



***TITLE: Challenges to the provision of subsidised housing at Umlazi Township, EThekweni Municipality: Implications for policy.***

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## **ABBREVIATIONS AND THEIR MEANING**

- ANC: African National Congress
- BBEE: Broad Based Black Economic Empowerment
- BEE: Black Economic Empowerment
- CBD: Central Business District
- DHS: Department of Human Settlements
- IDP: Integrated Development Plan
- KZN: KwaZulu Natal
- NHSS: National Housing Subsidy Scheme
- PHD: Provincial Housing Board
- RDP: Reconstruction and Development Programme
- RSA: Republic of South Africa
- SA: South Africa

## Abstract

South Africa is 19 years into its democracy since the installation of a democratic government in 1994. Whereas, this at first glance resembles political success, it may not prevail without challenges. At the present time, the eradication of informal housing and informal settlements is advanced as the primary purpose of housing policy. This Dissertation studied the challenges to implementation of subsidised housing at Umlazi Township (P section) and implications for policy therein. The location was chosen because it is one of the biggest slums clearance locations in EThekweni Municipality. This study is qualitative. Non-probability sampling method was utilised in identifying four interviewees that formed part of this research. Interviewees were selected based on their occupation and expertise in the research area studied. Probability (random sampling) technique was utilised in gathering information from the surveyed community members. Questionnaires were administered to 25 African males and 25 African females between the ages of 18-50 earning below R 3 500 per month residing at Umlazi P section.

The objective of the study was to explore the challenges encountered in the provision of subsidised housing in Umlazi. The findings indicated that shortage of suitable land close to the city, non-compliance with designated standards and norms, poor public participation, high demand of subsidised low cost houses, intervening policies and poor oversight are the core challenges affecting the provision of subsidised housing at Umlazi (P and B10) sections. The conclusions drawn from the findings are that the provision of subsidised housing should be understood in the context of social and economic development of the beneficiaries, not solely bricks and mortar. Policy implications are that due to shortage of affordable suitable land within the city, led to the peripheral location of housing which reinforces the legacy of the segregated communities. Furthermore in situ housing projects do not allow for proper planning in infrastructural development and housing design. This research therefore recommends that in the provision of subsidised housing, intended beneficiaries should fully participate as this will enable implementers to have an insight on what the beneficiaries expect and need in the provision of housing. This will help the residents of Umlazi to be the drivers of their own development. It is also recommended that the allocation of tender processes should be revised to curtail chances of poor workmanship, nepotism and cronyism in the delivery of public service as this somehow hampers efficient delivery of subsidised housing thus increases the existing housing backlog.

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# Chapter One

## Challenges to the provision of subsidised housing

### 1.1. Introduction

South Africa is 19 years into its democracy since the installation of the democratic government in 1994. Whereas, this at first glance resembles political prosperity, it may not prevail without challenges. South Africa is a welfare state, whereby most of its citizens especially the poor heavily depend on government for basic services like housing, health, education and social security. Looking at the right to access adequate housing as entrenched and enshrined in the South African constitution Act 108 of 1996 as one of the basic necessities, this dissertation studied the challenges to implementation of subsidised housing at Durban, Umlazi Township (P section) and inherent policy implications. The right to access adequate housing in South Africa is an essential right given the magnitude of poverty and unemployment post 1994. The removal of the Group Area Act in 1994 encouraged a massive influx of black people into cities (Bell *et al.*, 2002: 23). Apart from the removal of Group Areas Act, the deepening economic difficulties in rural areas, urbanization, globalization and social development are some of the core contributory factors to the creation of informal settlements in cities and towns. Since cities are economically developed, these conditions brought about a significant increase in the informal settlement sector since most people that migrate into cities from rural areas and other parts of the country are presumably poor and looking for job opportunities.

When the democratic government came into power in 1994, it had as its main priority the socio-economic upward mobility for the majority of the poor South Africans who were oppressed and marginalised under the Apartheid rule (Bell *et al.*, 2002: 24). Fittingly, amongst the basic needs that formed part of the policy agenda was the provision of adequate housing to the poor segment of the South African population. Adequate housing in this context broadly refers to provision of pleasant, safe and convenient environment in which to live, well located in terms of access to urban opportunities, avoidance of hazards, basic services for health like water and sanitation (SA Government v Grootboom, 2000). Inherently, adequate housing should provide a range of secure and appropriate forms of tenure which do not discriminate against women. A major component of settlement development in South Africa is service delivery. Responsibility for facilitating shelter

provision for the poor in South Africa exclusively rests with the Department of Human Settlement. In 1994 the Housing White Paper provided guidelines and benchmark on how the goal of achieving adequate housing would be realized, and in order to achieve adequate housing, the Housing White Paper of 1994 provides that housing strategy should place specific emphasis on:

- Promoting the participation of affected communities in the planning and implementation of new developments;
- maximising job creation in the construction and allied sectors (in particular, the role of labour based construction and the use of local labour in housing development);
- improving economic linkages, particularly with the national electrification programme;
- programmes for skills transfer, capacity building and upward mobility for both skilled and unskilled labour in the housing field;
- the role of small and intermediate enterprises in housing construction, as well as in backwardly linked (materials supply), forwardly linked (household businesses) and sideways linked (school construction) economic sectors;
- mechanisms to stimulate entrepreneurial development in creating new housing environments and maximize the participation of historically disadvantaged, emerging entrepreneurs; and
- Constantly evaluating and supporting the role of women in the housing delivery process.

Since 1994 the realization of the right to adequate housing as entrenched in section 26 of the SA constitution has been through the subsidised housing subsidy scheme. As above contemplated, provision of subsidised housing should encourage public participation, economic and social development to the communities in need of houses. In other words before subsidised housing projects could be implemented, it needs to be ascertained that the environment in such houses would be built will not be an economic burden to the recipients of the houses, looking at transportation costs on accessing employment and other social amenities like schools, clinics and hospitals. This responsibility rests primarily with the local government because municipalities must accordingly take the lead role in negotiating the location of housing supply to facilitate spatial restructuring. The Housing Act stipulates that “municipalities must also facilitate a greater match between the demand and supply of



different state-assisted housing typologies" (Housing Act 107 of 1997, s9). This approach contemplates that "municipalities should play a significantly increased role in the housing process as they are at the delivery level of the Housing policy" (South African Department of Housing, 2004: 11). This will assist in creating linkages between "housing delivery, spatial planning, and transportation systems and will also support the integration of housing into Municipal Integrated Development Programmes (IDPs), ensuring greater budgetary coherence" (South African Department of Housing, 2004: 11). In the current design of the housing subsidy, all eligible households earning below R3500 qualify for the full subsidy of R 21 000 which is meant to provide a 45 m<sup>2</sup> starter unit (Department of Human Settlement, 2010: 12).

The demand for provision of housing in South Africa has enormously increased in the past decade due to a continued significant influx of people from the countryside to the urban areas (Housing White Paper, 1994: 9). Approximately 12 million people in South Africa are without proper housing (Department of Human Settlements, 2012). This is consistent with the department of human settlement's statistics in 2010 which found the similar indication. From these findings, it follows then that the rate of delivery of housing is below the rate of formation of low-income households. Those mostly affected by the housing crisis are the poor and other vulnerable social groups. Inherently this crisis undermines the strides made by the government to implement and realise the right to access adequate housing. It is from this particular basis that this study aims at investigating the challenges to the delivery of subsidised housing at Durban Umlazi Township.

Overall, the resulting tensions have meant that while the primary goal of redressing the apartheid record on housing development through the delivery of one million subsidised houses, both the geographic legacy of apartheid segregation and a market-centred approach to development remain in place, thereby undermining important democratic and transformative goal (Pottie, 2003: 119). In addressing the need for housing to the needy, the Department of Human Settlement adopted an eradication of slums policy aimed at providing adequate housing to the needy by 2014 thus transform informal settlements (Department of Human Settlement, 2010: 13).

The overwhelming majority of South Africans live on a low income range of R 500 – R 3 500 per month, and as a result very few can access formal mortgage financing. The housing

subsidy enables this poor segment of the society to have access to basic services such as water and electricity and to be built a standardised house. In this manner individuals and families would gain access to shelter and informal settlements were to be transformed through the creation of markets for services and property. The central focus of this particular study is on the challenges to delivery of quality and adequacy of houses in EThekweni municipality. Hypothetically, studies have argued that most prominent challenges to delivery of adequate housing are corruption, incompetence, lack of public participation and poor management of public resources (Mafunisa, 2007: 261; Powell et al, 2009: 24). Some of the causes of corruption are argued to be poor checks and balances, greed, a lack of ethics, and poor salaries (van der Merwe, 2006: 38).

This right to access adequate housing is guaranteed to “everyone” in section 26 of the 1996 Constitution of South Africa, which obliges the government/ state to take “reasonable legislative and other measures, within its available resources, to achieve the realisation of this right” (section 26(2)). As held in the case of SA Government v Grootboom the provision of adequate of housing is important in the context of freedom, equality and fairness, because they summarise the basic human rights which the government is obligated to realize in line with the constitution. In light with the precedent set in this case, the provision of housing is extends beyond just bricks and mortar, as it incorporates stability, social and economic development. Post 2009 national and provincial government elections, thousands of people took to the streets to demonstrate their dissatisfaction about EThekweni municipality’s inability to render basic services such as adequate housing (sanitation, electricity and water) especially in the poor and disadvantaged (previously marginalised) communities (Powell, 2009: 54). It is from this basis that this particular study aims at exploring underlying challenges to delivery of adequate low cost housing at Umlazi Township.

## **1.2. Problem Statement**

Provision of subsidised housing to the public is one the key areas of the current democratic government of South Africa. The right to access adequate housing is important for enjoyment of all other human rights (SA Government v Grootboom, 2000). This is evident from the formulation of the Housing White Paper in 1994, codification of the right to access adequate housing in the Republic of South African constitution Act 108 of 1996 and promulgation of the Housing Act 107 of 1997. The delivery of subsidised housing problems prominent in KwaZulu Natal include housing backlogs, housing and service delivery protests, the

provision of quality housing structures, rapid urban growth and creation of informal settlements (KZN Department of Human Settlement, 2010).

Stemming from the case of SA Government v Grootboom (2000), the court held that the right of access to adequate housing is important for the enjoyment of all human rights. It further held that a house is fundamental for human dignity and for physical and mental health, which are crucial for socio-economic development. The importance of this right is underscored in the South African Constitution of 1996 (the Constitution), which requires the state to respect, protect, promote and fulfil section 7(2) as well as to take reasonable legislative and other measures to realise the right to adequate housing progressively as set out in sections 26(1) and 26(2) (South African Constitution, Act 108 of 1996: s26).

A major component of settlement development in South Africa since the advent of democracy is provision of subsidised housing. Responsibility for facilitating shelter provision for the poor in South Africa rests with the Department of Human Settlements. Since 1994 the key mechanism for achieving this has been the low cost housing subsidy granted in terms of designated salary margins.

Of all the basic human rights, the right to adequate housing is one of the most crucial. Having shelter and a place to eat, sleep, relax and raise a family are some of the basic things people need to be able to lead a fulfilling life. The right to adequate housing is widely regarded as a basic human right, and has been included in the new South African Constitution. It is from this basis that this research studied the challenges to provision of subsidised housing at Umlazi Township. The main problem that this study aims to investigate is what policy implications are stemming from the experienced/ encountered challenges on the provision of subsidised low cost housing at Umlazi Township. The aim of the study is identifying challenges to the delivery of subsidised housing at Umlazi.

### 1.3. Study Objectives

- ❖ To identify problems/ challenges hindering efficient provision of subsidised housing in EThekwini municipality.
- ❖ To investigate the state of delivery of subsidised housing at Umlazi Township in the past 10 years.
- ❖ To make policy recommendations on how to address challenges to delivery of housing.

### 1.4. Key Research Question

What are the core challenges to the provision of subsidised housing in EThekwini, Umlazi Township and policy implications?

### 1.5. Broad Research Questions

- ❖ What factors are hindering the delivery of subsidised housing at Umlazi Township?
- ❖ What practical actions can be taken at a municipal level to enable the municipality to deliver subsidised housing effectively and efficiently?
- ❖ How has the Department of Human Settlements in EThekwini Municipality addressed the encountered challenges in the past decade?

### 1.6. Summary

The conceptual scope of this research comprises a literature review of the underpinning key concepts pertinent to the study. It includes policies, legislation and debates related to the delivery of public service and sustainable development approach, looking at its practicality in the South African policy context of subsidised low cost housing delivery, the relationship between transport, livelihoods and available land. It also explores issues and debates in relation to the problems of peripherally located low-income housing projects. The bodies of literature, which can help guide the conceptual framework, are the compact city approach, land use versus transport, and livelihoods and housing. The geographical scope of this research is the EThekwini Municipality, however literature is also drawn from other parts of KwaZulu Natal on provision of subsidised housing.

## 1.7. Definitions of terms

- 1.7.1. **Housing:** The meaning of housing for the study is adopted from the Housing White Paper 1994 which defines housing as “a variety of processes through which habitable, stable and sustainable public and private residential environments are created for viable households and communities” (Housing White Paper, 1994: 3).
- 1.7.2. **Adequate housing:** Adequate housing “recognises that housing entails more than bricks and mortar. It requires available land, appropriate services such as the provision of water and the removal of sewage and the financing of all of these, including the building of the house itself. For a person to have access to adequate housing all of these conditions need to be met: there must be land, there must be services, and there must be a dwelling” (RSA Government vs Grootboom, 2000). Housing White Paper of 1994 describes adequate housing as progressive delivery and access to “a permanent residential structure with secure tenure, ensuring privacy and providing adequate protection elements”. It further stipulates that there should be “potable water, adequate sanitary facilities including waste disposal and domestic electricity supply” (Housing White Paper, 1994: 19). In the context of this study, adequate housing would take both meanings as afore-stated since they are more or less the same.
- 1.7.3. **Subsidised housing:** In terms of the Housing White Paper Of 1994, “given the skewed income profile of the South African population and the severe affordability problems at the lower end of the market, the targeted provision of end user subsidies constitutes one of the cornerstones of the Government's approach to the housing challenge” (Housing White Paper, 1994: 28). In the context of this study, subsidised housing emanates from the afore-stated premise and shall be walking definition.
- 1.7.4. **Batho Pele:** This term translates to “people first” which in the context of this research is used to highlight the importance of putting people first in the delivery of subsidised low cost housing, in terms of social and economic development (Batho Pele White Paper, 1997: 13).

## **1.8. Chapter Outline**

### **1.8.1. Chapter One**

This chapter discusses the literature review by unpacking the general challenges in South Africa and KwaZulu Natal with regard to provision of subsidised housing as well challenges emanating specifically in the EThekweni Municipality. This study aims at exploring challenges to the delivery of subsidised housing in EThekweni Municipality, and policy implications inherent therein. In this chapter, literature review discussed gives preliminary findings on the existing challenges to the delivery of subsidised housing in general. Essentially these challenges would be later discussed analytically in this study in light of the findings gathered to establish challenges in the delivery of housing in EThekweni Municipality.

### **1.8.2. Chapter Two**

This chapter aims at exploring relevant theoretical concepts around subsidised housing. Provision of low cost housing in South Africa is guided by the 1994 Housing White Paper, Housing Act 107 of 1999 and the constitutional principles of public participation. The right to access adequate housing under section 26 of the constitution is a socio-economic right. In other words this right is not immediately realisable but rather progressively realised depending on the available resources. South Africa is a social welfare state, and since 1994, provision of subsidised housing has been a major focus of government in the post-apartheid urban South Africa, as the government attempts to address historical race-based inequalities, service delivery and contemporary rapid urbanization. This goal is reflected in the 1994 Housing White Paper, SA Constitution Act 108 of 1996, Housing Act 107 of 1997 and Comprehensive Housing Plan for the Development of Integrated Sustainable Human Settlements adopted in 2004.

### **1.8.3. Chapter Three**

This chapter gives insight to the research methodology guiding this study. In other words it will critically discuss the process of data collection employed in this study by stating nature of the study whether it is qualitative or quantitative, types of research techniques employed, number of participants (study population) and how the data was analysed and reported. Lastly it will highlight ethical issues encountered as well as those applied.

#### 1.8.4. Chapter Four

This chapter gives detailed data presentation about the findings of the study from both households and interviewees. Data from the households will be quantified and presented through tables and graphs. Data from the interviewees will be presented qualitatively utilising sub-titles that emerged during the interview in light with research aim, objectives and key research questions.

#### 1.8.5. Chapter Five

This chapter analysis and discusses data on the challenges to delivery of subsidised low cost housing at Umlazi as gathered from 50 households and 4 key informants. It discusses the established challenges at Umlazi in relation with the literature advanced in this study. Data would be analysed in terms of the following themes; importance of the provision of subsidised state housing, state of delivery of subsidised housing at Umlazi in the past decade, challenges to delivery of subsidised housing and measures taken by the municipality to address identified challenges.

#### 1.8.6. Chapter Six

This chapter gives the overall conclusions on challenges to the delivery of subsidised housing at Umlazi. It further summarises the findings of this study in relation to the delivery of subsidised housing challenges discussed in the literature of this study by drawing attention to the aim and objectives of this study. In essence this chapter seeks to provide the summary of the findings and their meanings in as far the addressing the aim and objectives of this study by linking the findings to the rest of the study.

## **Chapter Two**

### **Conceptual & Theoretical Framework**

#### **2.1. Introduction**

This dissertation seeks to investigate the challenges to the provision of subsidised housing in South Africa guided by welfarism and neoliberalism theoretical frameworks. With regard to these two theoretical frameworks, this dissertation will discuss how the housing policy is to some extent welfarist and how it is neoliberal in its prescriptions. It would further discuss the challenges to housing looking at globally, nationally and provincially contexts.

#### **2.2. Theoretical framework**

##### **2.2.1. Welfarism and relevance to housing**

Keller argues that welfarism entails “the view that morality is centrally concerned with the welfare or well-being of individuals” (Keller, 2009: 82). Inherently it can be inferred that welfarism advocates for a socially and economically well-off society. Social welfare “is an aggregation of the individual welfare by means of an aggregator function which can be interpreted as a social welfare function” (Kuklyns & Robeyns, 2004: 4). This definition is consistent with Keller’s argument that welfarism espouses the advancement of individuals welfare (Keller, 2009: 82). Fittingly, the provision of state subsidised housing as contemplated in the Housing policy furnishes this objective.

