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**Investigating policy gaps in the implementation and monitoring of the delivery of
low cost housing projects in South Africa the case study of Illovo Township**

By

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Declaration

I, Thulani Dlamini hereby confirm that all the information contained in this dissertation is my own work and has not been previously submitted to the School of Built Environment and Development Studies or any other body for any purpose. Work and ideas that have been taken or adopted from other authors or sources are rightfully acknowledged.

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Abstract

From its inception in 1994 the South African Low cost housing programme has been characterised by policy implementation gaps, leading to the delivery of poor quality and substandard houses. From 1994 to date there is an alarming decline in the quality of the low cost housing stock that has been rolled out, (Zunguzane et al 2012). The Study Area is located approximately 30kms south west of the eThekweni CBD, and in land of the southern coastal areas of Kingsburgh and Warner Beach, in proximity to the Amanzimtoti central area. The research aims to investigate Policy gaps emanating from the implementation and monitoring of Low Cost housing construction process in South Africa with reference to the Illovo Township, as a case study. The Research uses a qualitative method to examine the implementation challenges. This was achieved by utilising findings from results derived from questionnaire interviews conducted with selected key informants. These were Department of Housing and settlements Project Managers, NHBRC Quality Assessors, and Contractors, the ward councillor and the housing beneficiaries. Project management and Evaluation concept were interrogated to enhance the study. Project management concept highlighted the relationship between world class supply chain management, Total Quality Management (TQM) and the role of norms, standards and specifications is explored. Secondly the Evaluation concept which refers to an on-going process focused on the assessment of projects. To develop arguments the welfare state, developmental state, and Sustainability theories were utilised. The welfare state which is a theory of government in which the state plays a key role in the protection and promotion of the social and economic well-being of its citizens. The Key elements the developmental state theory include state control over finance, direct support for state owned enterprises by the government. Sustainability theory is a key strategy of the Breaking New Ground housing policy (2004) its plan is to “redirect and enhance existing mechanisms to move towards more responsive and effective delivery. The research revealed that managing time, cost and quality was a major challenges in the implementation of the low cost housing project at Illovo Township. Recommendations are budget increase to allow for skills training, the extension of the Contract period Stringent Project management and monitoring must be applied, by all stakeholders involved.

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ACRONYMS

ANC-	African National Congress
BNG -	Breaking New Ground
CBE-	The Council for the Built Environment
CIDB-	The Construction Industry Development Board
DHS -	Department of Human Settlements
DPME-	Department of Performance Monitoring and Evaluation
NEPF-	National Evaluation Policy Framework
NHBRC -	The National Home Builders Registration Council
NHC-	National Housing Code
RDP-	Reconstruction Development Programme

CHAPTER ONE

1. Introduction & Research Methodology

1.1 Introduction

The South African housing Policy is the outcome of a process of intense negotiation within the National Housing Forum from 1992 to 1994. Shortly after the first democratic elections in 1994, the housing policy negotiations concluded in a Housing Summit and a Record of Understanding (Khan & Thurman, 2001). With the fundamental views of the housing policy agreed upon by the dominant stakeholders, housing debate was closed (Khan & Thurman, 2001). The introduction to the Housing White Paper of 1994 clearly states that: 'The time for policy debate was past and the period for delivery was at hand.

The African National Congress (ANC) Government when it came to power adopted the White Paper on Housing after the historic 1994 democratic elections, with the aim to “create viable, integrated settlements where households could access opportunities, infrastructure and services” (Tissington 2011:59). This promised that all South Africa’s people will have access on a progressive basis to: A permanent residential structure with secure tenure, safeguarding privacy and providing sufficient security against the elements; and clean and drinkable water, sufficient hygienic amenities including waste removal household electricity supply (Tissington 2011:59).

The Housing White Paper among other policies provided an outcome of the Reconstruction and Development Programme (RDP) and was an integrated, coherent socio-economic policy framework (DoH 2000). Its main purpose was to mobilise the people of South Africa the country’s resources toward the final eradication of apartheid and the building of a democratic, non-racial and non-sexist future, (RDP Policy framework) (DoH 2000). The Housing White Paper of 1994 states that despite the constraints in the environment and the restrictions on the fiscus, every effort will be made in order to realise this vision for all South Africans whilst acknowledging the need for overall economic advancement and employment recognised the need for joint efforts and contributions of individuals themselves and the

providers of housing credit, as requirements for the realisation of the vision (DoH 2000). As stated by Tissington,(2011) the goal of the policy was to increase the national budget allocation to housing by five percent and to increase housing delivery on a sustainable basis to a peak level of 338 000 units each year to reach the government's target of one million houses in five years (Tissington 2011:59). The White Paper on Housing describes how the government's overall approach to the housing challenge is aimed at mobilising and harnessing the combined resources, efforts and initiative of communities, the private and commercial sector and the government (Tissington 2011:59). Good Policies and effective implementation and monitoring processes are required to ensure effective delivery of the South African low cost housing.

Mthetwa (2012:36) in his assessment argues that the process of public policy-making in the national sphere of government is long and unsteady thus making implementation a daunting task. According to Mthetwa (2012:36) policies are subjective to the settings in which they are developed. Such contexts include historical, cultural, social, economic and diverse conceptual dimensions operating at international, regional, country and local levels, Mthetwa (2012:36). He further argues that Implementation refers to the instruments, resources, and relationships that link policies and legislation to programme action. More specifically it means to carry out, accomplish, fulfil, produce or complete a given task, (Mthetwa 2012:37). These contexts influence Policy and legislature development as well as its implementation, and for an example the Department of Housing have had to either refurbish, or completely demolish houses due to poor workmanship nationwide.

1.2 Problem Statement

Since 1994 to date there has been an alarming decline in the quality of the low cost housing stock that has been rolled out, (Zunguzane et al 2012). This has resulted in many of these low cost houses being rendered inhabitable, and warranted the demolition and rebuilding at a cost to the state.

This challenge was highlighted by then Minister of Human Settlements, Tokyo Sexwale, underlining the problem by indicating that a total of 40 000 houses must either be refurbished or totally demolished nationwide as a result of poor workmanship (Zunguzane et al 2012). According to Summerville (2007), in most cases a large number of defects in low-income houses arguably occur due to poor workmanship as a result of poor communication and insufficient monitoring and evaluation. This statement was also supported by Khoza & Kabir (2014) stating that the most of the South African Housing departments nationwide have found themselves in disputes of poor standard housing products.

In most cases a large number of defects in low-income houses arguably occur due to poor workmanship as a result of poor communication and insufficient monitoring and evaluation (Summerville, 2007). In support of the above statement (Khoza & Kabir 2014) indicated that the most of the South African Housing departments nationwide have found themselves in disputes of poor standard housing products.

Failing to address this challenge, the South African low cost housing delivery will always be on the back foot. It is apparent that the status quo of the problems that need to be addressed by policy interventions are still not up to expectations. The study seeks to examine in detail the setbacks encountered during the construction phase in the implementation of the policy and aims to provide measures that can be considered to enhance an effective policy implementation processes in future.

1.3 Study justification

Previous research in this field has been conducted and it has indicated that little or no results have been achieved in curbing the challenge, of the provision of poor quality low cost housing. This is attributed to the gap between policy and implementation. According to Habitat 111 2016), the New Urban Agenda 2016, acceptance of urbanisation at all levels of human settlements will help countries to come up with more suitable policies that can embrace urbanisation across physical space. This will also assist by connecting urban, peri-urban and rural areas, and assist governments in addressing challenges through national and local development policy frameworks (Habitat III 2016).

These are: Incorporating equity to the development agenda. Equity becomes an issue of social cohesion, warranting access to the public domain, widening opportunities, and encouraging national urban planning and planned city extensions (Habitat III 2016). Determining how pertinent sustainable development goals will be supported through sustainable urbanisation. And aligning and consolidating institutional arrangements with the substantive outcomes of Habitat III, so as to ensure effective delivery of the new Urban Agenda, (Habitat III 2016).

The Housing Act (1997: 4) states that the South African housing vision is

“the establishment and maintenance of habitable, stable and sustainable public and private residential environments to ensure viable households and communities in areas allowing convenient access to economic opportunities, and to health, educational and social amenities in which all citizens and permanent residents of the Republic will on a progressive basis have access to permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements, and potable water, adequate sanitary facilities and domestic energy supply”.

Despite the visions overarching notion of human settlements the housing policy’s objective as stated in the Act is “to increase housing delivery on a sustainable basis to a peak level of 350 000 units per annum until the housing backlog is overcome” (DoH 2000).

1.3.1 Research aims and objectives

The aim of the research is to identify policy gaps in the implementation of low cost housing projects. This will be realised by:

1. Exploring the monitoring systems in place, to ensure the successful implementation of low cost housing construction projects?
2. Examining the implementing and monitoring challenges in low cost housing
3. Investigating the role played by the implementing client in monitoring the construction phase in dealing with the acquisition of skills and material.

1.3.2 Research questions

A. Key question

What are the policy gaps in the implementation and monitoring of the delivery of low cost housing projects in South Africa?

B. Sub questions

1. What are the monitoring systems in place, to ensure the successful implementation of low cost housing construction projects
2. What are the implementing and monitoring challenges in low cost housing
3. What role is played by the implementing client in monitoring the construction phase in dealing amongst others with the acquisition of skills and material?

1.4 Hypothesis

The hypothesis to be tested in this analysis is:

The policy gaps in the implementation and monitoring of South Africa low cost housing which have led to the delivery of poor quality and substandard houses.

1.5 Limitations, Scope and assumptions of the study

This study identified and accepted the limitations of the data collection methods as used in the report. The research used a qualitative research approach. However, the acceptance of the flaws does not, in a way, compromise the results of this report. The scope of study is to identify the gaps emanating from the implementation of the Low cost housing projects at Illovo Township. The factors that impede the successful delivery a housing project with

particular reference to the case study include time, cost, quality, skills shortage and beneficiary involvement.

The following are some of the known limitations of this research report:

- Data: This study deals with officials from the department of Human Settlement who might not be keen to release or divulge information, due to its sensitivity.
- Unavailability of interviewees: Deferrals and none responses of set appointments.
- Time and Budget: The intention of this study report is to interview a larger group of respondents but, it may not possible due to time and budgetary constraints.

1.6 Research Methodology

The study has utilised a qualitative research methodology. According to (Leedy, 1993) qualitative research methodology is recent; it did not ascend to prominence in the professional literature until the 1960's. Thomas (2003) postulates that qualitative research is a multimethod in focus involving an interpretive, naturalistic approach to its subject matter. However, it is also a creative scientific process that necessitates a great deal of time and critical thinking, as well as emotional and intellectual energy (Leedy, 1993). According to Jackson (2008) when making use of qualitative methods, researchers are typically not interested in simplifying, objectifying or quantifying what they observe. Instead when researchers conduct qualitative studies more interest is given to interpreting and making sense of what has been observed (Jackson, 2008).

Jackson (2008) further mention that when using this method, researchers may not necessarily believe that there is a single "truth" to be discovered, but instead that there are multiple positions or opinions that have some degree of merit. Leedy (1993) further mentions that qualitative research is not slovenly, undisciplined, "soft" research, but creative scholarship at its best. This research study incorporates the qualitative research method in both the questionnaires (Questionnaires delivered by hand) as well as by email. The study will interrogate the application of policy, in the implementation of low cost housing in an attempt to identify the gap between policy and its implementation. The study applied mainly a qualitative research approach (based on theoretical framework and case

study) have adopted different data collection techniques: semi-structured interviews focus groups, non-participant observations.

1.6.1 Participant observation and qualitative research

A number of qualitative methods are open to the researcher, of which ethnography and case research are the main methods that utilise participant observation for data collection. Ethnographic research derives from social and cultural anthropology whereby a researcher is required to spend considerable time in the field, and study the phenomenon within its social and cultural context. Ethnographers try to immerse themselves in a setting and become part of the group being investigated, in order to understand the meanings that actors put upon events or situations. The prevailing data collection technique is participant observation (Myers, 1999). Thus, Jean Briggs conducted her fieldwork among Canadian Eskimos; Liza Dalby among Kyoto geishas. The research has utilised observation as a tool to scrutinise the quality of the built houses at Illovo Township. This has helped to reveal the phenomena of compromised quality prevailing in all the built houses.

Although Ethnographic research is very time consuming. The main benefit is its depth, and therefore the contribution of rich insight. One weakness is that it lacks breadth, as the focus is typically on one particular situation or phenomenon (Myers, 1999). Hence, one common criticism is lack of generalisability. In fact, it is possible to generalise from ethnography to theory (= theoretical generalisation). Also, the main data collection technique, participant observation, has strengths and weaknesses, and these are discussed further in this paper. (Myers, 2003).

1.6.2 Case Study

According to Saunders, Lewis and Thornnhill (2009: 141) a case study is a strategy for doing research which involves an empirical investigation of a particular contemporary phenomenon within its real-life context using multiple sources of evidence Saunders, Lewis and Thornnhill (2009). Saunders, Lewis and Thornnhill (2009 further stated that the case study approach has noteworthy ability to produce answers to the research questions. The

data collection methods employed may be diverse; including questionnaires, interviews, observation and documentary analysis (Saunders, Lewis and Thornnhill, 2009: 141). This study identified the challenges encountered in the implementation and monitoring of Policy during the construction of the South African low cost human settlements. These challenges as hypothesised are a result of the gap between policy intentions and the implementation thereof. The Study Area is located approximately 30kms south west of the eThekweni CBD, and inland of the southern coastal areas of Kingsburgh and Warner Beach, in proximity to the Amanzimtoti central area. The settlement has been developed in phases over a number of years, and there are current proposals for further extensions. The role players in the housing delivery are Project Managers from eThekweni Municipality (Department of Human Settlements), Quality Assessors from the National Housing Regulatory Board, and the Building Contractors

1.6.3 Data Collection

The task at this stage of the study was to identify project data and to collect such data. Hence, the data sources were classified into primary and secondary sources. The main purpose is to obtain an appropriate set of data that will enable the research to proceed to testing the research problem in the study area in order to accomplish the objective (to address the research question(s) as thoroughly as possible, given the dynamism of research and the practical considerations for outputs that are reasonably close to the original intentions (Fellows & Liu 2008: 147). Fellows and Liu (2008: 159) add that the researcher should be well trained in observation techniques, interview strategies, questionnaires and any other data collection methods that are likely to be necessary to respond to the research problem. A random sampling of houses was applied. A total number of 15 beneficiaries 9 were randomly selected accordingly and the remaining 6 was selected on a snowball sampling. The researcher was referred to the 6 beneficiaries by other beneficiaries who have similar housing challenges.

1.6.4 Secondary Data

Data was collected by consulting secondary sources of information. The library was used to get information that was likely to address the topic. The most reliable sources of information were books, newspapers, and journals. The books provided useful information more especially in theoretical framework of the study specifically. Other local case studies were used to place the study in broader context. The researcher visited Durban Municipal Resource Centre to get information on reports done on the quality of built housing environment in addition to using University of Natal library to get useful material.

1.6.5 Primary Data

Main data was collected by conducting interviews and questionnaires to the EThekweni Municipality Human settlements Department (EMHSD), project managers, NHBRC officials and implementing agents (contractors) with regards to the implementation and monitoring of the construction process of Low Cost houses in the chosen case study. On site observations were also carried to establish the quality of the built houses. Participant observation played a crucial role for the researcher to collect information.

Interviews and administering of questionnaires to the parties concerned assisted the researcher to establish the extent at which the housing officials ensure that policy and legislature is implemented to ensure that the product produced is of good quality as envisaged by legislature and the South African policy. Participant observation played a crucial role in collecting the information that is greatly concerned with the quality of built housing environments. With the input of the participants the researcher was able to identify the policy implementation gaps, which are an impediment to the production of quality human settlements.

1.6.6 Data Analysis

The data on the construction of the Illovo township low cost housing was collected from the Durban Metro Project Managers, Contractors and the NHBRC officials. These were responsible for the implementation of the Illovo Low Cost Housing Project. A maximum five and minimum three informants were interviewed from each category. This was to enable the researcher to draw comparison to the responses and information brought forward by the informants. Questionnaire survey and interviews conducted with these officials and the Contractors were analysed and interpreted by the researcher in response to research question thus proving the hypothesis. Content analysis will be used once the qualitative data has been collected through: Interviews, Observation and Documentary analysis.

1.6.7 Questionnaires

According to Hofstee (2006: 132) as cited by Mkhonto (2014) questionnaires are a form of structured interviews, where all respondents are asked the same questions and are often offered the same options for answering them. Hofstee (2006: 133) further states that questionnaires should include information about the purpose of the questionnaire, the name and contact details of the researcher, and information on how to returning the questionnaire once it is completed. Questionnaires take on two primary forms, open or closed-ended question. Leedy & Ormrod (2010: 137) and Hofstee (2006: 132) define open-ended questions as those questions where respondents are required to answer in their own words, and closed-ended questions as those that comprise multiple choice, true or false, yes or no, agree or disagree, and so on, questions. Fellows and Liu (2008: 154) added that the questions should be unequivocal and easy for the respondents to respond to.

The questions in this study were fixed and were set according to the stakeholder's involvement. Questions were sent to DHS Project manager, NHBRC Quality Assessors, Contractors and ward councillor, whilst the housing beneficiaries were interviewed on site. The questions were hand delivered and also emailed to respondents and the latter were afforded a time frame of at least two weeks to respond after which the researcher collected them from the respondent's offices. Interviews were also conducted with some of the

respondents. Regarding the questionnaire survey, questions that were relevant to the research study were developed. The questions were correlated with the research problem and objectives that were set in the first chapter to ensure that the research problem and each objective would be addresses. The questions were open-ended questionnaire this was done to afford respondents a chance to voice their views and feelings about policy and legislature implementation in the construction of low cost housing projects. Respondents were furnished with the earliest and the latest time period in which to complete the questions.

1.6.8 Interviews

Interviews in a qualitative study are either open- ended or semi-structured, and in the latter case revolve around a few central questions. (Leedy & Ormrod 2010:148) maintain that interview questions should encourage people to converse about a topic without hinting that they are providing a particular answer, in other words, leading questions should be avoided. Leedy & Ormrod (2010:149) further mentioned that during an interview, the researcher could pose questions related to any of the following: facts, people's opinions and insights about the realities, feelings and motives, present and historical conduct, values for conducts (what people think should be done in certain situations), and conscious reasons for actions or feelings (why people think that engaging in a particular behaviour is desirable or undesirable (Gabula 2012). The interviews in this study comprised open-ended questions, where the respondents were required to respond in their own words. This investigation aimed to interrogate the contributions or tasks performed by the different stake holders in the implementation, to establish if they led to the policy gaps. The interviews focused on the perceptions of stakeholders regarding Policy, Legislature, Project Monitoring, in the construction of low-cost housing projects.

1.6.9 Target Population and sampling method

According to Burt, Barber and Rigby, (2009: 259) target population is the set of all individuals relevant to a specific study and must be classified according to elements, geographical boundaries and time. The target population of the Study includes firstly EThekweni Municipality Department of Housing Project Managers, who were responsible in overseeing the construction phases of the Illovo Low Cost housing Project. Secondly the Inspectors (Quality Assessors) from NHBRC tasked with ensuring that the contractors are compliant to legislature norms and construction standards.

Thirdly the contractors, the service providers, who were responsible for the construction of the Illovo low cost housing settlement. Fourthly the ward Councillor, who is responsible for the development of ward 109 (Illovo Township). And last but not least the housing beneficiaries, who are the end users of the housing product. A total number of 15 beneficiaries were selected. Out of the 15 beneficiaries 9 were randomly selected and the remaining 6 were selected on a snowball sampling. The researcher was referred to the 6 beneficiaries by other beneficiaries who have similar housing quality challenges. The sampling achieved a total number of 22 respondents including the officials and the beneficiaries. Below is a table indicating the respondents sampling.

Table 1: Interviewee schedule

Positions	Proposed number of participants
Project managers	2
NHBRC Inspectors (Quality Assessors)	2
Contractors	2
Ward Councillor	1
Housing Beneficiaries	15

(Source: Author 2016)

1.7 Dissertation Structure

This dissertation will consist of six chapters. It will be structured as outlined:

Chapter 1 This is an introductory chapter that will outline the research topic, problem statement, objectives of the study, the main question and subsidiary questions, followed by the hypothesis. It will include the definition of key concepts, study justification, research methodology

Chapter 2 This chapter focuses on the concepts and theoretical framework. These are the low-cost housing concept, Project Management concept, Monitoring and Evaluation concept. The theories are the Welfare State, Developmental and Sustainability Theories.

