



**THE IMPLEMENTATION OF SOUTH AFRICA'S HOUSING POLICY IN THE LOCAL
SPHERE: A CASE STUDY OF MAMELODI AND DIEPKLOOF**

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SPHERE: A CASE STUDY OF MAMELODI AND DIEPKLOOF**

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DEDICATION

This dissertation is dedicated to Nombulelo Mketi, my spiritual mother and confidante. Whilst going through the struggle of losing a son, she had the time and patience to encourage me to continue pushing towards completing my research. I see God when I see that lady. Thank you for the unending love and support and may God bless you immeasurably. A special dedication also goes to Siphesihle Samkelekile Madolo, my dear cousin. Your quirky personality and constant reminders about not being angry ring constantly in my head. You are dearly missed.

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“Ye are of God, little children, [...] because greater is He that is in you, than he that is in the world” (1 John 4:4). This research would never have been completed or even started without my God. Much praise and honour goes to God for the strength and ability He has given me throughout the years of this research, the support structure He has created for me and, most importantly, for uplifting me and making sure I recover from the endless bouts of depression that were a great obstacle in the completion of this research. With Him all is possible, for He is greater than anything or anyone that is of the world.

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ABSTRACT

Everyone has the right to have access to adequate housing Section 26(1) of the Constitution of the Republic of South Africa, 1996). This is a basic right that is enshrined in the Constitution. As such, government is obliged to do everything within its means to realise this right. The inclusion of housing as a basic right in South Africa's Constitution makes it a priority issue in government affairs.

Years of apartheid created great imbalances in terms of housing in South Africa. The black population was not allowed to own property. The labour immigration system broke family units apart as men ventured into the city in search of jobs and were accommodated in hostels for men. Here no provision for families was made. The democratic government of the day inherited the great responsibility of correcting these imbalances.

Gauteng, with an estimated 11.3 million people in 2011, has the biggest provincial population in the country. Despite the low fertility, the population of Gauteng grew the fastest during this period, growing at an annual average rate of 2.9% (Development Bank of Southern Africa, 2011). The Gauteng province has a very high population, and, because of this, it is not difficult to fathom why the government is unable to meet the housing demand in the province. The birth of informal settlements is a result of immigration into the urban areas by people who are mostly in search of better employment opportunities. Diepkloof and Mamelodi are great examples of places in the Gauteng province that have seen an influx of people into urban areas, as you find diverse groups of people in these two areas, which make it evident, that many of the residents have migrated into these places. This rise of informal settlements all over South Africa depicts the dire need for housing.

The Social Housing Act, No 16 of 2008, (2008) is enacted to establish and promote a sustainable social housing environment and to define the functions of national, provincial and local governments with respect to social housing. Sustainability of housing is important for progress in the housing sector. Principles of economy, efficiency and effectiveness should be employed to ensure that government resources are use appropriately in the endeavour to supply housing to all beneficiaries. The endowment of housing today should not compromise the ability of future generations to access proper housing.

This dissertation looks into the implementation of housing policy and related legislation in South Africa from the perspective of its beneficiaries.

CLARIFICATION OF CONCEPTS AND TERMS

This section serves to clarify concepts and terms that will be frequently used throughout the dissertation. This is to ensure that concepts and terms are understood as intended by the researcher, and to avoid any ambiguities and incorrect interpretations by the reader.

Public Administration

Public Administration is the scientific discipline and public administration describes a government function. This study forms part of the scientific discipline as it is a contribution to the wealth of knowledge in the field. It is also set up within the context of the government functions, policy making and implementation in particular. Policy is one of the generic administrative functions of public administration and hence this study forms a part of Public Administration.

Public Administration is a term used to depict the study of selective practice of tasks associated with the behaviour, conduct and protocol of the affairs of the administrative state (Kuye, 2005:5). Public Administration is the scientific discipline concerned with the implementation of policy and it is a subject of the social sciences studied in most universities. This research involves a study of the implementation of housing policy and is part of Public Administration as per the above definition of the term.

The term public administration refers to all operations, having for their purpose the fulfillment or enforcement of public policy. The provision of social housing to Mamelodi and Diepkloof is a function of public administration. Public administration aims to achieve the most effective and efficient use of public resources for the improvement of the well-being of the public, by public officials. This dissertation examines the implementation of housing policy which related to various functions of public officials and entities.

Shafritz, J.M. Russel, E.W. and Borick, C.P, (2009:9), affirm that public administration cannot exist outside of its political context. Shafritz, J.M. Russel, E.W. and Borick, C.P define Public Administration as being what the government does. As a profession, public administration, as is with public policy implementation has developed values

and ethical standards. But as an activity, it has no values. It merely reflects the cultural norms, beliefs and power realities of its society. It is simply doing whatever the government does – in whatever political and cultural context it happens to exist. In the case of Mamelodi and Diepkloof, the implementation of social housing policy is governed by the mandate of the government of the day. Public policy implementation is influenced by the political opinions and positions of the government of the day taking precedence over the opinions of others. Policies that are formulated and approved for implementation are a reflection of the government's political manifesto, and are put in place as mechanisms to deliver on the promises made to the citizens during election campaigns.

Public policy

Public policy is a proposed course of action of a person, group or government within a given environment providing obstacles and opportunities which the policy was proposed to overcome in an effort to reach a goal or realise an objective or purpose (Frederich, 1936 in Smith, 2003:8). The government responds to this by formulating, implementing and improving policies that are aimed at solving this problem. This research investigates South African housing policy and analyses its effectiveness in the implementation phase whilst also paying particular attention to the challenges that are encountered in this phase. The provision of social housing in Mamelodi and Diepkloof along with the upgrading of informal settlements and alternative housing solutions was developed as a means of implementing social housing policies which are a response to the housing needs of the public.

Policy implementation

Policy implementation is the conversion of mainly physical and financial resources into concrete service delivery outputs in the form of facilities and service outputs in the form of facilities and services, or into other concrete outputs aimed at achieving policy objectives (Brynard & De Conning, 2011:183). The implementation of housing policy in Mamelodi is the point where the theory is transformed to actual and practical processes of the provision of houses to the beneficiaries; that is the residents of informal settlements. The effectiveness of the implementation of Housing Policy in Mamelodi and Diepkloof can be measured by the reduction in the existing housing

waiting, improvements in service delivery and public satisfaction with the overall social housing projects amongst other factors.

Public services

Public services are defined as those services which are mainly or completely funded by taxation. As such, they can differ markedly from commercial private-sector services in a number of ways (Humphrey, 1998:6). Public services are mostly essential services such as sanitation, water and electricity. This dissertation focuses on housing in Mamelodi and Diepkloof as a public service. As it is argued throughout the research, the provision of proper housing is the responsibility of the government through its agent, the Department of Human Settlements.

Governance provides the source of legitimacy and authority for public services. It concerns the arrangements for establishing values, identifying needs, establishing the public purpose, and overseeing and monitoring performance and improvement through management action (Hartley 2008:75).

Service delivery improvement

The goal of a service delivery improvement plan is to improve and increase service delivery within the available budget of a government department. The overall effect of the programme should be for service delivery to be as efficient, effective and economic as possible. The provision of housing through the implementation of housing policy, it is imperative that a sense of governance exists within the various agents responsible for the successful achievement of the set objectives. The Department of Human Settlements is responsible for the governance of Housing Policy implementation.

Service delivery

“This is concerned with the delivery of goods and services. It is, the provision of public activities, benefits or satisfactions. Services relate both to the provision of tangible and intangible services” (Fox & Meyer, 1995 in Tshiyoyo, 2006: xiii). This definition of service delivery is commonly shared by scholars and organisations. Service delivery only occurs when services reached those individuals that require them, and they are able to make use of them. In the case of this research, service delivery relates to the

delivery of houses to various people. “Service delivery may involve the delivery of service by either the private or public sector” (Cornelissen, 2005:8).

It can therefore say that service delivery of social housing has been improved when housing is delivered in a more efficient, effective and economic manner, A comparison may be made of the past service delivery experiences of Mamelodi and Diepkloof with the current status quo. In addition, comparisons may be made with other provinces so as to measure improvements in service delivery in terms of quality, beneficiary satisfaction and quantity. An improvement in the delivery of housing is very important for the current housing crisis to be alleviated. This will also aid to build public trust in the government, therefore increasing its legitimacy amongst the public.

Poor

“People are ordinarily considered poor if they experience forms of lacking that lead to suffering” (Studies in Poverty and Inequality Institute, 2007:10). The term “poor” can therefore be described as being vulnerable and without sufficient or necessary resources to cater for your wellbeing. The beneficiaries of social housing in the Mamelodi and Diepkloof areas can be said to be poor, as most of them are unemployed, fully dependent on government welfare and are unable to afford basic amenities.

Beneficiaries

The role of the beneficiaries is to actively participate in the decision-making processes and the building of their own homes. Beneficiaries may also identify the land for the project and must represent the community of beneficiaries in all aspects of People’s Housing Process (National Department of Housing, 2005:19). “Beneficiaries” are those individuals that stand to benefit from a particular project or funding that is made available to them. The dissertation is concerned with South African citizens in the Mamelodi and Diepkloof areas as beneficiaries of housing policy implementation. The groups of beneficiaries vary as per the income levels in the country. The population of Mamelodi and Diepkloof is largely diverse, and, as such, so are their housing demands and needs. To establish the challenges related to the implementation of housing policy, much attention must be given to the beneficiaries, as their participation or lack thereof may serve as a hindrance to implementation.

Social development

“The development of society is best represented to our minds as an expansion from a point to a sphere, rather than as a movement along a single line or along multiple lines of progress. Social development is the gradual discovery and unfolding of the potential of a complex integrated whole, a living organisation, a living social organism” (Jacobs & Cleveland, 1991:1). Social development is a continuous change in people, and it is usually expected to be positive. In the case of Mamelodi and Diepkloof, this development could include access to education and healthcare along with the provision of rudimentary services which would consequently lead to a significant improvement in the overall welfare. Improved social relations in communities and more participation in community projects can be viewed as social development.

Basic amenities

“What poor people have in common with other South Africans is the right to basic socio-economic and environmental rights set out in the Constitution. This means that both the private rights of individuals to basic services and public rights to a healthy and sustainable environment must be secured” (National Framework for Municipal Indigent Policies, 2005:9). The residents of Mamelodi and Diepkloof live in industrial areas that are illegally occupied and therefore no planning was made by the government for the establishment of basic services prior to the establishment of these settlements. These residents therefore rely on communal services which are not sufficient for the large population of these settlements.

Local government

The objectives of Developmental Local Government are to:

- Provide democratic and accountable government for local communities
- Ensure provision of services to communities in a sustainable manner
- Promote economic and social development
- Promote a safe and healthy environment
- Encourage the involvement of communities and community organisations in matters of local government (Department of Cooperative Governance and Traditional Affairs, 2009:4).

Local government is the sphere of government that is the closest to people and can therefore respond more directly and speedily to the needs and demands of the public. This is important in relation to this research because the housing needs of the two communities identified should be very familiar to the local government, which will be able to provide accurate and up-to-date information to the national government.

Informal settlements

According to Statistics South Africa (2013:7), “an informal settlement is an unplanned settlement on land which has not been surveyed or proclaimed as residential, consisting mainly of informal dwellings (shacks)”. The study focuses on the housing needs of people living in the informal settlements of Mamelodi and Diepkloof.

Social Housing

As per the Social Housing Policy for South Africa (2003:4), “social housing is defined as a housing option for low-to-medium income persons that is provided by housing institutions, and that excludes immediate individual ownership”. The respondents of this research are currently living in informal settlements which are overcrowded and lack basic services such as water, electricity and sewage disposal. They therefore require the assistance of the government with regard to the provision of housing.

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ACRONYMS

GPG: Gauteng Province Government

CoJ: City of Johannesburg

CoT: City of Tshwane

JMC: Johannesburg Metropolitan Council

GEAR: Growth, Employment and Redistribution

ASGISA: Accelerated and Shared Growth Initiative – South Africa

NGP: New Growth Path

NDP 2030: National Development Plan 2030

RDP: Reconstruction Development Plan

EEE: Efficiency, Effectiveness, Economy

SMLC: Southern Metropolitan Local Council

MSDF: Metropolitan Spatial Development Framework

TPA: Transvaal Provincial Administration

CHAPTER ONE: BACKGROUND ON HOUSING POLICY IN SOUTH AFRICA

1.1 INTRODUCTION

According to Section 26 (1) of the Constitution (South Africa, 1996), everyone has the right to have access to adequate housing, and Section 26 (2) asserts that the state must take legislative and other measures to achieve the progressive realisation of this right, in as far as the state's available resources allows. The right to housing established by the Constitution puts an undeniable obligation on the government to ensure the provision of housing to all persons as far as possible. The broader focus of this research will be the government's ability to secure the people's right to housing. Its core focus will be the government's implementation of housing policy; the execution of housing delivery services. It is important to note that there are innumerable social, economic and geographic factors that impact on the implementation of housing policy and that make the implementation of this policy a complex and daunting task.

Adequate housing is essential for the health of all citizens and therefore regarded as a basic need. Housing not only constitutes having a roof over one's head, but it also includes access to basic amenities such as water, electricity and sewage disposal, which are all necessary for a healthy and habitable dwelling. It is the responsibility of the South African government to ensure that its citizens are taken care of in that regard. Magoro (2010:68), states that the governments of all states world over have accepted the duty of providing housing for their citizens, but that the manner in which this is done differs from country to country. All the states in the world, at some point in their existence, begin to implement some form of welfare. The pillars of welfare are social security, health, education and housing. The issue of housing plays a pivotal role in enhancing the quality of life of citizens. Therefore, the South African government in one way or another is obliged to intervene in the life of its citizens by providing social housing.

There is a huge housing backlog in South Africa that can be attributed to various factors, including ineffective implementation of housing policies. "Even though government has built three million subsidised houses since the dawn of democracy in 1994, South Africa still faces a housing backlog of about 2.3-million houses and it has to pay out R50-billion to rectify shoddy construction of some of the subsidised housing.

This means that about 12-million people in the country are currently without decent housing” (Prinsloo: 2011:1). Such figures are disturbing. It is the researcher’s opinion that this huge housing backlog affects the housing realities of most South Africans that eventually end up living in the vilest conditions due to a lack of service delivery or slow service delivery by the government. Although policy implementation is not the only factor responsible for this situation, the amendment of housing policy and its implementation process could effectively alleviate the housing shortage. The provision of social housing will formalise housing from the established informal settlements. The establishment of formalised housing will make it easier for the government to provide essential services such as water, electricity and sanitation in Mamelodi and Diepkloof. This will create an overall improvement in the lives of the residents of these two areas. It is worth noting that there should be strict regulatory body in the social housing provision so as to avoid issues such as corruption that can delay the process of service delivery and even hamper the quality of houses being delivered.

1.2 HISTORY OF SOUTH AFRICAN HOUSING POLICY

Malpass and Murie (1982:22) suggest that: “housing is a subject in which history is particularly important, most obvious because houses have a long life. Contemporary housing policy is inevitably heavily influenced by the past, in the sense that dwellings inherited from earlier periods represent both a resource to be utilised and a problem to be dealt with”. It is important that we embrace the history of the South African Housing Policy from its evolution, because it is a fundamental guide to the progress of current and future housing policies.

1.2.1. Apartheid Era

Housing policies during the apartheid era were guided by the need to keep the various racial groups separated. Due to the fact that the ruling party had a sense of supremacy over the African groups, proper housing was restricted to the white citizens. Gradually Africans, including those in Mamelodi and Diepkloof found themselves in overcrowded dwellings because of their growing population which was not accompanied by a growth in living space.

“Through the Land Act of 1913, 75 per cent of the population was restricted to only 7.5 per cent of the land in South Africa. In 1936 the proportion increased to 13 per cent. The [...] most fertile rural areas and all urban centres were allocated to the white population. The implementation of these laws led to forced removals of the black population, and [also led to aggravated bad] living conditions in rural areas. Because of the difficulty [of recruiting] cheap labour the mine owners had a direct interest to reduce the supporting capacity of the black rural population” (Vestbro, 2012:1). To increase their access to cheap labour, mine workers needed to ensure that the black population did not gain any support that could enable them to access better employment opportunities or have any bargaining power in terms of their wages and living conditions being offered in the mines. The restriction of the sizes of black populations in rural areas has been a key element in the housing history of South Africa, as it was not just a racial issue but it was also enforced by the law of the government of the day. With the growth of the mining industry, the need for cheap labour compelled mine owners to recruit black labour. This created a whole new type of settlement for black people. Movements into the Mamelodi area were created through the need for labour and it should also be noted that most residents of the Diepkloof informal settlements migrated from other provinces in search of improved employment opportunities. Settlements in Mamelodi were created for the black work force whilst also working towards the primary goal of keeping them out of the urban areas.

"Three forms of segregation had been introduced in South Africa by 1910. First, [...] mission stations were established to provide for the physical and spiritual needs of the indigenous and ex-slave populations, particularly after final emancipation in 1838. Secondly, special regulations were promulgated for the Eastern Districts in 1847, providing for the establishment of separate municipally managed settlements or locations for the Black and part of the Coloured population. Thirdly, the development of an industrial society following the discovery of minerals became dependent upon the employment of temporary migrant black labour on the mines in the harbours and elsewhere. These workers were housed in single-race single-sex compounds” (Christopher, 1990: 425). Although there were municipally managed settlements for non-white citizens, the current housing situation proves that these were highly neglected and meant to keep this portion of society under-developed, as the end of

the apartheid regime left a large and pitiable housing crisis to the new government with many black people finding themselves in informal settlements.

In the early stages of the apartheid regime the state was devoted to the provision of housing for urban Africans. In the late 1960s the construction of housing by the state halted and therefore new migrants in the urban areas had to seek alternative housing. In the 1970s and 1980s, backyard housing seemed to be the only alternative and, although illegal, the government made no regulations in this regard (Cranshaw *et al*, 2000:834). The use of backyard accommodation dates back from the apartheid era where the government of the day neglected its responsibility to provide adequate housing for the growing population in urban areas. The government's inability to provide adequate housing in both Mamelodi and Diepkloof has contributed largely towards the current housing crisis and of the growth in backyard housing even in informal settlements.

“In 1968 Africans were forbidden from holding freehold property in townships: they had to become tenants of municipalities. The allocation of permits to work and reside was coordinated with the allocation of township houses. Informal settlements expanded within the homelands and on the edges of cities where they were demolished routinely almost until the end of the apartheid era” (Goodlad, 1996:1631). From the restriction of the black population to rural areas, to the opening up of a small window closer to the urban areas due to the need for cheap black labour, housing in South Africa slowly progressed for the black population. However, this progress was always transient, as in the case of the provision of housing for black people by the government that was eventually neglected by the government of the day. The letting of property to black people in townships, which was directly related to the employment of black people in urban areas, was a housing development that seemed to bring advancement to the living conditions of the black population.. The apartheid government's need to restrict black people's advancement undermined this housing strategy and ensured that it brought little improvement in housing for the black population.

“In the 1980s, virtually every household in the established townships built extra rooms on their stands and rented them out. Most of these stands had one flush toilet (accommodating up to 10 people) and an indoor piped water supply. By 1991/1992,

accommodation for the black population reached a crisis point. This led to land invasions, which the former Transvaal Provincial Administration (TPA) (now Gauteng Province) was unable to control. After considerable disputes, involving destruction and re-building of shacks overnight, the TPA agreed to provide residents of these settlements with site-and-service schemes” (Westaway, 2006:3). The phenomenon of overcrowding in black areas has existed for a long time, and it was initiated by the apartheid government’s strict racial segregation policy. Housing that existed in black townships such as Mamelodi and Diepkloof was not sufficient for the increasing black population. This led to an increase in the number of informal settlements in black townships. Land invasions and the rise of informal settlements were the results of the black population’s accommodation crisis. There was a continuous movement into urban areas as people searched for better employment opportunities, which added to the already highly saturated population of informal settlements.

“The formulation of South Africa’s Housing Policy commenced prior to the democratic elections in 1994, with the formulation of the National Housing Forum. This forum was a multi-party, non-governmental negotiating body comprising 19 members from business, the community, government and development organisations. At these negotiations a number of intricate legal and institutional interventions were researched and developed upon which South Africa’s National Housing Policy was formulated” (Hopkins, 2006:1). With international pressure for South Africa to become democratic and the efforts of the locals, the apartheid government eventually succumbed to the pressure and was ousted from power. With the end of the apartheid government, changes to various legislations were introduced. This included the housing policy which had previously served to control the movement of the black population and to advance the housing needs of only the white population. After the 1994 elections, the democratic government, in its bid to correct the injustices of the apartheid regime, went forward with the implementation of a new, improved housing policy. The post-apartheid housing policy was more inclusive in that it took cognisance of the housing needs of all citizens of the country. This new housing legislation gave particular attention to the needs of the previously disadvantaged groups in an effort to correct the injustices of the past. Residents of areas such as, Mamelodi and Diepkloof where informal settlements are rife are key beneficiaries of such policies.

1.2.2. Post-Apartheid Era

Since 1994, there have been numerous changes have been made to South Africa's policies and statutes "in order to give effect to the new approach to housing. These include the Reconstruction and Development Programme (RDP) of 1994; the Growth, Employment and Redistribution (GEAR) Strategy of 1996; the Accelerated and Shared Growth Initiative – South Africa (ASGI-SA) of 2005, and the Housing Act, 1997 (Act No. 107 of 1997). The two fundamental documents on which the National Department's mandate are based, are the New Housing Policy and Strategy for South Africa: White Paper, 1994 and the Comprehensive Plan for the Development of Sustainable Human Settlements, 2004" (Department of Human Settlements, The National Housing Code, 2009:7). Since the introduction of the democratic government there have been various developments in housing legislation and policies as mentioned above. These have been efforts to rectify the damage done to people that was by the apartheid government and to improve the current state of housing in the country. This would consequently lead to the overall improvement of the welfare of South Africans.

The Reconstruction and Development Programme (RDP), was a policy framework for integrated and coherent socio-economic progress. It seeks to mobilise all our people and our country's resources toward the final eradication of the results of apartheid (Department of Housing, 1994:7). This programme is an important part of the history of South African housing policy, as it played a pivotal role in attempting to correct the many injustices that were imposed on South Africans by the apartheid government; this programme is the new democratic government's major strategy for transformation. Despite the good intentions of this programme, its implementation and, consequently, its success, was not as desired. This can be attributed to various incapacities of the government and a lack of understanding of the objectives of the programme. Corruption also played a role in undermining the success of this programme.

1.2.3 Housing policy and poverty in post-apartheid South Africa

"The apartheid government sought to side-line the African population by restricting their economic progress and controlling their access to housing. Many of the employed

poor do not qualify for subsidised housing and yet they are still unable to afford and access mortgage packages available from commercial banks” (Department of Human Settlements, 2010:5). Not only is this correct but the issue should be expanded and given much attention as the apartheid legacy continues to exist amongst the black population. The apartheid laws created a legacy of lifelong poverty amongst the black population. Residents of informal settlements in Mamelodi and Diepkloof continue to exist in an environment that is barely conducive to their good health and are unable to improve this situation because of their minimum wages coupled with huge family responsibilities. This situation needs to be remedied through legislation and policy implementation if Mamelodi and Diepkloof are to truly move from its current state of huge disparities in the lifestyles of its different racial groups. Housing policy needs to achieve visible results in the form of improvements in the housing arrangements of the general South African populace. It is useless to have improvements noted on reports and paper while the people do not see or feel the much-talked-about results. For that reason, the government needs to make certain that their work reaches the maximum number of beneficiaries.

Adebayo (2011:3) explains that “South African post-apartheid housing policy can be understood [as having consisted of] two phases. The decade-long first phase, dominated by the delivery of subsidised starter housing, relied on the energies of the beneficiary low-income households to achieve housing adequacy over time, through the process of housing consolidation.” (Adebayo, 2011:3). Housing in the post-apartheid era has evolved. Whereas at first beneficiaries were empowered to establish sustainable settlements independently, with the government only serving as an advisory figure, the government has in later years started to play a role which is closer to that of a welfare state, where the government provides housing to beneficiaries. Service delivery protests in both Mamelodi and Diepkloof depict the idea that the residents of these aforementioned areas are heavily reliant on government welfare. This heavy reliance on government support could cause a further increase in the housing backlog as the government is having to support a continually increasing number of people on a limited resource component.

Between 1995 and 1999, the narrow unemployment rate “increased from 17% to 24%, [...] while the broad unemployment rate, which includes the so-called “discouraged

workers” [the disgruntled labour force which worked long laborious hours for very little pay, and whose morale suffered from poor living conditions] increased from 29% to 38%. During the same time period, the demand for high-skilled labour increased, while it declined for low-skilled labour” (Klasen and Woolard in Hoogeveen & Ozler, 2005). The period mentioned above was the period after the apartheid era, when public hopes for rapid service delivery were high. The study population consists mainly of an unskilled labour force therefore a fall in the demand of unskilled labour had a direct and huge impact on this population. This further prompted the need for government assistance.

INFORMAL SETTLEMENTS IN MAMELODI



Figure 1: Informal settlements in South Africa

Second-rate housing has dominated the last two decades following the end of the apartheid regime. Although 3.3 million inexpensive houses have been constructed, informal settlements increase around cities because the population growth surpasses the number of houses built. Statistics show that the housing backlog of 1994 has increased from 1.5 million to 2.1 million because of a 13 million population growth (Brand and Cohen, 2013). With the persistent increase of informal settlements in

South Africa and the rather slow delivery of housing, much of the public opinion on the provision of social housing has turned sour. People have come to believe that the post-apartheid government has failed to deliver the promises made after the country's liberation from the apartheid regime. The delivery rate of social housing is unequally matched by the high increase in the demand for housing in both Mamelodi and Diepkloof. Such has led to a feeling of distrust of the government of the day by the residents of these two areas.

1.3 FRAMEWORK FOR THE NATIONAL HOUSING POLICY

This section will outline the various pieces of legislation that are relevant to the national housing policy of the country. As with all legislation in the country, the constitution is the main guide that housing policy and other applicable laws are drawn from, as it is the ultimate law of the country. The following major pieces of legislation and policy documents are essential for an understanding of the government's approach to housing policy development and implementation.

1.3.1. The Constitution of the Republic of South Africa, No. 108 of 1996

The Constitution of the Republic of South Africa, No. 108 of 1996 is the supreme law of the country, and, as such, all other policies and legislation are established in harmony with guidelines set out in the Constitution. Understanding and complying with the above legislation and policies will form a basis for the creation of further policies and legislation. Most importantly, it will ensure that the provision of housing is done in accordance with the law and that the best interests of the public are advanced at all times.

1.3.2. The Housing Act, 1997 (Act No. 107 of 1997)

"The Housing Act of 1997, section 2 (1) (e) (iii), advocates the establishment, development and maintenance of socially and economically viable communities with safe and healthy living conditions to ensure the elimination and prevention of slums and slum conditions" (South Africa, 1997:6). All levels of government are expected to, within their reasonable capability, carry out this objective of the government. The act

serves as a focal point for all other policies and legislations regarding housing in South Africa. Furthermore, all housing agencies, in their bid to provide sustainable human settlements, are guided by the contents of this act.

1.3.3. Revised Social Housing Policy, June 2003

The housing policy has specific objectives that ensure that the government, through all housing departments and their related stakeholders, are able to deliver adequate housing and ensure and improve the welfare of the respective beneficiaries. This housing policy document also acts as a guideline for all concerned with regard to the issue of housing in the country; that is, the implementation, regulation and finance involved in housing by the government. As indicated by the Draft Social Housing Policy (South Africa, 2003:4), the specific objectives are therefore:

- to define key terms to ensure common understanding and synergy in the sector;
- to lay down general principles for the social housing sector;
- to define the legislative, institutional and regulatory environment in which the sector will operate;
- to provide for a government funding mechanism for the social housing sector to facilitate the specific targets noted in the policy;
- to promote capacity building for the sector; and
- to provide measures to encourage the sustainability and growth of the sector at scale.

The above-mentioned objectives of the housing policy clearly align the housing priorities of the country and the responsibilities of the government in a simple and comprehensive manner. From these objectives, further goals and tasks may be projected with careful consideration for the continuous changes in the environment and the needs of the people. These objectives ensure that the goals of housing institutions are aligned with the overall mandate of the government. This should aid in the reduction of the current housing backlog and crisis. In essence, housing objectives allow for cohesion between the various stakeholders and their goals.

1.4. HOUSING POLICY IMPLEMENTATION

In order to formalise informal settlements of Mamelodi and Diepkloof and to provide proper housing for the residents of these areas, South African Housing policy must be implemented in a manner that is tailor made to the conditions and needs of these areas, “To achieve its housing objectives and to provide coherence to the social housing sector, the government will pursue the establishment, regulation and maintenance of social housing institutions through a structured and dedicated policy programme” (Mkuzo, 2011:30). It is imperative that the government has a well-organised housing policy implementation strategy and that all the stakeholders involved are well aware of the processes that are involved in the set strategies. Establishing housing institutions in both Mamelodi and Diepkloof will ensure that the implementation of housing policy is effective, efficient and progressive. The creation of local institutions that have a closer connection to the people, will ensure that more reliable information about the housing needs of the locals is supplied to the government. This will essentially encourage more participation by the beneficiaries of housing policy, and will hence also encourage the acceptance of the implementation outputs. Lastly, the evaluation of all inputs, processes and outputs is essential if improvements are to be made in the delivering of housing through policy implementation. This will guarantee that housing projects are progressive and sustainable through the elimination and correction of errors that were made in previous projects.

