: The *Housing Act 107 of 1997* provides for a system to ensure sustainable funding of housing development by combining sound financial planning and expenditure with full political accountability. The South African Housing Fund is the sole public fund for housing at national level and the Act obliges the provincial governments to establish their own Provincial Housing Development Funds.

- General provisions: Provision is also made in the *Housing Act 107* of 1997 for the publication and/or establishment of the National Housing Code. Through the Code the Minister of Housing may determine the publication of national housing policy and frameworks. Again, a National Housing Data Bank and Information System may be established to provide for the need for authoritative housing information, norms and standards. These (Data Bank and Information System) are intended at governing the provision of services and the construction of government subsidised homes; and a programme to phase out housing subsidies that were offered under the previous dispensation (Republic of South Africa: National Housing Code, 2000: 59-60).

These components of the national public housing policy form the crux and pillars which guide all actions in the development of public housing in South Africa. The foregoing aspects are important in providing the national Department of Housing's focus on the manner and aspects which require attention in order to accelerate public housing delivery. The research problem as formulated in Chapter one is an attempt to determine the effects of the development and implementation of a public housing policy in South Africa as well as the extent to which these effects are conducive to address public housing problems in the Gauteng Province. This section intends to address the research problem on the guidelines and features of the public housing policy.

The above components ensure that the guidelines and features of the public housing policy are focused in their functioning. In this regard, different stakeholders and their distinct roles are defined and/or clarified. Notably, certain aspects of statutory bodies have been abolished since the promulgation of the *Housing Amendment Bill* of 2000. The purpose of this Bill is also to revise and strengthen the *Housing Act 107* of 1997, *Housing Consumers Protection Measures Act 95* of 1998 as well as the National Housing Code of 2000 to make them relevant to the existing public housing policy challenges. In particular, the

Bill abolishes the existence of the South African Housing Development Board and Provincial Housing Development Boards. These Boards are replaced by the advisory panels in both the national and provincial spheres of government.

Section 4.2 has been useful in engaging the guidelines and features of the national public housing policy. The purpose of this section has been to identify the embedded public housing framework which regulates the public housing development in South Africa. In this regard, principles of the public housing policy as reflected on Part 1 of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* received attention. Issues pertaining to cooperative government and intergovernmental relations are addressed in order to identify the possible linkage between the three spheres of government and their departments in handling public housing matters. This has been an important layout which reflects on the distinct roles of the spheres of government. Furthermore, components of the public housing policy in the National Housing Code of 2000 are discussed in order to highlight important elements and pillars of the public housing policy. Also see section 18 of the *Gauteng Housing Act 6 of 1998* regarding the abolition of the Provincial Housing Board.

It is further argued in the *Housing Act 107 of 1997* that while the Act and the Housing Code provide greater clarity on how the public housing sector should operate, given the principles and roles they set out, their effective implementation is reliant on government's capacity. They are also reliant on the willingness and the capacity of the non-state sector to participate in the housing process as envisioned in the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* (see also the National Housing Code, 2000: 60). Therefore, the capacity of both the state and non-state sector could be identified through the applicable strategy of public housing development and provision.

4.3 STRATEGIES OF PUBLIC HOUSING POLICY IN SOUTH AFRICA

According to the Institute for Democracy of South Africa (2004: 1) there was a backlog in public housing in South Africa of about 1.5 million during 1994, and by September 2004 the backlog had already grown to 2.4 million houses (cf. Institute for Democracy of South Africa, 2007: Online; Boyle, 2005: 13). Institute for Democracy of South Africa (Idasa) is an independent public interest organisation committed to promoting sustainable democracy based on active citizenship, democratic institutions, and social justice (Institute for Democracy of South Africa, 2007: Online). The impact of the promulgated new public housing policies has not been felt as an increasing number of households remain homeless. It was reported that about 45% of South Africans live in poor households, 3 million households are without houses and that in rural provinces poverty was above the 50% margin (Jacobs and Faull, 2003: 17). This newspaper report was published in April 27 2003, the day South Africans celebrated their freedom, especially for establishing a democratic government (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 3). From 1994 to date, the quality of the Reconstruction and Development Programme (RDP) houses built by government has been a prime concern. The development of a national strategy that should be applied in order to ensure an increase in numbers and in quality of public housing is fundamental. The proposed national housing strategy should be viewed from the current legislative framework regarding public housing development. While most of the strategy of public housing is contained in the legislation, managerial and administrative responsibilities are indispensable in ensuring the realisation of public housing provision (Personal Interview: Jolobe, L. June 2005; Personal Interview: Tshiloane, T. June 2005).

4.3.1 Proposed national housing strategy

After the inauguration of the Government of National Unity (GNU), the national Department of Housing was the first ministry to finalise its White Paper (Personal Interview: Van der Walt, June 2005). It was not because public housing provision in South Africa was an easy task, but that housing problems and challenges required urgent attention. The White Paper on a New Housing Policy and Strategy for South Africa of 1994 was subsequently followed by the promulgation of the *Housing Act 107* of 1997, as assented to by the President. Following the finalisation of this national Act, the Gauteng Province passed its own housing act during 1998. The validity and relevance of the White Paper on a New Housing Policy and Strategy for South Africa of 1994 after a decade of democracy cannot be over-emphasised. In fact, it forms the basis for the *Housing Act 107* of 1997 in ensuring public housing provision. The White Paper on a New Housing Policy and Strategy for South Africa of 1994 (Republic of South Africa, White Paper on a New Housing Policy and Strategy for South Africa 1994: 15) provides, in summarised terms, the overall strategy the government intended to pursue, in order to face the public housing challenge in the country. It highlights: the basic trade-offs facing South Africa in housing; the national housing vision and goal; some basic points of departure underlying public housing strategy; underlying public housing policy approaches and considerations and the overall approach to be adopted in relation to the strategy. The strategy is composed of the following seven strategic objectives:

- Stabilising the housing environment;
- Mobilising credit;
- Providing subsidy assistance;
- Supporting the people's housing process;
- Coordinating state investment; and
- Facilitating speedy release and servicing of land (Republic of South Africa, The White Paper on a New Housing Policy and Strategy for South Africa

of 1994, 1994: 15; Republic of South Africa, National Housing Code, 2000: 19-20).

The White Paper on a New Housing Policy and Strategy for South Africa of 1994 (Republic of South Africa, The White Paper on a New Housing Policy and Strategy for South Africa, 1994: 15) has initiated the foregoing strategic objectives in order to ensure the realisation of a housing plan in South Africa. The plan should be regarded as a 'blue print' or a plan which necessitated important interventions to guide and benchmark the government progress in public housing provision. In view of the above strategic objectives, the national Department of Housing has embarked on the consolidation of programmes to be implemented for the realisation of public housing needs.

However, when the implementation of the seven strategic objectives did not meet the targets in public housing provision during 1994-2003, the need for a shift in public housing policy arose. One of the most important reasons that necessitated renewed measures and interventions was the increasing public housing backlog (Institute for Democracy in South Africa, 2004: 1). The shift was important to facilitate relevant policy interventions to match existing public housing problems. This shift has also intended to strengthen existing strategy measures to ensure that the public housing policy guidelines remain focused on the practical problems as identified in 1994 in The White Paper on a New Housing Policy and Strategy for South Africa of 1994 (Republic of South Africa, The White Paper on a New Housing Policy and Strategy for South Africa, 1994: 15). Thus, the adoption of the plan by the Cabinet in August 2004 was justified by the fact that the focus on the public housing policy should be the basis for the creation of sustainable human settlements. Hence, BNG refers to the plan for the development of sustainable human settlements for a period of five years (Republic of South Africa, National Department of Housing: National Breaking New Ground, 2004a: 2). The creation of sustainable human settlements includes six important goals of the strategy, namely:

- quality living environments;
- broadening housing and tenure options;
- building an integrated non-racial society;
- unblocking delivery constraints;
- capacity building; and
- rooting out corruption and malpractices (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 11-17; Republic of South Africa, Minister's statement after the first meeting with top management of the housing sector, 2004b: 1).

It is vital that goals are accompanied by specific actions which facilitate the implementation of such goals. Implementation or execution could determine the extent to which goals are practical and achievable. The above goals should feature implementable programmes for each goal. The following discussion below further relates to the key aspects of the strategy:

4.3.1.1 Providing quality living environments

The challenges of providing quality living environments are complex and demanding. In this regard government can play a significant role by providing numerous programmes for quality living environments. It is also important for governments to ensure that certain practical steps (operational strategies) are undertaken to facilitate the realisation of the living standards of community members. To achieve this, the national Department of Housing has embarked on a strategy of 'quality living standards'. Some of the prominent items of this strategy are described below.

- Adoption of informal settlement upgrading programmes. Through a new phased approach and project management support it is envisaged that the upgrading of informal settlements should be undertaken.

- Provision of community socio-economic facilities. Facilities as an interim measure for the improvement of living standards of community members through public housing provision.
- Introduction of appropriate housing technology. The twenty-first century approach to service delivery is inevitably confronted by the challenges and opportunities of massive technological usage. The national Department of Housing requires both modern and conventional technological systems for enhanced public housing designs and standards as well as administrative and execution purposes to facilitate and accelerate public housing provision.
- Implementation of a holistic needs-oriented approach. There are revised project-link programmes as well as more than one option for housing consolidation in this regard. The provision of quality living environments requires a holistic needs-oriented approach in order to realise public housing delivery (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 7).

4.3.1.2 Broadening housing and tenure options

The government's task of providing relevant public housing to different households is challenging. Public housing requires that different tenure options be made available for the different needs of the community. For example, a rural context and an urban context would differ fundamentally and should therefore be approached differently. In this regard different public housing needs of community members who either need rental or homeownership should be addressed by the government. Several aspects that feature in the national comprehensive plan for the creation of sustainable human settlement are identified below:

- Creation of social housing programmes. The creation of several housing institutions and cooperatives and capacity building within the national housing sector by the national Department of Housing and public housing

stakeholders is an important part of the social housing programme. An act of Parliament is expected to be promulgated for the accreditation and regulation of social housing programmes in South Africa.

- Provision of medium density rental housing programmes. The tenure options in this respect provide for the consideration of communal housing, transitional housing, hostels, as well as backyard rental regulation and intervention
- Establishment of medium density ownership programmes. In this regard, several elements are given attention, namely, ownership option in development zones; variety of typologies in the design of public houses; economic empowerment and the broadening of subsidy tenure basis. It is imperative that families own houses with essentials as indicated by the above elements.
- Initiation of farm worker programmes. These programmes should target families residing in farm areas who are mostly employed on such farms. Most of the time, these people do not have access to or own land, and it becomes difficult for them to access resources such as infrastructure and technology (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 7-8).

4.3.1.3 Building an integrated non-racial society

The apartheid policies have divided South Africans fundamentally with respect to race. According to Cross (2006: 264) racial tensions between coloureds, Africans, Indians and whites are still rife. These tensions make it difficult for communities of different cultures and races to settle as a single community. The challenge confronting government is to ensure that reconciliation is not only defined in terms of forgiving one another, but also in ensuring that communities from diverse backgrounds are able to integrate and share communal facilities. This could serve as an important goal of the strategy. Providing resources to the community to ensure the facilitation of integrated housing provision is critical. In fact, encouraging racial integration through the allocation of new residential sites

and land as opposed to the apartheid city structure of separate development is important for the strengthening of socially coherent and united communities. The following aspects need attention in integrating differing racial groups:

- Acquiring and releasing of housing land. This should be based on well-located land, land acquisition and state land disposal.
- Implementing principles of the municipal housing Integrated Development Planning (IDP). This plan has various elements that are focused on in this regard, namely municipal housing sector plans, well- located land, funding stream alignment, bi-lateral conventions, and a single planning regime with priority and funding alignment.
- Ensuring densification of a programme. This should be aimed at either intervening or providing incentives for town planning purposes, that address inner city regeneration issues as well as ensuring the provision of fiscal incentives (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 12-13).

4.3.1.4 Unblocking delivery constraints

Government, including the Gauteng Province, is faced with the situation in which the housing backlog continues to increase annually. This situation is also exacerbated by certain public housing delivery constraints which require a flexible strategy that is able to respond to existing problems. The identified constraints as summarised in the new plan for public housing development (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 5-6; Republic of South Africa, Department of Housing: Housing Statistical Information, 2005c: 1-2) are presented below:

- The collapsing of subsidy bands of income in families ranging from R0-R3 500 and R1 501-R3 500 monthly. The contribution from such families is required in building their houses.

- The other constraint relates to both the public housing rental and access to credit by the extended income category of the limit of R3 501-R7 000 monthly.

Given the above constraints, there is a need to identify possible remedies. It is imperative to conspicuously identify these constraints to ensure that an applicable strategy to address the situation is applied. The following aspects should be given attention: an extremely important element in enforcing either division or solidarity is the public housing finance. In fact, there are several imperatives that need to be given attention in order to ensure funding access for the needy. These imperatives include: revised progress payments, accreditation, bridging finance, innovative products and revised individual subsidies which should ensure that public housing finance is available to speed up the provision of housing. Finally, supporting professional teams with operational capital budget to speed up quality public housing provision (also see Chapter 3, Section 3.8.2, pp133-148 and Chapter three, Table 3.4, pp138) needs to be undertaken.

4.3.1.5 Maximising capacity building

Viable capacity in the South African economy is a serious challenge to increasing public service delivery, including housing. The availability of the required resources in the South African economy, including the Gauteng Province, may elevate the country to being classified as developed. Currently, lack of capacity both in government and the private sector (though with varying degrees) has a direct implication for the economic conditions in the country. Although much of the focus may be on the human and financial capacities, others such as infrastructural, technological and institutional capacities are equally crucial. In order to strengthen the strategy, certain areas should be capacitated. The following aspects should be given attention in this regard:

- The provision of training and development to fast track delivery programmes in national, provincial and municipal offices.
- The creation of sustainable human settlement to provide job creation through national housing programmes, entrepreneur development, construction sector engagement and expanded public works programmes.
- Capacity building to bolster the accreditation of municipalities as important quality public housing providers and to enhance the role of municipalities.
- Vital capacity building activities for providing emerging contractors with support programmes as well as ensuring that communities work together for their development (Letsema mobilisation – collective effort) (Republic of South Africa, South Africa Yearbook, 2001/02: 354; Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 22-23).

4.3.1.6 Rooting out corruption and maladministration

Concern about corruption has deep roots in Africa, South Africa, including the Gauteng Province. It has long been recognised that one of the aspects hampering development in Africa can generally be ascribed to corrupt officials. It has been indicated that this aspect is not only experienced in government, but also in the private sector. In order to make the strategy more effective, corruption should be addressed. The New Partnership for Africa's Development (NEPAD) specifically renders such practices unacceptable for the development of Africa's economy. Millions of rands are lost in the system partly because public administration as a practice is not applied. In South Africa, the problem is no different. To ensure that the national Department of Housing deals with the elements of corruption accordingly, certain important aspects should be taken into account. Firstly, an investigation unit should be set up. This is necessary because set up should be done through various means such as the creation of the toll free report line, revised legislation and programme provisions and a new housing policy and guidelines for sustainable housing development. Secondly, the establishment of housing support units which deal with informal settlement

units, special needs units, social and rental housing units as well as the provincial housing programme unit.

4.3.2 Critiquing the proposed national housing strategy

The strategic objectives (see Section 4.3, pp174-187) for the provision of quality public housing or 'sustainable human settlement', referred to, are important initiatives of the national Department of Housing of South Africa. This (sustainable human settlement) is the newly used terminology (which seems to be more inclusive compared to the usage of the concept 'public housing provision'). It is important to remember that policy making is a complex process as pointed out in Chapter three (see Section 3.2.1, pp84-89) of the study. However, the challenge facing public housing development is, in fact, not only policy making, but rather, how policy can be interpreted and implemented (Personal Interview: Van der Walt, J.L. June 2005).

The adoption of the framework (strategy) for sustainable human settlements (detailed in Section 4.3, pp174-187) so far has not only helped to highlight the interplay between the different housing strategies, it has also assisted in the context specific nature of the South African public housing policy. For example, the strong impact of housing policies (see Section 4.2) on the strategies clearly presents the importance of the role of government in this matter. Such an analysis contributes to the assessment of the way in which governments participate on the strategic level.

To operationalise the strategic objectives and the shifts focusing towards sustainable human settlement (see Section 4.3, pp174-187), the Cabinet and the Minister and Members of Provincial Executive Committees (MINMEC) of all nine provinces approved a comprehensive plan. The plan is for the development of sustainable human settlement referred to as the 'Breaking New Ground' (BNG) (Republic of South Africa, Department of Housing: Breaking New Ground,

2004a). According to Van der Waldt and Knipe (2001: 72-73), planning should consider certain general aspects. These aspects include the scope of the project; resources necessary to complete the work; analysing available resources; identifying key people and other stakeholders; as well as ensuring and maintaining a link between the objectives and the time taken for the project. This analysis implies that without a proper plan, it will be difficult to adopt a strategic move. Therefore, the strategy or framework is necessary for ensuring the realisation of the plan (Smit and Cronje, 1999: 96-99). Several important elements of the new strategy (BNG) of public housing are abridged below:

- Supporting the entire residential property market. Several aspects are targeted in this regard, including but not limited to, the expansion of the housing mandate, shifting from product uniformity to demand responsiveness and enhancing the role of the private sector in public housing provision.
- Shifting from the focus on 'housing provision' to 'sustainable human settlement'. Government commits itself in developing more livable, equitable and sustainable cities. Key elements of sustainable human settlements include pursuing a more compact urban form, mixed land use form and integrating land use and public transport planning to reduce traveling distances.
- Applying existing and new housing instruments. A range of housing delivery instruments was developed to facilitate the policy imperatives of the first ten years of democracy (1994-2004). Accordingly, the existing instruments would be supplemented with additional instruments to provide flexible solutions to demand-side needs. Existing housing instruments include new funding mechanisms for informal settlement upgrading, redirecting the People's Housing Process (PHP) by redefining it and also by providing new funding mechanisms for PHP as well as redefining the concepts of social housing (medium density housing) (to mention just a few).
- Adjusting institutional arrangements within the government. The need to review and redefine the roles, responsibilities and processes in different

spheres of government arises. Again, the expansion of the role of municipalities is critical. The reason for expanding municipal roles is as a result of the shift from the supply-driven framework that was granted the private developers towards the demand-driven processes in which the determination of the location and nature of housing as part of the plan to link the demand for and supply of housing is assumed. Finally, the consolidation, alignment and coordination of the intra-, and inter-governmental relations of all organs including provincial and national institutional reforms.

- Ensuring institutional and capacity building is regarded as a critical component of the new human settlement plan. Capacity building within the public housing sector does not only focus on education and training, but further includes organisational development aspects such as appropriate institutional arrangement support, and system and procedures training, as well as adequate resourcing.
- Reviewing financial arrangements. Subsidy schemes used since 1994 require several amendments to be effected (see Chapter three, Table 3.2, p134 for new subsidy scheme bands). It is necessary that sound financial arrangements be established in order to ensure broader access by all those in need of public housing.
- Contributing towards job creation and housing. It is important to recognise the role of the housing sector in the fight against poverty regarding direct and indirect job creation. Therefore, the government aims to maximise job creation through the new sustainable human settlement plan by, *inter alia*, developing a job creation strategy, incorporating labour-intensive methods into the provision of public housing, and enhancing capacity in the development of Small, Medium and Micro Enterprises (SMMEs).
- Building information, communication and awareness office. This is required not only to provide information regarding subsidy bands to the stakeholders and communities, but should be broadened to focus on the broader residential market. These residential markets include, *inter alia*, improving market information, mobilising communities (such as through the Letsema

- campaign) and strengthening the people's contract by establishing a cadre of community development workers in order to bring the public housing programme closer to the people.
- Establishing monitoring and evaluation systems to enhance data collection, information management, monitoring and evaluation, as well as performance management. Thus, a comprehensive public housing sector monitoring, information and reporting system based on key performance indicators should be developed. The information gathered would be used to support public housing policy development and enhancement (Republic of South Africa, Department of Housing: *Breaking New Ground*, 2004a: 2).

The BNG is evidently more flexible compared to the strategic objectives as discussed above. However, despite being regarded by the national Department of Housing as the 'new strategy' for improving public housing conditions in South Africa, a closer observation reveals that it is an expansion of the 1994 strategic objectives. It is apparent that while the initial strategy was focused on commencing with laying the foundation for the provision of public housing, BNG as a new strategy is more concerned with enhancing initial attempts by government. The BNG is regarded as a five-year plan which outlines the development of sustainable human settlements (Republic of South Africa, Department of Housing: *Breaking New Ground*, 2004a: 2). This is similar to the policy approach used in the United Kingdom (see Chapter two, Section 2.4, pp28-33) which was adopted by the Office of the Deputy Prime Minister during 2003. This approach in the United Kingdom is also facilitated as '*Sustainable Communities: Building for the future*' (Mullins and Murie, 2006: 283-286; Office of the Deputy Prime Minister, 2003: 1; Republic of South Africa, White Paper on a New Housing Policy and Strategy for South Africa of 1994, 1994: 1).

In the South African context, the first observation indicates that after the first five-year period, a decision should be made to indicate whether the BNG will be carried on during the next five years. The other observation highlights that BNG

in itself is a medium-term strategy for housing problems in South Africa. A medium plan cannot deviate from the long-term strategy, but should consolidate actions that are achieving the long-term strategy. According to Smit and Cronje (1999: 126) medium-term strategy is also called intermediate strategy with a time frame of between one and five years. This means that the intermediate strategy is a component of the long-term strategy and forms the nucleus of activities. From the above two observations, it should be safe to conclude that the White Paper on a New Housing Policy and Strategy for South Africa of 1994 remains a relevant long-term strategy in combating South African housing problems. Therefore BNG, as the new strategy, should be expected to focus on the medium-term strategy (five-year period). Perhaps, emerging and/or expected shifts within the first five years of implementing BNG should be able to establish the necessary trajectory for the public housing strategy for the future. The BNG, although not exhaustive, is more elaborate in confronting pertinent aspects as discussed above than other policies, regarding the sustainable human livelihoods in South Africa. Furthermore, the BNG, despite being seen in this study as a medium-term strategy, serves as an enhancement to the post-1994 approach which was utilised until April 2005, when the new strategy regarding subsidy bands came into effect (see Table 3.2, pp134).

The housing strategy holds that the mobilisation of credit should form an important part of the public housing strategy, to ensure that poor households also gain access to the credit. This means that the establishment of housing institutions which are expected to coordinate resources and ensure public housing provision that is able to reach all qualifying South African has been fundamental. Therefore, a brief overview and discussion of the establishment as well as the role of applicable housing institutions is necessary. This is outlined in Chapter three of the National Housing Code (Republic of South Africa, National Housing Code, 2000: 17-58) to support and strengthen governmental efforts towards accelerating public housing provision.

4.3.3 Roles of housing institutions as agents of the housing strategy in South Africa

The National Housing Code (Republic of South Africa, National Housing Code 2000: 18-20) provides a summary of the housing institutions (section 21 companies) as originating from the policy initiatives of seven strategies. It should be borne in mind that the seven strategies referred to are contained in White Paper on a New Housing Policy and Strategy for South Africa of 1994. It is further important that a brief outline of the role of these institutions be provided. This outline is intended to ensure that as part of a policy initiative, these institutions contribute to the general success of carrying out their mandate. The mandate relates to the implementation of the comprehensive plan for the development of sustainable human settlements adopted by Cabinet during August 2004. The comprehensive plan refers to different implementable strategies which are intended at achieving set goals. Therefore, plans could be realised whenever a strategy is put in place to achieve intended or desired results. Smit and Cronje (1999: 118) posit that the establishment of strategies for attaining predetermined goals of a plan is crucial. These authors further argue that planning is concerned with what is to be done as well as how it is to be done (strategic activity). Without these institutions, the housing strategy would become difficult, if not impossible, to achieve (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a; Republic of South Africa, Department of Housing: Housing Programmes and Subsidies, Undated).

4.3.3.1 Servcon housing solutions

The reason for the establishment of Servcon in 1994 was to assist a ring-fenced portfolio of properties, where residents had defaulted on their loans to banks. Options included moving homeowners to smaller houses so that they would be able to afford the monthly repayments to purchase back their repossessed properties. Houses were constructed mainly by Thubelisha for this purpose (see

Section 4.3.3.2, pp189 below). Servcon was established in 1994 as a joint venture (50%/50%) between the government and commercial banks to mediate the awarding of the relocating grant as part of the strategy to normalise the housing environment (Gardner, 2003: 55; Republic of South Africa, Department of Housing: Housing Programmes and Subsidies, Undated).

4.3.3.2 Thubelisha Homes

Thubelisha Homes was established in 1998 as a special purpose financial vehicle to create right-sizing stock. In this case, right-sizing is a process in which occupants of the bank-owned properties possessing mortgage loans are in default and are assisted in relocating to more affordable houses (Thubelisha Homes, 2005: 1-10). This is an important strategy since it ensures that households who are unable to afford the repayments of subsidies are provided with more affordable houses within their income means.

4.3.3.3 Social Housing Foundation

The purpose of establishing the Social Housing Foundation (SHF) in 1997 was to broadly develop and build capacity for social housing institutions, as a strategy to manage public housing stock. The Social Housing Foundation has developed the following working definition for itself:

...social housing promotes improved quality of life and the integration of communities by providing affordable, high standard, subsidised housing with the added benefit of regenerating the area where the housing stock is located. The project is managed by viable and sustainable, independent institutions, which encourage participation of residents in managing their own communities. Social housing is aimed at low to middle income families. It can comprise a variety of forms of tenure, excluding individual ownership (Social Housing Foundation, 2008: Online).

According to the National Housing Code (Republic of South Africa, National Housing Code 2000: 41-42), four main functions for the SHF exist, namely:

- The provision of training, advice and technical support to established and emerging social housing institutions
- Advice on the policy for social housing development in South Africa, while doing research into local and international experiences regarding social housing
- The facilitation of an international networking and support programme
- Interaction with donor organisations (both nationally and internationally), raising the profile of social housing in South Africa, to benefit the industry's funding environment.

Managing public housing stock requires expertise and the necessary skills to undertake such activities. The functions of the SHF makes it a requirement for this institution to ensure that a strategy is in place to respond to both technical and policy issues pertaining to housing development.

4.3.3.4 People's Housing Partnership Trust (PHPT)

The People's Housing Partnership Trust (PHPT) was established in June 1997. It is used as a strategy to support the People's Housing Process through the building of capacity and to engage with national, provincial and local government as well as civil society to encourage meaningful participation in and support for the People's Housing Process. The People's Housing Process is a government housing delivery mechanism that supports households who wish to enhance their subsidies by building their own homes or organising the building of their homes between themselves. In fact, such initiatives are undertaken by the trust to ensure that people are positioned to actively participate in the construction of their own houses (Republic of South Africa, National Housing Code, 2000: 57).

4.3.3.5 National Urban Reconstruction and Housing Agency

The National Urban Reconstruction and Housing Agency (NURCHA) was established in 1995. The purpose was to assist contractors involved in the low-cost housing market with finance (households earning less than R1 500 monthly), as well as by further acting as an intermediary between financial institutions and contractors (National Urban Reconstruction and Housing Agency, 2005: 4). The intermediary role of NURCHA is to provide loans to small or emerging contractors building subsidy housing under a carefully managed programme. NURCHA has five strategic goals, namely:

- To facilitate low-cost housing development by guaranteeing loans made by commercial banks.
- To focus on the housing needs of the households earning less than R1 500 per month.
- To promote small and medium enterprises in housing and urban development.
- To strengthen the capacity of institutions involved in low-cost housing service delivery.
- To assist the development of the housing market to meet the needs of all South Africans (Fisher-Thompson, 2002: Online; National Urban Reconstruction and Housing Agency, 2005: 4; Republic of South Africa, National Housing Code, 2000: 39).

The business approach and/or orientation of NURCHA are imperative for the success of the public housing policy. NURCHA, as a strategy, is placed to facilitate economic activities of the low-income households in order to position them to repay their loans and mortgages. This is an important strategy since it increases the capacity of households to be active in other areas of the economy such as small and medium enterprises.

4.3.3.6 National Housing Finance Corporation

The National Housing Finance Corporation (NHFC) was established in 1996 to search for strategies and better ways to mobilise finance for housing from sources outside the state and/or in partnership with the broadest range of funding institutions. The mobilisation of financial resources is targeted at low-income households in order to secure public housing for the lower end of the market. It is therefore important to identify specific needs of the lower end of the market in order to apply relevant remedies. According to the National Housing Code (Republic of South Africa, National Housing Code 2000: 39), the NHFC seeks to expand the boundaries in which retail lending for low-income housing takes place in the following manner:

- Emphasising the role that the niche market and micro lenders can play, the NHFC broadens the range of lenders able to provide credit, highlighting those best suited to provide credit for low-income earners
- Establishing the NHFC's specific focus on rural housing and making housing credit available in areas that previously had no access to credit
- Maintaining the focus on social and institutional housing and looking at ways to provide households with collective access to credit in a way that overcomes their individual affordability and constraints
- Ensuring guarantees and other risk-sharing mechanisms are beginning to entice the traditional banking sector back into segments of the low-income market, so that over the long-term, a track record of viability and opportunity can be developed
- Focusing on the gap in the financial product market (loan sizes between R10 000 and R50 000) ensures that products are being developed to address specific finance needs of low-income households.
- Supporting a variety of housing delivery approaches including incremental development, home improvement and newly built houses through diverse lending methods.

In all these areas mentioned above, the NHFC clearly supports and encourages a critical principle that underpins government's housing policy, namely, the strategy of innovation. In this regard, innovation refers to the ability of an institution to generate new ideas and strategies relevant to its plans and goals. The foregoing exposition on the role of the NHFC in providing public housing for the needs of the lower end of the market serves as an example.

4.3.3.7 Rural Housing Loan Fund

In April 2002, the Rural Housing Loan Fund (RHLF) started providing services as an independent entity. The RHLF was established as a strategy for lower-income households in rural areas to enable them to access loans on a sustainable basis to build or improve their homes. This fund, which receives funding from the German Development Bank, was established through an intergovernmental agreement between South Africa and Germany (Republic of South Africa, South Africa Yearbook, 2003/2004: 413).

4.3.3.8 National Home Builder's Registration Council

The National Home Builder's Registration Council (NHBRC) was established in 1998 (from NHBRC [Pty] Ltd which was established in August 1995) to protect potential housing consumers from unfair home builders through the *Housing Consumers Protection Measures Act 95 of 1998*. It strives to regulate and provide better services to consumers through registration of homebuilders and enrolment of homes (Republic of South Africa, Department of Housing: Miscellaneous Services for Housing Development, 2002: 1). The strategy used in this regard is to regulate the qualifications of the construction companies and individuals. This serves to ensure the provision of quality houses.

The preceding discussion has focused on undertaking a discourse regarding the strategies of housing policy implementation in South Africa. The analysis has revealed important aspects such as the initial strategy of 1994 which was promulgated in White Paper on a New Housing Policy and Strategy for South Africa of 1994 (Republic of South Africa, White Paper on a New Housing Policy and Strategy for South Africa 1994: 4). This strategy established important considerations which were effected between 1994 and 2004. Importantly, this strategy is aimed at the starting of housing activities such as the mobilisation of credit for low-income households, providing subsidy assistance, and facilitating speedy release of land for the construction of low-cost housing.

Since 2004, the adoption of Breaking New Ground (BNG) has also signaled shifts with regard to the housing strategy. This new approach or strategy is mainly regarded as the expansion of the initial strategy in that a broader perspective is undertaken. For example, the focus has expanded from housing construction to the construction of houses where there are other accompanying public services (such as roads, schools and clinics). As indicated elsewhere in this study, the strategy has been renamed sustainable human settlements. This strategy is adopted on a five-year basis (see Section 4.3.2, pp183).

In addition, the establishment of specific housing institutions has been undertaken by the government as a strategy to facilitate the speedy provision of housing, as well as to improve the quality of houses. Through the housing institutions, the national Department of Housing is strengthened to ensure households, especially the poor, accessibility to adequate housing. It is therefore, crucial that each institution focuses its attention and available resources on their mandate for the success of the housing sector in South Africa and the Gauteng Province. However, the challenge confronting the government is to ensure that communities are involved in public housing delivery for the acceleration of the public housing services. Therefore, the broadening of participation in the provision of housing through housing institutions should be regarded as an

important step by government to accelerate public housing delivery (Republic of South Africa, South Africa Yearbook, 2003/2004: 407-408; Republic of South Africa: Department of Housing, 2005b: 3; Republic of South Africa, Department of Housing: Phenomenal Projects, 2005d: 2). An observation in this regard reveals that the public housing plan and strategy as outlined in the BNG seems to be centralised and facilitated from the national sphere of government. This implies that the roles of the provincial and local government are not clarified. Clarification of the roles should be regarded as a means to ensure that local problems are addressed by the government accessible to the local communities, which is usually the local government sphere. Mullins and Murie's (2006: 283) assertion is that centrally driven strategies are not always able to produce the most appropriate outcomes. Therefore, the need to ensure the decentralisation of the BNG should be an important strategy which should be regarded as a people-centred approach or plan. Participation of other private sector institutions should also be regarded as an important strategy which could ensure that private developers assist in the development of communities. In this case, the partnership between government institutions and private sector companies could serve as a synergistic strategy for public housing provision. Therefore, the development of potential public private partnership projects should be sought. It is important to undertake a theoretical exploration of public private partnership development which could be applicable in the Gauteng Province in the implementation of the public housing policy.

4.4 ESTABLISHMENT OF THE PUBLIC PRIVATE PARTNERSHIP APPROACH AS A PUBLIC HOUSING STRATEGY

The establishment of joint ventures between government institutions and the private sector could serve as a strategy for addressing the increasing public housing backlog. This is so due to the fact that government has already been

overburdened by the quest to provide houses for low-income households. Participation of the private sector in the implementation of the public housing policy could serve not only as a social responsibility, but also as a contribution to democracy and development of communities in the Gauteng Province. The World Bank acknowledged (in 1993) the fact that during the 1970s and 1980s, it became increasingly clear that governments could not maintain the role of sole producers of housing. This calls for a shift in the current approach to public housing provision in South Africa. The need to choose appropriate interventions or strategies in the housing sector that enable and facilitate the private sector in addressing the needs of the poor requires understanding of how housing markets operate. Furthermore, the overall effect of policies, regulations and institutions on these markets, as well as interactions between the housing sector and the broader economy, are embedded elements of the modern housing sector. According to the World Bank Policy Paper (1993: 20-21) two goals of the enabling strategy should be taken into account: (1) to improve the performance of the housing sector as a whole; and (2) to leverage limited public resources to the greatest extent possible.

In order to achieve the above goals within the South African context, housing development requires the additional commitment of public housing officials, capacity, skills and resources. It is necessary that the national Department of Housing and the Gauteng Province position themselves to enter into official and contractual partnerships especially with the private sector, to accelerate the delivery and provision of public housing. A discussion on Public Private Partnerships (PPPs) is undertaken as to how it could be developed as a strategy for the provision of public housing in South Africa. The definition of public housing is undertaken below.

4.4.1 Defining Public Private Partnerships

Before the types, position and guidelines for the development of Public Private Partnerships (PPPs) in the housing sector is discussed, it is necessary to provide a brief definition of the general understanding pertaining to PPPs. PPPs are basically for services traditionally provided by the public sector, and it is a method of procuring public services and infrastructure by combining the best of public and private sectors with an emphasis on value for money and delivery of quality public services. PPPs are also referred to as a joint venture between the public and private sector in rendering service delivery with value for the money spent on the project. Fourie (2006: 926) asserts that in a contract between a government institution and a private entity, the private entity assumes all the risk. The government institution then becomes the monitor and regulator of service delivery but it is no longer an administrator of the service.

Although PPP projects have not yet fully penetrated South African society in many areas of service provision, the need for such undertakings is increasing. It is important to indicate that the public sector, especially the national Department of Housing and the Gauteng Department of Housing, should not only make use of private sector services when there is no expertise within the department: the need to ensure that competent individuals are employed to manage PPP relationships competently and in accordance with the law should also be a reason for developing PPP expertise (Republic of Ireland, 2004d: Online).

4.4.2 Types of Public Private Partnerships for public housing

The need to establish a PPP unit within the national Department of Housing and the Gauteng Department of Housing that focuses solely on the formal PPP agreements, arrangements, functions, benchmarks, value for money, corporate tax treatment of PPP arrangements and stakeholder consultation cannot be over-emphasised. The reason for the need to establish a PPP unit was also

highlighted by the World Bank over a decade ago. During 1993, the World Bank indicated that during the 1970s and 1980, in both developed and developing countries, governments were unable to maintain the role of sole producers of housing (World Bank Policy Paper, 1993: 20-21). In this regard the World Bank has indicated that the traditional role of government service delivery approaches is faced with a need to effect reforms. Reforms in this context means that the private sector should be invited by governments to ensure private experts, and that the joint contribution of both governments and private partners in providing public service delivery is facilitated. Such a consideration may increase and accelerate public services, including the delivery of public housing.

Basically, there are two kinds of PPPs that are distinguishable, namely, one involving the performance by a private entity of an institutional function and the other involving some form of use of state property for its own commercial purposes (Republic of South Africa, National Treasury, 2004a: 8). The concept of institutional function is broadly defined as a service, task, assignment or other function that an institution performs. The institution usually performs in the public interest or on behalf of the public service generally or any service, task, assignment or other function. These activities are included in the functional areas of competence assigned to the institution in terms of *Schedule 4 or 5* of the *1996 Constitution* or any other service, task, assignment or function assigned to an institution by the legislation. The concept of state property is also defined broadly as all movable and immovable property belonging to the state including intellectual property rights. In its broadest form, the term 'use' in relation to property may include a variety of use forms recognised in the law including, but not limited to, those arising under a contract of lease or a contract of concession (Farlam, 2005: 1; Republic of South Africa, National Treasury, 2004a: 11).

It is necessary to further categorise PPP approaches according to the nodal or identified specialised fields, mainly for practical and operational reasons. The approach taken by the National Treasury in broadly distinguishing only between

two types of PPPs should be broken down and classified into the manner in which the roles of both the public and private partners are defined. Practically, it may be confusing when other PPP deals are hybrid and involve characteristics of both types of PPPs as described in the National Treasury regulations (Republic of South Africa, National Treasury, 2004a: 12).

Furthermore, defining the term 'private' for the private sector partner could be essential in order to consider the role and benefits of the private sector partner in cases of PPP agreements. Accordingly, before a specific type of PPP contract is concluded, there are several policy questions that need to be answered for the effective facilitation of a PPP agreement. Such questions include, *inter alia*, identifying the person directly responsible for the final decisions during programme implementation; the period of public housing delivery; the place where public housing delivery will be dispensed; and the manner in which public housing services will be undertaken (Phago and Malan, 2004: 486). In this regard, types of PPPs as discussed by Phago and Malan should be taken into account for the operational reasons of ensuring that PPPs are effected in the delivery of public housing in the Gauteng Province.

There are four broad categories of the types of PPPs. Firstly, public ownership and public operation which means that the Gauteng Department of Housing contracts with a private partner to operate and maintain an publicly owned facility. Aspects of this type of ownership include both commercialisation and corporatisation which offer the government fiscal and managerial independence so that it can be run like a government business (Gildenhuys and Knipe, 2000: 79). Secondly, public ownership and private operation type should be taken into consideration. This type of PPP can be achieved through leases and concessions which allow the government to delegate the operation of infrastructure facilities and the responsibility of new investments. The private partner finances and constructs housing services in addition to the existing housing facilities. Thus, the responsibility involves a Built Operate Transfer

(BOT), Built Own Operate (BOO) and Build Operate and Transfer (BOT) (Republic of South Africa, White Paper on Municipal Service Partnerships, 2000: 4).

Thirdly, there is a private ownership and private operation type of PPP. In this regard, it is normally assumed that the private sector businesses cannot survive without reasonable profit generation. Therefore, this type of PPP should be established to attract more private sector interest in public housing delivery. This type of PPP allows a private partner to secure more revenue from the service fees while carrying low market housing fees, hence the customer base is already in existence. Fourthly, there is the user provision or community self-help type of PPP. The degree of contribution from individual community members sometimes determines the extent to which they should benefit from the project. Through this type of PPP, employee- and community-owned companies enter into a contract agreement with the general community. Such companies should be owned by those members of the community to be provided with public housing and should enter into a contract with the government to accelerate public housing provision (Haycock, 2001: 48). This type of PPP is associated with the People's Housing Partnership Trust (PHPT) to ensure that people are in a position to actively participate in the construction of their own houses as discussed elsewhere in this study, in this case, with a more business-oriented approach (see Section 4.3.3.4, p190).

4.4.3 Position of Public Private Partnerships in public housing development in South Africa

Before 1994, the South African housing sector did not have formalised PPP projects in place (as an alternative service delivery mechanism to conventional service delivery methods) as a strategy to enhance service delivery. Formalised arrangements were lacking also in areas such as public housing or sustainable human settlements. However, in April 1997 the Cabinet approved the

appointment of an inter-departmental task team on PPPs to develop a package of policies, legislative measures and institutional reforms to create an enabling environment for PPPs. Subsequently, the Cabinet further endorsed the resulting Strategic Framework for PPPs (this is a document which serves as a foundation and guideline for PPP activities in South Africa) in December 1999. In April 2000, the Treasury regulations were published in terms of the *Public Finance Management Act 1 of 1999* to govern the implementation of the Strategic Framework for PPPs. The PPP Unit (which facilitates the adoption and implementation of PPPs) was established in July 2000 and is funded from the National Treasury as well as by international donors. This unit has also compiled the first draft of the standards provisions of the PPP projects published on 11 March 2004 (Republic of South Africa, National Treasury, 2004: 11; Republic of South Africa, National Treasury, 2005a: 4).

Currently, South Africa does not have a central PPP housing unit (Personal Interview: Napier, M. July 2005). Due to the intricate nature of government functions, it is argued that it would not be effective to manage and facilitate PPP contracts from the National Treasury for all government departments. It is further being argued that managing and administering PPP contracts from a centralised unit may serve to increase bureaucracy and inefficiency. Such methods could be labelled 'remote control systems' of service delivery and further pose intergovernmental relations challenges as is already evident in the Gauteng Department of Housing with its municipalities. As soon as the need to pursue the PPP approach in the provision of sustainable human settlements is realised by the national Department of Housing, it will be critical for the Gauteng Department of Housing and municipalities to ensure that relevant policies supportive of the *Public Finance Management Act 1 of 1999* come into existence. Furthermore, a policy for a Strategic Framework for PPPs should be promulgated. According to Phago and Malan (2004: 486), in establishing a PPP policy, it is important that municipalities provide more detailed administrative and implementation procedures for both the employees within the Department as well as to potential

partners with regard to the deployment of PPP mechanisms. PPPs, like outsourcing mechanisms, should be subject to transparent tendering or a procurement process in accordance with the *Preferential Procurement Policy Framework Act, 2000* (Act 5 of 2000) (PPPFA). This Act aims to effect a framework for the implementation of a preferential procurement policy especially contracting the historically disadvantaged people based on race, gender or disability. Therefore, it becomes ostensible that PPPs should also be seen or facilitated as a strategy of public procurement (Republic of Ireland, National Development, 2004d: Online).

From the foregoing, it is evident that the National Treasury of South Africa may serve as advisor on financial matters at the national departments while the Gauteng Treasury could provide advice at provincial level regarding the financial arrangements and transactions pertaining to PPPs. However, it is indispensable that housing experts from within and outside the public housing sector are directly involved in the PPPs' deals regarding the general administration of public housing matters. In fact, the establishment of housing units that facilitate PPP strategies within the three spheres of government is important and may assist local government with capacity and expertise, which may subsequently improve service delivery of public housing.

4.4.4 Guidelines for developing Public Private Partnerships for public housing in the Gauteng Province

Guidelines serve as important proposals. Unfortunately, explaining these guidelines is difficult because of the infinite variety that characterises the public private partnership area in public housing (Fourie, 2006: 926). Four main important areas in which guidance material should be considered are identified. Guidance material involves aspects that need attention when PPP models are developed or used in the provision of public housing. The following guidelines should be taken into consideration:

- Corporation tax treatment of PPP agreements. It is important that tax reductions be considered by government in order to encourage the private sector to invest in community development projects such as housing provisions through PPP contracts.
- Reporting arrangements, role and function of the process auditor in a PPP project. It is vital that the reporting system is in place for accountability purposes, to ensure that actions of both public and private officials are accounted for.
- Carrying out of value for money comparison. Quality projects need to be invested in to ascertain that the money expended on various aspects is worth the price.
- Stakeholder consultation. Public sector activities should be people- or rather, community-centred and therefore regular contact with relevant stakeholders of the specific project will ensure that informed decisions are made (Republic of Ireland, National Development, 2004d: Online).

Generally the *Public Finance Management Act 1* of 1999 provides guidelines on the handling of funds by the government and provides boundaries regarding the accounting standards and authorities. Special guidance on matters relating to PPPs is not given. Thus, the four areas in which guidance material is required when PPPs are considered for the delivery of housing should be included in order to ensure that broad areas of the agreements (PPPs) are carefully managed by the legislation. However, it does not mean that the *Public Finance Management Act 1* of 1999 cannot be considered in the establishment of guidelines on PPPs regarding public housing matters, but it should play a significant role in the process of guiding actions on audit matters and financial misconduct. While the development of PPPs and their guidelines to provide public housing services is an important matter which should be considered urgently by the national Department of Housing and the Gauteng Department of

Housing, the implementation of the PPP models is equally important. There are also specific implications in implementing PPP models.

4.5 IMPLICATIONS FOR THE IMPLEMENTATION OF PUBLIC PRIVATE PARTNERSHIPS

Public housing partnering arrangements are paramount to improve the provision of societal needs. Careful consideration, adoption and implementation of PPPs is required whenever public services are provided. Participation of all relevant stakeholders should be encouraged and facilitated in an open and honest manner to ensure that community interests are considered in public housing provision. It is worth noting that PPPs should not be regarded as a panacea for all public housing service delivery problems. In this regard, possible risks associated with housing PPPs are taken into consideration whenever such activities are undertaken. While risks are always part of the business world, it is important that the risk-bearer from either the private organisations or public institutions be identified or that the way in which risks will be shared by both parties is identified. However, there are also benefits that are associated with the PPPs in the provision of public housing. Both possible risks and benefits associated with PPPs are discussed below.

4.5.1 Risks associated with housing Public Private Partnership agreements

Normally, risk associated factors form part of government activities and need to be identified as do sound management principles. Similarly, any deal between the government and the private sector is likely to carry more risks, which could lead to ineffective delivery of public services such as housing (Farlam, 2005: 41). Table 4.1 below summarises several types of risks that should be taken into

consideration whenever joint venture efforts in public housing between public and private sectors are undertaken.

Table 4.1: Types of risks in housing Public Private Partnerships

Risk	Explanation
Management risk	Managing housing PPP initiatives will undoubtedly provide several challenges to the managers of the project.
Planning risk	Although planning is one of the functions of the management, it requires a special attention by managers to ensure successful project implementation.
Operating risk	Service delivery requirements must be met on daily execution of strategies of public housing provision.
Demand risk	The contractors may be provided an opportunity to recover their costs through user charges such as through private ownership and private operation type of PPP (see Section 4.4.3, pp200-202).
Financial risk	It is not always clear how much money each party will spend on the project at what stage. Therefore the partner that bears more risks should at the same time enjoy more benefits which would be made available by the partnership deal.
Legislative risk	The legislation is not always clear about specific procedures, but only provides broad guidelines on whether PPPs can be used by government departments. However, it is always important that the legislative provisions are adhered to in the provision of public housing.

Source: Adapted from the Republic of Ireland: Policy Framework for Public Private Partnership in Ireland (2003: 18).

Table 4.1 above depicts an idealistic situation that could be encountered whenever PPP arrangements are entered into. It is important to indicate that when such aspects are highlighted, risks can be minimised in an attempt to provide public housing through the utilisation of PPP mechanisms. These various types of risks provide government with possible areas which should be considered whenever the PPP strategy is used for public housing provision. For example, in terms of financial risk, there should be a clear-cut approach as to who should contribute what amount (in percentages) and what the expected risks and benefits for the contribution made are. While Table 4.1 discusses the risks associated with PPP agreements, benefits in that regard are inherent in such deals.

4.5.2 Benefits of housing Public Private Partnerships

Public private partnerships (PPPs) have been accredited with varying successes in South Africa and elsewhere in the world, when they are effectively and efficiently facilitated. According to the PPP quarterly publication from the National Treasury, to date, there are various PPP arrangements by government departments, for example, a PPP procurement by the South African Military Health Services (a service within the Department of Defence) in which private health care providers will provide health services from primary to tertiary level for all serving and retired South African Defence Force Personnel (Republic of South Africa, National Treasury, 2005a: 2).

The other example noted relates to the draft tourism PPP toolkit from both the National Treasury and the national Department of Environmental Affairs and Tourism. The purpose of the draft toolkit is to apply the provision of the National Treasury for PPPs to the specific circumstances of the tourism sector, where state conservation or heritage land is made available for private commercial purposes. The private partner in this deal takes the risk of developing the tourism

facility and operating it for a period of time, while paying the relevant government institution a percentage of its gross revenue as a PPP fee. This type of PPP, according to the types of PPPs mentioned above, can be classified directly as Build, Operate and Transfer, which falls under Public Ownership and Private Operation type (see Section 4.4.2, pp197-200) (Republic of South Africa, National Treasury, 2005a: 12; National Treasury, 2005c: 10).

The above examples manifest several expected benefits and/or opportunities, which may be beneficial when applied in the public housing provision field by further contributing to job creation, poverty alleviation, infrastructure investment, skills development, sustainable human settlements and black economic empowerment for the community. Furthermore, the law on income tax has been amended to make all government grants to PPPs more efficient, transparent and enabling (Republic of South Africa, National Treasury, 2004b: 11; Republic of South Africa, National Treasury, 2005a: 10). Correctly structured PPPs in public housing provision or rather, sustainable human settlements, are viable options for addressing public housing problems. PPPs are an important component of government strategy for service provision and infrastructure roll out. Therefore, PPPs' viability for particular initiatives has to be properly tested in each case including that of public housing provision (National Treasury, 2004a: 3). The Gauteng Province in this regard should undertake such PPP deals in addressing the increasing public housing backlog.

Furthermore, a closer observation of the PPP contract indicates that the private sector partner is likely to benefit substantially from the deal in terms of the market base that is already in existence. Therefore, when the identified risks are successfully managed, the provision of services does not include the need to create a market base since services are branded as public sector services. The exposition of the position and development of the PPPs in the provision of public housing services should be regarded as an important issue which relates to the features, guidelines, and strategies of the public housing policy in the Gauteng

Province. Observations in the disquisition in this study indicate that while there are existing strategies as provided in the White Paper on a New Housing Policy and Strategy for South Africa of 1994 (Republic of South Africa, White Paper on a New Housing Policy and Strategy for South Africa 1994: 12) as well as the Breaking New Ground (Republic of South Africa, Department of Housing: Breaking New Ground (2004a: 1), the need to effect other reform measures is necessary. These measures should also include the adoption and utilisation of PPP models relevant to specific circumstances. The argument proposing the use of PPP models in the Gauteng Province as a public housing provision strategy seeks to challenge the following two aspects: on the one side to raise awareness of PPP models in the national Department of Housing. On the other side, the argument intends to sensitise policy makers in the national Department of Housing and the Gauteng Department of Housing. The challenge is raised in that an adoption of PPP models could assist in ensuring that public housing service delivery is accelerated. Awareness is also raised in that there is an initiative by the Department of Finance to establish PPP units and guidelines. Surely, the national Department of Housing and the Gauteng Department of Housing should also attempt to develop PPP strategies for their public housing context, which is currently lacking, in more general terms.

4.6 SUMMARY

Supplementary to an overview of the historical development and governance of the housing policy (as discussed in Chapter three), the post-1994 observation of the guidelines, features and strategies of the housing policy was undertaken in this chapter. The reasons, amongst others, mean that the guidelines, features and strategies of the housing policy were, to a large extent, informed by the historical approaches applied to the development and governance of the public housing policy. In this chapter, guidelines and features of the public housing policy on how it applies to the Gauteng Province received attention. This

discussion was followed by the discourse regarding strategies of public housing policy as outlined in the White Paper on a New Housing Policy and Strategy for South Africa of 1994. Finally, a deliberation on the establishment of a PPP approach is advanced to offer insights on how such an approach could be conceptualised. In the next chapter, an administrative framework to implement public housing policy in the political dispensation commenced in 1994 is thoroughly discussed. The context of this discussion is in the Gauteng Province which is to focus on development and equity of public housing problems.

CHAPTER FIVE

ADMINISTRATIVE FRAMEWORK TO IMPLEMENT THE NATIONAL PUBLIC HOUSING POLICY IN THE POST-1994 DISPENSATION

5.1 INTRODUCTION

In Chapter four the author has deliberated on the guidelines, features and strategies of the national public housing policy in South Africa. Various aspects relating to the nature of the guidelines and features of the national public housing policy that were considered by the government from 1994 to 2005 to combat public housing problems were also discussed. Although the nature and principles of the national public housing policy have been discussed in this study (see Chapter three) to understand the public housing policy approach, it is further important to address aspects relating to the administrative framework that have been put in place to implement the housing policy. This is important since one of the objectives of this study is to examine the nature and reasons of the approach followed during the period 1994-2005. Addressing the administrative framework is important in order to understand the administrative trajectory of this period.

In this chapter, the historical and current administrative approaches that served as important principles underpinning the implementation of the national and the Gauteng Province public housing policy receive attention. Though an attempt to examine the nature and reasons of the administrative framework is undertaken, this chapter also intends to contribute to answering the research problem. The problem which is being investigated is the understanding of the principles and nature of the national housing policy in South Africa and the extent to which the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* are conducive to addressing the housing problems in the Gauteng Province. This chapter is

also aimed at undertaking a critical analysis of the administrative implementation measures of the national and the Gauteng Province public housing policy. The chapter commences by discussing the national public housing policy reforms which ushered in administrative reforms between 1994 and 2005.