Keklyns and Robeyns further argued that social functions would amongst other things take a distributional form (Kuklyns & Robeyns, 2004: 4). This argument is in line with the inception of the South African Housing policy as it takes a distribution approach in its realisation. The housing policy espouses a state subsidised form of housing delivery. In other words provided that the intended recipients meet the designated requirements of earning a salary below R3 500 and without housing, the state will progressively deliver housing them.

In the UK’s context it was argued that “one of the factors both shaping and reflecting Conservative welfare policies was the growth in income inequality over their period of government” (Hills, 1998: 15). Interestingly, this is the very context that South African Housing policy was built on in 1994 given the inherited unequal and segregated society of pre-1994. Consistent with Thatcherism, this prompted huge public spending on welfare programmes amongst others being housing. In light of the UK welfare state model, a welfare state has become “a residual safety net for the poorest and most marginalised” (Hills, 1998:



33). In a South African context the most poorest and most marginalised during the adoption of the Housing policy were the black population, hence the subsidised housing delivery is intended for this population. This further highlights the welfarist nature of the housing policy to some extent.

Well-being of individuals in this context goes beyond having just a house but incorporates housing that has running water, sanitation, sewage and basic infrastructure. In light of this argument it is apparent that Housing policy is to some extent welfarist as these are the basic needs for human survival. This is the light in which provision of housing at Umlazi P section shall be explored.

Welfarism expands to economical welfare. Economical welfare is concerned about the measurement of the standard of living, inequality and poverty (Kuklyns & Robeyns, 2004: 4). One's income forms a basic departure point in economic welfarism as it indicates the level of poverty which fosters the advancement of individuals' welfare. The South African Housing policy recognises this element and as such, there is a designated income threshold in which housing provision occurs.

### **2.2.2. Neoliberalism and relevance to housing**

Neoliberalism supports economic liberalism as a tool to promote economic development and political freedom (Beer, 2007: 1). In the context of housing delivery, neoliberalism in the policy entails economically integrated communities where access to economic opportunities is easy and equal for all (Housing White Paper, 1994: 12). This supports a neoliberal free market environment whereby communities interact socially and economically. Hence similarly with the Australian neoliberalism approach, delivery of housing in South Africa is implemented through outsourcing of employment services (Beer, 2007: 5). This fosters a competitive market in line with the principles of a market based housing implementation, and also encourages emerging entrepreneurs to partake in the housing construction as economic opportunities are accordingly created.

Beer has further argued that in the context of housing delivery in Australia, neoliberalism had its own shortcomings in that the more it emphasises market based solutions, the more likely public expenditure decisions will be based on political imperatives (Beer, 2007: 15). This argument is relevant in the South African housing policy implantation as it shall be tested against the inherent housing delivery literature and findings of this study. Essentially,

Therefore from the afore-discussed, the housing policy is neoliberal in its prescriptions because it supports economic liberalism as a tool to promote economic development and political freedom. This is evident in its objectives of:

- maximising job creation in the construction and allied sectors (in particular, the role of labour based construction and the use of local labour in housing development);
- improving economic linkages, particularly with the national electrification programme;
- mechanisms to stimulate entrepreneurial development in creating new housing environments and maximize the participation of historically disadvantaged, emerging entrepreneurs.

(Housing White Paper, 1994: 22)

South African housing policy is a mixture of a welfarist and neoliberalist approach. From the afore discussed it follows then that the South African state has adopted a welfarist approach to the delivery of subsidised housing informed by legacy of the pre-1994 government of segregated communities, racial inequalities and inherent poverty, with an aim of creating a viable equal and integrated society through state-subsidised housing programme as a means to enhance the welfare of the society by reducing the inherited inequalities through maximising job creation and enhancing economic opportunities. It can be therefore inferred that it was understood that living without proper housing is an injustice to one's welfare because an informal settlement environment lacks basic infrastructure, running water, sanitation and sewage system.

Fittingly, provision of housing by the state to the poor (those you can't afford to build themselves housing) will in light of welfarism provide them with not only brick and mortar but also basic infrastructure, running water and sanitation which overall advances their welfare and make their lives better off as opposed to living in a shack without running water, basic infrastructure and sanitation. Lastly, its neoliberalist prescription allows for market based housing delivery which in a process realises the entrepreneurial development as enshrined in the housing policy thus reduces government spending through outsourcing of services.

### 2.3.1. Challenges to global human settlements development

The rising demand for affordable housing is not peculiarly a South African challenge but rather a global challenge more especially in the developing world. Human settlements development is intertwined to urban and town planning (UN Habitat Report, 2009: 56-57). As a point of departure, human settlements development is an integral part of sustainable development as it aims at providing those who can't afford houses with security of tenure, basic infrastructure, sanitation, water and electricity. In Saudi Arabia, the influx of rural and desert population into urban areas have exacerbated the challenge of providing affordable housing to the communities (Salama, 2006: 67). Inherently, urbanization is one of the major challenges to provision of affordable housing and it is the primary cause of informal settlements/ urban slums. In the UN Habitat report of 2005, it has been argued that urbanization has been accompanied by continued out-migration from rural areas in many countries (UN Habitat Report, 2005: 3).

In addressing informal settlements which are an indication of a housing backlog, dwellers have in many parts of the world forcefully evicted as there is no suitable land for informal settlement upgrading (UN Habitat Report, 2005: 9). However it has been acknowledged in the aforementioned report that this approach rather drives dwellers to peripheral areas making it hard for them to access job opportunities and social amenities (UN Habitat Report, 2005: 10). Ultimately it can be argued then that this further entrenches poverty as unemployment levels escalates due to financial inability to access job opportunities as a result of the peripheral location they are in, although some dwellers in the informal settlements are low income earners. The preceding premise is corroborated by the UN Habitat Report that in that “slums and poverty are closely related and mutually reinforcing, but the relationship is not always direct or simple” (UN Habitat Report, 2003: xxvi).

In 2003 about two-thirds of the population of Mexico City reside in slums (UN Habitat Report, 2003: xxix). This indicates a challenge for in human settlements. Since slums don't have basic infrastructure, it is conceivable that the densely populated living conditions pose a serious health hazard due to perhaps lack of proper sanitation. One of the challenges to informal settlement development is the availability of suitable land. The UN Habitat Report of 2008 has highlighted that in Indonesia there is no enough land owned by the state to accommodate the envisaged houses (UN Habitat Report, 2008: 5). Informal settlements upgrading called in situ is one of various strategies employed in addressing the issue of lack of land.

However the challenge to informal settlements upgrading is lack of prior infrastructural planning which arguably is intertwined to lack of suitable land. This was evident in the case on Tanzania whereby new location for slum dwellers were without water, power or any form of infrastructure (UN Habitat Report, 2008: 6) and also Chile where the housing development has been implemented in the outskirts of the cities and town, ultimately reinforcing socio-spatial segregation of the poor (Winchester, 2005: 14). It cannot be denied that decent housing entails a dwelling with water, sanitation, power and economically friendly to the occupant in terms of transport cost in accessing job opportunities and other social amenities. These aspects rely heavily on proper planning and infrastructural development. So the in situ or slums upgrading impedes this process as due to absence of prior infrastructural planning in the creation of the slums. This also surfaced in the UN Habitat Report of 2007 that rapid growth of informal settlements created a situation whereby planners are often unable to keep up with mapping new settlements, notwithstanding the land use for them (UN Habitat Report, 2007: 22).

From the afore-discussed, it follows that the global challenges to human settlements development are urbanization, shortage of land and lack of prior infrastructural planning. These challenges shall be looked in contrast with the prevailing challenges within the South African Human Settlements development context.

### 2.3.2. Challenges to delivery of subsidised housing in SA

One of the ANC's key election promises during the run-up to the 1994 elections was 'homes for all' (Powell, 2009: 52). However a housing programme cannot be limited to housing, but needs to be promoted in such a manner as to give meaning to the goal of creating viable communities. This premise subsequently formed the basis of the Reconstruction and Development Programme (RDP) in terms of which the South African government inter alia committed itself to delivering free subsidised housing to those who could not afford to purchase or build their own homes (Housing White Paper, 1994: 13). Subsidised housing provision has been a major focus of government in the post-apartheid urban South Africa, as the government attempts to address historical race-based inequalities, poor municipal service provision and contemporary rapid urbanization. The housing terrain in this country is complex, in large part due to the deliberate policy and legislative framework of socio-economic and spatial exclusion and marginalisation created during apartheid, but also due to failures on the part of the post-apartheid state to adequately redress these problems since

1994 (Housing White Paper, 1994). The Housing White Paper of 1994 envisaged to prioritise the needs of the poor, encouraged community participation and the involvement of the private sector, and committed to deliver 1 million houses in five years (Housing White Paper, 1994). As with other socio-economic rights, the legislative and policy framework created by national government around housing is in fact quite progressive. However, implementation to date has been skewed and unable to address the land, housing and basic services needs of millions of poor South Africans who still lack adequate housing and access to water, sanitation and electricity. It needs to be pointed out that closely related to the provision of adequate housing is access to land and its implications for urban and spatial planning in meeting the demand of housing.

The Housing White Paper defines housing as “a variety of processes through which habitable, stable and sustainable public and private residential environments are created for viable households and communities” (Housing White Paper, 1994). This recognises that the environment within which a house is situated is as important as the house itself in satisfying the needs and requirements of the occupants. In accordance with Housing White Paper (1994), the government should strive for the establishment of viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities as well as health, educational and social amenities, within which all South Africa's people will have access on a progressive basis, to:

- A permanent residential structure with secure tenure, ensuring privacy and providing adequate protection against the elements; and
- Potable water, adequate sanitary facilities including waste disposal and domestic electricity supply.

(Housing White Paper, 1994).

Furthermore in terms of s26 of the constitution, the government is under an obligation to take reasonable steps within its available resources and create conditions which will lead to an effective right to housing for all (SA Constitution Act 108, 1996: s26). It is also under a duty not to take steps which promote or cause homelessness (RSA Government v Grootboom [2001], pp 45). In Grootboom's case the government's obligation to promote and realize the right to access to adequate housing was constitutionally challenged, and the court held that a person has a right to live in dignity, in habitable circumstances. It further held that the

government cannot hide behind lack of resources in its failure to ascertain the implementation of this right (RSA Government v Grootboom [2000], pp 56). Government therefore should progressively promote an effective right to housing for all, within its available resource and other limitations applicable to it (Housing White Paper, 1994: 20). This approach was evident in the Reconstruction and Development Programme (RDP) which was adopted in 1994 of which housing was an integral part. Essentially the objective of integrating housing into this programme was to progressively provide adequate housing through a government subsidy to the poor communities that couldn't afford to construct themselves houses (Department of Human Settlements Housing Code, 2009: 7).

Poor provision of subsidised housing is a major challenge facing most local governments in South Africa. In accordance with the Housing Act 107 of 1997 (s 9), the national government in cooperation with the provincial government should take reasonable measures in progressively realizing and facilitating the provision of adequate housing. Furthermore it calls upon every municipality, as part of the municipality's process of integrated development planning, to take all 'reasonable steps' to ensure that residents have access to adequate housing and service delivery. Municipalities are also bestowed a duty to establish housing goals and to designate land for housing development in accordance with the national housing programme (Housing Act 107 of 1997, s9).

In as far as delivery of housing is concerned, the government should strive for the establishment of viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities as well as health, educational, and social amenities, within which all of South Africa's people will have access on a progressive basis, to a permanent residential structure with secure tenure, ensuring privacy and providing adequate protection against the elements and portable water, adequate sanitary facilities including waste disposal and domestic electricity supply (Housing White Paper, 1994). This is corroborated by the argument advanced by Ndinda (2009) that in the past communities especially women could not access housing because they were unemployed, but now they have access to housing regardless of their marital and occupational status (Ndinda, 2009: 328). In other words this premise confirms that past housing policies were not based on welfare but rather on employment, and only those who had income were given houses. However like any other policy implementation, even this policy too constantly generates its own challenges.

The Department of Human Settlements has acknowledged that the backlog in South Africa is not being minimised quick enough and as a result has committed itself to increasing the rate of delivery with an aim of eradicating the backlog by 2030. This challenge emanates from the increasing demand for provision of housing in South Africa in the past decade due to a significant influx of people from the countryside to the urban areas. Currently the department of Human Settlements has provided 2.9 million units of subsidised low cost housing (National Department of Human Settlement, 2012). Core challenges to provision of subsidised housing are limited resources, lack of suitable available land and demand of housing (backlog) resulting from urbanisation.

With regard to the limited resources, the Department of Human Settlements budget allows the department to provide a certain number of units of subsidised houses, subsequently leading to a situation whereby only a certain portion of identified people in need of housing get to receive houses instead of the entire community in need (Department of Human Settlements Annual report 2011-2012). This in turn creates another challenge of housing backlogs in the provision of subsidised housing. Housing backlogs nationwide have inhibited the department's efforts of eradicating informal settlements by 2014.

With respect to the shortage of suitable available land as one of the core challenges in the provision of subsidised housing in South Africa, the Department of Human Settlements has been forced to resort to building housing away from the inner cities and towns (Department of Human Settlements Annual report 2011-2012). The implications of this approach are that recipients of these houses are located in peripheral areas making it hard for them to access their job places, schools, hospitals, clinics and other social amenities because these are often within the towns and cities. Moreover transportation costs for the recipients to and from employment places is a huge burden. As a result most recipients of these houses abandon them and go back to their former informal settlements because they are closer or within easy access to their places of employment (Department of Human Settlements Annual report 2011-2012). Securing available land within the cities and towns is undoubtedly a major challenge facing the Human Settlements department. This has been acknowledged in the Housing Code 2009 whereby it is noted that "the lack of affordable, well-located land for low cost housing has resulted in the housing programmes largely extending existing areas that had



been developed for low-income housing in the past, often located at the urban margins and with weak prospects of integration” (Housing Code, 2009: 17).

Notwithstanding the fact that most beneficiaries of subsidised housing are unemployment, the Department of Human Settlement argues that this has created a challenge whereby “the inability of beneficiaries of housing subsidies to afford municipal services and taxes, creating the view by municipalities that such housing projects are liabilities” (Housing Code, 2009: 18). This stems from the fact that municipalities generate its revenue from such initiatives in order for it to provide general services to the communities on progressive basis. From this premise it can be argued then that provision of subsidised housing to unemployed beneficiaries burdens the municipality because such individuals would not be able to pay for municipal services like water and electricity.

Furthermore, the most prominent points of concern have been that these subsidies focused too much on the houses while neglecting aspects related to the overall improvement of settlements, the inability of local governments to address concerns in respect of the other services, and also that these projects were based on a ‘one-size fits all’ approach (Goebel, 2007: 298 & Marais, 2007: 81). According to Socio-Economic Rights Institute (2010):

*The housing delivery processes aimed at the needs of the urban poor “suffer from severe capacity problems and cannot draw on the resources located in the traditional housing and property markets.” Some of the critical issues not yet properly addressed have been the unlocking of well-located land in urban areas for residential development, the connection of bulk infrastructure and services to new housing developments, access to interim services and upgrading for millions of households living in informal settlements and the lack of decent, affordable rental housing for low-income and poor individuals and households in well-located urban areas*

(Socio-Economic Rights Institute, 2010: 14).

Consequently the ‘one-size fits all approach fails to look into the reality that some families have a large number of members which the standardized house size fails to accommodate. Marais (2007) argues that the evidence from the Free State confirms these findings, as the emphasis on housing size resulted in a lower level of services (Marais, 2007: 84). Ndinda (2009) highlighted this challenge in the argument that the small size of the houses was seen



as a constraint to empowerment because they are too small to accommodate all their families (Ndinda, 2009: 328).

The depressed rural economic situation in particular is causing many people to migrate to urban areas to escape poverty in search of job opportunities, housing and so on. It is an inevitable reality that the recent economic recession has exacerbated the situation further by compelling more and more people to move to urban areas. This is an imposing pressure on urban infrastructure owing to the ever-increasing number of informal settlements at a time when local government resources are stretched to the limit. Sexwale (2010) argues that each time these informal settlements are established by people coming from poverty-stricken parts of South Africa, they create a potential crisis for local government from whom people demand the delivery of services where such demands are not budgeted for in the first place (Sexwale, 2010: 3).

A “Housing Indaba” held in September 2005, bringing together stakeholders in low-cost housing from government, the private sector, civil society and academia, identified as the first of their “Targets”: “Amongst other things the removal or improvement of all slums in South Africa as rapidly as possible, but not later than 2014” (Goebel, 2007: 292). This highlights the commitment on the part of the Department of Human Settlements in providing proper shelter to the segment of the South African population that cannot build themselves their own houses. With respect to this commitment, the minister held that “since its establishment, the Department of Human Settlements has attempted to capture the mandate to build functioning communities and respond to national dynamics/challenges by drafting a human settlements strategy aimed at creating sustainable human settlements and improving the quality of household life” (Department of Human Settlement Annual report, 2011-2012: 18).

In a nutshell, challenges to the provision of subsidised housing are shortage of suitable affordable land within the city and towns, limited budget, housing demand and unemployment.

### 2.3.3. Challenges to delivery of housing in KZN

“The sustainability of settlements depends heavily on location, but well-located land tends not to be available at a price which existing subsidies can accommodate, and well-located land tends also to be a dwindling supply irrespective of price”. (EThekweni Housing Sector

Plan: 2012, 6). The EThekweni Municipality Housing Department in its 2011 report argued that:

*South African low income housing has, on the other hand, attempted to provide mass housing using a low rise, low-density housing layout and typology model. However, due to the locating of these projects on marginalised land, impersonal unit design, poor layouts and low quality construction, this approach too has often resulted in unsustainable, alienating environments and poverty entrapment. Typology design and quality has often been compromised because of financial constraints with housing projects being financially and politically driven and with little involvement by architects and urban designers.* ([http://www.durban.gov.za/City\\_Services/engineering%20unit/City%20Architects/Documents/Water%20Services%20Development.pdf](http://www.durban.gov.za/City_Services/engineering%20unit/City%20Architects/Documents/Water%20Services%20Development.pdf): Accessed on 12<sup>th</sup> December 2012).

Given the fact that delivery of service is also a political obligation on the incumbent government for it to sustain its power in the next election, it apparent from the preceding argument that the demand for provision of subsidised housing has to a certain degree exerted pressure on the government to focus narrowly on the number of houses provided neglecting critical issues like the economic and social benefits that the envisaged recipients will accrue from the projects in a long run. Hence in most cases architects and designers are excluded in these projects as a result compromising sustainable development. That is why most subsidised low-cost housing projects are implemented in the periphery away from the city placing an economic burden on the recipients in terms of accessing employment opportunities and other important social amenities.