In South Africa, housing policy “should translate the transformative project of the Constitution into concrete mechanisms that lead to a more equal society. Redistribution through subsidised housing developments is not an adequate mechanism as long as the majorities of these projects are in peripheral locations and perpetuate the segregated urban form that was inherited by the ANC-led government” (Harrison *et al* 2003:216). By improving housing and providing formal housing in Mamelodi and Diepkloof more of the residents of these two areas will have better access to education, healthcare and employment opportunities. It is more often possible for government to institute and manage infrastructure and facilities such as schools and clinics in formal settlements rather than informal ones. Investors who create job opportunities are also attracted to formal rather than informal settlements.

Residents of informal settlements who move to new formal settlements, or whose informal settlements are transformed to formal settlements, therefore gain access to a wide range of infrastructure, facilities and job opportunities which all help to improve their lives. It is hoped that such a transformation would develop with the growth of social housing in Mamelodi and Diepkloof.

1.5. MOTIVATION FOR RESEARCH

The large number of informal settlements in Mamelodi and Diepkloof suggests that the government still has a long way before it achieves its mandate of creating economically integrated communities. The Housing White Paper came into being in 1994. Its purpose was to create “viable, socially and economically integrated communities, situated in all areas allowing convenient access to economic opportunities as well as health, educational and social amenities” (Department of Housing, 1994:12).

BESG (1999) in Khan & Thring (2003:299) notes that informal settlements and the associated form of self-help housing are part of almost every urban area in South Africa and represent the dominant form of housing delivery to the urban poor. The inadequacies of responses to informal settlements means that the residents of informal settlements remain helpless to avoid housing-related illnesses such as tuberculosis and diarrhoea, and the psycho-social implications of, for example, overcrowding. Citizens are entitled to a more dignified environment.

The current state of housing in South Africa is in dire need of improvement, despite the fact that the government has policies and projects that are intended to change the existing housing position in South Africa. For that reason, there is a need for a study to be conducted to establish the reason for the government’s inability to realise its housing goals.

“At the root of the problem is also the fact that the housing that is being built is not affordable. The majority of the people that need housing are very poor. [According to] the Urban Foundation’s own calculation of adequate living levels, 34% of the metropolitan black population [earns an income] below the minimum living level of

R700 per month” (Napier, 1993:22). It is true that the private housing sector does not cater for a large section of South African society, as the private sector operates on the basis of making a profit. According to Seabrook (2007:1), a majority of the low income families in South Africa live in two-room houses. The housing of extended family in backyards is common, and the government insists it will provide social housing for these groups of people. By examining the living conditions of the people in Mamelodi and Diepkloof, the effectiveness of Social Housing Policy will be determined with a specific reference to the aforementioned areas. Proposed solutions and improvements will be derived from this study for housing policy in South Africa.

“In spite of the inflationary trend during [the] 2009/10 financial year, the actual prices of overall goods and services increased by 80, 9% from April 2009 to February 2010. For the Department of Human Settlements in particular, this means that the ability to maintain government-subsidised housing schemes diminished month by month as the cost of living increased” (South Africa: 2010:24). An increase in prices is a challenge for the government, as the cost of production also increases, thus making the provision of houses more expensive. This further acted as a motivation for this research as it brings into question issues of efficiency, effectiveness and economy within the Department of Human Settlements and all the other housing institutions. Laws of efficiency and economy assert that the most must be produced using the least amount of production time.

1.6. LIMITATIONS OF STUDY

1.6.1. Time

The set timeline for this study was two years but was extended due to various factors such as unavailability of respondents and requested information. All research has a time limit, and this can pose a great limitation on the research if there is a lack of time management. Trying to balance different responsibilities was the greatest limitation. In addition, all the other limitations on this research had a further bearing on the time limit.

1.6.2. Information

Vital information on housing policy and other information that is relevant to the research was not readily available, hence limiting the scope of the research. Some information required for the research such as the status of social housing developments and ariel maps of the research areas was only available through requests to government officials. This posed a further limitation as some requests were attended to after very lengthy periods of time.

1.6.3. Language barrier

The target population is made up of low literacy levels and linguistically diverse majority. Questionnaires written in English will have to be translated to ensure that the research participants understand all the questions and what they entail. However, because the research population consists of people from various ethnic groups, some meanings might be lost in translation. This language barrier might also cause a resistance in the research population in terms of willingness to participate, as some people are not comfortable with strangers with whom they have nothing in common. An understanding of the local language will assist in minimising limitations set by language barriers.

1.6.4. Resistance of respondents

Not all selected participants were willing to participate in the research. This posed a great limitation to the research, as in some cases it took a long time to convince them to participate whilst others refused to participate because they felt that the government had failed them. This was a great limitation in the case where housing officials refused to cooperate with or assist the researcher by taking part in interviews, answering questionnaires or availing key information.

1.6.5. Access to information

Although information required for this research could be easily accessed by the public some documentation can only be acquired from various government institutions. This

was a limitation to the research where government officials were not available to provide the necessary assistance. Also, there was the issue of refusal to assist researchers by officials who have access to documents and information that is needed. Convincing officials to cooperate was time consuming and in some instances also costly.

1.7 DELIMITATION

For this particular study, the research population was selected from the informal settlements of Mamelodi and Diepkloof. This is because the study focuses specifically on the beneficiaries of social housing, which are largely from the informal settlements. This narrowed the scope of the study, because responses were subject to the respondents, who were guided by their emotions in matters pertaining to the government's responsiveness to their needs as social housing beneficiaries.

Questionnaires were used to collect data and this was time consuming. Furthermore, there were some errors of omission, as some respondents did not fully comprehend the questions posed. The use of interviews to get further information from public officials was a limitation, as some officials did not have ample time to provide all the information that is needed, while others were never available for discussion.

1.8 RESEARCH OBJECTIVES

The objectives of this research are:

- to identify the challenges of housing policy in South Africa with particular reference to Mamelodi and Diepkloof.
- to assess the implementation of housing policy in South Africa with reference to the social housing developments in the areas of Mamelodi and Diepkloof.
- to outline the factors that contribute to the housing crisis in South Africa with reference to factors discerned from the study in Mamelodi and Diepkloof.
- to propose a framework and solutions to improve the implementation of housing policy with reference to the current housing status quo in Mamelodi and Diepkloof.

The research will provide information that will assist to remedy the current housing crisis. Chapter two makes reference to international states which have experienced housing crises and have implemented successful housing policies so as to conduct a

comparative analysis between the implementation of housing policies in these states and the implementation of housing policy in South Africa. It will also help to identify existing gaps in the local housing policy and to adapt and/or adopt practices that have the potential to make a positive difference to the housing policy of South Africa.

1.9. SIGNIFICANCE OF RESEARCH

Chapter four engages housing beneficiaries on their views on government activities, how these activities have benefited them and what further action they would like from government in order to improve their overall welfare. With the data collected and analysed in chapter four, conclusions are drawn and proposed solutions to the housing crisis in the country and alternatives to the implementation of housing policy are made. Lastly, the research will contribute to the literature of housing policy implementation by providing more inventive solutions and proposals for the housing sector of the government.

1.10. RESEARCH METHODOLOGY

1.10.1. Scientific Research Methods

There are three types of research methodology: quantitative, qualitative and mixed research methods. The mixed research method was employed for this research.

This study used mixed research as it required the use of both qualitative and quantitative research. Mixed research is the type of research where both quantitative and qualitative research methods are used in one stage of the research or across various stages of the study. In this type of research, the advantages of both quantitative and qualitative research are maximised whilst their shortcomings are minimised as much as possible. According to Teddlie (2009:4), “mixed methodologists work primarily within the pragmatist paradigm and are interested in both narrative and numerical data and their analyses”.

1.10.2. Research Design

“A research design is a procedural plan that is adopted by the researcher to answer questions validly, objectively, accurately and economically. Through a research design you decide for yourself and communicate to others your decisions regarding what

study design you propose to use, how you are going to collect information from your respondents, how you are going to select your respondents, how the information you are going to collect will be analysed and how you are going to communicate your findings” (Kumar, 2011:94).The research design for the study formed the map which guided the whole study from its inception to the writing of the thesis.

1.10.3. Rationale for research design

This study will use the mixed research approach. This approach combines qualitative and quantitative methods, making the most of the benefits of both of these methods. This study will focus on the various factors involved in the implementation of housing policy in South Africa. According to McNabb (2003:341), qualitative research is used to describe a set of non-statistical inquiry techniques and processes used to gather data about social phenomena. As this study will be primarily based on data collected from beneficiaries of housing policy, much of the data will be non-numerical. The study will acquire results that are the personal opinions of respondents and that may also be affected by emotions. A qualitative methodology will therefore be used so as to accommodate the non-statistical data in the study. The purpose of the qualitative methodology is to describe social phenomena, that is, the effect of social housing on the poor, in the case of this study.

On the other hand, quantitative research methodology will be a part of this study because it focuses more on the counting and analysis of specific objects in reality. This will be used in study as there will be a need to count numerous variables. There will be a need to make a count of the research population so as to compare the reliability of the data collected based on the number of correctly completed questionnaires. The main source of data collection for this study, the questionnaire, is divided into various categories which will further require a numerical analysis of the data collected

An analysis of this statistical data will be necessary and will be facilitated through the use of quantitative research methodology. Creswell in Sukamolson (2005:2) has given a very concise definition of quantitative research as a type of research that “[explains] phenomena by collecting numerical data that are analysed using mathematically based methods (in particular statistics)”. This definition further explains the use of

quantitative methodology in this study, because some aspects of this study have to be analysed statistically.

1.10.4. Ethics

In conducting this research, ethical issues were observed in that participants were only included in the study with their consent. Participants were fully aware of the disclosure or non-disclosure of their identities in the study prior to their participation.

“Research has the capacity to harm the legitimate interests of any participant organization and the personal and professional reputation of participating individuals. Research can also consume valuable organizational resources such as staff time” (Darlington & Scott, 2002: 31). Ethical issues related to qualitative research can prove to be a great disadvantage to this study. It is worth noting that no ethical issues posed any problems for this study.

In assessing people’s opinions on the implementation of housing policy and the government’s responsiveness to their needs, this study employed qualitative research methods. These included unstructured interviews and questionnaires. In some cases, the researcher struggled to get the informed consent and/or participation of the targeted research group. This slowed down on the progress of the research. Housing is a very sensitive issue in South Africa, and, as such, key sources for this research, such as officials in housing departments and housing institutions, may be reluctant to participate in the research.

1.10.5. Data Collection

Target Population

Mamelodi and Diepkloof were identified as the two areas where the research population would be selected from. The research focused on the effectiveness of the implementation of housing policy in catering for the basic housing needs of the poor. Therefore, in selecting the target population, the focus was on low-income households and informal settlements.

There is a diverse range of living standards in Mamelodi, ranging from well-built brick houses to small informal dwellings made out of sheet metal, known as shacks. On the whole, areas in the west mostly consist of brick houses and low-cost RDP houses. A sample of 200 people from the four different areas of Mamelodi will be used in this research. Selected individuals from the various informal settlements in Mamelodi will not only give a balanced response to the research questions but this target group will also ensure that the feedback is not biased toward one part of Mamelodi.

The population of Diepkloof is estimated to be around 1.3 million. This is similar to that of Mamelodi, thus the same sample size will be utilised. A sample will be selected from the various Diepkloof zones and, as such, data gathered will be balanced to reflect the overall diversity in the population.

Sampling

“There are two important consequences of taking samples from populations. Firstly, one of the aims of experimental, quasi-experimental and *ex post facto* studies is to make conclusions based on [appropriate] samples [so that those conclusions] will extend to populations, ensuring external validity. Secondly, having defined populations consistent with the design of the research, how does one obtain a sample that will not introduce new, previously identified, potentially confounding variables? Hidden extraneous variables corrupt the independent variables in the study, reducing the internal validity [of the study] and making final conclusions invalid” (Black, 1999). As mentioned above, a sample of 200 participants from both Mamelodi and Diepkloof populations was selected for the purpose of this research. To ensure that the sample was representative of both communities, the sample size was selected with much consideration for the true population size that it must represent, whilst also recognising the scale of the research and limitations of any large-scale research.

Sampling method

Cluster sampling involves random samples of identified smaller groups – clusters of subjects, for example, by institution. It makes it possible to select participants randomly when no single list of population members exists, but local lists do (Black, 1999). Due to the fact that people are constantly moving into and out of these informal settlements, accurate information on the occupants of these settlements is unlikely to be available

at any given time. For this reason, cluster sampling was selected as a sampling method.

This method is not without disadvantages. The most significant of these is that clusters may result in subjects being too homogenous for the variables being investigated. This was the case in some instances of the study which resulted in more time being spent on data collection. However, this can be prevented by using more representative variability.

Sample size

A sample of 800 households in each area will be selected, with groups of 200 being selected from Phumolong, Alaska and Stoffel Park, the informal settlements in Mamelodi. Elias Motsoaledi is the main informal settlement in Diepkloof, and, as such, the sample population for Diepkloof will be from this area. This will make a total of 1600 households.

Lenth (2001:2) comments that, there should be a vigilant demarcation of the problem so as to select an accurate sample size. The size of the study must be linked to its objectives. It is also important that the study is not too big, as this can be time consuming and expensive. For that reason, sample size will be determined by the need to collect sufficient data on the residents of the two identified communities.

- ***Questionnaires***

According to Crawford (1997), the design of a questionnaire will depend on whether the researcher wishes to collect exploratory information (i.e. qualitative information for the purposes of better understanding or the generation of hypotheses on a subject) or quantitative information (to test specific hypotheses that have previously been generated). Questionnaires were used to collect data, from the beneficiaries of housing policy implementation. House visits were conducted so as to carry out these interviews and to hand out the questionnaires to the research population.

“The format of questionnaires can vary considerably, employing free response questions, checklists, [and] rating scales, with all the intrinsic problems of validity and reliability” (Black, 1999:235). The questionnaires that were used had a number of

multiple-choice questions for issues that generated common data, and also a few open-ended questions, so as to ascertain the differences in opinion amongst the research population with regard to the housing issue that was being researched.

- **Interviews**

“Interviews are classified according to their level of formality and how they are structured. The interviewer can openly approach subjects asking to interview them in a formal setting or suggest to them that the intention is to engage them in a conversation in which the interviewer can learn about the research subjects’ experiences and thoughts. Many times, highly formal interviews will use interview surveys as their guide to the interview” *sic* (Gideon, 2012:111).

“Face-to-face interviews allow the researcher to collect data from a much larger percentage of those sampled than is usually possible with self-administered questionnaires. Subjects tend to be more impressed with the seriousness of a study when the researcher contacts them personally than when they receive a form letter and questionnaire through the mail” (Gray *et al*, 2007:128). Face-to-face interviews enabled more engagement between the researcher and the respondents which aided in the accuracy of the research findings and furthermore assisted in getting information that would otherwise have been missed with the less personal interview or data collection methods.

These types of interviews were to get information on the feelings and attitudes of housing policy stakeholders, namely the beneficiaries of housing policy in Mamelodi and Diepkloof. They served as a means of clarifying questions that the respondents did not understand. Interviews were also used to confirm some data that will be produced in the questionnaires.

- **Documents**

Official documents from the Department of Human Settlements and the respective municipalities of Mamelodi and Diepkloof were used in this study. Annual reports and Housing legislation were integrated with data obtained from questionnaires and interviews. Other sources, such as annual reports, newspaper articles, and conference

reports, were blended with the collected data. All data sources were then integrated to conclude the data collection of the study.

- ***Pre-testing***

A pilot study of the efficacy of the questionnaires and interviews was conducted on a small group of members of the Mamelodi and Diepkloof communities. This enabled a thorough analysis of errors and shortcomings in the instruments that were used in this research.

1.10.6. Data Analysis

When all the questionnaires had been collected, the multiple choice questions were coded and similar answers will be tallied. This enabled the identification of trends in terms of the manner in which people answered. Results were then illustrated in graphs and table formats. The open-ended questions were also analysed, but because the answers will vary from one individual to another, coding was not be done for the open-ended questions. “Coded data can be analysed manually or with the help of a computer. The easiest way to analyse data manually is to code it directly onto a large graph paper in columns in the same way as you would enter it into a computer. Detailed headings can be used or question numbers can be written on each column to code information about the question” (Kumar, 1999:232).

1.11 PRELIMINARY FRAMEWORK OF RESEARCH

The research is structured into five chapters.

Chapter 1: Background of Housing Policy in South Africa

This chapter introduced the issue of housing policy to the reader and gave a brief background of housing policy in South Africa. This chapter included a discussion of the limitations of the study and defined the structure of the rest of the study. Lastly, chapter one reviewed the research methods that were employed during the study.

Chapter 2: Literature Review

Here an analysis of various literatures will be made. Firstly, there will be an introduction of literature on the implementation of housing policy in South Africa. Public administration literature will then be discussed, followed by a discussion of official documentation on housing policy, such as policies, white papers, legislation and other relevant documents. Lastly, this chapter will acknowledge the contribution of top scholars in this field of research.

Chapter 3: Housing Policy Implementation at the Local Government Level

This chapter will highlight the current state of affairs in housing in South Africa with particular reference to the cases of Mamelodi and Diepkloof. The findings of this chapter will be used to compare the research findings in chapter four.

Chapter 4: Research Findings

In this chapter the research results were analysed and discussed. The research questions were answered through graphical and tabular illustrations that were developed from the responses of the research participants. A confirmation of the need for the improvement of Housing Policy implementation in South Africa was confirmed from the findings of the research.

Chapter 5: Conclusion & Recommendations

This chapter concluded the research topic. In this chapter, a conclusion was developed based on the findings of the previous chapter. This chapter also made recommendations on how Housing Policy implementation in South Africa could be improved. Furthermore, this chapter made recommendations for further research that could be conducted based on the findings of this study.

1.12. CONCLUSION

Housing policy in South Africa has evolved a great deal, from the apartheid era, to the post-apartheid era until the present day. Segregation dominated housing during the apartheid era which saw Africans being deprived of opportunities to own land. The current democratic government under the leadership of the African National Congress

has brought about many changes in housing policy. Much focus has been placed on correcting the injustices and inequalities created by the apartheid government.

Informal settlements are prevalent in the Gauteng province. Because of the huge housing backlog, the government has had trouble providing social housing to all South African citizens. This research explored the solutions to the housing problem. The research methodology that was employed in this study involved both qualitative and quantitative methods, with questionnaires being used as the main data collection tool.

The main focus of this research is the relationship between the shortage of social housing in the Gauteng province, with a focus on Mamelodi and Diepkloof, and the implementation of housing policy. A need for government solutions to the housing crisis was identified. However, it is worth noting that such solutions should consider the contributing factors which are outside the boundaries of policy implementation. Also, an evaluation of current and past housing policies allowed for the identification of mistakes that could be avoided in the current and future use and creation of housing policy legislation. A probe into the policy implementation process would also enable a better understanding of housing policy matters.

CHAPTER TWO: LITERATURE REVIEW

2.1. INTRODUCTION

This study seeks to examine the implementation of housing policy in South Africa by paying particular attention to the cases of Mamelodi and Diepkloof. The Gauteng province has the highest population of informal settlements in the country and therefore basing the study on areas in the province would generate the most realistic data on the status quo of housing policy in the country.

Housing policy in South Africa has evolved greatly over the years, from the apartheid era, to the post-apartheid era and to our present democratic era. Many positive improvements have been made to housing, but it has also been affected by numerous negative circumstances. The Constitution of the Republic of South Africa, 1996 stipulates that, “everyone has a right to have access to adequate housing. The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right” (South Africa: 1996:11). Housing policy is one of the core mechanisms used to fulfil this right, hence the need to understand the process and the implications of its implementation. In this study the implementation of housing policy will be analysed by studying its impact on people living in informal settlements. The overview of housing policy in South Africa was discussed prior to discussing the development in housing policy implementation.

2.2. OVERVIEW OF THE THEORETICAL FRAMEWORK

The theoretical framework is used as a tool to assess the relation between housing policy in South Africa and the housing in the cases of Mamelodi and Diepkloof. Public administration is a way in which government acts in the public interest. By implementing housing policy, the government is meeting the housing needs of the public. Public policy is essentially formed in response to a particular need of the public.

Shafritz et al (2008:14) describe public administration as the King’s Largesse. This is whatever goods, services or honours the ruling authority decides to bestow. The last vestige of this King largesse in representative government can be seen on the plaques often attached to public buildings and bridges indicating that the edifice was built during the tenure of “Mayor Smith” or “Governor Jones”. The provision of social

housing through the implementation of housing policy in South Africa therefore falls within the public administration realm of governance. This governance is what is needed in the areas of Mamelodi and Diepkloof so as to bring about an improvement in the provision of social housing in these areas.

“Public administration is the activities undertaken by the political and administrative office bearers in the public sector to produce services for the community, and it enables government to fulfil its function of delivering services to the public” (du Toit and van der Waldt: 2007:9). The making and implementation of Housing Policy are key components of public administration.

Policies are created when people are convinced that there is an issue that needs to be addressed. Policies are crafted to realise objectives that are set to address the people’s needs. (Birkland, 2005:159). Housing Policy was created because there was a need for social housing amongst the citizens of South Africa. The outputs of the issues having been addressed such as the increased need for housing and an increase in informal settlements due to immigration into urban areas and increases in population are seen as laws, regulations and decisions that are made known to the public.

The implementation phase of Housing Policy is the point where laws and regulations that address the need for housing are now materialised and people are able to experience its benefits as is the case when people receive social housing or informal settlements are upgraded. Four things need to be present for effective implementation of policy: (1) clearly specified tasks and objectives that accurately reflect the intent of policy, (2) a management plan that allocates tasks and performance standards to subunits, (3) an objective means of measuring subunit performance and (4) a system of management controls and social sanctions sufficient to hold subordinates accountable for their performance. Failures of implementation are, by definition, lapses of planning, specification and control (Raj Paudel, 2009:37). In the context of this study, the implementation of Housing Policy in the areas of Mamelodi and Diepkloof can be viewed as a part of public administration as that transfers the government’s mandate to provide proper housing for all to the beneficiaries.

Social housing policy is both distributive and redistributive in the sense that it is meant to benefit the poor, while they contribute little or nothing towards the provision of this housing. Theodore Lowi (1979:274) divides public policies into three separate design categories: distributive, regulatory and redistributive. Distributive policies are designed to ensure that government decisions benefit specific clientele. It is the overt intent of regulatory policies to award special benefits and opportunities to select clientele. Gerston (2004:101) notes that, “unlike regulatory policies that maintain special ongoing relationships, redistributive policies have wide application in political processes. Redistributive policy impacts are particularly vital to sizeable sectors of society who get more from government than they put in”.

Vertical policy is what we think of as the normal or traditional way in which policy decisions are made. Vertical policy is developed within a single organizational structure and generally starts with broad overarching policy, sometimes called corporate or framework policy. Such decisions are made at head office and guide subsequent decisions throughout the organization. (Smith, 2003:11). The housing policy in South Africa falls under the description of vertical policy, as the government has specific national objectives which it sets in line with the ruling political party’s mandate. Housing Policy was formed and implemented as a means to carry out the ruling party’s mandate of correcting the injustices of the apartheid regime in terms of ensuring the provision of equal and proper housing for all.

Chapter Ten of the Constitution of the Republic of South Africa, 1996 is dedicated to public administration. A few basic values and principles governing public administration will be highlighted below. According to Chapter Ten, section 195(1), of the Constitution of the Republic of South Africa, (South Africa, 1996:67) Public administration must be governed by democratic values and principles enshrined in the constitution, including the following principles:

1. Efficient, economic and effective use of resources must be promoted.
2. Services must be provided impartially, fairly, equitably and without bias.
3. People’s needs must be responded to, and the public must be encouraged to participate in policy-making.
4. Public administration must be accountable

5. Transparency must be fostered by providing the public with timely, accessible and accurate information.

The principles listed above are there to ensure uniformity throughout the public administration of the country. They also serve as a guideline for all public servants in terms of their behaviour when carrying out their respective duties and functions.

Housing policy is informed by the Constitution of the Republic of South Africa, 1996, which dictates that the government has an inherent responsibility to provide proper housing to all South Africans. According to Naidu (1996:61) Wilson (1887) argued that, “Public Administration is concerned with the implementation of public laws determined by the political system”, and that, “policy-making is a political function, while the enforcement of policy is the function of administration”.

“If one bears in mind that implementing a policy consists of activities – financing, staffing, [...] organising, determining work procedures and mechanisms to monitor and evaluate [...] executive actions – then one can appreciate the complexity of the decisions that officials have to take to develop an implementation policy and later an administrative executive policy” (Thornhill, 2012:127). It is important to note that these various activities together constitute the implementation of policies. The proper employment of the resources and execution of the activities above is crucial to the success of any policy. The issue of finance and staffing are especially important, as these two activities may not be excluded from consideration as far as the implementation of Housing Policy is concerned. Finance defines the scope of the housing projects that are developed in Mamelodi and Diepkloof and it also guides the staff complement that will accompany these projects. To ensure that projects are implemented successfully, it is important that there is adequate finance to cater for all the needs of the projects from its inception to the very completion where beneficiaries are able to enjoy the benefits of improved housing.

2.3. OVERVIEW OF LEGISLATIVE FRAMEWORK

The overview of the legislative framework is important, as it clarifies which main legislative documents housing policy is dependent upon for guidelines on housing

programmes and implementation processes. Also, this will further reveal the legislative framework under which the housing sector operates.

Constitution of the Republic of South Africa, 1996

The constitution is viewed as the supreme law in the country, and is the premise for all other laws, policies and regulations in the country. The provision for the right to proper housing that is made in the constitution places an undeniable obligation on the state to ensure that all people are adequately housed in habitable dwellings. This therefore brings into the foreground the Department of Human Settlements, which is the primary government institution responsible for ensuring the realisation of the above right. It is important, however, to note that, even though the constitution makes the provision of housing mandatory, Chapter two, section 26(2) of the Constitution of the Republic of South Africa stipulate that the state must take reasonable legislative and other measures, within its available resources to achieve the progressive realisation of this right. This therefore means that the government might only provide this service to the citizens if it has the capacity to do so.

Housing Act 107 of 1997

The Housing Act of 107 (1997), has functions for national, provincial and local government. Every municipality must, as part of its process of integrated development planning, take reasonable and necessary steps within the framework of national and provincial housing legislation and policy to ensure that the inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis. In fulfilling its housing obligations to the public, municipalities must ensure that living conditions are conducive to the health of residents and make certain that basic amenities that include clean water, sanitation and access to transport, are in place.

Extension of Security Tenure Act 62 of 1997

Through the Extension of Security Tenure Act 62 of 1997 (1997) the government seeks to achieve the following objectives:

- to promote the achievement of long-term security of tenure for occupiers of land, where possible through the joint efforts of occupiers, land owners, and government bodies;

- to extend the rights of occupiers, while giving due recognition to the rights, duties and legitimate interests of owners;
- to regulate the eviction of vulnerable occupiers from land in a fair manner, while recognising the right of land owners to apply to court for an eviction order in appropriate circumstances;
- to ensure that occupiers are not further prejudiced.

The implementation of the abovementioned act is directly related to housing in South Africa, as housing objectives cannot be realised if land security is not attained. Furthermore, land security also protects the vulnerable groups, who, out of desperation, find themselves occupying land illegally. The Social Housing Policy intervenes in such situations to protect the interests of all parties and ultimately ensure the overall welfare of vulnerable groups.

Prevention of Illegal Eviction and Unlawful Occupation Land Act No.19 of 1998

“This Act serves to provide for the prohibition of unlawful eviction; to provide for the eviction of unlawful occupiers, and to repeal the Prevention of Illegal Squatting Act, 1951 and other obsolete laws; and to provide for matters incidental thereto” (South Africa: 1998). In the midst of a housing crisis and an ever-increasing population in South Africa, multitudes of people find themselves in informal settlements. These settlements are established illegally in privately or publicly owned land. Even if this is so, the government makes provision for the protection of people against illegal eviction. It is worth noting that this protection is not limited to individuals in informal settlements.

Social Housing Act No. 56 of 2003

The 2003 Social Housing Act (2003:4) provides basic guidelines with regard to the provision of social housing and also clarifies who the stakeholders of social housing programmes are. The specific objectives of the policy document are:

- to define key terms to ensure common understanding and synergy in the sector;
- to lay down general principles for the social housing sector;
- to define the legislative, institutional and regulatory environment in which the sector will operate;

- to provide for a government funding mechanism for the social housing sector to facilitate the specific targets noted in the policy:
- to promote capacity building for the sector; and
- to provide measures to encourage the sustainability and growth of the sector at scale.

This act provides a basis upon which the provision of social housing can be measured and regulated, as it not only provides an environment in which this objective can be met, but also creates a regulatory body which can ensure that the best interests of the relevant beneficiaries are prioritised at all times.

Rental Housing Act No. 50 of 1999

Chapter Two of the Rental Housing Act is titled “Promotion of Rental Housing Property” and discusses the responsibility of the government to promote housing. It states that the government must promote a stable and growing market that progressively meets the latent demand for affordable rental housing among persons historically disadvantaged by unfair discrimination and among poor persons, by the introduction of incentives, mechanisms and other measures (Rental Housing Act No. 50, of 1999). The Rental Housing Act caters for the population group that does not qualify for social housing that is completely subsidised by the government, but are also unable to access private-sector financial aid. It allows this section of the population to have proper housing without having to compromise their financial position. If implemented properly, this act should bring about an improvement in the rental housing sector, such that people should be able to access reasonably-priced housing regardless of the location; that is, urban and rural areas should cater for all people. It is common to see publicly owned housing being mismanaged. Hence, partnerships with the private sector will ensure that the private-sector principles of efficiency and effectiveness are merged into the public sector.