Chapter 3 This chapter will present the literature review, legislation and implementation, project delivery programmes, and precedent studies.

Chapter 4 This chapter will introduce the Case study, outline its history and its context micro and macro scale.

Chapter 5 This chapter will present a summary of the research findings, data analysis and its interpretation.

Chapter 6 This chapter will draw together all arguments made in the study relative the study questions and objectives and thereafter make recommendations, which will be influenced by the findings and draw conclusions.

1.8 Conclusion

This chapter highlighted the contextual analysis of the study, pinpointed the research problem the aims and objectives of the study. It also highlighted the necessity of the research. The criteria on which the study is to be conducted and presented, the study then concludes by laying out the structure of chapters to follow which forms the foundation of the research.

CHAPTER TWO

2. Theoretical and Conceptual Framework

2.1 Introduction

The theoretical and conceptual framework is one of the most important aspects in the research process; it is the foundation from which all knowledge is constructed (metaphorically and literally) for a research study. It serves as the structure and support for the rationale for the study, the problem statement, the purpose, the significance, and the research questions, (Lester 2005).

The theoretical and conceptual framework provides a grounding base, or an anchor, for the literature review, and most importantly, the methods and analysis. Without a theoretical framework, the structure and vision for a study is unclear, much like a house that cannot be constructed without a blueprint. By contrast, a research plan that contains a theoretical framework allows the dissertation study to be strong and structured with an organized flow from one chapter to the next (Iqbal 2007).

This is a review of the relevant theories related to the factors influencing Policy and its implementation and monitoring in the delivery of low cost housing. Specifically, the review is based on related theories and concepts from books, academic journals and other studies that have been previously conducted. By interrogating the key concepts of the study, which are low-cost housing, Project Management, Monitoring and Evaluation more clarity will be heightened in the discussion of the key theories of the research.

2.2 Low-Cost Housing Concept

The South African low-cost housing model is built around the provision of one-time subsidies linked to income levels (Goodlad 1996; Oldfield 2000; DoH 2004; Gilbert 2004; Pottie 2004). For example, in 1997/1998, R15 000 was offered for those earning up to R1 500 a month and R17 000 for those earning less than R800 a month (Mackay 1999; Miraftab 2003; Marais and Wessels 2005). In 2004, the government provided subsidies of up to R25 580 to assist poor people to acquire their own houses (DoH 2004). Subsidies can be used for

a serviced site; a serviced site with a basic one room top structure; the upgrading of an existing community; or a portion of the cost of a house or a flat (Oldfield 2000; DoH 2004) on land allocated for low-cost housing in urban and rural areas. Some analysts point to the negatives of the subsidy scheme such as the reinforcement of spatial segregation and racial segregation (Gilbert 2004; Biermann 2006; Zotter and Watson 2006: 10) when it is supposed to reverse the imbalances created by the market. It makes the poor poorer as a result of its individualistic nature which does not facilitate improved access to socio-economic resources because it focuses on the individual housing unit instead of the collective living environment, thus resulting in a lack of sense of belonging, shared interests and community involvement (Lalloo 1999).

It is argued that the scheme commodifies houses and thereby encourages people to sell the houses rather than to keep them as an asset for future generations (Bond 2000; Huchzermeyer 2004; Rust 2006; Pithouse 2009). This is contrary to aims of the BNG policy. The BNG housing policy suggested that income poverty can be reduced by providing well located, good quality houses, integrated settlements, and the use of a house as an asset to create employment opportunities.

2.3 Project Management concepts

According to (Van der Waldt 2001:299) Project Management comprises of nine knowledge areas. These areas are referred to as the Project Management Body of Knowledge (PMBOK). Burke (2006:2) defines Project Management as the application of knowledge, skills, tools and techniques to project activities in order to meet stakeholders' needs and expectations from a project. The PMBOK focuses on tactical issues in the planning and management of a project which concentrates on integrating, prioritising, communicating and the controlling of multiple projects (Van der Waldt 2001:299).

It has generally been seen from literature, that there is no explicit theory of project management. It is argued that it is possible however, to precisely point out the underlying theoretical foundation of project management, as supported in the Project Management

Body of Knowledge PMBOK by Project Management Institute PMI, and mostly applied in practice (2002b). This foundation can be divided into a theory of project and a theory of management. According to Koskela & Howell (2002) the theory of project is provided by the transformation view on operations. In the transformation view of Koskela & Howell (2002), a project is conceptualized as a transformation of inputs to outputs. There are a number of principles by means of which a project is managed. These principles suggest, for example, decomposing the total transformation hierarchically into smaller transformations; tasks and minimizing the cost of each task independently, Koskela & Howell (2002).

The understanding of management is based on three theories: Management-As-Planning, the Dispatching Model and the Thermostat Model. In Management-As-Planning, management at the operations level is seen to consist of the creation, revision and implementation of plans. This approach to management views a strong causal connection between the actions of management and outcomes of the organization. The Dispatching Model assumes that planned tasks can be executed by a notification of the start of the task to the executor. The Thermostat Model is the cybernetic model of management control that consists of the following elements: a standard of performance where performance is measured at the output and the possible variance between the standard and the measured value is used for correcting the process, so that the standard can be reached Koskela & Howell (2002). The Dispatching Model and the Thermostat Model can greatly enhance in managing the low cost housing projects where the standard of performance can be measured, as the houses are rolled out in phases. Before embarking on the next phase there is a need to measure the output and in turn apply corrective measures.

The measuring of inputs and outputs will help avoid the repetition of mistakes. With the execution and completion of any project lessons should be learnt Koskela & Howell (2002). The relationship between world class supply chain management, total quality management (TQM) and the role of norms, standards and specifications is explored, and contextualised to low-income housing. It highlights prominent standards and specifications applicable to low-income housing, supply chain management, and quality control in South Africa. Findings on international trends are appended for information purposes (Van der Walddt 2001:299).

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Van der Waldt (2001:299) further affirms that one of the most critical differences in managing programmes according to a Management-by-Projects approach is that rather than assigning resources to tasks, managers assign tasks to resources. According to Tineke & Levashova (2012) the role of the DHS is no longer limited to building housing facilities. Nowadays the mission of the DHS also includes the building of community building and support and assistance to various organisations.

According to Tineke & Levashova (2012) the Project Management Unit (PMU) was established based on the identified need by the National Department to be able to have updated information about human settlements projects around the country at all times. In the past there have been situations where the department was unaware of problems and challenges in particular projects and hence the establishment of this unit. The Unit also exercises control and oversight of all DHS projects across the country. Further, the PMU provides assistance on both the provincial as well as the municipal level in terms of skills and capacity Tineke & Levashova (2012).

The function of the Unit is to know all the "ins and outs" of all the DHS' projects. For example, the PMU assists in ensuring progress in the construction of houses under the Reconstruction and Development Programme (RDP). Furthermore, the Unit provides the necessary staff for the project management inspections during the construction process. This is a very important function because at the provincial level, where the projects are implemented, there is a shortage of regular inspections, (Tineke & Levashova 2012).

2.4 Monitoring and Evaluation (M&E) Concept

Monitoring refers to an ongoing process focused on the assessment of projects, programmes and those day-to-day activities and deliverables required for their achievement, with performance tracked through data collection and reviews (IFAD 1999). Monitoring allows for real time analysis of delivery against plans, providing a “continuous flow of information”, and thereby enabling positive decision-making (IFAD 1999). The South African Government recognised that, to ensure that tangible results are achieved, the way that it monitors, evaluates and reports on its policies, projects and programmes, is important (IFAD 1999).

In the 2004 State of the Nation address the President emphasised the importance of monitoring, evaluation and reporting in government. In the Presidential Speech (2004), the President indicated that the government is in the process of refining its system of Monitoring and Evaluation. This will be done in order to improve the performance of governance and the output quality. This will provide an early warning system and a mechanism to respond speedily to problems, as they arise. Among other things, this will necessitate an improvement of our statistical and information base and enhancing the capacity of the Policy Coordination and Advisory Services unit, (Presidential Speech 2004).

The President’s statement expresses government’s commitment to carry out an obligation arising from the People’s concerns. As a result there has been an increased focus on M&E in South Africa, conducted by the National Evaluation Policy Framework (NEPF). Several departments are putting in place better capacity for M&E or are developing M&E systems. The proposed *Government-wide M&E System* also emphasises the importance of monitoring and evaluation (DPME 2011). Evaluation is time-bound and periodic in nature, taking place at particular intervals before (serving as a determinative evaluation), during (thereby aiding improvements) or at the end of a project or programme (serving as a summative evaluation) (DPME 2011).

The NEPF defines evaluation as the systematic collection and objective analysis of evidence on public policies, programmes, projects, functions and organizations to assess issues such as relevance, performance (effectiveness and efficiency), value for money, impact and sustainability, and to recommend ways forward” (DPME 2011). With regards to the Illovo Township low cost housing project, the research aims to investigate the criterion used by the project managers, contractors, Quality Assessors and the relevant officials during the course of the projects to ensure that sustainable results are achieved in the construction of the low cost housing projects.

Without proper Monitoring and constant Evaluation projects are bound to fail. This is regardless the funding pumped into these projects. This is a result of institutional instability and poor governance. It should be noted that in many instances quality is overtaken by quantity. This has arguably led to the failure of many of the South African low cost housing projects. It is for these reasons that the South African Human Settlements Department has opted apply stringent majors in ensuring proper monitoring and evaluation of the low cost housing projects (Tineke & Levashova 2012). Proper monitoring and evaluation is applicable as indicated in preceding paragraphs in any project, regardless its Value and end-user status. There seem to a tendency amongst some officials to be less vigilant and sometimes overlook quality when it comes to low cost housing projects. Is it because of the nature of the project? The fact that it is meant for the poor who in most instances have no say and will accept whatever standard these houses are in. The fact that these houses are a welfare product or subsidy from the Government should not determine its quality. The concept therefore qualifies the interrogation of the Welfare state theory. Every project regardless its value and magnitude must be treated with the same diligence and respect.

2.5 Welfare State Theory

According to Esping & Andersen (1990) the welfare state is a theory of government in which the state plays a key role in the defence and elevation of the social and economic comfort of its citizens. Esping & Andersen (1990) further adds that this is founded on the values of equality of opportunity, reasonable distribution of wealth, and public responsibility for those incapable to avail themselves of the minimal provisions for a good life (Esping & Andersen 1990).

State welfare theories have been categorised in different typologies and these have seen significant development over the past three decades. Esping & Andersen (1990) identifies three crucial dimensions that set modern welfare states apart from each other: the “*degree of de-commodification*” of the welfare system, the “*stratification*” of welfare provision and the “*relation of state activities*” to the market and the household.

According to Marais (2013), social policies are generally advocated by the state as a cushion for families who cannot afford to utilise welfare through the market. In simplistic terms, “*de-commodification*” refers to the degree to which individuals or households can uphold a socially acceptable quality of living independent of market participation (Marais (2013). In terms of social “*stratification*”, a state’s welfare policies either preserve the present class disparity or improve the level of class parity (Esping & Andersen 1990: 55-78).

Esping & Anderson (1990:79) also states that both the public (state) and the private (market) sectors play a role in welfare provision in most societies. The “*association*” between the state and the market in the provision of household welfare is an important variable that defines the structural nature of different welfare states. The positive role that welfare spending had to play in ensuring the smooth functioning of industrial society, a Marxist approach, while also adopting a highly functionalist understanding of the welfare state, emphasised instead that welfare spending was a contradictory process which created tendencies towards economic, social and political crisis.

This understanding of the welfare state can be seen in O’Connor’s study of the *Fiscal Crisis of the State* (O’Connor 1973). O’Connor argued that ‘the capitalistic state must try to fulfill

two basic and often mutually contradictory functions – *accumulation and legitimisation*’ (O’Connor 1973: 6). In other words, the welfare state in advanced capitalist society assists both in ensuring the continuation, stability and efficient working of the economic system and in ensuring the integration of social classes and groups and the maintenance of social order. O’Connor argued that because of the ‘dual and contradictory character of the capitalist state’ nearly all welfare state spending was involved in both the accumulation and legitimisation functions and served both purposes simultaneously (O’Connor 1973: 7).

He argued that, for example, some education spending – such as that needed to reproduce and expand workforce technical and skill levels – served the accumulation function, whereas other expenditure served the legitimisation function. Similarly, he argued that the main purpose of some transfer payments, such as social insurance, was to reproduce the workforce whereas the purpose of others, such as income payments to the poor, was to ‘pacify and control the surplus population’ (O’Connor 1973: 7).

With reference to the Housing Act 107 of 1997, the act provides for the establishment of a sustainable housing development process; to lay down general principles applicable to housing development in all spheres of government, to define the functions of national, provincial and local governments in respect of housing development. This act further provides for the establishment of a South African Housing Development Board, the continued existence of provincial boards under the name of provincial housing development boards and the financing of national housing programmes; to repeal certain laws; and to provide for matters connected therewith in terms of section 26 of the Constitution of the Republic of South Africa, 1996. However, there is more focus on the rights of the people, where everyone has the right to have access to adequate housing, and the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right (Housing Act 107 of 1997).

With regards to the institutional framework there are three spheres of government which are responsible for the provision of housing. The three spheres of government seek to work in an integrated, holistic manner supporting one another. The National government

provides a housing budget to Provincial Government which then determines which human settlement programmes to fund for operations and capital costs. National government similarly studies the development application and awards the Urban Settlement Development Grant (USDG) formerly the Municipal Infrastructure Grant (MIG) programme, to the associated Municipality, the three spheres work together to invest, facilitate and provide social programmes and development in areas in need.

2.5.1 The Welfare Approach in South Africa

According to Potts (2011) since the end of apartheid in 1994 and the implementation of invigorous social welfare policy in South Africa, there has been an on-going discourse and debate surrounding the extension of social support (Potts 2011). Potts (2011) added that social welfare in the past two eras subsequent to the end of apartheid has been branded by differing themes and paths. In the first decade following the end of apartheid political debate centred on poverty mitigation and redistribution (Potts 2011).

In the current decade, the debates have transitioned to issues of rising expenditure, handouts, and the language of welfare dependency (Potts 2011). In 1994 the establishment of a democratic government led by Nelson Mandela's African National Congress marked the end of apartheid (Learning 2005). The South African government was obligated with the overwhelming task of integrating the previously oppressed black population into the economy (Learning 2005). According to Learning (2005) the South African government implemented programs aimed to improve the standard of living for the majority of the population by providing housing, basic services, education, health care, and employment opportunities (Learning 2005). Learning further pointed out that the State's aspiration to correct a half century of purposefully discriminatory social policies in education, housing, employment, politics, and welfare, has resulted in one of the largest social welfare systems in the world. It should be noted that one of the shortcomings of the implementation of the South African housing policy is none involvement of the end-users. This challenge requires both resources and appropriate management strategies if it is going to succeed. In consideration of the historical context of South Africa, the African National Congress (ANC)

when it came into power in 1994, it launched a Reconstruction and Development Programme (RDP) under the notion of national-democratic developmental state.

The RDP base document was about the redistributive effort by the state in areas of urban and rural poverty in that it held the idea that growth should be accompanied by development (Magubane 2002). The Department of Human Settlements reports that about 56 % of the South African Population is in need of the state support. It worth noting that RDP document also included unrelenting effort in addressing the basic human needs such as housing, water and electricity, development and employment opportunities (Magubane 2002).

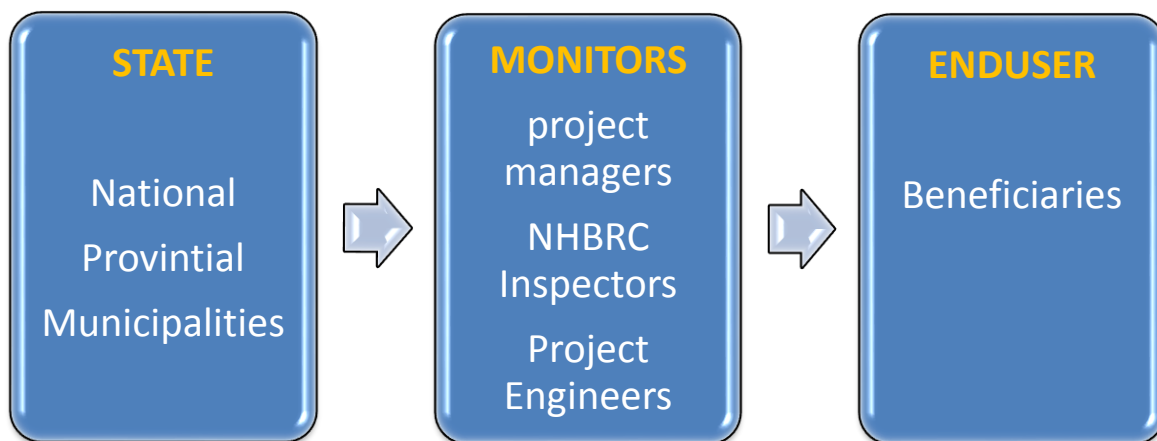
The People's Housing Process (PHP) is one of the strategies of the Housing white paper of 1994 aimed at enhancing the delivery of housing to the poor. This is a low-income housing delivery approach, promoting the involvement of the beneficiaries in the development of their own houses (Ogunfiditimi and Thwala, 2008:2). This mechanism of housing delivery is a good model and can ensure the implementation of a quality product where everyone is working for a common goal. By supplementing the standard housing subsidy with savings, additional loans or labour, communities implementing the PHP are able to build bigger and better homes. The PHP process also builds human capacity and brings communities closer together (Campbell & Mshumpela, 2008:2).

The policy focused on poor families in both urban and rural areas, using capital subsidies to allow people to build their own homes. It also assists people in obtaining access to technical, financial, logistical and administrative support to build their own homes, on either an individual or a collective basis. PHP projects have been proven to be better than standard housing developments, but only 10% of houses to date have been delivered using this method (Campbell & Mshumpela, 2008:2).

The National Housing Policy supporting People's Housing Process (PHP) policy is a low-income housing delivery approach, promoting the involvement of beneficiaries in the

development of their own houses. The approach was to promote involvement of beneficiaries in the development of their own houses. During Peoples Housing Process, the government supported individual families or groups who wished to enhance their subsidy by organising, planning, designing, and building their own houses and their contribution is sweat equity as opposed to hiring a contractor (Ogunfiditimi, et al., undated). This approach was to demonstrate the importance of stakeholder involvement, most significantly the beneficiaries.

Figure 1: stakeholder involvement in low cost housing delivery.



(Source: Author 2017)

Figure1 above indicates the level of stakeholder involvement in the delivery of low cost housing projects. It is without a doubt that Beneficiary involvement is minimal or none existent from policy making to implementation.

The welfare state ideologies are also enshrined in the protection of the public. The South African government in protecting the public especially the poor from the market enacted the Housing Act 1997. The Housing Act is the primary piece of housing legislation in South Africa. It legally entrenched policy principles outlined in the 1994 White Paper on Housing (see subchapter of this guide below for more on this policy). The Act provides for a sustainable housing development process, laying down general principles for housing

development in all spheres of government; it defines the functions of national, provincial and local governments in respect of housing development; and it lays the basis for financing national housing programmes.

In section 2(1) the Act states that “all spheres of government must give priority to the needs of the poor in respect of housing development, and consult meaningfully with individuals and communities affected by housing development. They must ensure that housing development provides as wide a choice of housing and tenure options as is reasonably possible; is economically, fiscally, socially and financially affordable and sustainable; is based on integrated development planning; is administered in a transparent, accountable and equitable manner; and upholds the practice of good governance.”

Further, in section 2(1)(e) the Act states that “all spheres of government must promote *inter alia* the following: a process of racial, social, economic and physical integration in urban and rural areas; measures to prohibit unfair discrimination on the ground of gender and other forms of unfair discrimination by all actors in the housing development process; higher density in respect of housing development to ensure the economical utilisation of land and services; the meeting of special housing needs including the needs of the disabled; the provision of community and recreational facilities in residential areas; the housing needs of marginalised women and other groups disadvantaged by unfair discrimination.”

2.5.2 The Shortcomings of the Welfare State

According to Magoro (2010) the welfare states have been critiqued for a number of reasons including the reduction of incentives of people to work, encouraging idleness and promoting dependency. The safety net of welfare is then, bound to fail on two accounts, that is dependency is encouraged at the expense of entrepreneurial risk taking, and the system of cover is illmatched to the risks at issue (Kemshall 2001). According to (Kemshall 2001) the gist of the argument is against the welfare states is whereby people take advantage of the state assistance and become inactive in providing for themselves always seeking for hand-outs from the state.

