

**Implementation of Government Housing Delivery Programme in the  
Gravelotte Area of Ba-Phalaborwa Municipality, Limpopo**

By

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**ABSTRACT**

The study aims at investigating the extent to which the Housing Delivery Programme of Government is addressing the backlog in housing provision. In the other hand if Government is not addressing the backlog in housing, it should be established as to what are the casual factors to the failure.

The study randomly selected participants from Gravelotte to answer questions in connection with the two housing projects in Gravelotte, as well as officials of the Department of Local Government & Housing and the municipality of Ba-Phalaborwa. Primary data from participants and secondary data from books and journals were used. Qualitative method was more suitable for the study.

It has been found that government is continuously providing houses, but the pace does not address the backlog in a quicker way as expected by the community and the quality of houses remain an issue that needs serious attention.

## 1.2 Problem statement

The housing delivery programme was started at the dawn of democracy and was launched under the negotiated housing policy in 1994.

There are people in Gravelotte who still live in squalor conditions, their situation has not improved at all while also those who have received houses display a serious dissatisfaction attitude, this has been observed during meetings when they raise issues.

## **DECLARATION**

I declare that mini dissertation report, Implementation of Government Housing Delivery Programme in the Gravelotte area of Ba-Phalaborwa Municipality, Limpopo is my own work and that it has not been conducted and submitted before any degree or examination in any other University and that all the sources I have used or quoted have been indicated and acknowledged as completed references.

Mnisi-Mudunungu Gloria Dzunisani

Signed \_\_\_\_\_

Date: 30 August 2010

## ACKNOWLEDGEMENT

In all my life, I have faced challenges and tasks with a belief and conviction that I will succeed. Writing this dissertation was a different story all together, most of the time my mind and heart felt discouraged that I will complete. The kind of job that I do leaves me with no little time to accommodate other developmental tasks other than the once that my institution send me to.

At some stage I had almost given up, but I thank my husband Advocate Anderson Mudunungu for the courage you gave me. When I said, “I can’t continue, there is no time for this “, you said “You can sweetie, I know you can do it.” I thank God you were there for me. My children Mihandzu and Makungu, your support cannot be overemphasized, my scarcity in the house had affected you in one way or another, but you never complained when I said goodbye, I am going to Polokwane for my study.

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The participants, who are residents of Gravelotte in Ba-Phalaborwa Municipality, employees of the municipality and the department of local Government and housing for availing yourselves during my field work, your time was of value to me, keep up the good work.

## **DEDICATION**

This work is dedicated to my mother Sanie Mamaila Shiviri, who despite her illiterate status, inspired me to go to school with a purpose of becoming somebody in life, and to my first born Mlungisi Leffy Valoyi whom I have deprived a motherly care he needed at the age of three when I left him to do my junior degree which is the foundation to the present study. I don't know how to repay you for the previous times that we lost, may the good Lord bless you abundantly, I never loved you less, and you were just a victim of my circumstances, I LOVE YOU MY SON.

**LIST OF ABBREVIATIONS**

RDP	- Reconstruction and Development Programme
RSA	- Republic of South Africa
SALGA	- South African Local Government Association
ESTA	- Extension of Security of Tenure Act
PIE	- Prevention of Illegal and Unlawful Occupation of Land Act
NHFC	- National Housing Finance Corporation
NURCHA	- National Urban Reconstruction and Housing Agency
GEAR	- Growth, Employment and Redistribution
PHP	- People's Housing Process
IDP	- Integrated Development Planning

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# CHAPTER 1

## INTRODUCTION

### 1.1 Background to the Study

This chapter provides an outline of the study by describing the background to government's implementation of the Housing Programme at Gravelotte in the Ba-Phalaborwa Municipality, Limpopo Province. The chapter further explains the aim and objectives of the research as well as the methodology that has been used and the scope of the study. The main purpose of this research is to recommend solutions to the problems that face the implementation of the housing programme in Gravelotte.

When South Africa saw a new dawn of democracy in 1994, its citizenry held a positive view with regard to their right to have access to adequate housing. On the other hand, government has committed itself to deliver houses to the poor. The reality then and now is the gap between demand and supply which is enormous and seems to be widening rapidly, while the citizens are getting impatient. It is very important to assess the present level of public investment in the housing sector, the effectiveness of the department of housing and the implementation of housing and the policies and procedures in order to recommend solutions to the problems that face the housing delivery programme in Gravelotte within the Ba-Phalaborwa Municipality in the Limpopo Province. In terms of schedules 4 and 5 of the Constitution of the Republic of South Africa (Act 108 of 1996), the provincial Department of Local Government and Housing has numerous roles to play with regard to the government's Reconstruction and Development Programme (A policy adopted to redress the imbalances of the past and combat poverty). The Reconstruction and Development Programme (RDP) endorses the principle that all South Africans have the right to secure a place in which to leave in peace and dignity (ANC, 1994:23). The RDP recognizes housing as a human right and hence its focus on providing shelter for the homeless. Despite government's commitment to provide houses to the needy, there is an acknowledgement that the implementation of the programme is facing challenges. For

example, de Nobrega (2009), a public services accountability monitor researcher, reports that housing delivery in South Africa needs help. The report indicates that there is a housing delivery crisis which cannot be solved through a simple allocation of funds. It further acknowledges that the national target of eradicating informal settlements by 2014 maybe pie in the sky.

The reality in South Africa with regard to housing indicates that houses are being constructed in response to the huge housing backlog that has to be addressed. There is no doubt that the aims and intentions of government to provide people with shelter are justifiable and desirable. The challenge is around the manner in which the programme is being implemented. According to the Director General of the Department of Housing in South Africa, Kotsoane (RSA, 2009:9), “the mammoth task that lies ahead is to deliver houses at an accelerated pace in order to secure access to shelter, security and comfort for all South Africans” Implementation differs from province to province as government officials try to interpret policy and utilize available resources to meet the demand. Contextual factors affect the way in which policies and programmes are finally implemented. We need to look deeper into how the housing scheme is implemented, particularly in the rural municipalities (ANC 1994). Reports have been issued on community anger about the quality of houses; inadequate construction standards; and the need for new minimum standards (Bond and Khosa, 1999 and Masinga 2008).

## **1.2 Problem Statement**

The housing delivery programme was started at the dawn of democracy and was launched under the negotiated housing policy in 1994 with the aim of addressing the backlog in housing provision. However, it is apparent that there are challenges facing the programme - the gap between demand and supply is not closing fast enough and people, individuals and households, including those who have already benefited from the programme are always complaining which seems to indicate dissatisfaction among the communities. There are people in Gravelotte who still live in squalor conditions, their situation has not improved at all while also those who have received houses display a

serious dissatisfaction attitude, this has been observed during meetings when they raise issues.

### **1.3 Research Questions**

The main research question of this study is,

How is the Department of Local Government and Housing implementing the government's housing programme in the Gravelotte area of Ba-Phalaborwa Municipality?

In order to respond to the main research question as stated above, the following research sub- questions will be used to guide the study:

- a) What implementation factors promote and/or hinder the implementation of the housing programme?
- b) Who are the stakeholders involved in the implementation of the housing programme and what role do they play?
- c) What perceptions are held by the residents of Gravelotte on the implementation of the programme?
- d) What administrative procedures are necessary for the implementation of the programme?

## **1.4 Aim/Purpose of the Study**

The study aims to investigate the extent to which the Department of Local Government and Housing implements the government's housing programme in the Gravelotte area of Ba-Phalaborwa Municipality, Limpopo Province. It should be established whether the dissatisfaction among the people has any basis so that recommendations to the relevant authorities for the resolution of the problem can be made.

## **1.5 Objectives of the Study**

In an attempt to investigate the problem and achieve the aim of the study, the following objectives will be pursued:

- a) To determine the implementation factors promoting and/or hindering the implementation of the housing programme;
- b) To determine stakeholders and their roles in the implementation of the programme;
- c) To understand the perceptions held by the residents of Gravelotte around the housing programme; and
- d) To investigate necessary administrative processes pertaining to the implementation of the programme.

## **1.6 Significance of the Study**

The National Housing vision as given in the White Paper on a New Housing Policy and Strategy for South Africa, 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. The vision recognizes 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. There is an obligation on the part of government to satisfy people's basic human rights by providing for their biological needs of oxygen, food and water. Second in importance to these needs are the needs for shelter, privacy,



security and comfort (Tshitereke, 2009), which can be provided through an efficient and effective housing programme. This study finds its significance in its attempt to provide insight into the challenges that affect housing delivery and resultantly contribute towards better policy implementation and the improvement of service delivery and life in general.

If housing is not adequately delivered, certain sectors of the community are deprived of basic human needs. It is therefore important to conduct a study which will help to unfold the reality behind the housing delivery challenges that are experienced in municipalities. The study will therefore go a long way towards providing housing practitioners in the target municipality with information that can assist in addressing the challenges.

Government's housing delivery in a large scale is a novel practice in South Africa, and is expected to be laden with challenges as a result of lack of experience and theoretical background. Therefore, this study aims to close the gap by providing theoretical knowledge on the causes of the challenges and suggest possible remedies that can be applied.

## **1.7 Definitions of Concepts**

### *Government Housing Programme*

Government Housing Programme refers to the housing policy (policies) adopted by the national government and aimed at subsidizing the housing needs of the citizenry.

### *Department of Local Government and Housing*

The Department of Local Government and Housing refers to a provincial department in Limpopo Province that is responsible for the implementation of the government's national housing programme.

### *Housing development*

According to the Housing Act (Act no. 107 of 1997 as amended, housing development means the establishment and maintenance of habitable, stable and sustainable public and private residential environments to ensure viable households and convenient access to economic opportunities (Housing Act, 1997)

### *Development*

According to Esman (1991:2), development is a universal process of modernization and capacity building, while Conyers and Hills (1984:37) define development as a process of economic growth designed to achieve a society modeled on the so called development nations, towards development as a process of improving the general quality of life or meeting the basic needs of the majority.

### *Ba-Phalaborwa Municipality*

This is a juristic person consisting of a political component called council and an administration. It is a B type Municipality with a collective system and is situated in the Eastern part of Mopani District, a gateway to Kruger National Park. Its political component gets elected in Local Government Elections while the administrative component gets appointed to run the administration.

## **1.8 Outline of Research Report**

This study report is presented in five chapters as follows:

Chapter Two presents a review of relevant literature in details with the view to locating the study within the existing theoretical body of knowledge techniques, analyzed and interpreted.

Chapter Three focuses on the research design and methodology followed in conducting the research.

Chapter Four presents analyses and interprets the data. Its main aim is to make sense of the data collected.

Chapter Five is the final chapter of the study which gives the conclusions, recommendations and the implications thereof.

## **1.9 Conclusion**

The chapter was able to outline the background, problem statement, research questions, the aim, objective and significance of the study in brief, as well as the concepts to be involved in the whole study. The outline of the report assists us to know what to expect at the end of the study. The next Chapter presents the literature that involved itself with housing issues which will assist to share some light on the experience of South Africa on Housing Programme.

## CHAPTER 2

### LITERATURE REVIEW

#### 2.1 Introduction

In 2000, the world's population was growing at 1.2 % (77 million people) per annum and projections indicated that more than half of the world's population (about 3.3 billion people) would be living in urban areas by 2008, in search of employment opportunities and a better life (Burgoyne, 2008). It is this population growth and urbanization that puts a strain on housing delivery and the subsequent delivery of related services to meet the needs of communities. According to Maslow's hierarchy of needs, for needs shelter is one of the fundamental needs that need to be satisfied before a person can be able to meaningfully realize the other higher order needs. Government, as one of their developmental mandates, focuses on providing or creating an environment conducive to accessing shelter. It is this provision of shelter and other fundamentals rights that's continued to elude governments and leave the poor destitute.

