



COLLEGE OF LAW AND MANAGEMENT STUDIES

**An evaluation of eThekweni Metropolitan Municipality low-cost
housing delivery with specific reference to Umlazi township**

BY

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**A dissertation submitted in partial fulfilment of the requirements for the degree of
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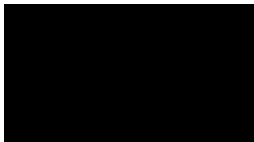
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2020

DECLARATION

I, Wellington Bhekumuzi Hlophe, declare that:

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- ii. This dissertation has not been submitted for any degree or examination at any other university.
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Name and Signature

Date 26/11/2020

DEDICATIONS

To Mom and Dad, Leigh, Nicky and Andie, and all the respondents that made this research work possible. Thank you all for your time and your valuable contribution.

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I would like to acknowledge the support I got from my supervisor, Dr SI Zondi. His guidance made the tough work a little easier. I would also like to acknowledge the support I received from Mangosuthu University of Technology. The University funded my entire studies. Last but not least to acknowledge are Sakhile Mathebula and Mxolisi Zondi, IT technicians that assisted me with the technical aspects of the project.

ABSTRACT

As in other parts of the world, the South African government's main job is to provide services to its citizens. The South African government's three-sphere structure make it easier to meet this obligation. This study evaluated housing delivery in local government, with specific reference to eThekweni Metropolitan Municipality in the Province of KwaZulu-Natal (KZN). Against this background, the principal objective was to evaluate the commitment of local government towards the provision of low-cost housing in Umlazi Township and to examine the role of the various stakeholders who are involved in this activity. The literature reviewed for this study revealed the progress that has been made by local government in improving housing service delivery since the attainment of the South African democracy. The literature also focussed on global and regional case studies in order to emulate the best international practices that may benefit South African municipalities in improving their housing service delivery. The study's theoretical framework was informed by the Batho Pele principles and the New Public Management (NPM). These theories were selected because of the amount of light they shine onto the issues that were isolated for investigation. Also, the two theories are among the tools that the government uses to drive programmes through which it aims to develop communities.

A combination of methods – quantitative and qualitative – were used to collect the two types of data from the residents of Umlazi Township's C, F, N and W sections, and the municipal officials. The approach is highly recommended by some experts in the social sciences as the two methods complement each other. The mixed method approach assisted greatly in ensuring that the correct type of data was gathered, and correctly processed. This resulted in the following findings:

- That huge strides have been made by the eThekweni Metropolitan Municipality with regards to services delivery, particularly housing provision.
- That the role of the private sector in the provision of housing to the residents of Umlazi Township, and the whole municipality, was paramount in improving the quality of the houses provided.
- The number of residents that need houses keeps on growing at a rapid pace, while the land available keeps getting scarcer.

- The eThekweni Metropolitan Municipality does consider the legislative and policy framework that governs housing delivery.

These findings resulted in the proper recommendations being made, and conclusions being drawn. Some of these recommendations and conclusions are that the eThekweni Metropolitan Municipality should improve its strategies for dealing with housing provision, and the challenges associated with the sector. The innovativeness of the municipality in finding new plots of land should be acknowledged. However, the municipality should still do more.

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ACRONYMS

ANC	: African National Congress
ASGISA	: Accelerated and Shared Growth Initiative for South Africa
ASPASA	: Aggregate and Sand Producers Association of Southern Africa
BEC	: Branch Executive Committee
BNG	: Breaking New Ground
DA	: Democratic Alliance
DCM	: Deputy City Manager
DPSA	: Department of Public Service and Administration
DOH	: Department of Housing
GEAR	: Growth, Employment and Redistribution
GNU	: Government of National Unity
IBM	: International Business Machines
IDP	: Integrated Development Plan
IFP	: Inkatha Freedom Party
HDA	: Housing Development Agency
HSI&T	: Housing Settlements Infrastructure and Transportation
KZN	: KwaZulu-Natal
LED	: Local Economic Development
LGTA	: Local Government Transition Act
MEC	: Member of Executive Council
MFMA	: Municipal Financial Management Act

MTEF	: Medium-Term Expenditure Framework
NDP	: National Development Plan
NHBRC	: National Home Builders' Registration Council
NFP	: National Freedom Party
NPEI	: New Public Administrative Initiative
NPM	: New Public Management
OECD	: Organisation for Economic Co-operation and Development
PFMA	: Public Financial Management Act
RDP	: Reconstruction and Development Programme
SAHRC	: South African Human Rights Commission
SAIRR	: South African Institute of Race Relations
SAPOA	: South African Property Owners' Association
SOPA	: State of the Province Address
SPSS	: Statistical Package for the Social Sciences
WHO	: World Health Organisation
WPTPS	: White Paper on the Transforming Public Service

CHAPTER ONE

INTRODUCTION AND OVERVIEW OF THE STUDY

1.1 INTRODUCTION

This investigation was designed to evaluate the delivery of low-cost housing in local government, with specific reference to sections C, F, N, and W of Umlazi Township in the eThekweni Metropolitan Municipality. The general aim was to investigate the challenges that are encountered by the municipalities in housing provision. It is assumed that the findings of the study will assist municipalities in formulating some efficient and effective policies on housing delivery, in order to address historical backlogs in the provision of decent human settlement for the many of the indigent communities in KwaZulu-Natal. Furthermore, the study is expected to add value to the academic literature on housing provision and to contribute to academic research.

The introductory chapter presents the problem statement pursued by the study, and the research background. The chapter also outlines the research problem and raises critical questions that the study attempted to answer. In addition, this chapter introduces the theoretical framework, the literature, and research methodology, all of which are part of the study. Lastly, this chapter concludes with the outline of the chapters that constitute the entire dissertation.

1.2 RESEARCH BACKGROUND

The Republic of South Africa has eight metropolitan municipalities. One of these is eThekweni Metropolitan Municipality. It is located in the Province of KwaZulu-Natal. Umlazi Township is part of the eThekweni Metropolitan Municipality, and the second biggest township in the country, with predominantly black African people living in it. The township is troubled by protests on a regular basis, as was pointed out by respondent B a number of times during the interview. Respondent B emphasised that “every time you see people protesting on the Durban streets, it will be about housing.” This situation is as a result of the populace being impatient with the municipality’s attempts to deliver houses. Also, there is no evidence that the populace consults the relevant guidelines and policies, and accompanying protocols. This may be as a result of their level of education, which is reflected in Chapter Five of the study.

The approach of the eThekweni Metropolitan Municipality, and the lack of speedy responses to the people's complaints, results in the population of Umlazi Township resorting to protest action, which is directly linked to housing provision, or the lack thereof, as was mentioned by respondent B. This respondent, who has been a part of the local government setup for more than 10 years, said that this kind of behaviour by the residents of Umlazi Township has been occurring over many years. Respondent B also pointed out that the main source of the problem was that limited land is available. Respondent B said that in their attempts to provide the residents with houses, they had to devise various ways to get them settled, including taking some of the residents to places like Lovu, more than 30 kilometres south of Umlazi township, and to Philani Valley, an extension of Umlazi Township, to the south-east. Respondent B highlighted that, even in these places, the land was limited, and at some stage the residents living around the Philani Valley strongly indicated that they would no longer accept more people from Umlazi, as they themselves needed houses.

The literature documents two main factors contributing to the housing backlog in eThekweni Metropolitan Municipality. Firstly, Mahabeer (2013:1) argues that eThekweni Metropolitan Municipality is a highly populated area due to its geographical location, which results in attractive socio-economic opportunities for both immigrants and its local citizens. Secondly, the apartheid legacy, through its policies, created uneven settlements, which displaced the majority of African citizens to areas that are not conducive for human settlements (Mahabeer, 2013:1). These factors could be cited as the main reasons that complicate housing service delivery in eThekweni Metropolitan Municipality. Furthermore, despite the historical challenges that continue to have a negative impact upon the majority of citizens in the country, the local government, through its limited resources, is expected to deliver optimum community services in order to satisfy basic human needs, including housing. In many cases, financial constraints and the lack of human resources impede the ability of the third sphere of government to deliver services to the people (Koma, 2014:62). According to the eThekweni Metropolitan Municipality's Integrated Development Programme (IDP) (2016/2017), the eThekweni Metropolitan Municipality needs more time to deal with the human settlement backlog, which stood at approximately 400 000 units in 2016. Recognising the housing backlog in Umlazi Township, Dhladhla (2014:4) recommended a revision of the allocation of tender processes to deal with problems of the poor quality of houses built, and the unfairness associated with the hiring of employees in the delivery of public services. Dhladhla (2014:4) concluded that this situation negatively affected the delivery of services.

Part of Basic Human Rights, Section 26(1) of the Constitution (RSA, 1996) dictates that citizens should be given good quality, and affordable houses. Consequently, the Housing Act, No. 107 of 1997, facilitates the provision of continuous development, and the establishment of a South African Housing Development Board. In addition, the importance of access to good quality housing is supported by the South African Human Rights Commission (SAHRC), which states that the right to adequate housing is interlinked with other rights to essential services such as sanitation, water, education, and healthcare.

1.3 RESEARCH PROBLEM

The ongoing problems associated with service delivery, and housing provision, or lack thereof, in particular, in South Africa, warrant a thorough investigation which should result in finding solutions to the problems. The researcher observed that part of the problem was the inability of the indigent members of the community to secure sustainable jobs that would allow them to afford houses in the open market (Brand, 2018). Owing to the myriad of challenges pertaining to local government structures, such as the lack of human and financial resources, municipalities experience difficulties in applying the existing legislation and policies when dealing with service delivery issues (Brand, 2018).

This situation has resulted in problems, such as the bad quality of the dwellings, and failure to meet building schedule deadlines. The latter was the main reason for the backlog, as indicated in the literature review, below. The preamble of the Housing White Paper of 1994, which stated that: ‘The time for policy debate is now past - the time for delivery has arrived,’ indicated this lack of planning. Bond and Tait (1997:21) have pointed out that not enough detailed attention was given to issues that had to do with houses. The eThekweni Metropolitan Municipality also acknowledged that it was lagging behind in the following areas of service delivery: water, sanitation, electricity and refuse collection (Municipal IDP, 2017-2018:168). The housing delivery challenges in Umlazi Township are similar to those in other parts of the country. Burgoyne (2008:28) mentions ‘the bad construction quality of town facilities of many government-sponsored housing projects.’ Other challenges the municipality has to contend with are as follows:

1.3.1. ILLEGAL IMMIGRATION

Mokoele (2012: ii) refers to illegal, mostly internal, immigrants and the effects they have on the provision of housing. The problem associated with illegal immigrants is that the population

of eThekweni Metropolitan Municipality increases, thereby putting extra pressure on the delivery of houses to the indigent communities. The problem is further escalated by the fact that the immigrants are not able to secure suitable jobs to sustain themselves, and they become reliant on the government. The town immigrants build themselves shacks that have no running water, sewage systems, or power supply. These are usually built on the least-wanted sites, usually on the outskirts of the urban periphery (Chikoto, 2009:9).

1.3.2 LAND INVASION

The invasion of land is a common phenomenon in South Africa, and this situation has now become a problem, resulting in municipalities having to take steps to curb it. For instance, the Ngqushwa Local Municipality in the Eastern Cape has a Prevention of Land Invasion Policy 2016/17, (Mnyimba 2015:1). In 2009, the City of Cape Town created the Anti-Land Invasion Unit to stop people from illegally occupying land. In 2011, the City of Cape Town reported that the unit destroyed about 300 informal houses every month.

1.3.3 SOCIO-ECONOMIC FACTORS

In their study of people living in the low-cost houses in Cape Town, Govender, Barnes and Pieper (2010:5) indicated that only five out of 710 people surveyed had tertiary level education. Of that total, only 158 had completed Grades between 9 and 12; and 103 had no formal education at all. Only 122 of the 710 people had full-time employment. Two hundred and ten people were not employed at all. The other people that were surveyed were pensioners, or scholars, or had irregular jobs, or were children at home. There were 388 females, and 322 males. The researcher assumes that this socio-economic profile of the people studied is similar to those living the area to be studied because of his knowledge of Umlazi Township, including the areas to be studied. Some of these socio-economic aspects were applicable to the residents surveyed for the present study, as it will be shown in Chapter Five.

1.4 AIMS AND OBJECTIVES OF THE STUDY

The primary aim of the study was to evaluate the commitment of local government to the provision of low-cost housing in Umlazi Township in eThekweni Metropolitan Municipality.

The overarching objectives of the study were designed as follows:

- to evaluate the role of eThekweni Metropolitan Municipality in the provision of low-cost housing, with specific reference to Umlazi Township;
- to review the role of various municipal stakeholders in the delivery of low-cost housing in Umlazi Township;
- to evaluate the impact of the shortage of land for housing provision in eThekweni Metropolitan Municipality, with specific reference to Umlazi Township;
- to examine the extent to which eThekweni Metropolitan Municipality complies with the legislative and policy framework regulating housing service delivery;
- to propose recommendations that may assist local government in dealing with housing service delivery challenges.

1.5 RESEARCH QUESTIONS

The main questions guiding the investigation were:

- What is the role of eThekweni Metropolitan Municipality in the provision of low-cost housing, with specific reference to Umlazi Township?
- What is the role of various municipal stakeholders in the provision of low-cost housing in Umlazi Township?
- What is the impact of the shortage of land for housing provision in eThekweni Metropolitan Municipality, with specific reference to Umlazi Township?
- To what extent does eThekweni Metropolitan Municipality comply with the legislative and policy framework regulating housing service delivery?
- What are the recommendations that can be proposed to assist local government in dealing with housing service delivery challenges?

1.6 SIGNIFICANCE OF THE STUDY

As articulated by Creswell (2009:101), the aim of research is to add to the body of knowledge and to share lessons with the broader society on how social problems, such as the delivery of human settlements, could be mitigated or resolved. Similar to this view, Maillard (2013:1) conceptualised the significance of a study as a rationale provided by the researcher which demonstrated the essence of the study being conducted. This research was motivated by the fact that service delivery is a major function in public administration, and thus it was imperative to conduct a study of this nature, so that the wider South African society would understand how service delivery was planned and executed, particularly at local government level. Furthermore, it was assumed that the study would assist local government in devising more strategies that might improve housing service provision and the conditions in indigent communities.

1.7 THEORETICAL FRAMEWORK

The subject of the investigation was the challenge of the quality of houses provided by the eThekweni Metropolitan Municipality. Various theories that are discussed below were used as a framework for this study. According to Creswell (2015:2), no single theory is sufficient to comprehend the phenomenon that is being studied. Creswell (2015:2) advocates a multi-pronged approach in a social science inquiry. This involves the application of proper theories, a rigorous review of the literature and the use of a solid research design and methodologies. The theoretical tenets guiding this study are discussed below:

1.7.1 NEW PUBLIC MANAGEMENT

As stated above, New Public Management (NPM) is one of the theories that were used when the study was conducted. NPM is one of the aspects of public administration, and is illustrated below. Like most areas in the social sciences, public administration has undergone scrutiny that resulted in its redefinition and refocus. The change has focused on a number of areas. For instance, management techniques and practices drawn mainly from the private sector are increasingly seen as a global phenomenon, as pointed out by Larbi (1999: iv). Larbi (1999: iv) further argues that NPM reforms move the emphasis from traditional public administration to public management, and that its main elements include numerous ways of decentralising management in public services, while also emphasising the role of performance management,

outputs and customer orientation in the public sector. Thornhill, van Dijk and Ile (2014:17) indicated that a value-oriented public approach has been developed to replace the traditional and descriptive approach which emphasised processes and procedures. In line with the study, the application of innovative and modern practices, as purported by the NPM, could serve as a solution to improving service delivery in local government. Amongst other things, the NPM puts a strong emphasis on curbing fruitless and wasteful expenditure in order to give clients services which are equivalent to the value of their money. The investigation uncovered that the eThekweni Metropolitan Municipality does implement innovative ways to solve housing provided-related problems, as was pointed out by both respondents A, and B, when they said that in their meetings with the residents of Umlazi Township, they give the residents an opportunity to voice their opinions, and that such opinions become part of the ward IDPs, which then become part of the larger eThekweni Metropolitan Municipality IDP. This is a clear indication of the fact that the municipality is customer-oriented. The study also revealed that there are a number of external service providers that collaborate with the eThekweni Metropolitan Municipality. The NPM advocates for the decentralisation of management, and services.

1.7.2 WHITE PAPER ON THE TRANSFORMATION OF PUBLIC SERVICE DELIVERY

According to van der Walddt (2016:385), the public service in South Africa after 1994 faced ‘a number of challenges in its quest to become a real representative, capable and democratic tool and to play its desired role in the administration of the State.’ To advance this mandate, the government initially derived eight principles which were meant to influence its programmes as it forged ahead with its nation building efforts. According to Gildenhuis and Knipe (2007:130), what the government created was a structure for the delivery of public services that would treat residents more like customers and would enable them to hold the public officials accountable for the provision and the quality of public service, as dictated by the South African Constitution (1996:99). This is a very business-like approach to public service, as stated by Gildenhuis and Knipe (2007:130). These principles, which were later increased to eleven, are called Batho Pele, a Sotho expression meaning ‘people first’ (Gildenhuis and Knipe, 2007:130; Nzimakwe and Mpehle, 2012:281; Van der Walddt, 2016:386), and their main purpose was to achieve ‘effective service delivery’ (Van der Walddt (2016:386). Nzimakwe and Mpehle (2012:284) argue that the concept of Batho Pele has its roots in the private sector, and its emphasis is that the people, who are the recipients of the services, should be treated as customers. Thornhill,

Van Dyk and Ile (2014:26), in emphasising the centrality of the Batho Pele philosophy in government operations, argue that the 'Batho Pele initiative aims to enhance the quality and accessibility of services rendered by the South African public sector by improving efficiency and accountability to the recipients of public goods and services.' Van der Waldt (2016:47) stressed that Batho Pele required that public officials be 'open and transparent'. The Batho Pele principles guided this study. One of the major components of Batho Pele is that the people, who are the recipients of the services from the government are put at the centre of development. This manner of interacting with the citizens requires the government officials to treat the public with respect and dignity, as would business people, so that 'customers' do not take their business elsewhere (Gildenhuys and Knipe: 2007:130). Embedded in this line of thinking is that citizens should be given quality services, which, in the case of the present study, meant good quality houses, as befitting of the citizens of the country. The Department of Public Service and Administration (DPSA, 2015) postulated that all government institutions were required to comply with the Batho Pele principles in their dealings with the public. This emanates from the fact that the South African Constitution (RSA, 1996) promotes the upholding of constitutional values of good governance by public institutions and officials when engaging with citizens on service delivery matters. Government officials' dealings with the public were gauged against these principles. This approach was also employed by Zondi (2015:20). The Batho Pele principles are:

Consultation: Nzimakwe and Mpehle (2012:282), project this principle as one of the cornerstones of the interaction between the government and the citizens. They argue that the government should have consultations with the public on a regular basis to discuss services before they are rendered, and this approach would 'foster a collaborative and participative relationship between government as the provider and the citizens who are customers.' In the case of the current study, consultation requires that the citizens of eThekweni Metropolitan Municipality, particularly in Umlazi Township, are consulted by municipal officials in the planning processes of housing delivery. This would maximise the chances of providing houses which would meet the quality expectations of the citizens and reduce their dissatisfaction which, on many occasions, results in service delivery protests. Both respondents A and B put great emphasis on the need for proper consultation with the residents of their wards. These respondents, together with respondent C, explained how meticulously their regular meetings were organised, to ensure that all residents concerned were given a chance to air their views in the meetings. Respondent B said their meetings, at various locations in her wards, had fixed

dates, and were announced by the eThekweni Metropolitan Municipality's Community Participation Department. Respondent B added that some members of the BEC would visit households, spreading the same message. This was confirmed by respondent C, who is a BEC member in respondent B's ward. Respondent L, who is a BEC member of N and W, also said they mobilised the community to ensure they received the message from the local leadership. In all instances, as was stated by all ward leaders, the residents were given a chance to contribute in meetings.

Service standards: As part of the global society, South Africa has to adhere to the required international standards. According to Gildenhuis and Knipe (2007:131), citizens should be informed about the level and quality of service they can expect. It is for this reason that citizens must be given services that meet the accepted standards.

Access: All residents must have equal access to the services which are offered by the municipality, as stated by, amongst others, Gildenhuis and Knipe (2007:131), and the Public Service Regulations (2001:61). Such services could be housing, water and sanitation, electricity, health services, roads, etc. Respondent B, who has been a community leader for more than ten years, gave a brief history of Umlazi Township. This history included how, over time, the accessibility of municipal resources, and to municipal officials, has been improving, particularly with the municipal offices being within easy reach of the residents. There are offices in two big, relatively new centres in the township – Megacity and KwaMnyandu. Residents are able to reach these centres within minutes if they take the available transport – minibuses, trains, buses, or using their own vehicles. Some can even walk to the centres.

Courtesy: This principle should be at the centre of any interaction between government officials and the members of the public, to ensure professional ethics when dealing with the citizens. According to Nzimakwe and Mpehle (2012:282), public officials have to display acceptable manners when interacting with the members of the public; and they need to be efficient in every possible way. In both municipal centres in Umlazi Township, at Megacity and KwaMnyandu, and in municipal centres around the city, there are always some rows of chairs for residents to sit while they are waiting for services. 'Courtesy' applies to all those providing services, including private security personnel, particularly at the KwaMnyandu Mall centre. Respondent D, of the eThekweni Metropolitan Municipality's Department of Human Settlements, said they took great care when dealing with the residents, particularly when they were allocating houses.

Information: Residents must be given full and precise information regarding the public services they are entitled to. Information is the tool the public can use to hold government officials accountable, as argued by Gildenhuis and Knipe (2007:132); and it should be in the languages with which the citizens are familiar. This should include the languages of the disabled (Nzimakwe and Mpehle, 2012:283). In all the offices in the eThekweni Metropolitan Municipal offices, there is a large number of workers who can speak both IsiZulu and English, the two predominant languages in the municipality. Also, displayed messages are in both languages. What are still missing are braille and sign languages.

Openness and transparency: This principle is one of the pillars of democracy. Zondi (2015:74) points out that, in all spheres of government, members of the public must know how departments are run, who is in charge of particular services, and how resources are spent. This information could be made available to the public by way of imbizos (public gatherings), annual reports, opinion polls, etc. (Nzimakwe and Mpehle, 2012:283). To this end, the residents of all the sections that were surveyed are privileged in the sense that they are informed whenever there is some project, or any other issue in the area, that needs their attention. Both respondents A and L, from N, and W, in different meetings with the researcher, explained in great detail how the community was informed when necessary, and how meetings were run. For instance, everything about the housing projects in the area was discussed openly; the residents were given a chance to put forward their opinions. Even finer details about the projects were shared with the residents, enabling them, in some cases, to take decisions like deciding on the job opportunities that the project would bring. Residents would know exactly the kind of houses they would be receiving, as per the show house, said respondent A. Thus, the authorities were able to manage the residents' expectations. A similar situation was obtaining in the sections C, and F, as was detailed by respondent B, and confirmed by respondent C.

Redress: The reason for this principle is that there is an assumption that sometimes the required level of service provision would not be met. This should be the exception rather than the rule. Authorities must move fast to redress the problem. The investigation revealed that, in some cases, this becomes a contentious issue. For instance, respondent B was at pains to explain the problems they encountered as a result of the residents forcing them to do what was not right. Respondent B said residents would force them to build houses on unsuitable land. Such houses would then be adversely affected by heavy rains. This called into question the quality of houses the municipality was providing, and this would not be seen as the responsibility of the residents. The Disaster Management Department would then have to be contacted to help out.

Value-for-money: Public services should be provided efficiently and economically in order for citizens to receive the best possible value-for-money. Nzimakwe and Mpehle (2012:283) argue that government should be cost-effective. The decision by both eThekweni Metropolitan Municipality's hired and elected officials to be open about how they deal with the residents makes it easy for the residents to accept the final product, which is a house. Respondent H, a senior official in the municipality, explained that from the beginning residents were informed of the total value of the house so they would know what to expect. Respondent H said the ceiling price then was R120 000. This house would have most of the essentials that the R90 000 houses did not have. As far as the research conducted went, there was no indication of any wastage of building material, or time. Instead, job opportunities were created for the local residents, as well as business support for the local businesspeople, as the builders had to buy the building materials from local suppliers.

Innovation: Public servants are expected to be innovative when dealing with the members of the public. A simple gesture like making suitable chairs available for the physically challenged members of the public so that they can be comfortable and feel respected goes a long way in showing care. Also, as respondent B said, both local leadership and the municipality worked together to find new land for more houses. Respondent B said some residents who had been living in shacks had to be relocated to Lovu, an area less than 30 kilometres south of Umlazi Township.

Customer impact: Whatever government officials do is expected to have a positive impact upon the members of the public, who, in terms of the NPM philosophy, are regarded as customers. The residents of Umlazi Township continue to benefit from the decision by the eThekweni Metropolitan Municipality to bring government offices closer to the people. Respondent B said that the people of Umlazi are a few hours, in some cases minutes, away from centres where they get help from the government officials. This has saved them money and time.

Leadership: Government officials are now expected to show leadership when interacting with the members of the public, and among themselves. This part of Batho Pele highlights the notion of leadership, and its challenges. Are leaders born, or made – a questions that has been interrogated by social thinkers over the ages (Corporate Finance Institute, 2015). Whatever the case, it would be safer to train people who are in leadership positions, to unearth their leadership qualities, and to maximise their strength to ensure that nothing goes wrong – a 'take-no-prisoners attitude', as it were. During the interview for this dissertation, respondent D highlighted the necessity for good and effective leadership when dealing with the people.

Respondent D said that communication was key. Respondent D said they came down to the level of the people so as to minimise the possibility of misunderstanding. Respondent H also highlighted the use of good communication with the residents.

The above-mentioned principles emanate from Chapter 2 of the Constitution (RSA, 1996) which articulates basic human needs, including water and sanitation, decent human settlement, electricity and infrastructure development which should be provided to the citizens so that they may realise their constitutional rights. Part of this constitutional requirement is treating people in such a manner that their dignity is not undermined. The South African Constitution (1996:7) dictates that ‘everyone has the inherent right and dignity to have their dignity protected and respected.’ The study sought to find out if the responsible authorities’ treatment of the citizens was in line with the all the applicable norms and standards. These norms and standards are included in the South African Constitution (1996).

1.8 PRELIMINARY LITERATURE REVIEW

Taylor (2017:1), in Khathini (2018:4), argues that a literature review is a detailed evaluation report of what has been published by academics on a topic related to what the researcher intends to research. O’Sullivan and Rassel (1999:473) state that the literature review establishes the value of the research and how it fits in with other research. As suggested by Leedy and Ormrod (2014:47), the aim of the literature review is ‘to make sure that you know enough about what you are investigating so that you can ask important questions and make informed decisions about how you might respond to them through your research effort.’ According to Howard (2017:101-102), the aim of the literature review is ‘to put the research study into perspective, and also to determine what previous scholars have written on the topic, as well as identifying the main models and theories that are relevant to your research project.’ According to Leedy and Ormrod (2014:51), the following are the uses of a literature review:

- It assists the researcher to find out whether others have already responded to the research problem the researcher is proposing, or its sub-problems.
- It can offer novel ideas, perspectives, and approaches that may not have occurred to the researcher.
- It may uncover sources the researcher may not have known existed.
- It may help the researcher comprehend the findings and assist the researcher in linking the results of the research to earlier work.