5.2 KEY ADMINISTRATIVE REFORMS FOR PUBLIC HOUSING POLICY AT NATIONAL GOVERNMENT SPHERE AND FOR THE GAUTENG PROVINCE BETWEEN 1994 AND 2005

Between 1994 and late 2005 adjustments and changes regarding the national public housing policy in South Africa and Gauteng Province were effected in many ways. These changes were primarily intended to broaden the scope of the national public housing policy or deal directly with specific constraints impeding public housing delivery. According to Gardner (2003: 28-29), some of the key administrative changes include the following:

- Shifting from a quantity driven approach to a quality provision of public housing
- Increasing the government and stakeholder emphasis on public housing rather than private housing
- Balancing the public housing policy with a recognition of the importance of public rental housing
- Making beneficiary personal contributions to subsidised public housing to develop a value concept of public housing supply
- Increasing the *People's Housing Process* (PHP) contribution. Increasing PHP that entrenches the need for subsidy beneficiary to manage or build own houses
- Introducing projects and policies for inner city regeneration
- Promoting a higher density housing development

- Increasing access to housing opportunities for poor and vulnerable groups
- Increasing the rural subsidy access which is driven by the national Department of Land Affairs.

Keeping abreast with developments in the socio-economic and political environment is important for the enhancement of the national public housing policy through particular public administrative interventions as highlighted above. The above aspects as pointed out by Gardner (2003) reveal several administrative reforms that were evident in the national public housing policy scene between 1994 and 2005. It is important to mention that these administrative reforms were introduced under the White Paper on a New Housing Policy and Strategy for South Africa of 1994 (Republic of South Africa, White Paper on a New Housing Policy and Strategy for South Africa of 1994, 1994: 15), the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998*. In addition, on 2 September 2004 the Cabinet approved a Comprehensive Plan for the Development of Sustainable Human Settlements called 'Breaking New Ground' (BNG) (see Section Chapter four, 4.3 on pp174-195). Although this document is regarded as a major shift from the housing policy within the Ministry of Housing, it appears to be a broadened agenda, furthering existing administrative boundaries (Personal Interview: Van der Walt, J.L. June 2005). An observation in Gardner's (2003) analysis of the housing policy shifts is that the BNG indicates that government's policy is also attempting to address current challenges. But what seems lacking from the government side is the method and manner in which new shifts and interventions should be administered.

The sentiments advanced by Gardner (2003: 28), arguing that there have not been substantial administrative changes to the national public housing policy between 1995 and 2003, should be taken into consideration in the analysis of national public housing policy shifts since 2 September 2004. However, Part B of the Comprehensive Plan for the Development of Sustainable Human Settlements

highlights aspects that are regarded as policy shifts that should be able to introduce administrative reforms, especially through the outline of the new housing vision (see Chapter four, Section 4.3, pp174-195). The broader vision of the National Department of Housing provides the following specific objectives that need to be achieved:

- accelerating public housing delivery as a key strategy for alleviating poverty.
- ensuring that housing supply serves as the strategy for job creation
- ensuring access to property for all as a wealth creation mechanism and empowerment.
- leveraging growth in the economy.
- reducing crime, the promotion of social cohesion and the improvement of the indigent.
- reducing the gap between the dual economic sectors (between the first economy residential property boom and second economy slump).
- supporting spatial restructuring by utilising public housing as an instrument for the development of sustainable human settlement (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 7).

While the above objectives of the new housing vision appear to incorporate the fundamentals of White Paper on a New Housing Policy and Strategy for South Africa of 1994 (Republic of South Africa, White Paper on a New Housing Policy and Strategy for South Africa of 1994, 1994: 15), the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998, their articulation has a potential to influence major administrative changes if implemented within the national Department of Housing. In comparison with the White Paper on a New Housing Policy and Strategy for South Africa of 1994, *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998 the new housing vision incorporates aspects that

are more inclusive and holistic in nature while the fundamentals of the aforementioned policy documents (the White Paper on a New Housing Policy and Strategy for South Africa of 1994, the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998) are also embodied and integrated. The new housing vision indicates that the government has committed itself to attracting private sector participation in the provision of public housing both at national level and in the Gauteng Province as well as to regulate property markets in expanding the scope of the housing mandate. Such an enhanced participation of the private sector should be seen as a major administrative reform (policy measure) since 2004. The purpose is to ensure that lower-income groups benefit from the subsidies, loans and rents in the housing sector at large (Republic of South Africa, Department of Housing: *Breaking New Ground*, 2004a: 7-8). This means that the private sector could ensure the provision of resources (particularly access to finance) with the public sector serving as the guarantor for low-income households in facilitating access to adequate housing. This analogy concurs with Gardner's (2003: 28) view which has pointed out that between 1995 and 2003 there have not been substantial administrative reforms.

Furthermore, the current 21st century national public housing administration is confronted with several 19th and 20th century challenges which necessitate new administrative reforms. Minnaar and Bekker (2005: 12) confirm this by arguing that a paradigm shift from the bureaucratic age (19th and 20th century) to the information age (21st century) should also be accompanied by reforms in government administration. Thus, the need for systems, means and methods of service delivery to adapt to new environments for the enhancement of public service delivery, including public housing during the period 1994 to 2005, is ostensible. Without effecting and enhancing the necessary administrative reforms that are relevant to the information age during the 21st century, service delivery could be hampered. Hence, it is important that the administration of government procedures during the 21st century focuses more on outcomes and results as opposed to the focus on processes (internal) of the government during the 19th

and 20th centuries. The focus on the process could generally cause delays in service delivery since limited resources become more limited when the already meagre resources are spent on the tightening of institutional administration, leaving 'crumbs' for the outputs or ultimate service delivery (Minnaar and Bekker, 2005: 4) (also see Chapter three, Figure 3.1, p101 for the systems approach).

The administrative reforms within the national Department of Housing point to the need to effect several important shifts. These shifts manifest in the national and provincial public housing approach in order to compose an effective public housing administration. From the foregoing, it can be deduced that the boundaries of national public housing have changed significantly since 1994 because of various administrative reform measures that have been introduced. One has to emphasise that without the necessary administrative reforms within the national Department of Housing, establishing effective public housing administration could not be realised. While it has been established in the above paragraphs that general administrative measures are necessary to implement national and provincial public housing policy measures, it is also important to determine the link between these administrative changes as well as other legislative and policy measures that have been implemented. It is precisely what will be discussed in the next section. More specifically, attention is paid to pertinent administrative framework reforms and the functioning of the national Department of Housing and the Gauteng Department of Housing.

5.3 LEGISLATIVE AND OTHER POLICY MEASURES FOR ADMINISTERING NATIONAL PUBLIC HOUSING

The provision of national public housing services requires competent administrative practices and functions to assist public officials in implementing communal and political decisions. The administrative reforms that should respond appropriately to public housing needs are integral in the development of

a national and provincial public housing policy in order to execute such a policy to provide public housing services effectively and efficiently. In effecting these administrative reforms, legislative as well as policy measures and guidelines have been promulgated to guide the composition and restructuring of the national Department of Housing and the Gauteng Department of Housing (from the previous political dispensation of the apartheid system). Apart from the *1996 Constitution*, legislative and other policy measures include the *Public Service Act* of 1994 (Proclamation 103 of 1994), the *Public Service Regulations* of 2001 and the White Paper on Transforming Public Service Delivery of 1997 (also called the *Batho Pele* White Paper). While the white papers are not binding policy measures, but serve as a policy guideline, Acts of Parliament are enforceable by law. This piece of legislation as well as policy measures and guidelines are meant to regulate the formation of all government departments to accelerate public service delivery, including national public housing. The relevance of these legislative and policy measures and guidelines to national and provincial public housing receives attention below.

5.3.1 Public Service Act of 1994 (Proclamation 103 of 1994)

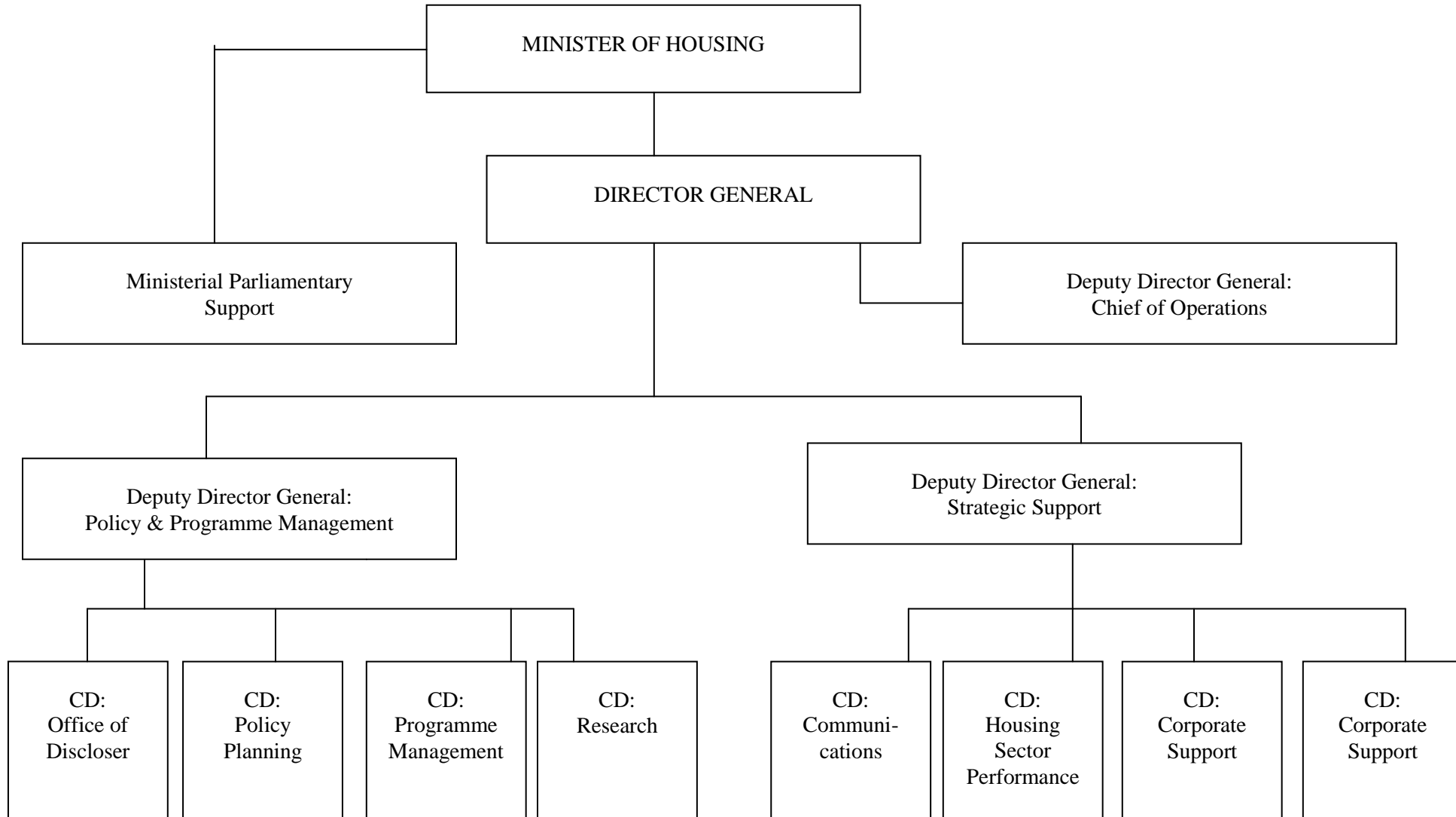
Section 197(1) of the *1996 Constitution* indicates that:

Uniform approaches within public administration in South Africa are necessary for the functioning and structuring of government institutions. These similar approaches are necessary for the need to loyally execute the lawful policies of the government of the day.

The above phrase in the *1996 Constitution* is directly related to the *Public Service Act* of 1994 (Proclamation 103 of 1994) (hereafter referred to as the *Public Service Act* of 1994) in which the organisation and administration of the public service of the Republic of South Africa is promulgated. This Act attempts to ensure the creation of government departments in both the national and

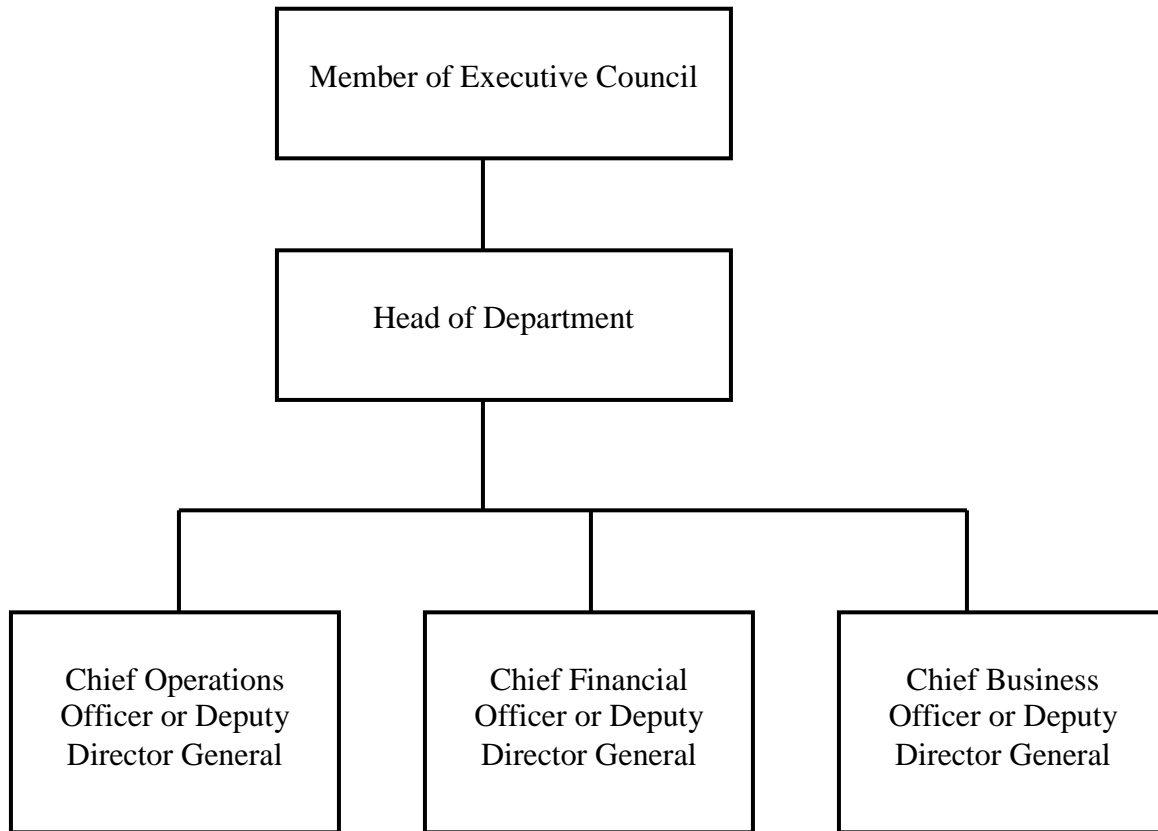
provincial spheres of government (see section 7 of the *Public Service Act* of 1994). It could therefore be concluded that the establishment, administration, management and organisation of the national Department of Housing and the Gauteng Department of Housing are premised on the applicable legislation. This establishment is important in indicating a framework (see Figure 5.1 and Figure 5.2 below) and approach which government can use to address its housing challenges. It is further imperative to depict a diagram of the national Department of Housing in which the *Public Service Act* of 1994 has some bearing.

Figure 5.1: Organisational structure of the national Department of Housing



Source: Republic of South Africa, Department of Housing (2006: [Online](#)).

Figure 5.2: Organisational structure of the Gauteng Department of Housing



Source: Republic of South Africa, Gauteng Department of Housing (2009: Online).

Basically, any administrative structure of government can be regarded as an 'engine' which could introduce the necessary reforms for the positive effects of the implementation of public housing policy and improvement of public service provision. According to Smit and Cronje (1999: 40), an administrative approach is also referred to as the process approach in which, *inter alia*, the management set-up, arrangements of other staff and line functions as well as targets are made. In the case of the national Department of Housing and the Gauteng Department of Housing, their organisational structures are ostensible administrative guides and a trajectory of public housing in South Africa. The kind of structure in place inevitably determines the kind of services in terms of both quality and quantity. The structure in place could also be complemented by a

range of aspects such as the manner of internal coordination, what or who influences decisions as well as priorities in place. Since the organisational structure of the South African national government is a pyramid structure, it appears that other departments in the national and provincial government spheres are likely to resemble the national government structure. This is also the case with the national Department of Housing and the Gauteng Department of Housing as observed from Figure 5.1 as well as the area in which administrative reforms should be introduced. The structure above (see Figure 5.1 and 5.2, pp218-219) is expected to ensure the provision and coordination of public houses in its traditional bureaucratic and top-down management approach. This has not really reformed from the apartheid model except that new employees were recruited, for example, through preferential treatment laws such as the affirmative action policy. This situation is evidenced by the existing organisational structure as indicated in Figure 5.1 and 5.2, pp218-219 above in which positions are arranged in terms of a top-down set-up.

The top-down management approach has produced debatable results over the years, and today, a new wave of questioning on how to achieve the best service delivery results with alternative governance structures must be taken into consideration. In its report on the evaluation of the *Batho Pele* Principle of 'Value for Money' (see Section 5.3.3, pp227-233 on the discussion of the *Batho Pele* Principles), the Public Service Commission undertook a study to understand the decision-making system within the public service departments which included the national Department of Housing (Republic of South Africa, Public Service Commission, 2007: 46, 49). The Public Service Commission is one of the Chapter 9 institutions in the *1996 Constitution*. It serves as a watchdog for all public service departments in terms of various aspects pertaining to public administration. The study maintains that policy making in the South African public service is top-down and as a result, government departments (and their administrative systems) are also top-down. The Public Service Commission report states, among other things, that:

The fact that only a few departments identified Integrated Development Plans (municipal plans) as documents that they should refer to in their planning might go to support repeated comments received from workshop participants and interview respondents that policy in South Africa is, from their perspective, a top-down process. The fact that external role players such as the provincial treasury, provincial legislature and the MEC are ranked higher than the person directly responsible for what actually happens at the coalface of service delivery (the programme managers) suggests, and supports comments made elsewhere, that government systems and institutions work in a very top-down manner (Republic of South Africa, Public Service Commission, 2007a: 46).

In most instances, the respondent was a programme manager and therefore their perception that they have less influence than a whole host of other role-players reinforces the point (Republic of South Africa, Public Service Commission, 2007a: 49).

In this report, the notion of the top-down approach is being reexamined from other angles such as the manner in which perceptions are made regarding who is being viewed as important in a host of role players in service delivery provision. The idea of the top-down approach is also being postulated as in the study by the Public Service Commission (Republic of South Africa, Public Service Commission, 2007a: 49) in that those who are directly responsible for the provision of housing are regarded as less important by the respondents. Since this study investigated several departments which included the national Department of Housing, it is appropriate to make conclusive deductions and suggestions which are relevant to housing. In this regard, there is a need to introduce new public management principles in the administration of public housing as advocated by Minaar and Bekker (2005: 1-10) as well as Davids, Theron and Maphunye (2005: 13-19). These principles speak of change from the

old to the new diagonal or round table methods which can allow flexibility in decision-making and resultantly, in public housing services.

However, there are two further secondary aspects which may have an indirect effect on the administrative reforms that have taken place since 1994 in accordance with the *Public Service Act* of 1994. The first one concerns the merging of myriad government administrations in 1994 to form one government in South Africa. The myriad administrations refers to the fragmented administration of homelands, Bantustans and central government of South Africa during the apartheid period (see Chapter one Section 1.2, pp1-5). The second positive secondary aspect concerns the need for a representative public service in terms of gender, race and disability among many other discriminatory grounds as required by the Chapter three of the *Employment Equity Act* 55 of 1998 which spells out the need for affirmative action appointments. According to another report by the Public Service Commission on the state of the public service, there has been improvement in the promotion of candidates from a disadvantage background. The report states that:

In practice application of the principle of redress has concerned the equitable implementation of affirmative action. This involves the systematic and deliberate promotion of the previously disadvantaged sectors of the South African population to create better representation of all racial groups in government employment. The PSC has undertaken a number of projects researching this issue, including an audit of affirmative action implementation and a study into representativeness in the public service. PSC research has also looked at the progress achieved by government departments in implementing their Employment Equity plans. The findings of this research have largely been positive. Government has performed well in terms of its efforts to attain more equitable representation and has created a number of useful mechanisms to assist in this area. The Employment Equity Act 55 of

1998 is the key piece of legislation in this regard (Republic of South Africa, Public Service Commission, 2003: 31).

While these reforms are not only applicable to housing issues but also to general governance matters in South Africa, the change towards a democratic country has influenced the manner in which public housing provision is approached and administered. What is notable in this regard is that these reforms have not been sufficient in addressing the traditional bureaucratic top-down approach of the national Department of Housing and the Gauteng Department of Housing, perhaps because they are secondary in nature.

Dauids *et al.* (2005: 63) further argue for the transformation of these traditional bureaucratic top-down approaches with the introduction of bottom-up approaches in government institutions. Minaar and Bekker (2005: 14) also suggest that 21st century organisations require a diagonal structure with authority that is expert-based, in order to speed up (even quadruple) service delivery. The diagonal approach is more of a round table or a boardroom approach as used in private sector institutions. According to Minaar and Bekker (2005: 13) the round table or boardroom approach should be adopted with the clients (service recipients) in mind. This approach is encapsulated by the open-systems model in Chapter three in which public housing as a product/process was discussed (see Chapter three, Figure 3.1, p131).

It is thus postulated that establishing adequate administrative reforms, especially through structural changes in the national Department of Housing and the Gauteng Department of Housing, will probably enable the government to override the existing public housing backlog. These structural changes are relevant since bureaucratic structures are normally embedded within a hierarchy model, which promotes the slowness and rigidity of service delivery processes. In particular, to effectively address the structural changes, it is important that a review of the

Public Service Act of 1994 be undertaken to ensure that it also embodies a flexible management model of the public service.

5.3.2 Public Service Regulations of 2001

In terms of the *Public Service Act* of 1994 (Proclamation 103 of 1994), there is a need to ensure that the administrative regulation of the delivery of public services is undertaken through public service regulations. The *Public Service Regulations* of 1999 has officially been replaced by the *Public Service Regulations* of 2001. In terms of section 41(1) of the *Public Service Act* of 1994, the Minister of the Department of Public Service and Administration is required to make public service regulations.

The reason for the development of the *Public Service Regulations* of 2001, among others, is to:

- Provide for the establishment of the new senior management services (SMS)² dispensation pertaining to the principles, composition and grading of posts of the SMS as well as flexible employment with uniform norms and standards. Section 5.5.1, pp281-287 of this study also refers to these SMS as senior public servants or senior civil servants.
- Amend the provisions regarding the content and format of certain information included in the annual report.
- Clarify the effective date for the absorption of an incumbent employee in a higher graded post.
- Permit the minister to determine which information regarding human resource related issues is to be included in the annual report as well as the format of that information.

²Chapter four of the *Public Service Regulations of 2001* defines the SMS as the high-level managers or specialists in the public service. This stipulation indicates that it covers senior managers from the level of Director upwards.

- Provide that a head of department must record each employee and each post on the approved establishment.

The foregoing reasons for the development of the *Public Service Regulations* of 2001 are a snapshot of many other administrative measures that are operational in nature. These measures allow both political office bearers and appointed public officials to pay attention to administrative details within their respective departments in terms of service delivery. This is necessarily so, even within the national Department of Housing and the Gauteng Department of Housing, to ensure that specific issues dealing with conditions of service of employees are considered. This highlights the need not only to focus on policy development, but should also reflect on the impact of policy on the daily operation of the national Department of Housing and the Gauteng Department of Housing. The discussion of these administrative measures above indicates the need for positions and structures which could undertake the daily administration of public housing. Again, the *Public Service Regulations* of 2001 are critical since they set up the details of the administrative environment in which public service officials, including housing officials, are expected to function on a daily basis. The *Public Service Regulations* of 2001 elucidate other administrative measures which departments should consider for their effective and efficient functioning. The following measures operationalise the above reasons by explaining the responsibilities and expectations of the SMS, and the minister, namely:

- General provisions such as delegation, authorisation and responsibilities; planning, work organisation and reporting, as well as job evaluation and compensation for employees.
- Code of conduct with respect to the relationship of public officials with the legislature and executive; the public; and employees among themselves.
- Financial disclosure by the heads of departments and certain other employees with particular reference to the disclosure of designated

employees' interests; kinds of interests to be disclosed; conflict of interests and failure to disclose interests.

- Establishing the SMS with respect to their composition and grading; recruitment, selection and appointments; performance management development; conditions of service; mobility and career progression; training and development; ethics and conduct; employer-employee relations; and exit management.

The need to ensure the administrative efficacy of the public service is emphasised by the above regulatory measures. These measures are generic and mean that guiding principles exist for all the public service departments to adhere to in discharging their administrative duties. These measures should be understood to be activities undertaken by officials (political appointees and public office bearers) in the quest to make provision for housing. Similarly, the national Department of Housing and the Gauteng Department of Housing should ensure that these provisions are embraced. The implementation of the *Housing Act 107* of 1997 requires a well-coordinated department which is stable in its implementation of the conditions of service of its employees. It should be borne in mind that the human resource component is the most important resource within public service institutions since it forms the core behind the implementation of administrative measures. As a result, they should be provided with favourable working conditions in order for them to competently and optimally discharge their administrative responsibilities.

Therefore, the administrative leverage which the *Public Service Regulations* of 2001 places on the national Department of Housing and the Gauteng Department of Housing is unavoidable since the department is required to create sound working conditions for its employees. This could be necessary since a sound implementation of these regulations may assist in avoiding unfortunate situations such as the tensions among employees as described elsewhere in this study where the former Minister of Housing was in conflict with the former

Director-General with regard to the implementation of specific administrative measures on housing (see Section 5.5.1.1, pp285-287 of this chapter).

5.3.3 White Paper on Transforming Public Service Delivery of 1997

Apart from a legislative measure such as the *Public Service Act* of 1994 and another policy measure such as the Public Service Regulations of 2001, the government embarked upon another policy instrument namely the White Paper on Transforming Public Service Delivery of 1997 (hereafter referred to as *Batho Pele* White Paper) to strengthen its administrative capacity. This was initiated since the public service in South Africa was fragmented and was not meant to benefit South Africans in an equitable manner (Republic of South Africa, *Batho Pele* White Paper, 1997:5). This drive for improving public service delivery was illustrated with the implementation of this particular White Paper. Therefore, the *Batho Pele* White Paper is an important administrative guideline for transforming and accelerating public service delivery, including housing services.

Most of the departments (such as Housing, Home Affairs, Land Affairs, Environmental Affairs and Tourism) visited by the researcher in the national and provincial spheres of government display copies of the service delivery (*Batho Pele*) principles on their walls. At least the display is an indication of the good intentions to provide competent services in an acceptable manner. This is despite the fact that the implementation of a white paper cannot be legally enforced, unlike an act of Parliament. However, it is important to ensure that national public housing services reflect what is displayed on the walls as the best practices and competent administrative systems. Furthermore, in Public Administration as a field of study, service delivery issues have been extensively debated. The eight principles enshrined by the *Batho Pele* code (as will be discussed below) have also been rhetoric in that regard. Perhaps, the rhetoric is as a result of the particular services, including public housing, which are not yet compliant with the service delivery (*Batho Pele*) principles of 1997. This

approach seems to be one of the possible routes to push technocrats to take the *Batho Pele* principles seriously in their daily function of service provision. The following is a brief reflection on the eight principles of the *Batho Pele* White Paper:

- Consultation: Citizens should be consulted about the level and quality of the public service they receive and wherever possible should be given a choice about the services that are offered
- Service standards: Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect
- Access: All citizens should have equal access to the services to which they are entitled
- Courtesy: Citizens should be treated with courtesy and consideration
- Information: Citizens should be given full, accurate information about the public services that they are entitled to receive
- Openness and transparency: Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge
- Redress: If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation, and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response.
- Value for money: Public services should be provided economically and efficiently in order to give citizens the best possible value for money (Price Waterhouse Coopers, 2006: Online; Republic of South Africa, Limpopo Department of Local Government and Housing, 2004/2005: Online; Republic of South Africa, White Paper on Transforming Public Service Delivery, 1997:14-23).

The above principles were adopted by the government during 1997, hence the publication of the *Batho Pele* White Paper. These principles are still important administrative features in many service delivery documents of government in all

three spheres of government. Regardless of what the administrative responsibilities of each sphere are, the need to ensure improved services including housing is ever pressing. Without ensuring that housing services are provided meticulously, the reputation of the government with respect to quality services will continue to raise questions. These questions could include the concern over whether the government has the required administrative capacity to render national and provincial public housing services or not.

One important *Batho Pele* Principle, for example, is to provide citizens with value for money regarding service delivery. The study conducted by the Public Service Commission during 2007 has found that in line with the value for money principle of public housing services, the national Department of Housing has a backlog of unresolved issues including poor quality houses provided to beneficiaries. Other unresolved issues that were found include the problems in meeting construction deadlines and poor responses to requests and complaints of the clients (Republic of South Africa, Public Service Commission, 2007a: 44-45). It is also noteworthy that the Minister of Housing in a media statement has identified other challenges such as fraud and corruption by municipal councillors, government officials, developers and contractors; the slow pace of public housing delivery; as well as the size of the housing units which are generally provided to communities in relation to family sizes (Republic of South Africa, Statement by the Minister of Housing after the first meeting with top management of the housing sector, 2004b: 2-3). While the *Batho Pele* principles are enshrined in an official government White Paper and do not necessarily constitute a binding legislative framework, the national Department of Housing and its provincial counterparts have a moral obligation to comply with the mentioned principles. This is necessary due to the fact that *Batho Pele* means people's needs should be attended to as speedily as possible. The Minister of Housing has articulated the issue of complying with the *Batho Pele* principles when she was addressing the media. During this speech, the Minister was accompanied by all nine provincial housing MECs, the Acting Director-General of the national Department of

Housing, Chief Executive Officers of the Housing Institutions (see Section 4.3.3, pp188-195), and the chairpersons of the defunct Housing Boards (see Section 5.4.2, pp249-251) (Republic of South Africa, Statement by the Minister of Housing after the first meeting with top management of the housing sector, 2004b: 2-3). Compliance with the principles of the *Batho Pele* White Paper was underscored by the Minister of Housing in a speech when addressing the media saying that:

I should mention that the issue of Batho Pele among public servants (national and provincial departments of housing) is not open for discussion; we are not going to tolerate officials who think they have a right to ignore the vision of Batho Pele. The time for non-delivering personnel is over in the public service (Republic of South Africa, Statement by the Minister of Housing after the first meeting with top management of the housing sector, 2004b: 2-3).

The Minister's articulation to the media regarding the meeting that was held with top managers and administrators of the housing sector has direct relevance to the need to ensure that the *Batho Pele* principles are not mere rhetoric. It is the responsibility of the departments of housing at national and provincial spheres to ensure that these principles are effected in order for the citizens to realise the fruits of democracy in South Africa. As shown by the above events, there is growing agreement on the fact that service delivery needs to be implemented by detailed administrative arrangements such as the *Batho Pele* White Paper.

In addition, it should be emphasised that according to Section 4 of the *Batho Pele* principles, it is required that service delivery programmes be initiated by all public service departments through Service Delivery Improvement Plans (SDIPs). Service Delivery Improvement Programmes are to be integrated with the other departmental transformation priorities within the department's strategic plan. Responsibility for this is assigned to a person or group of people,

accountable directly to the administrative head of department. The Service Delivery Improvement Programme set out, among other things, the existing levels of service and the proposed service standards to be adopted in the short, medium and long term (Republic of South Africa: White Paper on Transforming Public Service Delivery, 2007: 24-28).

These plans (SDIPs) are necessary to highlight the previous successes while focusing on the challenges and means to deal with the service delivery challenges. Experience has already shown that many government institutions at national and provincial spheres do not comply with the necessary administrative guidelines and policies. In the words of the Deputy Director-General of Public Service and Administration on 29 May 2007 to the Parliamentary Portfolio Committee on Public Service and Administration:

There had been a challenge in getting some departments and provinces to comply with the SDIP process (Republic of South Africa, Parliamentary Monitoring Group, 2007: 1-2).

In the Deputy Director-General's address it was emphasised that national departments such as Defence, **Housing**, Home Affairs, Trade and Industry, Provincial and Local Government, Environmental Affairs and Tourism do not have sufficient plans for the improvement of service delivery. In this regard, it was also reported that provincial government departments of the Northern Cape, North West, KwaZulu-Natal, **Gauteng** and Eastern Cape had failed to ensure that sound SDIPs are in place to speed up the delivery of services.

The address by the Deputy Director-General further highlighted several of the *Batho Pele* principles to which the above government institutions did not adhere regarding certain administrative standards. These principles are:

- Service standard. In this case the report states that departments did not submit what was asked for.
- Consultation. Departments were not in a position to indicate how the information received during customer consultation would be fed back into their work. The other challenge identified was the handling of public complaints by citizens. This failure to deal with issues of consultation could be regarded as largely window dressing.
- Redress. Lack of integration of this principle in the *Administrative Justice Act* 3 of 2000 which provides a guide on how this principle could be implemented.
- Courtesy. This principle has been the most difficult for departments to understand in their quest to implement SDIPs (Republic of South Africa, Parliamentary Monitoring Group, 2007: 1-2).

Some of the reasons mentioned for failure to adhere to the above principles include the following: lack of familiarity with the legislation (even among Directors-General and heads of departments); lack of requisite skills in order to apply the concepts/principles to daily operations; lack of capacity in implementing *Batho Pele*; and lack of consensus on what the meaning of some of the principles is (Republic of South Africa, Parliamentary Monitoring Group, 2007: 2-4).

In view of the reasons for the failure of the national Department of Housing and the Gauteng Department of Housing to adhere to all of the *Batho Pele* White Paper principles as was highlighted above, the Public Service Commission has commissioned a survey on customer satisfaction (CSS). For this reason, an initial study was undertaken in 2001/2002 among the Departments of Education, Health, Social Development, and Housing. The study included the following objectives: (1) determining the level of service delivery; (2) measuring the level of service delivery desired by citizens; and (3) measuring the actual level of service being currently provided. The national Department of Housing and the Gauteng

Department of Housing were assessed on how the *Batho Pele* White Paper has been incorporated within their strategic planning document, the Housing Code of 2000 (see Chapter four, Section 4.2.2.4, pp170-173 regarding the contents of the Code). In this regard, the national Department of Housing and the Gauteng Department of Housing received low ratings from the respondents who expressed dissatisfaction with the service delivery they received. It was also found that the high variance between expectation and performance suggests that the quality of service delivery did not meet the expectation of the citizens. This finding was even worse for those citizens who received their services from the municipalities. In other words, since provinces have the legislative mandate to monitor municipal activities, it could also mean that provincial performance is not effective to some extent. These findings are critical in concluding on the performance of the national Department of Housing and the Gauteng Department of Housing in compliance with *Batho Pele* Principles (Republic of South Africa, Parliamentary Monitoring Group, 2007: 2-4).

An overview of the legislative and policy measures for administering the national and provincial public housing policy is an important element in this study. This overview is necessary in an attempt to understand the nature and content of the administrative procedures to be followed whenever the housing policy implementation takes effect also on provincial level. While the challenge from the above argument is that government departments in both national and provincial spheres are not compliant with the policies, it becomes even more challenging to make sense of the necessary administrative procedures to be pursued in the implementation of the housing policy (Republic of South Africa, Public Service Commission, 2003: 5-33). Nonetheless, it is important to further focus the attention of this study on the administrative arrangements that should be considered when the public housing policy is being implemented. This discussion is undertaken as an attempt to give effect to the necessary impact on the community in terms of public housing services.

5.4 ADMINISTRATIVE ARRANGEMENTS FOR NATIONAL PUBLIC HOUSING POLICY IMPLEMENTATION

While the legislative and policy framework is important in formulating administrative arrangements of the national Department of Housing and the Gauteng Department of Housing, implementing the public housing policy is expected to bring about the realisation of public housing provision. According to the *Public Service Act* of 1994, the administrative arrangements within departments are the necessary conduits to implement policies. In the case of public housing, certain administrative arrangements which could serve as instruments in the national and provincial policy public housing policy implementation are observed. These administrative arrangements, among others, could be underpinned by the national housing strategy; statutory bodies; subsidy allocations and funding approaches; capacity building; as well as the interdepartmental cooperation between housing and other government institutions. These aspects are discussed below from Sections 5.4.1 to 5.4.5.

5.4.1 National public housing strategy

According to Smit and Cronje (1999: 161), the foundation for selecting a strategy is to ensure a thorough comprehension and identification of both the external and internal factors that are critical for the overall mission and objectives. The approach presented here has grown out as a conceptual framework for administrative strategy enhancement to address housing problems. This approach is in accordance with the *Housing Act* 107 of 1997, and the *Gauteng Housing Act* 6 of 1998 should be regarded as a salient feature of the national Department of Housing and the Gauteng Department of Housing. In South Africa, at least two key strategic documents have been formulated to address public housing challenges. These documents include: 1) Republic of South Africa, The White Paper on a New Housing Policy and Strategy for South Africa of 1994 (Republic of South Africa, White Paper on a New Housing Policy and Strategy for

South Africa of 1994, 1994: 15) and 2) the Republic of South Africa, Department of Housing: Breaking New Ground of 2004a: 11-17). Several aspects of administrative strategy development as it unfolds under the auspices of the national Department of Housing include components such as vision creation, goals development, objectives development, selecting programmes, implementing the strategy, as well as monitoring and evaluation of the strategy.

5.4.1.1 Vision creation

An all-inclusive vision that has been agreed on by various stakeholders within the public housing sector to ensure that housing activities are targeted towards a similar direction is necessary. Chui, Kee, Sharpe and McCormick (1996: 35) identify several attributes of a vision (statement), which include the following:

- Vision as a future-orientated activity.
- Positive orientation and commitment to effect the necessary changes.
- Appropriate risk for change.
- Collective development and execution to ensure continuity even when key players are no longer available.
- Sharing of vision by all the relevant stakeholders.
- Commitment to develop employees' potential.

From the above, it is clear that a vision is not a realisation of the goal, but should be seen as a guide that needs to be converted to tangible expected outcomes. The national Department of Housing and the Gauteng Department of Housing are expected to display administrative vision that is not only related to the efforts of the departmental employees, but that is broadly supported unconditionally by other public housing stakeholders. Deriving its mandate from the 1996 *Constitution* and the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998, there are further notable statements (regarding the vision and the mission)

that are inherent in the national Department of Housing and the Gauteng Department of Housing vision. The national vision reads as follows:

... a nation housed in sustainable human settlements with access to socio-economic infrastructure (Republic of South Africa, Department of Housing, Mandate, vision and mission of the department, Undated: Online).

The impression created through this vision statement is that the national Department of Housing would like to ensure that South Africans are provided with permanent and sustainable shelter. Again, Chapter 2 of the National Housing Code (Republic of South Africa, National Housing Code, 2000: 3) provides the following as the housing vision in South Africa:

... Government strives for the establishment and maintenance of habitable, stable, and sustainable public and private residential environments to ensure viable households and communities in areas allowing convenient access to economic opportunities, health, education and social amenities in which all citizens and permanent residents of the Republic on a progressive basis, will 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 national vision statement originates from section 1(iv) of the *Housing Act* 107 of 1997. Its articulation in this Act appears in the definition of the concept 'housing development' and not necessarily as a vision. Only in the National Housing Code (Republic of South Africa, National Housing Code, 2000: 3) is this statement clarified as a vision. Furthermore, the Gauteng Province vision reads:

A province where all households inhabit quality homes in vibrant and sustainable communities (Republic of South Africa, Gauteng Department of Housing, 2009: Online).

From the discussion regarding the two vision statements of the national government above, it appears that there is a lack of consistency in outlining a single vision for the national Department of Housing that should be undertaken at the administrative level to implement the housing policy. While there is no direct contrast in the two vision statements of the national Department of Housing mentioned above, there is however, a reason for concern. The argument regarding two vision statements is that stakeholders' understanding of national and provincial administrative responsibilities and obligations of the institution may be confusing. This means that the housing fraternity would remain confused as to what the actual vision of the government in as far as public housing provision is concerned is. However, in the Gauteng Province, the vision relates to the key attributes of a vision as outlined above. This vision serves its purpose and encourages all stakeholders to harness their activities towards its achievement. The challenge regarding both these visions is in the linkages. Thus, provincial visions should derive their existence from a national vision. This derivation is not notable in this regard since the national vision has confusing signals while the Gauteng Province's vision is related to the attributes as discussed by Chui *et al.* (1996: 35) above.

5.4.1.2 Goals development

According to Smit and Cronje (1999: 100-103), realistic institutional goals are premised on five key factors. These factors are: the purpose of the institution, the mission of the institution, the environment in which the institution operates, the values of the institution, and the experience of management. These aspects are integral in ensuring that administrative efficiencies are effected. Institutional goals

are regarded as the beginning of the planning process which should flow from the mission statement as well as reflecting the institutional vision.

According to section 3(2)(b) of the *Housing Act* 107 of 1997 the Minister must set broad national housing delivery goals. The Minister must also facilitate the setting of provincial and, where appropriate, local government housing delivery goals in supporting the national goal. For example, the development of the national housing programme for sections of the Integrated Development Plans (IDPs) by the national Department of Housing during May 2006 is an exercise of the Minister's powers in terms of section 3(2)(b) above. The National Department of Housing has intended to provide guidelines to municipalities on how they can plan for housing matters at a local sphere as well as how the role of different stakeholders can be clarified. In this regard, provinces are expected to play an overseeing and monitoring role in the quest to achieve municipal goals as outlined in the municipal Integrated Development Plans (IDP). These administrative measures are put in place in order to address a massive public housing backlog of 2.2 million houses in South Africa. In the Gauteng Province it is estimated that there is a 870 246 housing backlog (Republic of South Africa, Gauteng Department of Housing, 2009: Online). The following national housing goal is quantified and stated in an attempt to address the public housing backlogs:

Within government's available resources, especially fiscal affordability, the National Department of Housing has made its targets of delivering 350 000 per annum until the housing backlog is overcome (Republic of South Africa, National Housing Code, 2000: 5).

Goals, unlike the vision, are more concrete and specific. They could be set for different time-frames such as long-, medium- and short-term periods. The departmental goal described above seems to be manifesting long-term effects, hence, its mentioning of the eventual overcoming of the backlog. Furthermore, it is important to note that there are two main classifications from which the

housing backlog originates. That is, the apartheid public housing backlog and the post-apartheid backlog. While the former is due to apartheid housing policies which were in favour of the white population, the latter originate since 1994 resulting mainly from various factors including rising unemployment, rapid urbanisation and population growth, among others, despite new policy measures and a goal to address the backlog. Current government research indicates that rural areas are becoming depopulated while urban areas are becoming overpopulated with the increasing erection of informal settlements. In this regard, the role of the comprehensive (administrative) plan for the development of sustainable human settlements adopted during August 2004 is integral for the redirection of new goals, objectives and plans (Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 3).

The goal set out in the National Housing Code (Republic of South Africa, National Housing Code, 2000: 5) has certainly not been achieved since 1994, hence the increasing national backlog of 2.2 million houses for low-income households. The estimation made by the private firm KPMG is that the closing down of the existing national housing backlog will require government spending of about R120 billion (*Financial Mail*, 2008b: 39). Therefore, the effective implementation of the national public housing strategy to enhance administrative improvement requires huge financial investment to realise the set goal.

5.4.1.3 Objectives development

Although goals are essential for the improvement of the administration of an institution, objectives are more concrete than goals. Objectives represent results needed within a specific time frame. According to the Finnish Rheumatism Association (2005: Online) it is essential to develop objectives once a goal has been stated. This assertion is made in a document entitled 'a Planner's Guide'. The Finnish Rheumatism Association is a Finland-based organisation which assists communities in various areas of health matters including rehabilitation and planning. Objectives development should include the following aspects:

- the time-frame within which the activity is to take place;
- the direction of the change to be induced in the target group;
- the amount of change anticipated; and
- a precise definition of the way change is to be measured (Finnish Rheumatism Association, 2005: Online).

The document entitled 'National Housing Programmes: Housing assistance in emergency circumstances, policy prescripts and implementation guidelines' was published by the national Department of Housing in 2004. This document outlines the housing objectives in the following terms:

The Government's primary housing objective is to undertake housing development, which section 1(iv) of the Housing Act 107 of 1997 defines as being 'the establishment and maintenance of habitable, stable and sustainable public and private residential environments to ensure viable households and communities in areas allowing convenient access to economic opportunities, and to health, educational and social amenities in which all citizens and permanent residents of the Republic will, on a progressive basis, have access to:

- *permanent residential structures with secure tenure, ensuring internal and external privacy, and providing adequate protection against the elements; and*
- *potable water, adequate sanitary facilities and domestic energy supply* (Republic of South Africa, Department of Housing, 2004d: 4).

Furthermore, there are also the stated strategic objectives of the Gauteng Department of Housing. These include the following (Republic of South Africa: Gauteng Department of Housing, 2007/2008: 8):

- To build an effective, efficient and caring government in the delivery of housing.
- To facilitate, fund and manage the provision of tenure and appropriate quality of services and houses.
- To facilitate and project manage the implementation of broad-based urban regeneration.
- To densify housing on well-located land as well as diversification of housing stock for various markets.
- To complete all targeted time-bound projects.
- To mainstream implementation of the Expanded Public Works Programme and labour-intensive methods.

It is important to note that the objectives of the national Department of Housing are the same as those in its vision. These similarities indicate serious discrepancies in this regard both in understanding and articulating the objectives since they are without specific boundaries with the vision. It can be argued that objectives should be as measurable as possible with time-frames and other quantifiable measures. Quantifiable administrative measures which are an important part of the strategy have not been clearly stated by the national Department of Housing in South Africa. While the aim may be closer to the objectives, it is still broader in articulation. For example, the aim of the national Department of Housing is to determine, finance, promote, coordinate, communicate and monitor the implementation of policy for housing and human settlements (Republic of South Africa, Department of Housing, 2005/2006: 14). These elements of the objectives of the national Department of Housing do not essentially correlate with the Finnish Rheumatism Association above since there

is no indication of time-frames, direction of change, amount of change as well as the precise measurements of change, which are quantifiable in nature. In particular, the document on the Monitoring, Evaluation and Assessment (MEIA) Policy and Implementation Framework for the Housing Sector touches but does not fully explain how monitoring and evaluation activities will consider objectives and sub-objectives. It appears that the monitoring and evaluation model will be used on projects and programmes while it is not clear how policies and strategies will be assessed (Republic of South Africa, Department of Housing, 2008: 9,16).

Flowing from the aforementioned, it is important to note that the national Department of Housing should reconsider its focus on properly formulated objectives. The importance of clear, precise and measurable objectives cannot be over-emphasised. Every administrative officer employed in the Department of Housing (at national, provincial and local sphere) should be made aware of these objectives. Without these objectives, it will be even more difficult to realise the required housing delivery rates. Therefore, the national Department of Housing is required to ensure that specific institutional objectives (not only projects or programme objectives) are set in order to accelerate public housing service delivery.

However, the strategic objectives of the Gauteng Department of Housing are compliant with the Finnish Rheumatism Association. These objectives entail clear, precise and measurable objectives. These elements are seen in the use of particular verbs in articulating objectives, for example to, build, facilitate, densify, complete and implement. The question arises in this regard as to whether there is congruency, linkages or alignment between objectives of the national Department of Housing and the Gauteng Department of Housing. The answer to this question requires an analysis of the two objectives. In this regard, there seem to be haphazard linkages. This may be because in other areas where the national objectives do not speak to the provincial objectives, for example, '*... ensure viable households and communities in areas allowing convenient access*

to economic opportunities, and to health, educational and social amenities ...' there is no direct objective of the province which attempts to translate this objective into realisation at the provincial level. This analysis observes a disjuncture between the national and provincial objectives which could require a closer cooperation between the two spheres of government.

5.4.1.4 Selecting programmes

Apart from the setting of a vision, choosing goals and identifying the objectives of a strategy of public housing provision, specific programmes or projects should also be generated to ensure the achievement of goals. The success of the programmes or projects depends on the provision of expert advice and support, and on enabling the existing efforts of public housing provision to reduce the backlog and address other public housing problems (World Bank, 2003: 27-28). Selecting the programme is an important step since it is the generation of alternatives that are relevant in countering and/or eradicating existing intrusive public housing conditions. Therefore, it is necessary that programmes be selected on the basis of factors (countering against) that are contributing to the existing backlog. This will assist in ensuring that a holistic administrative approach is considered in resolving the public housing problems.

The national Department of Housing and the Gauteng Department of Housing have been able to generate specific programmes to ensure the provision of public housing. Programmes should be understood as initiatives which are undertaken by the Department to effect the process of public housing delivery, which contributes to sustainable human settlements. Such programmes include the Social (medium-density) Housing Programme, Informal Settlements Upgrading Programme, Housing Subsidy Funding Systems Reforms, Housing and Job Creation Stimulating the Residential Property Market and Spatial Restructuring, Sustainable Human Settlements, Urban Regeneration Project, and Hostel Redevelopment Programme (Gauteng Department of Housing,

2007/2008: 8; Republic of South Africa, Department of Housing: Breaking New Ground, 2004a: 7-11; Republic of South Africa).

For example, with regard to the Informal Settlements Upgrading programme in South Africa, the government has been criticised by the opposition parties in Parliament. A classical case of this nature involves the N2 Gateway Project in which an amount of over R3.45 billion was made available. The allocated amount was meant to provide mainly rental stock to the households residing in the informal settlements and backyard dwellers alongside the N2 highway in Cape Town (Republic of South Africa, Western Cape Department of Local Government and Housing Budget Vote by the MEC, 2007: 12). In this case there has been confusion as to who should occupy the houses after they were completed. Again, the problem with the constructed houses related to structural defects.

The former Executive Mayor of Cape Town has also been critical of the national Departments of Housing and Western Cape Department of Local Government and Housing on how they have dealt with the N2 Gateway situation. One municipal councillor (from the governing Democratic Alliance party) in Cape Town gathered households staying in informal settlements to occupy those houses without following the due process of the municipal waiting list on low-cost housing. The government has subsequently opened a criminal case against the councillor, and the Speaker of Parliament of Council has instituted investigation against the councillor. According to the Social Housing Foundation (2007: Online), the project is referred to as beleaguered since it was originally intended to be completed in June 2006 with 22 000 units for rental and low-income residential units. The Social Housing Foundation was established to develop and build capacity for housing institutions in South Africa (see Chapter four, Section 4.3.3.3, pp189-190). In view of these administrative problems, the project is viewed as a complete failure by the media, opposition parties and members of the public (Abahlali, 2007: Online; Republic of South Africa, Speech by the Mayor of Cape Town Metropolitan Municipality, 2008: Online).

Another example took place in Alexandra Township in Johannesburg (Gauteng Province) where public houses were designated for low-income households. Instead, the Soweto low-income residents occupied the houses after completion until they were removed by a private security company (Knight, 2001: 4). The need to improve the administrative arrangements in terms of monitoring and evaluating actions of the public housing strategy is clear from this discussion.

5.4.1.5 Implementing the strategy

The adopted objectives should be implemented in accordance with the vision and goals in order to ensure that quality checks are maintained. In this regard, the government should ensure that the necessary administrative guidelines, capacity and resources are available for the execution of the strategy. The implementation of the strategy requires that processes are undertaken in accordance with the consensus made with all the stakeholders in the housing fraternity to maintain unity and harmony. It is also important to consider the aspect of consistency in ensuring that factors contributing to the public housing backlogs are avoided. Since the implementation of the strategy is so imperative for the success of the public housing delivery, the need to document, publish and ensure a broader consultation of the strategy is most pressing (World Bank, 2003: 39). This step is also included to test whether available resources support functional areas of the strategy. This means that aspects such as the budget, human resources and technology (to mention only three) should be made available to ensure that the actual activities are undertaken as strategised (Smit and Cronje, 1999:121).

Implementing the strategy (through contracting housing developers to construct houses) has been a major test in which many government housing projects have been left unfinished. Although this was largely reported by the media, the former Minister of Housing has acknowledged the fact that there is also a challenge of 'unfinished housing projects'. Again, in cases where government constructs those houses, quality questions are raised. These practices have clearly violated

the basic principles of service delivery, namely quality provision of public housing. Therefore, more attention by government should be given to this part for the implementation of a viable and relevant public housing strategy (Republic of South Africa, Speech by the Minister of Housing at the Housing Indaba, 2005c: 2).

The Minister of Housing has acknowledged that some of the reasons which led to the poor quality of housing provided by developers include the following:

- Lack of conducive environment for the developers to do business.
- Delayed payment of bills by the government to the developers.
- Uncoordinated administrative processes within the national Department of Housing to reduce the waiting period on administrative matters.
- Lack of information and/or a complaint centre for the business sector in their contact with the national Department of Housing.
- Over reliance on the smaller contractors who are also facing difficulties in accessing finance.
- Pressing the private sector to ensure their social responsibility to participate in public housing provision (Republic of South Africa, Speech by the Minister of Housing at the Housing Indaba, 2005c: 2-4).