Some governments have undertaken initiatives to ensure that people's fundamental right to shelter is realized. The South African government for example, has housing as one of the fundamental rights in the bill of rights, as enshrined in the Constitution (RSA, 1996). Section 26 (1&2) of the constitution indicates, that everyone has the right to have access to adequate housing and the state must take reasonable legislative and other measures , within its available resources ,to achieve the progressive realization of the right to housing. Housing is therefore, a constitutional right in South Africa.

Global trends such as urbanization and high unemployment rates put a huge burden on governments with regard to the provision and delivery of housing. The situation in South Africa is compounded by the legacy of colonialism and apartheid, in terms of decent housing provision for the majority of the people. In essence, there is a huge housing backlog in South Africa. Service delivery protests are a confirmation of the South African

government's failure to meet housing and other delivery demands. This literature review attempts to focus on existing knowledge, theories and perceptions with regard to housing programme implementation in general and to understand the conceptual insight and placing the South Africa housing situation in context. Throughout the review, consideration is given to, amongst other things:

- a) The factors that promote and /or hinder the implementation of housing programmes;
- b) Stakeholders and their roles in the implementation of housing programmes;
- c) Perceptions held by beneficiaries of housing programmes; and
- d) The administrative procedures necessary for the implementation of a housing programme.

## **2.2 Housing and Housing Challenges**

Urbanization and population growth are identified as the factors that compound the housing challenge in Africa and Asia (Burgoyne, 2008). Urbanization is associated with migration into urban centres for job opportunities and a better life. The rate of urbanization as a result of people looking for better job opportunities has turned what was a housing challenge in developing countries, into a housing crisis (Aldrich & Sandhu, 2005). Whereas, housing remains a challenge in developing and under developed countries, the housing question is a thing of the past in Western governments (Forrest and Lee, 2003). Actually, the housing challenge in developing and under developed nations is defined in terms of deprivation, exploitation and urban poverty, whereas, in developed nations housing is in terms of choice and diversity. This can be an indication that central is a special model, but economic status of different countries.

The planning programming and implementation of the public housing policy and programmes in Nigeria suffers from planning inconsistency and organisational structures resulting from political instability.

### 2.2.1 The Housing Challenge in the South African Context

South Africa, like other developing countries, is also affected by housing challenges. This is a result of amongst other factors, urbanization and population growth. Resultantly, the government has a responsibility to undertake housing development. “Housing development” is defined in section 1 of the Housing Act (Act 107 of 1997) (Department of Housing, 1997), to mean:

*“the establishment and maintenance of habitable, stable and sustainable public and private residential environment to ensure viable households and communities in areas allowing convenient access to economic opportunities , and to health educational and social amenities in which all citizens and permanent residents of the Republic will, on a progressive basis ,have access to;*

*Permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection and against elements:*

*Portable, water adequate sanitary facilities and domestic energy supply”.*

The South African is also marred by its colonial and apartheid planning inheritance (Department of Housing 2004). Access to land for housing development is another challenge in a South African context. The National Department of Housing (Department of Housing 2000), acknowledges that slow and complex land identification, allocation and development processes result in insufficient land for housing development purposes. There is an added issue of affordability amongst the poor .The majority of South Africans without decent housing cannot afford to independently provide for their own housing needs (Burgoyne, 2008).

In the South African context, the government is faced with a slow rate of service delivery in general and the delivery of houses, in particular. In South Africa, shortage of policy implementation skills is perceived as being central to housing delivery problems (Isaac-Martin, 2009). Roux (2005) also attributes community unrests to lack of implementation capacity or the inability of government to implement policy. However, (Nengwenkulu, 2009), asserts that shortage of skills alone, cannot explain the public service delivery

inertia; there must be other factors that contribute to the slow service delivery. Burgoyne (2008), identifies financial constraints, under-spending, due to capacity constraints, insufficient resource allocation and lack of sustainable land, as the key variables that influence the slow rate of housing delivery.

The South African Human Rights Commission established in 2006, states that about 2, 5 million households in South Africa, did not have access to decent houses and further that, the rate of delivery of housing is below the rate of low-income households formation (Chenwi 2009). It is estimated that at the current rate, two billion households will be living in slums by year 2033, if no action is taken to speed up housing delivery (Tshitereke, 2009). Despite the white paper on Housing (RSA, 1994), stating that housing policies and subsidy programmes must reflect a constant awareness of, and make provision for special needs of youth disabled people and the elderly; it is the same vulnerable groups that are affected the most (Chenwi, 2006).

In the period between 1994 and 2004, the South African government invested R27, 6 billion and 1; 6 million houses were delivered (Burgoyne 2008:24). Although, South Africa has had a very successful housing programme, the urban housing backlog during the same period increased from 1,5 million to 2,4 million (Department of Local Government & Housing 2005:8).

### **2.2.2 The Housing Challenge – A Human Rights Concern**

Housing and housing provision in South Africa has become a highly contentious emotive and political issue (Burgoyne 2008). There is actually more to housing than the simple provision of shelter. Access to housing has the potential of improving people's quality of life by rendering easy access to other services and opportunities. Such secondary, yet important services include security of tenure, land, water, sanitation, electricity, credible job opportunities and human dignity. Access to planned and decent housing is expected

to precede access to water, sanitation, energy, roads and related social amenities (such as schools, clinics, police services and sporting).

Lack of decent housing may greatly affect the psychological and emotional development of children and adults. Gravelotte community is failing to provide adequate living space for maintenance of children's personal privacy. It can be surmised that the rights of children to normal human development are being violated and lack of protection is tantamount to violence against children (Gwandure, 2009). Inadequate housing can result in psychological problems, since children get easily exposed to adult material, violence and other undesirable or incident conditions. Adult materials may include sexual violence, sexual attitudes, moral values and sexual behaviours, since children may share sleeping space with adults.

Individuals' violation of personal privacy affects the individual's psychological wellbeing and has cumulative effects that may resultantly affect the entire community. There is scientific evidence that points out that limited living space may cause emotional disorders (Gwandure, 2009:3). Studies have also established that there is a relationship between limited living space due to poverty and inability to delay gratification (Gwandure 2009:5). Children and adults from poor backgrounds show tendencies of failing to delay gratification and they are not able to make rational decisions about the future.

There is an acknowledgement that although access to proper housing is one of the basic human rights enshrined in the South Africa Constitution, the provision of housing to all citizens remains a major challenge (SALGA:2007). The housing sector is confronted by all challenges such as poor housing infrastructure, poor service and housing standards, and unreliable contractors who fail to complete projects (Department of Housing, 2000).

Issues such as corruption, nepotism, shortage of resources etc are regarded as some of the contributing factors to the problem. Isaac-Martin (2009) identifies lack of transparency and inadequate information sharing as the major cause of community anger and protest.



Benjamin (2007), emphasizes on community protest by acknowledging that between 1994 and 2005 a total of 5 966 protest have been witnessed in South Africa in some instances, councilors and municipal officials have been physically attacked.

The democratic government of South Africa, when it was instituted in 1994 had many challenges related to human development. Housing was one of the most conspicuous challenges and could not be ignored .Government took a strategic decision to use the housing challenges as a catalyst for both economic growth and development (Kahn and Thring, 2003). Housing perceived as lead economic sector, was expected to stimulate the economy by creating a huge demand for building materials and thereby creating employment. In the process of growing the economy, social development would be realized through the provision of decent houses and ensuring access to water, sanitation, electricity, land and security of tenure. The Department of Housing (2005:5), regards the national housing goal as a tool to increase housing delivery on a sustainable basis to a pick level of 350 000 units per annum until the housing backlog is overcome. The demand for building materials and labourers would at the same time increase phenomenally, as needy to previously disadvantaged households gain access to shelter and human dignity.

### **2.2.3 Land Ownership and Affordability**

There is no doubt that the unjust legacy of the past has left some deep scars on the South Africa Society (SALGA, 2007), some of the scars are visible in the form of land ownership for development, as well as the economic barriers to accessing services. These challenges resulted in, amongst other things inadequate access to proper housing for different income groups. Settlement patterns removed certain racial groups from economic hubs and located them in townships and rural areas, far away. Land ownership in South Africa differs from one area to another and is in most cases a serious bottle neck to the implementation of the government housing programme.

Frustrations with land have compelled the Department of Housing (2004), to promulgate to acts that uphold the right to secure tenure, namely the extension of security of tenure Act (ESTA) and the Prevention of Illegal and Unlawful Occupation of Land Act (PIE). The former, aims to protect people who live in rural or peri –urban land with the permission of the owner or the person in charge of the land, whereas the latter prevents illegal evictions and illegal occupation of land in urban areas. The Department of Housing (2000), acknowledges that slow complex land identifications, allocation and development processes resulted in insufficient land for housing development purposes. It also acknowledged that the majority of South Africans without decent housing cannot afford to independently provide for their own housing needs (Burgoyne, 2008). Housing affordability is perceived, by some, as the main problem experienced by ordinary households in accessing decent housing (Mengji, Reed & Hao 2008). Housing prices are typically beyond buying capabilities of poverty stricken households. In the South African context the government is awake to this reality and therefore, opted for a housing programme that recognizes the income levels of households. Although the South African Housing Scheme provides deserving households with free houses, there are challenges in the implementations of the scheme,

The Public Service Commission's Report (2003), touches on factors hindering housing delivery in South Africa, amongst others, the following challenges:

- a) Local Politics;
- b) Illegal occupational of houses;
- c) Misallocation of houses;
- d) Lack of conformity to norms and standards;
- e) Policy gaps;
- f) Lack of housing needs information;
- g) Limited capacity for inspection;
- h) Limited capacity on the part of some developers; and
- i) Fraud by some developers and officials.

It is unfortunate that most of the houses built are of poor quality and therefore expected to depreciate at a higher rate. The poor workmanship defeats the government's good intention to assist those that may otherwise, not afford to contribute towards their own housing needs, since the poor quality houses require the beneficiaries to maintain the top structures at high cost (Amollo, 2009). To address problems associated with affordability, the Department of Housing (2004) has mobilized housing credit for beneficiaries and builders through the National Housing Finance Corporation (NHFC) and the National Urban Reconstruction and Housing Agency (NURCHA).

### **2.3 Housing Legislation and Policy Framework**

The National Housing Policy draws meaning from the constitution, the Housing Act, the White Paper on Housing the Reconstruction and Development Programme (RDP) the Growth, Employment and Redistribution (GEAR) strategy, the urban and rural Development Framework and other white papers and policy frameworks to local government and Public Service (Department of Housing 2004:4).

#### **2.3.1 The Constitution**

The constitution of the Republic of South Africa, 1996, is the supreme law of the country and therefore all the obligations that it imposes must be fulfilled. Section 26 of the Constitution, requires that all South Africans have access to adequate housing and further that housing is regarded as a concurrent competence of national, provincial and local government (RSA 1996). "Adequate" in adequate housing is measured by core factors such as legal security of tenure the availability of service materials, facilities and infrastructure, affordability habitability, accessibility, location and cultural adequacy (Department of Housing 2006:7).

In view of the fact that needs are always more than the resources available, the Constitution provides for a progressive realization of the right to housing.

