

**FACTORS CONTRIBUTING TO MISALLOCATION OF RDP- LOW COST  
HOUSES TO BENEFICIARIES AT NAMAKGALE IN MOPANI DISTRICT OF  
LIMPOPO PROVINCE**

**BY**

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## **ABSTRACT**

This study investigated and analysed the reasons and factors contributing to misallocation of low cost houses – also known as Reconstruction and Development Programme (RDP) house - at Namakgale in Limpopo Province. It particularly focused on a phenomenon that led to occupation of these houses by beneficiaries or occupants who do not have legal ownership documents and diversion from the government's original intention of targeting a specific list of beneficiaries who met a set criterion.

As part of the research, literature review was conducted and so was the field study where current occupants were interviewed. The findings of the study show a complex process of occupation. Apart from mismanagement of the process as an overriding factor, the majority of the current occupants were found to have inhabited the building sites before the houses were constructed. As a result, these groups of individuals felt more deserving of the houses than some of the legal owners who are not the present occupants. Given these complex housing allocation scenarios, the study concludes with a provision for practical steps that may be taken to ameliorate the housing challenges in the area and other comparable contexts.

## **DECLARATION**

I declare that this mini-dissertation report entitled, "Factors contributing to misallocation of RDP-low cost houses to beneficiaries at Namakgale in Mopani District of Limpopo Province" is my own work and that, to the best of my knowledge, it has not been conducted and submitted before any degree or examination in any other university and that all the resources I have used or quoted have been indicated and acknowledged as completed references.

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## Chapter 1

### 1.1. Background

It is the role of government and the state to provide goods and services that are related to the well being of its citizens. All these services and products are provided by public institutions.

When the new government of Mandela came to power in 1994, for the majority, it was like all problems would be solved. The new government made promises, and it was faced with the obligations to deliver/fulfil the promises. Top on the list of the obligations was housing, given the higher expectations raised during the elections and the ongoing political pressure on the side of government to address the housing backlog. The pressure also spilled to the housing delivery organisation/institutions to speedily begin to tow the line and deliver larger quantities of units to the most poor and deserving citizens who are at the lowest end of the market.

In reality, around that time when the new government came to power, the white population that constituted 20,8% of the South African population held 47,8% of the housing units as compared to 33% housing stock held by African South Africans who made up 63% of the South African population (Rust and Rubenstein, 1996).

The second reality is that South Africa experienced a rapid increase in the need for jobs, resulting in more people flocking to the industrialised and urbanised areas in search of jobs and access to other better social amenities. The small mining town of Phalaborwa, given its mining industries; namely, the Palabora Mining Company (PMC), FOSKOR, and JCI coupled with bigger companies like Sasol Nitro (previously known as Bosveld), Lepelle Northern, Water and the Kruger National Park (KNP)

supported by a range of retail and support services attracted a lot of people from all nearby municipalities and elsewhere.

It was in the eighties and early nineties when Namakgale, the township outside Phalaborwa, experienced serious influx and responded the need to grow. The new sections; i.e., Sections D and E, just mushroomed with people from all different places and some from the old Section A. Those who came from the older sections were people who have been staying as lodgers and sons and daughters from people in the old sections.

When the local administration could not cope with site allocation, people led by the civic just went and allocated themselves sites. Some building shacks and producing such structures inherent in them some constrains and so forth. This situation seems to have created the need for urgent housing delivery.

As envisaged in the Freedom Charter adopted more than five decades ago that there shall be houses, the new government immediately adopted the RDP as its overall government policy in an attempt to move along with the aspiration of the majority of the people who put it into power. Adopting the RDP provided additional pressure to the new government as the RDP endorsed a principle that all South Africans have a right to housing, making housing a human right and the government's first priority.

On the eve of the first racially inclusive democratic election in 1994, the ANC embarked on drafting its vision of how it would transform the country through the Reconstruction and Development Programme, or "RDP" (ANC, 1994). The central theme of the RDP's policy framework was the need to reduce the poverty afflicting a large share of the country's 40 million people, thereby redressing the inequalities and injustices of the past (Aliber, 2003).



This intervention was also necessitated by the fact that the new government faced a housing crisis with an estimated deficit of 1, 5 million housing units and an additional of 170 000 new units per year. Already at that time some 18 percent of the households or 7, 4 million people lived in informal settlements. This reality led to more comprehensive challenges of human habitat finding a place in the Reconstruction and Development Programme (1994), which was the first policy articulation of the new government (Tshitereke, 2009).

Between 1994 and 2000, the provincial governments provided more than 1million grants of R16 000 each to help poor communities and families build new houses. According to the former Minister of Housing Sankie Mathembi-Mahanyele, some 900, 000 units had been completed by mid 2000. This fell somewhat short of the original target under the Reconstruction and Development Programme (RDP) of 1million new houses by the end of 1999, but nevertheless the process has been "outstanding in international terms," as noted by Ms. Mathembi-Mahanyele (Harsch, 2001).

This research is focusing on the factors that contributed to the misallocation of low cost houses to beneficiaries of the first project in Namakgale, Mopani District, Limpopo Province of South Africa. The research was conducted within the qualitative approach. It was based on literature review, personal visits to the area of study and interviews with affected parties and mainly the current occupants of houses who are without legal ownership of house documents. Efforts to interview beneficiaries with legal ownership of the houses did not bear any fruit. However, also interviewed were the municipal officials and in particular the Housing and Settlement manager of the Ba-Phalaborwa Municipality. Some concepts are also defined and as the research unfolds more relevant concepts are defined when necessary.

## 1.2 Research problem

According to the Constitution of Republic of South Africa, Act 108 of 1996, it is the intention of the government to provide the poor with shelter, which is housing. In order to fulfil this objective, there are some procedures and criteria to be followed.

Consistent with the need to address the painful legacy of Apartheid's spatial human settlement policies and access to housing, the right of access to adequate housing was later enshrined in the Constitution. However, when the housing delivery programme was implemented some houses became occupied by certain people who were not the intended beneficiaries, and further some houses were built on sites already occupied by others, resulting in the previous occupants of the sites taking over the low cost houses. Consequently, the government's original intention to provide housing was undermined leaving a lot of people without shelter. It is therefore important to understand all variables that led to misallocation of housing and sites.

## 1.3 Research question

What are the factors that impacted on administration of allocation of RDP houses to the rightful beneficiaries and the current occupants at Namakgale in Phalaborwa, Mopani District Municipality of Limpopo Province?

### **Below are research questions which direct the investigation:**

To what extent did the administration of allocation of RDP houses impact on the rightful beneficiaries and current occupants, how did the **structures** involved in the administration allocate the houses to beneficiaries, how the legal beneficiaries got to have the houses in their names, but on sites already occupied by others, why were houses built

on sites already occupied by other people, how did the illegal occupants stay in RDP houses which were not in their names, what were the challenges faced by the administration during the allocation of RDP houses, what are the challenges currently faced by the legal owners not staying in the houses, and what are the challenges faced by the occupants staying in houses legally owned by other people.

#### **1. 4. Significance of the study**

The problem, as stated, suggests there was no proper administration in the allocation of low cost houses to beneficiaries. This research is therefore aimed at establishing the reasons for misallocation of houses, factors relevant to resolutions of existing problems and recommend mechanisms to be put in place for house allocations in future.

The findings of the study will be presented to the local municipality, the Ba-Phalaborwa Municipality, and the relevant provincial department in Limpopo Province. It is expected that the results will contribute to discussions on effective service delivery to government beneficiaries.

#### **1.5 Purpose of the study**

Based on the above realities, the purpose of the study was to find out the problems and the factors that influenced the allocation of the low cost houses to beneficiaries. Once established, these have to be isolated and mechanism be developed to deal with them. Identified solutions should be shared with the local municipality and the relevant provincial department to prevent similar situations from repeating themselves in future.

## 1.6 Research objectives

Flowing from the above, the following objectives will be pursued;

Analyze how the structures involved in allocation of low cost - RDP houses executed their work; establish all the factors which influenced allocation at that time; evaluate the extent to which the administration of allocation of low cost - RDP houses impact on the rightful beneficiaries and current occupants; gain a deeper understanding of the concrete conditions of rightful beneficiaries and the illegal occupants; investigate the challenges faced by the administration during the allocation; and propose recommendations or solutions to deal with both the existing and future problems.

## 1.7 Definition of concepts

Relevant and related concepts are defined below:

**Administration:** Anderson defines administration as the implementation, or that which is done to carry a law into effect. It is concerned with implementing the will of the state, with carrying out the decisions of the political branches (Anderson, 2003: 196). **Administration** is also related to the execution of government policies (Schwella, Burger, Fox and Muller, 1996).

**Public Administration:** refers to the subject discipline in which the phenomenon of public administration is studied. The phenomenon of public administration relates to the process by which the entire state apparatus is organised, administered, and controlled. Components of public administration include, inter alia, aspects relating to the restructuring, staffing, financing, and controlling of the public sector, as well as the formulation, implementation and reviewing of policy (Venter, 2001).

**Government:** government refers to the body or bodies responsible for governing the state. In South Africa these bodies would refer primarily to the political executive, namely, the President and his cabinet at the national level, and premiers and executive councils at the provincial level. In common usage, the term “government” is often used to refer to any part of the state and public administrative apparatus (Venter, 2001).

**Illegal occupants:** refers to the people currently occupying or staying in the houses while the houses are not in their names. These are those people who were found to be staying already on the sites when the RDP housing project was executed.

**Legal owners:** refers rightfully to those people who had applied for the houses and were allocated such houses, but the houses were built on sites where other people were already staying.

**RDP houses and low cost houses:** RDP refers to an integrated, coherent socio-economic policy framework. It seeks to mobilize all people and our country’s resources towards the final eradication of apartheid and the building of a democratic, non-racial and sexist future (RDP, 1994). The RDP houses refer to houses meant for the low income earners or households falling into certain income categories below the market. RDP houses, as a concept is quite often used interchangeably with low cost houses. They both refer to houses for the poor.

**Reconstruction and Development Programme:** The RDP is an integrated socio-economic policy framework (RDP, 1994:1). Harbison (1973: 3) defines RDP as a policy initiative that is based largely on the human development theory, which holds an effective way of achieving economic growth and development by investing in human beings (Liebenberg and steward, 1997).

According to Willing and Wooldridge, the RDP details an integrated approach to addressing development needs in South Africa (Fitzgerald, Mc Lennan and Munslow, 1997).

Ritchken further point out that the broad aim of the RDP is to address the socio – economic inequalities inherited from the apartheid state as a means of building a sustainable democracy and a unified nation (Fitzgerald et al, 1997).

**Popular participation:** Rahman (1993: 150) defines popular participation as “an active process in which the participants takes initiative and takes action that is stimulated by their own thinking and deliberation and over which they can exert effective control. Empowerment takes place within the context of learning, and it is a process in which knowledge is acquired by all people in the process of living” (cited in Liebenberg and Stewart, 1997: 125).