Bhattacharjee (2012:21) argues that the aim of the literature review is to investigate the present state of knowledge in the area of inquiry; to spot writers, articles, theories and findings, amongst others, in the area of inquiry; and to identify gaps in the knowledge in the area of study.

In terms of the present study, the literature that was consulted revealed that there were attempts by the Departments of Human Settlements in all spheres of government to provide houses to the residents, but there were problems, hence the regularity of the housing-related protests. Reviewing the relevant literature also uncovered the fact that housing provision has always been one of the focus areas of successive governments in South Africa. This practice carried on after the landmark elections in 1994. Observers, such as the ones mentioned below, focused on how the African National Congress (ANC) government would deal with the issue of housing provision in a very stratified society, using the three spheres of government. Mkhonta (2007: 108-109), in Madumo (2015:62), concluded that this kind of arrangement would assist in sustaining democracy and speed up community development programmes, which included services delivery, of which housing provision was part. The argument in support of the existence of local government is that municipalities are strategically placed at the community level to engage with the local citizens about service provision and policy decisions. Such an interaction would mean that the citizens are able to easily access government services. It should be added that the quality of services is not guaranteed, as the study indicated.

Despite the developments that emerged during the democratic dispensation, service delivery remains a challenge in South Africa. In this regard, Burgoyne (2008: iv) argues that the government should increase its ability to provide sufficient housing, otherwise the issue of insufficient and poor quality houses will continue to be part of the government agenda. Ngxubaza (2010: iii) noted the democratic government of South Africa, in attempting to deal with the housing challenge, is committed to building social houses, as one of the strategies; while Madzidzela (2008: ii), in Lategan (2012: ii), pointed to the failure of the government to meet the housing demands at local government level.

It must be highlighted that there was an attempt by the ANC-led government that assumed the reins in 1994, through the provincial governments, to deliver houses equitably to all South African citizens. The provincial government uses the local government Departments of Human Settlement as the agency to provide housing to the people of the municipality, as encouraged

by the RSA's Constitution (1996)'s Part 4. However, the major issue was that the municipalities were playing a catch-up game. The housing backlog kept increasing, a fact acknowledged by a number of experts in the subject, including the eThekweni Metropolitan Municipality IDP 2017/2018:83). The backlog resulted in dissatisfaction, which led to impatience, which Mnisi, (2011:1) associates with community demands which are shown in the form of protests.

The literature review did not highlight the crucial role that is played by external service providers in housing provision. The importance of such a role is highlighted in the present study's Chapter Six. As far as the role played by local government in providing houses to the residents is concerned, which is one of the objectives of the study, the literature is very quick to quote the relevant sections of the RSA Constitution (1996) that point out the government's obligations to provide houses for the people. But nothing is said about what is to be done where the government's resources are insufficient, yet the RSA Constitution (1996:11) clearly states that the government will provide houses 'within its available resources'.

1.9 RESEARCH METHODOLOGY AND DATA COLLECTION

The present study employed a mixed methodology to gather data that contributed to the conclusions about the roles that could be played by local government and other government entities in the provision of low-cost housing for indigent communities. Cresswell (2015:2) has defined mixed methods as 'an approach to research in the behavioural, social and health sciences in which the researcher collects both quantitative (closed-ended) and qualitative (open-ended) data, and combines the two, and then draws interpretations based on the combined strengths of both sets of data to get to grips with the research problems.' The two methods of data collection that were used were quantitative and qualitative methods. As suggested by Bhattacharjee (2012:74), the major characteristic of the quantitative method is the use of a questionnaire, while the qualitative method relies mainly on the interview and the interview guide, usually in a face-to-face setting, or over the telephone. Both questionnaire and interview and interview guide are instruments of data collection.

The study looked at what was happening at the time the research was carried, what du Plooy-Cilliers and Cronje (2017:147) called a 'current study' and suggested what could be studied in the future – a 'future study'. The nature of the study is empirical-analytical as it aims to find the causal relationships; it is also critically-oriented as it seeks to generate knowledge that will

empower people (Du Plooy-Cilliers, 2017:21). The study is a snapshot of a short, current period in the history of the local government, with particular reference to eThekweni Metropolitan Municipality's Umlazi Township.

In relation to the study, qualitative and quantitative methods, as recommended by Creswell (2015:2), were employed to gather data from both the officials of the municipality, and community members in Sections C, F, N and W of Umlazi Township. The structured interviews were conducted with five eThekweni Metropolitan Municipality officials in the Department of Human Settlements. These officials were the Manager: Research and Policy; a Researcher; Manager, Allocations; a Senior Allocations Officer; and a Building Inspector/Advisor; as well as two ward councillors and two Branch Executive Committee (BEC) members from Umlazi Township's sections C, F, N and W. The researcher also interviewed external stakeholders from the National Home Builders Registration Council (NHBRC) and the Housing Development Agency (HDA). Altogether, 12 respondents were interviewed. The interviews were in the form of open-ended questions. The researcher used the interview schedule as a guide. In terms of the quantitative data, the researcher used a questionnaire to survey 60 Umlazi Township residents from the sections mentioned above. The purpose of administering a questionnaire was to obtain a larger volume of information based on the views of the community regarding the quality and quantity of housing services that are provided by eThekweni Metropolitan Municipality, with the aim of generalising the findings. Using a mixed methodology for this study was relevant in order to create a balance between the open-ended questions, and the restricting (closed) questions for effective results. Discussing the value of mixed methods, Creswell (2015:112) cites Farquhar, Ewing and Booth (2011) who pointed out that the mixed methods approach teases out the important elements of the intervention, and extends beyond the limitations of qualitative and quantitative methods. The two methods complement each other.

1.10 DATA ANALYSIS PROCEDURE

When both qualitative and quantitative data were collected, and analysed, the conclusions and recommendations were made. As Bless and Higson-Smith (2000:137) argue, data analysis enables investigators to form general opinions about their findings from the samples used in the research. Mouton (2006:108), states that scrutinising data gives the investigator a chance to compartmentalise data into manageable themes, trends, patterns, and relationships. Mouton

(2006:108), further states that the purpose of data analysis is to comprehend the numerous constitutive elements of the researcher's data through an examination of the relationships between constructs, variables, or concepts, to ascertain whether there are any trends or patterns that could be identified and isolated, or to establish themes in the data. Babbie (1994:360) explains that this approach leads to a better comprehension of social phenomena. Informed by the above arguments, the researcher first transcribed the recorded qualitative data, and then searched for themes, which he then analysed to reach conclusions which informed the recommendations the researcher made. As for the quantitative data that was gathered from the respondents at Umlazi Township, the researcher enlisted a statistician's assistance to first code the raw data, and then analyse it, using the International Business Machines (IBM) Statistical Package for the Social Sciences (SPSS) Statistics for Windows, Version 25.0. Armonk, NY: IBM Corp. The researcher also analysed and interpreted the data in terms of the objectives of the study, as is shown in Chapter Five.

1.11 STUDY SITE

According to Khathini (2018:13), a study site is a physical location where the primary study was done. This study was conducted in four sections of Umlazi Township – C, F, N and W. Umlazi Township forms part of eThekweni Metropolitan Municipality. Umlazi Township is located about 22.7 kilometres south of central Durban in KwaZulu-Natal, South Africa. Umlazi Township is predominantly inhabited by Black African citizens, who constitute 99.44% of the population, according to the 2011 Census. The census pointed out that Umlazi Township had a population of 404,811, a surface area of 47.46 km², and 104,914 households. Umlazi Township is divided into sections; some are old, while some are relatively new. Some of the old sections have extensions, which are mostly either informal houses (shacks), or formal government provided houses, known as low-cost houses. These extensions can be spotted from a distance because of their appearance and characteristics. In this township there are a few well-developed sections, including AA, BB, and N sections. Umlazi Township has most forms of transport – railway, buses, mini-buses and private vehicles. The transport network is relatively well-developed, which is a reflection of the economic strength of the township's residents. The Municipal IDP (2017-2018:84) states that close to 47% of the people travel by public transport. The diagram, below, shows eThekweni Metropolitan Municipality amongst the other nine district municipalities in the province of KwaZulu-Natal.

Figure 1.1: The Map showing municipalities of the Province of KwaZulu-Natal, including eThekweni Metropolitan Municipality



Source: Department of Health, Province of KwaZulu-Natal, (2018)

1.12 TARGET POPULATION OF THE STUDY

Du Plooy-Cilliers, Davis and Bezuidenhout (2017:133) define the nominated population as ‘everyone or everything within the population boundaries.’ Bhattacharjee (2012:65) says a target population is the same as the sampling frame, while Babbie (1995:195) explains a sampling frame as ‘the real list of the sampling units from which the sample is chosen.’ The sampling units were derived from the study population, which Babbie (1995:195) and Babbie and Mouton (2001:174) define as ‘the aggregate of elements from which the sample is actually selected.’ Bless and Higson-Smith (2000:84) elaborate that such a group of individuals is called ‘universe’. For the present study, the target population was the people of Umlazi Township’s C, F, N, and W sections, irrespective of their race and gender. As far as age was concerned,

only residents older than 17 years of age were interviewed. The researcher used, as a guide, the profile of the people living in the government-subsidised houses as was defined by Govender, Barnes and Pieper (2010:5).

1.13 SAMPLING POPULATION

Umlazi Township is one of the biggest residential areas in Durban (South African History Online (SAHO, accessed: 30 March 2019)). The township is divided into 26 sections. Each section is quite large. For this reason, and to achieve the aims of the research, in the limited time, the researcher selected a sample to work with. It is not possible to study everyone living in the designated sections, C, F, N, and W. A sampling population is, according to Bhattacharjee (2012:65), all people or items (units of analysis) with the features that the researchers wishes to study. The number of residents that were sampled was 60 community members who participated in quantitative surveys, all drawn from the above sections. They were asked to respond to a questionnaire, which was administered by the researcher, in IsiZulu, which is the respondents' language. Leedy and Ormrod (2010:36) suggest people think more effectively when communicated with in the language with which they are familiar. The researcher also conducted qualitative interviews with 12 respondents from the eThekweni Metropolitan Municipality, as stated above, and shown below. The questions for these officials were open-ended. The researcher used the questions as a guide. The questions were in English. *(See appendices all for questionnaires, interview schedules, gatekeeper's, informed consent letter, eThekweni Metropolitan Municipality Housing Inspection check list, and happy Letter, from page 136)*

Table 1. 1 Participants in the Qualitative Interviews of the Study

Research Participants	Research Area	Number of Participants
Unelected Municipal Officials	Umlazi Township (which is part of eThekweni Metropolitan Municipality)	5
Elected Municipal Officials	Umlazi Township	4
NHBRC		1
Housing Development Agency		2
Total		12

Source: Researcher's diagram (2019)

1.14 SAMPLING TECHNIQUE

A sampling technique is the process by which the entities of the sample to be studied are selected. Bhattacharjee (2012:65) says a sampling process is made of a numerous stages, the first of which defines the population with the necessary characteristics. The researcher used a sample of 72 study participants, of which 12 were municipal officials of eThekweni Metropolitan Municipality, and 60 community members from the selected sections in Umlazi Township. The researcher employed non-probability sampling to identify respondents for the study. Terre Blanche, Durheim and Painter (2014:139) define non-probability sampling as sampling where the selection of sampling units is not determined by the statistical guideline of randomness. Bhattacharjee (2012:69) further defines non-probability sampling as a method in which some units of the population have a zero chance of being selected or where the probability of selection cannot be accurately ascertained. Du Plooy-Cilliers, Davis and Bezuidenhout (2014:137) argue that non-probability sampling is employed when it is almost impossible to determine who the whole population is, or when it is hard to gain access to the entire population. Non-probability sampling was used only when gathering data from the population in designated areas (C, N, F, and W) in the Umlazi Township. Choosing the municipal officials was largely determined by their employment positions, which implied the amount of knowledge they were likely to contribute to the project; and their availability.

1.15 ETHICAL CONSIDERATIONS

When doing this study, the researcher had to bear in mind key aspects that had to do with the research's ethical guidelines. These aspects included:

- **Seeing to it that participants gave their informed consent:** The general assumption is that participants have a right to refuse to be part of the study, as pointed out by Bless and Higson-Smith (2000:100). Participants in the study were informed of this right and other rights, as far as taking part in the study was concerned. The primary right was that their participation in the study would be voluntary, a point made by Babbie, (1995:447); and that they could withdraw from taking part whenever they felt like it, and that they would not be penalised after withdrawing from the study.
- **Giving assurance that participants would not be harmed:** Leedy and Ormrod (2010:101) advise that researchers should ensure that participants do not suffer any physical and mental harm when taking part in a research study. Being guided by this

advice, the research saw to it that no participants were negatively affected in any way when the interviews and surveys were conducted.

- **Committing to confidentiality and anonymity:** Babbie (1995:450-451) underscores the importance of confidentiality and anonymity as pillars of research. For this reason, and others, there was no mention of the identities of the research participants. They were referred to as ‘respondents A, B, C, D, E, F, G, H, I, J, K, and L’ in the case of the qualitative research, and just ‘residents’ in the case of the quantitative research.
- **Authorisation to conduct the study:** Authorisation to conduct the study was sought from the eThekweni Metropolitan Municipality, and the local authorities. This is in accordance with a research principle that specifies that researchers should first communicate with those in power when doing research.

1.16 OUTLINE OF CHAPTERS

The study was divided into six chapters, as shown below:

CHAPTER ONE: INTRODUCTION AND OVERVIEW OF THE STUDY

Chapter One provided a synopsis of the study, looking at the following areas: background to the study; research background/statement of the problem; the objectives of the study and the questions the study sought to answer; the theoretical framework; the preliminary literature review; the research methodology; data collection and analysis; and the study site.

CHAPTER TWO: LITERATURE REVIEW

Using local, regional and international literature, the chapter provided a broad overview of housing service delivery in South Africa with particular reference to sections C, F, N, and W of Umlazi Township in eThekweni Metropolitan Municipality. The chapter also offered a critique of the legislative and policy framework that governs housing delivery in South Africa, with emphasis on eThekweni Metropolitan Municipality. This chapter focused on how policies and legislation relate to issues which have to do with housing. Such issues are the housing backlog, funding, the availability of land and related issues like land invasion, illegal immigrants and socio-economic factors that are part of the sector.

CHAPTER THREE: THEORETICAL FRAMEWORK

This chapter highlighted the importance of the theory in the study. The two theories that were applied were NPM theory and the Batho Pele principles.

CHAPTER FOUR: RESEARCH METHODOLOGY

Babbie (1995:18) describes methodology as ‘a science of finding out’. Chapter Four presented the research methodology that guided the study. The researcher employed the mixed methodology approach when conducting the study.

CHAPTER FIVE: DATA COLLECTION, INTERPRETATION AND ANALYSIS

This chapter presented the data that was collected. Thematic analysis was used to present the qualitative data. The Statistical Package for the Social Sciences (SPSS) was used to present the quantitative data. This included the explanation of the data analysing tools and methods. Such tools are data coding for data analysis. Austin and Sutton (2015: 4) explain coding as ‘the identification of topics, issues, and contrasts that are drawn through the participants’ narratives and interpreted by the researcher.’

CHAPTER SIX: GENERAL CONCLUSION AND RECOMMENDATIONS

This chapter gave an overview of the thesis chapters, and provided the review of the research objectives, and questions which guided the investigation. The chapter also gave a summary of the main findings, the recommendations, and the conclusions of the study.

CHAPTER SUMMARY

This chapter presented an introduction to the research and highlighted the background of the study. It outlined the research problem, and the aim of the study. In addition, the research objectives and key research questions were listed. The significance of the study was presented. The following chapter provided literature review in relation to human settlement in South Africa.

CHAPTER 2

LITERATURE REVIEW

2.1 INTRODUCTION

This chapter is preceded by an introduction to the research and the aim of the study. This chapter discusses the literature available on the housing situation in South Africa, with a particular focus on the indigent communities in Umlazi Township in the province of KwaZulu-Natal. Housing development for indigent population groups in South Africa is dependent upon land availability and includes the role played by stakeholders such as the municipalities; the private sector/developers; the finance houses and the housing owners; the prospective homeowners; and civil society associations that participate in housing service delivery - e.g. *abahlali basemjondolo* (*informal settlement dwellers*). Potential gaps in the research were highlighted, for further investigation into the housing situation in South Africa. This was in line with municipalities' delivery expectations, in accordance with government policies and procedures. The purpose of the review was to put into context the housing situation in South Africa, particularly at the local government level, so as to understand the problems and provide suitable recommendations and/or solutions. The investigation looked into the perpetual backlog of housing, to unearth the underlying problems associated with housing delivery.

2.2 HISTORY OF LOCAL GOVERNMENT UNDER APARTHEID IN SOUTH AFRICA

The history of local government under apartheid could be described as haphazard, with race as the determining factor. Swilling, Humphries and Shubane (1991:175), in Zondi (2015:28), describe this situation as a complicated 'method of functional inclusion, spatial separation, and political exclusion'. Zondi (2015:28) further states that the local government mainly reflected the aspirations of the white city and town councils. The four provinces that existed at the time – Natal, Orange Free State, Transvaal and the Cape, had, as stated by Cloete (1997:13), responsibilities to run municipal affairs according to the South African Act of 1909, by which the Union of South Africa was founded. Municipalities took charge of their own affairs. For instance, Cloete (1997:13) points out that municipalities had acts that were designed specifically for the municipalities. For instance, Durban had a Durban Borough Act, No 12 of 1927; Pretoria had the Church Square Development Act, No. 53 of 1972. There were other acts

there were also so localised that they were not applicable beyond a particular municipality's borders. This state of affairs resulted in a province developing its own system of local government (Cloete, 1997:13) that was peculiar to it. In his discussion of local government from 1970s until 1994, Zondi (2015:29) argues that there were changes that resulted in the creation of the new local government, as a result of the Republic of South Africa Act, No 110 of 1983, and subsequently the Constitution of South Africa, 1996.

2.2.1 LOCAL GOVERNMENT TRANSITION ACT, NO. 209 OF 1993

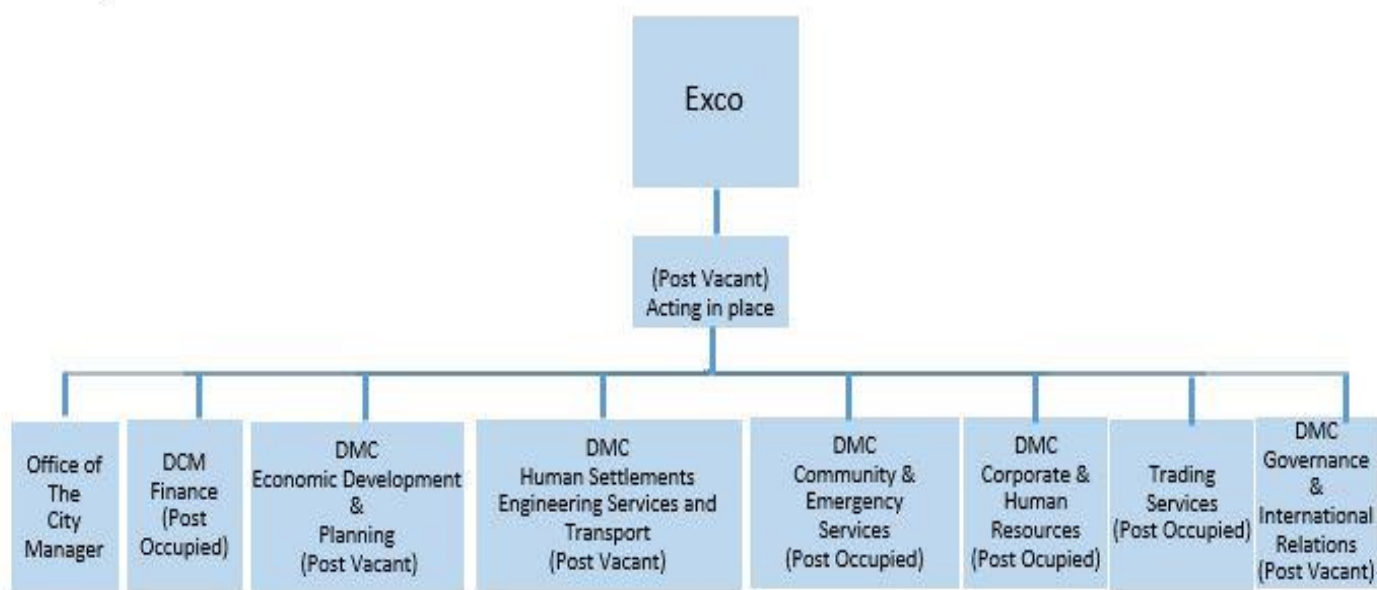
The political changes in South Africa, mainly as a result of State President PW Botha's inability to continue as head of state in 1990, resulted in changes in the political landscape in the country. As South Africa prepared for the landmark 1994 elections, it had to put in place measures that would ensure a smooth change-over from the old order, to the new era. Therefore, the Local Government Transition Act (LGTA) No. 209 of 1993 was formulated. The LGTA provided for revised short-term measures aimed at promoting the reconfiguration of local government, and to provide for the establishment of Provincial Committees for Local Governments. The Act also provided for the acknowledgement and the constitution of forums for negotiating; the delivery of municipal government reform (Cameron, 1996:19); the restructuring of local governments; and for the creation of appointed transitional councils in the pre-intervening phase. The LGTA also provided for the demarcation of areas of authority and the election of transitional councils in the intervening phase (Local Government Transition Act, No. 209 of 1993).

2.2.2 THE ESTABLISHMENT OF THE ETHEKWINI METROPOLITAN MUNICIPALITY AND ITS CURRENT COMPOSITION

After a long history of separate development, which was affirmed by the passing of the Group Areas Act No. 41 of 1950, the first democratic elections in 1994 ushered in a new phase for the City of Durban. The eThekweni Metropolitan Municipality, the name given to the City of Durban after the 1994 landmark elections, came into being as a result of the amalgamation of the different structures which served the different races in the city and its surrounding areas under apartheid. As dictated by the Local Government Transition Act, No. 209 of 1993, new demarcations were created. These demarcations were to be as inclusive as possible. In 1996, Durban city boundaries were enlarged to include areas in the west, north, and south, and

resulted in the city becoming a metropolitan area. In most parts of the country, these municipal councils are led by the African National Congress (ANC). In the eThekweni Metropolitan Municipality, the ANC has 126 out of 208 seats. The Democratic Alliance (DA) has 43 seats, and the Inkatha Freedom Party (IFP) has nine, while the National Freedom Party (NFP) has 10. The other seats are held by the other smaller political parties. Municipal Councils are the governing bodies of the municipalities.

Figure 2.2: The organogram of the eThekweni Metropolitan Municipality



Source: Adapted from the eThekweni Metropolitan Municipality 2017/18 Integrated Development Plan (IDP)

2.3 TRENDS IN HOUSING SERVICE DELIVERY IN SOUTH AFRICA IN THE POST-APARTHEID ERA

The system of apartheid was a driving factor that contributed towards the developments that took place after the first democratic elections in 1994. One of these new developments was a governance arrangement referred to as the Government of National Unity (GNU), whose main purpose was to re-organise South African society (SAHO, accessed: 30 March 2019). The re-organisation of South African society included the re-zoning of the existing local governments with special reference to the tasks assigned to them, amongst other functions. These included dealing with the housing backlogs due to poor service delivery, as alluded to by Siddle and Koelble (2016:1). The demarcation of boundaries within the country was done to improve or

partition delivery in an orderly manner, creating a hierarchy starting from the most-needed to the least. These internal borders were implemented to depoliticise local government and give it an acceptable political flavour, and to unify the people of South Africa by eradicating any barriers created by apartheid. The creation of the new internal borders was expected to improve race cohesiveness. Together with the change in the physical boundaries of the municipalities, Moyo (2002:16) says that restructuring meant new structures were created, and that there was a rearrangement and change in the departments, and ‘departmental consolidation or office/structural extension, reforms in budget and personnel management’. The restructuring was done according to the Local Government Transition Act, No. 209 of 1993. The local governments were further transformed when the new South African Constitution (1996) was ushered in. Bekink (2006:1) gives a broad explanation of how local governments were transformed, based on their new-found autonomy and distinctive character, which are enshrined in the South African Constitution (1996). All institutions at local government level had to be transformed and reorganised to fit into a completely new constitutional structure. In his discussion of the characteristics of the transformed local governments, Bekink (2006:1) focusses on the following aspects:

- the legal features of the new local government dispensation;
- the new position of local governments;
- the impact of the Constitution on municipal affairs;
- the numerous objectives and problems facing all local governments;
- the new legal form of local governments;
- the new models of local governments;
- the delimitation of municipal boundaries; and
- the make-up and functioning of municipal structures.

The focus area was housing, which is regarded as a one of the human rights (RSA Constitution, 1996). Petersen (2009:5) defines housing as ‘a variety of procedures through which habitable, stable and sustainable public residential surroundings are created for variable families and communities. The structure must be long-lasting, and have secure tenure, and must provide privacy and enough shelter against all environmental elements’. Petersen (2009:5) argues that the house should have access to piped water, satisfactory sanitary facilities and domestic power supply. This definition informs how ‘housing’ was considered throughout the project and it allowed the investigation to pinpoint gaps that might need further attention, and has resulted in

recommendations that might influence government policy regarding the provision of housing. In a broad context, South Africa has a number of forms of housing. To put it into context, the project elaborated on the following, as defined by Petersen (2009:5):

2.3.1 Low-cost housing, what respondent F called BNG (Breaking New Ground), is a reference to the African National Congress' (ANC) Reconstruction and Development Programme. Low-cost housing provides for those who earn a salary of less than R3 500 a month. In South African terms, these are defined as the poorest of the poor. These people qualify for the government housing subsidy (Petersen, 2009:5).

2.3.2 Affordable housing: This ranges between an RDP house, which costs R110 000, as was stated by respondent H, and a house costing around R300 000. It provides for households that collect a salary between R3 500 and R7 000 per month (Petersen, 2009:5).

2.3.3 Social Housing: These are mainly rental houses sponsored by government and administered by social housing institutions. This category provides for people earning between R1 500 and R3 500 a month. In terms of the Social Housing Policy for South Africa (2003:4), social housing is 'a housing option for low-to-medium income earners that is made available by housing institutions. That arrangement excludes immediate individual ownership' (Petersen, 2009:5).

2.3.4 Inclusionary Housing: This is an American term, and is a new development in South Africa. These are houses in a larger housing project that can be affordable for people with a lower income than those for whom most of the houses are built. This percentage is pegged between 10% and 30% (Petersen (2009:5).