Kemshall (2001) indicates that it is without a doubt that the state should provide vital amenities to its people, but it should be seen as creating an empowering atmosphere whereby economic opportunities are reachable by its citizens (Kemshall 2001). Social justice is observed as key component of welfare state as it refers to redistributive, reformist programme with its roots in liberalism (Kemshall 2001: 33).

According to Magoro (2010) almost all states in the world in some way or another embark in a form of welfare necessities but such welfare involvements are limited both in scope and to the affected. Consequently welfare methods vary on the extent of countries' level of development, politics, history and culture. Moreover, it is expected that once people are trapped in social net of welfare. This is infrequently occurring in most developing states as those trapped becomes tranquil and do nothing about their social conditions (Magoro, 2010).

2.6 Developmental State Theory

A number of writers have lately provided broader understandings of the developmental state than that of the traditional East-Asian model. When it comes to the East Asian developmental state model According to Moser, (2006) the key elements of this shared development model include state control over finance, direct support for state owned enterprises by the government, import substitution industrialisation in heavy industry, a high dependence on export markets and a high rate of domestic savings.

Moser (2006) argues that welfare policies have changed considerably over the past two decades, shifting from poverty alleviation strategies (safety nets) to a focus on social protection and poverty reduction. "In principle the latter has a far broader mandate, incorporating risk prevention and mitigating factors, as well as the perennially necessary safety nets (Moser 2006). Moser (1998) further notes that "The more assets people have, the less vulnerable they are, and the greater the erosion of people's assets, the greater the insecurity". Evans (2010) contends that, unlike the 20th century developmental state that focused on manufacturing, the 21st century developmental state will focus on the tertiary

or service sector and be knowledge based (Evans 2010). As such, governments should concentrate on human capabilities and therefore increase capability-expanding services.

According to Chang (2010) the explanation of the developmental state to include not only the pro-corporate developmental states of the East-Asian model, but also the “left-wing Scandinavian ‘developmentalist welfare state’”. Whereas the lawfulness of the East-Asian developmental state depends on its accomplishment of high economic growth, the legitimacy of the Scandinavian developmentalist welfare state depends on its reaching its social equity objectives through, *inter alia*, welfare policies and generally active government intervention (Burger 2014). South Africa has found itself in a predicament, in trying to fulfil both legitimacies. This has proven to be a daunting task. It should be noted that, while a social investment state such as Sweden also has large transfers, the larger part of the system is directed on social investment.) While inequality could be reduced significantly in a transfer welfare state, the type of expenditure (being mainly transfers) is unlikely to improve productivity and international competitiveness and thus growth (Burger 2014).

A declaration was made in the ANC’s 2007 conference with its purpose focused on converting South Africa into a developmental state (Burger 2014). This was to be accomplished through the use the state-owned enterprises to lead and drive economic development (Burger 2014). This is typical to the Asian model of a developmental state tended to follow a high investment, export-led growth strategy, initially based on low-wage competitiveness (Burger 2014).

The governments of these countries gave subsidies and protection to big businesses (not labour) in return for their investment to become a global competitor (Burger 2014). Many also consider the Scandinavian economies as developmental states, although they follow a welfare state model of high wages, high productivity and high state social transfers. The Scandinavian economies are already wealthy and tend to be more capital-intensive, whereas the Asian economies are labour-intensive (Burger 2014).

2.7 Developmental State in the South African Perspective

According to Burger (2014) the South African government appears to want the impossible solution of living like a Scandinavian welfare state and growing like an Asian developmental state. Burger (2014) further stated that the ANC's uncertainty about the welfare state coincided with rising eagerness over 'social protection' in the rest of the world, somewhat on the developmental sphere that cash transfers to the poor was or could be conducive to development.

This was partly on the idea that poor citizens are legible to a share of national (and global) resources (Seekings 2015). According to Seekings (2015) a wide range of international organisations (including both the World Bank and the International Labour Organisation, ILO) and donor agencies (including the UK's Department for International Development, DFID) embraced social protection as both a mechanism for reducing poverty quickly and a developmental or even 'transformative' tool, encouraging the economic, social and political conditions favoring inclusive development, (Seekings, 2015).

In South Africa, as across much of Southern Africa, the success of welfare-state building in addressing poverty contrasts with the general lack of success of 'developmental states' (Seekings 2015). Seekings (2015) argues that states have showed more effective at redressing the inequalities created in markets than they have at governing markets so as to reshape the economic growth path (Seekings 2015).

What have emerged is a cross developmental-welfare states, with more ability on the welfare side and aspirations on the developmental side (Seekings 2015). Because housing is meant to cater for the basic human need of shelter by providing protection against extreme weather conditions and unwanted intrusion from insects rodents, and environmental irritations, such as noise that may be detrimental to health and well-being (Roderick 2004). Ogunfeditimi 2008 further emphasises that the provision of adequate housing, particularly to the poor, is the task of the Government of various countries of the

world today. In almost every country in the world there is a severe shortage of adequate housing, but the situation is seen as particularly bad in the African Continent (Ogunfiditimi 2008). Inadequate housing is seen as a result of poor government policies towards housing delivery, abject to poverty due to population growth and high unemployment rate (World Bank 2002). The South African Government finds itself in a dilemma where on one hand it practices the principles of the developmental state and on one hand it is still practicing the welfare principles.

2.8 Sustainability theory

Theories of sustainability attempt to prioritize and integrate social responses to environmental and cultural problems. An economic model looks to sustain natural and financial capital; an ecological model looks to biological diversity and ecological integrity; a political model looks to social systems that realize human dignity. Religion has entered the debate with symbolic, critical, and motivational resources for cultural change, (Jenkins & Bauman 2010).

According to Jenkins & Bauman (2010) sustainability means a capacity to maintain some entity, outcome, or process over time. Agriculture, forest management, or financial investment might be deemed sustainable, meaning that the activity does not exhaust the material resources on which it depends. An analogous use of the term “sustainability” refers to dependent social conditions; for example, a peace treaty, an economic policy, or a cultural practice may be called sustainable if it will not exhaust the support of a political community. In its increasingly common use, the concept of sustainability frames the ways in which environmental problems jeopardize the conditions of healthy economic, ecological, and social systems. On a global scale the political challenge of sustainability raises a set of basic problems and comprehensive goals. By focusing on the ecological dependency of economic and social systems, sustainability illuminates the mutual effects between environmental degradation caused by human activities and the perils to human systems presented by global environmental problems (Jenkins & Bauman 2010).

Amongst those goals is the idea of sustainable development. This is a major concern to the world and it formed the basic theme of the report “Our Common Future” produced by Bruntland Commission for the United Nations (World Commission on Environment and Development 1987). The report described sustainable development as ‘development that meets the needs of the present generation without compromising the ability of the future generations to meet their own needs.

The report also recognized that the environment is where we live and development is what we all do in attempting to improve our lot within that abode, and as a result the two are inseparable. The built and natural environment has a huge impact on the quality of life (Akintoye 2006). The main ideal behind this notion is to create an effective system of resource distribution and utilization with a long term perspective in mind.

The achievement of sustainable development depends on meeting the following interdependent objectives: maintaining ecological integrity, attaining social self-sufficiency, establishing social equity and meeting human needs for food, shelter and health (U.N 1996). In housing provision, sustainable development explicitly relates to discussion of affordability, housing quality and issues of social equity and justice in terms of accessibility.

This perspective requires the enumeration of provision over the life cycle of housing. Therefore, to be able to determine the challenges of affordable housing vis a vis sustainable urban development, three basic concepts require clarification and elaboration. These are housing affordability, housing quality and equity with regards to accessibility to housing. The rationale for housing assistance is to improve housing affordability for those receiving the assistance, (AHURI 2004). The literature on housing quality revealed the commonly used indicators of housing quality to include structural adequacy, neighbourhood quality, residents’ perception of neighbourhood safety, level of public services provided, access to work and other amenities, room density and housing affordability (Okewole & Aribigbola 2006).

In other words, the definition of housing quality embraces many factors which include the physical condition of the building and other facilities and services that make living in a

particular area conducive. The quality of housing within any neighbourhood should be such that satisfies minimum health standards and good living standard, but should also be affordable to all categories of households. Social equity concerns the social view of housing and relates to a situation in which all citizens have access to housing without limitations as to one's socio economic background or status in society. The relevance of this view to housing accessibility is in ensuring that housing provision is not focused on some 'chosen' segments of the society but all members of the community have equal opportunity to choose their own accommodation according to their means or affordability level, (Okewole & Aribigbola 2006).

Social housing delivery is housing delivery that not only generates good quality and affordable housing, but allocates its benefit equitably between the rich and the poor, regenerates the environment rather than destroying it; and empowers the poor to have access to decent homes at affordable cost rather than mitigating or excluding them. In sum, it can be described as housing delivery system which gives priority to the disadvantaged groups, enlarging their housing choice and opportunities and given them a say in decisions that affect their housing needs and lives (Agbola & Alabi 2000). In other words, it is a strategy that is pro-poor and pro-environment.

The South African housing policy the Breaking New Ground (BNG) promotes Sustainability where from 2002 to 2003, the NDoH undertook a comprehensive review of its housing programme after recognizing a number of "unintended consequences" of the existing programme. These unanticipated problems included peripheral residential development; poor quality products and settlements; the lack of community participation; the limited secondary low income housing market; corruption and maladministration; a slowdown in delivery; underspent budgets; limited or decreasing public sector participation; the increasing housing backlog; and the continued growth of informal settlements. The BNG plan was required to "redirect and enhance existing mechanisms to move towards more responsive and effective delivery" and strives to "promote the achievement of a non-racial, integrated society through the development of sustainable housing settlements and quality housing"

CHAPTER THREE

3. Literature Review

3.1 Introduction

This chapter will focus on the South African housing policy, its intentions and the implementation challenges thereof. This will assist in identifying the gaps in policy implementation resulting to the production of poor quality low cost housing. This presentation is constructed by utilising related literature from books, academic journals and other researches that have been conducted on the failures of low-cost housing projects resulting from the gap in policy implementation. This will be achieved by outlining the history of the South African housing policy, and drawing comparisons to the local and international experience, to draw lessons on housing policy implementation. Two precedent studies has been utilised to highlight the similarity of challenges faced by other countries in the implementation of low cost housing projects. The countries are India and Nigera.

3.2 Background of South African housing policy

Like other previously colonised countries, South Africa has been subjected to a host of housing challenges. These challenges have led to the intense review of the South African housing policy. The formulation of South Africa's post-apartheid housing policy commenced prior to the democratic elections in 1994, with the creation of the National Housing Forum (NHF) (National Department of Housing, 2000). This forum was a multi-party, non-governmental negotiating body, comprising of nineteen members from business, the community, government and development organizations. At these negotiations, a number of elaborate legal and institutional interventions were researched and developed. The Government of National Unity in 1994 made use of these negotiations and investigations when it formulated South Africa's housing policy (National Department of Housing, 2000). In October 1994, a National Housing Accord was signed by a range of stakeholders representing the homeless, government, communities and civil society, the financial sector, emerging contractors, the established construction industry, building material suppliers, employers, developers and the international community.

This accord formed the basis of the common vision that shaped the core of South Africa's housing policy today (National Department of Housing, 2000). The White Paper on Housing followed the National Housing Accord, in December 1994 and sets out the framework for the National Housing Policy. All policy programmes and guidelines that followed fell within the framework set out in the Housing White Paper (National Department of Housing, 2000). Furthermore, the promulgation of the Housing Act in 1997 legislated and extended the requirements set out in the White Paper on Housing the significance of the Housing Act lies in its alignment of the National Housing Policy with South Africa's Constitution and for clarifying the roles and responsibilities of the three spheres of government: national, provincial and municipal. Additionally, the Housing Act stipulated the administrative procedures for the development of the National Housing Policy (Department of Housing, 2000). South Africa have two relevant housing policy documents.

The 1994 White Paper: A New Housing Policy and Strategy for South Africa (White Paper on Housing) is the principal, overarching national housing policy. Due to the failure of the Housing White Paper policy to address the challenge of the provision of non-sustainable neighborhoods. The Breaking New Ground housing policy in 2004 was introduced to enhance the failed mechanisms of the Housing White Paper. This is a Comprehensive Plan for the Development of Sustainable Human Settlements (Breaking New Ground or BNG) it is the first major policy amendment/refinement to the White Paper on Housing since 1994.

The housing policy is in line with the housing right in the Constitution of the Republic of South Africa, the Housing clause stipulates that everyone has the 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. No one may be evicted from their home, or have their home demolished, without an order of court made after considering all the relevant circumstances. No legislation may permit arbitrary evictions

3.3 International experience in housing policy implementation

3.3.1 Housing Policy implementation in India

The current and past state of housing can be better understood when the various approaches taken towards it are understood, which is reflected in the policy stance (Nallathiga, 2007). Until 1990s, no comprehensive assessment of housing sector was made and policy was largely driven by government programmes (or, budgets) and interventions (or, regulations). The National Commission in Urbanisation (1985) called for reorganising government policies and programmes to meet the challenges of urbanisation in the coming decade. In 1988, the Union government came out with draft 'National Housing policy', modified in 1992, explaining the approach towards the sector and the policy objectives. This document was revised later in 1998, and brought forth as 'National Habitat and Human Settlements Policy'. The Key features of these policies are presented in the following paragraphs.

According to Nallathiga, (2007) the policies of urban development and housing in India have come a long way since 1950s. The pressure of urban population and lack of housing and basic services were very much evident in the early 1950s. In some cities this was compounded by migration of people from the rural areas (Ramanathan, 2006). However, the general perception of the policy makers was that India is pre-dominantly an agricultural and rural economy and that there are potent dangers of over urbanisation which will lead to the drain of resources from the countryside to feed the cities (Nallathiga, 2007).

The positive aspects of cities as engines of economic growth in the context of national economic policies were not much appreciated and, therefore, the problems of urban areas were treated more as welfare problems and sectors of residual investment rather than as issues of national economic importance (Nallathiga, 2007). In the **First Five Year Plan** (1951-56), the emphasis was given on institution building and on construction of houses for Government employees and weaker sections. The Ministry of Works & Housing was constituted and National Building Organisation and Town & Country Planning Organisation

were set up (Nallathiga 2005). A sizeable part of the plan outlay was spent for rehabilitation of the refugees from Pakistan and on building the new city of Chandigarh. An Industrial Housing Scheme was also initiated. The Centre subsidised Scheme to the extent of 50% towards the cost of land and construction.

The scope of housing programme for the poor was expanded in the **Second Plan** (1956-61). The Industrial Housing Scheme was widened to cover all workers. Three new schemes were introduced, namely, Rural Housing, Slum Clearance and Sweepers Housing. Town & Country Planning Legislations were enacted in many States and necessary organisations were also set up for preparation of Master Plans for important towns (Nallathiga 2007).

The general directions for housing programmes in the **Third Plan** (1961-66) were co-ordination of efforts of all agencies and orienting the programmes to the needs of the Low Income Groups. A Scheme was introduced in 1959 to give loans to State Govts, for a period of 10 years for acquisition and development of land in order to make available building sites in sufficient numbers. Master Plans for major cities were prepared and the State capitals of Gandhi Nagar and Bhubaneswar were developed (Nallathiga 2005).

The balanced urban growth was accorded high priority in the **Fourth Plan** (1969-74). The Plan stressed the need to prevent further growth of population in large cities and need for decongestion or dispersal of population (Nallathiga, 2007). This was envisaged to be achieved by creation of smaller towns and by planning the spatial location of economic activity. Housing & Urban Development Corporation (HUDCO) was established to fund the remunerative housing and urban development programmes, promising a quick turnover. A Scheme for Environmental Improvement or Urban Slums was undertaken in the Central Sector from 1972-73 with an aim to provide a minimum level of services, such as water supply, sewerage, drainage, street pavements in 11 cities with a population of 8 lakhs (hundreds) and above (Nallathiga, 2007). The scheme was later extended to 9 more cities.

The **Fifth Plan** (1974-79) reiterated the policies of the preceding Plans to promote smaller towns in new urban centres, in order to ease the increasing pressure on urbanisation. This was to be supplemented by efforts to augment civic services in urban areas with particular emphasis on a comprehensive and regional approach to problems in metropolitan cities. A Task Force was set up for development of small and medium towns. The Urban Land (Ceiling & Regulation) Act was enacted to prevent concentration of land holding in urban areas and to make available urban land for construction of houses for the middle and low income groups (Nallathiga 2005).

The thrust of the planning in the **Sixth Plan** (1980-85) was on integrated provision of services along with shelter, particularly for the poor. The Integrated Development of Small and Medium Towns (IDSMT) was launched in towns with population below one lakh (hundred) for provision of roads, pavements, minor civic works, bus stands, markets, shopping complex etc. Positive inducements were proposed for setting up new industries and commercial and professional establishments in small, medium and intermediate towns (Nallathiga 2005).

The **Seventh Plan** (1985-90) stressed on the need to entrust major responsibility of housing construction on the private sector. A three-fold role was assigned to the public sector, namely, mobilisation for resources for housing, provision for subsidised housing for the poor and acquisition and development of land (Ramanathan, 2006). The National Housing Bank was set up to expand the base of housing finance. NBO was reconstituted and a new organisation called Building Material Technology Promotion Council (BMTPC) was set up for promoting commercial production of innovative building materials. A network of Building Centres was also set up during this Plan period (Nallathiga 2007).

The **Seventh Plan** explicitly recognised the problems of the urban poor and for the first time an Urban Poverty Alleviation Scheme known as Urban Basic Services for the Poor (UBSP) was launched. As a follow-up of the Global Shelter Strategy (GSS), National Housing Policy (NHP) was announced in 1988. The long term goal of the NHP was to eradicate

houselessness, improve the housing conditions of the inadequately housed and provide a minimum level of basic services and amenities to all. The role of Government was conceived, as a provider for the poorest and vulnerable sections and as a facilitator for other income groups and private sector by the removal of constraints and the increased supply of land and services. This is comparable to the provider paradigm approach which is entrenched in the welfare state ideologies that was adopted by South Africa soon after independence, in trying to correct the injustices of the apartheid regime. This was to be addressed by the implementation of the RDP policy.

The National Commission of Urbanisation submitted its report. The Report eloquently pointed out the reality of continuing and rapid growth of the urban population as well as the scale and intensity of urbanization, the critical deficiencies in the various items of infrastructure. Furthermore, it outlined the concentration of vast number of poor and deprived people, the acute disparities in the access of shelter and basic services, deteriorating environmental quality and the impact of poor governance on the income and the productivity of enterprises (Nallathiga, 2007).

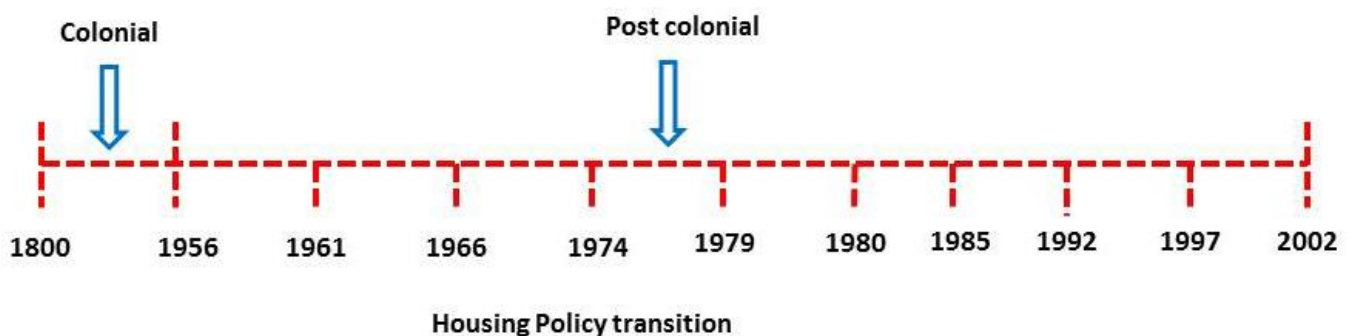
In the backdrop of this report the **Eighth Plan** (1992-97) for the first time explicitly recognised the role and importance of urban sector for the national economy. While growth rate of employment in the urban areas averaged around 3.8% per annum, it dropped to about 1.6% in the rural areas. Therefore, the urban areas have to be enabled to absorb larger increments to the labour force (India Core 2006). The Plan identified the key issues in the emerging urban scenario, which are the following:

- the widening gap between demand and supply of infrastructural services badly hitting the poor, whose access to the basic services like drinking water, sanitation, education and basic health services is shrinking
- unabated growth of urban population aggravating the accumulated backlog of housing shortages, resulting in proliferation of slums and squatter settlement and decay of city environment

- High incidence of marginal employment and urban poverty as reflected in NSS 43rd round that 41.8 million urban people lived below the poverty line.