In light of the National Housing Act 107 of 1997, the Minister must determine national housing policy, including national norms and standards (Act 107 of 1997, section 3(2)(a)). The Department's "*National Housing Code*", which contains national norms and standards for low income housing, is binding on the provincial and local spheres of government (Act 4 of 2001, section 3(b)). The most predominant challenge to provision of subsidised housing in KwaZulu Natal has been non-compliance with the designated standards and national norms (KZN Human Settlement, 2010: 34).

While these critiques are certainly valid looking at the provision of subsidised housing in EThekweni, it is also true that subsidised housing and service delivery programs have

dramatically increased access to urban services by the poor in this municipality (KZN Human Settlement, 2010: 39). Even though the country is 19 years into the democracy, KZN cities like Durban, Pietermaritzburg and Newcastle have unique and complex histories that deeply mark post 1994 developments (KZN Human Settlement, 2010: 37). The legacy of segregated neighbourhoods is still persistent, and new African arrivals typically settle in areas, or on the periphery of areas, historically reserved for Africans, such as townships (KZN Human Settlement, 2010: 36). Subsidised housing projects in particular impact directly on the provision and cost of public transport, as the low-income segment of the population is entirely dependent on public transport. Badly located projects would result in higher transport costs for the commuter and higher subsidies for public transport. Stemming from this premise, it would therefore seem logical and reasonable that it is in the Governments best interest to ensure that housing projects are well located and easily accessible to the existing public transport system.

At the provincial level within KwaZulu-Natal, the percentage of households occupying informal dwellings has remained stable between the Census dates of 2001 and 2011 (although actual numbers have increased from 186,000 to 226,000 as the numbers of households in the province has grown from 1.7 million to 2.1 million) (Census, 2011). Elite blacks may move into formerly white-only suburbs, but these areas remain exclusive, often gated and social interaction among different race and ethnic groups remains limited. Another common racialized spatial feature in Pietermaritzburg and other South African cities is that the central business district has become accessible as public space to Africans, but whites have withdrawn to suburban shopping centres precluding the need to venture to the Central Business District (Goebel' 2007: 295). Hence, urban geography, including residential areas and mobility patterns of the city's inhabitants remains strongly racially defined. In addition, the skewed patterns of minority privilege endure. The racial breakdown of the wards that make up Msunduzi Municipality as of the 2001 Census, 6 reveal a historically white city that has expanded to include black townships and formal Tribal areas. Most wards in the city remain strongly characterized by specific racial groups. While it is perhaps unsurprising that these patterns persist, arguably the biggest concern is that historical race and class inequalities in the quality of services, housing and the urban environment also persist (Goebel, 2007: 296).

South Africa is not only a constitutional democracy but also a participatory democracy. Poor community participation is one of the major challenges to delivery of low cost housing. In most cases houses built without due consideration of the interests of the intended occupants. This is evident in the public outcry about the state of houses provided as some houses are given to the occupants without proper running tap water and sanitation. Ndinda (2006) argues that community participation is conceived in terms of the role of the target group and local organisations in project design, implementation, maintenance and evaluation (Ndinda, 2006: 407). In other words decision making about the design and allocation sites should be deliberated with the community concerned as espoused by the principles of participatory democracy.

Ultimately, one of the major challenges to delivery of housing in KZN has been the exclusion of the community from participation which hinders transparency and accountability, therefore opening a room for corruption and incompetence by the officials (Goebel, 2007: 296). Generally, the lack of communication between the government and affected communities has contributed to the housing crisis in South Africa. The Minister of Human Settlement, Tokyo Sexwale, has acknowledged that poor communication is the cause of protests against the slow pace of housing delivery (Sexwale, 2009a).

Although tenure, infrastructure, and usually top structures, are being delivered, new housing projects have been criticized on a number of grounds. One view is that “the dwellings tend to be of generally poor design, environmentally unsound, unsuited to the local climate, and relatively expensive to maintain at a physically comfortable indoor climate (KZN Department of Human Settlements, 2010: 40). In addition, the new housing developments are themselves environmentally unsound, and not conducive to social, economic, aesthetic, or environmental sustainability. Giving the magnitude of the influx of people into eThekweni Municipality, provision of subsidised low cost housing places a greater burden on the resources of the province and on the inhabitants of the houses” (Department of Human Settlements, 2010: 42). However, the reality is that the location of subsidised housing projects in eThekweni is influenced almost entirely by the financial constraints of the housing sector. The main aim of the housing sector is to provide as many houses as possible with available funds. The cheapest land is therefore selected for projects (the housing subsidy sets a maximum land cost of R1000 per site), with little consideration given for the impact on the commuter and the public transport system.

<http://repository.up.ac.za/bitstream/handle/2263/7808/033.pdf?sequence=1>: Accessed 12<sup>th</sup> December 2012).

The most prominent challenge facing EThekweni Municipality with regard to subsidised housing projects is that most housing projects are badly located and by implication reinforcing the apartheid land use structure. This is because even though many of the projects are in situ upgrades (i.e. providing housing units where people are already living), in most cases there are no options available to allow people to be located in more accessible areas. An example of a fairly typical housing project is Waterloo, a 4500 unit development on the northern periphery of Durban. Waterloo provides a bleak and sterile living environment. The area is located away from the city centre and there is virtually no vegetation. The typical houses provided are 1 room core houses with a toilet/shower and tap without a sink or any means of waste water disposal. The infrastructure provided consists of tarred roads and concrete pathways (both of which are designed to double up as storm water drains), waterborne sewerage, semi-pressure roof tank water supply and prepayment electricity meter. Many toilets do not work and many water supply systems are leaking. Houses are often poorly located and there is little use of outdoor space (Socio-Economic Rights Institute, 2010: 24).

Furthermore, with regard to location and size of a project, looking at an existing housing development of 2680 units in Mpumalanga (some 57 km from the CBD), this housing location is considered to be “bad” from a transport point of view. Given the fact that the place is still underdeveloped thus there is little employment in the area, and previous surveys have indicated that only 17 per cent of the community will find employment in the area. (<http://repository.up.ac.za/bitstream/handle/2263/7808/033.pdf?sequence=1>: Accessed 12<sup>th</sup> December 2012). Stemming from this preceding premise, it is conceivable that the remaining percentage of the residents will have to find employment in the other employment centres of the Metro area outside of Mpumalanga. Sokhela (2006) argued that “the other factors that influence the decision to locate low-income housing projects at the urban fringe in KwaZulu Natal include political pressure for the present government to deliver hence the housing sector is one area close to the hearts of politicians since it represents tangible results”. (Sokhela, 2006: 28). Arguably, this is motivated by the goal inherent in the housing policy of providing as much houses as possible with the available funds. Moreover, in terms of s26 of the SA constitution, Act 108 of 1996, the provision of subsidised housing to the poor is a constitutional obligation on the Department of Human Settlement, despite this obligation depending on the available resources. In light of preceding premises, it follows then that thus

far the delivery of subsidised low cost housing especially on the peripheral locations, has somehow generally focused on physical delivery (number of houses), neglecting other essential elements attached to it like economic and social development. Consequently this has tended to yield negative impacts on the beneficiaries of these houses as they are economically deprived and without proper social amenities.

Essentially it can be inferred from the preceding arguments then that the availability of suitable land close to the city is a major setback for most low-cost housing projects in EThekwini. As a result low-income housing projects located away from the city in the municipality places an economic burden on the occupants of houses in terms of transport, accessing employment and other social amenities like schools, hospitals, clinics and places of enjoyment. With regard to shortage of available suitable land, Makhathini argued that:

*This means that developable land for low cost housing is located away from areas of economic opportunity and thus unsuitable for use in a city restructuring sense. The scarcity of suitable land in good proximity to opportunities limits the ability of interventionists to locate poor people appropriately because this limited supply curtails the extent to which well located housing development can occur. Land availability is perhaps the most hampering of factors for appropriate location of housing delivery in EThekwini Municipality because the scarcity of affordable developable land has resulted in low cost housing projects approved by the Provincial Housing Board (PHD) being located far from the city centre and at expensive distances to job opportunities on recipients.*

(Makhathini, 1999: 37)

The preceding argument by Makhathini corroborates the overriding finding thus far in this research that the unavailability of suitable land in the EThekwini Municipality stands as the most prominent challenge faced by the municipality in as far as delivery of subsidised housing is concerned. It follows therefore that this challenge is the root cause of having subsidised low cost housing projects being implemented in the peripheral areas away from the city, consequently depriving envisaged beneficiaries of the projects of social amenities and economic development. It is rather desirable and an ideal that in every governmental projects meant for the poor, that the intended target group is economically uplifted by the projects for both short and long terms. This is consistent with the Batho Pele principle 8 which contemplates that “public services should be provided economically and efficiently in order to give citizens the best value for money” (Batho Pele White Paper, 1997). Inherently, which amongst other things projects for the community should create a viable environment

whereby people would be able to initiate their own social and economic development, since such projects are meant for the people's development.

However it is apparent that the current paucity of suitable land in the municipality is to a large degree hampering this vision as afore argued. Nevertheless, it needs to be borne in mind that EThekweni Municipality like any other municipality operates on a limited budget therefore rendering it unable to provide houses in proportion with the demand. However, it is conceivable that the municipality should have alternative mechanisms in place to address this. It is from this basis that this research aims at further exploring challenges to the delivery subsidised housing projects in the EThekweni Municipality looking specifically at Umlazi Township and policy implications inherent therein.

#### 2.4. Policy context

South Africa's current housing policy is rooted in the 1994 Housing White Paper. The Housing Act 107 of 1997 is the primary piece of housing legislation in South Africa. The Act defines adequate housing as "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" (Act 107 of 1997, s1). Adequate housing should comprise of 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 (Housing White Paper, 1994: 7).

The Government is under an obligation to strive to eliminate previous approaches which effectively separated the provision of housing stock from other services, be they physical or social (Housing Paper, 1994: 10). In other words the provision of subsidised housing should be measured in relation with other houses looking at essential basic services like water, sanitation and electricity. Inherently, the delivery of subsidised housing cannot be limited to housing, but needs to be promoted in such a manner as to give meaning to the goal of creating viable communities. In terms of the Housing Code 2009, "the housing vision is the establishment of viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities, as well as to health, educational and



social amenities in which all South Africans will, on a progressive basis, have access to permanent residential structures with secure tenure ensuring internal and external privacy and providing adequate protection against the elements and potable water, adequate sanitary facilities and domestic energy supply” (Department of Human Settlements Housing Code, 2009: 9).

The Housing Act also provides for a sustainable housing development process, laying down general principles for housing development in all spheres of government as follows; it defines the functions of national, provincial and local governments in respect of housing development and it lays the basis for financing national housing programmes (Housing Act 107 of 1997, s2). In section 2(1) the Act states that all spheres of government must give priority to the needs of the poor in respect of housing development, and consult meaningfully with individuals and communities affected by housing development. They must ensure that housing development provides as wide a choice of housing and tenure options as is reasonably possible; is economically, fiscally, socially and financially affordable and sustainable; is based on integrated development planning; is administered in a transparent, accountable and equitable manner; and upholds the practice of good governance (Housing Act 107 of 1997, s2). Further, in section 2(1)(e) the Act states that all spheres of government must promote *inter alia* the following: a process of racial, social, economic and physical integration in urban and rural areas; measures to prohibit unfair discrimination on the ground of gender and other forms of unfair discrimination by all actors in the housing development process; higher density in respect of housing development to ensure the economical utilisation of land and services; the meeting of special housing needs including the needs of the disabled; the provision of community and recreational facilities in residential areas; the housing needs of marginalised women and other groups disadvantaged by unfair discrimination (Housing Act 107 of 1997, s2(1)(e)). From the preceding sections, it is apparent that the Act advocates for the delivery of subsidised housing whereby there implementation is sensitive to human social and economic development.

Since 1994, subsidised housing provision has been a major focus of government in the post-apartheid urban South Africa, as the government attempts to address historical race-based inequalities, service delivery and contemporary rapid urbanization. Section 9(1)(a)(i) of the Act states that, “every municipality must, as part of the municipality’s process of integrated development planning, take all reasonable and necessary steps within the framework of



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.” The subsidised housing program has mostly involved building serviced townships on urban peripheries, which in itself presents a myriad of environmental, social and political concerns (Goebel, 2007: 291). By early 2006, 1,877,958 housing units have been constructed or are under construction according to the Department of Human Settlement. By 2010 over 2 million low cost housing units have been built and granted to needy (Sexwale, 2010, 34).

Rampant homelessness and inadequate housing in South Africa raise the question of the extent to which the state has adhered to the constitutional imperative to progressively realise the right of access to adequate housing. This is particularly pertinent in view of the decision of the Constitutional Court in the case of *Government of the RSA and Others v Grootboom and Others* (hereafter *Grootboom*) which has been hailed as a milestone victory for homeless and landless people of South Africa (Socio-Economic Rights Institute, 2010: 43). Inferring from this land mark case, people have to be provided with dignified and improved sanitation systems, cleaner, safer and cheap cooking and heating energy sources and interventions on safe usage, new, larger low-cost housing designs and other low-cost options such as rental properties. In terms of livelihoods, proximity to economic opportunities is a major priority for poorer people, as are job creation, training opportunities and education.

It is inescapable that in South Africa, many people depend on the government for the realisation of their right of access to adequate housing. This right is guaranteed to “everyone” in section 26 of the 1996 Constitution of South Africa, which obliges the government to take “reasonable legislative and other measures, within its available resources, to achieve the realisation of this right” (section 26(2)). In other words this right should be progressively realized by the government depending on its available resources. In realizing this constitutionally conferred duty, the government has put in place a number of legislative and other measures aimed at fulfilling this right. Such legislative measures include the provision of rental housing, allocation of land for purchase and subsidising the building of houses, however, about 2.5 million households in South Africa do not have access to adequate housing (South African Human Rights Commission, 2006). In addition, thousands of people have no access to housing or shelter of any kind. About 2.4 million households live in informal housing structures (Sexwale, 2010). The rate of delivery of housing is below the rate of low-income household formation (Chenwi, 2007: 12).

The White Paper on Housing provided the framework for the country's ambitious housing development target of building one million state funded houses in the first five years (Housing White Paper, 1994, 9). A cornerstone of this early policy was the National Housing Subsidy Scheme (NHSS), which, among other subsidy systems, provided capital subsidies for housing to qualifying beneficiary households to take full ownership. Later referred to as "RDP housing", this was a process driven by a developer, meaning projects were initiated, planned and constructed by private construction companies for the national and provincial government. The fundamental policy and development principles introduced by the White Paper on Housing continue to guide all developments in respect of housing policy and implementation. It is against this policy framework that this paper aims at studying the challenges to adequate delivery of low cost housing in Durban, Umlazi Township.

The Department of Human Settlements spends millions on housing projects every financial year, however a concern comes with the quality of the final products (KZN Human Settlement, 2010: 3). This is a major concern and challenge for the Province, since it has a duty to provide the public with products of excellent quality within available resources. Over the years the issue of poor quality prevails and brings dilemma in the housing industry as millions are spent on re-building houses a few years later (KZN Human Settlement, 2010: 14). This is an indication that stakeholders of the industry are not complying with the norms and standards of adequate housing, hence this study aims at exploring the challenges to delivery of proper and adequate housing. According the KZN Human Settlement lack of knowledge, cost of material, cost of training labour and cost of professionals to undertake or certify work among others are major challenges impeding the sufficient delivery of adequate housing (KZN Human Settlement, 2010: 3).

The Housing Act 107 s9 contemplates that the Minister of Human Settlement has to determine national policy, including national norms and standards, in respect of housing development. Given the prevalence of poor quality of subsidised houses, it is of critical importance that this study further investigates the challenges to delivery of adequate subsidised housing. The Grootboom case changed the perspective of government to adequate housing since the adaptation of Housing White Paper in 1994 because it afforded those living in abject poverty the right to legally hold the state accountable in instances where the government fails to progressively realize the right to access to adequate housing. Since the

right to provide adequate housing is an obligation bestowed on the government by the constitution as per an outcome in Grootboom's case, the efforts of government in quickly realizing this right has been detrimentally hindered by numerous intervening factors as challenges, for instance corruption and incompetence (Dewar, 2008: 35).

At Msunduzi municipality in Pietermaritzburg KwaZulu Natal, studies have argued that key informants in the municipality emphasize lack of capacity, and complicated, multilayered bureaucracies as the critical impediments to fulfilling both its housing and environmental mandates (Goebel, 2007: 296). New staff members often have inadequate training and/or rapidly move on to more lucrative positions within the civil service or private sector. Posts are slow to be released or advertised and this adds responsibilities and pressure on the already over-stretched, under-skilled and resourced dedicated few. None of this is conducive to delivery (Goebel, 2007: 296-297). In short, there is a crisis of human capital in South Africa, arguably the biggest obstacle to development in the nation.

Currently the eradication of informal housing and informal settlements is advanced as the primary purpose of housing policy from 2010 to 2014 as the date by which this goal of eradication will be achieved (National Department of Human Settlements, 2011). Citizens in terms of constitutional and statutory provision are entitled to various public services aimed at sustaining a good quality of life. They increasingly expect to receive timeous and courteous service quality when they require, inter alia, social grants or civic services in the form of birth certificates, identification documentation or passports. These services can only be obtained from the public service. Quality implies the provision of effective and efficient public services by competent and committed public officials who inspire confidence and trust in the public service (Draai & Raga, 2011: 84). Given the nationwide protest about poor delivery of service inter alia provision of adequate low cost housing, the standard and quality of housing are some of the factors that brought about the public outcry with regard to provision of subsidised housing (Draai & Raga, 2011: 86).

Overall challenges to delivery of subsidised housing in South Africa are limited budget/resources, shortage of human capital, location (suitable available land) and the demand. These challenges don't only exist nationally but they also exist in both the provincial and local levels. Provincially, the most prominent challenges facing KwaZulu Natal is the poor quality of subsidised low cost housing, demand of housing caused by the increasing influx of

people into the urban areas, the continued legacy of segregated neighbourhoods, shortage of suitable land and poor oversight on the implementation of subsidised housing in the province. Arguably, the poor oversight on provision of subsidised housing has led to numerous incomplete subsidised low cost housing projects in the province requiring state refinancing.

## 2.5. Summary

From the foregoing discussion, challenges to delivery of subsidised housing in South Africa are shortage of affordable suitable land, limited budget, housing demand and unemployment. Whilst challenges on the delivery of subsidised housing in KwaZulu Natal are shortage of affordable suitable land, the continued legacy of segregated neighbourhoods, non-compliance with the designated standards and national norms, poor public participation and limited budget. The difference between national and KwaZulu Natal challenges to delivery of subsidised housing are unemployment and demand for housing at a national level, whilst in KwaZulu Natal non-compliance with the designated standards & national norms and poor public participation are some of the key challenges. Nationally, one of the causes to demand of housing is unemployment. In KwaZulu Natal the poor quality of subsidised housing is attributable to non-compliance with the designated standards and norms.