**Policy:** According to Anderson (2003:2), “**policy** is a relatively stable, purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern. It focuses on what is actually done instead of what is only proposed or intended and it differentiate a policy from a decision, which is essentially a choice among competing alternatives.

**Policy:** Wildavsky (in Ham and Hill, 1993: 14) points to another important facet of the definition, namely that “policy is a process as well as a product’. Policy pertain both courses of action and “webs of decisions”. In general usage, “**policy**” means the behaviour of an actor or actors, such as officials, government agencies or a legislature, in an area of activity such as the economy in general, land reform or education (Venter, 2001).

**Policy** is the product of policy-making and can be viewed as a plan of action to achieve a preferred outcome within the overall purpose of government. It also provides parameters within which government actions can take place.

Cloete F and Wissink H define **policy** as a statement of intent that specifies the basic principles to be pursued in attaining specific goals. That policy interprets the values of society and is usually embodied in the management of pertinent programmes and projects (Cloete and Wissink, 2000).

**Housing:** As captured in the National Housing Vision housing is defined as a variety of processes through which habitable, stable and sustainable public and private residential environments are for viable households and communities. The definition in itself recognises the fact 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 (White Paper of Department of Housing, 1994).

Bourne (1981: 13 -14) a leading authority on the subject of low cost housing makes the point that housing is a "physical entity, social artefact, an economic good, a capital stock, a status symbol, and at times a political "hot-potato" (Liebenberg and Steward, 1997).

That further as a process housing represents more than a simple economic activity but constitutes the foundation for the establishment of continuously improving public and private environments within which stable and productive communities can grow and prosper (The White Paper of Department of housing, 1994).

The housing process must be economically, fiscally, socially, financially, and politically sustainable in the long term (The White Paper of Department of Housing, 1994).

**Housing policy:** A housing policy is the statement of the government of the day as to how it is going to be involved in the provision of low-cost housing. Secondly, it is the financial commitment of the state as expressed in its annual budget. A housing policy must give clear indications of the objectives to be met, the resources and the time frames for delivery (Liebenberg and Steward, 1997).

A central element of government housing policy and strategy is the notion of creating an enabling environment whereby communities can play an active role in satisfying their own housing needs. Housing as a process is therefore seen as a major catalyst for economic activity in its broadest sense. It is aimed at involving both communities and the private sector in a way which facilitates skills transfer and economic empowerment (Rust and Rubenstein, 1996).

All the above definitions are important for this research.

## **1.8 Outline of the study**

### **Chapter 1: Introduction**

The chapter provides a brief background or context and an introduction of the study and states the research problem. This includes the justification of the study, the list of research questions, and the identified objectives.

### **Chapter 2: Literature review**

The chapter introduced the theoretical/conceptual framework that informs the study. All theories that relate to housing issues are



discussed, analyzed, and explained to show how they fit into the framework of the study. In this chapter, concepts and terminology used in the study are detailed.

The chapter explores the Housing Programme in South Africa. It focuses on the dimension of administration and allocation of RDP in South Africa in general and Namakgale in particular. This discussion forms the context on how the allocation of RDP houses were tried and reformulated. Of particular interest, the chapter provides a concrete discursive analysis on how the administration of RDP housing was constructed through legal framework. Documents such as the RDP policy Framework and housing legislations are therefore exploited extensively.

### **Chapter 3: Research methodology**

The chapter describes the research methodology that was carried out. In this chapter the population and the sampling strategy are described in detail. In addition, backgrounds of the demarcated sections are explained. The demarcated areas by providing the brief backgrounds of the sections identified.

### **Chapter 4: Data presentation, analysis and interpretation**

The chapter presents data analysis and interpretation of the data as understood within the scope of the research objectives.

### **Chapter 5: Conclusion, recommendations, and practical implications**

The chapter concludes with a summary of the findings obtained, both in terms of findings from the literature review and empirical research and provides recommendations and practical implications.

## **Chapter 2: Literature review**

### **2.1 Interim phase**

When the first democratically elected government of South Africa led by former President Nelson Mandela assumed power to govern in 1994, it inherited all the administrators of the apartheid regime. Under normal circumstances, this mass of bureaucrats had to be trained and re-oriented to enable them to change their mindset. Not only people were inherited but institutions, systems and procedures were also inherited. All these needed to be overhauled in order to be able to implement the objectives and programmes of the new government. Joe Slovo, the first housing minister, was tasked with the duty of leading the new government on its mission of housing the nation. And a “clear housing vision” was formulated by the restructuring of the sector, resulting in compilation of White Paper on Housing South Africa 1994 with the intention of housing the nation (Liebenberg and Steward, 1997).

During this interim phase, provision was made through a law that provided for the relationship between the Department of Housing and the National Housing Forum, which was established in 1992. The forum brought all the major stakeholders together in the housing sector to develop a new housing strategy and policy for the country. Representing the most inclusive process, policy developments were negotiated between the department of housing and the National Housing Forum (The White Paper of Department of Housing, 1994).

During the period of transitional political negotiation, the Housing Arrangement Act 155 of 1993 was passed after extensive engagements. The Act provided for the housing provision to proceed in the interim phase while future and detailed policy was being developed. It further provided for the establishment of a National Housing Board, which was

charged with the duty of advising government on issues of national policy and a further Regional Housing Boards in the four former provinces. Among others these were to adjudicate the allocation of fiscal resources to projects at the provincial level (The White Paper of Department of Housing, 1994).

Towards the last days of the apartheid regime and just before the democratic elections, the Housing Amendment Act 8 of 1994 was passed. This act replaced all the existing four Regional Housing Boards with nine Provincial Housing Boards (Liebenberg and Steward, 1997).

Just after the elections in May 1994, the Department of housing and the national housing forum agreed to the establishment of eight Joint Technical Committees tasked with the duty to provide all the necessary advice (The White Paper of Department of Housing, 1994).

## **2.2 New Policy developments**

The new South Africa housing policy is based on the fundamental understanding that housing is not only a right but also a basic need. This right to “have access to adequate housing” was first articulated in the ANC’s Reconstruction and Development Programme (RDP) in 1994. It is now entrenched in the 1996 Constitution of the Republic of South Africa. The Housing White Paper of 1994 provides a more precise interpretation of the concept “adequate housing” through its vision of, “viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities as well as health, educational and social amenities, within all South Africans will have access to; a permanent residential structure and with secure tenure, ensuring privacy and providing adequate protection against the elements; and potable water, adequate sanitary including waste disposal and domestic electricity supply ”(Huchzermeyer, 2001:305).

The new housing policy was announced in 1994 and soon after that the government's principal financial and administrative mechanism a capital subsidy was introduced (Jenkins, 1999).

Pursuant to the policy and as an integral part the new government set itself a target of delivering one million low cost houses in five years. The first subsidy mechanism to be implemented and the mechanism with the most delivery to date is based on projects with community partners – called the project-linked subsidy (Jenkins, 1999).

Caught up in the battle of major political, economical, social and institutional paralysis and transition, new Housing boards were created at the national and provincial spheres to administer the subsidies (Jenkins, 1999). There emerged a struggle between the central and provincial governments for control of the boards, a struggle which was eventually won by the provincial governments (Liebenberg and Stewart, 1997).

The situation of inadequate housing is mainly a product of the apartheid governments, careful and systematic material deprivation of the poor majority citizens of the country. The deprivation and the inequalities remain deeply and critically embedded in the socio - economic fabric of the society. For example in 2009, three out of ten urban households lived in informal settlements or inadequate housing. The ANC led government has since 1994 introduced comprehensive programmes which target the poor in an attempt to restore their dignity and hope and create sustainable opportunities for economic activities. In line with this desire to redress the material deprivation of the poor masses, the governments' reconstruction programmes which include the provision of adequate housing were reinforced by effective constitutional and legislative guarantees (Tshitereke, 2009).

The problem of access to adequate shelter or housing is not only unique to South Africa. Globally the United Nations Human Settlement Programme estimates that "more than 50 per cent of urban populations in the poorest countries live below poverty line, resulting in hugely unequal access to adequate housing. There are about one billion slum dwellers in the world, and the vast majority of these, more than 930 million, live in the developing countries and constitute 42 percent of the urban population. The proportion of these urban slums reaches approximately 72 percent in Sub-Sahara Africa where it is estimated to be 59 per cent in Southern Africa (Tshitereke, 2009).

Tshitereke (2009) further argues that the Millennium Development Goals adopted by the United Nations member states in 2000 set targets related to the improvement of living conditions and environmental sustainability. Section 26 of the Constitution of the Republic of South Africa requires the state to address the needs of the most vulnerable members of the society and measures put in place to realise the right to adequate housing can only be considered reasonable if, at a very minimum, they are capable of providing relief to those in desperate need. The new Housing Policy that emerged from the multi-party negotiations has been implemented through the Housing Act of 1997, which repealed, incorporated and amended 35 separate pieces of legislation (Tshitereke, 2009).

The Housing Act of 1997 which defines housing development within the context of constitutional responsibilities of the three spheres of government came into effect in April 1998. It prescribes policy and principles and further attempts to restructure housing institutions and policy (Luiz, 2002).

## 2.2.1 A summary of the housing policy

Defining housing: levels of analysis

The policy provides housing levels and also does attempt to define what housing means at the different levels.

<b>Levels of analysis</b>	<b>Definitions</b>
Macro-level or state	Housing is an instrument for economic growth and political stability.
Intermediate level or community	Housing is an instrument for the provision of infrastructure, service delivery, and community building and neighbourhood creation.
Micro-level or individual	Housing is an instrument for family livelihood, protection, personal investment and resting

(Liebenberg and steward, 1997: 150)

This research is focusing on the provision of housing at the lowest level of beneficiaries of which are the poor and in dire need of housing. That is, the micro level. When the project in Namakgale was implemented, people thought that their problems were all gone. Thus, people thought that their dreams have come true; their problem regarding housing is solved. However, little did they know that it will leave behind a trail of social and psychological problems.

### **2.2.2 Who qualifies for a housing subsidy?**

In order to promote fairness, equity and transparency, the government has laid down the following conditions for receiving housing subsidies:

The total household income must not exceed R3500 per month; the applicant must be in the process of acquiring fixed residential property for the first time; the applicant must be single person with dependants or persons living with a partner; and applicants must be South Africans citizens or foreigners with permanent residence permit and applicants must be 21 years old or older, or married in terms of civil law or customary law (Liebenberg and Steward, 1997).

The government allocates housing subsidies to poor households with an income less than R 1500-R 3000 a month. The maximum amount of the subsidy is R 16 000 and it decreases as the level of income increases. The subsidy can be utilised to achieve single home ownership. In reality, however, most people receiving this subsidy are not able to access bank loans to top up the R 16 000 because of high interest rates and the stringent qualification criteria of the banks, such as having secure regular employment (Cheru, 2001).