The response of the Plan to this scenario was the launching of Urban Poverty and Alleviation Programme of Nehru Rojgar Yojana (NRY). According to the policy thrust for the **Ninth Plan** (1997-2002), state and local governments were expected to act as manager of the whole housing and urban development process and establish efficient linkages between the different components of this process so as to optimize the efforts of various intermediaries, such as public agencies, corporations, cooperatives, non-government organizations, community groups and individuals. In addition, legal, institutional and fiscal reform initiatives were needed to promote market-based approaches to housing and urban development (Nallathiga, 2007). Similarly the South African Government like the Indian government found itself in a dichotomy of providing for its poor and previously disadvantaged majority, and on the other hand promoting developmental ideologies. The welfare state and developmental theory ideologies were in continuous conflict throughout the housing policy transition from the **First Plan housing plan** in 1951 to the **Ninth Plan** in 1997-2002.

Figure 2: India housing policy transition



Source: Author 2017

Figure 2 above depicts the Indian housing policy evolution from pre-colonial to post-colonial period. Immediately after the colonial rule the Indian government was faced with a myriad challenges, with housing being a major test. In the post-colonial era the government in trying to solve the housing challenge for its citizens and on the other hand develop the

country. The welfare and developmental ideologies were always in conflict. In trying to find a suitable housing solution a host of plans and policy amendments resulted. These were at intervals of 5 years. This is a resultant of the policy gaps which stemmed from the implementation of the housing projects, most significantly the low cost housing projects. It appears that beneficiary involvement was not factored in the implementation processes hence the recurring challenges. Since independence the Top-down approach system was utilised where the beneficiaries are expected to accept the government's decisions about their housing needs. The funding allocation was also an issue where the budgets were unable to meet the demand.

3.3.2 Housing policy implementation in Nigeria

In an attempt to meet the housing challenges facing the built environment in Nigeria, a number of programmes and recently policies have been articulated and introduced (Aribigbola, 2008). The first explicitly formulated National policy on housing was launched with fan fare in 1991 with a set goal of providing housing accommodation for all Nigerians by the year 2000. As the set goal failed, the reinvigorated policy by government in 2002 was aimed at providing necessary solution to the hitherto intractable housing crisis in Nigeria (Okewole and Aribigbola, 2006).

The federal government in 2002 revised the National Urban Development and National Housing policies in line with the new democratic dispensation which requires that in promoting sustainable urban development and social order in the country, great attention has to be paid to citizen's participation in decision making and programme implementation, monitoring and evaluation. The 2002 National Housing Policy sought to ensure that all Nigerians own or have access to decent, safe and sanitary housing accommodation at affordable cost with secure tenure through private sector initiative with government encouragement and involvement.

The 2002 housing policy introduced some new measures and innovations that were considered suitable to making housing accessible to all Nigerians in line with global thinking and action (Aribigbola, 2008). In the study conducted by Aribigbola (2005) regarding policy implementation at Akure, Ondo State, Nigeria, Afolabi assessed the overall soundness of the sampled dwellings. The assessment ranged from buildings, which were considered to be physically sound and needed no repairs, through those that needed minor or major repairs to make them sound and to those which were regarded poor/dilapidated (Aribigbola, 2008). The last category was reserved for units which were so defective that the cost of putting them back into service would be greater than the cost of replacing such units altogether (Wahab et al., 1990).

According to Aribigbola (2006), it has been estimated that 75 percent of the dwelling units in Nigerian urban centres are substandard and the buildings are sited in slums (Jagun, 1983). Wahab (1990) indicated that in 1990 there had not been any significant improvement in housing quality as only 32.8 percent of urban houses could be considered as physically sound while sanitary facilities were largely unsatisfactory in the buildings. According to Aribigbola (2008) the policy specified government desires to encourage and promote the use of local building materials to reduce cost of housing.

Aribigbola added that even though this seemed to be a good idea, but the problem with this is that the policy did not state how housing quality would be improved and enhanced under the policy. This is important because the 1991 housing policy indicated that about 3 million housing units would need to be upgraded. The 2002 housing policy did not specify how to achieve this (Aribigbola, 2008). Yet for sustainable housing delivery, the existing stock must be maintained and improved, otherwise it will deteriorate due to usage and the effects of climatic elements thereby reducing available stock of housing (Aribigbola, 2008).

South Africa like other developing countries in the African continent share similar challenges with regards to housing quality. This challenge was highlighted by then Minister of Human Settlements, Tokyo Sexwale, underlining the problem by indicating that a total of 40 000 houses must either be refurbished or totally demolished nationwide as a result of poor

workmanship (Zunguzane et al 2012). According to Summerville (2007), in most cases a large number of defects in low-income houses arguably occur due to poor workmanship as a result of poor communication and insufficient monitoring and evaluation. This statement was also supported by Khoza & Kabir (2014) stating that the most of the South African Housing departments nationwide have found themselves in disputes of poor standard housing products.

3.4 Housing Policy Implementation in South Africa

Understanding the nature of policy implementation is important because international experience indicates that policies, once adopted, are not always implemented as envisioned and do not necessarily achieve the intended results Bhuyan *et al.* 2010:1). Immediately after independence the Government of South Africa was faced with a challenge of providing housing for the poor majority. In addressing this challenge it adopted the programme of the Reconstruction and Development Programme as a key towards realisation of its objectives of the developmental state.

Wildavsky (1975) aptly states that “since policy is made, based on the present knowledge of an uncertain future, it is bound to fall short in some or many aspects depending on the accuracy of existing knowledge and estimated predictions. Sometimes policies are set out to achieve ambitious targets which ultimately fall short of their desired outcomes”. In addition, the South African Government crafted many legislative measures; one of those was a Green Paper on the Public Sector Procurement, 1997 as a platform to level the grounds for the reforms. The purpose of these reforms was to address the injustices and imbalances of the past in order to provide opportunities to those who were previously excluded in the mainstream of the economy. South Africa had to confront the serious challenge of the housing backlog, despite the Governments effort to increase the budget of the Departments of Housing each fiscal year.

The South African government was faced with immeasurable amount of work to do for its citizens, it becomes unbearable to do all the work in-house (Magoro 2010). Government then employed the use of procurement to acquire goods and services from the outside suppliers thereby distributing the capital investment. However, the use of the preferential procurement policy as a policy tool to achieve the socio-economic responsibility has brought many problems for the government (Magoro 2010). The implementation of the preferential procurement policy with reference to the Reconstruction and Development Programme (herein being referred as RDP) housing programme has caused serious problems for poor people.

Some of the root causes of these challenges are attributed to the inability of the government departments to administer and award contracts. Magoro (2010) argues that these inadequacies are amongst others are, inability to control project budget control ineffective project monitoring and inability to deal with political interference. In South Africa one should consider the policy gap between policy rhetoric and practice in relation to attempts to entrench democracy and participation. The new democratic state that emerged in South Africa after 1994 was greeted with multiple and somehow contradictory demands (Brynard 2007:360). It was expected to deliver a more just and humane society in a climate of rising expectations and hopeful promises. Further, it was presumed that the state would unify a divided society without threatening any part of the population (Brynard 2007:361).

According to Booysen 2001 in the 1990s South Africa was predominantly in the stage of policy formulation and was expected to be responsive to the will of the people, to guarantee increased participation and to extend democracy in society. Further to this it was expected that the state would establish a sound and vibrant relationship with organisations in civil society. However, there are a number of cases which highlight the ongoing gap between policy intention and policy practice.

One case in point is the question of land redistribution. The Constitution is in agreement with international standards set by the United Nations on ensuring equal rights to property. For instance, the United Nations Declaration on Social Progress and Development “recognises the social functions of property including land and calls for land ownership that ensures equal rights to property for all. The Constitutional Court in the Grootboom case recognised access to land as a socioeconomic right. The Court concluded that economic and social rights provisions in the Constitution ‘entrench the right to land, to adequate housing and health care, food, water and social security. They protect the rights of the child and the right to education (Tissington 2011:27).

This means that the State may use its resources to secure, redistribute or purchase land, actions which, by implication, would constitute reasonableness. Grootboom views implementation as constituting the supreme act in the fulfilment of the constitutional obligation of the State (Tissington 2011:27). Sensibleness is measured by meeting the goals for which the policies and programmes were conceived. The early 2000s clearly departed from the 1990s’ policy-making conditions towards new policy-making initiatives and a determination to succeed in policy implementation. Yet, the policy gap could not be bridged (Booyesen 2001:129). The difficulties of policy development could be one reason for the failure of implementation. However, in developing countries the failure of policy can largely be attributed to issues of poor implementation (Sajid 2006:5). Policy implementation of low cost housing scheme is not only a South African problem.

According to Shu'aibu (2007) in Nigeria the implementation challenges arises not necessarily because of poverty, but because of the absence of an effective administrative machinery to mobilize and organise the country's natural, human, industrial resources, etc, for housing and urban development (Shu'aibu, 2007). Shu'aibu (2007) further attest that, the problem of poor co-ordination and ineffectiveness of some public housing agencies in Nigeria is in most cases responsible for the failure of certain laudable housing policies and programmes.

This also supported by Abiodun (1985) indicating that some of such agencies with adequate knowledge refuse to perform their duty of seeing to it that the beneficiaries of the housing scheme fulfil their obligations and hence constitute a threat to the successful execution of the scheme. South Africa like many other developing countries has its fair share of policy implementation challenges, as far as low cost housing provision is concerned. Other problems associated with the implementation of housing policies commonly confronted include compromises during implementation, lack of political sensitivity, corruption, and others.

It is notable that any compromises made during implementation that seek to alter basic policy goals are detrimental to the successful execution of housing policy in projects such as the low cost housing scheme (Shu'aibu 2007). In light of the challenges faced by the South African government in the implementation of the low cost housing projects, it therefore important to start by establishing the attributes of a successfully implemented housing project. This will assist in establishing the shortcomings.

3.5 Key components to a successful housing project implementation

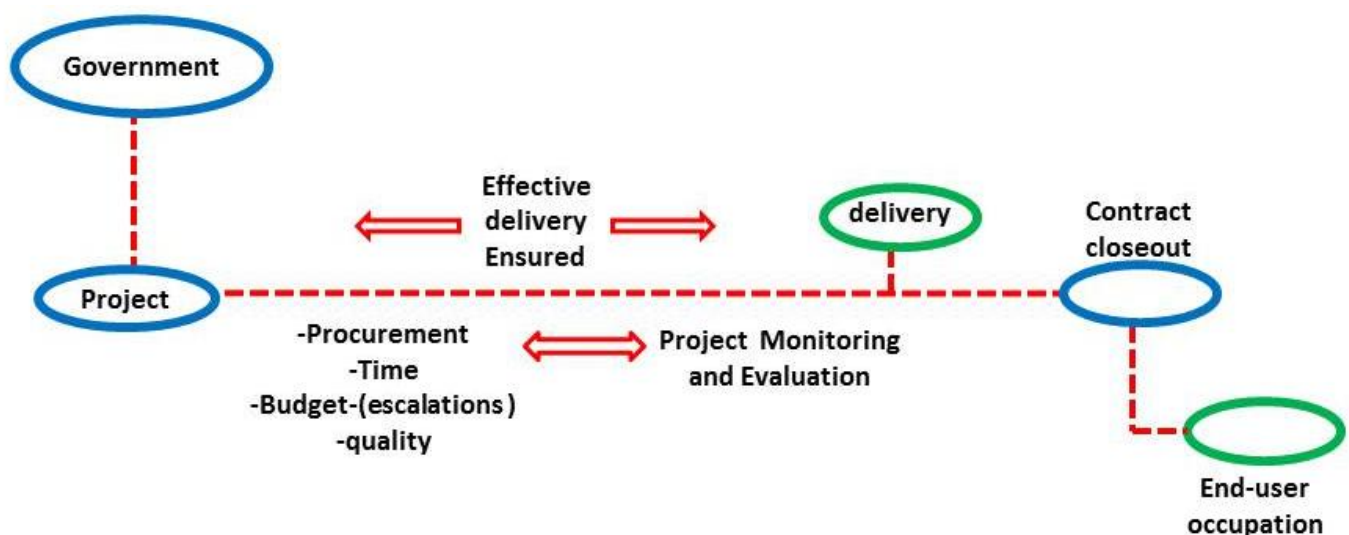
According to Dilts and Pence, (2005) a project is a series of tasks or activities needed to achieve a specific purpose within certain technical specifications, within defined start and end dates, and subject to funding limits and resource availability (Dilts and Pence, 2005: 380). Equally, Brooks and Combrink (2005) also defines a project as an exclusive process, entailing a set of measured activities with start and finish dates, undertaken to achieve an objective conforming to specific requirements, including limitations of time, cost and resources. Saqib, Farooqui, & Lodi, (2008) argues the Project success differs from one person to the other. When it comes to a building achievement in most cases it differs from project to project depending on the specifications Saqib, Farooqui, & Lodi, (2008).

Saqib, Farooqui, & Lodi, (2008) highlights the key components for the success of any project which include project scope, project size, sophistication of the owner related to the design of facilities, technological implications, and a variety of other factors. Equally the successes

of the low cost housing implementation is subject to a number of components such as time, cost, quality, monitoring, and in addition the procurement processes, which play an integral role in the selection of the suitable contractor to carry out the delivery of the houses. On the other hand beneficiary involvement also plays an integral part in the success of a project. According to Thwala (2009) beneficiaries should be recruited to help in all phases of designing, implementing, maintaining, supervising, and evaluating a new housing construction, but only if the time, effort, and money are spent to do it correctly. Beneficiary perspective also entails quality and functionality and fit for purpose.

In order to further establish the qualities of a successful project implementation the following ascertain the attributes of a successful project the following attributes need to be considered, and interrogated. These are namely: housing project budget, housing product quality, suitable project procurement systems, the building contract, stakeholder involvement in a building contract and lastly the phases of a building contract, with regards to end-user involvement.

Figure 3: housing project process



Source: Author 2017

Figure 3 above indicates the delivery process of a housing project. After approval of subsidy budgets the Provincial Department of human settlements (DHS) through the Municipality

human settlements department low cost housing projects is rolled out for implementation. The DHS project managers are to ensure that proper procurement procedures are followed, and that the project is executed within allocated time frame and budget and in the process being mindful of project escalations. The DHS officials together with the National Home Builders Regulatory Council quality assessors (NHBRC) and project engineers are also to ensure proper project monitoring and evaluation during the course of the project. This is carried out to guarantee the delivery of a quality housing product.

At project closeout the implementing agent is hands over the project and is paid all monies due to him. The product is then delivered to the end user for occupation. A successfully executed project should be to the End-user satisfaction and not only the contractor who is interested in making profit. And again the DHS officials who will be happy with the number of houses rolled out and the budgets been utilised. In a nutshell quality should be of utmost importance to all parties involved.

3.5.1 Project Procurement systems

According to the Royal Institute of Chartered Surveyors (RICS) Foundation (2002) procurement facilitates the formal configuration and realization of a project, where a project is defined as the investment of resources for return. In the context of construction, procurement deals with the arrangements for acquiring construction goods and facilities by various clients, whether in private entities, corporate establishments or public institutions. Construction procurement from the 1960s has grown in the sense whereby all public jobs and most private jobs were offered on just competitive tendering to having various alternatives. Currently there are several forms of procurement systems in place within the construction industry which include separated and co-operative arrangements, management-orientated procurement systems, integrated arrangements and discretionary systems (Fotwe and McCaffer, 2007).

According to Ashworth and Hogg (2002) clients who have made the major decision to build are responsible for procuring the construction works that they require. This process may be a daunting prospect, given the level of financial commitment and other risks associated with the venture. However, if the client has more information on procurement systems, the decision making process will be more comfortable. In addition to this, The RICS Foundation (2002) mentions that the choice of procurement route is intrinsically and strategically linked up with the best value and value for money. Procurement strategies and contract strategies are not tactical choices within projects.

They are in fact linked with the management and legal frameworks which are set up for risk, the delivery of functionality in the design and construction stages and the relationship between time, cost and quality. Simultaneous to this, the Queensland Government (2006) mentions that when the time and cost factors have significant constraints on projects, but more so a low-cost housing project, a non-traditional procurement system may be appropriate. The Queensland Government (2006) further adds that if quality is a high priority and requires maximum control, then agencies should retain the management of consultants. Unless the constraints of time and cost are critical, a traditional approach should be considered.

3.5.2 Housing project budget

The cost of a commodity, whether it is a simple one like a length of timber or a complex item like a building, is the sum of all payments made to the factors of production engaged in the production of that commodity (Raftery, 1991). Oakland and Marosszeky (2006) mention that when manufacturing a quality product, providing a quality service, or doing a quality job- one with a high degree of customer satisfaction- is not enough. Wenzel, (2010) adds that the cost of achieving these goals however must be carefully managed, so that the long-term effect on the business, be it construction, is a desirable one. These costs are a true measure of the quality effort.

When reducing cost in any construction project, workmanship and ultimately quality is compromised (Sawczuk, 1996). Ashworth and Hogg (2002) however postulate that if a limited capital budget is the prime consideration of the client, then the quality in the form of reduced specifications as well as workmanship is likely to be restricted. If the clients cost increases, a higher standard of workmanship will be specified (Ashworth and Hogg, 2002). Ashworth and Hogg (2002) argue that regular cost reports should be produced throughout the construction stage of the project. From these, potential overspending can be identified before it occurs and corrective action taken (Ashworth and Hogg, 2002). The client should however, recognise that such corrective action is not always beneficial since it is likely that cost savings can be made only by reduction in standard which includes a lower standard in workmanship produced (Royal Institution of Chartered Surveyors, RICS Foundation, 2002).

3.5.3 Housing Product Quality

The quality of the South African low cost housing stock has been mostly substandard since its inception in 1994 to present day. This warrants a close examination to the meaning of a housing product and the expectations of the end-user and client. According to Hoyle, (2006) as cited by Wentzel, (2010) the word quality has many meanings: a degree of excellence; conformance with requirements; fitness for use; delighting customers; freedom from defects, imperfections or contaminations.

Chan and Chan (2004) deliberate that in the construction industry, quality is defined as a totality of features required by a product or service to satisfy a given need- “fitness for purpose”. However the way in which quality is determined is by the extent to which a product or service successfully serves the purpose of the user during usage (not just at the point of sale). Price and delivery are both transient features, whereas the impact of quality is sustained long after the attraction or the pain of price and delivery has subsided (Hoyle, 2006). In recent days, quality is the surety of the product that gives the customer assurance of money well spent. The meeting of specifications by good workmanship is one way of measuring quality.

Specifications act as workmanship guidelines provided to the contractor by the client or the client's representative at the commencement of the project. If quality assurance mechanisms, such as project monitoring are not in place during construction, poor workmanship will be the end result affecting the quality directly (Ashworth and Hogg, 2002). Wenzel, (2010) alludes to the fact that poor workmanship affecting the quality of the end product is a direct link to time constraints and cost reductions made by certain clients. Wentzel adds that the problems contributing to poor workmanship in construction are problems such as lack of motivation, control and coordination between the main contractor, consultants and the client. Furthermore, when focusing on poor workmanship in the design and construction processes it brings to mind the selection of the correct procurement system to ensure smooth construction production (Pheng and Hwa, 1994).

3.6 Beneficiary involvement

Beneficiary involvement in the implementation of the low cost housing projects seems to be none existent whereas in any project, private or public, the client who is the end user is directly or indirectly involved. On the contrary with the Low-cost housing project beneficiaries are only confronted with the realities challenges of their projects at the project close out stage, when the houses are handed over.

This is clearly in contradiction with the ideologies of the South African housing policies, namely the White Paper on Housing 1994 and the Breaking New Ground 2004. According to the Sustainable Community Planning Guide, Community participation is defined as the involvement of people in a community in projects to solve their own problems. People cannot be forced to participate in projects which affect their lives but should be given the opportunity where possible. This is held back to basic human right and a fundamental. The White Paper on Housing Delivery (SA, 1994:49) states that the maximum degree of public participation should be sought. Public participation is promoted because it minimises public ignorance, anger and the high level of emotion surrounding the release of land and the provision of housing.