However, even though the department of human settlements has provided a large number of subsidised housing in EThekweni Municipality, this process didn't surface without challenges. The most prominent challenges to delivery of subsidised housing are the shortage of available suitable land, increasing demand of housing prompted by urbanisation, poor public participation and uneconomically viable subsidised housing projects. In the context of Durban, the shortage of available suitable land means that housing projects should be implemented in the peripheral areas away from the inner city in order to address the housing demand, consequently depriving envisaged beneficiaries of places of social amenities and economic development.

Furthermore, due to the shortage of suitable available land, the municipality has found itself pressured to resort to *in situ* (upgrading informal settlements) as means to addressing the shortage of land challenge. This is because the demand for houses has created a backlog and potentially seems to inhibit the National Department of Human Settlements' goal of eradicating informal settlements by 2014. Poor public participation in KwaZulu Natal on the other hand has led to the delivery of houses that don't cater for the people's needs, as a result

most recipients despite having roof on their heads still find it economically and socially challenging to live in these houses. In the mist of all these challenges, the municipality has however continued to provide a mass number of subsidised low cost housing within its available resources nevertheless.

By studying Umlazi P and B10 sections, this research therefore sets to explore any other challenges in the delivery of subsidised housing and their inherent policy implications. This location was chosen because it is one of the major areas forming part of slums clearance programme in EThekweni Municipality.

Provision of subsidised housing in South African is guided by the Housing Policy, Housing Act and the Constitution. From this chapter, it emerged that the right to access housing under section 26 of the constitution is a socio-economic right. In other words this right is not immediately realisable but rather progressively realised depending on the available resources. It was further argued in this chapter most people rely on the government for provision of standard housing. Hence Public Participation is a key component when it comes to delivery of subsidised low cost housing. One of the major challenges to delivery of housing in KZN has been the exclusion of the community from participation which hinders transparency and accountability, therefore opening a room for corruption and incompetence by the officials. Therefore it was argued that community inclusion in housing projects enable subsidised low cost housing project implementers to be mindful of what the community wants and expects to accrue from the projects in a long run.

Furthermore it was argued that subsidised housing projects should strive to create viable living environments for the intended occupants as housing doesn't only refer to the structure but also extends to the social and economic development. Most prominent challenges facing KwaZulu Natal are the poor quality of subsidised housing, demand of housing caused by the increasing influx of people into the urban areas, shortage of suitable land, the continued legacy of segregated neighbourhoods and poor oversight on the implementation of subsidised housing in the province. It also emerged in this chapter that challenges to provision of subsidised housing are somehow common in most parts of South Africa. This is apparent in the National Department of Human Settlement's primary goal of eradicating slums and reducing housing backlog by 2014.

## Chapter 3

### Research Methodology on the investigation of challenges to subsidised housing at Umlazi

#### 3.1. Introduction

This chapter will give insight to the research methodology guiding this study. In other words it will critically discuss the process of data collection employed in this study by stating nature of the study whether it is qualitative or quantitative, types of research techniques employed, number of participants (study population) and how the data was analysed and reported. Lastly it will highlight ethical issues encountered as well as those applied.

#### 3.2. Discussion of the Research Methodology

This study is qualitative because it studied the human action from the insider's perspective in a social science sphere (Bickman & Rog, 1998: 54). In other words this study aims at providing detailed narrative descriptions and explanations on challenges to delivery of subsidised housing, with lesser emphasis given to numerical quantifications. In essence this research is designed to investigate the challenges to delivery of subsidised housing at Umlazi, Durban KZN and the implications for housing policy. Non Probability and probability sampling techniques were employed in this researched. Non Probability sampling technique is a method whereby participants are selected with deliberate intent informed by their occupation and expert knowledge in the area being studied (Bickman & Rog, 1998: 55). Semi-structured interview questions were used to gather data from the sample selected on the basis of occupation and expert knowledge in the area being studied. Interview questions are termed semi-structured because they are open ended (requires detailed response and motivation) therefore allowing the researcher to improvise with follow up questions in acquiring the in-depth perception of the interviewees since they are not close ended questions.

Six key research informants were targeted for this particular study using a Non Probability sampling informed by knowledge and expertise in the delivery of subsidised housing in EThekweni Municipality. The interview technique method of data collection was employed on the key informants because it has open ended questions and therefore would allow the researcher to improvise on follow-up questions. However only four interviews were administered to EThekweni Housing director, EThekweni Housing Committee Chairperson,

Umlazi Ward Counsellor and EThekwini Monitoring & evaluation Manager. This was because the two of the key research informants were away on duty on the day of the interview appointment and didn't want to reschedule the appointments as they argued that will not be available for the entire year (2012). Interviews were carried out in respective offices of these interviewees. An appointment was made with each respective interviewee based on their availability. On average each interview took 45 minutes. In collecting data during interviews, a recording device was used, and after data collection the information gathered was transcribed and then analysed in terms of research key questions and objectives of the study.

The issues that were posed on the key informants are; firstly the importance of the state subsidised housing in light with the right to access adequate housing, secondly, to what extent has the municipality provided the state subsidised housing as championed by the Housing policy, thirdly, what are the core challenges to the effective delivery of subsidised housing, lastly, how has the local Department of Human settlement addressed the pitfalls in provision of subsidised low cost housing.

With regard to the issue of the importance of the right to access adequate housing, this issue is relevant to the research aim and objectives in a sense that it would allow the researcher to establish the attitude of the key informants towards the its implementation. In other words this issue would enable the researcher to denote if delivery of subsidised low cost housing is treated as a matter of urgency given the inherent housing backlog and nature of the right with regard to providing proper sanitation, access to running water, transportation, schools, clinics and job opportunities. The reason this issue is paramount is because delivery of subsidised low cost housing doesn't only comprise of providing shelter but expands to incorporate social and economic development to the intended recipients. Ultimately, the delivery of subsidised state housing would be efficiently carried out if the officials understand its importance.

With respect to the issue of the realization of the provision of subsidised housing, this is relevant to the research aim and objectives in a sense that it allowed the researcher to track down progress and failure of the implementation of the Housing policy in EThekwini municipality since its inception. This issue is intertwined with the third issue of establishing challenges to the delivery of subsidised housing because from the key informants' information on the progress and failure of Housing policy, the researcher was able to



improvise with follow up questions on what constitutes core challenges to the delivery of subsidised housing. As a result the researcher was in a position to identify policy implications inherent thereof which partly speaks to the aim and objectives of this research.

The third issue posed on key informants laid a foundation for the last issue which sought to find out what mechanisms or strategies did the municipality invoke in addressing the challenges identified. This issue is relevant to the research aim and objectives because it constitutes the basis and foundation of this research.

Data collected was analysed in accordance with the research objectives and broad key questions devised, and by also drawing inferences from the literature reviewed as integrated in this study. With regard to data analysis, key research questions and issues afore discussed were employed as guidance in presenting data. In other words data was analysed with reference to what each key research question aimed at achieving from the study. Data from key informants was coded with by initialising each informant rather than using their names and surname. The following themes emerged from the interviews conducted, firstly, land availability, secondly, housing demand and lastly allocated resources. These themes emerged as apparent challenges faced by the EThekweni Municipality in the provision of subsidised housing at Umlazi. Compared with the interview guide prepared the interviews started, these themes simplified the interview questions, therefore making it easier for the researcher to manoeuvre with follow up questions.

Confidentiality of study participants during the interview, data analysis and report writing was guaranteed by initialising their names, for instance Mr Ndlovu to NV. This was applicable to key research informants (interviewees) because households weren't expected to provide their names but only their occupation, age and sex.

The study aimed at administering 100 questionnaires to 100 African households overall, but due to a political unrest at Umlazi B1, households in this section were not able to participate and as a result only 50 households from Umlazi P section were ultimately administered questionnaires. 50 households that were administered questionnaires were chosen on the basis of random sampling. 100 participants were selected for this study due to time constraints and financial limitation. Hundred households were targeted for this study in order to increase representation of the study population. The households that partook in this study comprised



of 25 males and 25 females, between the ages of 18 and 60 with a margin income below R3 500 per month. These households are the recipients or beneficiary of the subsidised low cost housing programme at Umlazi P section. This section has about 15 000 population (EThekwini Housing Sector Plan, 2012: 10). The table below further gives the detailed profile of the participants (households).

In gathering data from the households, a non-probability sampling method was employed, this method was employed because it ensures that everybody in a study population stands an equal chance of being sampled/ selected through systemic sampling. Questionnaires were aimed at being administered strictly to 100 households residing in B10 and P sections at Umlazi Township, but only 50 households residing in P section were accessed with a composition of 25 females and 25 males Africans. Households from B10 section could not be accessed for administration of questionnaires devised due to an ongoing political unrest alleged to have been prompted by the allocation of the subsidised housing and an incomplete subsidised housing project in the area that has been underway for four years now.

Questionnaires were employed for collecting data from the households because it has close ended questions therefore allowing any household to be in a position to answer the questions as they require no expertise knowledge for one to answer. Questionnaires took a semantic differential method. Semantic differential is designed to measure the connotative meaning of concepts. This method provides a respondent with a variety of options to choose from when filling the questionnaire. Practically the respondents were expected to choose where their positions lie, on a scale between two bipolar adjectives (for example: "Adequate and Inadequate", "Agree and Disagree" or "Valuable and Worthless"). (Bickman & Rog, 1998: 65). These households stated their views by ticking responses that were on the questionnaires on either they agree or disagree with. Participants were not expected to provide their identities when filling the questionnaires since this study afforded them anonymity. They only filled in their sex, age and occupation (either employed or not).

Data collected was analysed through graphs and tables. In acquiring perceptions and opinions of the households, their responses were quantified into a percentage. In other words, per each question, responses selected by 50 households administered questionnaires, were divided by the total number of households (50) then converted into a percentage. This is shown in the data presentation section.

The key informants' interviews were analysed using content analysis. Using the key research questions and research objectives the study drew up the main themes that emerged during the interviews. The findings from the key informant interviews are presented in the next chapter on findings.

### 3.3. Ethical Issues

This research did not involve mentally incapacitated individuals and minors during data gathering. Participants that took part in this study remained anonymous since their names were coded where applicable, for instance interviewee X, Y etc. All information provided was kept confidential for the purposes of ethical conduct guiding this study. In order to ascertain that the aforementioned is safeguarded an ethical clearance was sought from the faculty's ethical committee for the authorization and approval of the research. Before administering interviews and questionnaires, an ethical clearance form stating that participation is voluntary and that participants are at liberty to withdraw from the study at any time if they wish so without adverse consequences was read out, and that there are no benefits to be received from the study because the information gathered is for academic purposes. Participants freely partook in this study without encountering any ethical problems.

### 3.4. Summary

This chapter has discussed the research methodology utilised in this research. The research is qualitative and non probability sampling technique was employed. Interviews and questionnaires were utilised to collect data from the indentified participants. This research comprises of four key informants, namely; the Director of housing, Chairperson of EThekwini Human Settlement, Head of Monitoring and Evaluation and the ward Councillor. It also comprises of 50 households (25 males and 25 female) from Umlazi P section who partook in the study by filling in questionnaires. Questionnaires took a semantic differential method.

Data collected was analysed in accordance with the research objectives and broad key questions devised, and by also drawing inferences from the literature reviewed as integrated in this study. In acquiring perceptions and opinions of the households, their responses were quantified into a percentage per question. With regard to acquiring information from the interviewees, a recording device was utilised and their responses were transcribed.

Households were not expected to provide their names but only their age, sex and occupation. Interviewees' names were coded using their initials and before the interview each of the interviews was presented a consent form stipulating the aims and objectives of the study as well as ethical issues guiding it.

### 3.5. Limitations of the Study

The apparent limitation of this study is that it confines this research to only questionnaires and interviews. It also employed literature that is only written in English language, therefore limiting it from accessing relevant information written in other languages about the subject the study it purports to explore. Community participants from Umlzai B10 could not be accessed for administration of questionnaires because during the gathering of data for this study there was a service delivery protest which has been in place for two weeks over the delivery of low cost housing. On the advices of the police and ward councillor it was strongly suggested that on the interest of my safety I stay out of the area because the residents were protesting against the very same subject I was studying. Furthermore, it was strongly alleged that a construction company that was awarded a tender to build houses failed to complete the project, so residents might mistakenly implicate the researcher with the construction company, therefore exposing myself to potential danger.

## Chapter 4

### **Presentation of findings on challenges to the provision of subsidised low cost housing at Durban, Umlazi Township P section.**

#### 4.1. Introduction

This section gives detailed data presentation about the findings of the study from both households and interviewees. Data from the households will be quantified and presented through tables and graphs. Data from the interviewees will be presented utilising sub-titles that emerged during the interview in light with research aim, objectives and key research questions.

#### 4.2. Households' responses on challenges to provision of subsidised low cost housing at Umlazi

The results presented in this section sought to respond to broad research questions of what core challenges affect the provision of subsidised housing, causes of sub-standard/ poor quality subsidised housing and to establish the effectiveness of the current strategies EThekweni Municipality has in place in addressing the identified key challenges to provision of subsidised housing. As opposed to key informants' questions, most questionnaires for the households were closed-ended. This was informed by the knowledge and expertise these two study groups have on delivery of housing at Umlazi P section.

The composition of this research is 25 African females and 25 African males between the ages of 18-60 living below the income margin of R 3 500 per month at Umlazi P section Township. Most household heads are between the ages of 18 and 30. What is significant about this is that household heads are still active and are a source of labour supply. Most households have between 3 and 6 members, whilst the few households have 6 and above members. The average size of households at Umlazi P section occupying subsidised houses is 5 members per household.

The households that live at Umlazi P section comprises of the working class and the largely unemployed households. Those that are working, work as domestic workers, taxi drivers and others work on part-time basis as cleaners and brick layer's assistance. From these type of jobs it is conceivable that these participants cannot afford building their own houses from

their own salaries hence they depend on the state to provide such. This is because none of this intended recipients earn above R3 000 per month. Furthermore most participants live in the families of above three and with dependents.

**Table 1. Households’ employment and unemployment profile**

	<b>Males</b>	<b>%</b>	<b>Females</b>	<b>%</b>	<b>Total</b>	<b>%</b>
Household heads accessed	<b>25</b>		<b>25</b>		<b>50</b>	<b>100</b>
Employed	11	44%	9	36%	20	40%
Unemployed	14	56	16	64%	30	60%

Table 4 shows that there are more employed males households than female households. From the table it is also depicted that most household heads are males. This shows inadequate progress on the part of government in addressing gender equality. In comparison with the South African Statistics, the above tabulated findings indicate that 60 % of the households are without employment, whilst South African statistics issued in the fourth quarter of 2012 indicate that 68% of people are unemployment. (Statistics SA, [http://www.statssa.gov.za/news\\_archive/press\\_statements/QLF-Q4-2012.pdf](http://www.statssa.gov.za/news_archive/press_statements/QLF-Q4-2012.pdf): Accessed 01 March 2013).

**Table 2. Households’ views on the delivery of housing at Umlazi P in the past decade.**

	Very much	somewhat	neither	somewhat	Very much	
Improved	24	1		3	22	worsened

From the above table, 24 households strongly held the view that the housing delivery at Umlazi P section has improved whilst 22 of them strongly held the view that it has worsened. One household was of the view that it has somehow improved whilst 3 held that it has somehow worsened.

**Households’ views on public participation**

Table 3. Have you participated in the delivery of low cost housing project in your community?

	Very much	somewhat	neither	somewhat	Very much	
Agree	21	4		1	24	Disagree

Table 2 shows that amongst the surveyed households in Umlazi P10, 21 of them indicated that they have participated in the subsidised housing projects in their area, and 24 of the community indicated that they didn’t participate in subsidised housing delivery projects. Meanwhile 4 indicated that they have somewhat participated and 1 indicated that she/ he hasn’t somewhat participated.

**Households’ views on the state of houses provided**

Table 4. What is your opinion on the state of low cost housing provided?

	Very much	somewhat	neither	somewhat	Very much	
Standard	14	8		12	16	Sub-standard

From the table above, 14 households indicated that houses provided are very much on standard whilst 16 held that they very much sub-standard. 8 households held that the houses are somewhat on standard and 12 held that the houses are somewhat sub-standard.

Table 5. Are you satisfied with your housing (e.g. material, design, work done, etc).

	Very much	somewhat	neither	somewhat	Very much	
Yes	18	2		5	25	No

Table 5 shows that 18 households held they are very much satisfied with the houses, whilst 25 held that they are very not satisfied with the houses. 2 households held that they are somewhat satisfied whilst 5 held that they are somewhat not satisfied.

Given the fact that most of the people in this community are unemployed, they expect houses of the same standard as those in other sections in Umlazi. Their unsatisfactory stems from these comparisons and also the fact that these houses “are one size fits all”, neglecting the realities of their family numbers.

Table 6. From the following what contributes to delayed delivery of low cost housing in your community?

	Very much	somewhat	neither	somewhat	Very much	
Corruption	25	4	1	11	9	Not Corruption
Incompetence	13	22		12	3	Not incompetence
Poor Community participation	27	10		3	10	Community Participation
Lack of resources	19	7	4	16	5	Mismanagement of resources

From the above results, 25 households indicated that corruption is very much the cause of delayed housing delivery whilst on contrary 9 held it is very much not the cause. 4 households held that it is somewhat the cause whilst on the contrary 11 held that it is somewhat not the cause, and only household held that neither is. With regard to incompetence 13 households held that incompetence is very much the cause for delayed housing delivery and 3 held that incompetence is very much not the cause. 22 households held that somewhat incompetence is the cause whilst 12 held that somewhat it might just not be the cause. With regard to poor public participation, 27 households held that poor public participation is very much the cause for delayed housing delivery whilst 10 held the contrary. Other 10 households held that poor public participation is somewhat the cause whilst 3 held that it is somewhat not the cause. Ultimately these results shall be analysed in light of the

challenges to housing delivery identified in the literature review. Figure 4 gives the percentage of these finding below.