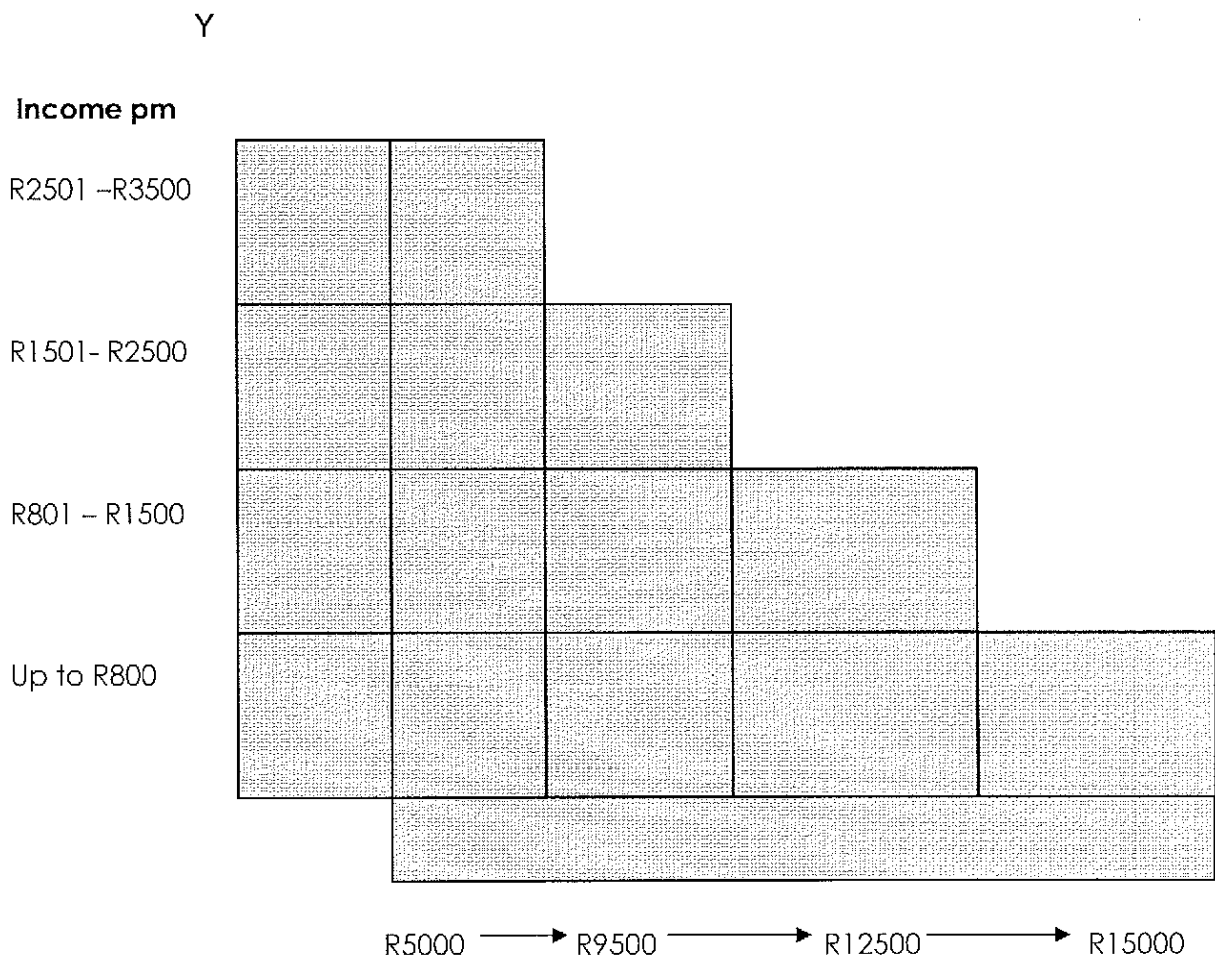
Subsidies are also available to builders in projects controlled by provincial committees. This is designed to entice builders into social housing projects, which they are unlikely to otherwise undertake. Yet fewer than 20% of houses built under the subsidy scheme were linked to the R 16 000 subsidy scheme for individuals (Department of Housing, 1996). Given the cost of administering a large portfolio of small loans, it should not be surprising that the banks do not favour low income mortgages. As profit-orientated companies, their rate of return is much

higher when they service fewer, larger loans. Cheru (2001) argues that in the light of this, a mechanism such as a Community Reinvestment Act is needed to compel banks to make available loans to low-income customers.

The above explained criteria and policy admit a wide variety of people, which demonstrates the government’s commitment to inclusiveness.

There were two significant policy shifts under the Mandela’s administration. Firstly, Mandela’s government acknowledges both civil and customary marriage in the subsidy criteria and secondly, it does not discriminate against people who are living together, and who have a need for state assistance (Liebenberg and Steward, 1997).

**Income and subsidy levels**



(Liebenberg and Steward, 1997)



Liebenberg and Steward (1997:155) further outlines the key policy developments under Mandela government as 'the formulation of clear housing goal with specific targets and timeframes; recognition that housing is a basic human right and that people centred development is central, that particular attention will be devoted to special homeless groups in society; the groups include youth, disabled, and the elderly, these groups should receive special attention because public policy normally ignores these important segments of society'.

### **2.3 Other policy developments**

The above policies continued to be improved until when the Housing Act 107 of 1997 was passed (Liebenberg and Steward, 1997). Being the anchor legislation, the Act repealed several other pieces of legislations (Housing Act 107 of 1997). The purpose of the Act is to facilitate the provisioning of a sustainable housing development process. The Act lays down the general principles applicable to housing development in all spheres of government and defines the functions of these spheres.

In the administration of any matter relating to housing development, all the spheres of government must respect, protect, promote and fulfil the right of the Bill of Rights as entrenched in Chapter 2 of the Constitution, Sec2(1)(h). By so doing, this act acknowledged and made into law the right to housing (Housing Act 107 of 1997).

Thus the act became fairly in line with Section 2.5.4 of the RDP which endorses the principle that all South Africans have a right to a secure place in which to live in peace and dignity. Housing being a human right became one of the RDP's first priorities to provide for the homeless and those in need (The RDP 1994). It appears that this first batch of houses was the first gift of freedom to the majority of the poor people.

## **2.4 Slow performance and non delivery**

Non-delivery of housing was experienced quiet early in the new democratic government and the second Housing Minister after Slovo, Minister Sanki Mthembu–Nkondo was able to realise some of the reasons being time taken to establish institutional frameworks and the need to democratize public institutions involved. These involved time consuming legal processes.

Dissemination of information to the public was not only costly, but also time consuming. Moreover, the bureaucrats at the different levels of government had it difficult to explain the implementation manuals. The lack of management skills on the side of the bureaucrats also contributed to the slow and poor performance (Liebenberg and Steward, 1997).

Beside duplications and inadequate policy approaches, the lack of overall housing strategy, inadequate definition of roles and responsibilities of role players in the housing sector, as well as the lack of a coherent overall housing strategy have contributed to the present confusion and break-down of delivery. And further multiplicity and duplication of legislation governing land services do further compound the problem.

A lot of papers have been written and delivered in conferences, and many more research work was conducted on housing. Most of these papers never made any reference to the allocation to rightful beneficiaries, those approved and deserving to be housed. The majority of existing work focused on the sizes, quality and pricing; that is, the cost structure. According to the Freedom Charter as adopted at the Congress of the People, Kliptown on the 26<sup>th</sup> of June 1955 Clause number 9 'there shall be houses, security and comfort' argues that 'all people

shall have the right to live where they choose, be decently housed, and to bring up their families in comfort and security'(Freedom charter, 1955).

In accordance with the Constitution as contained in the Bill of rights, section 26 entrenches the right of everyone to have access to adequate housing and that the state must make reasonable legislative and other measures, within its available resources to achieve the progressive realisation of the right (The Constitution of South Africa Act 108 of 1996).

Just as it was envisaged in the Freedom Charter many decades ago, when the new ANC led government assumed office in 1994 it immediately adopted the RDP as its policy. The document is a product of several interactions of civil society organisation, mass democratic organisation led by the ANC, and its alliance partners. Significant to this research is one of the five key policy programmes. The Reconstruction and Development Programme argues that among the government priorities is to meet the basic needs; namely, jobs, land, housing water, electricity, telecommunication, transport, a clean and healthy environment, nutrition, health care, and social welfare are the first priorities' (RDP, 1994).

Through this programme government set itself a target where it envisages to have built 'over one million houses in the next five years' (RDP, 1994). Key to this development process as per the RDP policy (1994:22) is that our people should be involved in these programmes by being made part of the decision-making on where infrastructure is located, by being employed in its construction and by being empowered to manage and administer these large scale programmes.

Much contrary to what was the wish of Joe Slovo, the rapid development of RDP vision was extremely difficult to achieve as it implicitly required a policy and institutional commitment to a more coordinated, integrated,

and cooperative governance approach. At the same time, the new political incumbents were wrestling control of government machinery and mastering sectoral beliefs.

Unsurprisingly, delivery of specific RDP development products was slow as Munslow in Fitzgerald (1997) argues that the newly appointed national and provincial ministers came to terms with being in government rather than opposing and an old creak public service system began to adjust to the major sea-change of majority rule (Fitzgerald, Mc Lennan and Munslow, 1997).

The provision of housing affects the welfare of people either directly or indirectly. Budgetary allocation for low cost housing, which is an obligation of government as entrenched in the Constitution, is aimed at ensuring the well being of the poor masses. This well being should be continuous, and thus one could sufficiently argue that the welfare of the legal owners of the houses have not been addressed and similarly the welfare of those currently occupying the houses has been extremely affected (Mulok and Kogid, 2008).

They are staying in the houses without any security of tenure. They feel more secured day by day. While they are daily tortured by the realities of absence of ownership, they become even more psychologically affected when they learn their neighbours are about to be evicted by one legal owner, that so and so owner of the house had visited or approached them in one way or the other. These occupants who have been staying there since around 1998 are tired of the situation and want their problem resolved once and for all. These people are socially not happy and will obvious remain not happy until the problem has become a history to them. Mulok and Kogid (2008) argue that low cost housing plays an important role in development process of tackling social issues.

Borrowing from Abraham Maslow's hierarchy theory of human needs, shelter is one of the most important needs on the hierarchy which needs to be among the first to be fulfilled. Thus, a house addresses the need of subsistence by offering shelter. Therefore access to adequate housing as provided for in the Constitution is a vital requirement for stable and sustainable family units without which people become susceptible from innumerable socio-economic and cultural vulnerabilities. The above submission elevates the provision and access to housing as an important catalyst for development and the primary requirement for sustainable livelihoods. Thus as Tshitereke (2009) observes, the lack of adequate housing either physically or psychologically would undoubtedly give birth to a socially and economically insecure generation (Tshitereke, 2009). The affected occupants of the houses at Namakgale section D and E fit the picture painted in this regard quite well.