### **2.3.2 The Housing Act**

The Constitution addresses broad issues and regards housing as a shared function across the three spheres of government (namely: National, Provincial and Local), but it does not spell out the exact roles that have to be played by each of the spheres. The housing Act (Act No107 of 1997) was promulgated to address amongst other issues, the role of the various spheres of government in housing delivery. The Department of Housing (2000:8-9), outlines the broad roles of each sphere of government as follows:

- a) National government must establish and facilitate a sustainable national housing development process.
- b) Provincial government must create an enabling environment to promote and facilitate the provision of adequate housing.
- c) Municipalities must pursue the delivery of housing by addressing issues of land, services and infrastructure provision and by creating an enabling environment for housing development. The housing Act (Act 107 of 1997) aims to amongst other things provides for the facilitation of a sustainable housing development process and defines the functions of national provincial and local government in respect of housing development (Department of Housing 1997) for the purposes of this study attention will be paid to the role and functions of municipalities in the implementations of the Housing Act.

### **2.3.3 The Reconstruction and Development Programme**

According to the Department of Housing (2009:9) the reconstruction and Development Programme (RDP) conceptualizes housing delivery based on the following programmes:

- a) Meeting basic needs;
- b) Developing human resources;
- c) Building the economy; and
- d) Democratizing the state and society.

### **2.3.4 The Growth Employment and Redistribution Programme**

The Growth Employment and Redistribution (GEAR) strategy was published in June 1996 to strengthen economic growth, create employment and foster the redistribution of economic opportunities. It gives poverty relief and social development a high priority underpins jobs creation through investment in infrastructure and human development. According to the Department of Housing (2000:10), GEAR aims to achieve:

- a) A competitive faster growing economy which creates sufficient jobs for all workers
- b) A redistribution of income and socio-economic opportunities in favour of the poor
- c) A society in which sound health, education and other services are available to all
- d) An environment in which homes are secure and places of work are productive
- e) In relations to the housing delivery, GEAR is of significance in the advocates' economic growth so that they can be funds available for the housing programme of government.

### **2.3.5 The Housing White Paper and the Urban and Rural Development Framework**

The current housing policy finds meaning within the frame work of the 1994 Housing White Paper .Similarly, the 1996 Urban and Rural Development Framework set the framework for urban and rural housing policy and development (Department of Housing 2000, 10)

According to the Department of Housing (2000, 13) housing delivery in South Africa expected to unfold in terms of the following eight broad principles for housing sector activity:

People centered development and partnership; skills transfer and economic empowerment; fairness and equity; Choice; Quality and affordability; Innovation;

Transparency, accountability and monitoring and lastly Sustainability and fiscal affordability.

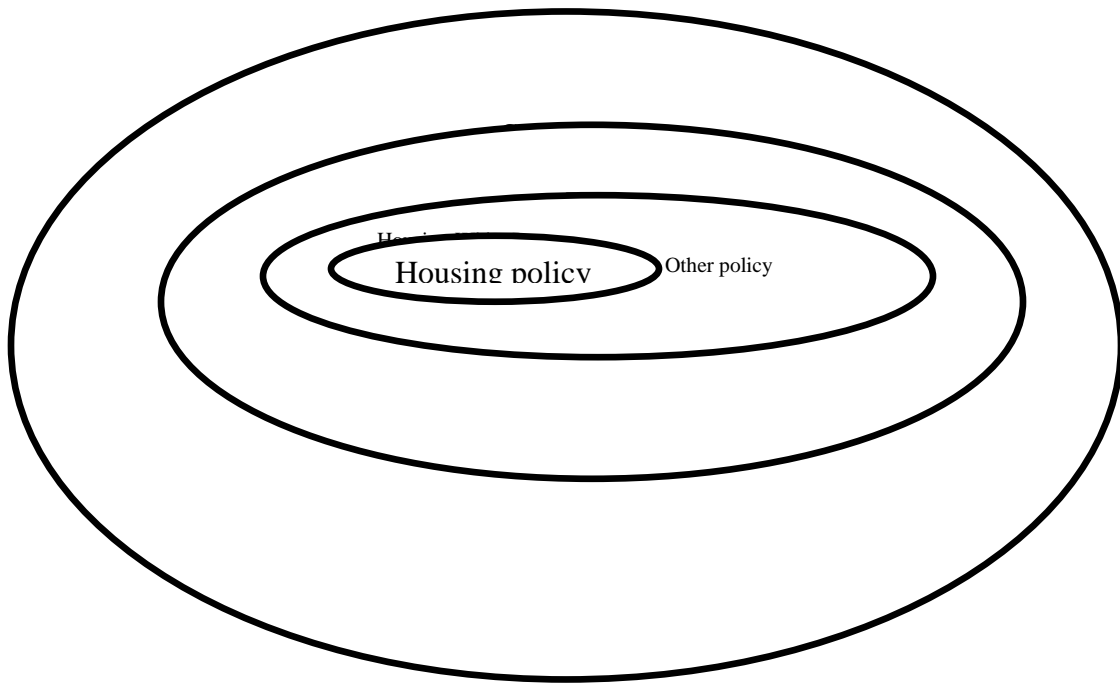
### **2.3.6 The National Housing policy**

Given the housing a challenge facing the country, South African government has reacted by developing a national housing vision .According to the Department of housing (2000:3), the housing vision includes the values of sustainability, viability integration equality reconstruction, holistic development and good governance.

The environment in which a house is built or situated is regarded as significant importance as the house itself in terms of satisfying the needs and requirements of the occupant. The housing process is expected to make a positive contribution towards a non racial, non-sexist democratic and integrated society.

The housing goal of South Africa is to improve the quality of life of all citizens but more emphasis is placed on the poor and those who have been previously disadvantaged .The South African government has developed separate visions for urban and rural settlements and both need to be realized by the year 2020. The target is address housing backlogs by delivering up to 350 000housing units per annum until the housing backlog is overcome (Department of Housing, 2000:5).

The diagram below depicts the legal framework that shaped the development of National Housing policy. The framework also guides the implementation of the policy.



## 2.4 The Implementation of Nation Housing Programme

The Department of Housing (1997) defines National Housing Programme as any national policy framework meant to facilitate housing development in South Africa .The following are the three recognized national housing programmes:

1. The Public Sector Hostels Redevelopment Programme
2. The Discount Benefit Scheme to promote home ownership
3. The Housing Subsidy Scheme

The current study will focus on the Housing Subsidy Scheme which is the type of housing programme implemented in the Gravelotte area –the area of study for this investigation .Two types of Housing Subsidy Scheme namely the Project Linked Subsidies and the people ‘s Housing Process were implemented in the Gravelotte area at different times The other two Housing programmes (The discount Benefit Scheme and the Public Sector Hostels Redevelopment programme) are briefly discussed below for the sake of completeness.

#### **2.4.1 The Discount Benefit Scheme**

The Scheme is meant to promote home ownership for tenants or debtors who live in state –financed housing provides tenants with a discount on the price of property to enable them to buy the property or receive a deduction on the amount outstanding.

#### **2.4.2 Public Sector Hostels Redevelopment Programme**

According to the Department of Housing(2000: 172), the public sector Hostels Redevelopment programme provide grant funding for the upgrading and/or conversion of hostels owned by public sector institutions to create human living conditions and to provide affordable and sustainable housing opportunities on either a rental or ownership basis. The funding is limited to R16 000 per family or R4 000 per individuals leaving in a hostel owned by a municipality and intended for the sole use of their employees.

#### **2.4.3 The Housing Subsidy Scheme**

The Housing Subsidy Scheme was passed in 1994 and aimed to households with an income of not more than R3 500 per month, who have not owned fixed residential property previously and who satisfy a range of other criteria. Under the Housing Subsidy Scheme, there are six Subsidy mechanisms or sub programmes namely: project linked subsidies, individual subsidies, consolidation subsidies, institutional subsidies, relocation assistance and the people's housing process (Department of Housing 2000:169). Preliminary interviews with some municipal officials that only two types of housing subsidy scheme (i.e. project linked and people's housing process) were implemented in the targeted study area (Gravellotte).



### **2.4.3.1 Housing Subsidy Scheme –Project Linked Subsidies**

It provides for the allocation of housing subsidy funding to a developer to enable the developer to undertake approval housing development projects and sell the residential properties so created to qualifying beneficiaries (Department of Housing 2000: 196).

The following criteria apply for eligibility as a beneficiary to the project linked subsidies:

- a) Married or financially dependent: Beneficiaries must be married or cohabiting with another person, or has proven financial depends.
- b) Resident: A beneficiary has to be lawful citizen in possession of a South African permanent resident permit.
- c) Competent to contract: A beneficiary has to be over 21 years of age or being married or divorced and being of sound mind.
- d) Monthly household income: The gross monthly household income of the beneficiary's household does not exist R3 500.
- e) Not yet benefited from government funding: neither the beneficiary nor his or her spouse has previously derived benefits from the housing subsidy scheme or any other state funded or assisted housing subsidy scheme.
- f) First time property owner: the beneficiary is acquiring property for the first time, except in the case of consolidation subsidy, and relocation assistance (this housing does not apply to disabled persons).

### **2.4.3.2 Housing Subsidy Scheme-People's process**

The Department of Housing (2000: 297) indicates that 'the People's Housing Process' (PHP) aims to support households who wish to enhance their subsidies by building or organizing the building of their homes themselves. The involvement of beneficiaries in the building of houses is expected to lower costs whilst improving the quality of the houses constructed. The Department of Housing (2000:297) is convinced that the PHP scheme can: Save on labour costs by doing some of the building work themselves or by getting their neighbours, friends and families or other persons to help them. Avoiding having to pay a profit element to developers if they build houses themselves or organise for those houses to be built.

The general requirement for eligibility discussed under the Project linked Housing Schemes above apply for the PHP as well. However, in addition to the general rules the following additional conditions for qualification as a beneficiary also apply:

- a) Owners: occupants with ownership leasehold or deed of grant rights on sites without top structures.
- b) Non –owners: occupants with no ownership or deed of grant rights on serviced sites without top structures.
- c) Occupants: people who have occupied land in respect of which they do not have any rights at all.
- d) Land people: people who do not have any place of their own, and who may live in hostels, backyards shacks and other various forms of accommodation.
- e) Rural people: families who have functional security of in terms of the interim protection of informal Land Rights Act, 1996 (Act 31 of 1996), as contemplated in the policy for rural Subsidies The idea behind the rollout of the PHP schemes is that support organizations have to be formed to give technical support to beneficiaries .

Beneficiaries have an option of identifying and entering into a contract with a potential support Organization or organizing themselves into a support Organization (Department of Housing, 2000:299).

Under the PHP programme, beneficiaries have the opinion of contribution their own labour in order to the housing subsidy. The involvement of beneficiaries in the construction of their own houses is expected to instill a sense of ownership and also enable beneficiaries to build bigger and better quality houses for less money given that the money that have been used to pay a contractor is instead used to buy more building materials (Burgoye, 2008 :24). For example, in Fisantekraal (in the Western Cape) an additional 6m<sup>2</sup> per house was gained by implanting the PHP (Burgoye 2008:24) .The PHP was therefore more than a housing scheme but also a strategy for addressing quality and sustainability concerns on the national subsidy programme.

## **2.5 The Integrated Residential Development Programme**

Although the South African government has made significant progress with regards to the provision of housing, the national housing programme has promoted the apartheid settlements pattern and further created inequalities (Kahn & Thring, 2003: 234). The majority of housing projects are developed without sufficient regards for integration and hence resulting in the development of mono-functional settlements (Kahn & Thring, 2003: 234). According to Kahn & Thring (2003: 223), the establishment of viable socially and economically integrated communities in allowing convenient access to a range of amenities and opportunities remains a challenge in housing delivery.