**Figure 4. Households’ views on what affects delivery of housing**

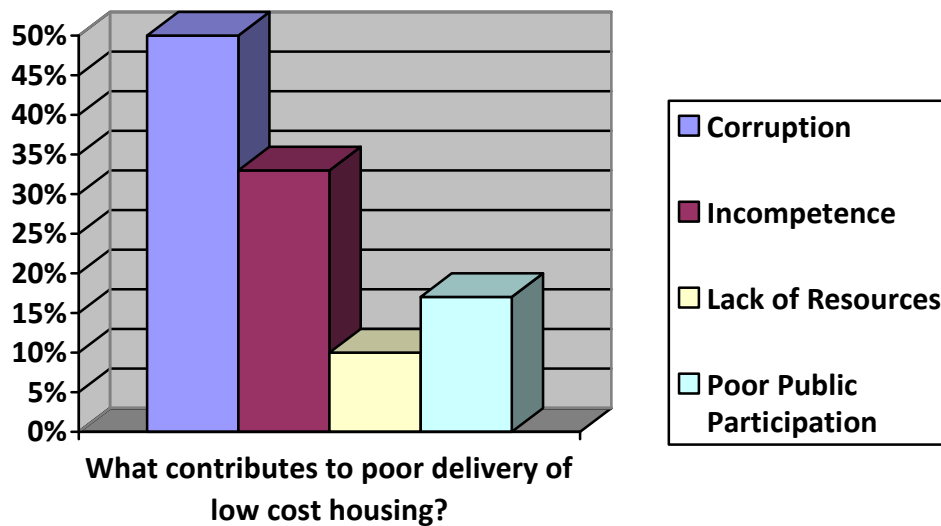


Figure 4 shows that 50% of the surveyed Umlazi community were of the view that corruption contributes to poor delivery of subsidised housing. 33% of the community were of the view that incompetence on the part of individuals entrusted with the duty to deliver low cost housing contributes to poor delivery of low cost housing. 10% o the community were of the view that lack resources (finance) contributes to poor delivery of subsidised housing. Lastly 17% of the community were of the view that poor public participation is a contributory factor. These views are purely based on what this community sees, hears and then interprets in light of housing service delivery hence their views vary.

**Table 5. Have you been afforded an opportunity to participate in housing delivery?**

	Very much	somewhat	neither	somewhat	Very much	
Agree	20	9		6	15	Disagree

With regard to being afforded and opportunity to participate, the above table indicates that 20 households strongly agreed that they have been given an opportunity whilst 9 were of the



view that somewhat they were granted such an opportunity. On the other hand 15 households strongly disagreed that they were afforded an opportunity to participate, whilst 6 held that they may have not been granted such an opportunity.

**Table 5. Households’ views on what factors affect efficient delivery of housing**

Corruption	Incompetence	Lack of resources	Poor public participation
50%	33%	10%	17%

With regard to the factors affecting the provision of subsidised housing at Umlazi, the table above indicates that 50% of the surveyed community were of the view that corruption contributes to poor delivery of subsidised housing. 33% of the community were of the view that incompetence on the part of individuals entrusted with the duty to deliver subsidised housing contributes to poor delivery of low cost housing. 10% of the community were of the view that lack resources (finance) contributes to poor delivery of subsidised housing. Lastly 17% of the community were of the view that poor public participation is a contributory factor.

In a nutshell, challenges to the delivery of housing at Umlazi are incompetence, lack of resources, corruption and poor public participation.

**4.3. Views of the key informants on the delivery of subsidised state housing at Umlazi**

Information from the four key informants was gathered through the utilization of interviews. The following key issues emerged as guiding themes in the gathering information for the key informants. The key informants’ interviews were analysed by employing key research questions, themes that emerged during the interviews and study objectives as guidelines.

**4.3.1. The importance providing the subsidised housing**

From the interview with the key informant A, it was established that provision of subsidised housing is pivotal given the fact not everyone in South Africa is in a position to build him/herself a house. Key informant A argued that access to housing is important because “everyone in South Africa needs shelter. One more thing for the very reason that people are afforded low cost housing it is an indication that they cannot afford to build themselves their

own houses”. From this assertion it is clear notwithstanding other service delivery aspects of course that the municipality appreciates the importance of providing subsidised state housing to the needy.

With regard to the importance of delivery of subsidised housing, key informant B held that the importance of provision subsidised housing should be looked “at how it relates to other houses in the community in terms of whether it allows access to basic services like water, sanitation and electricity”. He further argued that this because “it is property so it is an economic good hence we look at whether it allows someone to better themselves and also embark in other business ventures”. From this premise, the provision of subsidised housing is important in protecting human dignity and health by providing decent shelter and basic services like sanitation, running water and electricity. In other words the realization of all other human rights highly depends of having proper shelter. Key informant B alluded that the importance of provision of subsidised low cost housing extends beyond shelter to incorporate “the environment whether the house is liveable and how beneficiary the house is to the owner looking into transportation and other factors”. Essentially having a roof is not sufficient when one still lives in an economy deprived environment with no easy accessible transport.

Key informant C on the other hand was of the view that the importance of the provision of state subsidised housing should be considered with reference to the following factors, namely; land which he defined as “that is issues of the terrain and soil type and structure are evaluated”. Secondly he argued that “the location, the land where these houses would be built upon is important, we look at how suitable, in settlement terms, we use the term function, so in terms of the land identified, the importance of delivery of state subsidised housing extends to its suitability and appropriateness to the beneficiaries”. This view is no different to the view held by key informant B. Key informant D argued that a house is need, therefore their role as the monitoring and evaluation unit at EThekwini Municipality is ensure that the department of human settlements adheres to set standards and norms, thus meets the target they have set within the time frame stipulated.

From the foregoing views of key informants, the importance of provision of subsidised housing should be perceived beyond bricks and mortar. In other words it should take cognisance of factors like geo-technical issues, location, its suitability and appropriateness to the beneficiaries and the degree of adherence to designated standards and norms.

#### 4.3.2. The extent in which the provision of subsidised housing has been implemented

With regard to the provision of subsidised housing, the ward councillor stated that the municipality continues to deliver housing to the community within the anticipated rate. This emanates from his assertion that “the delivery of low cost housing is running well even though we do encounter challenges there and there. Overall the process is running as envisaged because thus far we have built 1 500 units of houses for the needy in this ward in a period of five years”. Ultimately this indicates that indeed the extent in which the delivery of subsidised state housing is being implemented is in the right track. This notion was also held by key informant C.

Key informant C asserted that “I think the will of the government in the regard was met with appreciation as response from grateful beneficiaries of the houses. Although I cannot quantify them all in all, more that 5000 housing units have been constructed since 1994 under this scheme despite budget which is not as much as you would think it is. So I guess it is fair to say that to that extent, resources were channelled to the right direction and the results, numbers testify for themselves”. Needless to say, this premise indicates that the government, particularly the local government is progressively implementing the delivery of subsidised housing.

Key informant D held that the local government is indeed implementing subsidised housing projects, because their unit evaluates its performance and provides advice where necessary.

From the views of key informants regarding the extent in which subsidised housing has been implemented, it surfaced that EThekweni Municipality is delivering housing at a targeted rate but not in proportion with the demand given the population. In other words, the municipality’s targets thus far fail to meet the housing demand hence the increasing housing backlog.

#### 4.3.3. Challenges to the provision of subsidised low cost housing

Key informant B was of the view that the following are the challenges to the delivery of subsidised housing, namely; intervening policies, availability of land/ location, poor oversight and demand of housing. With regard to the intervening policies, key informant B held that the BEE (Black Economic Empowerment) policy currently known as BBBEE (Broad Based Black Economic Empowerment) contributes to the poorly constructed houses. His argument is that since the policy aimed at empowering black economic class, “the government failed to look at one’s abilities I mean your track record with regard to construction experience”. This

indicates a flawed application of the BBBEE policy. As a result most contractors build sub-standard houses which over time cracks and fail to withstand changing environmental conditions, “...as a result the outcome is sub-standard houses that develop cracks in a long run and end up collapsing”.

He made an example by the well known Durban Business man X, who was granted a tender to build subsidised houses at Umlazi B10, but after the construction of houses, most houses were declared unsuitable for occupation and the project is current on hold whilst the community in the area is furious about the service. With regard to the availability of land, he held that there is no suitable land within the city where housing projects could be implemented and as a result most houses are constructed in the peripheral areas away from the city. He argued that this leads to a situation whereby “beneficiaries of houses neglected houses granted because such houses turned into an economic burden looking into factors like transportation to work and other social amenities”. Inherently this renders the municipality’s efforts to providing housing fruitless because the intended beneficiaries usually abandon such houses and go back to the informal settlements as they are within the proximity of the city centre therefore making it easier for them to access employment, schools for their children, hospitals, clinics and other social amenities.

With regard to oversight, key informant B held that in most cases there is no one at the implementation level to monitor the construction of these houses. It can be deduced from this premise that failure to inspect quality of subsidy units leads to poor workmanship. As a result those entrusted with the delivery of state subsidised housing exploit these loopholes and ultimately hindering efficient service delivery. He further argued that “there are no checks and balances in the system because a contractor that built a collapsed house will still need more money from the government to go rebuilt that house again”. This is consistent with the view of key informant D’s argument that “in some cases more money is pumped into state subsidised housing projects but the output in terms of houses built, do not meet the set standard and quality anticipated”. Essentially there is flawed quality control to ensure that contractors building poor quality units are allocated any further work in future.

Key informant A held that challenges encountered in the delivery of subsidised housing are; land availability and housing demand. With regard to land availability, the ward councillor argued that “in most cases houses are built onto an unsuitable land and when heavy rains come most of them get flooded, crack and some get swept away. Another challenge is the

high demand of low cost houses”. With respect to the demand of housing, it emerged that there is lack of evidence based planning deducing from key informant A’s view that “so what happens is that when one comes with a development plan in the area with 2 000 houses, only to find out that the area has 3 000 population, which means 1 000 amongst the 3 000 will not be catered for. As a result the eradication of slums is not fully realized”. In further expatiating on the demand of housing challenge, the ward councillor further held that he is of the view that “we cannot as government meet the 2014 eradication of slums goal but what we could achieve is minimise the demand of houses because even though the government keeps providing low cost housing, the continued migration of people into the city turns this effort fruitless”. The challenge of rural to urban migration inevitably renders the municipality’s efforts in provision of housing ineffective and stagnant due to the increasing housing backlog.

Key informant C held that land availability is a major challenge facing the municipality. In his words, “the problem for government and the municipality is not only land but in the case of the EThekwini Municipality, availability of low flat land is almost an unachievable goal”. As a result subsidised state housing projects are implemented in the peripheral locations. This indicates that delivery of subsidised housing projects relies heavily on the availability of suitable land which will provide conducive living environments to the beneficiaries.

From the foregoing views of key informants, challenges to delivery of subsidised housing at Umlazi are shortage of suitable available land within the city, rural to urban migration, flawed policy implementation, limited budget, poor oversight and high demand for housing.

**Table 1: Challenges to delivery of subsidised housing at Umlazi**

Households Interviews	Key Informants
<ul style="list-style-type: none"> <li>• Non-compliance with the designated standards and norms,</li> <li>• Lack of resources,</li> <li>• Corruption and</li> <li>• Poor public participation</li> </ul>	<ul style="list-style-type: none"> <li>• Shortage of available suitable land within the city,</li> <li>• Rural to urban migration,</li> <li>• Flawed BBBEE policy implementation,</li> <li>• Limited budget,</li> <li>• Poor oversight and</li> <li>• Demand for housing</li> <li>• Poor workmanship</li> </ul>

From table one, challenges to delivery of subsidised housing at Umlazi as identified by households and key informants are totally different. This suggests that the manner in which these two view challenges to delivery of subsidised housing is informed by the positions each is in. Households view them in a general and outside perspective, whilst the key informants view them in a detailed, inside, practical (implementation) and policy perspective.

4.3.4. Measures taken by the Municipality to address the identified challenges

In addressing the challenge of the shortage of suitable affordable land, key informant A asserted that the municipality embarked on a programme of building houses where the slums are (slum clearance). This process is referred to as the in situ programme, which basically aims at the development of informal settlements. However he argued that this is detrimental because dwellers need to be moved to a temporary place whilst construction is underway, and that in most cases engineers, town planners and land surveyors are not afforded sufficient space for proper planning. As a result this method doesn't yield fruitful results because houses built under such conditions are improperly constructed.

With respect to monitoring and evaluation as one of the measures, informant D held that her unit ascertain that the afore-discussed challenges are minimised by the assessing the Department of Human Settlements performance in light of the goals and objectives of the housing projects. She further asserted that “the department of human settlement has an audit unit that checks if the contractor is not using sub-standard materials in building houses”. However the monitoring and evaluation unit has a duty of enforcing accountability through performance assessment. In her view, “if there is inconsistency between the report and the houses that are ultimately built in terms of meeting the set target, then we will send such findings to the project owner, if the project owner fails to account then to the deputy city manager. Lastly this will be incorporated in their performance plan, for further accountability and competence”.

#### 4.4. Summary

This chapter has presented the findings gathered from 50 households and 4 key informants on the challenges to delivery of subsidised housing. From the households it emerged that most household heads are males and that most unemployed household heads are females. The majority of the household heads are between the ages of 18 and 30.

The challenges to delivery of housing at Umlazi as identified by households are non-compliance with the designated standards and norms, corruption, poor public participation and lack of resources. Equally, challenges to delivery of subsidised housing at Umlazi as identified by the key informants are shortage of suitable available land, rural to urban migration, poor workmanship, limited resources, poor oversight, high housing demand and flawed application of BBBEE policies.

In addressing the shortage of land, key informants asserted that the municipality resorted to in situ where it upgraded informal settlements by building houses where slums have been constructed. Furthermore, the municipality has also secured land in peripheral areas away from the city in order to address the demand of housing thus address the shortage of land challenge. There are monitoring and evaluations mechanism in place in order to ascertain that the municipality meets the set targets thus enhance performance. Households strongly suggested that public participation should be fully realised to eradicate challenges like poor workmanship, corruption and non-compliance with the designated standards and norms by enforcing accountability and transparency. The next chapter will critically analyse and

discuss the findings presented in this chapter in comparison to the existing literature discussed in this study.



## Chapter 5

### **Analysis of results on challenges to the provision of subsidised housing at Durban, Umlazi Township P section**

#### 5.1. Introduction

This chapter aims at discussing acquired data on the challenges to delivery of subsidised housing at Umlazi as gathered from 50 households and 4 key informants in view of the existing literature looking at differences and similarities. The data is analysed in terms of the following themes; importance of the provision of subsidised state housing, state of delivery of subsidised housing at Umlazi in the past decade, challenges to delivery of subsidised housing and measures taken by the municipality to address identified challenges.

#### 5.2. **Analysis of challenges to the provision of subsidised housing at Umlazi**

Analysis of the challenges to the delivery of subsidised housing at Umlazi would be presented in terms of the following themes; importance of the provision of subsidised state housing, state of delivery of subsidised housing at Umlazi in the past decade, challenges to delivery of subsidised housing and measures taken by the municipality to address identified challenges.

##### 5.2.1. Importance of the provision of subsidised housing

From the results presented, it is explicit from the views of the key informants that provision of subsidised housing is a paramount right given the economic hardships, poverty levels and unemployment rate that is present at Umlazi Township. Since most residents cannot afford to build themselves houses, they therefore rely heavily on the state to progressively deliver subsidised housing to them. From the key informants' point of view, the importance of provision of subsidised housing shouldn't be looked solely on the basis of providing bricks and mortar but should be looked in a broader context because provision of housing extends to affording beneficiaries with a conducive environment to enable them to develop both socially and economically. This notion is consistent and similar to the precedent held in the case of RSA Government vs Grootboom, whereby the court emphasised that provision of subsidised housing extends beyond bricks and mortar. In other words provision of housing should allow beneficiaries easy access to hospitals, schools for their children, clinics, employment and other social amenities. Essentially, the importance of provision of subsidised housing at

Umlazi extends to how the state provided housing relates to other houses. In other words services like water, sanitation, electricity and infrastructure come to play. Furthermore geotechnical issues like the soil type, terrain and structure should be taken into consideration to curb situations whereby such houses are unable to withstand changing weather conditions leading to them cracking and being swept away by heavy rainfalls.

Everyone in South Africa needs shelter, and this notion is acknowledged in the constitution of the Republic whereby s26 of the constitution confers a duty on the government to progressively realise the implementation of this right to those who can't build houses for themselves. Furthermore, the findings of this study indicate that the importance of housing extends to allow community participation as designers for their own development. This finding surfaced in the study by Ndinda (2006) where it was argued that the community has a role as the target group in project design, implementation, maintenance and evaluation. However from the households' survey, it was established that 44% of the households participated in the subsidised housing projects whilst 56% indicated that they did not partake. From these premises it can be argued that either the households are apathetic or the municipality is not doing enough to encourage and teach the community about the importance of their participation in communal projects as entrenched in by a democratic system of governance.

However the importance of provision of subsidised housing is intertwined with the availability of land. Unavailability of suitable land within the city hinders the eThekweni Municipality from providing subsidised housing that allows for human and economic development because housing projects are implemented in peripheral areas. In the findings of the KwaZulu Natal Department of Human Settlements (2010), it surfaced that badly located housing projects result in higher transport costs for commuters and higher subsidies for public transport. In essence the location of housing projects plays a vital role in the context of delivery of subsidised housing as it determines whether the community will benefit from the project or the project will place an economic and social burden on them. In other words delivery of subsidised housing should extend to recognise its suitability and appropriateness to the beneficiaries. Different from the results of this study, Ndinda (2009) argued that the importance of provision of subsidised housing shouldn't narrowly focus on providing shelter but should also recognise gender equity in accessing these houses. Essentially, from the findings of this study with reference to the literature discussed, it follows then that the provision of subsidised housing is undoubtedly beyond just shelter.

### 5.2.2. The state of subsidised housing delivery at Umlazi in the past decade

From the questionnaire results presented, 65% of the surveyed Umlazi P section community strongly manifested their discontent about the state of subsidised housing delivery in the past 10 years, whilst 35% held the contrary. These findings indicate that the state of subsidised housing delivery at Umlazi has not reached the households' expectations. This finding is no different from what the literature argues about the state of RDP houses as they are argued to be mostly of poor quality. One of the key informants highlighted that the state of subsidised housing at Umlazi needs to be improved because most subsidised houses provided cannot withstand the weather conditions in the area. Stemming from this premise, the quality of subsidised houses provided at Umlazi highlights there is a problem with the material used in constructing these houses as they can't withstand changing weather conditions. This challenge is not peculiar to Umlazi but present in the delivery of subsidised housing in KwaZulu Natal and nationally. In essence this then questions the degree of oversight exercised when purchasing building materials for building these houses.