The above reasons for poor quality housing are not exhaustive, but are an indication of some of the impediments to the successful implementation of the strategy. Addressing these problems (reasons) could assist the acceleration of public housing provision. The main point to these reasons is that the government strategy does not indicate the administrative role of the national Department of Housing or Gauteng Department of Housing. Instead, the emphasis is reliance on other stakeholders without providing substantial benefits for these stakeholders to function optimally. This approach has been one of the major setbacks for the implementation of the public housing strategy since 1994.

5.4.1.6 Monitoring and evaluation of the strategy

The office of the Public Service Commission has adopted the operationalisation of monitoring and evaluation concepts as used by the Organisation for Economic Co-operation and Development (OECD). OECD brings together the governments of countries committed to democracy and the market economy from around the world to: support sustainable economic growth, boost employment, raise living standards, and maintain financial stability, among others. The OECD defines monitoring as a continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders with an ongoing development intervention with indications of the extent of progress and achievement of objectives of progress in the use of allocated funds. Evaluation also refers to the process of determining the worth or significance of an activity, policy or programme. It considers an assessment, as systematic and objective as possible, of a planned, ongoing, or completed development intervention (Republic of South Africa, Public Service Commission, 2008: 3).

The above definitions consider monitoring and evaluation as important administrative measurements and reviews to ensure that goals and targets are achieved, and if not, to identify reasons for lack of achievement. Monitoring and evaluating the strategy requires regular reviews regarding the implementation of the strategy. These reviews could also include setting time-frames for reporting. Accordingly, it should include a process time-table of meetings and audits throughout the year that can be planned and budgeted for in advance (World Bank, 2003: 39). These monitoring and evaluation mechanisms have been implemented by the national Department of Housing and the Gauteng Department of Housing and to indicate the number of houses constructed.

The departmental webpage in this context is confusing. Annual reports of the national Department of Housing and Gauteng Department of Housing and which should be submitted to Parliament on an annual basis for each financial year

could be regarded as the main internal reporting systems. At least attempts are made to monitor and evaluate public housing provision in this way as a means of enhancing administrative efficiency. The availability of the annual reports serve as a means to keep the national Department of Housing and the Gauteng Department of Housing accountable in ensuring that the information is made available to the public, experts in housing, and other stakeholders who have interest in housing matters in South Africa. Through these administrative measures the national Department of Housing and the Gauteng Department of Housing can continue to ensure that they are on track with the issues of public housing delivery (Republic of South Africa, Department of Housing, Annual Report of 2000, 2000: 2).

During February 2008, the national Department of Housing launched a document entitled 'Monitoring, Evaluation and Impact Assessment (MEIA) Policy and Implementation Framework for the Housing Sector'. The main purpose for the development of this document is to:

- set the basis for monitoring and evaluation in the public housing sector
- establish principles to guide the sector to monitor and evaluate national housing policies, programmes and projects
- provide monitoring and evaluation tools to housing practitioners with to undertake their tasks (Republic of South Africa, Department of Housing, 2008: 9).

The above aspects are pertinent and relevant to ensure that housing activities are regularly and formally evaluated to ensure that the existing strategy is functional in achieving the set goals. From the foregoing, it is evident that the national public housing strategy in South Africa reveals that challenges in public housing provision are mounting daily. This allegation is evidenced by aspects which include but are not limited to the following: lack of a proper public housing vision (at the national Department of Housing), lack of institutional objectives,

and lack of proper implementation of the public housing strategy (including the BNG strategy). Therefore, the lack of proper alignment between national and provincial policies (the Gauteng Province) highlights serious disjuncture in this regard. Apart from developing and implementing the public housing strategy as an integral element of the administrative arrangement for national public housing policy implementation, statutory bodies also exist. The role of the statutory bodies needs to be thoroughly discussed in order to broaden the administrative understanding of the housing policy of government.

5.4.3 Statutory bodies

Statutory bodies have been established to ensure that proper administrative procedures are adhered to. The role of these bodies requires attention because they are expected to ensure that the existing legislative and administrative framework is not relegated to the periphery by officials and Ministers responsible for the implementation of the housing policy. The existence of these bodies resulted from the adoption of *Housing Act 107* of 1997 and has evolved since the promulgation of this Act. In order to further enhance the efficient administrative implementation of the national public housing policy, the National and Provincial Housing Development Boards were established through the *Housing Act 107* of 1997. Sections 5(1)-(7) and 8(1)-(13) of the *Housing Act 107* of 1997 outline the development, functions and positions of these Boards. There were two salient administrative functions of the National and Provincial Housing Development Boards that should be taken into consideration. While the *Housing Amendment Bill 4* of 2001 does not state the reasons for the dissolution of both the National and Provincial Housing Development Boards, advisory panels were established to replace the board system. The functions of these panels show similarities with those of the Boards in both the national and provincial spheres. The functions of the advisory panels as stipulated in the *Housing Amendment Bill 4* of 2001 and the *Limpopo Housing Act 2* of 2006, include the following:

- Advising the Minister or Member of the Executive Council (MEC) of a province on any matter relating to housing development, either at the request of the Minister on its own accord.
- Monitoring the implementation of the national public housing policy.
- Serving as a consultative forum for external stakeholders to be involved in the policy formulation process for the purpose of the decision making process.

Although the National Housing Development Board was a national statutory body established in terms of the national public housing policy, it was dissolved and replaced by the advisory panels. Similar to the National Housing Development Board, the Provincial Housing Development Boards were regarded as the conduit for public housing subsidies in which application for subsidies was accepted, evaluated, denied or approved. However, the financial function is not a clearly described function of the advisory panels in terms of the *Housing Amendment Bill 4* of 2001. The other duties of the Provincial Housing Development Boards included advising of the Member of the Executive Council (MEC) on housing matters in the province which has a bearing on the provincial and national public housing agenda, in accordance with the national housing policy (Republic of South Africa, Housing Code, 2000: 66).

However, in accordance with the *Housing Amendment Bill 4* of 2001 which is intended to amend specific sections of the *Housing Act 107* of 1997, the National Housing Development Board and Provincial Housing Development Boards were substituted by the advisory panels (see section 5(1)-(7) of the *Housing Amendment Bill 4* of 2001). This panelist system is currently applicable to both national and provincial spheres of government to maintain continuity as well as to introduce the necessary reforms in the administration of housing matters in general. The literature review undertaken (see Chapter two) revealed that the functioning of the advisory panels within the national Department of Housing and Gauteng Department of Housing is not clearly visible. Sources of information

including personal interviews with housing officials (such as the Chief Director: Communications, Director: Research, and Director: Policy) and the literature review (as the primary method of data collection) could not indicate whether the role of an advisory panel is effective in respect of its function as described in the above paragraph. The names of the panelists are also not made available on the departmental website nor in annual reports of the Department. However, an interview with a technical advisor reveals that the housing boards were also largely involved in the approval process of the funds while the advisory panels are not involved in any funding adjudication (Telephone Interviews, Finlayson, K. November 2008).

As part of the administrative arrangements for national public housing policy implementation, it is important to further consider subsidy allocations and funding sources in more detail. The details in this regard are discussed in a tabular format below (see Table 5.1, p252).

5.4.3 Subsidies allocation and funding

Subsidy allocations in South Africa have been distributed by the national Department of Housing to its provincial counterparts including Gauteng Department of Housing. The following Table 5.1 below provides a summary of the approved subsidies for a number of years between 1994-2005. These figures could indicate whether the justification of the current public housing delivery rates is lacking.

Table 5.1 Number of subsidies approved per financial year between 1994 and 2005

Province	1994/1995- 2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	Total
Eastern Cape	174 963	51 503	16 849	20 811	13 882	2 189	280 197
Free State	86 499	8 799	18 096	16 084	16 768	8 770	155 016
Gauteng	499 677	84 907	404 432	39 086	54 045	56 373	1138 520
KwaZulu- Natal	214 214	27 801	23 437	43 397	42 776	13 766	365 391
Limpopo	93 506	16 574	18 223	32 681	17 503	27 456	205 943
Mpumalanga	102 884	42 748	7 861	14 378	2 407	1 153	171 431
Northern Cape	31 981	3 109	4 161	7 452	1 763	812	49 278
North West	141 821	3 107	1 790	7 570	23 543	14 778	192 609
Western Cape	156 237	31 857	32 952	8 143	77 354	12 449	318 992
TOTAL	1 501 782	270 405	527 801	189 602	250 041	137 746	2877 377

Source: (Republic of South Africa, National Treasury, 2007a: 65).

The above figures in Table 5.1 represent only basic government subsidies from the 1994 to 2005/06 financial year. It is important to bear in mind that the number of statistics of the credit-linked individual housing subsidies are not included in

the figures provided above. Credit-linked individual housing subsidies are subsidies made available to families earning between R3 500 and R7 500 per month. While there is assistance for this gap market from the government, households in this category are also provided with loans by private banks. This system was introduced in 2004 after the signing of the Banking Charter³ between the government and private banks (Republic of South Africa, National Treasury, 2007a: 67).

Housing subsidies provided should be linked with the statistics regarding the number of houses provided between 1994 and 2005 in Chapter 3, Table 3.4, p138 and subsidy bands (categories) as outlined in Chapter 3, Section 3.8.2, pp133-148. This is necessary to indicate in figures a comparison between subsidies made available and the delivery of public housing made by government. In such an observation, one could make conclusions as to whether the government has been both effective and efficient in their use of public resources to provide public housing.

Again, a worrying trend should be observed in the figures provided on Table 5.1 above. The first worry is that, while this is the primary data on the distribution of finances through subsidy allocations, it cannot be guaranteed that these figures are reliable. Even if they are valid, there is no consistent increase in the allocations of subsidies to households. In this regard, the Minister of Finance has commented on a similar challenge during his address to the sitting of the National Council of Provinces. The Minister indicated that only when subsidies are converted to homes thereby reducing the backlog, are figures regarded as reliable (Republic of South Africa, National Treasury on Provincial budgets and expenditure review 2003/04 to 2009/10, 2007b: 8). In the words of the Minister:

³ The Charter came into effect in January 2004 as a result of the Financial Sector Summit hosted by the National Economic Development and Labour Council (Nedlac), the multilateral social dialogue forum on social, economic and labour policy. The Nedlac partners – government, business, labour and community constituencies – negotiated the Financial Sector Summit Agreements on transforming the financial sector and signed the Summit declaration on 20 August 2002 (http://www.fscharter.co.za/page.php?p_id=137&PHPSESSID=3823e2dff8f6752993dab5bb3074b303).

Housing remains a critical component of provincial non-social services expenditure. To date government has spent a cumulative amount of R40 billion on the housing programme. Over 3 million subsidies have been approved over the same period. In the period ahead, we need to narrow the gap between subsidies issued and actual houses constructed, for only when subsidies are converted to homes shall we succeed in making a dent in the housing backlog. Parliament and provincial legislatures must play a vigorous role to ensure that such houses actually get built, and get built quickly. Municipal councillors surely also should play a greater role in ensuring the quality of houses being built.

In concurrence with the Minister, the Democratic Alliance (an opposition party in Parliament) has also cast doubt on the numbers, citing other cases of listed houses which do not exist (*Financial Mail*, 2008a: 56). In order to make sure that a true reflection of the number of both subsidies and houses is provided, it could be important that independent research bodies conduct similar surveys to verify whether these figures on delivery and subsidy allocations are indeed consistent and valid. The second worry is that these figures are fluctuating and indicate that delivery is not consistent particularly at provincial level. From an analytical point of view, there may be numerous aspects to point a finger to in order to defend the reason for these fluctuations. Some of these could include a lack of administrative capacity and loss of skilled employees within the national Department of Housing and Gauteng Department of Housing, intergovernmental relations challenges such as poor coordination with the National Department of Land Affairs and municipalities in which land for housing should be made accessible (Republic of South Africa, National Treasury on Provincial budgets and expenditure review 2003/04 to 2009/10, 2007: 9).

Housing subsidies are salient administrative means of housing investment and financing of public housing. Since the *1996 Constitution* regards adequate housing as a fundamental human right, enshrined in the Bill of Rights, it is

important to invest in the building and construction industry in order to build and maintain the existing public housing stock. Research further indicates that the fewer subsidies and investments are provided in the public housing sector, the fewer public houses are built in some respects, as was the case in East European Countries after the First World War (Balchin, 1996: 235-237; Swilling *et al.*, 1991: XV-XVI).

Wakely, Schmetzer and Mumtaz (1976: 5-7) mention that there is a direct relationship between the income of a family and the cost of its dwelling. Although subsidies are helpful to households in need of public housing, the repayment of rental amounts and public services has not been a successful process during the 1970s, 1980s and 1990s particularly in the black townships of South Africa. Lubbe (2006: 1) concurs that various factors led to the existence and growth of a culture of non-payment of public services in which municipal councils and other public institutions in the national and provincial spheres owe large amounts. This repayment problem has since been addressed through the establishment of community funding schemes such as uTshani Funding Scheme (see Chapter three, Table 3.3, p136 for statistical data). Households that are unable to satisfy their housing needs independently are the ones that should receive more attention as far as public housing subsidies and provision is concerned. In this case, the national Department of Housing has pledged to ensure that private developers and contractors are able to run profitable businesses. The Department has committed itself to revising the public housing subsidy scheme of low-income households and to introducing flexible systems of projects and also to streamlining payment systems to private developers and contractors (Republic of South Africa, Department of Housing, Annual Report, 2005/2006: 27).

In every democratic country the government is required to ensure that an indigent housing policy exists. In the case of public housing, these kinds of administrative arrangements are generally undertaken through the social housing

policy (Charlton and Kihato, 2006: 266). With the use of the criteria as discussed elsewhere in this study, certain households should be provided with assistance in the form of subsidy allocations and funding based on their income (see Chapter three, Table 3.2, p134). Although the government has a major role to play regarding the provision of these subsidy allocations to the needy, it is obvious that it will not always have sufficient administrative resources, including financial and human resources. This observation is in accordance with the fact that governments are confronted with the challenge of limited resources including finances, in order to improve the general welfare of society, while the communal needs are ever escalating. Van der Waldt (2004: 14-15) supports this point by arguing that the economic and financial performance of public service institutions are the key areas of evaluation in determining the success of the institution. This means that whenever financial resources are used, cautious efforts should be taken to ensure minimal usage with maximum impact on the intended beneficiaries. Therefore, other sectors such as the private sector and non-governmental organisations should come on board in order to mitigate governmental financial constraints in public housing provision. The construction sector and banking in the private sector, among others, should become the main actors in providing public housing (Republic of South Africa, National Housing Code, 2000: 43).

The provision of the subsidy bands as outlined in Chapter three, Section 3.8.2, pp133-148 and Table 3.2, p134 reflects the extent to which the national Department of Housing and the Gauteng Department of Housing consider the matter of housing subsidies in South Africa. The provision of housing subsidies is a critical aspect of public housing delivery. However, subsidies alone as additional administrative measures are not enough in South Africa to address public housing shortages. The changes made from the first bands in order to accommodate more households in the provision of housing indicate the importance of continuously enhancing public housing provision (see Chapter three, Section 3.8.2, pp133-148).

Since public housing provision is primarily targeted at the poor, women and the previously disadvantaged, it is necessary to note that some of these people cannot access private finance for providing themselves with shelter. The majority of these people are not in the formal sector of employment and therefore loan repayments cannot always be guaranteed with private banks. Therefore, the role of the government is not only to provide such households with administrative support such as direct finances, but to create and enable such an environment through job creation, skills enhancements, as well as through mitigating prices of the construction material, *inter alia*. Donors from the private sector and international aid such as the United States Agency for International Development (USAID) and Australian Agency for International Development (AUSAID) often sponsor programmes in South Africa. For example, these donors could play an important role in financing housing for such households. These (USAID and AUSAID) are international aid and/or assistance programmes provided by both the United States of America and Australia to improve the living conditions of communities in developing countries. However, Dewar and Ellis (1979: 197) advise that in public housing finance, uncertainties always exist, since donors are not predictable.

Financing public housing is often a difficult task. Although it is incumbent upon the government to provide adequate public housing for the people, equally so, the community should cooperate with the government in ensuring that public housing goals and objectives are achieved. That is, the contribution of the community financially, materially and through their labour is integral to the development and implementation of the public housing policy. There are several principles and guidelines for managing finance in the public sector as well as for disbursing finance for public housing provision. The *Public Financial Management Act 1* of 1999 regulates access to finance. Furthermore, the process of accrediting municipalities is included in the National Housing Code

(Republic of South Africa, National Housing Code, 2000: 5) on how money should be disbursed.

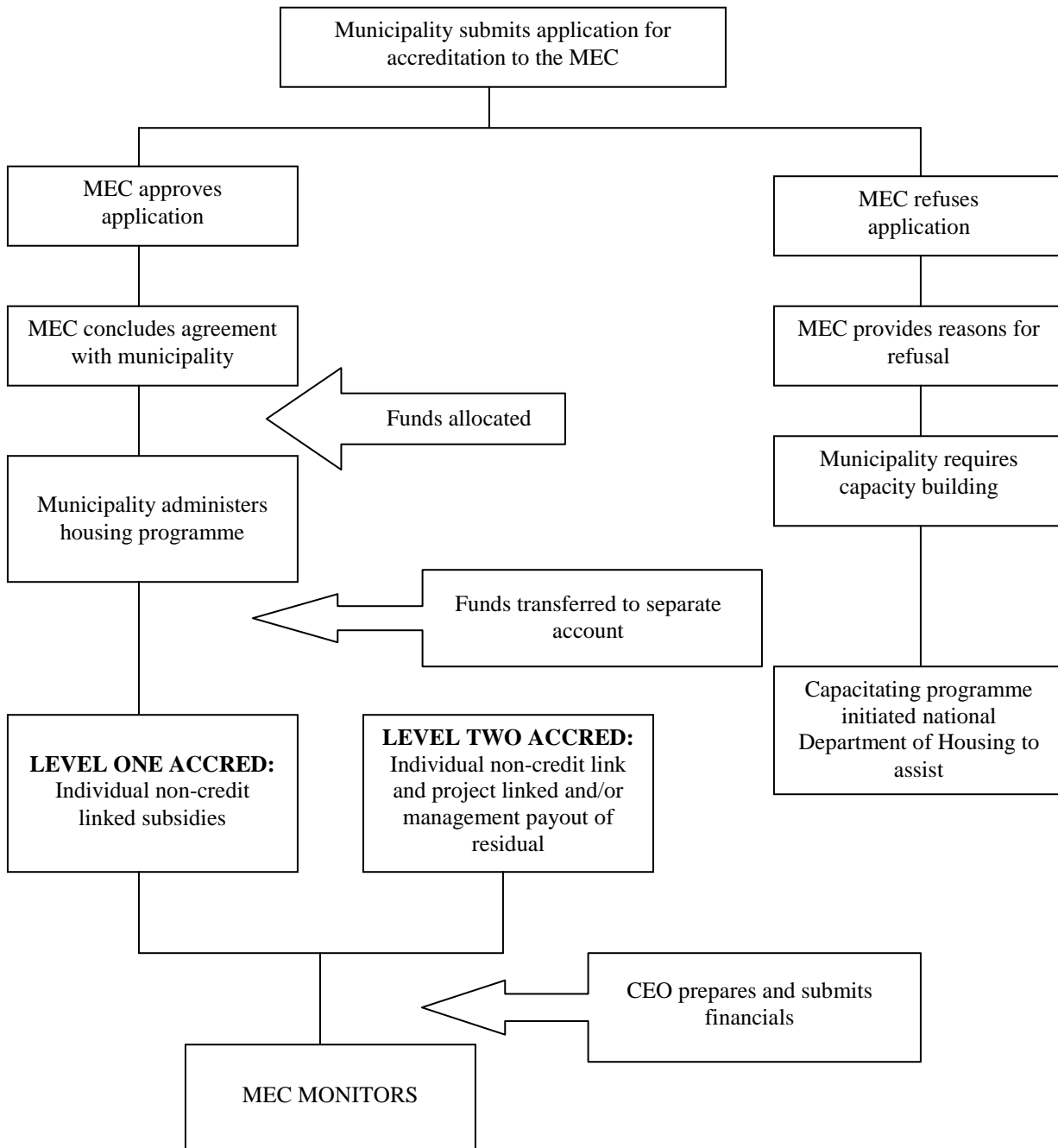
5.4.3.1 Accrediting municipalities

The other method of funding public housing could be undertaken through the accreditation process of municipalities. The Breaking New Ground policy (Republic of South Africa, National Department of Housing, Breaking New Ground of 2004a: 24) holds that the reduction of administrative costs could be done by channelling funds from the national government department directly to qualifying municipalities. This administrative measure is undertaken without the direct involvement of provincial departments. This is another important administrative efficiency measure which could be regarded as an effort to promote intergovernmental relations between national government departments and municipalities. In reinforcing an administrative measure (efficiency) in the use of these funds, funded municipalities are required to submit a full financial report to both the national and provincial departments.

The Minister of Housing, Dr L.N. Sisulu indicated that selected municipalities would be accredited and more funds will be allocated to such municipalities to carry out service delivery mandates (Republic of South Africa, Speech by the Minister of Housing at the opening of the Municipal Housing Indaba, Kempton Park, Emperor's Palace, 2005b: 3). Accreditation means that if municipalities have the 'capacity and competent financial systems' in place to provide for their public housing, they (municipalities) should be exempted from having the provincial and national administration intervening. However, the national and provincial spheres should support accredited municipalities which are not exempted with the requisite finances to undertake such tasks (Personal Interview: Jolobe, L. June 2005).

Although the legislation requires municipalities to play an integral role in the provision of public services including housing, municipalities in South Africa have not been practically and largely involved in public housing provision since this is largely the competence of provinces. The accreditation of municipalities has been documented since 1997 in section 10(1) of the *Housing Act* 107 of 1997 to provide a framework for the applicable process to be followed. This accreditation concept was further expanded in the Housing Code of 2000. However, despite documenting the accrediting of municipalities, little has been done to capacitate municipalities in the provision of public housing. The following diagram (Diagram 5.3) provides a process to be followed during accreditation:

Figure 5.3: Municipal accreditation process



Source: Republic of South Africa, National Housing Code (2000: 112).

Figure 5.3 above is meant to guide municipalities as to the administrative framework of the accreditation process. It is important to notice that the initiatives commence from the municipality concerned by sending its application to the housing Member of the Executive Committee (MEC) of the relevant provincial structure. The MEC is a member of the executive arm of government at a provincial sphere of government. The executive authority in a provincial sphere comprises the premier and the MECs. The MEC would then decide whether the municipality is able to undertake housing responsibilities independent from provincial and national direct intervention as indicated in the application. The verdict by the MEC is necessary since it provides the concerned municipality with direction on whether housing matters can or cannot be handled at the municipal level. In cases where the municipality has been denied the accreditation, capacity building areas are identified and the national Department of Housing initiates administrative arrangements for the capacity building programme to commence (Republic of South Africa, National Housing Code, 2000: 112). According to Masondo (2005: 3), the executive mayor of Johannesburg Metropolitan Municipality and Chairperson of the South African Local Government Association (SALGA), there is a need to build appropriate capacity in municipalities. Masondo further highlighted that a component of the municipal housing accreditation process is focused on sustainable institutional capacity at municipal level. The following quotation captures Masondo's (2005: 3) concerns regarding the accreditation and administrative capacities of municipalities in South Africa:

The critical area that we need to focus on is to ensure that sustainable institutional capacity is developed at municipal level to manage the housing processes and projects. We understand that a component of the 'Municipal Housing Accreditation Process' is intended to address that particular challenge. We believe that Housing Accreditation Process also needs to have focused capacity building initiatives towards urban planning and management. The phased approach to accreditation needs to ensure that

municipalities are fully capacitated and resourced to expedite housing delivery.

It appears from the foregoing discussion regarding the accreditation process of the municipalities that, on the one hand, selected qualifying municipalities are accredited to provide public housing delivery. On the other hand, however, those municipalities which are not accredited would still depend on the national and provincial government to provide services on their behalf. The accreditation process of municipalities may be a cause for concern, since some municipalities may not qualify for accreditation for years after the introduction of the system. This raises questions such as attempts by other spheres of government to level the playing field of municipalities before they start with the accreditation process. In fact, this speech by Masondo (2005: 2) emphasises that the Breaking New Ground (see Chapter four, Section 4.3.1, on p175-183 for the discussion on BNG) policy is adopted in principle, with several conditions including the development of appropriate levels of administrative capacity in municipalities. Accrediting selected municipalities based on their administrative abilities while not considering the capacity-building programmes for non-qualifying municipalities for the accreditation, could be regarded as unfair. This is so especially for municipalities who desire to provide services themselves without much interference from the provincial or national spheres. It could be integral that a holistic perspective of all the municipalities be undertaken as a capacity-building initiative to provide training for the scarce and necessary skills.

While there are areas in which poverty eradication measures and development need to be prioritised, the Gauteng Province is largely urbanised. The province is smaller in size than the other eight provinces and it boasts three of the six metropolitan municipalities in South Africa. This means that infrastructure and other services are fairly accessible compared to conditions in other provinces in South Africa. Therefore, in regard to the accreditation process of municipalities, the Gauteng Province could benefit some municipalities because it is regarded

as the most industrialised of all the provinces, while some less industrialised municipalities may be behind in development (Masondo, 2005: 2; Republic of South Africa, Department of Housing, Urban Development Framework, 1997: 3).

One gets the impression that the accreditation process is discriminatory in nature which may end up promoting the apartheid patterns of governance where mainly viable municipalities would be able to develop their communities. This approach may further compound the problems of overcrowding and squatter settlements in accredited and viable municipalities. Thus, the most viable municipalities remain the urban (especially those which were previously referred to as White Local Authorities (WLAs) rather than rural municipalities (based in former homelands and former self-governing territories). This problem is echoed by the national Department of Housing who foresee these same unintended consequences (Republic of South Africa, Department of Housing, Urban Development Framework, 1997: 3).

The notion of having urban municipalities qualifying for the accreditation process, while rural municipalities are unable to qualify, has also been conceived by Bell, Dearborn and Hunter (1993: 583-587) as an administrative defect. This article attempts to address concerns or challenges in financing post-apartheid municipalities of South Africa. This work pointed out the fact that the former WLA were financially viable since industries and business activities were only erected in cities, and not in poor areas (Bell *et al.*, 1993: 588). The existing municipal accreditation process may signal the fact that perhaps the plight of the rural poor has not yet reached the political and administrative elites of the South African government. If it is ever to reach them at some stage remains a critical administrative issue for concern. To address the question partly, numerous arrangements can be put in place. They include, for example, firstly, the need to acknowledge the interdependence between rural and urban centres. This is true since the majority of South Africans in urban centres either stay in rural areas or have relatives residing there. This point is not taken further than this for

discussion, since it falls beyond the boundaries of this study. There is a need to focus on the capacity-building of government departments as an important part of the administrative arrangements of the national public housing policy implementation. This aspect is discussed below in detail.

5.4.6 Capacity-building

According to Masango (2002: 62) administrative capacity-building is essential for public servants as well as the community at large, as this forms the pool from which the public service employs its workforce. This assertion should mean that skilled human resources in all spheres of government, community-based organisations and non-governmental organisations should be enabled. The availing of human resources could be undertaken in a multi-faceted approach which could include skills development and/or enhancement in the use of technology.

The then Deputy President of South Africa, Ms P. Mlambo-Ngcuka (Republic of South Africa, Launch of JIPSA, 2006: 1), has acceded in a speech to the fact that the shortage of suitable labour is serious. This is also supported by the Department of Labour (Republic of South Africa, Department of Labour, State of Skills in South Africa, 2005: 55-57) which identified key areas of skills shortages in South Africa during 2003 to ensure that projections for the requisite skills for the period 2004-2009 are identified and possibly addressed. Identified categories include the following: senior officials and people management skills, financial and e-commerce specialists, technicians and associated professionals. This skills shortage has been classified by the Human Science Research Council (2003) (as quoted by the Department of Labour, 2005) within the advanced (high or equivalent to postgraduate degree), intermediate (equivalent to matric and diploma), and entry-level (equivalent to pre-matriculation) skills bands. This classification refers to the level of the skills required in the workplace within South Africa, including in housing. However, it is important to bear in mind that

this study undertaken by the Department of Labour is focused on all workplace domains in both the private and public sectors.

Clarke, Habyarimana, Ingram, Kaplan and Ramachandran (2007: 62) undertook another study for the World Bank to assess the investment climate in South Africa. These authors found that less than half of the skilled and unskilled workers receive the necessary training to improve their administrative performance and employability chances in South Africa. This work has compared South Africa to other developing countries. The following Table 5.2 provides the necessary comparative figures:

Table 5.2 Comparative levels of training in selected countries

Country	% skilled workers	% unskilled workers
Brazil	77.3	68.3
China	69.1	63.0
Poland	79.9	86.2
South Africa	44.6	45.8

Source: Clarke *et al.*, (2007: 62).

The table above indicates that South Africa lags behind other countries in comparative terms regarding the levels of training it provides to the community. It is also worth noting that the number of unskilled employees who do not receive training is still large. To some extent, the representation of the figures should be able to link up with the statistics on the public housing skills shortage. While it would require another study to prove with hard figures whether the housing skills challenges relate to statistics as provided by Clarke *et al.* (2007: 62), signs show that the skills shortage in the South African housing sector remains a serious challenge. For example, there is a general assertion that the demand for public housing in South Africa and Gauteng Province outstrips the supply, despite the

impressive figures of housing supply in the country. According to the National Treasury (Republic of South Africa, National Treasury 2007: 68-69):

Capacity constraints in both the low income housing construction sector and at municipal level are key hindrances in preventing the growing housing backlog from being eradicated. These constraints are evident in the fact that the process of registration and approval of a household as a low income classification takes an average of 59 months. On top of that, the timeframe for the housing development has increased from five to 19 months.

These aspects should be borne in mind over and above the challenges of the timeframe for the land acquisition process, as well as following tendering processes to decide on the contractor for housing development. In some cases such as in Alexandra Township in Gauteng Province, households have been waiting for their houses for more than ten years after their approval (Anti-Privatisation, 2005: Online). On the fourth democratic Election Day in South Africa a story of members of the community in Alexandra boycotting the provincial and national elections with the slogan 'one house one vote' was recorded. The reason for this slogan is that community members intended to impress on the government that since the advent of democracy in 1994 their housing needs have yet to be addressed. Therefore, while there may be a lack of statistics on the capacity constraints faced by the housing sector, especially in the Gauteng Province, these aspects constitute the evidence of current administrative and delivery problems of the sector.

Critical areas of lack of administrative efficiency and capacity as identified in the study by the Public Service Commission include communication skills, work culture, and financial management skills in implementing the relevant legislation (Republic of South Africa, Public Service Commission, 2007a: x,44). During an address to the Limpopo Provincial Legislature, the MEC of Limpopo Department of Local Government and Housing, Ms M. Nkoana-Mashabane, subtly identified

several areas where capacity is lacking to address challenges of substandard work, corruption and the creation of an integrated housing market. These areas where capacity is lacking include the following: project management skills, financial management, engineering skills, and general administration skills to oversee the unfolding of the administrative activities as a support function (Republic of South Africa, Address to the Limpopo Provincial Legislature by MEC on the occasion of budget vote 11 speech of the Department of Local Government and Housing held in Lebowakgomo Legislative Chambers, 2008: 31-32). There are three main areas of capacity building observable from the above discussions that are interrelated: commitment of employees, the skills housing employees require to undertake their responsibilities, and the institutional resources needed to implement public housing policy.

At a national sphere, the capacity question on housing includes whether service delivery backlogs that were inherited from the apartheid regime will ever be closed. The answer to this question is simple: not any time soon. This is because the current delivery of housing is estimated at 270 000 per annum while the required delivery to close the backlog rose to 560 000 per annum. This backlog remains on the increase, despite the introduction of the BNG as a shift in strategic administrative approach (Television Interview: Kotsoane, I. August 2008).

In order to resolve the capacity problems, the Minister of Housing at the national level of government identified key focal areas, during 2004, for the next five years. One of the areas included issues of capacity development. The Minister identified capacity issues as affecting all three spheres of government and indicated the need to involve the national Department of Provincial and Local Government in addressing capacity problems within provincial and municipal departments of housing. The Minister also identified capacity problems which involve administrative activities. This was set to be addressed by establishing a Provincial Support Unit in order to support provinces in their daily responsibilities

(Republic of South Africa, Minister's statement after the first meeting with top management of the housing sector, 2004b: 3). The establishment of Project Consolidate resulted from this need for a Provincial Support Unit. Project Consolidate is an initiative by the national Department of Provincial and Local Government which seeks to assist struggling municipalities to gain capacity in public service provision, including housing.

The Public Service Commission undertook a study to evaluate whether public service departments are able to incorporate the 'Value for money principle' (see Section 5.3.3, pp227-233 regarding *Batho Pele* Principles) in their quest for service rendition. This study included the review of the skills profile of public service employees, including the national Department of Housing' particular service issues. The Commission recommended the establishment of skills profiles and human resources strategies in critical areas in order to effect improvements in the capacity of the staff compliments (Republic of South Africa, Public Service Commission, 2007b: 22).

In order to address capacity building as an administrative challenge in the housing field, the Public Service Commission has undertaken another study to establish the management of poor performance in two areas, housing and education. In the sampling process, ten provincial departments and one national department (education) were included. Of the ten provincial departments which were included in the sample, five of these were provincial housing departments and another five were provincial education departments. The ten provincial housing departments were from Limpopo, the Eastern Cape, the Gauteng, Mpumalanga and North-West Provinces (Republic of South Africa, Public Service Commission, 2007a: 3). In this study, respondents were to answer as to the extent of poor performance as a problem within their respective departments. Thirty-one percent of the management respondents believed that poor performance is a significant problem, while 57% of the employees believed that poor performance is a significant problem. A hundred percent of the union

representation respondents believed that poor performance is a significant problem. One of the main reasons for making these views was the capacity problems the public service and provincial housing departments are facing (Republic of South Africa, Public Service Commission, 2007b: 20).

In terms of aspects relating to capacity issues (such as the high number of vacant posts) in government departments (both national and provincial), 100% of public managers were unanimous in identifying the lack of capacity as a major contributing factor to poor performance in public housing delivery. The study by the Public Service Commission did not differentiate between the levels of managers participating in the survey. This assertion regarding capacity issues was made taking into consideration a large number of vacant posts in the state departments including housing. In addition, the imbalance created between work volumes and available resources was also considered as an aspect of capacity. It is necessary to respond to the managers' views to ensure that relevant administrative changes are introduced to deal with the capacity problems faced by the housing sector (Republic of South Africa, Public Service Commission, 2007b: 22).

While the study by the Public Service Commission in 2007 indicates varying administrative challenges, many other similar challenges such as the delays in the subsidy approval and actual housing development period could be raised. However, it is necessary to consider possible measures in which these administrative blockages are addressed.

The National Council of Provinces⁴ (NCOP) has compiled a list of questions that have relevance to the institutional administrative framework and blockages. These questions were compiled for the different ministers of the Social Services and Governance Cluster which includes the national Department of Housing.

⁴ The National Council of Provinces is the second house of Parliament with the National Assembly as the first. It represents provinces to ensure that provincial interests are taken into account in the national sphere of government.

Questions on housing also relate directly to the capacity of the national Department of Housing in carrying out its administrative mandate. The questions as asked by members of the NCOP include the following (Republic of South Africa, National Council of Provinces, 2008: 2-6):

- Six hundred houses of the 15 000 Zanemvula Human Settlement Project units in the Eastern Cape have been certified as faulty and need to be demolished. What are the administrative and financial ramifications of the process? What are the administrative measures in place to recoup the funds lost from demolishing these 600 units?
- Is there coordination between various government departments of housing and entities with regard to the allocation of housing units to relevant beneficiaries?
- Is the Minister aware of the different lists of certain provinces and their municipalities regarding housing waiting lists? This question is of concern as beneficiaries receive stand numbers of the house they are to occupy while after completion houses are occupied by a different household.
- Does the Department have any plans in place to correct the recurrence of the Free State's under-spending of R82.2 million of the 2007/08 financial year?
- Does the Department keep a record of the total number of the reported housing units that are demolished or rebuilt as a result of poor building materials and shoddy contractors?
- Is the Department putting preventative measure in place administratively to avoid poor building materials and shoddy work by contractors?
- What is the current situation regarding the performance audit by the office of the Auditor-General on RDP housing projects?
- Has the Department ensured that contractors have been prosecuted for the shoddy work and non-completion of contracts?

These questions are important in ensuring that relevant administrative measures are put in place for the improvement of public housing delivery. The importance of these questions also lies in the fact that they were raised with the Minister of Housing by Members of Parliament who represent their constituencies (ordinary citizens) and the interest of the provinces at the national sphere of government. Therefore, the concern over an administrative measures as well as capacity situation in the national, provincial and local government departments of housing is a legitimate one.

Despite these questions being raised by parliamentarians with regard to public housing provision, there are positive elements. The Minister of Housing in her 2008/09 budget vote to Parliament indicated satisfaction with the budget expenditure. This satisfaction also includes the budget spending by the government's provincial counterparts. The Minister mentioned that of the R96 billion received, 96 percent was properly spent in provinces including Gauteng (Republic of South Africa, Speech on the occasion of the budget vote 2008/09 for the Department of Housing at the National Assembly, 2008a: 1-3). However, the Minister has pointed a finger at two provinces that were an exception to this expenditure pattern, namely, the Free State and the Eastern Cape. The Minister described the rate of these provinces on housing as under-spending (Republic of South Africa, Speech on the occasion of the budget vote 2008/09 for the Department of Housing, National Assembly, 2008a: 3). The Minister further provided figures that showed administrative and financial improvement in the expenditure of the Department to the National Council of Provinces.

In switching to the public housing policy, another question that should be answered is: what are the effects of the development and implementation of the public housing policy that should manifest through a competent administrative framework to address the existing 21st century public housing problems? Furthermore, it is important to find out whether the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998 could serve as the 21st century panacea to

the existing problems in the Gauteng Province. If yes, then what makes these official policy documents such as the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* the right approach? And if not, what should be done to improve the legislation if it needs refurbishment or should it be scrapped completely? For the affirmative and sceptics alike, the development of the 21st century public housing strategy may highlight important aspects that could play a critical role in enhancing the public housing policy in the Gauteng Province. Selected sections of the strategy relevant to the public housing administrative framework are mentioned below as it appears in the *Breaking New Ground* document.

To further provide answers to the foregoing questions and analysis regarding whether the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* are in a position to address the housing problems and backlogs, *Breaking New Ground* advances several administrative interventions. These interventions could be regarded as possible medium-term (see Chapter four, Section 4.3.1, p175-183) solutions to the aspect of capacity-building in the administrative framework to implement the housing policy in order to focus on development and equity in terms of public housing problems. These interventions are mentioned below (Republic of South Africa, Department of Housing: *Breaking New Ground*, 2004a: 24-25):

- Municipalities as a priority area to support the accreditation process (see sub-subsection 5.4.3.1 on the municipal accreditation process for further details).
- Social housing institutions are to be facilitated to ensure the mobility of households in promoting a non-racial and non-sexist integrated society. The National Department of Housing should be in a position to ensure that social housing takes various forms, including housing products, to meet spatial and affordability requirements such as cooperative group housing,

transitional housing for destitute households, communal housing with a combination of family and single units with shared facilities and hostels.

- *People Housing Process* Institutions should be provided with institutional support since what they receive during the adoption of the comprehensive plan for the development of the sustainable human settlement document is regarded as insufficient.
- Financial institutions (public and private) should provide lower-income households, groups and individuals with the necessary financial assistance.
- Communities should also be empowered and capacitated in order to engage with municipalities in ensuring adequate public housing provision.

Although the foregoing administrative interventions are aimed at bridging the gaps in the provision of public housing to citizens and leveraging capacity-building activities, they seem to be insufficient. Capacity-building cannot be undertaken in a haphazard manner but requires that integrated actions be coordinated. For example, it is not clear from these interventions what the role of each sphere of government in the implementation of these interventions is. This means that since provinces are in the driving seat of housing delivery and policy implementation to ensure that projects and funding benefit communities at the grassroots levels, these interventions should also be implemented. Integrated actions should mean that the administrative and advisory intergovernmental institutional arrangements should be compatible to enhance the relationship between public officials and other structures for both administrative and execution/implementation purposes (Brynard and Malan, 2002: 106). Therefore, the need to capacitate officials in all three spheres of government (intergovernmental relations) is equally important.

5.4.5 Intergovernmental cooperation

The provision of public housing cannot be undertaken separately from other necessary public services. The intergovernmental cooperation approach seeks a holistic focus on integrated human settlements. It further means that since the provision and administration of public services such as housing overlaps with some functions of national state departments, for example, clinics are administered by the national Department of Health, schools by the national Department of Education, roads by the national Department of Transport and police stations by the national Department of Police, it goes without saying that it is necessary to establish and implement principles of effective and efficient intergovernmental relations. Therefore, this argument suggests that an intergovernmental housing forum or framework should be introduced to address matters in other state departments that affect housing (Republic of South Africa Department of Housing: Sustainable Human Settlements, 2005b: 7).

The promulgation of the *Intergovernmental Relations Framework Act* 13 of 2005 has been a positive advancement of an administrative arrangement in coordinating the activities of the three spheres of government. There are numerous focal points in which this Act attempts to address the strengthening of aspects relating to intergovernmental relations, namely:

- interpretation, application and objectives of the Act;
- intergovernmental structures which include the president's coordinating council, national intergovernmental forums, MinMec, municipal intergovernmental forums;
- conduct of intergovernmental relations;
- settlement of intergovernmental disputes; and
- other important matters relating to intergovernmental relations such as reporting to parliament.

Malan (2005: 241) has identified two important deficiencies of intergovernmental relations despite the implementation of the *Intergovernmental Relations Framework Act 13 of 2005*. The first one is that there is always a variety of processes and structures existing whose roles and relationships are mostly uncertain. In public housing, the legislation makes provision for municipalities to undertake the responsibilities of managing public housing provisions. However, since 1994, municipalities just provide information and manage the public housing waiting list. This makes the process of access to public housing uncertain as the process is not as one would interpret according to the legislative provisions, especially (as discussed in Chapter four, Section 4.2.2, pp162-173) regarding the different roles of the spheres of government. The second deficiency is that while intergovernmental relations policies attempt to provide clear and manageable structures and programmes, policy priorities often cut across ministerial mandates and traditional policy fields. The argument by Malan (2005: 241) is substantive in this context of the study in that the national Department of Housing should take into consideration possible challenges and/or obstacles whenever addressing intergovernmental relations issues. This is necessarily so, especially when interactions with other departments such as the national Department of Land Affairs become unavoidable (see Section 5.5 above) including issues relating to subsidy allocation and funding. For example, the provision of public housing, especially within the cities, requires well-located land for low-income households. This could ensure that low-income households have access to other public services while at the same time being able to access job opportunities and transport to and from work within cities at cheaper prices.

The focus of this study is the effects of the development and implementation of the national public housing policy in South Africa and its extent or conduciveness in addressing public housing problems in the Gauteng Province. In this chapter an attempt is made, among others, to examine the nature of and reasons for the administrative reforms during the period 1994 to 2005. In this regard, *Breaking New Ground* (2004) (BNG) appears as a comprehensive administrative strategy

of the government to ensure the acceleration of public housing provision (also refer to Chapter four, Section 4.3.1, pp175-183 for the explanation and critiquing of BNG). It is important to note that this BNG strategy introduces one of the key principles of administrative reform for public housing. The message of this strategy also includes that the success of public housing will depend on a collaborative approach where all the stakeholders function together as a collective.

The above approach is important since public housing does not take place in a vacuum, because other aspects impact both directly and indirectly on the administration and provision of public housing. For example, the development of the National Spatial Development Perspective (NSDP) at national government sphere, informs the Provincial Growth and Development Strategy (PGDS) of different provinces, while these provincial strategies should inform the municipal Integrated Development Plans (IDPs)⁵. According to the former MEC of Housing in the Limpopo Province, Ms. M. Nkoana-Mashabane, the provincial administrative activities are also informed by the NSDP and BNG policy (Republic of South Africa, Address to the Limpopo Provincial Legislature by MEC on the occasion of budget vote 11 speech of the Department of Local Government and Housing held in Lebowakgomo Legislative Chambers (2008: 30-31). It is important to notice this assertion since the planning approach of government is top-down in nature. This means that the planning systems and budget distribution of the provinces should be aligned with the national government while the municipal plans (IDPs) should be aligned with the provincial planning system (PGDS). The coordination of activities of the three spheres of government calls for this alignment, improvement in planning and investment prioritisation as referenced in the NSDP (Republic of South Africa, Public Service Commission, 2007a: 46; Menguele, Khan and Vawda, 2008: 185).

⁵ NSDP, PGDS, and IDP are all inclusive government planning systems which are coordinated to ensure that priorities and activities are focused on. This further means that all the spheres of government are to ensure that their individual planning informs one another and is being informed by the others.

The adoption of the BNG in 2004 also ushered in new administrative reforms in broadening the focus of the national Department of Housing and Gauteng Department of Housing. This approach has been called 'sustainable human settlement' which intends to ensure that houses and other relevant public services (such as land, roads, schools) are provided to make life more convenient for the citizens. Thus, a call for the intergovernmental cooperation in matters is made. The realisation is that the success of the national Department of Housing and Gauteng Department of Housing are also dependant on other specialised government departments in various spheres and levels. These specialised services (land, roads, schools, *inter alia*) need to be noticed to learn the impact they make on public housing delivery or *vice versa*. The following social and economic aspects should serve as instances: land provision/development, electricity supply, clinics, schools, roads and police stations, which are usually attended to under a different national and provincial government department. For example, the national Department of Land Affairs deals with matters pertaining to the expropriation of land and making the land available for the construction of public housing while the Department of Minerals and Energy deals with matters pertaining to the provision of electricity which is integral to a public housing supply (Knight, 2001: Online).

In the view of the former Minister of Finance, Mr. T. Manuel, during the 2007 address to the National Council of Provinces, there are numerous administrative challenges which largely relate to resource allocation in the context of intergovernmental relations. Firstly, the main challenge facing the cooperation of intergovernmental departments in housing relates to the ability to establish strong linkages between policy making and resource allocation. The linkage in this regard relates to the national government's provision of policy and financial allocations to provinces and municipalities while they (provinces and municipalities) are expected to ensure that resources are used for the budgeted activities. It is imperative that the systems theory (see Chapter three, Figure 3.1 in, p131) approach is maintained in ensuring that the process unfolds from policy

to resources allocation, to processing and towards results as well as policy development and implementation effects. Chapter six further explores the aspects of policy development and the implementation effects of the housing policy in the Gauteng Province in relation to the research problem of this study through the focus group interviews. Secondly, the challenges related to the cooperation between the Cabinet, the Parliament, the National Treasury, national Department of Housing, Provincial Executive Councils and provincial Departments of Housing are also raised. Provincial Executive Councils make provincial resource allocations after the national government structures (outlined above) have undertaken the resource distribution process to the provinces in line with the national priorities. The challenge in this regard is the need to ensure that intra- and inter-provincial equity is achieved in the delivery of public housing. Thirdly, the need to align national government policy on housing *versus* the provincial budgets constitutes an important challenge to be considered. In an attempt to address these intergovernmental challenges, the role of Parliament, in particular, the National Council of Provinces, is central in overseeing this and ensuring that the interest of the provinces is taken seriously by national Department of Housing (Republic of South Africa, Address by the Minister of Finance to the National Council of Provinces on Provincial budgets and expenditure review 2003/04 to 2009/10, 2007: 8-10).

Furthermore, the necessity of land availability where housing and the aforementioned amenities need to be constructed cannot be overlooked. The national Department of Housing should function with the national Department of Land Affairs in a coordinated way to ensure a speedy delivery of public housing. Without properly allocating land for such purposes, meeting the needs for public housing will remain elusive. It becomes clear that the new legislative, institutional and administrative reforms for the development of housing in South Africa are not clear-cut aspects. The success and/or failure of other department(s) functioning closer to one another regarding the provision of public housing is/are critical for the overall success of service delivery. Therefore, it is pertinent to align the

institutional administrative reforms of various government departments and to apply uniform standards and approaches where overlaps occur within the three spheres of government. Although it is important for each department to conduct research and plan according to its needs and objectives, integrated governmental planning by the intergovernmental housing forum is salient for developing a holistic approach to government services and how intergovernmental relationships should be handled. A holistic national public housing policy approach becomes necessary. A deliberation of other challenges or constraints in implementing the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* is imperative in order to understand complexities surrounding public housing provision.

The substantiveness of intergovernmental cooperation in public housing policy highlights structures in place which are entrusted with facilitating housing provision. In this regard, some approaches such as the national housing strategy, statutory bodies, and housing subsidy allocations and funding could be regarded as the input and processing stages of converting policy into tangible results (namely, housing or human settlements). Other structures for intergovernmental cooperation could be viewed as being entrusted with the facilitation of the implementation of policy for results purposes. At this stage, the cooperation of various government departments (at the same or different spheres of government) and Parliament, should be results-driven which is key in serving as an indicator of whether these administrative arrangements for the development and implementation of the national public housing policy are effective and efficient. After a comprehensive discussion of the administrative arrangements for the implementation of the public housing policy, it is important to view challenges which are likely to be experienced during the administration of the housing policy.

Section 5.4.5, discusses aspects relating to intergovernmental cooperation between different spheres of government. In this regard, the NSDP, PGDS and IDPs are referred to in order to understand the context of government planning

and coordination of public housing activities. The intention of discussion on that section is to provide a background to the current administrative arrangement relating to the national and provincial public housing policy implementation. It becomes necessary to discuss the relevant administrative challenges of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* which are experienced in the quest to implement public housing policy both nationally and in the Gauteng Province.

5.5 ADMINISTRATIVE CHALLENGES OF IMPLEMENTING THE *HOUSING ACT 107 OF 1997*

While the previous sections (Sections 5.1–5.4) focused on the reforms and measures in place to address the administrative challenges, this section identifies practical administrative challenges which have a negative effect on the effective implementation of the *Housing Act 107 of 1997*. In this regard, it is argued that the activities of the political-administration interface are important administrative challenges which prove to be an administrative deficiency for the national Department of Housing and the Gauteng Department of Housing. The other deficiency lies on the capacity level where it is important to adopt and implement sound public housing financial administrative principles which could improve access to public housing by low-income households. Since the funding of public housing development is an essential part of public housing provision, the administration of both the grants and subsidies allocated determines whether the implementation of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* is successful. It is important to commence this discussion with an outline of the political-administrative interface challenge.

5.5.1 Political-administrative interface

It is necessary to dichotomise politics from administration both in public and public-private administration. Although politics forms an important part of public administration as a practice, senior public servants are not supposed to be politically inclined, since their appointments are not based on electoral results, but on merit. Maphunye (2005: 215) views the role conflict between senior public servants and their ministers as deriving from certain factual differences. These differences manifest in their roles, access to and use of resources, tenure in their posts, personal background and recruitment base as well as personal or group objectives. Bearing in mind that these senior public servants are not denied the right to join political parties of their choice, this should be regarded as a private matter outside the work environment. The emphasis on the requirements for appointment should therefore be based on merit. Merit could mean that someone is deserving, exemplary, worthy or significant (Urdang, 1997: 861). It means that public administrators are supposed to function closely with political office bearers while political office bearers should not interfere with the administration and management of public institutions for political gains. Mafunisa (2003: 87) holds a similar view in this regard and points out that political interference in administration would erode administrative efficiency. The author further argues that the policy making process should be completely separated from administrative functions before an efficient administrative system is developed. However, Kernaghan (1976: 432) argues that public servants are actively involved in the political process both by necessity in the areas of policy development and execution and by choice in the sphere of political partisanship. It is further important to highlight that the involvement of public servants in political activities should not hamper either performance or commitment in public housing delivery. There are further several principles that underpin the political administration challenges that are advanced by Kernaghan (1976: 433) that serve to highlight the differences in administration and politics.

- Politics and policy are distinguished from administration. Political office bearers should be tasked with policy issues while public servants are primarily expected to implement such decisions.
- Political affiliation and contribution should not serve as the basis for appointment, promotion and retention of public servants.
- The primary role of public servants is to provide advice to politicians privately and confidentially, while political office bearers take responsibility for governmental/departmental decisions. This means that politicians should be ultimately answerable and/or accountable to the choice of a specific policy agenda on behalf of the department and the government (Maserumule, 2004: 10).

The above exposition by Kernaghan indicates a model that clearly distinguishes the role of political office bearers as opposed to that of public officials. It may also indicate that when political interference is minimised in public administration and management, effectiveness and efficiency can be increased. This issue was advocated by Maserumule (2004: 10,24), in his article where the politics-administration challenge was substantiated. The author has cited numerous cases where the conflict between a director general and the relevant minister of the Department has emerged. Subsequently, the director-general has had to resign, the contract terminated, or be moved to a different department (and not that of the Minister). To further expand on the issue of politics-administration challenges, it is important to provide examples of the incidences experienced in the public service. These examples include the following cases:

- The Director-General of the Department of Health resigned after a conflict with the then Minister of Health (Dr N. Zuma) over the Sarafina 2 Aids play funding scandal (Maserumule, 2004: 10,24).

- The provincial Director-General's contract in the Free State was terminated after there was an irretrievable breakdown of the working relationship between the Director-General and the Premier in the Province (Maserumule, 2004: 10,24).
- The conflict between the former Minister of Home Affairs (Dr M. Buthelezi) and the Director-General (Mr B. Masetlha) over what the minister has termed insubordination by the Director-General. In this case, which became a public spat between the two, the Minister alleged that there had been a breach of contract by the Director-General. The Minister has also produced a letter outlining at least 64 examples of wrong doing by the Director-General (Koopman, 2001: Online). This case is interesting because the Minister and the Director-General were not members of the same political party. Eventually, the Director-General was moved to another government department.
- The Directors-General of the Department of Correctional Services and Sports Department were swapped during November 2008. The Correctional Services Director-General conflict was over a prison tender scandal in which the Minister is alleged to have benefitted (Rossouw and Basson, 2008: Online). With regard to the Sports Department the conflict resulted in a lack of trust in the Minister.
- In the Gauteng Province, a conflict was reported between the opposition party, Democratic Alliance (Mr J. Bloem) and the MEC for Public Transport, Roads and Works (Mr I. Jacobs) and the Head of Department (Mr S. Buthelezi) of the Public Transport, Roads and Works. The fall-out between the two stemmed from a R692-million contract Buthelezi awarded to Ilima Projects to complete the Jabulani Hospital in Soweto during November 2008 (Noyce, 2008: Online). Bloom (2009: 5), who serves as the DA leader in the Gauteng Province, has compiled a corruption report in the Province. He alleges that Buthelezi made public accusations about the MEC for issuing unlawful and irregular instructions that senior managers in the Provincial Government solicit favours from contractors.