2.3.5 Human Settlements: According to the Organisation for Economic Co-operation and Development (OECD) (2001), 'human settlements' is collective concept that comprises the physical components of shelter and infrastructure; and the services to which the physical elements offer support, such as public services like education, health, culture, welfare, recreation and nutrition. Oliver (1987,2003), Edwards (2006), in Zako, and Hanson (2009:113), in Cooper, Evans, and Boyko (2009:113), highlight the fact that housing should not disturb the aesthetic appearance of any city, as these areas are in demand due to easy access to work and public transport for the indigent population. This importance of housing is further underlined by Pottie (2004:607), where he affirms the socio-political nature of housing in South Africa: 'Housing is a focal point. After the first democratic elections in 1994, the policy structure associated with the apartheid housing provision on a racial basis was replaced with

an income-based housing capital support aimed at the South African poor.’ Nealer (2014:170) adds that municipalities must play an active part in housing delivery, adding to the importance and standing of the municipalities in accordance with service delivery. The provision of housing should be based on the constitutional, fundamental right of all individuals to adequate housing (United Nations’ Right to Adequate Housing – Fact Sheet No. 21). Both the RSA Constitution (1996) and the UN’s Right to Adequate Housing – Fact Sheet No. 21 – define the role of government as providing suitable resources to facilitate the speedy delivery of housing in the country.

2.4 LEGISLATIVE AND POLICY FRAMEWORK IMPACTING ON HUMAN SETTLEMENT PROVISION IN SOUTH AFRICA

Government policies regulating housing provision in the country are critical concerns that government has to deliver on. These policies outline the role of government when providing housing in terms of the necessary laws as dictated by the RSA Constitution (1996). Flowing from the RSA Constitution (1996) was the White Paper on Housing (1994). The White Paper’s main goal was to kick-start the process of dealing with the challenges that were created by the policy of apartheid. The paper was the first policy framework for all the country’s residents. The paper was expected to create an enabling environment (The White Paper on Housing: 1994:1).

The leading legislation in this area is the Housing Act, 107, of 1997. This act dictates that the Minister of Human Settlement, formerly called Housing, be responsible for housing and infrastructure development together with consultation with the Members of Executive Councils (MECs) responsible for housing, to form and facilitate a sustainable national housing development procedure (Housing Act, 107 of 1997). According to the Housing Act, 107 of 1997, the Minister must determine national policy, as far as housing development goes, and formulate broad national housing delivery objectives to facilitate the setting of provincial and local government housing provision goals.

The Housing Development Agency Act No. 23 of 2008 is another piece of legislation that drives housing provision in South Africa. The primary function of this act is to create partnerships that are expected to result in integrated, sustainable human settlements. The Social Housing Foundation, also known as the National Housing Finance Development Foundation, is a vital component of the housing provision in the country. It is registered in terms of Section

21 of the Company's Act No.61 of 1973. The Social Housing Foundation, which was established by the Minister of Human Settlements, is highlighted under Subsection 4 (h).

Another important act is the Housing Amendment Act, No. 4, of 2001. This act allows for the Minister to broadcast the National Housing Code, which contains the national housing guidelines, and includes administrative or procedural guidelines with regards to the effective employment and application of national housing policy in consultation with the MECs responsible for housing in the nine provinces. It should be noted that any new national housing policy is effective even before it gets incorporated in the revised National Housing Code. The National Code is binding to all spheres of government. The Minister of Human Settlements also has to establish a panel of not more than six people to advise the Minister on housing developments.

For the South African government to fulfill its housing provision obligation, it must be able to make available the funds to finance housing projects across the country. The South African Housing Fund, which was formed according to Section 12B (1) (a) of the Housing Arrangements Act, No. 155, of 1993, drives this objective to its fulfilment. The Municipal Finance Management Act (MFMA), No. 56 of 2003, and the Public Finance Management Act, (PFMA) No. 1 of 1999 also have a bearing upon the provision of housing. These two acts are meant to regulate the government finances at all levels of government, vis-a-vis the provision of housing. As the study was informed by the New Public Management (NPM), a 'business-like' model (Thornhill, 2014:19), which is one theoretical frameworks which was employed by the study, it would be proper to reflect on the fact that, despite the existence of the Municipal Finance Management Act (MFMA), No. 56 of 2003, and the Public Finance Management Act, (PFMA) No. 1 of 1999, particularly the former, to which the King Commission is largely based, there has not been much improvement in the local government departments, as was highlighted by the Auditor-General's report on 23 May 2018. The report was scathing in its remarks about the South African government and the municipalities in the handling of finances, and other tasks. The King IV report by the King Commission, which was released in 2002, argued for the disciplined manner in which the business of governance should be conducted. This stance of the commission was its foundation, which was expected to inform the operations of the spheres of government.

Another legislative framework that governs the delivery of housing in South Africa is the Rental Housing Act, No 50 of 1999. The Rental Housing Tribunal, an independent statutory

body, was established by the MEC for Human Settlements in KwaZulu-Natal, according to Section 7 of the Rental Housing Act, No 50 of 1999. The tribunal's duty is to maintain harmony between tenants and landlords. The main thrust of the Rental Housing Act, No. 50 of 1999 is to protect the tenants from unscrupulous landlords and to provide for a Rental Housing Tribunal to mediate between tenants and landlords (Pienaar, 2014:335). This results in stability in the rental housing sector. The tribunal's reach extends to shack dwellers and their landlords. The tribunal's services are free, and extend to the whole of KwaZulu-Natal. The tribunal has to educate and advise the landlords and tenants with regards to their rights and responsibilities. There are other legislative imperatives that regulate the provision of housing in South Africa. However, the legislative frameworks cited above have a direct impact upon the housing provision in the country.

2.5 THE MACRO-ECONOMIC POLICIES IMPACTING ON HOUSING SERVICE PROVISION IN SOUTH AFRICA

Over the years, since the introduction of democracy in 1994, the ANC government has devised a number of macro-economic strategies by which it aimed to deal with the challenges facing the country. These are the Reconstruction and Development Plan (RDP) 1994-1996; Growth, Employment and Redistribution (GEAR), 1996-2000; the Accelerated and Shared Growth Initiative (AsgiSA), 2006; the New Economic Growth Path (NGP), which was introduced in 2010 (Thornhill, 2013:128); and the National Development Plan (NDP), Vision 2030. All these measures aimed at eliminating poverty by creating jobs and improving education in the country. They also aimed at providing housing for all South Africans.

The RDP was a roadmap by which the ANC attempted to create a new South Africa where everyone would have a proper place, and enjoy being a citizen of the country. In terms of the ANC's Reconstruction and Development Programme (1994:1), the RDP is an integrated, coherent socio-economic policy framework that sought to mobilise the South Africans and the resources in the eradication of apartheid-related challenges, and to contribute in creating the democratic, non-sexist and non-racial society.

In his discussion of the RDP, Stewart (1997:9) argues that the GEAR was the ANC's reconsideration of the RDP in reaction to the pressures from the world economy. Stewart (1997:9) argues that GEAR was commissioned in 1995, and intended to last for five years, after which there would be other relevant policies. GEAR was seen as a top-down economic

strategy that was flexible and adaptive (Stewart, 1997:9). GEAR focused on privatisation and the removal of exchange controls. Stewart (1997:9) states that GEAR put emphasis on economic growth as a prerequisite for redistribution. Stewart, *ibid*, adds that GEAR was a shift that ‘was pragmatic, proactive, and was seen as move towards neoliberal economics’ (Stewart, 1997:9).

Boshoff (2012:1) argues that the AsgiSA, as a policy document, identified the exchange rate as one of the features limiting accelerated growth in South Africa. The document stated that currency developments did not result in business cycle movements in the aggregate economy. Boshoff (2012:1) adds that the document highlighted that a weaker exchange rate was unlikely to enhance either foreign investment or export performance in an atmosphere where regulation was uncertain. AsgiSA then intended to raise the long-term development path of the economy (Boshoff, 2012:1). Ngepah and Mhlaba (2013:78) agree with Boshoff, and add that AsgiSA was to mainly deal with ‘growth constraints relating to currency volatility, inadequacy of national logistics, high labour costs and skills shortage, limitations to new investment opportunity, high burden on small and medium businesses and state organisational deficiencies’.

The National Development Plan (NDP) is an all-inclusive plan which requires all South Africans to participate, and needs the required amount of discipline from all concerned so that its goals can be realised. The government’s view is that all the different sectors of South African society have a role to play in realising the plan. Government embarked on a consultation drive with all sectors in seeking a buy-in from them, and also to explain their role in the plan, and what they needed to contribute to it. The government also highlighted the importance of the role that the private sector had to play in the reduction of poverty, in achieving economic transformation and economic growth, and in creating job opportunities. The latter is the main focus of the NDP as it is assumed that job creation will have a positive ripple effect upon most sectors of the economy.

The NDP looks far into the future, but needs South Africans to fulfil their roles in manageable chunks as they build towards the 2030 deadline. The NDP’s main goal is to change the lives of South Africans by eliminating poverty and reducing inequality by 2030. The NDP has put the following targets as indicators of decent living standards:

- providing formal housing, running water, electricity and sanitation;

- providing safe and dependable public transport;
- providing good education and skills improvement;
- providing and enhancing safety and security;
- providing good health care;
- providing social protection;
- providing job opportunities;
- providing entertainment and leisure;
- providing a hygienic environment;
- providing enough nutrition.

From 2013 the NDP was formulated and had to be implemented in different phases over the succeeding years. The nature of the phase and what was needed to achieve it determined the implementation stage. It is vital to point out that the NDP's success requires that everyone involved in it needed to understand their role

It is also equally important to point out that the success of the NDP requires that all local governments deliver the expected services to the people so that they regard the government as working with them, not against them. It has been observed that when the South Africans are not happy with the any segment of the government they destroy property. Such behaviour is counter-productive. So the emotions of the citizens have to be carefully managed so that the NDP has a chance of succeeding. Also, a clear sequence has to be followed when implementing the NDP phases. For this reason, it becomes imperative that the plan be managed properly for it to realise its goals.

2.6 CONCEPTUALISATION OF HOUSING IN SOUTH AFRICA, WITH EMPHASIS ON KWAZULU-NATAL'S ETHEKWINI METROPOLITAN MUNICIPALITY

Worldwide, housing provision has always been associated with inadequacy. Explaining the housing situation in India, Piyush, et al. (2016:39) state that the housing shortage is a global challenge, but more prevalent in developing countries. However, the phenomenon is not peculiar to the developing world. The office of the Deputy Prime Minister in the UK in 2006 estimated that 4.8 million new households would be required from 2003 and 2026, for a number of reasons, including immigration and the fact that people were now living longer (Zako and Hanson, 2009:13 in Cooper, Evans and Boyko, 2009:113). South Africa has seen its own people becoming migrants because of the economic situation in the country. Visagie

(2014:105) writes that people migrate due to economic reasons, to obtain employment; to improve their living conditions, to access better education facilities; and to enjoy better security. This results in the emergence of informal housing to accommodate the mass unplanned arrival of migrating people. The Integrated Development Plan (IDP) (2017/18:41) of eThekweni Metropolitan Municipality states that the province of KwaZulu-Natal has the most migrants (50%), followed by the Eastern Cape, which had 38 500 migrants. The Gauteng was third, with 24 000 migrants. According to this IDP, the majority of these migrants lived in shacks or other forms of informal housing, with 15% of the migrants coming from outside South Africa. This influx of people has a direct impact on the workforce, social and public services, infrastructure, and housing and household services backlogs. According to Posel (2015), as reflected in the eThekweni Metropolitan Municipality IDP (2017/2018:61-62), Durban attracted a low number of migrants (8.1%) compared to Johannesburg, which attracted 19%, and Cape Town, 12% of the migrants. In the IDP (2017/2018:61-62) the eThekweni Metropolitan Municipality points out that human capital development is further challenged by the increase in migrants, of whom in the case of Durban, only 15% have post-secondary education.

Until the end of the 2018 financial year, the eThekweni Metropolitan Municipality had delivered approximately 186 000 houses, with plans to also deliver houses in the rural areas, and with 25 000 units planned for the Cornubia development (eThekweni Metropolitan Municipality IDP 2017/18:83). As an economic hub, the larger Durban City reflects the aspirations of its inhabitants in many ways. One of these is the presence of hostels. As an economic hub, eThekweni Metropolitan Municipality is delivering 2 460 community dwelling units as part of the hostel development project, and 22 200 rental units have already been allocated to tenants. The total amount needed by the City to deal with the present backlog was estimated to be between R51 billion and R85 billion at present prices (eThekweni Metropolitan Municipality IDP 2017/18:83). However, to improve the quality of living in shack dwellings in the short term, temporary facilities like ablution blocks with male and female toilets and showers, garbage removal services, pedestrian walkways with storm water drains, limited road access for emergency and solid garbage vehicles, fire breaks, and a labour-based maintenance programme are being rolled-out to informal settlements. From a quality of life viewpoint, and in accordance with its vision of being the most caring city, the municipality intends to quickly up-scale the provision of short-term services to less formal settlements during the course of the next few years (eThekweni Metropolitan Municipality IDP 2017/18:83). Through the IDP

(2017/2018:83), the eThekweni Metropolitan Municipality argues that the provision of temporary services, as against the delivery of low income subsidised houses with services was more economical, since for each house built, one could provide up to eleven informal structures with temporary services. With the large backlogs in basic service delivery and the ill effects on households which do not have basic services, a programme which leads to rapid provision of these services will result in significant social justice benefits (eThekweni IDP, 2017/2018:83). As reported by *Infrastructure News*, the Aggregate and Sand Producers Association of Southern Africa (ASPASA) stated that South Africa had a 2.5 million-unit housing backlog. Rust (2006), in Thellane (2008:2), argues that the backlog in housing for households paid a salary between R3,500 and R10,000 monthly, which Thellane referred to as the gap market, represented housing opportunities in the price range from R100,000 up to a ceiling of R400,000, and was approximately 650 000 units. This was growing at the rate of 132 000 units per year, with no delivery of new units, particularly for ownership. In its Strategic Plan (2005-2009: 4), the Department of Local Government and Housing in the Western Cape admitted that it had a backlog, and the backlog was due to the propagation of informal settlements which leads to an increase in backyard dwellings and the overcrowding of formal houses. The existence of the backlog was also supported by a study conducted by the South African Institute of Race Relations (SAIRR) (2006/2007), quoted in Thellane (2008:3). It should be noted that the backlog exists despite the signing of the social contract for rapid housing delivery by government and key players in the non-governmental housing development sector, together with the South African Property Owners' Association's (SAPOA) in September 2005 at the Housing Indaba in Cape Town.

2.7 THE STATE OF HOUSING SERVICE DELIVERY IN UMLAZI TOWNSHIP

In terms of the KwaZulu-Natal Department of Human Settlements Annual Report (2016/2017:12), Greta Apelgren-Narkedien, the accounting officer in the department, said that 53 638 housing units were provided, which had a positive impact of the lives of 37 514 families. According to this annual report, the department used 99.96% (R3, 530 billion) of its total allocation. As stated in the annual report, the following were some of what the Department of Settlements in the province did during the reporting period: upgraded 4 212 informal settlements; provided emergency housing assistance to 175 units; built 77 community residential units; issued rural housing (communal land rights to 10 093 units); refurbished 1 502 units; and issued 3 647 title deeds. Apelgren-Narkedien (2016/2017:12) said that in the

2015/16 financial year, her department built 26 552 houses, serviced 6 879 sites, and effected 2 166 transfers. All of this led to 37 248 units benefiting. In spite of all these challenges, housing service delivery in the KwaZulu-Natal province left a lot to be desired as there were more than 740 000 housing units making up the backlog (Mchunu, 2018:15). This is the second largest housing backlog after Gauteng province. Mchunu, (2018:15) said that the rapid increase in the number of informal settlements in the province of KwaZulu-Natal meant that there had to be some adjustments in the housing delivery approach. Mchunu added that the KwaZulu-Natal government was going to pursue eight catalyst housing projects, five out of which would be in eThekweni Metropolitan Municipality. These are the Umlazi Regeneration Project, to the value of R2.9 billion; the Cornubia Phase Two Project, to the value of R4.2 billion; the KwaMashu Bridge City Urban Hub, to cost R6.3 billion; the eThekweni Inner City Regeneration Project, to the value of R1. 8 billion; and the Amaoti Greater Housing Project, to cost R3. 8 billion (Mchunu, 2018:15). Altogether, these housing projects would cost the taxpayer R19 billion, a clear indication that resources are available. The Premier lamented that fact that ‘only 22% of the households in the KwaZulu-Natal’ had title deeds. The main beneficiaries of these housing projects were going to be the people that required low-income housing.

Table 2.1. Dwelling count. 2011 aerial photograph

Type	Sub-type	Dwellings
Formal	Houses	414, 357
	Flats	110, 225
	Sub-total	524, 582
	Single Dwelling ('Shack')	265, 542
Informal	Backyard	48, 975
	Formal Informal (formal dwellings in informal areas)	3,096
	Sub Total	317,613
Rural	Cluster ('umuzi')	70,317
	Single Dwelling	26,949
	Formal Informal (Formal dwellings in rural areas)	6,449
	Sub Total	103,715
Total		945,910

Source: Adapted from eThekweni Metropolitan Municipality's IDP 2017/18.

In terms of the eThekweni Metropolitan Municipality IDP (2017/18:98), the short-term plan for the Municipality in dealing with other socio-economic problems was to provide ablution blocks, showers, waste removal services, pedestrian walkways with storm water channels, limited road access for emergency and solid waste vehicles, fire breaks, and a labour-based maintenance programme to informal settlements. Providing services, in the absence of proper houses, goes counter to the central government's commitment to deliver human settlements, with proper houses, with proper facilities.

2.8 FACTORS AFFECTING HOUSING SERVICE DELIVERY IN SOUTH AFRICAN LOCAL GOVERNMENT

There are a number of factors that impact upon housing service delivery in South Africa, as stated above. Some of these factors are directly related and could be regarded as parts of the same whole. Below is a discussion of such factors.

2.8.1 THE SOUTH AFRICAN CONSTITUTION (1996)

The reconciliatory stance that runs throughout the South African Constitution (1996) resulted in the dedication of a full Chapter of Rights that South African citizens have to enjoy. Chapter Two of the Constitution (1996) talks about the Bill of Rights. One of these rights is the right to access land. To achieve this, the Constitution dictates that ‘the state must take reasonable legislative and other measures, within its available resources, to foster conditions which allow citizens to have access to land on an equitable basis’. The Constitution (1996) further dictates that ‘every citizen has the right to have access to adequate housing’.

2.8.2 LAND

Housing delivery in South Africa depends on a number of factors. One of these is land, and its availability for housing has been defined by Thellane (2008: IV) as ‘a complex web of interacting factors’. Land is the most important factor upon which every other factor rests. Without it there would be no movement to build any form of accommodation. The fact is underlined by all other factors that follow.

The availability of land, or its non-availability, determines the extent to which providing housing can be achieved. There are several reasons for land being not available. The first one is land acquisition and distribution. Pienaar (2014) discusses the complexities of land reform, and how different societies across the world, with an emphasis on South Africa, view land issues. There are two primary questions about land – is it available to those that need to build, and will they have full ownership of it? Land and land ownership are very political debates in South Africa, as in other parts of the world (Pienaar, 2014:5; Brits, 2014:510). Pienaar (2014:5) and Brits (2014:510), further indicate that the foundation of government policy after 1994 was land restitution and land redistribution. Pienaar (2014:5) pointed out that there were various forms of land ownership applied by governments and societies across the world. In South Africa, there was land tenure, communal land, and land owned by the AmaZulu King, Goodwill

Zwelithini, under an arrangement called the Ingonyama Trust. Pienaar (2014:478) states that the Ingonyama Trust was established in 1994 according to the KwaZulu-Natal Ingonyama Trust Act (Act No. 3KZ of 1994), to hold the land that was previously owned or belonged to the KwaZulu government. The obligation of the Trust was to administer the land in terms of the KwaZulu-Natal Ingonyama Trust Amendment Act, No.9, of 1997. The Ingonyama Trust is a symbol of communal land ownership, which was associated with indigenous communities, as opposed to the individual, and exploitative approaches with clear elements of autonomy and exclusivity, which were associated with European settlers (Pienaar, 2014:5). There is also owned land, which is characterised by the possession of a title deed by the owner of that particular land. Thellane (2008: iv) claims that these forms of land ownership resulted in a 'complexity' which then impacted upon housing provision in the country. The noticeable impact was the housing shortage as not enough land was available, or not accessible.

In terms of the argument advanced by Thellane (2008:5), currently there is legislation that makes it almost impossible for developers to have land on which to build for the gap market. The legislation is discussed below. The capitalist stance taken by municipalities in relation to land is, according to Thellane (2008:5), 'problematic'. The capitalist stance either promotes exclusion, or hinders the inclusion of the poor into urban land markets (Thellane 2008:12). This position of the municipalities is what informs the availability, or non-availability of land, for affordable housing. According to Chiu et al. (2007), in Thellane (2008:15), the poor are often excluded from accessing urban land. This has adverse effects on affordable housing. This scenario is not what was projected by the African National Congress (ANC) in its Reconstruction and Development Programme (RDP). The municipalities' inclination to make a profit makes it difficult for the developers to have land for building houses. The municipalities are more willing to sell land to those that need it for commercial purposes (Thellane: 2008:5).

Thellane (2008:5) further mentions the time it takes to finalise the sale of land, and notes that large parts of municipal land are not suitable for housing; the good land has already been sold. All of these factors are likely to contribute to increasing the number of urban slum dwellers. The UN-Habitat (2003:13) reported that 71.9% of the population in sub-Saharan Africa lived in slums. The report also mentions that only 6% of the population in developed countries lived in slums. According to the report, the people who live in slums cannot afford to buy land, or houses. This goes to show that the issue of houses and their availability is largely an economic one.

As a point of departure, the study relied on Thellane's (2008) findings, that the land question was particularly complex in South Africa, arising from its clear, but cumbersome, policies and legislative framework. This was also articulated by Pienaar (2014) throughout his book. Pienaar (2014:5) stated that the land issue is politicised. Thellane (2008:42) stated that there was a need to understand the political processes that impacted on land and housing. She also added that the delayed implementation of legislated policies impacted on the delivery of affordable housing. Thellane (2008:3) further pointed out that the local authorities delayed in providing and proclaiming suitable land and installing infrastructure, and establishing services.

2.8.3 GOVERNMENT DECISIONS

Over the years, the government of South Africa has adopted a number of strategies in dealing with the issue of the housing shortage. One of these was Breaking New Ground (BNG), a comprehensive plan for the development of sustainable human settlements (Breaking New Ground, 2004:1) which came into effect in August 2004. BNG was expected to make improvements in the provision of houses in South Africa, from 2004 to 2005. Thellane (2008:3) pointed out BNG has not been very successful. According to Thellane (2008:3), the Chief Director of the Department of Housing (DOH), in the 2006 annual report, alluded to the slow release of land, which was linked to the identification, acquisition, assembly and release of state-owned and private land. There were gaps between the introduction of new measures, legislation, guidelines and procedures and their application, including the lack of institutional coherence around key aspects such as the introduction of beneficiary contributions, as was articulated by the Department of Housing (2007, in Thellane, 2008:4).

2.8.4 GOVERNMENT LEGISLATION

As stated in the First Chapter of Basic Human Rights, Section 26(1), Chapter Two of the Constitution (RSA, 1996) dictates that citizens should be given good quality and affordable houses. To this extent, a number of acts have been passed by the government to regulate the housing sector in the country. The Housing Act, No. 107 of 1997, is the pillar that the government uses. Most other legislation either supports it, or reinforces what it says. In terms of the Housing Act, 107 of 1997, the government must get involved in land in order to provide housing. The government has to identify, select and manage land for housing delivery and improvement. In terms of Section (3) (a) of the Housing Act, 107 of 1997, a municipality may, by notice in the Provincial Gazette, take any land it needs for the purposes of housing

development, according to any national housing programme, if the municipality is not able to buy the land on reasonable terms through negotiation with the owner thereof, and it has the permission of the MEC for Human Settlements to take such land prior to such notice of expropriation being published in the Provincial Gazette.

Other legislation includes the Municipal Finance Management Act (MFMA), No. 56 of 2003, and the Public Finance Management Act, (PFMA) No 1, of 1999. Both these acts place emphasis on how government finances should be utilised in relation to housing delivery, and also in relation to other government obligations. However, it should be pointed out that the literature review did not uncover anything in the former act that ties the municipalities' hands. The act gives guidelines as to how the issue of land should be handled.

2.9 THE ETHEKWINI METROPOLITAN MUNICIPALITY'S DEPARTMENT OF HUMAN SETTLEMENTS

The Department of Human Settlements is one of the departments that form units that report to the Deputy City Manager of eThekwin Metropolitan Municipality. The Department of Human Settlements' main function, as dictated by the Housing Act, No. 107, of 1997, is to facilitate sustainable housing development for the people of the eThekwin Metropolitan Municipality by developing new housing stock, using the national housing subsidy. From the onset, it should be noted that the department has to work with a number of other departments in the municipality to achieve the set goal, which is settling the residents of the eThekwin Metropolitan Municipality. The respondent from the municipality's Department of Human Settlements' Research and Policy division said that the other departments are Engineering; Storm Water; Real Estate; Conveyancers and Transport. These departments finance their operations. The Department of Human Settlements' funds come in the form of a grant from its counterpart in the KwaZulu-Natal province. But these funds are received upon proof of the completion of houses, as was explained by respondent H. The proof is submitted in the form of a document called D4. The D4 is proof of exchange of ownership between the municipality, which is defined as the 'seller', and the beneficiary, who is defined as the 'purchaser'. Members are selected from all departments to form the Housing Settlements Infrastructure and Transport (HIS&T), a body that drives all the housing projects in the municipality.

The funds received by the eThekwin Metropolitan Municipality's Department of Human Settlements, as was stated by four respondents from eThekwin Metropolitan Municipality, are

allocated to the department only when it has been clearly stated in the form of the annual plan what they would be used for. It should only be for housing related matters, the officials said. In some cases, the provincial department would withhold the funds if it saw the need, even if this would be detrimental to the department in terms of service delivery, and cash allocation for the municipality, said one of the ward councillors. Meanwhile, the people would be putting pressure on the officials to build them houses, as the councillor said. The councillor further stated that, in such a case, as the municipality they would be forced to use ratepayers' money to build houses. The use of the ratepayers' money was confirmed by a respondent in the eThekweni Metropolitan Municipality's Allocation Division. A case in point was when KwaZulu-Natal's Department of Human Settlements owed the eThekweni Metropolitan Municipality R3.55 billion at the end of the 2015/2016 financial year (eThekweni Metropolitan Municipality IDP 2017/2018, 147).