The Breaking New Ground Initiative (SA 2004:22) states that community participation should always be a key component of the planning process. According to the White Paper on Housing Delivery (SA 1994:80) the South African housing inheritance can be attributed to a top-down ideological development approach in the past. The disadvantages of this ideology can be overcome by a more people-centred development approach. In South Africa a foremost constraint is a lack of capacity amongst the underprivileged in terms of access to education and mediums of communication. Whilst public participation is viewed as a form of empowerment, it often benefits those who are better equipped to harness its potential (De Villiers 2001:13).

In the delivering of public housing projects and in giving effect to the rules of national policy in South Africa, a municipality is mandated to work with community representatives through what are called beneficiary committees (Tapscott & Thompson, 2010). Beneficiary committees are understood to be elected by communities, and it is evident that they are established in different ways by different municipalities and in some cases in different ways by the same municipal authority, depending on the community dynamic, or nature of the project. As such beneficiary committees cannot be expected to serve the communities they are purported to represent in similar ways.

For instance, in the Department of Human Settlement capital subsidy projects, in which beneficiaries are selected from a general waiting list, this differs substantially from a committee established in an, in situ, upgrade area (where shacks are replaced by houses on site) where a sense of community is likely to be stronger. The effectiveness and legitimacy of the beneficiary committees as seen by the representatives themselves is markedly different between the different types of projects, in spite of the signed agreement between beneficiary representatives, the municipality and the housing developer (Tapscott & Thompson, 2010).

In giving influence to the idea of people-centered development, the South Africa Housing Code stresses the need for a structured agreement (also referred to as a 'social compact' or 'contract') between a municipality and the community in the delivery of housing projects. This agreement ensures that community members assume ownership of their own development and project. The involvement of the beneficiaries from the onset is of vital importance. Hence, beneficiary participation is undertaken within the context of a structured agreement between the municipality and the community. Beneficiary participation is generally more successful when the community ('beneficiaries') takes on much of the responsibility, as compared to situations in which the government attempt to assess beneficiaries' preferences for housing through surveys or meetings. In order for beneficiary participation to work, projects must include special components that address it directly.

Beneficiaries should be recruited to help in all phases of designing, implementing, maintaining, supervising, and evaluating a new housing construction, but only if the time, effort, and money are spent to do it correctly (Thwala, 2009). Despite these constraints, when the process is started early enough, this aspect will enhance the production of a housing product that would have been specifically designed to meet the needs of the community in all aspects. Also, special consideration must be given to the development of local committees and governance structures to adequately oversee local participation.

These local committees and governing structures when developed will direct and execute development (housing) projects, rather than merely receiving a share of project benefits. Beneficiary involvement is also subject to the approach by which information is disseminated. These are the bottom-up and top-down approaches, and they play a critical role in determining the downfall or success of the housing project.

3.6.1 The top-down approach for policy implementation

Colebatch (2002:8) described the three core assumptions in which the role of the top down approach should emerge based on the social order of a policy: hierarchy; organisation as an instrument; and lastly, coherence as an order. Hierarchy as a first assumption assumes that 'governing flows from people at the top giving instructions'. What the organization does is explained by the choices of these leaders. In this perspective, public organizations exist to achieve objectives in particular areas to improve the welfare of the people.

Policy, therefore, is seen as an authoritative determination of what will be done in some particular area, so that the various participants do not go their own way. 'All the bids of the action fit together and form part of an organized whole of, a single system, policy in this context, has to do with how this system is steered' (Colebatch, 2002:9). In addition, Howlett and Ramesh (2003:189), argue that the 'top down approach was quite useful in setting out a variety of managerial and organisational design principles of administration, which were expected to generate an optimal match between political intent and administrative action'.

Peters and Pierre (2007: 132) observe that the 'predominant top-down approach focuses on specific political decisions against the backdrop of its official purpose'. However, the model is criticized for being too idealistic as it does not take into consideration the roles of policy implementers assuming that clear instructions, roles and law enforcement from top officials will lead to effective implementation of a policy or program. As it has been argued that, "much of bureaucratic behaviour may be explained by the legal structure or lack of such structure, imposed by relevant statutes" (Mazmanian and Sabatier, 1989: 43). The underlying value of this approach is that insofar as possible, policy decisions in a democracy ought to be made by elected representatives rather than by civil servants.

3.6.2 The bottom-up approach for policy implementation

The bottom-up approach begins at the other end of the implementation chain of command and urges that the activities of the so called street level implementers be fully taken into account (Howlett and Ramesh, 2003:190). The bottom-up approach offers a participatory methodology that can help implementing officials and policy makers to develop programme systems that can meet both accountability and learning needs (Moraba 2013). This approach recognises that officials at lower levels play an active part in implementation and have some discretion to set objectives of the policy and restructure the way it should be implemented.

Bottom-up approach designers begin their implementation strategy formation with the target groups and service deliverers, because they find that the target groups are the actual implementers of policy (Matland, 1995, 146). Moreover, bottom-up approach enthusiasts contend that if local bureaucrats [implementers] are not allowed discretion in the implementation process with respect to local conditions, then the policy will “likely fail” (Matland, 1995, 148). Accordingly, goals, strategies, and activities must be deployed with special attention to the people the policy will directly impact. Thus, evaluation based upon the street-level bureaucrat would be the best practice (Matland, 1995, 149). For example, Maitland discussed Hjern’s findings that central initiatives poorly adapted to local conditions failed, and, that success depended greatly on the local implementer’s ability to adapt to local conditions (Ibid).

Discretion by agents is the underlying premise of the bottom-up approach (Elder, Lecture, 2011). Discretion may be a very good thing, especially when it uses expertise of people impacted by the policy to increase the likelihood of success and approbation. Maitland, 1995 postulates that in bottom-up approach , one size doesn’t fit all cases and so discretion may enable implementers to activate more useful practices or to ignore policy that will hamper the goal of the program.

For example, the safe water drinking act became prohibitively expensive for smaller water systems. Of the 350,000 municipal water systems in U.S., only the conglomerates had the financial resources to quickly live up to the law without federal / state aid. However, the size of the water systems meant that a visit from a regulator was unlikely, so the great financial burden that would have occurred with a visit from a regulator was ignored. The bottom-up model is thus a challenge to administration due to the reality of delegated authority, to the discretion allowed to different agents, which invariably causes a measurable variance of goal achievement (Matland, 1995, 150).

According to Matland, (1995) those who follow the bottom-up approach are at times guilty of two criticisms. First, street-level bureaucrats are usually not accountable to the people. In this case, the local agents may intentionally subvert the elected officials' policy goals and engage personal sub goals. Second, bottom-uppers ignore the fact that many policies are created in a top-down manner, and likely in a manner which reinforces top-down authority. For example, Matland describes Sabatier's analysis of environmental regulation in the United States, whereas the federal designers of the federal act integrated the necessary clauses to allow for class and individual lawsuits (150). Overtime, it was these lawsuits that adjusted the rule-of-law, not the local implementers (Matland, 1995, 150).

3.7 The building contract

A contract between an owner or occupier of land and a building contractor, setting forth the terms under which construction is to be carried out, basis of remuneration, time scale, and penalties, if any, for failure to comply with terms of the contract. According to the General Conditions of Contract for Construction Works (GCC 2004) the relevant stakeholders and their responsibilities in a construction projects are as described below. These are highlighted for the purposes of outlining the stakeholder involvement and the importance of their input during the course of the project. It begs a question therefore as to how much involvement do the Low cost housing projects beneficiaries/end-users have in the implementation process. Does the beneficiary input and contribution towards the success of the project matter?

3.7.1 The stakeholders and their duties in a building project

There are three key stakeholders in a construction project namely, the **Principal Agent** who is the party named in the contract data and/or appointed by the employer/client with full authority and obligation to act in terms of the agreement. The **Employer/client** is the party contracting with the contractor for the execution of the works as named in the contract data, and the **Contractor** is the party contracting with the employer/client for the execution of the works as named in the contract data. In the low-cost housing projects the key and active stake holders are the Department of human settlements, NHBRC quality assessors, Consulting Engineers, Contractors. The surprising factor is that the housing beneficiaries do not feature in the whole implementation process in terms of decision making yet they are the important part of the equation.

3.7.2 The phases of a building contract and the involvement of the client

There are four major phases in a building contract, these phases highlights the responsibilities and involvement of all the stakeholders involved in the implementation of a project.

a) Start-up phase

- Employer signs acceptance portion of Form of Offer and Acceptance
- Contractor receives completed copy of Form of Offer and Acceptance and possession of the site
- No of days as stated in contract data (JBCC Clause 10) contract period.

b) Construction phase

Contractor commences works as per the contract period

c) Practical completion

The stage of completion where the works or a section thereof, as certified by the principal agent, is substantially complete and can effectively be used for the purposes intended

d) Defects liability phase

The Defects Liability Period starts when the Certificate of Completion is issued and continues for the period given in the Contract Data, (GCC 2004). During the Defects Liability Period, the Contractor has to obey all written instructions from the Engineer to carry out

repairs and fix any defects which appear in the Permanent Works, so that, at the end of the Defects Liability Period, the Permanent Works are in the condition required by the Contract. If the Contractor does not, due to his own fault, finish the repair work or fix the defects by the end of the Defects Liability Period, the Defects Liability Period will continue until all work instructed by the Engineer is done (GCC 2004).

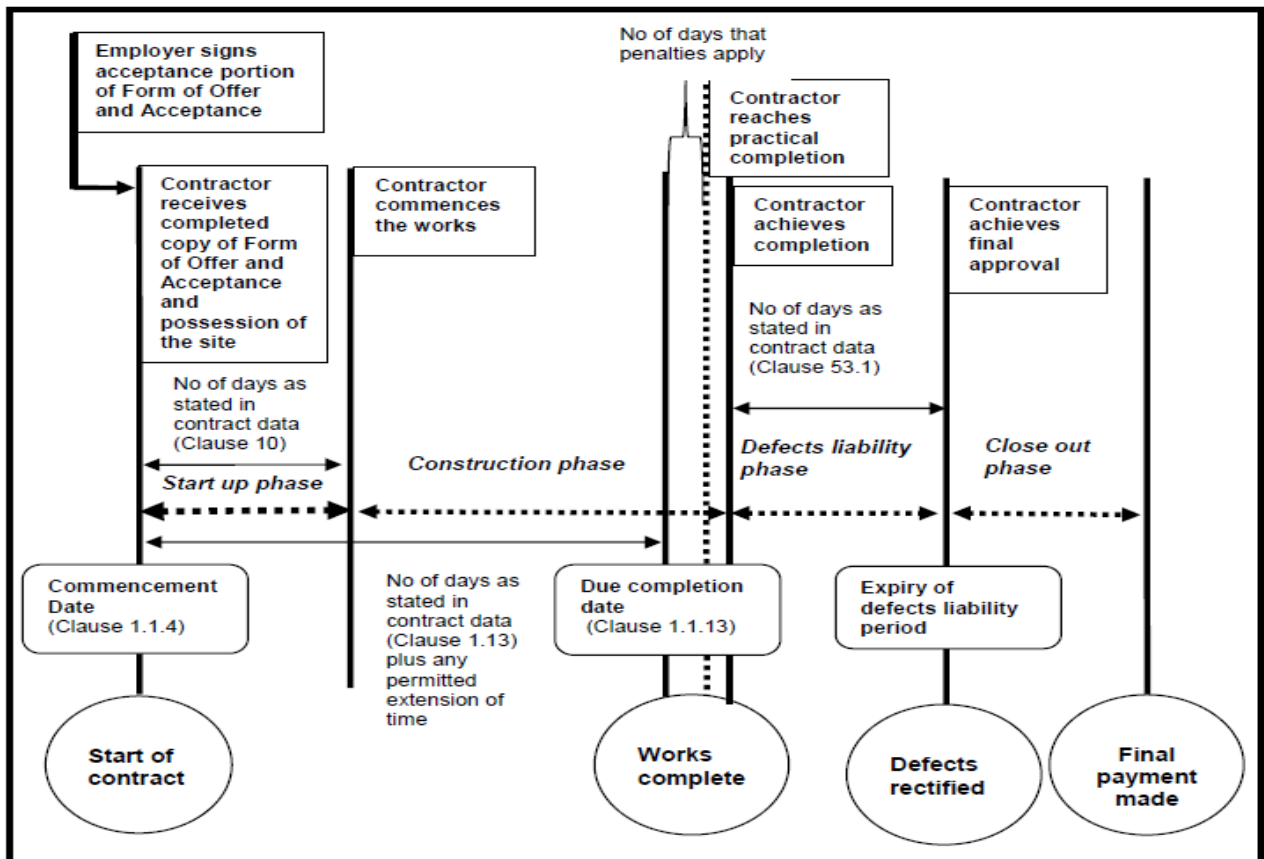
e) Final approval

Final Approval is very important for the Contractor because it means that he has finished all his duties under the Contract, except if there are Latent Defects in the Works. Final Approval is given when the Engineer issues a Final Approval Certificate (GCC 2004).

Noteworthy is that in all the stages the client is involved in the project implementation, every phase. Again it begs a question if the Low cost housing projects, beneficiaries have any input in the implementation process, or they are expected to accept the finished product regardless of the quality of product.

Figure 3 below outlines the different stages of a construction project after the site has been handed over to the contractor (implementing agent), up until project completion.

Figure 4: Building contract stages



(Source: GCC 2004)

3.8 Conclusion

This chapter has outlined the South African housing policy which originated from the multi-party negotiations seeking to redress the severe housing challenges manifested by the previous discriminatory regime. The Housing White Paper fell short in addressing the core challenges faced by the urban and rural poor as it focused mainly in quantity targets, omitting the critical housing needs of the poor. The introduction of the BNG housing policy was a second turn of the housing policy since democratic dispensation, as a way to enhance mechanisms of the HWP to widen the provision of housing needs through delivery of sustainable human settlements. Housing challenges persisted even after the application of BNG which indicated the existence of policy implementation gap.

This challenge is not different from what has occurred in other international communities such as India and Nigeria where policy review has taken place due to problems in implementation. Literature provides various approaches and components for a successful implementation of housing policies for effective housing delivery that meet the policy objectives. The minimal or none existence of beneficiary involvement in the implementation of the South African low-cost housing projects was also highlighted as another challenge leading to the policy gap. This body of literature is crucial in understanding problems with housing policy implementation in South Africa and recommending effective strategies in addressing the policy gap.

CHAPTER FOUR

4. Case study, Illovo Township

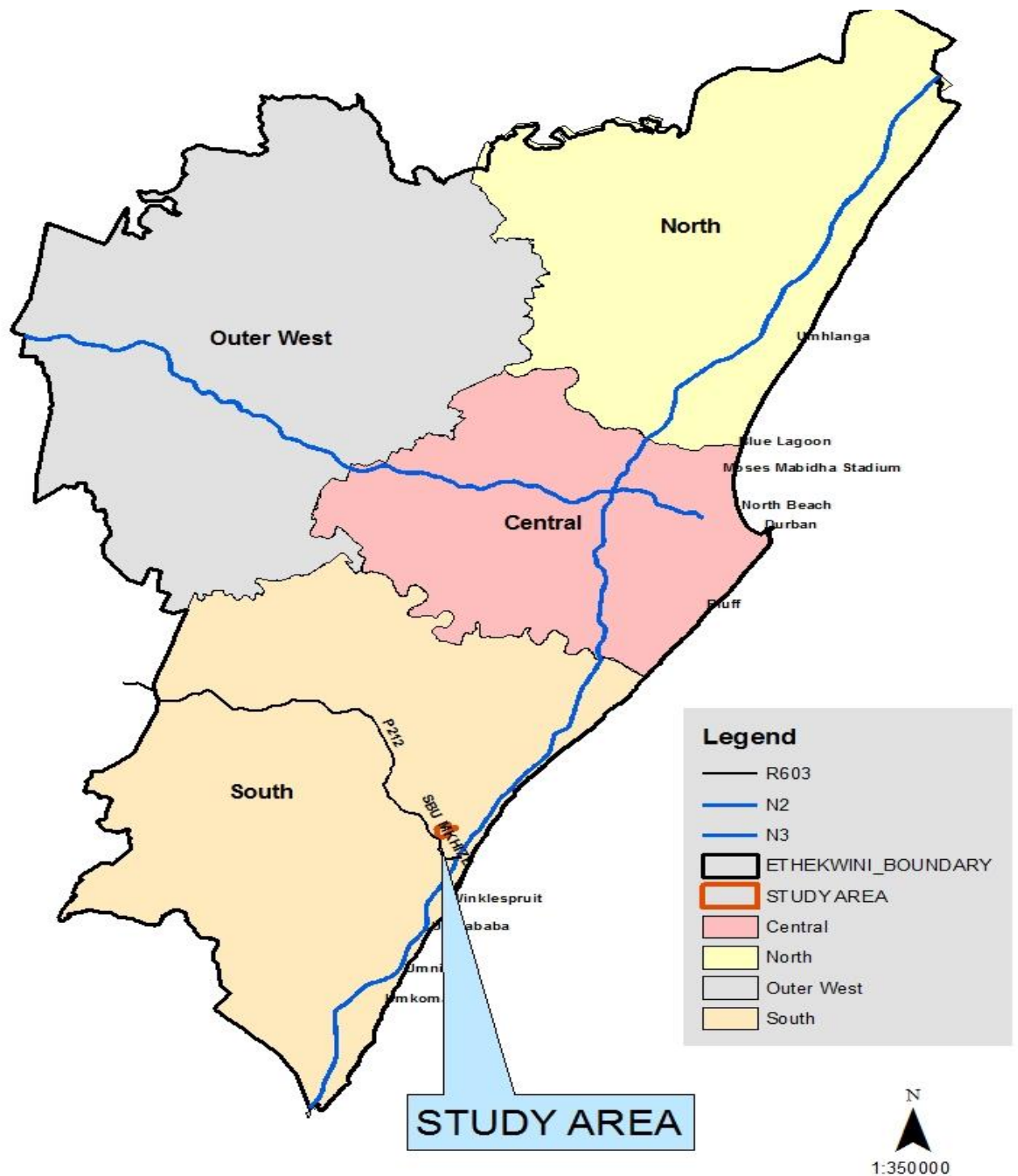
4.1 The Historical back ground of the Case Study

The case study is located approximately 30kms southwest of the eThekweni Central Business District (CBD), and in land of the southern coastal areas of Kingsburgh and Warner Beach, in proximity to the Amanzimtoti central area. This is one of the low-cost housing developed in the eThekweni area under less formal township establishment procedures in the early 1990's (Ethekewini Municipality Spatial Planning Framework, 2010).

It is stated that the settlement has been developed in phases over a number of years, and there are current proposals for further extensions. As with other settlements of this nature, Illovo was never planned as a natural extension to the urban system, but rather as a dormitory suburb peripheral to core social and economic opportunities. As such, the settlement is predominantly residential in nature, with a limited range of social facilities, and very little opportunity for a real local economy to evolve (Ethekewini Municipality Spatial Planning Framework, (2010).