It is unfortunate that housing delivery was not preceded or informed by spatial planning based on social and economic needs hence, the provision of housing where people stay has perpetuated apartheid planning and settlement patterns. The social and economic needs of people have not been integrated into the provision of housing. The National Housing Code (RSA, 2007) acknowledges the discrepancy and provides a tool aimed at planning and developing integrated settlements that include all the necessary land uses and housing types and price categories to become a truly integrated community (RSA, 2007). The new instrument strives to integrate housing needs with social and economic needs. To achieve this bonded and subsidized housing are provided as a mix that is suitable to the project location.

## **2.6 Role Players in the Implementation of Housing Programmes**

The Department of Housing (2000: 2), acknowledges that there is a lack of role definition and defined lines of accountability within the housing sector. The acknowledgement has led the Department of Housing to developing legislation and policy as a frame work for the implementation of the national housing programme. It is also evident that housing is not only a responsibility of the national and provincial governments but municipalities also have a facilitation role to play. For the purposes of this study, focus is shifted to the role of municipalities in the provision of housing.

### **2.6.1 The Role of Municipalities**

Municipalities have a developmental mandate, which is enshrined in the Constitution to fulfill. In executing its role; a municipality is (in accordance with the provision of the Housing Act and the principles governing integrated development planning expected to perform certain functions). According to the Housing Act (Department of Housing, 1997) the functions include taking all reasonable and necessary steps within the framework of national and provincial housing legislation and policy to:

- a) Ensure that the inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis.
- b) Ensure that all conditions not conducive to the health and safety of the inhabitants to its area of jurisdiction are prevented or removed.
- c) Services in respect of water, sanitation, electricity, roads, storm –water, drainage and transport are provided in a manner which is economically efficient,
- d) Set housing delivery goals in respect of its area of jurisdiction,
- e) Identify and designate land for housing development,
- f) Create and maintain a public environment conducive to housing development which is financially and socially viable,
- g) Promote the resolution of conflicts arising in the housing development process,
- h) Initiate, plan co-ordinate, facilitate, promote and enable appropriate housing development in its area of jurisdiction, and
- i) Plan and manage land use and development.

Municipalities address issues of housing allocation and delivery through the development of multi- year municipal sector plans as part of their approved integrated development plans (IDPs). Such housing sector plans are expected to inform national and provincial housing plans. Housing waiting lists are then developed based on the housing plans. Municipalities also adopt support policies for ensuring the smooth implementation of their housing plans. The names of beneficiaries in the waiting lists are scanned to detect

and remove names that previously benefited from the government's housing subsidy programme (Burgoyne, 2008).

## **2.7 The Perceptions of Housing Beneficiaries**

According to the White Paper on Housing (1994), housing beneficiaries can be divided into two categories, namely those who are able to access extra financial resources for housing above the subsidy through financial systems and those who are unable to participate in housing finance markets and totally dependent on the government subsidy (Burgoyne, 2008). Kahn and Thring (2003) find a significant correlation between those who cannot afford any contribution, any blacks and coloureds leaving in rural and informal settlements. The social imbalances associated with apartheid policies are responsible for the poor economic status of these groups.

Communities are responding by engaging in protests and riots. Some of the demonstrations have resulted in attacks on and displacement of foreigners (Isaac-Martin, 2009). Violet protests and demonstrations against slow provision of basic service have increased exponentially since 1994 (Van Dijk and Croucamp 2007).

Isaac-Martin (2009) believes that the situation can be improved by inculcating patriotism and evoking pride and sense of responsibility amongst public service officials and the citizenry in general. Roux (2005) also acknowledges that there are service delivery challenges and recommends that focus be placed on improving the beliefs, attitudes and values in all the three spheres of government.

## **2.8 Conclusion**

It is clear from the analysis conducted that housing delivery is more than the allocation of housing units. It is supposed to be an integrated approach towards improving the livelihoods of the beneficiaries. The social and economic needs of the people have to be taken into consideration when planning the provision of housing. In simple terms,

housing delivery is incomplete if the related services and infrastructure are not part of the delivery process.

Urbanization and population growths are the most common challenges to the provision of housing all over the world. Skewed settlement patterns and poor consideration of all land uses are some of the issues that directly impact on housing delivery. South Africa's apartheid inheritance has left deep scars which are conspicuous through the housing challenge the country is faced with. There is also consensus that lack of decent housing borders into the human rights of citizens and has a detrimental effect on the psychological development of children and resultant behavior of the adult population that a nation produces. There is a direct correlation between type of housing and the nature of behavior that is prevalent in society.

The South African Government had a strategic intent of using housing as a lead economic sector to stimulate economic growth and bring about development. This strategic goal has been compromised, to a certain extent, by the quality of houses built as well as the socio-economic status of the areas where the houses have been concentrated. Land ownership also affects the value and ultimate ownership of the properties.

There is a sound legislative framework within which the provision of housing has to be executed. Besides the many regulations promulgated by the National Department of Housing over the years, the Constitution of the country remains the supreme and gives guidance in terms of the importance of providing housing to the nation.

Outside the Constitution, the Housing Act forms the basis upon which any housing programme or policy is based. The Government has approved and implemented different housing programmes in order to satisfy the different and divergent housing needs and circumstances of the nation. In the implementation of the different housing delivery programmes, there are different roles that need to be played by different stakeholders, including municipalities.

Despite the good work done by government in provision of housing, there are still mixed perceptions about the efficiency and effectiveness of the programmes implemented.

Strike actions on service delivery and on housing delivery in particular are indicative of the levels of dissatisfaction amongst South Africans with the quality of and rate at which housing provision is being implemented.

Whilst there is an acknowledgement that the South African housing context is marred by its colonial and apartheid planning inheritance, high levels of unemployment and a lack of social stability, linked to poverty amongst urban and rural communities, there is a need for a paradigm shift towards the provision of housing. A more integrated approach to housing is required where consideration of all land uses will be paramount. There is an urgent need for viable, social and economically integrated communities with access to resources and facilities. Having analyzed the housing concept and drawn a line between housing provision and the provision shelter in the form of top structures, the next chapter (chapter 3) will investigate the extent to which housing provision has been carried out in the Gravelotte are of Ba-Phalaborwa Municipality in the Limpopo Province.

## CHAPTER 3

### RESEARCH DESIGN AND METHODOLOGY

#### 3.1 Introduction

The focuses on the research design and methodology which were followed in conducting the research. There are quite a number of research methods that can be used to collect data. The area of study is quite a familiar area to the researcher. The method employed gathered the specific data required as it was informed by the objectives of the research. This chapter also covered the techniques used to collect data. The description below assists in understanding the choice of the method.

#### 3.2 Research Design

Babbie and Mouton (2001) regard a research design as a blueprint or plan of how a researcher intends to conduct a study. A distinction is generally made between two ends of the research design continuum, namely the quantitative and qualitative ends. The quantitative end provides inflexible blueprints of how the study should progress, whereas the qualitative one provides flexible guides. The former is more suitable for surveys and experimental studies, whereas the latter is more relevant in phenomenological, ethnographic and case studies (Blanche and Durrheim, 1999: 32 – 33). Weinreich, (2006) outlines that the advantage of using qualitative methods is that they generate rich and detailed data that leaves the participants' perspectives intact and provides the context for healthy behaviour. The qualitative researcher with the perspective of the targeted audience members zooms in the situation and interacts directly with the people of that area of study. Qualitative methods include observations, interviews and focus groups. The methods are designed to help researchers understand the meanings people assign to social phenomena and elucidate the mental processes underlying behaviours (Weinreich, 2006: 2). It is further recommended in literature that where the intention is to present a picture of a social phenomenon as it unfolds in reality, a qualitative research design be



employed (Neuman, 1997: 20, Babbie and Mouton, 2001: 272, Bogdan and Biklen, 1992: 30).

### **3.2.1 Research Methodology**

Research methodology refers to the methods, tools, techniques and procedures used in the process on implementing a research design (Babbie and Mouton, 2001: 74-75). The intended research methodology of this study was as follows:

### **3.3 Area of Study**

The study has been conducted within the Gravelotte area in the Ba- Phalaborwa Municipality. The focus was on the housing development project that started some years ago in the RDP section adjacent to the Gravelotte R293 Town, hence becoming part of Gravelotte Township. The Location has 529 households with 437 living in RDP houses and the other 92 living in slums. The housing backlog of the area is 214 households.

Gravelotte is a small area/part of Ward 10 of Ba-Phalaborwa Municipality. The area has some few shops along the R71 road to Phalaborwa and the Kruger National Park through the Phalaborwa gate. There is a police station, a magistrate court and municipal offices. The residential area is mostly constituted by RDP houses with few white households who historically were the only households with very few people living in their own built houses. What triggered my interest to research on the implementation of the government housing delivery programme at the area is the complaints that were always raised by people there regarding the RDP houses. It came to the researcher's mind that actually, government has made such an effort to create a settlement and move people out of the ugly hostels and shacks but still gets a lot of complaints instead of being commended. I thought there might be a problem which needed a closer look, hence this study (See Annexure A).

### **3.4 Population**

The target population for the study is the entire Gravelotte RDP section of 651 households. The figure is inclusive of the 437 beneficiaries of RDP houses and the 214 in the housing waiting list.

### **3.5 Sample Size and Selection Method**

The researcher selected ten (10) households to participate in the study. The population of Gravelotte is very small, more especially the group that is affected, who are beneficiaries of RDP houses. The participants were selected based on their availability and the period of their stay in that section influenced the selection process. Gravelotte residents are migrant and the researcher's target were those people who stayed in Gravelotte for not less than ten (10) years. Since the aim was to understand experiences from the participants' point of view, the researcher, with the assistance of the ward councilor in the area (Ward 10) and the ward committee member responsible for housing, purposefully selected information-rich informants. Five of the ten members were selected from those who had benefited from the housing programme whereas the other five were selected from those who were still in the waiting list. There is information obtained from government officials attached to the Department of Local Government and Housing. The housing manager of Ba- Phalaborwa Municipality was also interviewed. As Leedy and Ormrod (2005) rightly indicate, qualitative researchers draw their data from many sources.

According to Leedy and Ormrod (2005: 145), a researcher employing a qualitative design selects those individuals or objects that will yield the most information about the topic under investigation. The participants were drawn from the diverse groups in the population; they were males and females; the working and the unemployed who had lived in Gravelotte in the period between 2002 and 2009

Purposeful sampling was chosen in order to allow the researcher to apply her mind in terms of selecting participants who were deemed to be information- rich.

### **3.6 Data Collection Methods**

The study used in–depth, semi–structured interviews. Interview notes were transcribed and read repeatedly to identify emerging patterns. A search for meaningful units that reflected various aspects of the experiences was conducted. The meaningful units were integrated into a typical experience. The researcher employed an adapted version of Creswell’s (1998) data analysis spiral –where raw data was organized, perused, classified and synthesized for the final report. The analysis helped the researcher to better understand and analyze problems experienced by beneficiaries of the RDP houses in Gravelotte. The researcher’s findings would enable the researcher to formulate thematic content and suggest solutions, which might be used by implementers and interested groups and institutions.

#### **3.6.1 Choice of Instrument**

The researcher used interviews to collect data. Borg (1989) refers to an interview as a two way conversation initiated by the interviewer for the purpose of obtaining relevant information. When using interviews, the researcher is able to read the interviewee unspoken language and also access his / her values and attitudes.

