

**UNIVERSITY OF KWAZULU-NATAL**

**The Impact of Rural Housing Development in South Africa: A  
Case Study of Isimahla in Ugu District Municipality**

**By**

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# **DECLARATION**

I, Nokuthula Olga Dlamini, declare that,

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- (ii) This dissertation/thesis has not been submitted for any degree or examination at any other university.
- (iii) This dissertation/thesis does not contain other persons' data, pictures, graphs or other information, unless specifically acknowledged as being sourced from other persons.
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## **ABSTRACT**

The study is about the impact of housing development in the KwaZulu-Natal traditional authority areas under the ownership of Ingonyama Trust Board. These pieces of land are under administration of the Chiefs (Amakhosi). A case study of Isimahla Rural Housing Project had been utilised to reach provable findings. It was one of the first rural developments established on the basis of the Additional Rural Guidelines (as amended) that advanced to an implementation stage; approximately 500 houses or top structures were constructed by 2007. The researcher has chosen this topic because it has an involvement of the elements of systems theory and complexity. Through complexity something new is normally established because complex systems have a way of self-organizing and change could be intentional or unintentional. Another reason for choosing the topic is the researcher's working experience where rural housing development is a key performance area. Rural Housing Development is one of the main priorities of the MEC for Housing in KwaZulu-Natal.

The KwaZulu-Natal Department of Housing developed the guidelines for rural housing in 2003 to enable the delivery of housing in the deeper rural areas. There were concerns from the traditional leaders with respect to their authority and powers. Concerns included the alienation of land, ownership of the project

and the role of the traditional council. There was confusion regarding the initiation of rural projects. In addition, major causes of concerns amongst traditional leaders were based on the planning process. There was a perception that a set-up like urban township settlements would be formed.

To overcome the abovementioned concerns the Provincial Department of Housing created a partnership with the chiefs and all other relevant stakeholders involved in rural development. The Additional Rural Guidelines (2003) were then amended to accommodate such a partnership. The amended guidelines mainly focused on the following elements:

- The acknowledgement of the existing functional tenure as an acceptable form of tenure for rural housing developments
- The housing norms and standards do not apply to the level of services in rural developments, but do apply to the top structures
- The introduction of the Global Positioning System (GPS) as an acceptable methodology for positioning beneficiary sites
- The National Home Builders Regulations Council (NHBRC) registrations do not apply to rural development
- Outlining the roles and responsibilities of the key stakeholders in the rural development process.

There were a greater number of projects approved by Department of Housing (DoH) in almost all the municipalities of KwaZulu-Natal after the launch of the Additional Guidelines, but in 2008 some of them had not yet advanced to the implementation stage. The Isimahla Rural Housing Project, based at Vulamehlo Municipality under the Ugu District Council has outshone the other rural projects. The study was to get an understanding as to whether rural development creates job opportunities for the local people, equipped local community beneficiaries with necessary skills in building and administration addressed land tenure issues and brought about sustainable development.

Briefly, the utilization of Checkland's epistemology on soft systems methodology assisted to reach some findings in the complexities facing rural housing development. What came out clearly is that integrated development needs to be vigorously implemented for rural development to be sustainable, managing of partnerships and stakeholder participation, utilization of project management principles and adherence to the principles of spatial development planning. There should be training and development, homestead gardening and subsistence farming to achieve sustainable development through integrated development planning by the municipalities of KwaZulu-Natal. The findings could help rural housing stakeholders in improving the practice and improve delivery. It could also assist in the current debate on rural development that is part of the policy review

by the Provincial Department of Housing KwaZulu-Natal. Due to tight schedule to complete the study the findings could not be implemented as per Checkland's soft systems methodology, but they could be of use in the future.

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To Bernard Mathey for proofreading and editing, thank you.

## **DEDICATION**

I would like to dedicate this study to “my angel”, my dearest mother, Mrs Nomasabatha Eunice Ngcobo, who passed away during the course of this study. She made me the person I am today.

Thank you, Mum.

“May her soul rest in peace.”

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## **GLOSSARY**

<b>AR</b>	Action Research
<b>CBO</b>	Community Based Organization
<b>CTO</b>	Certificate to Occupy
<b>DC</b>	District Council
<b>DFA</b>	Development Facilitation Act
<b>DLGTA</b>	Department of Local Government and Traditional Affairs
<b>DOH</b>	Department Of Housing
<b>HAS</b>	Human Activity System
<b>HSRC</b>	Human Sciences Research Council
<b>IA</b>	Implementation Agent
<b>IDP</b>	Integrated Development Plan
<b>ISRDP</b>	Integrated Sustainable Rural Development Programme
<b>KZ</b>	KwaZulu
<b>KZN</b>	KwaZulu-Natal
<b>LAA</b>	Land Availability Agreement
<b>LUMS</b>	Land Use Management System
<b>MEC</b>	Member of Executive Council
<b>MIG</b>	Municipal Infrastructure Grant
<b>NHBRC</b>	National Housing Builders Registration Council
<b>NGO</b>	Non Government Organization
<b>PMBOK</b>	Project Management Body of Knowledge
<b>PMI</b>	Project Management Institute
<b>PPT</b>	Project Preparation Trust
<b>PSC</b>	Project Steering Committee
<b>PTO</b>	Permission to Occupy
<b>SDF</b>	Spatial Development Framework
<b>SSM</b>	Soft Systems Methodology

**TAC**      Technical Assessment Committee  
**VIP's**     Ventilated Pit Latrines

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# CHAPTER 1

## OVERVIEW

### 1.1 Title of the Study

The title of the research project is: The impact of rural housing development in South: A case study of Isimahla in Ugu District Municipality.

The focus of this study is the impact of housing development on the land traditionally known as belonging to the Amakhosi. In this study I explore the, creation of employment opportunities, skills development and project sustainability. The study is situated in a pilot project called the Isimahla Rural Housing Project within the local municipality of Vulamehlo in the Ugu District. . The project partially encompasses Wards 3 and 4 of the Vulamehlo Municipality (KZ 211) within the Ugu District Municipality (DC 21) in Southern KwaZulu-Natal. The project area falls under the Isimahla Traditional Authority.

### **1.1.1 Overview**

The study focuses on the impact of rural housing development at the south coast of KwaZulu-Natal region known as the Ugu District Area in the land traditionally administered by Ingonyama Trust Board (ITB). Since the Republic of South Africa became democratic after the 1994 election, rural community development had been lagging behind urban development. It has been more than ten years since South Africa became a democratic country, but the fact remains, not everyone has free access to basic services (Department of Housing, 2005). In terms of the Bill of Rights everyone should have free access to basic services. Basic services include access to affordable shelter, roads, water, etc. People in the urban areas have better access to basic services, whereas rural communities are left behind, hence the mushrooming of slums and informal houses in urban areas where there are job opportunities. This is more prevalent nearby towns and cities where there is the unrealistic and somewhat misguided perception of employment and education opportunities.

The government developed policy guidelines on the provision of basic services. Moreover, the National Department of Housing developed rural housing subsidies in terms of Chapter 11 of the National Housing Code of 1999 (National Housing Code, 1999). The policy had some shortcomings because it did not address the security of tenure issues in the rural areas. It stated that the rural housing subsidy is the subsidy of last resort, whereas in KwaZulu-Natal most people reside in the rural areas. The

Code indicated that functional tenure is the most appropriate security of tenure that could be applicable in the rural traditional land (National Housing Code/NDoH, 2000). Legally, the Ingonyama Trust Board traditionally oversees these sections of land and the chiefs or traditional authorities administer them, although some of the land belongs to the state.

The KwaZulu-Natal (KZN) Provincial Department of Housing developed a policy framework to deal with development on traditional authority land, more specifically the land registered in favour of the ITB. For the government to be able to develop or built low income housing in the ITB land, rural areas where Ingonyama Trust owns the Municipality, Inkosi and land, the ITB Ingonyama Trust has to enter into issue a Development Rights Agreement as consent. The policy framework provides a step by step guide to implement integrated rural housing (attached as Appendix A). These guidelines facilitated an integrated Inkosi who is looking after that particular piece of land should issue a written consent to the development or project development approach for rural housing development but it had several gaps. The guidelines did not provide a mechanism for the provisions of sustainable human settlements which is the economic, social, technical institutional, political and ecological sustainability. The monitoring and evaluation process was not determined to understand the input (resources), outputs (like goods and services or end product), outcomes (behavioural patterns or practices as a result of the rural housing programme) and impacts (effects of rural housing on the beneficiaries) (Integrated Sustainable Rural Development Programme (ISRDP), 2001). The Department of Housing established a development partnership with the KwaZulu-Natal provincial department responsible

for the Local Government and Traditional Affairs. They concluded policy or guidelines. These guidelines were informed by chapter 11 of the National Housing Code (NDoH, 2000). The main reason for the formation of such a partnership was the fact that subsidized low cost housing development could not take place in the traditional authority areas. Another reason was the issue of the chiefs/Amakhosi who had some reservations on the way the projects were introduced and power dynamics emerged. When the government introduced rural housing development in the rural areas (government low cost housing) traditional leader felt that their powers to rule traditional areas will be taken away. Most the information in relation to the resistant of traditional leader was not documented formally. Some of the traditional leaders were concerned that rural communities will be obliged to pay municipal rates if they accept low income housing.

Finally, the Department of Local Government and Traditional Affairs in consultation with the Ingonyama Trust Board developed an information document for assessment of housing projects on the Ingonyama Trust land (DLGTA, 2004). The implementation of rural housing policy framework or guidelines gave light to the implementation of the projects like Isimahla Rural Housing project.

The researcher was part of the team tasked with the function of initiating, designing, executing, monitoring and closing-out the rural housing project in the Ugu District Municipality area of jurisdiction. Almost all the local municipalities in KwaZulu-Natal applied for rural housing development. Since the local municipalities do not have

capacity to package and implement these projects, they had to employ the services of external professionals known as Implementing Agents. Another dilemma was that most of the district municipalities could not budget for the municipal infrastructure grant (MIG) because local municipalities applied for housing subsidies directly to the provincial Department of Housing without notifying district municipalities.

## **1.2 Problem Statement**

The intention of this study was to investigate and obtain insight on the impact of a rural housing development in South Africa using the case study of Isimahla Rural Housing Project located at Vulamehlo Municipality under the Ugu District Council (National Housing Code / NDoH, 1999). An Action Research Method has been used (Bless and Higgson-Simith, 1995) to assist in identifying the problem and outlining a useful intervention strategy. The outcome of the study was expected to highlight problems where they are in existence and assist in making a relevant intervention where necessary.

## **1.2 Purpose of the Study**

The purpose of the study is to learn insightfully from the experiences I have undergone in this project so that my future contributions (McNiff, 2002) will be

hopefully be more effective. (Build on this) My research aims at investigating the practice (White head, 1989) of rural housing programme under the jurisdiction of Amakhosi in KwaZulu-Natal by means of the case study with an intention to improve the programme. I have generated several leading questions which are tackled in the following chapters. The study is aimed at understanding whether the rural housing programme has contributed to:

- a) Creation of new jobs from the construction process.
- b) Providing housing and hence improving the living conditions of rural people.
- c) Equipping people with building skills and to some extent administrative skills.
- d) Addressing the issues of land tenure (land administered by Ingonyama Trust Board).
- e) Providing sustainable development, based on job opportunity created, land ownership and not degrading the environment.

### **1.3 Research Question**

The question this research poses is; in what ways has my contribution to this particular project advanced the cause of rural housing development? What have I learned that informs sustainable development in the tribal areas in terms of meeting the housing needs and appropriate rural housing design that is suitable for rural communities?

### **1.4.1 Subsidiary Questions**

Underlying considerations which are closely related to the topic and which need to be taken into account are:

- What evidence is there that rural housing development been able to create job opportunities for the local communities?
- What kind of contracts and business opportunities has been given to the local people as a consequence of the housing development project?
- In what ways do these rural housing projects address land tenure issues surrounding tribal/traditional areas of the Ingonyama Trust Board?
- What kind of basic services required by rural people, other than housing, are being provided through the subsidy?
- Do the rural people and traditional authority leaders support these projects?
- In what way do housing projects have a bearing on the Land Use Management Systems of the municipalities?
- What environmental impact do rural housing projects have?
- Are the quality issues taken care of in rural housing development?

### **1.5 Definitions of Concepts**

Key concepts or terms that will become central in the course of the study are identified below:

### **1.5.1 Housing**

Housing in this instance is classified in terms of the Bill of Rights of the Constitution of South Africa Act 108 (26) (1) of 1996, which states that everyone has the right to have access to adequate housing (Constitution, 1996; and Clover, 2009). „Housing’ relates to „shelter’ or a „house’ in the simple term of the word.

### **1.5.2 Rural**

Rural areas are mostly characterised by the population size as well as distance from the urban centres. Ugu District Municipality is made up of six local municipalities. Four of these municipalities are 100% rural (Ugu IDP, 2001). The understanding of the term is critical to this study because studies have been conducted on housing subsidy development, but no one has studied the impact of rural housing subsidy development in terms the new guidelines for traditional authorities. The term „rural’ also depicts areas where communities lack basic resources, economic performance and infrastructure (Department of Housing, 2005).

### **1.5.3 Rural Housing Subsidy**

Rural Housing Subsidy is defined as one of the policy instruments or programmes set out in the National Housing Code of 2000 that came about from Section 3(2)(b) of the Housing Act, 1997 (National Housing Code, 1999). This is formulated within the framework that is set out in the Constitution of the Republic of South Africa, 1996 (Act No.108 of 1996). In this study, the expression, „Rural Housing Development’ will be used. It relates to housing projects based in the tribal areas where communities receive informal tenure unlike in the urban areas where there is full tenure and sectional title.

### **1.5.4 Inkosi/Amakhosi**

Inkosi/Amakhosi (chief/s) is or are defined as the Traditional Leader/s who have jurisdiction within a particular traditional authority area in relation to the KwaZulu Natal Amakhosi and Iziphakanyiswa Act 9, (1990).

### **1.5.5 The Ingonyama Trust Board**

The Ingonyama Trust Board is defined by the Act (KwaZulu Natal Ingonyama Trust

Act 3 of 1994), which formed the Trust to confiscate the land, formerly vested in the name of Government of KwaZulu, for and on behalf of the members of the tribes and society dwellers on such land. The Act empowers Traditional Authorities to give permission for the use and development of land. Furthermore, it forms the Board that oversees the interactions of the Trust (Shazi, 1999). It spells out that land which previously belongs to the former KwaZulu Government vested in and be held in trust by the Ingonyama as the trustee of the Ingonyama Trust, on behalf of the members of the clan and commune (Shazi, 1999) and inhabitants cited in the KwaZulu Natal Ingonyama Trust Amendment Act 15 of 1997. It is critical to understand this Act if one is dealing with land use planning in traditional areas, though it primarily provides for the custody of land in the rural tribal area.

## **1.6 Limitations and Delimitation of the Study**

Information on the subject matter is limited which is why this study is exploratory in nature. It has been indicated on 1.1.1, the overview, page 3 on the second paragraph that some of the information on power relations of the traditional authorities was not formally documented. The implementation of rural housing development and sustainable rural housing development is not very limited because practically in South Africa and more specifically KwaZulu-Natal have not been successful implementing on the implementation sustainable rural housing programmes. Buthelezi (2005, 78) alluded to the fact that “the shortage of relevant literature or information made the researcher to utilize the available resources and

also rely a lot on the practical experiences in this field of housing". The researcher in this study confronted the shortage of literature hence the use of practical experiences and non-academic material have been utilised in development. However, it is believed that the insight generated from this study will be constructive in addressing „real-world problems' existing in the rural areas.

## **1.7 Significance of the Study**

This study opens a window of opportunity for service delivery in the land traditionally owned by Ingonyama Trust Board administered by Amakhosi since the Provincial Department of Housing in KwaZulu-Natal introduced the amended rural guidelines in September 2005. These guidelines were amended in order to deal with planning matters related to the settlements in tribal areas under the Amakhosi (chiefs) and „packaging process' of these projects. In these areas people do not receive full title but permission to occupy (PTOs) with the blessing of the relevant Inkosi having jurisdiction, (Phillips and Pugh, 1998). In the rural areas under Ingonyama Trust Board communities do not own the land and if the housing projects are implemented, their tenure arrangements are changed to full title. In terms of the Department of Local Government and Traditional Affairs (2004) settlements on the traditional authorities should not be densified as in the urban areas. Only one house should be built on a homestead (DLGTA, 2004). Even though this study is exploratory in nature, it is also believed that it can generate useful information that will subsequently contribute to expanding the currently restricted information on the

subject under enquiry. There have been few documented studies of information on rural housing development in the South African context, more specifically on the functional tenure or Ingonyama Trust land. The researcher has a limited role in influencing change because political intervention could assist in achieving sustainable rural development. The researcher believe that if the national, provincial, local government could work together to plan, budget and implement rural housing development, sustainable development could be achieved.

## **1.8 Research Design**

### **1.8.1 Research Approaches and Paradigms**

This enquiry is based on the action research approach. Kemmis and McTaggart (1988) defined this process as:

“A form of self-reflective enquiry undertaken by participants in social situations in order to improve the rationality and justice of (a) their own social or educational practices, (b) their understanding of these practices, and (c) the situations which these practices are carried out. It is most rationally empowering when undertaken by participants collaboratively, though it is often undertaken by individuals, and sometimes in collaboration with outsiders” (Kemmis, and McTaggart 1988: 6).

Action research is considered as a tool concerned with solving particular problems facing communities and it provides a way of spreading the understanding gained through research to people and communities who can benefit from those findings (Bless and Higson-Smith, 1995: 61). The problem that has been identified requires

resolution. It is therefore felt necessary to employ the Action Research (AR) paradigm.

The stakeholders are community beneficiaries, provincial government officials, municipality officials, local community leaders, traditional authority leaders and other professional organizations involved in project co-ordination/packaging and development.

### **1.8.2 Methodology of the Study**

The methodology engaged is the Soft Systems Methodology (SSM) that is viewed as a significant Action Research Methodology (Checkland, 1992). It is believed that the use of this methodology facilitated better understanding of the problem and better ways of finding resolution. In Lockett, Ngubane and Memela (2001; 523) “one of the criticisms levelled against Soft Systems Methodology is that it is aimed at reaching accommodation and consensus through open debate and some voices may be marginalized in those situations at an onset”. As per Checkland (1981) epistemology it is difficult to clearly articulate values and goals of a particular problem situation at the onset. For example it is not easy to identify deep-seated political conflict at the first meeting with the focus group or community. That is why he (Checkland) developed a systems methodology with seven activities (phases/stages) of an action research process. Briefly:

- Stage 1: the researcher entered the ill-defined problem situation with an intention of improving the system.
- Stage 2: this was done through an investigation, semi-structured interviews, group facilitation (attending project steering committee meetings (PSC) and technical meetings), conducting information sessions and developing a rich picture, symbolising representation of the key actors and relations between them (Igben, 1986). A rich picture captured attitudes, norms, values and power relationships.
- Stage 3: At this stage, the root definition is identified as an intervention tool into a real world situation because it is statement defining the problematic situation. It also modifies inputs into outputs (Checkland and Scholes, 1990).
- Stage 4: The researcher constructed a theoretical representation of a conceptual model, cited in the root definitions, specified on chapter 4.
- Stage 5: In terms of Checkland's methodology the researcher compared the model with the real world.
- Stage 6: possible advantageous and reasonable changes were generated.
- Stage 7: through consensus, possible action is developed to improve the problem situation (Checkland, 1981).

The staged approach assists in dealing with the complexity of creating sustainable rural settlements.

### **1.8.3 Methods of Data Collection**

An Action Research Method was applied incorporating semi-structured interviews, case study, focus groups, semi interviews and soft systems methodology as per Checkland's epistemology. It was utilized as method of assembling information. It is therefore assumed that the application of more than one technique is valuable to produce and validate facts discussed (in SSM on chapter 4 of the study).

### **1.8.4 Data Analysis**

Data analysis entailed reviewing data that has been collected using the already identified data collection methods as paragraph above. The information gathered through literature review was also analysed in a natural environment. It is therefore believed that the information that emerged from the natural setting was valuable because it provided rich „context-bound' information that lead to patterns or theories to help explain a phenomenon under study, Creswell (2003).

## **1.9 The Outcomes of the Study**

One has to enter a “real world” position attempting both to improve and acquire

understanding, (Checkland and Holwell, 1998). The result of the study is therefore highlighted problems that exist and to assist in making a relevant intervention where necessary. It is important to note that the outcome of the study is not an absolute one. As Checkland and Holwell (1998:12) stated that social phenomenon are not homogeneous throughout time, but are created and recreated in continuous social process.

The study conducted by Mthembu (2001) tried to bridge the information gap in relation to rural housing development, but the question of sustainability of these projects is still left unanswered. Therefore, this research tries to bridge this gap and explores the impact of such development within rural areas. Rural guidelines introduced in 2004 to assess rural housing projects on Ingonyama Trust land do cater for sustainable housing development. These guidelines were introduced because it was not easy to package housing projects situated in tribal land due to dynamics in relation to Land Use Management System (LUMS) in the tribal areas having been totally excluded from the formal planning. The difficulty was said to be due to the system of allocation of land and management that existed in the traditional areas (Municipal Systems Act, 32 of 2001). The literature in later chapters deals with rural housing development in a broader perspective and includes methodology and theories which could be utilised to achieve sustainable rural development.

Finally, it would be interesting to understand whether housing projects have any impact on the environment in rural areas. The researcher spent some time in the

community to determine the needs of the community featured in the case study and work together with the focus groups to develop input and output which informed recommendations and conclusions.