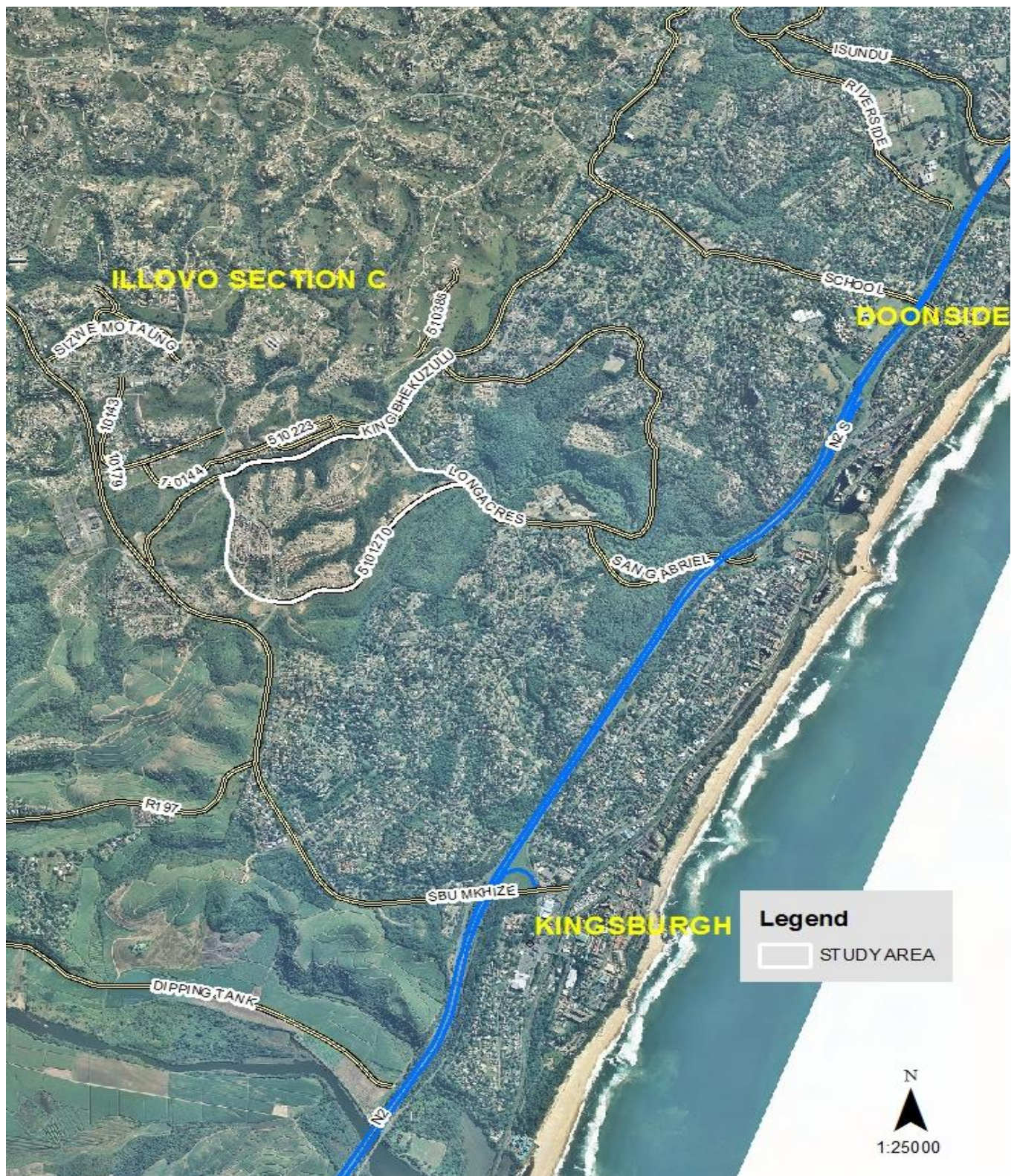
The core of the Study Area, the Illovo Township has been developed over the past two decades. Before this development the most significant development in the area included Adams Mission, the coastal resorts of Winklespruit and Illovo Village, which included the Sugar Mill and manufacturing plants for amongst other things the well-known brand Illovo Syrup. The development landscape of the area was severely altered in the early 1990s with the establishment of the Illovo Township (Spatial Planning Framework, 2010). Although a recent settlement, the Illovo Township is essentially an “apartheid” creation, established in the early 1990s.

Map 1: Location of Illovo Township Low Cost Housing Project, EThekweni Municipality



Source: (EThekweni Municipality, 2017)

Map 2: showing study area and surrounding areas



Source: (EThekweni Municipality, 2017)

Illovo was the site selected to the south of Durban. Although addressing the serious backlog for low income housing, many was of the opinion that the Illovo Township development further strengthened the apartheid structure of the city by locating the poorest of the poor on the periphery. Without any job opportunities in the area people living in Illovo are still dependent on job opportunities in South Durban Basin and other areas of eThekweni. Substantial travel is involved in this and the Illovo area essentially serves as a dormitory township. Illovo Local Area Plan: (eThekweni Municipality Spatial Planning Framework, 2010).

Table 2: Names of Major Transport routes within The Study Area

R 603	MR21/ P21-1/ SBU MKHIZE DRIVE
R102	KINGSWAY ROAD

(Source: Author, 2017)

Of specific significance for economic development in the area is the fact that the Study Area borders on the N2 in the east. The R603, a transport route of potentially regional significance, stretches through the area and links it directly to the N3 and onwards to Pietermaritzburg. Surfaced and unsurfaced portions of the R197 (Old Main Road), potentially an alternative north south linkage to the N2, also stretches through the area in a north-south direction. The Illovo River demarcates the southern boundary of the Study Area (eThekweni Municipality Spatial Planning Framework, 2010).

Table 3: Gender and population distribution in Illovo and neighbouring urban areas

AREA	MALE	FEMALE	TOTAL POP.	% OF TOTAL
Illovo	46%	54%	10280	43.2%
WarnerBeach	48%	52%	4046	17.0%
DoonHeights	47%	53%	1627	6.8%
AstraPark	48%	52%	1498	6.3%
StWinifreds	46%	54%	1458	6.1%
IllovoBeach	49%	51%	1108	4.7%
IllovoGlen	48%	52%	1036	4.3%
Doonside	43%	57%	1025	4.3%
Winklespruit Beach	40%	60%	719	3.0%
Winklespruit	51%	49%	653	2.7%
Karridene	51%	49%	368	1.5%
TOTAL	47%	53%	23818	100.0%

(Source: Census, 2011)

Table 3 above indicates the contribution of the various residential areas to the population numbers in the Study Area and neighborhoods bordering on the Study Area. From the statistics it is evident that the vast majority of people (43.2%) are residing in the Illovo area. The second most populated area is that of Warner Beach with 17% of the total population of the area. Although the population in the coastal strip is relatively low, vast numbers of people reside in neighboring traditional council areas. This only provides a partial picture of the population as substantial traditional settlement areas, located in neighboring municipalities, border on these areas. It should be noted that the figures have increased at present day.

4.2.1 Illovo Low cost housing projects

The EThekweni Municipality human Settlement department have embarked on two low cost housing projects at Illovo. Kingsburg west and Rosened settlements. For the purpose of the study focus will be on Kingsburg west.

Kingsburg west low cost housing was carried out in phases, with Phase 1 in picture 1 below commencing in 2008 and was completed in 2011.

Picture 1: phase 1



Source: from field survey (2017)

Phase 2 in picture 2 below commenced in 2010 and was completed in 2015. The project has a total number of 1100 sites and only a thousand housing units were built.

Picture 2: phase 2



Source: from field survey (2017)

Phase one typology 1 in picture 3 below is a single 40sqm dwelling, consisting of two bedrooms one bathroom, and kitchen and living area.

Picture 3: Typology one (Phase 1)



Source: from field survey (2017)

Phase two typology 2 in picture 4 below is a semidetached single storey 40sqm dwelling consisting of two bedrooms one bathroom, kitchen and living area.

Picture 4: Typology two (Phase 2)



Source: from field survey (2017)

Semidetached double storey dwelling in picture 5 below, is a 40sqm dwelling consisting of two bedrooms one bathroom, kitchen and living area. These are characterised by dark interiors and poorly ventilated rooms. This is due to poor orientation.

Picture 5: Typology three (Phase 2)



Source: from field survey (2017)

4.2.2 Conclusion

This chapter has given a descriptive presentation of the Illovo Township Low Cost Housing Project as a study area. The phases in which the houses were built, and the different typologies. It should be noted that despite the differing periods the houses were built, the challenges in the form of defects are similar.

CHAPTER FIVE

5. Presentation of Research findings

5.1 Introduction

The main goal of this study was to investigate Policy gaps ensuing from the implementation and monitoring of Low Cost housing construction Projects. This chapter deals with the presentation, examination and arguments of the raw data captured from questionnaires and conducted interviews.

5.2 Background Information of Respondents

In total, 22 respondents participated in the in-depth interviews. The respondents were classified into two categories. The respondents responsible for implementation of the project consist of two officials from the Department of Housing and settlements (Project Managers), two officials from the National Housing Regulatory Council NHBRC (Quality Assessors), officials from the two service providers (Contractors) who were responsible for the construction of the low cost housing project. The community Respondents comprised of the ward councillor and a total number of fifteen housing beneficiaries.

Table 4: Respondents Category

Implementers	Community
Project managers (2)	Ward Councillor (1)
NHBRC Inspectors (Quality Assessors) (2)	Housing Beneficiaries (15)
Contractors (2)	

(Source: Author, 2017)

In finding out about housing implementation challenges at Illovo Township Kingsburg west low cost housing development, the DHS Project Managers were interviewed to provide insight on the implementation of the projects. In this study they were able to shed the light on different aspects of any low cost housing project, from its inception to its completion.

Table 5: Interviewee Coding

Project Managers	Codes
DHS Project Managers	Pm 1
DHS Project Managers	Pm 2
Quality Assessors	
NHBRC representative	Assessor 1
NHBRC representative	Assessor 2
Contractors	
Constructor Representative	Contractor 1
Constructor Representative	Contractor 2
Community	
Ward councilor	Ward Councilor
Housing Beneficiaries	Beneficiaries

(Source: Author, 2017)

The project Managers as representatives of the Department of Human Settlement were interviewed at the eThekwin Municipality Human Settlements offices at Shell house Durban, on the 08th of November 2016.

The NHBRC Quality Assessors were valuable in highlighting their involvement in the monitoring of Low Cost housing construction. They shed light in the challenges they face in carrying out housing quality assessments. The assessors were interviewed at their offices at Marine Building Durban on the 09th of November 2016.

The Contractors as the implementing agents were useful in the study. In the interviews the researcher was able to establish their experience in the construction industry in relation to implementation of low-cost houses and their relationship with other stakeholders of the projects such as project managers, inspectors and the professional team. Furthermore, the challenges they encounter during the course of these projects. These challenges pertains to time cost and quality, the houses are expected to be delivered in time within the allocated budgets and to the satisfaction of the beneficiaries.

The ward councillor helped to highlight the involvement of the community and the role played by the local government in ensuring that projects of this nature are successfully implemented. In order to establish the housing conditions, the housing beneficiaries were also interviewed. The beneficiaries revealed the challenges they face posed by the poor built houses on daily basis.

The following paragraphs will discuss the findings of the study, based on the results of the interviews conducted. It is important to note that all the participants have been in the profession and business of implementing low cost housing for a period of over five years. Their years of experience have been used by the researcher as a litmus test to their knowledge of expertise and experience in the field. The analysis will be enhanced by graphical and diagrammatic aids.

5.3 Respondents project experience

The Department of Human Settlements Project managers have an experience of four and five years respectively in the construction of low cost housing projects. These respondents were chosen for their involvement in the implementation of the Illovo Township projects. **PM 1** has managed and completed seven projects whilst **PM 2** four projects. The project consists of a total number of 2500 housing units, rolled out in 3 phases. Time, Cost, and Quality is of highest importance in the implementation of the Low Cost Housing projects. The NHBRC Quality Assessors have vast experience in monitoring and ensuring Quality the construction of low cost housing projects. These respondents were chosen for their involvement in the monitoring of quality in the Illovo Township projects. **Assessor 1** inspected over a thousand projects since he has been in service for over seven years. **Assessor 2** has inspected over 20 projects and has been in service for four years. Their key mandate is to ensure quality is achieved.

Likewise the contractors were chosen for their involvement in the construction of the Illovo township low cost housing project, and their experience in the construction industry was taken into consideration. **Contractor 1** has constructed and completed two housing projects each with a total number of 2500 housing units, and has been in the industry for 14 years.

Contractor 2 has constructed and completed 30 000 housing units, and has been in the industry for a period of 20 years.

The ward councillor was chosen for his responsibility in the development of ward 109 (Illovo Township), specifically the implementation of the low cost housing projects.

And lastly the housing beneficiaries, who are the end users of the housing product. 15 beneficiaries 9 were randomly selected according and the remaining 6 was selected on a snowball sampling. The researcher was referred to the 6 beneficiaries by other beneficiaries who have similar housing quality challenges.

Table 9 below indicates the respondents experience in the construction industry and their involvement in the implementation of low-cost house projects.

Table 6: Respondents experience

Respondent	Years in service	Number of projects
MP 1	7 years	7 projects
PM 2	4 years	4 projects
Assessor 1	7 years	1000+ projects
Assessor 2	4 years	20 projects
Contractor 1	14 years	12 projects
Contractor 2	20 years	2 projects
Ward Councilor	3 years	5 projects

(Source: Author, 2017)

5.4 Semi Structured Interviews

The following are interview responses conducted with key respondents. These are DHS project managers, NHBRC quality assessors Contractors and Ward Councilor on their involvement in the low-cost housing delivery at Illovo Township Kingsburg West Section. Refer to **Appendix A, B and C**. the interviews are based on the **research** the objections.

5.4.1 Project control and monitoring systems

According to Burke, Morris, & McGarrigle, (2012) monitoring is a periodically repeated task starting from the planning stage of a project. Monitoring allows results, processes and experiences to be documented and used as a basis to steer decision-making and learning processes (Burke, Morris, & McGarrigle, 2012). Monitoring is checking progress against plans. Monitoring and supervision are essential to determine whether desired indicators are being met and outcomes being achieved.

Without proper project monitoring a project is likely to fail. It is for this reason that the NHBRC was established to assist home owners and government departments like the DHS in monitoring their projects. Monitoring construction projects comes with its challenges.

From the responses of the contractors, and quality assessors it appears that the employment of unskilled labour by some contractors poses a huge compromise to quality. **Assessor 1** inexperienced contractors are also a major challenge, and lastly there are elements of incompetency from the project professionals (eg engineers). **Assessor 2** also came out strongly against the practice of contractors who employ the services of inexperienced subcontractors, stating that most the subcontractors are not registered with the NHBRC, and their workmanship is of poor standard. Contractor registration to NHBRC is very important and it is for that reason that the South African Government has passed a regulatory act. The NHBRC is governed by the Housing Consumers Protection Measures Act, 1998 (Act No.95 of 1998). The Act states that the NHBRC's role is to:

(a) Represent the interests of housing consumers by providing warranty protection against defects in new homes;

- (b) Regulate the home building industry;
- (c) Provide protection to housing consumers in respect of the failure of home builders to comply with their obligations in terms of this Act;
- (d) Establish and to promote ethical and technical standards in the home building industry;
- (e) Improve structural quality in the interests of housing consumers and the home building industry;
- (f) Promote housing consumer rights and to provide housing consumer information;
- (g) Communicate with and to assist home builders to register in terms of this Act;
- (h) Assist home builders, through training and inspection, to achieve and to maintain satisfactory technical standards of home building

Assessor 1 narrated an alarming revelation on the experiences he encountered during site inspections. He revealed that the assessors in some instances encounter hostile reception on site. This is to such an extent that NHBRC officials seem to be considered by the contractors as enemies of the project progress. **Assessor 1** was quoted as saying

Information box 1. NHBRC Officials treatment on site

"In many instances our observations are not taken kindly, and we sometime receive threats from some contractors who feel the recommendations are withholding their payments. According to the JBCC building contract and by law if the contractor fails to attend to the noncompliance list issued by the NHBRC assessor should not be paid. Payment certificates simply cannot be issued to a defaulting contractor. "

a) Site Meetings and Random Inspections

According to **PM 1** In order to keep track of the project site meetings were conducted at two weeks intervals, with all the relevant stakeholders present. These include the officials from DHS who are responsible for the overall management of the project in terms of quality budget and time control, NHBRC inspectors who are responsible for ensuring that quality construction is achieved, the external professional team and the contractor. Site meetings are an important part of a successful management of any construction project.

Site meetings provide the project progress information, and all relevant project issues such as highlighted below. Construction progress meetings are an opportunity to:

- a) Receive progress reports from the contractor (the contractor may hold a progress meeting, sometimes called a production meeting, with sub-contractors prior to the construction progress meeting).
- b) Receive progress reports from the consultant team.
- c) Receive cost reports from the cost consultant.
- d) Receive records of sub-contractors and labor on site.
- e) Receive progress photos (which may be required from the contractor if included in the preliminaries, or may sometimes be commissioned separately by the client).

They are also an opportunity to discuss major issues raised, such as:

- a) Any special circumstances which may affect the contract at any stage.
- b) Testing regimes.
- c) Mock-ups.
- d) Quality issues.
- e) Weather reports.
- f) Issues that may impact on costs.
- g) Health and safety issues.
- h) Issues with neighbours (such as noise, dust, vibrations, rights of light, access, safety, etc.).
- i) Off-site fabrication and off-site payments.
- j) Earned value analysis.
- k) Design issues.
- l) Warranties.
- m) Look ahead to the next period (including specific requirements for progress photos during the next period, which may include off-site fabrication photos)

PM 1 further added that random site inspections are also conducted on daily basis these were carried out by the professional team specifically the project engineer, contractor and the DHS construction Manager. This was done to ensure that the daily site proceedings are carried out accordingly and to specifications. On the hand **Quality Assessor 1** indicated that the Random site inspections were in most cases not fruitful. This was the case because their observations were not observed by the contractor.

b) Housing Quality Control

Housing quality control is an important part of any project. **PM 1 , PM 2 Assessor 1, Assessor 2, Contractor 1 and Contractor 2** agreed that it is of utmost importance that stringent project monitoring measures are applied during the construction stage in order to ensure the production of a quality housing product.

According to **PM 2** DHS in ensuring that quality is kept in check have measures in place. Firstly, by ensuring the procurement of specified material. This is stipulated on the bills of quantities, together with the recommended suppliers in which the contractor is expected to acquire the building material. Secondly a construction manager on site, amongst his responsibilities is to do regular checks and approval of the procured material. The contractor is expected to provide material samples for approval by the Project Engineer, before acquiring the material. **PM 1** indicated that in ensuring quality the DHS utilises the services of the NHBRC Inspectors whose main focus is quality housing units.

Information box 2. NHBRC Contractual Responsibility

“With the NHBRC on board the contractor cannot afford to compromise on quality. Any compromise is identified and the contractor is expected to rectify. Having to correct mistakes may lead to time and budgetary constraints to the contractor. This may greatly affect the contractor’s cash flow. If the contractor exceeds the stipulated contract period penalties are imposed. It is therefore of the contractors benefit that he procures the specified material, and produce quality standard workmanship to ensure the project is completed on time and within the tendered price.”

The sentiments were also shared by assessor 1, and this is despite the challenges they face in carrying out the site inspections.

c) Housing Budget Control

According to **PM 2** in ensuring that the project is executed within budget, and also to avoid scope creep budget control is exercised. In the Illovo project this was a challenge as there were unforeseen costs due to additions to a design and they had a cost implication.

Information box 3. DHS Project Managers Contractual Responsibilities

“As much as we tried to stick to the original specification and drawings there were unforeseen circumstances. This was as a result of a rock emerging during the excavation of foundations, standing time claim by the contractor due to community unrest and protests. However In ensuring that the unforeseen circumstances are catered for in the bills of quantities there is a sum contingency allocation. The contingency amount is 15% of the contract sum.”

PM 1 revealed that the department uses the subsidy quantum tool to monitor the expenditure in each project. A subsidy Quantum is a fixed budgetary sum allocated for the low cost housing projects, in a period of five years and this poses a great threat to the success of the project. **PM 2** added that due to the nature of the subsidy quantum being budgeted for a period of five years, after a period of three years the project is bound to be under budget as it was the case with the case study. Increased material costs, construction cost escalations and professional costs were a challenge. **PM 2** also attributed the challenge to continuous improvement of building material, which led to the alteration of specifications. Discontinued material products prompted the change of project scope as a result the project budget was stretched added **PM 2**

5.4.2 Project Implementation challenges

The role played by the NHBRC as indicated by the **Quality assessors**, is to ensure adherence to regulations and quality standards. **Assessor 2** stated that this is achieved with reference to the industry regulations Sans 10400 document, and a Home building manual.

Assessor 2 responding on the challenges faced in project implementation by saying

Information box 4. DHS Project managers contractual responsibilities

“The NHBRC also acts as a policing body to Home builders thus it is by law that every contractor aspiring to enter the business of building homes be registered with the organisation. With the affiliation of any member found in default is disciplined within the hospices of the NHBRC. This is a clear indication of the good intentions of the establishment of the NHBRC”.

Assessor1 revealed that at Illovo Township Project as much as they tried their best to ensure compliance, they met resistance from the contractors. They also did not get enough support from the DHS officials. **Assessor 2** indicated that their main duty is to monitor and control quality. They have a clear mandate, and it to ensure that quality is achieved regardless the situation on the ground. The respondent’s interest is solely on quality and not on numbers. **Assessor 1** revealed that in some instances the DHS officials seem to focus on the quantity number of houses produced neglecting the importance of quality.

Assessor 1 responding on the question regarding the challenges faced in project implementation was quoted as saying.

Information box 3. NHBRC Officials Response to Building Regulations

“My belief is that we are all professionals and we should be guided the same standards as professionals from the different departments. We call ourselves technical people whether NHBRC is present or not I believe everyone must be guided by the documents regulated by the industry, when you see something wrong and be able to pin point to the sans 10400”

Assessor 2 indicated that accountability, budgets and time frames have been a major concern at the Illovo Township project. Quantity took precedence over quality. Accountability was lacking where no one wanted to take responsibility in ensuring that quality prioritised. The project Budget was stretched due to standing time, and the project

contract period were not realistic. **Assessor 2** in his responses on challenges faced in project implementation was quoted as saying.