The choice of the instrument proved to be the best compared to self–administered questionnaires since most of the people seemed to be always busy with something and the level of education would also have contributed to low turn-out of fully answered questionnaires.

### **3.7 Data Analysis Methods**

The researcher employed an adapted version of Creswell's (1998) data analysis spiral, where raw data was organized, perused, classified and synthesized for the final report. Similar answers to each question were categorized into relevant themes. Furthermore the draft analysis of findings which was done during the interviews assisted the researcher in identifying the most important topics/themes related to the objectives of the study.

The procedure followed in analyzing the responses was that,

- a) the researcher read the questions and responses repeatedly to get a state of how the interviewee's responded to the questions;
- b) Read the answer to get the participant's meaning;
- c) Allocated each response into a particular theme;
- d) All themes that were related were synergized;
- e) Interrelations between different themes were established; and
- f) Then all themes that have emerged were discussed.

Analysis of responses to each question has been cross – checked, and then the themes that were found to be the same were not changed.

### **3.8 Delimitations of the Study**

The study focuses on housing delivery programme as implemented by the Department of Local Government and Housing, but it only investigated the implementation of the programme in the Gravelotte area of Ba-Phalaborwa. The findings may not be necessarily applicable in other areas, since the population, background, economic status of the people differ from one area to another. The findings may therefore be applicable to Gravelotte and the recommendations also may only apply to the Gravelotte situation whereas recommendations on policy matters might not be confined to Gravelotte. It is therefore important not to generalize the findings of the study.

### **3.9 Ethical Considerations**

The following ethical issues have been complied with in order to protect individuals and groups who were participating as informants in the study:

- a) Research participants were not exposed to undue physical or psychological harm;
- b) They were told of the nature of the study to be conducted and given the choice of either participating or not participating;
- c) Their right to privacy has been respected. To achieve this, the research report will not contain information that may link, directly or otherwise, the content to the participants;
- d) The report will be written in a fair and honest manner so as not to mislead the readers; and
- e) Misrepresentation of facts has been avoided.

Letters of consent were written to gate keepers to ask for permission to conduct the study in their respective areas of operation. The gate keepers included the management of Ba-Phalaborwa Municipality and senior management in the Department of Local Government and Housing. Arrangements were made for conducting interviews in areas most conducive to the respondents.

### **3.10 Difficulties Encountered During Data Collection**

The residents of Gravelotte had cooperated beyond the researcher's expectations. The only serious casualty would have been caused by the ward councillor if the researcher did not properly plan for the field work in terms of requesting permission to conduct the study with the relevant authorities. She was completely against the research to the extent that the researcher was called by the municipal political office bearers to come and account. Fortunately the researcher produced a letter of consent from the municipal manager as well as the letter inviting the ward councillor to participate in the process. Levels of education of some of the participants were not helpful. Lack of balance

between male and female participants was caused by the fact that many men were at work during the day.

### **3.11 Conclusion**

It was quite an experience and an eye opener since the researcher had knowledge about RDP houses or housing delivery programme from information gathered in meeting situations. The one on one exercise afforded an opportunity to understand people's views and experiences from a point of view of an individual and structures. The data is presented and analysed in the next chapter.

## CHAPTER 4

### PRESENTATION, DATA ANALYSIS AND INTERPRETATION OF DATA

#### 4.1 Introduction

This chapter deals with analysis and interpretation of data collected about the implementation of Government Housing Delivery Programme in the Gravelotte area of Ba-Phalaborwa Municipality. Responses which have been verbal submitted to the researcher during the interviews were transcribed into a written documents or records while observations also form part of the data. The researcher secured 20 appointments of which four (4) were with officials of the municipality and the department of local government and housing which makes the total of participants from the RDP section Gravelotte to be sixteen (16).

#### 4.2 Profile of Beneficiaries

##### 4.2.1 Gender

Out of the sixteen (16) participants eleven (11) were females while five (5) were males. This kind of situation may mean two things, one that women benefit more in the housing delivery programme than men, Secondly it might also indicates that more women are unemployed and vulnerable hence benefit from the housing programme more than men can do.

##### 4.2.2 Age Grouping

Out of the sixteen(16) people who have been interviewed, eight(8) people were aged 45 years and above, three were aged between forty (40) and thirty-five (35), One was between thirty(30) and thirty-five(35) while other three were aged between thirty(30) and twenty(20).

### **4.2.3 Education level**

Five (5) people out of the sixteen participated have no formal education. Five (5) others did not get their grade 12(Matric), three (3) others did not go beyond grade 10, two (2) passed matric with no professional qualification and lastly 1 did not go beyond grade 7.

### **4.2.4 Employment status**

Twelve (12) participants of the sixteen (16) are unemployed, two (2) others are self employed, one (1) has a spaza shop and the other sells homemade/handmade sandals, one (1) works in the office (Public servant) and the last one a pensioner.

### **4.2.5 Period of stay**

Ten (10) of the participants stayed in the area of Gravelotte or around the hostels built by public works Department for the period exceeding eight (8) years, Two (2) stayed in Gravelotte for a period between five (5) and six (6) years, two (2) more stayed there for seven (7) to eight (8) years and the last two (2) stayed for four (4) to five (5) years.

## **4.3 Profile of officials who participated**

The researcher managed to interview three municipal officials and one official of the Department of local Government and Housing Limpopo. Out of Three (3) municipal officials, one is director planning and development. His responsibilities are managerial, planning and coordination of the departmental performance and reporting, housing issues included. He has been with Ba-Phalaborwa municipality for four (4) years.

The second one is housing manager, his responsibilities are at execution level and he manages houses, properties and asserts which includes the facilitation of the housing programme by the provincial government. He has been with Ba-Phalaborwa Municipality since 1979(during the apartheid municipalities).

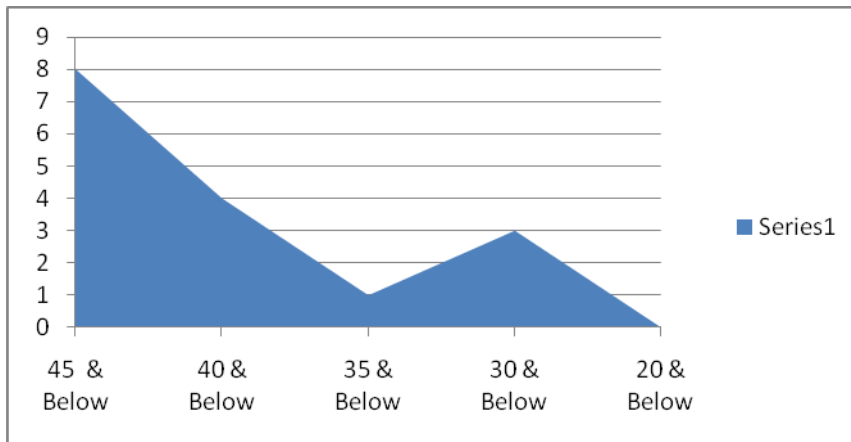


The third one is Administrative officer at post level six. Her responsibilities are to keep records for RDP houses as well as beneficiary lists and the records of title deeds. She has been with the Ba-Phalaborwa municipality since 1984 (before the democratic municipality).

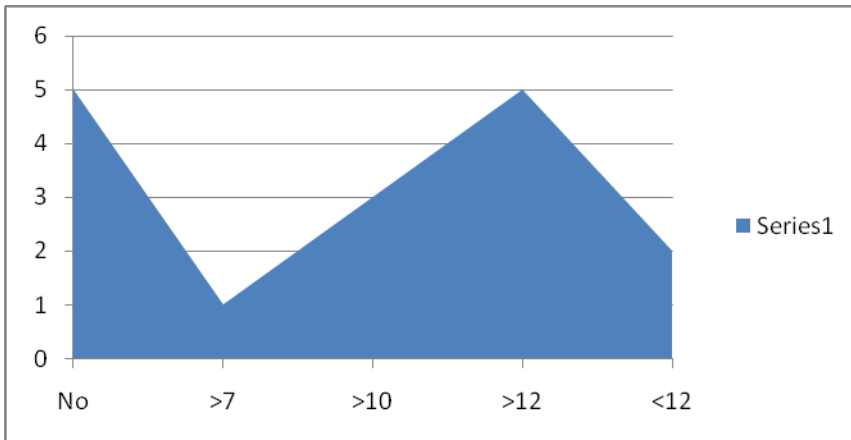
Lastly, is an official of the Department of Local Government and Housing in Limpopo. She is an Administrative officer: Subsidy administration dept of local government and housing, her responsibilities are filling in of application forms for RDP houses, registering and verification of application forms with municipalities on the provision of houses and providing developers with status reports on beneficiaries. She has been with the department since 2006.

**FIG: 4.4 diagrammatical expressions of the profile of beneficiaries**

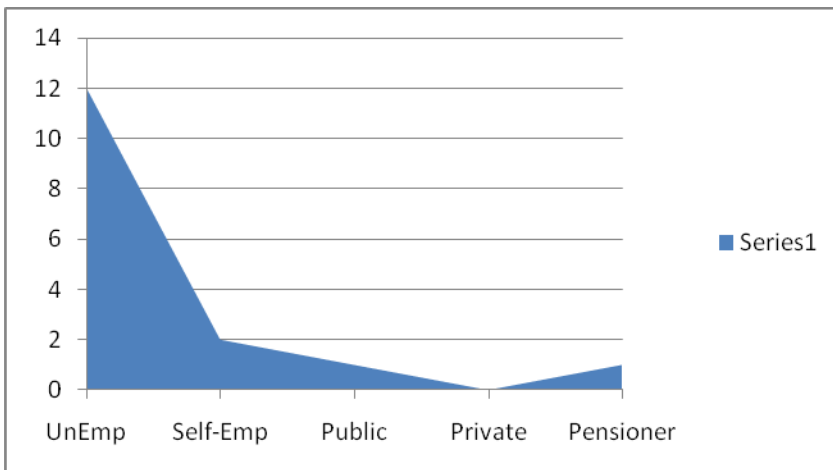
**Age**



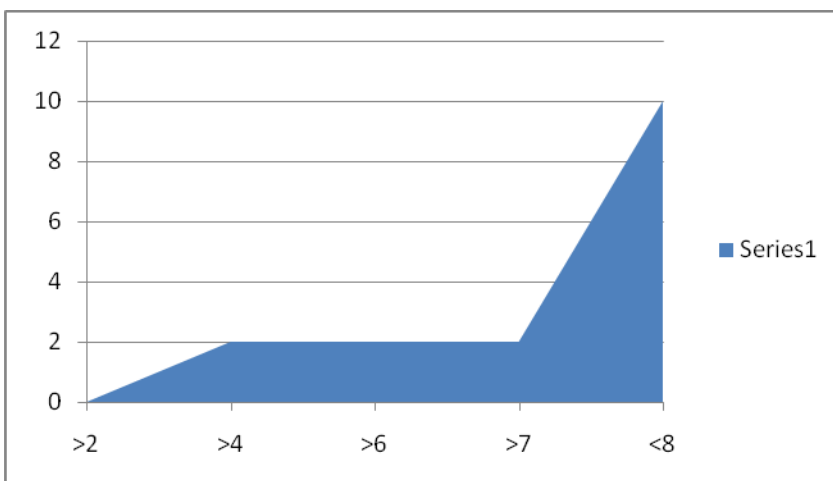
### Educational Background



### Employment Status



### Period of stay(Years)



## **Total Number of participants**

Male: 5

Female: 11

When analysing the information, using a thematic content analysis, similar answers and expressions are categorised into relevant themes. The researcher then attempted to discuss the relevant themes in paragraphs that follow below.