2.4. TRENDS AND DEVELOPMENTS IN HOUSING

Dewar (2008:33) notes that, “[a]t the present time, eliminating the need for people to live in informal housing and informal settlements is advanced as the primary purpose of housing policy: the Minister for Housing has committed, in the *Breaking New Ground*

policy document, to 2014 as the date by which this goal [...] will be achieved”. The areas of Mamelodi and Diepkloof are overwhelmed with informal settlements as their population continues to increase along with immigration into the areas. The implementation of the Breaking New Ground policy document will remedy this current situation and thereby improving the overall housing of the residents of informal settlements in both areas.

2.4.1. Global trends and developments

The housing policy should first of all be aimed at solving the housing problems of average families. Special measures should be taken to solve the problems of high-risk groups. The ones that suffer most when they have to cope with unsatisfactory living conditions are families with combined risk factors (Karrik *et al*, 2003:53). By identifying high-risk groups, Estonia is able to create an idea of the stakeholders or population that is in serious need of housing. Although all social housing stakeholders are in need of housing, it is worth noting that there are certain groups of the population that need to be given preferential treatment due to factors such as their age or health conditions. In Mamelodi and Diepkloof, these groups consist mainly of the youth and children. These people need to be properly housed, as they are vulnerable groups. In addition to identifying groups that need to be treated as priority groups, the “risk groups” strategy used by Estonia also allows the Estonian government and housing institutions to ascertain the specific needs of the various population groups, thereby enabling them to provide services or rather houses that will improve the living conditions of these population groups in Estonia. The use of this strategy in the Mamelodi and Diepkloof context could improve the implementation of Housing policy. This strategy may also have to be adapted so that it may suit the local conditions and the varied housing needs of the housing beneficiaries in Mamelodi and Diepkloof.

The shortage of social housing is not unique to South Africa but is a global phenomenon. According to Clive Betts, UK ministers will not solve the UK's housing supply crisis until they give councils the necessary freedom, trust and powers to develop sustainable local solutions. (Betts, 2012:1). In the cases of Mamelodi and Diepkloof, the municipalities are the closest link to the social housing beneficiaries and thereby the main stakeholder that interacts with social housing beneficiaries whilst

trying to achieve the government's mandate of providing proper housing for all. The centralisation of decision making powers may cause a delay in implementation and therefore, it is worth noting that the existence of housing departments within the respective areas of Mamelodi and Diepkloof allows for the smooth transition of decisions from the National departments that are stakeholders in social housing in the country.

In addition, the above author brings to light the importance of public housing through the comparison of the UK's housing needs with the supply of private housing. The housing demand in comparison with supply is too huge and is a clear indication of the mismatch between housing demand and supply. It is however, important to note that the supply and demand of social housing in South Africa and the UK differ, as the needs of the public in these two countries vary. The intervention of the government is thus ultimately necessary if all citizens are to receive adequate housing. What the UK has in common with the cases of Mamelodi and Diepkloof, is that middle-income earners are unable to access housing through private housing institutions because of its affordability. This further increases the government's responsibility in terms of making a provision of social housing for the residents of Mamelodi and Diepkloof.

"Post war policy in the Netherlands was based on a tenure neutral system of subsidies associated with a heavily controlled private rented sector, reflecting the extreme shortages in provision throughout the country. The Housing Act 1901 had enabled the development of some 700 Approved Housing Corporations, many of which were closely linked to and sometimes owned by municipalities. These municipalities had planning powers to assemble land and provide infrastructure before transferring it to owners" (Forest & Lee, 2003:57). The City of Tshwane Municipality and City of Johannesburg municipality are the sphere of government that is closest to the residents of Mamelodi and Diepkloof that is able to facilitate a healthy and interactive relationship between the government and the social housing beneficiaries. For that reason, giving municipalities the power to plan the housing for their beneficiaries is advisable, because they are able to custom-make housing to suit the specific needs of the beneficiaries and the conditions of that particular area. Centralising such powers in the national government can cause the error of uniform housing methods being applied to all beneficiaries, while the different beneficiaries have different needs. This

can lead to further discontentment of the public and the consequent failure of housing delivery projects.

2.4.2. Continental trends and developments

Informal settlements are always associated with a lack of basic services, and thus the residents are prone to numerous diseases. According to Yonder (1998:65), informal development processes have always had environmental problems, but these problems intensified in the 1980s. The lack or inadequate provision of clean water and sewage systems has always caused outbreaks of certain diseases and posed serious health threats to residents, especially the children. Haphazard development created problems during consolidation, in finding space for parks or schools for example. The informal settlements in both Mamelodi and Diepkloof are located in non-residential areas and therefore the provision of basic services; water, electricity and sewage disposal, to these areas is not catered for by the government. In its bid to provide these services, the government has made a provision of communal water tap and shared pit latrines. It is however worth noting that these services are not sufficient for the population of Mamelodi and Diepkloof. The outbreak of disease is not uncommon in these two areas and can be attributed to the lack of basic services mentioned above.

Inequalities in housing conditions impairs social and individual welfare. Moreover, housing is a key element in the total environment, affecting regional planning and the attractiveness of our cities and countryside. Housing therefore concerns not merely the individual, but the society at large (Lansley, 1979:26). The significance of housing to the overall society cannot be emphasised enough. In both the cases of Mamelodi and Diepkloof informal settlements, the existence of these settlements have had an effect on the overall areas of Mamelodi and Diepkloof and the Gauteng province as a whole. This disparity in housing in these areas affects the developmental and housing plans for the region in that it prompts the government to make a provision for the improvement of the well-being of the residents of these informal settlements. This is done through the upgrading of informal settlements, provision of basic services and healthcare to these areas and improving access to employment and education opportunities for this group of people.

In developing countries, like Nigeria, rapid urbanisation has outpaced the ability of governments to provide adequate shelter and basic amenities for the urban poor, resulting in grievous urban poverty. The high level of poverty of most urban households places the available housing stock out of their economic reach. Many of the households resort to constructing makeshift dwellings out of all sorts of refuse materials on illegally occupied land. The result is the development of slums and squatter settlements (Olutuah, 2010:43). The fast urbanization in developing countries has led to the increase in informal settlements as governments of such countries do not have sufficient resources to meet the housing demands of their citizens. People are attracted into the cities by the prospects of improving their lives through education, but primarily through employment opportunities. In a study carried out in the state of Kwara in Nigeria, results revealed that the majority of the youth were attracted most to the city because of the presence of social amenities (43.3%), and 40.0% of them believed that city life would improve their ways of life while 4.2% moved to the city as a result of peer pressure. One tenth (12.5%) of the respondents were attracted to the city due to its employment opportunities. Absence of basic amenities was the main reason the respondents left their villages (Adesiji et al, 2009:73). Mamelodi and Diepkloof are in Pretoria and Johannesburg, respectively, two areas in South Africa that attract people from all over South Africa as it offers better economic opportunities. This has led to an accelerated and unplanned urbanisation of both areas and the increase in demand for housing which is unequally matched by the supply. The informal settlements in both Mamelodi and Diepkloof therefore continue to grow.

2.4.3. Trends and developments in South Africa

“For the purposes of developing responsive housing policies, various ministries need to effectively collaborate, i.e. the ministries for housing and works, local government, energy, manpower development, and women and children, education, and health” (Un-habitat: 2008:1). The issue of housing does not stand alone: relationships need to be established between the various stakeholders so as to ensure that effective policies are developed and that the implementation of these is successful. Residents of Mamelodi and Diepkloof do not only require houses but they also need the rudimentary services; water, electricity and sanitation, that are complementary to housing. In addition to this, in order to ensure sustainable development of the areas

education, employment and infrastructure development needs to be introduced in both areas. This requires various stakeholders which are not in the housing sector, thus relations between various government and private sector organisations need to be established to achieve an overall development of the informal areas of both Mamelodi and Diepkloof. The government cannot act alone in the delivery of housing for people. The participation of the private sector through corporate responsibility projects and that of general citizens through community projects and public participation is very important. Lastly, it is important to note that, although the department of housing is responsible for the housing mandate of the government, they have to work with various other departments to ensure that this mandate is materialised successfully.

Since the end of the apartheid era there have been vast developments in terms of housing. This is evident from the vast policy programmes that the government developed and implemented in its efforts to ensure the proper and equal housing of all citizens.

One of the priorities of the South African government post-1994 is the integration of South African cities. This integration is supposed to ensure that the urban poor have access to the city and enjoy the benefits of being close to the economic hubs and centres (Department of Arts and Culture, 2005). This integration of the cities is a possible solution to the informal settlement crisis. If the government formally undertakes to integrate the South African cities so as to make them accessible to the urban poor, it will ensure that issues of proper housing will become a priority, thus reducing the growth rate of informal settlements. Prioritising the integration of cities will bring infrastructure development to the forefront which will not only create employment opportunities but will also ensure that formal housing is accessible to all. By so doing the poor population will have access to education, health and employment opportunities, thus improving their overall well-being. If properly implemented, this integration will lead to an increase in the number of both educated and employed individuals thus relieving the pressure from the government in terms of the number of individuals requiring social welfare. Also, as this integration would also open up access to basic services such as water, electricity, sanitation and healthcare, this population would be less prone to contract communicable disease associated with their living environment. This would further relieve the pressure on the already-stretched

government resources. Mamelodi and Diepkloof are amongst the areas that are affected by the integration of cities. This integration can accelerate the speed at which residents of informal settlements are able to access developmental opportunities and social housing. In addition, as mentioned above, the integration will improve the access to multiple essential services which include water, electricity, education and healthcare.

“Currently, the South African government, through the Department of Human Settlements (DHS), builds about 200 000 subsidised houses a year. The Minister of the Department of Human Settlements commented that, at this rate, it is almost impossible to deal with the backlog, and [that] they would like to see the rate of delivery double, at least, through the participation of other South Africans who are willing to help” (Prinsloo, 2011:1). In order to alleviate the housing crisis in Mamelodi and Diepkloof, there is a need for all South Africans to rally behind the government in the provision of social housing. It is also important for the residents of these informal settlements to participate in the planning and implementation of housing projects directed for them. Much attention needs to be drawn to the importance of the role of individual citizens in contributing towards the successful delivery of housing for all in the country.

“In South Africa, housing policy should translate the transformative project of the constitution into concrete mechanisms that lead to a more equal society. Redistribution through subsidised housing developments is not an adequate mechanism, as long as the majority of these projects are in peripheral locations and perpetuate the segregated urban form that was inherited by the ANC-led government” (Huchzermeyer, 2003:216). Housing policy is essentially employed to reach the housing objectives laid out in the constitution, that is, to provide housing for all. The limits of the available resources should be the only factor limiting the extent to which this delivery leads to the realisation of the basic right to housing to which all South African citizens are entitled. Housing projects in Mamelodi and Diepkloof should not only be aimed at realising the constitutional rights of citizens, but should also be used to unify the nation.

In May 1998, government approved policy to support people's initiatives towards housing. This policy was called the National Housing Policy: Supporting the People's Housing process. This policy and programme encourages and supports individuals and communities in their efforts to fulfil their own housing needs and also supports those who wish to enhance the subsidies they receive from government by assisting them in accessing land, services and technical assistance in a way that leads to the empowerment of communities and the transfer of skills (United Nations, 2001:4). This policy adapts the public administration approach of public participation whereby the community is engaged in the projects that will benefit them. "Today public participation is increasingly considered standard practice and is regarded as an essential characteristic of and condition for a successful modern democracy" (Scott, 2009:31).

The Census results show that the population of South Africa increased by about 4 million from 1996 to 2001. In the ten years since the last census, about 7 million people have been added to the population. Also, proportion of households living in formal dwellings increased from 65.1% in 1996 to 77.6% in 2011. The proportion living in traditional and informal dwellings decreased from 18.3% to 7.9% as far as traditional dwellings are concerned and from 16.2% as far as informal dwellings are concerned (Statistics South Africa, 2011:64). Although the population of South Africa is increasing rapidly, it is also worth noting that more people have access to proper housing as shown by the results of the 2011 census. The increase in the percentage of people living in formal housing and the decrease of the percentage of people living in informal settlements is a positive indication of the efforts of the government towards ensuring that all citizens are fairly and adequately housed.

Modipa (2012:1), reports that "squatters from Phase 1 in Mamelodi East. Tshwane were recently moved by the municipality to avoid a possible disaster. A sudden flood caused by a water pipe that burst in Phomolong killed two children in August. Some phase 1 squatters also lived in a dangerous area near the same pipe. They were moved to Eerstefabriek near Nellmapius a few weeks ago". This incident in Mamelodi should make the government aware of the seriousness of the housing crisis in the country. Although the municipality managed to move the residents of the affected area to another region, the mess left by the burst pipe needed to be cleaned up, as residents complained about the smell. This was a time consuming and costly exercise. The

conditions in informal settlements are not only a danger to their residents but to the people in neighbouring areas and they also pose a great threat to the environment. It is therefore the responsibility of the government to ensure that bad conditions in such areas are improved and prevented from arising.

The Nelson Mandela Bay Municipality (NMBM), hereafter referred to as the Metro, is heralded as one of the metropolitan municipalities that have done very well in the delivery of RDP houses. However, there are Metro residents who neither qualify for a home loan nor a housing subsidy. They are called the “gap market”. (Ngcezula, 2009:1). Although the constitution states that all people have the right to proper housing, not all people qualify for public housing. Problems arise when one does not qualify for this public housing and cannot access private household funding. This is also the case with the social housing beneficiaries of Mamelodi and Diepkloof. It is therefore the researcher’s opinion that the housing qualification criteria should be reviewed so as to cater for all beneficiaries. Social housing alternatives such as subsidised housing, are aimed at closing the “market gap” but with the continuously increasing demand for housing and limited government resources, it can be said that an intervention from the private sector is needed to assist the government in dealing with the huge housing backlog and demand.

2.5. BEST PRACTICES IN HOUSING

2.5.1. Global best practices

During the period 1989 to 1992, an initial land experiential programme known as the Programme of Mutual Aid and Self-Management was conducted in São Paulo, Brazil. The programme involved community participation in the management of public resources and administration and control of the public housing construction processes. The municipal government of São Paulo served as the financing agency for and the guiding force behind the programme, which involved three main actors, namely the municipal government of São Paulo (which acted as the financing agent), community-based organisations (which acted as the promoters and implementers of the programme) and NGOs (which acted as the advisers) (Phago, 2010:96). This Brazilian housing programme proved to be a great success, as it put much control in the hands

of the housing beneficiaries and encouraged public participation. The situation in Brazil is similar to that of South Africa in terms of economic development and the rampant increase of informal settlements due to increased development. The adoption of the Brazilian example in Mamelodi and Diepkloof can prove to be a solution to the housing problems being encountered in both areas. The public in both areas have expressed a discontentment with the government's service delivery, through service delivery protests, therefore this approach that prioritises public participation could restore public trust in the government. Chile had the first and best known example of a capital subsidy scheme for housing. It was first introduced in 1978, and was subsequently widely replicated by other countries in Latin America, for example, Costa Rica (1987), Columbia (1991), Paraguay (1992) and Uruguay (1993). South Africa's housing subsidy scheme introduced in 1994 was also partially based on the Chilean model. This model continues to represent current best practice (Smit, 2006). The Chilean housing model has been used by many developing countries and is seen as a better approach than that of public provision of housing. As mentioned above, South Africa's own housing subsidy scheme has characteristics of the Chilean model, which is evidence that South Africa is learning from the experiences of other countries and employing the best practices in a manner that suit the local housing conditions.

In Britain, the First World War marked a crucial turning point in the development of housing policy. After 1914, the state began to be more actively involved in housing provision, albeit often reluctantly. The new interventionism not only involved regulation of the privately rented market but also provided subsidies both to in-kind provision (i.e. council housing) and to private sector house-building (Clapham et al, 1990:40). Government intervention in housing is the key solution to the alleviation of the housing crisis in Mamelodi and Diepkloof. As government resources are limited, it is important that there are new and innovative solutions to the housing crisis that will be able to cater for all the social housing beneficiaries in a sustainable yet economic and efficient manner.

2.5.2. Best practices as determined by African authors

The failure of re-housing schemes to replace informal settlements, as well as the discovery of the potential for self-help and community participation among the poor has stimulated the development of policies for upgrading existing settlements. Such

community participation approaches can be seen as redistributing power and resources in favour of greater equity for the poor (Obudho & Mhlanga, 1988:212). As mentioned in section 2.4, community participation in both Mamelodi and Diepkloof with regard to housing is a greatly favoured approach, as it would ensure that the beneficiaries of the proposed programmes are engaged in the planning and implementation. This would ensure that the programmes are tailor-made to suit the specific needs of that particular community.

A good housing project should be able to sustain itself rather than rely on government funding for continuity. This shift in capacity building aims to achieve this objective in South African housing programmes. With the big increase in population growth and the subsequent increased demand of social housing, capacity building in housing programmes is imperative as it will ensure that government resources are employed effectively, efficiently and economically. This will also bring about a broader approach to housing development as there will be a shift from the single focus of producing more houses to equipping communities with skills that will not only ensure the sustainability of housing programmes but will enable them to have access to more employment opportunities and financial independence.

“Informal land management is pervasive, resilient and difficult to dislodge. [...] In spite of Johannesburg’s efforts to adjudicate and formalise land relations in poor areas, the metro cities probably have little to offer by way of land use management mechanisms that work well for the poor” (Cross, 2008:14). There is an urgent need to deal with informal land use. However, the development of informal settlements cannot be predicted or properly controlled, as people tend to occupy any unused land and develop small communities without the knowledge of local authority.

If the state is directly involved in the provision of rental housing, as a social landlord, the state would be able to provide marginalised occupiers with secure (adequate) housing, without having to place any unwanted financial burdens on these tenants. The success of such a form of housing depends on the enactment of effective legislation that affords tenure security while also being context-sensitive to the personal needs of the individual households (Maas, 2011:763). The option of public rental housing in South Africa is very appealing, as the private housing sector does

not cater for all the population groups in the country. With the state as the landlord, the financial capacity of individuals will be taken into consideration without compromising on the quality of the housing, as the state has an inherent obligation to ensure that all people have access to proper housing. However, the success of this depends on the implementation of effective legislative policies.

2.5.3. Lessons from other provinces

A brief analysis of housing in other provinces will help us draw lessons which might assist the Gauteng province to find new methods of dealing with housing. These can be adopted and adapted to the unique conditions of the relevant area. Also, this will enable the province to learn from the mistakes of other provinces, just as the country as a whole can learn from cases in other countries.

The issue of public participation and its importance to project success is emphasised by international to local authors. It is for this reason that this should not be overlooked when dealing with housing in Mamelodi and Diepkloof. As stated by Poulsen and Silverman (2012:77), “eThekweni plans to develop a sustainable Livelihoods Programme in many of the city’s informal settlements. [With this they intend] to build stronger community responsibility and “self-help” as well as facilitate a better relationship between the urban poor and the municipality.” This programme responds to the [community’s] needs while encouraging participation. When community members [take part] in the planning and implementation of projects, they have a sense of ownership over [those projects], which encourage them to ensure the sustainability of such projects.

“The Emergency Servicing of Informal Settlements (ESIS) Project is the first phase of the three-phase incremental upgrading plan [...] in the City of Cape Town’s Framework for Upgrading Informal Settlements. [This plan] preceded the national Department of Housing’s Informal Settlements Upgrading Programme. It aimed to provide the following basic services to all informal settlements within the City: a potable water supply within 200 meters of every dwelling, a minimum level of sanitation, [with sewage] to be collected by the City once a week and a weekly refuse removal service” (Graham, 2006:234). Informal settlements lack basic and essential amenities such as

clean running water, electricity and sewage disposal. It is therefore imperative for the government, whether on a local or national level, to ensure that such services are made available to the inhabitants of informal settlements, so as to ensure that their quality of life is up to standard and that it is progressively improved.

2.6. CONCLUSION

In South Africa, housing is one of the most talked-about and volatile issues. The history of segregation brought about by the apartheid regime created feelings of resentment amongst the previously disadvantaged groups. The birth of the democratic government therefore came with the expectation that the new government would correct all the injustices of the past by ensuring that the previously disadvantaged groups get preference in terms of the provision of social housing. In terms of housing, the Constitution of the Republic of South Africa, Act 108 of 1996, states that the government is responsible for ensuring that people are properly housed. This has created an expectation from the majority of the public that the government be fully and solely responsible for ensuring the realisation of this right.

There have been on-going service delivery strikes related to housing and clashes between the public and police officials around the country because of the public's dissatisfaction with the government's response to the current housing crisis. As the world is increasingly becoming interconnected, it is imperative for South Africa to take lessons from the numerous international experiences in the housing industry. As the current housing crisis in the country has existed for a long time there is a need for new solutions or improved methods of implementing housing policy. It is not necessary for South Africa to make its own mistakes in this regard, as it can learn from the long international history of housing policies of various countries. From this, the country can adopt some of the implementation methods and housing policies and adapt them to the conditions of the country.

The review of the various housing-related policy documents gives a legal and general background of housing policy in South Africa. This review assisted throughout the research in terms of making recommendations and comparisons with past and current legislation locally and internationally. Also, it is important to refer to the various

international legislations, as they serve as a guideline for the formulation and consequent enactment of future policies, acts and other laws.

The review of global literature in section 2.4 of this chapter was used for the purposes of a comparative analysis. This analysis was done in order to draw a conclusion on possible solutions to South Africa's housing crisis which can be adopted from other countries and adapted to South Africa's specific conditions. South Africa can learn a lot from the experiences that other countries around the globe have had with housing policy and its implementation. South Africa may be able to learn from best practices around the globe in order to tailor-make best practices to suit local conditions. It should also be mentioned that South Africa has best practices that other countries can also, in turn, learn from. This section deals with such best practices from the global, regional and local arenas.

CHAPTER THREE: HOUSING POLICY IMPLEMENTATION AT THE LOCAL GOVERNMENT LEVEL

3.1. INTRODUCTION

Housing needs are most visible to the government at the local government level as local government is the closest link to the people. This chapter focuses on the housing policy implementation at a local government level. The case studies of Mamelodi and Diepkloof will form the focal point of this chapter as the researcher seeks to establish the status quo of housing policy implementation in these areas, particularly with regard to the upgrading of informal settlements and the provision of basic amenities in informal settlements. These two areas have been identified so that a comparison of the current housing status in South Africa can be made.

The scale of the housing crisis in urban South Africa has been widely acknowledged. In its 1994 Housing White Paper, the government estimated that nationally the housing backlog in 1995 was approximately 1.5 million units. In addition to this, 720000 serviced sites in urban areas required upgrading, and 450000 people were living in hostel accommodation that needed upgrading (Department of Housing, 1994:par 3.2.1). This gives a clear indication of the housing crisis that the post-apartheid government inherited. This chapter focuses on the issue of housing in two areas, namely Mamelodi and Diepkloof. This will allow the research to focus on specific problems rather than making a generalisation based on housing problems encountered by the country as a whole. According to Peeters and Osman (2005:1), human settlements play a central role in determining the progress of a country; housing is an indicator of wealth or poverty. In developing countries, satisfactory housing is often the exception to the rule.

The shortage of housing in Mamelodi and Diepkloof along with the high population increases has been the reason behind the increase in informal settlements in these two areas. "These began to mushroom in Gauteng during the 1980s. The number of settlements and their inhabitants continue[s] to grow. By 1990, there were 47 informal settlements in [the] Pretoria-Witwatersrand-Vereeniging region, housing 49000 people. In 1998, there were 180 informal settlements in Gauteng" (Stevens & Rule, 1999:107). The number of informal settlements in Gauteng more than tripled between

1990 and 1998. The increase in the number of informal settlements is cause for great concern, as it is indicative of the government's inability to meet the citizens' housing needs. Housing policies and implementation methods in the local level need to be evaluated and re-adjusted to suit the changing housing needs of the residents of Mamelodi and Diepkloof.

3.2. Policies and legislation governing informal settlements

3.2.1. The Constitution of the Republic of South Africa

The Constitution of the Republic of South Africa, 1996 stipulates that the state (meaning the national, provincial and local governments) has the responsibility to take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of the right to have access to adequate housing. The Constitution of the Republic of South Africa, 1996 forms a foundation upon which all other legislation is formed. No legislation may be formed in contradiction with the Constitution. Therefore, all housing legislation is established under the umbrella of the Constitution and with the aim of promoting all the rights set out in the Constitution. The right to housing is one such right upon which all housing legislation is based.

3.2.2. Social Housing Act, No. 16 of 2008

The City of Johannesburg Metropolitan and City of Tshwane Metropolitan Municipality are at the centre of the informal settlements debacle in Diepkloof and Mamelodi, respectively.

It is expected of both the Johannesburg Metropolitan and City of Tshwane Metropolitan municipalities to, where there is a demand for social housing within its municipal area, as part of the municipality's process of integrated development planning, take all reasonable and necessary steps, within the national and provincial legislative, regulatory and policy framework:

- to facilitate social housing delivery in its area of jurisdiction;
- to encourage the development of new social housing stock and the upgrading of existing stock or the conversion of existing non-residential stock (Social Housing Act, 2008).

The state places the responsibility on local government institutions to play an active role in the achievement of the country's housing goals. As municipalities have the closest contact with citizens, they should be more aware of the unique and changing needs of the community. It is also important for municipalities to encourage community participation, as national government institutions rely on them for more accurate information on the needs of the public. The community's active participation in surveys and community meetings gives the government useful information that can aid in the provision of housing and public amenities in accordance with the public's changing needs. Also, municipalities are entrusted with the responsibility to respond to the needs of the communities in their respective jurisdictions.

3.2.4. Immigration Act, No 13 of 2002

According to The African Centre for Migration & Society, University of Witwatersrand (2012:9), "two pieces of legislation govern migration in South Africa: The South African Refugees Act, No 130 of 1998 which provides protection to those in need and the Immigration Act, No 13 of 2002 which covers all other forms of migration". It is recognised as a very progressive piece of legislation. Many illegal immigrants from various neighbouring countries end up living in informal settlements. These two pieces of legislation therefore come into play when dealing with the growth of informal settlements and in any upgrading projects.

Although first preference needs to be given to South African citizens with regard to the provision of housing, South Africa accepts the responsibility for the welfare of foreigners by virtue of being a signatory to these two pieces of legislation. The government's level of achievement of the objectives of these pieces of legislation can be limited by the available resources. The influx of illegal immigrants into informal settlements, creates tension between foreigners and the locals, who feel that foreigners are there to steal their jobs and land. The scurry for limited land and employment opportunities has in the past led to violent attacks which need to be avoided in the future.

3.2.5. Local Government Transition Act Second Amendment Act 97 of 1996

The Local Government Transition Act Second Amendment Act 97 of 1996 provides for the involvement of the general public in the planning process of projects. To ensure

that the residents of Mamelodi and Diepkloof buy in into proposed government projects, it is important that the government updates them on the progress of existing projects and plans along with informing them and getting their input on future plans and projects. The Local Government Transition Act Second Amendment Act 97 of 1996 advises that the public must also be informed on an annual basis of the achievements of the plans and of the revisions to projects and plans that affect them. By encouraging public participation, this act gives its beneficiaries the power and forum to create solutions to their housing problems. This will not only create a sense of ownership towards implemented projects but it will also empower the beneficiaries and create a sense of unity between and within communities.

3.3. Housing developments in Gauteng

The Gauteng Premier stated that Gauteng, successes tend to be overwhelmed by excessive needs and high expectations as well as insufficient resources. He continued to say that the Gauteng policy on human settlements was, indeed, yielding results. There has been an increase in the number of settlements that are truly racially integrated and inhabited by mixed income groups with amenities like schools, clinics, shopping centres and crèches (Mokonyane, 2012). The Gauteng Premier acknowledged the fact that demand for housing was not equally matched by supply, but efforts to alleviate the housing crisis in the province do exist and are yielding impressive results. This is a great comfort to the many citizens that await housing from the government.

The influx of people into Mamelodi and Diepkloof may catapult the government to move towards a wave of urbanisation. Unplanned urbanisation is a huge problem for the government, as there is no planned infrastructure to accompany the urbanisation. Such urbanisation results in the implementation of development plans that are not well-researched. This is done as an attempt to alleviate issues such as mass growth of informal settlements and environmental degradation, which are associated with unplanned urbanisation. Therefore, it is crucial that the government takes note of such trends and puts strategies in place for dealing with them so as to avoid unanticipated crises.

“The first significant wave of squatter settlements in and around Johannesburg was in the 1940s. These settlements were eradicated during the 1950-60s by the apartheid regime. The phenomenon re-emerged and grew more rapidly after the end of apartheid and resulted in 30% of the city’s population living in some form of inadequate housing, primarily informal settlements, backyard shacks and shacks on serviced sites” (Mohamed, 2009:246). As with Johannesburg, the re-emergence of informal settlements in areas such as Mamelodi and Diepkloof is a sign of an increased need for housing not being matched by supply by either the government or the private sector. The inhabitants of informal settlements cannot afford private housing, and, because of their economic status, they are not able to access funding from any of the various financial institutions. The onus therefore lies on the government to provide these people with proper housing. The huge housing backlog is one clear warning that the government’s resources are too stretched.

“Between 1994 and 2009, the South African government made subsidies available for the construction of about 2.8 million affordable houses for close to 11 million people. Despite this, the government doesn’t not seem to be keeping abreast with the increasing demand for social housing” (The Built Environment, 2011:50). If the implementation of housing policy in Mamelodi and Diepkloof is to be successful, this policy need to be reviewed and adapted to suit the current needs of the residents of these two areas.. The implementation of out-dated policy objectives could lead to the wasting of limited government resources and the launching of housing projects that may not be accepted by the specific beneficiaries. This will lead to the failure of housing projects. It is also important that the government provides incentives for the private sector to play a more active role in alleviating the housing crisis in the country. Shared responsibility between the government and the private sector will lead to the delivery of more houses and more sustainable housing projects.