# CHAPTER 2

## LITERATURE REVIEW

### 2.1 Introduction

How do I contribute to the delivery of sustainable rural housing development as a housing practitioner (McNiff, 2002)? Whitehead (2006) explained the notion of living theory to explain the need for practitioners to develop a theory of practice for themselves which they construct and continuously improve. It is vital to comprehend that there are few academic reports on the study of rural housing development in South Africa (DoH, 2005). This is mainly due to the apartheid regime where the Bantustans were created (Adams, et al, 1999) and most of the development was more focused in the urban areas. However, there is a gap in formal literature on rural housing development regarding South Africa, in particular KwaZulu-Natal. The researcher identified this gap and explored new avenues that have not been investigated before.

This chapter incorporates key concepts in housing, reviewing existing literature on housing and rural housing development and housing subsidy scheme. The theoretical framework influencing the study is based on project management and complexity theories. I would like to explore the question on why I want to research

this issue (McNiff, 2002). I want to talk about my experience in rural housing development as a housing practitioner, where as practitioners we sometimes do not follow the principles of project management in the implementation of these programmes. We need to evaluate whether the programme is reaching our expectations, the rural communities and the government. We need to adhere to time, cost and quality of our housing projects or programmes without compromising one of them. How do we do that? While working within the constraints of the government housing grant, we need to strike a balance between satisfying rural communities and adhering to the housing policy and sticking to the budget. As housing practitioner I have to maximise limited resources by working together through to formation of partnerships. The sector departments and the private sector need to work together to achieve integrated sustainable rural development.

The understanding of complexity theory could assist housing practitioners to deal with social, economic, environmental, and political dynamics facing the housing industry. Interestingly, the two theories have direct link in rural housing development. In order to develop a sustainable rural settlement there should be coordination of activities and deal with complexity and diversity whether it is hard systems or soft systems. Formation of partnerships becomes imperative to achieve holistic development, building capacity for rural communities to be able maintain their own houses, infrastructure and other social amenities. This chapter briefly discusses the global trends on sustainable development.

## 2.2 The Key Concepts in Housing

The key issues influencing housing are different cultural, social, political economic and environmental factors (Buthelezi, 2005). Housing is meant to be more than just houses (Xaba and Beckman, 1999). Furthermore these authors relate to housing as mainly to do with land, roads, storm water drainage and other basic services such as suitable access to water and water disposal and electricity. For a settlement to be sustainable, social amenities such as health facilities, education, security, recreational facilities, open spaces and community services are needed (Xaba and Beckman, 1999). In rural areas the land for building houses is readily available. The rural settlement pattern is dispersed. In rural areas people have enough space that they use according to their needs. The settlement structure provides privacy unlike in urban areas where people have multi-roomed houses that are separated only by walls and this result in minimal privacy (Buthelezi, 2005). Another key concept is the issue of rural-urban linkages that have a huge impact on housing. Buthelezi (2005: 86) argued that rural areas are influenced by „different cultural, social and economic factors that determine the housing design used in that particular area’. In rural areas people are still attached to their customs and cultural patterns hence they use traditional housing. The urban housing on the other hand is influenced by modernity and technology. Urban areas do not have a uniform identity because they consist of people from different backgrounds. People in urban areas have to be economically strong to survive. Therefore, it is inappropriate to apply urban principles in rural areas without modifications because they have different characteristics. Housing in rural areas is under strong urban influence, which has been adopted by private

developers and copy designs used in urban areas. These types of houses do not incorporate history and cultural values for rural dwellers (Buthelezi, 2005).

A housing system will perform effectively only if the whole range of interacting conditions is satisfied, and not if only some requirements are met. This is especially true in rural areas where life is frequently limited to the most essential functions and there is little margin for error. For this reason, survival in rural areas has always been bound up with migration. There are many factors that contribute to migration. To mention just a few, it is said that people migrate due to the poverty because of natural disasters, economic factors and social factors. Buthelezi (2005) stated that some people feel strongly that cultural practices in rural areas are forms of oppression since they represent backwardness. These people leave for urban areas so as to develop and improve their lives. These are people who are attracted by opportunities offered in urban areas compared to their original places. These opportunities include education, housing, schools, basic amenities and good climatic conditions (Buthelezi, 2005). Sustainable rural housing development could be able to deal with the patterns of back migration as Vaughan (1996) called it, once people have lost their jobs in urban areas they will return to rural areas. Sometimes people return to rural areas (their original homesteads) because they are ill and cannot afford expensive urban lifestyle. The question is, how could housing practitioners assist people who have returned to rural areas due to job loss? The rural areas of KwaZulu-Natal are known for sugar cane farming and small scale farming, this industry could be able absorb them but the work is seasonal (McIntosh and Vaughan, 1996). Housing practitioners could equip them with construction skills and

assist to register their own emerging construction companies to the relevant authorities.

## **2.3 Literature Review**

How do I contribute to the improvement of sustainable rural housing development? I have chosen to investigate the sustainability of rural housing development after the DOH in KwaZulu-Natal province amended rural housing guidelines (DoH, 2003 and DLGH&TA, 2004). It is important to evaluate whether these guidelines are assisting rural communities and housing practitioners. The case study enabled me (the researcher) to better understand the problems and finding possible solutions. It is important to understand the history behind the amended rural guidelines (DoH, 2003). This study is underpinned by two policy frameworks which form part of the appendices. These policy frameworks relate to the abovementioned policy on additional rural guidelines for KwaZulu-Natal as amended (DoH, 2003) attached as appendix A and the information document based on the assessment of in-situ housing projects on Ingonyama Trust land (DLGH&TA, 2004), attached as appendix B. The South African National Department of Housing developed the national housing code in the year 1999, (NDoH, 1999). The National Housing Code is an implementation manual or guide for housing practitioners. Chapter 11 of the code deals with the process of putting together and implementation of rural housing in the former homelands area called Bantustans (traditional authority areas) (Adams, Cousins& Manona, (1999) and Ntsebeza, (2005) governed by the Ingonyama Trust

Board. The guidelines on chapter 11 of the code could not be implemented in the rural areas under traditional authorities because a housing subsidy could not be granted on land without the security of tenure (NDoH, 1999). The code referred to rural housing subsidy as subsidy of last resort. This means that a subsidy could be granted to rural communities using other subsidy programmes and not rural housing subsidies due to the fact that the land does not belong to the beneficiaries of housing (NDoH, 1999). The land within the traditional authorities is held in trust by the Ingonyama Trust Board (KZN Ingonyama Trust Board, 1994, 1997). The province of KwaZulu-Natal was the most affected because it has a vast area under the leadership of traditional authorities owned by Ingonyama Trust Board.

The DoH in KZN province developed the guidelines suitable for its circumstances. The additional policy guidelines were developed in 2003 and they were informed by the National Housing Code. The guidelines were further amended in order to incorporate traditional leadership and local authorities or municipalities. They stipulated that a rural housing project to be approved the Inkosi or Traditional Leaders should give consent in writing and the development rights agreement should be concluded between the municipality, the Inkosi and Ingonyama Trust Board. The guidelines stated that beneficiaries granted housing subsidy assistance through a rural housing programme have a functional security tenure not full title to the land. The Inkosi should sign a Certificate to Occupy (CTO) or Permission to Occupy (PTO), (Shazi, 1999 and Makhubu, 1996) for each beneficiary who is granted a housing subsidy (DoH, 2003). Adam, et. al (1999) in their working paper indicated that the tenure security has major implications for economic development in the

homelands of South Africa. A large number of population of the former homelands of Eastern Cape, KZN and Northern Province is said to have the highest level of poverty (Adam, et. al, 1999). For the successful implementation of the additional guidelines, the Department of Housing seeks partnership (working relationship) with Traditional Leaders for the acceptance of the rural housing programme. The information documentation for assessment of in-situ housing projects on Ingonyama Trust land was developed. After the establishment of the two policy frameworks, rural housing projects like the Isimahla housing project (case study) commenced. The study is therefore evaluating the implementation process and programme whether it has achieved its objectives or not and discover areas of improvement.

Rural housing development faced major setbacks due to tenure arrangements practiced in the rural areas administered by the Amakhosi. Makhubu (1996: 31) refers to this as “customary or traditional” tenure. Customary tenure is mainly practised in Sub Saharan Africa. Under the traditional tenure system, the land administration and allocation powers are vested on the Chief /Inkosi who is appointed by the King. This is practiced in South Africa, Lesotho, and Swaziland (Makhubu, 1996). The King holds the land in trust for his people. In South Africa the customary or traditional practice where allocation is formalised in the form of the Permission to Occupy (PTO) is called the „functional’ tenure (National Housing Code/ NDoH, 2000). The advantage of traditional tenure is that it is said to be less expensive to acquire the land. The PTO is also accessible to the people of all income groups (Makhubu, 1996). The disadvantage is that individuals do not have full title to the land. They are only given permission to occupy the piece of land.

According to Xaba and Beckman (1999) permission to occupy (PTO) is recorded at the local magistrate's office, a person will then own a house that is built on land, but will not own the land. Furthermore it is indicated that if you want to sell the house you can, but the person who buys it from you must first have a PTO.

Rural housing development programmes reflect the gaps between the facts and the assumptions on which rural development planning is often based. Furthermore, these gaps frequently explain differences between expected and actual project performances (Lele, 1975). The intention of this study is to evaluate, among other things, the effect of rural housing policies and institutions on programmes and to draw general lessons from these experiences for designing future programmes. Whether reviewing policy guidelines or technical/administrative practices, it is important to look back and draw future strategies for the success of projects or programmes.

Four of the Ugu District Municipalities, namely: Umuziwabantu, Umzumbe, Ezinqoleni and Vulamehlo are rural municipalities and are unable to generate revenue in order to improve community services. They are purely dependent on government grants for their existence. In terms of the Ugu Integrated Development Plan (IDP), 84 % of the people within the district live under poor conditions with lack of skills, job opportunities and have poor or no infrastructure (Ugu IDP review, 2006/07).

The IDP document is supposed to ensure that the development programmes are aligned with the budget (funding) in terms of community needs (desires). It is said that Ugu District area has a potential to develop in terms of agriculture and tourism in terms of the National and Provincial Spatial Development Framework (Ugu IDP review, 2006/07). This means that the Ugu IDP has to be aligned with these frameworks for its development. It has to develop skills related to agriculture and tourism to create job opportunities for people who have never participated in the economic main stream. Even though the chosen case study is a housing project within the jurisdiction of Ugu District Municipality, my research is not about Ugu municipalities but it is related to sustainability of rural housing development.

How does Ugu achieve its goals? Maybe it has to encourage and ensure successful implementation of projects (like rural housing projects) that could assist in skills development and create job opportunities. Housing practitioners could promote efficient small scale farming which could provide food and a form of employment opportunities for rural communities (World Bank, 1993).

One has to understand that rural housing developments/projects in South Africa have been derelict and even worse in KwaZulu-Natal where they could not be implemented due to the fact that the land matters related to areas under traditional authorities was not resolved until September 2005 when the Amended Rural Housing Guidelines was approved and given the blessing of the Traditional Authorities and Department of Local Government, Housing and Traditional Affairs.

Ntsebeza (2005) stated that after more than five years of South Africa's democracy, there was no clear-cut policy that could guide development planning in rural areas under traditional authorities. On the ground very little had happened by the year 2005 (Ntsebeza, 2005). The project under review is amongst the few rural housing projects currently in the implementation phase (construction stage), where more than 800 beneficiaries have benefited from the development.

The Institutional Support for Sustainable Rural Livelihoods (2000) embarked on a study focusing on Zimbabwe, Zambia and South Africa, which provided a fresh perspective in poverty analysis. The study aimed to draw on the development of policies and institutions in the abovementioned countries over the last 20 years. It dealt with what needed to be changed in these policies, structures and processes to support a sustainable livelihood. This study resolved the following questions,

“... Are rural people active and involved in managing their own development, is there an active network of local service providers and are district services effective, coordinated and responsive?”  
(Ellis, 1999).

The study conducted by Ellis interests me because it relates to the importance of building partnerships and community participation (Vaughan, 1996, Rubin.et. al, 2001, skills development or capacity building (Polunic, 2000, Khan and Thring, 2003 and Fakuda-Parr et.al, 2002), empowerment of individuals and community organizations (Turner, 2001) to create sustainable settlements.

Ntombela (2000) conducted a study based on the rural housing context to identify

unique requirements to be captured when ascertaining Rural Housing Policy. The objective was to identify possible strategies on which a policy framework in relation to rural housing in the tribal areas could be formulated. Another study conducted by Buthelezi (2005) interests me because it dealt with the evaluation of rural housing policy and its implementation. Buthelezi (2005) utilized a case study of Mpukunyoni that is one of the traditional authorities in the Northern Region of KwaZulu-Natal. The study analysed the design of houses developed in rural areas based on the views of socio-structural, historical and cultural meanings of the environment. Furthermore, Buthelezi (2005) also looked at the role played by local communities in influencing the choice of shelter in rural areas. My study is an extension of the enquiry by Buthelezi (2005) because it evaluates the implementation of the amended rural guidelines of 2003 whether they enable housing practitioners to create sustainable rural settlements (touching job creation, skills, economic empowerment, etc.) or not. The focus is mainly on challenges and constraints in rural neighbourhoods under tenure of Ingonyama Trust.

Adams, Cousins and Manona (1999) considered tenure security to have major implications for economic development in the former homelands of South Africa (The Herald, 2004), which is one of core difficulties the study attempts to address. According to Adams, Cousins and Manona (1999) communal areas were intentionally established to promote colonial policies. By “implications for economic development” they are referring to the fact these areas were intended to serve as reservoirs for cheap migratory labour (Adams, Cousins and Manona, 1999). They argued that land rights may constitute one or more of the following; “rights to occupy

a homestead, to use land for crops, to make permanent improvements, to bury the dead and to graze animals, have access for gathering fuel, fruits, grass, minerals, etc.; rights to enforcement of legal and administrative provisions in order to protect the rights holder” (Adams, et. al, 1999, 9).

Ndinda C. (2002) who studied the housing issues from a gender perspective. She dealt with the contribution of women in housing delivery in South Africa, specifically in KwaZulu-Natal. She focused mainly on the empowerment of women in the implementation of housing projects prior to the 1994 era. She studied the most important questions that this research is trying to address, except that this paper is not only focusing on women’s involvement but community partnership. I think women are important partners in promoting sustainable human settlements. Women comprise the majority of economically active producers in rural. There should be measures to strengthen women access to land for economic development as well as human rights (Adam et al, 1999) to achieve holistic rural development.

Mthembu (2001) dealt with the integrated sustainable livelihoods approach in rural housing, focusing on the Makhabeleni community near Kranskorp, where this community was amongst the first who benefited from the rural housing programme introduced by the government to remedy the anomalies of history. My study is an extension of that enquiry. It is looking at the monitoring and evaluation of the programmes by going through the inputs, outputs, outcomes and impacts of the rural housing programme.

The Ugu Integrated Development Plan (2001) is a tactical plan, indicating projects and budget for the municipality. It was developed in order to ensure integrated development across relevant stakeholders to ensure sustainable development. One has to find out whether the integrated development process is achieving its objectives which is sustainable rural development.

Lele (1975: 19) defined rural development “as improving living standards of the mass of low-income population residing in rural areas”. By comparing with African regional areas like Tanzania and Kenya, Lele associated rural development with improving the living standards. Improvement through mobilising and allocation of resources, mass participation and making the process of self-sustaining development through appropriate skills and capacity building at local, provincial and national levels. What interested me about Lele is that the writer studied the different rural African countries’ socio-economical practices.

The MEC for Local Government, Housing and Traditional Affairs alluded to the fact that rural housing policy has been developed over a number of years. Another point of departure is based on the planning of social services in rural areas that face problems in terms of economic, social and technical services (Lele, 1975). Some municipalities indicated that the Department of Housing was reluctant to implement rural housing programmes due to fact that land tenure issues and land claims needed to be resolved (Ugu District IDP, 2001). There was a belief that in the rural areas of KZN approximately 40% of land was still held under the traditional tenure. In

the remaining 60% the indigenous population has either been totally excluded from the land they previously occupied or they find themselves labour tenants on that land (Ellis, 1999). The late MEC for Local Government, Housing and Traditional Affairs, Dumisani Makhaye referred to the fact that “the land issue was still a major stumbling block to rural development in getting rural housing projects underway” (Daily News, 2001).

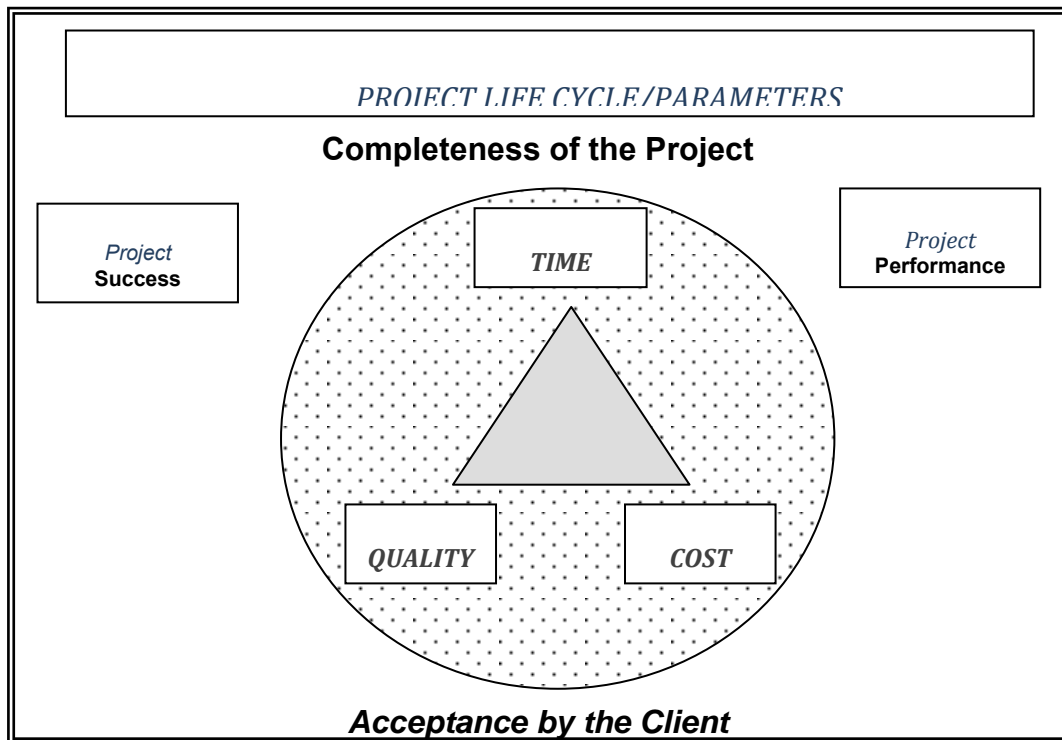
## **2.4 Theoretical Framework**

### **2.4.1 Project Management**

According to Project Management Institute (PMI, 2002) the theory of project management that is practiced today rests on implicit and narrow theory. It must be developed, extended and enriched. The PMI (2002) argued that the theory in project management is not interpreted correct for practical implementation hence the problems facing our projects and programmes. There are frequent project failures. These project failures have a major impact on the sustainability of our projects. I have indicated in this study that housing practitioners are not adhering to the principles of project management. Frequently, housing projects (rural or urban) are not completed timeously, this negatively affects the budget and quality of the houses becomes very poor. We can have tons and tons of information but if it is not used properly it becomes obsolete. This relates to information on how to achieve sustainable human settlements in terms of the Integrated Rural Development Strategy for KZN. This strategy is aimed at formulating an inter-sectoral policy which

is said to be more effective (Vaughan, 1997) The government have come up with a number of policy frameworks for integrated rural development In this instance how do I contribute to the improvement of rural housing development? My contribution will be to impart my knowledge of project management and housing development to other housing practitioners.

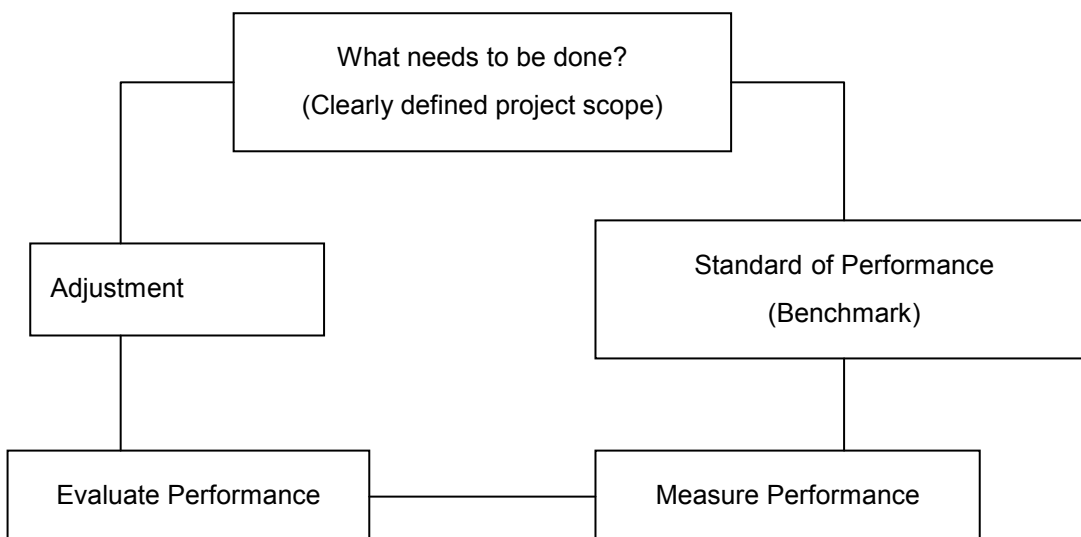
The PMBOK Guide (PMI, 2002) states that projects are composed of kinds of processes; project management and product oriented processes. Project management processes are further divided into initiation, planning, execution, control and close-out. For the rural housing projects to be sustainable the project management processes are equally important and they need to be implemented effectively. Kerzner (2003) argued that projects should not only focus on the basis of time, cost and quality but acceptance by the client is significant. Rural communities should be part and parcel the initiation, planning, execution, controlling and the closing processes of the housing delivery. Typically, customer requirements are poorly examined at outset. The process followed in the rural housing development need to be clarified to avoid disruption, conflict and misunderstanding between role-players.