Information box 3. NHBRC Officials Response to project time cost and quality

"It would be wrong to assume that the DHS officials are not interested on the quality of the low cost houses. One should understand that these projects have a set time frame, and there are budget allocations within the stipulated time frame. It is therefore clear that the DHS officials are under a lot of pressure to deliver in a somewhat limited time frame. Despite the Good intentions, the circumstances do not permit satisfactory performance."

This is one of the challenges the South African Government is continuously faced with. This is also similar to the challenges faced by the Indian government after independence. The countries found themselves in a dichotomy of providing for its poor and previously disadvantaged majority, and on the other hand promoting developmental ideologies.

The welfare state and developmental theory ideologies were in continuous conflict throughout the housing policy transition. As evident from the respondent's comments because of pressure to deliver houses in numbers quality has been continuously side-lined. Production in numbers has become a high priority in the expense of welfare, justice and ethics.

5.4.3 The role of Contractors

With the number of years of experience and the number of projects the construction companies have, it should be assumed contractors have vast knowledge in the field thus eliminating room for mistakes. On the contrary the constructed houses are characterised with defects which are a result of poor workmanship. **Contractor 1** largely attributes the challenges encountered to tight project time frames and labour issues, such as the use of local labour which is predominantly unskilled.

The respondent sited that the contract period allocated to these projects is very minimal. This is regardless the expectation to employ the community labour, who is predominantly unskilled. There is little or no time to double check the work done. These challenges has resulted to poor workmanship on the part of the contractors added **Contractor 2**. In the site

observations carried during the study evidence of poor workmanship and usage of substandard building material was established as indicated.

What is evident in figures 6 and 7 below is the condition of these houses indicating a number of defects. Broken window handles and doors with broken handles and are not closing, occupants had to use timber pallets and stones to close the doors from the outside.

These defects pose a great danger to the occupants as the houses can be easily broken into, compromising the safety of occupants. The bad conditions of windows and doors can be attributed to poor material quality, and due to bad siting as they are exposed to elements such as direct rain and sunlight.

Picture 6: (typology 1, phase 1)



Source: from field survey (2017)

Picture 7: (typology 1, phase 1)



Source: from field survey (2017)

Picture 8 below clearly indicates poor workmanship and lack of monitoring. There are no block lintels to bridge the door openings, the door frames simply cannot carry the load exerted by the cement blocks and roof above. The cracks are therefore a resulting factor. Some of the doors are not easy to open as they are compressed by the walls above. It is either the block lintels were not specified for these or they were simply not utilised regardless.

Picture 8: (Typology 1, Phase 1)



Source: from field survey (2017)

Picture 9 below shows floors waterlogged as a result of water seepage through foundations and walls. This may be as a result of foundation slab insufficiently waterproofed and foundation walls as well. On the other hand due the severity of the seepages, it is very likely that there was no waterproofing done at all. Again this is a cause of concern, as to how was a very critical omission overlooked. This also has a possibility of damaging occupants' and their belongings.

Picture 9: (Typology 1 Phase 1)



Source: from field survey (2017)

5.4.4 Skills and labour

Labour issues are the biggest challenge faced by the construction industry. In the construction of low-cost housing it is a requirement that 50% of the contractor's labour is acquired from the local community, where the project is based. According to **PM1** this requirement is stipulated on the notes to tenderers, and there is a budgetary allocation for a CLO (Community Liaison Officer). **PM1** indicated that the duties of the CLO are to act as a mediator between the contractor and the community. The CLO also assists in identifying the community labour, and appointed in liaison with the Ward councillor. All the respondents revealed that the community had high expectations in these projects in terms of getting employment. This rendered an unfavourable working environment for the contractors. The Labour requirements became nonconductive for the contractors to perform. According to

Contractor 2 Additional time is required for skills training for the community for effective participation in the project.

Contractor 2 added that the time allocated for these projects did not allow for skills training. As a result from the pressure exerted by members of the community, the contractors were forced to accommodate more than the required 50%. This challenge poses a great threat to the quality of workmanship **Contractor 2** expounded.

5.4.5 The role of the Ward Councillor

The **Ward Councillor** shared the same sentiments expressed by the other respondents that in many cases, labour from the local community was mostly unskilled. The Ward Councillor noted the challenge of contractors having to employ a large percentage of mostly unskilled labourers, thus resulting to project delays. This has posed a threat to the quality of workmanship. The **Ward Councillor** indicated that his duty is to ensure that the community is well informed of any project implemented in their neighbourhood, and also to highlight their involvement. This helps dispel all undue expectations from the community he added.

The ward councillor in his response to the question about the implementation challenges was quoted as saying.

Figure:7

“Despite the community being well informed of the degree of their involvement in the project, we still experience community protests on the issue of labour”. This without a doubt one of the toughest challenges we face as community leaders, where we are expected to satisfy all parties to expense of a quality product.”

Source : author

The **Ward Councillor** indicated that he has received myriad complaints by the beneficiaries on the quality of the houses. During heavy rains water runs into the houses through walls and the floors. The health of the beneficiaries is threatened by the housing conditions. In the investigations on the randomly selected houses there was alarming water seepages through the walls and water logged floors. It should be noted that the water problem is prevalent on both housing phases, as illustrated by the figures below.

Picture 10, below indicates the damage caused by water on the walls. This is due to the south facing walls, having a smaller overhang thus rainwater hits directly into the walls.

Picture 10: typology 1, phase 1



Source:

from field survey (2017)

Picture 11: below shows water salt residue to internal wall caused by water seepage, and traces of water seepage through windows the external face of walls.

Picture 11: typology 3, Phase 2



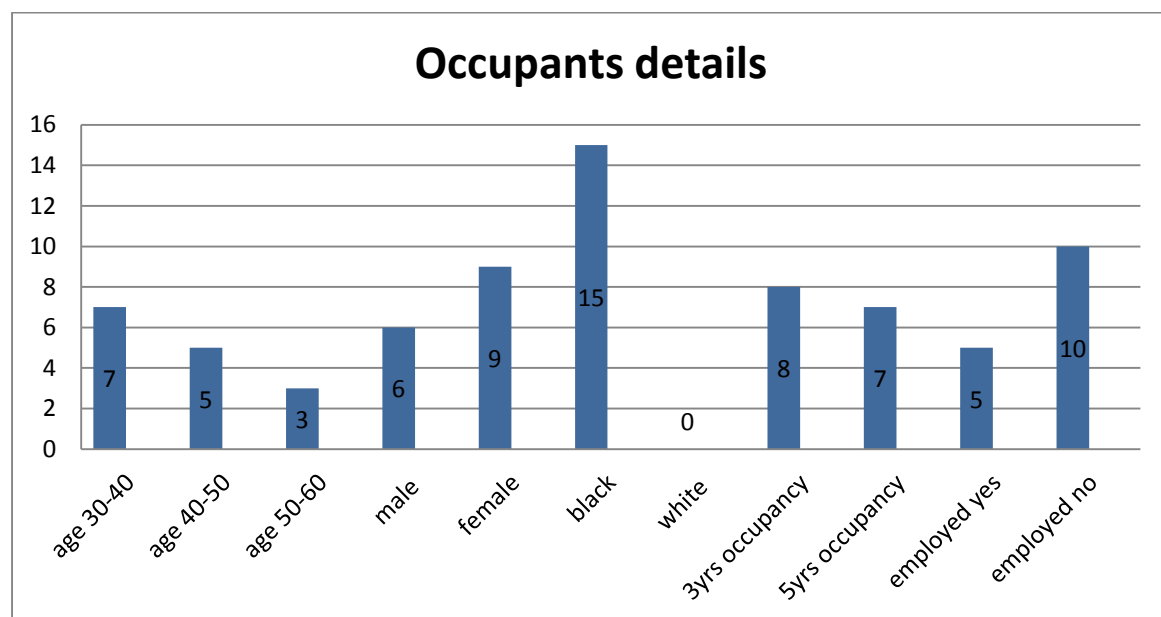
Source: from field survey (2017)

The ward councillor also expressed concern in the manner by which the project was implemented in isolation disregarding the wishes and inputs of the end-users. The ward councillor sited that in most of the challenges which are only discovered at occupation could have been avoided.

5.4.6 Housing Beneficiary findings

Questionnaire Survey Section A: Personal Details of Occupants

Figure 5: beneficiary Personal Details



(Source: Author, 2017)

The reasoning behind this application is from a prospective that low-cost housing occupancy is centered upon fulfilling certain statutory requirements. These include:

- Age and Gender: the largest number of age group is between the 30-40 years which is an indication that young people have resorted waiting for the government for any form of assistance. When it comes to gender females are a majority.

Race: The housing beneficiaries predominantly black. This is not in line with the BNG housing policy intentions of creating integrated and sustainable human settlements. It also contradicts will the sustainability theory principles. According to (Okewole & Aribigbola

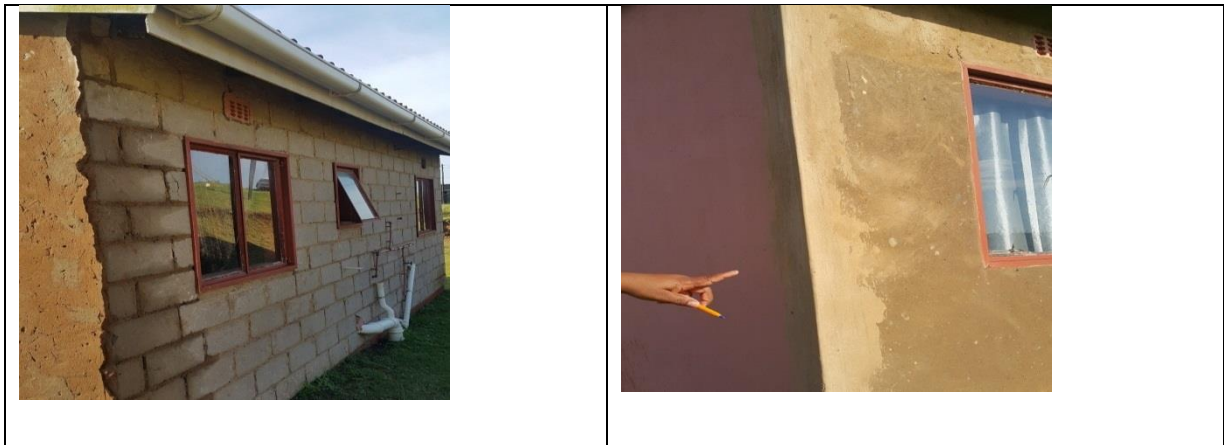
2006) the literature on housing quality is based on commonly used indicators of housing quality to include structural adequacy, neighbourhood quality, residents' perception of neighbourhood safety, level of public services provided, access to work and other amenities, room density and housing affordability. In other words, the definition of housing quality embraces many factors which include the physical condition of the building and other facilities and services that make living in a particular area conducive.

(Okewole & Aribigbola 2006) further emphasise that the quality of housing within any neighbourhood should be such that satisfies minimum health standards and good living standard, but should also be affordable to all categories of households.

- Number of occupants; Duration of occupancy: aimed at addressing concerns/ issues on the amount of living space each house provides and the time periods occupants have been utilizing these homes, placing importance on the quality of life for the occupants.
- Employment and Monthly Income: addressing the issues concerned with the qualifications of home owner subsidies and the abilities of maintaining their homes. During the site observations some of the beneficiaries who can afford took it upon themselves to correct their housing defects.

This is evident on figure 11 where the walls were stripped off the existing plaster to replace with a strong mix of mortar (cement ratio) and thicker plaster. This is an indication that monitoring was lacking in the implementation process, thus the intentions of the BNG housing Policy of creating sustainable human settlements have been greatly compromised.

Figure 12: Existing plaster striped of and replaced



Source: from field survey (2017)

Figure 12 below shows damages to foundations and walls as a result of poor site drainage. It is important to note that despite these houses were built in different Phases, yet they have common problems such as water seepage which is a common challenge on all three typologies despite the five years difference they were completed.

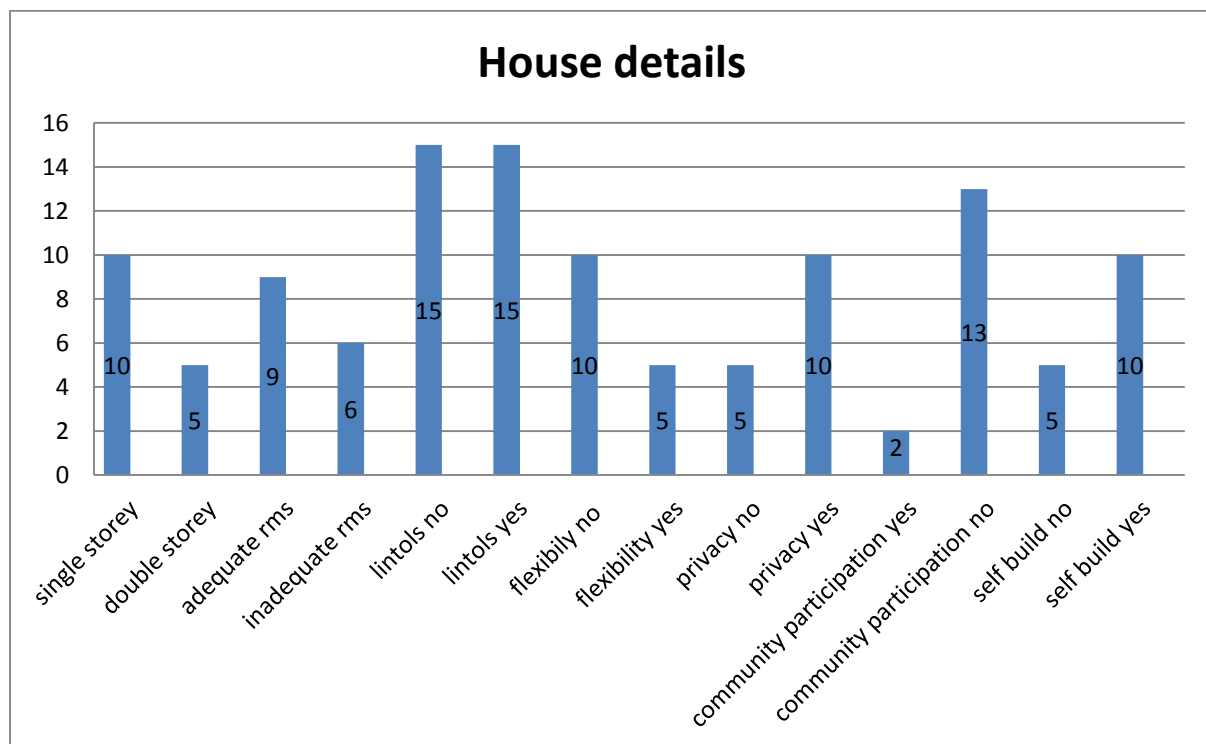
Figure 13: typology 1, phase 1



Source: from field survey (2017)

It is evident that Poor project Monitoring, supervision and evaluation are a resultant of the persistence of implementation challenges. After the completion of the first phase, project evaluation should have been carried out, in order to avoid the repetition of the same mistakes. The gap in policy and implementation emanates from the lack of project evaluation.

Figure 6: bar chart showing house quality details

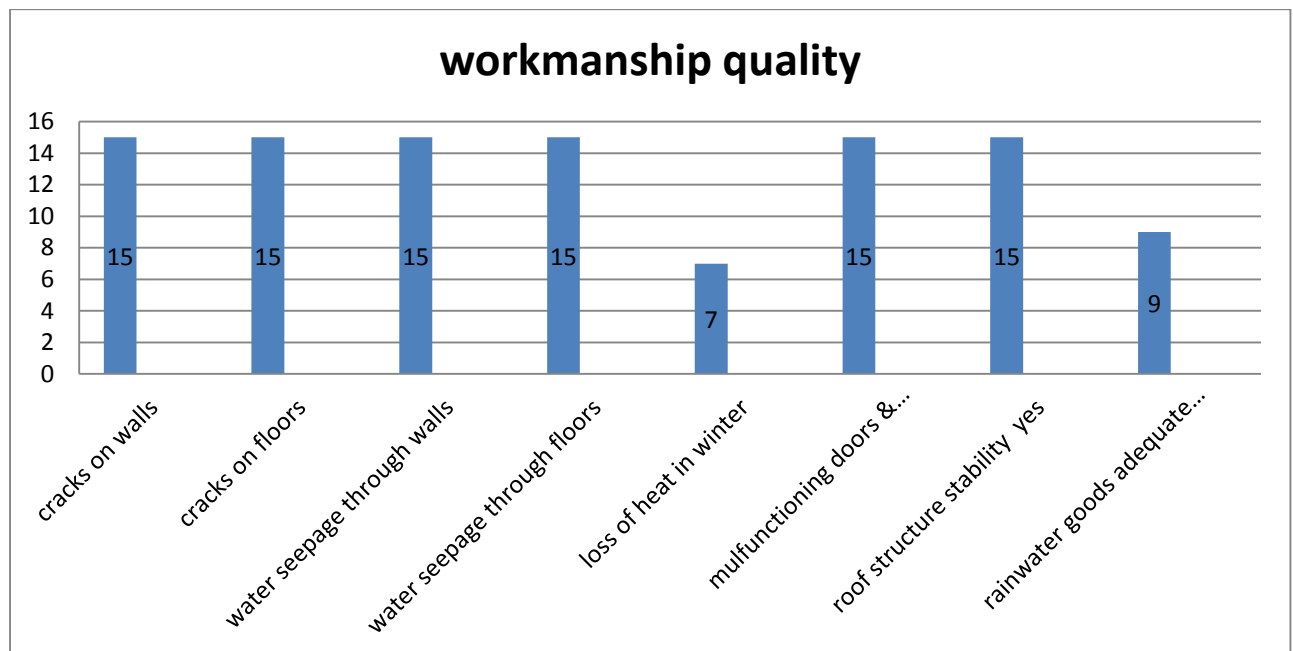


(Source: Author, 2017)

The figure 21 above is indications of how unsatisfactory are the housing conditions to the occupants. Project monitoring has been lacking throughout the construction of the houses. There are critical omissions which are integral to the structural stability of any building. For an example the omission of concrete lintols which have resulted to cracks on window and door openings. The one size fits all model adopted by the government is problematic. Some of the beneficiaries have a large number of family members hence the spaces and rooms are inflexible and inadequate. The beneficiaries feel there should be more community participation in order for their views and preferences to be considered.

Considering the severity of the challenges they face the beneficiaries indicated that it would be better if they would be given the building material, to build their own houses. According to the Breaking New Ground Policy Initiative, it states that community participation should always be a key component of the planning process. The lack of housing beneficiary involvement is another resultant of the gap in policy and implementation.

Figure 7: bar chart showing house quality detail



(Source: Author, 2017)

The graph in figure 22 illustrate that the most common problems in the houses were, cracks on walls and floors, water seepage which. This seems to be a result of poor workmanship it begs a question whether the specified material were procured, and quality control measures were applied.

Figure 13, 14 and 15 shows the common defects found on the built houses:

These consist of cracks on walls water seeping through walls and water logged floors. The broken window handles broken door handles and broken windows which of major concern to the beneficiaries, stating that it poses a threat to their safety. The evidence of Water seepage through the walls and floors, again very concerning to the beneficiaries. Concrete lintols on door and window openings have been omitted. This is one of the causes of the cracks on the walls near the window and door openings. The function of a concrete lintol is to bridge an opening and transfer the loads to the side walls

Figure 14: Common defects typology 1, phase 1



Source: from field survey (2017)

Picture 15: typology 2 and 3 phase 2



Source: from field survey (2017)

Picture 16: typology 2 and 3 phase 2



Source: from field survey (2017)

Figures 16 and 17 above clearly indicate the defects on the houses due to omissions and poor workmanship. During rainy days due to the use of shallow raft foundations which are at the same level with the ground level water is bound to seep through the walls. Some foundations are exposed to soil erosion. This is a result of substandard and poor quality workmanship. These are all evidence of poor monitoring, and they have a great impact to quality, cost and time, and these have a direct impact in the implementation of policy.

Picture 17: water logged site and evidence of water seepage on walls



Source: from field survey (2017)

Picture 18: exposed foundation footings and cracks on walls



Source: from field survey (2017)

CHAPTER SIX

6. Recommendations and conclusion

6.1. Introduction

This chapter presents the research findings that emerged from the data that was collected, using a qualitative method. This data was collected through the use of interviews conducted with the EThekweni Municipality Human settlements Department (EMHSD), project managers, NHBRC officials and implementing agents (contractors) with regards to the implementation and monitoring of the construction process of Low Cost houses in the chosen case study. On site observations were also carried to establish the quality of the built houses. Participant observation played an important role for the researcher to collect information. These helped to reveal the state and condition of the houses. The research findings are then related to the theoretical framework of this study and the BNG policy objectives on sustainable human settlements.