3.4. CASE STUDIES

3.4.1. Historical background of Mamelodi and Diepkloof

3.4.1.1. Mamelodi background

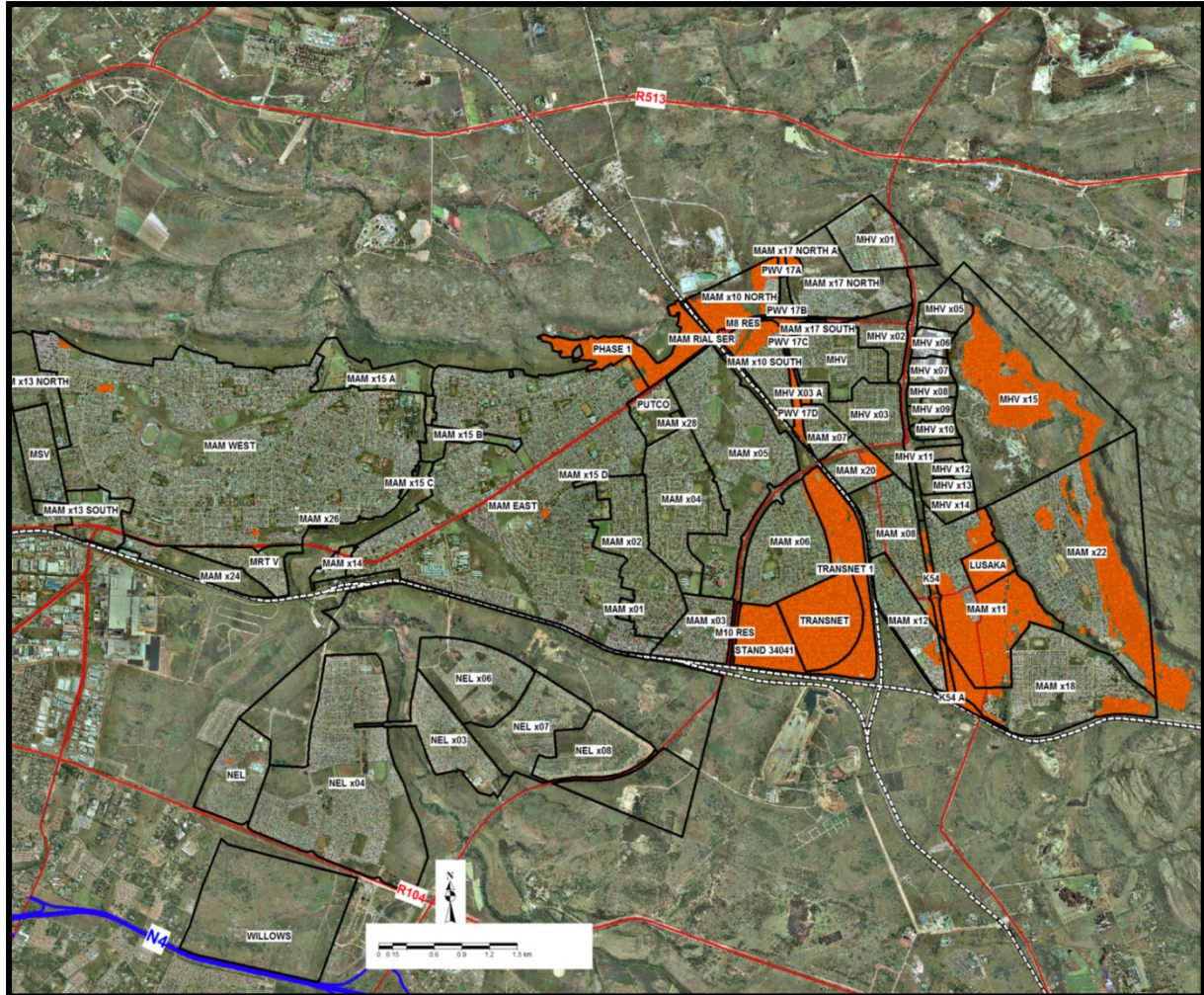


Figure 3.1: Aerial image of Mamelodi

Geographically, Mamelodi is situated on the eastern side of Pretoria. It is separated from Eersterus, a coloured community, by a large cemetery. The apartheid government planned Mamelodi as a storehouse for the black labour force needed for the economy of Pretoria. Thus Mamelodi has very little industry of its own and many commuters still travel long distances to work, for this ‘storehouse’ was planned to be beyond the city borders, behind a buffer zone, consisting of industrial zones and the ‘coloured’ area of Eersterus (Rheeder: 2005:20). Although there have been some infrastructural developments in Mamelodi, the township is still in need of more

economic and social development, such as formal education facilities and businesses that will provide employment opportunities for the locals so as to improve the quality of life of its inhabitants. With adequate housing as an indicator of poverty. It is the researcher's opinion that Mamelodi can be said to be a very poor township, as it consists largely of low-cost government housing and informal settlements. People from Mamelodi still travel long distances to work, hence there is a need for the improvement of transport systems. Also, infrastructural developments will attract investors into the area, thereby creating employment opportunities which will lead to economic development and an overall enhancement in the quality of life of the people.

“Mamelodi exemplifies the urban areas that are increasingly accommodating informal settlements. As with most informal settlements, there is a limited provision of basic amenities to aid towards the improvement of living conditions” (Gottsmann, 2009:24). The increase in the number of informal settlements in Mamelodi is an indication of an increased need for social housing in the area. Informal settlements are established in areas that are not planned for by the government in terms of the provision of basic services such as water, electricity and sewage disposal therefore their rampant increase is a cause for concern.

According to Alusala (2009:100), Mamelodi thrives as a haven for local citizens as well as foreign illegal immigrants from countries like Zimbabwe, Malawi and even Angola. Such conditions may lead to further overcrowding in informal settlements and tension between foreigners and locals as people fight for the already limited space in informal settlements. Xenophobic attacks are directed at foreigners as South Africans grow increasingly anxious over the lack of housing available to them. The respondents from Mamelodi expressed that they saw the foreigners not only as a threat to the employment opportunities but also seen as occupying land which they believed should rightfully be occupied by themselves, and not by foreigners.

3.2.3. The Municipality's Building Control By-laws

The City of Tshwane Metropolitan Municipality has made provision for the regulation of informal settlements through its Building Control By-laws which stipulate that the Manager: Informal Settlements must:

- conduct regular surveys to determine the location, origin and extent of and the conditions prevailing in each informal settlement;
- monitor and control all informal settlements and take the necessary steps to prevent land invasion within the area of jurisdiction of the Municipality;
- undertake and promote liaison and communication with local communities with a view to obtaining their understanding and cooperation regarding the prevention of land invasion in the area of jurisdiction of the Municipality;
- keep a register of all the residents who are entitled to reside in each authorised informal settlement
- ensure that all the residents living in an authorised in formal settlement are registered in the Municipality's Housing Waiting List;
- submit written reports on the control and management of any informal settlement, or the conditions prevailing in the informal settlement, if and when required to do so by the Municipality (City of Tshwane Metropolitan Municipality).

The by-laws relating to the management and control of informal settlements allow for the appointment of an Informal Settlements Manager with the above-mentioned responsibilities. This allows for better management of the growth of informal settlements, as someone is responsible and accountable for the official documentation of existing and new informal settlements and their residents. This not only serves to acknowledge the existence of these settlements, but it aids the government by supplying it with information on the housing needs of South Africans by placing inhabitants of informal settlements on social housing waiting lists.

3.4.1.2. Diepkloof background

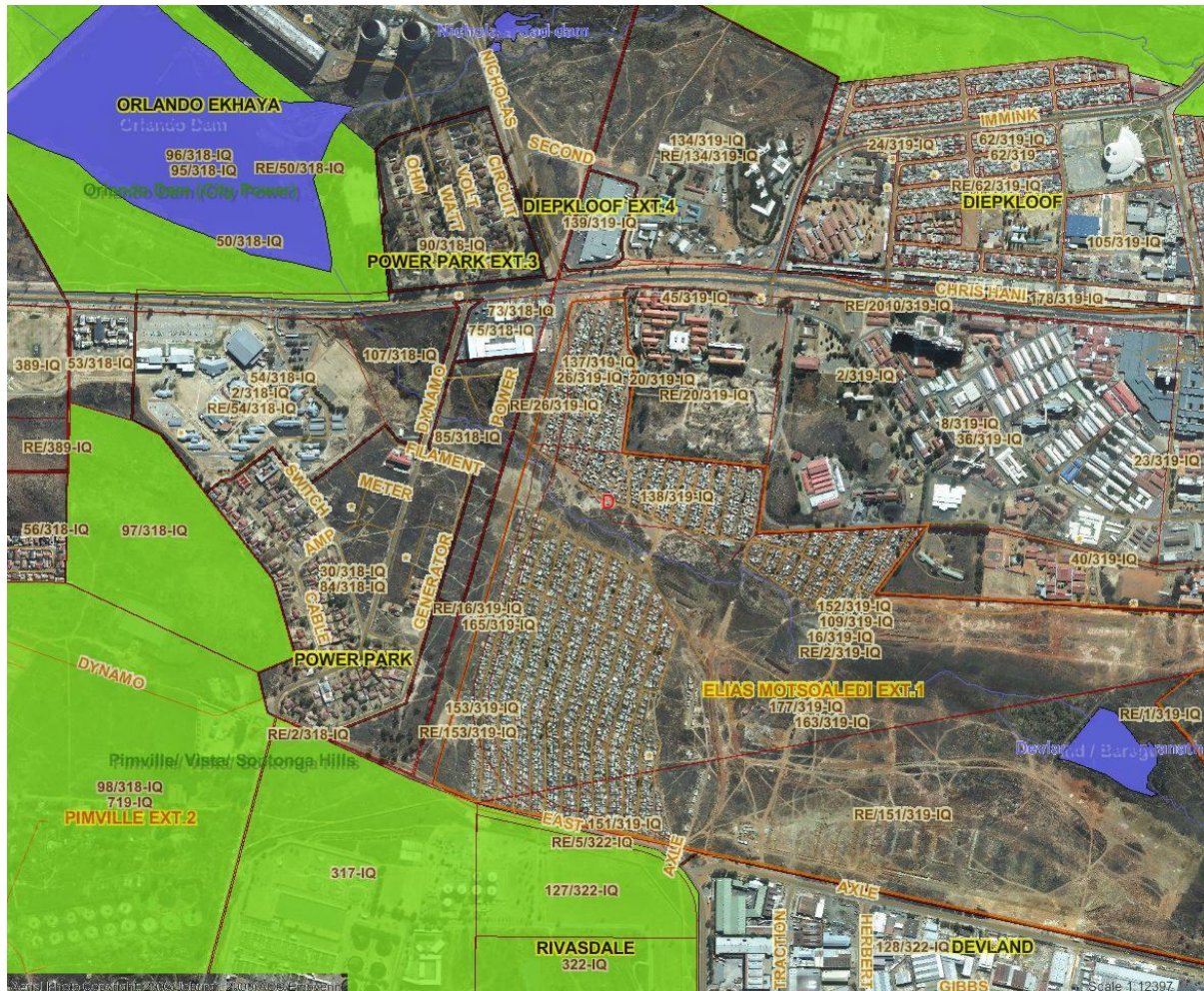


Figure 3.2: Aerial image of Diepkloof

“Diepkloof is Soweto’s eastern suburb, located approximately 15 km southwest of Johannesburg. It comprises of an old township (Diepkloof Zones 1–6), old hostels, a small rich enclave (Diepkloof Extension) and an informal settlement (Elias Motsoaledi) all located within a land area of 2.5 km²” (Mafukidze & Hoosen, 2009:4). “Diepkloof was established around 1959 as a dormitory resettlement township for black victims of forced state removals, mainly from Alexandra” (Lebelo 1988). The Diepkloof zones were segmented into ethnic sections and these sections were and are still defined and referred to by the dominant ethnic groups.

Both the communities of Mamelodi and Diepkloof were created as a result of forced and planned segregation by the apartheid government. The Group Areas Act No 41 of 1950 (1950), forced the physical separation of the races by creating different

residential areas for different races. It was an act of parliament created by the apartheid government that assigned races to different residential and business regions in urban areas. The implementation of this act led to the removal and inappropriate relocation of large groups of people. Due to the long tenure of the apartheid government, communities were eventually formed in the areas into which black people were forced. It is therefore the responsibility of the current government to correct all these injustices by ensuring that it brings about equality in housing through legislation and other initiatives.

3.5. DEVELOPMENTS IN MAMELODI AND DIEPKLOOF

3.5.1. Mamelodi

Tsosoloso is one of the lead programmes of the Tshwane City Development Strategy and was identified as a priority in the Metropolitan Spatial Development Framework (MSDF) for restricting the city and addressing inherited spatial imbalances. The Tsosoloso programme aims to improve the dormitory townships of Tshwane as places for living and working, and it also aims to improve the ability of these areas to attract more investment and opportunity over time (Baloyi, 2008:5). The City of Tshwane Metropolitan Municipality is actively involved in plans to improve townships such as Mamelodi. The development of these townships is expected to attract investors who will subsequently create employment opportunities for the residents. This will mean that people would be able to work closer to their homes, thus eliminating the need to travel long distances to get to and from work every day. Furthermore, the development of these townships will improve the overall welfare of residents, because such developments will include expanding access to basic services such as clean water, sanitation, healthcare and education, which are pivotal to the good health of all people.

3.5.2. Diepkloof

The development of the Elias Motsoaledi Precinct has always been seen as an element of the Greater Baralink development, and consisted of the following three basic components:

- the fact that the project must accommodate the original residents of the Elias Motsoaledi settlements in freehold title units

- the use of areas of higher-density social, rental or rent-to-buy housing and
- the creation of areas of economic and commercial developments (City of Johannesburg Housing Department, 2009:2). The development in the Elias Motsoaledi Precinct is one that incorporates all socio-economic factors of the area so as to achieve a holistic development rather than isolating projects to housing. The economic and commercial developments will enable residents of Elias Motsoaledi to be economically and financially independent and thus able to sustain themselves with little or no help from the government. The varied housing options reduce the likeliness of some housing beneficiaries being excluded from the housing projects due to qualifying criteria, and gives people options from which they might choose based on their specific needs and preferences. This is much encouraged, as it does not impose one housing option on all beneficiaries.

The Johannesburg housing landscape has seen exciting new innovations in recent times. These include new policies which address the city's most visible housing challenge – informal settlements. Stepping out of national thinking, the City has developed a policy to formalise the majority of its informal settlements (The Social Housing Foundation, 2010:1). The City shows great determination to deal with the dire problem caused by the rapid growth of informal settlements

In 2008, the City adopted a policy to upgrade and formalise informal settlements. At the time, Philip Harrison, who was the executive director of development planning and urban management in the City, said: "In summary, the policy states that, where possible, informal settlements will be upgraded in situation, i.e.: where settlements are safely located and their location does not compromise the development objectives of the City – for example, they are not on a servitude required for high priority road development – they will be given some form of legal recognition, and also will be physically upgraded." (City of Johannesburg, 2010). The upgrading of informal settlements has been the most innovative development in Diepkloof. This is because there is limited land and a huge housing backlog with an increasing housing demand which cannot seem to be met with the government's current resources. Upgrading informal settlements therefore helps to eliminate the problem of finding land for social

housing, and encourages the active involvement of beneficiaries in the housing projects of the area.

At its meeting on 20 October 1999 (Item 21) the Executive Committee of the Southern Metropolitan Local Council (SMLC) resolved that the appointment of Safuan Group International Ltd to undertake a fully-integrated housing development in the Baralink areas of approximately 10 000 higher-density walk-up apartments, and approximately 2500 serviced freehold stands with semi-detached housing options to accommodate the Elias Motsoaledi Informal Settlement as well as residents from other Informal Settlements in the SMLC area, be approved (City of Johannesburg Housing Committee, 2003:3). This project, although not implemented fully, was a great initiative, as it would have accommodated vast numbers of people with the construction of higher-density housing. This has also been a great learning curve for the City of Johannesburg with regard to the proper selection of organisations for housing projects and with regard to ensuring that agreements made are clear and without any ambiguity.

Diepkloof Extension 2 and Diepkloof Extension 10 were established according to the Black Communities Development Act, and are deemed “freehold townships”. Extension 2 remains a leasehold title as the conditions for township proclamation have not yet been met, and, until that happens, freehold title will not be available to the residents. Under the Land Regularisation Process the local authorities, led by the Johannesburg Property Company, are attempting to formalise property rights by identifying Council-owned properties, occupied land, and land that is still zoned as agricultural or farm portions. (Hoosen and Mafukidze, in Rubin: 2008:9). Formalising property rights will create land security amongst the residents of Diepkloof and it will also ensure that the City formalises the provision of basic services in the townships and informal areas. Subsequently, this will encourage development in the areas and attract investors and therefore improve the socio-economic status of the area and its residents.

3.6. HOUSING CHALLENGES IN MAMELODI AND DIEPKLOOF

The Mamelodi and Diepkloof informal settlements are a home for a diverse group of individuals. Although they are unique in their respective ways, they share the common

characteristics that are typical of any informal settlement in South Africa. In the informal settlements, one is more likely to find households that comprise of people from different backgrounds, unlike in formal settlements, where households usually or more often comprise of members of the same family. This situation is propagated by the difficulties of making ends meet, especially in paying rental fees in an environment where one is not on an assured employment, as is the case with most residents of informal urban settlements (Maxwell, 1999:1941). The economic status of people living in informal settlements makes them incapable of affording various essential services, and primarily housing. This therefore brings people from different backgrounds together in small, densely-populated housing such as hostels and squatter settlements. This may lead to tension between groups of different tribes and nationalities, and the further exacerbation of existing conditions, such as the likeliness of inhabitants contracting communicable diseases caused by living conditions not conducive to good health.

3.6.1. Mamelodi

The Millennium Development Goals were goals set by the government to bring about development in the country. The objectives of Millennium Development Goal 7 were to:

- Integrate the principles of sustainable development into country policies and programs and reverse the loss of environmental resources
- Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation
- Have achieved by 2020 a significant improvement in the lives of at least 100 million slum dwellers. (UN Millennium Project, 2005:xix).

The objectives of Millennium Development Goal 7 addressed the key challenges faced by Mamelodi and Diepkloof. Access to clean water and proper sanitation is a huge problem in the informal housing sector of Mamelodi and Diepkloof. This is simply because the settlements were not legally established; hence no prior plans for the provision of these services were made prior to the establishment of these dwellings. It is, however, the government's responsibility to ensure that all people have access to these basic amenities as specified in the Constitution of the Republic.

According to Alusala (2009:115), “illiteracy and a lack of specialised skills render residents of informal settlements more prone to lacking long-term employment. At the time of this research, the unemployment rate in Phomolong (extrapolated from the findings of the households surveyed) stood at 52%, in comparison with the national unemployment rate of 26.7%.” Unemployment in informal settlements is not unique to Mamelodi. The high rates of unemployment in Mamelodi render it difficult for its residents to sustain themselves. This is a great challenge, as social welfare provided to many of the residents in these areas is not sufficient to provide in all their basic needs.

Water pollution is a major issue in Mamelodi. In a study carried out by Darkey *et al* (2000:9) a majority of respondents indicated that the water was unhealthy (82.2% – respectively 80% of those residing in formal housing and 84% of those residing in informal housing). However, 35.6% of residents indicated that they would continue to use this water, even if they were to be told that it was definitely unsafe. They are also aware of the implications that this water has on their health, with 66.7% indicating that the water makes them ill. This study shows that there has been a long existing need for government intervention in the provision of housing and basic amenities in Mamelodi. The successful and effective implementation of Social Housing Policy in Mamelodi would mediate these issues.

Mafukidze & Hoosen (2008) assert that there is a common perception in Alexandra, Mamelodi and Tembisa that housing issues are a critical trigger of frustration and eventually violence. This violence is usually directed at foreigners, usually African immigrants living and working in these areas. The need for social housing can cause great frustrations amongst locals in both Mamelodi and Diepkloof. For this reason, the government needs to establish a means of protecting immigrants from such incidences of violence. Lastly, this is also a confirmation of the fact that South Africa is indeed facing a housing crisis which needs to be alleviated to prevent any further violent outbursts in other communities.

3.6.2. Diepkloof

Elias Motsoaledi is the only informal settlement in Diepkloof. The City of Johannesburg is committed to forming sustainable settlements, but it faces some challenges in

implementing various projects which would work towards this goal. According to the Social Housing Foundation (2010:4), efforts at upgrading informal settlements are often undermined by “mafia shacklords”, criminals who fight to retain their source of income in the informal housing market. In fact, the City has to deal with many different individuals who might oppose the upgrading of informal settlements, as it could impede on their personal income. Many individuals rent out their shacks as a source of extra income, whilst others tend to engage in criminal activities which involve extortion of money from residents of informal settlements: they simply terrorise people into paying them rent for staying in these settlements. Such groups of people can cause problems for the City when the City attempts to introduce upgrading projects.

Furthermore, one of the most important challenges faced by the City is the failure of communication between themselves and the community, and in particular the shack dwellers. In order to get the community to support projects to be implemented, the City needs to ensure that there is a good communication line between itself and the community. The poor communication between the City and the residents of the Diepkloof informal settlements can create feelings of distrust and lead to service delivery protests, as has been the case, which could have been avoided with a good communication line between the City and social housing beneficiaries.

“Formal access to housing in Diepkloof is through means of a waiting list, which still has applicants on it from 1996 [who] have not yet been attended to. [There are very few other] ways of gaining access to land in Diepkloof, [...] due to the limited amount of available land in Diepkloof” (Mafukidze & Hoosen, 2014:27). The issue of land availability is of great concern in Diepkloof, as there is little land available in comparison with the increasing number of housing beneficiaries. In addition, the City of Johannesburg has a huge housing backlog and therefore there is a great need to explore alternative housing methods if the increased demand for housing is to be met whilst also reducing and subsequently eliminating the current housing backlog.

3.7. ALTERNATIVE HOUSING SOLUTIONS

3.7.1. Hostels

The apartheid era created a housing system of hostels in order to house migrant workers. On the question of whether there was a need to convert hostels into housing that could accommodate family units, the majority of respondents, about 94%, expressed the opinion that such a conversion of hostels was long overdue. They felt that hostels were destructive to families and to the social fibre of societies (Mpehle, 2012:220). The hostel housing system exists in both Mamelodi and Diepkloof and emanated from the need to accommodate migrant workers. Hostels in both these areas need to be upgraded to accommodate the changing needs of occupants and their families.

The conversion of hostels into family unit apartments will not only assist in bringing family units together, but it will also aid in the reduction of the housing backlog in the country. This is therefore a great alternative housing solution, especially because these hostels already exist; therefore, no land is required.

Figure 3.1: Dilapidated hostel building in Diepkloof



3.7.2. Backyard shacks

The Backyard Upgrade Programme, which forms part of the 20 PTP, includes the following areas: Orlando East, Zola in Soweto and Boipatong, Mamelodi and Soshanguve. The national Human Settlements department, with the assistance of provincial and local housing departments are committed to ensuring that the backyard rental environment is formalised, regulated and enhanced. In addition to this, provision is being made for affordable rental accommodation for those who are not able to own or do not wish to own houses in Gauteng (MEC for Local Government and Housing, 2012:62). The regulation of backyard accommodation will ensure that the public is not exploited by landlords. Also, due to the biggest problem in housing, which is the limited availability of land, the use of backyard shacks have a great appeal because they occupy available land that is already privately owned. This reduces the need for the government to source out land for the construction of these housing solutions.

“In Germany, self-help housing has been widely used to provide dwellings for young people. In Berlin, more than 300 large blocks with around 5000 flats (often former squats) were refurbished in a Self-Help Programme. Funding was provided for some of the repairs whilst volunteer labour (known as a ‘muscle-mortgage’) reduced the costs” (Pattison *et al*, 2011:115). This Housing programme could be a great solution to the housing problem in both Mamelodi and Diepkloof as it would create a sense of responsibility amongst the housing beneficiaries and would reduce the welfare role of the government.

Figure 3.2: Informal settlements in Phomolong, Mamelodi



Source: Selaluke, 2015

3.7.3. High-density apartments

It is the researcher's view that moving away from single-stand housing to higher-density apartments is an inevitable side-effect of the housing problem. This is because of the limited land space for social housing and the high cost of housing projects involving single-stand housing. The government therefore has to ensure that it uses its limited resources both effectively and efficiently so as to ensure that communities reap the maximum benefit.

“South Africa's national housing department (now the Department of Human Settlements) currently advocates the pursuit of a more compact form of housing, facilitation of higher densities, mixed-use developments, as well as the integration of different land [uses] as an alternative to strict zoning” (Council for Scientific and Industrial Research, 2011:1).



Figure 3.3: Image of higher density apartments in Gauteng

3.8 Conclusion

Mamelodi and Diepkloof are both communities that were established because of the segregation of racial groups imposed by the apartheid government. They both have huge populations, with masses living in informal settlements. The case studies of Mamelodi and Diepkloof have shown that housing is a sensitive issue in these two areas, as many people live in informal settlements without basic services such as running water, electricity and proper sanitation. These living conditions expose South Africans to many dangers, especially with regard to health and safety.

It is therefore concluded that the government still has a long way to go in terms of alleviating the housing crisis and consequently meeting the housing needs of the growing South African population. Targets set in the Outcomes 8 of the Millennium Development Goals are far from being achieved, as is the reduction of the housing backlog that was inherited from the apartheid government.

Public participation in housing projects is imperative, as it ensures the support of beneficiaries in implemented projects; it reduces the risk that projects will be implemented that will then not meet the needs of the specific community and that will thus lack sustainability. Participation also empowers the communities, as it gives them a sense of control over and pride in their housing projects if they are actively involved at every stage, from the planning to implementation phases. Corporate responsibility needs to be encouraged because private organisations have the financial and

technological capacity to introduce more innovative development projects which will have a positive impact on the rest of the economy.

Housing in Mamelodi and Diepkloof has evolved immensely, but the continued increase in population has created a persistent housing need that the government is struggling to meet. More innovative solutions to this housing crisis are needed, and a joint effort by the government, private sector and the public is also needed in order to realise a positive change in communities' housing.

CHAPTER FOUR: RESEARCH FINDINGS

4.1. PRESENTATION AND ANALYSIS OF DATA FROM QUESTIONNAIRES

The purpose of this chapter is to reflect on the data analysis of the collected questionnaires that were completed by residents of informal settlements in Mamelodi and Diepkloof. Questionnaires were administered to respondents in the four different sections of Mamelodi and administered to random individuals in Diepkloof as the informal settlements there are not scattered in different sections of extensions as is the case with Mamelodi.

The results are organised into different themes for each of the research questions. The research data is presented in tables, graphs and a narrative format, and is separated according to the area in which data was collected. Sections 4.2 to section 4.4 shows an analysis of the responses in questionnaires administered to Mamelodi and Diepkloof respondents. The results are then compared and conclusions are drawn.

Research question 1: *What are the challenges of implementing housing policy in South Africa at the local level?*

Research question 2: *What are the underlying factors that contribute to the housing crisis in South Africa?*

Research question 3: *How effective is the implementation of housing policy in South Africa?*

4.2. THEME 1: FACTORS CONTRIBUTING TO THE HOUSING CRISIS IN SOUTH AFRICA WITH REFERENCE TO MAMELODI AND DIEPKLOOF

Theme one is explored through questions two to five on the questionnaires, which give us more information on the major factors contributing to the South African housing crisis. The rapid growth of informal settlements is directly related to the increase in the South African urban population, which is not met by an equal provision of housing.