**Figure 1:** Project Life Cycle in relation to project success (notes from the Leadership Centre on Project Management)

Like any other project, rural housing development has to follow principles of project management for them to be successful. Rural housing projects need to be initiated, planned, coordinated, executed controlled and closed (Heerkens, 2002) in an appropriate manner. It is vital to understand that project management is a combination of processes (Kerzner, 2003) that needs to be applied in rural housing projects or programmes. Project management is about changing something for a good purpose, if we are changing the rural areas is it for the good of it, not to its detriment. A project is said to be a short-term task undertaken to create a distinctive, (Heerkens, 2002; Kerzner 2003, et al.) product or service (PMBOK, 1996).

Below I have depicted a control model of a general project. It shows the steps which need to be followed in the implementation of any project whether constructing bridge, houses (urban or rural), roads, a dam etc. Housing practitioners should define what needs to be done (define the scope of a project), how it is going to be done (set a benchmark), who needs to do what and by when. Figure 1 depicts a control model of any/ typical rural housing project. I like this control model because if it could be used in our rural housing projects/ development, it could be a powerful tool to monitor and evaluate progress.



**Figure 2:** Control Model (Notes from Leadership Centre)

## 2.4.2 Complexity theory

Complexity theory states that critically interacting components self-organize to form

potentially evolving structures exhibiting a hierarchy of emergent system properties (Chapman, 2002). Complexity theory could be linked to evolution of the rural housing guidelines which was established in 1999. Due to its rigidity the provincial KZN Department Housing together with the Department of Local Government and Traditional, developed the rural housing guidelines (DoH, 2003; DLGH&TA, 2004). The development of the workable policy framework took place because the interacting components self-organized. Through the studies of Buthelezi (2005) and others the information is bound to come out and be useful to relevant institutions to change the lives of our communities. This theory takes the view that systems are best regarded as wholes, and studied as such, rejecting the traditional emphasis on simplification and reduction as inadequate techniques on which to base this sort of scientific work. Such techniques, whilst valuable in investigation and data collection, fail in their application at system level due to the inherent nonlinearity of strongly interconnected systems - the causes and effects are not separate and the whole is not the sum of the parts. The approaches used in complexity theory are based on a number of new mathematical techniques, originating from fields as diverse as physics, biology, artificial intelligence, politics and telecommunications, and this interdisciplinary viewpoint is the crucial aspect, reflecting the general applicability of the theory to systems in all areas (Chapman, 2002). The issues related to the land legalities under the traditional authorities are complex and very sensitive to the deal with.

Complexity entails the existence of self-organization, unpredictability or randomness. With complex unstructured problems, there is no single analytical technique or

approach that can solve these kinds of problem. A number of skills are required to understand such situations (analytical, application (practical implementation), creative, communication, social, self – analysis, model building and the like) Fielden and Jacques (1998). Rural Housing projects need skilled Project Managers or Housing Practitioners to achieve integrated sustainable rural development. Such skills are required in resolving shortcomings facing rural housing development in South Africa.

Before the emergence of complexity theory, the unpredictability of such systems was attributed to randomness, a notion that bundles up all unexplained variation and treats it as best captured by probabilities. Complexity goes hand in hand with chaos. One can have order in chaotic setting (Chapman, 2002). This paradigm emphasises connectedness and co-operation within a system. Complexity evolves in a situation where beneficiary communities have different agendas from the government. They normally cause chaos in attempt to be noticed and be heard (Stacey, 1996), (for an example communities picket demanding service delivery, if they are not satisfied). Stacey argued that there are lessons to be learned in dealing complexity and chaos. Organisations are not rigid, like long term planning becomes impossible or visions become impossible. It is important to get a buy-in from all the stakeholders involved in a project to avoid chaos and disruption. This could be done through an agreed upon process. This is about collaboration and cooperative governance. Interaction leads to an understanding of issues holistically.

## 2.5 Management of Partnership in Rural Development

In complexity theory I talked about collaboration and cooperative governance, it is a process which needs all the role-players / stakeholders to enter into an agreement which could strengthen their relationship. A partnership could be formed in different ways, it could either be a form of a contract or a memorandum of agreement. It is an agreement between two or more associates to join forces to accomplish common goals (Wilcox, 1994). Partnership is about reaching common objectives, purposes and goals. For a partnership to be successful there should be champion to manage the relationship in a transparent manner (Rubin et.al, 2001).

The question is, are the formation of partnerships in rural housing development needed? In most rural communities especially those under the leadership of Amakhosi, partnership had been the key element of ensuring that success of projects. In rural areas of KwaZulu-Natal there used to be community partnership programme called "*ilimo*", where people of a neighbourhood formed themselves into community groups to help each other build their own houses (Rubin, et al, 2001). Rubin, et al. (2001) stated that when a community group receives a grant from a public agency, a partnership of some sort evolves. Much of government's role is monitoring to see that the money has been spent in a legal manner. Partnerships

can be of different natures, for example the government can donate the piece of land to the community or non-profit organization for community projects. While partnering can be difficult, it can work out to the community group's advantage. Another complication that occurs in partnering government is that of elected officials, i.e. Councillors, needing credit for what they do. Sometimes this minimizes the successes of the community organizations by reducing the sense of empowerment felt by members of the community organizations. In fortunate circumstances, credit is stretched, so that politicians receive publicity while the community group looks successful (Rubin, et al. 2001).

Furthermore, it is indicated that there are no simple ways of assuring that projects done in partnering with government will increase community empowerment. If the relationship works, the community organization and the public sector partner will work out clear boundaries on who is responsible for what (Rubin, et al. 2001: 380-381).

There are different types of network models defined in the study which could be valuable to rural housing development practice. *Network Partnership* is an approach to partnerships that occurs when several community-based social production organizations jointly provide a service so that each helps the other to succeed. Social service providers and community-based agencies work together to assist the homeless (Johnson and Castengere, 1994 in Rubin, Herbert and Rubin, 2001),

victims of environmental problems (Scholder, 1994 in Rubin, Herbert and Rubin, 2001), and AIDS victims (Mancoske and Hunzeker, 1994 in Rubin, Herbert and Rubin, 2001). In many cities community-based housing and economic development organizations combine their efforts (Rubin, 2000b in Rubin, Herbert and Rubin, 2001). The examples discussed above have indirect but negative impacts towards the creation of sustainable settlements.

When these partnerships are set-up appropriately, they enable community-based organizations to remain small, focused and participatory yet gather the needed expertise for project implementation. Rubin, et al. (2001) stipulate that there are several models followed:

*Mentoring Model* is when an established community group partners with a novice organization. A novice organization relates to a community group or organization that does not have necessary skills to undertake a particular project, and contract with an organization that can manage the project for a fee, but in the process teaches the newer group how to do the work itself (Rubin, et al , 2001). In South African terminology a novice organization is referred to as an emerging organization or contractor.

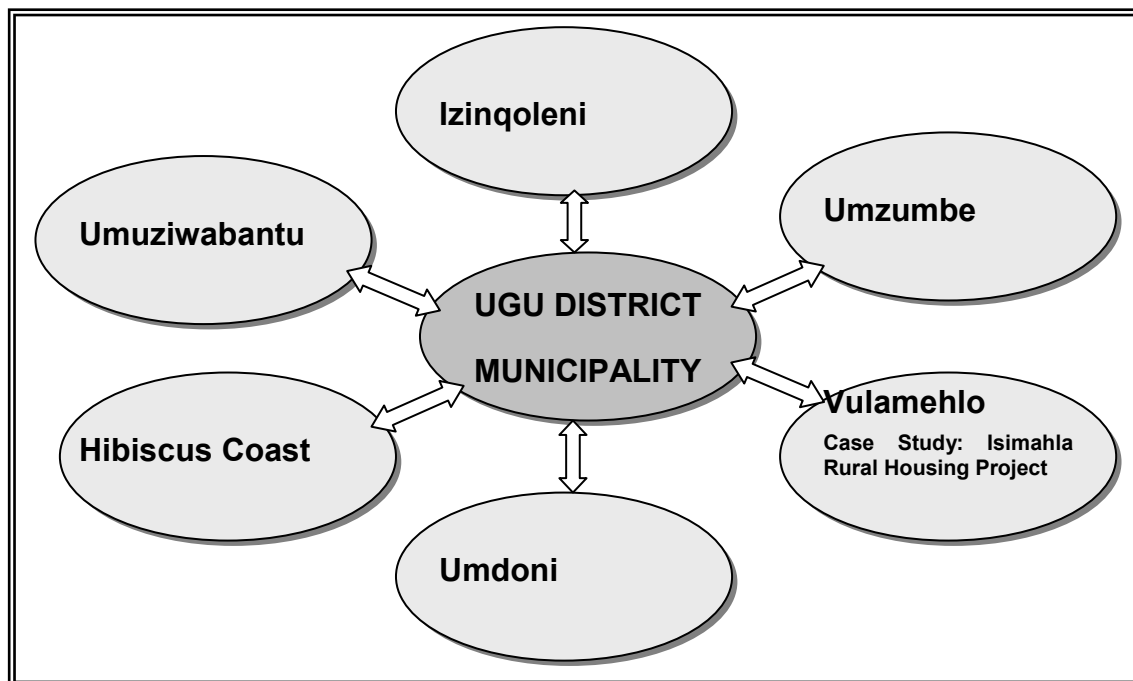
*Service Networks* are referred to as community group partners or organizations and people that are set out to help with a variety of personal problems that go beyond the

individual organization's speciality. Service networks are more relevant to the government sector department like, Department of Home Affairs which deals with individual beneficiaries rather than community based projects as rural housing development.

*Bridging Models* are when a community group links together diverse people and organizations needed to accomplish a task. For instance, a community organization that provides job training must locate the people who need the training, teach them the technical skills and make sure they have the attitudes necessary to succeed in the working environment. Once people have been trained they are linked with another organization that requires a particular skill. Sometimes bridging assists people to build their own networks.

*Centralized Task Networks* are different in approach in that, community organizations that are working on similar tasks together set up another specialized organization that hires staff with technical skills that all the community groups in the network need (Rubin, et al. 2001: 382). For an example, Ugu District Municipalities may perhaps set up a Housing Network. It could deal with a Housing Consumer Education or Rural Sanitation maintenance programmes. Rural housing development is a programme which has sub-projects within one project, e.g. At Isimahla (case study), the project scope involved construction of houses (top

structures), VIP's (sanitation system), access roads to some of the areas or homesteads to move building materials, to provide some sort of training for people hired for construction process.



**Figure 3:** Network diagram demonstrating the area of jurisdiction of the case study.

Figure 3 shows the network diagram where the researcher is illustrating the jurisdiction of the project with its network partners. Ugu is a district municipality in charge of providing water and sanitation to the local municipalities. Ugu DC used to have workshops with the six local municipalities and their housing services providers (IA's). These meetings/ workshops were set to discuss the norms and standards of ventilated pit latrines (VIP's) required or set by the district. The district created this network share knowledge with housing practitioner in its area of jurisdiction and to

improve the standards of VIP construction at the local level.

It is imperative to be aware of the main stakeholders who stand to benefit in rural housing development projects within the Ugu District Municipalities. The provincial Department of Housing is the funder of the Isimahla Rural housing project (case study) located at Vulamehlo Municipality. Stakeholders involved Isimahla Traditional Authority, Implementing Agent (professionals and contractors), the Ugu District Municipality (to provide bulk services), the Ingonyama Trust Board (for the land availability agreement), DLGTA (for planning approval in terms of the Development Facilitation Act 67) and the Vulamehlo Municipality. This is indicated as Appendix C, the rich picture.

## **2.6 Capacity Building**

Capacity building is very important in building the necessary skills and competencies required, specifically in the built environment, management of projects and other skills related to housing. According to Polunic (2000), a development committee should be established as a mechanism to represent broad interests at local level and to provide a link between local government and traditional authorities. This may assist local government to prioritise development needs, and mobilise community

support for projects (Polunic, 2000). One of the advantages about capacitating communities is that they take responsibility to build their own houses themselves (Khan and Thring, 2003) as well as to maintain and take ownership of their properties. Below photograph 1 shows women empowered to cast a foundation at Isimahla traditional area. The second image depicts a complete topstructure/ house. These images were taken during the construction process.



(Photograph 1): Casting of foundation/ slab



(Photograph 2): Complete Topstructure

In understanding the concept of capacity building that is the popular (buzzword) in South Africa, one must first have a clear definition of the term. Fakuda-Parr, et al. (2002, 9) defined capacity “as the talent to perform functions, solve problems and achieve objectives”. It is said that capacity development in relation to skills happens not just in persons but also among them (we gain knowledge from each other), in organizing and the set of connections they create. At Isimahla the municipality appointed an Implementing Agent (IA) which packaged the project and coordinated the services of the main contractor. The main contractor recruited and trained the local subcontractors from Isimahla. Amongst the sub-contractors there were qualified builders who eventually trained the bricklayers, carpenters etc. People capacitated each other. Fakuda-Parr, et al. represented capacity needs in terms of three levels:

- “Individual capacity relate to capacity development as a constant method of learning, building, enhancing existing knowledge and skills” and extending them in the new direction as and when opportunity arises. This relates to local builders of Isimahla who were retrained to enhance their building skills.
- Institutional capacity involves existing institutions and encouraging growing. The institutional capacity was more at the level of the Vulamehlo municipal official working at Isimahla Rural Housing Project and other project who capacitated on the housing related practice.

Societal capacity relates to capabilities in the general public as a whole or a conversion for improvement. It also involves enhancing of individual skills so that they do not become obsolete. If opportunities are not created or skills are not fully utilized this results in a brain drain and the loss of people who have essential skills, to overseas organizations (Fakuda-Parr, et al., 2002: 9-10). During the project period the municipality experienced a turn over of housing staff that utilised the knowledge gained and moved to the greener pastures.

In the discussion about rural housing in South Africa, Inkosi Phathekile Holomisa, who is a delegate of the House of Traditional Leaders, indicated at the Housing Indaba that it is important that housing beneficiaries be involved in the building

process to restore their dignity and look after the house, gain skills and employment (Africa News24 Service, 2007).

Training programmes on technical skills to empower communities on rural housing development programmes have to be done in such a way that ensures sustainability of these projects, i.e. construction, project and general management, so that people are able to do maintenance of their houses with minimal assistance.

## **2.7 Global Trends**

It is important to understand the international housing practice particularly rural housing development. These lessons could assist South African housing practitioners to improve their practices if they see fit. South Africa is very young when it comes to its democracy that was born in 1994. Other countries like Zambia, France, and United Kingdom had experienced the problem of rural development with the focus on rural–urban migration (United Nations, 1978) to mention just a few. The answer to this problem is attributed to provision for basic services and social amenities, but this needs a holistic view. If there is influx of people from rural areas to urban areas or visa versa (may be due people looking for job opportunities or due to job loss) (Vaughan, 1996), the government have increase the budget for that particular area. The problem in South Africa is that there is a gap between provision

of infrastructure and alignment with the housing programmes and the budget or resources for the operation and maintenance. It is said that by means of comprehensive planning of the rural housing system at local and regional levels that various problems of rural development can be successfully tackled (United Nations, 1978).

## **2.8 Current Situation**

In reviewing rural housing related literature one has to be in line with the current housing practice. These are checks and balances to relate to the current trends of the building industry (housing). As part of evaluation one needs to make comparison between how is South Africa doing in delivering rural housing and what is happening globally in housing. The Human Sciences Research Council (HSRC) concluded that South Africa is faced with a dilemma of having both „First World’ and „Third World’ characteristics. KwaZulu-Natal is among the poorest provinces as indicated by Adams, et al. (1999), KZN Housing Summit, DoH (2005) and others, with most of its population living in situations associated with „Third World’ conditions.

Currently, the Provincial DOH in partnership with local municipalities of the Ugu District appoints Implementing Agents for the execution of rural housing projects on a turnkey contract strategy and entered into a tripartite agreement. The case study in question is based on the rural housing projects that are at the fourth stage of

execution, namely, the construction stage. Each house is being built within the homestead (umuzi) of the qualifying beneficiary (in terms of the qualification criteria set by the National Housing Code). The tenure arrangement practiced on the case study area is based on what Makhubu (1996) called „traditional tenure’. Individual beneficiaries have to have PTOs to qualify for a housing subsidy and the Inkosi has to give consent for development authorisation to commence.

The process of rural housing establishment should incorporate traditional authorities in the decision-making at local, provincial and national levels. What is being said is that housing policy should no longer be catered on the provision of shelter but it should be the holistic provision of appropriate rural housing development that contributes to local identity, taking into consideration people’s culture, origin, lifestyle as well as other important economic development initiatives (Buthelezi, 2005).

## **2.9 Conclusion**

Basically, this chapter embarked on a journey of action research reflecting on the question of „how do I contribute to the creation of sustainable rural development’ as a housing practitioner (McNiff, 2002). In order to achieve sustainable development in the rural areas one has to deal with the factors contributing to project success (Heerkens, 2002; Kerzner, 2003). The reality of the matter is the question of the control of land in rural areas. The role played by traditional leaders in rural housing

development as well as community development are also crucial (Buthelezi, 2005; Adam et. al, 1999). Trying to bridge the gap between the historical context of land matters in rural areas and democratic rights is a challenge (Adam et. al, 1999). Dealing with the social, political and economic factors needs good project management skills within the government (whether it is provincial or local) in order to improve service delivery.

The theoretical framework appropriate for the study is based on the theory of project management shaping the management of rural housing projects. Another theory that seems suitable in the study is the complexity theory which has a combination of internal constraints of closed systems (like machines) with the creative evolution of open systems (like people), Chapman (2002).

The building of houses cannot be isolated from questions that need to be addressed such as the following: What systems should be put in place to correct these past imbalances? Are communities satisfied with the government delivery process? What is being done about the slow pace in delivery? These questions will be answered through the Soft Systems Methodology.

The literature examined in this chapter informs the chapters below. Sustainable rural development requires firstly, a clear policy guideline to ensure integration of programmes together with funding, monitoring and evaluation. Secondly,

incorporates project management principles in rural development. Thirdly, using complexity theory assists in dealing with complex problems facing rural settlements and incorporating theories of social practice (Chapman, 2002; Wenger, c2007). Effective rural development strategies for KwaZulu-Natal need to take cognisance of the plethora of existing policy initiatives and of research which has to redefine the development challenge. The next chapter will discuss policy and its direct impact on rural housing development and creation of sustainable human settlements.

# CHAPTER 3

## POLICY REVIEW

### 3.1 Introduction

In this chapter I provided a policy framework and analysis in order to highlight the focal point of the research. The process of policy analysis identifies and evaluates alternative solutions or policies that are intended to resolve social, economic or physical problems (Patton, 1999). The following policy documents or frameworks refer to the additional rural guidelines of 2003 (DoH, 2003) and the information document on assessment of in-situ housing projects on Ingonyama Trust land (DLGH&TA, 2004). The two guidelines emanated from the National Housing Code of 2000 for housing in rural areas. The national guidelines is based on part 3, chapter 11 of the national housing code to guide housing practitioners execute development (NDoH, 2000).

The rural municipalities are faced with unique challenges where approximately 70% of rural African families live in circumstances that can be portrayed as poor or unbearable regarding access to appropriate basic services (i.e. shelter, energy, water and sanitation), (Africa News Service, 2007). At the KwaZulu-Natal Housing Summit, held in September 2005 it was indicated that there is a need to mitigate consequences of HIV/AIDS in housing delivery, especially when it comes to the

allocation criteria for housing by the municipalities and also the contractors, workers and the general communities in the jurisdiction of the various municipalities.

The KwaZulu-Natal Housing Summit Paper, DoH (2005) stated that a sound policy framework has been put together over the duration of time for the delivery of integrated rural housing development. The greatest challenge facing the government is therefore not in creating an enabling policy environment, but in setting up workable systems for practical delivery. Infrastructure and housing projects in rural areas are usually found to be unviable and unsustainable (DoH, 2005).

One needs to understand the core problem that the research is trying to address in terms of creating a sustainable environment for the rural communities with the benefit received from the subsidy from the government. The researcher being a housing practitioner involved in development of such communities could assist in analysing complex problems facing rural housing development utilising a case study.

### **3.2 Policy Analysis**

The government formulated the policy framework on the rural housing subsidy scheme in order to ensure that people in rural areas receive quality housing. This policy enabled development to take place in rural areas where people do not own

land but have functional tenure (NDoH, 2000). DoH (2003) together with DLGH&TA, (2004) paved the way for rural housing development. The provincial rural guidelines dealt with the concerns which were not addressed by the national policy of 2000. The national policy allowed rural development to be implemented in terms of the Institutional Subsidy Mechanism. This mechanism required establishment of the section 21 Company in order to commence the project. It created a confusion related to a lease agreement being entered into. The additional guidelines resolved the concerns of establishing section 21 Company as a developer to drive the project and the purpose of leases (registration in the Deeds Office of long term common leases). It dealt with the dissatisfaction by the traditional authorities of taking away their powers to lead and control rural areas (Adams et .al, 1999).

The additional rural guidelines allowed traditional authorities to choose their respective application mechanism for housing development. They were able to allocate sites and issue certificate to occupy (CTO"s) for applicants of housing beneficiaries. The policy allowed for functional security of tenure where formal tenure of land in the form of title deeds was not possible (DoH, 2003). On the other hand the information document for assessing rural housing applications allowed for formation of the Technical Assessment Committee (TAC) to be established. The TAC obtained applications for rural housing development from the municipality and traditional authorities. The document specified required information for approval of the settlement planning for rural areas as per DoH (2003) guidelines. The requirements referred to submission of details of beneficiaries, tenure that the beneficiary holds the Global Positioning System (GPS) co-ordinates per beneficiary

and the confirmation by the traditional authority of the allocation of site/plot. The TAC issue the planning approval of the settlement with conditions based on the environmental and the project feasibility report (incorporating the locality maps and settlements. The settlement plan for Isimahla approved by the TAC is provided as appendix E.