As was mentioned by almost all the municipal officials that were interviewed for the project, the eThekweni Department of Human Settlements acts as an agency for the KwaZulu-Natal Department of Human Settlements, according to the Housing Act, No. 107, of 1997. This fact is also stated in the eThekweni Metropolitan Municipality IDP (2017/2018, page 314). However, it must be stated that respondent within the Research and Policy Division in the eThekweni Metropolitan Municipality's Department of Housing refuted this fact, and said that the department was the agency of the national Department of Human Settlements.

The IDP further explains that the Municipality needs to have accreditation for level II as the deliverer of houses. The Housing Act, No. 107, of 1997 is derived from the RSA Constitution (1996), whose section 26 states that 'everyone has the right to have access to good quality housing, and the government must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right'.

Deriving from the preamble of the Housing Act, No. 107, of 1997, which, among other things, states that the act needs to provide for the facilitation of a sustainable housing development process, the eThekweni Metropolitan Municipality's website states 'the eThekweni Human Settlements Unit aims to facilitate the improvement of sustainable and unified human settlements, and to make available housing opportunities to suitable beneficiaries – allowing for secure tenure and good living environments'.

As stated on the eThekweni Metropolitan Municipality's website, the key elements of the eThekweni Metropolitan Municipality's Department of Human Settlements' obligations are the

building of new, fully subsidised houses; the management and sale of rental and pre-1994 stock; the improvement and refurbishment of housing units built by the government and developers; and the conversion of community residential blocks like the hostels.

The eThekweni Metropolitan Municipality's Department of Human Settlements has very specific mandates, some of which are to resolve the existence of the informal settlements through various interventions such as building new formal houses where the people live, or building houses for the people in the open, available land. The Department of Human Settlements says its priority is to take care of the former objective. This is linked to a number of criteria. Some of these include a walking distance to public transport; and the distance from the necessary social facilities and designated places of high economic activity. The Department also has to administer other residential places like hostels and community residential units; facilitate social housing for rental purposes only; and deal with title deeds and infrastructure issues, among other things. As an agency of the KwaZulu-Natal Department of Human Settlement, the eThekweni Department of Human Settlements has to carefully manage its relationship with its provincial counterpart. In its 2017/2018 IDP, the eThekweni Metropolitan Municipality stated that it was not certain if it was going to be reimbursed the R3.55 billion it was owed by the KwaZulu-Natal's Department of Human Settlements. The document continues to state that the eThekweni Metropolitan Municipality would have difficulties meeting its obligation to deliver houses and this would have a negative impact upon the hostels and rental stock if the grants from the provincial Department of Housing were not received.

In its attempts at dealing with the housing challenges, the Department of Human Settlements has to consider the suitability of the place where formal houses could be built. For instance, the department cannot build houses on land that is in a floodplain, or places that are geologically unstable, as was stated by respondent F: "In this case, relocations are necessary." The Department of Human Settlement's philosophy is underpinned by a number of regulatory principles. Some of these are the National Development Plan (NDP), and the Programme of Action. In terms of the NDP, the department has to contribute to the national housing project that aims to reduce the 'spatial patterns which worsen social inequality, the realisation of legitimate housing rights, and introduces principles to create openings that are liveable', amongst others.

At a local government level, the Department of Human Settlements has to work to put into effect Plan Three of the eThekweni Metropolitan Municipality's IDP, which is creating a good

living environment (eThekweni Metropolitan Municipality, 2019:478). To put the housing situation in eThekweni Metropolitan Municipality into perspective, according to 2011 aerial photographs, there are about a million houses in the municipality, almost 30% of which are informal houses or shacks. On its website, the municipality reports that it had a backlog of about 400 000 houses (eThekweni Metropolitan Municipality, 2019:478).

The eThekweni Metropolitan Municipality IDP (2017/2018:83) states that the housing backlog stood at over 390 000 houses. The municipality states that the backlog grows at 3% annually. In terms of the eThekweni Metropolitan Municipality IDP (2019/2020:44), the backlog is also as a result of the number of the people that flock from the rural areas to the city, with the hope of securing employment. Few of these people have the financial ability to build or purchase formal houses in the city, reports the municipality. Among the municipality's major projects is the Cornubia Integrated Human Settlement. This Presidential Project is being piloted. The project is located north of Durban, between Phoenix, Umhlanga, and Ottawa. These are part of the greater Durban area. This Cornubia project is a good example of a partnership between the private sector and the government: are the eThekweni Metropolitan Municipality and Tongaat Hulett. The Cornubia project is expected to cost about R25 billion. It is going to be implemented in phases. It consists of 'mixed-use, mixed-income development, incorporating some 2,5 million m2 industrial and commercial bulk, residential and open-space uses', says the municipality's website. The Cornubia Project has the potential to provide approximately 24 000 houses. It will provide 15 000 subsidised units. The project will be rolled out in phases. Phase 1A consists of 486 units and Phase 1B 2186 units (eThekweni Metropolitan Municipality, 2019).

2.11 HOUSING QUALITY ASSURANCE IN ETHEKWINI METROPOLITAN MUNICIPALITY

Respondent G said that in its efforts to ensure that the citizens of eThekweni Metropolitan Municipality acquire good quality houses, the municipality decided to form a coalition with the KwaZulu-Natal Department of Human Settlements and the National Home Builders Registration Council (NHBRC) in 2013. Respondent G further stated that other members of the coalition are constructors; geo-tech engineers; environmental experts; community structures like ward committees project steering committees; and the ward councillors. Respondent G added that the coalition's main task is to see to it that the low-cost houses built for the people were of an acceptable quality that would enhance the dignity of the occupants,

as is required by the South African Constitution of 1996. The notion of quality assurance was a new phenomenon for the municipality. Respondent D and Respondent G, both from the eThekweni Metropolitan Municipality's Department of Human Settlements, said that their job was to deliver quality and sustainable houses to deserving communities whose requests were approved by the Departments of Human Settlements at all levels of government. For the eThekweni Metropolitan Municipality, seeing to it that the deserving citizens received quality houses begins at the earliest possible stage of building a house. Respondent G said they based their inspections on drawings approved by the Departments of Human Settlements at all levels of government, and the NHRBC. Respondent G further said that the inspections were done jointly, with inspectors from the KwaZulu-Natal Department of Human Settlements, the eThekweni Metropolitan Municipality and the NHRBC. This statement was confirmed by respondent I who is a manager of NHRBC, in the province of KwaZulu-Natal. The inspections are co-ordinated by the construction manager on site. Respondent I added that inspectors from the NHRBC did sometimes do inspections on their own. But the final decision was taken by the combined team.

Respondent G said inspection focused on milestones like slabs; walls; finishing; doors and window frames; roof; plumbing; electrification; the completion, plastering and painting of the houses; ceiling and doors; and lastly, general comments about the houses. Respondent G said the reason for the joint inspection was to avoid a situation where there would be different results from different inspectors who would have inspected the houses at different times. However, said respondent G, inspectors could still go to the site and familiarise themselves with the site. Respondent G emphasised that the milestones were inspected jointly. When the inspectors were satisfied with the quality of the house, they, together with the engineers, then signed a D3 document. This certificate is a verification that the house has been inspected, and completed according to all the national building regulations. According respondent G, the joint inspection of the houses has resulted in the improvement of the quality of houses. Again, this was confirmed by respondent I. Commenting on the current situation, respondent G said it was far better than when he first joined the eThekweni Metropolitan Municipality's Department of Human Settlements. He added that before the inspection of houses began, houses were plastered with just cement and water, which he called backwash, 'not proper plaster to protect the houses from the rain and other elements', he said. Respondent G said that builders now put in proper ceilings and proper plumbing and proper electrification. These additions have resulted in the increase of the housing subsidy from R86 000 to R110 000. These figures were

confirmed by respondent H, who is the Manager: Allocations, in the eThekweni Metropolitan Municipality's Department of Human Settlements. Except for the houses in the rural areas, all houses now have toilets. Neither respondent G, nor respondent F, was able to give the exact date at which the housing inspections began. Respondent G could only say they began before 2013 when he joined the municipality's Department of Human Settlements.

2.12 CHAPTER SUMMARY

The chapter focuses on what is reflected in the literature on housing in South Africa before and after apartheid. The literature indicates the problems are as a result of the discriminatory policy instituted by the Nationalist Party from 1948, and the attempts by the present government to provide solutions to the challenges. Also included in the chapter is the legislation governing the housing sector in South Africa. The researcher is of the view that the severe problems that characterise housing policy in South Africa are connected to the country's numerous market-centred features. A different option, based on the RDP, could have solved many of the problems, say Bond and Tait (1997:20). The problems associated with housing are structural, and are due to the lack of a deeper understanding of the problem, or the unwillingness to engage properly with the problem. The chapter that follows gives a discussion of the theoretical framework that shaped the project.

CHAPTER 3

THEORETICAL FRAMEWORK

3.1 INTRODUCTION

Chapter Three examines the relationship between the theoretical frameworks and the study, in an attempt to uncover the challenges that have resulted in the housing backlog at local government level, with emphasis on eThekweni Metropolitan Municipality's Umlazi Township. The two theories are explained in an attempt to comprehend the phenomenon of interest, which is the provision of housing by the local government, with particular emphasis on the eThekweni Metropolitan Municipality's Umlazi Township. The two theories assisted in shining light upon issues that the researcher was trying to comprehend. These issues are mainly summed up as objectives of the study. For instance, the NPM helped the researcher in understanding almost all the mechanisms used by the eThekweni Metropolitan Municipality's Department of Human Settlements, and in understanding why the staff treats the residents the way they do. Giving service with a smile, and showing compassion, as the staff of the department does, is one of the requirements of both the NPM and Batho Pele. The investigation also uncovered that the eThekweni Metropolitan Municipality collaborates with the private sector in the provision of low-cost housing. This is one of the stipulations of the NPM. For instance, the Municipality's Department of Human Settlements works with the NHBRC, a private sector body that regulates the quality of houses in KwaZulu-Natal. This collaboration is a global practise, as was pointed out by Larbi (1999: iv). In examining the role of the eThekweni Metropolitan Municipality in housing provision, the researcher noted that a number of stakeholders played a role in providing this service. This decentralisation of service provision is one of the core values of the NPM. The eThekweni Metropolitan Municipality's Department of Human Settlements monitors progress when houses are being built. This is part of performance management, and output control, and avoids fruitless expenditure, by ensuring that houses provided are of an acceptable standard and quality. Batho Pele also requires government organs to be accountable and transparent. Transparency became evident, particularly when meetings were held. The eThekweni Metropolitan Municipality officials went to great lengths in explaining the reasons for utilising the land that residents thought was available.

One of the objectives of the study has been to evaluate the impact of the shortage of land on housing provision in the municipality. In dealing with the issue, the Department of Human

Settlements had to look for land elsewhere, amongst other things. The department was also considering building double storey houses to mitigate the land shortage problem. The eThekweni Metropolitan Municipality's Department of Human Settlements also showed compassion to the residents by moving them to transit camps to free up the space where houses would be built. It has to be pointed out that the argument advanced above was drawn from what the respondents said, or was supported by them. The literature consulted strongly indicated that housing delivery is a global challenge. The solutions advanced by researchers and commentators have not, so far, provided total solutions to the problem. This reality gives a rationale for the continued search for solutions to the problem. This chapter attempts to explain the two theories, and how they are of benefit to the study.

3.2 THE RELATIONSHIP BETWEEN THEORY AND THE STUDY

This study used the New Public Management (NPM) and the Batho Pele principles as they appear to be the most appropriate theories for the issue at hand. As Babbie and Mouton (2001:648) argue, a theory is a methodical explanation for the observations that relate to a certain aspect of life. Theories are a *sine qua non* of research (Leedy and Ormrod, 2010:5). The two theories were used as a gauge to measure the performance of the responsible local government when it came to housing provision. The central premise of the NPM and the Batho Pele theories is treating the public fairly by delivering services in an equitable manner, using public funds wisely, and also that public officials have to be accountable. This would improve the quality, efficiency, and cost effectiveness of South Africa's public service sectors, through performance auditing and measurement (Bale and Dale, 1998:1; Mukhonza, 2014:506; and Zondi, 2015:64). Zondi (2015:64) highlights that, in post-apartheid South Africa, the NPM became the most appropriate lens through which local government performance could be viewed and interpreted. While Tshandu and Kiriuki (2010:191), in Zondi (2015:65), state that the NPM, which was adopted by countries around the world from the 1980s, has been used to modernise the public sector. At the core of the NPM and Batho Pele is getting value for money, and putting the public in the centre. Both theories place emphasis on the importance of the citizens as customers. As citizens of the country, the people have a right to housing, as dictated by the RSA Constitution (1996). Housing provision has to do with how the public funds are used and whether, in the end, value for money is realised. The two theories assisted the researcher to develop a critical view as to how the local government utilised the public funds, and why there have been problems with housing provision.

3.2.1 THE NEW PUBLIC MANAGEMENT

The NPM, as a management philosophy, was embraced by governments around the globe (Tshandu and Kariuki, 2010:191) over a period of time. For instance, in New Zealand the NPM was vigorously implemented by the Labour Party when it came to power in 1984 (Bale and Dale, 1998:1), while in the United States the NPM, although not mentioned in name as such, was promoted by the 28th president of the United States, Woodrow Wilson, towards the end of the 19th Century when Wilson was already talking about the triple E – efficient, effective, and economical – ways of running the government. The triple E are now supposed to be the cornerstones of the NPM. President Wilson realised that the art of government was becoming complex.

Wilson (1887:197) argued for a clear distinction between politics and administration, and the improvement not only of personnel, but of the organisation and methods in the government offices. Wilson sought to find ways to discover new ways to make the government more effective and efficient with the least possible cost and energy (Wilson, 1887:197). In his proposition that politics be separated from administration, Wilson (1887:198-199) argued for the administration of law with equity, speed, and without friction. However, in the context of South Africa, it could be argued that the foundations of the NPM, which, as Cloete (2013:118) and Falconer (2011:1) stated, clearly took root in the 1970s and 1980s is a form of a movement called the New Public Management Movement. Thornhill (2014:17) states that classic public administration was brought sharply into focus in the 1990s, with the introduction of the concept of New Public Administration. New Public Management started off as a New Public Administrative Initiative (NPAI), whose crux was contained in the Mouth Grace Papers: The New Public Administration Initiative and the Mouth Grace Consultation (Thornhill (2014:17). In terms of Thornhill's argument, the New Public Management, the former NPAI, was a response to South Africa's political changes in the 1990s, as implied by Zondi (2015:64). The NPAI had proposed the broadening of areas of interests to civil organisations, non-governmental organisations and community organisations (McLennan and FitzGerald s.a.:5). In the 1980s, the concept of New Public Management (NPM) was already mooted in Britain and other parts of the world (Bale and Dale, 1998:1). Thornhill (2014:19) states that then British prime minister, Margaret Thatcher, worked to make the public service more business-like, in terms of the NPM principles which are stated in this chapter. The NPM which was seen by Thornhill (2014:13) as a new, economically driven perspective on the operation of government, is part of the 'advancement from traditional administration version to

managerism, to third generation reforms such as the integrated governance model' (Gumede, 2011:167). According to Bale and Dale (1998:18), the NPM is based on the assumption that the type of management that is applied in the private sector can be applicable to the public sector, and will yield the desired results. The NPM is now viewed as a world phenomenon (Larbi, 1999:1), which gives governments a chance to apply the notion of value for money and customer service to be implemented alongside the principles of morality and stewardship in the public sector (Bale and Dale, 1998:2). Thornhill (2014:19) argues that the NPM tenets incorporate the nature and values of democratic nations. By this, Thornhill means that public servants must work closer with the people than before. Vigoda (2003:1-2), in Thornhill (2014:19), points out that there was an attempt to bring about a new perspective on how government should be run to be more effective.

In the context of South Africa, the NPM is relatively new and the differences between the two, as listed by Cloete (2013:119), are as follows:

Table 3.1: Differences between Public Administration and Public Management

Public Administration	Public Management
Policy	Planning
Organising	Motivating
Financing	Budgeting
Human resources	Loading
Work procedures	Disciplining
Control	Supervising

Source: Cloete (2013:119)

Before any explanation of the NPM and Batho Pele theories can be given, it should be pointed out that the origins of both theories in the context of South Africa could be traced to the political situation in South Africa and other global regions (Hicks, Daniel, Buccus and Venter, 2012:56; Thornhill, 2014:17; Bale and Dale, 1998:1). Zondi (2015:64) argues that the political changes that took place in South Africa in 1994 are some the reasons for the origins of the two theories. Zondi (2015:64) goes on to state that before 1994, South Africa's public service system was based on the old fashioned model of public governance dating back to the founding of the

Union of South Africa in 1910. This system was fragmented, and was well known by lack of co-ordination between various departments, and was based on race. Public administration became even more politicised after the introduction of the system of apartheid in 1948 (Zondi, 2015:64).

The existing literature indicates that as a theoretical framework, the public administration, the forerunner of the NPM, has evolved. The evolution has been pointed out by Falconer (2011:1) when he observed that, in the early 1980s, there was concern with the ‘noticeable shift’ from the principles of public administration to those of public management. Garson and Overman, in Vigoda (2003:2), in Thornhill (2014:19), define New Public Management as a study that relates to a number of branches of knowledge that have to do with aspects of administration. It incorporates the planning, organising, and controlling functions of management, which include human and financial resources, as well as information and political sources. Vigoda (2003:2), in Thornhill (2014:19), states that some scholars have argued that NPM concerns efforts to streamline government to emphasise results rather than processes, using private business protocols in public entities, decentralisation of decisions and thus moving closer to the clients served, hiring some of the services to privately controlled firms.

Some of the components of the NPM are:

As pointed out by Peters and Pierre (2007:346), NPM focuses on accountability rather than responsibility, and a shift from traditional rule-bound bureaucracies to results-oriented organisations, a situation that creates space for managers to be innovative in their approach. Peters and Pierre (2007:346) argue that NPM relies on micro-management processes.

Hands-on professional management: Peters and Pierre (2009:50) argue that this approach meant that managers gained powers as there was a shift in control over human resource management processes and procedures from politicians to managers. Zondi (2015:67) argues that managers nowadays are required to be proactive, and be willing to take decisions that are appropriate. Managers have to be flexible, and not be hamstrung by the rules. Their line of thinking should be whether the decision is appropriate, and if it serves the greater objective of the government, or not. The study attempted to establish if this was in fact the way decisions, vis-à-vis the provision of housing, were taken.

Explicit standards and measures of performance: Hughes (1998:75-76), who is critical of the NPM, points out that one of the characteristics of the NPM was ‘an obsession with performance measurement. The public manager is now personally responsible for delivering

results'. A similar point was mentioned by Zondi (2015:67), when he said that, as servants of the people, public employees should have a base-line by which their performance should be measured. Osborne (1993:2), who characterised the governments that adopted the NPM as entrepreneurial governments, said another characteristic of the NPM was measuring the outcomes. Measuring outcomes and performance could be done in various ways, one of which could be the signing of performance contracts. The contracts should be linked to service provision excellence.

A shift to greater competition: According to Peters and Pierre (2009:50), competition allows the public sector to have greater control of the purse strings and be parsimonious in resource use.

Putting great stress on output controls: NPM highlights the necessity to focus on outcomes rather than the processes (Zondi, 2015:67). Again, the signing of the contract could highlight the fact that the focus would be on results, not processes. In the end what should matter is the quality of the service given to the people. The question, in the context of the present study, was whether the final product (a house) is of good quality? Did it meet the standards as set the Housing Act, No. 107 of 1997?

Greater competition in public service provision: Van der Waldt (2016:120) argues that the NPM that has been adopted by the public sector is based on the 'business principles that are regarded as a means to enable the public services more effective and economical'. By and large, South Africa is a free enterprise country. Part of the free enterprise is the existence of competition for resources, and for selling services to the highest bidder. In the context of the study, the competition would have been between housing builders, as service providers to the responsible local government. Such competition would have been expected to drive the prizes down, and enable the local government to save money, and force the service providers to provide good quality service (Zondi, 2015:68). This is how competition should be in all free enterprise situations.

Stress on the private sector of management practices: One of the aspects of private sector management is, as pointed out by van der Waldt (2016:284), 'to make decisions which will make a difference to the issue with the least possible use of resources'. Zondi (2015:68) points out that, as far as the NPM goes, the public sector should adopt the business-like style of management, with emphasis put on the triple E – efficient, effective, and economical ways of running the government. There should be an attempt by all the spheres of government to either make a profit, or run the sphere such that no money is wasted.

The open systems approach: Barnard (1938:7), in van der Waldt (2016:68), argued for an open system because organisations, including the public sector, are ‘dynamic social systems of co-operative interactions with the purpose of satisfying individual needs’. Any government operation is not immune from outside influences. As far as this approach goes, government employees, particularly those in decision-making positions, should be aware of how their divisions interact with outside forces, and what the results of such interaction are.

Such employees should be able to relate those to the general and specific goals and objectives of their divisions, and the large government organs. In the context of South Africa and other parts of the world (Bale and Dale, 1998:18), the New Public Management is associated with good governance, as illustrated by Reddy and Govender (2014:159). Bale and Dale (1998:18) state some of the elements of the NPM as:

- a shift from input controls, procedures and rules toward performance targets and output measurement, coupled with accountability;
- the decentralisation of management control with better-quality reporting and monitoring mechanisms;
- preferring private ownership;
- hiring private business for publicly funded services;
- the embracing of private sector management principles in the government sector; and
- greater concern with corporate image.

Commenting on the South African situation, Minogue, Polidano and Hume (1999:17), in Mukhonza (2014:505-506), and Peters and Pierre (2009:50), argue that other elements of the NPM are privatising some of the functions of the government and restructuring and slimming down central services. Mukhonza (2014:506) also states that the NPM advocates for the consideration of the needs of customer rather than bureaucratic organisations.

Gruening (2001:2) points out that many western countries benefited from adopting the NPM approach, which began in the late 1970s and early 1980s. As suggested by Gruening (2001:2), South Africa would do well to learn from those countries that have benefited from adopting the NPM, despite being a late bloomer in this regard. The founding document for the South African public sector was the Mount Grace Papers: The New Public Administrative Initiative and the Mount Grace Papers (Thornhill, 2014:17). The NPM principles apply to KwaZulu-Natal as well, as it is part of the Republic.

3.2.2 BATHO PELE PRINCIPLES

Thompson (2005:170), in Ferreira, Erasmus and Groenewald (2009:254), states that ‘South Africa’s Batho Pele initiative objectives are to improve the quality and accessibility of government services by enhancing efficiency and accountability’. Nzimakwe and Mpehle (2012:281) state that it is necessary for all government departments to advance the application of Batho Pele principles by making the regulations of the development of service delivery improvement programmes available. The Batho Pele principles are an integral part of the White Paper on Transformation of Public Service (WPTPS) (1997). The WPTPS (1997) outlined eight Batho Pele principles, which were later increased to 11. Implementing the Batho Pele principles was aimed at changing the attitude of the government officials, and also improving service delivery. This was supposed to be a clean break from the past, as alluded to by (Nzimakwe and Mpehle, 2012:279). Batho Pele is a Sotho expression that means ‘putting the people first’. The main aim of Batho Pele was to provide good customer service to the citizens of the country (Nzimakwe and Mpehle, 2012:279). One of the major considerations of Batho Pele is that the citizens, who are the recipients of the services from the government, are put at the centre of development. This manner of interacting with the citizens requires that the government officials treat the public with respect and dignity. Embedded in this line of thinking is that citizens should be given quality services, which, in case of the present study, means good quality houses, as befitting of the citizens of the country, so that their dignity is either restored, or maintained. The Department of Public Service and Administration (DPSA, 2015) stated that all government institutions were required to comply with the Batho Pele principles in their dealings with the public. This emanates from the fact that the South African Constitution (RSA, 1996) promotes the upholding of constitutional values of good governance by public institutions and officials when engaging with people on service delivery matters. This study was guided by the Batho Pele principles, which reinforce the Constitution’s basic principle of promoting the advancement of human dignity (Nzimakwe and Mpehle, 2012:280). Government officials’ dealings with the public were gauged against these principles, which are:

- **Consultation:** In the case of the current study, consultation required that citizens of eThekweni Metropolitan Municipality, notably in Umlazi Township, be consulted by municipal officials in the planning processes of housing delivery. This would maximise the chances of providing houses which would meet quality expectations of the citizens and reduce their dissatisfaction which, on many occasions, results in service delivery

protests. Respondent B said that she had four annual meetings with her ward, with other meetings held as and when necessary. Respondent B said she took great care in ensuring that the residents of her ward were properly informed of the meetings. The announcements of meetings were made by the eThekweni Metropolitan Municipality's Department of Community Participation in the language that the residents understood. The message was reinforced by some BEC members who would go door-to-door, informing the residents of the meetings. These meetings take the form of izimbizo. Zondi (2015:73) states that izimbizo are one of the consultation mechanisms; residents meet in an open space and share ideas with the local authorities.

- **Service standards:** As part of the global society, South Africa has to adhere to the required international standards, as was pointed out by Zondi (2015:73). It is for this reason that citizens must be given services that are of an acceptable standard. Nzimakwe and Mpehle (2012:282) argue that the set service standards should specify the level and qualities of service offered, and be put into context.
- **Access:** According to Gildenhuys and Knipe (2007:131), and Zondi, (2015:74), all the people must have equal access to the services to which they are entitled, regardless of their situation and disabilities (Nzimakwe and Mpehle, 2012:283). Such services could be water and sanitation, electricity, health services, roads, community facilities like community halls, and information the state is possession of, or any of its organs in any sphere of government (van der Waldt, 2016:47).
- **Courtesy:** This principle should be at the centre of any interaction between government officials and the members of the public. According to Nzimakwe and Mpehle (2012:282), public officials must show acceptable behaviour and mannerisms that are of a high standard. Zondi (2015:74) advocates that there should be courtesy and consideration to ensure professional ethics when dealing with the citizens.
- **Information:** Citizens should be given complete and accurate information about the government services they are entitled to receive. Such information must be made available at the point of delivery, and on other platforms, so that those people far from that point also benefit. It is imperative that accurate and current, easy to comprehend, information about services offered is made available to customers in various forms and languages. This should cater for the disabled and blind (Nzimakwe and Mpehle, 2012:283).

- **Openness and transparency:** This principle is one of the pillars of democracy. Zondi (2015:74) points out that in all spheres of government, members of the public must know how departments are run, how resources are utilised, and who is responsible for particular services.
- **Redress:** The reason for this principle is that there is an assumption that sometimes the required level of service provision would not be met. This should be the exception rather than the rule. Authorities must move fast to redress the problem, as Zondi (2015:74) states. The steps taken should be communicated to the public, particularly those that are directly affected by the low standards provided, and an apology should be offered.
- **Value-for-money:** Public services must be offered economically and efficiently so as to give the people the best possible value-for-money. Discussing this value, Zondi (2015:75) strongly implies that citizens' contribution to maintaining the government, in the form of taxes, should be well accounted for.
- **Innovation:** Public servants are expected to be innovative when dealing with the citizens, like providing suitable chairs available for the physically challenged members of the public; and the electronic communication boards that give information and facilitate the interaction in government offices.
- **Customer impact:** Whatever government officials do, it is expected to have a positive impact upon the members of the public, who, according to the New Public Management philosophy, are regarded as customers. But the positive impact can only happen if all the necessary requirements are put in place.
- **Leadership:** Government officials are now expected to show leadership when interacting with the members of the public, and among themselves, as is mentioned in the White Paper on Local Government (1998: 34-35).