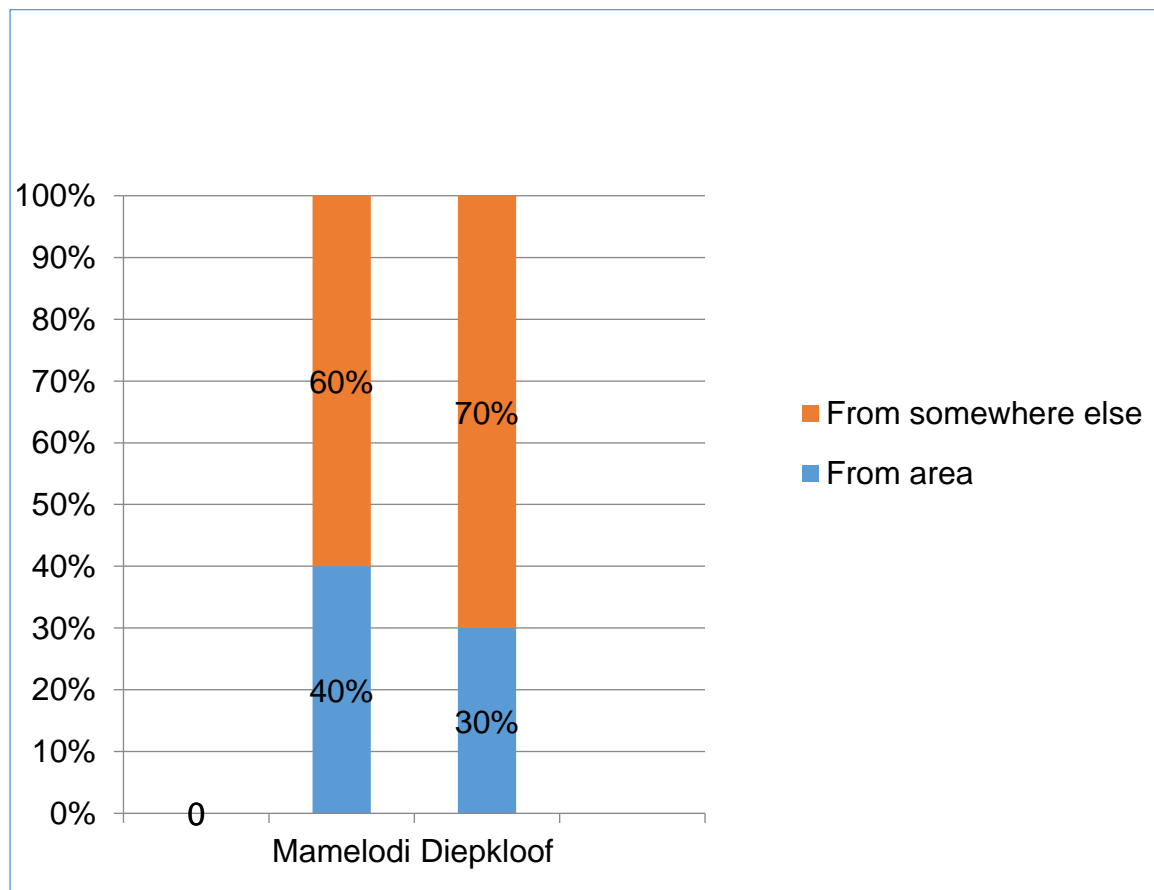
Sub-theme 1.1: Place of residence of respondents

This sub-theme addressed the issue of where each respondent was from with regard to the two case areas; Mamelodi and Diepkloof. This question was ticked by the researcher as the options given were Mamelodi and Diepkloof.

Sub-theme 1.2: Composition of population

Respondents were asked whether they are originally from the area in which they reside. This question was asked so as to ascertain whether the population of informal settlements is comprised of people who originally come from that particular area or is created by migration into urban areas.

Figure 4.1: Area of origin of research population



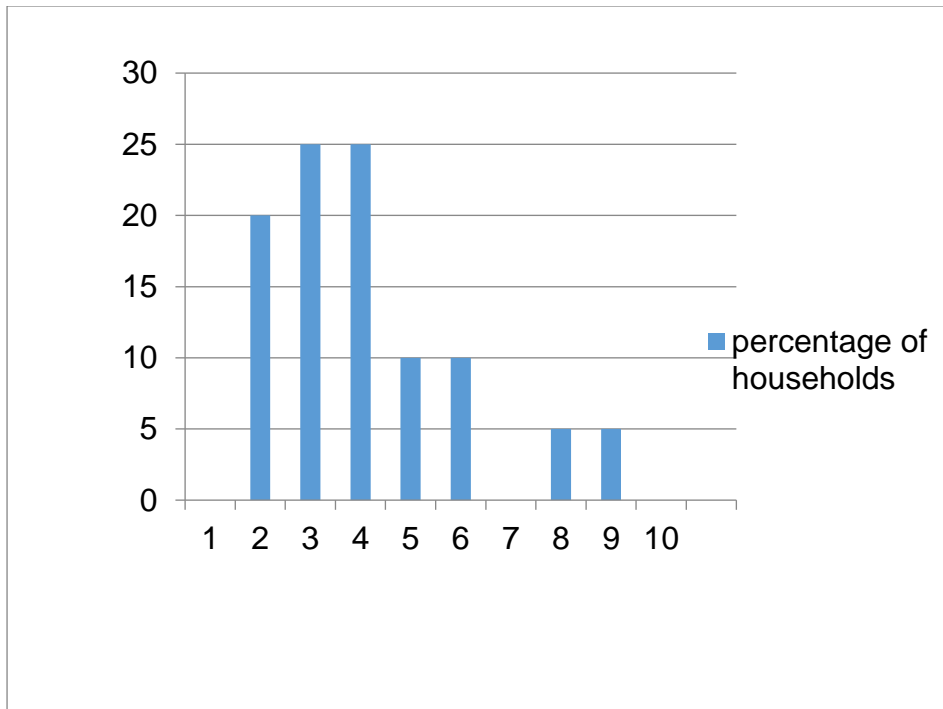
The above graph clearly illustrates that a majority of the population in the informal settlements of Mamelodi and Diepkloof is made up of people that have migrated into these two areas. Sixty per cent (60%) of the respondents in Mamelodi informal settlements and seventy-five per cent (75%) of those in Diepkloof said they were not

originally from those areas. Most of the respondents had moved to Gauteng from other provinces, with many coming from the Eastern and Western Cape and others from Kwa-Zulu Natal and Limpopo. It was gathered from the data that most of the respondents moved to Gauteng in search for jobs. It is therefore clear that the drastic growth of informal settlements in these two areas is caused by urban migration which is not equally met by the provision of proper housing by the government. The respondents who had answered “from the area” to the question above formed a minority of forty per cent (40%) and thirty-five per cent (35%) in Mamelodi and Diepkloof respectively. This population mainly consisted of young people who upon further investigation revealed that their parents had moved into the area from other provinces or neighbouring areas. Mamelodi residents in particular revealed that they had moved to their current homes in Mamelodi from other parts of Mamelodi, such as Mamelodi East or West as those areas had previously been informal settlements, but had later been developed. Such respondents had not received social housing and were therefore compelled to move to other areas in search for a place to live.

Sub-theme 1.3: Household size

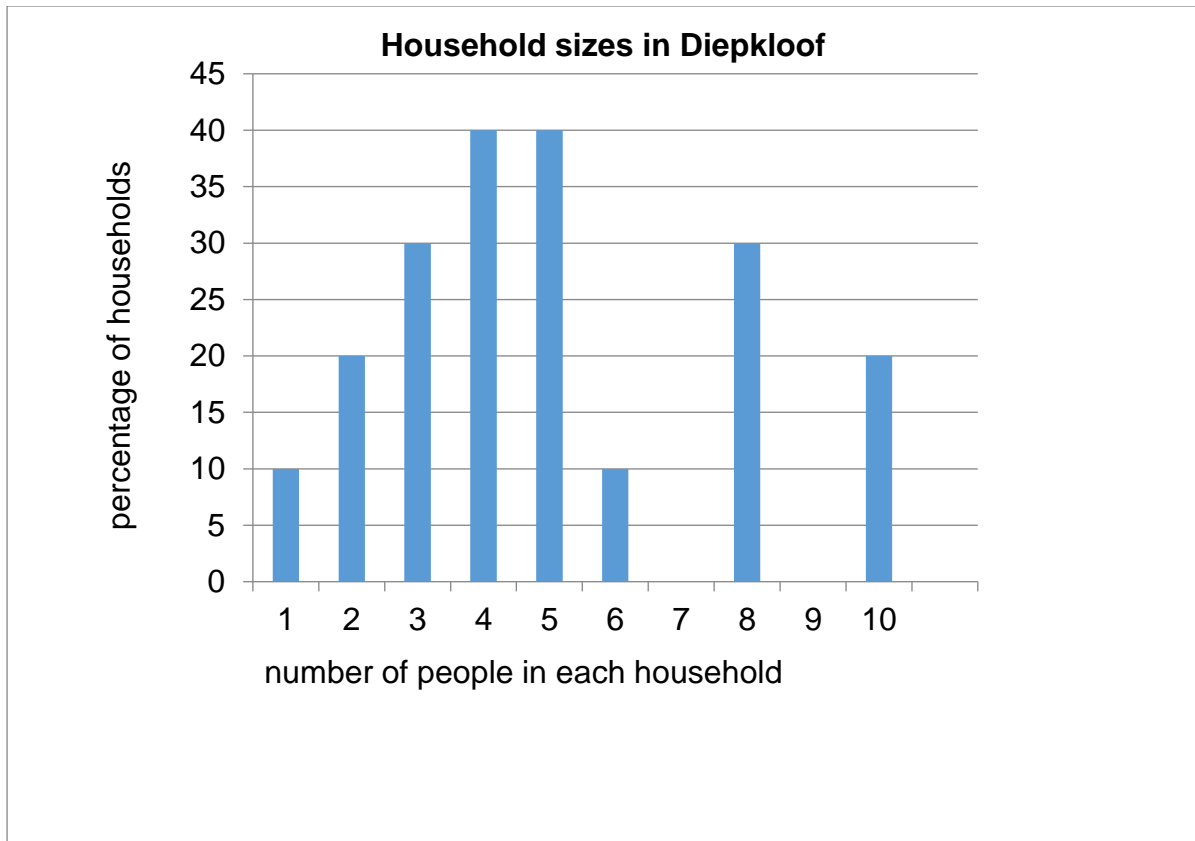
To establish the average household size, respondents were asked how many people they lived with. The responses of Mamelodi and Diepkloof respondents are presented below in separate charts.

Figure 4.2: Household sizes in Mamelodi



Seventy per cent (72%) of the respondents in Mamelodi said they were from households of two to four individuals. Although this may seem like an appropriate family size, the unit sizes of the shacks need to be taken into consideration. Most shacks are one-room houses that are sub-divided into two to make a bedroom and a living area which is also used as the kitchen area. This is neither enough space for four people or conducive to the health of the residents of the informal settlements. It is noteworthy that, in Mamelodi, there are very few families of larger sizes, such as between seven to ten individuals, with only ten per cent of the respondents falling under this category. This may be due to the respondents being aware of family planning and young people leaving their homes to build their own households which consequently reduces the family sizes.

Figure 4.3: Household sizes in Diepkloof



The two columns of forty percent (40%) in the graph above shows that the majority of the respondents in Diepkloof are from households of between four and five people. forty percent (40%) is therefore the average household size of the Diepkloof informal settlements. Fifty of the respondents from Diepkloof said they lived alone. These individuals were noted to be young. This is a reflection of the increase in the number of South African youth who are leaving their family homes to live alone.

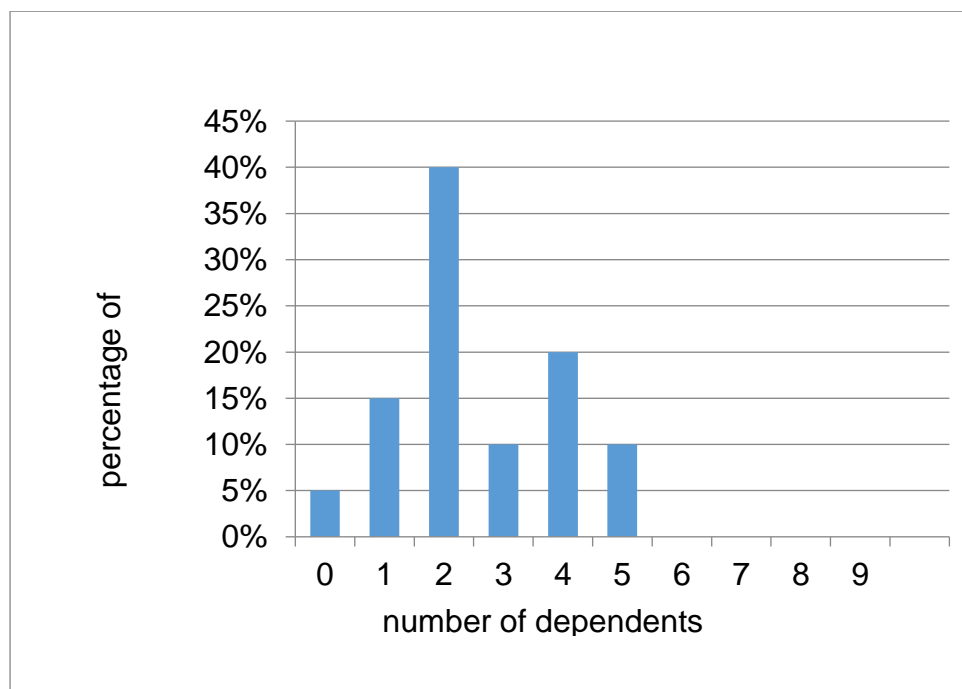
From the data collected from both the respondents of Mamelodi and Diepkloof, it is evident that the average household in both Mamelodi and Diepkloof informal settlements accommodates three to five (3-5) people. It is, however, also worth noting that there are some extremes that exist in these settlements, where some households have eight to ten family members sharing a small shack. As mentioned previously, the unit sizes of these shacks are far too small to accommodate the average family sizes that exist in both Mamelodi and Diepkloof. Not only are the unit sizes too small, but they are also unsafe and not conducive to good health. As there are no legal electricity connections in these settlements, most households use gas stoves, which can be a

danger with children around and if they are not used correctly. In addition, most households in Diepkloof were found to be housing at least one critically ill relative. The small confines of the shacks therefore put the other household members at risk, especially in the case of airborne diseases such as tuberculosis, which was found to be the most prominent.

Sub-theme 1.4: Respondents' dependents

Respondents were asked how many dependents they live with so as to establish the number of people who are not self-reliant in terms of their welfare, and thereby to establish the need for government intervention. Dependents include young children, the elderly, and sick family members who cannot take care of themselves.

Figure 4.4: Number of dependents in each household in Mamelodi

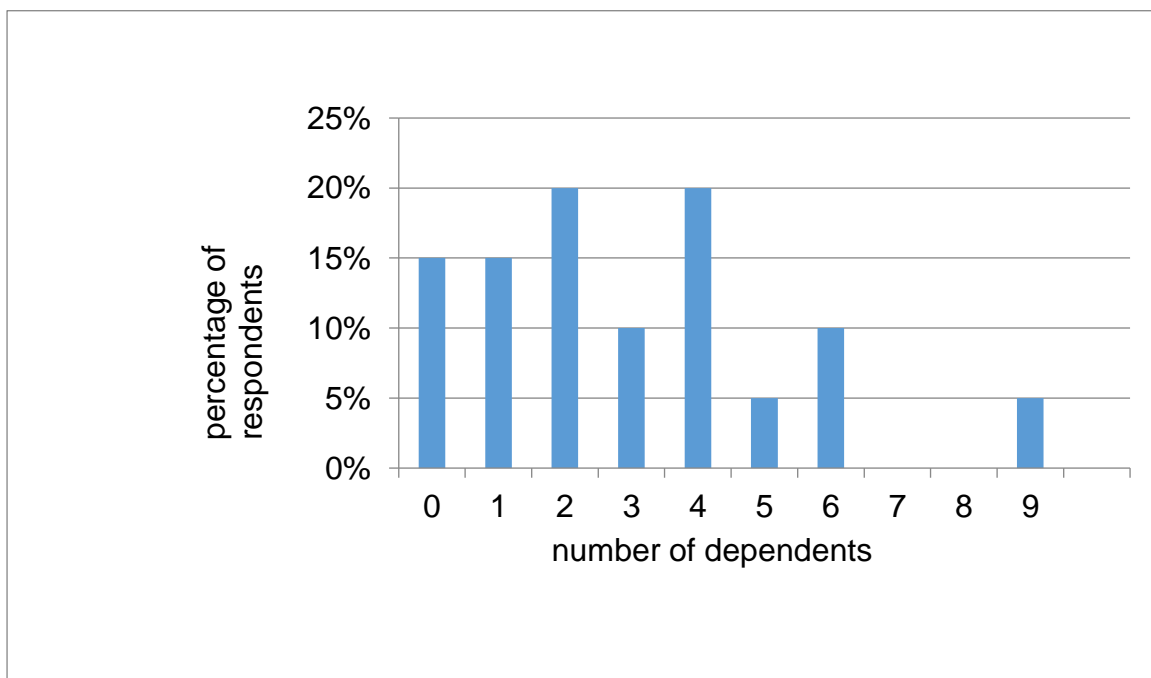


Forty percent (40%) of the respondents in Mamelodi have two dependents in their households. Upon further investigation, it was found that these dependents are children under the age of eighteen. This may seem like an appropriate family size, but the conditions of the informal settlements are not conducive to the proper growth and development of children. The limited income of parents adds to these difficulties and

children are not able to maximise their growth potential as they face constraints in terms of accessing good education, which is essential to the development of any child.

The ten (10) respondents that were found to have no dependents in their households noted that their children lived with their parents (the children’s grandparents) in their home towns, as they had moved to Pretoria to find jobs so as to be able to support their children. One particular respondent, a female in her late twenties, from Stoffel Park explained that she did not want her child to live with her, as the area was dangerous and the lack of sanitation made it both unhealthy and dangerous for a child to live there. It is therefore clear that the inhabitants of informal settlements are in great need of government aid not only in terms of housing but also in terms of employment and education which will enable them to take care of their dependents.

Figure 4.5 Number of dependents in each household in Diepkloof



Fifty per cent (50%) of the respondents from Diepkloof have two to four dependents in their care. The average size of shacks in Diepkloof does not make it feasible for this number of dependents to be sharing the same small living space with two adults, as is the case in most of these households. In extreme cases, some households have between 6 to 9 dependents which include children and adult relatives who are usually too sick to live alone or to even find a job. The graph above also shows a high thirty

percent (30%) of respondents with only one dependent or no dependents at all. This may be a reflection of the locals' awareness of birth control and family planning and the increasing tendency for young people to leave their homes in search of employment opportunities.

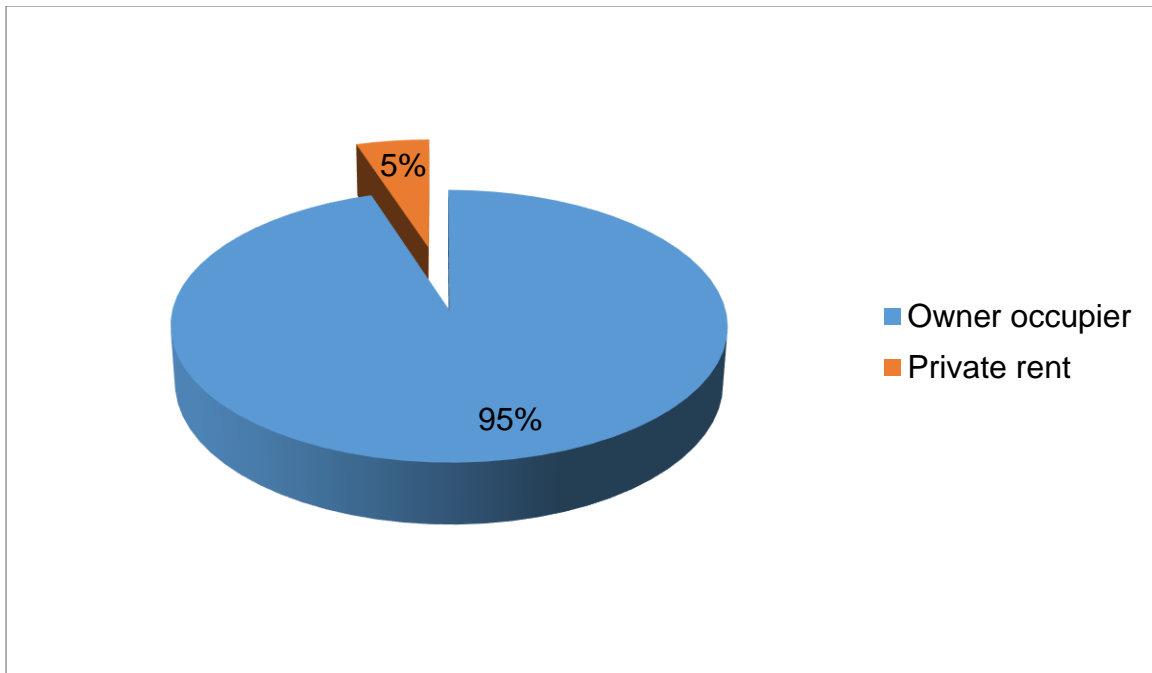
4.3. THEME 2: COMMON DAY-TO-DAY CHALLENGES FACED BY INFORMAL SETTLEMENT RESIDENTS

Theme two focuses on challenges with which people living in informal settlements are faced in their everyday lives because of their living conditions and because they urgently require, but have not yet been given, access to social housing. This theme deals with the following questions:

Sub-theme 2.1: Tenure type for respondents

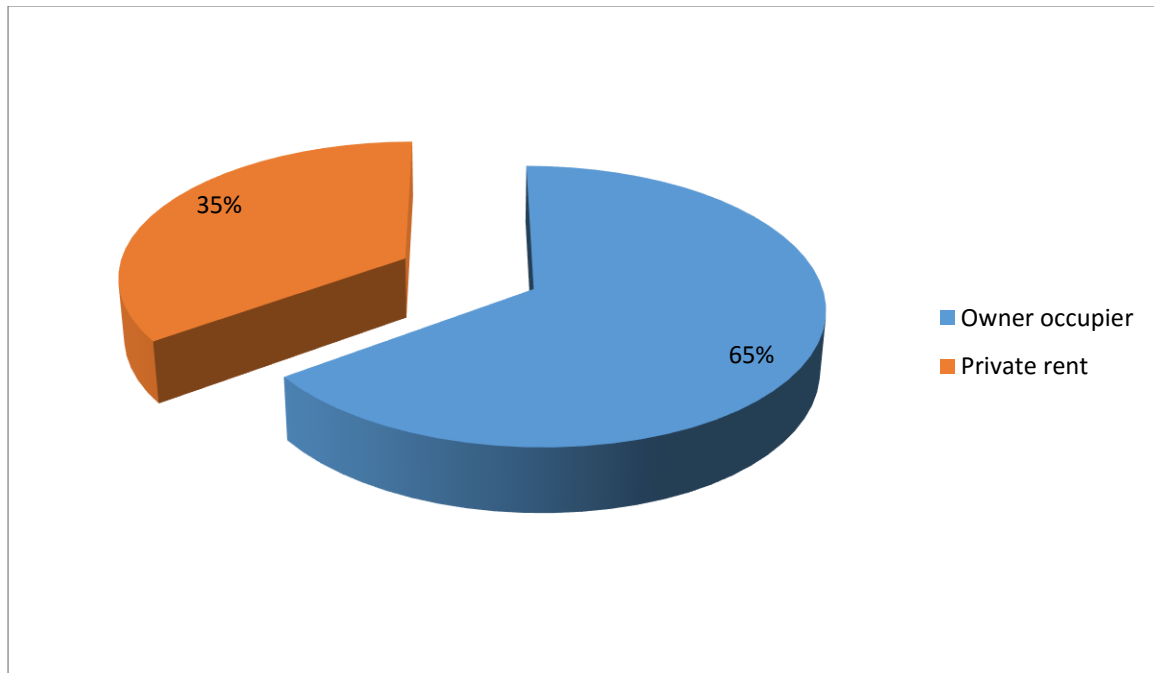
Respondents were asked about their current type of tenure. Although informal settlements are established illegally, the inhabitants have a sense of ownership over their individual households. Like any other community, these informal settlements involve various types of tenure, ranging from complete ownership of shacks which residents construct themselves, houses for private rent and backyard shacks. A question was therefore posed to determine the respondents' current type of tenure.

Figure 4.6 Type of tenure in Mamelodi



Ninety-five per cent (190) of the respondents in Mamelodi asserted that they owned the housing they lived in. This is not surprising, as it is a well-known fact that residents of informal settlements construct their own shacks in any empty space using scrap material. Although a colossal percentage of people own the shacks they live in, there is still no sense of security for them in terms of the permanency of their housing, because they occupy the land illegally. Most respondents identified this as a source of concern, as they fear that one day they will be evicted from the land and left homeless. The small percentage of people (5%), who stated that they privately rented their housing is merely an indication of the high demand for housing in South Africa. Informal settlements have become so saturated that there is little or no space for the construction of new housing. This is because the allocation of stands is not regulated by anyone, and simply works on a first-come-first-served basis. Households with space in their yards therefore tend to construct backyard rooms and rent them out. This is not surprising, as most of these families rely on social welfare and on one person's diminutive income; for this reason they are compelled to seize any opportunity to supplement their income.

Figure 4.7 Type of tenure in Diepkloof



In Diepkloof the percentage of owner occupiers was sixty-five per cent, thirty per cent lower than that of Mamelodi. One respondent, an old woman, claimed to be from the Eastern Cape and to have come to Johannesburg in search for a job. This woman has been living in her small shack that only consists of a bedroom and a living area which is also used as a kitchen, for over fifteen years. Such circumstances can compel one to build a backyard shack so as to make an extra income to improve one's living conditions. As mentioned with the case of Mamelodi, the growing precedence of rental shacks is a clear indication of a huge housing demand that is not equally met by the provision of social housing.

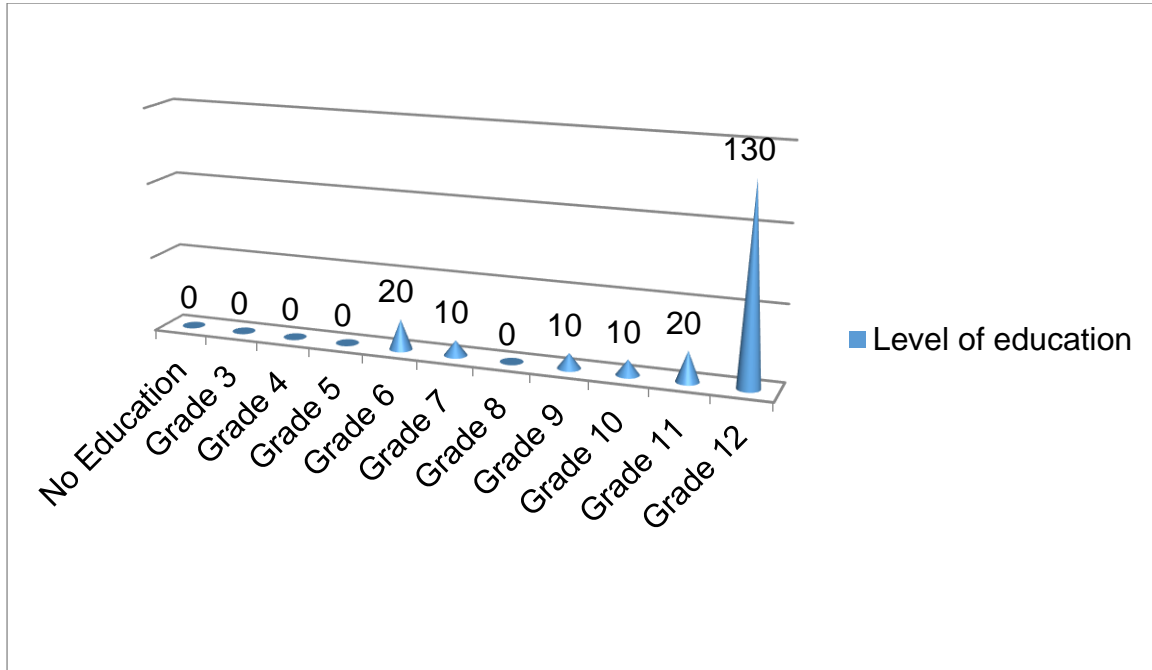
Both Mamelodi and Diepkloof have a majority of owner occupiers as depicted in the above charts. The existence of rental shacks shows that the residents of informal settlements are making an effort to provide for themselves, and are not fully dependent on government welfare, as is the common misconception.

Sub-theme 2.2: Education level of respondents

The residents of both the Mamelodi and Diepkloof informal settlements were asked what their highest level of education was. This question would also help to reveal if

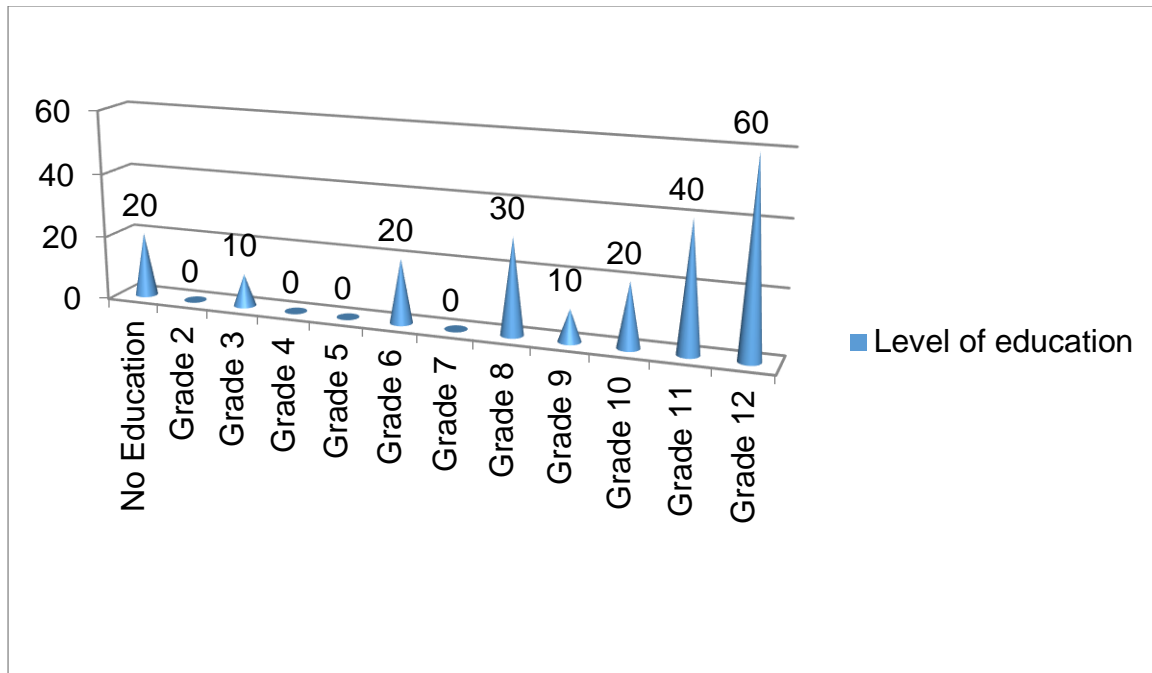
there was a relationship between education and the study population’s housing debacle. The results are shown below.