The additional guidelines indicated that the norms and standards of the department could not be applied and the registration by the National Home Builder Registration Council (NHBRC) was not a requirement. Payment of work done was based on payment criteria for the department. The procurement principles of the DoH and the municipality should be applied. The application procedure of DoH was stipulated by the guidelines. The guidelines briefly stipulated the requirements of integrated rural development.

As part of the evaluation criteria both the abovementioned guidelines provided at starting point for rural development in KwaZulu-Natal, projects like Isimahla commenced. The policy framework alleviated fears by traditional authority that land could not be alienated due to the construction of low income housing. The policy frameworks left several gaps. These referred to the following:

- Lack of alignment with other planning aspects (Charlton, 2008) which resulted in projects like Isimahla implementation without a land use management plan or system (LUMS). Charlton (2008) indicated that strategic vision and the

conditions on the ground (grass root level) are not consistent. This resulted in difficulties of translating visions into actual land uses, and not creating well-planned settlements. This affects the ability to build positive environments for the poor (Charlton, 2008).

- The process of approving settlement planning is lengthy and involved many dispersed institutions, like the TAC could not assess an application for planning without comments and recommendations from the Department of Environmental and Agricultural Affairs, Transport, Telkom and others. There was no timeframes of approving an application from the time it was logged e.g. it could take from three months to approximately eighteen months for TAC to endorse hence causing major delays socially and financially.
- The policy briefly indicated integrated development of rural housing projects but there is no financial commitments based on local development plans of the municipalities (Khan and Thring, 2003). For Isimahla housing project the Vulamehlo municipality could not plan for sustainable human settlements because it did not have the budget for roads, clinic, police station and subsistence farming or gardens.
- The policy referred to the fact that the “norms and standards’ of DoH did not apply in the level of services (water, roads and sanitation), DoH, (2003) but the state funding was used to sanitation systems like VIP’s. This was inconsistency with the Public Financial Management Act, Act 1 of 1999 which requires accountability and responsible use of public funds.
- There was no registration of projects with NHBRC but the norms and standards of top-structures needed to be adhered to, where quality is the norm.

- There was no flexibility on the payment milestones as the policy required. The payment for work done is based on the urban housing projects guidelines. The circumstances in the rural housing projects required flexibility due to the dispersed nature of the project areas with steep terrain and slopes.

Alternatively, incorporating past experiences and reviewing conditions on the grass roots which could include economical, political and social dimensions. The past experiences relates to tenure security which is said to have major implications for economic development in the former homelands of South Africa (Adams et.al, 1999).The government should speed up resolving the long standing disputes between the provincial, local governments and traditional leaders about the ownership and control of land. The lack of clarity about the status of tenure in rural areas hinders investment. This is due to the uncertainty as to who has rights and who can take decisions between both government and private sector and in the process stalling projects. Occupants in rural areas are not treated as decision makers on land which they have occupied for decades (Adams et. al, 1999). The current policy indicated that the traditional authority should allocate sites for beneficiaries to receive a housing subsidy, this could be bias. Some needy beneficiaries could be denied a right to a subsidy.

In the approval of settlement planning by the local government the time frame for approval need to be specified, and set up departmental approval committee for relevant sector departments.

DoH needed to enforce the quality of top-structures through NHBRC registration and warranty scheme. There should be an evaluation and monitoring process of the policy itself as well as the rural housing program based on the existing policy of Integrated Rural Development Framework. The purpose of evaluation is to get information to improve services. It allows implementers to learn from experience, identify and point out strengths and weaknesses. The process of policy formulation should also critically review the existing institutional structure (Vaughan, 1997). It should address delays in payments of work done. The DoH should formulate communication strategies and a monitoring tool to inform future planning.

### **3.3 Policy Issues Related to Rural Housing Development**

Due to complicated issues related to the implementation of rural guidelines the KwaZulu-Natal Provincial Department of Housing embarked on discussions of how to meet the unique circumstances of the rural communities living in the traditional areas of KwaZulu-Natal. The reason for this new strategy was to cater for the dissatisfaction of the Chiefs (Amakhosi) about the issues related to tenure arrangements and power relations in the traditional authority areas.

In South Africa (SA) housing is regulated by the Code that sets out in one complete document the national housing policy (NDoH, 2000). It contains policy guidelines

facilitating the effective operation of the National Housing Policy.

Hartman (1975: 63) refers to Housing Codes, as a policy framework that sets out minimum standards for housing stock and for successful delivery of these “minimum standards” to be enforced I agree with statement made by Hartman because the South African housing code had to be modified to suit practical circumstances of each province like the policy on rural housing development. According to Hartman (1975, 63), many housing codes are of “poor quality, inadequate enforcement provisions, and defective administrative processes”. This is evidenced in the case study of the local municipalities under review at Ugu District where the Housing Code does not clearly differentiate between rural norms and standards in terms of basic infrastructure and the houses constructed. When there is more than one code applicable and more than one agency responsible for administration, it usually results in poor communication, poor coordination, and generally inadequate operations. Furthermore, Hartman (1975: 64) argued that code enforcement agencies are “almost universally understaffed, its inspectors underpaid and poorly trained and equipped” Hartman talked about the issues which are still affecting South African housing industry. The KZN DoH and the Department of Local Government and Traditional Affairs formulated the inter-sectoral policy (Vaughan, 1996) in 2004 regarding the assessment of in-situ housing projects on Ingonyama Trust land (DLGH&TA, 200. This initiative paved the way for many rural housing projects in KZN and proper planning was undertaken. These projects had to be managed and monitored for successful implementation but the department was short staffed and

the few inspectors which were available felt that they were underpaid (Hartman, 1975). The DoH inspectors were of the view that their salaries did not match the workload. The local municipalities like Vulamehlo did not have human resources to carry out housing related functions. There was no proper management of projects (PMI, 2002; Kerzner, 2003) hence the emergence of complex (Chapman, 2002) site matters during the duration of the projects. These „complex issues’ related to contractors being not paid in time, there were allegations of inferior quality of houses.

According to Hartman (1975), rural housing is “the forgotten area” when it comes to housing delivery, despite the fact that housing conditions in rural areas are worse than in urban areas. In terms of the National Housing Code of South Africa, Chapter 11 (Rural Housing Policy, 2000), the rural housing subsidy is referred to as a policy or subsidy of “last resort” due to legislation regarding land matters and tenure arrangements in the rural areas. According to Statistics South Africa (2001), in KZN most people reside in rural areas. The main question is how can the policy not cater for the majority of people in its province in the democratic country if its mandate is to restore dignity of its people? Explicitly the KZN provincial DOH came up with Amended Rural Guidelines to accelerate delivery in the rural areas. But practically is this functioning well? Are communities satisfied? This is subject to review.

## **3.4 Legislative Framework**

There are several legislative mandates that have an impact on the provision of rural housing development.

### **3.4.1 Guidelines Related to Rural Housing Development**

The Provincial Department of Housing reviewed the policy because of the province's unique circumstances. In terms of the Department of Housing (2005), KwaZulu-Natal is referred to as a relatively rural province with about 54% of the total population living in the rural areas, compared to 11% in Western Cape and 4% in Gauteng. The report stated that the rural areas are occupied predominantly by black people, while white, coloured and Indian people live mainly in the urban areas. Furthermore, the report stated that in 2002, it was estimated that approximately 65% of the total black population in the province lived in rural areas. Due to this state of affairs the provincial KZN DOH developed the amended rural guidelines. The guidelines are more related to rural development in the land administered by Amakhosi and owned in the Trust of Ingonyama (Amended Rural Housing Guidelines/ DoH, 2003), which had enabled the implementation of rural housing projects in the Ugu District and other municipalities of KwaZulu-Natal. The Ingonyama Trust Board is the board formulated in terms of the KwaZulu Natal Ingonyama Trust Act, Act 3 of 1994 and

the amended KwaZulu Natal Ingonyama Trust Amendment Act 15 of 1997.

These guidelines were a product of lengthy discussions with relevant stakeholders i.e. Amakhosi, Tribal Councils, rural communities, municipalities, NGOs and other sectors. They were a major breakthrough in rural housing development especially in rural areas owned by the Ingonyama Trust Board. The land traditionally administered by Amakhosi requires the Inkosi of that particular area of jurisdiction to give consent for any development of such land. These guidelines paved the way for implementation of the project identified for the Isimahla Rural Housing Project. The Vulamehlo Municipality is the most rural municipality with high rates of poverty, joblessness, high mortality rate, etc. (Ugu IDP, 2001).

The rural guidelines do not specify who qualifies for subsidies. The problem is that you will find more than one individual qualifying for a subsidy in one homestead (umuzi) in terms of the qualification criteria set by the National Housing Code. The issue of the right of ownership in terms of land consented by the Chief (Inkosi) remained unanswered. In these rural areas people do not have full title on the land but they have Permission to Occupy (PTO) or functional tenure (NDoH, 2000).

Buthelezi (2005) indicated that the government has not yet provided a policy that best suits the rural development in which various responsibilities and roles between municipalities and traditional authorities are clearly defined. In some cases the municipal councillors tend to ignore the traditional structures and their protocol when initiating development. As a result of this, major objections are experienced and

eventually, beneficiaries suffer. Furthermore, it is stated that constraints in housing development are caused by policies and government failure in making project payments in time. Political conflicts also create major constraints on the projects. Buthelezi stated that legislation such as DFA need to be amended to suit development on the rural areas under traditional authorities. Hence such legislation (DFA) it is very difficult to develop areas under the ownership of Ingonyama Trust Board. Traditional structures need to be transformed and recognised by legislation (Buthelezi, 2005).

The planning process should be done thoroughly involving communities who stand to benefit from the project and if it is not managed properly within quality, and on budget, a project cannot be finished timeously. This is caused by social, political and economic factors found in these rural areas. But these need to be managed properly or else housing project become unsustainable.

The Project Preparation Trust (PPT), (2003) of KwaZulu-Natal pointed out the key characteristics in the preparation of rural housing projects. These relate to the need for local spatial plans for integrated rural development. It pointed out that township establishment and full tenure arrangements are implausible but functional tenure (e.g. (PTO) is suitable. PPT alluded to the formation of partnerships with the Ingonyama Trust Board as landowner, Traditional Authorities and Local Municipalities for rural housing projects to be successful. They recommended that Settlement Plans were more suitable than town planning layouts and focus should

be on existing settlement upgrades rather than creation of new residential sites. The Isimahla Rural Housing Project (case study) was implemented in terms the KZN rural guidelines (DoH, 2003; DLGH&TA, 2004). There was dissatisfaction concerning development approvals, which were time consuming and suggestions that exemptions be granted on provisions of Chapter 6 of Development Facilitation Act (DFA) that is viewed as the most appropriate legislation (PPT, 2003). The project experienced delays in approval of the settlement plan, caused by contradictions in setting up approving committees in terms of the policy frame works. Vaughan (1997, 55) stated that an “effective policy implementation hinges directly on the capacity of institutions to deliver on priorities”. Vaughan pointed out that the process of policy formulation should also critically review the existing institutional structure. In the case the two sectoral departments (Housing and Local Government) the shortcomings which cause major delay in the approval of rural settlement plan were overlooked. One of the problems was coordination of the required information from the consultancy companies (Implementing Agents) which were appointed to coordinate relevant project planning for rural settlements (Vaughan, 1997). The provincial and local governments should broadly look at the economic, social and environmental impacts of development rather than rigid frameworks.

### **3.5 Legal Land Matters Related to Rural Areas**

The White Paper in housing alluded to the fact that a housing programme could not be limited to housing only but it needs to promote and create viable communities. Furthermore, it pointed out that „an estimated 9% of all households (780 000 households) live under traditional, informal/inferior and / or officially unrecognised tenure arrangements in predominantly rural areas (RSA, 1994; 11). It was stated that the unsecure pattern of tenure are one of causes of delays in the rural areas. Due to these impediments the Provincial DOH established additional rural guidelines based on the requirements of the Department of Local Government and Traditional Affairs (DLG&TA) to approve the planning consent for rural housing projects on Ingonyama Trust Land. The Chief Directorate Development Planning and the Chief Directorate Traditional Land Administration of the DLGTA are responsible for the promotion of systematic development of land in urban and rural areas within the province, (DLGTA, 2004).

In terms of the guidelines the technical assessment committee (TAC) is the working group established to assess applications for rural housing projects on Ingonyama Trust Land (DLGTA, 2004). Guidelines specify information required for a planning consent. These guidelines are applicable to the in situ upgrade rural housing projects (DLGTA, 2004).

The problem of land is an international one in relation to low-income/ cost housing is cited in Payne (1984). Furthermore, it is stated that land problems frustrate many upgrading programmes e.g. rural in situ upgrade programmes on Ingonyama Trust land tenure and transfer rights (Payne, 1984). Tenure and housing service choice is cited in the case study of Kumasi in Ghana (Tipple and Willis, 1991), where households were classified into three groups or categories, owners, family houses, and renters. As in the case of rural Ingonyama Trust land administered by Amakhosi where security of tenure is the main issue hindering delivery, where individuals are entitled to a functional security of tenure.

Adams, et al. (1999) indicated that “tenure security” has major implications on economic growth within the former homelands of South Africa. The homelands were meant to serve as a reservoir for inexpensive migrant labour (Adams, et al, 1999, and Merrett, 1990). The working paper states that larger rural inhabitants in former homelands belong to Eastern Cape, KwaZulu-Natal and Northern Province comprises high poverty areas in the country (Adams, et al, 1999 and Merrett, 1998).

The problem of land in rural areas of South Africa dates back prior to 1994. During apartheid, these areas were under the rule of Traditional Authorities dominated by Chiefs (Amakhosi) and Headmen (Ntsebeza, 1999 and 2005). The responsibility of Traditional Authorities in rural improvement is considered against the conditions of the constitutional requirements for democracy, community participation in

development and governance generally. Traditional Authorities were more concerned about control over land, in particular land allocation (Ntsebeza, 2005). These concerns have a negative impact on housing subsidy development in rural areas of South Africa, especially KwaZulu-Natal. They cause delays and some rural housing projects never take off. The Traditional Leader or Inkosi of Isimahla had to issue Permission to Occupy (PTO) for each housing beneficiary to be granted a rural subsidy. Development rights agreement was there after signed by the municipality and Ingonyama Trust Board for the project to be approved by DoH. The white paper on housing requires that the land use management plan or system (LUMS) should be utilised for managing the allocation of land. The land use management plan should be a precondition to facilitate housing supply (RSA, 1994). At the time of approval of the Isimahla project the LUMS was not in place at most of the local municipalities.

### **3.6 Conclusion**

This chapter briefly outlines legislation and policies that directly impact on rural housing projects in the land traditionally owned by Ingonyama Trust Board (DoH, 2003). It should be noted that housing projects in rural areas have had major delays due to complications and bureaucratic processes that have to be complied with.

Moreover, these legal undertakings (legislation and policies) have cost implications, mainly for the end users. In most cases the majority of these end-users/beneficiaries are categorised as low-income people who cannot afford the high costs required by the legal proceedings (referring to document for approval of settlement plans) (DLGH&TA, 2004). Preferably development in the rural traditional areas should be made cheaper and quicker as far as possible, because these legal complexities do not only cause delays but also affect affordability of low-income housing projects (RSA, 1994). The process of policy formulation should also critically review the existing institutional structure (Vaughan, 1997), Housing policy should be aimed at compact development, through integrated development and this need alignment of local development plans (Khan, and Thring, 2003) by the municipalities. This chapter dealt with several issues facing rural development in terms of the White Paper on Rural Development (1997), the KZN Provincial Growth and Development Strategy (1996), and land related policy guidelines.

# CHAPTER 4

## RESEARCH DESIGN AND RESEARCH PROCESS

### 4.1 Introduction

This chapter outlines the methodology I used for the action enquiry and the reasons for my choice of the methodology. It deals with the question on „how do I improve rural housing development practitioner in my little corner based on my work. What could I do about the situation (rural housing projects) (Whitehead, McNiff, 2006)? I had utilised the case study of the project I was involved with on a practical basis. I used the following data collecting method;

- Soft Systems Methodology adapted from Checkland (1981), incorporating the following: focus groups (the elderly group and the youth groups), semi-structured interviews (with provincial and municipal officials) and observation.

Based on the previous chapters, the data was collected from the following primary sources;

- Research literature

- DoH policy documents
- DLGT&TA policy document
- SA legislation
- Feedback from all research participants

Permissions were negotiated with several people to conduct research from the following individuals;

- HOD for DoH (in my information archive)
- The Deputy Director (DoH) in charge of the chosen case study area who was also my superior,
- The ward councillor (not to be mentioned for confidentiality),
- The traditional authority

The selected case study gives a broader perspective about rural housing projects in the traditional authority land and whether sustainability can be achieved looking at dynamic complexity. Senge (1990) referred to dynamic complexity as dynamics which take place when visible interventions produce non visible consequences. In rural housing development there are short-term and long term effects which affect local communities and global effects. The case study is a research strategy which focuses on understanding the dynamics present within single or multiple settings. Case studies combine data collection methods such as interviews, questionnaires and observations.

The Isimahla Rural Housing Project is one of the projects implemented in terms of the amended rural guidelines formulated on the basis of Chapter 11 of the National Housing Code (1999), which is at the construction phase and almost 80% (percent) of the houses have been constructed out of 1000 housing subsidies that were approved by the MEC for Local Government, Housing and Traditional Affairs. Each subsidy house is built within the qualifying (in terms of the National Housing Code, NDoH, 1999, qualifying criteria) beneficiary homestead or kraal. The houses are built where people already live.

## **4.2 Methodology Utilised**

In Chapter 1, it was indicated that the methodology pursued in the study is the action research method using the Soft Systems Methodology (SSM), Checkland (1981). It should be noted that the researcher is drawing from Checkland's epistemology SSM's seven-stage processes. Data on the information systems was gathered through semi-structured interviews and groups sessions which was analysed using the seven- stage process of the SSM. The analysis embarked on social, power relations and structural systems in the housing practice. These referred to factors that could impact upon the targeted information system. The analysis of the case study is presented pictorially in a rich picture illustrating the institutions, stakeholders and feeling of participants or beneficiaries, presented as appendix C. Checkland (198, 1990) considered this methodology as a better way to facilitate better understanding of the problem and a better way of finding resolution. One has to

understand that if utilizing the original Checkland SSM you need to be part of the community under study to facilitate better resolutions of the stated problematic situation. In order to facilitate the assistance by government departments and municipality structures there are lengthy bureaucratic processes that need to be followed. These might be time consuming and the study had restricted time frames to be adhered to.

Soft systems embody a response to an incapability of hard systems to effectively react to “real world problems” (Checkland, 1981, Jenkins, 1969). Hard systems methodologies are appropriate when addressing problems that are clearly defined amenable to well defined decision-making procedures. Soft systems on the other hand have demonstrated effectiveness where human behaviour is illogical and in addressing complex or “messy” problems (Checkland, 1981, Taylor and Dacosta, 1999).

My research is based on simplified version of the SSM used as a tool of collecting data to answer the question on what should I do to improve the state of rural housing projects. The case study was therefore based on the assumption that the SSM is best used in flexible and adaptable manner. The pictures /drawings were utilised as creative insights into developing root definition of the system under consideration.

The core of SSM is the creation of models of the system being studied. Models are

utilised to examine organizational transformation. They let the members engage in deliberations and the consultations to elicit multiple perspectives. The information sharing leads to decisive action. To deal with so-called “messy” problems involved in the study, the researcher utilized the seven-stage process that is Checkland’s epistemology (Taylor and Dacosta, 1999).

For the research to be participatory and to encourage dialogue, two focus groups were identified. The focus groups were comprised of an elderly group and a youth group made up of six representatives from each traditional ward. The elderly group provided a traditional perspective and the other group presented a youthful perspective to rural development. The names of the participants will not be disclosed because they felt that it would be inappropriate to publicise their names. They indicated that the land issues related to rural housing development are still very sensitive. Group meetings were held separately where in both groups the researcher acted as a facilitator. The use of the group discussions facilitated data collection of the general information, clarified details and gathered opinions about rural housing development.

There were 800 houses which were at the construction phase for Isimahla Traditional Authority at the time of the study. The researcher could not visit all the households, but interviewed a considerable percentage (six families from each traditional ward of Isimahla). The visits assisted the researcher to clarify some questions that were not understood during the group sessions. The researcher

understands the protocol, norms and cultural values of the rural areas. Fieldworkers assisted in data collection process. Six community members were recruited as fieldworkers from the area to assist with the collection of data because Isimahla is a vast area, it consist of six traditional wards. One fieldworker was appointed from each isigodi and in the process of attaining fieldworker I was assisted by the leadership of the area. The semi-structured interview schedule was modified during data collection. The semi-structured questionnaires are attached as appendix D which severed as a guide to prompt discussion on housing.

One elderly person was selected from each traditional ward (isigodi). An attempt was made to balance the genders. Out of six participants only two were women and four were men. The elderly group indicated that they were happy about the houses that the government had built for them, but they had concerns about the urban type designed houses. They believe that the urban architecture is a shift from their cultural roots. The youth group also consisted of one person from each *isigodi*. The youth were appreciative of the houses but their main concern was that they do not qualify for housing since only one house is built per homestead. They were happy that the project brought skills development and job opportunities. Between the two groups there was a general feeling that rural housing is sustainable. They felt houses are built within a homestead unlike in urban areas where houses are sometimes vandalised if beneficiaries are not found to claim their houses. The study took almost six months because it was not easy to find everyone due to his or her personal commitments.