## **2.5 Factors which influence allocation of RDP - low cost houses**

### **2.5.1 Consolidation of departments**

The challenge which government faced when it had to consolidate the various separate tri-cameral and previous Bantustan departments, amalgamating them to conform to the new territorial divisions into nine provinces affected the both the officials and politicians. This means during the first year of democracy the hands of new and inexperienced government were full. This state of affair might have played a major role in the process of identifying and allocating houses to the rightful beneficiaries. In addition to the consolidation and institutional re-organisation challenges, there was lack of clarity with regard to the role local government had to play concerning housing. The new policy provided for Housing Boards at both the national and provincial

governments (The interim Constitution). These boards ensured a struggle between the central and provincial governments while lacking clarity with regard to the role local government had to play. This lack of clarity and particularly at municipal level might also negatively influence the allocation or the identification of beneficiaries.

### **2.5.2 Social Impact Community – principle of people centred development**

The new housing policy provided for the development of a “social compact” in the project links subsidy which is a legal requirement between the developer and the community partner organisation, the client. The lack of a social compact or the minimisation of community involvement means that the housing delivery will not itself stimulate country development. The move away from centred development principles not only compromise community development but also give rise to several other problems (Jenkins, 1999:438).

### **2.5.3 People centred development**

At the core of the RDP is the philosophy of people centred development. This also constitute one of the key objectives of Housing Policy. With its limited experience in government and the limited experience within government of community involvement in civic management, the new government found it difficult to involve and manage people's structures like the civic associations (Jenkins, 1999).

### **2.5.4. Limited resources**

Community participation or people centred development by its nature requires time and resources. Unfortunately, these are not always availed or available from the state, let alone community level structures or NGOs who most often depend on donor aid. This failure or omission by

governments to allocate financial resources for community involvement is a general trend by states and quite often results in unintended consequences. Similarly, the failure by government to allocate enough time is another factor (Jenkins, 1999).

#### **2.5.5. Role of local government**

Notably, there has been some obvious and unnecessary reluctance to devolve responsibility and or mandate from national to provincial government and from provincial to local governments. The general lack of institutional and technical capacity at the level of local government added a spanner in the wheels. In addition, the absence of the culture of community based-development within local government led to top-down housing delivery products. This could have been a major influencing factor, which led to the most problems currently experienced by the occupants or low-cost households of the sections E and D of Namakgale in the Ba-Phalaborwa Municipality.

#### **2.5.6 Short comings in housing delivery**

The housing planning delivery did not envisage the migratory pressures induced by economic push pull factors and related opportunities in urban areas. 'Available statistics show that migration increases in favour of urban living in Gauteng and the Western Cape for the period 2001 to 2006. The adverse effects of these migratory patterns have been more profound in the management of housing allocation lists'. Inevitably, the consequences have been an inadequate supply of housing stock to meet the growing demand (Tshitereke, 2009:8).

For Ba-Phalaborwa with the Palabora Mining Company, FOSKOR and Sasol Nitro (formerly Bosveld), which are some of the biggest employers in the Limpopo Province, the economic pull factors are playing a role as most people migrate to Phalaborwa to seek employment in the mining industries. This might have been a factor in this case of Namakgale.

### **2.5.7 Capacity to deliver**

Not much progress was made during the first years of the ANC led government especially in the critical area of housing delivery. Being new in office, the ANC led government lacked the capacity to deliver on its promises. The bureaucratic procedures for administering the RDP involved excessive red tape which posed serious challenges (Luiz, 2002).

According to Mokoena and Marais (2007:311), various guidelines from policy and practice at provincial level impact negatively on housing delivery at local level and further integrated development planning and participation have not received adequate attention when it comes to research. They further argue that policy and allocation procedures at the provincial level are impacting negatively on housing delivery.

'The Constitution of Republic of South Africa Act 108 1996 sets out principles of cooperative government. Despite the fact that housing has not been a local function, the Constitution further provides Section 41 (1) that "All spheres of government and all organs of state within each spheres must exercise their powers and perform their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere" (Republic of South Africa 1996). Moreover, all spheres of government should cooperate with one another in mutual trust and good faith by; (1) fostering friendly relations; (2) assisting and supporting one another; (3) informing another of, and consulting one another on matters of common interest; (4) co-ordinating their actions and legislation with one another; (5) adhering to the agreed on procedures; and (6) avoiding legal proceedings against one another (Mokoena and Marais, 2007:315).



In terms of Part A of Schedule 4 of the Constitution Republic of South Africa (1996), housing is a concurrent competence of national and provincial government. This means that both the national and provincial governments are competent to enact legislation to regulate housing (McLean, 2003). However, local delivery requires specific roles for local governments. McLean (2003) also argues that the principle of subsidiary in the delivery of housing, in so far as it relates to the fact that the sphere closest to the people which is local government; i.e., capable of delivering housing should do so, is another clear trend bearing testimony to the fact that cooperative government is required' (Mokoena and Marais, 2007:315).

National government's responsibility is to determine national housing policy and to establish and facilitate a sustainable national housing development process. The provincial government's main responsibility is to create an enabling environment by promoting and facilitating the provision of adequate housing in the province. The municipalities must, as part of integrated development planning, take reasonable and necessary steps within the housing legislation to ensure that the right of access to adequate housing is realized (Mokoena and Marais, 2007:315).

## 2. 5.8 Table 1 Roles of the three spheres of government

### Role of government

National government	Provincial government	Local government
<p>National government's responsibility is to establish and facilitate a sustainable national housing development process. For this purpose, it must determine national housing policy. It is responsible for:</p>	<p>Provincial government's main responsibility is to create an enabling environment, by promoting and facilitating the provision of adequate housing in the province. In addition thereto, provincial government must:</p>	<p>Every municipality must, as part of integrated development planning, take reasonable and necessary steps within the housing legislation to ensure that:</p>
<p>Defining and applying the minimum norms and standard for housing.</p>	<p>Determine provincial housing policy in respect of housing development.</p>	<p>People have access to adequate housing.</p>
<p>Setting up national subsidy system.</p>	<p>Promote the adoption of legislation to ensure effective housing delivery.</p>	<p>Unhealthy and unsafe living conditions are prevented</p>
<p>Allocating funds to provinces</p>	<p>Take all reasonable and necessary steps to support and strengthen the capacity of municipalities</p>	<p>Services such as water, sanitation, electricity, roads, storm-water drainage and are provided</p>
<p>Engaging in national facilitation Programs</p>	<p>Co-ordinate housing development in the province</p>	<p>Housing delivery goals are determined for areas under It's jurisdiction</p>
<p>Monitoring national and provincial performance against the housing delivery goals</p>		<p>Land for housing is identified and designated</p>
<p>Supervising national statutory institutions and accounting to parliament for the progress made</p>		

(Mokoena and Marais, 2007:316)

### **2.5.9 Ad hoc allocation of housing subsidiary by province to municipality.**

Ad hoc allocation of housing by province and to municipalities makes longer-term planning virtually impossible. In practice, councillors and officials cannot provide people in informal settlements or those in need of housing assistance, with any significant medium-term indication of what their real plans are. This planning endeavour impacts negatively on the accountability of the Councillors (Mokoena and Marais, 2007:318).

The municipalities have no mechanism to negotiate the number of subsidies being allocated to them, the Mangaung Local Municipality being a good example. There is no idea as to what action should be taken to improve the allocations (Mokoena and Marais, 2007:318).

### **2. 5.10 Control over developers**

The local municipalities, despite all that has been mentioned above, have no control of the developers appointed to build the low cost houses. The case of Mangaung is a good example. The Mangaung Local Municipality had “very little control over the appointment of developers, as such decisions are taken at the provincial level” (Mokoena and Marais, 2007:318). Local accountability comes under pressure as municipalities are unable to account for certain decisions that have been taken by provinces.

A further problem caused by the ad hoc allocation of subsidies – the lack of coordinated multi-year planning for housing development between the two spheres has been problematic. On the one hand, the Mangaung Local Municipality expected to implement capital projects identified in the IDP in a particular fiscal year. Yet, on the other hand, the Municipality received no medium-term housing allocation to assist with the actual

implementation of the capital projects, as projected in the IDP (Mokoena and Marais, 2007:318-319).

Secondly, in 1998, the Thaba Nchu TLC embarked on a process of registering almost 14,000 sites under communal administration against the names of individuals. The Department of Land Affairs (DLA) led this process. This exercise, and especially the way in which the DLA collected information, resulted in a number of registration errors at the Deeds Office. These ownership discrepancies hampered the implementation of housing projects (Mokoena and Marais, 2007:319).

#### **2.5.11 In logo inspection of site or stands**

Failure to conduct in logo inspections of sites with the purpose of establishing whether there are people already staying on the sites or not turned to be a major factor contributed to the problems.

### **2. 6 Solution to the problems identified**

Mokoena and Marais (2007) argue that most problems could be avoided by involving legitimate structures such ward committees which came into effect after the December 2000 local elections. This could be carried out through established Ward structures which comprised the ward councillors and ward committee members. The Municipality manages the process of issuing individual sites before the process of township establishment. The ward structures assist housing officials in the identification of families, which include all the particulars of the occupants (surname and initials, identity numbers, dependants and special cases) for the purpose of proper settlement once the Township Register is opened. This information is then captured on the housing database by the Department of Housing of the Mangaung Local Municipality. Each site is again visited once the surveyor General's plan has been finalised,

to collate or re-confirm data on the list with the person on site. After this confirmation, it is then incorporated into the municipal housing database.

The next thing that follows is that the occupant is given occupational rights and the right to purchase the site from the Council when the Township register and services are in place and the land price has been determined. Any dispute arising from site allocation at any stage is dealt with in terms of a legitimate dispute resolution process within the Council's administration, established in terms of the Housing Act of 1997.

In this way, the municipality has created an interim system for the provision of secure land to the beneficiary, without linking it directly to ownership, but providing security of tenure as quickly as possible (Mokoena and Marais, 2007).

The process of first granting of "occupational rights" through informal land management processes provides a sound basis for the entitlement system and minimizes corruption related to site allocations. Conferring tenure security outside of housing delivery provides housing more quickly because registration at the Deeds Office is excluded, and there are no site ownership disputes at the time of project implementation (Mokoena and Marais 2007:323). Full transfer of ownership only occurred once the housing subsidy had been allocated and the house constructed. That policy and allocation procedures at the provincial level are impacting negatively on housing delivery in the Mangaung Local Municipality. The unsystematic, hasty or the unplanned manner in which subsidies are delivered, the administrative problems in an array of government departments, and all these place the municipality under pressure. To overcome these national & provincial levels, an appropriate policy response is urgently required (Mokoena and Marais, 2007:325).

## **2.7 Gaps identified**

Given this review, the following were identified as gaps:

Firstly, an explanation is provided as to who qualifies, but it does not elaborate as to how long one should be staying in an area before one could be on the application list. An individual may arrive today in an area and be on the list the next day before the others.

Secondly, people's participation in the production of applicants' list is encouraged, but it is not a must. The policy and legislations in place does not make this a must. Worse, the law does not compel those responsible to make the application list and the approved beneficiary list public.