6.2. Summary of findings

The major intention of the study is to identify the Policy gaps resulting in the implementation and monitoring of Low Cost housing construction process in South Africa. In the research findings the study established key elements which are fundamental to the success and or failure of any project. It has been established that Project Monitoring and Evaluation systems are not stringent enough to ensure that quality is maintained in the course of the projects. It came out that not all the officials involved maintain proper project monitoring.

Quality and budget control is another underlying factor which has been found to be detrimental to the failure of the projects. It has been established that numbers of housing units precede quality, thus poor and substandard houses are a resultant. Skills and labour has also been found a major catalyst to the problem at hand. Communication and community participation has also been found lacking. These are fundamental ingredient of a successful project.

6.3. Recommendations

The research findings indicate a number of challenges that emanate from the budget control, quality control and inadequate project monitoring systems. The recommendations to the underlying challenges will be discussed on the following paragraphs.

6.3.1. Budget and Quality control

The budget for low cost housing projects should allow for skills training. Further to this the time allocation for these projects should also be extended. This will afford the contractors time to embark on community skills training, before the construction commences. In that way, a larger number of skilled labourers will be developed from the community. The community will benefit in getting skills and employment. This will empower them further even after the project has been completed. Most importantly, this will help to enhance the quality of the final product.

The regulatory bodies like the NHBRC should be afforded an unconditional opportunity to carry out their mandate. They should work without any interference from any party involved in the implementation of the low-cost houses. Budget allocation of the low cost housing projects is one of the major gaps. The escalating construction and material costs are a key factor. DHS projects have a five year budget allocation.

This budget is reviewed after the five years has lapsed. What happens within the five year period is not considered. Due to that challenge, some of the projects run at a low budget. This leads to compromises of any kind; it may be material workmanship and professional expertise. In the interviews carried out with the Project Managers, NHBRC inspectors and contractors it was found that similar comments were suggested. It was established that the Department of Human Settlements should set more realistic time-frames and provide better budgets in conjunction with better procurement measures being put in place, to allow a better housing product.

6.3.2. Project Management and Monitoring systems

Irrespective of the short time frames allocated to these projects, quality should be prioritised and acknowledged by all parties. Emphasis should not only be on the number of houses rolled out per financial year, quality should also be prioritised. Project Managers, inspectors, professionals and the contractor must strive for excellence in this type on projects. It should be noted that a housing project being dubbed low cost does not mean, it should be of lesser quality and standard, and given lesser attention and expertise unlike the so called top billing houses.

It is necessary that designing professionals, project Manager's Contractors and policy makers, imagine themselves living in these houses. Poor people should not be expected to accept substandard houses regardless the fact that it a gift or subsidy from the Government. In the area of proper project monitoring the officials responsible for the construction of the Illovo township housing project have been found wanting. During the inspections a lot of omissions which are critical to the quality of a structure were observed. When Omissions such as the concrete lintols are unidentified, they pose a great threat to structural stability and integrity. In order to address the challenge an onsite quality controller or works controller should be employed, to ensure that quality practices are considered throughout the construction process.

This will help address the policy Gap emanating from poor project monitoring. During the study it was established that the defects found in the completed project phases are almost similar, despite the four year difference in project completion. This is a clear indication of the lack of project evaluation. The suggestion is that there should be periodical evaluations carried out throughout the course of the project from inception to project closeout. This will be done in order to ensure that similar mistakes are not repeated in the future. It has been revealed in the Illovo Township project that despite the project having been implemented in different phases the defects are similar, and this is largely attributed to lack of monitoring and evaluation.

6.3.3. Team coordination

There is a need to foster team synergy, amongst the officials, professional team and all parties involved. Roles need to be clearly defined and respected by all parties. Every role player must share a common goal, which according to the suggestion given by all respondents about a successful project. A project of good standard, delivered within the budgetary constraints, on time and most importantly to the satisfaction of the beneficiaries.

Project specifications must be followed at all costs, without fear or favour. The responsibilities of each and every stakeholder must be acknowledged. The recommendations made by the NHBRC quality assessors must be acknowledged and implemented, without any form of resistance from the contractors.

The team must use all available forms of communications, email, cell phones, and verbal, to communicate the proceedings on site and the challenges thereof. The team members must not work in silos, every team member must be aware of the site activities. This will help in flagging matters that need any team member's attention to be addressed immediately.

6.3.4. Skills and labour

During the interviews with the contractors it was revealed that the labour requirements are not conducive for the contractors. There is a need for time allocation for skills training to the overall contract period. And there should be a budget allocated for the training programme. Two-year project should at least be allocated a six months skills training programme.

This will give the community opportunity to effectively partake in the project, yet the time allocated for these projects does not allow for skills training. This will curb the phenomena of community protests that befalls these projects and other Government community projects. It will also help avoid the contractor being forced to employ unskilled labour even in project stages that requires skills, just to satisfy the community. This initiative will not only help the contractor acquire skilled labour but will also empower the community even long after the project has been completed. The skills acquired will help them solicit employment elsewhere. These skilled will be useful for community members in the maintenance of the built houses.

6.3.5. Data interpretation

The Case study was selected to illustrate concretely the challenges emanating from the implementation of the low cost housing projects, which are a resultant of the policy gap. Disparities in the project tem project monitoring systems, and community expectations together with labour issues are the core challenges. On the other hand it is also an example of how low-income housing projects can be reasonably managed in the face of conflicting demands emanating from different stakeholders.

The findings of the study were able to relate to the literature review theories and concepts. Throughout the study emphasis has been placed on the quality of the housing product and how this can be achieved, in order to create sustainable housing settlements. This is in line with the BNG housing policy its key objective is to create sustainable human settlements. According to the BNG Policy, in enhancing the Housing Product there is a need to develop more appropriate settlement designs and housing products and to ensure appropriate housing quality in both the urban and rural environments (Department of Housing (DoH). 2004). The concepts of project management, monitoring and evaluation came to play, where it became evident that these were not properly executed in this particular project hence the policy gap. According to IFAD, (1999) monitoring refers to an ongoing process focused on the assessment of projects, programmes and those day-to-day activities and deliverables required for their achievement, with performance tracked through data collection and reviews. This process runs from project inception to project closeout.

When it comes to project evaluation the study revealed that there is no evaluation carried out to ensure the repetition of mistakes is nullified. This is as stated in DPME, (2011) that evaluation is time-bound and periodic in nature, taking place at particular intervals before (serving as a determinative evaluation), during (thereby aiding improvements) or at the end of a project or programme (serving as a summative evaluation) (DPME, 2011). Again this process runs from project inception to project closeout.

The theories of the study were also justified where we see the good intentions of policy and the South African government being dragged on the ground simply because of the nature of the projects. The negligence on the part of some officials was questioned as to whether; it is because the projects are meant for the poor who have no say and will simply accept what has been offered regardless the standard.

According (Learning, 2005) the State's aspiration to correct a half century of purposefully discriminatory social policies in education, housing, employment, politics, and welfare, has resulted in one of the largest social welfare systems in the world. This requires both resources and appropriate management strategies if it is going to succeed. Because of the adoption of the welfare policy South Africa has produced citizens who are dependent on the Government for the provision of housing. This has greatly impacts on service delivery where the officials may be tempted to be impartial stringent measures to ensure quality, due to collusion with the implementing agents.

6.4. Conclusion

The study was able to establish that the policy gaps exist in the implementation and monitoring of the South African low-cost housing projects. Quality control and budget allocation of the low cost housing projects has been identified as one of the causes of the policy gabs. The escalating construction and material costs are a key factor. DHS projects have a five year budget allocation. This budget is reviewed after the five years has lapsed. What happens within the five year period is not considered. Due to that challenge some of the projects run at a low budget. This leads to compromises of any kind; it may be building material workmanship and professional expertise.

Coordination is also a key factor. With the interview conducted with the NHBRC Quality Assessors, it became evident that coordination amongst the officials is a major challenge. The gap between legislature and housing implementation is as a result of low cost housing projects exceeding their completion programmes. These houses are poorly built to the dissatisfaction of the end-user. Skills and labour has also been identified as a gap. There is a need for time allocation for skills training in the contract period. And there should be a

budget allocated for the training programme Two-year project should at least be allocated a six months skills training programme. Lack of Beneficiary involvement is another factor resulting to the policy gap. Beneficiary involvement in the construction of low cost housing projects is minimal, and this is a cause of great concern. Beneficiaries are only involved in the application and identification of the housing subsidy. At a lesser extent some of the beneficiaries are employed by the contractor as labour. In most cases beneficiaries are mostly involved in the occupation of the housing units. It is at the occupation stage where the quality challenges are manifest and have a huge impact in the lives of the beneficiaries. The study has proven that there are policy gaps in the implementation and monitoring of South Africa low cost housing which have led to the delivery of poor quality and substandard houses. The hypothesis is therefore accepted.

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APPENDIXES

Appendix A- Letter of Consent

UKZN HUMANITIES AND SOCIAL SCIENCES RESEARCH ETHICS COMMITTEE (HSSREC)

APPLICATION FOR ETHICS APPROVAL

For research with human participants

INFORMED CONSENT RESOURCE TEMPLATE

Information Sheet and Consent to Participate in Research

20 August 2015

Dear

My name is Thulani Dlamini, a student from University of KwaZulu-Natal, in the school of Built Environment and Development Studies, enrolled in the discipline of Housing.

Contact Details:

Email address: thulani.dlamini@durban.gov.za

Cellphone: 0825511802

You are being invited to consider participating in a study that involves investigating legislative gaps in the implementation management and monitoring of the low cost housing projects in South Africa the case study of Illovo Township in eThekweni Municipality. The aim and purpose of this research study is to unpack the challenges associated with youth

unemployment and its effects on social sustainability of urban settlements. This study is expected to enroll a total of 80 participants, one of which will be the Municipal project Manager under the housing unit of eThekweni Municipality, the councilor of Illovo and the remaining 78 will be the residents of Illovo Township.

It will involve the following procedures:

- 1. Conducting interviews**
- 2. Conducting questionnaires**
- 3. Observations of public consultation processes and meetings**

The duration of your participation if you choose to enroll and remain in the study is expected to be a minimum of 20 minutes

We hope that the study will create benefits of putting the study area in the forefront of academic material, but most importantly will provide no direct benefits to participants.

In the event of any problems or concerns/questions, you may contact the researcher at 0825511802/ thulani.dlamini@durban.gov.za or the UKZN Humanities & Social Sciences Research Ethics Committee, contact details as follows:

UKZN HUMANITIES AND SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION

Research Office, Westville Campus

Govan Mbeki Building

Private Bag X 54001

Durban

4000

KwaZulu-Natal, South Africa

Tel: 27 31 2604557- Fax: 27 31 2604609

Email: HSSREC@ukzn.ac.za

Participating in this research is voluntary, and in the event of withdrawal of any participation of the participants will not incur penalty or loss of treatment or other benefit to which they are normally entitled.

The protection of any participants confidentiality will be kept using pseudo names. Data collected will be stored at the University for academic purposes for a period of five years and will be shredded thereafter.

With Thanks

Thulani Dlamini

.....
.....CONSENT

I..... have been informed about the study entitled: **investigating legislative gaps in the implementation management and monitoring of the low cost housing projects in South Africa the case study of Illovo Township in eThekweni Municipality, Durban-** by Thulani Dlamini

I understand the purpose and procedures of the study, and have been given an opportunity to answer questions about the study and have had answers to my satisfaction.

I declare that my participation in this study is entirely voluntary and that I may withdraw at any time without affecting any of the benefits that I usually am entitled to.

If I have any further questions/ concerns or queries related to the study, I understand that I may contact the researcher at the contact details provided. If I have any questions or concerns about my right as a study participant, or if I am concerned about an aspect of the study or the researchers then I may contact:

UKZN HUMANITIES AND SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION

Research Office, Westville Campus

Govan Mbeki Building

Private Bag X 54001

Durban

4000

KwaZulu-Natal, South Africa

Tel: 27 31 2604557- Fax: 27 31 2604609

Email: HSSREC@ukzn.ac.za

I hereby provide consent to:

Audio-record my interview/ focus groups	YES/NO
Video-record my interview/ focus group discussion	YES/NO
Use of my photographs for research purposes	YES/NO

Signature of Participant

Date

Signature of Witness

Date

(Where applicable

Appendix B – Questionnaire

Question to Project Managers

Venue	
Date	
Time	
Years in Service	
Name	

1. Project implementation

1.1 What would you consider a successful project?

.....

1.2 How many projects have you successfully managed in the past five years.

.....

implementation with regards to time, cost, and quality? (1-5 = non-satisfactory or 5-10= Satisfactory)

Time	Cost	Quality

2. Policy and Legislature

2.1 Are you familiar with the SABS building standards?

.....

2.2 Are they applied in your projects?

.....

2.3 In your opinion are the building standards useful in ensuring the construction of quality housing.

.....

.....

2.4 What monitoring systems do you have in place to ensure compliance?

.....

.....

2.5 In your opinion what can be done to ensure the implementation of policy and legislation in this type of projects

.....

.....

2.6 What challenges were encountered in the delivery of low cost housing which Impacted on Policy and Legislature Implementation?

.....

.....

3. Procurement criteria

3.1 Which tendering process is the department utilising in acquiring a suitable contractor?

.....

.....

3.2 In your opinion is the applied tendering system effective in ensuring a suitable and qualified contractor is chosen for the projects.

.....

.....

3.3 In your opinion what interventions can be implented to ensure effective tendering processes?

.....

.....

4. Project control and monitoring

4.1 Who are your project team members?

.....

.....

4.2 How was your working relationship with your project team members?

.....

.....

4.3 What role does NHBRC play in the implementation of the low cost housing project

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

4.4 What project monitoring systems do you apply during the course of the project?

.....
.....

4.5 How often do you conduct site progress meetings?

.....
.....

4.5 Who attends the meetings?

.....
.....

4.6 Do you make decisions on site? Design, budgetary decisions.

.....
.....

4.7 Can you describe the decision making on the project?

.....
.....

4.7 How are instructions issued on site (site instruction book etc?)

.....
.....

4.8 Do you conduct random site inspections, and how often?

.....
.....

5. Quality and budget control.

5.1 How do you ensure that the contractor procures specified material?

.....
.....

5.2 How do you ensure the control of quality workmanship in the projects?

.....
.....

5.2 what are the consequences of non-performance

.....
.....

5.3 How do you ensure that project are implemented within budgetary constrains

.....
.....

5.4 What challenges do you encounter that impact on the project budget?

.....
.....

6. Community involvement.

6.1 In your opinion do you think the end-user have a role to play in the construction process

.....
.....

6.2 What percentage labour are the contractors expected to employ from the community?

.....
.....

6.3 Were the community leaders help full in assisting with community labor issues (Councilor and CLO?)

.....
.....

6.4 Did you consider the needs of the community before finalizing the project?

.....
.....

Question to NHBRC Officials

Venue	
Date	
Time	
Years in Service	
Name	

1. Project implementation

1.1 What would you consider a successful project?

.....

.....

1.2 How many projects have you inspected managed in the past five years?

.....

.....

1.3 What role is played by your organization in the construction of low cost housing?

.....

.....

1.4 Describe your working relationship with the other officials involved especially from DHS officials

.....

.....

2. Project monitoring

2.1 What challenges do you face on site during inspections

.....

.....

2.2 Describe your experience during inspections, ie access to site?

.....

.....

2.3 Are your requirements received without protest or opposition from the contractor?

.....
.....

3. Communication

3.1 How are your observations related to the project team?

.....
.....

3.2 Do you take part in joint inspections or your inspections are done separately

.....
.....

3.3 Are your observations followed through, and what are your specific areas of interest.

.....
.....

3.4 In your opinion what can be done to ensure the implementation of policy and legislation in this type of projects

.....
.....

3.5 In your opinion do you think the end-user have a role to play in the construction process

.....
.....

Question to Contractors

1. Project implementation

1.1 What would you consider a successful project?

.....
.....

1.2 How many low cost housing projects have you undertaken in the past five years?

.....
.....

1.3 Have you success fully undertaken any projects of similar nature for the department of human settlements in the past five years?

.....

.....

2. Legislature

2.1 Do you have knowledge of the SABS building standards?

.....

.....

2.2 Do you think they should be applied in any project?

.....

.....

2.3 In your opinion are the building standards useful in ensuring the construction of quality housing.

.....

.....

2.4 Did you adhere to the standards during the construction phase?

.....

.....

2.5 Are you aware of the consequences of not complying with the building standards?

.....

.....

3. Regulatory bodies

3.1 Do you have any knowledge about the CIDB grading?

.....

.....

3.2 Is your company registered with CIDB, if yes what is your CIDB grade?

.....

.....

3.3 Is your company registered with NHBRC

.....

.....

3.4 Do you have knowledge on the role played by NHBRC

.....
.....

3.5 How often did NHBRC officials visit your site during the course of the project?

.....
.....

3.6 Were you in agreement with their observations and recommendations

.....
.....

4. Project management and monitoring

4.1 How would you describe your working relationship with the project manager?

.....
.....

4.2 Did you get all required information timeously and efficiently?

.....
.....

4.3 How often were site progress meetings conducted during the course of the project?

.....
.....

4.4 How often were site inspections conducted in the course of the project?

.....
.....

4.5 Were the lines of communication clear?

.....
.....

4.6 Who issued site instructions?

.....
.....

4.7 How were the instructions documented?

.....
.....

4.8 How did you ensure the control of quality workmanship in the projects?

.....
.....

5. Human resource

5.1 What percentage of your staff is skilled and unskilled labor?

.....
.....

5.2 What percentage of your labor came from the community?

.....
.....

5.3 Were you able to acquire skilled labor from the community?

.....
.....

5.4 How was your working relationship with the community leaders (Councilor and CLO?)

.....
.....

6. Labor relations

6.1 Was the CLO effective in his or her role?

.....
.....

6.2 What were the expectations of the community and how did you handle them?

.....
.....

6.3 In your opinion are the labor requirements conducive for success of low cost housing projects

.....
.....

6.4 In your opinion what constitutes a successful project?

.....
.....

6.5 Do you think the end-user have a role to play in the construction process?

.....

.....

QUESTIONS TO WARD COUNCILLOR

1.

1.1 how many years have you been in the office?

.....

.....

1.2 How many Low Cost Housing Projects have you administered?

.....

.....

1.3 What are your concerns with regards to the quality of the houses?

.....

.....

1.4 Are you aware of any complaints from the beneficiaries on the housing defects?

.....

.....

1.5 What is the involvement of the community in the implementation of the housing projects?

.....

.....

1.5 Are you satisfied with the level of beneficiary involvement in the implementation of the project?

.....

.....

APENDIX C

Questionnaire

Community survey on low-cost housing condition

SECTION A

Personal Details of the Occupant

1.1 Address

1.2 Age

1.3 Gender

1.4 Race

1.5 Duration of occupancy

1.6 Number of Occupants

SECTION B

Details of the House

2.3 Do you think the number of rooms you have in your home are?

Adequate	Inadequate
----------	------------

2.5 How many stories is your house?

Single storey	Double storey
---------------	---------------

2.10 were block lintels used in the construction of your house?

Yes	No	Not sure
-----	----	----------

3.1 Does the house offer you enough privacy?

Yes	No	Not sure
-----	----	----------

Does the house offer enough flexibility?

Yes	No	Not sure
-----	----	----------

Do you think the community must have more say when it comes to the design of these houses?

Yes	No	Not sure
-----	----	----------

If you were given material to build your house would you feel more satisfied?

Yes	No	Not sure
-----	----	----------

SECTION C

Workmanship Quality

4.1 Which of the problems in the table below are related to your own house?

Indicate with a tick either in the “Yes” or “No” column and give it a rating on the scale from 1-3, 1 minimal, 2 being moderate and 3 being bad conditions.

Possible faults	Yes	No	1	2	3
Crack on the walls					
Cracks on the floors					
Water seepage through walls					
Water seepage through floors					
Loss of heat during the winter months.					
Problems concerning window and door fittings.					
Roof structure unstable.					
Paint work on the walls cracking or chipping off.					
Plaster work not preventing water penetration into the house causing dampness.					
Rainwater Disposal e.g. Gutters and Down pipes not in a good condition to serve their purpose.					