### **a) Qualifying beneficiaries**

This study reveals that women benefited more than men, this can be misleading to a certain extent. The obvious and direct interpretation can be that government considers women more than men, while the truth might be that, what the beneficiaries, potential beneficiaries and government officials say about who is qualifying to be a beneficiary is the same and depicts that women are more vulnerable, unemployed in their majorities and have dependants hence a high number of women qualifies to be beneficiaries. All the participants indicated that to qualify for an RDP house, one has to be a South African citizen with a valid identification document, a proof of having one or more children by a copy of a birth certificate and should be unemployed or employed with a salary not exceeding R1000.00, although the officials, either of the municipality or departments, differ with beneficiaries on the salary threshold. The officials add pensioners and say a salary of that individual should not exceed R3500.00 and that a person should be of sound mind and are not of less than eighteen (18) years of age.

### **b) Causes of unoccupied houses**

The municipal officials have confirmed that the result of their verification indicates that nineteen (19) houses are unoccupied. They indicated that most of

the applicants in Gravelotte were there because they were working for JCI mine, some lost their jobs and went back to their places of origin before the houses were completed (this applies to the 1998 project) and they could not be found during allocation. Some occupied their houses but when they got retrenched, they went back home to their places of origin and left the houses vacant, while some died and no immediate family members came to claim the houses.

The beneficiaries agree with death, retracement, retirements and loss of jobs as causes of unoccupied houses but also alleged that there has been lot of corrupt tendencies practised by ward councillors. The allegations indicated that the former councillors who facilitated the 1998 and 2004 project replaced some of the beneficiaries with their own friends and that people were made to pay for the RDP houses. They further alleged that the present councillor refuses to put those that are in the waiting list in to the empty houses except if you agree to pay a monthly rent.

They further went to indicate that even those that are in the waiting list, are only allowed to register only if they are not one of the people who criticize the councillor during ward meetings and Imbizo's.

#### **4.5 Implementation of Housing Delivery Programme**

It is generally viewed as a programme that is moving, but very slow. The period between making an application and the building of houses is of serious concern to the people of Gravelotte. They raised a concern that people who made applications in 2008, have not yet received houses and a number of issues were raised as challenges.

#### **4.5.1 Challenges facing beneficiaries and potential beneficiaries in Gravelotte**

##### **a) Poor quality of the houses in Gravelotte**

All beneficiaries raised poor quality of the houses as a serious concern and a threat to their lives. The 1998 project delivered houses which were not partitioned or divided inside to allow privacy in the different rooms. The houses are characterised by cracks and falling of cement dust daily. The average response to a question that dealt with the participants assessing of quality of those houses did not go beyond zero which represented very poor in the rating of zero to five. The 2004 project delivered leaking walls, dropping of cement dust and cracks walls houses.

##### **b) Poor communication between council/Councillor and the beneficiaries/community**

The participants in the Gravelotte did not indicate any knowledge of how the municipality and the department allocate houses and why should people wait for a year or more after making an application. There is a clear lack of knowledge as what will happen to the houses which are unoccupied while their expectation is that are in the waiting list should at least be reduced by availing the empty houses to them.

##### **c) Unemployment and low economic levels**

The majority of beneficiaries in Gravelotte do not work or they are employed as general workers, which makes it impossible for them to change the status of their houses. The toilets in many of the houses are not in good condition, cracked walls, unpartitioned rooms, but they can't fix the situation since they don't have any income or the income is very low. It is worse for those whose income is little above the threshold of an indigent since they are expected to pay municipal services while the difference between the indigent household and non-indigent is

in some cases a fifty rand. Most the participants are still expecting government to come and fix these problems since they are caused by poor workmanship and the fact that they are indigent and cannot afford the cost of fixing these problems.

#### **4.5.2 Challenges facing the municipality**

##### **a) Migrant workers in Gravelotte**

Originally Gravelotte had people who worked as domestic workers in the few white households and farms or in the few shops which are there. The people used to stay in the hostel, next to the railway line, which has been built by Department of Public Works and in shacks along the railway line. The mine workers who worked for JCI mine had their houses and hostels inside the mine territory. These are some of the people who also had interest of living in the RDP section, since the inception of the 1998 project.

When migrant workers get expelled, die, retrenched or reach pensionable age, they move back to their places of origin, mostly out of Ba-Phalaborwa municipality jurisdiction and leave the houses, locked but unoccupied or rent them out to other people and some do submit keys back and say they are leaving for good. It is a challenge to trace the owners.

##### **b) Policy provision**

The municipality does not have housing provision function. The budget for housing programme is allocated from National Department of Housing (now called Human Settlement) to the provincial Department of local Government and Housing. The municipality does not have powers to approve the beneficiaries or to appoint service providers, but the powers are within the Department's function of housing provision. The municipality does not determine how many people will benefit from approved beneficiaries in a given financial year. The municipality

responsibility is to facilitate the process of getting beneficiaries to fill in the application forms and to communicate the outcome, yet the responsibility to respond and explain beneficiaries queries and complaints lies with the municipality. The municipality also indicates that the process of tracing disappeared beneficiaries and getting them to be deregistered to allow a new registration is a nightmare. It takes forever.

**c) Monitoring implementation and quality performance**

It is a concern to the municipality that whatever is communicated upon approval of the beneficiaries by the department gets changed when time of implementation comes when it come to the number of approved beneficiaries against number of housing units given to a municipality in a given financial year.

Since the appointment of service providers/Contractors is done by the department, the municipality indicates that it is almost impossible for them to monitor quality of the houses since they don't enter into any contract or performance agreement with developers but the department does and in most cases physical inspection during construction is not done hence, the poor workmanship.

**4.5.3 Challenges facing the Department of Local Government and Housing**

**a) Poor monitoring by contractor**

It has been indicated by the officials from the department and the municipality that service providers who get appointed as contractors for the RDP houses in Gravelotte do not display any monitoring capacity during the implementation phase. The contractors qualify/meet criteria to be appointed but when it comes to practical performance on the projects they deliver shoddy work. This is also an indication that the affirmative action or BEE policy has weaknesses which impact negatively on the housing delivery programme.

#### **b) Poor quality houses**

It is generally raised by officials that lack of monitoring by contractors and the department create room for shoddy work by contractors. The community of Gravelotte just like any community is not aware of their monitoring role. Some of the activities that they raised that they witnessed contribute to the poor quality of the houses. For an example selling of cement meant for construction makes it impossible for the builders to have strong and quality since the walls get built by a less amount of cement than what it is required. Members of the community buy the cement unconscious of the fact that the product will be of poor quality. It can be linked then to corrupt activities and then suggestion is that corrupt activities contribute to poor quality houses.

#### **c) Incomplete houses**

In Gravelotte all the participants and officials indicated that the 1998 project delivered houses which are unpartitioned. It is only the toilets which are demarcated from the rest of the portion. It is not clear whether the scope of work includes partitioning walls or not. No one in the department has information as whether the scope included or excluded partitioning. There are no houses either the 1998 project or 2004 project which were abandoned incomplete like it has happened in other areas of Ba-Phalaborwa Municipality.

### **4.6 Interpretation of Data**

The people who are in the beneficiary list of Gravelotte are either staying in shacks in their own sites at the very section, some are staying with their parents while some are staying in RDP houses which do not belong to them, while waiting for their houses. There is no one among those who are staying on their own site who indicated willingness to occupy the old houses whose owners are nowhere to be found. The reason seems to be that they are already sentimental about their site since some planted trees and grass



around their shacks. Those who stay with their parents or in houses which belong to their relatives, showed a great willingness to occupy the unoccupied houses and this is the group that alleged that there is reluctance on the part of the councillor to process the re-allocation of unoccupied houses to new beneficiaries.

The beneficiaries of the houses built in 1998 believe that the houses were supposed to have been divided inside into different rooms before handing them over to the beneficiaries. It is a common belief for this group that the contractor and the ward councillor had a relationship that deprived them of quality houses. They link poor quality with corruption, while over and above acknowledging that migrant working status and death cause houses to be left vacant. They also link the non-action or effort to re-allocate the houses on the part of the councillor with corruption.

The beneficiaries for the houses built in 2004 link poor quality houses with corruption. Among This group of beneficiaries are convinced that government pay contractors money to deliver quality houses but contractors use little money for the project in order to share more with councillors.

The level of education among the residents of RDP section in Gravelotte is very low, it impede on the understanding of processes that are involved in the whole question of applying, verification, approval and actual building of the houses. Residents mostly put every blame on the councillor, believe powers to apply verify, approved and built quality houses rest with the councillor, Communication and education on matter and processes involving housing delivery is weak, even people who are uneducated, if they are engaged and be given reports on progress and challenges they can learn and a level of trust between the residents and the councillor or municipality can be improved since it has been displayed as a missing link.

## **4.7 Conclusion**

The Department of Local Government and Housing, the Municipality and Councillors have a task to dispel of the myth or mistrust which has been created in Gravelotte with regards to the two (2) RDP projects.

## CHAPTER 5

### CONCLUSIONS, RECOMMENDATIONS AND IMPLICATIONS

#### 5.1 Conclusions

Burgoyne (2008) has identified urbanization and population growth as a factor that compounds the housing challenge in Africa and Asia. The situation in Gravelotte seems to be much affected by urbanization than population growth. Urbanization is associated with migration into urban centres for job opportunities and better life. Almost all the participants during the study reiterated that in Gravelotte they had empty houses, either with an owner who has been retrenched, reached pensionable age or dismissed from the mine and went back to their original places of stay in other areas within and outside the Ba-Phalaborwa jurisdiction and leaving the house empty and locked. Secondly some die and get buried in their original places and no relatives come to claim the house hence the houses remain unoccupied, locked or unlocked but registered under the names of an owner who is not traceable.

Another dimension of the problem is that there were people staying in squalor conditions in Gravelotte (see Annexure C). The majority of the participants reiterated that the majority of them could not afford to independently provide for their own housing needs, which has also been acknowledged by Burgoyne, (2008) since some have already benefited where they originally came from and only came to Gravelotte to seek job opportunities. They found themselves in shacks whereas there were those who were in the waiting list; waiting for the house to be approved by the Department of Local Government and Housing or waiting for the house to be constructed.

Many of them raised issues of corruption and/or favouritism to be contributing factors to the slow delivery programme as well as the failure of Government to resolve the issue of poor quality houses and empty houses that had been standing empty for years since they were left by the beneficiaries.

It apparent that there are challenges facing the housing delivery programme in Gravelotte. Although they are not many, these challenges still have a negative impact on the national vision on sustainable National Housing Development Programme. The Department on Human Settlement, the Department of Local Government and Housing and municipalities should coordinate and find a solution to the problems in Gravelotte or else the efforts made to provide shelter and human rights will continue to be undermined.

The RDP section of Gravelotte in Ba-Phalaborwa municipality received two (2) RDP housing projects, yet it is embroiled in a lot of dissatisfaction by beneficiaries. The question which dominated the mind of the researcher is whether the two projects met people's expectations or not? If yes why are there a lot of complaints some of which are most equal to disgust? If no, who were the beneficiaries and was the actual product and process communicated to the people? It has been established that every question has a negative and affirmative response. Houses are being delivered but not at the expected rate. Houses are being built but the quality is not satisfactory to the beneficiaries. Beneficiaries are to a certain extent involved and informed about processes but the information is minimal and leave them to use their opinions as facts. A lot has been done in Gravelotte and a lot more still needs to be done and the powers and functions of policy need a total overhaul.