Thirdly, after the application and the approval of a house, not much emphasis is made about site ownership and occupation of the house to be built or already built. Lastly, housing applications are not linked to other services provided by the Social and Welfare Department, the Home Affairs or the South African Services.

## **2.8 Propositions**

**Below are propositions to fill in the gaps above:**

The criteria and the selection process should be fair and above reproach. Final list of applicants should be endorsed publicly by residents of an area. This will prevent the list from being flooded with many other unknown and unqualifying people.

Local residents could rely on one another to guard against new comers from jumping on the list as the first ones. Residents could also guard against members of the same family from receiving the benefit more than once. The ward committees could be instrumental in the compilation of

list of applications and beneficiary lists. Thus, the community needs to be further empowered by the policies. Such a move would make the principle of people's participation a legal requirement.

The literature at disposal neglects the area of ownership and occupation which could result in the housing provision being abused where, for instance, non-beneficiaries are taking advantage of the situation. Of serious concern is the acknowledgement of some beneficiaries who immediately sell the houses after acquiring them but does not explicitly indicate how the deterrent should be brought to a halt.

## **2.9 Detailed research question**

The purpose of this research remains that of solving the problem as outlined in the research problem above. As explained in the delimitations above very little work has been written on this subject. However, two key questions become profound and these are; what role did the local municipality play in identifying the beneficiaries? and was in-logo inspection carried out before houses were built. These two questions are fairly dealt with within question no: 6, which forms part of the questions which direct the investigation.

## **Chapter 3: Research methodology**

### **3.1 Research design**

The methodology and the scope of research required a qualitative approach as opposed to and different from a quantitative approach. According to Mouton (2002:95), the main difference between quantitative and qualitative approaches lies in the manner in which the variables are presented. For the quantitative approach variable values 'consist of numbers and the differences between the categories can be expressed numerically'. Qualitative variables have discrete categories which are usually referred to by words or labels. Bailey (1987:60) defines measurement as the process of determining the value or level, either qualitatively or quantitatively. That quantitative attributes or variables are measured in numbers whereas qualitative variable have labels or names.

Babbie (1995:2) also concurs that measurement is a deliberate and rigorous, a more conscious decision to observe specific things or processes. That is, where the measurements are numerical, they are referred to as quantitative approach. Babbie and Mouton (2006:53) agree that the departure point of the qualitative research design is that it attempts to study human action from the insiders' perspective.

In this study the focus was on an analysis and syntheses of primary data. The review included collection of primary qualitative data and its analysis. The available primary data provided sufficient information to verify demonstrable impact of the mistakes which overwhelmed and negatively impacted on the allocation process of houses to beneficiaries.

According to Babbie and Mouton (2006:74), research design refers to a plan or a blue print of how the research is to be conducted. It addresses the planning of a scientific inquiry; this is a strategy for finding out



something. This requires the researcher to specify what she / he needs to find out and determine the best or even the most convenient way to do it. It focuses on the end product and the logic of the research.

Research design is different from methodology in the sense that the latter consists of the systematic, methodological and accurate execution of the design. In brief, methodology focuses on research process, the tools and procedures to be used. These include the steps followed in the process (Mouton, 2006).

### **3.2 The study area**

The study targeted Namakgale Township which is located in the north-east corner of Limpopo Province. The focus was on Section D and E. The rationale of choosing these sections was that they were the ones which **received** the first batch of RDP houses provided by the new democratic government. Being the first project around it obviously provided enough lessons. The two sections are closer to each other and are both found on the southern side of the Namakgale Township (See Annexure E for a **map of Namakgale Township**). What is also common is that the houses were built at the same time as one project; hence the same mistakes happened on both sides and the official handover event was a one joint event. Excluding one section may cause problems in the sense that the excluded section may feel sidelined from the process as it may be thought that there are some ulterior motives. Being the first delivery project of the low cost houses, issues that will come out of the research will provide good lessons to the administration of the municipality, the relevant provincial departments, and the public.

### **3.3 Population**

There are now approximately 900 low costs houses in section D and E in Namakgale, but only approximately 290 constituted the first batch. This suggests that the number of the adult population affected in the sections to in the region of 1160 adults. Because of the big population size once houses or occupants with problems have been identified, sampling was conducted and thirty (30) beneficiaries or current occupants of the houses were interviewed (Ba–Phalaborwa Municipality IDP 2007/8). The subjects were chosen on the basis that they are currently occupying the houses.

### **3.4 Sampling and selection method**

The sample for this study is purposively selected. Babbie (2006: 166) has defined purposive sampling as “the selection of the sample on the basis of the researcher’s “own knowledge, its elements, and the nature of the researcher’s aim”. The importance of purposive sampling is that the method uses the maximum variations techniques described by Patton (1990) as the method that involves purposefully picking a wide range of variations on dimensions of interest. This method fits well in this study in the sense that the current study, *“Factors contributing to the misallocation of Low Cost Houses to Beneficiaries”* involved mainly those people occupying the houses which are not in their names, different community level structures and leaders, the local administration, and policies. The method was fairly appropriate since the researcher comes from the area.

Snowball method was also used. This method could be of great assistance as most legal owners may be difficult to locate (Babbie 2006: 167). Some current occupants were reluctant to reveal the whereabouts of the real owners for fear of the unknown. Thirty (30) beneficiaries or

current occupants of the houses were sampled and interviewed. These beneficiaries or current occupants were chosen because they occupied the RDP houses.

### **3.5 Data collection and analysis**

The key methodological tools used were the gathering of field data through field work in the form of interviews, interpretation, and expansion of the core questions into a more detailed breakdown that allowed close scrutiny. The research relied on the critical responses to questions by the beneficiaries and current occupants of the houses. These were in the form of a questionnaire compiled for that purpose.

The researcher had to compile a questionnaire for qualitative research which had to be used as a tool to gather the required information. Majchrzak (1984:47) notes that since these questions are to drive the methodological plan and eventual implications of the study, their formulation should be undertaken with great care and deliberation.

The process of formulating specific questions involves four sequential steps. First, the researcher must decide what type of impact is desired by the study. Secondly, a focus of the social problem must be selected. Third, the variables resulting from the desired impact and the focus, the malleable variables must be identified, which then makes and completes the third step. Finally, the specific questions are formulated around the malleable variable most likely to lead to the desired impact on the aspect of the social problem (Majchrzak, 1984). The researcher made attempts to compile questions and finally compiled a questionnaire following these outlined steps.

For implementation, the researcher first visited the area, in this case Section E, with the purpose of understanding it better. During the

process a community leader, a person who knew most people in the area was identified. This did not pose any difficulties as the first few people the researcher met made reference to the one community leader: a woman leader who was among the first people to stay in the section. The identified leader was a Ward Committee member in that section. As among the first people and a leader in the section the assumption, she knew most people in the area. A brief meeting was held with her explaining the purpose of the visit and the research.

The prepared questionnaire for data collection was piloted with her and necessary amendments were made. The leader then advised the researcher how the affected people can be reached. At this stage, she explained that the problems may be known to the local authority, but no one precisely has bothered to visit the area with the purpose of conducting an in-depth study of the problems. The study population in this research were people of Sections D and E who occupied houses not legally belonging to them. Being quite impractical to interview all the study population, sampling became the most appropriate technique to be used.

A combination of the researcher's knowledge with regard to the study area, in particular the knowledge of the identified community leader about the affected people was useful. Firstly, the key method used was purposive sampling where those known subjects were brought together in one place and interviewed. Bringing them together in a group helped them to be comfortable in responding to questions. Natural focus groups were constituted as the first groups helped to organise the second group, and so did the second group organise the third group.

During the interviews of the first group, the subjects were able to identify other residents in the same section who were faced with similar

problems. The identified subjects were then brought together in one place, with assistance from the leader already interviewed. The third group was also organised in the same manner. Thus snowball sampling was used in the process of accumulation of the subjects as each located subject suggested others. In this case those interviewed just went around and invited those they knew to be having problems. The subjects interviewed provided a fair representativeness of the affected subjects in the area. Just like the observation by Mouton (2002), unless the sample is truthful and faithful, we have no reason to believe that the population has the same properties as those of the sample.

An interview was also conducted with the Housing Manager at Ba-Phalaborwa Municipality. Given his busy schedule, the Housing Manager was also difficult to find. Firstly, he was on leave and no one could represent him. From his leave, he had a busy schedule until when he availed himself for the interview, and the interview with him was very helpful.

During the execution of the field research several case studies related to the research were encountered. All the cases were able to depict a better but true picture of insecurity of tenure to those occupying the houses where ownership is not in their names. This refers to those people who were already staying on the sites when the houses were being built.

For the interviews conducted with all including the pilot with the community leader up to the Housing Manager at the Ba-Phalaborwa Municipality, the researcher explained the purpose, processes and guidelines to be followed. Conducting interviews is a social action and is like any other human interactions (Babbie and Mouton).

Most important to mention is that the Ward Committee member who was interviewed first also encounters the same problems as the other groups which were subsequently interviewed.

The researcher was always punctual to the appointments made, appeared modest and relaxed all the times. He also thanked the respondents for giving their time and availing themselves for this research. The researcher also explained that the purpose of research was to understand the problems they are facing in detail with the hope of arriving at some amicable solution.

The interview situation is unknown to many respondents and some researchers tend to ignore this instead of acknowledging it and attempting to counteract the problems it raises. On the other hand, respondents had fears as to why interviewees were in these sections (Babbie and Mouton, 2006). In this case, fortunately, the researcher was known, credible, and he was from the same area – Namakgale.

Being the author of the questionnaire, the researcher was able to relate all the questions in the local languages spoken by the subjects and where necessary follow up questions were made as all respondents were recorded exactly. There were occasions when respondents were inarticulate; however, the researcher was able to understand what the intent of the responses. What mainly assisted in this research is that all the subjects were so willing to say it all without fear or doubt.

After collecting the data, all the responses in the form of completed questionnaires were brought together for analysis. This constituted a wealth of rich descriptive data, collected through in-depth interviewing by the researcher and document analysis (Mouton, 2002).

### **3.6 Delimitations**

The main challenges during the field study were the constraints of time. The process of identifying the area, identifying useful people and their affected occupants required a lot of time. Organising the legal owners became very difficult and impossible with the given time because most were out of town and some not known to the current occupants. Most were not around Namakgale or Phalaborwa. The current occupants, particularly those who have bought or rented the houses did not want it be known to the legal owners that they have passed the information of their status quo to the researcher. One other emotional challenge which was so painful during the interviews was that one of the occupants who were renting, but were just about to be evicted from the house by the legal owner at the time of the study.

Three names of community members were consistently cited as having instrumental or rather had played a role in assisting the respondents to complete the application forms. Although a specific questionnaire was drawn so as to interview one of them, time constraints became a factor.