However, it is important to highlight that neither the Director-General nor the MEC has resigned as a results of this situation.

Although these are general incidents and examples that have no relation to housing in particular, they show inherent potential for conflict. This supports the argument about the need for a better relationship between the cabinet ministers and their directors-general to effect a sound administrative efficiency including housing. This discussion does not, in any way, suggest that the moving of all directors-general from one department to another is always a direct result of conflict that arose between the minister and directors-general. Hence, the brief outline of the above particular incidents in which the directors-general were removed because of the conflict.

With regard to the provision of housing by the national Department of Housing and Gauteng Department of Housing it is important that the roles of the minister and director-generals or the MEC and Head of Departments in the provincial sphere of government should be clarified in order to yield fruitful results for public housing provision. The national Minister for the national Department of Housing and MECs (refers to the Members of the Executive Council at provincial level) form part of the provincial executive committee in terms of the separation of powers for the provincial sphere of government. At this MINMEC (refers to the intergovernmental forum which consists of the MECs of all nine provinces together with the national Minister) level, it should be ensured that political activities do not hamper administrative efficiency regarding public housing provision. In the same way, the directors-general of the national Department of Housing and Gauteng Department of Housing should oversee relevant issues pertaining to the administration and management of public housing. It appears from the above discussions that unnecessary interference by politicians in the job of public officials may cause delays and hamper public housing delivery. Again, the discussion and debate surrounding the relationship between political and public officials (see the example of the former national Minister of Housing, Ms

Mthembu-Mahanyele, and the former Director-General, Mr Billy Cobbett, in sub-section 5.5.1.1 below) highlight the salience of collegiums between the two (political and public) officials. It is therefore important that this relationship should be based on trust, support and commitment to ensure the acceleration of public housing delivery to citizens.

5.5.1.1 Challenges related to the political-administrative interface

It is necessary to consider the above example of the tensions between the Minister and the Director-General of the national Department of Housing in order to highlight the challenges of the political and administrative interface. The continuing existence of such tensions could seriously hamper public housing delivery if not managed carefully. As already discussed, public housing administration as a practice should be undertaken free from politics. The first challenge relates to the need to strengthen the relationship between political and public office bearers. However, public administration is of high political interest since it involves the management of public resources in a political environment. It was confirmed with a housing official that since there is a huge shortage of basic housing, political parties during elections incorporate housing service delivery as one of the major promises to the electorate (Personal interview: Chiloane, T. June 2005). Thus, problems between the political office bearer and public officials may become inevitable in cases where politicians and public officials disagree on approaches to public housing delivery.

The second challenge is that of the politicisation of the public service. Both Maphunye (2005: 226) and Mafunisa (2003: 93) agree to the fact that the transformative project of any government is likely to be coupled with the politicisation of the public service. This has been evident in South Africa in both the National Party (NP) during 1948 and the African National Congress (ANC) after 1994 when these political parties were elected to power. This approach could also be connected to the fact that politicians like to have control over public

resources in order to wield more political power and leverage in directing areas where service delivery should be discharged in line with their political mandate. Mafunisa (2003: 93-94) argues that since the public service is expected to execute what is essentially a political mandate, a certain amount of commitment and loyalty to political programmes is expected from public officials. Maphunye (2005: 266) concludes by drawing attention to the fact that since public servants operate in an environment inherently political, it is far-fetched to think that administration and politics can be separated. These assertions by Mafunisa (2003) and Maphunye (2005) should be regarded as key indicators of the need for cooperation between politicians and senior civil servants in the quest to speed up public service delivery. This challenge could also result in the deployment of cadres in the administration of public housing to ensure loyalty.

It has already been pointed out in the previous chapters that the public housing delivery policy is either an election winner or loser (Personal interview: Chiloane, June 2005). Challenges relating to the political-administrative interface are found across the board within public administration in South Africa and globally, that is, from the national Department of Foreign Affairs to the Department of Housing (see Maserumule, 2004). For example, the former Minister of Housing (Ms S. Mthembu-Mahanyele) and former Director-General (Mr B. Cobbett) were at some stage at 'logger-heads'. It appears that the Director-General (DG) had made a decision to investigate a controversial housing development by a company called Motheo in Mpumalanga Province. This newspaper report further mentions that the Minister of Housing indicated that their relationship was irreparable, such that the Director-General offered to accept an early release from his fixed-term contract (*Daily Despatch Newspaper*, 1997: Online). In cases of a conflict situation between the Minister and the DG (such as the Cobbett and Mthembu-Mahanyele case), the effects on public housing delivery could be adverse. The researcher in uncovering these cases based his evidence largely on the exposed cases, either through primary data collection techniques or through media reports. While there may not be similar extreme conflict cases (such as the

dismissal or resignation of the director-general and/or head of department) in the national Department of Housing and Gauteng Department of Housing, this discussion highlights possible administrative damage which could significantly hamper public housing delivery. It is now important to consider the discussion of the second administrative challenge in implementing the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998*.

5.5.2 Competent public housing financial administration

The second administrative challenge in implementing public housing policy both nationally and in the Gauteng Province relates to competency in administering public finance. Public service delivery including housing requires the distribution of resources, of which finance is one, to ensure the realisation of goals and objectives. Public financial administration therefore becomes an integral part of public housing delivery. This means that public financial management legislation and policies such as the *Public Finance Management Act 1 of 1999* and the *Municipal Finance Management Act 56 of 2003* should be adhered to. In this regard, all nine provincial administrations, including the Gauteng Province, must always comply with the stipulations of the *Public Finance Management Act 1 of 1999* in the administration of public finance. Sound and competent public financial administration are the necessary prerequisites for the administration of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998*. There are undoubtedly, numerous public housing financial administrative issues which could be taken into account. However, this section considers the following two notable aspects with respect to public financial administration at the national and provincial government spheres: grant expenditures and the administration of subsidy allocations. These areas of public housing financial administration are among the most important elements of public housing administrative challenges in which improvements should be effected.

5.5.2.1 Grant expenditure administration

In relation to the research problem as outlined in Chapter one (Section 1.4, pp6-8) of this study, the grant expenditure focuses more on the effects of the implementation of the *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998. An important question to be asked is whether the implementation of these documents (the *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998) has been administered effectively and efficiently. To answer this question, this section reviews the funding administration part of public housing projects and whether citizens have benefited. The table below provides data on the funding allocations to various provinces, including the Gauteng Province, in the form of grants. The main idea in this regard is to establish the financial expenditure in terms of the number of housing units constructed as well as the number of households which have benefited, thus, whether the effects of the implementation of the *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998 have been notable in the Gauteng Province. The number of units constructed and households benefited should be able to justify administrative decisions of allocated grants as effective and efficient. Table 5.3 below provides this information regarding the grant expenditure for public housing units between 2003-2005.

Table 5.3: Grant expenditure for public housing between 2003 and 2005

Province	2003/04	2004/05	2005/06
Eastern Cape	810	584	607
Free State	327	464	370
Gauteng	993	1 121	1 357
KwaZulu-Natal	928	829	816
Limpopo	454	318	378
Mpumalanga	285	310	269
Northern Cape	110	94	103
North West	364	381	615
Western Cape	292	527	552
TOTAL AMOUNT	4 563	4 629	5 067

*The amounts displayed are millions in rands (R million).

Source: Republic of South Africa, National Treasury (2007: 65).

It is necessary to make reference to Section 5.4.3, p251-264 regarding the discussion on the subsidies allocation and funding. Obviously, the provision of housing grants should take into consideration the number of households which could qualify for housing subsidies and which for grant allocations. Table 5.1 on p252 provides an outline of the housing subsidies which were approved during the period 1994-2005 in order to understand whether subsidies allocation does have a substantial effect on the lives of poor households. Table 5.3 therefore takes this discussion forward in determining whether the housing grants are also reaching the intended beneficiaries. This is discussed in relation to the amount administered and expended by provinces on an annual basis.

The statistical data has not been made available for the period 1994-2002 by either the national Department of Housing or the National Treasury with regard to

the allocated grants. Again, similar to the Table 5.1, p252 outline, the figures in this table have fluctuated since 2003. This type of 'rollercoaster' should be regarded as an important indicator of the spending patterns of some provincial Departments of Housing as well as the inability to administer and spend funds. This observation could be true in most provinces, particularly Mpumalanga and the Eastern Cape, with the exception of Gauteng (see Table 5.3 above). With the current housing needs on the increase, it is not enough to justify why expenditure patterns are not satisfactory. The *Financial Mail* (2008b: 56) found that with all these expenditure patterns fluctuating, housing provision to low-income households is not sufficient. This is because from 1994 to 2008, the Department of Housing was only able to provide 2.6 million housing units nationally. The current backlog is also estimated to be 2.1 million units while the cost is estimated to about R12 billion rand. This backlog exists (and is on the increase) despite the increase of the national housing budget from four billion rands in 1994 to 52.6 billion rands in 2008.

However, these annual expenditures on housing do not necessarily point to an overall efficiency in administration and an increase in all areas of spending. This is because between 2001 and 2006, the budget allocation for housing was consistently two percent of the national expenditure, with the exception of 2002 when it was three percent (Republic of South Africa, National Treasury, 2001-2006: Online). This means that financial administrative efficiency has been compromised in both the national and provincial spheres of government. In this case, for example, a public management course at an undergraduate level or coaching system focused on the financial administration of housing projects may be introduced to assist officials of housing departments in spending their funds effectively and efficiently.

5.5.2.2 Administration of subsidies allocation

In South Africa, housing subsidy bands have been established to serve as guides to facilitate the administration of financial assistance to low-income households who are unable to afford housing on their own. In Chapter three, the question of subsidy bands, which serves as the main means for public housing deliveries, is discussed (see Table 3.2, p134). In Chapter five (see Section 5.4.3, pp251-264) housing subsidy allocations and funding are discussed. These discussions point to the fact that the South African government has been successful in making the subsidy system available in financing public housing needs for low-income households.

In this section, an argument is advanced for addressing the extent to which the public housing subsidy system is confined (as an important element of government administrative policy). This argument is also necessary in determining the average which the government has invested in responding to the public housing challenges in South Africa. From the foregoing, it is necessary to remember that in Chapter four (Section 4.3.3.5 and 4.3.3.6, pp191-193) discussions are undertaken regarding financial contributions and the means which the government of South Africa has made available to low-income households. The financial means in South Africa to pay for low-income households focuses on two main elements, namely, subsidy allocations and funding, and the proper functioning of housing institutions.

However, the continuous and perpetual increase in the public housing backlog highlights an important underlying problem in the current subsidy allocation administration. This is necessarily so since the strength of the current South African funding system lies in subsidy allocation. On the other side, what is needed is not the ability of government to administer public housing provision, but the establishment of housing associations. The main responsibilities of housing associations should be to make affordable housing for low-income

households available. These associations (usually non-profit organisations) are mostly in operation in the United States of America and in other European countries such as the United Kingdom (see Sections Chapter 2, 2.3 and 2.4, pp22-33). They undertake fundraising activities to construct public housing (although largely as a rental stock) for low-income households, manage their own generated funds (be it subsidy from governments, donation or loans from the banks) and depend largely on government to subsidise low-income families for their accommodation. This is because housing associations' interests lie in assisting low-income households to benefit from their services, thus assisting government to ensure that public housing services reach their intended targets at a grassroots level.

This kind of approach could increase, with greater margins, public financial administrative efficiency and the provision of public housing in South Africa. In fact, the government could change its focus by reducing public housing subsidy allocations to schemes (as uTshani Funding Scheme see Chapter three, Table 3.3, p136 for statistical data) for the low-income households to invest in establishing housing associations as Section 21 companies. The work undertaken by the government is overwhelming and this study notes that there is no government in the world which is able to successfully construct public housing for its low-income households. In this regard, the housing associations have the responsibility of constructing and maintaining public houses. Maintenance could be carried out especially when housing associations provide rental options to their clients. Two questions may arise from this discussion. The first one is: what is the role of government if housing associations are taking over from government in constructing and maintaining (rental options) public housing? The answer to this should be simple. Since governments are not able to satisfy the public housing needs of their citizens all the time, their role should switch to facilitation and ensuring that intended beneficiaries benefit in a sustainable manner. Currently, it is clear that the available subsidies allocations do not necessarily reach intended beneficiaries and instead it may benefit building

contractors and developers over the low-income households. This observation points to a diverted effect of the implementation of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998*.

The second question is: who should establish housing associations to ensure an effective and efficient administration for the public housing policy? The establishment of housing associations should be regarded as an investment for the generations to come by ensuring that low-income households remain beneficiaries, and not those who are able to afford housing provision for themselves. Housing associations may experience greater challenges in managing houses which are owned by individual households than when they are rental stock. This calls for a change in approach by the government. This means that the freehold tenure system of land may be changed to a leasehold system. In this regard, viable housing associations could be created and empowered to ensure that public houses are taken care of by their owners and tenants. The government should take the initiative to mobilise communities to establish housing associations governed by boards of directors and should adhere to the not-for-profit Act as Section 21 Companies. Such an approach could be sustainable for the South African government in the long-term, because assurance could be made that households who qualify for a government subsidy have access to adequate housing as required by the Constitution of 1996, the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998*.

5.6 SUMMARY

In Chapter four, guidelines, features and strategies of the national public housing policy were considered in order to explore and understand measures that are in place to address public housing problems. Theoretical explorations of the development and position of public private partnerships were discussed as a strategy to unravel issues of sustainable human settlements. The applications of

these guidelines, features and strategies are intended to provide a better understanding on whether they match with the existing public housing administrative measures since the advent of democracy in South Africa. In this chapter, a critical analysis of administrative measures from 1994 to 2005 was undertaken. This analysis was necessary since the shifts which took place during a similar period are lucid.

Administrative arrangements for national public housing policy implementation formed an important part of chapter five. In this regard, the national public housing strategy, existing statutory bodies, housing subsidies and funding, and capacity building were considered for detailed discussion. These aspects were discussed in an attempt to holistically approach the manner in which government has organised itself in administering public housing problems. Finally, the competent public housing financial administration principles of implementing the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* were briefly considered. In order to make a scholarly input to the existing housing policy literature, the next chapter deals with the effect of the public housing policy for South Africa, and in particular, the Gauteng Province.

In order to make the scholarly input possible, it is necessary to utilise an appropriate research design and methodology. Several aspects which were intended to respond to the research problems and questions of the study were considered. In particular, attention was paid to the global national public housing policies, the administrative framework to implement the national public housing policy in the post 1994 dispensation, the historical development of public housing policy in South Africa, the nature and content of public housing policies in the Gauteng Province. The discussions on these aspects were used as the basis for the designing of specific research methods of this study. Therefore, the purpose of Chapter six is to describe the research design and methodology used for data collection in this study.

CHAPTER SIX

RESEARCH DESIGN AND METHODOLOGY

6.1 INTRODUCTION

In Chapter five, an administrative framework to implement the national public housing policy in the context of the Gauteng Province has been undertaken. This chapter is a supplement to Chapter one in that it further provides discussions regarding the research design and methodology and approach as used in the study. Chapter one provided a description, justification and framework of this research project as an overview to the research methodology. Further, chapter six serves as a methodological extension to investigate the effects of the development, implementation and the extent to which the national public housing policy in South Africa attempts to resolve the ensuing public housing problems in the Gauteng Province. The scientific rigour of any research project is embedded in the research tools which are employed and how these tools are used to obtain not only data relevant to the objectives of the research, but also what subscribes to the validity and reliability notions. There is also an attempt to define the concept of the research design in this chapter. Subsequently, the applicable concepts of the research design and methodology such as research approach, qualitative research, exploratory study, grounded theory, literature review, semi-structured personal interviews, focus group discussions and the population sampling procedure receive attention. To finalise the methodological aspects of this study, Chapter seven considers the discussion on data analysis and interpretation. The discourse regarding the definition of the meaning of research design and methodology are undertaken below.

6.2 UNDERSTANDING RESEARCH DESIGN AND METHODOLOGY

A wide variety of designs are available to social science researchers including Public Administration researchers. The designing of the study involves specifying exactly who or what is to be studied, when, how and for what purpose (Babbie, 2001: 90). Mouton (1996: 107) concurs that a research design develops subsequent to the formulation of the research problem. In this regard, the main function of the research design is to enable the researcher to anticipate what the appropriate research methodology should be in order to maximise the validity of the eventual results. This author further defines research design as a set of guidelines and procedures to be followed in addressing the research problem. Below, the guidelines used to address the effects of the development and implementation of the national public housing policy in South Africa and the extent to which these effects of the *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998 are conducive to address the public housing problems in the Gauteng Province are outlined and thoroughly discussed. They are: research approach, qualitative research, exploratory study, grounded theory, literature review, semi-structured interviews, focus group discussions and the sampling procedure. These are discussed below in the given sequence.

6.2.1 Research approach

Wessels (1999: 365) views research in Public Administration as a contribution to the body of knowledge. Mahlangu (1987: 1) posits that the scientific nature of research forms the point of departure for a study of methodological research. This author further mentions that the approach is aimed at identifying strategies and methods by which the scientific character and credibility of the results may be enhanced. Two of the critical questions which are necessary to engage in regard to the approach or methodology relate to the following aspects:

- How should the research be planned?

- How can the structure of the research be and how it should be executed to fulfill the demands of science in Public Administration?

The answer to the above questions should be intended to assist researchers craft a path for the entire research project commenced with. The research approach further necessitates a reflection on the planning, structuring and execution of research in order to comply with the demands of truth, objectivity and validity. The approach or process which the researcher has to undertake in order to execute the research project uses some of the following questions to guide its unfolding as indicated by Brynard and Hanekom (1997: 28-29):

- Which decisions need to be taken as the research progresses?
- Which methods and techniques for data collection and data analysis should be selected?
- Which factors play a role in the design of the research project?
- What influence does a particular purpose of the research project have on the selection of methods and techniques?
- Which factors play a role in the process of research and how do these factors influence the methodology of the researcher?

These questions are relevant in any type of research because there is always a need to understand not only the tools or techniques relevant for a particular type of research, but also how to make use of such tools on different occasions or in different stages of research. Therefore, in the view of both Mahlangu (1987) and Brynard and Hanekom (1997), the research design and methodology should be regarded as a systematic and carefully planned enquiry which pays attention to the approach used to verify the validity, reliability and truthfulness of the collection of data. This is an attempt to consider the epistemological dimension of the research in question. Mouton (1996: 35-37) furthers the argument about the methodological paradigms of the research by holding that it is basically composed of quantitative and qualitative methodologies. This author further

highlights that research involves the application of a variety of standardised methods and techniques in the pursuit of valid knowledge. Thus, because scientists aim to generate truthful knowledge, they are committed to the use of objective methods and procedures that increase the likelihood of attaining validity. Bless and Higson-Smith (2000: 37) agree with this approach and indicate that in classifying research, a focus on the methodology could be used. Such a classification could refer to either the quantitative approach, which means that reliance is on the measurements and comparison as well as analyses of different variables, or of the qualitative approach which uses qualifying words or descriptors to record aspects of the world. As highlighted in Chapter one (see Section 1.8, p13), this study undertakes a qualitative approach to respond appropriately to the effects of the development and implementation of the national public housing policy in South Africa and the extent to which the effects of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* are conducive to address the public housing problems in the Gauteng Province.

In responding directly to the question of research methodology in science, including the Public Administration discipline, quantitative and qualitative methods should be taken into consideration (Brynard and Hanekom, 1997: 28-29). Since the nature of the research problem of this study is qualitative, this study also employs qualitative methods of research. Holtzhausen (2007: 20) argues that in order to understand the qualitative nature of a study, the research approach requires description, analysis, interpretation and evaluation of collected data. The nature of the research problem posed in this study could be regarded as a generally formulated problem. The problem is stated as investigating the effects of the development and implementation of the national public housing policy in South Africa and the extent to which these effects of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* are conducive to addressing the public housing problems in the Gauteng Province. This is relevant in that the kind of study undertaken is qualitative. Leedy and Ormrod (2001: 149) further posit that the research problem in a qualitative study does not remain general

throughout, but as the study unfolds, it becomes increasingly better to ask the specific research questions.

6.2.3 Qualitative research

Schurink (1998: 240) mentions that it is difficult to describe qualitative research in a manner which could satisfy everybody. In this study, as in Schurink's, qualitative research should be regarded as a multiperspective approach (using different qualitative techniques and data collection methods) to social interaction, aimed at describing and making sense of, interpreting or reconstructing, this interaction, in terms of the meaning that the subject attaches to it. In this qualitative research approach, the methodological dimension of research is imperative in outlining the research route or path, identifying relevant instruments to be used during the course of the research as well as the goal of the research. According to Mouton (1996: 35), while the epistemological dimension addresses the aspect of what constitutes knowledge, the methodological dimension on the other hand, deals with the question of the manner (the 'how' part) of attaining knowledge and identifying ways in which the research goal could be reached. Therefore, the justification for acquiring truthful knowledge could require a qualitative research to be undertaken.

6.2.4 Exploratory study

This study is primarily intended to be exploratory regarding the effects of the development and implementation of the national public housing policy in the Gauteng Province. According to Bless and Higson-Smith (2000: 41) exploratory research is used to obtain a broad understanding of a phenomenon, in which lack of understanding could also result due to lack of basic information in an area of interest. Exploratory studies attempt to explore a topic or question the researcher is unfamiliar with. The goal of this type of research project is to examine an area new to the researcher. In the case of this research, the effects of the

development and implementation of the public housing policy and the extent to which the *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998 are able to address housing challenges constitute the focus area which needs to be explored. This also means that the researcher is curious about this phenomenon (effects of the public housing policy development and implementation) and to gain a better understanding of its occurrence (Sanders and Pinhey, 1983: 37). Babbie (2001: 91-92) agrees that among other reasons for undertaking exploratory studies there is a need to satisfy the researcher's curiosity and desire for better understanding. Because of this intention, the study follows a grounded theory dimension.

6.2.5 Grounded theory

The grounded theory was developed in 1967 to make possible the systematic discovery of theory from the data of social research (Babbie, 2001: 361). The grounded theory approach is only one of numerous accepted qualitative research approaches, which have contributed to minimising the debates about the effectiveness of qualitative research within social science disciplines. Grounded theory is therefore a qualitative inquiry method that looks systematically at qualitative data aiming at the generation of theory that accounts for a pattern of behaviour that is relevant and problematic for those involved (Tavakol, Torabi and Zeinaloo, 2006: 1).

To further understand the notion of grounded theory research, Babbie (2001: 294-295) spells out several advantages and disadvantages. The advantages include the following:

- The technique is a socially oriented research method capturing real-life data in a social environment.
- Grounded theory allows flexibility.
- It has high face validity.

- There are speedy results when grounded theory is used.

The cost of conducting research is low. While these advantages are relevant to this study, some disadvantages should be borne in mind. These disadvantages include the following:

- Focus group interviews afford the researcher less control than individual interviews.
- The difficulty in analysing data is embedded in this technique.
- Facilitators/moderators of the focus group discussions require specialised skills in obtaining valid and reliable data.
- The differences between groups are troublesome.
- Groups are difficult to assemble.
- The creation of a conducive environment to conduct effective discussions is difficult (Babbie, 2001: 294-295).

In view of the foregoing disadvantages, grounded theory requires dedicated moderators who are able to ease the path to strengthening the positives and addressing the negative elements. In grounded theory, only after data has been collected and analysed can a theory be developed, although not always, since some data eventually describe mainly phenomena (Holtzhausen, 2007: 21). As indicated earlier, this study (employs grounded theory like approach) intends to explore the effects of the development and implementation of the national public housing policy in South Africa and the extent to which these effects of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* are conducive to addressing the public housing problems in the Gauteng Province.

The researcher who utilises a grounded theory approach needs to be flexible and open to criticism because his/her goal seeks to arrive at new findings and understanding of social life. This is required to build new theory which is grounded on both primary and secondary data (Van Wyk, 2009: 252). In this

study, a new approach to improve the development and implementation of housing is proposed in Chapter seven, after an empirical data analysis is undertaken through semi-structured personal interviews and focus group discussions. In order to understand the grounded theory approach in more general terms, it would be proper to reflect on the following seven strategies for conducting grounded theory research that are codified by Pidgeon and Henwood (2004: 625):

- Developing open coding schemes to capture the detail, variation and complexity of observations and other material obtained.
- Data sampling and cases on theoretical grounds as well as further extending the emergence of new theory.
- Constant comparison of data, cases and other features for conceptual similarities and dissimilarities.
- Exploring emerging concepts and linking them to existing theory.
- Continual comparisons until no further relevant insights are identified.
- Categorisation of selected data.
- Adopting tactics to change descriptive data to theory (such as providing definitions of core categories and conceptual models).

The reasons presented above directly link with possible approaches/strategies to be considered whenever a qualitative research is being undertaken. In fact, these reasons explain the purpose of specific forms of strategies in analysing qualitative research studies so that a quality research output with high levels of reliability is provided. In addition to the above (the qualitative nature of the research problem, an exploratory intention as well as the grounded theory approach of the study), it is important to identify methods of data collection relevant to the Public Administration discipline which are employed in undertaking this study. These three methods include the following data collection techniques, namely, a literature review as well as semi-structured personal interviews and focus group discussions. To understand the effects of the

development and implementation of the public housing policy in the Gauteng Province, focus group discussions were used as an exploratory method of research to supplement the semi-structured personal interviews and the literature review. The principal means employed to do research for this study was, therefore, a literature review.

Seeing that the activities in the domain of national public housing policy are currently concerned with many aspects of Public Administration, the literature that was consulted covered a wide spectrum of discourse themes – comprehensive literature on aspects such as theories, classifications, approaches, case studies, archival material that represented important literature sources of case studies, and factual information regarding the development and problems of public housing.

6.2.6 Literature review

Chapter two (Section 2.2, pp19-22) of this study deals with the importance of undertaking a literature review of the national public housing policy. A review of the relevant literature assists researchers in ensuring that the research net is cast wide in order to determine the truth about the studied phenomena (Brynard and Hanekom, 1997: 30). In addition to that, Majam and Theron (2006: 605-606) distinguish the purpose of the literature review, namely, to be identifying:

- Gaps in knowledge and developing a research problem.
- A theoretical framework upon which to base the study.
- Issues and variables related to the research topic.
- Relevant research methodologies.

In undertaking the literature review of this study, particular attention is given to specific concepts that could assist in exploring the development of the public housing policy in the context of South Africa. The concepts include the following:

Government, public housing, low income households, land management, informal settlements, housing market, housing tenure options, homelessness, public-private partnerships, urbanisation, housing development and households' income. Conceptualisation, theories and models applicable to these concepts are specifically focused on by the researcher. In a practical sense, the literature review was undertaken in Chapter two, and generally throughout this study.

Material was obtained through various sources such as the catalogue of dissertations and theses of South African universities (GKPV); University Info-Auditorium and South African Indices: NICS S.A. and the Internet. These included:

- Relevant published books.
- Unpublished dissertations and theses.
- Research reports.
- Official reports, documentation and speeches.
- Articles from academic journals.
- Newspaper and magazine articles.
- Internet.
- Unpublished lectures.
- Study visits by the researcher to non-governmental organisations in the United States of America, United Kingdom and Wits University in Johannesburg, South Africa.

However, it was possible to supplement the existing literature with questions posed during unstructured conversational interviews of an academic and popular nature, through semi-structured personal interviews and focus group discussions with the officials within the national Department of Housing, members of Gauteng Housing Research Forum, officials of the City of Johannesburg Metropolitan Municipality and ward councillors of the Mogale City Local Municipality.

6.2.7 Semi-structured personal interviews

Leedy and Ormrod (2001: 159) elucidate interviewing in a qualitative study as rarely structured and it is either open-ended or semi-structured while revolving around a few central questions. These authors further argue that an interviewer should ask questions relating to the study with regard to any the following: people's beliefs about the facts, motives for undertaking certain decisions, present and past behaviours, the standards for behaviour (what people think should be done) as well as conscious reasons for actions or feelings. The focus group discussions in this study were undertaken particularly to pose these questions in the context of the effects of the development and implementation of the national public housing policy.

In Public Administration studies, interviews are more popular than many other methods of data collection. According to Brynard and Hanekom (1997: 32) this is so because interviewing allows the researcher to explain questions whenever respondents are not clear about the questions. Interviewing manifests several types which include, but are not limited to:

- Formal interviews in which questions are asked in a standardised format.
- Less formal interviews which allow the interviewer to modify the sequence of the questions, alter the wording, explain and/or add to the wording.
- Completely informal interviews whereby an interviewer may raise numerous key issues instead of having a set questionnaire.
- The non-directive interview in which the interviewer takes more of a subordinate role during the interview process to give more room and contribution to the respondent (Mahlangu, 1987: 88).

The nature of this study and the definitive role that particular points of departure plays in the development of the various themes and research questions call for selective interviews as a supplement and, hence, secondary research instrument.

Put differently from the above discussions, this study undertakes semi-structured personal interviews to allow interactions between the researcher and the respondents. This interaction allows follow up questions to be posed to respondents. According to Leedy and Ormrod (2001: 159) semi-structured personal interviews are more flexible and more likely to yield information that the researcher had not planned to ask for. In this study, semi-structured personal interviews with senior officials, specialists and experts from the national Department of Housing were arranged as well as with academics, and persons and associations from other stakeholders such as non-governmental organisations to verify, interpret and clarify supplementary data or test certain assumptions or criteria. A more focused data collection method was adopted to arrange for the focus group discussions with the participants in the Gauteng Housing Research Forum, the City of Johannesburg Metropolitan Municipality and the Mogale City Local Municipality.

6.2.8 Focus group discussions

The suitability of the focus group method to exploratory research is also emphasised by scholars such as Manheim and Rich (1995: 374). Greenbaum (2000: 3-4) argues that the use of focus group discussion in a qualitative research technique should engage the views of the respondents about a particular topic. The intention of the focus group discussions is to encourage the participants of the session to interact with each other to enhance the quality of the research output. Manheim and Rich (1995: 370) provide a basic definition of focus group discussion as a method of bringing together small groups of carefully selected individuals for an in-depth discussion of some topic which should be guided by a facilitator or moderator. These authors further argue that to facilitate such a discussion of learning how people think, focus groups can be used. Some of the purposes for which focus groups could be used include for the following:

- Formulate research propositions for future studies.

- Assist in developing data collection methods.
- Improve the interpretation of data collected by other means.
- Produce data that is directly useful in directing research (Manheim and Rich, 1995: 370).

The use of focus group discussions (interviews) in this study relates to at least one of the purposes mentioned above, that is, the improvement of data collected by other means. Other means in this study which have preceded the focus group discussions in the collection of data refers to the literature review.

However, researchers have not come to agree on the actual number of respondents to be interviewed together. On the one hand, Bless and Higson-Smith (2000: 110) believe that while a focus group is more commonly used in social science research, a carefully selected group of between four and eight respondents would be sufficient. On the other hand Babbie (2001: 294) argues that typically, 12 to 15 people are brought together in a room to engage in a guided discussion of some topic. These differences in opinion (probably in experience as well) suggest that the decision on the number of participants depends upon the nature of the research being undertaken as well as the researcher's group facilitation skills. This means a more novice researcher would require fewer participants to manage the group interviews properly, while an experienced researcher should be able to facilitate a group of up to twenty respondents in a single discussion. Greenbaum (2000: 10) agrees with this assertion when discussing the authority of the moderator among many other elements which can make a focus group discussion work. The author mentions that the authority of the facilitator could be questioned by participants and this has the potential of negatively affecting the efficacy of the group's contribution to the research. While an approach in the selection of (focus group discussion) respondents requires an understanding of the entire population and sample, it suffices to discuss this matter in the context of this study below.

6.2.9 Population and sampling

In an attempt to answer the question of who should be interviewed, Sanders and Pinhey (1983: 94) mention that the selected persons for interview sometimes fit into the same social categories researchers fit into themselves. In this regard, the researchers would mainly target those respondents who are comfortable to talk and thus render the study, which should represent all the characteristics of the larger population, biased. This approach constitutes a major problem because it would be deemed unrepresentative.

Total population refers to the entire, complete or aggregate sets of elements, objects, individuals, cases, events which are the focus of the research and about which the researcher wants to determine some characteristics (Bless and Higson-Smith, 2000: 84; Mouton, 1996: 134). To ensure that data collection activities are undertaken and completed, a sample from the target population is usually determined. The target population in this study is made up of 71 respondents from the members of the Gauteng Housing Research Forum: 25; including officials from City of Johannesburg Metropolitan Municipality: 14 and ward councillors of the Mogale City Local Municipality: 32. The details of the target population appear in Table 6.1 on p311.

Sampling is referred to as the process of selecting objects or phenomena when it is impossible to have knowledge of the entire collection (population) of the phenomena. It is also regarded as the process of drawing conclusions about unknown population parameters from the known sample statistic (Bless and Higson-Smith, 2000: 84; Mouton, 2006: 133). Sampling allows researchers in Public Administration to facilitate a systematic selection of objects from the total population. Unlike the quantitative researcher, the grounded theorist in qualitative research does not decide on the size of the sample population before the study begins. Participants are not recruited on a representative basis, but rather because of their expert knowledge of the phenomenon under inquiry. In fact, the

researcher selects informants who are experiencing the social process under investigation. The sample size is also not fixed as in statistical sampling used in the quantitative approach; rather, it ideally relies on what is called theoretical sampling. Participants in focus groups are not likely to be chosen through rigorous, probability sampling methods. This means the participants do not statistically represent any meaningful population (Babbie, 2001: 294, 361).

Two types of sampling in research applicable to this study exist, namely, probability and non-probability sampling. Probability sampling refers to the method that can be relied on to approximate a representative sample while non-probability sampling refers to the methods which should not be assumed representative. This means that the non-probability sampling method cannot always guarantee that the sample size observed is a representative sample (Babbie, 2001: 178-182; Sanders and Pinhey, 1983: 94). In this research, a non-probability sampling method used was snowball and purposive sampling which were applied during the facilitation of the semi-structured personal interviews and focus group discussions.

Before these sampling methods are further discussed, it is necessary to understand the rationale regarding the choice of the three sets of data surveyed in the study. The basis for this choice is premised upon the need to get as much as possible data from a variety of stakeholders. This is because the housing stakeholders are highly varied and complex to understand. Therefore, the involvement of the three different groups (see Chapter seven, Section 7.3-7.5, pp324-405 for details of the stakeholders) provides an indication of the varied stakeholders as well as their perceptions and experiences on public housing issues in the Gauteng Province. Chapter one (see Section 1.7, p10-13) provides an explanation of the geographical region which uses municipalities as forming the key part of the province. This is because the understanding of the effects of the provincial housing policy cannot be understood holistically if municipalities as key stakeholders are not a focal point for the study.

6.2.9.1 Snowball sampling

In this method, research subjects are recruited and then asked to help recruit additional subjects. The advantage of this sampling method is that it can build up sample sizes quickly as well as identify subjects that are hard to locate (Ellis, 1994: 172). The application of this method in this study was undertaken during facilitation of both the semi-structured personal interviews and focus group discussions.

6.2.9.2 Purposive sampling

Selecting a sample on the basis of knowledge of the population and the purpose of the study is sometimes appropriate and could be referred to as purposive sampling. This sampling method is based on the judgment of the researcher regarding the characteristics of a representative sample. An approach is to select units that are judged to be the most common in the population under investigation. However, the danger associated with this type of sampling is that it relies heavily on the subjective considerations of the researcher rather than on an objective criterion (Babbie, 2001: 179; Bless and Higson-Smith, 2000: 92). In this study, the identification of the subjects is done through such a purposive sampling approach for the three focus group discussions which were conducted with the Gauteng Housing Research Forum and both the councillors in the Mogale City Local Municipality. The last group of officials within the City of Johannesburg Metropolitan Municipality has a mix of both snowballing sampling because reference was given by a known official to the researcher and purposive sampling because the municipality was targeted (purposively included in the sample) for sampling purposes.

Table 6.1: Purposive sample size and variables of the collected data

Institution	Total Population	Target population	Proportional sample	Gender	Age
Gauteng Housing Research Forum	32	25	15 (60%)	Female=9 Male=6	30 to 50
City of Johannesburg Metropolitan Municipality	40	14	7 (50%)	Female=5 Male=2	31 to 40
Mogale City Local Municipality	42	32	19 (59.375%)	Female=11 Male=8	32 to 65
TOTAL	114	71	41	Female=25 Male=16	N/A

Table 6.1 above makes provision for the purposive sampling method as used in this study. The information regarding the total population (N=114) of each set of data, target population (n=71) as well as the proportional representation (sample=41) is provided for here. The average representativity of the sample is 57.746. Additional information regarding the sample is provided on the gender and age differentiations of respondents. The semi-structured personal interview questionnaires were administered to all the respondents by the researcher with research assistants employed to circulate and collect the questionnaires. Again, the semi-structured personal interviews were conducted by the researcher in person. This gave the researcher an opportunity to interact with respondents and make follow-up questions where clarity was required. This element is also clear in Chapter seven (see Chapter seven, Section 7.3-7.5, pp324-405) where questions are asked and then follow-up questions are posed to understand the details of the responses. Applicable elements of data collection in this study to describe the manner in which data was collected are discussed below.

6.3 DATA COLLECTION

In order to understand the tools and methods of data collection employed in this study, three key elements are identified, namely,

- Design and structure.
- Pre-testing.
- Administration.

These elements receive detailed discussion below in the manner in which they have been employed in the study.

6.3.1 Design and structure of the semi-structured personal interview questionnaire

The design and structure intend to provide a layout for ensuring that respondents understand the logic of questions used. In this way, respondents are able to share their experiences and views with a broader thinking.

6.3.1.1 Design

The design and application of the semi-structured personal interview questionnaire in the study is presented in Chapter six, Section 6.2.7, pp305-306. The intention of this study to use this data collection method to make an attempt to respond appropriately to the research question of the study, in particular, the extent to which public housing policy is able to respond to the public housing problems of the Gauteng Province. This ensures that the researcher (interviewer) has respondents in mind when drafting the questions. In this regard, a semi-structured personal interview questionnaire is flexible enough to allow interaction with the interviewer and among respondents themselves to clarify interview questions. Bless and Higson-Smith (2000: 107) are of the view that in an exploratory research of this nature, semi-structured interview questions are essential. The designing of this questionnaire has taken into consideration the following aspects (Bless and Higson-Smith, 2000: 113-116):

- Do not begin to develop a questionnaire by drafting questions.
- Always take into account the needs, interests, and problems of the respondents.
- The researcher should give grave attention to the wording of questions.
- The researcher should structure questions carefully.

6.3.1.2 Structure

The structuring of the questionnaire was similar for all the three sets of respondents (see Appendix 2, pp482-487). This was necessary to allow smooth facilitation of the interviews. It is necessary to indicate that all three groups were treated as focus groups in which participants were able to discuss questions among themselves in a single sitting. The questionnaire has seven questions with several sub-questions to guide follow-up questions. Of the seven main questions, an objective is provided and followed by the sub-questions which are intended to unpack the main objectives of the study (see Chapter one, Section 1.6, p9). An attempt to link Chapter one with Chapters six and seven is made. In Chapter one the objectives of the research are outlined while in Chapters six and seven research design and methodology as well as data analysis and interpretation are made. This approach is intended to facilitate a logical flow of discussions in the study which is reflected in the outcomes. The contents of the semi-structured personal interview questionnaire can be summarised as follows:

- **Purpose:** The purpose of the semi-structured personal interview questionnaire and focus group discussion questions is to collect primary data from a wide range of housing practitioners, scholars, experts, policy makers and decision makers within the Gauteng Province. In this regard, members of the Gauteng Housing Research Forum, the officials within the City of Johannesburg Metropolitan Municipality as well as ward councillors in the Mogale City Local Municipality were used as the respondents for the collection of primary data. The language used in the compilation of the questionnaire and the semi-structured personal interviews was English.
- **Question 1:** The influence of international practices on the development and implementation of the national public housing policy in South Africa. The questions are attempting to assist this study to identify applicable

approaches, trends and tendencies that are similar and different in the development and implementation of public housing policies.

- **Question 2:** Historical overview of the development and governance of public housing policy from 1948 to 2005. Question two focused on whether public housing officials relate to the challenges of development and implementation of the national public housing policy between 1948-2005.
- **Question 3:** The guidelines and features of the national public housing policy. The questionnaire contained questions intending to understand different aspects relating to the effects of the guidelines, features and strategies that are implemented to combat the housing problems in South Africa and the Gauteng Province.
- **Question 4:** The effects of the national public housing administrative reforms during the period 1994-2005. The respondents were expected to answer whether the effects of the nature and character of public housing policy and the administrative framework to implement housing policy in the dispensation of 1994 in the Gauteng Province are sufficient.
- **Question 5:** Practical administrative challenges within the Gauteng Department of Housing to implement the *Housing Act* 107 of 1997. The aim of the question was intended to understand whether administrative support systems including human and financial resources are appropriately managed.
- **Question 6:** The constraints, problems, obstacles, failures and successes (negative and positive effects) of the national public housing policy in South Africa. This question considered whether in general, the efforts to provide public housing are regarded as successful or not.

6.3.2 Pre-testing the semi-structured personal interview questionnaire

Scholars such as Babbie (2001: 209) as well as Bless and Higson-Smith (2000: 68) mention that the researchers measure the dependent variable or baselines which are expected to bring about some changes to the study. In most cases, pre-testing and post-testing are coupled and consider the differences between and after the scores as a result of an activity or event which occurred in-between. However, this process is usually done during experimental design surveys.

Pre-testing in this study represents a different process from the latter explanation. This is with regard to the pre-testing of the survey instruments in order to ensure that, among others, misunderstandings, incomplete concept coverage, inconsistent interpretations and context effects are attended to. This is necessary because the pre-testing of the questionnaire assists establishing whether (Collins, 2003: 231):

- Respondents understand question concept and tasks.
- Question concepts and tasks are understood in a consistent manner.
- Questions concept and tasks are also understood in the way intended by the researcher.

In addressing the above concerns, debates and discussions were held with senior members of the staff in the Department of Public Administration and Management of the University of South Africa. These senior members are highly experienced in drafting of semi-structured personal interview questionnaires and in the facilitation of focus group discussions. The intention was not only to review the questions and to ensure that they are thorough in addressing the research problem of the study, but also to ensure that the general guidelines and concept clarification are understandable to the respondents. This process led to several changes being effected in both the guidelines and actual formulation of initial questions before they were administered to the respondents.

6.3.3 Administration of the semi-structured personal interview questionnaire

Before meeting with the groups and conducting semi-structured personal interviews and the focus group discussions, the questionnaire was distributed *via* e-mail to respondents for preparation. The period varied between the three focus groups from a week (five days) to a month (30 days). This was intended to assist respondents to read through the questionnaire and prepare responses or clarifications where necessary. Each questionnaire was accompanied by a covering letter explaining the purpose of the interview, confidentiality, proposed structure and the contact details of the researcher for further information after the interview (see Appendix 2, pp482-487 regarding interview questions and coverage). The researcher undertook to conduct the research himself in all three focus groups and as a result the response rate and participation were satisfactory (see Table 6.1 on p311).

6.4 DATA ANALYSIS

The results of the semi-structured personal interview questionnaires are presented and analysed to ensure that the input of the focus group discussions is properly understood. This is necessary because the views, perceptions and experiences of the responses of the members of the Gauteng Housing Research Forum, officials of the City of Johannesburg Metropolitan Municipality, as well as ward councillors of the Mogale City Local Municipality are consolidated and analysed. A thorough analysis and interpretation of the data is undertaken in Chapter seven to further unpack the explanations in this section.

6.5 SUMMARY

The significance of this chapter was to further highlight several methodological choices and challenges experienced during the study. As indicated in Chapter one, the purpose of Chapter six has been to expand on a scientific path in this research to ensure a valid and reliable data collection approach. In the next chapter, a data analysis is done and research results are also interpreted.

CHAPTER SEVEN

DATA ANALYSIS AND INTERPRETATION OF THE RESULTS OF THE SEMI-STRUCTURED PERSONAL INTERVIEW QUESTIONNAIRE AND FOCUS GROUP DISCUSSIONS

7.1 INTRODUCTION

In Chapter six, an elaboration regarding the research design and methodology was undertaken to justify the manner in which data collection was handled in this study. This intended to ensure that Chapter seven provides the necessary details regarding how data will be analysed and interpreted through various steps as outlined on the next section. Semi-structured personal interviews and focus group discussions are applied as the main data collection methods which are supplemented by the literature reviews in Chapters two, three, four and five. Three sets of data gatherings through these semi-structured personal interviews and focus group discussions are provided for in this chapter. The first set of data is collected among members of the Gauteng Housing Research Forum. The second set comprises of officials of the City of Johannesburg Metropolitan Municipality. The third and last set of data is collected among ward councillors of the Mogale City Local Municipality. An attempt was also made to keep the semi-structured personal interviews and focus group discussions in line with the study objectives of this thesis as outlined in Chapter one. In fact, the formulation of the semi-structured personal interviews and focus group discussions was done using each study objective (only the first five as provided for in Chapter one, Section 1.6, p9) of this study. As a result, upon presentation of each set of data, a summary of the responses is provided in line with each of the study objectives. Data analysis and interpretation of the research results are discussed below.

7.2 DATA ANALYSIS AND INTERPRETATION

In order to ensure that a research problem of any study is properly understood, primary data should be collected. The collection of primary data is usually followed by the need to analyse and interpret data to ensure that its use is maximised and properly understood. The operationalisation of the two concepts, data analysis and interpretation is undertaken below. The first part of the discussion concerns the manner in which data has been analysed in this study.

7.2.1 Data analysis

Ladikos and Kruger (2006: 161) posit that it is important to analyse the transcribed interviews with the aim of identifying common themes as well as to analyse the experiential world and experiences of the respondents (stakeholders). Babbie (2001: 294) warns that whenever a focus group interview is undertaken, typically more than one group is convened because of the serious danger that a single group would be too atypical to offer any generalisable data. In this study, three different groups are convened at different times and places. During the data collection process in all the groups, both the semi-structured personal interviews and focus group discussions were used. Similar to the questions, the responses of the semi-structured personal interviews and focus group discussions have been relevant and in line with the objectives of this study.

The first group of semi-structured personal interviews and focus group discussions (interviews) were conducted at the Gauteng Housing Research Forum meeting (fifteen participants responded) which is made up of members from various housing backgrounds such as provincial and municipal officials, consultants, researchers, and academics. The second group of semi-structured personal interviews and focus group discussions included interviews with members of the City of Johannesburg Metropolitan Municipality. Seven members

of the middle management level (assistant directors and deputy directors, who serve as regional managers) participated in the discussions. The third group of discussions (interviews) was held at the Mogale City Local Municipality which comprised of nineteen ward councillors. The purpose of analysing the transcribed discussions is to ensure that the experiential world of all the stakeholders with regard to the effects of the implementation and development of the public housing policy in the Gauteng Province, is understood. As already indicated in Chapter six, (see Section 6.2.5, pp300-303) a grounded theory approach is employed primarily to analyse a qualitative research study such as this one. Below, a discussion regarding the manner in which data is interpreted is undertaken.

7.2.2 Data interpretation

The interpretation of data is important to understand the qualitative experience of the stakeholders in the Gauteng Department of Housing and the two municipalities, namely, the City of Johannesburg Metropolitan Municipality, and the Mogale City Local Municipality. In such interpretations, distinction could be drawn between a measurable, semi-quantitative research approach (questionnaire) and the interpretation of the qualitative experience of the respondents. This study is purely qualitative and employs mainly tools relevant to qualitative research. Ladikos and Kruger (2006:161-162) further advise of six steps which are necessary for the analysis and interpretation of the collected data in qualitative research using semi-structured personal interviews and focus group discussions. The steps are:

- Step one: Formulating the research questions.
- Step two: Arranging follow-up interviews.
- Step three: Reading and analysing transcriptions.
- Step four: Coding.
- Step five: Main discussions of the collected data.

- Step six: Commencement of academic writing.

The steps are extrapolated in this study as follows:

Step one

The appropriate questions in line with the research objectives of the study were formulated. Some questions were adapted in some interviews and follow-up questions were made in order to achieve clarity. In this study, the researcher made an attempt to stick with similar questions to various stakeholders to ensure consistency and appropriate data analysis and interpretation.

Step two

Follow-up interviews in some cases were arranged with the respondents. While the impressions of the researcher were highlighted during this process, after completion of interviews, data was recorded in a logical manner.

Step three

In this step, transcriptions were analysed and read. Subsequently, notes of the general themes were made. The intention during this step was to concentrate more on the primary data to fully understand the views and experiences of the stakeholders regarding the implementation and development of the public housing policy as well as the extent to which the public housing policy is able to address public housing problems in the Gauteng Province.

Step four

Once again, the transcriptions were read during step four. The central themes and points were identified and summarised thereafter. This process is referred to

as 'coding'. As already highlighted above, the researcher uses a coding system to analyse and interpret data collected through semi-structured personal interviews and focus group discussions. Coding assists the researcher to interrogate the data to ensure that the respondents have been understood properly by the researcher. In line with the research problem of the study, the respondents' views (regarding the effects of the implementation and development of the public housing policy in South Africa with reference to the Gauteng Province) were interpreted. Relevant themes and points emerging from the transcripts of the interviews were identified through the coding process.

Step five

Subsequent to the identification of the relevant themes, discussions under the main themes were undertaken. Once again, the themes were read to ensure that responses react to the intended objectives and that a logical flow of data is attained.

Step six

In step six, academic writing began. Abridged versions of interviews were presented under the study objectives which were identified in Chapter one. It was during this step that transcriptions of the interviews were repeatedly consulted to ensure that the context and original significance of the data are not overlooked.

As earlier indicated, three sets of data, in which semi-structured personal interviews and focus group discussions were undertaken, are presented. The next section provides the first set of data with analysis and interpretation of the results of members of the Gauteng Housing Research Forum. The intention is to determine the extent to which housing practitioners (municipal and provincial officials), researchers and consultants view the effects of the implementation and

development of the public housing policy as well as the extent to which the public housing policy has been successful in the Gauteng Province.

7.3 FOCUS GROUP A: PERCEPTIONS AND EXPERIENCES OF MEMBERS OF THE GAUTENG HOUSING RESEARCH FORUM

The Gauteng Housing Research Forum is made up of members of the provincial department, municipalities, institutions of higher learning (for example, the University of Witwatersrand), research bodies (such as Human Sciences Research Council), other provincial government departments (such as the Gauteng Department of Housing and Local Government) and private sector companies (for example, the Banking sector) in the Gauteng Province. This Forum comprises of a cohort of members highly specialised in the housing field within the Gauteng Province. Fifteen members participated in the semi-structured personal interviews and focus group discussions. Proof of authorisation to conduct the semi-structured personal interviews and focus group discussions as well as to administer the questionnaire from the organisers of the forum meetings is attached as **Appendix 3, pp488-489**.

Question 1

OBJECTIVE: To explore whether any international practices have influenced (had a positive effect on) the development and implementation of the national public housing policy in South Africa.

Interviewer: According to your understanding do you think that South Africa should consider national public housing policies of other countries (be influenced – effect) in the provision of public housing?

Focus group responses: Yes. If the experiences of other countries are considered in South Africa, more knowledge on what works and what does not, could be shared. The policies of other countries could assist us in South Africa to learn about how a policy is adjusted to cater for the growing population. Again, South Africa should consider the policies of other countries, especially if those policies do not promote dependency on the state and a lack of responsibility of the communities. Other lessons which I think South Africa requires internationally include integration of the skewed settlements patterns as well as how to utilise land effectively for public housing purposes. For example, the integration of East and West Germany could be applicable. We should use other countries as models, especially those that have been successful in the development and implementation of public housing policies. The reason South Africa should consider policies of other countries is because it does not operate in a vacuum and should influence and be influenced by other countries as well as to benchmark internationally and widening options of housing provisions.

I am of the opinion that South Africa should consider policies of other countries to a very limited extent. This is because of the need to understand that South African conditions and context is more necessary than taking account of what others are doing. Thus, in a case where some policies are deemed relevant for South Africa, they should be carefully adapted to suit our context. However, I believe that the context approach is difficult to deal with because it needs to include budget constraints and policy appropriateness.

Interviewer (follow-up): To follow-up this question, what route would you suggest to successfully develop and implement national public housing policies in South Africa as on the basis of best international practice? Would you suggest a free market system or increased governmental intervention? Motivate your answer.

Focus group responses: You must understand that South Africa has the poorest of the poor of the world which are in need of basic government services. If these

poor do not get any assistance from the government in housing them, the inequality gap would continue to exacerbate. This means, if governmental intervention is reduced, poverty alleviation through public housing provision is the same as being withdrawn and government abdicating its responsibilities. I believe that governmental intervention should be increased because public housing challenges are increasing otherwise the situation can get out of hand as we have already seen with a lot of service protest marches taking place throughout the country.

Interviewer (follow-up): To make a follow up in the context of the Gauteng Province, in your opinion, has the Province (Gauteng) allowed external interventions to positively influence (effect) public housing policy development and implementation?