## **5.2 Recommendations**

### **a) Unoccupied RDP houses in Gravelotte**

The residents/beneficiaries in the waiting list might see reallocation as a quick solution to their need. Secondly any government service's objective is to change the lives of the people positively and in Gravelotte, Government has spent money on the construction of those houses and each house should contribute to the provision of shelter to the people as required by the constitution and the empty ones in Gravelotte are not doing that. It is important that the municipality work with the Department of Local Government and Housing to find a solution on

unoccupied houses and the issues of poor quality houses. It is therefore recommended that:

- i. The municipality does verification and take stock of unoccupied houses;
- ii. Involve the community in getting more information;
- iii. The municipality submit an audit report in this matter to the department;
- iv. The municipality publish the information and call for initial beneficiaries to come forth and put time frames on the media; and
- v. The municipality requests the department to deregister those beneficiaries who would not come forth after the lapse of the time frames. Those who will come and indicate that they no longer need the houses should produce the affidavit of the initial beneficiary to support the claim to avoid further allegation of corruption and the house be allocated to new beneficiaries from the approved waiting list (more especially those that are ready to accept the offer and abandon the waiting exercise).

**b) Poor quality houses**

There are two (2) RDP housing projects that have been implemented in Gravelotte so far. All of them have problems that cause dissatisfaction among the people. The municipality should work with the department and the beneficiaries to try and find a solution to the present situation. The study therefore recommends that:

- i. The municipality does an audit of the number and nature of problems for both projects involving beneficiaries in the process;
- ii. The municipality approaches the Department of Local Government and Housing with the estimated costing for addressing the problems;

- iii. The Department of Local Government and Housing tries to secure funding for addressing the problems within its allocation disaster and unblocks the blocked project funding;
- iv. The Department appoints a contractor with a clean and quality track record in the housing/building to sort out the problem of partitioning and leaking walls once and for all; and
- v. For further delivery of quality houses in Gravelotte and any part of the province, the municipality removes from their database of contractors any contractor who had delivered shoddy work.

**c) Policy provision on powers and functions**

All sector departments of government have powers and functions to execute through the delivery of a certain service to the people. It is common knowledge that all other spheres of government implement and execute their duties within a municipal jurisdiction and that council (Local municipality) is the only government close to the people. On daily basis through ward councillors and ward committees they are in touch with the actual problems on the ground and close to reality, therefore more powers and functions that deal with basic needs of the people should be allocated closer to these people to allow for quick resolutions of problems and avoiding red tapes since functions and powers go with budgets. The study therefore recommends that:

Powers and functions on housing provision be devolved to local municipalities to register, verify, approve beneficiaries and appoint contractors to build the houses

**d) Monitoring quality and performance on housing provision for the future**

The municipality through its directorate planning and development with the assistance of the provincial department as the custodian of government properties should work together to built monitoring capacity and systems at a local level.

The municipality should involve communities in heralding more forces for monitoring tendencies and practices that contribute negatively on the quality of houses. This study therefore recommends that:

- i. Strong monitoring systems for quality performance are established at local level;
- ii. Awareness and educational programmes for capacitating communities in reporting corrupt tendencies on the ground are put in place;
- iii. Ownership attitude and approach in the community is built;
- iv. The reporting system on quality performance to budget allocation sphere/department be put in place and be done regularly.

### **5.3 Implications**

With regard to the first recommendation, the municipality will need more or intensified monitoring to ensure that a field work on verification is not done for compliance. Dedicated staff/personnel to deal with this project might be an only option, which might have implications into the staff establishment or the routine work of some individuals. Secondly the municipality needs to intensify interaction with the department, in order to fast track the deregistration which also involves the national database and that implies that there should be cooperation and team work for all the parties involved.

On poor quality houses, the municipality and the department need to cooperate closely with each other, not undermining the role and feedback by the beneficiaries. Close and intensified monitoring by engineers is of paramount importance and appointing contractors with proven track record as a point of departure. The funding model should also be looked at from the point of view of quality versus quantity, which might mean adequate funding for the Housing Department.

There is a need for a paradigm shift of policy on powers and function with regard to housing provision. Devolving the powers and function to local municipalities might mean adding more responsibilities which might result in change of organizational structure, but

the gains of having the function where it can be closely monitored might be a better option.

Lastly, if all the recommendations can be implemented, in the first year we might see a slower pace on housing programme implementation, because change of policy requires capacity building and preparations which might impact negatively on the actual construction; but after a year of training, communication and piloting, there can be a more workable plan, deliverable goals and a positive impact on the lives of the people of Gravelotte.



# APPENDIX A

## RESEARCH QUESTIONNAIRE

Implementation of Government Housing Programme Housing in the Gravelotte Area of Ba-Phalaborwa Municipality

The questionnaire is designed to acquire facts on the causes of dissatisfaction about the RDP houses and the waiting list when there are empty RDP houses.

The interview may last for 45 minutes relax and be free to ask questions in relation to the interview.

<b>A. Beneficiaries and potential beneficiaries</b>
---

1. Which language do you prefer to use for the purposes of the interview?

.....

2. With regards to formal Education in which category are you?

- a) No formal education
- b) Below grade 7
- c) Below grade 10
- d) Below grade 12
- e) Grade 12 and above

3. How old are you?

- a) 20 yrs or below
- b) 30 yrs and below
- c) 35 yrs or below

- d) 40 yrs or below
- e) 45 yrs and above

4. What is your Employment status?

- a) Unemployed
- b) Self Employed
- c) Public servant
- d) Employed by private sector
- e) Pensioner

5. For how long have you been staying in Gravelotte?

- a) 2 yrs and Below
- b) 4 yrs and Below
- c) 6 yrs and Below
- d) 7 yrs and Below
- e) Above 8 yrs

6. How much did you know about the project at the time of its implementation?

.....

.....

.....

.....

7. Who communicated the message about the project and how was it communicated?

.....

.....

.....

.....

8. When was the project started?

.....

9. Did you know the developer?

Yes  No

10. What were the requirements for acquiring the house or getting into the list?

.....  
.....  
.....  
.....

11. How will you rate the progress made on housing delivery programme?

Very poor=0, 1=Poor, 2= Fair, 3=Good, 4=Very Good, 5=Excellent

- a) 0
- b) 1
- c) 2
- d) 3
- e) 4
- f) 5

12. How will you rate the quality of the RDP houses in Gravelotte?

- A) 0
- B) 1
- C) 2
- D) 3
- E) 4

F) 5

13. Was the ward councilor involved in the project,

Yes  No

If Yes, in which manner?

.....  
.....  
.....  
.....

14. What do you think is the cause of unoccupied RDP houses when we have a waiting list and people who live in shacks in Gravelotte?

.....  
.....  
.....  
.....

**B. Municipal and Departmental officials**

1. What is your position in the institution?

.....  
.....

2. When did you start working for the institution?

.....  
.....

3. What are your responsibilities?

.....

.....  
.....  
.....

4. What are the roles of your institution in the housing provision programme?

.....  
.....  
.....  
.....

5. What criteria are used to select qualifying beneficiaries?

.....  
.....  
.....  
.....

6. How does your institution communicate with beneficiaries?

.....  
.....  
.....  
.....

7. What do you know about the unoccupied RDP houses in Gravelotte?

.....  
.....  
.....  
.....

8. In your own view, did the project achieve its objectives?

a) Yes

b) No

9. How do you rate the quality of the houses?

a) Very poor

b) Poor

c) Fair

d) Good

e) Very Good

f) Excellent

10. What do you think is the cause of dissatisfaction among the residents of the RDP

Section in Gravelotte?

.....

.....

.....

.....

.....

## APPENDIX B

### UNIVERSITY OF LIMPOPO

#### Turfloop Campus

#### Faculty of Management and Law

#### Turfloop Graduate School of Leadership

PO Box 759

Fauna Park

0787

SOUTH AFRICA

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Website: [www.ul.ac.za](http://www.ul.ac.za)



23 July 2010

TO WHOM IT MAY CONCERN

Dear Sir/Madam

RE: RESEARCH FOR MPA MINI-DISSERTATION

**Mrs. G.D Mnisi-Mudunungu (9023092)** is registered as an MPA student in our School. In partial fulfillment of the requirements of the degree, student is currently preparing her mini-dissertation.

We therefore kindly request you to assist **Mrs. Mnisi-Mudunungu** with regard to her research. She will be gathering secondary data as well as conducting interviews on her topic which is:

**“Implementation of Government Housing Delivery Programme in the Gravelotte Area of Ba-Phalaborwa Municipality, Limpopo Province**

Your assistance to the student will be very much appreciated.

Thank you

**Dr Schutte**

Programme Manager

MPA Programme



## APPENDIX C



*Finding Solutions for Africa*



06 Weaver Avenue

Box 1043

Phalaborwa

1390

12 July 2010

The Municipal Manager  
Ba-Phalaborwa Municipality  
P/Bag x1020  
Phalaborwa  
1390

Dear Madam

### **REQUEST FOR PERMISSION TO DO A RESEARCH IN GRAVELLOTTE AREA OF BA-PHALABORWA**

It has been noted with concerns that while government is busy with the implementation of housing programme, members of the community continue to live in the shacks, those who have benefitted complain during construction and after about the houses that they have received, a typical example is Gravelotte in your area.

In an endeavour to establish the causes of dissatisfaction in the RDP section, a questionnaire has been developed to assist the researcher in conducting a study. Targeted participants are the ward councillor, structures and beneficiaries as well as those that are on waiting list and or living in shacks and municipal officials in the housing section.


Appointment will be secured by the researcher. See the attached letter of confirmation from the University of Limpopo

Your cooperation will be highly appreciated

Yours Faithfully

Mnisi-Mudunungu Gloria Dzunisani

## APPENDIX D

	<b>BA-PHALABORWA MUNICIPALITY</b>	PRIVATE BAG X01020 PHALABORWA 1390 TELEPHONE (015) 780 6300 FAXIMILE (015) 781 0726 E-mail: phalamun@lancie.net
Ref: _____ Enquiries: _____ Your ref: _____	ALL CORRESPONDENCE TO BE ADDRESSED TO THE MUNICIPAL MANAGER	

12 July 2010

Mrs. Mnisi-Mudunungu  
06 Weaver Avenue  
Box 1043  
Phalaborwa  
1390

Madam

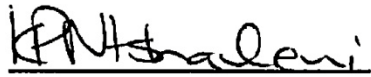
Re: Request to conduct a research in the Gravelotte Area of Ba-Phalaborwa Municipality

This serves to acknowledge receipt of your letter dated the 12<sup>th</sup> July 2010 requesting permission to conduct a scientific study on the topic “*Implementation of Government Housing Delivery Programme in the Gravelotte Area of Ba-Phalaborwa Municipality, Limpopo Province*”.

Noting the contribution that the results of the study will provide to the municipal area and the government of the day in improving the implementation of housing development through the provision of recommendations to address revealed challenges, permission is granted for conducting the envisaged study.

The ethical considerations and the code of ethics of the municipality should be duly adhered.

Regards

A handwritten signature in black ink, appearing to read 'KP Ntshavheni', is written over a horizontal line.