Zondi (2015:73) elaborates that the eleven Batho Pele principles were crafted to serve as an acceptable policy and legislative guideline regarding service provision in the public service, and they are in line with Chapter 10 of the RSA Constitution (1996). Chapter 10 covers public administration, and requires that the authorities exercise the necessary discipline and care when dealing with public. The necessary discipline should be enforced by some relevant legislation. Like the NPM, Batho Pele advocates for compassion on the part of public servants towards the people that need their services. Nzimakwe and Mpehle (2012:284) pointed out that public

servants should give the expected level of service to the people by dedicating their time, expertise, skills, interest and knowledge to the improvement of the recipients' lives.

3.2.2.1 CHALLENGES OF BATHO PELE

Zondi (2015:76) cautions that Batho Pele should be viewed critically as it has some shortcomings, as elaborated by some scholars. Zondi (2015:76) further cites Mokgoro (2003:35), observing that the public service was lacking in the skills required for the implementation of Batho Pele principles and that Batho Pele, as a framework, was quiet when it came to implementation. Mokgoro (2003:7), in Nzimakwe and Mpehle (2012:285), argue that the application of the Batho Pele principles has not been able to change organisational culture and values so that they are in line with the principles. Nzimakwe and Mpehle (2012:285) quote the Public Service Commission Report (2007:21) as saying that 'in many instances there was lack of formalisation of the complaint handling system in terms of developing written guidelines, recording complaints, doing regular monitoring and evaluation to enhance service delivery, and revising the standard of complaints procedures to ascertain if they are meeting the department's redress and client care aims'. This view was also raised by Khoza et al. (2011:22), in Zondi (2015:77), when they argued that the principle of redress needed an effective approach to handling complains. Hamson (2007:61), in Zondi (2015:77), noted that Batho Pele was not pro-poor.

3.3 THE APPLICATION OF THE THEORETICAL FRAMEWORK TO THE STUDY

As far as the present study goes, one of the main questions, which relates to the objectives of the study, was how the NPM would assist in determining the factors that led to the housing backlog in eThekweni Metropolitan Municipality, with emphasis on Umlazi Township. Bale and Dale (1998:3-4) explain the steps taken by the Labour Government that came into power in New Zealand in 1984 to turn around an economy that was characterised by strict controls on the financial sector, massive financial support for farmers and exporters, and a highly protected private sector. One of the steps taken by the government was the passing of the Public Finance Act of 1989. The Public Finance Act 1, of 1989 does the following:

- offers the legal guidelines for the financial management system of the government;
- controls the financial activity of the government and the way in which parliament maintains a watch on the executive's expenditure of government money;
- offers the reason for the appropriation and management of public resources;

- prescribes the reporting necessities for the crown, departments, and crown properties.

Bale and Dale (1998:4) argue that the government's main aim was to prioritise a strong accountability framework. That meant a novel connection between government officials and heads of departments. A decade later in South Africa, the ANC-led government passed the Public Finance Management Act, No. 1 of 1999. This act was a mirror image of its New Zealand counterpart.

Below are the some of the objectives of the act:

- to control financial management in the national and provincial governments;
- to guarantee that all tax, expenditure, assets and liabilities of those governments are managed economically;
- to provide for the responsibilities of people entrusted with financial management in provincial and national governments; and
- to provide for matters associated therewith.

One of the objectives of this study was to determine the factors that led to the housing backlog in eThekweni Metropolitan Municipality, with emphasis on Umlazi. As indicated in Chapter Two, South Africa has a huge housing backlog. Using NPM, the study examined the factors that resulted in this situation. The NPM requires that someone, in most cases the Chief Financial Officer (CFO), takes responsibility for the financial affairs of the organisation and ensures that all necessary measures are taken so that the standard of service delivery required can be achieved. In the case of the government, it was the Department of Human Settlement in the eThekweni Metropolitan Municipality. The following questions were considered, in an attempt to establish what led to the backlog: Who was/were given the responsibility to build the houses? This is one of the principles of the NPM – contracting out the publicly funded services. As the NPM is more concerned about the output, were the contractors vetted to ascertain that they had a record that would justify their appointment? If the test yielded positive results, then why has there been a backlog since 1994? As mentioned above, both NPM and Batho Pele are quite clear about value for money. Adhering to stipulated timeframes means money is saved. The opposite of this would mean money wasted. The role played by the municipality in the delay in the provision of houses is also of crucial importance. Central to this was the role of the CFO. Were they aware of the challenges, and everything that led to the delay/backlog? As far as the King IV Report, which is part of the NPM, is concerned, the CFO

is accountable for the financial management of the public department. If the CFO was aware, they would have been expected to take corrective measures. Did this happen? In terms of the good governance stated by Reddy and Govender (2014:159), there will have been a number of CFOs that would have been responsible for the provision of houses, over a period of the more than 22 years since South Africa became a democratic country, and they would have been expected to implement the necessary measures. Year after year the backlog increased, and yet there are two major financial guidelines, the Public Finance Management Act, (PFMA) No. 1 of 1999, and the Municipal Finance Management Act, No. 56 of 2003. Both these acts are requirements of good governance. The latter act's main aims are to:

- ensure sound and sustainable management of the financial matters of municipalities and other institutions in the local sphere of government;
- form treasury norms and standards for the local government; and
- provide for matters connected therewith.

The PFMA's main aims are:

- to regulate financial management in the national government;
- to ensure that all revenue, expenditure, assets and liabilities of the government are managed efficiently and effectively;
- to provide for the responsibilities of persons entrusted with financial management in that government; and
- to provide for matters associate therewith.

These acts are a replica of New Zealand's Public Finance Act of 1989. The New Zealand case – the introduction of reforms by the Labour Government in 1984 – which resulted in the success in the administration of the public institutions (Bale and Dale, 1998:1), was a forerunner of South Africa's effort to achieve the same the level of success in the administration of the public institutions. The similar South African acts were generated to ensure that all government finances were used in the manner that would benefit the public, as argued by Bale and Dale (1998:1), and Mukhonza, (2014:506). If that was the case, why have we had a housing backlog for so many years? Bale and Dale (1998:1) suggest that, as much as the New Zealand case could be used as a guide, caution should the exercised; the countries' conditions are not the same. Hicks, Daniel, Buccus and Venter (2012:55) state that, in accordance with South Africa's Constitution (1996), the government must involve the community in governance. In terms of the present study, one of the areas of focus was to determine if there was a link between residents' protests and the quality of the houses, using the two theories. Such interaction

between the people and the government officials is a requirement of the RSA Constitution (1996) which dictates that:

- a high standard of professional morals be encouraged and sustained;
- services to the public be offered impartially, fairly and without prejudice;
- resources be used efficiently, and economically;
- citizens' needs be responded to;
- the public be encouraged to take part in policy-making; and
- all spheres of government be accountable, transparent and development-oriented.

The above-mentioned are some of the 11 Batho Pele Principles. The primary one, in terms of this study, was community participation, which has now become the 'rightful expectation of all citizens' of Umlazi Township (White Paper on Transforming Public Service Delivery (Notice 1459 of 1997)). As far as the local community was concerned, the primary focus of the study gauged the people's views of the service provided by the local authorities, with particular focus on whether the community was invited to participate in platforms that sought to determine policy, and how this related to the protest actions the community embarked upon, and the quality of the houses delivered by the eThekweni Metropolitan Municipality. Another area examined was whether the people submitted their views and complaints, and how these were dealt with by the local authorities. This was measured against Chapter 10 of the RSA Constitution (1996), which dictates that the local authorities interact with the people in a professional and ethical manner, a point that was highlighted by Zondi (2015:74).

3.4 CHAPTER SUMMARY

This chapter highlights the necessity for a strong relationship between the theoretical frameworks and the study so that it is possible to untangle the challenges that have resulted in the housing backlog at local government level, with emphasis on eThekweni Metropolitan Municipality's Umlazi Township. The housing problem is a global phenomenon that requires well-considered strategies, derived from both local and global perspectives, a fact highlighted by the employment of the NPM and Batho Pele, as they seem most appropriate for a developing country like South Africa where so much redress is still necessary. The researcher attempted to lay bare how the theory and the study played themselves out in the area of study. This discussion on the role of the theory upon the study precedes a discussion on the research methodology as one of the important aspects of the study.

CHAPTER FOUR

RESEARCH METHODOLOGY

4.1 INTRODUCTION

Chapter Four presents an overview of the research methodology that was used in conducting the study. The researcher attempts to explain how certain aspects of the research methodology were used to collect data and how such a research methodology assisted the researcher in comprehending the phenomena that were being studied. The researcher used a deductive method, and employed the services of a statistician when he was analysing the data. The statistician used the SPSS to analyse the quantitative data. The researcher used mainly mixed methods as a methodological approach to collect data.

4.2 RESEARCH DESIGN

According to Babbie (1995:83), a research design is a strategy for finding out something, while a research method is a general framework guiding a research project. Leedy and Ormrod (2014:76) define a research design as the general strategy for resolving a research problem. The research design provides the overall structure for the processes the researcher follows. Babbie, *ibid*, says that the major components of a research design are first identifying what the researcher wants to study, and then finding the best way to do that. The primary objective of this study was to establish the reason for the problems that were associated with the provision of housing in the local government, with particular emphasis on eThekweni Metropolitan Municipality's Umlazi Township. The research design, together with the theories in the previous chapter, were employed by the researcher as a guide to gather the relevant data, and understand the phenomena, and somehow formulate a bottom-up way of considering the matter.

4.3 RESEARCH PARADIGMS

In Zulu (2017:67), Sekaran (2011) argues that, apart from a proper comprehension of the theory, the researcher also needs an understanding and knowledge of the related research philosophy which underpins the different principles of the research. This study was guided by positivism, as a philosophical starting point. As Zondi (2015:21) states, service delivery in

South Africa is a socio-economic reality that has strong political overtones. Positivism, as a philosophy, enabled the researcher to comprehend the reality as it deals with real events that are empirical in their nature (Kabound, 2008:13, in Zondi, 2015:21). As Du Plooy-Cilliers, Davis and Bezuidenhout (2017:24) state, positivism was a view used by natural scientists to ascertain what the true nature was. This same approach was used by social scientists to establish what was true about societies. The study is exploratory in nature; it required the researcher to interpret some of the information, particularly as the qualitative method of data gathering was one of the research tools used; and to construct relevant descriptions about the units that were studied (Babbie, 1995:87), which were people. As stated by Bhattacharjee (2012:6), exploratory research looks for explanations of the observed phenomena, problems, or behaviour. Mouton (2009:103), in Zondi (2015:21), argues that the goal of exploratory research, which includes pilot studies, and other kinds of qualitative research, is to improve the facts, and produce new information and establish whether there are interesting patterns in the data. The researcher intended to explore the current state of the subjects of the research, at a particular point in time, as a focus of the research, a view proposed by Bless and Higson-Smith (2000:64). It is a snapshot of what was prevailing in the focus area at a particular time. In this chapter, the researcher attempted to define most of the subtopics which, when combined, constitute the research methodology; and to relate these to the study.

4.4 RESEARCH APPROACH

Bless and Higson-Smith (2000:1) argue that there is need to adopt a scientific approach when conducting research. What follows is a discussion of one of the scientific methods of gathering data.

4.4.1 MIXED METHOD APPROACH

The researcher employed triangulation quantitative and qualitative methods when collecting data. According to Creswell (2014:2), a mixed method approach is when more than one method of collecting data is used when doing social or behavioural research. This approach is supported by Layder (2013:92), who argues that this is the most important application of quantitative data, in conjunction with qualitative data and analysis. In the study the researcher employed quantitative and qualitative techniques when gathering data. The researcher distributed questionnaires to the community members in the selected sections in Umlazi Township for the collection of quantitative data; and conducted interviews with nine eThekweni Metropolitan

Municipality officials, who included the members of the local ward committees in Umlazi Township, to collect qualitative data. In the latter case, the researcher used the interview guide. Such a guide is a set of questions which a researcher refers to when doing an interview. Bhattacharjee (2012:80) advises that the researcher sticks to the questions as they are, and not deviate. As Creswell (2014:2) advises, the benefit of using a mixed methods approach is that the integration of the two methods enables the researcher to interpret the data based on the combined strength of both groups of data. One technique compensates for the shortcomings of the other. This strategy was useful when the researcher analysed the data.

The characteristics of mixed methods are outlined by Creswell (2014:3) as follows:

- the gathering and examination of quantitative and qualitative data in response to the research questions;
- the use of thorough qualitative and quantitative methods;
- the mixture of the two forms of data using a particular type of mixed methods design, and interpretation of the integration; and
- placing the design within a philosophy or theory.

Although not exhaustive, what can be deduced from these characteristics is that they form the basis of the mixed methods approach.

4.5 DATA COLLECTING PROCEDURES

The researcher employed structured questionnaires in the case of quantitative data, and interviews, with open-ended questions as far as the qualitative data were concerned.

4.5.1 QUALITATIVE DATA

According to King and Horrocks (2010:1), qualitative data gathering has become a ubiquitous aspect of contemporary life. Chawla and Sondhi (2011:110) argue that the qualitative research method's advantage is that it provides inputs which are helpful in unearthing reasons behind visible and measurable events. Layder (2013:92) argues that qualitative data are a valuable source of information on social behaviour and social processes occurring in social domains, and the key problems and questions they raise. Layder (2013:92) further states that qualitative data allow for a more in-depth analysis of information-rich units of analysis. Silverman (2003:6) mentions that qualitative research entails many different endeavours that are

concerned with the particular study of realities. The researcher is in the mind of the respondent when doing this kind of data collection (Silverman, 2003:6). Openheim (2001:15) states that the qualitative method is mostly suitable for conducting in-depth interviews. To achieve this, the researcher used the interview schedule, which was administered face-to-face, as per advice by Openheim (2001:100). In the present study, the interviews were conducted in the places where respondents reside as they are familiar with the surroundings, a fact that gave them the necessary comfort (King and Horrocks, 2010:57). Also, the researcher took extra care that the interviewees were not either overwhelmed by the situation, or became so 'over-communicative' as to derail the interview, as recommended by King and Horrocks (2010:57).

Leedy and Ormrod (2014:164) mention some of the qualitative method criteria as:

Purposefulness: The purpose of the research is well spelt-out from the beginning. The research question determines the methods being employed to gather data, which will have to be analysed at a later time (Leedy and Ormrod, 2014:164).

Explicitness and assumptions and biases: This is a normal setting where the researcher and the respondent have a discussion in a normal way. If the researcher has informed the respondent about what he expects, and how the interview is going to be conducted, and that the researcher may have some assumptions and some bias, the interview is likely to produce some good results. But this is very reliant upon the knowledge of the researcher (Leedy and Ormrod, 2014:164).

Rigour: The face-to-face interview offers the researcher an opportunity to dig deeper into the issues being discussed. Leedy and Ormrod (2014:164) state that the researcher uses rigorous and precise methods to gather data. The data have to be recorded, using reliable and acceptable tools. The researcher used a dictaphone in the present study.

Open-mindedness: The researcher has a much greater space to work with. He can have a number of follow-up questions, stemming from the original question. As Leedy and Ormrod (2014:164) state, the researcher needs to be flexible with their line of questions, but keep within the subject at hand.

Completeness: The researcher's advantage when doing qualitative research is the he can have time to explain the phenomenon in details, and at that time the researcher begins to process or interpret the data he is gathering and can start formulating a bottom-up theory about the phenomenon being examined. He can ask searching questions, and questions for clarification (Leedy and Ormrod, 2014:164).

Coherence: The activity is likely to result in coherent data, if the questions are well structured, and well-asked. Leedy and Ormrod (2014:164) state that the set-up offers the researcher a chance to reconcile the multiple data sources and arrive at a consistent conclusion. This is a chance for the researcher to confirm and reconcile the data he would have obtained from the secondary sources about the phenomenon being examined.

Bless and Higson-Smith (2000:105) state that, in the interview scenario, the respondent has the freedom to give more information on the topic as they see fit, to focus on specific areas, and to relate their own experiences, as long as they stay within the theme. Bless and Higson-Smith, *ibid*, recommend this kind of interview for investigative research, where the research questions cannot be narrowly defined. 'It is an excellent method when no comparison is looked for between the responses of different participants, but when each participant is thought of as a particular case, such as in a case study' (Bless and Higson-Smith, 2000:105). But what the respondents say should be related to the general theme of the study. This technique is associated with the interpretivist tradition, and is regarded as literary and ideographic (Nair, 2008:1114).

The main tool for collecting qualitative data was the interview, which was conducted one-on-one. This was a semi-structured interview which was guided by a set of questions called the interview guide. According to Bouma (1993:63-64), an interview guide, or research schedule, is a set of questions that a researcher asks the respondent, either face-to-face, or over the telephone. Bouma (1993:64) strongly suggests that the questions be carefully considered, and only serve in giving information that would assist in measuring a certain variable. The interviewer must also be prepared to ask further questions derived from the main question, if they feel more information is required. The main sources for the qualitative data were the 10 eThekweni Metropolitan Municipality officials.

The other type of interview used in the study was the structured interview. In this case the researcher followed the questions as they were. This way of collecting data is highly recommended by Battharcherjee (2012:80). The other type of interview, which was not used in the study, is a stress interview. This is usually used in work interview situations where the job applicant is put under stress to test their fitness for the job they are applying for.

Another important tool used when conducting an interview is the tape recorder, or dictaphone. The dictaphone has a high level of reliability, as opposed to the human memory, as pointed out by Leedy and Ormrod (2014:155). Creswell (2015:4) also recommends the use of recording

devices when a researcher conducts an interview. The researcher set up appointments with the eThekweni Metropolitan Municipality officials, and requested permission to conduct the interviews in their offices. The researcher also requested permission to use the recording instruments. The researcher strove to keep the questions (and the follow-up questions) short, as recommended by Bouma (1993:64). This was to keep the respondents interested. The use of the recording device also made it possible to gather a large amount of information within a short time, while the researcher did not have to take down what the respondents were saying.

4.5.2 QUANTITATIVE DATA

Quantitative research is an activity conducted by researchers in which data are gathered and coded into numerical forms, and to which statistical analysis can be applied to ascertain the importance of the findings (Terre Blanche, Durheim and Painter, 2014:563; Nair, 2011:1115). The advantage of this method of data collection is that it is likely to yield results if, as Leedy and Ormrod (2010:107) state, there is an impartial reality to be measured, and there is a degree of predictability, and that there is a greater chance of a single reality about what is to be measured. It also requires a large enough number of people to respond to the questions. Babbie (1995:258) argues that this method is likely to yield good results if the questionnaires are delivered, as the completion rates seems higher than for mail surveys. Other uses of this method, as stated by Creswell (2015:5), are:

- it draws conclusion from a large numbers of people;
- it gives the researcher a chance to analyse data efficiently;
- the researcher is able to gather large quantities of data within a short period of time;
- it examines relationships within data;
- it investigates probable causes and effects;
- it keeps bias in check; and
- it appeals to people's preference for statistics.

However, the researcher must be aware of the following shortcomings of this method as a data gathering tool, as listed by Creswell (2015:5):

- it is objective and dry;
- it does not prioritise the words of respondents;
- it provides limited comprehension of the context of participants; and
- this method is mainly researcher-driven.

The primary tool that was used for this kind of data collection was a questionnaire. According to Openheim (2001:100), a questionnaire has the following characteristics:

- It is usually self-administered, and is sometimes mailed to respondents.
- The questions are rigid; the respondent has very limited scope. Openheim, (2001:100) advises that the questionnaire be treated as an important tool for data collection.
- Its main function is to measure what is being investigated.

When conducting this segment of the present research, the researcher used mainly self-administered questionnaires, with the questions in IsiZulu. Most of the respondents are familiar with this language. However, some questionnaires were in English, just in case a couple of respondents needed those. (See Appendix 1) The purpose of the exercise was explained to the respondents, who were given a chance to respond to the questions at their own pace. They were given space and time. As Openheim, (2001:103) argues, this method of data collection guarantees the maximum response rate, precise sampling and the least researcher bias. Respondents were informed that they would not be rewarded for responding to the questions and that they could opt out.

Leedy and Ormrod, (2010:107), and Du Plooy-Cilliers, Davis and Bezuidenhout (2014:14), state that this method could be recommended if the researcher wants to cover a lot of work within a short space of time and the range of items to be focussed on is limited, and can be reduced to statistics. This method of data collection is associated with ‘deductive reasoning and statistics’, (Leedy and Ormrod, 2010:107). Du Plooy-Cilliers et al. (2014:14) highlight the benefits of this method. It offers the researcher an opportunity chance to predict the outcomes of the research, describe the importance of quantities, or generalise from a sample of individuals to a bigger population (Du Plooy-Cilliers et al., 2014:14).

4.5.3. SAMPLING

The researcher communicated with people to gather data to be analysed later. Naturally, there were many people, and not much time. For this reason, the researcher chose a number of people from whom to gather data. In a research scenario, such people are called a sample, and the kind of data to be gathered from them is called quantitative data. The sample is part of the population, which Chawla and Sondhi (2011:220) define as any group of individuals or objects that constitute the subject of enquiry in a specific survey and are alike in one or more ways.

According to Chawla and Sondhi (2011:221), a sample is a subsection of the population. Bhattacharjee (2012:65) defines sampling as a statistical process of choosing a subsection of a population of interest in order to make observations and statistical inferences about that population. For the reasons given above – limited time and the large population – the researcher had to sample the population in the selected areas. Sampling, according to Chawla and Sondhi (2011:221), assists the researcher to generalise about the entire population in the designated areas.

4.6. DATA ANALYSIS OR DATA PROCESSING

Hsieh and Shannon (2005:1278), in Du Plooy-Cilliers, Davis and Bezuidenhout (2017:191), define qualitative data analysis as ‘a research method for the subjective interpretation of the content of text data using the systematic classification procedure of coding and identifying themes or patterns’. Describing data analysis, de Vos (2000:203) states that when analysing data, the researcher has to break data down into constituent portions to obtain answers to research questions and to test research hypotheses, while van der Walldt (2017:340) contends that data processing means gathering raw data, evaluating and ordering it, and putting it in the correct perspective so that usable information is produced. Data analysis goes hand-in-hand with data processing. The researcher used a mixed methods approach, combining the qualitative and quantitative methods of collecting data, a strategy highly recommended by (Creswell; 2015:2). However, when it came to data analysis, the researcher used different techniques, as advised by Bhattacharjee (2012:113-135).

The raw data, which the researcher collected using qualitative and quantitative methods, was analysed, and was properly managed, as advised by Bryman (2008:13). Data is the information the researcher collects as evidence during the various stages of research (Du Plooy-Cilliers, Davis and Bezuidenhout, 2014:125). The researcher followed Bryman’s (2008:13) suggestions, that the data be checked to establish if there were flaws, as this would guarantee the quality of the data. After collecting data, the researcher began to analyse it, with the aim of arriving at the intended conclusion. This process is called data analysis, or data processing. According to Henning (2009:101), this is the main part of the research process. Henning (2009:101) states that the process requires analytical craftsmanship and the ability to capture understanding of the data in writing. Openheim (1992:261) strongly advises that a decision on what data processing facilities are to be used should be taken before embarking on fieldwork.

4.6.1 QUALITATIVE DATA ANALYSIS

Data collected from the eight eThekweni Metropolitan Municipality officials and three officials from external stakeholders involved in the housing provision, particularly at Umlazi Township, was transcribed, and transferred to a computer Microsoft programme and then analysed and rearranged accordingly. Bhattacharjee (2012:113) states that analysing data from the transcripts is largely dependent upon the researcher's analytic and integrative skills and personal knowledge of the social context where the data is gathered. The researcher's analysis of the qualitative data was informed by grounded theory. Grounded theory, which Du Plooy-Cilliers, Davis and Bzuidenhout (2017:191) call qualitative content analysis, is an inductive method of interpreting recorded data about a social phenomenon to build theories about that phenomenon (Bhattacharjee, 2012:113). According to Du Plooy-Cilliers et al., qualitative content analysis is also referred to as textual analysis. McKee (2001:140), in Du Plooy-Cilliers et al., says 'qualitative content analysis is an educated guess of the most likely interpretation of a text'.

4.6.2 QUANTITATIVE DATA ANALYSIS

As far as the quantitative data analysis was concerned, the data collected was converted into a spreadsheet, a computer format, and was analysed by a computer, using the Statistical Package for the Social Sciences (SPSS), a software package used in statistical analysis of data. After data was converted into a spreadsheet, it was interpreted in terms of the quantitative questions and was edited accordingly. Kothari (2011:122) defines editing data as a process of checking the raw gathered data to identify errors and omissions, and correct those. This was done by carefully scrutinising the completed questionnaires (in the case of the quantitative data) and checking the recorded responses against the field notes, in the case of the qualitative data. Kothari (2011:122) argues that the data editing guarantees that the data are accurate, and consistent with other facts like field notes. This makes it easier for coding and tabulation, the two processes that were conducted after editing the data. Tabulation is when a large amount of data that have been assembled is arranged in some kind of concise and logical order. Kothari (2011:127) says it is an orderly organisation of data into columns and rows. According to Bhattacharjee (2012:119), coding is a process of changing data into a numeric format, while Kothari (2011:123) describes coding as a process of assigning numerals or any other symbols to answers so that the responses can be put into a limited number of categories. After the data

had been put through the necessary computer programme, it was tested for validity. Henning (2009:148) says that validation is a quality of a good craftsmanship in an investigation. It involves continually examining, questioning, and theoretically interpreting the data.

4.7 CHAPTER SUMMARY

This chapter highlighted the different methods that were employed to gather data from various sources. Chapter Four also highlighted how the data was treated after collection. The types of data were processed in two different ways – qualitative data was transcribed and analysed; while quantitative data was converted into a spreadsheet and put through the SPSS and analysed. The chapter also highlighted the limitations of each technique. These shortcomings could be mitigated by employing the mixed method approach. After being processed and analysed, both types of data were then ready for the next step, which was interpreting and making recommendations and conclusions, which are the main parts of Chapters Five and Six.

CHAPTER FIVE

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

5.1 INTRODUCTION

This chapter focused on data interpretation, analysis and presentation. It builds on what was discussed in the preceding chapters, which dealt with the research problem, objectives, literature review, theoretical framework, and research and methodology. Chapter Five presents both qualitative and quantitative data that was collected in the field through the use of mixed methods. Using qualitative and quantitative methods of collecting data gave the researcher an opportunity to combine statistical trends (quantitative data), with stories and personal experience (qualitative data), and this, together, provided a better understanding of the research problem, as recommended by Creswell (2015:5). The aim of the chapter is to evaluate the role of eThekweni Metropolitan Municipality officials in providing housing in the municipality, with the emphasis on Umlazi Township. The chapter gives an in-depth analysis of both sets of data, with qualitative data presented in the form of themes, while the quantitative data is presented in the way of simplified statistics. The researcher gives an account of what was obtaining in the field at that particular time.