Focus group responses: (This question has drawn mixed responses from the Forum members). The one part of the group said: we felt that there have been sufficient external influences on the development and implementation of housing policy, hence, the continuous improvement on the quality of low-cost housing in the Gauteng Province. However, the others said: we think that the influences should not be adopted at the provincial level, but should be a policy position of the national government. If the Gauteng Province allows other interventions and influences from other countries, there could be confusion on the provincial housing policy and which ones (influences and interventions) provinces have to comply with.

Question 2

OBJECTIVE: To understand whether public housing officials relate to the challenges of development and implementation of the national public housing policy between 1948 and 2005.

Interviewer: What would you say could be regarded as major problems [have negative effects] in terms of the national public housing policy before 1994? Motivate your answer.

Focus group responses: Oh yes! A myriad of problems could be identified. I am of the opinion that they include a lack of adequate housing provision suitable to the urban dwellers. Other problems that I can think of include urban migration, the unemployment rate and the apartheid city with skewed or segregated settlement patterns which are the problems of the apartheid policy that retained its legacy in post-1994 South Africa. This was the policy of segregation in which only whites benefited in the ownership of houses, while the majority of blacks were only allowed to use a 20-100 years lease agreement in accessing peripheral housing, without being allowed to own any property in urban areas. Ethnic allocations of housing were used as approaches to ensure that different ethnic groups were separated from one another. For example, in Soweto (a metropolitan area in the Gauteng Province) there are sections dedicated for particular ethnic groups. You will also remember that the pre-1994 problems were constituted of the racial classifications of housing allocations as well as poor maintenance and management of the public housing stock. The reaction from the blacks was mainly in the form of defiance and resistance such as through non-payment of rent. Massification of housing away from the main economic activities, stratified (multi-layered) economic opportunities and the poor spatial planning as well as lack of integration strategy are some of the main identifiable pre-1994 problems which I can think of. I can also add to the list that lack of housing and other socio-economic status data, lack of public participation policies for the majority of the citizens, and lack of focus on the rural provision of housing are included. In terms of government administration, there were myriad departments of housing in different homelands and Bantustans.

Finally, it is common knowledge that the pre-1994 regime did not allow blacks to own property including housing. At the same time there were no appropriate

tenure options, except for the rental options. This option was also limited for only those (blacks) who were employed in urban areas.

Interviewer (follow-up): To make a follow up and understand this question in the context of the Gauteng Province, do you think that the development and implementation of the national public housing policies before 1994 had any effects on housing delivery in the Gauteng Province? Motivate your answer.

Focus group responses: Absolutely yes. The negative effects of housing policy pre-1994 were clear in that since the policy of separate development and failure to integrate the different groups was championed by the National Party regime, it became obvious that different race groups benefitted differently. Obviously, the more advantaged group was whites. Segregated housing development which has been located away from economic activities and employment opportunities has resulted in the history of the housing policy prior to 1994. The historical conditions which existed in South Africa were high levels of poverty and inequality.

Yes, but it is necessary to indicate that there was a lack of a dedicated housing policy which was intended to solve problems facing all South Africans. In fact, I believe that other social interventions of the pre-1994 government have failed to address the public housing demand. The establishment of the homelands and Bantustans meant the creation of separate housing departments in the same country which, I understand, has made life difficult for South Africans including those who are residing in the Gauteng Province currently.

Interviewer (follow-up): To make another follow-up, would you say that the development and implementation of the national public housing policies had any effect on housing delivery in the Gauteng Province after 1994? Motivate your answer.

Focus group responses: Yes, in some instances I can say that there were cogent effects of national policy in the province. Despite the efforts by government to emphasise the quantity approach in 1994 through the White Paper on a New Housing Policy and Strategy for South Africa of 1994, poor planning in terms of infrastructure provision and peripheral housing provision was perpetuated. While this approach was later changed, housing delivery can still not match housing demands for the low income households as we observe by the figures published in the national housing website (www.housing.gov.za).

However, an optimistic view that I hold regarding the development and implementation of the housing policy is that actual housing delivery for low-income households commenced effectively in 1994. The target was to deliver one million houses within five years of the democratic period. We have also seen various approaches which were introduced to accelerate housing provision as examples of positive effects which policies have had on the delivery of housing. These include the programme to upgrade hostels which focuses on the use of the existing hostels as social or rental housing. The delivery of 2.6 million houses in 14 years is not regarded as bad, but the number of shacks is alleged to have outnumbered housing development during a similar period.

Interviewer: In your opinion, is it important that housing officials in the Gauteng Province should have knowledge of the effects of the national public housing policy? (The purpose of this question is to establish whether members of the Forum can articulate the housing problem so as to seek the most appropriate solution. This is in line with the stated objective above (see question 2, p325).

Focus group responses: (Some parts of the group asserted that): We do not agree that much impact will be had on the effects of the national public housing policy if officials know the effects or housing policy. This is because the policy document is intended to guide implementation in addressing public housing problems which housing officials must focus on.

(The other part of the group felt that there is a necessity for housing officials to have knowledge of the housing policies at the national, provincial and municipal levels to ensure that the housing delivery is increased). We believe that there is a general consensus that the housing policy knowledge is crucial and irreplaceable. This is reasoned by the fact that once there is proper knowledge of the public housing policy, the implementation should also follow smoothly.

(While agreeing to the need to have knowledge of the housing policy, one public official respondent in the focus group confessed to possessing no knowledge of the housing policy in Gauteng at all).

I am employed in the provincial department and I do not possess any housing knowledge or background and sometimes this limits my potential and capacity in making proper housing decisions and at times implementing the housing policy. We also feel that since policy informs all planning processes, knowledge of the policy cannot be replaced. The monitoring and evaluation of the implementation of housing follows after the knowledge and implementation, or else, there would not be a need to monitor and evaluate housing policy implementation. I therefore believe that the other benefit of the knowledge of the housing policy is that it makes officials conscious of the provision for integration, coordination and resource allocation as well as future planning.

(Another respondent provided a divergent view from the above two in the following manner:). My opinion is that knowledge of the policy is a non-issue, the understanding of intergovernmental relations should be taken seriously in advancing the delivery of housing. Intergovernmental relations must be seen to be referring to the inclusiveness of the district municipalities and metropolitan municipalities in the quest to provide housing in the Gauteng Province.

Interviewer: Do you think it is important that housing officials in the Gauteng Province have knowledge of the effects of the national public housing policy implemented after 1994? Motivate your answer.

Focus group response: Absolutely yes. This is the reason we attend workshops on housing policies for officials within the Gauteng Province which are designed to empower officials. Some departments like ours are taking the initiative of ensuring that their officials participate in housing activities such as the Gauteng Housing Research Forum to understand the mandate as well as the general environment of housing. In other cases, other additional workshops, for example, on the *Batho Pele*⁶ Principles are offered to the officials. This means some of our departments are taking this initiative seriously to enhance the competency of its official to ensure that we deliver housing effectively.

I also agree that the review of the National Housing Code by the national government in consultation with the nine provinces has been a necessary exercise. This review is intended to ensure that some of us as housing officials and practitioners are provided with knowledge of the current legislation as well as ensuring understanding of our participation in the process of public housing delivery.

Question 3

OBJECTIVE: To find out whether the guidelines and features of the national public housing policy, legislation and strategies are taken into consideration in the delivery of public housing services in the Gauteng Province.

Interviewer: In general, how familiar do you think housing officials working in the Gauteng Province are with the requirements of the national public housing policy

⁶ The development of the White Paper on the Transformation of Public Service Delivery of 1997 has also brought about the famous eight principles of *Batho Pele* to serve as guidelines on how public officials serve and treat their customers. A detailed discussion on this aspect is in Chapter five, Section 5.3.3, p227-233.

guidelines, legislation, and strategies? Do you think this has any negative or positive effect on public housing delivery in the Gauteng Province?

Focus group responses: Ok, since we have been attending some workshops and seminars to familiarise ourselves as officials in the Gauteng Province with the existing guidelines and policy frameworks, I can say that in general sense officials in the Gauteng Province are fairly familiar with the existing policies. But you will agree with me that this has not always translated into housing delivery, thus the current public housing delivery rate has been sluggish. So, I believe that it is not always possible to measure housing delivery by the knowledge possessed by housing officials.

I can also say that knowledge of the legislation and guidelines is not an issue in successfully implementing housing policies in the Gauteng Province. What I believe is an issue is whether government departments can rise above the challenges and coordinate housing activities through intergovernmental relations and planning in general. This has not been explored sufficiently, hence the inability of government to effectively address public housing problems in the Gauteng Province and elsewhere in South Africa.

Interviewer (follow-up): If you allow me to make a follow-up here, how would you argue (or reason) the knowledge levels of the Gauteng Province housing officials on the Constitution of the Republic of South Africa of 1996 regarding the housing rights of citizens?

Focus group responses: As you would very well know, the mere reason that there are rights of citizens and waiting lists is an indication that housing officials understand the constitutional rights of citizens. Also the administration requires that a beneficiary or applicant for low-income housing should be in possession of a green bar coded identity document and be a South African citizen.

Interviewer (follow-up): If you allow a follow-up here, do you think the knowledge levels of the Gauteng Province housing officials regarding the content of the *Housing Act 107 of 1997* and *Gauteng Housing Act 6 of 1998* are appropriate to implement them timeously and to the letter of the word?

Focus group responses: You will understand that there are two sides to this: on the one side, there is appropriate knowledge of the national and provincial policies. However, the necessary resource allocation, effective management and corruption of officials may be both positive and negative contributing factors to accelerate public housing delivery in the Gauteng Province. The test of the knowledge of the policies manifests in whether policies can be successfully implemented with a proper monitoring system which focuses on the impact of such policies on the communities. On the other side, I believe that since there is a huge waiting list and backlogs on the delivery of public housing, the aspect of timeous delivery has not been adhered to. In solving these problems, I also believe that a proper knowledge of the relevant legislation could ensure a timeous and successful implementation of the housing policy. I can also emphasise the need to massify the provision of public housing. This has not been undertaken and the intergovernmental policy framework could be useful in this regard. As some of us are public officials, we believe that knowledge of the applicable legislation and strategies provides space for integration, coordination and resource allocations which assist in improving policy implementation as well as future planning.

Interviewer (follow-up): In making a follow up, would you say that the slow rate of housing delivery in the Gauteng Province can be attributed to a lack of knowledge among housing officials regarding the requirements of the new housing policy and strategy (for example, the *Housing Act 107 of 1997*, the *Gauteng Housing Act 6 of 1998* and *Intergovernmental Relations Framework Act 13 of 2005*). Provide reasons for your answer.

Focus group response: It not always true that the delivery rate of public housing should be attributed to the knowledge issue, but I understand that it can also fall under resource availability. Resources can be human, financial and technological, among others. Again, from the experience of practitioners, we also know that since citizens are not stationed in particular areas and regularly move around (probably in search of better living conditions) sometimes they are not traceable to receive their housing benefits. For this reason, deliveries may not be received even during situations where houses have been constructed. We indicate this reason to show that it is not always on the side of government that housing delivery is disturbed, but also on the side of beneficiaries.

Interviewer: (Follow-up) how familiar do you think the housing officials of the Gauteng Province are with the responsibilities of the provincial government prescribed by the national Department of Housing?

Focus group response: Our perception is that since beneficiaries move around in search of a better life, at times the provincial officials are unable to understand the dynamics facing their situation (housing delivery challenges). Economic movements and migrations of beneficiaries to other provinces are being restricted to (a particular province) where they should receive their houses and thus compromise the quality of their lives. People at times are afraid to move to where they may have better economic opportunities because they have applied for a house in a particular area. Most of us think that this lack of coordinated database (of housing beneficiaries) of the nine provinces exposes the inefficiency and failure of the government system in assisting its people. The provinces and national government should collaborate in ensuring that the low-income households registered in a different province should be able to receive housing assistance in another province (at least in principle). This will expand the role of provinces by facilitating the *Intergovernmental Relations Framework Act 13 of 2005*. This response should indicate to you that we, as provincial officials, are knowledgeable regarding the provincial responsibilities in housing.

Interviewer (follow-up): To follow-up your response, would you consider the use of the Public Private Partnership (PPPs) model as appropriate to accelerate public housing delivery in the Gauteng Province? Motivate your answer.

Focus group response: The answer is an unwavering yes. This is because generally speaking and from our experience as officials and experts, the public sector operates under extremely limited resources. Therefore, these limited resources could be complemented by the use of alternative service delivery approaches of private sector resources through such partnership types. We must also indicate that the housing sector in South Africa has not seen substantial collaboration in projects between the government and private sector. It is possible to increase the delivery of public housing through such joint ventures, especially with private partner who mostly has the capacity and resources.

It is also important that you notice that there is currently a memorandum of agreement between government at the national sphere with the banks regarding the funding of the middle-income housing market. This has been a five-year agreement and we have seen the increase regarding the number of middle-income households who have benefitted from the agreement. We have also started to witness new challenges because some households are not able to sustainably repay their loans and have subsequently lost their houses while others have been able to afford to stay in their houses. We would like to caution that the motive of private sector involvement would still be to make profit and require innovative public housing management in their involvement.

Question 4

OBJECTIVE: To examine the effects of the national public housing administrative reforms during the period 1994 and 2005.

Interviewer: Do you think the South African government has the necessary administrative capacity to implement the national public housing policy, legislation and strategies at all levels of government? Motivate your answer.

Focus group responses: We also need to be careful how we respond to this question because there are two sides to it. The first answer is yes, because the actual construction of public houses has taken place since 1994. However, the challenges in the administration of housing are inextricably entwined with the aspect of land availability. This situation is more prevalent in urban areas where the strategically located land is usually in private hands, and in rural areas where the land is communal and administered by the chiefs.

The second answer is no. This answer can be attributed to the reason that most housing officials lack sufficient knowledge regarding policies and legislation. It follows then that administrative capacity may not be sufficient either. In answering in this manner, I think we will be doing justice to the question because it requires a more honest response.

Interviewer: Would you then argue that the mechanistic nature of the Gauteng Department of Housing (for example, the hierarchical structure, red-tape, strict rules, clear lines of authority) have any negative effects on housing delivery?

Focus group responses: Part of the group responses responded, no, saying the opposite is true. While decision making is centralised in the Gauteng Province, collaborations and cooperation at high levels among business units within the provincial government continue to take place.

The other part of the group responses agreed with the question. Our experience is that most of the time, this (mechanistic nature of the provincial government department) has contributed to power relation struggles between the provinces and municipalities. Provinces wield more power than municipalities as they have

a monitoring role, undertake housing construction, as well as provide grants to some municipal projects. At times, the province may not use the municipal housing waiting list when it is time to allocate the houses to households. The mechanistic nature of the organisational structure limits innovations by officials in the housing sector. I also notice that while government is highly hierarchical, there are no clear lines of authority or rather, they are not adhered to hence the deepening confusion regarding the functions of government. The current structure is composed of different functions that are not aligned to one another in the rendition of public housing services and thus serves as a contradiction to the Breaking New Ground policy (See Chapter four, Section 4.3, pp174-183). The duplication of resources has become the order of the day, for example, the lines of authority between the middle management (for example, the Assistant Director and Deputy Director – this is an example of the duplication of resources) and senior management (for example, Chief Director and Deputy Director General) is long and it hampers service delivery with all the administrative delays. The highly centralised decision-making powers attest to this model of rigidity and hierarchy which inhibit the acceleration of public housing development. Some of us in the public service become discouraged because of the long and slow lines of authority we have to comply with whenever we undertake our responsibilities in the delivery of housing. This is very demoralising at times.

Interviewer (follow-up): Allow me to make a follow-up to this response: would you suggest that there is a need for a change in the current organogram of the Department of Housing to improve (positive effect) service delivery substantially in the Gauteng Province?

Focus group responses: Not necessarily. This model has proven to be effective in curbing corruption as the bureaucratic system is in place to effect issues of accountability. The nature of this model is not a threat to public housing delivery, because senior officials understand the challenges on the ground. In cases where the governmental system is not sufficiently responsive to the housing

needs, assistance from the consultants and the private sector is sought since this is being encouraged through the legislation. Decentralising decision-making roles, such as allowing councillors to make housing allocations to community members when housing projects are completed, could assist in the speeding up of beneficiaries receiving their houses.

Interviewer (follow-up): If I may follow-up your answer here, do you think that the administrative reform measures that have been implemented since 1994 have resulted in the improvement of housing delivery in the Gauteng Province?

Focus group responses: Yes, in some respects. This is largely indicated by the Breaking New Ground policy which was introduced to improve the administrative aspect, hence the requirement to involve stakeholders in the provision of public housing for low- income households. The consideration of the gap market (middle-income households) has been advanced in this regard. This means the number of middle-income households, who require government assistance in accessing housing, have increased.

You can also agree with me that the introduction of social housing policies is intended to reduce the administrative burdens government experiences in the construction of housing. Another element of administrative reforms is the manner in which municipalities and provinces relate to one another. It means that the success of the entire government in service delivery provision requires a strengthened relationship so as to facilitate public housing delivery. Integrated planning for government, which has been taking place for the past several years, places an emphasis on the integrated approach as to how government at all spheres cooperates. This constitutes an important part in realising the required development. The *Intergovernmental Relations Framework Act* 13 of 2005 has been a notable reform measure to guide different spheres of government in how matters of common interest could be facilitated among themselves.

Other notable and applicable administrative reforms, which I can attest to, include the following:

- A new policy approach since 1994.
- The drafting of the National Housing Code of 2000 to provide guidelines to the housing policy implementers as to the technical requirements for public housing.
- Increased public and stakeholder participation as well as open discussions on matters of housing such as this Forum.

Interviewer (follow-up): My final follow-up to this question is: would you say that the political-administrative challenge, such as the tension that existed between the previous Minister and Director-General, could hamper housing delivery in the Gauteng Province? Motivate your answer.

Focus group responses: Definitely yes. The current political situation in South Africa has also contributed to some of these tensions, since the majority of senior officials in the government departments are associated and appointed on their affiliations to political parties. In this regard, in a case where a senior official holds a different political view from a politician, the politician, who is usually not a specialist, could feel threatened and defend him/herself by removing the official from his/her senior position. There is a need for both the political office bearer and the official to work harmoniously among themselves to benefit the community. In a case where the relationship between two individuals is acrimonious, the Premier should intervene and remind both sides that they are holding public office.

Question 5

OBJECTIVE: To understand the practical administrative challenges within the Department of Housing of the Gauteng Province to implement the *Housing Act* 107 of 1997.

Interviewer: Can you explain if you are aware of any administrative problems which are hindering the effective and efficient functioning of the Department of Housing in the Gauteng Province?

Focus group responses: Oh Yes, they are well known. They include the lack of adequate budget allocations from the National Treasury as the most concerning issue. Another is that intergovernmental relations and internal communications problems contribute to administrative challenges. For example, I have noticed that in cases where the contractor building housing in a municipality is at a stage where payment should be processed, sometimes the province may not process the payments on time and this delays the progress of the housing development. Bureaucracy and the slowness of administration matters in the Gauteng Department of Housing is another area of concern.

I can also attest to other issues relating to the cases where the Province is not making use of the housing waiting list of the municipality to make allocations to households and payments of contractors on time. This also means that municipalities and provinces have at times failed to undertake sound administrative practices in managing contractors who are building houses. Streamlining housing processes and funding is a necessity. For example, ensuring that applications for low income households to have access to housing are aligned in all the spheres of government (such as among provinces) in case the applicants move to another province.

Most of us would attest to the fact the administrative capacity to monitor shack eradication when households benefit and are moved into new developments is lacking. Again, the management of municipal rental housing remains a challenge within the Gauteng Department of Housing. The availability of land has serious administrative implications in speeding up the provision of housing in the Gauteng Province.

Interviewer (follow-up): To follow up this question, in your opinion (or experience) would you say there is sufficient capacity in terms of human resources in the Department of Housing in the Gauteng Province to undertake public housing delivery?

Focus group responses: No ways. There are certainly not sufficient human resources capacities in the national Department of Housing and Gauteng Department of Housing to undertake public housing delivery. For example, the shortage of experience and skills are huge in the Gauteng Province and its municipalities regarding housing. It is general knowledge as it has received widespread media coverage that houses delivered in some areas by shoddy workers require urgent attention for improvements. This has caused delays in service delivery since in some instances the government is required to repair such houses and this retards progress. Obviously, in some cases, the high levels of corruption result in a lack of capacity.

Interviewer (follow-up): Can I follow up this question to understand whether in your view, you would argue that the Department of Housing in the Gauteng Province has competent public housing financial administration measures to administer the grants and subsidies allocated to the Province?

Focus group responses: Yes, in more general terms, the subsidies have been utilised accordingly. But it is also necessary to indicate that sometimes those who do not qualify for housing get approved to receive housing assistance from

government. This constitutes serious financial maladministration. Again, the current housing backlog and corruption activities attest to the fact that there are serious loopholes in the capacity in financial administration and subsidy allocations.

Question 6

OBJECTIVE: To examine the constraints, problems, obstacles, failures and successes (negative and positive effects) of the national public housing policy in the Gauteng Province.

Interviewer: In your opinion and experience, what would you say constitute to the constraints, problems, obstacles and failures of public housing delivery in the Gauteng Province?

Focus group responses: I understand that while policy serves as a guideline to deliver housing, innovative measures and collaborations are required to realise the intended positive effects of the policy. Even though, there may be costly policy gaps, public housing delivery has been realised in the Gauteng Province to some extent. Some of the problems that I can think of include the following:

- Lack of institutional capacity and skilled personnel.
- Poor administration in the department.
- Poor financial and grant management skills.
- Shortage of land.
- Lack of innovative measures in the department such as establishing functional. public-private partnerships in the delivery of public housing.
- Appointment of housing construction workers from outside the province and municipalities, since usually, the contractor does not come from the same area.
- Dysfunctional informal and formal settlements.

- Racial segregation with its strong legacy.
- Funding mechanisms in terms of unfunded mandates.
- Lack of proper housing policy implementation strategy and approach.
- Lack of flexible policies for implementation purposes.
- Departments take time to finalise their working policies as most of the policies are drafts.
- Corruption involving public housing officials in the Gauteng Province.
- Influx of citizens to the Gauteng Province in search of better living standards.
- Lack of regular revision of housing policies to keep abreast with market developments.
- Alignment of policies with the Breaking New Ground policy.

Interviewer (follow-up): Can I make a follow-up here to determine whether you are able to share some of the notable successes (positive effects) in the provision of public housing delivery in the Gauteng Province?

Focus group responses: Indeed, there housing has been constructed since 1994 and some consultations took place in which the community outlined its views on public housing delivery. In other areas, there is an improvement in the quality of RDP houses as compared with the initial 1994 RDP houses.

But also when one compares Gauteng to the other eight provinces, it is the best performing of the provinces. This means that despite the challenges which still exist in continuing public housing provision, 'half a loaf is better than having no bread'. The interpretation of this is that some housing has been provided and this needs to be recognised and appreciated.

Interviewer (follow-up): As a follow-up here to get your comments, do you think that the development and implementation of the national public housing policy since 1994 have yielded intended public housing delivery results (such as,

addressing public housing backlogs, delivering quality housing and sustainable human settlements)? Elaborate on your answer.

Focus group responses: Yes indeed, because households from informal settlements have benefitted and that has also reduced the size of informal settlements in some areas such as the Mogale City Local Municipality. This indicates some of the progress made in the delivery of public housing to low-income households. Again, improvements regarding mixed housing developments should be noted, although this is largely for middle-income households. While houses have been built, the challenge has always been the funding, promotion and provision of sustainable human settlements.

The answer can also be no, because public housing policies in the Gauteng Province have been handled badly since the required housing delivery to address the backlog has not been realised. In fact, in some instances, officials have benefitted themselves (by allocating houses in their names, or those of relatives and friends) instead of benefitting the community.

Interviewer (follow-up): A final follow-up in your experiences around your community in the Gauteng Province, do you consider the current public housing policy, legislation and strategies in the Province sufficient for addressing the housing challenges?

Focus group responses: Yes. Since 1994, over 2.6 million houses have been delivered for the low-income households nationally. In addition to that, partnerships with the private banks have been established in order to provide housing for the middle-income households who do not qualify for the government low-income programme and at the same time are unable to afford the purely market sold properties. Since a substantial number of households have benefitted in public housing, there has been an impact or positive effect. The provision of shelter has been an important provision for many households in the

Gauteng Province. However, the negative aspect of the development and implementation of the public housing policy has been the failure to build decent houses beyond the prescribed size. The measurements are those referred to in the National Housing Code of 2000, which limits flexibility to some extent in many housing developments undertaken. The repercussions of that failure are the mass actions by community members throughout the country. I am sure you are aware that most of these protest actions have their lists of complaints. Housing delivery, that our government has not done enough in meeting the housing needs, is usually on top of the agenda.

7.3.1 General assessment of the perceptions and experiences of members of the Gauteng Housing Research Forum

The first set of data by the members of the Gauteng Housing Research Forum provides interesting responses regarding whether the effects of the development and implementation of the national public housing policy in South Africa are being realised. The extent to which the (positive) effects of the *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998 have been successful in addressing the public housing problems in the Gauteng Province are also observed. In general, these semi-structured personal interviews and focus group discussions point to the fact that the Forum members are sceptical about whether positive effects outweigh negative effects. This scepticism is shown in the following observations:

- In understanding the first objective of the study, namely, to explore whether any international practices have influenced (positive effects) the development and implementation of the national public housing policy in South Africa, participants agreed that a consideration of other policies from foreign countries could assist in the sharing of knowledge.

For example, all participants highlighted that policies of other countries (such as Brazil, Germany and Sweden) could assist in South Africa to

learn how a policy can be adjusted to cater for a growing population. One participant added that if the experiences of other countries are considered, more knowledge of what works and what does not could be shared.

However, the Forum members are not convinced that the Gauteng Province has undertaken sufficient studies and lessons from other countries or states. The results illustrate that perhaps this could also be attributed to the fact that the public housing policy is a highly centralised matter and is pioneered at the national government level. In this case, even if the Gauteng Province could undertake study visits to other countries, the restrictions would come from the national government.

When respondents were asked to indicate whether they would prefer a more market-oriented or increased government intervention in the provision of public housing, there was unanimous agreement regarding the need to increase governmental intervention. One respondent said:

I believe that governmental intervention should be increased because public housing challenges are increasing. Otherwise the situation can get out of hand as we have already seen with a lot of service protest marches taking place throughout the country.

This assertion correlates and concurs to a certain degree with the literature regarding the British approach as argued by Lundqvist (1986: 11-12). This author has also argued that several decades after the Second World War, Britain has seen unprecedented governmental interventions. However, the superiority of the market has been noticed during the periods 1979-1996 despite these interventions by the British government. Perhaps, the notion regarding the superiority of the markets may be the missing ingredient in South Africa and in particular, the Gauteng Province.

Chapter two (see Section 2.2 on pp19-22) discusses the importance of a literature review of public housing policy. It is argued that extensive

studies should be undertaken in other countries to ensure that lessons on the successes and mistakes are learned. Otherwise, the country, and in particular, the Gauteng Province is bound to repeat eludable mistakes. This assertion concurs with the deduction from the literature review in Chapter two on the need to ensure that international lessons are seriously considered in the development and implementation of a public housing policy.

- The second objective is meant to understand whether public housing officials relate to the challenges of development and implementation of the national public housing policy between 1948 and 2005. The semi-structured personal interviews and focus group discussions reveal that the challenges facing public housing policy development and implementation are myriad and could be traced prior to 1994 for example, urban migration, the unemployment rate and the skewed settlement patterns.

When participants were asked what they regard as the major problem (negative effects) of the national housing policy before 1994, they provided responses such as:

Lack of adequate housing provision suitable to the urban dwellers. The policy of segregation in which mainly whites benefitted in the ownership of houses. The black majority could only use 20-100 year lease agreements to access peripheral housing without being allowed to own any property in urban areas.

The responses further highlighted that housing officials are not very familiar with the relevant public housing policies of the government, which could require a separate empirical study on whether the knowledge levels of public housing officials have an effect on the housing policy implementation. This came out when the respondents were asked whether they regard it as important for housing officials to have knowledge of the national public housing policy. The study has shown that housing officials

are less interested in the issues of housing policy development and implementation. However, some units within the Gauteng Department of Housing have undertaken workshops for employees to familiarise themselves with the nature of the housing policy.

- The third objective is an attempt to find out whether the guidelines and features of the national public housing policy, legislation and strategies are taken into consideration in the delivery of public housing services in the Gauteng Province.

One respondent argued that:

the knowledge of legislation and guidelines is not an issue in successfully implementing housing policies in the Gauteng Province. But what is an issue is whether the Department is able to coordinate housing activities through intergovernmental relations and to plan accordingly.

This response has unearthed the important issue that public officials who are members of the Gauteng Housing Research Forum in the Gauteng Province are aware of the existence of policy frameworks, but do not necessarily take such frameworks into consideration when policy is being implemented. The suggestion is also forwarded during the discussion that an effective monitoring and evaluation system could enforce a certain level of commitment by practitioners to implement the letter and spirit of the housing policy. This is because most participants have alluded to the fact that the internalisation of important government policies such as the 1996 *Constitution* and White Paper on the Transformation of Public Service Delivery of 1997 is lacking. Finally, when participants were asked whether they would consider the use of the public-private partnership model, they all responded positively. These respondents stated strongly that they could associate with partnership models from the private sector. However, they were of the opinion that this issue has not been substantively

explored, more specifically, respondents recommended that these types of partnerships should be prioritised. The main reason provided by the participants was that the public sector operates under extremely limited resources at times and could be complemented by appropriate private sector deals. Respondents here are also of the view that there is a lack of sufficient knowledge of public housing policy among housing officials. Whether this lack of knowledge contributes to housing delivery either positively or negatively is another matter to investigate separately.

- The fourth objective intends to examine the effects of the national public housing administrative reforms during the period 1994-2005. When respondents were asked whether they think government has the necessary capacity to implement the public housing policy, most of the members agreed. They indicated that:

the actual construction of public houses (such as RDP houses) attests to this response. However, the challenges of administrative capacity are intertwined with other practical issues such as land availability.

The question was raised regarding the need to change the organogram of the Gauteng Department of Housing. Participants did not see it as a necessity because it was also proven to be effective in curbing corruption. They further alluded to the following:

The nature of this model is not a threat to public housing delivery, because senior officials understand challenges on the ground. Decentralising decision-making roles such as allowing councillors to make housing allocations to community members when housing projects are completed could assist the speeding up of beneficiaries receiving their houses.

Further, participants expressed positive views on the effects of public housing policy reforms since 1994 in the Gauteng Province. These views

were supported by the fact that there has been actual housing provision since 1994 which targeted low-income households, the establishment of national, provincial and municipalities in the provision of housing, as well as several other facts. In terms of policies, both the *Intergovernmental Relations Framework Act 13 of 2005* and the Breaking New Ground of 2004 policies were hailed as key reform interventions. The expression by one of the respondents indicated that:

The Breaking New Ground policy has the intention of improving the administrative aspects hence the requirements to involve stakeholders in the provision of public housing for low-income households. Another element of administrative reform is the manner in which municipalities and provinces relate to one another. The *Intergovernmental Relations Framework Act 13 of 2005* has been a notable reform measure to guide different spheres of government in how matters of common interest could be facilitated among themselves.

In the final analysis of this objective, respondents, when asked to comment on the political-administrative tensions which could hamper effective housing delivery, were sceptical. They indicated that there is a need for the political office bearer and officials to work harmoniously in order to benefit the community. This means that administrative reforms have not been maximised between 1994 and 2005 to show positive effects in the public housing delivery due to low public housing delivery levels.

- The fifth objective seeks to understand the practical administrative challenges within the Gauteng Department of Housing to implement the *Housing Act 107 of 1997*. The responses in this regard indicate that there are two key areas in which practical administrative challenges are experienced. For example, the general feeling among members of the Forum is that there is a lack of skilled human resources with technical know-how in implementing the public housing policy in the Gauteng Province. Another negative response given by the respondents concerns the lack of competent financial administration skills with regard to the

processing of payments to contractors. When respondents were asked the question 'In your opinion or experience would you say there is sufficient capacity in terms of human resources in the Gauteng Department of Housing to undertake public housing delivery?' all the respondents indicated that:

There are certainly not sufficient human resources capacities in the Department of Housing to undertake housing delivery. For example, the shortage of experience and skills are huge within the province and municipalities.

To the question 'In your view, would you argue that the Gauteng Department of Housing has competent public housing financial administration measures to administer the Sgrants and subsidies allocated to the Province?' there was unanimous agreement that at times subsidies are allocated to those who do not qualify which constitutes serious financial maladministration. The growing backlog as reported attests to the fact that there is a lack of sufficient capacity in financial administration and subsidy allocations. In this regard, respondents are critical of the availability of necessary capacities to facilitate public housing delivery.

The sixth objective is intended to examine the constraints, problems, obstacles, failures and successes (negative and positive effects) of the national public housing policy in the Gauteng Province. All the respondents provided areas of serious constraints, problems, obstacles, failures and successes (negative and positive effects) ranging as follows, *inter alia*:

- staff skills shortages;
- lack of institutional capacity and skilled personnel within the department;
- corruption;
- lack of resources;
- shortage of land; and

- lack of innovative approaches to establish viable public-private partnerships.

In responding to the question regarding notable successes as positive effects in the provision of public housing delivery in the Gauteng Province, several areas were outlined. These included the actual construction of public housing since 1994 and some consultations which took place where the community outlined its views on public housing delivery. In other areas, there is an improvement in the quality of RDP houses as compared with the 1994 RDP houses. What is striking, however, is that there is keen awareness among Forum members that in the Gauteng Province, the positive spinoffs of the public housing policy are observable when comparative analysis is undertaken among the nine provinces to determine which one is the best performing. However, in view of what the Gauteng Province could achieve regarding the provision of public housing, respondents identify negative effects as outweighing positive effects.

The second set of data is provided below in order to consolidate perceptions and experiences of respondents in an attempt to address another objective of the study, in particular, to analyse the practical administrative actions undertaken at institutional level to implement the *Housing Act 107 of 1997* and *Gauteng Housing Act 6 of 1998*. The composition of this group is made up of municipal officials whose responsibility is public housing policy implementation in a municipality within the Gauteng Province. The perception and experiences of officials in the City of Johannesburg Metropolitan Municipality are necessary in the Gauteng Province in understanding the role of municipalities in the implementation of public housing policy. This is because for the Gauteng Province to succeed in implementation of public housing policy, municipal involvement is imperative. The next discussion focuses on the officials of the City of Johannesburg Metropolitan Municipality.

7.4 FOCUS GROUP B: PERCEPTIONS AND EXPERIENCES OF OFFICIALS OF THE CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY

Seven officials participated in the semi-structured personal interviews and focus group discussions within the City of Johannesburg Metropolitan Municipality. These officials hold middle management positions of assistant directors, deputy directors and regional manager. However, it is necessary to indicate that, while seven respondents may not be sufficient to make a proper scientific conclusion on focus group B, it should be understood as a starting point for research activities. Proof of authorisation to conduct semi-structured personal interviews and administer the questionnaire from the Director of Housing is attached as **Appendix 4, p490**.

Question 1

OBJECTIVE: To explore whether any international practices have influenced (positive effect) the development and implementation of the national public housing policy in South Africa.

Interviewer: What is your view of the overall development and implementation of national public housing policies globally? Does any particular country stand out? Do you think any international practices have had positive effects on providing housing services? Can you give reasons for your answer?

Focus group responses: I think it is better to understand that South Africa, like many countries, is a sovereign state and must have its own policies and rules. Therefore, even when there are similarities in policies with other countries, a housing policy is still required to be relevant to local challenges. But for the purpose of responding directly to this question, Canada has been a model for

South Africa, although with different tenure options. The rental model (social housing structure) in particular has been relevant to conditions in South Africa. In this case, the government joins in partnership with the developers to build houses.

Interviewer (follow-up): To make a follow-up here, according to your understanding, do you think that South Africa should consider the public housing policies of other countries (be influenced – effect) in the provision of public housing?

Focus group responses: Look here, policies from other countries will not be applicable in South Africa since the housing challenges are based on the specific needs created by the apartheid government. Some lessons may be applicable, therefore, we should look at the circumstances before we consider the housing policies of other countries. For example, most European countries' conditions are directly the opposite to those of South Africa. This is because in most European countries, you are likely to have the minority of the citizens dependent on a state subsidy for housing while in South Africa it is the majority who are dependent. To some extent the policies from outside South Africa have been able to influence us, although not entirely. However, this has not been the case throughout, because so far South Africa is the only country where people get free RDP housing. Examples which may be taken into account could include Cuba since it uses free material such as rocks and wood for the provision of its public housing to low-income households.

Interviewer (follow-up): A follow-up question on this matter, what route would you suggest to the successful development and implementation of national public housing policies in South Africa? Would you suggest a free market system or increased governmental intervention? Motivate your answer.

Focus group responses: Now, since the apartheid policy was based on government involvement in developments including housing, the current government should deepen its interventions in the housing matters to ensure that the policy is able to address the housing backlog. I don't think there is a need for only increased governmental intervention. South Africa needs more the involvement of developers, however, not with pure market approaches which could end up not benefiting the low-income households that are targeted by the public housing policy.

It is also necessary to indicate that since there are massive housing backlogs, one solution will not work in solving public housing problems. I believe that different categories of housing needs require various relevant approaches. For instance, in the context of urban areas where there is a backyard room market, the main household may require the full title of the house they occupy and backroom dwellers may also need facilities such as sanitation.

Interviewer (follow-up): Can I follow-up, in your opinion, have the Gauteng Province has allowed external interventions to positively influence (effect) public housing policy development and implementation?

Focus group responses: Definitely yes. The Gauteng Department of Housing, especially the City of Johannesburg, is currently emulating the Brazilian lessons and approaches which are meant to address informal settlement challenges. This is an indication that external influence has played its part. For example, about 858 houses were constructed using alternative technology which is being used in other countries. These have not necessarily been proven to be cheaper, although faster and of good quality. There have been positive external influences, but circumstances are different. Perhaps the question which could need an empirical response would be 'To what extent have the external interventions influenced the Gauteng housing policy?' In this objective all respondents believe that there have

been external influences on the public housing policy in South Africa, although very minimal.

Question 2

OBJECTIVE: To understand whether public housing officials relate to the challenges of development and implementation of the national public housing policy between 1948 and 2005.

Interviewer: What would you say could be regarded as major problems [negative effects] in terms of the national public housing policy before 1994? Motivate your answer.

Focus group responses: These problems are complex and not easy to understand. I think they include the myriad housing approaches and policies for different racial groups which resulted in disintegrated cities and towns. The added part of the problems in this racial policy of housing was the land tenure issues. Since people were not allowed by the system to express their housing needs freely, you would not see informal settlements and shacks as you do today. This system in which shack erection was prohibited in a township has been maintained in Vosloorus (Gauteng Province).

Interviewer (follow-up): Allow me to make a follow-up on this matter, do you think that the development and implementation of the national public housing policies before 1994 had any effects on housing delivery in the Gauteng Province? Motivate your answer.

Focus group responses: Yes indeed, the effects have been very negative. For example, blacks were not allowed to settle in urban areas. The use of permission to occupy (PTO) had dire consequences because in urban areas black households could only be awarded a paper called a 'Deed of Grant'. This paper

meant that the people of colour were never allowed to own property and therefore were not allowed to register their properties at the Deeds Office. To lose that paper simply meant that you have forfeited or lost your property and rights over it because records of information regarding the ownership of the property were not safely kept by the Deeds Office.

Interviewer (follow-up): Following this up, would you say that the development and implementation of the national public housing policies had any effects on housing delivery in the Gauteng Province after 1994? Motivate your answer.

Focus group responses: Definitely yes. The planning purpose for the implementation of the new housing policy was affected. This was in the sense that the informal settlements sprang up quickly after the unbanning of liberation movements. The intention of the current policy is also to improve issues around the security of tenure for all South Africans. Indeed, after 1994, the number of houses needed was unknown even when there was a waiting list which was initiated by government. This initiation highlighted the excessive housing demand which existed but was strongly suppressed.

Interviewer (follow-up): In your opinion, is it important that housing officials in the Gauteng Province should have knowledge of the effects of the national public housing policy?

Focus group responses: A definite yes. The necessary knowledge could assist housing officials to always attempt to align service standards (housing delivery) with the existing policy. In that case deviations from the policy could be identified and remedied. The frontline staff that deals directly with the public could be more useful if they possessed knowledge of the housing policy. These officials should also understand the implications and trends of existing challenges regarding the implementation of the public housing policy within the Gauteng Province. Such knowledge could also serve to inform officials what does and does not as well as

how it does or does not work. Therefore, the decision making of officials on the housing matters could be improved.

Interviewer (follow-up): Kindly allow me to follow-up this matter. Do you think it is important that housing officials in the Gauteng Province have knowledge of the effects of the national public housing policy implemented after 1994? Motivate your answer.

Focus group responses: Absolutely yes. You know that this is a necessary undertaking for the improvement of housing conditions in the Gauteng Province. This should be done through regular impact analysis studies, which should identify the strengths and weaknesses (effects) of the national public housing policy implementation in the Gauteng Province. These analyses could necessitate regular contact between the provincial government and communities. The intention should be that the effects of the policy are identified so that continuous improvements can be effected. Respondents on this objective agree that there is a need for housing officials to be aware of the challenges of development and implementation of the public housing policy. Relating to the challenges includes undertaking impact studies and creating knowledge as examples to assist officials to improve their performance.

Question 3

OBJECTIVE: To find out whether the guidelines and features of the national public housing policy, legislation and strategies are taken into consideration in the delivery of public housing services in the Gauteng Province.

Interviewer: In general, how familiar do you think housing officials working in the Gauteng Province are with the requirements of the national public housing policy guidelines, legislation, and strategies? Do you think this has any negative or positive effect on public housing delivery in the Gauteng Province?

Focus group responses: Not much, I would say. Policies are usually a competency of the provincial government. This is because municipal officials in the City of Johannesburg are largely required to implement projects. It is therefore not surprising that knowledge of the housing policies, guidelines, legislation, and strategies is minimal for employees in municipalities in the Gauteng Province. In worst cases, the relationship between the municipality and a province has been disreputable since some officials in the province do not have any respect for their municipal colleagues (they are unable to take instructions), the council and the municipalities in general.

I am also of the opinion that most of the housing officials within the Gauteng Province do not have any idea of what the housing policy is all about. Part of what contributes to this problem is that knowledge of housing policy is not tested or made a requirement during interviews when officials are appointed to their positions. As a result, this lack of knowledge regarding the housing policy has had negative effects on the delivery of housing. For example, the simple matter of ensuring that in a case where households are removed from shacks to new houses, the need to demolish those shacks has not been taken seriously by senior officials and politicians. This lack of knowledge is already having negative effects. The relevant experience is required in housing since it will be officials with the understanding of the policy who will be better placed to carry out the relevant information about housing delivery and challenges to the communities.

Interviewer (Follow-up): how do you estimate the knowledge levels of the Gauteng Province housing officials on the Constitution of the Republic of South Africa of 1996 regarding the housing rights of the citizens?

Focus group responses: I sincerely believe that the issue of the rollovers of allocated funds to municipalities and provinces is one indicator of such a lack of knowledge and the internalisation of the constitutional rights of citizens to have

access to shelter. Most housing officials have heard about it but have not interpreted it correctly. This lack of knowledge of officials makes them think that they are doing a favour to citizens when providing housing.

My personal experience is that some have knowledge, experience and a passion to undertake housing delivery. Others have no experience only passion. We need to instill housing service delivery passion into the minds of officials to ensure that the fact that they are providing a service to the public resonates all the time.

Interviewer (follow-up): To follow-up your response, would you say that the slow rate of housing delivery in the Gauteng Province could be attributed to a lack of knowledge among housing officials regarding the requirements of the new housing policy and strategy (for example, the *Housing Act* 107 of 1997, the *Gauteng Housing Act* 6 of 1998 and the *Intergovernmental Relations Framework Act* 13 of 2005)? Provide reasons for your answer.

Focus group responses: I think that the answer to this question can be observed in two ways: first there is an insurmountable lack of knowledge of housing policies and strategies by the public officials. At times this lack of knowledge is coupled with a lack of interest from the officials in undertaking their activities. This was highlighted in the earlier response. The second aspect relating to the lack of knowledge of public officials relates to the practice of cronyism and nepotism, in particular at senior management positions. If officials in the Gauteng Province fully understood the government mandate and policy, we would become more conscious of delivery timeframes (policy implementation). There are instances where some programmes for informal settlements prioritise younger generations over the older ones instead of *vice versa*. For example, we awarded a tender and contractors were called to build houses, the target being to build 20 000 low-cost houses. We are currently (semi-structured personal interviews and focus group discussions took place during early August 2009) battling to finish 2 000 units. Those contracts provided are cancelled, due to poor performance and in some

cases non-delivery. Officials do not understand the nitty-gritties of entering into contracts and how to cancel them.

Interviewer (follow-up): How familiar do you think are the housing officials of the Gauteng Province with the responsibilities of the provincial government prescribed by the national Department of Housing?

Focus group responses: My experience is that the housing officials in Gauteng Province are confused about their role and function. They should be supporting and facilitating housing issues while municipalities are better positioned and placed to implement the housing policy. This is not happening currently. There is currently poor coordination of activities between municipalities and the Gauteng Province. There is a shortage of detail regarding how the Gauteng Department of Housing (provincial level) should undertake its responsibilities.

Interviewer (follow-up): Can I make a follow-up suggestion on this matter. Would you consider the use of the Public-Private Partnership (PPPs) model as appropriate for accelerating public housing delivery in the Gauteng Province? Motivate your answer.

Focus group responses: Yes indeed. The private sector can contribute to a significant improvement in public housing delivery. While there is usually an insufficient budget, the partnership approach would serve as a huge complement. Since the projects that are initiated by the municipalities and province take time, the involvement of the private companies could fast track the delivery of public housing.

In addressing this objective, respondents have blatantly raised the negative effects in relation to the guidelines and features of the public housing policy. In general, this means that there is little regard for these guidelines and features of

the public housing policy by housing officials responsible for implementing the policy.

Question 4

OBJECTIVE: To examine the effects of the national public housing administrative reforms during the period 1994 and 2005.

Interviewer: Do you think the South African government has the necessary administrative capacity to implement the national public housing policy, legislation and strategies at all levels of government? Motivate your answer.

Focus group responses: Yes I think so. There is capacity within the government in terms of the number of people employed. However, the roles of different spheres of government as well as of officials are often not properly clarified. A lot of effort has been put in to ensure that there is administrative capacity in human settlements departments of government. Currently in South Africa there is no formal housing management course (diploma or degree) designed to assist housing officials to acquire the necessary knowledge and skills required in the housing field. While there are lots of officials in the Gauteng Province committed to implementing the housing policy, there are fewer skilled personnel. Skills shortage is a serious problem. Other areas of skills shortage include finance and human resources administration, as well as technology. There are still officials functioning manually without any technological tool such as personal computers (PCs) allocated to them at their workstations.

Interviewer (follow-up): In my follow-up question, would you argue that the mechanistic nature of the Gauteng Department of Housing (for example, hierarchical structure, red-tape, strict rules, clear lines of authority) had any negative effect on housing delivery?

Focus group responses: Definitely yes. For example, the subsidy application process takes months before approval. Sometimes unnecessary delays occur. The Gauteng Department of Housing structure is highly top-down which sometimes hinders policy implementation. Efforts to become more accessible to citizens and the decentralising of powers including the budget would be more useful in changing the bureaucratic nature of government.

It is important to point out that any properly functional institution should have its own administration system in place. The current system in government is done with good intentions, but it has become a barrier in the delivery of services and in serving its intentions since it lacks flexibility.

Interviewer (follow-up): Will you please allow me to follow-up this question in that, would you suggest that there is a need for a change in the current organogram of the Department of Housing to improve (effect) service delivery substantially in the Gauteng Province?

Focus group responses: I really think that an exclusive round table nature of government would not work well for government. A more decentralised approach, in which decisions are taken at the lower management levels, could improve public housing delivery. Fewer persons who approve and are provided with signing powers could assist in the reduction of bureaucracy within housing. I also think that on a strategic level (that is, in the long-term), the Gauteng Province does not have a substantive role to play in the provision of service delivery. There is a lack of communication between the City of Johannesburg Metropolitan Municipality and the Gauteng provincial officials in housing delivery matters.

Interviewer (follow-up): In following up this matter, do you think that the administrative reform measures that have been implemented since 1994 have resulted in the improvement of housing delivery in the Gauteng Province?

Focus group responses: Yes, at least I think so. The fact that the majority of the previously disadvantaged communities are benefiting also means that the improvement of housing conditions in South Africa is being realised. The delivery has improved with the 1994 approach which was more about numbers. The current approach is also about quality human settlements which emphasises the finishing of houses, wiring and water sanitation systems as well as the areas in which houses are being built. These are the ideals of the Breaking New Ground (BNG) (see Chapter four, Section 4.3.1, pp175-183). It, therefore, requires that planning between the Gauteng Department of Housing in conjunction with other departments is necessary to maintain these BNG principles. The post-1994 government had to make targets for itself in the number of houses to be built on the basis of the backlog, the negative effects of such a decision being felt at a later stage. These effects include the creation of poverty as well as houses being built away from employment and other economic opportunities.

Interviewer (follow-up): A last follow-up to this question is would you say that a political-administrative challenge, such as the previous tension that existed between Minister and Director-General, could hamper housing delivery in the Gauteng Province? Motivate your answer.

Focus group responses: Extensively so. When the executive director and the political head (MMC) clashed over the report to be submitted to the Executive Mayor and other members of section 57 employees of the *Municipal Systems Act* 32 of 2000, tensions prompted a decline in administrative efficiency and subsequently in housing delivery. This has also served as a trigger for service delivery challenges. When roles are not clearly defined, we step on each other's toes. I would suggest that a political will is required to ensure that politicians and administrators do not hinder each other in an attempt to address public housing challenges in the Gauteng Province.

There is an agreement amongst the respondents regarding the need to ensure that the national public housing policy has not introduced sufficient positive effects since 1994 and 2005. While other respondents disagree that the administrative structure within the Gauteng Province should be retained, there is a sense of agreement that this serves as a highly centralised system that requires urgent attention.

Question 5

OBJECTIVE: To understand the practical administrative challenges within the Gauteng Department of Housing to implement the *Housing Act* 107 of 1997.

Interviewer: Can you explain if you are aware of any administrative problems which are cumbersome to the effective and efficient functioning of the Department of Housing in the Gauteng Province?

Focus group responses: To my knowledge as an official, funding agreements between municipalities and provinces are a major problem. It takes an unnecessary long period of time to finalise the approvals of documents at times. Delays in distributing funds also contribute to the administrative inefficiency, especially when projects are approved. It takes time before the transfer of funds takes place. Again, one of the problems is the role function of different public officials and spheres of government. At times, provinces hold municipalities to ransom in cases where there are differences of opinions and approaches to housing delivery since the majority of the funds are provided by the provinces.

The qualification criteria for low-income households who require government intervention is a problem as they do not assist those who are poor and do not qualify for government housing. An example is those who have been sequestered and are unable to afford private housing and who do not qualify for the subsidy.

Interviewer (follow-up): If you allow me, I would like to pose the following follow-up question. In your opinion (or experience) would you say there is sufficient capacity in terms of human resources in the Department of Housing in the Gauteng Province to undertake public housing delivery?

Focus group responses: No. The Gauteng Department of Housing does not possess the necessary human resources capacity to undertake public housing delivery since this requires technical expertise such as project management, civil engineering and planning, among others. There is a serious lack of capacity, skills base, and a knowledge base.

Interviewer (follow-up): To follow-up here, in your view, would you argue that the Gauteng Department of Housing has competent public housing financial administration measures to administer the grants and subsidies allocated to the Province?

Focus group responses: My experience is that, there is a lack of competency in as far as financial management issues are concerned. I personally regarded this as a complete disaster because even now the housing budget in the Province for the 2009/10 has already been depleted (the focus group took place during the early August 2009). One of the reasons for the finished budget is due to poor planning and as well as paying in retrospect for the unpaid bills of the 2009/10 financial year which were not settled during the previous financial period. For example, the budget cut for the Cosmo City project in 2008/09 required additional funding during the 2009/10 financial year. There is no relevant skilled personnel to deal with financial administration.

In addressing this fifth objective, respondents identified practical administrative challenges. These challenges include intergovernmental relations, coordination

of activities, lack of urgency (administrative effectiveness and efficiency) and poor financial administration and planning.

Question 6

OBJECTIVE: To examine the constraints, problems, obstacles, failures and successes (negative and positive effects) of the national public housing policy in the Gauteng Province.

Interviewer: In your opinion and experience, what would you say constitute serious constraints, problems, obstacles and failures of public housing delivery in the Gauteng Province?

Focus group responses: In my experience, the land cost is a major problem and a complex matter to understand. For example, within the City of Johannesburg, land acquisition is undertaken by the Johannesburg Property Company (JPC) on behalf of the City. JPC is an independent company owned fully by the City of Johannesburg as the sole shareholder. In this case where land acquisition is done by JPC on behalf of the City, delays are experienced. I should think that if the task could be taken to the Office of the Executive Director of Housing within the City in this situation, such unnecessary delays may be corrected. Part of the reason is that JPC has also not been successful since its establishment in 2000 in acquiring land on behalf of the City at the cheapest possible cost. The Alexandra Renewal Project in which a land purchase could not take place in Limbro Park due to the high cost of land is a classic example. This resulted in the City failing to undertake the upgrading programme which was earmarked for the Alexandra community.

The second problem that I could identify is the type of contractors who are able to deliver the required services. The majority of the contractors do not have the necessary capacity to construct houses. The third problem that I can think of that

we are experiencing is the backlog (growing yearly). This has usually led to situations where plans are made but when implementation commences, it is realised that there has been an increase in the housing needs. In line with this, the *Housing Act 107* of 1997 benefits only one group of people.