Figure 4.8 Highest level of education: Mamelodi respondents



Eighty per cent (80%) of the respondents from Mamelodi claimed that their highest level of education was between grade ten and grade twelve, with sixty-five per cent maintaining that they matriculated. This is an indication of the respondents’ willingness to get educated despite the fact that they grew up under difficult circumstances, as upon further inquiry most of them disclosed that they were from a poor background and had been educated in rural areas. These people are willing to get educated, but, because of financial constraints, they are forced to move to the urban areas in search of employment opportunities. More and more jobs require formal qualifications, and this leaves people such as the research population in blue collar jobs with very low incomes and poor working conditions. It is worth noting that none of the respondents claimed to have had no formal education, and that none of them had ceased their education in the lower grades (grade two to grade five) either.

Figure 4.9: Highest Level of education: Diepkloof respondents



The above chart shows that the Diepkloof respondents are fairly diverse in terms of their level of education. However, most of the respondents have matriculated. Sixty per cent (60%) of the respondents from Mamelodi declared that they had matriculated. It is also noteworthy that ten per cent (10%) of the respondents had no formal education. This is saddening as these people not only struggle to get jobs because of their lack of education, but they are also exploited and made to do menial labour for very low salaries. In addition, the lack of education puts these respondents at a disadvantage in terms of accessing public services such as healthcare, education and social housing, which can help to improve their standard of living.

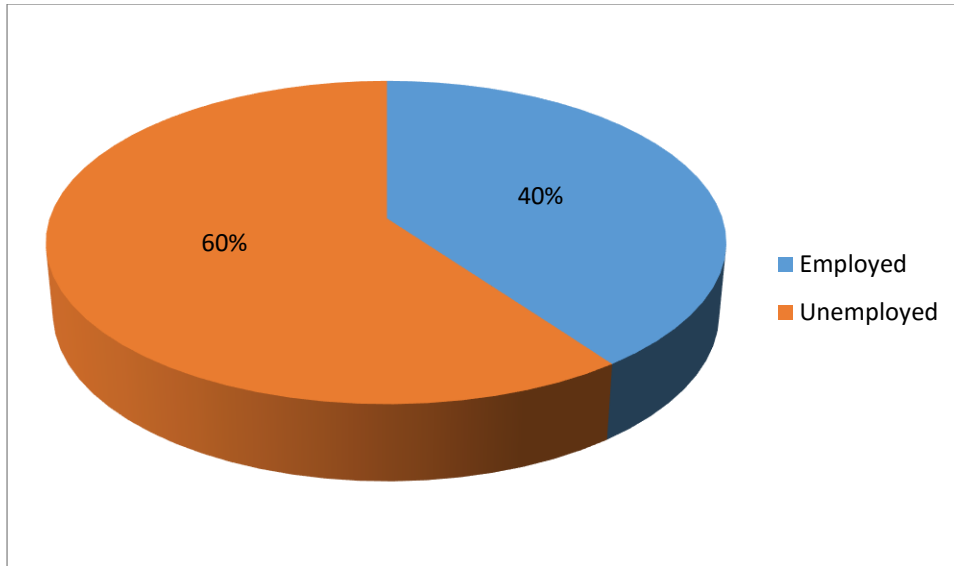
As depicted in the graph above, Mamelodi and Diepkloof vary in terms of the level of education of respondents. Mamelodi has more than double the number of matriculated respondents as compared to Diepkloof. It is important to note that a majority of the respondents were educated in their original homes, from where they migrated to Gauteng in search of better employment and education opportunities. The level of education of the study population has a direct impact on their ability to access proper housing in that they are unable to get well-paying jobs so as to afford to rent or build

housing, and they also do not qualify for private financial assistance. The respondents are therefore left with only one option, which is to apply for social housing. The increase in the number of people in need of social welfare puts further strain on an already-overburdened social housing system, which is struggling to meet the ever-increasing housing needs of South Africans. The issue of education also affects the people's ability to access information on social housing therefore finding themselves being overtaken by other social housing beneficiaries who are better able to access information on social housing processes. Not only does education affect the study population's access to economic opportunities, but it also affects their access to social welfare opportunities.

Sub-theme 2.3: Unemployment levels in Mamelodi and Diepkloof

Respondents were asked if they were currently employed to establish the level of unemployment that exists in informal settlements, and the effects that it has on the residents.

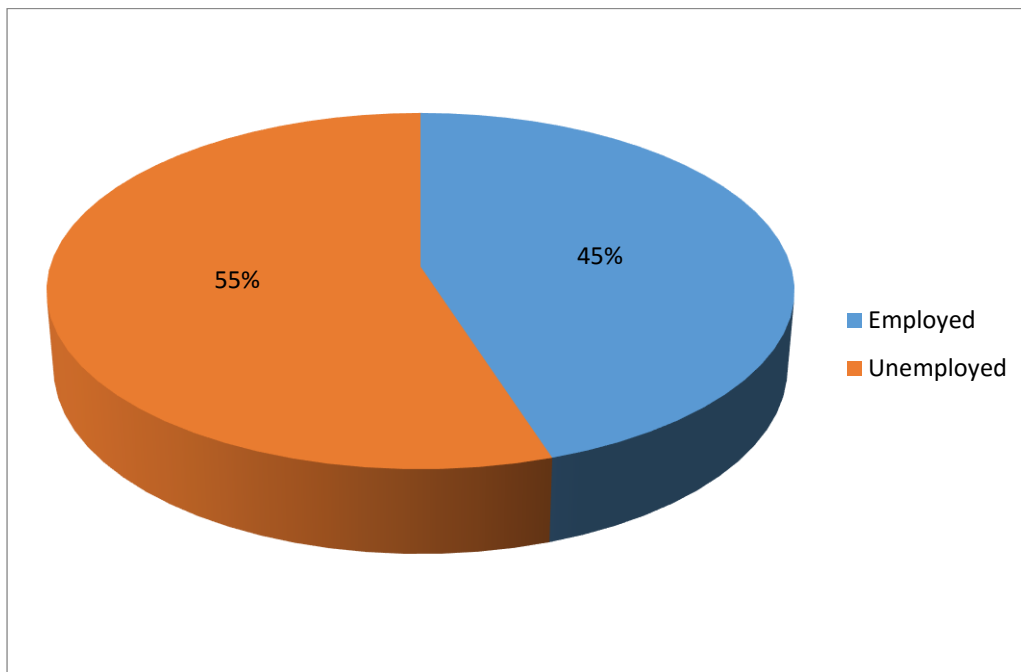
Figure 4.10: Employment status of Mamelodi respondents



A devastating sixty per cent (60%) of the respondents in Mamelodi declared that they were unemployed. Considering that these people have more than two dependents, the high unemployment rate is quite disconcerting. From the researcher's observation it was concluded that the majority of respondents survive by being street vendors where they sell fruit, vegetables and snacks. This income is not nearly enough to

support their families. Government aid through the provision of some basic services, such as free water and healthcare, may seem to ease the strain on the incomes of these people, but they still struggle to make ends meet. On the other hand, the forty per cent (40%) that are employed earn a meagre income that barely covers all their basic needs. Both the Mamelodi and Diepkloof residents have to travel long distances to get to their workplaces, leaving little time for them to spend with their families. Most of the employed respondents noted that they had to leave their homes early and that they returned late in the day, which was not safe, because there are no street lights and there is no reliable transport in the area.

Figure 4.11: Employment status of Diepkloof respondents



Fifty-five per cent (55%) of the respondents from Diepkloof are unemployed. Although these people live close to an industrial area and the developing Baralink Precinct, a high unemployment percentage still prevails. This may be due to the high population growth rate and the fact that most of the residents have no formal qualifications so as to afford them opportunities to apply for most jobs. Another issue that was observed by the researcher with the unemployed residents of Diepkloof is that most were pensioners who were too old to work a normal eight-hour job, who had illnesses such as arthritis, and who also had the further responsibilities of caring for sick relatives and

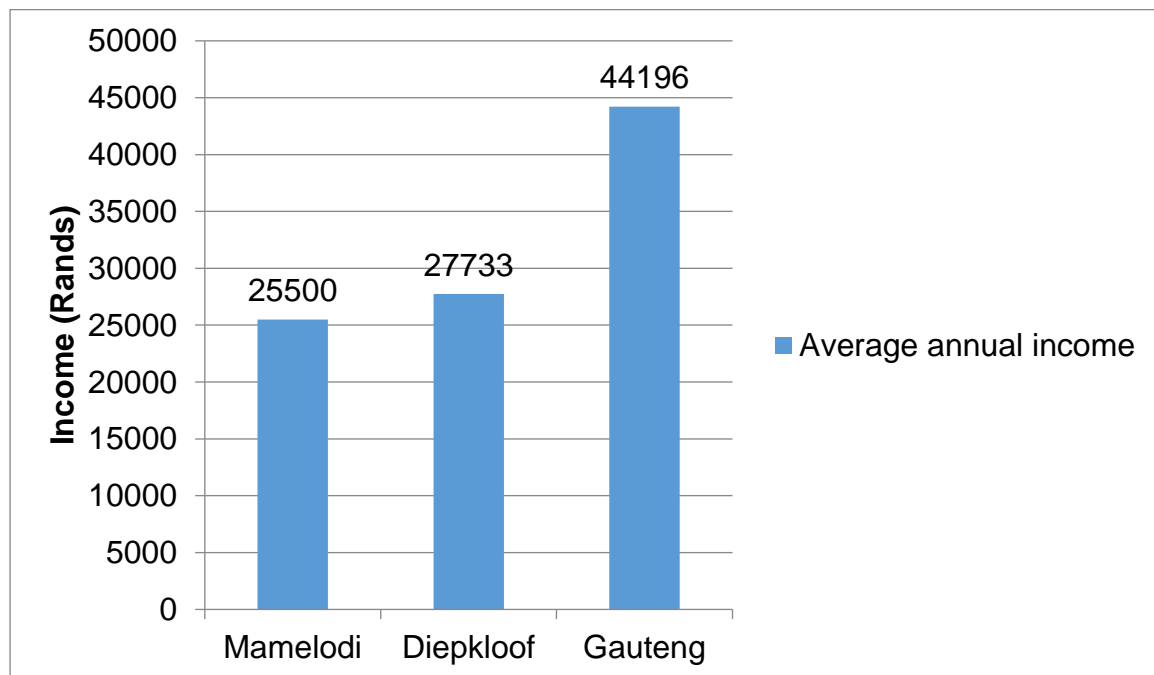
for grandchildren that had been abandoned by their parents. This is a pitiable situation that needs the urgent attention of the government.

Unemployment is rife in South Africa, and it is especially predominant in informal settlements. This adds a further strain on the residents whose standard of living is below the average South African standard. An estimate of above 85 percent of the respondents in both Mamelodi and Diepkloof stated that they depend on social welfare; mainly child support grants and pensions.

Sub-theme 2.4: Income levels of Mamelodi and Diepkloof informal settlement residents

Respondents were asked what their average income was so as to make a comparison between the annual income of residents of informal settlements and that of people living in Gauteng, and South Africans in general. This will then enable us to draw a conclusion regarding the standard of living of people in informal settlements and their need for government aid to improve their welfare.

Figure 4.12: Average annual income



All the respondents from both Mamelodi and Diepkloof were noted as having average incomes that fall far below the average annual income of the Gauteng province. The graph above illustrates this with Mamelodi respondents reflecting an average annual income of R22,500 whilst the Diepkloof reflected an average annual income of R27,733. This is a clear indication of the dire levels of poverty in informal settlements, with which the research population has to contend every day. The average annual income of the study population was established from the income of the heads of the families, and in most cases there was only one working individual in each household. Although the income of these households is usually supplemented by income from selling fruit and vegetables, it is still not sufficient for the average family sizes that exist in these areas. The respondent with the highest income claimed to earn not more than R4500 per month, and the lowest-paid respondent receives an income of R1100 per month. With the high cost of living in South Africa, this income is insufficient for one to survive and to provide for a family that includes school-going children. There is a slight variance between the annual income of the Mamelodi and Diepkloof, but even so both these areas have high levels of poverty that need to be alleviated urgently. It is, however, interesting to note that some of these households have luxury items such as big-screen television sets and expensive sound systems (Field notes: 29 September, 2014). How these were acquired on the incomes that they earn is rather hard to imagine, and could be a confirmation of recent findings that most South Africans are living on credit.

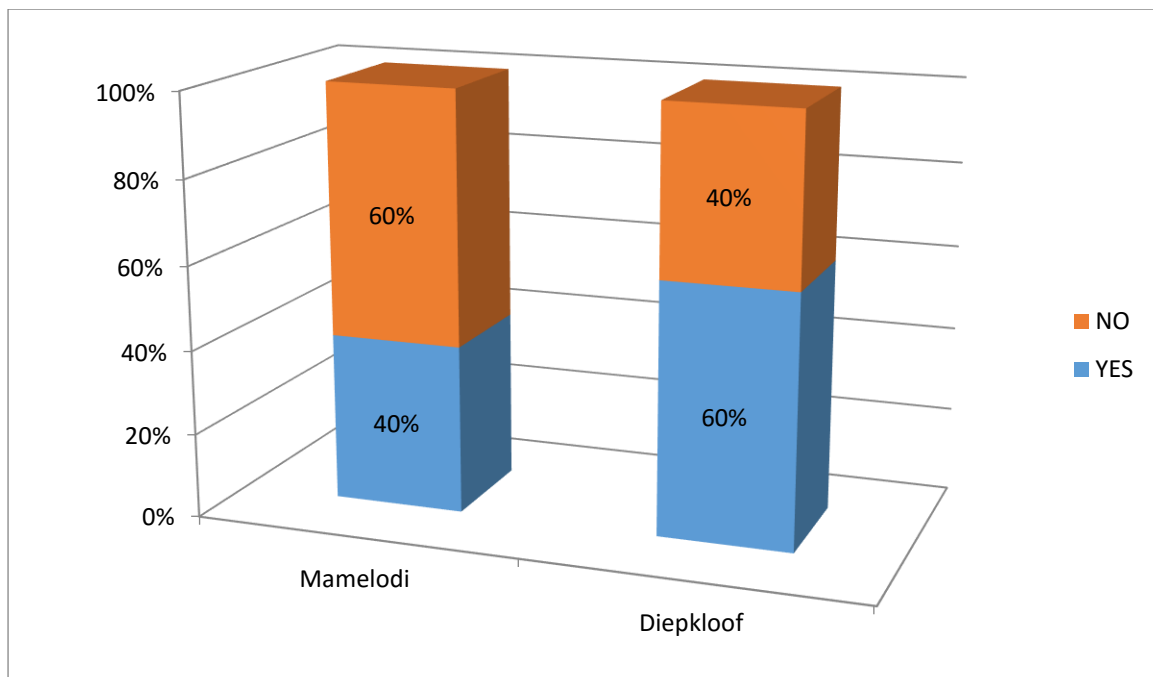
4.4. THEME 3: IMPLEMENTATION OF HOUSING POLICY IN RELATION TO MAMELODI AND DIEPKLOOF

This theme attempts to establish the factors that influence the implementation of social housing policy in South Africa. As is widely recognised, South Africans have a constitutional right to proper housing, and the government has the responsibility to provide it. For this reason, it is important to establish the factors that influence the realisation of this right by impacting on the implementation of the government's policies.

Sub-theme 3.1: Need for social housing

The respondents were asked whether they had ever applied for social housing, so as to establish and confirm how urgently people living in informal settlements need social housing. The chart below reflects the responses from the data collected.

Figure 4.13: Social housing applications



Sixty per cent (60%) of the respondents from Mamelodi indicated that they had not applied for social housing. When prompted about the reasons for this, they pointed out that they had little or no faith in the government’s promises to provide them with housing, as many other residents in the informal settlements had applications that had been pending for over five years. These respondents seemed to be very disgruntled with the government, as they further made allegations of corruption. They claimed that there were numerous people who had recently made applications and received housing promptly, which was rather confusing to them as they continued to live alongside other people whose applications had been pending for years. A very small portion of these respondents, however, said their reason for not applying for social housing was that they had limited knowledge on the processes around doing so. In this area, one respondent stood out: her reason for not applying was that she was a foreigner. This lady was from Mozambique, and had come to South Africa at the age

of thirteen to seek asylum. Unfortunately, to this day she has not been able to obtain an official identity document. This raises the question as to what responsibility our government has towards non-South Africans who live in the country long enough to qualify for citizenship.

In Diepkloof, the majority of the respondents asserted that they had made social housing applications many years ago and had still not received any response from the government. Some of these respondents said that they were beginning to lose hope of ever receiving any social housing, whilst others said that they were willing to wait their turn to receive it, as they understood that the government has a lot of responsibility with regard to providing social housing to all its beneficiaries. A recent announcement that an informal settlement upgrading project would be started in the area seemed to have rekindled the people's trust in the government's ability to provide them with housing. However, most of the people did not seem to understand how this process was going to work. It was nevertheless encouraging to see that they were less cynical than their Mamelodi counterparts. Only forty per cent (40%) of the respondents from Diepkloof stated that they had never applied for social housing. As is the case with the Mamelodi respondents, these respondents also professed that their reason for not making any social housing application was the lack of delivery for people who had made applications over five years ago. These respondents felt that making an application would be a waste of time, as they did not have faith in the government's ability to deliver any houses to them.

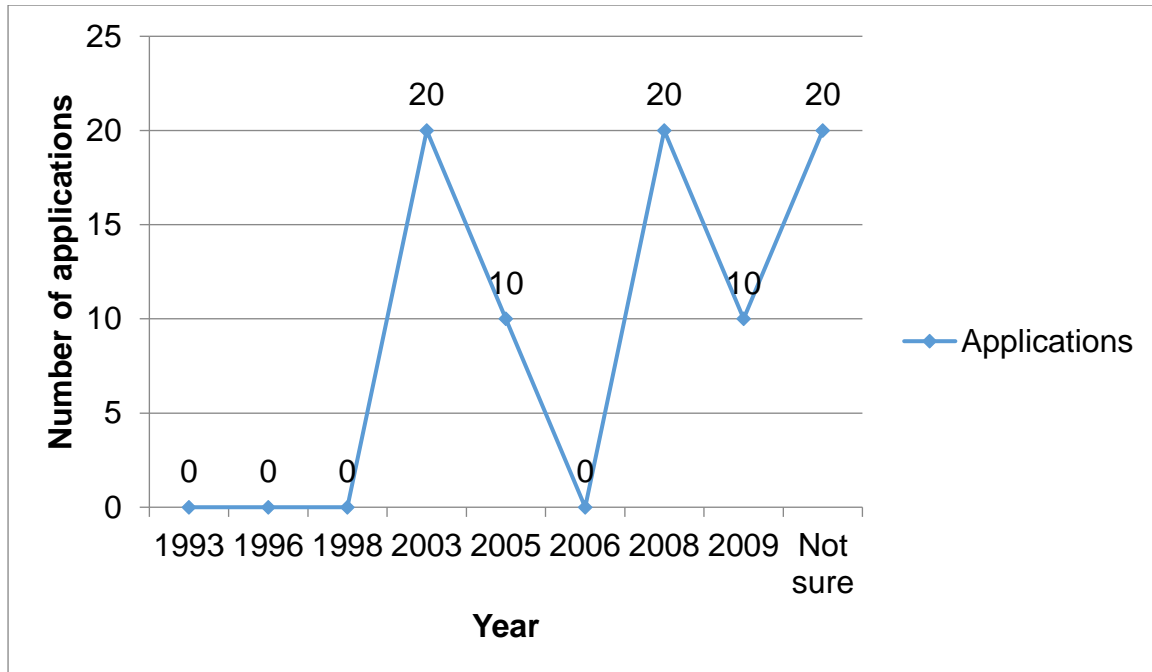
An accord between the two areas is that people are disgruntled with the government's endless promises that never seem to be accompanied by any form of delivery. Service delivery strikes are a clear indication of the people's discontentment with the government. In addition to this, most of the respondents did not seem to understand the processes involved in the provision of social housing, from the application stage to its consequent delivery.

Sub-theme 3.2: Waiting period for social housing applications

As a follow up to the previous question, all respondents who declared that they had previously applied for social housing were asked when they had made these applications. This question was posed so as to ascertain the average time that social

housing beneficiaries were made to wait before receiving any housing, and to detect corruption, or lack of service delivery.

Figure 4.14: Social Housing applications by Mamelodi respondents

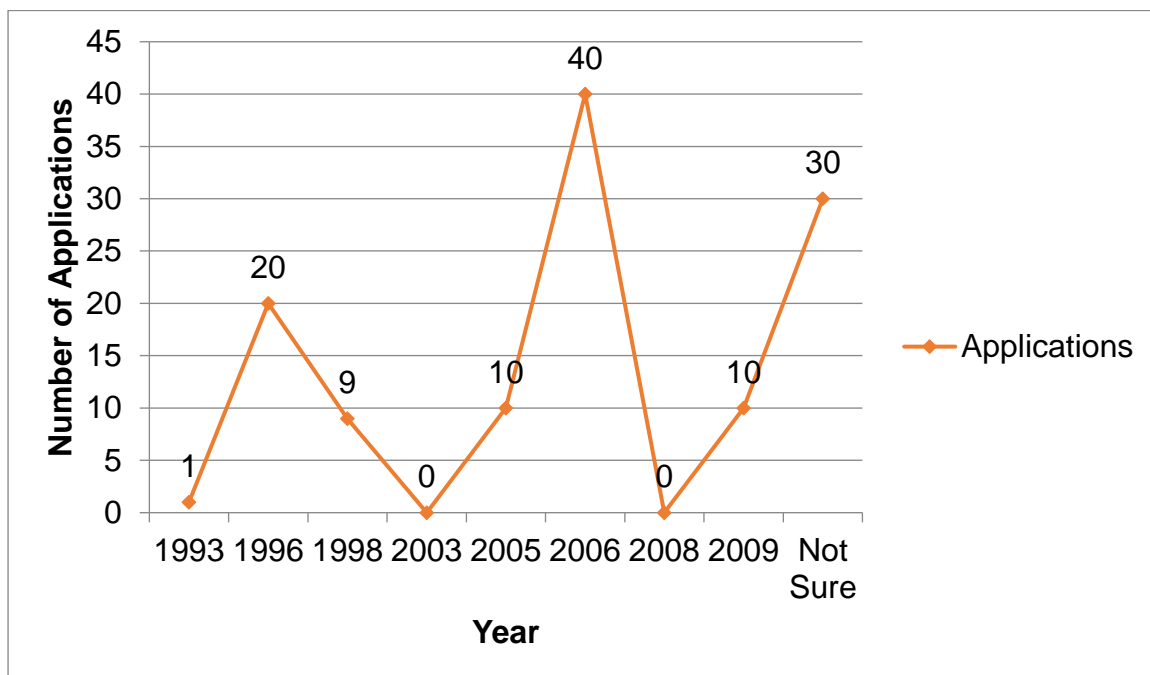


The above graph reflects the years in which the sampled population of Mamelodi claimed to have made their social housing applications. None of these respondents have received any housing or any recent correspondence with regard to when their houses will be delivered. The oldest applications made by these respondents were in the year 2003, twelve years ago, and yet these people continue to live in the informal settlements. These people continue to live in self-constructed shacks that have no electricity, no running water or proper sanitation, despite having made social housing applications more than five years ago. Although the government provides them with a communal water supply and toilets, this does little to improve their standard of living. The communal pit latrines in these settlements are too shallow, and waste builds up in them with no removal system. These latrines are a great concern to most of the respondents, who complained that the latrines were not hygienic and especially unsafe for small children, who are physically more vulnerable to the diseases carried by these pit latrines.

There were twenty (20) respondents who claimed that they were not sure when they had made their social housing applications. These individuals asserted that the

applications had been made many years ago, and that, after receiving no response from the government, they had lost hope of ever receiving a house. Therefore they did not deem it necessary to continue keeping track of the length of time which they had spent waiting for housing delivery.

Figure 4.15: Social housing applications by Diepkloof respondents



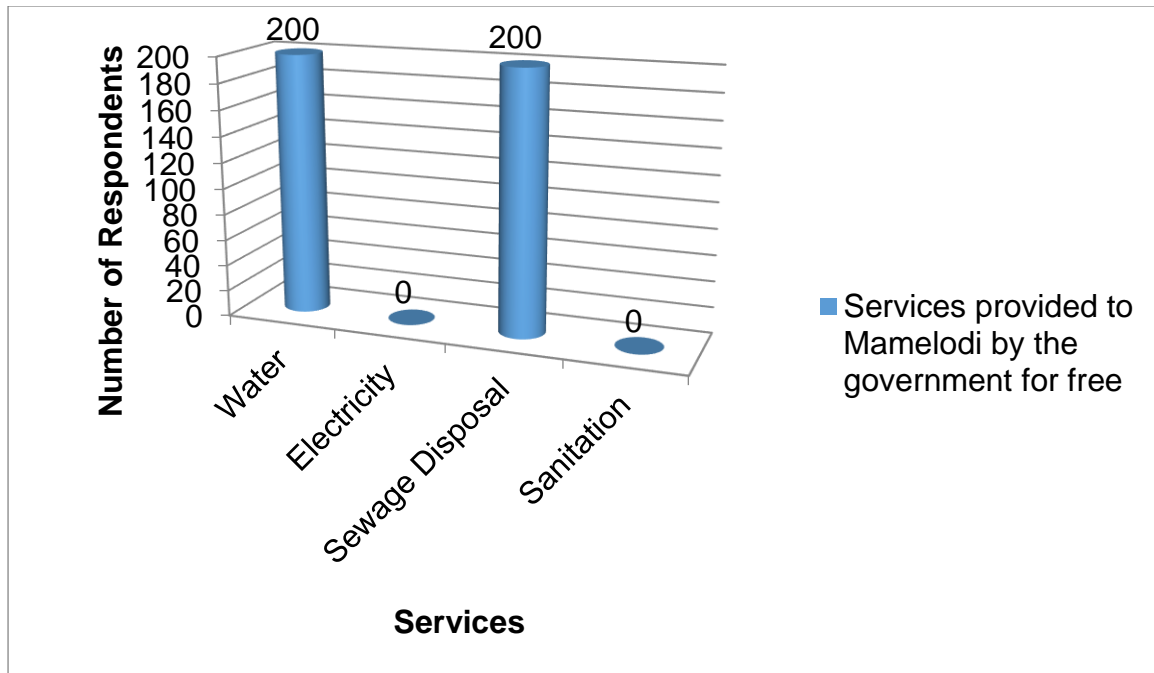
The responses from Diepkloof are varied in terms of the year in which the study population made applications for social housing. Fifteen per cent of the respondents submitted social housing applications between the years 1993 and 1998. After fifteen (15) years and more, these people have not received any housing and have lost all hope of ever receiving any social housing. These people are all pensioners who suffer from various age-related illnesses which are exacerbated by their living conditions. In addition to the fifteen per cent (15%) that have been waiting for housing for over fifteen years, there is a further fifteen per cent of the Diepkloof respondents that stated that they were not sure when they had applied for housing. This group was a mixture of pensioners, the middle aged and young people. When probed about this, they echoed the same discontent over service delivery that had been articulated by the Mamelodi respondents. Most of the respondents from Diepkloof applied for housing in 2006. However, there is no particular reason behind this high number in comparison with the other years. Increases in population may have been a contributing factor, as would be the rise in the number of young families.

The respondents from both Mamelodi and Diepkloof expressed a great deal of annoyance with the government's lack of service delivery, and seemed to have resigned themselves to the idea that they might never receive the houses that the government is continually promising to build for them. It is clear from the responses collected from Mamelodi and Diepkloof that the issue of service delivery and transparency in the issuing of housing needs to be probed.

Sub-theme 3.3: Provision of basic services by the government

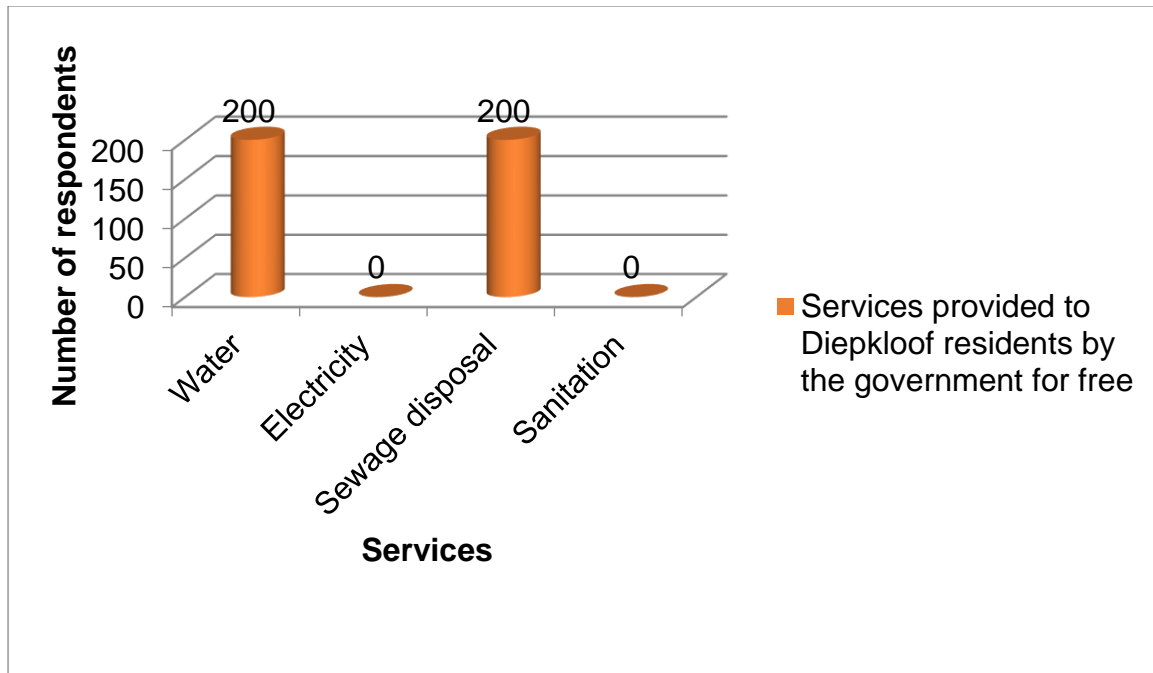
Water, electricity and sewage disposal are three main basic amenities and services that every household needs so as to maintain a healthy standard of living. These services are, however, not readily available to all South Africans, especially informal settlement inhabitants. A question was posed to the respondents about the basic services that the government provides to them for free. This question was asked so as to establish the extent to which the government is making efforts to improve the welfare of the people in informal settlements and the inhabitants' perceptions of the quality and quantity of the services that are being provided to them.