The researcher interviewed the Deputy Director who was assigned to manage projects on the Coastal Region of KZN and the municipal official who was monitoring housing projects for the whole Vulamehlo Municipality. The government officials both from the province and municipality were pleased with the rural development, but they had concerns about the slow process of land clearance and project packaging processes. They had concerns about the minimal funding that sometimes lead to the some rural housing projects being blocked. Officials indicated that this finding posed a threat on project sustainability together with no integrated development strategy on project implementation.

#### **4.2.1 Stage 1. Explore the Problem Situation within the Real World Frame of Thinking**

Extensive information required to be assembled (e.g. history of area, culture, structure and number of stakeholders) (Checkland, 1990). The intention of this stage is not to delineate the problem. It is merely to obtain some suggestions. It could be unclear and unstructured though it may be, in a limited structure of the problem situation, so that a variety of feasible and positively applicable alternatives can be made evident (Checkland and Scholes, 1990).

Basically, the researcher entered the community of Isimahla to enquire about the impact of rural housing introduced by the government as part of the delivery

mechanism. Isimahla Traditional Authority is under the traditional authority leadership (Inkosi) The case study targeted Ward 3 and 4.

The first group session incorporated both the elderly and youth groups. I explained the reason for our gathering that it was based on the academic research. This was done because the people of this area knew me as part of the project (Isimahla rural housing project) team. Due to some uncertainty of my dual responsibilities in the project, people became suspicious but welcomed me since we had good working relationship besides some differences. The use of recording material was not welcomed. When they were asked about their understanding of rural housing development and their expectations of it, it became clear that their understanding is totally different from the vision of the additional guidelines (DoH, 2003). People related the program to more than delivering a house, but to render all the basic services. As Checkland and Scholes (1990) indicated the problem situation presented by the both focus group was unstructured at the beginning.

#### **4.2.2 Stage 2. Express the Problem Situation**

Several semi-structured and unstructured qualitative interviews were conducted through group facilitation workshop or meetings. The rich picture relating to the project area, its living environment, stakeholders involved and the feelings of the community beneficiaries is illustrated below. The rich picture symbolizes the

representation of the key actors in project and relationships amongst them. It also attempts to capture the feelings and power relationships of role-players. This picture depicts the structure, method of the organization and the environment in which it functions.

In keeping with the Soft Systems Methodology the researcher conducted separate meetings with the two focus groups. Each group identified the problem situation in the area. Both groups indicated that the rural housing project is not integrated because it was only addressing housing need. Other basic needs like provision of clean water, clinics, electricity and the others were not catered for by the government. The youth felt that the project partially excluded them because training was not adequate and the few who received training did not receive certificates which can be used for future development. They felt that people are entitled to different house designs and should have an opportunity choose a design of their own. The youth stated that people have different housing needs hence the urban type of housing is not suitable for rural areas. They could appreciate some rondavels and other types of house designs.

Both the elderly and youth groups stated that they would like to be involved or consulted more often in the development of their communities.

### 4.2.3 Stage 3. Root Definitions of the Relevant Systems in the Problem Situation

A root definition is a statement defining what is relevant to the system and who is either concerned by it or could affect it (Checkland, 1990). To create root definitions the mnemonic CATWOE is used. CATWOE relates to C - customer, A - actors, T - transformation, W - worldview or Weltanschauung, O - owners and E - environment. It is a tool that could guide the work under study. This could assist to better understand the complex nature of various actors and structures that directly or indirectly impact on housing industry. It identified the situational elements and parties involved (Checkland, 1990). The SSM participants should be able to see the rural housing projects (case study) differently and more fully (Checkland and Howell, (1990).The table below describe root definitions of Isimahla.

#### CONSTRUCTING THE ROOT DEFINITION THROUGH CATWOE

<b>C = Customer/s</b>	Who would be the beneficiaries of the purposeful activity? Rural community beneficiaries,
<b>A = Actors</b>	Who would do the activities? DOH, Ugu District, Vulamehlo, municipality, Councillors, Isimahla traditional authority and businesses, community representatives represented by focus groups & housing development committee

<b>T = Transformation</b>	<p>What is the purposeful activity expressed as</p> <p>Input---- Transformation--- Output?  <i>Focus groups made up of the Elderly group and Youth group Meetings, workshops, interviews, construction process . To create rural housing projects/ program through an effective policy guidelines to achieve sustainable rural settlements.</i></p>
<b>W = Weltanschauung or World View</b>	<p>What view of the world makes this definition meaningful? <i>Key decision makers: Traditional Authority, Municipal Councillors and Community group representatives. What is going on in the wider world that influenced and shaped the „situation’ described in chapter 1, 2,&amp; 3.</i></p>
<b>O = Owner</b>	<p>Who could stop this activity? <i>All the stakeholders and partners</i></p>
<b>E = Environmental constraints</b>	<p>What constraints in its environment does this system take as given?  <i>Competitors, information technology, building industry, the new economy, the sector departments</i></p>

**Figure 4: Adapted from Checkland and Scholes, (1990)**

The core of the root definitions is found in the transformation process, which modifies inputs into outputs.

Two root definitions were formulated by each group. The root definition constructed by the elderly with the assistance of the facilitator is about, a „system to improve traditional authority areas by providing quality houses in order to enable sustainable development through empowerment and skills development, creating job opportunities and providing basic services with minimal or no environmental

degradation through integrated participatory project management by local people'. The youth group developed a root definition about „a system to improve living standards for the people of Isimahla and equip them with ability essential to develop their youthful viability, create employment opportunities provide social amenities and bring about economic and social upliftment programmes'. Briefly a root definitions formulated relates to „system to create rural settlements through effective policy guidelines to sustainable human rural settlements'. The next step was the construction of a conceptual model.

#### **4.2.4 Stage 4. The Construction of a Conceptual Model**

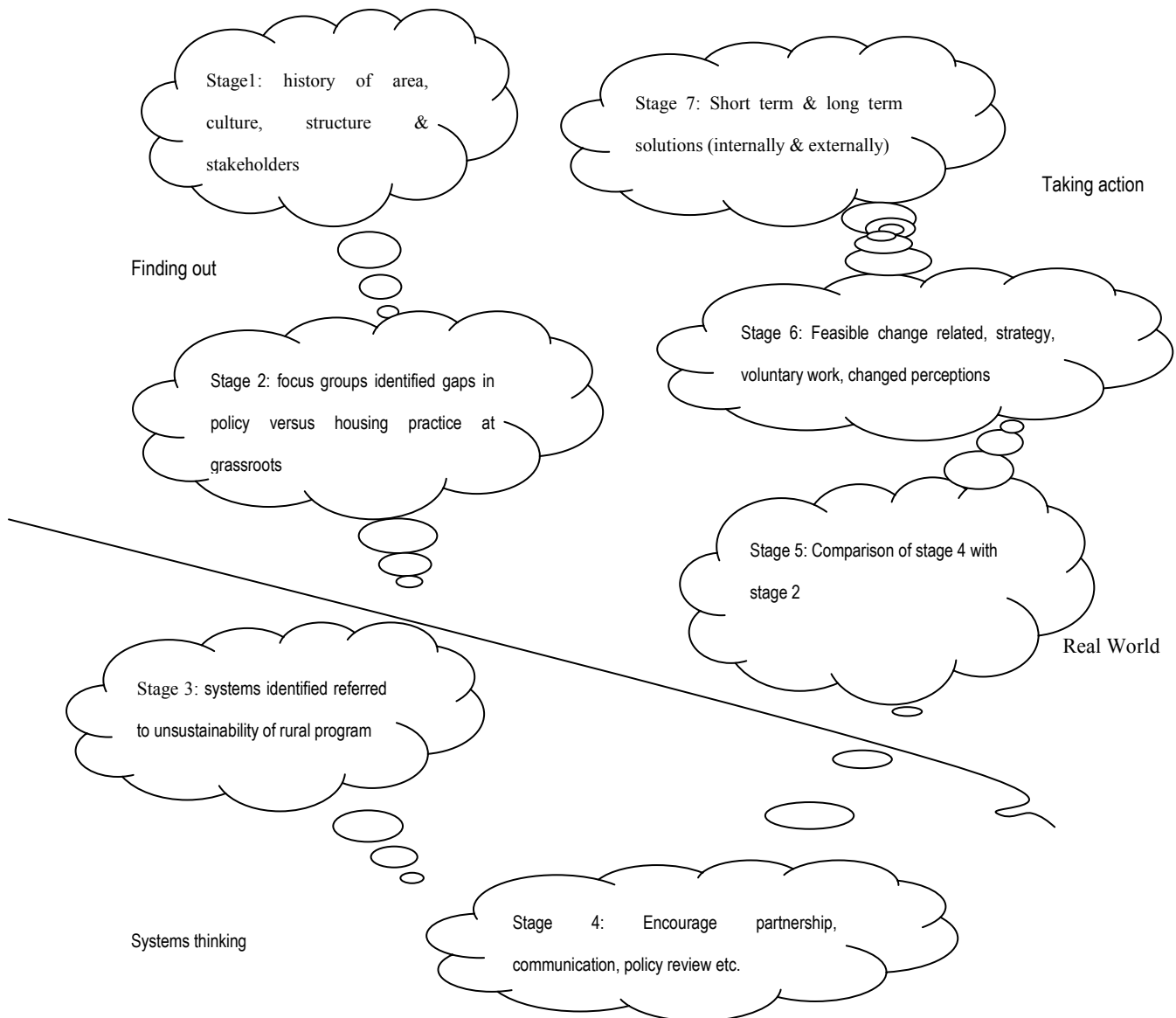
The conceptual model is unlikely to depict a “real world”, but basically an effort to comprehend activities necessitated to bring about transformation, and create a system representing stakeholder perspectives about the desired system and related human activities. It prepares participants for the dialogue that will take place in the “real world” (Checkland & Scholes, 1990).

The conceptual model is therefore designed once the root definition is established through the participation. The following role-players, the focus groups (elderly and youth groups), the Community Based Partners (Housing Committee, which was made up of representatives from all six (6) traditional wards (izigodi) of the area, the

Municipal Councillor and the representative from the traditional leadership, developed the conceptual model. The system should provide quality housing acceptable to rural communities, for example, more than one house design. It should be able to empower people with building or construction skills. There should be participatory development by other government departments and local business people. A system should encourage stakeholder or role-players or community partnerships and freedom of expression. A system that promotes land ownership rather than PTO'S or CTO'S (Adam et.al, 1999) for people to look after their physical environment (they could be encouraged to do subsistence farming and etc. Focus groups suggested that there should be a system that enables establishment of policy guidelines suitable for rural housing development that is sustainable. A system promoting cultural diversity and people not being label of belonging to a certain political party. It should take pride to cultural activities of the local people, provides social security in the Isimahla Traditional Authority area and KwaZulu-Natal as whole. It should incorporate traditional leadership in the policy decision-making process of the area.

Below is a diagram depicting a typical conceptual model. A conceptual model is a diagram setting out relationships between certain factors that are believed to impact on the rural housing system.

## THE CONCEPTUAL MODEL



**Figure 5: (SSM) Conceptual Model: Adapted from Checkland (1981)**

Below is Human Activity System (HAS) with focuses on the systems theory, systems philosophy, systems methodology and its application on the social or human systems. The human activity systems are open systems. They are sustained by their internal (might be relations within the traditional authority) and external relations

(DoH and other policy guidelines or frameworks having a direct impact in the area).

These systems depend on and contribute to the environment. They are complete but are part of the larger systems and their constituents could also constituents other systems. They are expected to change at any point in time. The reason being human beings are free to change their perceptions as and when they wish. Human beings process information, draw plans, perform and monitor performance. Effective and efficient HAS are based on self directedness, humanization and preserving the environment.

## The human activity system model (HAS)

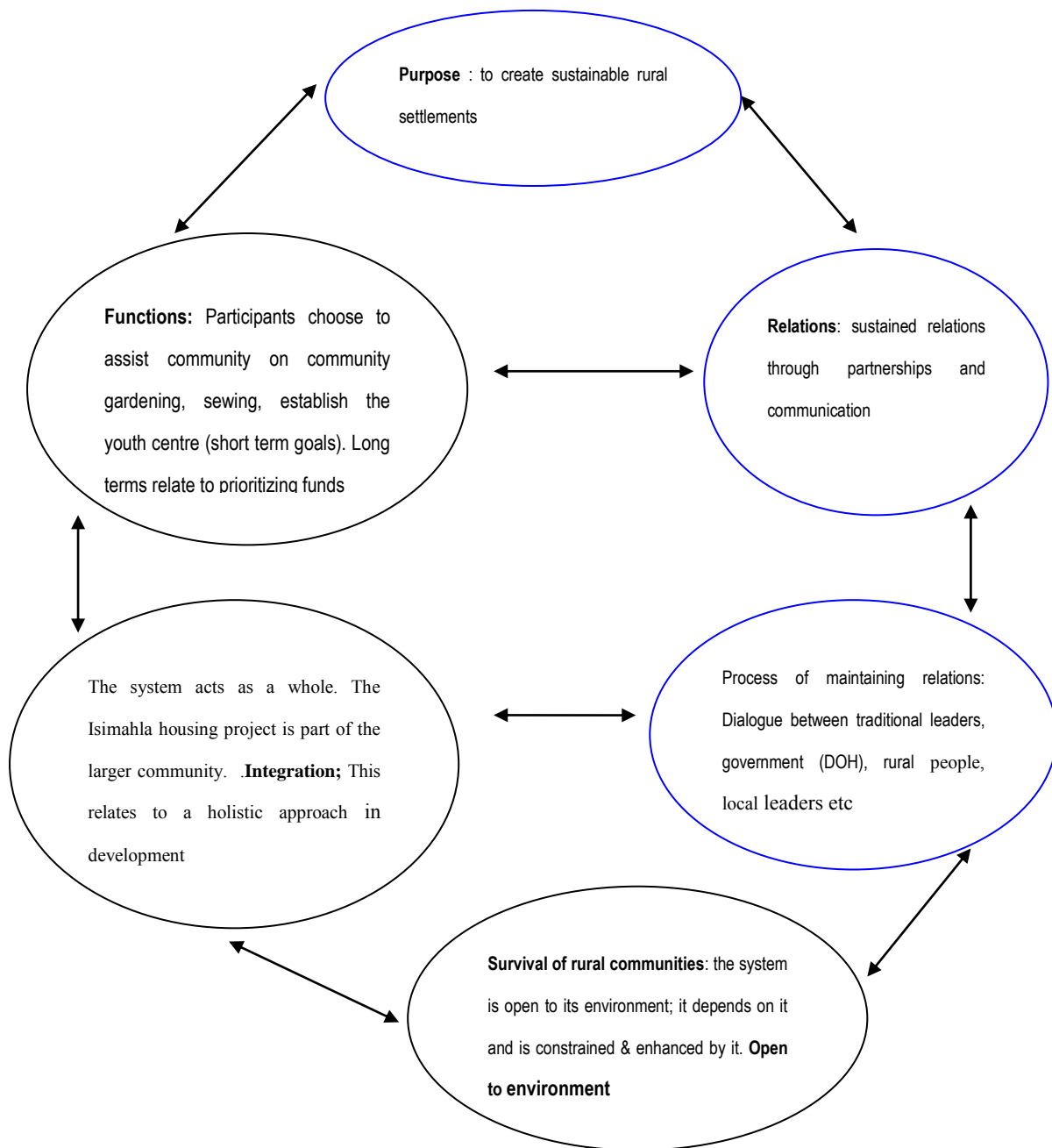


Figure 6: Adopted from Banathy (1988a); **Human Activity System Model of Isimahla Traditional Authority (Case Study)**

Banathy (1988a) talked about the ability of people or human beings to shape change. The people of Isimahla engaged into dialogue to communicate their

feelings, views, thoughts and perceptions of rural housing development. They indicated that they open to change for the betterment of their community. Change depends upon whether we are competent and willing to participate in the design of the systems of which we are part of. Through our participation we are give direction to the evolution of those systems. Banathy defined HAS in three levels which related to;

- A system should serve the purposes of its collective entity,
- It should serve the purpose of its members, and
- It should serve its environment of the larger system in which it is embedded.

It is important to understand the purpose, process interaction, integration emergence. The next stage taps into the ideas of changing and improving the system.

#### **4.2.5 Stage 5. Evaluation of Conceptual Model with Real World Problem Situation**

The conceptual model was then compared with the problem situation in order to identify desirable and feasible change. It integrated thinking about logic of how to improve a situation with what is socially and politically feasible. This could relate to the additional rural guidelines by DoH (2003) which had proved to be good on paper (theoretically) but practically, not reaching out to the intended beneficiaries.

Briefly these are some of the discussions below:

The majority of the people at Isimahla have been living in the area since they were born and some were married and moved in together. Most of the members of the focus groups indicated that the Community Based Organisation or Housing Committee was involved in the process since the inception phase. The elderly group indicated that the provincial Department of Housing suddenly changed the registration policy of beneficiaries without consensus. They thought every qualifying person would be eligible for a subsidy. They were not happy with the new policy of one person per one homestead. They indicated that in terms of the Zulu culture the family live together, brothers with brides/wives and sisters have their own houses (amalawu) within the homestead, where the head of the family is the father and/or mother (in the case where the father had passed away). They felt that the government was not embracing their culture by allocating one subsidy per homestead.

It was evident that the community had high expectations about the project at the development stage. In actual fact the housing project only provides for a housing subsidy and VIP sanitation system. Roads are supposed to be provided by the provincial Department of Transport said the Ward Councillor. Both focus groups indicated that the Department of Transport does not construct roads in the area. Although councillors are part of the planning committee for roads and transportation, they only serve as observers in meetings. Bad road conditions also affect learners and educators during the rainy seasons because they cannot cross the streams and rivers to schools. Systematically, the school's pass rate is badly affected at the end

of the year. Some learners walk on pathways to schools. Inadequate roads, to a certain extent have an effect on limited schools, lack of community centres, etc.

There are insufficient schools and even skills centres that were established by the community but lacked funds and collapsed. The skills centres were developed to provide skills, empower youth and adults as well as to create job and business opportunities for the locals.

In spite of the problems and challenges in the area there was a light at the end of the tunnel. Ward 3 in the area has clean running water and electricity, etc. Amongst the difficulties faced by the people due to poor provision of basic services are deaths in their community. People die (like pregnant women) because health centres like hospitals and clinics are absent in the area. Pregnant women deliver babies on their way to clinics or hospitals and tragedies happen because of the long distance they travel. That is why there is an increase in infant mortality. During rainy seasons some of the traditional wards (izigodi) cannot be accessed by motor vehicles because of bad roads conditions. There was a general feeling from both focus groups that a clinic had been planned to be constructed in 1996 but they suspected that due to political reasons it was never built. A mouthful was said about challenges and problems. Now let us focus on the policies, minimum norms and standards and community involvement in supply of building equipment as well as construction of the superstructure (house) itself.

Through semi-structured interviews conducted with the municipal housing technical official it was indicated that the quality of houses built were closely observed and were in terms of the set standard of the Department of Housing. The Vulamehlo municipal official stated that the Department of Housing and Municipal inspectors are working together to ensure that construction is in terms of approved drawing and specifications. The main concern is that the project does not recognize polygamous unions. According to the understanding of the selected focus groups the Rural Housing Policy Guidelines as amended, catered for polygamous union. The focus groups indicated that the government officials stated that one house per homestead should be built. This was a concern because it was against guidelines originally communicated to them at the inception stage of the project. It was stated that the budget for housing was minimal and only one wife who is most needy could qualify for a subsidy. According to the municipality the physical environment was improved rather than being harmed since a subsidy house was being built on the homestead. Even the Department of Local Government that has approved the settlement plan stipulated that no new sites are to be created to avoid densification of traditional authority land. Local skills that were provided to the community were carpenters, bricklayers, steel fixers and casting of slabs. According to the technical officers even women were empowered in the building process. Furthermore, it was indicated that the project seems to be sustainable because those empowered will be used to fix/maintain houses at a later stage and since the house is built within the homestead it will not be vandalized as in urban housing projects. The blocks that were used in the project had to be SABS approved. Local building material suppliers were called to provide material but not even one met the set standards. From the municipality's perspective, it could have been nice if different types of houses were built (like

rondavels).

The discussions about the conceptual model presented a chance for contributors to have second thoughts about their assumptions. It allowed discussions that brought an improvement on the problem situation. The discussions led to Stage 6.

#### **4.2.6 Stage 6. Determining Desirable and Feasible Changes**

The aim of this stage is to identify and explore change that is systemically desirable and culturally feasible.

Possible desirable and feasible changes generated by the respondents are as follows. It was suggested that since some members of the community have been trained in building skills, they (people trained) should be employed in future projects in the area. The focus groups volunteered to assist community members who are interested in agricultural gardens and sewing in finding them donations. The Municipal Ward Councillor had to get available water tanks to provide clean water from the Vulamehlo Municipal offices.

#### **4.2.7 Stage 7. Producing Adjustment to Improve The Situation**

The purpose of this stage is to implement ideas generated above. Who is to attain action? What type of action should be engaged? Where? When?

The possible desirable plus feasible changes that were generated in Stage 6 became possible actions and short-term solutions. The long-term solutions are part of the recommendations that the municipality will implement through the integrated development plan as per documented community requirements for basic services.

Long term solutions relate to attaining funding for the program of creating a sustain Isimahla rural development. This could mean that the municipality and government should provide social amenities in the area and creating job opportunities. It also indicated that the government should take a bold step in affording beneficiary communities with full security of tenure (Adams et. al, 1999 and others). DoH could re-evaluate its rural housing policy to be in line with its institutional structure and develop a communication strategy (Vaughan, 1997).

There will be a partnership with the Department of Housing, community, traditional authority and the municipality to enhance the community network to make sure that any future confusion created at the time of beneficiary registration is resolved. The

partners should learn from the projects past experiences. The councillor and the Ward Committee were tasked to follow-up on the budget for Ward 4 provision of clean water, maintenance of gravel roads and electricity programs on a monthly basis.