Interviewer (follow-up): As a follow-up here, are you able to share some of the notable successes (positive effects) in the provision of public housing delivery in the Gauteng Province?

Focus group responses: Despite challenges in the provision of public housing, there are several notable successes in the Gauteng Province. For example, Pennyvilla Development and Cosmo City are some of the mixed development projects which were finished and they provide access to housing for different income households to live together.

Now, you must understand that the fact that some houses were provided with a more secure tenure (home ownership) for the low-income households has contributed positively to society. It has also contributed in the restoration of human dignity. It is necessary to notice that the Gauteng Province has always been at the forefront in bringing innovative measures in an attempt to address public housing needs. For example, the backyard dwelling and public-private partnerships were introduced ahead of other provinces in South Africa.

Interviewer (follow-up): Through your observations, do you think that the development and implementation of the national public housing policy since 1994 have yielded intended public housing delivery results (such as, addressing public housing backlogs, delivering quality housing and sustainable human settlements)? Elaborate on your answer.

Focus group responses: You will notice that there are mixed observations on this matter. The first one is that if you look at the RDP houses constructed during the

first term of ministerial office of 1994, you will realise that the current RDP houses manifest significant improvements. Secondly, while there are enhancements in the quality of houses (especially RDP houses), there are still major challenges regarding the plight of those who received their RDP houses around 1994. For example, in Braamfisherville (in the Gauteng Province), about 20 000 RDP houses were constructed on the periphery of the Johannesburg city without proper infrastructure. In this case, during the heavy rainy season, some houses fall apart and roads and driveways are not easily accessible.

In addressing the housing backlog, we (Gauteng Department of Housing) have tried to eradicate it. The backlog changes (increases) daily. While the number of housing required before 1994 has been reduced significantly, the housing backlog is increasing. The delivery of quality housing is a recent move by government to provide access to decent housing for low-income households. In terms of sustainable human settlements, houses that are provided for by the City of Johannesburg Metropolitan Municipality are being accredited by the building national quality assurance company on housing called the National Housing Builder Registration Council (NHBRC).

Finally, I think that the major success in the provision of housing is that there have been consistent improvements in the quality of housing and standards since 1994. However, in a case where low-income households are provided with mixed settlement housing such as the Cosmo City flagship project, people sell their houses and vacate them due to the affordability challenges. This situation, if it is perpetuated, obviously indicates that the sustainability of the housing programme may not be achieved in the long-term.

Interviewer (follow-up): If you allow me to make a final follow-up on this question relating to your experiences around your community in the Gauteng Province, do you consider the current public housing policy, legislation and strategies in the Province sufficient to address the housing challenges?

Focus group responses: Ok, I am sure you are aware that there are existing gaps in the housing policy which makes it not respond sufficiently to all the housing challenges. We need to ensure that these gaps are bridged by applicable by-laws and town planning schemes as well as the promotion of proper intergovernmental relations between different departments within and without the municipalities, provinces and national government. The current intergovernmental relations (IGR) system is a major problem since activities are not properly coordinated, especially between municipalities and provinces in terms of housing delivery.

The implementation of the policy is not undertaken seriously and to the letter of the word. In most cases, we know that contractors are not complying with the requirements. The existing housing policy in South Africa (in Gauteng Province) provides restrictions and makes it difficult for provinces and municipalities to prioritise households according to their needs. For example, during 1996-1997 there was a backlog data base which was repeated in 2005. This means the backlog requested during 1996-1997 was not recorded carefully, thus revealing a policy loophole. With the more current informal settlements upgrading programme, some of the informal settlement dwellers benefitted from the housing programme before those who have applied for housing from government since 1994, and are yet to benefit.

In regard to this objective, it is clear that respondents are able to identify applicable positive and negative effects of the national public housing policy. Positive effects include efforts initiated to address the public housing backlog, enhancement of the RDP house structure and the creation of mixed-income settlements such the Cosmo City project. Negative effects are implementation barriers such as the land cost issue, incompetent housing contractors, the location of RDP houses which have created poverty environments and the increasing public housing backlog.

7.4.1 General assessment of the perceptions and experiences of officials of the City of Johannesburg Metropolitan Municipality

The second set of data provides an important analysis in an attempt to determine whether the effects of the development and implementation of the national public housing policy in South Africa, as well as the extent to which these effects of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* are conducive to address public housing problems in the Gauteng Province. Similarly, with the first set of data collected from the Gauteng Housing Research Forum members, doubts are expressed by the City of Johannesburg Metropolitan Municipality about whether the public housing policy is yielding positive effects and is conducive to address public housing problems in the Gauteng Province. The summary below provides a consolidation of information in a succinct manner to assist on data analysis and interpretation to ensure that it is in line with the study objectives of this study as highlighted in Chapter one. This summary is done below with a focus on each objective used during the semi-structured personal interviews and focus group discussions in the following manner:

- The first objective was intended to explore whether any international practices have influenced (positive effect) the development and implementation of the national public housing policy in South Africa. The responses from the officials in the municipality indicate that there has been a degree of influence from other countries such as Canada and Cuba, in particular on the rental market of public housing. All the respondents argued that the Canadian model of rental (social housing structure) has been relevant to the conditions of South Africa.

However, respondents emphasised the uniqueness of housing delivery in South Africa which makes provision for a free RDP house for poor households who are unable to afford a house. When respondents were

asked whether they think the South African housing policy should be influenced by other countries, most respondents believed that:

Policies of other countries will not be applicable in South Africa since challenges are based on specific needs created by the apartheid government. The European conditions are directly opposite to those of South Africa in that the majority in Europe is not dependent on state intervention to provide housing while in South Africa it is the majority who are dependent on the state for this service delivery.

The above response highlights whether South Africa and the Gauteng Province are in a position to learn further regarding improvements and developments in housing policies in other countries. This includes the notion of increased governmental involvement. Unlike the Forum members, officials in the City of Johannesburg Metropolitan Municipality believe that a balanced approach in involving both the government and private sector could provide a needed solution to the housing problems. It is necessary to note that respondents in the City of Johannesburg further highlighted that their model of informal settlements approach has been adopted from Brazil. Perhaps this approach also justifies the need to support the creation of multilateral forums in which countries facing similar challenges provide support for and collaboration with each other.

- In the second objective the need to understand whether public housing officials relate to the challenges of development and implementation of the national public housing policy between 1948 and 2005 was investigated. Respondents have pointed out that the pre-1994 history was intended to deepen the segregation of South Africans on a racial basis. One respondent argued that a myriad of housing approaches and policies for different racial groups resulted in the disintegration of cities and towns. In addition, there were land tenure issues.

The majority of the respondents felt that the pre-1994 housing policy has had negative effects on public housing activities since 1994. This historical background, which forms the basis for the current policy, should be understood by officials at all levels including frontline employees in the Gauteng Province. This is in the sense that the pre-1994 approach has brought negative effects. Similarly, officials should understand the relevant policy implementation models of the post-1994 era which ushered in the development and implementation of the *Housing Act* 107 of 1997. Such an understanding could assist the acceleration of public housing delivery in the Gauteng Province to and undo the informal settlements malaise of the 1990s in bringing about positive effects. All respondents, when answering whether the development and implementation of the housing policy had effects on housing delivery in the Gauteng Province highlighted that the planning purpose for the implementation of the new housing policy was affected. Definitely after 1994, there was an unknown housing demand which needed the government to initiate a housing waiting list.

In the final analysis, respondents agreed that there is a need for housing officials to possess knowledge regarding the effects of the national public housing policy to provide indicators of its success and/or failures.

- The third objective is an attempt to find out whether guidelines and features of the national public housing policy, legislation and strategies are taken into consideration in the delivery of public housing services in the Gauteng Province. The response to this question by officials whose responsibility is housing in a municipality within the Gauteng Province was interesting. Some of the officials indicated that they were previously employed by the provincial government before they moved to the municipality.

A further acknowledgement by officials themselves that there is little consideration of the housing guidelines in the implementation of public housing policy is revealing. Some of the officials highlighted that most of the housing officials within the Gauteng Province do not have any idea what the housing policy is about. Part of what contributes to this problem is that knowledge of housing issues is not tested or made a requirement during interviews when officials are employed.

This lack of knowledge has not served the Gauteng Province positively since challenges such as poor coordination of activities between the Province and municipalities, lack of contract management (with the private sector) skills, and even lack of interest by officials in housing provision (policy implementation) point to the negative effects of not taking into account the guidelines and legislation.

The knowledge of housing officials regarding housing rights in the *1996 Constitution* and other relevant legislation is low. All respondents conceded that there is an insurmountable lack of knowledge by the public officials of public housing policies and strategies. At times, this lack of knowledge is coupled with a lack of interest from officials in undertaking their activities. The other aspect relating to lack of knowledge from public officials relates to the practice of cronyism and nepotism.

Perhaps measures such as introducing formal housing courses and qualifications in South Africa could assist in ensuring that the right people are employed within housing departments in government. Introducing the public-private partnerships model is also agreed to by the respondents in that possible innovative measures and acceleration of public housing delivery could be introduced to eliminate some of the bureaucratic delays.

- The fourth objective aims to examine the effects of the national public housing administrative reforms during the period 1994 and 2005. In this regard, respondents perceive public housing delivery as challenged by the shortage of skills, although there are sufficient 'warm bodies' employed in the Gauteng Department of Housing as well as within municipalities in general.

One respondent indicated that there is capacity in terms of the number of officials employed. While there are many committed officials in the Gauteng Province in implementing housing policy, there are fewer skilled personnel. Areas of shortages of skills include public finance, human resources and technology. There is a sense of administrative reforms since 1994 although the positive effects of these reforms have not been maximised to benefit the majority of poor households in addressing the housing backlog.

In responding to the question on whether administrative reform measures that have been implemented since 1994 have resulted in the improvement of housing delivery in the Gauteng Province, one respondent said that the current approach is about quality human settlements which also emphasises the finishing and wiring of houses, enhanced water and sanitary systems as well as consideration of the location in which houses are built. These are the noble ideals of the Breaking New Ground policy which have contributed to the reformation of the administrative effects of public housing policy.

Despite these administrative reforms, respondents agree that the current approaches and structures of the housing departments at the national, provincial and municipal levels are not sufficient to address existing housing challenges in the Gauteng Province.

- The fifth objective intends to understand the practical administrative challenges within the Department of Housing of the Gauteng Province to implement the *Housing Act* 107 of 1997. Respondents highlight major challenges in relation to the administrative capacity within the Gauteng Department of Housing. Particular instances where there is a need to implement significant improvement in methods include intergovernmental relations where province and municipalities are required to function together and support each other as well as capacity constraints in technical and administrative areas (such as public financial management).

When respondents were asked whether they believed that there are administrative problems that are cumbersome, they argued that funding agreements between municipalities and the Province is one major area in which unnecessary delays are experienced in finalising approvals of documents. At times, a province would hold a municipality to ransom where there are differences in opinion and approaches to housing delivery since a bigger slice of funding is provided for by the Province.

In the final consideration, a lack of administrative competency in the management of public finances was pointed out. An example was provided regarding the depletion of the budget for a financial year which is being spent on the activities undertaken during the previous financial period.

- The sixth objective is to examine the constraints, problems, obstacles, failures and successes (negative and positive effects) of the national public housing policy in the Gauteng Province. Despite serious challenges such as the land cost and acquisition process, lack of skilled contractors, and increasing public housing backlog, there have been notable successes in the implementation of public housing policy, *albeit* minimal.

In addition to the above constraints, when respondents were asked what they would consider serious challenges and constraints, they indicated the lack of contractors who are able to deliver the required services. The majority of contractors do not have the necessary capacity in constructing housing. The other main constraint is the ever-growing housing backlog. This leads to a situation in which the needs always overtake the planning and implementation arrangements.

Success stories are particularly focused on completed projects, the improvement in the quality of public housing (RDP house) as well as beneficiaries having received their public housing allocations. Most respondents believed that the fact that some houses are provided with a secure tenure contributes positively to society and the dignity of low-income households.

On whether the public housing policy has yielded intended public housing delivery results respondents provided mixed responses. While some felt that the provision of RDP houses since 1994 has been positive, others believed that the aim of sustainable human settlements has not been achieved between 1994 and 2004 (with the adoption of BNG policy).

The third and last set of semi-structured personal interviews and focus group discussions was undertaken with the ward councillors of another municipality in the Gauteng Province, namely, the Mogale City Local Municipality. While these ward councillors are political appointments and could only serve a five year term of office, their involvement in municipalities has far-reaching implications on whether public housing delivery can be advanced or not.

7.5 FOCUS GROUP C: PERCEPTIONS AND EXPERIENCES OF WARD COUNCILLORS OF THE MOGALE CITY LOCAL MUNICIPALITY

Nineteen ward councillors of the Mogale City Local Municipality participated in the semi-structured interviews and focus group discussions of this study. Of these members, three were Members of the Mayoral Committee (MMC). Of the three, one was the MMC responsible for housing. Coincidentally, all these members had just completed a workshop on housing with the Gauteng Department of Housing. The sixteen part-time councillors were responsible for representing their wards in dealing with issues of service delivery. In these dealings on service delivery, housing provision (housing policy implementation) is seriously taken into consideration. Several protest marches against municipalities countrywide (which at times targeted councillors' performance on housing matters) could attest to this and should perhaps justify why the involvement of councillors in this type of study is imperative. Therefore, the semi-structured personal interviews and focus group discussions with councillors are an important contribution to this study since policy implementation takes place at ward level. It was also required that ward councillors to contextualise and reflect their focus group responses to, the experiences and observations of their wards. A proof of authorisation to conduct semi-structured interviews and administer the questionnaire from the MMC of housing is attached as **Appendix 5, pp491-492**.

Question 1

OBJECTIVE: To explore whether any international practices have influenced (positive effect) the development and implementation of the national public housing policy in South Africa.

Interviewer: What is your view on the overall development and implementation of national public housing policies globally? Does any particular country stand out?

Do you think it had positive effects in providing housing services? Can you give reasons for your answer?

Focus group responses: I think yes. The international wisdom and best practice is imperative. It is necessary to note that South Africa is on a par with other countries' policies. In fact, South Africa should consider the policy approaches of other countries if it has to understand dynamics and to succeed in the public housing provision. Without due consideration of the policies of other countries, we may not have alternative policy approaches and can repeat the mistakes of approaches that do not work.

Interviewer (follow-up): May I make a follow-up on this point. According to your understanding, do you think that South Africa should consider public housing policies of other countries (be influenced – effect) in the provision of public housing?

Focus group responses: Yes, if they (policies of other countries) are good, why not. The former MEC of Housing (Ms N. Mokonyane) went abroad to look for an affordable method of housing, for example, the Prefab System (this is a flexible, solar-powered, and affordable housing option that exemplifies the benefits of prefabricated building which can be used on units for residential and commercial purposes. This model is made from concrete, steel, and luminous fibreglass daylighting wall panels).

Other countries have influenced our housing policy while at the same time those countries are more developed than South Africa. The other challenge South Africa is facing relates to the pace of population growth which poses more challenges to the housing provision by government.

Interviewer (follow-up): What route would you suggest to successfully develop and implement national public housing policies in South Africa? Would you

suggest a free market system or increased governmental intervention? Motivate your answer.

Focus group responses: We believe that a combination of both public intervention for those who cannot afford housing for themselves and private housing for those who are able to afford it could serve as an important aspect of the housing policy. More government involvement with sound monitoring mechanisms is required in order to curb malpractices and corruption in the sector. The involvement of government in the provision of housing for the indigent could assist in balancing the rights of the rich and poor in society. I think if we only focus on the development of the private sector, we are likely to run into trouble similar to the global financial crisis. However, a free market system could run the housing sector more effectively than when it is the sole responsibility of the public sector. The free market approach should increase if housing delivery is to be accelerated. There should also be incentives for the private sector to contribute positively to the provision of public housing.

Interviewer (follow-up): Has the Gauteng Province allowed external interventions to positively influence (effect) public housing policy development and implementation?

Focus group responses: The experience in my ward is that the Gauteng Province has not sufficiently and independently (from national government) allowed external influences to positively influence its practices on housing delivery (policy implementation). This is despite the fact that in some cases which we have mentioned above, South Africa has learnt from other countries. External relationships between the Gauteng Department of Housing with the private banking sector have allowed minimal external interventions to improve public housing delivery in the province.

Question 2

OBJECTIVE: To understand whether public housing officials relate to the challenges of development and implementation of the national public housing policy between 1948 and 2005.

Interviewer: What would you say could be regarded as major problems [negative effects] in terms of the national public housing policy before 1994? Motivate your answer.

Focus group responses: The notion of human settlements was not recognised in South Africa until the ANC governed Cabinet adopted the Breaking New Ground policy during 2004. The issue of skewed settlement patterns in the apartheid South Africa was a major problem relating to public housing delivery. This was augmented by apartheid policies such as the *Groups Areas Act* of 41 1950 to make provision to house blacks at the periphery of the city centres in unsustainable communities. Housing ownership was also a racial matter in which subsidies were only provided to whites while blacks were only accommodated in state housing with 99 year leasehold in which a monthly rent was paid. Women who were not married were not allowed to rent housing from government.

Interviewer (follow-up): In my follow-up, do you think that the development and implementation of the national public housing policies before 1994 had any positive effects on housing delivery in the Gauteng Province? Motivate your answer.

Focus group responses: Definitely not. There are no positive effects of the policy before 1994. This is also because the pre-1994 policy on housing resulted in the mushrooming of Mshenguville (for example, informal settlements in Soweto and Atteridgeville). The effect was negative and is still felt today where the shacks and informality are a norm rather than the exception in many townships. The results

of the pre-1994 housing policy also include the new government interventions such as the hostel redevelopment and informal settlements upgrading programme. Therefore, this has had far reaching implications in terms of what the current government needs to correct.

Interviewer (follow-up): Can I also make a follow-up to understand whether you would say that the development and implementation of the national public housing policies had any effects on housing delivery in the Gauteng Province after 1994? Motivate your answer.

Focus group responses: It is necessary to always bear in mind that the year 1994 in South Africa ushered in a new democratic dispensation which is committed to human rights and equality before the law for all citizens. So, the intentions of this government from 1994 have always intended to ensure that the livelihoods of its citizens, especially the previously disadvantaged communities, are improved. It is on this premise that I would respond to your question. After 1994, there was a policy change from government. Officials had to learn new democratic methods for public housing delivery. In the construction of 'RDP houses' since 1994, the first batches were not compliant with quality standards and as such it is difficult to renovate or even expand these houses. Despite such challenges, the effects were largely positive since the majority of people were able to benefit from the governmental housing provision for the first time in South Africa, in the manner that they did.

Interviewer (follow-up): As a follow-up question, would you suggest that it is important that housing officials in the Gauteng Province have knowledge of the effects of the national public housing policy implemented after 1994? Motivate your answer.

Focus group responses: Our experience within the Mogale City Local Municipality is that officials do possess the basic skills and expertise in ensuring

public housing provision. The signs for the possession of advanced skills could eventually result in having positive effects which include the reduction of the waiting list. In fact, a handful of officials in the Gauteng Province have good knowledge of the housing challenges. Most officials have a surface knowledge which is unable to address the queries which in turn causes delays in the government responses to citizens. As councillors, we believe that in most of the cases we are being failed by our own officials who are unable to undertake their responsibilities.

Question 3

OBJECTIVE: To find out whether the guidelines and features of the national public housing policy, legislation and strategies are taken into consideration in the delivery of public housing services in the Gauteng Province.

Interviewer: In general, how familiar do you think housing officials working in the Gauteng Province are with the requirements of the national public housing policy guidelines, legislation, and strategies? Do you think this has any negative or positive effects on public housing delivery in the Gauteng Province?

Focus group responses: I believe in more general terms that officials possess basic knowledge of the housing policies while in scant cases there are those who do not. Having enhanced knowledge of the policies could assist in getting positive spin-offs in the delivery of housing. However, some of the public housing officials have a personal interest and thus hinder public housing delivery. The housing policy has clear guidelines and officials are familiar with its intentions because housing provision (policy implementation) is the competency of the Gauteng Department of Housing. There are also several training workshops conducted for officials to improve their knowledge. Thus, while officials possess average information regarding housing matters, government should intensify

training and ensure that a diversified training is made available by service providers to meet housing needs.

Interviewer (follow-up): To follow-up this matter, how would you rate the knowledge levels of the Gauteng Province housing officials on the *Constitution of the Republic of South Africa of 1996* regarding the housing rights of the citizens?

Focus group responses: I would argue that most officials do understand the rights of citizens in as far as the housing matters are concerned. This is also supported by the fact that officials are aware of the criteria of who qualifies and who does not for the housing benefits. That is one of the reasons why officials register low-income households on the demand database (waiting list).

I also believe that officials do not always take the rights of individual citizens who are in need of housing seriously. This is manifested very well by the lack of urgency and delays in the provision of housing to low-income households. We also know that some officials are selling RDP houses and this suggests that the knowledge levels of the officials is very low and they are selfish at times in regard to the housing rights. Also, when a community complains to the officials, they do not receive the correct information regarding their queries and are often referred to councillors.

Interviewer (follow-up): I would like to make a follow-up here to ask whether you think the knowledge of the Gauteng Province housing officials regarding the content of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* is appropriate for implementing them timeously and to the letter of the word?

Focus group responses: My experience is that due to the large housing backlog and some of the lazy public housing officials, it appears as if housing delivery is not provided at all. We think housing officials do have the basic knowledge, but we should also consider the fact that some beneficiaries are untraceable at the

time when they should receive the houses they applied for. There is absolutely no timeous implementation of housing policy otherwise some of the long standing challenges could have been resolved. These challenges include the housing backlog, skills shortages, and corruption, among others.

Interviewer (follow-up): Can I follow-up here to understand whether you would say that the slow rate of housing delivery in the Gauteng Province could be attributed to a lack of knowledge among housing officials regarding the requirements of the new housing policy and strategy (for example, *Housing Act 107 of 1997*, the *Gauteng Housing Act 6 of 1998* and the *Intergovernmental Relations Framework Act 13 of 2005*). Provide reasons for your answer.

Focus group responses: Our officials know about the housing policy and that is why they are implementing it. Since we are the only country in the world that has made provision for free housing to low-income households, this highlights something positive. The slow rate of service delivery should not be attributed to a lack of knowledge but to poor communication channels between the different spheres of government. The attitude of officials to councillors has also contributed towards the lack of oversight over municipal usage of resources since councillors are viewed as interfering with officials' work. The slow rate of public housing delivery could be precisely because contractors do not meet deadlines as well as other governmental bureaucratic processes that are in place. Lastly, the slow rate of service delivery is also caused by the lack of monitoring of the demand database as well as the increasing informality around the Gauteng Province.

Interviewer (follow-up): A follow-up is necessary here to find out your opinion regarding the familiarity of housing officials of the Gauteng Province with the responsibilities of the provincial government prescribed by the national Department of Housing.

Focus group responses: I think that there is sufficient basic knowledge of housing policies on the side of our officials. It is also not only an understanding of the policy that is required to provide housing, but also sound financial management and self sufficiency. In fact, challenges experienced by officials in the Province such as on matters of intergovernmental relations contribute to a confused state of affairs regarding different role players' responsibilities.

Interviewer (follow-up): Would you then consider the use of the public-private partnerships (PPPs) model as appropriate to accelerate public housing delivery in the Gauteng Province? Motivate your answer.

Focus group responses: No ways, because some private institutions are expensive. In many instances the entities' interest is to maximise the profit rather than to assist the government in the provision of public housing delivery. The other part of the group answered definitely yes, because government alone cannot cater for housing delivery. Therefore there is a need to provide different sizes and types of houses beyond what the government can offer. We should use public-private partnership initiatives because it can make available additional resources to accelerate public housing delivery. The private sector is also driven with speed to recover their initial funding invested in a project.

Question 4

OBJECTIVE: To examine the effects of the national public housing administrative reforms during the period 1994 and 2005.

Interviewer: Do you think the South African government has the necessary administrative capacity to implement the national public housing policy, legislation and strategies at all levels of government? Motivate your answer.

Focus group responses: No. There are delays and challenges in public housing delivery, and this is a sign of capacity problems. The manifestation of capacity problems in housing delivery on the ground is also acknowledged by the government. Hence the need to address a growing backlog. Policy implementation would not be as prolonged as it is if there was a necessary administrative capacity. There are also unequal delivery patterns, especially for the old townships while focus is given to newly established areas. The other challenge for unblocking administrative bottlenecks is to take corrupt officials to task. However, there are some elements of capacity in our government in terms of having the numbers of the required personnel. It should be indicated that these officials were trained for the job they are doing. The housing challenge is huge and requires commitment and transformation in the manner in which public housing delivery is being approached. While government has the 'warm bodies' required, the challenge lies at the intergovernmental relations level since the delays in implementation at the municipal level are generally caused at the provincial level (Gauteng Province).

I also think that while there are capacity problems in the provincial and national government, there are worse problems with municipalities such as the Mogale City Local Municipality. There is a need to capacitate and accredit municipalities in order to contribute to the reduction of corruption and address problems at the local level.

Interviewer (follow-up): From what you are saying, would you argue that the mechanistic nature of the Gauteng Department of Housing (for example, hierarchical structure, red-tape, strict rules, clear lines of authority) had any negative effect on housing delivery?

Focus group responses: A definite yes to this. This is because if the strategically placed municipalities were empowered to implement housing policies, service provision would be quicker. In the current situation, provinces are the ones

implementing housing policy within municipalities and thus contribute to unnecessary delays. There is also a minimal interaction and poor communication among officials who are responsible for housing delivery. The strict rules have negative effects on housing.

Again, I think you must also understand that the upper echelons of management in the Gauteng Department of Housing are functional while the bottom part of the management is non-functional since the implementation of housing policy is slow. In some instances, contractors are not paid on time because of red-tape which ends up negatively affecting public housing delivery. The hierarchy is not necessarily a problem because it is intended to assist in the monitoring of the actual delivery of housing. The current state of affairs in public housing administration is marred by the questionable corrupt elements of our officials. The reason to have a hierarchy structure is because there is a need to have guidelines and procedures to be followed in order to clarify roles and functions in the government departments, but this has caused more harm than good.

Interviewer (follow-up): In other words would you suggest that there is a need for a change in the current organogram of the Department of Housing to improve (effect) service delivery substantially in the Gauteng Province?

Focus group responses: I am not sure whether to answer yes or no. This is because when clear lines of authority and rules are in place, positive effects on housing delivery may be affected. Internal processes in housing departments should be shortened in order to fast track public housing delivery. The change in this hierarchy approach would require cleansing of the old type of approach which makes it difficult to incorporate *Batho Pele* Principles as required by the White Paper on the Transformation of Public Service of 1997.

We think that if the organogram changes to streamline the systems in enhancing housing delivery, it could bring in important systemic transformation. This change

could serve as an empowerment tool for municipalities to undertake housing matters on their own, but with the cooperation of the province and national government spheres. We would like to see more power devolved to the local officials to drive local projects and minimise the administrative delays.

Interviewer (follow-up): In following up this matter, do you think that the administrative reform measures that have been implemented since 1994 have resulted in the improvement of housing delivery in the Gauteng Province?

Focus group responses: We strongly believe that while the officials have tried their best to resolve the housing problems, their responses have not been sufficient in dealing with this crisis. This means that the administrative machinery has not delivered enough houses for the low-income households, since the current backlog (which is growing) points to that fact.

Interviewer (follow-up): In a follow-up, would you say that a political-administrative challenge, such as the previous tension that existed between the Minister and Director-General, could hamper housing delivery in the Gauteng Province? Motivate your answer.

Focus group responses: We strongly believe that in any community, the politicians are the champions in trying to sort out housing problems because policy formulation on housing is essentially a political process. In a case where the tension between politicians and administrators arises, we believe that the parties involved must sort it out. This is because these tensions take away the focus from public housing delivery and the warring parties tend to focus on personal matters rather than public housing delivery. The political/administration feud can definitely hamper public housing delivery since it creates a communication breakdown between their two offices. Usually, individuals here are out to sabotage one another in such cases and contribute to the suffering of the process. The tension between administration and politicians could also be used as a delaying tactics or even a high level of resistance where cooperation is

required from both sides. When those tasked to deliver are at loggerheads, public housing delivery will always suffer. This serves as a focus diverted from real housing delivery.

Question 5

OBJECTIVE: To understand the practical administrative challenges within the Gauteng Department of Housing to implement the *Housing Act* 107 of 1997.

Interviewer: Can you explain if you are aware of any administrative problems which are cumbersome to the effective and efficient functioning of the Department of Housing in the Gauteng Province?

Focus group responses: Yes of course. There are several hiccups that relate to administrative challenges. For example, in many instances, there are housing applicants who receive housing before those who applied much earlier. Sometimes documents regarding the waiting list are misplaced and other applications submitted late are considered first. There are times when one finds that the provincial and municipal waiting lists do not correspond, for one reason or the other. We also notice that following tendering procedures proves to be a neglected area since provinces are unable to comply with the *Public Finance Management Act* 1 of 1999 accordingly. Furthermore, incompetent and unskilled contractors are offered contracts to undertake development work they are unable to accomplish or finish. Payments for contractors also require administrative efficiency otherwise delays and bottlenecks happen as daily occurrences. The Gauteng Department of Housing manifests poor communication between itself and the general housing stakeholders.

One of the major problems with the current waiting list registration is that households qualifying to receive government assistance are usually recorded at the local municipalities but the implementation is done by the Province. This is

normally an administrative process and the community usually attributes poor delivery to municipalities. However, where beneficiaries enquire about the progress of their houses at the provinces, they are often referred to their ward councillors who often know very little about the waiting list. You can see that administrative challenges we experience are varied and complex.

Interviewer: In dealing with the problems you are raising, in your opinion (or experience) would you say there is sufficient capacity in terms of human resources in the Department of Housing in the Gauteng Province to undertake public housing delivery?

Focus group responses: For your information, there are not enough people with the right skills, some who are skilled do not apply their skills in the correct manner. There is a shortage of skills and a lack of honesty in some housing officials. This is said because there have been concerns around unfair allocation of houses for low-income households. There seem to be insufficient capacity as there is no commitment and urgency from most of our officials in the delivery of housing. The fact that due dates are not taken seriously means that capacity issues have a long way to go before being resolved. If there was capacity, we would not be referred back and forth within the Gauteng Department of Housing when making enquiries on the processing of beneficiaries' information within our wards. In my ward, for example, there is no sufficient capacity because there is an unfinished housing project which was started since 2002 to construct 250 houses. With sufficient capacity, the project should have been finished few years ago. There are people, but they do not seem to be focused or committed as they should. Only a handful carries out the necessary work which eventually frustrates the municipality because in such cases, they would not have sufficient support from the province.

Interviewer: In order to understand this aspect of capacity more broadly, would you argue that the Gauteng Department of Housing has competent public

housing financial administration measures to administer the grants and subsidies allocated to the Province?

Focus group responses: No, we do not think so, there are no competent and efficient financial administrators since contractors are not paid on time (sometimes they are not paid for long periods). The financial administration is in shambles as there are no proper audit systems in place, also in cases where the audits of beneficiaries and contractors are to be undertaken. As a result, the system ends up benefiting those who were not intended to benefit. The Gauteng Department of Housing has opted to outsource financial administration to a service provider (Xhasa ACT Agency). This is an indication of a lack of internal financial management skills in the province.

Financial skills must be worse at the Gauteng Department of Housing since they have managed funding (amounting to hundreds of millions) very poorly. There is also a lack of financial transparency in the discussion of finances between the province and the municipalities. At times, there is not even an assurance from the province that local projects will be financed until completion. It is important that provinces should also be accountable to municipalities in line with a intergovernmental relations principles. There have been cases where subsidies have been given to wrong beneficiaries and it has taken very long to rectify such mistakes.

Question 6

OBJECTIVE: To examine the constraints, problems, obstacles, failures and successes (negative and positive effects) of the national public housing policy in the Gauteng Province.

Interviewer: In your opinion and experience, what would you say constitute to the serious constraints, problems, obstacles and failures of public housing delivery in the Gauteng Province?

Focus group responses: The slowness of our officials in addressing public housing problems is a major challenge. Obstacles that we have picked up as councillors in public housing delivery include the following:

- Late payment of contractors.
- Lack of monitoring systems to check whether projects are on track or not. This leads to corruption in that those who receive houses are either known to the officials or are able to pay bribes. This is regarded as a fraudulent allocation of houses.
- Poor communication between the Gauteng Department of Housing and municipalities in the province. Housing administration takes place at the province while communities' expectations are for the municipalities to deliver.
- Cooperation with the community members regarding the identification of corrupt elements in the housing delivery process.
- Awarding of tenders to those who are not able to manage their businesses and subsequently unable to deliver in constructing housing.
- Acquiring of land is a major problem due to the willing seller and willing buyer policy. It has not worked for those in need of low-cost housing delivery.
- Lack of strategy in curbing the growth of informal settlements throughout the Gauteng Province.
- Ensuring that when shack dwellers receive housing, their shacks are demolished.
- Administering the waiting list is still a problem since there is no coordination between the Gauteng Provincial officials and municipalities.
- Inexperienced personnel.

- Compliance with regulatory measures.
- Lack of viable monitoring and evaluation measures.
- Increasing demand database.
- Corruption within the Gauteng Department of Housing and within communities.
- Lack of appropriate land.
- Lack of consultation by the province.

Interviewer (follow-up): To follow-up this matter, despite these problems, are you still able to share some of the notable successes (positive effects) in the provision of public housing delivery in the Gauteng Province?

Focus group responses: Yes indeed. The housing delivery in the Gauteng Province could be bragged about since it is the most effective in comparison with other provinces in South Africa. South Africa is a leading country in the world in the provision of public housing. Some of the successful flagship projects in the Gauteng Province include Olivenhoutbosch housing in which an inclusionary housing approach was used such as making provision for rental stock, accommodating low-income households, and making available bonded housing to accommodate everybody. The Chief Mogale Housing Project which was intended to integrate poor and middle classes has been hailed a success at the community level. The implementation of the People's Housing Process (PHP) has been a fairly successful initiative in the Gauteng Province. In this regard, beneficiaries participated and also decided on the unit sizes they need for the respective households. Hostel redevelopment projects are regarded as successful in the Gauteng Province.

Interviewer (follow-up): Through your observations, do you think that the development and implementation of the national public housing policy since 1994 has yielded intended public housing delivery results (such as, addressing public

housing backlogs, delivering quality housing and sustainable human settlements)? Elaborate on your answer.

Focus group responses: Of course yes, since over a million houses have been built and sustainable communities have been created. With the introduction of Breaking New Ground starting point for the construction of housing is with the provision of basic infrastructure, roads and storm water and electricity system, then the top structure at the end. You will remember that the initial provision of housing was poor in terms of quality during 1994. The current approach is based on the improvement of the standard of houses provided. For example, the houses were 36m², and it was later increased to 40m²-45 m². We think we have delivered to our communities, what is needed is to measure ourselves against other countries to see if we can improve further.

However, we think it is difficult to measure successes in general since the Gauteng Province continues to more migrants than other provinces in South Africa. This makes it difficult to say whether we have reached our target or not. The other problem is attributed to the fact that when informal residents are provided with housing, their shacks are often not demolished. This compounds the issue of addressing the backlog because those who have benefitted have often rented their shacks or new house to other migrants in the Gauteng Province.

Interviewer: In your experiences around your community (ward) in the Gauteng Province, do you consider the current public housing policy, legislation and strategies in the province sufficient to address the housing challenges?

Focus group responses: Indeed, it does. This is because housing delivery is not only meant to provide RDP houses, but at least three types of housing developments, namely:

- 'RDP houses' which are targeted for the poorest of the poor.
- Bonds or loans which target the middle and higher income groups.
- Rental stock which targets bachelors and migrant workers from other provinces.

In some of our wards, the housing policy functions effectively since the private banking sector has managed to come on board and has provided financial assistance through loans and bonded housing to those who are not qualified to receive free housing and cannot provide housing for themselves through private means. Again, the policy is sufficient because the Breaking New Ground policy is intended to accommodate everyone irrespective of their household income.

However, we need to indicate that on the negative side, so far in some wards there is no housing delivery taking place. But the Gauteng Department of Housing has made attempts to provide quality housing. Policies are not really sufficient, but we cannot ignore the progress made especially regarding the provision of RDP houses. More challenges in this case are above the threshold (income bracket) for example, the rental housing market. The housing backlog will never be addressed as long as free RDP houses are given away by government. Corruption also allows the wrong persons to benefit since you find that some people have been on the waiting list since 1996 and 1997 while some of those who registered their names in 2004 have already benefitted. The Gauteng Department of Housing is not doing very well in some wards because people are still living in backyards which do not provide them with security of tenure. The land issue is a sensitive matter because whenever a municipality buys land, there are many objections from previous owners. The housing policy is also not sufficient because it does not respond to the global financial recession. Some bonded houses are being repossessed and there are no plans in place to assist struggling households to protect/secure their houses, especially during times of financial difficulties such as global recessions, job losses and death of the bread winner. Articulation of the negative effects regarding the

housing policy implies that they are stronger than the positive effects. However, the fact that 'RDP houses' have been provided since 1994 shows that there is government commitment to realising public housing delivery through such programmes.

7.5.1 General assessment of the perception and experiences of ward councillors of the Mogale City Local Municipality

An attempt to solve the research problem has remained the main focus of this study even during the collection, analysis and interpretation of the third set of data with the councillors in the Mogale City Local Municipality in the Gauteng Province. The stated problem is whether the effects of the development and implementation of the national public housing policy in South Africa are observed and the extent to which these effects of the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998 are conducive to addressing the public housing problems in the Gauteng Province. Of all the three sets of data, ward councillors in the Gauteng Province seem to be best placed in responding to the effects of the implementation of public housing policy since they are placed within the communities and are held to task daily by community members regarding public housing delivery issues. In solving this stated research problem through the use of the stated study objectives in Chapter one (see Section 1.6, p9), the data obtained through these semi-structured personal interviews and focus group discussions expresses doubts. These expressions are in line with the first and second sets of data. It appears that what underpinned these doubts is the minimal positive effects on the development and implementation of public housing policy in the Gauteng Province. The minimal positive spinoffs are related to the introduction of the Breaking New Ground, although with short-lived positive effects since this policy was not designed to respond to the global financial meltdown conditions. A summarised version of the semi-structured personal interviews and focus group discussions is provided below:

- The first study objective entails the exploration of whether any international practices have influenced (positive effect) the development and implementation of the national public housing policy in South Africa. When asked for their view on the overall development and implementation of public housing policy globally, all the respondents mentioned that international wisdom and best practices are imperative. In fact, South Africa should consider the policy approaches of other countries if it has to understand dynamics and to succeed in the provision of public housing.

The respondents in this regard were unanimous about the need to consider external influences and lessons from other countries. The main reasoning was that without benchmarking and opening up to engagement with other countries, South Africa (include the Gauteng Province) is bound to repeat mistakes and indeed fail. The fact that the group highlighted the visit by the former MEC of the Gauteng Department of Housing to European countries in search of alternative building methods which are quicker, is an important development in the implementation of public housing policy. When the notion of the free market system or increased government intervention was raised, respondents argued that a combination of the two is necessary. The increased governmental intervention should be considered for those who are unable to afford private housing while a private market for those who can afford it is necessary. The responses and views of respondents on this question agree with the literature that the role of the private sector in the provision of public housing is necessary to improve the conditions of low-income households (Republic of Ireland, Dublin Docklands Development Authority, 2004: 2).

In addressing this objective, respondents are emphatic on the fact that while international best practices have influenced public housing policy in South Africa, there is room for improvement. This is also because the role

of government and the private sector in housing provision are not well-balanced. The private sector has not been sufficiently active, for one reason or the other. The positive influence of international best practice manifests in small quantities such as the former MEC's overseas visit to understand the Prefab System (see Section 7.5, p378).

- The second objective seeks to understand whether public housing officials relate to the challenges of development and implementation of the national public housing policy between 1948 and 2005. In the views of the respondents the historical background of South Africa before 1994 in public housing provision has not been prioritised. After 1994, the initial provision of public housing (RDP houses) was intended to address the housing backlog but compromised the quality element. When asked whether the development and implementation of national public housing has had any effects on housing delivery in Gauteng Province, all the respondents agreed that there was a policy change in 1994 to a democratic system of government. Since the construction of 'RDP houses' in 1994, the initial batch of houses was not compliant with quality standards and it was difficult to renovate some of the houses or expand them.

In addition, more challenges have been experienced since some of the houses require extensive renovations and improvements. This could mean that some of the houses should be rebuilt from the beginning to ensure decent accommodation for poor households. Respondents also agree on the fact that the knowledge base of public housing officials has negatively affected (negative effects) the public housing provision.

In responding to this objective, respondents do not believe that officials take into account pertinent challenges of the public housing policy. They argue that the housing policy approach between 1948 and 2005 has not

provided sufficient evidence of the positive effects in resolving the housing challenges.

- The third objective is intended to find out whether the guidelines and features of the national public housing policy, legislation and strategies are taken into consideration in the delivery of public housing services in the Gauteng Province. Contrary to what housing officials perceive about themselves as not taking into account the legislative guidelines in the provision of public housing, the full-time councillors and part-time ward councillors believe housing officials are well aware of the different policy guidelines and strategies. This is articulated in the following manner by the focus group:

I believe in more general terms that officials possess basic knowledge of the housing policies while in scant cases there are those who do not. Having enhanced knowledge of the policies could assist in getting positive spin-offs in the delivery of housing. However, some of the public housing officials have a personal interest and thus hinder public housing delivery.

This reasoning is attributed to the current public housing deliveries. When asked whether officials in the Gauteng Province possess knowledge of the applicable policies, the problem the ward councillors highlight is that some officials are lazy to implement the housing policy. In this regard, corruption, poor contractor management as well as lack of proper monitoring and evaluation systems in place, creep into the provision of housing delivery. One respondent indicated that:

My experience is that due to large housing backlogs and some of the lazy public housing officials, it appears as if housing delivery is not provided at all. We think housing officials do have the basic knowledge, but we should also consider the fact that even some beneficiaries are untraceable at the time when they should receive the houses they applied for. There is absolutely no timeous implementation of the housing policy

otherwise some of the longstanding challenges could have been resolved. These challenges include the housing backlog, skills shortage, and corruption, among others.

There are mixed reactions regarding the use of Public Private Partnerships because those opposing cite the fact that some private sector entities are mainly interested in profit-making while proponents indicate that additional resources could be made available to benefit public housing needs if well managed. On the one hand, all those not in favour of the PPP deals argued against it because some private institutions are expensive. In many instances the entities' interest is to maximise the profit rather than assist government in the provision of public housing delivery.

On the other hand, all those in favour of Public Private Partnership arrangements indicated were positive, because government alone cannot cater for housing delivery. Therefore, there is a need to provide different sizes and types of houses beyond what the government can offer. Public Private Partnership initiatives should be used because they can make available additional resources to accelerate public housing delivery. Unlike the government, the private sector is driven with speed to recover their initial funding invested in a project.

Although there are many mixed responses to the third objective, there is also a sense that to some extent, there is a consideration of the guidelines and features of the public housing policy by public officials. This, however, highlights a positive effect to the application of public housing policy.

- The fourth objective examines the effects of the national public housing administrative reforms during the period 1994 and 2005. There is a general consensus that while there may be some levels of capacity in the Gauteng Department of Housing, administrative capacity constraints outweigh positive effects. When the question on whether respondents

thought that South Africa has the necessary administrative capacity to implement housing policy was raised, the response was surprising. All respondents believed that since there are delays and challenges in public housing delivery, this serves as a sign of capacity problems. The manifestation of capacity problems of housing delivery on the ground is also acknowledged by the government. Hence, the need to address a growing backlog. Also while there are capacity problems at the provincial and national spheres of government, there are worse problems with municipalities such as the Mogale City Local Municipality. There is a need to capacitate and accredit municipalities in order to contribute to the reduction of corruption and address problems at the local level.

This assertion is also motivated by the fact that there are confusing lines of authorities and long hierarchies within the Gauteng Department of Housing. The other area which is being highlighted is the need to improve intergovernmental relations between the Gauteng Department of Housing and its municipalities. Most of the respondents mentioned that they think that if the organogram changes to streamline the systems in enhancing housing delivery, it could bring in important systemic transformation. This change could serve as an empowerment tool for municipalities to undertake housing matters on their own, but with the cooperation of the provincial and national government spheres. They would like to see more power devolved to the local officials to drive local projects and minimise the administrative delays. Addressing these challenges could improve the administrative capacity in the provision of public housing, thus, increasing the required positive effects of public housing policy implementation within the Gauteng Province.

In general, respondents were of the opinion that the realisation of objective four have not been sufficient. They indicated that administrative reforms

regarding public housing delivery between 1994 and 2005 have not produced the intended results.

- In the fifth objective an attempt to understand practical administrative challenges within the Gauteng Department of Housing to implement the *Housing Act 107* of 1997 is made. The expressions by the respondents on the practical administrative challenges manifest serious capacity constraints in improving the implementation of public housing policy in the Gauteng Province. These expressions are observed where one respondent says that:

In my ward, for example, there is not sufficient capacity because there is an unfinished housing project which was started since 2002 to construct 250 houses. With sufficient capacity, the project should have been finished a few years ago. There are enough people, but they do not seem to be as focused or committed as they should be. Only a handful carries out the necessary work which eventually frustrates the municipality because in such cases, they do not have sufficient support from the province. This also indicates that there are times when one finds that the provincial and waiting lists do not correspond, for one reason or the other.'

The clash between province and municipalities requires a sound intergovernmental relations system, an improvement in the skills shortage and sound financial management to defuse it because it serves as the major negative factor contributing to administrative efficiency. This area is well articulated by the respondents as they relate their experiences on housing issues.

Respondents are unanimous about the failing administration of public housing in terms of objective five. In fact, processes and systems are slow, rigid and do not respond to relevant public housing challenges. In that regard, ward councillors are very critical of the administrative systems of the Gauteng Province.

- The sixth objective underpins the need to examine the constraints, problems, obstacles, failures and successes (negative and positive effects) of the national public housing policy in the Gauteng Province. When respondents were asked what constitute the constraints, the response was revealing and long. Most of the respondents highlighted that the slowness of officials in addressing public housing problems is a major challenge in the Gauteng Province.

In understanding how the slowness contributes to the creation of these challenges, issues of capacity, corruption and intergovernmental relations, *inter alia*, are indicated as constraints and obstacles.

Similarly, the need to identify success stories in public housing arose. In this case all the respondents believed that there is one major success story which is that the housing delivery in the Gauteng Province could be bragged about since it is the most effective in comparison with other provinces in South Africa.

This major success was also supplemented by other key observations on the housing policy in the Gauteng Province. This is how it was captured:

South Africa is a leading country in the world in the provision of public housing. Some of the successful flagship projects in the Gauteng Province include Olivenhoutbosch housing in which a inclusionary housing approach was used such as making provision for rental stock, accommodating the low-income households, and making available bonded housing to accommodate everybody. The Chief Mogale Housing Project which was intended to integrate poor and middle class has been hailed a success at the community level. The implementation of the People's Housing Process (PHP) has been a fairly successful initiative in the Gauteng Province.

While there is an acknowledgement of success, which includes the introduction of the Breaking New Ground policy, that is an attempt to

address housing challenges generally for the low- and middle-income households as well as other flagship projects which have been successful in implementation, negative effects also persists. These negative effects include the provision of free 'RDP houses' which are regarded as unsustainable, poor management of waiting lists, as well as the inability of the housing policy to respond to the global financial crisis.

A final analysis of objective six indicates that public housing constraints (negative effects) have persisted despite several policy interventions to address public housing problems in the Gauteng Province. Major policy shifts such as the stoppage of the free 'RDP housing' programme should be put in place to resolve these challenges. In this case, the government's role could focus more on issues of employment creation and other means of economic empowerment of the poor.

7.6 ADDITIONAL COMMENTS

The last question (Question 7) on the semi-structured personal interview questionnaire required respondents to provide additional details regarding any matter which may not have been attended to sufficiently in any of the other study objectives. However, a closer consideration of these additional comments indicates how all three groups responded, thus, attempting to provide possible solutions and remedies to the research problem as investigated in the study. These types of responses, perhaps, justify the relevance of this study and points to the desperation within the housing fraternity in dealing with the huge challenge of improving public housing delivery in the Gauteng Province. The additional comments are stated below in an orderly manner:

7.6.1 Additional comments from members of the Gauteng Housing Research Forum

This section of the semi-structured personal interview questionnaire considers the evidence regarding additional comments received from members of the Gauteng Housing Research Forum. These additional comments highlighted three important matters:

- **Strengthening of intergovernmental relations:** The members of the Forum placed an emphasis on matters of strengthening intergovernmental relations for national, provincial and local government to work together. To further ensure that public housing delivery is expedited, the respondents impressed that the relations between the different spheres of government which are responsible for public housing delivery should be coordinated properly.
- **Increasing public housing delivery and the eradication of informal settlements:** The need to exceed the required public housing delivery targets was mentioned.
- **Best practices:** It was highlighted that more cases from other countries and locally (in South Africa) should be investigated to inform best practices. This means that benchmarking and sharing of experiences among different developing countries, require special attention to understand whether satisfactory progress is taking place in public housing provision.

7.6.2 Additional comments from officials of the City of Johannesburg Metropolitan Municipality

This section of the semi-structured personal interview questionnaire considers the evidence regarding additional comments received from the officials of the City

of Johannesburg Metropolitan Municipality. These additional comments highlighted five important matters:

- **Management Training:** Respondents indicated that an appropriate training for project managers and directors at all levels is a necessity for the improvement of public housing conditions in the Gauteng Province.
- **Intergovernmental relations model:** It was indicated that an intergovernmental relations model which allows national Department of Housing, provincial administrations and municipalities, and to relate to each other could assist in the improvement of housing delivery.
- **Housing Ladder:** It was felt that focus on the creation of the housing ladder by the government at different levels is a necessity in South Africa. The housing ladder is an attempt to ensure that housing beneficiaries are able to use their government housing benefits as a wealth in that they will not remain poor once they are able to possess a house.
- **Subsidy system upgrading:** Officials pointed out that there is a need to develop a national system for public housing delivery to assist households and low income individuals to move within the country and still be recognised as applicants for housing assistance.
- **Improving public housing policies:** It was argued that the acceleration of public housing policies to ensure that municipalities are able to undertake housing construction themselves should occur. This attempt also requires the capacitation of municipalities in the Gauteng Province, to enable them to manage their own waiting list, administer the linkage between finance and subsidies, and run the financial system for low income housing.

7.6.3 Additional comments of ward councillors of the Mogale City Local Municipality

This section of the semi-structured personal interview questionnaire considers the evidence regarding additional comments received from the ward councillors

of the Mogale City Local Municipality. These additional comments highlighted nine important matters:

- Intergovernmental relations: Ward Councillors proposed that activities relating to Intergovernmental relations should be taken into account in which all government planning is coordinated. For example, in some cases, houses are delivered but there is a lack of infrastructure. Again it was pointed that what slows down the delivery of housing relates to the administrative deficiencies in intergovernmental relations. For example, at times not carrying out an Environmental Impact Analysis (EIA) before the commencement of the construction of houses resulting in the projects being put on hold.
- Local government role: It was emphasised that housing delivery should be the competency of local government in order to fast-track service delivery. The current housing delivery activities are undertaken at the Provincial level which contributes to the slowness of the delivery due to complex administrative matters.
- Role of ward councillors: There was a general impression among respondents that ward councillors should be involved in the managing of the housing waiting list.
- Monitoring system: Councillors mentioned that an effective monitoring system should be in place to keep track of the impact of housing development.
- Free RDP Houses: Councillors indicated that from their experiences within the communities they are serving, Free RDP houses are not sustainable in the long term and could potentially bankrupt the government.
- Informal Settlements eradication: It was highlighted that the need to eradicate informal settlements (shack demolition) should be taken very seriously, especially when citizens have received a house.

- **Abject poverty:** Councillors made mention of the fact that in some cases when people receive free houses, they are still unable to pay for other basic services such as water and electricity.
- **Corruption and bribery:** There was an impression that many poor people will not own houses if they cannot bribe officials and councillors. It was also alleged that without corruption, more houses could have been provided.
- **Incremental housing:** Respondents mentioned that an incremental housing system should be introduced and not the current RDP form which does not allow the family to extend the house professionally when they have their own money.

7.7 SUMMARY

The purpose of this chapter was outlined in the overview of chapters in Chapter one as intended to serve as the data analysis and interpretation of the collected data. In analysing and interpreting the data, this chapter has taken into consideration several steps essential to provide a logical approach to this process. Thereafter, three sets of data were presented with summaries at the end of each set to highlight key issues emanating from the data and in some cases, the views of the different semi-structured personal interviews and focus group discussions. A general observation to the collected data indicates that all the three sets of data are congruent about the minimal effects of public housing policy development and implementation in the Gauteng Province, despite the Gauteng Province being regarded as leading all other provinces in this respect. It has been established that most of the respondents believe that the current public housing policy is not responding to the public housing needs of the low-income households in the Gauteng Province. Several additional issues such as the deficient intergovernmental relations, inability to eradicate informal settlements and lack of capacity of municipal officials to deliver services in the Gauteng

Province were highlighted. Finally, additional comments of the different focus groups were provided at the last part of this chapter which indicate public officials' desperation to resolve the housing crisis in the Gauteng Province. Conclusions to all the chapters presented in this thesis are provided within the context of the structural framework of this study. Therefore, the following chapter provides mainly a synopsis of all the chapters in this study.

CHAPTER EIGHT

REALISATION OF THE STUDY AIM AND OBJECTIVES, CONCLUSIONS, LIMITATIONS, RECOMMENDATIONS AND FURTHER RESEARCH AREAS

8.1 INTRODUCTION

This study reveals that developing countries (such as Brazil and South Africa) tend to centralise their approaches at central or national government level when public housing policy development and implementation are undertaken. The positive effects of such an approach seem to be fewer than when the devolution of powers to municipalities and other local civic structures such as community forums for housing initiatives is undertaken.