In comparison with other aspects of housing, not much has been researched with regard to this topic. Existing research work was mainly around allocations of budget, quality, size, etc., and not on factors which influenced the impact on allocation of house to beneficiaries others positively or negatively. This lack of preceding research work presented a serious delimitations / shortcomings. More still need to be researched on the topic.

### **3.7 Ethical considerations**

As mentioned in paragraph 3.2 above, the study targeted Namakgale Township, which is part of the Ba-Phalaborwa municipality. For ethical reasons the municipality was formally informed about the research and an approval to proceed was granted (**see annexure G**). Fortunately, the researcher is a well known person from the area and the respondents had some trust in him. During the interviews of each of the group, the researcher promised to submit his findings and recommendations to the Ba-Phalaborwa Municipality and the relevant department. He further promised to organize them again for a report back session.

The subject or topic of the study is sensitive as it involves the government; namely, the local municipality, the relevant provincial department, and the local leaders. More effort was made to ensure anonymity where necessary and at the same time to avoid losing relevant data. Thus people's identities were treated confidentially.



## **Chapter 4: Data Presentation, Analysis, and Interpretation of data**

### **4.1. Data presentation**

It was the civic association which allocated people sites and not the municipality or the TLC as it was called. These sites were never recorded in the municipal books. In fact, the civic association and the TLC were working at logger heads.

The developers who were appointed by the provincial department of local government and housing had hired people to identify beneficiaries and to help them to complete application forms for low cost houses. Among those who were hired were the civic leadership and their close allies. Houses were built before sites could be registered in the names of the people occupying them.

No in-situ inspection of sites was done when people were completing the application forms for the low cost houses to verify whether the sites were vacant and available. This being the case, then the TLC officials did not inspect the sites since role clarification was a problem. This gave rise to a lot of problems.

When conducting interviews with one Mr. Shiburi J, (a pseudonym) of house number 903 Section E, the participant was most willing to disclose or tell the details. He explained that he had bought the house from Ms Chabalala (pseudonym). That means he knew the legal owner. Ms. Chabalala resided happily in another house around Namakgale and she never stayed in the house as she was never in need of it. She was willing to transfer the house into his name (Shiburi, J), but the huge amount owed to the municipality for services was a problem, more so she had never stayed in the house.

He also could not afford to and he was not willing to pay for services he never consumed, but he was willing to pay for the clearance certificate and the cost of transfer. This could be used as a test case and supposedly the problems could be dealt a final blow.

The researcher established or learnt from the manager of housing of the Ba-Phalaborwa Municipality that there were more problems in section D than E. During the interview, the manager related about three important situations and cases from Section D. In the first case, two occupants staying next door to each other had a problem. They both stayed on the sites in the early 1990s' before the houses were built in 1998. Since beneficiaries were mainly identified and assisted by the civic association to complete application forms, the leadership of the civic misallocated the site numbers among the two neighbours.

The problem was left to continue even during the construction of the low cost houses, resulting in a situation where each one was legally owning the house of the other neighbour. That this situation appears simple but given the fact that these two neighbours had been staying on their different sites and regarded those as their homes, the two refused to swap houses, but rather preferred legal cross transfer of ownership which involved money.

In a similar but even more difficult situation the Housing Manager related a serious situation where five residents or occupants were staying next door to one another. All occupants or beneficiaries had been staying on the sites before the houses were built. Occupant number five stayed in a house which belonged to somebody else. The legal owner of this number five (5) house was nowhere to be found; however, occupant number five (5) had a house in her name and that house was occupied by beneficiary number four (4).

Occupant number four refused to be relocated to house 'number four'. She stayed in a house which was legally owned by beneficiary number five (5). This occupant had a house that was legally registered in her name and that house was occupied by beneficiary number three (3). Similarly beneficiary number three (3) had a legal house in her name and that house was number two (2). Occupant number two (2) did not have a legal house in her own name but together with the rest she had been staying on the site since 1993. They all alleged that the houses were built while they were already staying on the sites and exchanging houses means exchanging homes. The Housing Manager indicated that there were several cases in Section D, which are similar in nature.

The last batch of beneficiaries interviewed were seven current occupants from Section D. All the beneficiaries knew each other well and their section well. Among them was an eighth person, a community leader and ward committee member, Ms Rendani Kgomo (Pseudonym) who did all the hard work of organising the group to come to one place. All the beneficiaries stayed on their current sites before the houses were built. Like in Section E, the previous civic association allocated them sites. They related that they were the ones who debused the sites and later witnessed the houses as they were built on their current sites. But after the keys were handed to them, they realised that they were not the legal owners of the houses they were currently occupying. Instead, legal ownership was grossly scattered among themselves.

They knew who owned which house but exchanging houses was not an option. They considered it as being tantamount to giving one's home away to somebody else. Some municipal officials once visited the section and told them to exchange the houses. However, the occupants wanted transfer of the current houses they had occupied into their names instead. They were also insecure and could not make any major

improvements and did not know what would happen to their children should they die. In fact one long time house occupant had just died (Grace Musoba) at the time of the study (May, 2010). These residents and current occupants of the RDP houses had already internalised the pain of living with the problems. During the interview, they vividly narrated the problem of their lifetime. The life stories they narrated concurred with the scenario already painted by the Housing Manager of the Local Municipality. Both the occupants and the manager knew what the problem was, but recognized that the solution was not easy.

The situation of the affected occupants and beneficiaries is clearly articulated by Cernea (1997) who argues that forced displacement tears apart the existing social fabric: that it disperses and fragments communities, dismantles patterns of social organization and interpersonal ties; kinship groups become scattered as well. Life sustaining informal networks of reciprocal help, local voluntary associations, and self organised mutual service arrangements are dismantled. The destabilization of community life is apt to generate a typical state of anomie, crisis – laden insecurity, and loss of sense of cultural identity, tending to transform displacement zones into what has been termed as “anomic regions or anomie –ridden areas. The social capital lost through social disarticulation remains unperceived and uncompensated (Cernea, 1997:1575).

In support to this, Low and Altman (1992) note that loss of housing and shelter may be only temporary for many displaces, but for some homelessness remains a chronic condition. In a broader cultural sense, loss of a family's individual home is linked with the loss of a group's cultural space, resulting in alienation and deprivation, as argued by students of “place attachment” (Cernea, 1997:1573).

A slightly different case of one police official attached to Namakgale Police Station is important to reflect on. During the field study the researcher came across this case and thought it important to include. In 1996 the police officer got a site in Section D, and he had plans to build his own house. He later discovered that an RDP house was built on his site, but he had never completed any forms for the house. The house was in his name, but another poor family had at that time already occupied it. This situation made it impossible for the police official to benefit from other subsidies at his work because it appeared that he had already benefited. This official opted for change of ownership and visited the housing department at the municipality where he requested that the house be transferred to the names of the current occupant. The researcher discovered that there are more several similar cases of houses in the names of teachers or people who work better in government who may be willing to transfer ownership if approached.

The second example was at site number 1300D which was occupied by two families. The first family had been staying there since 1995. Then they had a shack but now they had built themselves a house. The second family stayed in an RDP house which was built in 1998. They were instructed to stay there by the previous leadership of the civic association. This resulted in two families occupying one site. Attempts by the municipality officials to solve this problem did not bear any fruit.

In another case, Shirley, a legal owner had recently surfaced to claim a house that has been occupied by Mhlongo's family since 1998. She needed the house which was built in 1998, but which had since been occupied by the Mhlongo family. Shirley claimed that she was unable to access another grant as it said that she had previously benefited. She had approached the municipality for assistance, but the municipality could not evict a family that has been staying in the house for so long

without providing an alternative accommodation as prescribed in the Prevention of Illegal Eviction from and Unlawful Occupation of Land Act 19 of 1998.

It was found that the most of the people occupying the low cost houses were the people who were vulnerable and in need of the houses. Some of these even went to an extent of renting or buying the houses from the legal owners who never stayed in the houses. Some of the occupants had bought the houses from the legal owners, but the houses were still in the names of the legal owners. They did not have any papers as proof of the purchase, except for the verbal agreement or affidavit with the legal owner. But as they had been staying like this they did not deserve any further disruptions or displacement. They deserved to be understood.

The appeal from the occupants was that their problem should be understood and effectively addressed. Failure to address such related problems effectively usually would result in displacement which causes social disruptions that should be prevented. The forcibly displaced populations, often already poor like the ones of Section D and E end up worse off for a long period (Cernea, 1997).

Empirical evidence shows that the risks of impoverishment and social disruption turn into a grim reality. In India, for instance, researchers found that the country's development programs have caused the displacement and involuntary resettlement of approximately 20 million people over roughly four decades, but that as many as 75% of these people have not been "rehabilitated" (Fernandes, 1991; Fernandes et al., 1989). Their incomes and livelihoods have not been restored. In other words, the vast majority of development resettlers in India have been impoverished.

The material loss in each case is vast. No less serious a consequence is the political tension that surrounds forced relocation. The cultural and psychological stresses experienced by people who are in clogged downtowns are indisputably necessary (Cernea, 1997).

This misallocation crisis suggests that the municipality should make attempts to solve this situation to avoid creating even more other problems.

## 4.2 Data analysis

During the field research, the real names of those interviewed were not disclosed to ensure anonymity and confidentiality. **Thirty illegal occupants were interviewed. Sixteen (16)** of the **thirty** illegal occupants interviewed stayed at the sites before the houses were built and fourteen (14) moved into the houses after completion. Twelve (12) occupants were assisted by then local Civic / SANCO leadership to apply or complete application forms for the houses **though houses were not built in their names**. Eight (8) occupants were encouraged by the Civic leadership to occupy the houses even though they did not complete any forms. Surprisingly among the occupants interviewed, five (05) of them bought the houses from the legitimate owners, but they did not want this information to be known as they might lose the houses (accommodation). Another five (05) are renting the houses directly from the owners or relatives of the legal owners who continued to threaten them with eviction. Twenty five illegal occupants knew or had met the legal owners whereas the other five never met nor saw the real owners.

Generally, all thirty 30 occupants interviewed did not have ownership of the houses, even those who completed forms or stayed on the site before the houses were built. They were disillusioned and frustrated. They did not what would be their next move should they be removed forcefully by the legal owners. At the same time none of the legal owner was in need of accommodation. They wished the municipality and the provincial department of housing could intervene and assist in resolving their problems because the future and the wellbeing of their children was threatened.



Table 1

Number of Days	Number of people interviewed	Stayed on the site before the house was built	Stayed in the house after it was built	Renting house	Not renting	Bought house from the legal owner	Know / met the legal owner	Do not know / never met the legal owner	Have ownership of the house	Without ownership of the house	Completed forms	Never completed forms
Day 1	10	7	3	2	7	1	7	3	n/a	10	3	7+
Day 2	6	2	4	2	3	1	5	1	n/a	6	2	4
Day 3	7	n/a	7	1	3	3	7	n/a	n/a	7	n/a	7
Day 4	7	7	n/a	n/a	7	n/a	6	1	n/a	7	7	n/a



For the purpose of this research, 30 current occupants were interviewed of which 20 of them were identified by the civic association leadership as the beneficiaries. The beneficiaries were also assisted by the civic leaders and other people employed by the housing developer to work closely with the civic association leaders. Only twelve people occupying houses completed the application forms, and the other eighteen did not complete any forms.