KP NTSHAVHENI  
MUNICIPAL MANAGER

## APPENDIX E

P.O BOX 1043

Phalaborwa

1390

23 July 2010

The HOD

Department of Local Government and Housing

Limpopo Province

ATT: Mr Clifford Motsepe

Request for a permission to do an interview with one of the employee of the Department for academic research purposes. I would want to do it on or before Wednesday 28 July 2010. My topic is Implementation of Government Housing Programme in the Gravelotte Area of Ba-Phalaborwa Municipality. See the attached letter from the institution.

Your assistance will be highly appreciated.

Mnisi-Mudunungu G.D

Contact numbers Tel: 015 780 6405

Cell : 074 104 0887

Fax : 015 781 7228

## APPENDIX F

Date: 23 July 2010

To whom it may concern

You are cordially invited into an interview to be conducted by Mrs G.D Mnisi-Mudunungu in your area. The research is conducted to establish the causes of dissatisfaction, empty RDP houses, and awaiting list so that recommendations can be sent to relevant authorities.

Date:

Time:

Venue:

Be assured that the participation is voluntary and you are free to decline the invitation or withdraw at any stage of the interaction. Your responses or information collected will be treated with confidentiality and cannot be availed to any person without your permission.

Your co-operation will be highly appreciated.

Yours faithfully

Mnisi-Mudunungu Gloria Dzunisani

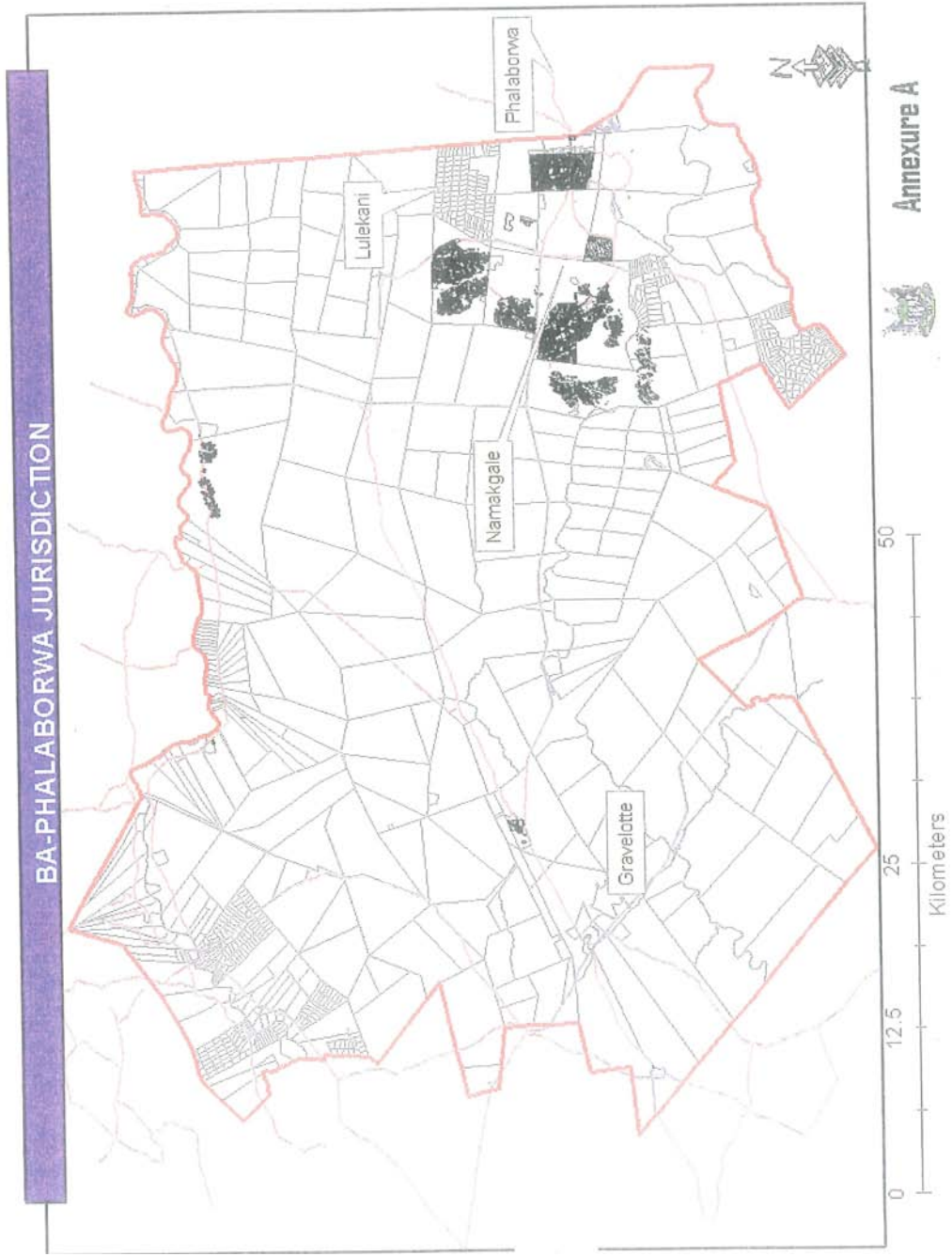
Contact numbers : 015 780 6405

Cell : 074 1040 887

Fax : 015 781 7228

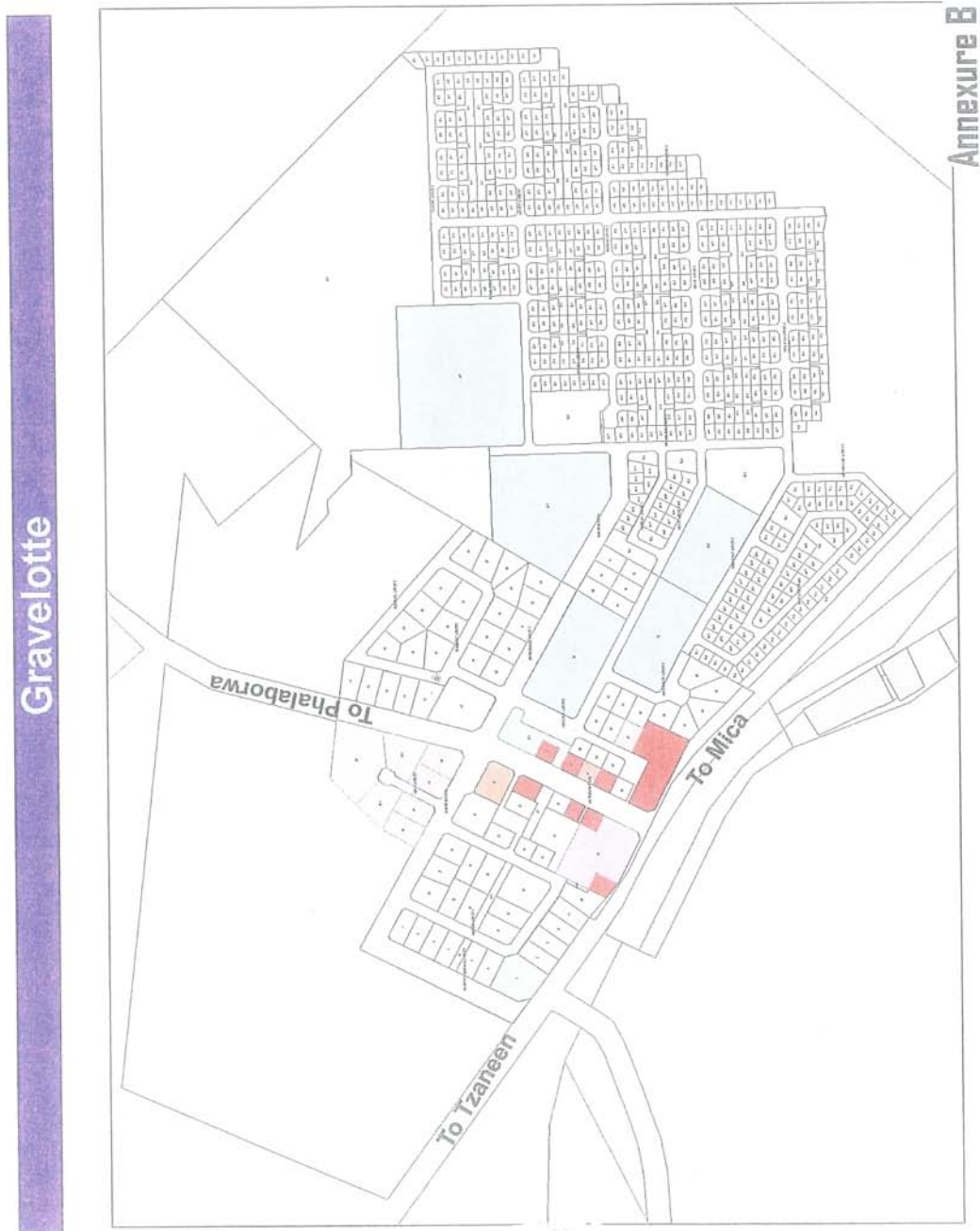
# ANNEXURE A

## Ba-Phalaborwa Map



# ANNEXURE B

## Gravelotte Map





## ANNEXURE C

### Examples of Houses in Gravelotte





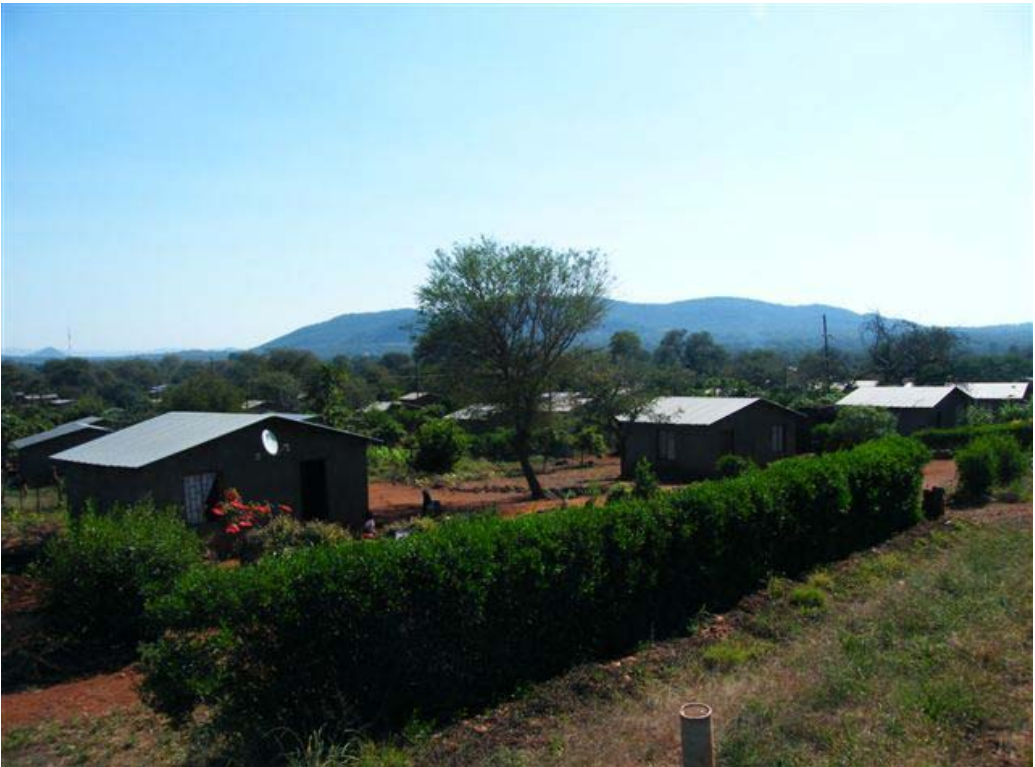














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