Public housing in the Gauteng Province is normally and/or mostly sidelined to include only urban settlements in the form of RDP houses. In the Gauteng Province, one can clearly differentiate between economic classes in that there are up-market areas, black township areas, informal settlements, and government RDP settlements. Most households occupying RDP houses resided in the informal settlements prior to their move. The initial housing policy implementation provided RDP houses on the periphery of society and did not make them part of any sustainable society. This has continued to stigmatise those households residing in RDP housing. In this regard, it appears that the government has experienced difficulties in addressing the need of the urban poor for housing as the concept of sustainable human settlements was not part of the initial RDP plan. This has created another societal dysfunction because community members are unable to access basic public services. These housing areas can be equated to another township creation where poverty, unemployment, crime and drug abuse are rife.

This chapter provides discussions on the realisations of the study objectives. This is intended to indicate whether the study has addressed its main problem in accordance with the stated objectives of the research raised in Chapter one (see Section 1.6, p9). In addition, conclusions for each chapter are drawn. The limitations of the study do not suggest that the study is incomplete or obsolete, but indicate how external factors contribute a limiting influence to the study. These limitations should be taken into consideration in understanding the holistic context of the study. Finally, recommendations and future research areas are identified in an attempt to respond to the possible problem areas which have emerged during the data collection stage.

8.2 REALISATION OF THE STUDY AIM AND OBJECTIVES

A reflection on the realisation of the study objectives is necessary so that measurement and observations regarding whether the study has or has not achieved its objectives can be made. It is worth calling to mind that the study objectives emanated from the research questions which were raised as a result of the stated main research problem. The main research problem is:

What are the effects of the development and implementation of the national public housing policy in South Africa? To what extent are these effects of the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998* conducive to addressing the public housing problems in the Gauteng Province?

In this regard, each research objective is considered to assess whether it has been addressed.

- Objective 1: *Provide a historical overview of the development and implementation of the national public housing policy from 1948 to 2005.*

While the literature review in Chapter two provides the basis for the context and discussions of this study, Chapter three focuses on the historical overview of the development and governance of housing policy from 1948 to 2005 in an attempt to address the study objective.

- Objective 2: *Examine the effects of guidelines and features of the national public housing policy, legislation and strategies on the development and implementation of public housing in the Gauteng Province.* The achievement of this objective is gained by a discussion of the guidelines, features and strategies of the public housing policy in the Gauteng Province in Chapter four.
- Objective 3: *Examine the effects of the nature of and reasons for the national and provincial public housing administrative reforms during the period 1994 to 2005.* In addressing this objective, Chapter five undertakes a discussion of the administrative reforms for post-1994. Both the national and Gauteng public housing administrative reforms receive attention in this Chapter.
- Objective 4: *Examine the constraints, problems, obstacles, failures and successes of the national public housing policy in the Gauteng Province.* In this regard, different phases of housing policy in South Africa from 1948 to 2005, the public housing policy development and implementation in a democratic South Africa through stakeholders' participation, as well as supply of and demand for public housing are discussed. (See Chapter three, Section 3.6, pp117-123; Section 3.7, pp123-129 and Section 3.8, pp129-148 for further details) Question six of Chapter seven has also contributed immensely in addressing this objective. Most respondents highlighted what they perceive as constraints, problems, obstacles, failures and successes of the housing policy in the Gauteng Province.

- *Objective 5: Analyse the practical administrative actions undertaken at institutional level to implement the Housing Act 107 of 1997 and Gauteng Housing Act 6 of 1998.* This objective was addressed in Chapter five (Section 5.4, pp234-280 and Section 5.5, pp280-293) which makes provision for the national public housing policy implementation and administrative challenges in implementing the *Housing Act 107 of 1997*.
- *Objective 6: Outline the research design and methodology used in the study.* Chapter six provides a detailed exposition of the research tools, path and how these tools are applied in the collection and interpretation of data.
- *Objective 7: Evaluate and interpret the successes and failures of the national public housing policy and legislation in providing access to public housing in the Gauteng Province.* The discussions in Chapter seven undertook to respond to these issues in that primary data is analysed and interpreted. Data analysis and interpretation are done primarily on whether public housing policy development and implementation have been successful in the Gauteng Province.
- *Objective 8: Understand and provide the realisation and limitations of the study, conclusions, recommendations and possible future research.* On the basis of collected data and general discussions throughout the study, a reflective approach is adopted in Chapter eight to understand whether the study has been successful in addressing pertinent research problems.

In order to consolidate the objectives above, several conclusions are drawn below. This is necessary to provide thorough observation on how each chapter addresses its applicable objective of the study.

8.3 CONCLUSIONS

A reflective approach is undertaken to ensure that each objective, and subsequently each chapter, of the study addresses the pertinent issues of its focus. Sections 8.3.1 to 8.3.7 below provide a synopsis of conclusive remarks in this regard.

8.3.1 Introductory chapter

This chapter evolved from a research proposal (the first step in this writing process) which was submitted for approval by the Departmental Senior's Degree Committee. This introductory chapter focused on the methodological approach this study has undertaken to address the stated research problem. The following methodological approach is undertaken: background and rationale, motivation, problem statement, research questions, objectives, demarcation, research design and methodology, terminology, and overview of chapters are discussed. These discussions are undertaken to provide a framework to answer the research problem under investigation which is the need to understand the effects of the development and implementation of the national public housing policy in South Africa. Further, the extent to which the effects of the *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998 are conducive to address public housing problems in the Gauteng Province are investigated.

8.3.2 Literature review – global approaches and trends and tendencies in developing national public housing policies

Chapter two deals with the literature review. Global approaches, trends and tendencies in developing public housing policies are studied. Observed countries include the United States of America, Great Britain, the Republic of Ireland, Sweden, Germany, Brazil, Zambia and South Africa with an emphasis on the implications for the Gauteng Province. These countries are observed on the

basis of their economic development status globally as either developed or developing.

The literature revealed that affordable housing is less popular than private housing in developed countries, probably because low-income households are generally in the minority. To the contrary, South Africa's public housing structure for example, is more popular even in urban townships and informal settlements and is provided to low-income households, which form the majority. Governmental intervention in the United States of America and South Africa differs. In the former there is less involvement of government in the provision of public housing while in the latter, it is more intense as the entire provision of public housing is centralised.

In the United States of America one of the most positive trends during the period 1970-2000, was the decentralisation of housing construction to municipalities and the deracialisation of the housing policy approach, which increased the provision of public housing. In Great Britain, governmental intervention in public housing provision has been an important part of the British housing policy. Innovative approaches to providing housing, including those of banks and building societies, are also regarded as 21st century measures for reducing homelessness. However, Great Britain still requires two million houses which means about 240 000 new dwelling units *per annum* between 1991 and 2011.

In the Republic of Ireland, the administration of housing provision is vested in local authorities while households are pressed to own houses rather than to rent. Furthermore, the *Housing Miscellaneous Provisions Act 43* of 2004, among others, allows private financial institutions access to the affordable housing mortgage market and facilitates the direct sale of affordable housing units to eligible persons nominated by the local authority. This Act intends to regulate and accelerate the sale of affordable housing. Local authorities also advise the

national Department of Environment of any housing developments which have been undertaken on a PPP basis.

In the case of Sweden, a comprehensive housing planning strategy was formulated to increase the housing supply and to improve amenities and neighbourhood services such as transport, day-care centres for children, and supervised adventure playgrounds. As part of the strategy during the period 1932-1977, the Swedish government responded by constructing 1.75 million houses which amounted to more than 50 percent of the existing housing units. Construction was undertaken by municipalities on a local level through housing agencies, especially during the 1940s and 1950s.

The successful rebuilding of the West Bloc after the Second World War, in which the 'rubble women' took upon their shoulders the duty to rebuild their housing by doing unsalaried work for Germany, has been an example to many European countries. In comparing Germany's 'rubble women' activities to the South African situation, the People's Housing Process (PHP) was one of the most important programmes promoted by the South African government. The German housing sector is dominated by the private sector, although social or public housing has a significant place for low-income households. On one side of the social housing sector, rents are regulated at a level which is usually well below the market. Access to social housing is restricted to low- and middle-income groups. However, on the other side of the private housing sector, contributions to the general housing conditions in Germany have been regarded as efficacious.

In Brazil, the number of households in *favelas* since the 1950s increased gradually, especially in cities such as Rio de Janeiro, to about 25 percent of the population. In 1964 the National Housing Bank (BNH) was developed to facilitate and promote home ownership among low-income households. However, BNH's intended objectives were subverted, and instead of financing low-cost public housing, the bank's monies were diverted to feeding real-estate construction of

middle class and luxury housing. Thus the housing needs of the low-income population increased dramatically. Due to a rise in housing costs, the drop in households' income, the increase in transportation costs and increasing unemployment during the late 1970s, *favelas* emerged as alternatives for the low-income population groups.

In Zambia, during the period 1963-1970, the Lusaka City Council provided low-cost council housing in high-income areas to high-income households. This approach excluded households in squatter settlements in that they remained outside the network of city infrastructure. The housing conditions in Zambia remain a factor for concern since the last effort to build houses was during the early and mid-1970s. The government does not provide/build houses and therefore poor families (who are in the majority) are unable to afford houses at market values or prices.

Since 1910 various mechanisms have been proposed to tackle the public housing issue. The South African model in public housing has come to be distinguished by its emphasis on strengthening housing development as a solution to the housing problems of the country. A segregation policy has been developed at a national and provincial level of government. The Gauteng Province housing policy is shaped by the national housing policy, or else it would be regarded as unconstitutional. According to the policy approach adopted in 1994 more houses were built but this brought more problems to the government and subsequently the quality-driven approach was adopted instead.

In summarising the discussion on the review of the global approaches, trends and tendencies, both similar and different approaches are given attention in analysing the results of the literature review. It is further proven that although there are different and similar occurrences in the development of public housing policies of the developed and developing countries, these countries employ

different approaches. Thus, developing countries are likely to manifest similar patterns to each other, and the same applies to developed countries.

A popular trend influencing public housing policy in all countries is the urbanisation conditions which normally cause regional imbalances for both urban and rural areas. In urban areas, there are usually massive migrations from rural areas (and from other neighbouring countries in the case of the Gauteng Province) which often lead to overpopulation where the public housing supply does not match the rapid growth in households needing accommodation. These conditions make it difficult for the Gauteng Province to formulate a public housing policy that could successfully address pertinent problems since situations such as urbanisation are social, complex and unpredictable.

Further, a common variable in all countries discussed regarding the development of a public housing policy reveals that there are always people and households that are not adequately housed whether in the first world or developing countries. It also appears from the literature that homelessness might result from factors such as the dilapidated state of houses, family splits, population growth and migration. However, the primary aspects seem to be population growth and migration. This means that, in order to increase delivery, the public housing provision should be primarily measured against population growth. It should also be noted that housing provision is a process and should be understood in the general context of the government service delivery mandate. The complexity in executing the mandate is that when government services are provided, the demands for the same services normally increase. Finally, it is evident from the observed literature in this chapter that different countries apply different approaches and systems in the provision of public housing, although some trends and tendencies may be similar. However, there is no best method for providing public housing, but circumstantial or contingency methods should be sought to confront existing challenges in the acceleration of service delivery.

8.3.3 Historical overview of the development and governance of public housing policy from 1948 to 2005

The intricate and complex nature of the public policy-making process and how it developed in South Africa between 1948-2005 is reflected upon and clarified in this chapter. In particular, six vital reasons for the study of public policy networks are further discussed. The chapter argues that the intricate and complex nature of public policy making should be simplified. It means that, though policy making may be intricate and complex, a professional and systematic approach should be used in studying policy networks.

The focus on policy analysis is also critical in this study, as is the description of the manner and reasons for the policy process. Analysing and evaluating the public policy process is crucial in providing a general observation of policy matters and could be helpful in the analysis of the public housing policy as well. In other words, policy analysis and evaluation may provide yardsticks, descriptors or benchmarks for policy assessment to ensure that policy observation has practical implications to effect real changes. The real policy analysis test is undertaken when provocative propositions regarding policy analysis are outlined in ensuring that it is undertaken within the applicable and practical framework. The integration of policy advocacy with policy analysis is also regarded as important since it is argued that policy advocacy complements policy analysis through examination, proposals or prescriptions. Thus, it is important that the public policy operation is evaluated accordingly. In order to ensure this, several normative and empirical dimensions are spelt out.

To ensure that the legislative framework for public housing has a definite approach, the history of public housing policy in South Africa has been discussed with several imperatives regarding governance and the development of housing. The history is further expounded by the provision of phases that provide policy changes and characterise the housing policy from 1948 to 2005. The

development of housing in South Africa is briefly outlined through the involvement of stakeholders and a consideration of challenges confronting housing in South Africa.

Census data from 1996 and 2001 is presented in order to provide official government information regarding the type of dwelling that is normally used in South Africa. These two sets of data are not presented in the same format which makes it difficult to compare them. Notwithstanding, the government's housing provision is increasing, although it does not match population growth. Lastly, specific figures pertaining to both the housing shortage and deliveries are given to attempt to provide a quantitative layout of the *status quo* regarding housing provision in South Africa. The chapter also discusses the De Loor Commission's report which, debatably, neither the White Paper on a New Housing Policy and Strategy for South Africa of 1994, nor *the Housing Act 107* of 1997, nor the White Paper on the Reconstruction and Development Programme of 1994 seem to acknowledge and recognise as other scholars do. Another source of funding, namely, the uTshani Funding Scheme for low-income groups, is discussed because of the role it plays in assisting the government to accelerate the housing provision. Thus, the role of funding schemes is necessary for the improvement of housing conditions, especially for the 'poorest of the poor'. Historical factors which have had a negative effect on public housing policy and provision provide practical situations relating to the challenges confronting the national Department of Housing.

8.3.4 Guidelines, features and strategies of public housing policy in the Gauteng Province

The principles of public housing policy regarding aspects of the cooperative governance and intergovernmental relations (apart from the comprehensive *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998), *section 41* of *the 1996 Constitution's* provision, are outlined in Chapter four. Furthermore, the

most important Act that addresses all matters of intergovernmental cooperation and coordination is brought in, namely the *Intergovernmental Relations Framework Act* 13 of 2005. In light of the this Act, the study further suggests the promulgation of the intergovernmental housing framework policy document which may be critical in ensuring that (public) housing matters in the three spheres of government are coordinated to enhance the service delivery mandate of the government. Other reasons that propel the need for such a policy include the need to hold certain individuals both responsible and accountable in the coordination, management and administration of public housing matters in the three spheres of government, in accordance with this suggested policy document.

Although through the Minister of the national Department of Housing at the national sphere of government is regarded as the watchdog of the public housing sector, the role of provinces, municipalities and communities should be clarified in the same manner as it is in matters pertaining to the national housing programme for informal settlements. Positionally, the municipalities' roles require them to interact directly with the communities and react promptly with service delivery interventions where necessary, in accordance with the law, thus ensuring policies are carried out to meet the needs of the communities. In addition, the municipal Integrated Development Plans (IDPs) should ensure that an all-inclusive planning strategy of municipalities includes the plan for housing development as specified by *section 9(1) of Part 4 of the Housing Act* 107 of 1997.

The chapter also deliberates on the strategies or interventions of the housing policy in South Africa. The immensely increasing housing backlog is also discussed. It is argued that the development of the national housing strategy should be able to provide both quality and quantity housing immediately. Seven strategic objectives are noted, as envisaged by the White Paper on a New Housing Policy and Strategy for South Africa of 1994, which has served as the

basis for the housing strategy since 1994. In addition to these strategic objectives, the Cabinet adopted a new policy direction that further serves to inflate the strategic objectives of the aforementioned White Paper with six pivotal goals, namely, focusing on quality living environments, broadening housing and tenure options, building an integrated nonracial society, unblocking service delivery constraints, capacity building and rooting out corruption (see Chapter four, Section 4.3.1, pp175-183).

In this chapter, the research enunciates a brief overview of the housing institutions in South Africa and argues that the existence and effective and efficient functioning of these institutions are crucial and could give meaning to the public housing policy development and implementation. The chapter articulates the position and development of Public Private Partnerships in the development of public housing as outlined in Chapter one as a research objective of this study. Public Private Partnerships are crucial in modern interventions and approaches to service the delivery mandate of the government. The study argues that the combination of the best of the public and private sectors with an emphasis on value for money and delivery of quality public housing is indispensable. The position of Public Private Partnerships in South Africa is discussed while the research concludes that the South African government Public Private Partnership unit centralised at the National Treasury is insufficient to manage and facilitate Public Private Partnership contracts in all the departments, or that the approach in itself should be regarded as a 'Public Private Partnerships remote control system'. However, this could easily create unnecessary barriers through its largely bureaucratised nature. The implications for Public Private Partnerships in providing public housing are discussed. Although certain risks exist in the process of adopting Public Private Partnerships, it is argued in this study that benefits should exceed risks for the survival and proper functioning of any Public Private Partnership project in the Gauteng Province.

8.3.5 Administrative framework to implement the national public housing policy in the post-1994 dispensation

The inclusion of Chapter five in this study has highlighted important links among Chapter one, two, three and four. This has been done by focusing on the aspects relating to the administrative activities of the national Department of Housing. Administrative processes are the support and monitoring function of housing policy development and implementation. Therefore, the need to review administrative activities arose in order to address historical deficiencies, guidelines and strategies within the public housing sector.

The administrative reforms between 1994 and 2005 for addressing the constraints impeding public housing development are also discussed. Some of the observed shifts include the adoption of a quality approach rather than the current quantity-driven approach. The government's Breaking New Ground (BNG) initiative is observed as mainly a broadened agenda but not a new approach to public housing delivery.

In light of the existing legislation, current administrative reforms and the functions of the national Department of Housing and the Gauteng Department of Housing are discussed and contextualised. These laws dealing with the current administrative reforms and functions are the *Public Service Act* 103 of 1994 and the White Paper on the Transformation of Public Service Delivery of 1997. The laws provide a framework for structuring public service institutions to accelerate public service delivery. With regard to the institutional framework, both the national Department of Housing and the Gauteng Department of Housing structures are criticised as outdated. This is because the existing structures are in a hierarchical pattern which is alleged to advance bureaucracy and a top-down approach in the development and implementation of public housing policy matters. In terms of the transformation of the public service, eight (*Batho Pele*) principles are underpinned to ensure that public housing deliveries are provided

with maximum output. It has been argued that adherence to the *Batho Pele* principles and not rhetoric is important in maintaining a credible Gauteng Department of Housing (The White Paper on the Transformation of Public Service Delivery of 1997, 1997: 6).

The other approach considered in this chapter was to discuss public housing with other related public services. This is important because different public services may conflict with one another when policies are not consciously harmonised. The provision of public services such as roads, electricity supply, land and schools, among others, has been highlighted as fundamental to the success of public housing provision, hence, the notion of sustainable human settlements. This means that while these services are administered by different departments, they (services) cannot take place separately from one another. This approach helps to understand the context within which public housing as both practice and a field of study is located.

The administrative challenges in implementing the public housing policy are deliberated upon. This is done in light of the political-administrative interface. The argument advanced is that while the public housing administration and management function occurs in a political milieu, the need to dichotomise politics and administration is necessary in the Gauteng Province. The model distinguishing political office bearer and public office bearer is also discussed as an approach which needs to be acknowledged within the national Department of Housing and the Gauteng Department of Housing. The challenge of intergovernmental relations which aims at coordinating public housing matters in a harmonised way in all three spheres of government is undertaken. This issue is discussed in the context of the administrative framework of implementing the *Housing Act 107 of 1997* and *Gauteng Housing Act 6 of 1998*. The main purpose is to highlight the terms and conditions of the different spheres of government as promulgated in the *Intergovernmental Framework Relations Act 13 of 2005*.

Subsidy allocations is an area which requires stringent rules in order to curb corruption, while at the same time accelerating public housing policy implementation. Obviously, central to public housing are strong governmental financial interventions for lower income families. One of the arguments solicited in this regard is that government does not need to provide direct finance to households, but that intermediaries should be established and capacitated to ensure that public housing provision takes place at the grassroots level and addresses pertinent problems. Provisions guiding financial management in constructing public houses are discussed as well as the municipal accreditation process.

In order to convert administrative processes into maximum housing delivery output (positive effects of public policy implementation), capacity building of the public housing sector stakeholders is necessary. Stakeholders in this regard refer to both public servants and community members. This matter has been discussed as a critical means to improve public housing outputs in the Gauteng Province. Finally, an administrative strategy as a conceptual framework in improving public housing provision is suggested as a relevant model to be considered in developing public housing strategy.

8.3.6 Research design and methodology

In Chapter six, a qualitative methodological approach is used to guide this study on suitable research tools and methods. These have provided clarity on the reliability and validity of the collected data. In understanding how the research design and methodology were undertaken, key research tools employed in this study are outlined. These are:

- The research approach which concerns the planning and structure of the research.

- A qualitative research strategy which entails the justification for acquiring truthful knowledge.
- An exploratory study to satisfy the researcher's curiosity regarding the effects of public housing policy development and implementation in the Gauteng Province and the desire for better understanding.
- A grounded theory which addresses concerns about the effectiveness of qualitative research in social science disciplines.
- The literature review which casts the literature net wider in determining the truth about the studied phenomenon.
- Semi-structured personal interviews which are employed to allow interactions between the researcher and respondents.
- Focus group discussions which encourage interaction among respondents to improve the quality of the research output.
- Population and sampling which undertake to provide an understanding of who should be interviewed and how respondents were selected.

Further, Chapter six further provides a discussion of data collected with reference to three aspects:

- Design and structure of the semi-structured personal interview questionnaire.
- Pre-testing the semi-structured personal interview questionnaire.
- .Administration of the semi-structured personal interview questionnaire.

Finally, a brief outline of data analysis from the members of the Gauteng Housing Research Forum, officials of the City of Johannesburg Metropolitan Municipality, and ward councillors of the Mogale City Local Municipality is provided.

8.3.7 Data analysis and interpretation of the results of the semi-structured personal interviews and focus group discussions

A data analysis and interpretation of the research results are undertaken in Chapter seven to provide empirical data regarding how stakeholders and practitioners in public housing within the Gauteng Province view the effects of public housing policy development and implementation. The three sets of data have, to a large degree, shown consistency in doubting the success of public housing policy implementation in the Gauteng Province. There could be several reasons for this scepticism which perhaps include the fact that the government policy is too ambitious and its goals are not achievable in the short to medium term, public officials at all levels lack commitment and require intensive training programmes, the need for informal and formal educational programmes for the citizenry to understand the complexity of the housing policy implementation, and the predicament facing government in the delivery of public housing. Some of the key challenges are found within government administration and include issues of corruption and laziness or lack of commitment to undertake government processes in the quest to deliver public housing, and a lack of effective intergovernmental relations which could assist provinces and municipalities to function harmoniously without suspicion of each other whenever public housing delivery matters are undertaken.

In particular, Chapter seven deals with the analysis and interpretation of the research findings regarding the views and preferences of public housing stakeholders on the effects of the development and implementation of public housing policy in the Gauteng Province. The researcher employed qualitative content analysis to arrive at the six main steps (see Chapter seven, Section 7.2.2, pp321-324) involved in the formulation of appropriate questions for the public housing stakeholders to enable them to share their experiences. The questions covered specific themes linked to the research problem, aim and objectives of the study.

In light of the above conclusive remarks on the analysis and interpretation of data, the successes and failures (positive and negative effects), as key findings of public housing policy development and implementation in the Gauteng Province, are grouped and discussed below.

8.3.7.1 Successes and failures of public housing policy in the Gauteng Province

The literature review undertaken in Chapter two and the semi-structured personal interviews conducted together with the focus group discussions have indicated that there have been areas in which achievements have been realised. Also observed are that improvements in the development and implementation of public housing policy are needed.

However, it is important to highlight that successes are minimal when government expectations (in the form of the existing public housing policies and goals) are compared with the current rate of public housing delivery in the Gauteng Province. Some of the key successes (positive effects) include the following, as observed in the collected data:

- Statistically, public housing policy implementation in the Gauteng Province has advanced much better than in all eight other provinces. This means that Gauteng's spending on public housing provision has improved over the years when compared with other provinces. Also the improvement could be attributed to the fact that the Gauteng Department of Housing has actively undertaken initiatives to learn from other countries.
- The provision of RDP houses to lower and to no-income households has improved.
- There are continuous improvements in these RDP houses in terms of size, quality and appearance (face lift).

- An accreditation process for municipalities to undertake public housing delivery rather than provinces has been introduced.
- The adoption of the Breaking New Ground (BNG) policy has ushered in the notion of sustainable human settlements.
- The private sector has been involved, with banks providing R42 billion over a five year period to assist the low and middle income households to qualify for housing bonds. Impact analyses are yet to be released by government to determine the efficacy of the project.
- There has been an improvement in the security of tenure of the low income households.
- The investigation into the idea of the appropriateness of using alternative building materials in the Gauteng Province which are quicker (although not cheaper) is a successful initiative.

Failures (negative effects) of public housing policy development and implementation in the Gauteng Province are also brought to the fore. Question six of the semi-structured personal interview questionnaire for the three sets of focus groups in discussions has captured a myriad of challenges rather than successes in the implementation of the public housing policy. The question is phrased: 'In your opinion and experience, what would you say constitute the constraints, problems, obstacles and failures of public housing delivery in the Gauteng Province?' The responses of all three focus groups have highlighted serious and complex challenges which require urgent responses from government if the implementation of public housing policy is to succeed nationally and provincially (including in the Gauteng Province). These include eight key areas:

- Poor coordination of activities between the Gauteng Province officials, City of Johannesburg Metropolitan Municipality and the Mogale City Local Municipality.

- Skills shortages amongst Gauteng Province officials, officials City of Johannesburg Metropolitan Municipality and the officials of the Mogale City Local Municipality.
- Unethical behaviour and corruption.
- Lack of capacity amongst municipal housing officials (despite the number of people employed) with respect to commitment, skills, knowledge and qualifications.
- An over-ambitious national public housing policy which does not match the skills and knowledge base in the Gauteng Province.
- Shortage of land for public housing development.
- Lack of community integration strategies on the basis of race and class to undo apartheid planning.
- Deficient informal settlement regularisation policy and management.

From the above conclusions, giving the successes and failures of the development and implementation of the public housing policy, recommendations are given in Section 8.5 below. The limitations experienced during the undertaking of the study are discussed in Section 8.4 below.

8.4 LIMITATIONS OF THE STUDY

Every study has its limitations. This means that there are factors which contribute to limiting the study which should be taken into consideration to clearly understand its context. The following indicate limitations of this study, especially during the data gathering stage:

- Since the semi-structured personal interview questionnaire was used in a snowballing approach, there might have been public housing specialists who were not made known to the researcher. The snowballing approach normally uses referrals from one target respondent to another in a chain

format. Babbie (2001:212) refers to snowballing sampling, relying on available subjects, purposive or judgmental sampling, and quota sampling as important aspects of the non-probability sampling technique. In this regard, some experts may have been excluded in the study if they were not made known to the researcher, thus limiting the maximisation of the collected data.

- It has also been difficult to access some senior officials (especially the former acting Director-General of the Department) and some official documents in the national Department of Housing. This is due to the indicated busy schedules of senior officials. Also, some official documents were deemed confidential and could not be released to the public including the researcher at the time of the study.
- While this study considers an input from the academic community, researchers, consultants in government, employees of the Gauteng Department of Housing and municipalities, public housing beneficiaries were not interviewed since the empirical basis of the study focuses on policy implementation. This may disadvantage the view of the housing policy's overall effect and other practical implications which have an impact on these beneficiaries.

8.5 RECOMMENDATIONS

Since the study has indicated in many respects the conflicting areas between the Gauteng Province and its municipalities (in particular, the City of Johannesburg Metropolitan Municipality and the Mogale City Local Municipality) in public housing delivery, it seems necessary to propose a radical change in the entire approach to public housing policy implementation. When discussing the different roles of the spheres of government the weakness in the coordination of activities between local government, provinces and the national Department of Housing was uncovered. This phenomenon is further witnessed by the focus group

discussions which reveal that municipalities are often held to ransom by provinces wherever public housing delivery is concerned. In this regard, a constitutional review and amendment recommending public housing policy implementation to be the preserve of municipalities is recommended. This amendment should be undertaken with the abolishment of the due accreditation process which municipalities are required to go through to qualify as housing implementation agencies. Once this amendment is made, some of the recommendations below should be taken into consideration. These recommendations are further intended to strengthen the principles of the public housing policy as promulgated in the *Housing Act 107* of 1997 and the *Gauteng Housing Act 6* of 1998. From the foregoing discussions and conclusions, there are numerous specific recommendations that can be made in order to ensure that public housing provision in the Gauteng Province is improved. These are discussed below.

8.5.1 International best practices

Continuous engagement among the different government agencies implementing public housing policies is necessary. This type of arrangement could also form platforms for information exchange and identify new trends, challenges and solutions. The municipalities within the Gauteng Province should always be involved with their counterparts in other parts of the world in this regard to inform their practices and policy choices.

8.5.2 Public housing officials should understand challenges of public housing policy development and implementation during 1948 and 2005

Education and training activities should form a key part of empowering public housing officials within the Gauteng Province, City of Johannesburg Metropolitan Municipality and the Mogale City Local Municipality. For example, bursaries

should be made available for housing officials to enrol with higher education institutions, and regular workshops, retreats and awareness campaigns should be provided. All these activities will ensure that public housing officials are able to understand the challenges of public housing delivery. This understanding is necessary to ensure that relevant remedial actions are instituted where necessary.

8.5.3 Guidelines and features of the national public housing policy

In complementing the above suggestions to capacitate public housing officials, emphasis should be placed on ensuring that public housing officials understand the policy imperatives which require implementation. This could mean that the officials in the Gauteng Province should be able to understand the constitutional imperatives including other relevant Acts such as the *Housing Act* 107 of 1997 and the *Gauteng Housing Act* 6 of 1998 as well as the *Intergovernmental Relations Framework Act* 13 of 2005. The idea is that once officials understand these legislative imperatives, policy implementation could be expedited.

8.5.4 Effects of the national public housing administrative reforms during the period 1994 and 2005

The study has indicated that several negative effects exist in the administrative reforms for the period 1994-2005. These negative effects have further fuelled negative consequences in the outcomes of public housing delivery, hence the growing public housing need (waiting list). This is also because the current public housing systems (such as administrative systems, bureaucracy, organogram, and political-administration structures) are not efficient in responding to these societal needs. Therefore, to ensure that positive effects are maximised in this regard, an overhaul of systems should be undertaken to respond to the 21st century challenges. For example, this could include changes in the hierarchical structures and the adoption of business models that could minimise red tape to

increase the turn-around period for beneficiaries in the provision of public housing.

8.5.5 Practical administrative challenges within the Gauteng Department of Housing in implementing the *Housing Act 107 of 1997* and *Gauteng Housing Act 6 of 1998*

The need to ensure that public housing officials in the national Department of Housing, Gauteng Department of Housing, City of Johannesburg Metropolitan Municipality and the Mogale City Municipality are skilled is pressing. This is because one of the findings of the study includes the fact that administrative efficiency is always hampered by lack of the relevant skills and capacity needed to implement the *Housing Act 107 of 1997* and the *Gauteng Housing Act 6 of 1998*. Further, financial administration is not competent, which contributes to the slow state of public housing delivery. Mentoring programmes and exchange programmes with other countries and cities could assist in capacitating public housing officials.

8.5.6 Constraints, problems, failures and successes of the national public housing policy in the Gauteng Province

In order to respond to the public housing requirements of society there is a definite need to address the constraints, problems and failures identified as, among others, poor administration, shortage of land, and corruption, and to improve administration. In this regard, some successes can be reported, such as the actual delivery and quality improvement of public housing, and the reduction in size of some informal settlements. These successes should be consolidated to ensure that public housing delivery is successful. It is clear from this study that challenges far outweigh successes and this calls for urgent interventions to resolve the identified constraints, problems and failures.

The specific recommendations above (Section 8.5.1-8.5.6) respond directly to the questions posed in the semi-structured personal interview questionnaire. This is necessary because information regarding how each area could be improved is provided. However, general recommendations which are derived from the literature review as well as from the semi-structured personal interviews and focus group discussions are advanced. These general recommendations are detailed below without any logical order:

- An intergovernmental housing framework policy document, which may be critical in ensuring that (public) housing matters in the three spheres of government are coordinated to enhance the service delivery mandate of the government, should be promulgated.
- Public housing provision should be increased to surpass population growth if it has to address the existing public housing backlog. Public Private Partnerships could serve as a major improvement in this regard if they are well managed.
- Address the issue of quality houses instead of quantity provision.
- Introduce rent and eviction controls in the housing market to minimise discrimination against low-income earners who cannot afford to rent in suburbs.
- Increase financial support to housing associations since there is evidence from the literature that the housing institutions are able to contribute significantly to public housing provisions.
- Inculcate sound and relevant public administration and management principles as well as professionalism in the management of public housing provision.
- Minimise bureaucracy and increase efficiency in the administration and management of the housing departments nationally.
- Enact policies that deal with slum conditions and discourage slum development at all costs.

- Increase the involvement of private sector entities as emphasised by the chapter dealing with PPPs.
- Stabilise land values to keep down the costs of property including housing.
- Change the appearance of public or RDP houses as seen from the street.
- Encourage local municipalities to buy dwellings for rentals, especially for poor households. NGOs, CBOs or housing institutions should be encouraged through law to join hands.
- Increase/initiate the collaboration of housing agencies with the municipalities.
- Enhance the principles of intergovernmental relations and coordination. The role of the government in three spheres should be clarified while capacity-building activities are planned and undertaken. In this regard, municipalities should be given the important role of facilitating and providing public housing.
- Triple the housing provision in order to address the problem of population growth.
- Increase the size of houses built. While the RDP design represents a one-bedroomed house, the national statistics as revealed by the 2001 census indicate that families are composed on average of four members. Therefore, one-bedroomed houses will not address the problems of overcrowding, hygiene and poverty.
- Change or adjust unfair subsidy bands in order to successfully implement a two- or more bedroomed RDP or social house, depending on the cost of the desired house compared with the needs of each household. This approach will serve to overhaul the existing approach which requires a categorisation of households according to income brackets and will result in a more flexible approach which may be in favour of the low-income groups. This could require a contribution of households not on the basis of subsidy bands but on the percentage which is applicable across the board for all the low income households.

- Increase government efficiency by depoliticising the process of public housing provision within municipalities.
- Regulate the market operation in the construction of private housing so that it participates in its social responsibility to benefit the poorest of the poor.
- Make sure that the market is not overly regulated by the government.
- Involve the community in the housing processes (policy development and implementation through construction and housing allocations).
- Ensure that building materials are accessible and affordable. The literature does not reveal much about the involvement of government in regulating or subsidising building material but focuses mainly on government-initiated projects. An approach which is holistic in nature may allow other low-income households to build their own houses without direct governmental intervention.
- Allow choice in the shape of the houses so that they are integrated into the community and not seen as governmental informal/formal communities. The reason for communities being informal or formal is that they continue to be isolated from the mainstream community set-ups and are allocated their own developments where the government faces major challenges such as the provision of basic services, lack of schools, infrastructure, sanitation and water, as well as parks.

8.6 FURTHER RESEARCH AREAS

Several areas of possible future research are pertinent, namely:

- The challenges facing municipalities in the Gauteng Province (or South Africa) responsible for implementing the public housing policy.
- Continuous research into the relevant qualifications and knowledge required by housing practitioners in the Gauteng Province.

- A possible intergovernmental relations approach in public housing provision in the Gauteng Province.
- Various integration systems and strategies to assist racial integration of communities in the Gauteng Province.
- Innovative measures for informal settlement regularisation and land management methods in the Gauteng Province.

BIBLIOGRAPHY

- Ababio, E.P. 2000. *Effects of change in inputs in policy making for the South African public service. Unpublished D Litt et Phil dissertation.* College of Human Sciences. University of South Africa: Pretoria.
- Abahlali. 2007. *N2 gateway and the Joe Slovo informal settlement: The new crossroads?* Available at: <http://www.abahlali.org/node/2437>. Accessed on 5 June 2008.
- Acioly, C.C. Jr. 1992. *Settlement planning and assisted self-help housing: An approach to neighbourhood upgrading in a Sub-Saharan African City.* Delft University of Technology: Publikatieburo.
- Adshead, M. and Millar, M. (eds.). 2003. *Public administration and public policy in Ireland.* London: Routledge.
- Agere, S. and Mandaza, I. 1999. *Rethinking policy analysis: Enhancing policy development in the public service, managing the public service strategies for improvement series.* Commonwealth Secretariat: University of Toronto Press, Inc.
- Ahern, N. 2005. *Priority questions-hunting licenses.* Available at: <http://debates.oireachtas.ie/DDebate.aspx?F=DAL20050209.xml&Dail=29&EX=All&page9>. Accessed on 5 September 2005.
- Anas, A. Jirlow, U., Hårsman, B. and Snickers, F. 1990. The Swedish housing market: Development and institutional setting. In Hårsman, B. and Quickley, J.M. (eds.). *Housing Markets and housing institution: An international comparison.* London: Kluwer Academic Publishers.

- African National Congress. 1994. *Reconstruction and Development Programme (RDP): Review copy for regions*. Johannesburg: African National Congress (ANC).
- Anti-Privatisation. 2005. Alexandra concerned residents hold people's inspection. Found at: <http://apf.org.za/spip.php?article107>, accessed 06 May 2010.
- Auriacombe, C. 2001. *Guidelines for drawing up research proposals and preparing theses/dissertations*. Pretoria: University of South Africa.
- Babbie, E. 2001. *The practice of social research*. London: Wadsworth Thomson Learning.
- Baer, E.E. 1975. *The sensitive I: People in business*. New York: John Wiley & Sons, inc.
- Balchin, P. 1995. *Housing policy: An introduction, edition three*. London: Routledge.
- Balchin, P. (ed.). 1996. *Housing Policy in Europe*. London: Routledge.
- Ball, M. Harloe, M. and Martens, M. 1988. *Housing and social change in Europe and USA*. New York: Routledge.
- Banerjee, B. 2007. *Understanding Asian cities: land management and informal settlement regularisation course*. Rotterdam: Institute for Housing and Urban Development studies.
- Banks, J.G. and Banks, P.S. 2004. *The unintended consequences: Family and community, the victims of isolated poverty*. Dallas: University Press of America.
- Barlow, J. and Duncan, S. 1994. *Success and failure in housing provision: European systems compared*. London: Pergamon.

- Baross, P. 1983. *Land for housing the poor*. Singapore: Select Books.
- Bell, E.B. Dearborn, P.M. and Hunter, R. 1993. Financing the post apartheid city in South Africa. *Urban Studies*, Vol.30, No.3, pp581-593.
- Bendixson, T. 1974. How Britain builds houses. In Fuerst, J.S (ed.). *Public Housing in Europe and America*. London: Croom helm.
- Bengston, S.F. 1974. Housing and planning in Sweden. In Fuerst, J.S. (ed.). *Public housing in Europe and America*. London: Croon Helm.
- Birkland, T.A. 2001. *An introduction to the policy process: Theories, concepts and models for public policy making*. New York: M.E. Sharpe.
- Bless, C. and Higson-Smith, C. 2000. *Fundamentals of social research methods: An African perspective*. Cape Town: Juta.
- Bloom, J. 2009. *DA challenges Mashatile to debate rampant corruption in Gauteng*. Gauteng Province Legislature. Johannesburg: Democratic Alliance.
- Boland, T. 2005. Provision of mortgage by finance lending institutions to affordable housing applicants. Available at:
[http://www.environ.ie/DOE/doeipub.nsf/0/3f3ff45854888bbb80256f0f003db97f/\\$FILE/01of05%20Detailed%20Circular.doc](http://www.environ.ie/DOE/doeipub.nsf/0/3f3ff45854888bbb80256f0f003db97f/$FILE/01of05%20Detailed%20Circular.doc). Accessed on 8 November 2006.
- Boyle, B. 2005. Sisulu lays down the law. *Sunday Times*, 5 June.
- Brynard, P.A. and Hanekom, S.X. 1997. *Introduction to research in Public Administration and related fields*. Pretoria: Van Schaik.

Brynard, P.A. and Malan, L.P. 2002. Conservation Management and intergovernmental relations: The case of South African national and selected provincial protected areas. *Politeia*, Vol. 21, No. 2, pp101-122.

Bullock, N. 1990. Berlin. In Daunton, M.J. (ed.). *Housing the workers: A comparative history, 1850-1914*. London: Leicester University Press.

Business Day. 2004. Brazil-SA trade needs to increase. Available at: <http://www.tralac.org/scripts/content.php?id=2890>. Accessed on 7 September 2004.

Business Day. 2006. Special report: housing the nation. Johannesburg: Business Day, 15 September.

Charlton, S. 2004. *An overview of housing policy and debates, particularly in relation to women (or vulnerable) groupings*. Centre for the Study of Violence and Reconciliation. Johannesburg: University of Witwatersrand.

Charlton, S. and Kihato, C. 2006. Reaching the poor? An analysis of the influences on the evolution of South Africa's housing programme. In Pillay, U. Tomlinson, R. and Du Toit, J. *Democracy and delivery: Urban policy in South Africa*. Cape Town: Human Sciences Research Council.

Chui, H.S. Kee, L.S. Sharpe, F.G. and McCormick, J. 1996. Vision and leadership of principals in Hong Kong. *Journal of Educational administration*, Vol. 34, No. 3, pp30-46.

Clarke, G.R.G. Habyarimana, J. Ingram, M. Kaplan, D. and Ramachandran, V. 2007. *An assessment of the investment climate in South Africa*. Washington DC: World Bank.

Clearing House Best Practices. 2006. *Dilemma: Consolidating innovative alternatives of municipal management Brazil*. Available at:
<http://www.unesco.org/most/southa14.htm>. Accessed on 20 May 2006.

Cloete, J.N.N. 1998. *South African Public administration and management*. Pretoria: Van Schaik.

Cloete, F. Schlemmer, L. and Van Vuuren, D (eds.). 1991. *Policy options for a new South Africa*. Pretoria: HSRC.

Cloete, F. and Wissink, H. (eds.). 2005. *Improving public policy*. Pretoria: Van Schaik.

Cloete, F. Wissink, H. and De Coning, C. (eds.). 2006. *Improving public policy: From theory to practice*. Pretoria: Van Schaik.

Cochran, C.E. Mayer, L.C. Carr, T.R. and Cayer, N.J 1982. *American Public policy: An introduction*. New York: St. Martin's Press.

Cochran, C.E. Mayer, L.C. Carr, T.R. and Cayer, N.J (eds.). 2001. American Public policy: An introduction. In Birkland, T.A. *An introduction to the policy process: Theories, concepts and models for public policy making*. New York: St. Martin's Press.

Collins, D. 2003. *Quality of Life Research*. Netherlands: Kluwer Academic Publishers.

Compston, H. (ed.). 2004. *Handbook of public policy in Europe, Britain, France and Germany*. New York: Palgrave Macmillan.

Cross, C. 2001. Why South Africa need a spatial policy. Population migration, Infrastructure and Development. *Journal of Contemporary African Studies*, 19,1.

- Cross, C. 2006. Local government and social conflict: Implications for piloting South Africa's new housing plan in Cape Town's informal settlements. In Huchzermeyer, M. and Karam, A. *Informal settlements: A perpetual challenge?* Cape Town: UCT Press.
- Daily Despatch. 1997. Kluever calls for commission to probe Motheo: Report Found at: <http://70.84.171.10/~etools/newsbrief/1997/news0913>, Accessed 15 June 2009.
- Daniels, R.C. 2007. *Skills shortage in South Africa: A Literature review*. Cape Town: Development Policy Research Unit.
- Da Silva, L. 2006. State must regain its role in promoting development: the summit was attended by the heads of state of South Africa, Brazil, United Kingdom, Sweden, Ethiopia, New Zealand and South Korea. *Sunday Times*, 12 February.
- Daunton, M.J. (ed.). 1990. *Housing the workers: A comparative history, 1850-1914*. London: Leicester University Press.
- Davenport, R. 1991. Historical background of the apartheid city to 1948. In Swilling, M. Humphries, R. and Shubane, K. (eds.). *Apartheid city in Transition*. Cape Town: Cape Town University Press.
- Davids, I. and Maphunye, K.J. 2005. The public sector promoting development and good governance. In Davids, I. Theron, F. and Maphunye, K.J. *Participatory Development in South Africa: A development management perspective*. Pretoria: Van Schaik publishers.
- De Oliveira, R.M. 1995. *An experience of popular Habitat Production in Sao Paulo, Brazil, Union of Housing Movements (UMM)*. Available at: <http://www.blpnet.org/learning/casebooks/hic2/brazil.pdf>. Accessed on 28 October 2005.

De Waal, J., Currie, I. and Erasmus, G. 2000. *The Bill of Rights handbook*. Cape Town: Juta.

Dewar, D. and Ellis, G. 1979. *Low income housing policy in South Africa*. Cape Town: Citadel Press.

Dialogue. 1996. Homelessness and Housing in South Africa. Available at http://dialogue.org.za/pd/new_internationalist.htm. Accessed on 24 June 2004.

Dickens, P. Duncan, S. Goodwin, M. and Gray, F. 1985. *Housing, States and Localities*. London: Methuen & Co. Ltd.

Dowelani, R.E. 2005. Assistant Director National Housing Programmes: Department of Housing. Personal Interview held on 18 July 2005 at the National Department of Housing offices in Pretoria.

Ellis, L. 1994. *Research methods in the social sciences*. Madison: C Brown Communications.

Eurodad (European Network on Debt and Development). 2005. *Eurodad country update: Zambia's poverty reduction strategies in 2005*. Available at: http://www.ucl.ac.uk/dpu-projects/Global_Report/home.htm. Accessed on 26 May 2006.

Farlam, P. 2005. The South African Institute of International Relations, NEPAD policy focus series. *Working Together: Assessing public private partnerships in Africa*. Pretoria: Royal Netherlands Embassy.

Financial Mail. 2008a. Election 2009: Manifesto short on detail. December 2008, p 39.

Financial Mail. 2008b. Housing: not for the faint-hearted. June 2008, p. 56.

- Finnish Rheumatism Association. 2005. Planner's Guide: A way of healthy walking. <http://www.reumaliitto.fi/walking-guide/NewFiles/objectives.html>. 11 January 2006.
- Fisher-Thompson, J. 2002. *U.S. to help finance low income housing in South Africa*. Available at: <http://www.useu.be/Categories/Sustainable%20Development/August2902USHousingFinance>. Accessed 29 August 2006.
- Fox, W., Schwella, E. and Wissink, H. 1991. *Public Management*. Kenwyn: Juta.
- Fourie, D. 2006. Analysis of the utilisation of public private partnerships in public financial management. *Journal of Public Administration*, Vol. 41, No.4.1, pp 925-935.
- Fuerst, J.S. (ed.). 1974. *Public housing in Europe and America*. London: Croom Helm.
- Gardner, D. 2003. *Getting South Africans under shelter: an overview of the South African housing sector*. Published under Housing Finance Resource Programme funded by an Urban Institute Programme of the USAID. Johannesburg: Wits Press.
- Geraghty, D. 2004. *Sustaining progress: Social Partnership Agreement*. Second progress report to the social partners on the implementation of the Affordable Housing Initiative, December. Ireland.
- Gilbert, A. 2002. Scan globally; reinvent locally: Reflecting on South Africa's capital housing subsidy policy. *Journal for Urban Studies*, Vol. 39 No. 10, pp1911-1933.
- Gildenhuys, J.S.H. and Knipe, A. 2000. *The organisation of government: An introduction*. Pretoria: Van Schaik.

- Goodlad, R. 1996. The Housing Challenge in South Africa. *Journal for Urban Studies*, Vol. 33 No. 9, pp1629-1645.
- Greenbaum, T.L. 2000. *Moderating focus groups: A practical guide for group facilitation*. California: Sage Publications.
- Griffin, M. 2001. Framework for Public Private Partnerships in Housing. *Circular HS 13/01, Principal Housing Supply Unit, 2 August*. Republic of Ireland.
- Habitat Initiative Germany. 2001. *No Title*. Available at: <http://www.habitants.de/international/unglass/2001/statement/Default.htm>. Accessed on 5 September 2005
- Handle, P. 1991. The housing crisis. In Swilling, M. Humphries, R. and Shubane, K. (eds.). *Apartheid city in Transition*. Cape Town: University of Cape Town Press.
- Hardy, M. and Bryman, A. (eds.). *Handbook of data analysis*. London: Sage publishers.
- Harloe, M. 1990. Great Britain. In Van Vliet, W. (ed.). *International handbook of housing policies and practices*. New York: Greenwood Press.
- Hart, T. 1990. Title missing. In Van Vliet, W (ed.). *International handbook of housing policies and practices*. New York: Greenwood Press.
- Haycock, K. 2001. Land and Housing Management: Local Government service delivery. A two day workshop for municipal councillors facilitated by Dr. L. P Malan, 26-27 August 2002 at Technikon Rand Campus. Pretoria: Technikon Pretoria.
- Heady, B. 1978. *Housing policy in the developed economy*. London: Croom Helm.
- Hodge, B.J. Anthony, W.P. and Gales, L.M. 2003. *Organisational Theory: A strategic approach*. New Jersey: Prentice-hall.

Holtzhausen, N. 2007. *Whistle blowing and whistle blower protection in the South African public sector*. Unpublished D Litt et Phil dissertation. University of South Africa: Pretoria.

Housing. 2005. *Where and how we live and what it costs has a great impact on our quality of life. What is the situation in Sweden today? Does the supply of housing match the demand?* Available at:
<http://www.sweden.gov.se/sb/d/5746/a/20618;jsessionid=aaX9ttKg9e--> Accessed on 26 July 2007.

Housing and Housing Construction. 2005. Available at:
<http://www.sweden.gov.se/sb/d/5746/a/20618;jsessionid=aJfVfKQ9FMN>.
Accessed on 26 July 2007

Housing and Housing Policy in Sweden. 2004. Available at:
<http://www.sweden.gov.se/content/1/c6/01/97/24/8e1ded2b.pdf>. Accessed on 27 July 2007.

Housing Institutions in South Africa. 2005. Available at:
http://www.housing.gov.za/Content/housing_institutions/shf.htm. Accessed on 12 March 2006.

Hubert, F. 1993. *German's Housing Policy at the crossroads*. Discussion paper published by the Frei Universitat Berlin, November. Berlin.

Huchzermeyer, M. and Karam, A. 2006. *Informal settlements: a perpetual challenge*. Cape Town: University of Cape Town Press.

Human Sciences Research Council. 1996. *The Masakhane campaign: Feelings of South Africans on the payment of service charges*. Available

at: http://www.hsrc.ac.za/media/1996/10/19961023_2.html. Accessed on 22 February 2007.

Institute for Democracy in Africa. 2004. *Comparative provincial housing brief 2004, No.145*. Cape Town: Institute for Democracy in Africa.

Institute for Democracy in Africa. 2007. *What is Idasa?* Available at: <http://www.idasa.org.za>. Accessed on 26 February 2007.

International Development Review. 1994. *A scar on the conscience of the world*. Available at: <http://www.govnet.co.uk/publications.php?magazine=5&ID=568&PageNum=9>. Accessed on 2 May 2005.

Jacobs, A. 1987. *Apartheid in transition*. Gower: Aldershot.

Jacobs, S. and Faull, J. 2003. The ANC is betraying its history: The one time mass movement now serves the elite. *Sunday Times*, 27 April.

Jaffe, A. 2005. Austin Jaffe discusses Eastern Europe's Housing crises. Available at: <http://www.business.uiuc.edu/orer/v3-4-4.pdf>. Accessed on 6 September 2005.

Johnson, T. 2005. *Mass protests against housing shortages in South Africa*. Available at: <http://www.wsws.org/articles/2005/jun2005/safr-j14.shtml>. Accessed on 21 February 2007.

Jules-Rosette, B. 1988. *A Zambian squatter complex: Cultural variables in urban relocation*. In Obudho, R.A and Mhlanga, C.C. (eds.). 1988. *Slum and squatter settlements in Sub-Saharan Africa: Toward a planning strategy*. New York: Praeger.

Kaul, M. 1997. *Better policy support: Improving policy management in the public service, managing the public service strategies for improvement*

series: No. 4. Commonwealth Secretariat: University of Toronto Press Inc.

Kennedy, D. 1984. West Germany. In Wynn, M. (ed.). *Housing in Europe*. London: Croom Helm.

Kernaghan, K. 1976. Politics, policy and public servants: Political neutrality revisited. *Canadian Public Administration*, Fall Vol. 19, No. 3, pp432-442.

Knight, R. 2001. *Housing in South Africa*. Available at:

<http://richardknight.homestead.com/files/sisahousing.htm>. Accessed on 3 June 2003.

Knight, R. 2004. *A decade of democracy: housing, services and land in South Africa*.

South African Delegation briefing paper for 'Shared Interest', 22 April-2 May. For further details about who is 'Shared Interest', log on the following website:

<http://www.sharedinterest.org> (accessed 18 May 2010).

Koopman, A. 2001. Masetlha a danger to South Africa, says Buthelezi. Article appeared in *The Mercury*, 1 November 2001. Available at:

http://www.iol.co.za/general/news/newsprint.php?art_id=ct20011101214449920B342145&sf=13. Accessed on 16 September 2009.

Ladikos, A. and Kruger, J.F.E. 2006. Experience of crime in a commercial production area: utilising the empirical-phenomenological method. *Acta Criminologica*, Vol. 19, No. 3, pp156-179.