It is also apparent that the state of provision of subsidised housing at Umlazi is somehow compromised by the demand of housing in the area. Since there is a huge demand, the municipality is under pressure to provide houses in proportion with the demand, as a result perhaps quality and standard of houses built is compromised. This finding of poor standard of houses is similar to that found by KwaZulu Natal Department of Human Settlements that one of the challenges to the delivery of subsidised housing is non-compliance with the designated standards and norms. So this challenge is not exclusively present at Umlazi but in the entire KwaZulu Natal province. From the key informants view, the flawed application of the BBBEE policy contributes to non-adherence to designated standards and norms as a result of poor workmanship because background checks on contractors' ability and competence to delivery is often neglected in the allocation of tender process. In essence this is not new, which then raises questions on the mechanism implemented by the department to address it.

However, it also emerged from the key informants views that the poor quality of subsidised housing is attributable to the demand of housing in a sense that the Municipality under pressure to meet its target, has resorted to in situ programme of developing informal settlements which in turn fails to provide land surveyors and engineers with adequate space for proper infrastructural construction. This is consistent with the KZN Department of Human Settlements' finding that the housing constructed via in situ programme tend to be of

generally poor design, environmentally unsound, unsuited to the local climate, and relatively expensive to maintain at a physically comfortable indoor climate (KZN Department of Human Settlements, 2010: 40).

With regard to the state of provision of subsidised housing, Sokhela (2006) found out that political pressure plays a crucial role in deciding on the location of subsidised housing as the government is well aware that its delivery presents tangible results they can use to highlight its service delivery. Nonetheless, decisions on locations of subsidised housing taken on such basis yield a negative impact on the beneficiaries of these houses as they are economically deprived and without proper social amenities.

It further emerged from the findings that the state of provision of subsidised housing at Umlazi in the past decade has been also affected by availability of land, because in most cases houses are built onto an unsuitable land and when heavy rains come most of them get flooded, crack and some get swept away. It follows then the location of subsidised housing projects in EThekweni Municipality is influenced highly by the availability of suitable land. This problem exists nationwide because it was also acknowledged in the Housing Code 2009 whereby it is noted that the shortage of well-located land for low cost housing has resulted in the housing programmes largely extending existing areas that had been developed for low-income housing in the past, often located at the urban margins and with weak prospects of integration (Housing Code, 2009: 17). In essence this problem continues the legacy of segregated communities that characterised the Apartheid government.

### 5.2.3. Challenges to the delivery of subsidised housing at Umlazi

The KwaZulu Natal Department of Human Settlements (2010) established that the shortage of available land within the cities and towns is a major challenge facing the department. The implications of this challenge are that subsidised housing projects are continued legacy of segregated communities and peripheral located houses which are an economic burden to the beneficiaries because transport cost are higher thus beneficiaries are located away from their employment places, hospitals, schools, clinics and other amenities of life. KZN Department of Human Settlements argued that the continuation of segregated neighbourhoods means that new African arrivals will typically settle in areas, or on the periphery of areas, historically reserved for Africans, such as townships (KZN Human Settlement, 2010: 36). In EThekweni Municipality Housing Department report of 2011, it was established that as housing projects were located on marginalised land, this

phenomenon resulted in unsustainable, alienating environments and poverty entrapment. This finding was also established by Pottie as his study found that both the geographic legacy of apartheid segregation and a market-centred approach to development remain in place, thereby undermining important democratic and transformative goal (Pottie, 2003: 119). From the preceding premise it can be inferred then that location of subsidised housing projects in EThekweni Municipality is substantially influenced by the financial constraints of the human settlements sector. Another implication is that it impacts on the provision of public transport as beneficiaries entirely depend on public transport therefore inevitably calling for high subsidies for public transport.

Unavailability of affordable suitable land is one of hampering challenges to the delivery of subsidised housing at EThekweni Municipality. In a study by Makhathini, it emerged that the scarcity of affordable developable land has resulted in low cost housing projects approved by the Provincial Housing Board being located far from the city centre and at expensive distances to job opportunities on recipients (Makhathini, 1999: 37). This has also been acknowledged in the Housing Code 2009 whereby it was stated that the lack of affordable, well-located land for low cost housing has resulted in the housing programmes largely extending existing areas that had been developed for low-income housing in the past, often located at the urban margins and with weak prospects of integration (Housing Code, 2009: 17). Inherently the limited budget plays a crucial role in influencing this process.

Most importantly, the challenge of affordable land amongst other things hampered the vision of the Department of Human Settlements of eradicating informal settlements by 2014. The challenge of suitable affordable land in the EThekweni Municipality questions the effectiveness of the redistribution and restitution of land policy, specifically the repossession of land through “a willing seller willing buyer model” because the ward councillor emphasised that most land within city is privately owned. This study has established that most of the suitable land for housing construction in the municipality is still on the hands of the private sector, which consequently makes it difficult for the government to quickly deliver subsidised housing as it competes with other stakeholders when it comes to purchasing such land. This challenge emanates from the demand of housing.

The demand for subsidised housing is a challenge at Umlazi. This challenge emanates from the influx of people to the cities and towns looking for employment opportunities running away from economic hardships in rural areas and other parts of the country. Sexwale (2010)

acknowledged this challenge and highlighted that it presents a burden on municipalities as their resources are stretched to a limit because services for such settlements are not budgeted for in the first place. This particular finding indicates that the root cause of informal settlements at Umlazi is economic hardships in certain areas of the province and the country compelling people to relocate to EThekweni Municipality with hopes of finding employment. From the key informants, 1 500 units of houses have been delivered to the Umlazi P section community within a period of five years. With a population of approximately 60 000, the delivery of 1 500 units in five years indicates slow delivery of houses hence the Department of Human Settlements failed to meet its target of eradicating informal settlements by 2014. This is further corroborated by the finding that since 1994, 5 000 units of houses have been delivered at Umlazi P section. Housing demand is dependent on the available resources in a sense that the more the resources the more it is reduced, likewise vice versa.

Essentially, where people live and work matters, as this determines the degree of access to job opportunities, health care, schools and other social amenities. The demand for housing challenge has led to a situation whereby the Municipality focuses on delivering physical houses neglecting other underlying factors inherent to the delivery of subsidised housing like taking cognizance of social and economic development of the beneficiaries. This is identified as one of the municipality's priority areas in its Integrated Development Plan (EThekweni Municipality IDP, 2013: 82). Inferably, that is why the municipality continues to roll out subsidised housing in the outskirts of the inner city. Arguably this may have been driven by the notion that the municipality has in many ways used the provision of housing as source of creating employment and development by eradicating informal settlements and creating infrastructure even though the created employment opportunities are short lived. In line with this argument, studies by Goeboel 2007 and Marais 2007 found out that the most prominent points of concern have been that subsidised housing projects focused too much on the houses while neglecting aspects related to the overall improvement of settlements, the inability of local governments to address concerns in respect of the other services, and also that these projects were based on a 'one-size fits all' approach (Goebel, 2007: 298 & Marais, 2007: 81). The "one size fits all" approach neglects the reality that some families are bigger and can't fit in the standardised houses provided. Furthermore since other recipients are unemployed it is inconceivable as how they will extend such houses to create enough space for all family members. Even though some recipients are employed in menial jobs like domestic work, cleaning and others, it can however be argued that their income cannot stretch beyond

providing means of survival like food, transport to and from work, and water. That is why this population depends heavily on the state for housing.

It emerged in this study that neglecting other pressing issues inherent in housing leads to a situation whereby subsidised houses built in the peripheral areas are abandoned by the beneficiaries as pose an economic hardship/ burden. This finding is new and unique to those findings established in the literature discussed in this study. Technically, provision of subsidised housing in the outskirts of the inner city reinforces the Apartheid segregation. This is consistent with the finding that 40% of the households were not satisfied with the houses as they present an economic burden for them in terms of accessing economic opportunities and other social amenities.

Another core challenge facing EThekweni Municipality in the provision of the subsidised housing is poor public participation. From the findings, it emerged that 44% of the households participated in the housing project whilst 56% indicated the contrary. Public participation in the delivery of subsidised housing is envisaged to give project implementers an insight of what the community expects from the project. It is one of the mechanism the government should utilise to afford communities an opportunity to being designers of their development (Ndinda, 2006: 407). It has been established in this study that at Umlazi the intended beneficiaries do not partake in the delivery of subsidised housing projects. This is evident from the households' discontent about the state of subsidised housing provided at Umlazi whereby 40% indicated that they were unsatisfied. Ndinda (2006) argues that community participation is conceived in terms of the role of the target group and local organisations in project design, implementation, maintenance and evaluation (Ndinda, 2006: 407).

With regard to the challenge of non-compliance with the set standards and norms in the provision of subsidised housing at Umlazi, it emerged from this study that poor workmanship, housing demand, poor oversight and lack of suitable land are the major causes of this challenge. Over the years the issue of poor quality prevails and brings dilemma in the housing industry as millions are spent on re-building houses a few years later (KZN Human Settlement, 2010: 14). This contravenes s9 of the Housing Act 107 which contemplates that the Minister of Human Settlement has to determine national policy, including national norms and standards, in respect of housing development.



Given the prevalence of poor quality of subsidised houses reported at Umlazi Township (B10), it can be inferred that there is no adherence and compliance with the designated national norms and standards in respect of housing development. From the findings, 50% of the households were of the view that this is caused by corruption, whilst 33% were of the view that poor workmanship is the cause and lastly 17% of the households were of the view that poor public participation is a contributory factor. In the EThekweni Municipality Housing Department report of 2011, it was established that the quality of subsidised houses has been compromised because of financial constraints with housing projects being financially and politically driven with little involvement by architects and urban designers ([http://www.durban.gov.za/City\\_Services/engineering%20unit/City%20Architects/Documents/Water%20Services%20Development.pdf](http://www.durban.gov.za/City_Services/engineering%20unit/City%20Architects/Documents/Water%20Services%20Development.pdf): Accessed on 12<sup>th</sup> December 2012). This findings is consistent with that of KZN Human Settlements where it was acknowledged that one of the criticisms levelled against low cost housing is that dwellings tend to be of generally poor design and quality (KZN Department of Human Settlements, 2010: 40). Essentially this is indicative of non-compliance with designated standards and norms.

However, housing demand has exerted pressure on the EThekweni Municipality to provide houses in numbers whilst in a process mechanisms like monitoring and evaluation of housing projects are flawed. In light with the finding by Sokhela, provision of subsidised housing is one area at the centre stage of service delivery because it prevents politicians with physical or tangible results to use when campaigning for elections (Sokhela, 2006: 28). From this premise it can be deduced that in the delivery of subsidised housing the focus is not solely on quality but quantity as well hence this is not unique to KZN. The in situ programme of developing informal settlements adopted by the Municipality has been criticised for failing to afford designers and architects of housing sufficient space for proper planning, installation of proper infrastructure and assessing the suitability of the land. In turn this has led to a delivery of substandard houses which cannot withstand changing weather conditions as some houses get flooded whilst others crack. This indicates non-compliance with the set standards and norms. The context of this finding is different from that present in the findings by KwaZulu Natal Department of Human Settlements (2010) whereby non-compliance is attributable to incompetence and poor oversight. In essence this study has revealed a new finding that non-compliance to set standards is also caused by lack of affordable land and demand for housing.

With respect to the challenge of poor oversight on provision of subsidised housing, this challenge inevitably affects the standard and quality of houses built. It emerged from the



findings that in most cases there is no one at the implementation level to monitor the construction of these houses. As a result those entrusted with the delivery of subsidised housing exploit these loopholes and consequently hindering efficient service delivery. It further emerged that there are checks and balances between the contractor and the employer because a contractor that has built substandard houses would still be refinanced by the municipality to rebuild the houses again instead of letting the contractor bear the costs of its incompetence. In other words contractors that build substandard houses at Umlazi are not held accountable as they still receive funding from the Municipality to rebuild the same project. This particular finding is unique in terms of the challenges to delivery of subsidised housing.

Lastly the other core challenge identified in the provision of subsidised housing at Umlazi is the intervening Black Economic Empowerment policy. It emerged from this study that in most cases the Municipality fails to look at the contractor's track record before allocating a tender. As a result such contractors build sub-standard houses which over time cracks and are unable to withstand changing environmental conditions. This is corroborated by the unrest at Umlazi B10 which as a result couldn't be accessed due to alleged claim that well known Durban Business man X, who was granted a tender to built subsidised houses at Umlazi B10, built houses that were declared and deemed unsuitable for occupation and the project is currently on hold whilst the community in the area is furious about the service. From these findings, it is deduced that the poor quality and standard of state provided houses can also be attributable to incompetence of contractors that are awarded tenders. This then calls for a revised mechanism on allocation of tenders.

#### 5.2.4. Measures in place to address the identified challenges at Umlazi

Monitoring and evaluation is one of the key mechanisms employed by the Municipality in addressing the challenges of poor/ substandard housing. However, given the peculiarity of the duty of the monitoring and evaluation unit of monitoring and evaluation performance on paper rather than in the field, it is rather inconceivable as to how would the unit hold the department accountable if what's on paper is not ultimately what transpired in the project implementation.

The mechanism currently in place of having an integrated audit unit within the Department of Human Settlements is not effective in the municipality. Therefore this reduces the role of the Monitoring and Evaluation unit to overseeing the overall performance or outcome instead of

overseeing the actual process of implementing projects. Inherently failure to inspect quality of subsidy units results in poor workmanship. This is evident in Umlazi B10 saga, whereby it materialised that there is inconsistency between houses built, their quality and what is reported. Inherently this indicates that there are fraudulent reports in the provision of these houses. If the housing auditing unit was effective enough, the deficiency in the state subsidised houses at Umlazi B10 would have been curbed and the contractor would have been held accountable. Furthermore this is indicative of the finding that there is lack of quality control to ensure that contractors building poor quality units are not allocated more. This finding is unique from the findings in the literature. Ultimately this is because the application of the BBBEE policy at Umlazi is flawed compared to the areas studied in the literature advanced in this study.

In addressing the challenge of shortage of suitable land, the EThekweni Municipality adopted an in situ programme of developing informal settlements, whereby slums were replaced by proper houses without relocating residence because most of the informal settlements are within the city centre. However this measure had defects because a lot of subsidised houses constructed in this phenomena couldn't not withstand weather conditions, thus most informal settlements are on areas that could not be properly inspected before settlements as a result when heavy rainfalls surface, most houses are flooded, swept away and others crack. Arguably, this is also apparent in the finding that 40% of the households are not satisfied with the standard of housing provided. This approach also made it hard for land surveyors and engineers to create proper infrastructure because slums were already in place therefore hindering proper planning.

In further enhancing performance in the delivery of subsidised housing, the EThekweni Municipality utilises score cards whereby the Department of Human Settlements within the Municipality is monitored and evaluated based on their targets in a given time frame. This measure was introduced to address the housing backlog because it helps in accelerating the delivery of subsidised housing within a stipulated period.

### 5.3. Recommendations

- In order to mitigate the challenge housing demand and rural-urban migration, the provincial government should encourage rural development in order to create viable economic conditions that will absorb rural residents.

- Given the finding that 56% of the households indicated that they didn't partake in housing projects, the EThekweni Municipality should revise its public participation mechanisms to encourage more community participation in housing projects in order to strengthen accountability and transparency in the allocation of subsidised houses.
- Stemming from the households employment profile which indicated that more males that are employed than females, it is recommended that distribution or allocation of subsidised housing should recognise gender equality to provide females with secured housing as the vulnerable group.
- In order to reduce the increasing housing backlog, the Department of Human Settlements needs the assistance of all parties possible to reduce informal settlements and poor housing conditions for needy South Africans. In other words, business, individuals, institutions, and government all need to work together in addressing this challenge.
- In order to enforce compliance with the designated standards and norms thus erode poor workmanship and corruption, there should be a constant monitoring and evaluation of the housing construction process as well as genuine public participation. Furthermore contractors should be subject to a background check before tenders are allocated to establish their suitability, record and competence in order enhance adherence to the designated standards and norms.
- Since 50% of the households were of the view that the delivery of subsidised housing hasn't improved in the past 10 years, this calls for a speedily delivery of housing in proportion with the demand.
- The state/ standard of subsidised housing at Umlazi need to be improved so that these houses could withstand inherent weather conditions in the area.

#### 5.4. Implications for policy

Having more male households employed than females calls for the housing policy to recognise gender equality in the allocation of subsidised housing. This is significant in this study in a sense that it indicates that men are breadwinners in the community studied and furthermore it highlights that equality in employment is not yet realised as per housing policy

objective of creating equal access to economic opportunities. The municipality should build houses close to places of employment.

Poor public participation partly affects the delivery of subsidised housing because accountability and transparency in the allocation of subsidised houses tend to be flawed leading to poor workmanship and nepotism. Therefore in the delivery of subsidised housing, the intended recipients should be part of the project design, implementation, maintenance and evaluation.

The implications of shortage of available land are that most subsidised housing projects are implemented in the peripheral areas and they create an economic burden to the beneficiaries in terms of transport, easy access to health facilities, employment opportunities, schools and other amenities of life. Ultimately both the geographic legacy of apartheid segregation and a market-centred approach to development remain in place, thereby undermining the policy's important democratic and transformative goal of integrated communities. Inherently, it emerged in this study's literature that intended beneficiaries usually abandon such houses and go back to the informal settlements as they are within the proximity of the city centre therefore making it easier for them to access employment, schools, hospitals, clinics and other social amenities (Makhathini, 1999: 38). This act renders the municipality's efforts of providing houses in numbers fruitless because informal settlements are not in reality eradicated as envisaged.

It should be borne in mind that the overriding factor about housing is that it doesn't solely refer to the building itself but also the location of housing, quality and utility of the house. This is because having proper housing provides one with stability in life, facilitates the storage of belongings, a foundation from which to look for a job if one is a job seeker, to build from a small house into a better one, and provides stability for one's children's education.

Poor public participation in the provision of subsidised housing is one of the factors that compromise oversight and accountability in the delivery of housing at Umlazi. Intended beneficiaries should be afforded an opportunity to be designers of their own social and economic development.

Human settlement development at Umlazi P section becomes state driven as opposed to the housing policy's people-centred housing delivery approach. There should be mechanisms in

place to encourage public participation in the delivery of housing to create room for people-centred housing delivery.

Housing is a fundamental building block not only to human decency in terms of living conditions, but also in terms of stability. Therefore quality housing should be the overriding principle in the provision of subsidised housing at Umlazi. There should be mechanisms that would hold contractors accountable in cases where substandard houses are constructed because such cases undermines the objectives of the Housing Policy of delivering houses that meets the designated standards and norms.