5.2 CASE CONTEXT OF UMLAZI TOWNSHIP AND DOCUMENTARY EVIDENCE

Umlazi Township lies about 35 kilometres south of Durban city centre. According to an internet site, Historyonline, Umlazi dates back to 1845. It was one of the native locations created by the British for the Zulu people who were living in what was then called Natal. In terms of site, the area was occupied by a Cele clan from as far back as 1714.

Umlazi Township is surrounded by both rural and urban settings, with villages under traditional authority to its west, and industrial areas and transport networks to its east and south. The township is very hilly and rocky, as was described by respondent B. The township is mainly occupied by Black Africans, a clear reflection of the country's past, and its present economic situation. As indicated in Chapter One, the township has relatively well developed transport networks, comprising public transport – buses, minibuses and trains; and private transport, which is mainly privately owned vehicles. The networks feed into the highways leading into the city centre, the airport, the N3 to and from Gauteng, and the N2, north and south along the coast.

5.1.2 PRESENTATION OF QUALITATIVE DATA

5.3.1 INTRODUCTION

The researcher employed a qualitative data collecting method to gather empirical data from the officials of the eThekweni Metropolitan Municipality, and external service providers, from the Housing Development Agency (HDA) and the NHBRC. The aim was to evaluate the role of the eThekweni Metropolitan Municipal officials in providing houses to the residents of Umlazi Township. According to Kumar (2011:25), in Khathini (2018:76), empirical research is conducted to collect accurate, sound, and reliable information that should be able to assist in providing solutions to service provision-related challenges. Qualitative designs can be quite helpful for addressing exploratory or interpretive research questions (Leedy and Ormrod, 2010:106). The qualitative data was collected through face-to-face interviews with all the respondents. A dictaphone was used to record the information, which was later transcribed, and stored in the computer, and various other storage facilities like external hard drives and USBs. The recording of the data gave the researcher a chance to listen to the views of the officials a number of times so as to be able to dissect the information, and to deduce themes which formed a large part of the interpretation of the data. Collecting data this way gave the municipal officials a chance to give their perspectives. These officials were interviewed during the opening months of 2019. The decision to interview them was determined by their positions in their respective organisations. The interviewer used the interview guide.

Twelve eThekweni Metropolitan Municipal officials took part in the interviews, as shown below in Table 5.1. They were: internal municipal officials (Manager, eThekweni Metropolitan Municipality's Department of Human Settlements; Researcher, eThekweni Metropolitan Municipality's Department of Human Settlements; Manager, Allocations, eThekweni Metropolitan Municipality's Department of Human Settlements; Senior Allocations Officer, eThekweni Metropolitan Municipality's Department of Human Settlements; Housing Inspector, eThekweni Metropolitan Municipality's Department of Human Settlements; Councillor, Sections N, W – Umlazi Township; Councillor, Sections C, F – Umlazi Township; BEC Member, Sections C and F; BEC Member, Sections N and W). External officials were: Manager, NHBRC, KwaZulu-Natal; Head, DHA; Staff, DHA.

Table 5.1: Participants in the Qualitative Interviews for the Study

Research Participants	Area / Municipality	Number of Participants
Internal Municipal Officials	eThekweni Metropolitan Municipality	9
External Municipal Officials	NHBRC and DHA	3
Total		12

Source: Researcher's data (2019)

The interviews were conducted between March and April 2019. Twelve people were interviewed. Choosing who to interview was determined by their positions of employment and their availability. Interviews took part in the officials' offices. Interviewees were interviewed one at a time. This environment offered the researcher total control; there was hardly any interference during the interviews.

The thematic analysis, also known as conceptual analysis (Du Plooy-Cilliers, Davis and Bezuidenhout, 2017:241), was used to analyse the qualitative data. The researcher searched for recurring patterns in the data to interpret what was said by the respondents. Nowell, Norris, White and Moules (2017:2) define thematic analysis as 'a technique of data arrangement that gives comprehensive description by organising and summarising large volumes of facts collected in the field'. The researcher used a research guide when interviewing the respondents, who were assured of anonymity and confidentiality, as was required by the code of ethics and informed consent.

The study sought to evaluate four objectives, as shown in the table below:

Source: Data interpretation and analysis of the study, 2019

Table 5.1(b) Interaction between the Emerging Themes and the Sub-themes of the study with Research Objectives and Research Questions

Research Objective One: To evaluate the role of eThekweni Metropolitan Municipality in the provision of low-cost housing, with specific reference to Umlazi Township.	Research Objective Two: To review the role of various municipal stakeholders in the provision of low-cost housing in Umlazi Township.	Research Objective Three: To evaluate the impact of the shortage of land for housing provision in eThekweni Municipality, with specific reference to Umlazi Township.	Research Objective Four: To examine the extent to which eThekweni Metropolitan Municipality complies with the legislative and policy framework regulating housing service delivery.	Research Objective Five: To propose the recommendations that may assist local government in dealing with housing service delivery challenges.
Research Question One: What is the role of eThekweni Metropolitan Municipality in the provision of low-cost	Research Question Two: What is the role of various municipal stakeholders in the provision of low-cost	Research Question Three: What is the impact of the shortage of land for housing provision in eThekweni Metropolitan Municipality,	Research Question Four: To what extent does eThekweni Metropolitan Municipality comply with the legislative and	Research Question Five: What are the recommendations that can be proposed to assist local government in dealing with

housing with specific reference to Umlazi Township?	housing in Umlazi Township?	with specific reference to Umlazi Township?	policy framework regulating housing service delivery?	housing service delivery challenges?
Emerging Theme One: The role of eThekweni Metropolitan Municipality in housing provision and the extent to which they comply with the existing legislations	Emerging Theme Two: The evaluation of the role played by various municipal stakeholders in the provision of low-cost housing in Umlazi Township.	Emerging Theme Three: The land scarcity and other challenges	Emerging Theme Four: The role of eThekweni Metropolitan Municipality in housing provision and the extent to which they comply with the existing legislation	Emerging Theme Five: Recommendations and conclusions: How housing provision and other related issues that have to do with housing provision in eThekweni Metropolitan Municipality, with particular emphasis on Umlazi Township, can be improved.

Source: Data interpretation and analysis of the study, 2019

Part of the exercise was to propose the recommendations that may assist local government in dealing with housing service delivery challenges.

The study used NPM and the Batho Pele theories as a theoretical framework. Below is the interaction between these theories and data that was gathered.

Table 5.2: Interaction between Batho Pele and Qualitative Data

Construct of Batho Pele	Interaction between Batho Pele and Qualitative Data
Consultation	<p>Almost all eThekweni Metropolitan Municipality officials interviewed for the study pointed out that there was constant and planned consultation with the people of the municipality. In fact, the Department of Community Participation is specifically prepared for this kind of activity between the municipality and the citizen. In the case of Umlazi Township, this department has offices in the township's Megacity, a shopping centre that is a stone's throw from the township itself. There is plenty of public transport that takes people to Megacity. Also, as it was pointed out by respondents A, B and L, the people are invited to meetings, where they are encouraged to take part in whatever is being discussed. The information they contribute is incorporated into, amongst other things, the wards' IDPs, which become part of the larger municipal IDP. As far as both respondents A and B were concerned, their attitude was responsive to the needs of the residents, as is necessary, pointed out by Nzimakwe and Mpehle (2012:280).</p>
Service standards	<p>As was mentioned by the two councilors that were interviewed for the qualitative data, the people of their wards were not only told of the standard of the houses which were going to be built for them. They were shown the service standard in the form of a show house. In the end, said one councilor, what they would be given would be a replica of the show house.</p>

Access to public services	<p>The citizens of all the wards surveyed had full access to the housing-related services offered by the eThekweni Metropolitan Municipality. Both councilors interviewed, and two members of the BEC, stated that the only requirement was that those needing houses were supposed to have the required South African identity document. The citizens also have full access to the Department of Human Settlement offices and information. Sometimes they would submit their views in the form of a memorandum. One ward councilor said: You know every time the people of Umlazi Township are <i>toy toying</i> on the streets of Durban, they would be demanding houses.</p>
Information	<p>All respondents emphasised that all communication with the citizens of Umlazi Township was in IsiZulu, a language spoken and read by the people to whom the message was directed. This included the message from the municipality's Department of Community Participation. Information is also available in the municipal offices in both IsiZulu and English. Respondent B said the residents also have full access to information held by the Department of Human Settlements, as required in terms of the Promotion of Access to Information Act, No. 2 of 2000 (Nzimakwe and Mpehle, 2012: 281). However, there is no braille for the blind, and no sign language in the offices for the hearing impaired, as suggested by Nzimakwe and Mpehle (2012:283). In some eThekweni Metropolitan Municipal offices, like in Isipingo Sizakala Centre, the messages are still only in English, despite a very large number of residents that make use of this centre and speak IsiZulu.</p>
Courtesy	<p>People looking for assistance from the Department of Human Settlements are relatively well-served. The researcher observed this a number of times at the offices. People are given plenty of chairs to sit on while</p>

	<p>waiting in the queue. They are spoken to in their language – either IsiZulu, or English. Also to note, is that all meetings in the wards in Umlazi Township are conducted in IsiZulu. The level of manners, on the part of the municipal authorities, was acceptable, as the researcher observed. Also worth pointing out were two incidences that the researcher observed: First, as the researcher was going from door to door, asking people to help out with filling in the questionnaires, the BEC members in Section W were very eager to help. Also, when the noise from the people outside his office was too loud, one of the councilors that the researcher was interviewing was very careful when he asked the people to keep it down. Both councilors interviewed were very approachable. They did not hesitate to give the researcher their mobile numbers at the first time of asking.</p>
Openness and transparency	<p>Both respondents A and B stated that regular meetings were held in their wards to deal with issues that affected the residents. Some of these were tender-related, like the awarding of the building contracts to builders. As pointed out by Nzimakwe and Mpehle (2012:283), there are a number of ways information could be made available to the residents. Some of these are annual reports, which are available at all municipal libraries, and online, and also in the form of debates and discussions. However, most of the documents are in English only. This makes them inaccessible to those residents who cannot read English.</p>
Value for money	<p>Respondent H said that, at present, each RDP house given to the deserving resident was to the value of R110 000. But in terms of respondent's I's argument, that the municipal-built houses develop problems as a result of the infrastructure that is installed last, the value of the house decreases, and there is waste of the resources as the houses have to be repaired. Nzimakwe and Mpehle (2012:283) stress that 'government should be cost-effective by reducing expenditure and eliminating waste and inefficiency'.</p>

Source: Recorded data interpretation and analysis of the study, and personal observation by the researcher, 2019

Table 5.3: Interaction between the New Public Management theory and Qualitative Data

Constructs of Collaborative Theory	Interaction between the New Public Management and Qualitative data
Hands-on professional management	<p>As was pointed out by respondent I, from the NHBRC, the eThekweni Metropolitan Municipality's management of the housing projects has to be improved; major structural decisions have to be taken, and implemented properly. The researcher's observation was that the municipality's management style is still inflexible, and bureaucratic; there is hardly any pro-activity on the part of the municipality management. A similar argument was raised by respondent D, who said it was a waste of time building houses for the people who did not appreciate them. Respondent D suggested that the people, particularly those of school and college-going age, should be told of the importance of education so that they would appreciate the lengths to which the government goes in ensuring that people receive their services. Respondent D said the housing recipients also had a duty to look after their houses. Respondent I had the same view, which both respondents, at different times and in different settings, summarised as: you need to be given lessons on how to look after a property before you are given a chance to own it. On that basis, the eThekweni Metropolitan Municipality has to ask itself if its decisions regarding the provision of housing are still appropriate.</p>
Explicit standards of performance:	<p>Respondent G said it was only in 2013 that the eThekweni Metropolitan Municipality's Department of Human Settlements, the KwaZulu-Natal's Department of Human Settlements, and the NHBRC decided to</p>

	inspect the houses. Respondent G admitted that houses built before that 2013 had a lot of problems. There were no performance standards to which service providers were held. The decision to inspect the houses has now become the baseline to judge not only the service providers, but the inspectors themselves, because they are expected to ensure that the houses meet the required standards.
Greater emphasis on output controls:	Respondents G and I emphasised that the introduction of the joint housing inspection was a way of ensuring that the desired output was achieved. Most steps involved in building a house are monitored to ensure good quality in the end. However, there are still gaps. As pointed out by respondent I, the infrastructure is put in last, when it should be installed first.
Stress on the private sector management practices, and greater competition in public service provision:	Respondent A emphasized that builders would bid for tenders issued by the municipality. The winner, he said, would then be introduced to the community as the authentic builder. This emphasis on competition would be expected to lead to efficiency, be effective, and be cost saving, and also have a positive impact upon the local people – the building company has to employ local people who would constitute 30% of its workforce, and also buy building material from the local suppliers. In this way the project would contribute in improving the local economy. This is part of the municipality's Local Economic Development (LED) strategy.

Source: Recorded data interpretation and analysis of the study, and personal observation by the researcher, 2019

5.3.2 OBJECTIVE ONE – EMERGING THEME ONE: THE ROLE PLAYED BY THE ETHEKWINI METROPOLITAN MUNICIPALITY IN PROVIDING HOUSES TO UMLAZI TOWNSHIP

Matrix 5.1: The role played by the eThekwini Metropolitan Municipality in providing houses to Umlazi Township residents, with reference to Objective One:

Variable	Response	Source
The role played the eThekwini Metropolitan Municipality in providing houses to Umlazi Township residents.	<i>“I have four annual standing meetings for my ward. I hold those are different places because my ward is big. I also hold other meetings as and when required. I work with the Department of Community Participation to ensure that the residents are informed.”</i>	<i>Respondent B</i>
	<i>“Houses are given to people with the official South African identity document. The applicant must have someone who will inherit the houses, called the beneficiary.”</i>	<i>Respondent C</i>
	<i>“I allocate houses that have been built. ... We come in at the beginning of the project, and also at the end of the project.”</i>	<i>Respondent H</i>
	<i>“As members of the BEC, we would request the building company to call in its engineer to see if the sewer pipe could be redirected.”</i>	<i>Respondent L</i>

	<p><i>“We assist the building company to find local employees. One such employees is the CLO (Community Liaison Officer) who has to come from the community because their knowledge of the community is vital.”</i></p>	<i>Respondent L</i>
	<p><i>“We invite them to be part of our meetings. They are part of our communities. We explain to them what the projects are about, and how our communities can be part of the project. We tell them about the 30% arrangement, and the limitations we are facing. In most cases the projects can’t take everyone that needs jobs. That way they become part of us, and part of the solution, not the problem.”</i></p>	<i>Respondent A</i>
	<p><i>“The 30% arrangement also contributes to sustaining the local economy by not only providing jobs to the local residents and local business, but also goes some way in reducing poverty as some people get hired because of the skills they have, and some with no skills acquire them from the contractors who hire them as per the 30% arrangement.”</i></p>	<i>Respondent A</i>
	<p><i>“If there are problems with the houses, we first investigate. We take the matter to the municipality if we can’t resolve it ourselves.”</i></p>	<i>Respondent L</i>

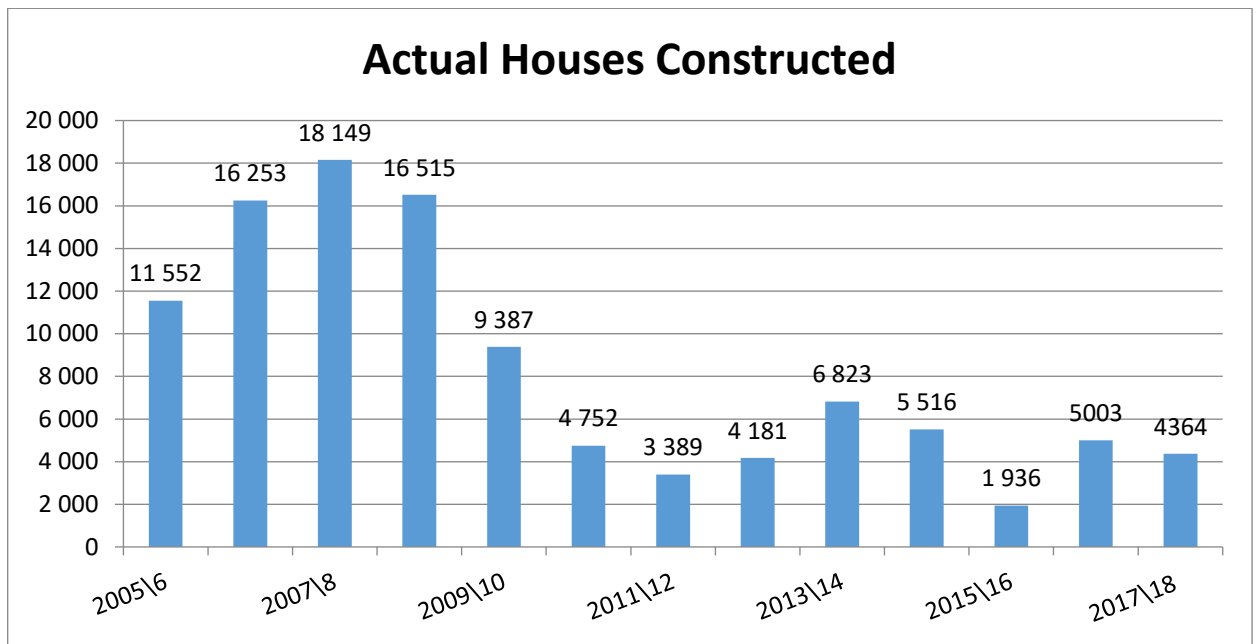


Figure 5.1 Total number of fully subsidised houses constructed annually (Source: eThekweni Metropolitan Municipality IDP)

Figure 5.2: Aerial photograph of some of the houses provided by the eThekweni Metropolitan Municipality in Umlazi Township. Most of these are double storeyed houses. This was one of the in-situ projects. One respondent said some of the houses lacked toilet facilities and running water because there is no infrastructure provided



Source: researcher

The survey conducted revealed a very professional and all-encompassing approach by the municipality, and the external stakeholders, in dealing with housing provision, particularly with regard to Umlazi Township. This is in line with a number of Batho Pele Principles, and the New Public Management (NPM) strategies, both of which require that public servants provide service that is value for money; that they treat citizens as customers, and treat them fairly. However, there are problems in this scenario, as is illustrated in the following chapter. The all-encompassing approach involves a collaboration between the municipality and the private sector, particularly when monitoring the quality of the houses. In terms of both the NPM and Batho Pele, government organs must conduct their businesses such that they either make a profit, or at least break even. In terms of Principle 8 of Batho Pele, the eThekweni Metropolitan Municipality committed itself to using the ratepayers' money with care. The municipality encourages its citizens to follow how their money is used, a clear reflection of Principle 8 of Batho Pele, which states that citizens must 'insist that your money should be used properly'.

Some elected and non-elected eThekweni Metropolitan Municipality officials listed the following municipal departments that team up to build the houses in the eThekweni Metropolitan Municipality: the Department of Conveyancers; the Estate (Sales) Department; the Department of Town Planning; and the Department of Engineering. The point they were making was that housing provision in the municipality was serious business that required a professional approach, which included utilising all the resources that were required. This approach is in line with the requirements of the NPM, whose standpoint, as was pointed out by Zondi, (2015:67), is that the public sector should increasingly be subjected to rigorous measurements of performance. The measure of performance in the case of the housing provision by the eThekweni Metropolitan Municipality is that, from 2013, almost all stages of the house are inspected by eThekweni Metropolitan Municipality officials and external stakeholders to ensure that they were good enough for human habitation, as dictated by the South African Constitution. Some of the municipal officials were very quick to mention the lessons they learnt over the years. One of these lessons was that houses had to be checked to ensure quality, as was emphasised by respondent G. The success, or lack thereof, is how the performance of the officials is measured. Respondent I pointed out several times during the interview that the builders and engineers that were found to have not complied with the regulations were disciplined. Respondent I said those found to have not complied with the necessary regulations were fined. "Fines would be up to R3 million to R4 million a year," respondent I said. The inspection is performance auditing and measurement on the spot, an

equivalent of the performance auditing suggested by Bale and Dale (1998:1), Mukhonza (2014:506), and Zondi, (2015:64). Such inspections, as the research conducted revealed, indicated that the eThekweni Metropolitan Municipality's approach to housing provision was improving.

Respondent A pointed out that the eThekweni Metropolitan Municipality provided the houses to the community as a right, not a favour. One councillor of the area, commenting on the Madelangokubona SA Business Forum challenge, said they had changed their approach. "We invite them to be part of our meetings. They are part of our communities. We explain to them what the projects are about, and how our communities can be part of the project. We tell them about the 30% arrangement, and the limitations we are facing. In most cases the projects can't take everyone that needs jobs. That way they become part of us, and part of the solution, not the problem," said respondent A. The Madelangokubona SA Business Forum is a group that demanded radical economic transformation. In some cases, it demanded a stake in building projects in the eThekweni Metropolitan Municipality, and threatened to put a stop to the project if there was no compliance with its demands.

The 30% arrangement also contributes to sustaining the local economy by not only providing jobs to the local residents and local business, but also going some way to reducing poverty as some people get hired because of the skills they have, and some with no skills acquire them from the contractors who hire them as per the 30% arrangement. This approach to local economic improvement, which in local government terms is known as the Local Economic Development (LED), forms part of the Nation Development Plan (NDP). Through the NDP, the South African government aims to eliminate poverty and reduce inequality by 2030.

5.3.3 OBJECTIVE TWO, EMERGING THEME TWO: THE ROLE PLAYED BY THE EXTERNAL STAKEHOLDERS IN PROVIDING HOUSES TO UMLAZI TOWNSHIP

Matrix 5.2: The role played by the external stakeholders in providing houses to Umlazi Township residents, with reference to Objective Two.

Variable	Response	Source
The role played the external stakeholders in providing houses to Umlazi Township residents.	<i>“The builders and engineers that are found to have not complied with the regulations are disciplined. Those found to have not complied with the necessary regulations are fined. Fines would be up to R3 million to R4 million a year.”</i>	<i>Respondent I</i>
	<i>“We represent the interests of the housing consumers by providing warranty protection against defects in new homes. We regulate the home building industry. We provide protection to housing consumers in respect of failure of home builders to comply with their obligations in terms of the act. In terms of the act, we establish and promote ethical and technical standards in the home building industry.”</i>	<i>Respondent I</i>
	<i>“We proposed to the municipality to intervene on land issues such as regularisation of the title deeds, particularly with regards to the Regulation for the Administration and Control of Townships in Bantu Area popularly known as R293/1962.”</i>	<i>Respondent J</i>
	<i>“We improve structural quality in the interest of housing consumers and home building industry.”</i>	<i>Respondent I</i>

Also to be highlighted are the roles played by the external stakeholders, such the NHBRC and the HDA, in the housing sector. Respondent I, who is a manager at the NHBRC for KwaZulu-Natal province, said that their main role was to regulate the behaviour of house builders and engineers who are supposed to provide the infrastructure before the houses are built. These include the eThekweni Metropolitan Municipality. The NHBRC does this in terms of the Housing Consumer Protection Measures Act, No. 95, of 1998, which states that its main mandate is to ‘to make provision for the protection of housing consumers; and to provide for the establishment and functions of the National Home Builders Registration Council (NHBRC); and to provide for matters connected therewith’. In terms of the Housing Consumer Protection Measures Act, No. 95, of 1998, the NHBRC has to

- represent the interests of the housing consumers by providing warranty protection against defects in new homes;
- regulate the home building industry;
- provide protection to housing consumers in respect of failure of home builders to comply with their obligations in terms of the act;
- establish and promote ethical and technical standards in the home building industry;
- improve structural quality in the interest of housing consumers and the home building industry;
- promote housing consumer rights and provide housing consumer information;
- communicate with and assist home builders to register in terms of the act; and
- assist home builders through training and inspection, to achieve and to maintain satisfactory technical standards of home building.

The NHBRC derives its mandate from the SANS 10 400 – 1990. In terms of the Guide to the Home Building Manual of October 2014, the NHBRC has to publish a Home Building Manual, which contains the technical requirements prescribed by the Minister of Human Settlements, and guidelines established by the NHBRC to satisfy such requirements. The NHBRC takes its work seriously. Respondent I said that in a year they discipline about 100 builders, and the penalty the builders were expected to pay was between R3 million and R4 million each, within that period of time. Those that have been found guilty include the eThekweni Metropolitan Municipality. Some of the wrongdoers would be struck off the roll, depending on the seriousness of the offence. All the offences are defined as non-compliance. Some of these

offences are structural in nature, some are cosmetic, while some would have something to do with the roof. But all of them have to do with the quality of the house, or lack thereof.

Respondent J said they had proposed to the eThekweni Metropolitan Municipality to intervene on land issues such as regularisation of the title deeds, particularly with regards to the Regulation for the Administration and Control of Townships in Bantu Area, popularly known as R293/1962. In terms of this regulation, a black person living in the township did not have ownership of the house they were living in. They would have to vacate the house and go back to the rural areas when their time for working in the urban economy was over. The familiar mark was turning 65, when the house occupant had to leave their place of work as they were no longer eligible to work. Respondent J said the house occupant would lose the house altogether if they did not have a son to take over. The HDA intends to give such people in the affected sections at Umlazi Township, and other places, title deeds so they become real owners of the houses. Other areas of focus for the HDA are the allocation and occupation of sites, and the numbering of sites.

The other external stakeholders are contractors; whose main role is to build the houses as per tender specifications. One of these specifications is to offer job opportunities to the local communities in the terms of the 30% stipulation to ensure that the local communities benefit from the building contractors, as stated above.

The KwaZulu-Natal province, and the national Department of Human Settlements, also play a very important role. As was stated by respondent E, the Departments of Human Settlements in both the provincial and national spheres of government are some of the cogs that form a chain that is responsible for housing provision in the country. The provincial Department of Human Settlements, together with its municipal and national counterparts, are responsible for checking and approving the housing provision programme in all spheres of government. The provincial Department of Human Settlements is also involved in the funding of the housing in the municipality, as was stated by a number of respondents that were interviewed for the project. The Departments of Human Settlements, in all spheres of government, also form part of a team that inspects the houses provided by the municipality to ensure that the houses are good enough for human habitation.