- Land Lines Newsletter. 1997. *Access to legal housing markets in Latin America*. 9, 6, November. Available at: <http://www.lincolninst.edu.pubs/pub-detail.asp?id=451>. Accessed on 10 June 2006.
- Lee, R. 1991. Making public policy: the heart of the political process. In Cloete, F. Schlemmer, L. and Van Vuuren, D (eds.). *Policy options for a new South Africa*. Pretoria: HSRC Publishers.
- Langstaff, M. 1992. Housing associations: a move to centre stage. In Birchall, J. (ed.). *Housing policy in the 1990s*. London: Routledge.
- Leedy P.D. and Ormond J.E. 2001. *Practical Research Planning and Design: Seventh Edition*. New Jersey: Prentice-Hall, inc.
- Lemon, A. 1987. *Apartheid in Transition*. Gower: Aldershot.
- Levine, M. 1993. Fanie Mae's affordable housing initiatives: historical perspectives and future initiatives. In Lederman, J. (ed.). *Housing America: Mobilising bankers, builders and communities to solve the nation's affordable housing crisis*. Chicago: Probus Publishing Company.
- Lewin, A.C. 1981. *Housing co-operatives in developing countries: a manual for self-help in low-cost housing schemes*. New York: John Wiley & sons.
- Lewis, E. 2003. The policy framework for the development of public private partnerships within local government. Available at: [http://www.viron.ie/DOEI/DOEIPol.nsf/0/7d381a74476b3eff80256f0f003bc838/\\$FILE/CircularIPPPPolicyFrameworkLocal%20Government.doc](http://www.viron.ie/DOEI/DOEIPol.nsf/0/7d381a74476b3eff80256f0f003bc838/$FILE/CircularIPPPPolicyFrameworkLocal%20Government.doc). Accessed on 10 June 2006.
- LGSETA. 2006. *IDP Skills Program Learner Guide*. Pretoria: Department of Provincial and Local Government.

- Lubbe, D. 2006. *Accounting for a culture of non-payment*. Bloemfontein: (University of Free State) South African Institute of Chartered Accountants.
- Lundqvist, L.J. 1986. *Housing policy and equality*. London: Croom Helm.
- Lundqvist, L.J. 1992. Germany: and what now, when the twain have met? In Turner, B. Hegedüs, J. and Tosics, I. (eds.). *The reform of housing in Eastern Europe and the Soviet Union*. London: Routledge.
- Lynn, L.E. 1987. *Managing public policy*. Boston: Little, Brown and Company.
- Mackay, C.J.1996. The development of housing policy in South Africa. *Journal of Housing Studies*, Vol. 11 No. 1, pp133-146.
- Mackay, C.J. 1999. Housing policy in South Africa: The challenge of delivery. *Journal of Housing Studies*, Vol. 14, No. 3, pp387-399.
- Mafunisa, M.J. 2003. Separation of politics from the South African public service: rhetoric or reality? *Journal of Public Administration* Vol. 38, No. 2, pp85-101.
- Maharaj, B. 1992. Germany. In Smith D.M. (ed.). *The apartheid city and beyond: Urbanisation and social change in South Africa*. Johannesburg: Witwatersrand University Press.
- Mahlangu, D.M.D. 1987. *Educational research methodology*. Pretoria: De Jager-HAUM Publishers.
- Majam, T. and Theron, F. 2006. The purpose and relevance of scientific literature review: A holistic approach to research. *Journal of Public Administration*, Vol. 41 No. 3.1, October, pp603-615.

- Malan, L. 2005. Intergovernmental relations and co-operative government in South Africa: The ten-year review. *Politeia*, Vol. 24, No. 2, pp 226-243.
- Malpaas, P. and Means, R. (eds.). 1996. *Implementing Housing Policy*. Buckingham: Open University Press.
- Malpaas, P. and Murie, A. 1999. *Housing policy and practice*. London: Macmillan.
- Malpaas, P. 2005. *Housing and the welfare state: The development of housing policy in Britain*. UK: Pulgrave Macmillan.
- Mandy, N. 1991. Historical background of the apartheid city to 1948. In Swilling, M. Humphries, R. and Shubane, K. (eds.). *Apartheid city in Transition*. Cape Town: Cape Town University Press.
- Manheim, J.B. and Rich, R.C. 1995. *Empirical political analysis: research methods in Political Science*, 4th edition. New York: Longman Publishers.
- Maphunye, K.J. 2005. Re-politicizing the bureaucracy to solve apartheid's inequalities? The political-administrative interface in South Africa. *Journal of Public Administration*, Vol. 40, No. 3.1, September, pp212-228.
- Marcuse, P. 1990. United States of America. In Van Vliet, W. (ed.). *International handbook of housing policies and practices*. New York: Greenwood Press.
- Masango, R. 2002. Public participation: A critical ingredient of good governance. *Politeia*, Vol. 21, No. 2, pp52-65.
- Maserumule, M.H. 2004. Conflicts between Directors-General and ministers during in South Africa 1994-2004: A 'postulative' approach. *Politikon* Vol. 24, No.2, pp147-164.

- Mason, A.L. 1980. *Evaluating squatter residence in urban Zambia: The effects of social class and urbanisation*. Unpublished MA thesis. Department of Family and Child Ecology. Michigan State University: United States of America.
- Masondo, A. 2005. Speech delivered by the executive mayor and chairperson of SALGA at the National Housing Indaba. Key success factors for sustainable human settlements. 31 October. Pretoria: Department of Housing.
- McAllister, P. 1996. Ireland. In Balchin, P. (ed.). *Housing policy in Europe*. London: Routledge.
- Menguele, F., Khan, F. And Vawda, A. 2008. The emergence and endurance of an evolving human settlements imaginary. In van Donk, M., Swilling, M., Pieterse, E. and Parnell, S. (eds.). *Consolidating developmental local government: Lessons from the South African experience*. Cape Town: UCT Press
- Minnaar, F. and Bekker, J.C.O. 2005. *Public Management in the Information Age*. Pretoria: Van Schaik.
- Miraftab, F. 2003. The perils of participatory discourse: housing policy in postapartheid South Africa. *Journal of Planning Education and Research*, Vol. 22, No. 2, pp226-239.
- Mitchell, T. 2005. Deputy Director National Housing Programmes: Department of Housing. Personal Interview held on the 18 July 2005 at the National Department of Housing offices in Pretoria.
- Mokonyane, N. 2009. Media statement by Gauteng MEC for Housing. Achievements of government since 2004 to 2009, 17 February. <http://www.housing.gpg.gov.za>. 24 July 2009.

- Morris, P. 1981. *A history of black housing in South Africa*. Johannesburg: South Africa Foundation.
- Morrison, M.K.C. 1982. Introduction: Housing issues and policies in contemporary African societies. In Morrison, M.K.C. and Gutkind, P.C.W. 1982. *Housing the urban poor in Africa*. New York: Maxwell School of Citizenship and Public Affairs of Syracuse University.
- Mouton, J. 1996. *Understanding social research*. Pretoria: Van Schaik .
- Mouton, J. 2001. *How to succeed in your Master's and Doctoral studies: A South African guide and resource book*. Pretoria: Van Schaik.
- Mulenga, C.L. 2003. *Understanding slums: case studies for the global report-2003*. Available at http://www.ucl.ac.uk/dpu-projects/Global_Report/home.htm. Accessed on 26 May 2006.
- Muller, M.S. 1988. The improvement of Chawama, a squatter settlement in Lusaka, Zambia. In Obudho, R.A and Mhlanga, C.C. (eds.). 1988. *Slum and squatter settlements in Sub-Saharan Africa: Toward a planning strategy*. New York: Praeger.
- Mullins, D. and Murie, A. 2006. *Housing policy in the UK*. Hampshire: Palgrave McMillan.
- Murie, A. Niner, P. and Watson, C. 1976. *Housing policy and the housing system*. London: George Allen and Unwin Ltd.
- Murie, A. 1991. The housing needs of low income groups. In Norton, A. and Novy, K. *Low income housing in Britain and Germany*. Anglo-German Foundation. Great Britain: Billing & Sons Ltd.

- Mwanawasa, L. 2006. Parliament speech by the President of the Republic of Zambia in the final session of the 9th national assembly of Zambia, 28 March. Available at: <http://www.statehouse.gov.zm>. Accessed on 26 May 2006.
- Mwiinga, B.H.W. 1996. *The United Nations Conference on Human Settlements (Habitat II)*. Address by the Minister of Local Government and Housing, leader of the Zambian delegation at Istanbul, Turkey. Available at: <http://www.un.org/Conferences/habitat/eng-stat/12/zam12.txt>. Accessed on 26 May 2006.
- Nachmias, D. and Nachmias, C. 1996. *Research methods in the Social Sciences*. London: Edward Arnold.
- Namuyamba, B. 2001. Minister of Local Government & Housing of the Republic of Zambia. *Address by the Minister at the special session of the General Assembly on the overall review and appraisal of the implementation of the outcome of the United National Conference on Human Settlements (Habitat II)*. New York. Available at: <http://www.un.int/zambia/s3.html>. Accessed on 26 May 2006.
- New Internationalists. 1996. No title. Available at: http://www.dialogue.org.za/pd/new_internationalist.htm. Accessed on 24 March 2005.
- Noyce, G. 2008. *Government scraps key hospital*. Available at: <http://www.citizen.co.za/index/article.aspx?pDesc=77096,1,22>. Accessed on 4 May 2009.
- National Urban Reconstruction and Housing Agency. 2005. *Nurcha Newsletter: 1st Quarter 2005*. Johannesburg: Nurcha (Doorfontein).
- Office of the Deputy Prime Minister. 2003. *Sustainable communities: Building for the future*. London: Government Printers.

- Obudho, R.A. and Mhlanga, C.C. (ed.). 1988. *Slum and squatter settlement in sub-Saharan Africa: toward a planning strategy*. New York: Praeger.
- Phago, K.G. and Malan, L.P. 2004. Public Private Partnerships and their role in extending access to local governance. *Journal of Public Administration (JOPA)*, Vol. 39, No. 4.1, pp481-491.
- Philp, R. 2005. Move over buppies, here come the bappies. *Sunday Times*, 5 June.
- Pidgeon, N. and Henwood, K. 2004. Grounded theory. In Hardy, M. and Bryman, A. (eds.). *Handbook of data analysis*. London: Sage Publishers.
- Policy Briefing 11. 2005. Providing more settled homes, homelessness and housing support directorate. London: office of the Deputy Prime Minister.
- Planner's Guide. 2005. *A way of healthy walking*. Available at: <http://www.reumaiitto.fi/walking-guide/NewFiles/objectives.html>. Accessed on 11 January 2006.
- Power, A. 1993.hovels to high rise. In Balchin, P. (ed.). 1996. *Housing policy in Europe*. London: Routledge.
- Price Waterhouse Coopers. 2006. *Batho Pele Service Excellence: Premier's good governance awards of 1999/2000*. Available at: <http://www.bathopele.co.za/bathopel.html>. Accessed on 28 July 2006.
- Quade, E.S.1989. Revised by Carter, M. *Analysis of public decisions*. New Jersey: Prentice Hall.

- Reader's Digest. 1989. *The building blocks of segregation: Reader's Digest Illustrated history of South Africa*. Cape Town: Reader's Digest.
- Reiff, L.O. and Barbosa, A.L. 2002. *Housing Stock in Brazil: Estimation based on a hedonic price model*. *BIS papers*, No. 21.
- Rhodes, R.A.W. 1997. Foreword. In Walter, J.M.K. Klijn, E. and Koppenjan, J.F.M. *Managing complex networks: strategies for the public sector*. London: Sage Publishers.
- Robbins, S.P. and De Cenzo, D.A. 1998. *Supervision today*. New Jersey: Prentice Hall.
- Rodgers, B. 1980. *Divide and rule: South Africa's Bantustans*. London: International Defence and aid fund.
- Rodgers, C.M. 1990. Managing urban growth in Lusaka, Zambia. *The Development Southern Africa*, Vol. 7 No. 2, pp179-194.
- Rossouw, M. and Basson, A. 2008. DG swap: did Kgalema know? *Mail & Guardian* 3 November. Available at: <http://www.mg.co.za>. Accessed 20 August 2009.
- Rushesky, M. E. 2002. *Public Policy in the United States at the dawn of the twenty-first century*. New York: M.E. Sharpe.
- Sanders, W.B. and Pinhey, T.K. 1983. *The conduct of social research*. New York: CBS College Publishing.
- Schlosser, C. 2004. *Towards a stronger role of the local level in social housing: Innovative housing strategies of local government in Germany*. Paper delivered at the German Contribution to the UNECE-Conference on Social Housing Vienna, 28-30 November 2004.

- Schurink, E.M. 1998. Deciding to use a qualitative research approach. In De Vos, A.S. (ed.). *Research at grassroots: A primer for the caring professions*. Pretoria: Van Schaik.
- Schlyter, A. 1998. Housing Policy in Zambia: Retrospect and prospect. *Habitat International* Vol. 22 No. 3, pp259-271.
- Shubane, K. 1991. Historical background of the apartheid city to 1948. In Swilling, M. Humphries, R. and Shubane, K. (eds.). *Apartheid city in Transition*. Cape Town: Cape Town University Press.
- Smit, P.J. and Cronje, G.J. 1999. *Management Principles: A contemporary edition for Africa*. Kenwyn: Juta & Co.
- Smit, P.J. and Cronje, G.J. 1999. *Management Principles: a contemporary edition for Africa*. Cape Town: Juta.
- Smit, D. and Purchase, J. 2006. A review of the international experience with inclusionary housing programmes: implications for South Africa. Department of Housing: Dan Smit Development Capacity.
- Smith, R. 1984. Great Britain. In Wynn, M. (ed.). *Housing in Europe*. London: Croom Helm.
- Social Housing Foundation: What is Social Housing? Undated. Building Communities, Building Social Housing. Houghton, Johannesburg.
- Social Housing Foundation. 2007. *N2 Gateway to cost R3bn*. Available at: http://www.shf.org.za/newsroom/070604_n2_gateway.html. Accessed on 5 June 2008.

- Social Housing Foundation. 2008. *Public housing services*. Available at http://www.shf.org.za/products/public_housing.html. Accessed on 13 May 2008.
- South African Advertising Research Foundation. 2005. *Living Standard Measure (LSM)*. Available at: <http://www.saarf.co.za/>. Accessed on 9 November 2005.
- South African Broadcasting Corporation (SABC). 2008. Leitho la Sechaba TV News: Alexandra renewal project, 23 June. Johannesburg: SABC.
- South African Broadcasting Corporation (SABC). 2009. English News at 7pm: Alexandra community members demonstrating and refusing to vote on 22 April as a sign of housing delivery protest. Johannesburg: SABC.
- Sowman, M. and Urquhart, P. 1998. *A place called home: Environmental issues and low cost housing*. Cape Town: University of Cape Town Press.
- South African Native National Congress. 1916. *Resolutions against Natives Land Act 1913 and the Report of the Natives Land Commission*. 2 October. Available at: <http://www.anc.org.za/ancdocs/history/early/resolution161002.html>. Accessed on 20 May 2007.
- Staemmler, G. 1984. East Germany. In Wynn, M. (ed.). *Housing in Europe*. London: Croom Helm.
- Streek, B. 2001. Housing shortage still desperate. *Mail & Guardian*, 29 June. Johannesburg.
- Subramaniam, V.S.R. 2005. *Socio-economic development: a politico- financial overview*. Available at: http://papers.ssrn.com/sol3/papers.cfm?abstract_id=535862. Accessed on 20 May 2007.

SWEDEN, SE. 2004. The official gateway to Sweden, housing and housing policy in Sweden. Sweden: Swedish Government Offices. Available at: http://www.sweden.se/templates/cs/Publication_10241.aspx. Accessed on 20 July 2006.

Swilling, M. Humphries, R. and Shubane, K. (eds.). 1991. *Apartheid city in Transition*. Cape Town: Cape Town University Press.

Taschner, S.P. and Sachs, C. 1990. Brazil. In Van Vliet, W. (ed.). *International handbook of housing policies and practices*. New York: Greenwood Press.

Tavakol, M., Torabi, S. and Zeinaloo, A.A. 2006. Grounded Theory in Medical Education Research. In Med Educ Online. <http://www.med-ed-online.org>. 10 September 2009.

Thornhill, C. 2004. Municipal Government: Acknowledging democratic imperatives. *Journal of Public Administration*, Vol. 39 No 4.1, November, pp470-480.

Thubelisha Homes. 2005. *Thubelisha Homes: Your key to a new beginning, we make difference in people's lives*. Johannesburg: Thubelisha.

Tomann, H. Germany. 1996. In Balchin, P. (ed.). *Housing policy in Europe*. London: Routledge.

Turner, B. 1996. Sweden. In Balchin, P. (ed.). *Housing policy in Europe*. London: Routledge.

Umsebenzi. 2005. Province of KwaZulu-Natal Budget Overview- Department of Local Government, Housing and Traditional Affairs Mike Mabuyakhulu, Member of Executive Committee. *Umsebenzi* Vol. 8, No. 6, pp10-16.

University of South Africa (Unisa). 2007. *Population estimates for South Africa by magisterial district and province, 2001 and 2006*. Pretoria: Bureau for Market Research.

United Nations. 1994. *The United Nations and apartheid 1948-1994*. Blue Books Series, Volume 1. New York: Department of Public Information.

Urban Foundation. 1992. No title. Available at:

<http://www.ledis.co.uk/abstract.php?id=01241151>. Accessed on 14 February 2006.

Urban Foundation. 1993. UF research summaries on critical issues: inner-city housing innovation in the USA: An executive summary. Johannesburg: Urban Foundation.

Urdang, L. 1997. *The Oxford thesaurus*. New York: Oxford University Press.

Valladares, L. 1985. Popular housing in Brazil: a review. In Van Vliet, W. Huttman, E. and Fava, S. (eds.). *Housing needs and policy approaches: Trends in thirteen countries*. Durham: Duke University Press.

Van der Waldt, G. and Knipe, A. 2001. *Project management for strategic change and upliftment*. Cape Town: Oxford University Press.

Van der Waldt, G. 2004. *Managing performance in the public sector: Concepts, considerations and challenges*. Cape Town: Juta.

Van Vliet, W. Huttman, E. and Fava, S. 1985. (eds.). *Housing needs and policy approaches: trends in thirteen countries*. Durham: Duke University Press.

Van Vliet, W. 1990. *International handbook of housing policies and practices*. New York: Greenwood Press.

- Van Wyk, J.J. 2009. *Formulating a housing management model in developing countries with specific reference to South Africa*. Unpublished D Phil thesis. Nelson Mandela Metropolitan University. Port Elizabeth.
- Wakely, I.P. Schmetzer, H. and Mumtaz, B. 1976. *Urban housing strategies: Education and realisation*. Nairobi: Pitman Publishers.
- Webb, W.N. 2000. Organisational structured public policy making: The case of Vista University. *Administratio Publica*, Vol.10 No 2, December, pp69-87.
- Wessels, J.S. Research in Public Administration. 1999. In Wessels, J.S. and Pauw, J.C. (eds.). *Reflective Public Administration: Views from the South Africa*. Cape Town: Oxford University Press.
- Wikipedia. 2005. No title. Available at: http://en.wikipedia.org/wiki/Habitat_II. Accessed on 02 February 2007.
- Wilkinson, P. 1998. Housing policy in South Africa. *Habitat International Journal for the Study of Human Settlement*, Vol. 22 No. 2, pp 215-229.
- World Bank. 2003. Local Economic Development: A Premier, Developing and Implementing Local Economic Development Strategies and action plans. Washington: The World Bank Urban Development Division.
- World Bank Africa Technical Unit 1&2. 2002. Upgrading low income settlements country assessment report: Zambia. Washington: World Bank. Available at: <http://web.mit.edu/urbanupgrading/upgrading/case-examples/overview-africa/country-assessments/download/ZAMBIA.pdf>. Accessed on 10 October 2006.

World Bank Policy Paper. 1993. *Housing: Enabling Markets to work with technical supplement*. Washington: The International Bank for Reconstruction and Development.

World Organisation Against Torture. 2001. *Zambia: Violation of economic, social and cultural rights, violence and the protection against torture*. Zambia: Zambian Association for Research and Development.

World Press. 2005. *Facts about South Africa*. Available at: http://www.worldpress.org/profiles/south_africa.cfm. Accessed on 21 February 2007.

Wynn, M. 1984. *Housing in Europe*. London: Croom Helm.

OFFICIAL SOURCES

Acts of Parliament

Republic of Ireland. 1997. *Dublin Docklands Development Authority Act, 1997*. Ireland: Government Printer.

Republic of Ireland. 2004b. *Housing Miscellaneous Provisions Act (Act 43 of 2004)*. Ireland: Government Printer.

Republic of South Africa. 1913. *Native Land Act (Act 27 of 1913)*. Pretoria: Government Printer.

Republic of South Africa. 1920. *Housing Act (Act 35 of 1920)*. Pretoria: Government Printer.

Republic of South Africa. 1923. *Native (Black) Urban Areas Act* (Act 21 of 1923). Pretoria: Government Printer.

Republic of South Africa. 1945. *Native (Urban Areas) Consolidation Act* (Act 25 of 1945). Pretoria: Government Printer.

Republic of South Africa. 1949. *Bantu Authorities Act* (Act 76 of 1949). Pretoria: Government Printer.

Republic of South Africa. 1950. *Group Areas* (Act 41 of 1950). Pretoria: Government Printer.

Republic of South Africa. 1951. *Bantu Authorities Act* (Act 68 of 1951). Pretoria: Government Printer.

Republic of South Africa. 1955. *Groups Areas Development Act* (Act 69 of 1955). Pretoria: Government Printer.

Republic of South Africa. 1957. *Groups Areas Act* (Act 77 of 1957). Pretoria: Government Printer.

Republic of South Africa. 1966. *Housing Act* (Act 4 of 1966). Pretoria: Government Printer.

Republic of South Africa. 1985. *Development and Housing Act* (Act 103 of 1985). Pretoria: Government Printer.

Republic of South Africa. 1986. *Abolition of Influx Control Act* (Act 68 of 1986). Pretoria: Government Printer.

Republic of South Africa. 1993. *Interim Constitution* (Act 200 of 1993). Pretoria: Government Printer.

Republic of South Africa. 1995. *Development Facilitation Act* (Act 67 of 1995). Pretoria: Government Printer.

Republic of South Africa. 1996. *Constitution of the Republic of South Africa*. Pretoria: Government Printer.

Republic of South Africa. 1997. *Financial and Fiscal Commission Act* (Act 99 of 1997). Pretoria: Government Printer.

Republic of South Africa. 1997. *Housing Act* (Act 107 of 1997). Pretoria: Government Printer.

Republic of South Africa. 1998. *Employment Equity Act* (Act 55 of 1998). Pretoria: Government Printer.

Republic of South Africa. 1998. *Housing Consumers Protection Measures* (Act 95 of 1998). Pretoria: Government Printer.

Republic of South Africa. 1998. *Equal Employment Opportunity* (Act 55 of 1998). Pretoria: Government Printer.

Republic of South Africa. 1998. *Municipal Demarcation Board Act* (Act 27 of 1998). Pretoria: Government Printer.

Republic of South Africa. 1998. *Housing Consumers Protection Measures Act* (Act 95 of 1998). Pretoria: Government Printer.

Republic of South Africa. 1998. *Gauteng Housing Act (Act 6 of 1998)*. Johannesburg: Government Printer.

Republic of South Africa. 1999. *Public Finance Management Act (Act 1 of 1999)*. Pretoria: Government Printer.

Republic of South Africa. 1999. *Statistics Act (Act 6 of 1999)*. Pretoria: Government Printer.

Republic of South Africa. 2000. *Local Government Municipal Systems Act (Act 32 of 2000)*. Pretoria: Government Printer.

Republic of South Africa. 2000. *Preferential Procurement Policy Framework Act (Act 5 of 2000)*. Pretoria: Government Printer.

Republic of South Africa. 2000. *Administrative Justice Act (Act 3 of 2000)*. Pretoria: Government Printer.

Republic of South Africa. 2006. *Limpopo Housing Act (Act 2 of 2006)*. Polokwane: Provincial Government Printer.

Regulations

Republic of South Africa. 1994. *Public Service Act (Proclamation 103 of 1994)*. Pretoria: Government Printer.

Republic of South Africa. 2001. *Public Service Regulations of 2001 (Government Notice No. R.1 of 5 January 2001)*. Pretoria: Government Printer.

White papers and green papers

Republic of South Africa. 1994. *White Paper on a New Housing Policy and Strategy for South Africa*. Pretoria: Government Printer.

Republic of South Africa. 1994. *White Paper on Reconstruction and Development, 1994*. Pretoria: Government Printer.

Republic of South Africa. 1998. *White Paper on Local Government*. Pretoria: Government Printer.

Republic of South Africa. 1997. *White Paper on Transforming Public Service Delivery*. Pretoria: Government Printer.

Republic of South Africa. Ministry for Welfare and Population Development. 1997. *Green Paper on Population Policy for South Africa*. Pretoria: Government Printer.

Republic of South Africa. 2000. *White Paper on Municipal Service Partnerships*. Pretoria: Government Printer.

Bills

Republic of South Africa. 2000. *Housing Amendment Bill of 2000*. Pretoria: Government Printer.

Republic of South Africa. 2001. *Housing Amendment Bill: published in the Government Gazette No. 21556 of 8 September 2000*. Pretoria: Government Printer.

Republic of South Africa. 2005. *Intergovernmental Relations Framework Bill*. Pretoria: Government Printer.

Official government departments' policies and research documents

Republic of Ireland. 2003. *Policy Framework for Public Private Partnerships (PPPs) in Ireland: Project Implementation in the Local Government Sector*, November. Ireland: Government Printer.

Republic of Ireland. 2004a. *Dublin Dockland Development Authority*. Policy document (01/04) Rev.3, Social/affordable Housing. Dublin: Government Printer.

Republic of Ireland. 2004c. National Development Plan: Sectors - Housing. Available at: <http://www.ppp.gov.ie/sectors/housing>. Accessed on 16 August 2006.

Republic of Ireland. 2004d. *National Development Plan: Public Private Partnerships*. Available at: <http://www.ppp.gov.ie>. Accessed on 27 September 2006.

Republic of South Africa. De Loor, J.H. 1992. *Housing in South Africa: Report by the task group on national housing strategy*. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. 1997. *Urban Development Framework*. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. 2000. *National Housing Code*. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. 2000. *Annual report*. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. 2002. *Miscellaneous Services for Housing Developments*. Project Linked Greenfield Subsidy Project Development. Pretoria: Department of Housing.

Republic of South Africa. Department of Housing. 2004a. *Breaking New Ground. A comprehensive plan for the development of sustainable human settlements*. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. 2004. *Department of Housing Subsidy*. Available at: <http://www.epiic.com/class/leftlink1.html>. Accessed on 28 October 2005. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing, 2004b. *Housing Subsidy System and Provincial Governments*. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. 2004c. *National Housing Programme. Upgrading informal settlements, Final version* (October 2004). Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. 2004d. *National Housing Programme, Housing assistance in emergency circumstances*. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. 2004. *Barometer, 'success, challenges and impact'. Impact of projects of the human settlement redevelopment programmes in Gauteng, Limpopo and Western Cape Provinces*. Pretoria: Department of Housing.

Republic of South Africa. 2004. *Public unveiling of the new housing plan*. Pretoria: Government Communication and Information Systems.

Republic of South Africa, Limpopo Department of Local Government and Housing. 2004/2005. *Service delivery improvement plan 2004/2005*. Available at: <http://www.limpopodlgh.gov.za/docs/policies/Service%20Delivery%20Improvement%20Plan%20%202004>. Accessed on 1 April 2008.

Republic of South Africa, Department of Housing. 2005a. *National Housing Code*. Pretoria: Department of Housing. <http://www.housing.gov.za>. 11 January 2006.

Republic of South Africa, Department of Housing. 2005b. *Sustainable Human Settlements. Decent Houses for all*. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. 2005c. *Housing Statistical Information*. Pretoria: Department of Housing.

Republic of South Africa. Department of Housing. 2005d. *Phenomenal Projects*. Hardcore poor housing projects for National Homebuilders Registration Council. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. 2005/2006. *Annual report*. Pretoria: Department of Housing.

Republic of South Africa. Department of Housing. 2006. *Organisational Structure of the national Department of Human Settlements*. Available at: <http://www.housing.gov.za>. Accessed on 20 June 2006.

Republic of South Africa, Department of Housing Webpage. 2006. Available at: <http://www.housing.gov.za>. Accessed on 20 June 2006.

Republic of South Africa, Department of Housing. 2006. *National housing programmes for housing sections of Integrated Development Plans, adopted 8 May*. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. 2008. *Monitoring, Evaluation and Assessment (MEIA) Policy and Implementation Framework for the Housing Sector*. Pretoria: Department of Housing.

Republic of South Africa, Department of Land Affairs. 2006/2007. *Annual Report 1 April 2006-31 March 2007*. Pretoria: Department of Land Affairs

Republic of South Africa, Department of Public Service and Administration. 2006/07. *Annual Report*. Pretoria: Department of Public Service and Administration.

Republic of South Africa, Department of Labour. 2005. *State of Skills in South Africa*. Pretoria: Department of Labour.

Republic of South Africa. Department of Planning. 1964. *Housing Code*. Pretoria: Government Printer.

Republic of South Africa, Department of Public Service and Administration. 1999/2000. *Public Service Review Report*. Pretoria: Department of Public Service and Administration.

Republic of South Africa, Financial and Fiscal Commission. 2005. *Annual submission for the division of revenue 2006/2007*. Midrand: Financial and Fiscal Commission.

Republic of South Africa, Gauteng Department of Housing. 2007/8. *Annual Report*. Johannesburg: Gauteng Department of Housing.

Republic of South Africa, Gauteng Department of Housing. 2009. *Housing and better communities*. Available at: <http://www.housing.gpg.gov.za/BetterService.htm>. 20 April 2009, February.

Republic of South Africa, Government Communication and Information Systems. 2001/02. *South African Yearbook*. Pretoria: Government Communication and Information Systems.

Republic of South Africa, Government Communication and Information Systems. 2003/2004. *South African Year Book*. Pretoria: Government Communication and Information Systems.

Republic of South Africa, Government Communication and Information Systems. 2004. *State of the Nation address by President Thabo Mbeki*. Available at: (<http://www.info.gov.za/speeches/2004/04052111151001.htm>), Accessed on 23 July 2006.

Republic of South Africa, Government Communication and Information Systems. 2007/08. *South African Year Book*. Pretoria: Government Communication and Information Systems.

Republic of South Africa, National Council of Provinces. 2008. No 1-Fifth session, third Parliament: Question paper, 4 March. Cape Town: Parliament.

Republic of South Africa, National Treasury. 2001-2006. *A people's guide to budget*. Available at: <http://www.treasury.gov.za/documents/national%20budget/2007/default.aspx>. Accessed on 29 July 2008.

Republic of South Africa, National Treasury. 2004a. Standardised PPP Provisions, first issue, 11 March. Pretoria: National Treasury.

Republic of South Africa, National Treasury. 2004b. *PPP Quarterly: Public Private Partnerships*, Number 17, December. Pretoria: National Treasury

Republic of South Africa, National Treasury. 2005a. *PPP Quarterly: Public Private Partnerships*, Number 18, March. Pretoria: National Treasury.

Republic of South Africa, National Treasury. 2005b. *PPP Quarterly: Public Private Partnerships*, Number 15, June. Pretoria: National Treasury.

Republic of South Africa, National Treasury. 2005c. *PPP Quarterly: Public Private Partnerships*, Number 19, June. Pretoria: National Treasury.

Republic of South Africa, National Treasury. 2005. *National Treasury on issues pertaining to PPPs*. Available at: <http://www.ppp.gov.za>. Accessed on 15 May 2006

Republic of South Africa, National Treasury. 2007a. *Intergovernmental Fiscal Reviews (IGFR) – Provincial Budgets and Expenditure Review: 2003/04 - 2009/10*. Pretoria: National Treasury.

Republic of South Africa, National Treasury. 2007. Address to the National Council of Provinces on Provincial budgets and expenditure review 2003/04 to 2009/10, 5 September 2007. Pretoria: Ministry of Finance.

Republic of South Africa. National Treasury. 2009. *Provincial budgets and expenditure review 2005/06-2011/2012, September*. Pretoria: National Treasury.

Republic of South Africa, Parliamentary Monitoring Group. 2007. *Service Delivery Improvement Plans (SDIPs): DPSA Closeout report at the Public Service and Administration Portfolio Committee*. Cape Town. Pretoria: Department of Public Service and Administration.

Republic of South Africa, Phenomenal Projects. 2005. *Phenomenal projects: Hardcore poor housing projects for National Homebuilder Registration Council*. Pretoria: Department of Housing.

Republic of South Africa, Public Service Commission. 2003. *State of the public service report of 2002*. Pretoria: Public Service Commission.

Republic of South Africa, Public Service Commission. 2007a. *Report on the evaluation of the Batho Pele principle of value for money in the public service*. Pretoria: Public Service Commission.

Republic of South Africa, Public Service Commission. 2007b. *Report on the management of poor performance in the public service*. Pretoria: Public Service Commission.

Republic of South Africa. Public Service Commission. 2008. *Basic concepts in monitoring and evaluation*. Pretoria: Public Service Commission.

Republic of South Africa. Statistics South Africa. 2001a. *Census in brief*. Pretoria: Statistics South Africa.

Republic of South Africa. Statistics South Africa. 2001b. *Strategic plan 2003/04-2005/06*. Pretoria: Statistics South Africa.

Republic of South Africa, Western Cape Department of Local Government and Housing. 2007. *Budget Vote 8 by the MEC for the Financial year 2007/2008*. Western Cape Province Legislature: Cape Town.

Speeches

Republic of South Africa. 2004b. *Statement by the Minister of Housing after the first meeting with top management of the housing sector*. Minister's statement after the first meeting with top management of the housing sector. Pretoria: Department of Housing.

Republic of South Africa. 2005a. *Speech by the Minister of Housing during the Imbizo of the National Council of Provinces, Limpopo*. 3 November. Pretoria: Government Communication and Information Systems.

- Republic of South Africa. 2005b. *Speech by the Minister of Housing at the opening of the Municipal Housing Indaba, Kempton Park*. Johannesburg 31 October. Pretoria: Government Communication and Information Systems.
- Republic of South Africa. 2005c. *Closing remarks by LN Sisulu Minister of Housing at the Housing Indaba, Cape Town*. 23 September. Pretoria: Government Communication and Information Systems.
- Republic of South Africa. 2006. *Address delivered by the then Deputy President, Ms P. Mlambo-Ngcuka, at the launch of the Joint Initiative for Priority Skills Acquisition (JIPSA)*. Pretoria: Government Communication and Information Systems.
- Republic of South Africa. 2007. *Address by the Minister of Finance to the National Council of Provinces on Provincial budgets and expenditure review 2003/04 to 2009/10*. Pretoria: Government Communication and Information Systems.
- Republic of South Africa. 2008a. *Speech by the Minister of Housing on the occasion of the budget vote 2008/09 for the Department of Housing*. Cape Town 28 May. Pretoria: Government Communication and Information Systems.
- Republic of South Africa. 2008b. *Speech by the Minister of Housing on the occasion of the budget vote 2008/09 for the Department of Housing*. Cape Town 30 May. Pretoria: Government Communication and Information Systems.
- Republic of South Africa. 2008. Keynote address by the North West MEC for Developmental Local Government and Housing, H. Yawa, at the South African Local Government Association (SALGA) National Assembly, Mafikeng Civic Centre. Pretoria: Government Communication and Information Systems.
- Republic of South Africa. 2008. *Address to the Limpopo Provincial Legislature by MEC of Local Government and Housing on the occasion of budget vote 11 speech of the Department of Local Government and Housing*. Polokwane: Limpopo Department of Local Government and Housing.
- Republic of South Africa. 2008. Speech by Mayor of Cape Town: ANC to blame for Delft crisis. Available at: <http://lowcosthousing.blogspot.com/2008/03/politicsweb-party-anc-to-blame-for.html>. Accessed on 6 June 2008

Republic of South Africa, State of the Nation Address 2005. *State of the Nation Address by former President T Mbeki*. Pretoria: Government Communication and Information Systems.

Republic of South Africa, State of the Province Address by the Premier of Gauteng Province. 2009. *State of the Province address by the Premier of Gauteng Paul Shipokosa Mashatile*. Gauteng Legislature. Johannesburg: Premier's Office.

Other official documents

Republic of South Africa. Gauteng Department of Human Settlements. 2009. *Organisational structure of the Gauteng Department of Human Settlements*. Available at: <http://www.housing.gpg.gov.za/Organisational/Structure.htm#ops>. Accessed on 20 March 2009.

Republic of South Africa, Department of Housing. Undated. *Housing Programmes and Subsidies, "Breaking New Ground (BNG) in housing delivery"*. Pretoria: Department of Housing.

Republic of South Africa, Department of Housing. Undated. *Mandate, vision and mission of the department*. Available at: <http://www.housing.gov.za/Content/The%20Department/Mandate%20Vision%20and%20Mission.htm>. Accessed on 11 January 2006.

Republic of South Africa, Department of Foreign Affairs. 2008. Republic of South Africa: Statement on attacks on foreign nationals. Pretoria: Department of Foreign Affairs.

Personal interviews

Chiloane, T. 2005. National Department of Housing. Chief Director: Communication Services. 17 June.

Diko, T. 2005. National Department of Housing. Acting Director: Research Unit, 29 July.

Jolobe, L. 2005. National Department of Housing. Chief Director: Director General's Office, 22 June.

Mani, M. 2005. National Department of Housing. Assistant Director: Research Unit, 14 July.

Napier, M. 2005. Industrial Research (CSIR). Chief Director: Programme for Sustainable Human Settlements, 29 July.

Ntombela, N. 2005. National Department of Housing. Assistant Director: Research Unit, 14 July.

Tshiloane, T. National Department of Housing. Chief Director: Communications, 17 June 2005.

Van der Walt, J.L. 2005. Department of Housing. Director: Policy Development, 13 June.

Telephone interviews

Finlayson, K. 2008. Telephone Interview. Housing expert and technical advisor based at the National Treasury, 13 November.

Television interviews

Kotsoane, I. 2008. Television series on SABC2 at 10pm: Interview with the Director-General of the national Department of Housing, September. Johannesburg: SABC.

APPENDIX 1

LAWS REPEALED BY SECTION 20 OF THE *HOUSING ACT 107 OF 1997*

No. and year of law	Short title	Extent of repeal
Act No. 4 of 1966	Housing Act, 1966	The whole.
Act No. 47 of 1967	Housing Amendment Act, 1967	The whole.
Act No. 80 of 1968	Housing Amendment Act, 1968	The whole.
Act No. 65 of 1969	Housing Amendment Act, 1969	The whole.
Act No. 73 of 1970	Housing Amendment Act, 1970	The whole.
Act No. 19 of 1971	Housing Amendment Act, 1971	The whole.
Act No. 40 of 1975	Housing Amendment Act, 1975	The whole.
Act No. 124 of 1977	Housing Amendment Act, 1977	The whole.
Act No. 21 of 1978	Housing Amendment Act, 1978	The whole.
Act No. 76 of 1979	Slums Act, 1979	The whole
Act No. 109 of 1979	Housing Amendment Act, 1979	The whole.
Act No. 11 of 1980	Housing Amendment Act, 1980	The whole.
Act No. 28 of 1982	Housing Amendment Act, 1982	The whole.
Act No. 63 of 1983	Housing Amendment Act, 1983	The whole.
Act No. 72 of 1984	Housing Amendment Act, 1984	The whole.
Act No. 103 of 1985	Development and Housing Act, 1985	The whole.
Act No. 49 of 1986	Housing Amendment Act, 1986	The whole.
Act No. 68 of 1986	Abolition of Influx Control Act, 1986	Section 16.
Act No. 2 of 1987	Housing Act (House of Representatives), 1987	The whole.
Act No. 3 of 1987	Development Act (House of Representatives), 1987	The whole.
Act No. 4 of 1987	Housing Development Act (House of Delegates), 1987	The whole.
Act No. 97 of 1987	Housing Amendment Act, 1987	The whole.
Act No. 43 of 1989	Development and Housing Amendment Act (House of Assembly), 1989	The whole.
Act No. 94 of 1989	Housing Amendment Act (House of Representatives), 1989	The whole.
Act No. 95 of 1989	Development Amendment Act (House of Representatives), 1989	The whole.
Act No. 91 of 1990	Housing and Development Amendment Act (House of Representatives), 1990	The whole.
Act No. 62 of 1992	Development and Housing Amendment Act (House of Assembly), 1992	The whole.
Act No. 134 of 1992	Provincial and Local Authority Affairs Amendment Act, 1992	Sections 2, 3 and 4.
Act No. 56 of 1993	Local Government Affairs Amendment Act, 1993	Sections 25 and 26.

Act No. 76 of 1993	Shortened Registration Procedures of Land Amendment Act (House of Representatives), 1993	The whole.
Act No. 101 of 1993	Housing Amendment Act, 1993	The whole.
Act No. 108 of 1993	General Second Amendment Act, 1993	Section 10.
Act No. 155 of 1993	Housing Arrangements Act, 1993	The whole.
Act No. 191 of 1993	Housing Matters Amendment Act, 1993	The whole.
Act No. 198 of 1993	Development and Housing Amendment Act (House of Assembly), 1993	The whole.
Act No. 199 of 1993	Housing Development Amendment Act (House of Delegates), 1993	The whole.
Act No. 8 of 1994	Housing Amendment Act, 1994	The whole.
Act No. 33 of 1994	Housing Second Amendment Act, 1994	The whole.
Act No. 67 of 1995	Development Facilitation Act, 1995	The entries in the Schedule in respect of Act 2 of 1987 and Act 3 of 1987.
Act No. 6 of 1996	Housing Amendment Act, 1996	The whole.
Act No. 88 of 1996	Abolition of Restrictions on the Jurisdiction of the Courts Act, 1996	Sections 34 to 38 and 83 to 85.

APPENDIX 2

SEMI-STRUCTURED PERSONAL INTERVIEW QUESTIONNAIRE

PURPOSE OF THE INTERVIEW

The purpose of this interview is to collect primary data for a doctoral qualification in the Public Administration and Management field of study at the University of South Africa. While the dissemination of the results will be done through a doctoral thesis, colleagues or institutions in need of such results may forward their individual requests.

CONFIDENTIALITY

As indicated above, your response will be used for scholarly purpose only. Your personal details and feedback will not be shared with any other person. Confidentiality and anonymity on individual responses will be maintained.

PROPOSED STRUCTURE

Permission is requested from the authorities before the contact with participants is made. Subsequently, interview questions will be sent *via* the e-mail to respondents prior to the meeting.

CONTACT DETAILS:

Mr Kedibone Phago (MADMIN: Public Administration)
Department of Public Administration and Management
University of South Africa
Unisa, Pretoria
0003
(012) 429 6579 (office)
082 099 7257 (cell)
phagokg@unisa.ac.za (e-mail)

TOPIC: EFFECTS OF THE IMPLEMENTATION AND DEVELOPMENT OF NATIONAL PUBLIC HOUSING POLICY IN SOUTH AFRICA WITH SPECIFIC REFERENCE TO THE GAUTENG PROVINCE

CONCEPTUAL CLARIFICATION

In order for the respondents to respond accordingly, it is important to explain the concept public housing as is used throughout this questionnaire. This concept is not applied as in other fields of study such as planning. It is important to understand the conceptual operation of the term public housing in the context of Public Administration as used in this interview. Public housing could be regarded as affordable housing provided partially or fully by government. This means that housing development (or conversion of existing stock) is undertaken specifically for people with income levels ranging from below middle to very low and even no-income households. The policy on public housing is usually designed for lower income groups in the society and it involves government subsidies as well as profit caps for developers (Smit and Purchase, 2006:1,7-8). The Social Housing Foundation (2008:Online) defines public housing as all housing stock that is owned, managed, and maintained by any branch of government at a local or provincial level. The definition of The Social Housing Foundation as an entity to manage public housing stock is an important aspect since it refers to the principle (of public service delivery) in which governmental actions are understood to be geared towards the delivery of quality services. This understanding implies that all services regarded as the responsibility of government should be known as public services.

QUESTION 1

OBJECTIVE: *To explore whether any international practices have influenced (positive effect) the development and implementation of the national public housing policy in South Africa.*

- 1.1 **What is your view on the overall development and implementation of national public housing policies globally? Any particular country standing out? Do you think it had positive effects in providing housing services globally? Can you give reasons for your answer?**
- 1.2 **According to your understanding do you think that South Africa should consider public housing policies of other countries (be influenced – effect) in the provision of public housing?**
- 1.3 **What route would you suggest to successfully develop and implement national public housing policies in South Africa? Would you suggest a free market system or increased governmental intervention? Motivate your answer.**
- 1.4 **In your opinion, has the Gauteng Province allowed external interventions to positively influence (effect) public housing policy development and implementation?**

QUESTION 2

OBJECTIVE: *To understand whether public housing officials relate to the challenges of development and implementation of the national public housing policy between 1948 and 2005.*

- 2.1 **What would you say could be regarded as major problems [negative effects] in terms of the national public housing policy before 1994? Motivate your answer.**
- 2.2 **Do you think that the development and implementation of the national public housing policies before 1994 had any effects on housing delivery in the Gauteng Province? Motivate your answer.**
- 2.3 **Would you say that the development and implementation of the national public housing policies had any effects on housing delivery in the Gauteng Province after 1994? Motivate your answer.**
- 2.4 **In your opinion, is it important that housing officials in the Gauteng Province should have knowledge of the effects of the national public housing policy?**
- 2.5 **Do you think it is important that housing officials in the Gauteng Province have knowledge of the effects of the national public housing policy implemented after 1994? Motivate your answer.**

QUESTION 3

OBJECTIVE: *To find out whether the guidelines and features of the national public housing policy, legislation and strategies are taken into consideration in the delivery of public housing services in the Gauteng Province.*

- 3.1** In general, how familiar do you think housing officials working in the Gauteng Province are with the requirements of the national public housing policy guidelines, legislation, and strategies? Do you think this has any negative or positive effect on public housing delivery in the Gauteng Province?
- 3.2** How would you argue (or reason) the knowledge levels of the Gauteng Province housing officials on the Constitution of the Republic of South Africa of 1996 regarding the housing rights of the citizens?
- 3.3** Do you think the knowledge levels of the Gauteng Province housing officials regarding the content of the Housing Act 107 of 1997 and Gauteng Housing Act 6 of 1998 are appropriate to implement them timeously and to the letter of the word?
- 3.4.1** *Would you say that the slow rate of housing delivery in the Gauteng Province could be attributed to a lack of knowledge amongst housing officials regarding the requirements of the new housing policy and strategy (for example, Housing Act 107 of 1997, Gauteng Housing Act 6 of 1998 and Intergovernmental Relations Framework Act 13 of 2005). Provide reasons for your answer.*
- 3.4.2** How familiar do you think are the housing officials of the Gauteng Province with the responsibilities of the provincial government prescribed by the national Department of Housing?
- 3.4.3** Would you consider the use of the Public Private Partnerships (PPPs) model appropriate to accelerate public housing delivery in the Gauteng Province? Motivate your answer.

QUESTION 4

OBJECTIVE: *To examine the effects of the national public housing administrative reforms during the period 1994-2005.*

- 4.1** Do you think the South African government has the necessary administrative capacity to implement the national public housing policy, legislation and strategies at all levels of government? Motivate your answer.
- 4.2** Would you argue that the mechanistic nature of the Gauteng Department of Housing's (for example, hierarchical structure, red-tape, strict rules, clear lines of authority) had any negative effect on housing delivery?
- 4.3** Would you suggest that there is a need for a change in the current organogram of the Department of Housing to improve (effect) service delivery substantially in the Gauteng Province?

- 4.4 Do you think that the administrative reform measures that have been implemented since 1994 have resulted in the improvement of housing delivery in the Gauteng Province?
- 4.5 Would you say that the political-administrative challenge, such as the tension that existed between the previous Minister and Director-General, could hamper housing delivery in the Gauteng Province? Motivate your answer.

QUESTION 5

OBJECTIVE: To understand the practical administrative challenges within the Department of Housing of the Gauteng Province to implement the Housing Act 107 of 1997.

- 5.1 Can you explain if you are aware of any administrative problems which are cumbersome to the effective and efficient functioning of the Department of Housing in the Gauteng Province?
- 5.2 In your opinion (or experience) would you say there is sufficient capacity in terms of human resources in the Department of Housing in the Gauteng Province to undertake public housing delivery?
- 5.3 In your view, would you argue that the Department of Housing in the Gauteng Province has competent public housing financial administration measures to administer the grants and subsidies allocated to the Province?

QUESTION 6

OBJECTIVE: To examine the constraints, problems, obstacles, failures and successes (negative and positive effects) of the national public housing policy in the Gauteng Province.

- 6.1 In your opinion and experience, what would you say constitute to the constraints, problems, obstacles and failures of public housing delivery in the Gauteng Province?
- 6.2 Are you able to share some of the notable successes (positive effects) in the provision of public housing delivery in the Gauteng Province?
- 6.3 Do you think that the development and implementation of the national public housing policy since 1994 have yielded intended public housing delivery results (such as, addressing public housing backlogs, delivering quality housing and sustainable human settlements)? Elaborate on your answer.
- 6.4 In your experiences around your community in the Gauteng Province, do you consider the current public housing policy, legislation and strategies in the Province sufficient in addressing the housing challenges?

QUESTION 7

- 7.1 Do you have any additional suggestions on any other matter that has been raised above (question 1-7)?

**Thank you for taking your time to
participate in this study.**

APPENDIX 3

PROOF OF AUTHORISATION TO CONDUCT SEMI-STRUCTURED INTERVIEWS AT THE GAUTENG HOUSING RESEARCH FORUM

From: Pascalis Mngonyama [Pascalis.Mngonyama@gauteng.gov.za]

To: uhurun@joburg.org.za; joshuam@midvaal.org.za; Vuyobooyesen@randfontein.org.za; ljofile@merafong.co.za; Thembi@sangoco.org.za; Shamona.Kandia@gauteng.go.za; kvanwyk@westonaria.gov.za; monakedi@metsweding.co.za; mariat@mogalecity.gov.za; vusir@mogalecity.gov.za; Neuma.Grobber@wits.ac.za; Margot.rubin@Wits.ac.za; peter@nurcha.co.za; Jenny@vut.ac.za; vanbergenj@tut.ac.za; danie.hoffman@up.ac.za; lulum@dbsa.org; Ckriel@sairr.org.za; bradleyr@tshwane.gov.za; mzamo@nrf.ac.za; adissel@csvr.org.za; Prudence@nhbrc.org.za; mandisan@nhfc.co.za; luxiena@nhfc.co.za; aubreyl@emfuleni.gov.za; EBeuk@csir.co.za; pierrev@banking.org.za; Sibusiso.Dlamini@kungwini.co.za; nocosmit@twr.ac.za; mark@urbanlandmark.co.za; andreaw@finmark.org.za; devraj@ekurhuleni.org.za; mohlomik@lesedilm.co.za; casseym@sedibeng.gov.za; lbelot@wrmd.gov.za

Subject: Re: Request to do research

Good Afternoon all

You are kindly requested to assist Mr. Phago Kedibone by answering the attached questionnaires. Mr. Phago is the Research Forum member and is doing PHD. Therefore, is asking to all the members of the Forum to help him by answering these questionnaires. The answered questionnaires

will be collected in the date of Research Forum meeting which will be held on the 8th May 2009 at Sunnyside Park Hotel. The facilitation of finalization of the questionnaires will take place on the date of the Research Forum meeting.

Any enquiries don't hesitate to contact:

Mr. KEDIBONE PHAGO (MADMINISTRTION: PUBLIC ADMINISTRATION)
DEPARTMENT OF PUBLIC ADMINISTRATION AND MANAGEMENT
UNIVERSITY OF SOUTH AFRICA
UNISA,PRETORIA
003
OFFICE TEL. ;012 429 6579

CELL NO. :082 099 7257

E-mail phagokg@unisa.ac.za

Your co-operation in this regard will be highly appreciated

Regards

Pascalis Mngonyama

Contact No. 011 355 4571

APPENDIX 4

PROOF OF AUTHORISATION TO CONDUCT SEMI-STRUCTURED PERSONAL INTERVIEWS AT THE CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY

From: WalterMel@joburg.org.za
To: Phago, Kedibone
Subject: Re: Request to do research

Chief,

I cannot open your document, however based on the content of your email. Permission is granted for you to conduct such research. However we need to take account that information gathered should be used for the sole purpose of doing research.

Secondly as the City we would also be grateful if we can have access to your finding, maybe they will be able to assist with improving our ServiceDelivery

Walter Melato
Director: Programme Implementation and Monitoring
Department of Housing
City of Joburg
Tel: 0110186830
Fax: 011 339 4529
cell: 083 309 4379
Email: waltermel@joburg.org.za

NOTE: Please note that we have relocated offices
NEW OFFICE LOCATION

222 Smith Street
Braamfontein
15th Floor

APPENDIX 5

PROOF OF AUTHORISATION TO CONDUCT SEMI-STRUCTURED PERSONAL INTERVIEWS AT THE MOGALE CITY LOCAL MUNICIPALITY



Mogale City

Local Municipality

**FROM THE DESK OF THE MMC HOUSING
CLLR. O CALDEIRA**

MEMORANDUM

REFERENCE:
DATE: 03 September 2009

TO: MR KEDIBONE G. PHAGO

PER E-MAIL

REQUEST TO UNDERTAKE RESEARCH

We have received your request to undertake research with Councillors and Officials at Mogale City.

We welcome the opportunity and would hopefully be able to meet with you afterwards to discuss your findings, which may assist us with our own assess merits.

Please feel free to contact me for further assistance in future, if necessary.

Kind Regards

**CLLR. OLIVIA CALDEIRA
MMC: HOUSING SECTION**