Figure 4.16: Services provided to Mamelodi by the government for free



All the respondents from Mamelodi stated that the government provided them with water and sewage disposal. Although both these services are provided to the respondents for free, the respondents generally consider these services to be inadequate. These informal settlements have no electricity, and the pit latrines with which they are provided are entirely inadequate, as waste builds up in these shallow latrines.

Figure 4.17: Services provided to Diepkloof residents by the government for free



Responses from Diepkloof were very similar to those from Mamelodi. All the respondents maintained that the only basic amenities with which they were provided by the government were running water and pit latrines. They also argued that these services were derisory; that the pit latrines were not dug deep enough, and that there were too few communal taps.

The residents complained that they had to share one tap with more than five dwellings that housed over three people each. This was of great inconvenience to most, as they had to stand in a queue to get water, and the water had to be heated for bathing. This meant that households used unsafe gas stoves that are prone to leaking, thus putting their lives at stake. In addition, these communal taps are not properly maintained by the municipality, and therefore sometimes leak and create ditches and puddles of dirty water, which are a breeding area for mosquitoes and which are also a health hazard to the small children who play in this dirty water. All the respondents expressed the need for running water in their dwellings.

With regard to the provision of electricity, a majority of the Mamelodi respondents said that they had illegally connected electricity in their homes, as they were tired of waiting for the government to do it for them. These connections are not only illegal, but also unsafe, as they are not set up by a professional electrician, and as they leave open

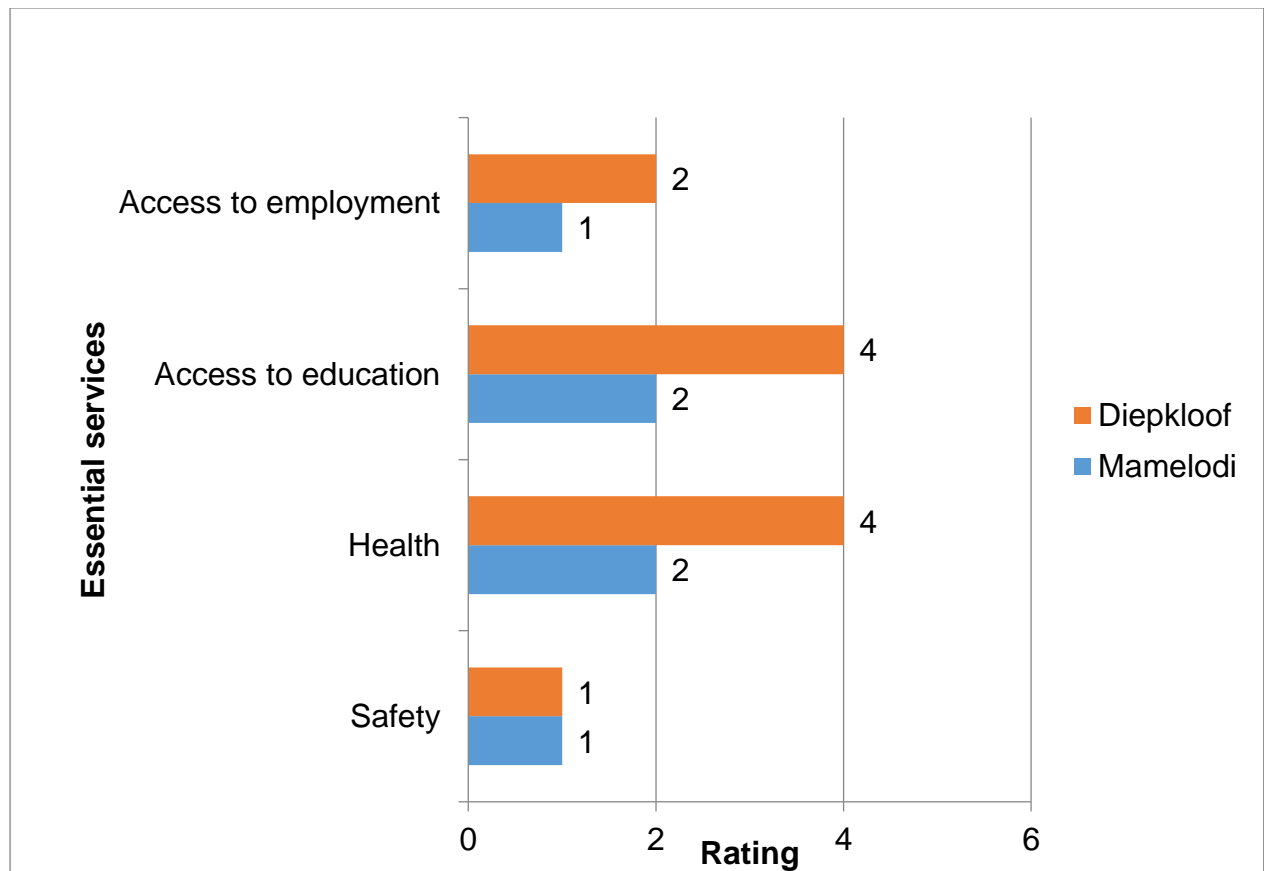
electric wires in areas which are easily accessible to children. Not only are the residents of Mamelodi and Diepkloof concerned about the lack of electricity in their shacks, but they are also concerned about the need for street lights in their neighbourhoods. Most of the residents of these areas wake up early to go to work and only return late. The school-going children in Phumolong in Mamelodi have to walk long distances to get to school. This means that they too have to leave their homes in the early hours of the morning if they are to get to school on time. They also have to cross train tracks. The non-existence of street lights makes it very dangerous for all of these people to walk a long way in the dark every morning, as it leaves them at risk of being run over by trains and cars, and it also leaves them at the mercy of criminals.

Safe sewage disposal and sanitation is imperative to the good health of residents. However, the provision of these two services is not up to standard in the informal settlements of Mamelodi and Diepkloof. Government-supported sanitation is imperative for adequate living standards of these people, as the community on its own does not have the capacity to ensure that their sanitation infrastructure is properly maintained and always of the right standard. In the case of both Mamelodi and Diepkloof, all the residents complained about the lack of proper sanitation infrastructure, as the toilets that the municipality had built for them were shallow pits. These structures are not maintained or upgraded; hence they pose a hazard to the health of the residents. It is therefore clear from the data collected that the issue of sanitation in informal settlements needs to be addressed urgently.

Sub-theme 3.4: Impact of place of residence on overall wellbeing of respondents

Respondents were asked to rate the impact that their place of residence has on their health, safety, access to education and access to employment opportunities. The ratings that are reflected on the graph below are from the majority of the respondents.

Figure 4.18: Impact of residential area on the access to essential services



All the residents insisted that living in the informal settlements was a great threat to their safety, as these places are a haven for criminals. The issue of safety and access to schools was directly related in the case of Mamelodi. This is because the children had to walk long distances to get to school. In some of the informal settlements in Mamelodi, children have to cross a train track to get to and from school. This is a huge safety hazard, which worries most parents.

Access to education received a low rating from the Mamelodi respondents. When probed on this, the research population from both Stoffel Park and Alaska said that there were no schools close to these areas; hence children had to walk long distances to get to schools. This is especially problematic for the younger children who are too young to travel to and from school on their own. Parents then have the added burden of having to pay extra for after-school care facilities. Diepkloof residents gave access to education a much higher rating. This is because these informal settlements are located close to schools and a highway where transport is easily accessible for school-going children to use. For both Mamelodi and Diepkloof, the issue of finance for

education is a problem, as most of the people in these informal settlements are unemployed or earn very low incomes.

As is the case with access to education, Diepkloof residents stated that healthcare was fairly accessible to them, as there was a public hospital and there were clinics in the area that could provide them with their healthcare needs. The only problem that they complained about was the quality of services they sometimes received from these health institutions, which can be attributed to the shortage of healthcare personnel in South Africa. In Mamelodi, residents of Phumolong stated that they had a clinic that was within walking distance of their settlements. However, this clinic services many residents of Mamelodi, and therefore people have to be there long before opening time if they are to receive any medical aid before closing time. Healthcare is not easily accessible for the residents of the other two informal settlements in Mamelodi. The respondents from both Alaska and Stoffel Park claimed they had to walk long distances or find transport in order to access the healthcare in the area. This was seen as a great inconvenience, especially in cases of emergencies and for the old pensioners who neither have the strength to walk long distances nor the money to pay for transport.

Access to employment opportunities is a challenge for all South Africans. given the high unemployment rate. Most of the people living in informal settlements have received little or no higher education, thereby reducing their chances of getting jobs with average or good incomes even further. Most of the people are employed as semi-skilled or unskilled labour in jobs that require them to work very long hours for very little pay. All the respondents criticised the government for not making enough efforts to create more employment opportunities for them. The Mamelodi respondents especially found fault with the slow rate of development in the area which to them seemed to impede their efforts to find jobs closer to home to cut down on travelling costs.

Sub-theme 3.5: Respondents' expectations of the government

Respondents were asked what they expected the government to do in order to improve their living conditions. This question was posed so as to prompt individual respondents for their personal opinions regarding their expectations of the

government. Responses were arranged in terms of their frequency, and are shown in the graph below.

Figure 4.19: Essential services in Mamelodi

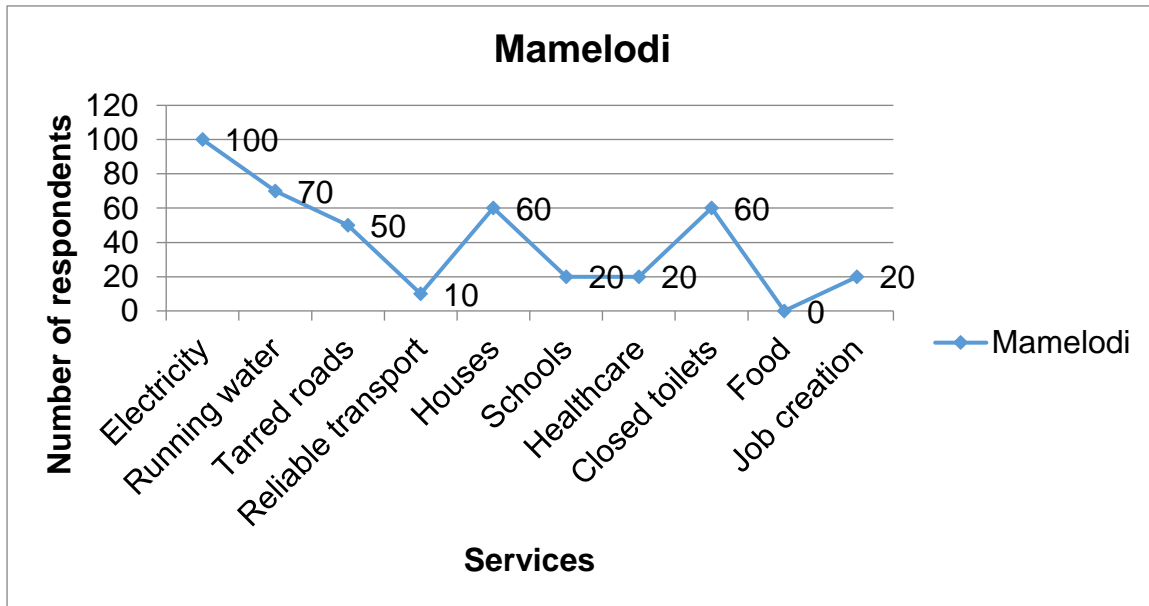
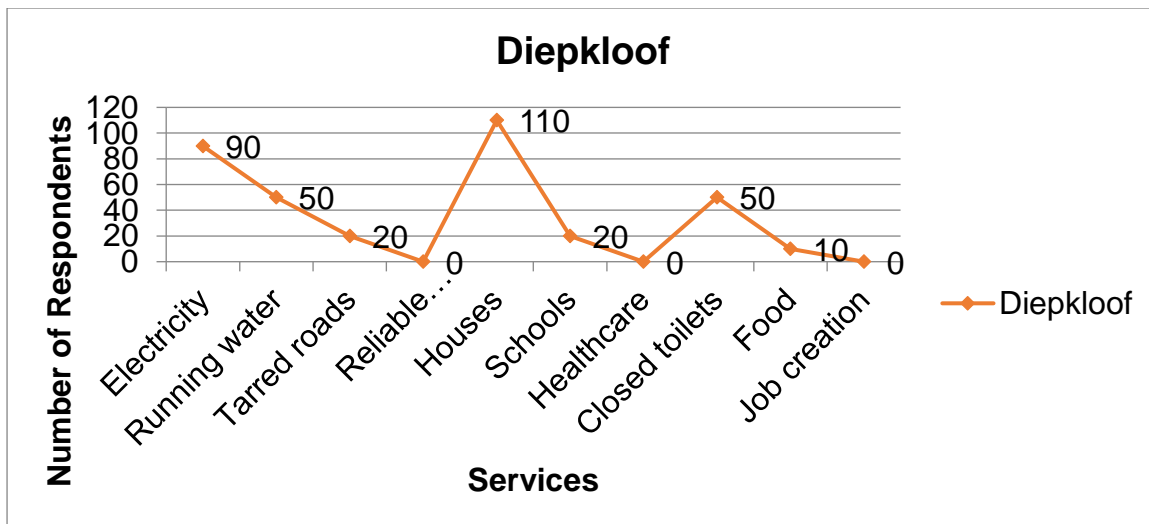


Figure 4.20: Figure 4.19 Essential services in Mamelodi



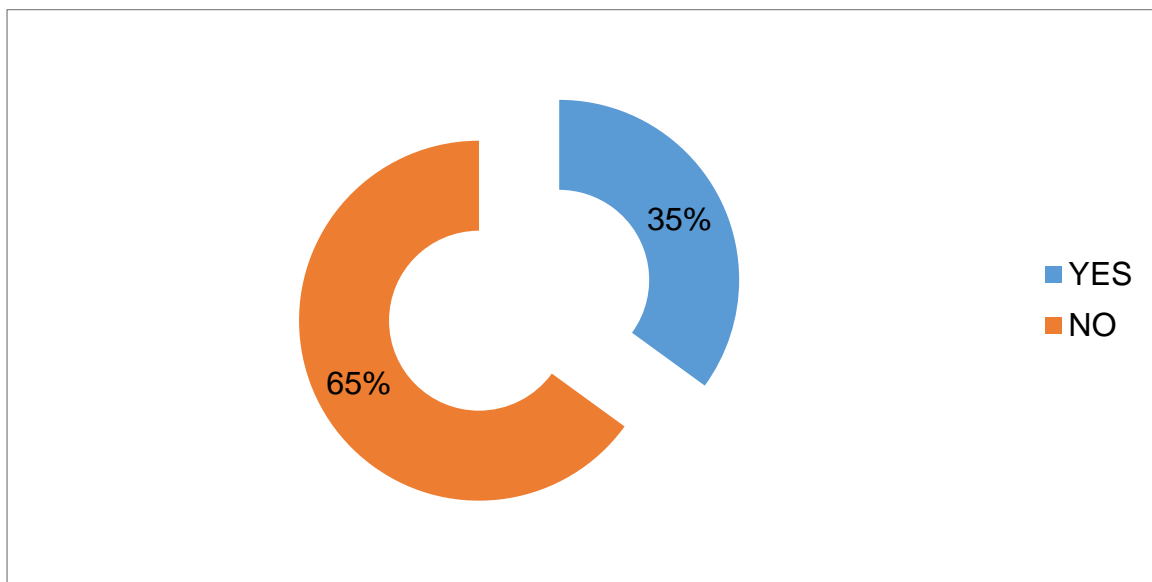
Theme four: Challenges for implementing housing policy in South Africa

The questions that will be analysed under this theme will help to establish what the challenges are that make it difficult to achieve the mandate of the government with regard to social housing.

Sub-theme 4.1: Government grant recipients

The respondents were asked whether they received any government grants, and what type of grant they receive. This question sought to determine the numbers of respondents that depend on government support, as most of these respondents are unemployed. The data collected here would primarily be a reflection of the weight that the government has to bear in terms of providing these respondents with housing. It is the researcher's opinion that, the high unemployment rate in informal settlements might impede on the government's ability to implement some of the varied housing schemes, such as partial subsidies, that involve the beneficiaries contributing financially to the delivery of their housing.

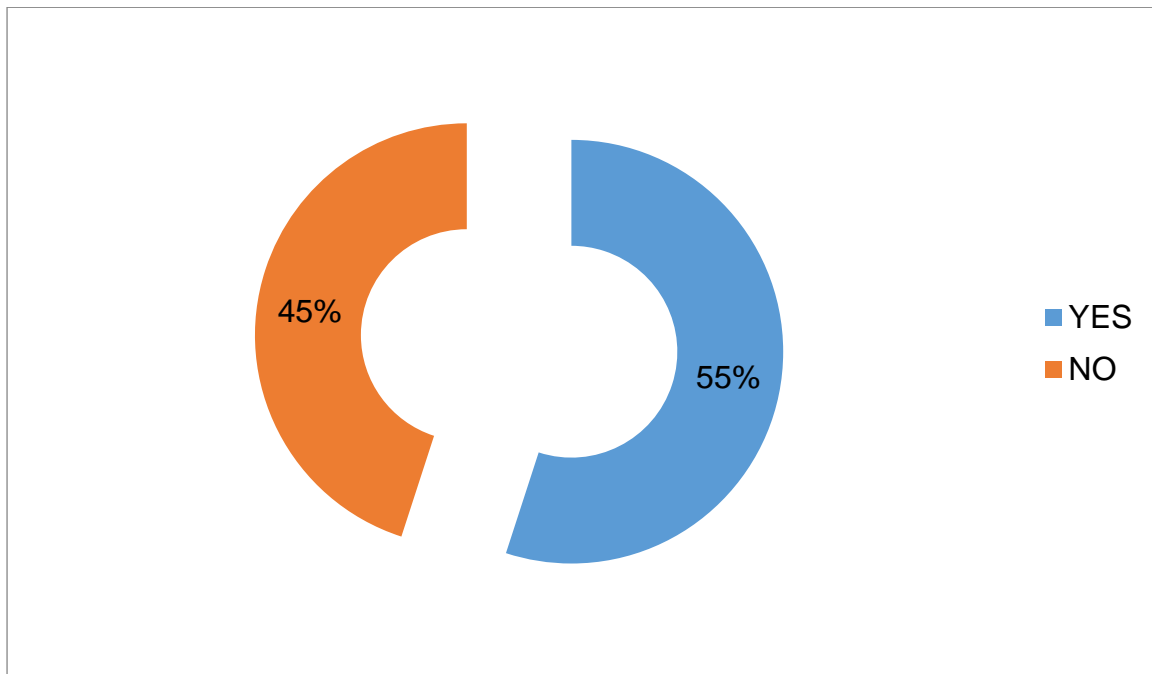
Figure 4.21: Mamelodi respondents that receive government grants



Sixty-five per cent (65%) of the Mamelodi respondents claimed that they do not receive any government grant. Most of the respondents have children that have outgrown the child support grant cut-off age. Other young respondents stated that they wanted to

take responsibility for their children, and that they therefore did not apply for the child support grant. It is encouraging to see young parents taking complete responsibility for their offspring, as there has been a growing trend among the youth to leave their children with their old parents who are not fit to take care of young children. Even with the majority of the respondents claiming that they do not receive any form of government grant, the thirty-five per cent (35%) that gave an affirmative response to this question is still a significant number if it is a true reflection of the whole Mamelodi informal settlement population in general.

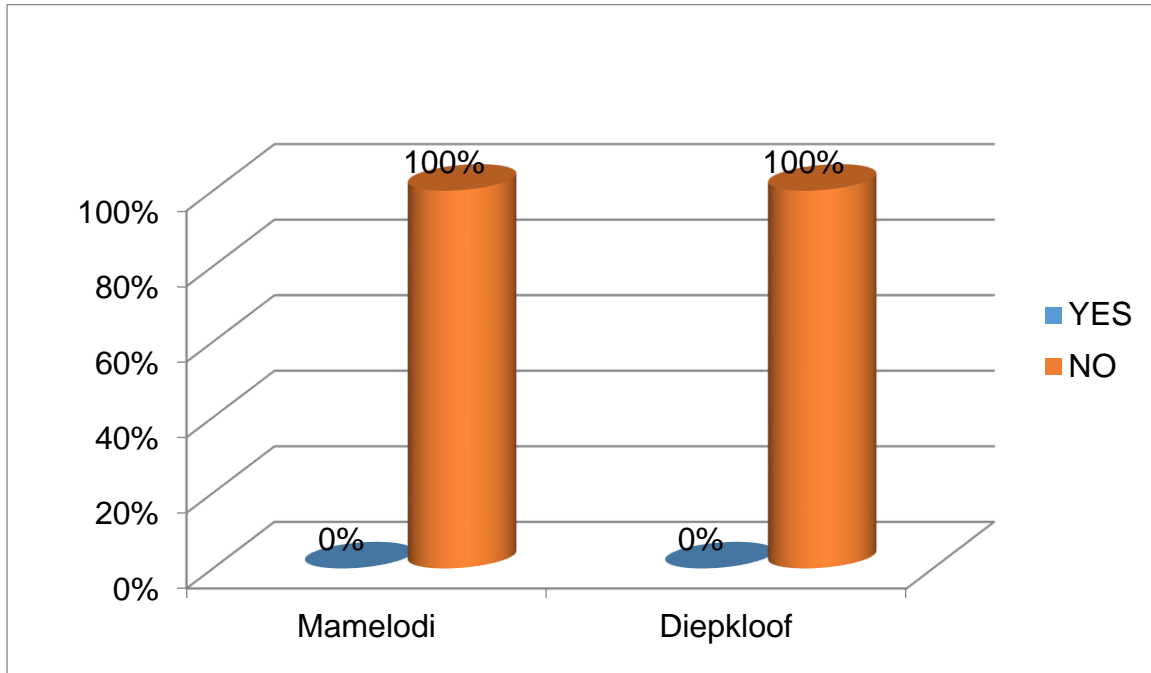
Figure 4.22: Diepkloof respondents that receive government grants



Sub-theme 4.2: Participation in social housing projects

Respondents were asked if they had ever been involved in any social housing projects. This question was posed so as to establish the respondents' attitudes towards self-help projects and their enthusiasm with regard to contributing to the projects that are essentially meant to benefit them.

Figure 4.23: Mamelodi and Diepkloof respondents' participation in social housing projects



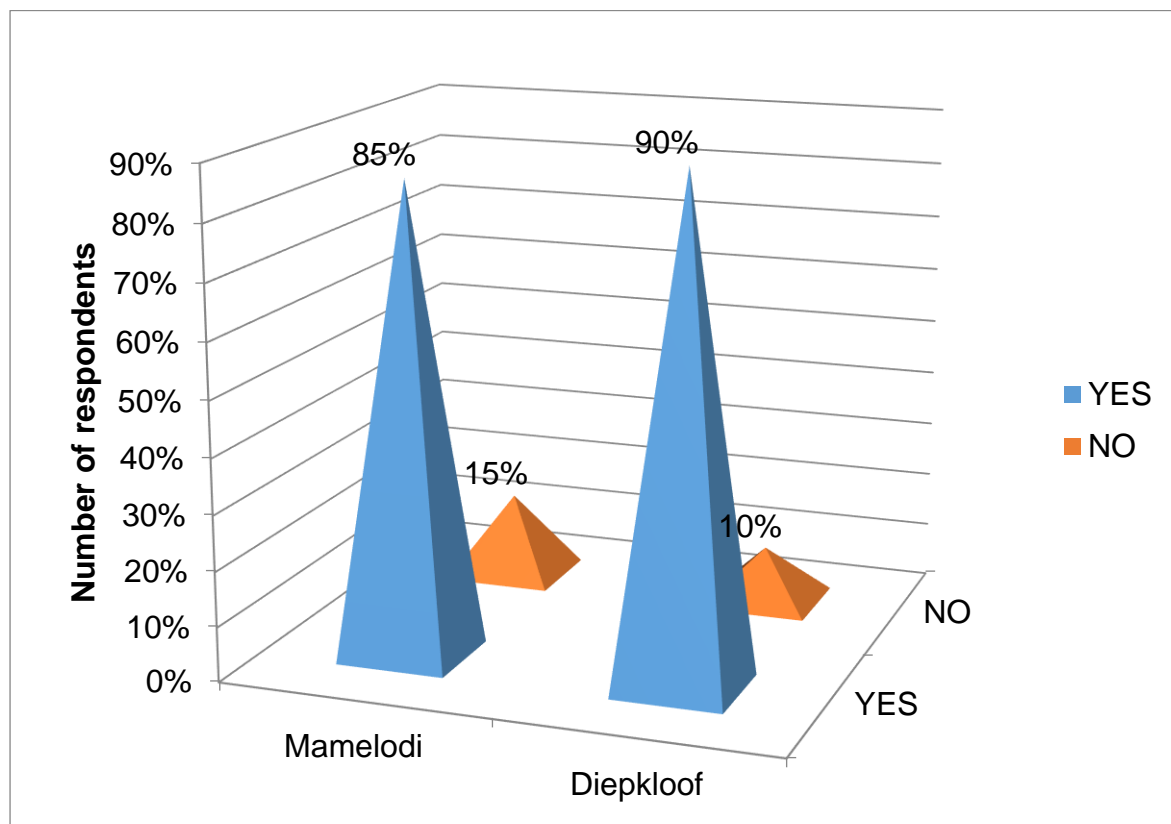
All the respondents from both Mamelodi and Diepkloof declared that they had never been involved in any social housing projects in the area they lived in or anywhere else. Upon further probing on this issue, most respondents affirmed that they would only be willing to participate in such projects if the houses being built were for them. Most of the respondents showed great enthusiasm about the idea of being a core part of the construction and delivery of houses that would directly benefit them. From these responses, it was clear that, although social housing beneficiaries may not have the financial capacity to aid the government in the delivery of houses, they have the will to help in any way possible. The researcher is of the opinion that the government should therefore capitalise on this by encouraging further participation by way of keeping residents informed about all the proposed projects from the grassroots levels. Most of the men that formed part of the research sample vowed that if and when the government built houses for them, they would be willing to help in the construction of these structures. In neighbouring areas where such social houses had been built, it is claimed that the local women also contributed to the construction of such houses by cleaning the windows once they had been installed, and by preparing food for the men that had been involved in the construction. The women in the research population claimed that they were inspired by those people, and would do the same whenever

houses were constructed in the area. It is clear from the responses that the people from both Mamelodi and Diepkloof informal settlements have a self-help attitude, and are not just waiting on the government to deliver houses for them. It is, however, important to note that they do require the financial support of the government so as to take advantage of their willingness to contribute towards the provision of social housing.

Sub-theme 4.3: Relocation for purposes of accessing social housing

Respondents were queried about their willingness to relocate in order to access social housing. By asking this question, the researcher wanted to explore the possibility of providing housing for people in informal settlements by moving them to less saturated areas of the province and country.