Sixteen of the interviewed stayed on sites before the houses were built while fourteen stayed after houses were built. Five of the fourteen people stayed recently in the houses and of these five, three were renting the houses from their close relatives. The other two had no relationship with people they were renting from. Another five people had bought the houses from the legal owners but paid a small purchase price. Most of the people who bought and rented the houses were in Section E.

Of the total 30 interviewed, twenty five (25) knew the legal owners of the houses. All the 30 interviewed occupants did not have legal ownership documents of the houses they had occupied. In Section D, one of the occupants interviewed was not sure of the legal owner because ownership was confusingly scattered among the occupants themselves.

#### **4.3 Interpretation of data**

The legal owners were faced with a problem of debt of rates and services they did not consume, and until transfers were made, the Ba-Phalaborwa municipality would continue to face the problem of non-payment. Current occupants also owed the municipality the services they consumed on a daily basis. Transfer of ownership involved costs and neither the occupants nor the legal owners were willing to pay for such costs. Only Mr. Shiburi indicated a willingness to pay for the transfer costs if the debt

could be cancelled and the house be in his name. He said that he would continue to pay for the services he and his family consumed. Most of the current occupants knew the legal owners. A solution acceptable to all parties need to be established – invite all current occupants, get hold of the legal owners willing to make transfers, approach the municipality and recommend a solution.

The municipality could offer to cancel the money owed for services. The transfer cost may be left for the current occupants to pay or alternatively the municipality could also incur these costs so as to start from a clean state. In the process those who are indigent could be treated differently, yet it did appear during the study that most would pass the poverty test, as they are in need and do deserve RDP houses.

Having no house or losing one is quite demoralising and moving people amount to marginalisation. Cernea (1997:1574) argues that “marginalisation materialises also in a drop in social status and in psychological downward slide of resettlers’ confidence in society and self, a sense of injustice, a premise of anomic behaviour”.

Impoverishment of the poor and displaced people is the central risk in development caused involuntary population resettlement. To counter this central risk, protecting and reconstructing displaced peoples’ livelihoods is the central requirement for equitable resettlement programs (Cernea, 1997).

Moving or shifting people around causes social and human indignity to the affected. The value of house allow people who have homes the comfort of security and an asset worth far in excess of its original cost. Even to this poor having considerable equity in their own name is psychologically important. Moreover, several studies have examined the affected of

housing wealth in real levels of consumption and they found that owing is part of wealth and that wealth increases bring about consumption increases (Moran, 2007).

The situation of Namakgale which is mainly the focus on the plight of the occupants and beneficiaries of the low cost houses at both Section D and E has been presented. Some of the occupants and beneficiaries have been staying there before the construction of the houses and in fact most have been staying on the sites from around the mid-eighties. The occupants are not the only parties experiencing problems. Legal owners as title holders of the properties do also experience some problems as reflected in the field study. The occupants are not paying for the services they consume. This leaves the Ba-Phalaborwa with households which do not pay for the services they consume, and thus resulting in a huge debt book for the municipality. The research wanted to establish the factors which influenced the wrongful allocation of the non-beneficiaries as opposed to legal owners. The assumption was that these legal owners were people who deserved houses and as such were disadvantaged as their houses were occupied by other people. In fact, this study has established that the current illegal occupants are more in need and deserving shelter than the legal owners. These occupants were tired of staying and living in such unacceptable situations. Like the situation in Section D the occupants were ready to be enabled to do cross-transfers of deeds of grants among themselves. They were waiting for a facilitator who could in this case be from either the local municipality or the provincial local government or both.

There are many factors which led to this situation in the two sections. Noteworthy is that all the parties involved had their share of the blame, and this was the first batch of houses in the area during the Mandela

government. If viewed from a progressive position, the situation provided a good learning curve.

The leadership of the civic then made some serious blunders when allocating people sites and when helping beneficiaries to complete forms. While corruption, greed, inexperience, and lack of the know how became some of the factors, the key main factor remains the deliberate exclusion of the TLC or municipal officials when allocating sites and when helping beneficiaries to complete the low- cost housing application forms. That was then a gallant step and the most progressive thing to do, save for incapacity, greediness, and corrupt tendencies. Those who benefited and eventually occupied the houses were faced with serious challenges today. These include the legal owners who never occupied the houses. Because most of the civic leadership has left office to address these problems in their historical processes, the problem remains at the door step of the current municipality and the beneficiaries.

Indeed, the beneficiaries or the occupants of these houses have a point to linger on particularly as emphasized by those in Section D as in "where have you ever seen or heard of a situation where people had to exchange homes as a solution?"

## **Chapter 5: Conclusion and recommendations**

### **5.1 Conclusion**

The South African government's housing programme has made considerable strides in improving housing and access to basic services. It has continued to address human security challenges, redress problems of poverty and continues to protect the most vulnerable from adverse effect of inadequate shelter.

This research has successfully captured the situation of the first batch of low cost houses in sections D and E of Namakgale Township, and in particular it has clearly articulated the factors which led to the misallocation of the low cost houses to beneficiaries. The situation of those currently occupying the houses without ownership documents has been clearly articulated. Clearly, the situation of the legal owners not occupying the houses and that of the municipality has been highlighted. These situations must be addressed.

Housing being an economic good and a foundation for the establishment of continuous and improving public and private environment where stable and productive families and communities can grow should continue to be part of government's development expenditure to ensure the welfare and well-being of the poor people. However, in Namakgale, the lives of the most vulnerable people have been negatively impacted upon economically, socially, and psychologically. An amicable solution should be found urgently.

Low-cost housing development programme continues to play an increasingly vital role especially in the development process to address social issues. Although the delivery of houses has surpassed international

standards it has been not as it should because the policy is market – driven, not people –driven, and is co-ordinated by bankers.

The World Bank and the Urban Foundation – a corporate sponsored think –tank that no longer exist – have been particularly influential in the evolution of a market-driven housing strategy in South Africa (Bond, 2000). The time has come to legitimise the housing policy and include more peoples’ organisations in the policy making process. By so doing it would make the housing policy more people driven.

## **5.2 Recommendations**

The municipality with the involvement of ward structures should be in charge of identifying and compiling lists of beneficiaries. In situations where other legitimate structures exist, these should also be involved. But since they (ward committees) are statutory and legitimate, the ward committees should be involved in all processes.

Only the municipality should manage and lead the process of allocating people sites and proper registration should take place before any allocation of houses could take place.

In logo inspection of site should be conducted once the survey general has finalised the township plan. Similarly, such inspection should be conducted before the houses could be built for the identified beneficiaries, to re-confirm data on the list with occupant on the site.

Dispute resolution mechanism related to site and house allocation should be put in place in terms of legitimate resolution process within Council Administration established in terms of the Housing Act of 1997.

A policy is required to clarify as to how long you should be staying in an area or place before you can find yourself on the list of beneficiaries, and



final list of beneficiaries should be made public and be endorsed by residents of that area.

The municipality should facilitate a process that will enable the beneficiaries occupying the houses to do cross transfer of the title deeds among themselves. This process of cross-transfers should be overseen by the elected representatives, ward committee members, senior officials of the municipality, and other stakeholders. The province or the municipality could secure the services of lawyers who specialise in this field for this purpose. All those occupying the houses illegally or without ownership documents should be invited at one place together with the legal owners where the process could be explained and cross transfers done.

One other way of doing away with most of these problems is to make local municipalities to become developers or be empowered to appoint developers. By so doing, they will have full control of the housing projects carried out in their area of jurisdiction.

The involvement of civic organisation in establishing potential beneficiary lists for the municipality will always be a good idea, but training on how to do it is imperative. Morange (2001) argues that this could be a way of building a working relationship. The civic could do this along with ward committee members.

The need for housing is still vast and so is the need for the inclusion of civil society organisations in the policy making processes. The involvement of these people's organisations and the outlined recommendations can indeed minimise or at least do away with most problems.

### **5.3 Practical implications**

The challenges and recommendations faced by the Ba-Phalaborwa Municipality specifically around the first batch of RDP houses have been achieved. However, implementation of the recommendations may not be as smooth as anticipated. The main challenge is that the municipalities are governed by legislations and cost implications.

The involvement of community structure implies that they should be trained so as to do things correctly. Besides, the public, and in particular the affected, should be sensitized in all that is happening, which simply means that there should be a buy in from all the stakeholders.

It may also be time consuming and costly to locate the legal owners who appear to have long thrown in a towel and disappeared. But the most important thing is the willingness and commitment from the side of the municipality towards solving these problems once and for all.

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## i. Consistency matrix

Research question	Sources of theory	source of data	Type of data	Analysis
1. To what extent did the administration of allocation of RDP houses impact on the rightful beneficiaries and current occupants?	Interviewees - Current occupants Mr. Mpholo – Housing Manager	Interviewees	Primary	Interviews with current occupants and Housing Manager
2. How the structures involved in the administration allocated the houses to beneficiaries?	Interviewees - Current occupants Mr. Mpholo – Housing Manager	Interviewees	Primary	Interviews with current occupants and Housing Manager
3. How the legal beneficiaries got to have the	Interviewees - Current occupants Mr. Mpholo –	Interviewees	Primary	Interviews with current occupants

## Annexure A

houses in their names, but on sites already occupied by others.	Housing Manager of Ba-Phalaborwa municipality			and Housing Manager
4. Why were houses built on sites already occupied by other people	Mr. Mpholo – Housing Manager of Ba-Phalaborwa municipality	Interviewee	Primary	One to one interview with Housing Manager
5. How the illegal occupants got to stay in RDP houses which were not in their names?	Interviewees  - Current occupants  Mr. Mpholo – Housing Manager	Interviewees	Primary	Interviews with current occupants and Housing Manager
6. What were the challenges faced by the administration during the allocation of RDP houses?	Mr. Mpholo – Housing Manager	Interviewee	Primary	One to one interview with Housing Manager
7. What are the challenges currently faced	Mr. Mpholo – Housing	Interviewee	Primary	One to one interview with



## Annexure A

<p>by the legal owners not staying in the houses?</p>	<p>Manager  Housing Act 107 of 1997</p>	<p>Housing Act 107 of 1997</p>	<p>Secondary</p>	<p>Housing Manager</p>
<p>8. And similarly the challenges faced by the occupants staying in houses legally owned by other people</p>	<p>Interviewees  - Current occupants  Mr. Mpholo – Housing manager</p>	<p>Interviewees</p>	<p>Primary</p>	<p>Interviews with current occupants and Housing Manager</p>

**BA-PHALABORWA MUNICIPALITY**  
**RDP HOUSE DATA COLLECTION/QUESTIONNAIRE**

1.1 House number :.....

1.2 Section :.....

1.3 Name of beneficiary :.....

1.4 No of children/dependants :.....

1.5 When was the house built? :.....

1.6 Name of councillor at that time :.....

1.7 Did you complete forms/make any application?

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.....