5.3.4 OBJECTIVE THREE – EMERGING THEME THREE: THE LAND SCARCITY AND OTHER CHALLENGES

Matrix 5.3: Land scarcity

Variable	Response	Source
Land scarcity	<i>“The Phase 6 project might be in jeopardy – there is not enough land in Umlazi; yet in terms of this project, all 12 Umlazi Township wards have to build 1 000 houses each.”</i>	<i>Respondent A</i>
	<i>“The nature of the land in the eThekweni Metropolitan Municipality, and the large parts of the coast in the province pose many challenges, to which the eThekweni Metropolitan Municipality did not respond well.”</i>	<i>Respondent I</i>
	<i>“Asinawo umhlaba owanele. (We don’t have enough land). We have to buy land from people that bought it for commercial use and use it to build houses for our residents. We were once given some land at a place called Lovu, in the south of Durban. It was land for only 20 houses. We took some people to Philani, an extension of Umlazi Township on the south. There were also problems there as well.”</i>	<i>Respondent B</i>
	<i>“eThekweni Metropolitan Municipal officials are already looking around for land as the demand grows daily. “</i>	<i>Respondent A</i>

	<p><i>“We need the lawyers because, in most cases, the land we would need does not belong to the municipality; it would belong to private individuals. The lawyer then engages in discussions with the owners. In South Africa, there is the belief that there have to be negotiations for the acquisition of land.”</i></p>	
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Source: Researcher’s diagram 2019

By and large, the scarcity of land for building in the eThekweni Metropolitan Municipality, with particular reference to Umlazi Township, provides a big challenge for the eThekweni Metropolitan Municipality. As was mentioned by Respondent A, this situation made it difficult for the municipality to plan. Respondent A said it was possible that some of their plans would not come to fruition as a result of the unavailability of land, and yet land is such an important commodity. Thellane (2008:20) argues that 'land is a very important natural resource upon which development occurs'. Land suitable for housing is simply not enough, Thellane argues. This point was also made by all the eThekweni Metropolitan Municipality officials. All the ward leaders interviewed for the project emphasised land as the biggest challenge. They all said that the municipality did not have enough land on which to build houses. Respondent A said the Phase 6 project might be in jeopardy as there was not enough land in Umlazi, yet in terms of this project, all 12 Umlazi Township wards had to build 1 000 houses each. The nature of the land in the eThekweni Metropolitan Municipality, and the large stretches of coast in the province, as was pointed out respondent I, posed many challenges, to which the eThekweni Metropolitan Municipality did not respond well. Responding to the qualitative questions, respondent I said the land along the coast of KwaZulu-Natal was hilly, and sandy, and had lots of clay and shale, and valleys. All these conditions necessitated that the Departments of Human Settlements in the local and provincial spheres of government take the appropriate decisions about which land would be used to build on. Respondent I pointed out that when building the low-cost houses, the municipality first built houses, then put the infrastructure in place. This was putting the cart before the horse, and that had negative effects on the houses; some would crack as result of the unstable plot they were built on, said respondent I. These problems were also mentioned by respondent L, who said that they would report them to the building contractors, whose engineers would have to 'redirect the sewer pipe', said respondent L. Respondent C supported what respondent I said. Respondent C mentioned that installing of sewer pipes and water meters, and building toilets inside the houses, and the building of drains, was done after beneficiaries had collected their keys, and signed a 'happy letter'. Respondent C sounded as if he regarded the installing of the infrastructure as a by-the-way part of building a house. For him it is just a continuation of the building process, not the important foundation that it is. When open land is advertised for sale, it is very usual to highlight the fact that the land had been serviced, meaning the infrastructure had been installed. The point being made in the advert would be that a very important part of the development process had been done. The result of installing the infrastructure last was that the plot on which the house was standing would be severely compromised. Respondent I described this as poor planning on the part of

the municipality's Department of Human Settlements. Respondent I made a comparison between the houses built in the township where the "cart was put before the horse", and the houses that were built somewhere else where the infrastructure was put in first. Respondent I said there were no problems with houses in the latter case, particularly in the more affluent areas. Respondent I said the houses were not built entirely according to the necessary specifications, as mentioned in the recommendations, Chapter Six.

However, having said that, the eThekweni Metropolitan Municipal officials are already looking around for land as the demand grows daily, as was explained by respondent B. This step is according to Principle 9 of the Batho Pele principles, which requires government organs to be 'innovative and reward excellence'. Respondent B said the municipal officials were already considering how to secure lands around Umlazi Township, in places like Ngonyameni, and further afield, as far as Umbumbulu, a mostly rural area south west of Durban. Ngonyameni is just outside Umlazi Township on the west. It used to be a traditional chief's land. Both Ngonyameni and Umbumbulu are governed by chiefs as part of the greater KwaZulu traditional administration under the AmaZulu king, His Royal Highness, King Goodwill Zwelithini.

5.3.4 OBJECTIVE FOUR – EMERGING THEME FOUR: THE EXTENT TO WHICH THE ETHEKWINI METROPOLITAN MUNICIPALITY COMPLIES WITH THE LEGISLATIVE AND POLICY FRAMEWORK

Matrix 5.4: Complying with the legislative and policy framework

Variable	Response	Source
Complying with the legislative framework	<i>“The municipality’s Department of Human Settlements’ has to provide houses as required by the National Housing Code and the White Paper on Housing of 1994.”</i>	<i>Respondent F</i>
	<i>“The builders and engineers that are found to have not complied with the regulations are disciplined. Those found to have not complied with the necessary regulations are fined. Fines would be up to R3 million to R4 million a year.”</i>	<i>Respondent I</i>
	<i>The NHBRC derives its mandate from the SANS 10 400 – 1990. In terms of the Guide to the Home Building Manual of October 2014, the NHBRC has to publish a Home Building Manual, which contains the Technical Requirements prescribed by the Minister of Human Settlements, and guidelines established by the NHBRC to satisfy such requirements.</i>	<i>Respondent I</i>
	<i>“We have a separate department that deals with communication as well as consumer education. They give the people the relevant information. The community are informed of the specifications of the house</i>	<i>Respondent H</i>

	<p><i>before it is built. For instance, if it will be a double-storey house, also the topology of the house would be explained. At the end, the houses built must resemble the show house. The owner of the house is given a 'happy letter'. Signing this letter means they accept that everything is order."</i></p> <p><i>"There is a clause that says that the owner of the house must not rent the house out. The same clause says they may sell the house at least after eight years."</i></p>	<p><i>Respondent H</i></p>
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Source: Researcher's diagram 2019

In South Africa housing provision is a constitutional imperative. The South African Constitution (1996:7) dictates that ‘everyone has an inherent dignity and the right to have their dignity respected and protected’. From the constitution was derived the Housing Act, No. 107, of 1997, which ‘provides for the facilitation of a sustainable housing development process’, among other things. Respondent F said the eThekweni Metropolitan Municipality’s Department of Human Settlements was also governed by the National Housing Code of 2009, and the White Paper on Housing of 1994. From the qualitative data gathered from the eThekweni Metropolitan Municipality officials, and the external stakeholders involved in the provision of housing in the municipality, it can be deduced that the role played by the municipality’s officials, and these other officials is crucial. From 2007 to 2018, the eThekweni Metropolitan Municipality’s Department of Housing has built 61 866 houses in the municipality’s area of jurisdiction. Some of these houses are in Umlazi Township, and part of the approximately 194 794 houses the eThekweni Metropolitan Municipality has built since 1994 (eThekweni Metropolitan Municipality 2017/2018 IDP).

5.3.4.1 STRATEGIES TO DEAL WITH CHALLENGES

Thellane (20:2008) points out that one of the factors that aggravates the land problem is the competition for land between the public and the private sectors. She argues that the latter’s demand for land was driven by its desire to make profit, and made possible by their ‘financial capacity which enables them to access land within the market environment’, (Thellane; 20:2008). Market dynamics favour the private sector, Thellane points out. A similar argument was raised by some of the eThekweni Metropolitan Municipality officials. For instance, respondent B said private individuals would buy land in the township with the intention of using it later. But in most cases such land has been invaded by desperate people who then put up informal houses called ‘imijondolo’. This is a clear violation of the municipal by-laws, particularly Chapter 7, which states that: ‘No person may commence, carry on, or continue with any land development without the prior written approval having been granted in terms of this by-law (Municipal Notice 114 of 2017:198).



Figure 5.2: An aerial photo of a typical informal settlement in Umlazi Township. (Source: researcher)

The land invaders have no chance of having land of their own, given that they either do not work at all, or those that work cannot afford the usually expensive land. The solution to the problem has been that the eThekweni Metropolitan Municipality has to secure the land for the people that cannot afford to buy it for themselves. The eThekweni Metropolitan Municipality secures land through its Department of Conveyancers. Both respondents A and B described the process of acquiring land for the people who do not have it as essential for the building of houses. Throughout the interview they both said a number of times that there was not enough land for the houses that needed to be built in their wards, and more land had to be sought. There was no free land within their wards. ‘There are two types of situations that we have to deal with when we have to build houses for the people’” said respondent A. ‘There is what we call ‘in-situ’. This is where there are already informal houses built’, said respondent A. Usually these informal houses would be built on land that was left open because it was not suitable for houses, or there would be other reasons for not using the land. As mentioned by both respondents A and B, some of this land would have belonged to private individuals, and would have been invaded by the people with no land. In terms of the eThekweni Metropolitan Municipality by-laws, even the owner of the land is not allowed to evict the people that invaded his land without getting them alternative land. Respondents A, B, F and E said such land is bought by the municipality after the process of securing the land by the responsible department had been concluded. Respondent A described this process as a ‘win-win’ situation for all three parties – the owner of the land, who stands to lose his land if he is not willing to negotiate what is essentially the price of the land; the municipality, which desires to provide the houses to the people, which is a Constitutional imperative; and the people, who not only acquire ownership

of land, but get proper houses that give them the necessary comfort and restore their dignity. In this way, the people are shielded from the negative effects of free enterprise, where only those who have enough money can acquire what they want, sometimes to the detriment of those who cannot afford it.

Respondents G and I pointed out that Umlazi Township was hilly. This condition necessitates that retaining walls be built before a slab is built, so that the slabs are stable. The steep land requires that proper water management systems be installed so that water is channelled properly. As per requirements from the NHBRC, all the new houses must have gutters that will channel water to the storm water system. If that is not the case, the house must have an apron or stoep around it so that the walls are protected from the rain water. The apron must be 1.5m extending from the wall, and must slope to take the water away from the house, as was mentioned by respondent I. Respondent G said the eThekweni Department of Human Settlement was going to install gutters to the houses that initially did not have them. Respondent G said that the eThekweni Department of Engineering would construct proper storm water on all sites. Also, because of the nature of the land in Umlazi Township, the eThekweni Department of Human Settlements has proposed that the subsidy amount be topped up so they would be able to include items needed to deal with water drainage. It should be pointed out that that would then be patch-work, and an indication of poor planning on the part of the municipality.

Table 5.4: Interaction between New Public Management Theory and Qualitative Data

Construct of NPM	Interaction between NPM and Qualitative Data
Hands-on professional management	<p>As stated above, Peters and Pierre (2009:50) argue that this approach meant that managers gained powers as there was a shift in control over human resource management processes and procedures from politicians to managers. There was not any strong indication that eThekweni Metropolitan Municipal officials are free to take decisions on their own, as required by the hands-on approach of the NPM. The proactive approach that Zondi (2015:67) argues should be a guiding principles for managers in the public sectors nowadays was not there. As was pointed out by respondent D, there is still a lot of red tape regarding how decisions are taken. Respondent D said he was supposed to follow the guidelines as they were, even where there was supposed to be change, in his opinion. Respondent D referred the researcher to respondent H in cases where he felt he could not take the decision. Respondent G said the flexibility to take decisions was limited, and he could not easily take appropriate decisions. They still had to follow the rules. The notion of ‘hands-on officials’ is not their strong point.</p>

Explicit standards and measures of performance:	<p>As respondent G pointed out, it was only in 2013 that the municipal and the provincial officials and the external stakeholders started inspecting the houses. Respondent I said that the NHBRC meted out punishment to those that were involved in building the low-cost houses that did not comply with the necessary rules. These penalties sought to force the builders and other parties in the building of low-cost houses to adhere to a certain standard, which was a measure of their performance. This obsession with performance measurement (Hughes: 1998:75-76) is yet to be a strong feature of the municipality. Respondent I pointed out that there were cases where the infrastructure was installed last. from respondent G clearly shows that there is not provision for the infrastructure in the houses being built. This has negative effects on the quality of the houses, as respondent I pointed out. Respondent I said the NHBRC penalised the municipality, or the builders, not the individuals, when there was not compliance with the building rules. In terms of the NPM, the public manager is now personally responsible for delivering results. Zondi (2015:67) said that as servants of the people, the public employees should have a base-line by which their performance should be measured, not the organisation's. There is still no performance contract on which the municipal officials' performance is based. The municipality is still not an entrepreneurial government (Osborne (1993:2).</p>
Privatisation and public-private partnership (PPP) for service delivery, and a shift to greater competition	<p>The eThekweni Metropolitan Municipality hires private building contractors to build the low-cost houses. This is a good example of the PPP of service delivery. Also involved in the project are other external stakeholders like the HDA, the NHBRC and the provincial and national spheres of government. What is interesting to note was that all parties desired to provide quality houses that would improve the lives of the people. Forcing the builders to bid for tenders was supposed to force the prices down, so that the municipality could operate economically, a necessity for the NPM, as was pointed by Peters and Pierre (2009:50).</p>

<p>Private sector style of management principles, and greater emphasis on output controls</p>	<p>The research revealed that the eThekweni Metropolitan Municipality officials have adopted the business management style that is associated with the private sector. For instance, there is now much emphasis put on the quality of the product. The product (the house) is checked throughout all the phases of its creation, and corrective measures are taken, as respondent I pointed out. However, as respondent I pointed out, the installation of the infrastructure last lead to problems, as alluded to above. As Zondi (2015:67) pointed out, NPM highlights the need to focus on results rather than the processes. In the case of the eThekweni Metropolitan Municipality, the emphasis seems to be put on both processes and results. Although it could be argued that there is continuous monitoring and evaluation, the fact that the infrastructure is installed last compromises the whole project and calls into question the planning for the project, and the professionalism of all involved, particularly the Housing Settlements Infrastructure and Transportation (HIS&T).</p>
<p>Stress on the private sector management practices</p>	<p>Respondent A said that once the house building project had been given to a particular builder in terms of the tender processes, the municipality, including the ward leaders and their team members, would then step back and allow the building company space to run the project as they see fit. The only local individual that is involved in decision-making on a daily basis is the community liaison officer (CLO), on whose knowledge the building company relies. However, the research did not delve much into whether they ‘made decisions which will make a difference to the issue with the least possible use of resources’ (van der Waladt, 2016:284), and whether they were guided by the NPM’s triple E – efficient, effective, and economical ways of running the government (Zondi, 2015:68). As far as the economical part was concerned, respondent A mentioned that they had found a solution to the interference problem. He said they decided to accommodate the Amadelangokubona Business Forum by making them part of the project. Amadelangokubona would stop projects taking place in the municipality if they were given a slice. This was very costly as builders are penalised per day for any delay in the project.</p>

The open systems approach	<p>External stakeholders have a sizeable amount of influence on the processes of the eThekweni Metropolitan Municipality as far as low-cost housing is concerned, as was highlighted by respondent I. There are ‘co-operative interactions with the purpose of satisfying individual needs’ (Barnard, 1938:7, in van der Waladt, 2016:68). However, the problem is that the NHBRC is not involved in planning of the project; they only regulate the behaviour of those involved in building. Their step is reactive, rather than proactive. Also, the fact the builders have to have 30% of their workforce as members of the local community shows the dynamic that is involved in the housing building process.</p>
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Source: Researcher’s data interpretation and analysis of the study, 2019

The study uncovered that the eThekweni Metropolitan Municipality still has to improve its low-cost housing provision by planning properly; they have to let everyone that is part of the low-cost housing provision have a say as early as the planning stage of the housing project. This is how the municipality will be able to tap into the knowledge of its internal members, and those of the external stakeholders.

The investigation made the following findings, all of which emanate from the objectives of the study:

The delivery of services by the eThekweni Metropolitan Municipality in the context of housing provision: In terms of Chapter Two of the South African Constitution, the government must provide housing to everyone because all the citizens of the country have the right to have access to adequate housing (SA Constitution, 1996:12). It is from this premise that the provision of housing in the country should be viewed. The government's ability to provide housing is limited by its resources. This investigation revealed that the eThekweni Metropolitan Municipality takes its obligation to provide housing seriously; almost all the municipal officials interviewed pointed that out. Respondents A and B were very particular about this point. The investigation also uncovered that housing delivery in Umlazi Township has some challenges, similar to those in other parts of the country. Burgoyne (2008:28) points out the poor quality in the construction of the houses built by the government; while Thellane (2008:35) talks about the application of the New Urban Management. This concept, which emerged in the middle of the 1980s, was a strategy that the government used to provide services, which included housing and land development. The concept, which was a guide to development, was aimed at achieving better value for capital in 'providing services, utilities, land and housing and how to cut wastage through removing efficiencies...' (Jones and Ward, 1994:8, in Thellane, 2008:35). This concept was a forerunner to some of the aspects of the New Public Management (NPM). It should also be noted that the extent to which the eThekweni Metropolitan Municipality delivers new housing is largely dependent upon the backlog that it has to deal with (eThekweni IDP, 2017/18:133).

The role played by numerous municipal stakeholders' in the provision of low-cost housing in Umlazi Township: One of the stipulations of the New Public Management (NPM) is that public entities should form partnerships with the private sector so they can tap into the skills which the latter provides. It is largely for this reason that the eThekweni Metropolitan Municipality's Department of Human Settlements works with the National Homebuilders'

Registration Council (NHBRC), and the Housing Development Agency (HDA). According to Mzolo (2016) and Thellane (2008), and as was uncovered in the research, the two organisations form a vital part in the provision of housing in the municipality. The NHBRC ensures housing quality by regulating the behaviour of house builders and engineers, while the HDA gives title deeds to home owners so they become real owners of the houses. Other areas of focus for the HDA are the allocation and occupation of sites, and the numbering of sites. Mzolo (2016:86) argues that the HDA was formed to provide capacity that was lacking on the part of government's housing departments, and that it was expected to facilitate the identification, acquisition, management and release of land for human settlement.

The impact of the shortage of land on the provision of housing, with specific reference to Umlazi Township: The researcher discovered that land availability, or the lack of it, or the lack of suitable land (Dhladhla, 2014:1), all play a major role in the provision of housing within the eThekweni Metropolitan Municipality. This issue of land has been raised by a number of researchers, who looked at it from various angles. What became clear from their investigations was that, to a greater or lesser extent, the issue of land is structural, and is also determined by the nature of the decisions taken by the relevant authorities. Thellane (2006: iv) highlights the issue's complexity. She points out that it is necessary to comprehend the political process which has a bearing upon land and the provision of housing. Rust (2006:44) discusses the lack of access to land, which she attributed to the policies of apartheid. She also notes that, since 2003, the cost of land has doubled (Rust, K. 2006:44). This point was also observed by Thellane (2006:24 and 31). Lengthy delays in converting raw land into registrable stands also make the issue problematic. Before 2005 it took between a year and year and half to convert such land into registrable stands. More recently, it has taken from two and a half years to almost 60 months. This has resulted in delays in the building of houses (Rust 2006:9). Rust (2006:29) also indicated that there were delays with the process of land assembly. The process that used to take about a year and a half, could now take up 60 months.

The extent to which the eThekweni Metropolitan Municipality complies with the legislative and policy framework that regulates housing delivery: One of the findings of the research was that, as stated in Chapter Six, the eThekweni Metropolitan Municipality does its best to comply with the applicable legislation and policies. Major improvements were introduced in 2013, when the municipality formally introduced the progressive monitoring of houses, from the time when the slabs are laid, until the top structure is put in place. Also, the

municipality's Department of Human Settlements' authorities are well aware of the necessity to avoid any form of wastage, as that would be in violation of the Public Finance Management Act, No. 29 of 1999, the Municipal Finance Management Act 56 of 2003, the Housing Act, No.107 of 1997, and others. This is in direct contrast to what Thellane (2008) discovered. One of Thellane's findings was that there was 'obstructive use of legislation and, together with a reluctance to implement policy, this significantly contributed to curtailing access to land for affordable housing' (Thellane, 2008:3). Thellane, *ibid*, also pointed out that the Breaking New Ground (BNG) policy, introduced by the Department of Housing in 2004, had not contributed to speeding up housing provision at the rate that was expected, so as to make a reasonable dent in the housing backlog. Unlike in the case of the Cornubia Housing Programme where there was deviation from the usual 40 square metres that is stipulated by the provincial legislation for low-cost housing, to 50 square metres (Mzolo, 2016:86), the current research revealed that the eThekweni Metropolitan Municipality stuck to the provincial stipulation. It did not embrace the change that was implemented as a pilot project in the Cornubia case. One of the reasons for this was the limited land that was available, as is alluded to in the research work.

5.2 PRESENTATION OF THE QUANTITATIVE DATA

5.2.1 INTRODUCTION

This part of the chapter analyses and presents the results and discusses the findings obtained from the questionnaires in this study. According to Creswell (2014:292), 'interpretation in quantitative research means that the researcher draws conclusions from the results for the research questions, hypotheses, and the larger meaning of the study'. The questionnaire was the primary tool that was used to collect quantitative data and was distributed to 60 residents of Umlazi Township in the sections mentioned above. All 60 questionnaires were returned. The data was then coded, as shown in Bhattacharjee (2012:119) defines coding as a process of converting data into a numeric format; while Du Plooy (2014:100) defines data analysis as the fundamental stage in the research project because it forms the foundation for the conclusions and the recommendations, which are the closing parts of the research project. Bless and Higson-Smith (2000:138-140) highlight the necessity for first understanding the shortcomings in the research project, and how to overcome them. Such shortcomings are errors from both the sources of data, and the researcher. The common error, Bless and Higson-Smith point out, is bias. In this study the researcher was able to eliminate respondents' bias by ensuring that, first, the questions were in the respondents' language, and that the researcher carefully

explained the questions in the same language. Also, the fact that respondents had to answer only 12 questions made it easy for them. Out of the 12 questions, seven required them to choose from the given answers; the other questions were biographical. The data collected from the respondents was analysed using the IBM Statistical Package for Social Sciences (SPSS) Statistics for Windows, Version 25.0. Arkkelin (2014:3), in Khathini (2018:93), defines SPSS as ‘a multipurpose technique that allows many different types of data breakdown, transformation, and many forms of output’. Babbie (1995:364), and Jacques (1995:A31), in Babbie (1995), recommend the use of SPSS for its effectiveness and because it is relatively easy to use. The results present the descriptive statistics in the form of graphs, cross tabulations and other figures. Below is the presentation of the quantitative analysis of the study.

5.1.2 QUANTITATIVE DATA ANALYSIS AND DISCUSSIONS

The data was obtained from 60 residents of sections C, F, N and W in Umlazi Township. All 60 questionnaires were filled in and collected by the researcher. The respondents were randomly selected, the only criteria being that they had to be living in the selected sections, and that they needed to be 18 years or older. All interviewees met these criteria. They were requested to respond to structured questionnaires, and were informed of their rights – they could withdraw from the survey at any time, and suffer no ill consequences. The questions were explained in their language, which is IsiZulu. This was part of the ethical responsibility that the researcher had towards the residents, and all involved in the project. Bless and Hugson-Smith (1997:11-12) recommend that a researcher needs to ensure that no one suffers because of the researcher’s activities during the period of conducting the research, and later when the results are publicised.

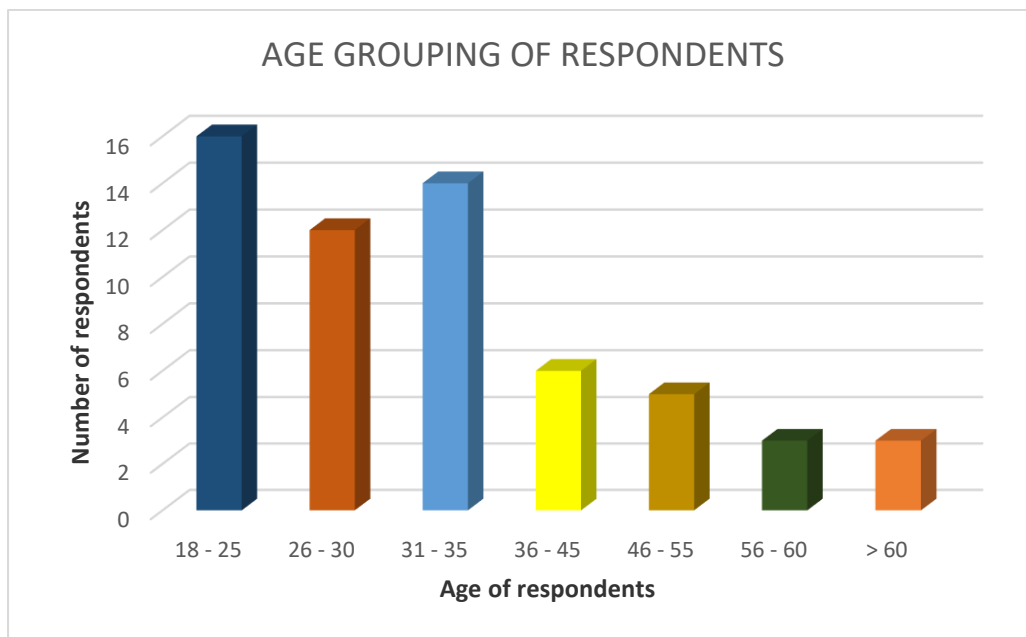
The objective in conducting the quantitative survey was to gauge the views of the Umlazi Township residents as far housing provision was concerned; how they perceived the relationship between the Umlazi Township councillors and the eThekweni Metropolitan Municipality; and their level of satisfaction, or lack thereof, with the commitment by the eThekweni Metropolitan Municipality to provide low-cost housing to the residents of Umlazi Township, amongst others.

5.2.1.7 SECTION A: BIOGRAPHICAL DATA

This section summarises the biographical characteristics of the respondents.

The figure below describes the overall distribution by age.

Figure 5.3: Age distribution of respondents



Source: Researcher's quantitative data analysis of the study, 2019

As shown in Figure 5.1, above, according to the age distribution of the respondents that took part in the quantitative survey, the majority of the respondents were between the ages of 18 and 35 years. These respondents were 42 in total, and made up 70% of the total number surveyed. This indicates that most young residents in the selected sections have their hopes on the local government to give them houses. It may also indicate that it is the young people that mostly migrate to urban areas where they hope to get jobs. This should be a worrying sign, that such people will rely on the government for housing for the rest of the lives. The survey showed that their levels of education, which were slightly above grade 12, could not result in them securing better paying jobs. Such data could assist the eThekweni Metropolitan Municipality in taking decisions that could improve this situation.