Therefore given the increasing housing backlog at Umlazi, this means that residents of Umlazi without housing will continue living under unhealthy and appalling conditions without proper infrastructure, sanitation and running water which ultimately compromises their development.

The in situ programme (upgrading of informal settlements) somehow does address the demand of housing but fails to allow adequate room for proper implementation of houses in a sense that it doesn't create linkages between housing delivery, spatial planning, and transportation systems. This is because planning becomes difficult due to density of informal settlements and upgrading takes place whilst dwellers are still residing on the place resulting to a lack of space which restricts planners from having sufficient space for infrastructural planning. It also highlights the extent to which this form of land occupation is driven by human needs, rather than the market processes that determine formal urban development patterns. At least, dwellers should be temporarily reallocated to allow planners and contractors to properly carry out spatial planning and construction.

#### 5.5. Summary

Provision of subsidised housing in South Africa continues being a paramount yet a challenging initiative. Given the shortage of affordable land, housing demand, non-compliance with the designated standards and norms, limited resources, poor public participation and oversight, the commitment and dedication of the Department of Human Settlements in EThekweni Municipality is acknowledgeable and commendable in delivery of subsidised housing despite these preceding challenges. The Municipality continues delivering houses to the needy in the midst of all these challenges, which is a clear indication that it deems the provision of subsidised housing a very important aspect of service delivery.

From the discussed and analysed results, the core challenges on delivery of subsidised housing at Umlazi are shortage of suitable available land, poor public participation, demand of housing and corruption. The shortage of suitable available land has led to a situation whereby subsidised housing projects are implemented at peripheral areas. As a result the recipients of these houses find themselves socially and economically burdened because they can't easily access job opportunities and social amenities. Moreover such houses are usually abandoned by the beneficiaries as they go back to their former informal settlements because they are closer to the city. Ideally, subsidised houses should be constructed close to employment opportunities and social amenities like malls, hospitals, schools and churches etc to create conducive living environment. On the other hand poor public participation inhibits transparency and the public from holding their officials accountable since most projects are not communicated to them.

Poor economic developments in rural areas are one of the core causes of urbanisation which leads to creation of informal settlement. Consequently this has led to housing backlog because the supply of subsidised housing is not proportional to the demand. The challenge is that in most cases informal settlements are created by individuals coming from poverty-stricken parts of South Africa. As a result this creates a potential crisis for local government from whom people demand the delivery of services where such demands are not budgeted for in the first place. Nevertheless, given the poverty levels inherent in South Africa, right to access adequate housing is an important right because it affords those financially impoverished an opportunity to have proper shelter. However given the demand of houses and limited resources the municipality operates under, it is highly unlikely that the government will achieve or meet its goal of eradicating informal settlements or slums by 2014, but one cannot take away the Department of Human Settlement's concerted effort in realising this goal. It is recommended that there be rural development in order to curb the influx of people into the city looking for employment. It is also recommended that there should be genuine and authentic public participation in all subsidised housing projects. Lastly there should be effective monitoring and evaluation mechanisms in the construction phase to ensure implemented housing projects are consistent with the goals contemplated in the housing policy in terms of enhancing compliance with designated standards and norms.

## Chapter 6

### **Challenges to the provision of subsidised housing at Durban, Umlazi Township P section**

#### 6.1. Introduction

This chapter gives the overall conclusions on challenges to the delivery of subsidised housing at Umlazi. It further summarises the findings of this study in relation to the delivery of subsidised housing challenges discussed in the literature of this study by drawing attention to the aim and objectives of this study. In essence this chapter seeks to provide the summary of the findings and their meanings in as far as addressing the aim and objectives of this study by linking gathered data to the rest of the study.

#### 6.2. General Conclusion

The provision of subsidised housing is of utmost importance in South Africa given the deepening socio-economic inequalities. The aim of this study was to investigate the challenges to the provision of subsidised housing at Umlazi and inherent policy implications. This study was motivated by the fact that having a house and a place to eat, sleep, relax and raise a family are some of the basic things people need to be able to lead a fulfilling life. It cannot be denied that most of the population segment in South Africa lives below the poverty line, as a result unable to build themselves decent and proper houses. Since 1994 the South African Department of Human Settlements acknowledged this reality and has progressively delivered the subsidised housing to the needy. Like any other project/ programme implementation, the delivery of subsidised housing attracted a substantial magnitude of challenges.

50 households and 4 key informants participated in this study. Questionnaires were administered to households and interviews were utilised to gather data from the key informants. From the data gathered in this study, it was established that key challenges/ findings to delivery of subsidised housing at Umlazi are housing demand, non-compliance with the designate standards and norms, flawed application of BBBEE policy, poor workmanship, shortage of suitable land, poor oversight and public participation. The location of subsidised housing at the peripheral areas by EThekweni Municipality as one of the measures to address land unavailability fails to recognise the notion that provision of housing

extends beyond bricks and mortar. This means that subsidised houses constructed at peripheral areas poses an economic burden to beneficiaries in terms of transportation costs, access to health facilities, access to schools and other amenities of life. In line with this finding, the literature in this study has also indicated that delivery of subsidised housing should be understood in the context of social and economic development of the beneficiaries paying attention to how such houses relate to the rest of other houses in the area.

The shortage of suitable land within the city continues or reinforces the legacy of segregated communities of the past Apartheid era because this challenge compels the Municipality to build houses in the outskirts of city making it hard for the beneficiaries to live in. The implications for policy in this regard is that houses are often abandoned for informal settlements within the city to enable easy access to work places, hospitals, schools for the children and other amenities of life. Furthermore this has led to higher transportation subsidy on the Municipality. As a result this leads to wastage of resources. Since 50% of the households were of the view that the delivery of subsidised housing hasn't improved in the past 10 years, it has been recommended that there should be speedy delivery of housing in proportion with the demand.

It cannot be ignored that the demand of housing also plays a crucial role in the location of subsidised housing at the peripheral areas because the Department of Human Settlements tries by all means necessary that the housing backlog is reduced, even if it means locating housing at peripheral areas. However it is noted from the findings that the Municipality has resorted to another measure of developing informal settlements with an objective of mitigating the continued segregated communities and peripheral location of beneficiaries by giving meaning to the goal of creating viable communities. Nevertheless this measure has led to a number of pitfalls like poorly constructed infrastructure, non-compliance with the set standards and norms because the manner in which it is implemented doesn't afford designers, architects and engineers with sufficient space for proper planning. Hence a number of housing constructed under this method at Umlazi got swept away by heavy rainfalls whilst others cracked and flooded. It has been recommended that the state/ standard of subsidised housing at Umlazi need to be improved so that these houses could withstand inherent weather conditions in the area. This means the issue of suitable land should take centre stage in order for the provision of subsidised housing to extend beyond bricks and mortar. It follows then that the shortage of suitable land close to the city is a major setback in the delivery of subsidised housing projects at EThekweni Municipality.



The poor oversight and non-compliance with the designated standards and norms in the provision of subsidised housing undermines the Municipality's efforts of delivering in as much houses as possible within its available resources. The literature in this study consistent with the findings have shown that subsidised housing projects are left incomplete and some poorly constructed which in turn lead to the wastage of Municipal resources as such projects require refinancing. This study has established that this is due to fraudulent reports and flawed application of BBBEE policy. It has been recommended that there should be a constant monitoring and evaluation of the housing construction process as well as genuine public participation. Furthermore contractors should be subject to a background check before tenders are allocated to establish their suitability, record and competence in order enhance adherence to the designated standards and norms.

The challenge of poor workmanship is rampant at Umlazi as evident from Umlazi B10 housing project whereby houses have been declared unsuitable and substandard for occupation. This means oversight mechanisms in place are ineffective and improperly implemented. Community participation in this regard becomes key in ascertaining accountability, transparency and efficiency thus affording the beneficiaries an opportunity to being designers and drivers of their development. Poor public participation contributes to poor workmanship. This is because ideally, communities ought to be watchdogs over their development. It is recommended that the mechanisms of public participation need to be revised to encourage genuine and sufficient public participation in housing projects.

With regard to the flawed application of BBBEE policy, the process of allocation of tenders in the name of Broad Based Black Economic Empowerment should be critically revised and though roughly monitored to avert situations whereby cronyism and nepotism prevail over merit and competence. This means a contractor's track record is of utmost importance prior allocation of a tender as it determines the ability to do the work bidding for. Essentially this will eliminate situations like the one at Umlazi B10 whereby houses were deemed and declared unsuitable for occupation. Policy implication emanating from this challenge is that it depletes limited municipal resources thus delays development.

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## Appendixes

### Questionnaire for the households

1. State your opinion on the current state of housing delivery in Umlazi.

2. How has the delivery of low cost housing changed for the past 10 years

	Very much	somewhat	neither	somewhat	Very much	
Improved						worsened

2.1. Why?

3. Have you ever applied for a low cost house?

	Very much	somewhat	neither	somewhat	Very much	
Agree						disagree

4. What is your view on government's performance with regard to the current state of housing delivery in your community?

	Very much	somewhat	neither	somewhat	Very much	
incompetent						competent
transparent						Not transparent
responsible						irresponsible
satisfactory						Not satisfactory

4.1. What's your reason for any of the answer(s) chosen above?

5. Have you participated in the delivery of low cost housing meetings and projects in this community?

	Very much	somewhat	neither	somewhat	Very much	
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Agree						Disagree
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6. In your opinion do the low cost houses delivered meet the expectations of the community?

	Very much	somewhat	neither	somewhat	Very much	
agree						disagree

6.1. What's your motivation for the above chosen answer?

7. State your opinion on the right to adequate housing in as far as delivery of low cost housing in this community is concerned.

	Very much	somewhat	neither	somewhat	Very much	
important						Not important
useful						Useless

8. From the following what contributes to delayed delivery of low cost housing in your community?

	Very much	somewhat	neither	somewhat	Very much	
Corruption						Not Corruption
Incompetence						Not incompetence
Poor Community participation						Community Participation
Lack of resources						Mismanagement of resources

8.1. What's your reason for any answer(s) chosen above?

9. In your opinion is the community afforded sufficient opportunity to participate in delivery of low cost housing?

	Very much	somewhat	neither	somewhat	Very much	
Agree						Disagree

9.1. What's the reason for your answer?

10. What criterion should the government employ in appointing public officials in order to ensure sufficient service delivery?

	Very much	somewhat	neither	somewhat	Very much	
Qualification						Political affiliation
experience						cadre
Popularity						Capability

10.1. What's your motivation for any of the chosen response(s) above?

11. State your opinion on the performance of the low cost housing contractors?

	Very much	somewhat	neither	somewhat	Very much	
Competent						Incompetent

11.1. Motivate your answer?

12. What is your opinion on the state of low cost housing provided?

	Very much	somewhat	neither	somewhat	Very much	
satisfactory						dissatisfactory
Standard						Sub-standard

13. In your opinion, from the follow what will improve the state of low cost housing delivery in your community?

	Very much	somewhat	neither	somewhat	Very much	
Public Participation						Not Public Participation
Oversight on housing project						Not oversight on housing projects
Transparency in tender allocation delivery						Not transparency in tender allocation
Enforcing accountability on contractors						Not enforcing accountability on contractors

14. Are you satisfied with your housing (e.g. material, design, work done, etc).

	Very much	somewhat	neither	somewhat	Very much	
Yes						No

14.1. Give reason(s) for your answer.

### **Interview Questions (WardCounsellor)**

1. What do you understand about the right to access to adequate housing?
2. In your opinion what is the importance of this constitutionally entrenched right?
3. What is your opinion on the delivery of low cost housing within EThekweni municipality, particularly here in your ward V section Umlazi Township?



4. What would you identify as challenges to delivery of low cost housing?
5. Do you think the community afforded the opportunity to participate in the delivery of low cost housing? If yes, what mechanism/s is/are in place to realize public participation to service delivery in this ward?
6. In your opinion what do you think constitute adequate housing delivery?
7. In your view does the failure of the community members to attend meetings organized by the Ward Committees impact negatively on the housing development programmes? Why?
8. Do you think there is transparency in the manner in which tenders are allocated for construction of low cost housing? Why?
9. Do you think you were fully in control of the construction- and housing-design processes? If YES, explain your role; if not, explain fully what happened.
10. What is your opinion on the standard of low cost housing delivered by the local municipality in this ward?
11. To what extent is the land availability a factor to the quality of low cost houses?
12. What are the challenges faced by community participation unit in ensuring that people participate effectively in realizing adequate housing delivery?
13. What would you identify as room for improvement in terms efficiency, effectiveness and the impact of the current delivery of low cost housing projects?
14. What do you think are contributory factors to poor management and delivery of low cost housing in the EThekweni Municipality?
15. In your opinion what would perhaps improve the delivery of low cost housing in this community?

#### **Interview (EThekweni Municipality Housing Director)**

1. What is the importance of providing socio-economic rights like low cost housing in this municipality?
2. From the past 10 years how has the delivery of low cost housing improved?
3. What would you identify as challenges to delivery of low cost housing?
4. Is there any quality problem with the low cost houses delivered? Why?

5. What constituted to failure or success of the subsidised low cost housing programme in the past 10 years? Supply reasons for your answer(s).
6. Given the fact that the construction of subsidised low cost housing is an outsourced programme, what measures are in place to ascertain transparency in the allocation of tenders?
7. In your view to what extent has the affirmative action through BBE impacted on the delivery of subsidised low cost housing?
8. How has the department of human settlement in this municipality held the contractors accountable in situations where houses built were sub-standard and of poor quality?
9. Does the department of human settlement in this municipality have mechanisms in place to monitor and evaluate the delivery of cost housing? If yes what are they? If not, how is the monitoring and evaluation of the delivery of low cost housing realized?
10. Do you think the inputs in terms of money and time invested in the housing projects justify the outputs (the standard of housing provided)? Why?
11. It is a well-known factor that corruption is one of the big challenges facing government institutions in this country. From your observation, would you say corruption does affect delivery of adequate low cost housing? To what extent?
12. What measures does your department have in place to mitigate and curb corruption in the delivery of subsidised low cost housing?
13. What would identify as room for improvement in the delivery of subsidised low cost housing in this municipality?

#### **EThekweni Monitoring & Evaluation Manager interview questions**

1. What is your role in the delivery of low cost housing within the municipality?
2. From your department's point of view, what are the challenges to the adequate delivery of low cost housing within the municipality?
3. Given your monitoring and evaluations, do you think the inputs in terms of money and time invested in the housing projects justify the outputs (the standard of housing provided)? Why?
4. What would you identify as major pitfalls in the delivery of subsidised low cost housing?

5. How has your department ensured effectiveness and efficiency in the delivery of low cost housing?
6. From your monitoring and evaluations of the low cost housing programmes implementation, what would you say about the quality and standard of subsidised low cost houses constructed? Motivate your answer
7. Do you think the contractors are accountable to the department of human settlement in the municipality as the employer? Why?
8. What's your opinion on the criterion employed by the municipality in allocating tenders for construction of subsidised low cost housing projects?
9. What would identify as room for improvement in the delivery of subsidised low cost housing in EThekweni Municipality?

**Interview with the Head of M & E**

Date: 26<sup>th</sup> September 2012

Place: Rennie House (Office of the EThekweni Municipal Manager)

Interviewer: Thabo Dhaldhla (TD)

Interviewee: Miss Nehmala Govender (NG)

TD: Good morning Miss Govendor

NG: Morning Thabo, please feel free and don't be intimidated by my office. (laughs)

TD: Thanks Miss Govender, but I am not intimidated though (giggling).

NG: So how can I help you this morning?

TD: As per the e-mail that I sent you, I am a student currently registered for Masters in Public Policy at UKZN (Howard College Campus). I am conducting research on the delivery of low cost housing in Umlazi Township, and I have got few questions for you as the Head of Monitoring and Evaluation here in EThekweni Municipality.

NG: Okay, hopefully I will respond to your questions adequately Thabo.

TD: The first question I have for you is; what is your role as Monitoring and Evaluation (M & E) unit within EThekweni Municipality?

NG: Okay, this is what we do as M & E, there is a report that is being compiled for all performances in EThekweni Municipality. The report is what we call a 'score card'. Basically a score card is a report that is done by the municipality as a report on its performance. So a score card that has been compiled by any department is then sent to us. Once it is has been sent to us, what we do is that we monitor their performance. For instance looking into your study about provision of low cost housing, before embarking on building houses the housing department will first have to give us their key performance indicators. In their score card there should be someone who is responsible for the running of the programme. This individual has project managers that assist him/her in the implementation of the low cost housing. Essentially they have to set a target, like for instance, if they want to build a certain units of low cost housing, they should be an annual report on their performances. Since the municipality IDP has a five year plan, it should be clearly stated as to what kind of housing are ought to be built at Umlazi and how many units of such houses. For argument sake let's

say their target is 50 000 low cost houses for disadvantaged communities at Umlazi, so we as M & E we will come in and request details as to how many houses will they build annually within a period of five years. Perhaps they will state that each a year they will build 10 000 units, so we will then categorise housing delivery under basic service delivery because a house is a need. From then we will monitor their progress on quarterly basis to check if they will indeed meet the set target given the fact that provision of low cost housing is a big project. Most our monitoring is based on the paper work provided rather field monitoring. Note that we mostly assess projects after their completion to see if indeed the project has met its objectives. This is because the housing department has got its own internal audit on the delivery of low cost housing.

TD: Thank you for that response, my next question is what would identify as key challenges to the delivery of low cost housing in this municipality?

NG: The answer to this question would be that, pitfalls and challenges inherent in the delivery of low cost housing would be picked up by the internal audit since they conduct field assessment on delivery of housing whilst we as the M & E unit deal with paper work in form of reports. The only time we as the M & E unit conduct field work is when the project has been completed and the report has been forwarded to us about such a programme, so we in essence go out to confirm if the target or objectives of the project have been satisfied or accomplished. If there is inconsistency between the report and the houses that are ultimately built in terms of meeting the set target, then we will send such findings to the project owner, if the project owner fails to account then to the deputy city manager. Lastly this will be incorporated in their performance plan, for further accountability and competence.

TD: My follow up question in this instance then is that; since you monitor the score cards in order to deduce performance of different departments, would you say that the input in terms of money injected in delivery low cost housing is proportional to the output (houses ultimately built)?

NG: I would say yes and no because in some cases more money is pumped into housing projects but the output in terms of houses build do not meet the set standard and quality anticipated.

TD: since u mentioned quality and standard, doesn't M & E unit play any role in ensuring effectiveness and efficiency on project managers with regard to the final product of houses built?