1.8 Where did you complete the forms and who assisted you?

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

1.9 How were you selected/identified as beneficiary

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

1.10. When did you start to stay in the section and on your current site (the current site with the RDP)?

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1.11. Where there any problems encountered during the construction of the houses?

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1.12. Names of community structures which were involved at that time?

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.....  
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1.13. How did you work with them?

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

1.14. Who owns the site, where you stay?

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.....  
.....

1.15. Are you the first owner of the site?

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.....  
.....

1.16. In whose name are the documents of the house / are they in your name?

.....  
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.....

1.17. Where is the legal owner / have you ever met the owner of the house in person?

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1.18. When did you occupy the house/ were you the first person(s)?

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1.19. How did you occupy the house? Did you, or did somebody show / put you in the house?

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1.20. Did somebody stay on the site before you? And why are you responding that way?

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1.21. How did the allocation of the houses take place (Did you apply to the municipal offices or did some people come to you)?

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

1.22. Where there any problems encountered during the allocation of the houses?

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1.23. Did you experience any problems while staying in the house?

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1.24. Are you the only one encountering these problems?

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1.25. How can all these problems be solved – what is the solution?

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B: This information is required to improve the standard of RDP houses

**BA-PHALABORWA MUNICIPALITY**  
**RDP HOUSE DATA COLLECTION/QUESTIONNAIRE**

1.1 Name of official :.....

1.2 Position in the municipality :.....

1.3 Were you an employee of the municipality in 1998?  
.....  
.....  
.....

1.3. Which community structures were involved in the identification of beneficiaries at that time?  
.....  
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.....  
.....

1.4. What other structures were involved in the identification of beneficiaries?  
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1.5. How did you work with them?  
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.....  
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.....

1.6. In whose names are the ownership documents of the houses?

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1.7. How did you verify that the houses are being built for the correct beneficiary? ,,,(expected answer, in logo inspection and id verification)

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.....  
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.....

1.8. How did the allocation of the houses take place?

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1.9. What problems did you encounter during the construction of the houses?

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1.10. What problems did you encounter during handing over of the houses?

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1.11. What were the causes of these problems?

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1.12. Were you able to solve the problems and how?

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

1.13. How many households / beneficiaries still experiencing ownership and insecurity problems?

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

1.14. What problems are currently experienced by the occupants of the RDP houses?

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1.15. How can all these problems be solved?

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NB: This information is required to improve the allocation of RDP houses in the future.

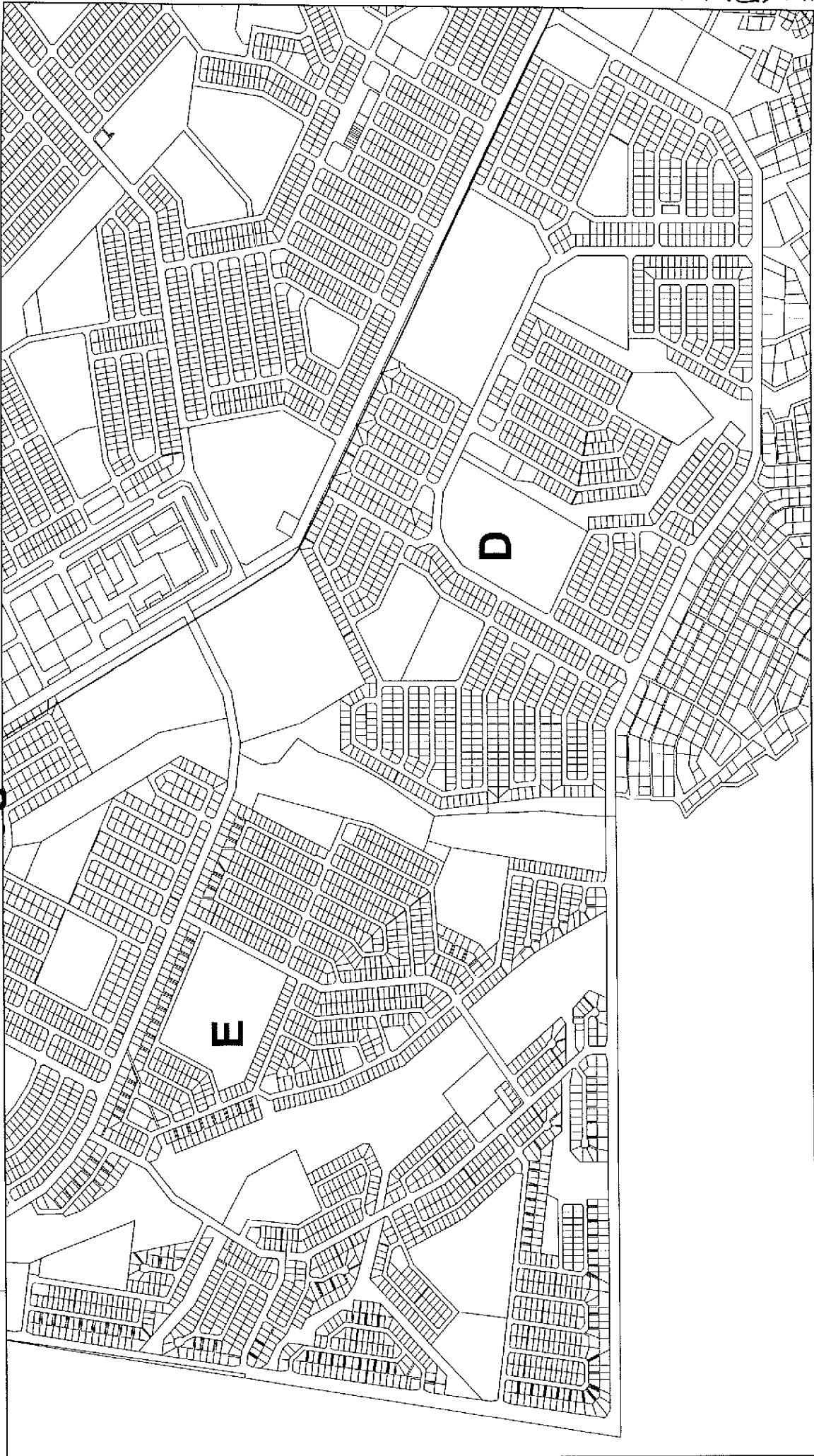
## Annexure D

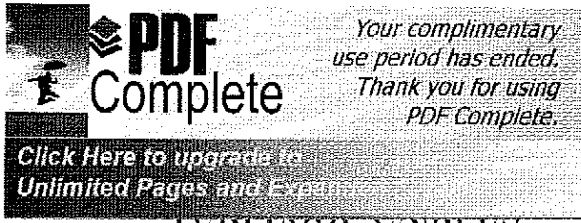
## GOVERNMENT GAZETTE

## HOUSING ACT NO 107.1997

No. and year of law	Short title	Extent of repeal
Act No.95 of 1989	Development Amendment Act ( House of Representatives).1989	The whole
Act No.95 of 1989	Housing and Development Amendment Act (House of Representatives).1990	The whole
Act No.91 of 1990	Housing and Development Amendment Act (House of Assembly).1992	The whole
Act No.62 of 1992	Provincial and local Authority Affairs Act, 1992	Section 2,3 and 4
Act No.134 of 1992	Local Government Affairs Amendment Act. 1993	Section 25 and 26
Act No.56 of 1993	Shortened Registration Procedures of Land Amendment Act (House of Representatives, 1993	The whole
Act No.76 of 1993	Housing Amendment Act 1993	The whole
Act No.101 of 1993	General Second Amendment Act, 1993	Section 10
Act No.108 of 1993	Housing Matters Amendment Act 1993	The whole
Act No.155 of 1993	Development and Housing Amendment Act (house of Assembly).1993	The whole
Act No.191 of 1993	Housing Matters Amendment Act. 1993	The whole
Act No.198 of 1993	Development and Housing Amendment Act (House of Assembly).1993	The whole
Act No.199 of 1993	Housing Development Amendment Act. (House of Delegates). 1993	The whole
Act No.8 of 1994	Housing Amendment Act 1994	The whole
Act No.33 of 1994	Housing Second Amendment Act,1994	The whole
Act No.67 of 1995	Development facilitation Act.1995	The entries in the schedule in respect of Act 2 of 1987 and Act 3 of 1987.
Act No.6 of 1996	Housing Amendment Act. 1996	The whole
Act No.88 of 1996	Abolition of Restitutions on the Jurisdiction of the Courts Act. 1996	Section 34 to 38 and 83 m 85

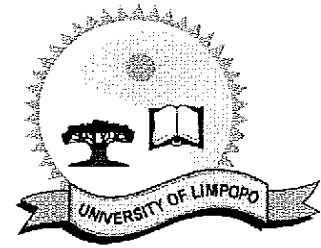
**Namakgale Zone D and E**





LIMPOPO

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To Whom It May Concern

Re: **Editing: Malatji M.P**

This is to confirm that I have edited Malatji M.P's dissertation entitled "Factors contributing to misallocation of RDP-low cost houses to beneficiaries at Namakgale in Mopani District of Limpopo province"

I trust that the dissertation will be a good read devoid of grammatical and punctuation errors, provided the corrections are successfully carried out.

Should you have any questions, please do not hesitate to contact me as above.

Thank you.

A handwritten signature in black ink that reads "L Makalela".

Prof L Makalela

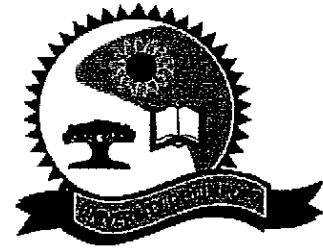
# UNIVERSITY OF LIMPOPO

## TURFLOOP CAMPUS

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Date: 27 June, 2011

## To Whom It May Concern

**Re: Editing Proof: Malatji MP**

This is to verify that I have read and edited Malatji MP's mini-dissertation entitled: "*Factors contributing to misallocation of RDP-Low cost houses to beneficiaries at Namakgale in Mopani District of Limpopo Province.*"

I trust that successful implementation of the changes suggested will make it an acceptable read of grammatical and mechanical standards.

Should you have any enquiries, please do not hesitate to contact me as above.

Sincerely,

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

Prof L Makalela

English Studies



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ALL CORRESPONDENCE TO BE ADDRESSED  
TO THE MUNICIPAL MANAGER

14 June 2010

**MR. Matome Malatji**  
**P O Box 271**  
**PHALABORWA**  
**1390**

**RE: RESEARCH FOR MPA MINI-DISSERTATION**

1. This serves to acknowledge receipt of your letter on the above subject and also to confirm readiness on the part of the Municipality to co-operate and give assistance as per your request.
2. The Municipality wishes you the best of luck in your academic exercise.

Regards,

**KP NTSHAVHENI**  
**MUNICIPAL MANAGER**