### **4.3 Conclusion**

As mentioned above that the research incorporated Checkland's epistemology of Soft Systems Methodology (SSM) that assisted the researcher to analyse complex problems facing the community of Isimahla Traditional Authority. This was done through observation, utilizing semi structured interviews and conducting meetings or workshops with the elderly and youth focus groups. The diagrams illustrated as appendix C (the rich picture), figure 5 the CATWOE model and Figure 6 , a conceptual model are tools used in systems models to express the problem situation, assist the researcher to analyse the problem and come up with better solutions.

In summary, analysing the above, a comparison of Stages 2 and 4, the problem was identified rather a „symptom' (Checkland, 1999). Using the SSM allowed me to identify deeper rural housing needs like „a house design' suited for the environment (Buthelezi, 2005) and land ownership rather a PTO or CTO (Adam et.al, 1999 and Xaba and Beckman, 1999). A step-by-step process encouraged the focus groups to

understand their problems and the solutions they could resort to. In the deliberations it became evident that an integrated rural improvement approach needed to be strengthened in KwaZulu-Natal. The focus groups promoted holistic economic and social development in rural areas. The White Paper on Housing (Department of Housing, 1994) included factors of active sectoral and intersectoral policies of growth and development and spatial strategies. However, the existing policies and programmes need to be reinforced into achieving a holistic approach. According to Rust and Rubenstein (1996), local government play a major role in developing the rural areas. These issues became evident in the deliberations at Isimahla. In deliberating on the human activity systems, it became evident that these systems focuses on systems theory, systems philosophy, systems methodology and their applications on social or human systems (Banathy, 1988a).

Despite the fact that the case study has some shortfalls, there are still lessons that could be learned. Firstly, SSM is truly iterative. It allows for role-players to discuss issues and come up with alternative solutions. It encouraged the formation of a working group (focus groups) to work with, they become part of resolution. They end –up owning the process. It assists the researcher to answer question referring to, „how do I contribute to the improvement of rural housing development’. Secondly, it is noticeably different from traditional group processing methods. However, lots of these techniques can be readily adapted to SSM at proper phases. The rich picture depicted as figure 4, shows stakeholders involved in the case study and also reflects power relations between the stakeholders. It was also applied as an innovative insight into developing the root definition of the system under consideration. The rich

picture was therefore evaluated against the conceptual model (figure 6 with ideas for systemically desirable and cultural feasible changes. The changes are part of the recommendations in Chapter 6 because they could not form part of the process due to time constraints. Seemingly, the CATWOE process is time consuming but if implemented properly it could yield desirable changes.

It should be noted from the case study that the SSM is weak in dealing with authority and domestic politics issues. The elderly group could not talk about the land ownership because they were afraid of being evicted by the traditional authority. The youth group showed reservation in dealing the ward councillor due to party politics (Adam et. al, 1999) However, the fact that issues of supremacy and politics were clearly uncovered in the rich picture brought attention to the power relations. The importance of a rich picture usage as a tool for SSM became evident on the case study (Jackson, 2004) because it is a symbolic representation of the key actors and the relationships between them. The rich picture attempts to capture the attitudes norms, values, and power relationships in the situation.

A Multiple Cause Diagram is represented as Appendix F and reflects the relationships, interconnections, interrelatedness, interdependence of systems, and systems thinking (Checkland, 1981). This indicates that rural housing as a system has an influence on the other subsystems depending on the environment it operates in. These linkages could be used to create sustainability of rural housing development and minimise the negative impact of rural housing development by

making sure that the developments are successful.

# CHAPTER 5

## DATA ANALYSIS

### 5.1 Introduction

This chapter contains significant data of my research. It forms part of my claim to live in accordance with the values of equality, fairness and incorporating these in my practice (McNiff, 2006). I have worked with different stakeholders who are part of the low-income housing industry. These stakeholders range from beneficiary community (urban and rural), inter-sectoral departments, contractors/or builders, professionals, traditional leaders and other relevant role-players. This gave me better understanding of the housing industry, its policy frameworks and its future implications. I think that I have contributed significantly to building and rebuilding our low income housing. When I speak of theories (mentioned in the previous chapters) as the outcome of professional housing practice, I am referring to ideas already established in the literature (Whitehead and McNiff 2006). Interestingly, McNiff (2006) mentioned that people conduct action research as a way of helping them understand how they can influence social change.

In chapter 4 above I have already mentioned that since people knew me as one of the project team representing a certain organisation in the project or case study, recording (audio or video recording) the group sessions threaten them. This was due

to the fact that there were several disagreements regarding some homesteads receiving double or two low-income houses (housing subsidies) while others got one only. Due to the above mentioned fact I was prohibited to use certain forms of data collection (video tape or tape recording) .Other uses of transcribing like note taking were welcomed. Verbal and non-verbal interaction shaped communicative meaning for my analysis. Permissions were requested to conduct this study. The request from DoH will be kept in my information archive and it can be presented on request. I have withheld any information that could identify people and places.

Action research refers to a practical way of looking at your own work. It is a form of self evaluation. It is a learning cycle. Action research begins with values (McNiff, 2002). The action research is based on the active structuring of learning cycle within content where learning that meets research standards is required. The implication is that the knowledge constructed will have validity. The validity of this study is based on the methods which had been mentioned in the previous chapters. I have gathered data on the case study and the methods used are notes, pictures through the SSM. In using the SSM as method of validating data, two focus groups, i.e the elderly group and the youth group were formed which provided perspective to the study. Furthermore, semi- structured interviews and attending project meetings (for the case study). Using CATWOE in analyzing discussions and drawing a rich picture encourages a process approach. Participants can test assertions, assumptions, positions and the integrity of data. With a root definition and a CATWOE rich picture

the analyst can turn to an imagined „ideal’ system (Harry, 1994).

## **5.2 Analysing data through literature**

In chapter 2 it was mentioned that the theoretical framework which influences the study is based on project management and complexity theories. I think as housing practitioners, we need to practice project management principles in our rural housing programme. This means that we need to adhere to the principles of time, cost, quality and acceptance (PMI, 2002, Kerzner, 2003 and Heerkens, 2003) of the end-product by beneficiaries. This could eliminate problems of going over the budgeted funds, and not adhering to time frames hence not compromising the quality of houses. How do we do that? This could be done through utilising monitoring and re-evaluating knowledge as housing practitioners.

Rural housing development has proven through theory and practice to be complex.

Complexity theory view systems as best regarded as complete. There is no single way of looking at any situation. Chapman (2002) described complexity that goes hand in hand with chaos. In this instance I am referring to chaos which could result to a good cause. Another aspect of data analysis is based on policy review in real world situation. The process of policy analysis identifies and evaluates alternative

solutions intended to resolve social, economic or physical problems (Patton, 1999). In analysing global environment versus the current situation in rural housing practices one has to review the quality of low income houses built in rural areas. What are causes of poor quality? Is it related to policy guidelines which excluded NHBRC registration of rural projects or is it limited funding which could have a negative impact due the dispersed nature of homesteads? I am referring to the fact that the project engineers do not check quality house by house constructed because he or she had to travel distances from one house to another. It could be the fact that the house designs are not suited for rural areas, local builders are not properly trained or not properly supervised. When we were having discussions with groups one of the members stated that „I wanted my subsidy to be a rondavel’. This touches on the flexibility of the rural housing policy and government to listen to the needs of the people.

### **5.3 Analysing data through the SSM**

One needs to first understand that SSM is considered as a means of dealing with complex human circumstances (Checkland, 1981, 1990). As per Jackson (1982) hard problem situations are well-defined (simple) problem and they are associated with goal seeking and problem solving, often referred to as “deterministic”. A soft problem is referred to as ill defined, unstructured and problematic in nature (Jackson, 1982). SSM is said to provide the necessary tools for use in conducting the study. These tools are useful to promote dialogue. The modified seven stage SSM process

by Checkland (1981) was used to facilitate dialogue and fresh ideas. A discourse analysis is the method which was used to analyse data. The stages of SSM were analysed in the following manner;

## **Stage 1 and 2**

This was the group formation stage where everyone was still trying to know each other from both the group sessions. Both groups defined rural housing development as a programme where the government build houses for qualifying beneficiaries (in terms of NDoH, 2000) as per their understanding. They indicated that they had several meetings with the „government’ (DOH officials) and the „consultants’ (Implementing Agent, company not mentioned). This was before the commencement of the project. The elderly group stated that

*„the project was started by us and the Inkosi before even the establishment of the municipality’.*

During the group session one elderly man was heard saying,

*„this housing thing took a very long time, I nearly died without seeing the subsidies (low income houses), in our rural areas’.*

Even though I could not capture conversations but what had been said by the old

man proved to be consistent with the discussion on literature and policy review chapters. From the old man's comments I captured feelings and the emotions of community regarding the housing process.

They indicated that DoH made a lot of promises which they have changed shortly before the construction of houses. They said that they were told that people who are in polygamous unions were accommodated by the policy, (NDoH, 2000). But at commencement of construction of houses they were told that „the neediest families need to be accommodated first and the project was approved for one thousand (1000) subsidies only.’ Then they were informed that DoH had limited budget for KZN.

The focus groups mentioned that Ward 4 was far from development because they lack basic services. As I have shown in the rich picture, figure 4, Chapter 4, people from this ward were unhappy about the situation. They felt that the councillor was only looking after his own ward. People from Ward 3 were better off because the mobile clinic (servicing the whole traditional ward) used to be situated in this ward.

When interviewing the Ward Councillor, he mentioned that he had requested for funding to service ward 4 with water and electricity but the Council indicated that funds had to be allocated to other councillors' wards that had not benefited by then. He had to wait until the IDP review for prioritisation of infrastructural projects. People

had known their Councillor as a harder working educated person because he initiated many projects in the area. Hence he had served two consecutive municipal terms as Councillor. Many participants had indicated that projects were not planned properly because most Councillors were satisfying their political agendas to have projects all over the municipal area, probable to gain votes.

The discussions revealed that external consultants did not seek community opinions regarding the preferable house designs for low-income project. They stated that they were shown a design of the house to be built and they felt that they had to abide by it, since they did not want their subsidies to be allocated to other willing communities. The house design was therefore of less significance than the project itself.

Frequently we learn not only about silent, invisible, physical factors, but also about abstract or emotional things like the social atmosphere between the people present. No one device will be able to record all this. Rich pictures are not confined to a limited range of symbols or a definition of what it may include. As a result, it can convey a wide range of hard and soft information: hence the term rich (Harry ,1994).

### **Stage 3**

Participants formulated a root definition with the assistance of the researcher based on the following; “a system to improve traditional authority area by providing quality houses to enable sustainable development through empowerment and skills

development, creating job opportunities, provide basic services for both wards (3 and 4) with minimal or no environmental degradation through community participation.

Men from the elderly group mentioned that ... *„yes we can build houses, even though we do not have certificates (formal training)’. A retired old man stated that. „I was working for a big construction company in Durban, I can do better job than these outside builders which came with consultants’.*

The youth focus group developed a root definition stating that they would like,

*„A system to improve their living standards, create job opportunities, provide social amenities and the upliftment of social and economic growth’.*

They indicated that their traditional ward had only one sports ground, situated at Ward 3. They said that:

*„We do not have anything to entertain us here’, we need to get some help from local business people to sponsor a youth tea, providing a soccer jersey kit and boots’.*

A young mother reiterated that houses alone are not sufficient without provision of services like crèches and other basic services.

## Stage 4

At this stage the views of the all participants were incorporated together. What came out repeatedly was that the Isimahla community would have loved to have more than one design because the houses built by the government were all the same (similar design and specifications) as depicted below in photograph number 3.



*Photograph number 3 taken during the construction process.*

## Stage 5 and 6

In terms of figure 6 (the conceptual model), participants indicated that the DoH (2003) policy framework had several gaps,

*„According to them (participants) at the stage of construction of top-structures, DoH officials told them that only one house should be built in each homestead’. Why they were not told at the beginning because they thought everyone who qualifies will get a subsidy? DoH told them that the head of the household should decide who could given a subsidy as long as they qualify as per , national housing guidelines’ (NDoH, 2000).*

When interviewing DoH official about the policy on „one house per Umuzi’, the official indicated that,

*„officials had adhere to the government policy guidelines. They government has limited housing funds, for this traditional area DoH had approved only one thousand (1000) subsidies. We had several meetings with the Community Based Organisation (CBO), the leadership of the area and IA to discuss the policy and we cannot change it’.*

The municipality could not comment on the matter because they were not involved at the initial phase of the project due to capacity (human resource capacity) problem, they rely on the consultants or IA’s.

The consultants (IA’s) commented at the project steering committee meeting that DoH introduced the policy of „one house per Umuzi’ in the middle of the project. They indicated that the policy should not be applied retrospectively because they have done registration of beneficiaries. This meant that they had to redo beneficiary administration to delete additionally approved beneficiaries in each homestead. They felt that this was going to be a costly exercise and cause delays. This was probable out of the project scope but they had to do it because they thought as DoH was the main project sponsor, they might not be awarded tenders in future.

## Stage 7

Participants were assisted by the researcher to devise short and long term solutions.

The interim or short term solutions referred to,

*„both groups suggesting that they could approach the local leadership to have meetings with the local business owners to request funding for sports equipment, community gardening and sewing materials. They were going to request from a ward councillor to get clean water at ward 4 through the municipal water tanks’.*

Long term solutions involve requesting prioritisation of the provision of clean water in Ward 4, encourage tourism facilities and the youth centre in the area. These were targeted for the municipal IDP review.

Semi- structured interviews were conducted with government officials (provincial and municipality). The researcher has years of experience and knowledge of the area. Focus groups were used to evaluate rural housing development. They comprised of elders (pensioners and traditional council) and the youth (teenagers and middle age people) each of whom were randomly selected. The elders group was between 60-80 years old and the youth is between 18-35 years old. The main key players consisted of the Vulamehlo Municipality Ward Councillor for Ward 3 and 4 for Isimahla Traditional/Tribal Authority, a representative from the traditional leadership, and the two types of focus groups. To allow them the freedom to speak their mind

the government officials from both the Municipality and the Provincial Department of Housing (KZN) were not involved at the meetings for the focus groups that were also held separately, and separate semi-structured interviews were carried out. Discussions were held separately to make the youth feel free to express themselves because the two groups had different views in relation to political aspirations and the existing housing designs. I have interpreted the groups' view of problem situation in the form of a multiple cause diagram depicted in appendix F.

From the analysis based on staged approach, it has come out clearly that rural housing approval or project funding should be in line with the municipality IDP's to create sustainable rural settlements (Khan and Thring, 2003). Participants indicated that there were areas of concerns regarding the practical implementation of policy guidelines.

#### **5.4 The researchers perspective**

In the deliberations it was evident that people understand the policy on rural housing development (Chapter 11 of the National Housing Code/ NDoH, 2000) but there was a communication problem. The communication breakdown was caused by several circumstances. Firstly, the partnership between the government and the community organization did not increase community empowerment, especially the community-based partner (Rubin, et al. 2001: 380-381). Secondly, clear boundaries were not set

out, to define exactly, right from the onset that is responsible for what. Thirdly, there have been political agendas from some community members who subsequently did not have a buy-in for the project.

Municipalities/local authorities need specialized skills, e.g. project management skills and community development. Municipalities are closer to the people and they are easily approachable by local communities.

Another point of departure was that the provincial government and local authorities/municipalities should plan in an integrated approach (DoH, 1994). This will assist to achieve sustainable rural development.

Rural communities have come to terms with the fact that the Chiefs (Traditional Authority) are the custodians of rural land, and they have the authority to allocate plots to people. There was a feeling that job opportunities were created to a minimum level because local people were employed as sub-contractors (on an individual basis).

Only people who were allocated the land by the Inkosi and his traditional council benefited in the development. These are people who had been given Permission to

Occupy (PTO). The Inkosi has to give written consent for the development. In terms of Section 2(5) of KwaZulu-Natal Ingonyama Act 3, 1994, the Ingonyama Trust Board entered into a Development Rights Agreement (DRA) with Vulamehlo Municipality for the duration of the project subject to the conditions that there is no township establishment and that the land has not been alienated. The people have functional security of tenure, not full title to the land.

Only one ward out of two wards received some of the basic services. Even the housing project could not provide such services in its plans. Water was provided through water tankers. The existing access roads service the area and Ventilated Improved Pit (VIPs) sanitation had been constructed. The Ugu District Municipality confirmed that water provision was available as part of its Water Services Development Plan.

The major road network in the project area consists of gravel roads that need better design and planning to improve the storm water catchment areas and eliminate current erosion in the area.

As per findings an Environmental Screening report was compiled as statutory requirements of section 21, 22 and 26 of the Environmental Conservation Act No. 73 of 1989 (as amended). No potential environmental impacts have been identified that

may jeopardize the development.

The quality standards were checked and approved by the project engineer, the Provincial Department of Housing Building Inspector, and the Municipal Technical Inspector who was stretched amongst other projects. At the time of approval, the rural housing projects are exempted from the National Housing Building Regulations Council (NHBRC), which is the authentic body for quality control.

## **5.5 Conclusion**

Since the researcher had a clear background of the study area, she decided to have separate sessions with the parties concerned. This allowed for more dialogue amongst the respondents. The Community Based Organization representatives, the Traditional Authority Leadership and the Ward Councillor had a separate session/workshop without any government officials. The two focus groups had separate sessions. Initially the members were suspicious of the researcher, although she explained the reason for the meeting. The fact that the researcher was a former Project Facilitator who had been involved in the project up to 2006 as a government official created suspicions. They feared that she had been sent to investigate them, but their suspicions were later cleared by the assurance that the discussions would be confidential. The basis of their suspicion is due to fact that the

people of Isimahla seem to have lost trust in the government because of the issue of “one house (subsidy house) per homestead” even though several discussions were held on that particular matter.

Due to this controversy, more time was taken than was planned because separate sessions and unstructured interviews had to be conducted with the government officials involved in the project.

The researcher attended Project Steering Committee (PSC) meetings to gain an understanding of the study area. Two of the monthly meetings were postponed due to non-availability of some members and they could not reach a quorum.

The research process has proved that integrated rural development needs to be strengthened in the KwaZulu-Natal. The Soft Systems Methodology has its advantages and disadvantages. In this case study it has assisted parties to analyse complex problems facing the community of Isimahla and, moreover, the Ugu District Municipality as well as the rural municipalities of KZN. The impact of rural housing development in South Africa is still a major challenge that needs inter-governmental co-operation to work in collaboration so that sustainable development in rural development could be achieved. One disadvantage levied against the Soft Systems

Methodology is that it is designed to reach accommodation and harmony through open dialogue. Several voices could be ignored in those circumstances at the onset (Lucket, et al. 2001).

Another controversy was that to allay suspicions, a tape recorder was not used, therefore information was captured manually which was time consuming. It is important to understand that action research provides practitioners with a research approach that they can use in the real contexts of their work based on the real problems they face. McNiff (2002) stipulated that unlike other empirical research methods where you can prove your claims, in action research you cannot prove it (them). It is said that the word “prove does not exist in action research”. Reasonable evidence could however be produced suggesting that what “you feel happen really did happen, and you are not just making it up” (McNiff, 2002; 19). On the other hand it is criticised that as the focus of the enquiry is so close to the researcher it becomes difficult for outsiders to engage closely with the process, this relates to the validation process of research (McNiff, 2002). The action research method allowed the researcher to utilise the SSM, literature and policy review to come with informed findings and recommendations. This is tabled on the next chapter.

# CHAPTER 6

## RECOMMENDATIONS and CONCLUSIONS

### 6.1 Introduction

In this chapter I discussed what I consider as the significance of my research. This is based on the question „how can we as housing practitioner change or improve the practice for the best. This could be done through the already discussion methodology which is the action research method incorporating human activity methods as SSM. McNiff (2002; 6) defined action research as “an enquiry conducted by the self into self”. It is a form of self evaluation. It involves identifying a problematic issue, imagining a possible solution, trying it out, evaluating it and changing practice based on evaluation. The study went through a process of human systems enquiry focusing on the systems theory, the systems methodology and their applications on social or human systems. The human activity systems gave individuals the authority to act collectively (Checkland, 1981). Furthermore Checkland explained that human activity systems are structured sets of people who make up as system (A system of Isimahla traditional authority area). This system processes information, makes plans, performs and monitors performance. Likewise, project development of human activity system is a complex set of activity systems which involves planning, organising activities, managing and assessing risk, risk analysis, co-ordination of activities, resource allocation, communication, budgeting, execution, control and evaluation of the project. This involves the project team,

beneficiary communities, the client (municipality and government) and practitioners. It is said that these systems self-organise through collective action to reach a common goal. What is the common goal in rural housing? It is achieving sustainable rural settlements.

What seems to be the project failure in the case study was the issue of approval by the beneficiary with commonly agreed upon scope. The government lost faith in the Community Based Organization due to the reasons already mentioned. Communication is the measure of success. If communication is broken no relationship exists.

The use of SSM is a methodology that aims to bring about improvement in areas of social concern. The process of learning took place through the iterative process of using system concepts to reflect upon and debate perceptions of the real world. The systems concepts relate to the rich picture depicted as appendix C, a seven activity stages, CATWOE used to develop the root definition as figure 4, conceptual model and the human activity systems model (HAS) and the a multiple cause diagram indicated as appendix E. A multiple cause diagram gave an overview of the complexity of problem situation in relation rural housing development (Checkland, 1981). The use of SSM led to a dialogue which unfolded the real situation in the area. These circumstances are conveyed in the next paragraph.

Participants indicated they would like to have more crèches and pre-schools for children, or parents who are working in the nearer towns. Due lack of skills, some of the youth who have passed matric and do not have funds to go to higher learning institutions, end up becoming criminals and there was not even a mobile police station to combat crime. A community hall was budgeted for in the integrated development plan (IDP) but it has still not been built. The IDP had being reviewed but no delivery on the ground is taking place. There were youth clubs like traditional dance and music (isicathamiya) groups, but the community lacks funds to promote such activities.