NG: Somehow we do, but note that our role is rather advisory than primarily monitoring and evaluation projects since all departments have their own internal audit units conferred with a duty to oversee the progression of projects being implemented.

TD: So technically you as M & E unit play no role in assessing the quality of low cost houses delivered?

NG: As I aforesaid, we as the M & E unit play an advisory role. We monitor and advise. So the onus is the department concerned to pick the service provider that has credentials and competence to furnish the project envisaged to be implemented. For instance the department of human settlement has an audit unit that checks if the contractor is not using sub-standard materials in building houses. So we monitor and evaluate their performance as the department not their projects. If we conduct our own field assessment/ evaluation of projects we usually ask the recipients of low cost housing if they are content about staying in the houses and what dissatisfies them about the houses. By so doing we assess the impact rather the progress and outcome of the project.

TD: So do you as M & E unit play any role in tender allocation process since you are advisors by the inclination of your role discussed?

NG: Technically we don't take part in that, the Department of Human Settlement allocate tenders as per provisions provided for by their regulations and then report to us about the details of the tender. Furthermore having seen the report we will also request for their project plan to assess its legitimacy and practicality. In other words for any report forwarded to us we will need evidence about the project.

TD: What then would you identify as room for improvement in the delivery of low cost housing given their performance in delivery of low cost housing?

NG: The delivery of low cost housing should be effectively and thoroughly monitored to mitigate the utility of sub-materials because every housing project is sufficiently funded and well budgeted for.

## **Interview with the Councillor**

Date: 7th October 2012

Place: Umlazi (ward 88) Councillor's office

Interviewer: Thabo Dhaldhla (TD)

Interviewee: Mr Amon Dladla (AD)

TD: Good afternoon Mr Dladla

AD: Good afternoon Thabo, I see you are family (Dladla).

TD: (Laughs) Indeed I am family.

AD: I received your e-mail about the details of this interview, so how can I be of help?

TD: As per the e-mail in question, I am a student currently registered for Masters in Public Policy at UKZN (Howard College Campus). I am conducting research on the delivery of low cost housing in Umlazi Township, and I have got few questions for you as the ward 88 Councillor.

AD: Alright, let's hope they are not political, because you know we are building up to Mangaung right now so we tend to politicise everything.

TD: They are not political at all, you don't have to worry.

AD: In that case then shoot.

TD: My first is; what is the importance of the right to adequate housing in your opinion?

AD: It is an important right because everyone in South Africa needs shelter. One more thing for the very reason that people are afforded low cost housing it is an indication that they cannot afford to build themselves their own houses.

TD: Thank you for that response. My second question is; what's your opinion on the delivery of low cost housing in this ward?

AD: What I could say is that the delivery of low cost housing is running well even though we do encounter challenges there and there. Overall the process is running as envisaged because

thus far we have built 1 500 units of houses for the needy in this ward in a period of five years.

TD: Since you have alluded that you do encounter challenges in the delivery of low cost housing, which of them can you identify as core challenges?

AD: One core challenge is the availability of land. So before the construction of houses process begins, first we have to settle the land issue and that takes time since there is hardly any land available. In most cases houses are built onto an unsuitable land and when heavy rains come most of them get flooded, crack and some get swept away. Another challenge is the demand of low cost houses. So what happens is that when one comes with a development plan in the area with 2 000 houses, only to find out that the area has 3 000 population, which means 1 000 amongst the 3 000 will not be catered for. As a result the eradication of slums is not fully realized. Hence I am of the view that we cannot as government meet the 2014 eradication of slums goal but what we could achieve is minimise the demand of houses because even though the government keeps providing low cost housing, the continued migration of people into the city turns this effort fruitless. If you look carefully at the issue of slums clearance, this means that occupants of such slums should moved and be allocated somewhere whilst the construction of houses in that area is underway to allow civil engineers and land surveyors sufficient space for infrastructural development in the area. That why we have resorted to what we call “insuit project”. Basically by this is meant that we built as house for an individual whilst staying in that slum without moving them to a certain temporary allocation. And this method doesn’t yield fruitful results because houses built under such conditions are improperly constructed.

TD: Is the community in need of houses afforded an opportunity to partake in the provision of low cost housing projects?

AD: Yeah, the community is afforded an opportunity to participate in these projects. I mean before bringing any development in the area, the first thing to do is to call up the community which the project aims at developing and inform them about the project. You got to explicitly explain to them the details of the project and produce samples where possible for them to have a concrete idea about what the development is about. Essentially the community is further urged to cooperate with the contractor that has been awarded a tender to build such houses. The essentiality of this process is to give the community the platform to voice out their concerns in as far as the envisaged project is concerned. The community gets to elect



committees and liaison officers to represent them by serving as a bridge between them and us the government.

TD: In your opinion what constitutes adequate housing looking at the provision of low cost housing in this area?

AD: You know before we use to provide single rooms, then we moved to double, third and now four roomed houses integrated with a toilet, kitchen, dining and 2 bed rooms. If you look at this house it is adequate given the fact that it is provided for free. But then in terms of quality, the current weather conditions of frequent rainfall highlights that quality needs to be improved because these low cost houses get affected easily.

TD: Wouldn't you perhaps implicate the poor quality and sub-standard of low cost housing to contractors' incompetence and eagerness to make a quick buck?

AD: Somehow contractors play a role but there is a body that oversees whether the quality of the material and that of the houses if they are standard or sub-standard, unless such a body has entered into a corruption scheme with the contractor then this duty will be impaired and houses delivered will be that of low quality.

TD: What would you identify as room for improvement in the delivery of low cost housing in this ward?

AD: What I can say is that there is a significantly huge housing demand, so the room for improvement in this instance will be delivering at least a 1 000 units of low cost housing in this ward.

## **Interview with the Chairperson of Human Settlements Committee**

*Date: 1<sup>st</sup> October 2012*

*Place: City Hall*

*Interviewer: Thabo Dhaldhla (TD)*

*Interviewee: Mr Gumede (GU)*

**TD:** Afternoon Mr Gumede, as per the appointment made, I am Thabo Dhladhla.

**GU:** Afternoon Thabo, how are doing?

**TD:** I am well thanks and yourself Mr Gumede?

**GU:** I am doing fine. I received your e-mail, so how can I assist?

**TD:** Before we commence could you please read through this informed consent form setting out the general guidelines surrounding this interview. (Handing over the form)

**GU:** No problem let me see what you have in here, perhaps you want to sue me (laughs).

**TD:** (laughing), don't panic please I won't do that at all.

**GU:** Should I sign at the bottom here to acknowledge that I have read through it?

**TD:** Yes Mr Gumede.

**GU:** Done, I suppose we can get this interview under way now.

**TD:** Alright fine. My first question to you is, in your opinion what constitutes proper housing delivery?

**GU:** Uhh, that's a very broad question. I think for one to consider what constitutes proper housing, you mean in terms of quality, utility and location right. Most importantly what it means to the owner of the housing because for housing we are not looking at the building itself but what it also mean to the owner. Here we are talking about the life within the house and the life between the building itself. After all it is a settlement, so you will be looking at whether it allows someone to invest in order to better themselves, because it is property so it is an economic good hence we look at whether it allows someone to better themselves and also embark in other business ventures. One should also look at how it relates to other houses in the community in terms of whether it allows access to basic services like water, sanitation and electricity. Furthermore houses should be constructed close to employment opportunities and social amenities like malls, hospitals, schools and churches etc. So when you consider all the aforementioned factors, before moving into a house you should consider the environment

whether the house is liveable and how beneficiary the house is to the owner looking into transportation and other factors.

**TD:** In your opinion what contributes to poorly constructed housing?

**GU:** Mmmm, uhhh there are quite a number of issues in fact. If you look at how the housing programme has been post 1994, the government through its BEE programmes, they wanted to empower people who were disadvantaged before, hence they said that they cannot allow the few elites to accrue from the economy, time has come to allow the indigenous people in this case blacks to benefit from the programme. As a result they failed to look at one's abilities I mean your track record with regard to your construction experience. For example Mpisane, if I may use his company as an example, Mpisane's company was dealing with cleaning but ironically it has been offered multi-million tenders on construction, something that his company is not suited for in terms of validity and construction. As a result the outcome is sub-standard houses that develop cracks in a long run and end up collapsing. You know that houses that were built by Mpisane's company at Umlazi are collapsing due to a poor quality structure. You see another problem with the delivery of low cost housing has been the location of the houses because if you look at the location where these houses are often built, it is in the periphery areas away from the city. So because the government was trying to provide housing at a greater scale, so they reduced the size of houses constructed, not only that but also the quality of the houses themselves because normally they are forced to buy cheap building material with an aim of striving to accommodate as many people as possible. So you see, all of those factors I have highlighted contributed to the type of housing that we see now because first of all remember that I said you look at the holistic number of visions to say what is the quality of these houses provided, you look at location, then the demand of housing. The biggest critique about low cost housing has been that these houses are economically depressed because you do not have economic activities filtering to the owners of the houses since they are located in the peripheral areas. So the quality of the houses diminishes because you can't use your house as collateral, because of the location. This is because the aim of the government was to provide housing in numbers not taking sufficient cognizance of the other factors as I have highlighted because they wanted you to have proper shelter instead of living in a shack. Subsequently you had a situation whereby beneficiaries of houses neglected houses granted because such houses turned into an economic burden looking into factors like transportation to work and other social amenities. So as a result the houses lost meaning because people still went back to the dump site to erect shacks nearer to the inner city in order to access employment opportunities.

**TD:** There is something you have just mentioned about Mpisane and whole issue of tenders, to what extent do you think the current housing problem of poor quality structures can be attributed to corruption.

**GU:** Uhh, you see, there is quite a number of issues that can be attributed to corruption. Because of the nature of the construction industry, you can't just grant someone a tender without legitimate evidence and guarantee that that particular person can deliver. The nature of construction industry is peculiar because the product you are delivering is going to be there for the next 100 years. So you can't afford to make mistakes, you got to be sure that the person to you are awarding a contract would be able to deliver in terms of the contract. I find it amusing nowadays that a person that has been awarded a contract often does not deliver in accordance with the contract. So you see there are no checks and balances in the system because a contractor that built a collapsed house will still need more money from the government to go rebuilt that house again. So corruption is the first, the other thing is the abnormality of the housing programme itself. They just disperse money prior completion of the houses or contract. The other thing is that there is no one at the bottom level (municipality) empowered to oversee the execution of the housing project, such powers rest with the provincial level. So the officials at the bottom level exploit these loopholes by engaging into corruption which in turn hampers delivery of quality housing as I explained previously.

**TD:** So this gap trend between the local government and the provincial government also applies in the metropolitan municipality because our main objective is to look at the provision of houses within eThekweni municipality.

**GU:** Of course it does apply because the money comes from the provincial government then channelled through to the municipality. Ultimately the whole housing programme has to be restructured thus at a provincial level there is lack of skills because officials occupying such positions are in most cases under qualified.

**TD:** You mentioned something about lack of skills at a provincial level, so what do you think should be done in the context of a metropolitan municipality, what can be done to ensure that houses constructed are of the acceptable quality?

**GU:** Ok, I think the first thing is that they need to restructure the programme itself, because if someone enters into a contract to deliver houses, the government must be able to enforce such contract if the contractor fails to fulfil it. You see last they paid about 6 point something

billion rand towards housing, and then this year again they are refinancing houses that they have been constructed at a value of about 4.8 billion rand to reconstruct the same number of units that have not been properly constructed. To me this does not make sense. So now you are paying a huge sum of money for units that should have been built with the first budget because someone decided to go buy a Lamborghini with the money that should have built proper quality houses. At the end of the day they buy cheap building materials because people need to see houses erect. Another thing the government should not pay constructors in advance, I mean why pay someone for the service that one hasn't accomplished. This stimulates corruption in the system as a result this impoverishes the recipients of the houses because they eventually receive a product that is sub-standard to the one they were promised. So without saying too much I will end there. (coughing). There are quite a lot of issues that I am not saying now.

**Interview with the Director of Housing**

**Date: 29<sup>th</sup> September 2012**

**Venue: Department of Human Settlements (Durban).**

**Time: 2:00pm**

**Interviewer: Thabo Dhladhla**

1. In your opinion what do you think constitute proper housing delivery?

*Hmn, ah...what an opening question! [Laughs] Well, I'm going to answer that in relation to what exactly on paper is expected to be present and not necessarily what ends up happening physically...I guess there are three things or so that one has to seriously consider; the first obviously the land on which houses to be built, that is issues of the terrain and soil type and structure are evaluated. Secondly I think the location, the land where these houses would be built upon is important, we look at how suitable, in settlement terms, we use the term function, so in terms of the land identified, its suitability ummm or appropriacy for a residential function has to be thought of deeply before one could think of even laying a single block. Ah um ja! I think the word 'proper' is a bit troublesome, you know (laughs) but ja... I understand what you mean though ... I think your question is on the basic amenities that every house that we approve as habitable is expected to have. In that case, electricity, water and access routes form the three basic things that we are always on the lookout for whenever there is a housing project suggested or under construction. Um... jaaa!*

2. Do you think there is a quality problem with the RDP houses?

*[Sighs]. Well it depends with the angle that you view the whole idea of service provision... All of these things cannot break any ice if they do not have evidence, the civil society and other movements like it says something then it becomes authoritative knowledge...I think that is very big problem in our society because people build monstrous opinions on hear say, I say people have to be more responsible than that! To answer your question I would say No! Because these houses are evaluated before they are occupied or disbursed to the 'deserving' occupants. And if there really is an issue with the quality of the houses the program would have been stopped or suspended, I mean failure of action by is utter importance on our side...I hope I have answered you there! [laughs].*

3. If yes, what do you think attributes the quality problem. If no, elaborate.

*Oh Ja...I think I have answered that one already!*

4. Could you please shed some light on what your operational policy demands in terms of the rendering of quality RDP houses?

*Ahh, um there is something called institutional culture and that alone summarises the policy and ethical issues that any projects under the name of the Metropolitan Municipality should follow. Ja...I mean, from the top of my head, transparency, diligence and employment equity are important are especially considered even when choosing tender nominees. I hope that was clear though... [laughs]. okay*

5. Could you please shed some light on the criteria employed by your department to identify your targeted communities in terms of housing provision?

*Aaaah! Well this is very tough! I, I, I think housing projects are purely based the need of the community itself. Need above all things is prioritised first while other long term developmental goal will come later. This is important because it answers the immediate plight of communities while in the long run building capacity and furthering government goal. I think that's the correct thing to say for now.*

6. What mechanisms are put in place to safeguard against the conflicting of interest?

*In regards to tender issuing!*

*Yes.*

*Umm Im... I... I am not an expert in that but a bit of what I know is that there is panel of rational men who seat specifically look for any perceived conflict of interests. I know for sure that one has to be on bidding lists and have to wait for their turn to come through for them to be picked. See so the system is setup so that no, no contractors are chosen on merit and turn cyclically. Ideally conflict of interest is eliminated from the initial phases so that it would not be much a problem later.*

7. To what extent is the land availability a factor to the quality of RDP houses?

*Too much!!! The problem for government and the municipality is not only land but in the case of the EThekweni Municipality, availability of low flat land is almost an unachievable goal. Despite the government's inability to get cheap land especially suitable for low cost*

*housing obviously closer to the city centres, in Durban the issues is the terrain. Land could be available but it would be very expensive to develop especially for low cost housing or RDP houses as you refer to them. So its is really hard choices that have to be made, we could find cheaper land but t would be very far form the city centre where most of the people who dwell min such houses work in the industry that have by virtue of location made very far. I general construction of houses on declining surfaces is costly than on flat land. So as I said before, this is very big challenge on any form of housing or construction.*

8. It is a well known fact that corruption is one of the big challenges facing government institutions in this country. From your observation, would you say corruption is present in the EThekwini Municipality? If yes, to what extent is it there? If no, explain why you believe so.

*Cannot comment! It compromises ongoing investigations in the municipality.*

9. If the beneficiaries of housing delivery are not satisfied with the quality of houses that the municipality provides, in your view, what would this be attributable to? Do you think corruption has anything to do with it? If yes, to what extent if no, then explain what do you think would be a problem.

*Urgh man, you are really persistent with the corruption theme! [sighs] Since you have brought it up again, again, I do not want to talk on hear say or to run away with one newspaper article and squeeze a fact out either. Buttah... what I would tell you is that, when constructors are issued with tenders, they would have done a thorough estimation of the funds they need to complete a certain 'block' of lets say a housing project. So I mean um Im just trying to use my imagination here, it may happen that corruption occurs when the contractors diverts the resources set aside for housing projects to meet their selfish needs. Im many circumstances this is how corruption occurs in public project facilitation and tender winners.*

10. Do you think the inputs in terms of money and time invested in the housing projects justify the outputs (the quality of the houses) and if so/not, on what bases are this claim?

*In everything that you do, you should know that the law of diminishing returns is consistently undermines equilibrium of input versus outputs. So in simple terms what you reap is not necessarily what you sow. Because you have to look at the costs and the process. Maybe not to be so clinical and all, I would like to answer you directly and say No! I am not really sure*



*of the monies that were spent in specific instances but what I know is we have provided houses that families in Umlazi, Cato Crest, the whole INK area (Inanda Ntuzuma and KwaMashu) cherish and appreciate. I think the will of the government in the regard was met with appreciation as response form grateful beneficiaries of the houses. Although I cannot quantify them all in all, more that 5000 housing units have been constructed under this scheme despite budget which is not as much as you would think it is. So I guess it is fair to say that to that extent, resources were channelled to the right direction and the results, numbers testify for themselves.*

11. What would you identify as room for improvement in terms efficiency, effectiveness and the impact of the current project?

*Yes um ah ja...I think on our side are doing quite alright, we also have provincial superiors and other stakeholders to be answerable to. So I am not going to be talking names but a bit of reciprocity and on time responses from the province would not kill [laughs]. But seriously, if a child asks a parent to help, it would be bad for the child to remind his parents that they still owe him, I hope I am no being poetic...you understand me though! Umm ja...*

12. To what extent were the stakeholders (community, municipality) involved in the delivery of low cost housing impact positively on the programme work?

*Okay we need to careful with this because these houses were constructed in different time periods. In some cases no regard to little regard of the voice or involvement of the people was the case at some point. But obviously with the consciousness and civil society presence nowadays, much of the opinionated suggestions are starting to be considered. Recently we have made a resolution for participatory evaluation, by this I mean regular people through their organised formation to take part in evaluating these houses while they are still being built. And of course, it is not only involvement of the public domain but also civil society groups interested in human rights, human habitat and human centred liberties. I could go on and on but I want to stay relevant with your questions...*

Thank you!

*You are welcome*