Figure 4.24: Willingness of respondents to relocate in order to access social housing

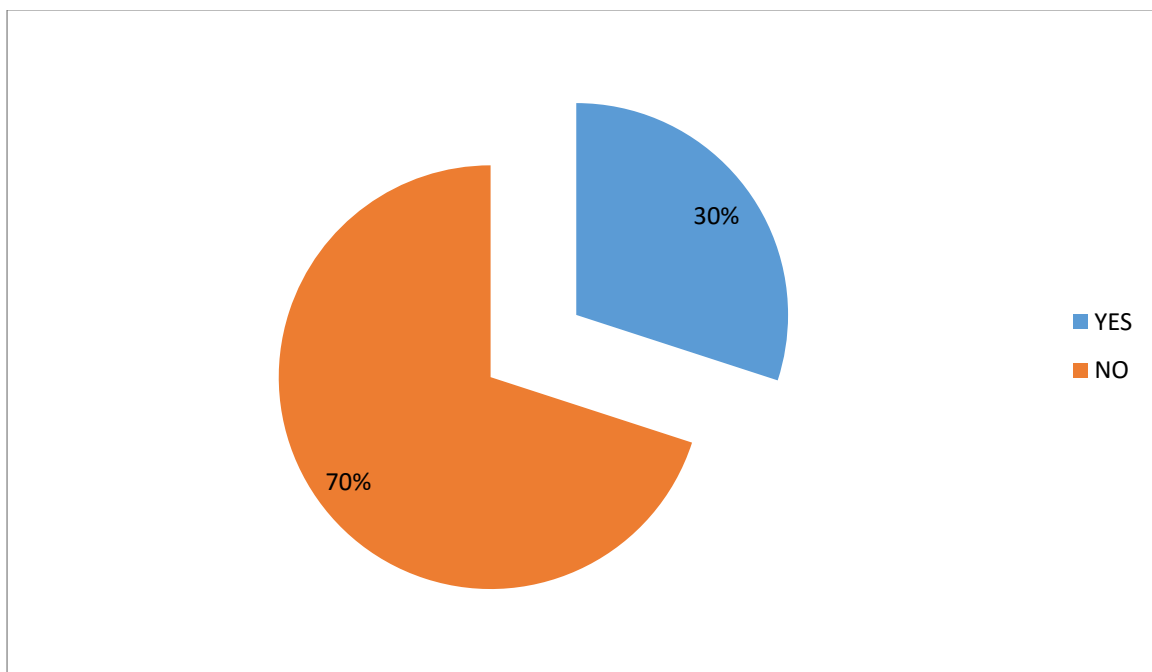


The issue of relocation is a very sensitive one for most families. Nonetheless, when asked if they would be willing to relocate in order to access social housing, eighty-seven per cent of the respondents (Mamelodi and Diepkloof combined), asserted that they were more than willing to move to any area if they were to receive a decent house that is safe and habitable. These people are aware of the lack of space for developments, as the shacks they live in are placed haphazardly; hence the relocation of some residents is to be anticipated in the event that the area is developed. The fact that the overwhelming majority of people are willing to relocate so as to get a proper house from the government is a clear indication that this is an alternative housing provision option that needs to be explored by the government so as to deal with the mounting housing demand coupled with the increase in the number of informal settlements.

Sub-theme 4.4: Sufficiency of government service delivery

A question was posed with regard to whether the efforts of the government to provide social housing, in Mamelodi and Diepkloof respectively, were sufficient. This question was posed so as to establish the respondents' position with regard to government responsiveness to their needs and service delivery. Below are the tallied responses.

Figure 4.25 Opinions on sufficiency of government response in both Diepkloof and Mamelodi



There was a consensus between both Mamelodi and Diepkloof with regard to government's responsiveness to their social housing needs. Seventy per cent (70%) of the respondents from both Mamelodi and Diepkloof felt that the government was lacking in its efforts to provide them with social housing, whereas the remaining thirty per cent expressed the opinion that the government was doing enough to provide the locals with social housing.

Respondents were asked to motivate their answers. From this it was clear that the seventy per cent who felt the government was not doing enough to provide them with social housing were very disgruntled with the government. Most explained that they had made applications for social housing over five years ago, and were either on the waiting list or had received no updates on their social housing status. Furthermore, other respondents mentioned that government officials, such as the councillors, seemed to be neglecting their core duty, which is to represent the community in the government, and, as such, the respondents seemed to have lost confidence in the government's ability to provide them with the much-promised social housing. It was clear from the responses that a majority of the residents of both Mamelodi and Diepkloof believed that government only shows concern during election season, a time believed to be a season of pompous promises which are never fulfilled.

On the other hand, thirty per cent (30%) of the respondents firmly stated that the government was making a sufficient effort to ensure that they were provided with social housing. It is worth noting that this thirty per cent consisted mostly of the more educated respondents and the youth. This group seemed to be well-informed of the huge social housing demand with which the government is faced, and explained that they were aware that, as such, the government cannot respond to everyone's needs all at once.

4.5. PRESENTATION AND ANALYSIS OF DATA FROM INTERVIEWS

This section presents the responses during interviews with housing officials conducted between July and September 2013. No specific dates were used, as interviews were scheduled according to the availability of the respondents. The aim of these interviews

was to gain a more in-depth and qualified view of the state of housing policy in South Africa, in relation to Mamelodi and Diepkloof so as to make a comparison with the data collected from the questionnaires administered to residents of the informal settlements.

4.5.1. Profile of interview respondents

The selection of officials that were interviewed was based on their availability and willingness to partake in the research project. After having done a walk-through of the housing departments of both municipalities, the researcher was able to ascertain the different offices that were responsible for social housing. Furthermore, the researcher was directed to certain officials upon requesting assistance with information. Interviewed officials are directly involved in the housing department and in informal settlement projects.

4.5.2. Questions and collated responses

Question 1: What is the standard waiting period for people who have applied for social housing?

The general consensus amongst all respondents was that there is no general waiting period, but rather that those beneficiaries who meet the set requirements receive their housing as and when housing opportunities prevail in their particular region. Setting waiting periods would give the public false hope and deteriorate public trust in the government in the event that there is no delivery according to the set schedule.

These factors need to be communicated to the public, as most seem to think that they are being denied houses or being cheated out of their right to housing. There is a lack of understanding amongst the public with regard to why they have to wait for lengthy periods for housing. The housing backlog is a major contributing factor to the long waiting periods for housing recipients.

Question 2: What housing initiatives are there to aid orphans (child headed households?)

Officials in both municipalities responded to this question by stating that child headed households are identified by the government, which then makes it its responsibility to ensure that those households are provided with housing.

There is much disparity in the officials' stance on the provision of housing in comparison with the opinions of housing beneficiaries. It is the researcher's view that these differences have created a lack of public trust in the government by the locals. It can therefore be noted from this that local government has the undeniable responsibility of educating the public on government procedures on issues such as housing.

Question 3: Are people aware of the above government aids, and how are the department educating people about means of accessing such initiatives?

It was said that information on government aids is provided through community meetings, popularly known as *imbizos*, and other community forums. Additionally,, it was said that ward councillors advise the communities about such aids.

Community meetings between the government and the community encourage interaction between both parties, and thereby the communication of changing needs and preferences. This is important in the provision of housing as it ensures that the government has the support of the communities for housing projects.

During the researcher's interaction with the respondent from both Mamelodi and Diepkloof, respondents from both areas stated that they rarely saw their ward councillors. This conflicts the above response from the government officials which claims that communication between the government and the community is enhanced through community leaders, the ward councillors.. In Diepkloof, many respondents expressed their discontent about their ward councillor. With such negative feelings towards the ward councillors, it is important that the government regulates and monitors the behaviour and performance of such individuals, as they represent the face of the government to the people.

Question 4: What is the level of public participation in local housing projects, and what has the department done to encourage participation?

Interviewed officials responded by stating that participation is quite widespread and highly encouraged by the housing departments. As with the issue of housing provision for child headed households, community meetings are the main way in which the government encourages participation in housing projects. People are given platforms to ask questions and interact with government officials. This communication creates a relationship between the two groups of stakeholders, which is important for the successful implementation of housing and related projects.

Question 5: Housing needs are accompanied by the need for water, electricity and sanitation. How is the government meeting the demands of locals in this regard?

During the interviews, government officials agreed that there was a serious challenge in reaching the existing targets in terms of the provision of basic services because informal settlements tend to grow faster than the supply of resources available to the government.

This response supports the research findings that were noted in theme two of chapter four. Both the housing beneficiaries and government are in agreement with regards to the issue of the unmatched demand and supply of basic services, the provision of clean running water, electricity and sanitation, in informal settlements.

Question 6: Most people in informal settlements are discontented about government responsiveness to their needs, especially with regards to basic amenities such as electricity, running water and sanitation. What is the department doing to counteract such negative feelings which might end in violent service delivery strikes and destruction of public property?

The high rate at which informal settlements increase and the unmatched government resources was reiterated here. Rudimentary services such as water and sanitation are continually being provided to informal settlements every year. The housing, water and sanitation departments work in collaboration to ensure that the provision of all these

goods and services is efficient and sufficient for the target population. There was a general feeling amongst the interviewed officials, that there is a need for public education on the challenges that government faces in the provision of basic services. Officials stressed that although it was important to create an awareness of projects being implemented, it was also very crucial for the public to be made aware of the challenges associated with such projects so as to mitigate claims of lack of service delivery.

Question 7: Most people living in informal settlements claim to have been living there for over 5 years, some 10 years. Is this a reflection of lack of service delivery on your part, or is it due to a huge housing backlog? If it is due to a housing backlog, why are there inconsistencies in the granting of RDP houses? Some recent applicants have already received their houses, whilst others, who applied long before them, are still on the waiting list.

The housing backlog is in no way an indication of lack of service delivery but recognition should be given to the fact that there is a huge housing backlog that the government has to deal with. It should be noted that, in most cases, the land that informal settlements occupy is privately owned, and, as a result, the government has the added task of identifying land for the construction of affordable housing. This process can be quite lengthy.

Question 8: Is there a mechanism in place to ensure that people who applied for social housing in the years 1994-2000 are contacted upon the completion of the construction of their houses, or is the responsibility to ensure that beneficiaries are being updated on the progress of housing delivery placed solely on the housing beneficiaries?

The waiting list is used as a yardstick to communicate with the beneficiaries. Housing is delivered on a local level which is the closest government link to the public. Therefore communication is maintained through ward councillors and community meetings, amongst other methods. Also, there is a database of beneficiaries which assists in contacting them once houses are completed.

Question 9: According to progress made, is the Outcome 8 target of assisting 400,000 households by 2014 going to be met?

Meeting this target does not seem feasible in the face of the difficulty of obtaining land, delay in the making of decisions and the prolonged planning processes. The City of Tshwane is currently finalising the Municipal Human Settlement Plan, which seeks to localise the objectives of the National Housing Policy. Eradication of informal settlements, thereby bringing dignity to the people, is the nucleus of the policy.

Question 10: How is progress in the administration of housing evaluated?

Reports are provided on a monthly basis to measure progress. These reports are used to evaluate the effectiveness of this administration and corrective measures are proposed and implemented as and when needed.

Question 11: What are the mechanisms put in place to deal with corruption and maladministration in housing?

With regard to the issues of corruption and maladministration amongst the various housing stakeholders, interviewed officials stated that the legal departments were responsible for dealing with such cases and added that criminal charges were opened against any persons who were found to be involved in activities of corruption or maladministration. Anonymous hotlines are also created for the public, so that they may report criminal activities in the department. The reporting by both the public and members of the public service is strongly encouraged through the media, which educates people on how corruption corrodes the fibre of the public service.

Question 12: What is the process of procurement of service providers, the screening and selection process?

The supply chain department is responsible for the procurement of service providers. Tenders are advertised and interested parties are encouraged to apply. There are strict prerequisites for the qualification of any tender that need to be met by all participating parties, and the final decision is essentially made at the discretion of the set committee. This process was noted to be the same for both the City of Tshwane and the City of Johannesburg.

Question 13: How do you deal with the cancellation of tenders of service providers and how is this communicated to the housing beneficiaries?

There are always valid reasons as to why tenders are cancelled and through various channels this is communicated to the beneficiaries. One of the respondents quoted the case of the Safuan Group International Ltd in Diepkloof. This tender was meant for the construction of affordable housing for residents of the Elias Motsoaledi informal settlements. However, because of the perceived non-performance of the Safuan Group and various other challenges, it had to be cancelled. This was duly communicated to the public.

Question 14: How do you deal with inevitable delays from other departments in terms of providing feedback on projects?

As with all issues, such as the tendering processes for service providers, responses to request for information, which will affect the delivery of housing and related goods and services, any delays that are experienced are communicated to the public and all other stakeholders. As noted throughout the research, housing projects are not isolated. The provision of basic services such as water, electricity and sanitation requires a cooperation with other departments and this may cause delays in the implementation of projects if there is a lack of proper project and time management within such projects.

4.6. CONCLUSION

Housing in South Africa is a basic need with which citizens should be provided. However, this can only be done if the necessary resources, financial and human, are available. The main factor affecting the delivery of social housing is the availability of land. Land in South Africa is limited, and, with the high rate at which the population is growing, it is becoming increasingly difficult for the government to facilitate the distribution of housing to all beneficiaries.

This chapter aimed to express the opinions of the residents of both Mamelodi and Diepkloof through the analysis of the responses from administered questionnaires. It is clear from the research findings that much more effort needs to be made to better inform the key potential beneficiaries of social housing, and the processes and

challenges that surround it. From the analysis of the findings and the researcher's interaction with the respondents, it can be noted that most of the respondents are disgruntled with the lack of service delivery, and this is exacerbated by the fact that this lack of service delivery is left unexplained. These case studies therefore confirm Misselhorn's statement that residents of townships are discontented not only because of the lack of housing and service delivery, but also because the residents of these informal settlements are firmly under the impression that the state is not concerned about their predicament (Misselhorn, 2008:). There is an evident need for a closer link to be built between the government and social housing beneficiaries so as to create a healthy relationship and a sense of ownership of the housing projects by the people. In addition, this will ensure that social housing projects are tailor-made to specific communities. In theme one of this chapter, the increase in housing demand was further highlighted by the great numbers of people living in informal settlements. Lastly, it is important to note that the findings of this chapter make it clear that the issue of social housing should not be dealt with independently, but rather it should be addressed together with all the basic needs of the social housing beneficiaries.

From this chapter it is clearly evident that the provision of affordable housing needs to move from being a responsibility of solely the government to being a joint effort of all South Africans.

Social housing beneficiaries should take ownership of social housing delivery and contribute to its successes. A great example is that of Mamelodi, where members of the community, men and women, join government workers in the completion of housing efforts. Such examples are encouraging to the government and other stakeholders.

Communication between housing beneficiaries and the government is very important. This research focussed on housing on a local level, which is the closest government link to the people, but even so it was clear that the communication lines between the two stakeholders were not quite effective. It is the researcher's opinion that if housing policy implementation is to be effective, it is important that the communication lines between all stakeholders be improved. Problems arise when there is a lack of communication, because changes in projects and in needs are not timeously relayed

to the relevant individuals. If housing beneficiaries are not kept updated about housing projects, their feelings of being failed by the government will persist and give rise to violent service delivery protests as has been the case in recent years. To avoid further occurrences of such events, communication needs to be improved, in that it must be regular enough to take into account changes that may occur and clear enough to be understood without any ambiguities and omissions of information.

CHAPTER FIVE: CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

The study set out to explore the efficacy of the South African government in responding to the social housing needs of the public. This was done by examining the implementation of social housing policies in the local sphere. Having the government's responsiveness to social housing needs in Mamelodi and Diepkloof, this research identified certain causes for the housing crisis in the country. The study sought to answer three questions:

- What are the challenges of implementing housing policy in South Africa at the local level with reference to Mamelodi and Diepkloof?
- What are the underlying factors that contribute to the housing crisis in South Africa with reference to Mamelodi and Diepkloof??
- How effective is the implementation of housing policy in South Africa with reference to Mamelodi and Diepkloof??

When implementing social housing policies and related laws and regulations, it is important to take into consideration the unique and different needs of specific communities. Although the researcher noted similar needs for social housing in Mamelodi and Diepkloof, it was also noted that the community of Diepkloof consisted of more elderly people who were responsible for children under the age of six and sick relatives. Such factors need to be noted when dispensing houses, as the rolling out of uniform social housing projects in all areas may cause resistance and lack of acceptance by the community, thereby turning the projects into a failure. Furthermore, it is important that government encourages public participation in the implementation of social housing policies. Such would create a sense of ownership over the particular project, which builds a trust relationship between the government and the beneficiaries. This further ensures that implemented projects will be accepted by the community at large.

This research used both qualitative and quantitative research methods to collect data from government officials and from residents of Mamelodi and Diepkloof informal settlements. This chapter will also include recommendations based on the research findings, limitations of the study and recommendations for further study.

5.2. SUMMARY OF PREVIOUS CHAPTERS

Chapter one laid the foundation of this research paper. It outlined the framework of the research and described the methodology that was used for the research. Both qualitative and quantitative research methods were employed in this research. The history of South African housing policy and the various related legislation was also outlined. These were further explained in the chapters that were to follow.

Chapter two, the literature review, summarised the findings of key authors in the field of housing policy implementation globally, regionally and locally. This helped to establish a basis for chapter three and four. The field of public administration was also reviewed in chapter two so as to ascertain how this study was relevant to it.

Chapter three, sections 3.6.1 and 3.6.2 focussed on the two selected areas of this study, Mamelodi and Diepkloof. This chapter served to review work that has been published on housing in these two areas. Chapter three paid specific attention to the status of housing policy in Mamelodi and Diepkloof. This chapter concluded, in section 3.8, that there was indeed a great shortage of housing in the two areas of Mamelodi and Diepkloof, and that the implementation of housing policy on the local government level has a bearing on this problem.

Chapter four, sections 4.2 to 4.4, dealt with research findings from questionnaires administered to residents of Mamelodi and Diepkloof and in section 4.5 research findings from the questionnaires administered to public officials in the respective municipalities were examined. The conclusion in section 4.6 of chapter four confirmed the findings from chapter three, but also provided more clarity on the existing shortage of housing.

5.3. OVERVIEW OF THE FINDINGS

This section will summarise the research findings. Findings were derived as follows:

- Through the literature review
- Through data analysis

5.3.1. Findings from literature review

“In 2004, the Department of Housing (now referred to as the Department of Human Settlements) declared it would eradicate informal settlements in South Africa by 2014 following the unprecedented housing backlog, proliferation of informal settlements, social exclusion and the inability of municipalities to provide basic infrastructure to the urban poor households” (Tshikotshi, 2009:ii). This has not been achieved, and therefore it is evident that the Department needs to evaluate its implementation methods if it is to reduce the housing backlog and fulfil its obligation to the South African population.

Findings from the literature review indicate that the government has made and is making efforts to meet the social housing needs of the people through its execution of housing and related policy. From the Reconstruction and Development Programme to Breaking New Group and Upgrading of Informal Settlements programmes. These programmes have been planned and implemented in different periods, which proves that the government is continuously seeking to improve its housing delivery methods.

The literature review, Chapter 2, has made clear the fact that there is a huge housing backlog in South Africa that is difficult to alleviate. Various authors from diverse fields of study have emphasised this fact over different periods. The main reason for this problem seems to be the increasing population that is unmatched by the delivery of affordable houses.

5.3.2. Findings of research surveys

From the research findings we can conclude that there indeed is a huge shortage of social housing in South Africa. It is important to note that this shortage is caused not only by the government’s slow response to social housing needs, but rather by the largely growing population of these studied communities.

Furthermore, the findings of the research prove that there is a dire need for the improvement of basic services in informal settlements. The provision of clean water and proper sewage disposal can be improved greatly without much cost. Communal water supplies force whole communities to share one source of water supply, which leads to water wastage during incidences where taps are broken and not repaired for

long periods. This also creates a breeding ground for mosquitoes and myriads of diseases.

The importance of community participation has been a key finding of the research. The surveyed communities showed a great interest in taking ownership of the housing projects to be introduced. The government should therefore take advantage of this, and ensure that municipalities and councillors, as the government's closest link to the people, build relationships with the community and engage them with regard to proposed housing and related projects. Such involvement should be done from the planning stage through to the implementation and evaluation stages. As mentioned throughout this paper, community participation in such projects gives the community a sense of ownership over implemented projects and thereby ensures acceptance of these projects.

“Following President Jacob Zuma’s proclamation in 2009 to change the Department of Housing to the Department of Human Settlements, the focus shifted from housing being just a roof over people’s heads, to providing sustainable and integrated human settlements where people can work, pray, play and have access to amenities required for their day-to-day living” (Department of Human Settlements, 2010:338). The need for us to start thinking about housing as involving more than just a house to live in was also one of the key findings of the research survey. The need for clean water and sanitation, the high unemployment rates and the huge numbers of school-going children living in informal settlements as noted during the survey was an indication that the provision of housing should not be confined to the mere construction of houses. There is a great need for a collaborative effort between various government departments so as to provide a whole welfare package to the people that will not only sustain them but will empower them so that they may become self-reliant. This will remove the strain from the government in the long run, as fewer people will be dependent on government welfare.

5.4. RECOMMENDATIONS

5.4.1. Recommendation one

It is important to build a close relationship between all the social housing stakeholders; that is the beneficiaries, government and the housing institutions so as to ensure that there is sufficient co-operation and uniformity in the execution of housing plans. It is therefore recommended that there should be regular status updates and review meetings between the municipality, provincial government and national government. As the municipality, represented in this study by the City of Johannesburg and the City of Tshwane is the closest government link to the public, it should be its responsibility to ensure that they keep the public updated, and that they stay aware of changing needs or concerns of the people. Communication lines between the municipalities and the potential housing beneficiaries exist but need to be strengthened to ensure a better dissemination of information.

The successful implementation of this recommendation will ensure that problems in the implementation of housing policies are detected early, which would allow these problems to be remedied. This will also build a trust relationship between the government, housing beneficiaries and housing institutions and all other parties involved in the overall provision of social housing. Furthermore, this would encourage greater public participation in housing projects and community projects at large.

5.4.2. Recommendation two

“Local authority adoption and support of on-going programmes is essential to effective investment in promotional campaigns that have lasting value. Local authorities must link with local institutions and support local organisations of on-going health and sanitation promotion functions and activities” (Lagardien & Cousins, 2005:25). It is important to note that the issue of housing is not independent from the South African population’s basic needs that include proper sanitation and access to clean water. It is therefore important to establish a link between the various authorities that aim to improve the welfare of the people through the provision of basic amenities. This link will ensure that projects, such as housing projects are consolidated in a manner that will bring about a more effective and efficient use of resources, thereby meeting the

needs of a larger pool of people. In addition, such linkages will allow the sharing of information.

Municipalities are the government's closest link to the public; therefore, they should be tasked with the responsibility of ensuring that such relationships are established and maintained. Residents and public service receivers also have easier access to local government, and a good relationship with local government would therefore allow the larger government to monitor the changing needs and attitudes of the public. It is therefore recommended that there be proper and effective mechanisms in place to ensure that this objective is achieved.

5.4.3. Recommendation three

It is recommended that the qualifying prerequisites and shortlisting mechanisms for social housing be revised. Increases in population and limited resources may be blamed for the slow reduction in the housing backlog and the seemingly low delivery of houses as opposed to the demand for houses, but it is an undeniable fact that some revisions need to be made to the existing manner in which the delivery of social housing is administered. Qualifying prerequisites should be revised to accommodate foreigners who have sought asylum in South Africa, since there is a continually increasing influx of foreign nationals into the country because if provision is not made for these groups of people, there will be no end to the problem of informal settlements. This will give rise to further problems which are associated with the increase in informal settlements. It is also important for the government to pay special attention to specific groups of people, such as children, the disabled and the elderly. This should not happen only in theory, but it should be reviewed in a manner that will encourage implementation. Lastly, based on the research findings in chapter four, there are some discrepancies between the administration of social housing and the perceptions that exist about it in informal settlements; it is not based on the assumed first in, first out principle. The way the public is informed of this policy needs to be reviewed so that there are no feelings of unfair treatment amongst the public.

5.4.4. Recommendation four

Both civic and formal education empowers people and encourages thinking outside the box. The greatest problem associated with housing beneficiaries is the lack of education. It is because of this that most are either unemployed or are employed in the informal sector or low-skills job sector, which does not provide a sufficient income for them and their dependents. The implementation of more formal education schemes and programmes for residents of informal settlements is recommended. By empowering these people, the government will be giving the people skills and qualifications that will enable them to get better employment opportunities with better salary options. In addition, entrepreneurial training is proposed. This will enable those individuals who are trading in the informal sector to grow and to be aware of the funding opportunities that are available. Both civic and formal education heightens people's awareness of the different ways in which they might better their own lives. It is therefore highly recommended that the provision of education be given much attention from the low levels of primary education to tertiary, adult education and skills training.

5.5. LIMITATIONS OF THE RESEARCH

The main limitation of this research was time. Data was collected from a sample size of 200 in both Mamelodi and Diepkloof. Travelling to these areas was time consuming and explaining the questions to the research population proved to be also time consuming.

The key data for this research was collected from residents of the Mamelodi and Diepkloof informal settlements. This was a time-consuming task, as questions had to be explained and sometimes translated for most respondents. The researcher also encountered a great language barrier when administering the questionnaires as depicted in the discussion of findings in chapter four. The translation of some questions seemed to pose a further problem of meaning being lost in the translation.

Further data was collected from government officials and the researcher had to reschedule some of these meetings, whilst some requests for meetings were futile.

5.6. RECOMMENDATIONS FOR FURTHER RESEARCH

The main focus of this research was government's responsiveness to the social housing needs of South Africans living in informal settlements. The following questions can be recommended for future research:

- What is the impact of formal education on the need for the provision of social housing?
- To what extent should the government take responsibility for the basic needs of South Africans?
- How can the government respond to the housing needs of South Africans without escalating its position as a developmental state?

5.7. CONCLUSION

The diminishing availability of land in relation and the growing number of people means that we have to apply new technologies to build better. Again, this emphasises the question of densification through social housing (Housing in Southern Africa, 2010:1). This research has argued that the government is struggling to respond to the housing needs of the public because of a continuously increasing population. This has therefore brought about the need for new innovative methods which will allow the rising housing demand to be met and the housing backlog to be reduced.

The issue of space should not be ignored when responding to the social housing needs of the public, as the fast-paced increase in South Africa's population places more pressure on the government and demands that the government should be increasingly responsive to social needs. The lack of space is a great restriction in the government's bid to achieve its housing mandate. It is for this reason that it is important to reiterate the need for alternative housing options that will cater for the rising housing demand in the country in the face of an increasingly limited land space.

The importance of public participation cannot be emphasised enough. It is imperative for the public to be actively involved in the implementation of housing policy for it to be effective. Implementation involves the introduction of housing projects in the various localities. As articulated in the research, public participation provides a certain assurance that projects introduced will be accepted by the public and it also helps to

prevent projects from being considered irrelevant as the changing needs and wants of the beneficiaries will be communicated timeously to all stakeholders.

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APPENDIX A



The contents of this form are completely confidential. All participants will remain completely anonymous and no information revealing the identity of respondents will be disclosed.

I would like to ask you to help me by answering the following questions concerning social housing. This survey is conducted to assist me on my research as part of my studies at the University of Pretoria. This is not a test so there are no “right” or “wrong” answers and you do not have to write your name on it. I am interested in your opinion so please give your answers honestly as this will guarantee the success of the survey. Thank you very much for your help.

QUESTIONNAIRE

1. Which area are you from?

- a) Mamelodi
- b) Diepkloof

2. Are you originally from the place you live in? YES NO

3. What is your current form of tenure?

- a) Owner occupier
- b) Private rent
- c) Social rent
- d) Other (please specify)

4. How many people do you live with?

5. How many of those people are dependent on you?

6. What is the highest level of education you have received? _____

7. Are you currently employed? If yes, answer the next question. YES NO

8. What is your average income per month? _____

9. Have you ever applied for social housing? YES NO

10. If you answered “YES” to question 8 , how long have you waited to get a response from the Government? _____

11. The Government provides you with free?

- a) Water
- b) Electricity
- c) Sanitation
- d) All of the above

12. Does your place of residence have any influence on your:

- a) Health
- b) Safety
- c) Acces to education
- d) Acces to a job

13. What do you expect the Government to do in order to improve your living conditions? _____

14. Do you receive any form of government grant? YES NO
if the answer is “YES”, what grant do you receive?

15. Have you been involved in any social housing projects? YES NO
If the answer is “YES” what project were you involved in and please explain your involvement.

16. Would you be prepared to move to another region or area in order to get access to social housing? YES

17. Do you think the government is doing enough to provide housing for the people in this area? YES
Explain your reason(s) for the above answer. _____

18. What would you recommend to the government for the implementation of Housing Policies? _____

APPENDIX B

INFORMED CONSENT

RESEARCH TITLE: The implementation of housing policy at the local level: Cases of Mamelodi and Diepkloof in South Africa

You are asked to participate in a research study conducted by Nokwanda T. Ngwenya an MPhil (Public Policy) student at the University of Pretoria, School of Public Management and Administration.

If you have any questions or concerns about the research, please feel free to contact Nokwanda Ngwenya (student) at 0791892404 or nokwanda115@gmail.com.

PURPOSE OF STUDY: This study aims to establish the extent to which the implementation of housing policy is effective by reviewing the state of housing in Mamelodi and Diepkloof with particular focus on the informal settlements.

1. What is the standard waiting period for people who have applied for social housing? _____

2. What housing initiatives are there to aid orphans (child headed households?) _____

3. Are people aware of the above government aides and how are the department educating people about means of accessing such initiatives.

4. Housing needs are accompanied with the need for water, electricity and sanitation. How is the government meeting the demands of locals in this regard? _____

5. Most people in informal settlements are disconcerted about government responsiveness to their needs especially with regards to basic amenities such as electricity, running water and sanitation. What is the department

doing to counteract such negative feelings which might end in violent service delivery strikes and destruction of public property? _____

6. Most people living in informal settlements claim to have been living there for over 5 years, some 10 years? Is this a reflection of lack of service delivery on your part or is it due to a huge housing backlog? If so, why are there inconsistencies in the granting of RDP houses? Some people who applied long before others are still on the waiting list yet recent applicants have received their houses. _____

7. Is there a mechanism in place to ensure that people who applied for social housing in years 1994-2000 are contacted upon the completion of the construction of their houses or is the responsibility of beneficiaries to ensure that they are being updated on the progress of housing delivery placed solely on the housing beneficiaries? _____

8. According to progress made, is the Outcome 8 target of assisting 400,000 households by 2014 going to be met? _____

9. How is progress in the administration of housing evaluated? _____

10. What are the mechanisms put in place to deal with corruption and maladministration in housing? _____

11. What is the process of procurement of service providers, the screening and selection process? _____

12. How do you deal with the cancellation of tenders of service providers and how is this communicated to the housing beneficiaries? _____

13. How do you deal with delays that are inevitable from other departments in terms of providing feedback on projects? _____