People would love to promote tourism and have museums on the history of the Isimahla traditional leadership since it is rich in history and covers a vast area/land. The community have started co-operatives for subsistence farming and sewing but lack funding; some have hairdressing salons but require financial support for these to grow.

## **6.2 Recommendations**

At the beginning of this chapter I talked about embeddedness of human systems which are unbounded, meaning they are inseparable and are linked with many other

factors. To put this into practice based on a case study, the problem of construction of houses becomes a land-use problem which could be linked to economic, environmental, political, conversation and ethical issue. Drawing a boundary could become a problem. Banathy and Jenlink, 1991). Having discussed this, and incorporating the theory and practice through the information collected and analysed using the methodology which had been discussed assisted the research to come up with the following recommendations.

I think rural housing projects should be managed, monitored and controlled at the local municipality level. There should be co-ordination between the Land Use Management Systems of the local municipalities, Integrated Development Plan's and the District Municipalities for planning of bulk services for housing projects (Vaughan, 1997).

The planning of rural settlements should be integrated at the national, provincial and local levels with coordination of sector departments. The coordination will ensure funding mechanisms on rural housing development is streamlined and integrated.

Rural housing projects need to be undertaken in terms of the project management principles adhering to time, cost, quality and project acceptance by the client (Kerzner, 2003) in achieving sustainable rural development.

This could ensure project sustainability. Bourne (1981) and the White Paper on Local Government SA, 2000 and Vaughan, 1997 indicated that local government holds a key to success or failure of housing programs. Development that is sustainable must bring about decreasing reliance on outside support agents and sources of funding (resources), (PPT, 2003). Sustainability also ensures that the environment is not harmed and resources are managed judiciously, for them to be enjoyed by the next generations.

Capacity in terms of human and capital resources should be based at the municipal level to ensure that projects are implemented successfully.

As discussed in the previous chapters the involvement of local community who stands to benefit in the development their settlements will ensure ownership by the people. A people-centred development can help communities to develop their own sustainable solutions.

Rural housing should promote the improvement of planning (looking at land tenure options and settlement planning), design (different types of house drawings suitable for rural areas), construction materials and construction methods and emphasis that quality standards should be adhered.

Allocation of subsidies should ensure equal rights of women and men in relation to land and decision making. Rural housing development should recognise cultural values and practices of rural communities.

The government / DoH should review its institutional and strategic policy framework. It should analyse the ethical engagement of the professionals in housing, e.g. the integrity of engineers and the environmentalist practitioners involved in low income housing. More than anything the government should improve the system of communication for a better service delivery in the public institutions. This could be done through frequent dialogue sessions.

### **6.3 Conclusions**

In order to deal with real world problematic solutions or findings, the outcomes had to be systematically implemented. This could have assisted the community under the case study. It was not easy to do that due to time frames and some “solutions” needed some funding that could be out-sourced from the government departments. For government funding to be approved for development, one needed to follow procedural processes. Alternatively, funds could be out-sourced from local businesses that had to be formally consulted in order to ensure their buy-in for such

developmental ideas, which took some time to finalize. Furthermore, the CBO and the Ward Councillor were tasked to follow-up on several issues mentioned in Chapter 4, Stage 6 of the study. As short term solutions the focus groups decided that they were going to request the local leadership and the local business people to fund community gardening, sewing, and encourage tourism and sports activities. They requested the ward councillor to assist with water tanks for the community who did not have clean water. The long term solution could involve prioritisation of funding for basic services and other required community services.

Drawing from the discussions above, the housing process needs to be more integrated in order to establish sustainable environments as opposed to just building houses. Focus should be on promoting holistic development in order to achieve sustainable growth in rural areas of KwaZulu-Natal. Systematically, holistic development will lead to sustainable human settlements. Sustainable human settlements are well managed entities in which economic growth and social development are in balance with the carrying capacity of the natural systems on which they depend.

The SSM utilized as part of the research process facilitated constructive results. It empowered participants to think of themselves and the environment in the area they live in. It enabled a new way of thinking, using their experience to contribute to the improvement of rural settlement (Banathy, 1991). I believe the methodology proved

to be effective when dealing with complex problems facing rural housing development in South Africa. This has been done through dialogue where we talk about issues affecting us in terms of economic, political, environmental and ethical factors (Banathy, 1991).

Finally, the findings in this study addressed very sensitive and problematic issues with regard to the housing type that is culturally suitable for rural inhabitants who still live under the leadership of the traditional authorities. I am of the view that there are also socio-economic factors to be considered when trying to build a sustainable and viable rural society.

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## **APPENDIX A**

### **Additional rural guidelines for KZN (as amended) DoH (2003)**

## SUBMISSION

**TO :** THE HOUSING ADVISORY COMMITTEE FOR APPROVAL BY THE MEC OF HOUSING

**SUBJECT :** ADDITIONAL RURAL GUIDELINES

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### 1. PURPOSE

The purpose of this submission is to approve additional rural guidelines for housing in rural areas.

### 2 BACKGROUND

2.1 The National Department of Housing developed guidelines for housing in rural areas in January 2000.

2.2 Rural development could occur on various categories of land. It is possible that such development could take place on land owned by a tribe or on land acquired by a farmer. In these instances, various options would be available with respect to the issue of subsidies, obtaining development approval and the transfer of tenure. It is quite conceivable that in such cases, project linked subsidies could be granted and freehold tenure could be issued.

2.3 Since rural development in this province largely takes place on tribal land and due to uniqueness and sensitive tenure problems in tribal areas the National policy could not be implemented in this Province in the format prescribed. Some of the main problems which restricted this department from implementing the National policy were :

- , Tenure issues on tribal land. Traditional Authority concern re land alienation.
- , Since there were no wall to wall municipalities at the time sustainability of services and maintenance thereof was a concern.
- , The Rural Subsidy Mechanism is a subsidy of last resort and will only be approved on good cause being shown why this mechanism is preferred as opposed to any other subsidy mechanism such as PLS or the Institutional subsidy mechanism.

2.4 This province rather than ignoring development on tribal land, developed a Provincial policy framework to introduce housing subsidies into tribal areas. These guidelines outlined in this document are not meant to deal with rural development of the type referred to in point 2.2 as the manner in which development should be dealt with is already known,

2.5 The Provincial guidelines seek rather to deal with development on tribal or communal land and more specifically land registered in favour of the Ingonyama Trust Board.

2.6 The Institutional Subsidy Mechanism was adopted as the most appropriate mechanism for housing delivery in tribal areas. The usual requirements for Institutional subsidies had to be complied with. The establishment of rural housing projects in traditional areas was still delayed by concerns, which the traditional leaders had with certain of the Provincial guidelines and how such issues would affect their authority.

The principal concerns are :

- , The possibility the housing development would result in the alienation of their land should the policy require the establishment of full ownership rights to the beneficiaries as is the case with urban housing projects;
- , Ownership of the project and the role that the Tribal Authority would have in the project;
- , The requirement for the establishment of a Section 21 Company in order to be able to establish the project in terms of the Institutional Subsidy Mechanism.
- , Confusion regarding the purpose of leases.

2.7 This document seeks to provide additional guidelines in order to cater for the main concerns of some traditional authorities with respect to:

- , the use of a Section 21 company as a development vehicle for tribal land;
- , the registration in the Deeds Office of long term common law leases.

2.8 These guidelines are not intended to substitute the national or current guidelines, but are aimed at enhancing delivery of housing in these areas. *The existing guidelines for the use of institutional subsidies or PLS projects will remain applicable to rural development where the Amakhosi are not opposed to the Section 21 company being used as developer or wishes to establish a town in terms of the PLS policy. The Amakhosi would be allowed to make a project application for a housing project using any of the available subsidy instruments.*

### 3. **IMPORTANT FACTORS**

The following factors, dealt with in the existing guidelines, continue to be applicable to the approach proposed in this document :

#### 3.1. *The Expenditure of Public Monies*

Rural subsidies are public monies and the expenditure thereof must take place in compliance with the principles of the Public Finance Management Act, Act 1 of 1999.

#### 3.2. *Planned and Integrated Development*

All development, including rural development must take place in accordance with the relevant municipality's Integrated Development Plans.

#### 3.3. *Support of the Municipality*

3.3.1 All development, including rural development, must be supported by the municipality having jurisdiction over the project area.

3.3.2. In order to ensure that development proceeds in a co-ordinated, sustainable and integrated basis, the Department of Housing requires housing developments to be driven by municipalities.

3.3.3. This aspect is dealt with further below.

### 4. **SUBSIDY POLICY MECHANISM**

It is proposed that projects be established using the guidelines and business plan format of the amended Project Linked Subsidy mechanism, in conjunction with the provisions provided for in the Rural Housing policy for the establishment of a system of Functional Tenure, as set out in Part 3, Chapter 11 of the housing code. For the purposes of the rural subsidy guidelines, "functional security of tenure" refers to the special circumstances prevailing in traditional authority areas in Kwazulu-Natal where formal tenure of land, in the form of title deeds are currently not possible, but where beneficiaries are permitted to reside and use the land, in accordance with traditional arrangements. *See attached flow chart outlining process and glossary of terms.*

#### 4.1 *Social compact agreement*

4.1.1 Any housing development undertaken in terms of these guidelines must be preceded by an agreement between the municipality and Traditional Authority in which the respective roles and responsibilities are defined.

4.1.2 The Traditional Authority must consent to the development in terms of Section 2(5) of the KwaZulu-Natal Ingonyama Trust Act, 3 of 1994.

#### 4.2 *Developer*

The municipality, with the support of the District Council where required:

- , Act as a developer. Where the municipality does not have the capacity the department will fulfill the role as developer.
- , Manage the project funds in terms of the PLS Agreement;
- , Appoint any implementing agent/specialists or contractors as may be required to implement the project;
- , Administer a trust account in conjunction with the implementation agent, through which subsidies will be controlled.
- , Provide the bulk services to the project with funding that it would receive from the Consolidated Municipal Infrastructure Programme;
- , Provide technical assistance in the planning and control of the installation of any services in the project;
- , Manage the provision of water supply to the project in terms of arrangements to be agreed between the municipality and the Tribal Authority;
- , Manage the technical and planning functions required for the establishment of the project.
- , Obtain statutory approval for all or any development.

#### 4.3 *Traditional Authority*

The Traditional Authority would, with the assistance of the Department of Traditional Affairs where required:

- , Allocate the sites to be occupied and administer a system whereby Functional Tenure will be given to the beneficiaries of the project.
- , Ensure the involvement of the community in the implementation arrangements for the project.
- , Reach agreement with the Municipality on the level of services to be installed in the project and the administrative mechanisms where applicable for the collection of any service charges or payable by beneficiaries.
- , Protect the development area and prevent any unlawful occupation thereof.

#### 4.4 *Tenure*

4.4.1 The Form of functional tenure that is currently in existence in a specific traditional community may be used. The developer, ie the municipality in consultation with the Traditional Authority will provide the Department of Housing with the following information :

- (a) the details of the beneficiary.
- (b) tenure that the beneficiary currently holds
- (c) the GPS (Global Positioning System) co-ordinates per beneficiary site.
- (d) the consent/signature of the Traditional Authority confirming that the beneficiary has been allocated a plot that exists in the GPS./ Certificate of allocation
- (e) the GPS fixed co-ordinates for the outer boundary of the Isigodi area.

4.4.2 Consent from the Ingonyama Trust Board in the form of a Land Availability agreement should also be submitted to the Department of Housing.

4.4.3 If the beneficiary vacates the property occupied by him for any reason whatsoever, his or her name will be removed from the National Housing Database so that he or she will once again qualify for a subsidy. The Developer must that the Amakhosi re-allocates the property to another qualifying beneficiary. This provision must be contained in the Social Compact agreement between the Developer and the Traditional Authority.

#### 4.5 *Products norms and standards*

4.5.1 Norms and standards need not apply to the levels of services(water, roads and sanitation) in Rural areas, but may serve as a guide.

4.5.2 The top-structure must comply to Norms and Standards, it must be 30 square meters or more and of sound quality. Any savings in the services cost must materialize in an increase in the top structure. The Department of Housing's Regional Office staff must peruse specifications and costs and confirm value for money.

4.5.3 National Home Builder Registration Council(NHBRC) registration is currently not applicable in respect of rural subsidies. Beneficiaries will therefore not be required to make any contribution.

#### 4.6 *Milestone payments*

4.6.1 The milestones must be clearly defined and must not be inconsistent with the Progress Payment Milestone for Project Linked Subsidies and/ or Institutional Subsidy milestones. It is acknowledged that minor variations may be required to the department's pro-forma documents. This needs to be negotiated through the Regional Office, in conjunction with staff from the relevant legal and subsidy administration components and recorded in the agreement through revision of the relevant clauses .

4.6.2 Payments must be made against certification of invoices in terms of contracts prepared in accordance with standardized procurement documents.

#### 4.7 *Procurement principles*

Since the land is already identified for development in these projects, tenders need not be invited for land. The implementing agent, contractors or specialists must however be appointed in terms of Procurement principles, and as required in terms of the Municipal Systems Act. The Department's procurement process documents for green field projects may be used as a guide.

#### 4.8 *Application procedure*

4.8.1 The normal interaction, facilitation, evaluation, checks and controls that take place between the department and the municipality in conventional projects must take place.

4.8.2 The application must be submitted via the Departments of Housing's regional office, through the normal project approval route (i.e. for recommendation by the Housing Advisory Committee (HAC), for approval by the MEC of Housing).

4.8.3 An agreement will be entered into between the department and the municipality. The agreement must include time frames of the expected milestones, as defined in the business plan.

**5. OTHER DEPARTMENTS/ BODIES CONSULTED**

This policy has been done in consultation with the Department of Traditional and Local Government Affairs, The Ingonyama Trust Board and will be work shopped with all Amakhosi in the Province.

\_\_\_\_\_  
**MRS. M. GODLIMAN**  
**Chief Director : Strategic Housing Support**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Mr. C. Ntsele**  
**Chairperson : KZNHAC**

\_\_\_\_\_  
**Date**

**Approved/ approved as amended/ not approved**

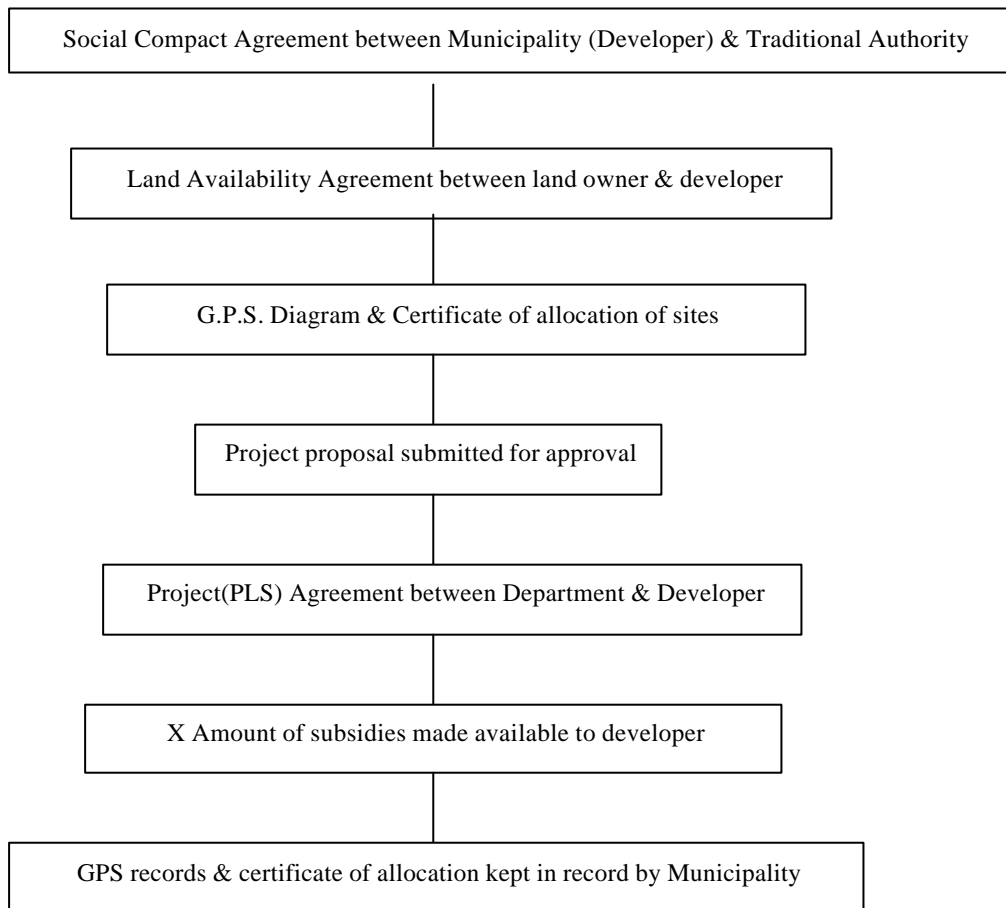
\_\_\_\_\_  
**REV.W.M.NGCOBO**  
**MEC FOR HOUSING**

\_\_\_\_\_  
**DATE**

## ***GLOSSARY OF TERMS***

1. **PLS** - (Project Linked Subsidies) Subsidies that are given to individuals that are part of one big project to provide housing to low-income groups.
2. **Traditional/Tribal Authority**- means a Tribal Authority established in terms of Section 5(1) of the Kwazulu Amakhosi and Iziphakanyiswa Act, no. 90 of 1990.
3. **Developer** - The person, institution or body who initiates, designs and undertakes housing development projects. In this instance the developer will be the municipality who will be in consultation with the Traditional Authority.
4. **Beneficiaries** - People who qualify for a housing subsidy.
5. **Social compact** - An agreement between stakeholders about commitment to undertake a housing project according to an agreed development vision.
6. **Functional tenure** - Refers to special circumstances prevailing in traditional authority areas in Kwazulu-Natal where formal tenure of land in the form of title deeds are currently not possible, but where beneficiaries are permitted to reside on the land, in accordance with traditional arrangements.
7. **Global Positioning System** - This is technology using satellites to determine one's position on the earth's surface, rather than using conventional survey equipment and methods. The result is a number which represents the grid reference at the point at which the reading is taken. The advantage of using this technology is that the time taken to determine an accurate position is substantially reduced therefore is more cost effective. The high resolution machines can give an accuracy level sufficient for cadastral survey work.

# ADDITIONAL RURAL GUIDELINES PROCESS & RELATIONSHIPS



## **APPENDIX B**

### **Information document based on assessment of in-situ projects on Ingonyama Trust land**



**DEPARTMENT OF LOCAL  
GOVERNMENT AND TRADITIONAL  
AFFAIRS**

**INFORMATION DOCUMENT:**

**ASSESSMENT OF *IN-SITU*  
HOUSING PROJECTS ON  
INGONYAMA TRUST LAND**

**JULY 2004**

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<b>ANNEXURE A:</b>	<b>Principles of the Development Facilitation Act, 1995 (Act No 67 of 1995)</b>	<b>Page 14</b>

# GUIDELINE DOCUMENT FOR THE ASSESSMENT OF HOUSING PROJECTS ON INGONYAMA TRUST LAND

## SECTION A: BACKGROUND

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The National Department of Housing developed guidelines for housing in rural areas. In addition to the Department of Housing's requirements the Department of Local Government and Traditional Affairs has prepared a guideline document for the assessment of *in-situ* housing projects on Ingonyama Trust land since it is required to give planning consent for rural housing projects on Ingonyama Trust Land. The Chief Directorate Development Planning is *inter alia*, responsible for the promotion of orderly development of land in urban and rural areas in the Province and the Chief Directorate Traditional Land Administration is responsible for the management of land tenure processes in traditional authority areas in the Province. It is these responsibilities that have mandated the **Department of Local Government and Traditional Affairs** to assess rural housing projects.

With this mandate in mind, a workshop was held on 15 March 2004 between representatives from the **Department of Local Government and Traditional Affairs** and Department of Housing where it was agreed that the most suitable way of assessing these projects is by way of a technical assessment committee, similar to the process provided by the Development Facilitation Act (the Development Tribunal). It was also resolved that it would be useful to prepare an information document for municipalities, implementing agents and the Department of Housing setting out the planning application process as well as the documentation that would be required in order to assess rural housing projects (insofar as planning consent is concerned). This document is a result of numerous workshops with various role-players, including implementing agents. All municipalities and implementing agents are requested to meet the terms and conditions contained in this guideline document.

It must be noted however, that when a municipality applies for a greenfield development, that municipality shall be required to apply in terms of Chapter 6 of the Development Facilitation Act (Act No 67 of 1995).

## SECTION B: APPLICATION PROCESS

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During the rural housing application process, the implementing agent is required to submit the 'pack of information' as required by **the Department of Local Government and Traditional Affairs**, to the Department of Housing in order to obtain planning consent.

The Department of Housing will then forward the 'pack of information' to:

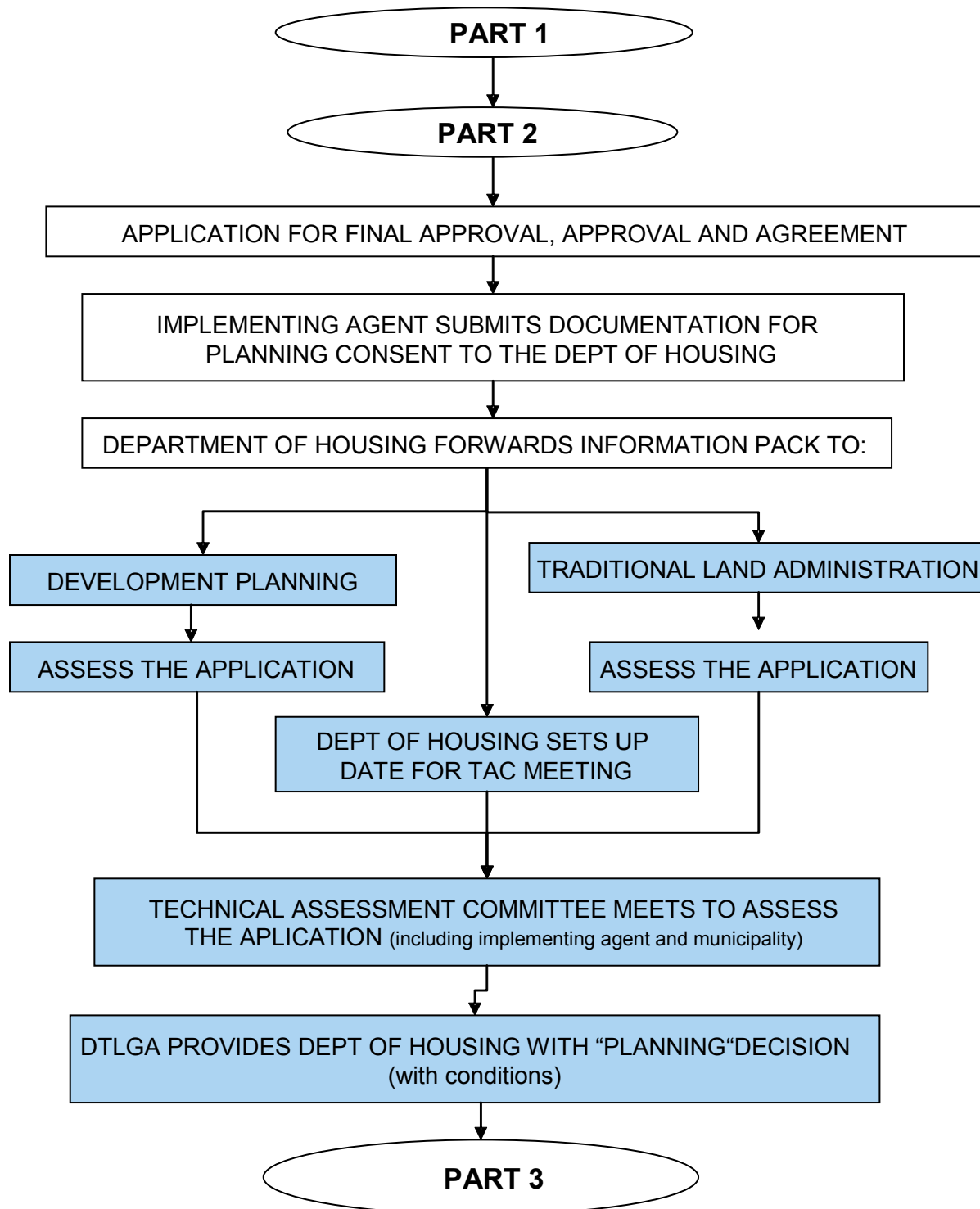
- Development Planning (LGTA)
- Traditional Land Administration (LGTA) and;
- will simultaneously schedule a date for the Technical Advisory Committee (TAC) to meet

**LGTA will make a decision with technical assistance from the TAC.**

After the **assessment** the **Department of Local Government and Traditional Affairs** will provide the Department of Housing with a '**planning**' decision (with conditions attached). The Department of Housing will then proceed with the application upon gaining this decision.

The 'flow diagram' on the following page clearly sets out the application process required in order to obtain 'planning consent'.

# PLANNING CONSENT FOR RURAL HOUSING PROJECTS ON INGONYAMA TRUST LAND



**SECTION C:  
DOCUMENTS REQUIRED BY THE DEPARTMENT OF LOCAL  
GOVERNMENT AND TRADITIONAL AFFAIRS IN ORDER TO ASSESS  
RURAL HOUSING PROJECTS ON INGONYAMA TRUST LAND**

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The Department Local Government and Traditional Affairs require the following documents, reports and plans in order to reach a 'planning' decision:

<b>DOCUMENTS</b>	
1.	Explanatory memorandum
2.	Land availability agreement
3.	Service agreement
4.	Letter from the Land Claims Commissioner
5.	Mineral rights certificate
6.	Certificate of allocation / proof of tenure
7.	Traditional authority consent

<b>REPORTS</b>	
1.	Socio-economic report
2.	Environmental impact assessment report and ROD or letter of exemption
3.	Geotech report

<b>OTHER DOCUMENTS / INFORMATION / PLANS</b>	
1.	Topographic Map
2.	Settlement Plan (including the 1:100 year floodline)
3.	Orthophoto
4.	GPS co-ordinates

## THE FOLLOWING INFORMATION MUST BE PROVIDED WITHIN THE RELEVANT DOCUMENTS

### • Explanatory memorandum

A memorandum providing information and motivation in support of the application must be submitted. The memorandum must set out all relevant facts and circumstances and include information regarding the following:

- **Property information**  
Provide the property description/s, and include a copy of the title deed/s.
- **History / background to the project**  
Provide a history / background to the project, e.g., brief history of the community, how long the community has lived there, background to how this community was identified for a housing project, other development projects that have taken place within the community. Include information of cultural significance to the area.
- **Physical attributes of the area**  
Provide information on the physical aspects of the area, the topography, soil types, gradients, the location of perennial & seasonal rivers etc.
- **Extent of the development**  
Provide information regarding the extent of the development, for example, the number of units being upgraded (beneficiaries), the number of additional units being developed. Include information about the location of the sites, particularly with regard to units that may be located within the 1:100 year floodline and information on how this may be resolved. Also include information about the serviceability of sites (with regard to topography in particular). Indicate the extent to which services will be provided. The municipality / implementing agent should also indicate how the relevant service authorities have prioritized (budget provisions) the future provision of services (roads, water, sanitation) to the community over the short to medium term. A plan of how the provision of services will be maintained and sustained should also be included in the motivation. Ensure that the settlement plan indicates land uses and surrounding land uses and back the plan up with information on these surrounding land uses that may include shops, other commercial uses and civic and social uses such as churches, crèches, clinics, mobile services. Also provide information regarding plans for future expansions of the community as well as the expansion of services to the area and neighboring communities. Confirmation / motivation should also be provided that the project (which may include expansion / upgrade) will not negatively impact on prime agricultural land and general agricultural activities, to the detriment of the community.

- **IDP and Land Use Management Plan**  
Provide information on how the project is aligned to the municipality's IDP and land use management plan for that area.
- **Public Participation**  
Provide confirmation on the level of community participation undertaken during the planning phase of the development, and include copies of minutes of meetings with the communities / letters of support for the project etc.
- **Contact Details**  
The municipality and implementing agent must provide all relevant contact details.

#### ● **Land Availability Agreement**

Provide a copy of the accepted land availability agreement reached between the municipality and the Ingonyama Trust.

#### ● **Service Agreements**

Provide a copy of all service agreements. This document must address the future provisions of basic infrastructural services, such as water and sanitation, to the affected community by the relevant responsible authorities.

#### ● **Letter from the Land Claims Commissioner**

A letter from the Land Claim Commissioner's Office must be included to confirm whether there has been any land claims registered against the property.

#### ● **Mineral rights certificate**

Identify whether or not there are any mineral rights on the property.  
Obtain the mineral right holder's consent, if applicable.

#### ● **Certificate of allocation / proof of tenure**

Provide either documentary proof of permission to occupy certificates issued to beneficiaries or certificates from the leader of the community to confirm such rights.

#### ● **Traditional authority consent**

Provide a letter to confirm that the community has been consulted and that the traditional authority and the residents have no objection to the development.

## THE FOLLOWING INFORMATION MUST BE PROVIDED WITHIN THE RELEVANT REPORTS

### • Socio-economic report

A socio-economic report must be prepared in detail and submitted with the application. The municipality must conduct a survey to identify the following:

- Housing needs
- Potential beneficiaries
- The level of joint family income in terms of the Department of Housing's income subsidy bonds
- Existing employment and potential employment opportunities
- Existing services and needs

For example: Consultation with community in respect of:

- ❖ Methods of obtaining water,
- ❖ Distance traveled to get access to water,
- ❖ Method of disposal of sewage and refuse, and
- ❖ Level of service they require.

### • Environmental impact assessment or scoping report

An EIA (or similar report) must be submitted addressing all major environmental issues including:

- Whether the proposal will encourage environmentally sustainable land use and development practices and processes?
- The identification of areas of environmental significance and bio-diversity that need to be protected.

The EIA record of decision or exemption letter must also be provided.

### • Geo-tech report

Provide a geo-technical report (The geo-technical report must be prepared by a geotechnical engineer).

**THE FOLLOWING INFORMATION / DOCUMENTS / PLANS MUST BE PROVIDED**

- **Topographic map**

Provide a copy of a 1: 50 000 topographic map.

- **Settlement plan**

A settlement plan must be provided that indicates the layout of the settlement, the land uses including the siting of civic and social sites such as crèche's, schools, clinics etc, the layout of the settlement insofar as existing services are concerned (roads, water points etc) and insofar as the 1:100 year floodline. The settlement plan must also indicate the traditional authority boundaries and ward boundaries. (This information can be obtained from the DLGTA's Development Information Services offices in Pietermaritzburg, Ulundi or Mayville.

Indicate the 1: 100 year floodline on the plan. (The Department of Water Affairs and Forestry or a professional engineer must determine this).

- **Orthophoto**

Provide a recent 1: 10 000 orthophoto.

- **GPS co-ordinates**

A GPS co-ordinate per beneficiary site.

## SECTION D: CONTACT DETAILS

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The contact details for the relevant Development Planning offices are as follows:

### Policy and Co-ordination Office

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**Postal Address**

Development Planning: Co-ordination Office  
 Private Bag X9123  
 Pietermaritzburg  
 3200

**Physical Address**

Southern Life Plaza  
 271 Church Street  
 Pietermaritzburg

For attention: Mr D Moffett

Telephone No: 033 - 3556165

Fax No: 033 - 3556106

### Inland Office

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Inland office includes local municipalities in the following district municipalities:

Amajuba	Uthukela
Umzinyathi	uMngungundlovu

**Postal Address**

Inland Implementation Office  
 Private Bag X9123  
 Pietermaritzburg  
 3200

**Physical Address**

Southern Life Plaza  
 271 Church Street  
 Pietermaritzburg  
 3201

For attention: Mr G Young or Mr M de Lange

Telephone No: 033 - 3556100

Fax No: 033 - 3556537

### Coastal Office

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Coastal office includes local municipalities in the following district municipalities:

Sisonke	iLembe
Ugu	eThekwini

**Postal Address**

Coastal Implementation Office  
 Private Bag X54310  
 Durban  
 4000

**Physical Address**

Mayville Building  
 7 Buro Crescent  
 Mayville  
 Durban

For attention: Mr K Suzor

Telephone No: 031 - 2041771

Fax No: 031 - 2041980

## Northern Office

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Northern office includes local municipalities in the following district municipalities:

uThungulu                      Zululand  
Umkhanyakude

### Postal Address

Northern Implementation Office  
Private Bag X64  
Ulundi  
3838

### Physical Address

Administration Building  
Dinuzulu Highway  
Ulundi

For attention: Mr L du Toit  
Telephone No: 035 – 874 2753  
Fax No:            035 - 8742644/9

## Traditional Affairs Branch: Directorate: Land Utilisation

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The address for the Directorate: Land Utilisation (of the Traditional Affairs Branch) is as follows:

### Postal Address

The Director: Land Utilisation  
Private Bag X31  
Ulundi  
3838

### Physical Address

Administration Building  
Dinuzulu Highway  
Ulundi

Mr M Sithole  
Telephone No: 035 - 8742888  
Fax No:            035 - 8742808

## Office of the Tribunal Registrar

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The contact details for the office of the Tribunal Registrar (if a developer is applying in terms of the Development Facilitation Act 67 of 1995)

### DEPUTY TRIBUNAL REGISTRAR: CO-ORDINATION OFFICE

Mr. S. H. Barkhuizen

Address: Private Bag X 9123

Pietermaritzburg, 3200

Telephone:        033 - 355 6164

Fax:                033 - 3556106

**INLAND IMPLEMENTATION OFFICE**

**DEPUTY REGISTRAR:** Mr Gary Young  
Address: Private Bag X9123  
Pietermaritzburg, 3200  
Telephone: 033 – 355 6446  
Fax: 033 - 355 6212

**COASTAL IMPLEMENTATION OFFICE**

**DEPUTY REGISTRAR:** Mr K G Suzor  
Address: Private Bag X54310  
Durban, 4000  
Telephone: 031 - 204 1771  
Fax: 031 - 204 1980

**NORTHERN IMPLEMENTATION OFFICE**

**DEPUTY REGISTRAR:** Mr L du Toit  
Address: Private Bag X31  
Ulundi, 3838  
Telephone: (035) 874 2753  
Fax: (035) 874 2649

**ANNEXURE A****THE GENERAL PRINCIPLES OF THE DEVELOPMENT FACILITATION ACT (ACT NO 67 OF 1995) IN ASSESSING APPLICATIONS FOR RURAL SUBSIDIES**

The technical assessment committee will assess an application by adhering to the general principles of the Development Facilitation Act (Act No 67 of 1995).

It is therefore recommended that the general principles in terms of the Development Facilitation Act be applied for all land developments.

(1) The general principles are as follows:

- (a) Policy, administrative practice and laws should provide for urban and rural land development and should facilitate the development of formal and informal, existing and new settlements.
- (b) Policy, administrative practices and laws should discourage the illegal occupation of land, with due recognition of informal land development processes.
- (c) Policy, administrative practice and laws should promote efficient and integrated land development in that they-
  - (i) Promote the integration of the social, economic, institutional and physical aspects of land development;
  - (ii) Promote integrated land development in rural and urban areas in support of each other;
  - (iii) Promote the availability of residential and employment opportunities in close proximity to or integrated with each other;
  - (iv) Optimize the use of existing resources including such resources relating to agriculture, land, minerals, bulk infrastructure, roads, transportation and social facilities;
  - (v) Promote a diverse combination of land uses, also at the level of individual erven or subdivisions of land;
  - (vi) Discourage the phenomenon of "urban sprawl" in urban areas and contribute to the development of more compact towns and cities;
  - (vii) Contribute to the correction of the historically distorted spatial patterns of settlement in the Republic and to the optimum use of existing infrastructure in excess of current needs; and
  - (viii) Encourage environmentally sustainable land development practices and processes.

- (d) Members of communities affected by land development should actively participate in the process of land development.
- (e) The skills and capacities of disadvantaged persons involved in land development should be developed.
- (f) Policy, administrative practice and laws should encourage and optimize the contributions of all sectors of the economy (government and non-government) to land development so as to maximize the Republic's capacity to undertake land development and to this end, and without derogating from the generality of this principle-
  - (i) National, provincial and local governments should strive clearly to define and make known the required functions and responsibilities of all sectors of the economy in relation to land development as well as the desired relationship between such sectors; and
  - (ii) A competent authority in national, provincial and local government responsible for the administration of any law relating to land development shall provide particulars of the identity of legislation administered by it, the posts and names of the persons responsible for the administration of such legislation and the address and locality of the offices of such persons to any person who requires such information.
- (g) Laws, procedures and administrative practice relating to land development should-
  - (i) be clear and generally available to those likely to be affected thereby;
  - (ii) in addition to serving as regulatory measures, also provide guidance and information to those affected thereby;
  - (iii) be calculated to promote trust and acceptance on the part of those likely to be affected thereby; and
  - (iv) give further content to the fundamental rights set out in the Constitution.
- (h) Policy, administrative practice and laws should promote sustainable land development at the required scale in that they should-
  - (i) promote land development which is within the fiscal, institutional and administrative means of the Republic;
  - (ii) promote the establishment of viable communities;
  - (iii) promote sustained protection of the environment;
  - (iv) meet the basic needs of all citizens in an affordable way; and
  - (v) ensure the safe utilisation of land by taking into consideration factors such as geological formations and hazardous undermined areas.

- (i) Policy, administrative practice and laws should promote speedy land development.
- (j) Each proposed land development area should be judged on its own merits and no particular use of land, such as residential, commercial, conservational, industrial, community facility, mining, agricultural or public use, should in advance or in general be regarded as being less important or desirable than any other use of land.
- (k) Land development should result in security of tenure, provide for the widest possible range of tenure alternatives, including individual and communal tenure, and in cases where land development takes the form of upgrading an existing settlement, not deprive beneficial occupiers of homes or land or, where it is necessary for land or homes occupied by them to be utilised for other purposes, their interests in such land or homes should be reasonably accommodated in some other manner.
- (l) A competent authority at national, provincial and local government level should co-ordinate the interests of the various sectors involved in or affected by land development so as to minimise conflicting demands on scarce resources.
- (m) Policy, administrative practice and laws relating to land development should stimulate the effective functioning of a land development market based on open competition between suppliers of goods and services.

## **APPENDIX C**

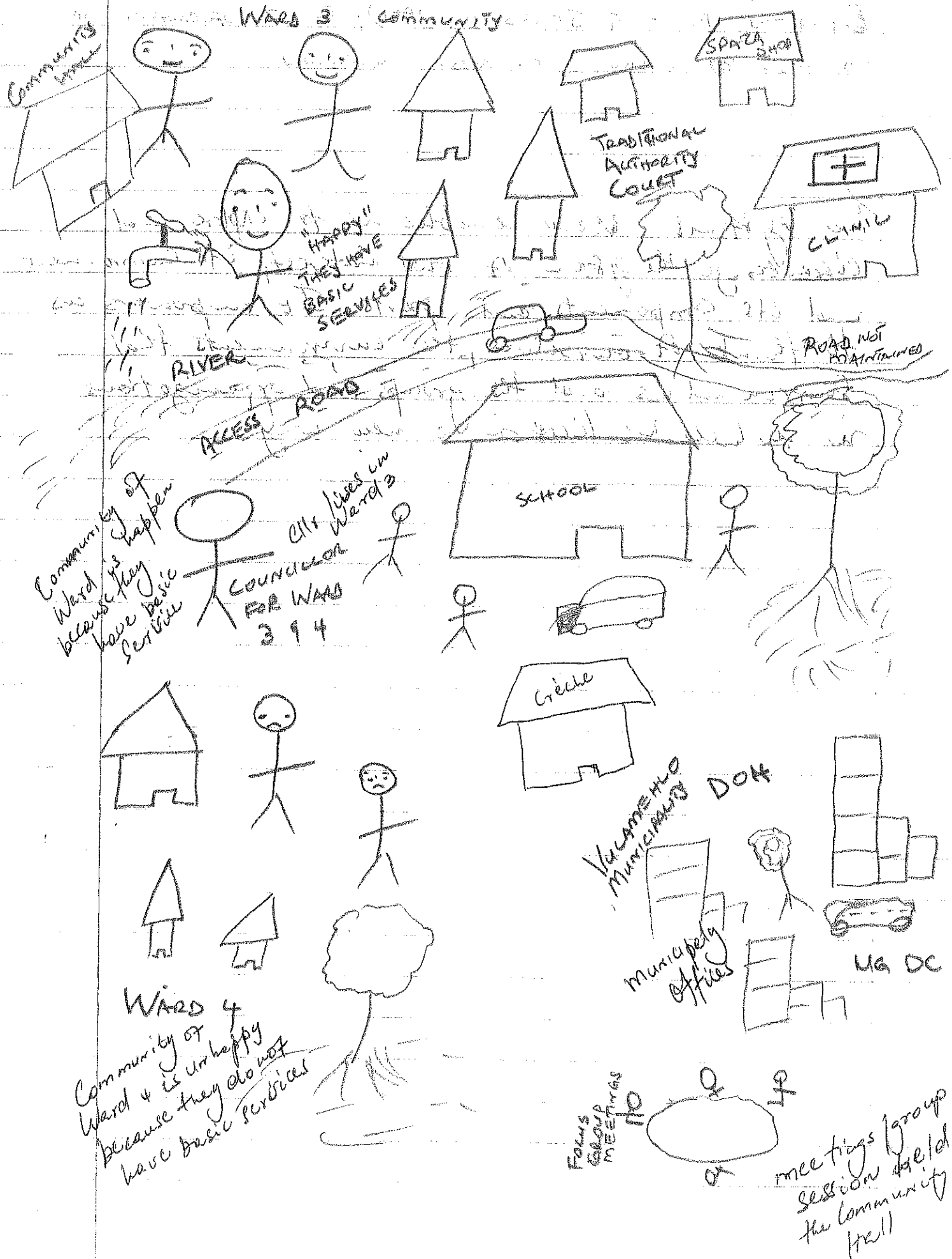
### **Rich Picture**

## **APPENDIX E**

### **Settlement plan for the area of study**



# RICKY PICTURE



# APPENDIX D

## SEMI-STRUCTURED INTERVIEW QUESTIONNAIRE

This questionnaire will be divided into two categories. The first part will be questions directed to the community members and leadership structures groups and the second set of question will be directed to the government officials (individually).

### Community Members / Leadership Authority

- **Female** -----
- **Male** -----

1. As members of Community Development Organization / Traditional Leadership Authority do you reside here?
2. How long have you been living in this place?
3. Since the inception of this project, have you been involved in the process?  
If yes, what was your input in the decision making process...?
4. Are you satisfied with the project thus far?
5. Do you or does the community has access to water?  
If yes, are there any problems related water supplies?  
If no, do you know about any future plans related to this?
6. How was your road situation before construction of housing subsidy houses and now?
7. Would you mention problems that you encounter with roads?
8. Do you have electricity supply and telephones?
9. Are there any attempts by the government in providing these services?  
If yes, how far is the progress?

10. Is there any thing you think should be done by the government, related to the housing project in rural areas?

If yes, what type of assistance would you prefer?

Also state reasons...

### **Government Officials**

1. How long have you been involved in this project?
2. How is the infrastructure situation?  
Like access roads, water, electricity supply, telephones etc.....
3. In your experience how is quality of houses in this project?
4. What are the challenges in rural housing development compared to urban housing development?
5. How is the relationship between you as government officials and community beneficiaries?

## **APPENDIX G**

### **Ethical Clearance**