Figure 5.4 Number and gender distribution of respondents

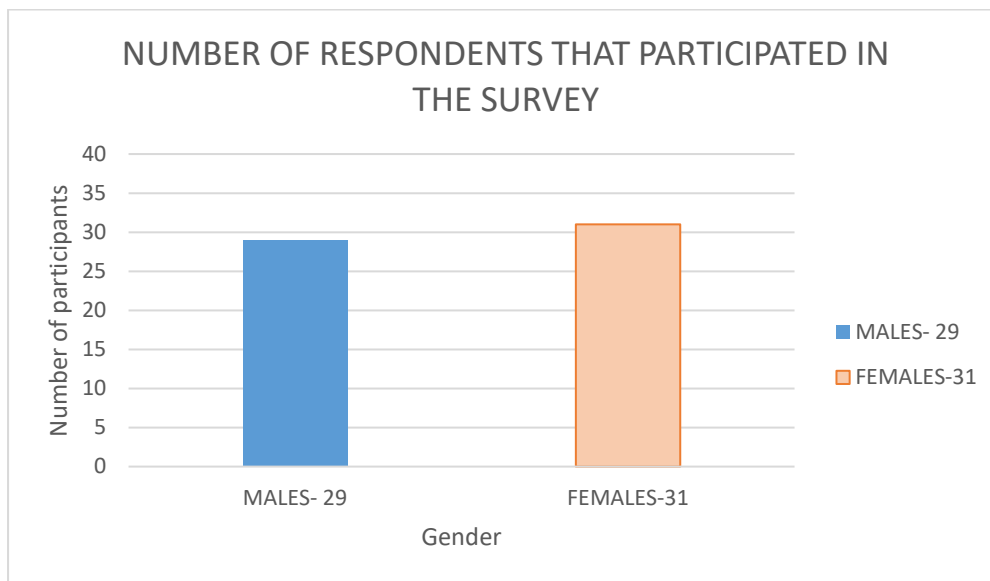
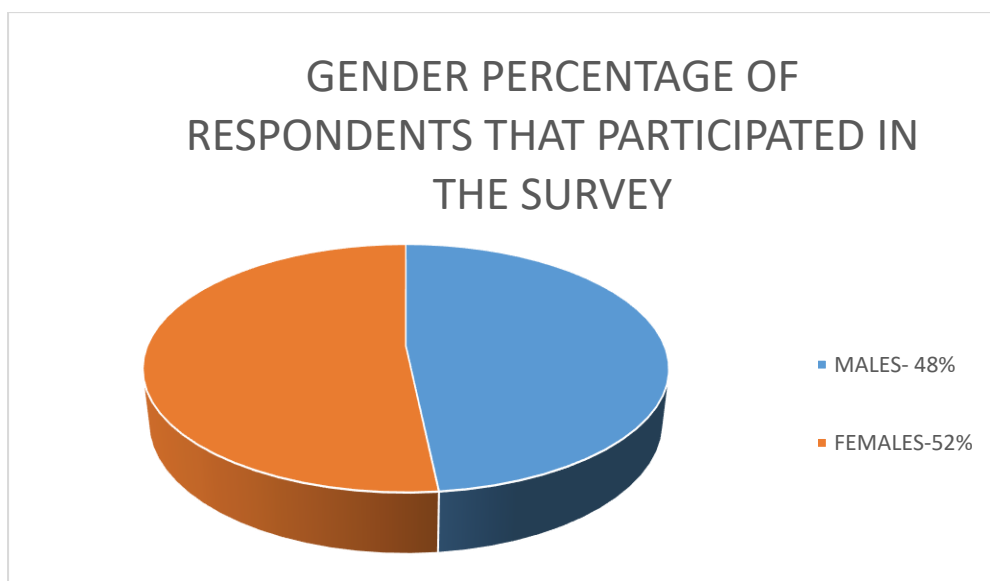


Figure 5.5: Percentage breakdown of respondents' gender

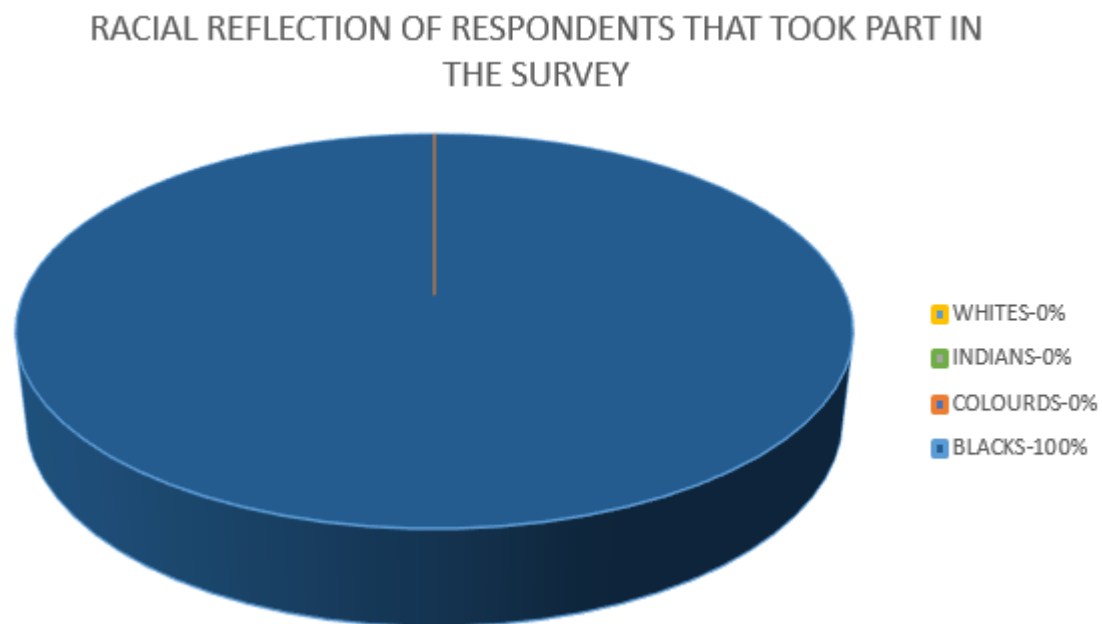


Source: Researcher's quantitative data analysis of the study, 2019

As shown above, the gender distribution is slightly in favour of the female residents: 52% in the sections surveyed. Men constituted 48% of the residents that were surveyed. This shows that most people available in homes are women. What can be deduced from this scenario is that men could have been away in search of jobs, or had gone to work. The researcher also observed that men in the areas surveyed had other non-economic activities that they engage in. These take them away from the homes during the day. The survey was conducted mostly

between 10am and 4pm. This was done deliberately; this is time when most people are awake, and are busy with household chores; and there is less intrusion upon things personal. However, the limitation of this strategy is that some people would be away, which is why the researcher decided to conduct a non-probability survey as it offers flexibility as far as who could be surveyed.

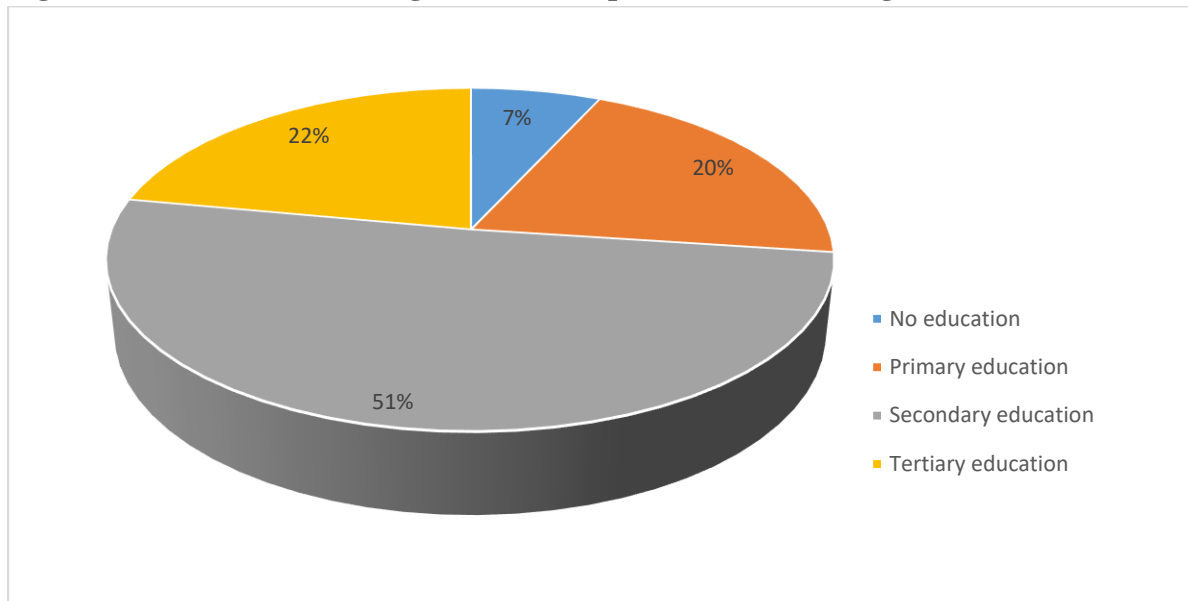
Figure 5.6: Racial Background of Respondents



Source: Researcher's quantitative data analysis of the study, 2019

Figure 5.3, above, shows the distribution of participants in the survey in terms of race. All participants were Black Africans, making up 100% of the respondents, as only Black Africans reside in the sections that were surveyed. This is a throwback to the apartheid system, which used race as a determinant for where people could live.

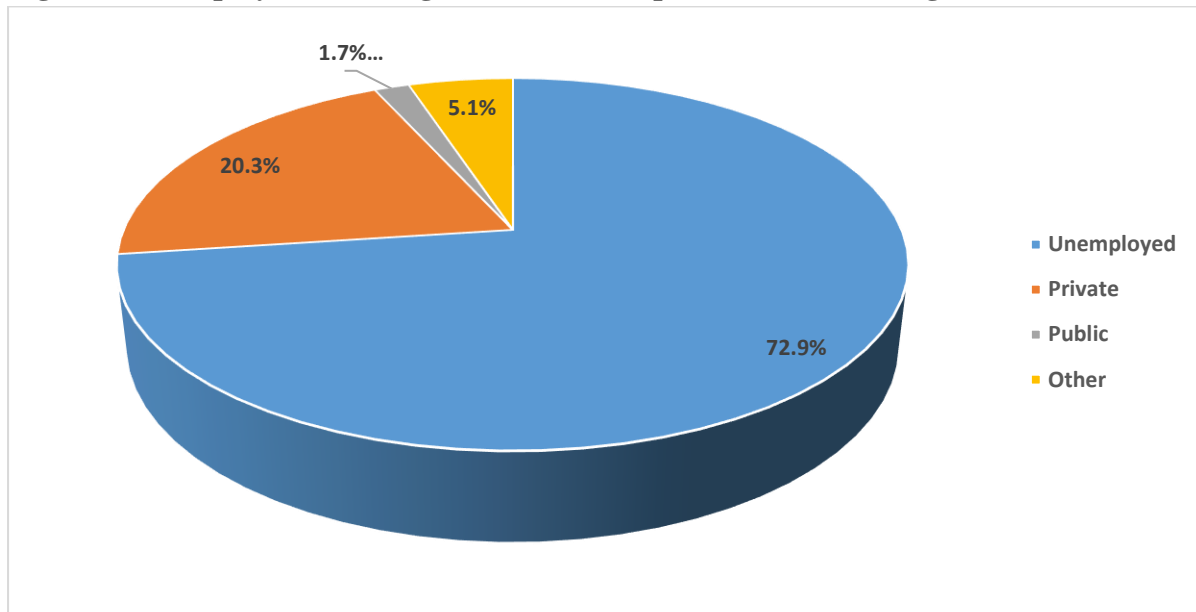
Figure 5.7: Educational Background Participants, as a Percentage



Source: Researcher's quantitative data analysis of the study, 2019

The majority of respondents (78.0%) had, at most, a school qualification. The remaining respondents, 22.0%, had a tertiary qualification. It should be noted that the level of education, secondary and tertiary, 50.8% and 22.0% respectively, did not result in respondents securing better jobs, either in public organisations, or in private organisations. In terms of Batho Pele, the government is supposed to offer the citizens of the country services of good standard. Education is one of the services that the government offers. The education the residents received did not result in the respondents landing solid jobs, or creating their own jobs, or creating jobs for others. In their discussion of the Batho Pele principles, Nzimakwe and Mpehle (2012:282) argue that, amongst other things, the services rendered by the government should be 'contextualised, relevant, customer-focused, efficient and be measurable'. The education that is offered to the residents does not seem to meet any of these criteria. It should be pointed out that such a statistic could be used by the government in deciding what type of education would be most suitable so people could secure jobs.

Figure 5.8: Employment Background of Participants, as a Percentage

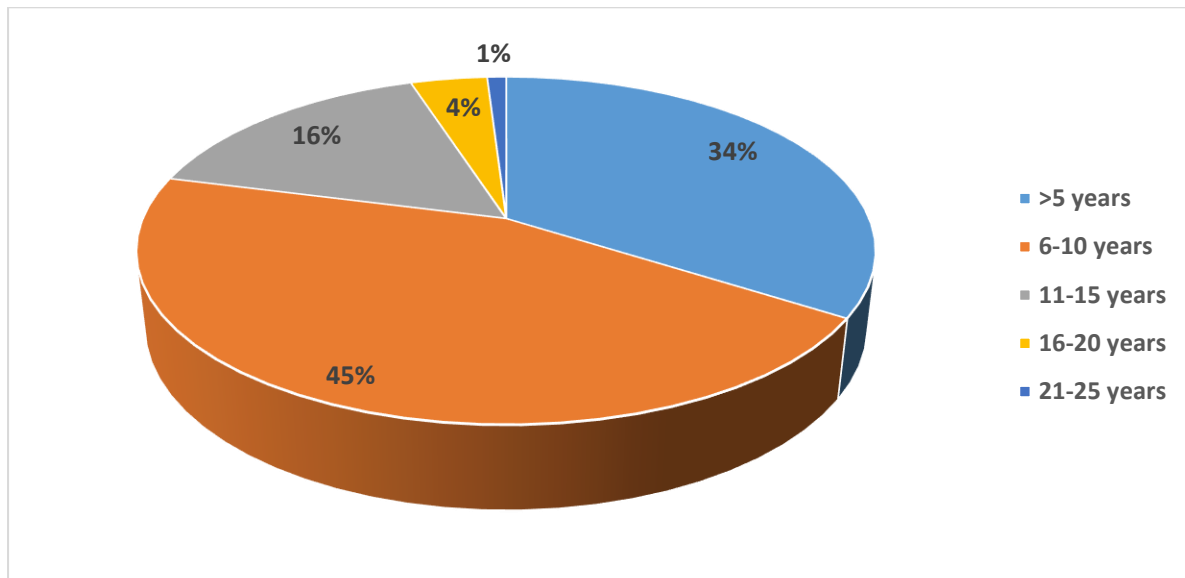


Source: Researcher's quantitative data analysis of the study, 2019

Nearly three-quarters (72.9%) of the respondents were unemployed. Of those who were employed, 20.3% were in private employment, and only 1.7% were employed by public institutions. Some of the 20.3% in private employment were part of the 30% agreement that the municipality had with the building company that was offered a tender, as was indicated by respondents A and L. This is the public/private partnership (PPP) that benefits the residents. The PPP is part of the NPM that is now promoted. The NPM is one of the theories that underpins the study. The PPP is also an indication of how the private sector influences that public sector, and how the people benefit out of this arrangement. Respondent A added that, in most cases, building projects took three years; or five years, if there were phases. That is a relatively long time for somebody to be employed, and should be recognised as the role played by both eThekweni Metropolitan Municipality and the external service providers in giving jobs to the residents of the sections that were surveyed, and possibly others that were not. The remaining 5.1% were employed by other organisations. The high level of unemployment could be as a result of the low level of the respondents' education levels, as indicated above. It could also be as a result of the type of education that they received.

Figure 5.9: The length of service of the respondents

The figure below indicates the length of service of the respondents.



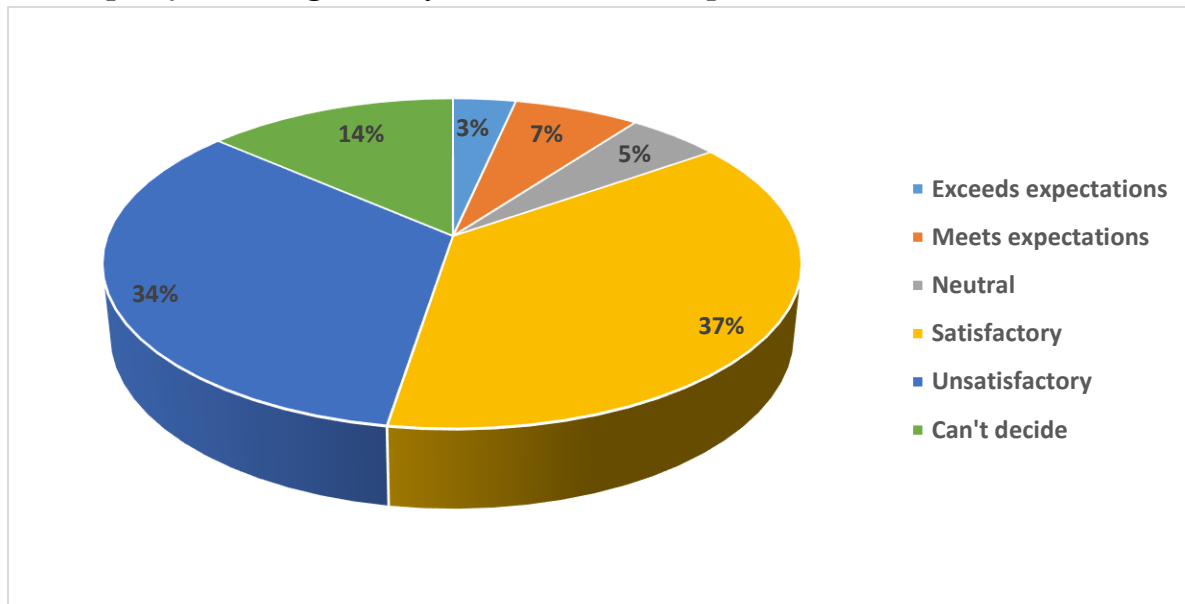
Source: Researcher's quantitative data analysis of the study, 2019

Two-thirds of the respondents (66.0%) had been in employment for more than five years. This implies that respondents had been employed for a while and this is also a useful fact as it indicates responses from experienced workers. This fact, however, did not empower the respondents to be able to buy their own houses. They are still dependent upon the government despite the fact that they are employed, and have secondary, or higher, level of education. They all fall within the category of those earning R3 500, or less a month, and are defined as people that need the government help, in terms of the measurement used by the government, which is that people earning R3 500 or less are supposed to be given free houses by the government. Respondent F said these houses are now known as the BNG. They used to be called RDP houses. Some of these residents would have been employed by the house building contractors, as per the 30% arrangement between the eThekweni Metropolitan Municipality and the building company that was awarded the building tender. The residents employed by the building contractor could be part of the two million people that are expected to benefit from the creation of formal- and informal-sector jobs by 2020, as stipulated by the NDP (NDP, 2015:4). These residents are also the beneficiaries of the PPP, which is part of the NPM.

5.2. SECTION B: SERVICE DELIVERY INFORMATION

This section deals with the respondents' opinions of service delivery, vis-a-vis the eThekweni Metropolitan Municipality. Figure 5.2.1 summarises the respondents' scoring patterns.

Figure 5.10: The respondents' opinions about the eThekweni Metropolitan Municipality's housing delivery in Umlazi Township

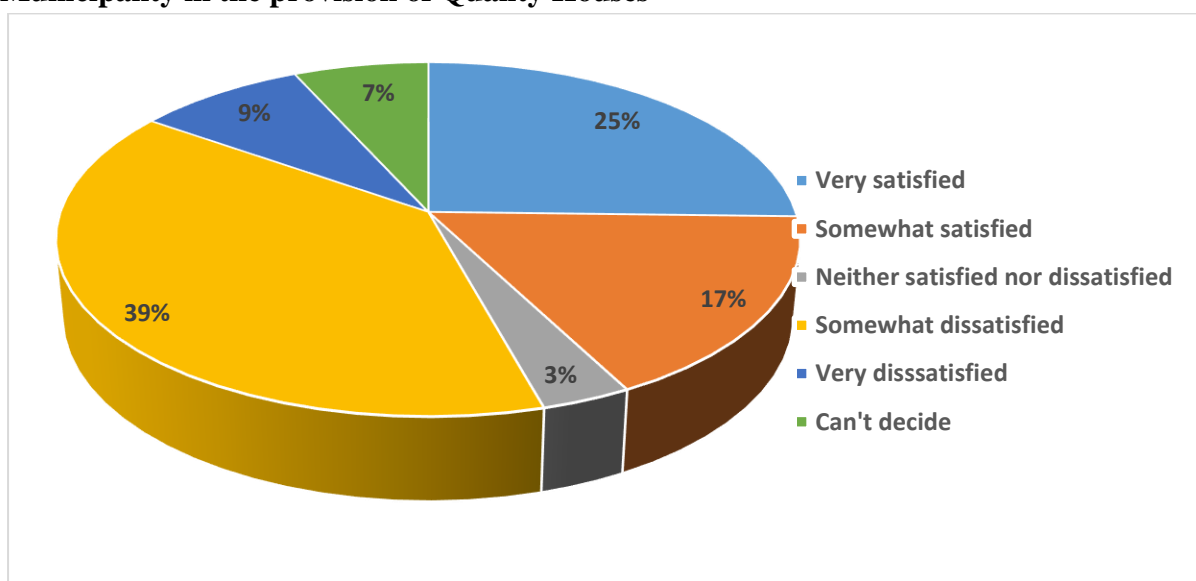


Source: Researcher's quantitative data analysis of the study, 2019

The majority of the respondents (71.2%) were not satisfied with the level of housing delivery by the eThekweni Metropolitan Municipality, with approximately 14% undecided. The respondents were not asked why they were not satisfied with the level of service delivery. However, the researcher will give the following reasons, which he knows have been put forward by the people, in one way or the other. The respondents gave a number of reasons why they were not satisfied with the quality of the houses they were given by the municipality, some of which were very basic needs. The primary reason was the lack of toilets with running water. They had to use either pit toilets or the community toilets. Some in Section W pointed out the community toilets and washing facilities were too far, and unsafe, particularly at night. They were sometimes not clean, although there were people that attended to them. One of the residents, who is not a respondent in the survey, said she used a toilet in her grandmother's house. Her parents' house, which is an RDP house, did not have a toilet. The researcher went into this house; and indeed there was no toilet. The resident also mentioned that a child almost got injured in the communal facility because the grime on the surface made it slippery. This was a big challenge – there are lots of children in the area. According to Batho Pele, the service

should be of an acceptable standard (Nzimakwe and Mpehle, 2012:282). The residents also complained about the fact there was no piped water in their houses. They had to use communal taps. Also, the fact that Umlazi Township is built on very rough terrain posed a very big challenge. A respondent in N section showed the researcher how thin the ledge was between the house and the slope. The respondent said he was worried that heavy rains would wash the ledge away and the house's foundation would be exposed. The G-locks in some cases were not holding; some had already fallen over. However, it should be pointed out that these were houses built before 2013. The eThekweni Metropolitan Municipality, the National Home Builders Registration Council (NHBC) and the KwaZulu-Natal's Department of Human Settlements began inspecting the low-cost houses in 2013, as was mentioned by respondent G. (Quality assurance will be discussed further in the next chapter.) According to the Batho Pele principles, the citizens of South Africa must hold the public services accountable for the service they provide (Gildenhuys and Knipe, 2007:130). In this scenario, there was not a clear indication whether the dissatisfaction about the quality of the houses was directed at the municipality, or particular individuals, as suggested by one of the NPM principles, which states that there have to be explicit standards and measurements of performance. In terms of this principle, a public manager is now personally responsible for delivering results (Hughes, 1998:75-76). Zondi (2015:67) said that, as servants of the people, public employees should have a base-line by which their performance should be measured.

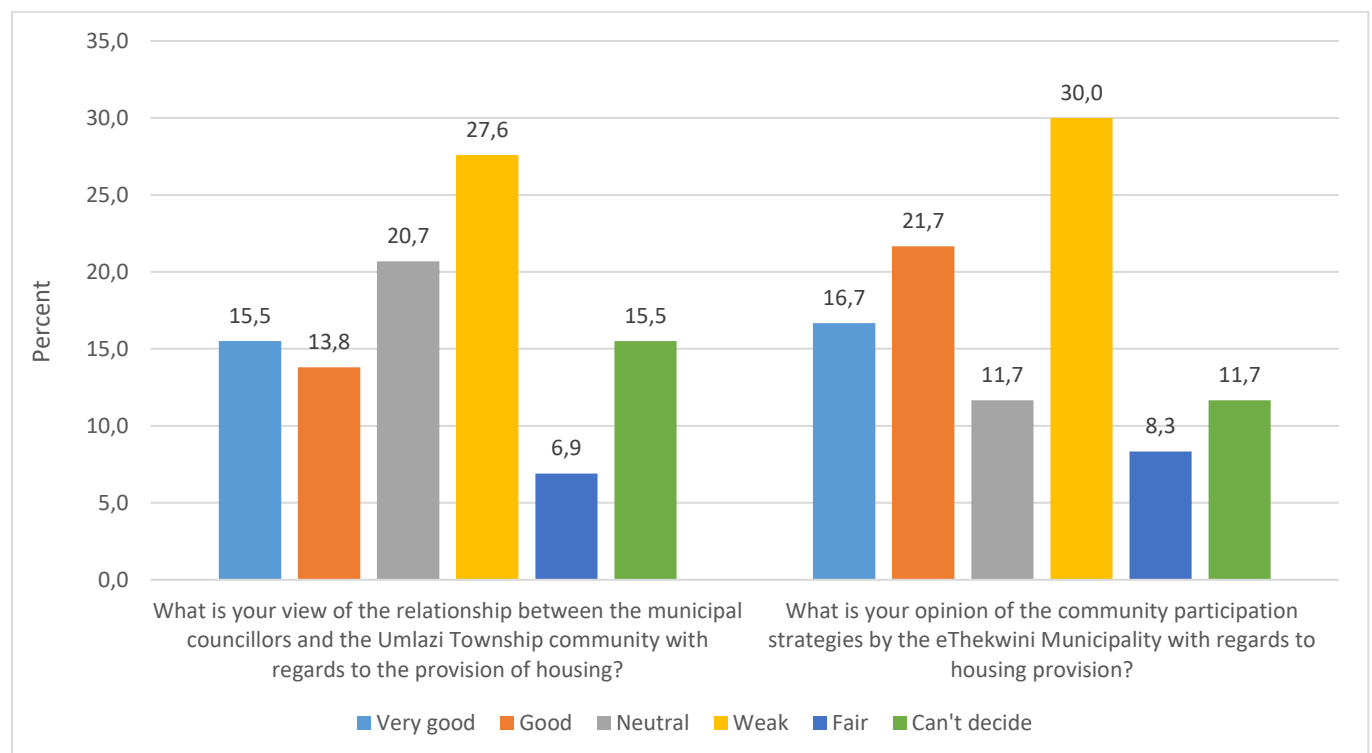
Figure 5.11 Residents' Opinions on the Commitment of eThekweni Metropolitan Municipality in the provision of Quality Houses



Source: Researcher's quantitative data analysis of the study, 2019

Figure 5.2.2 above indicates the level of satisfaction of the Umlazi Township residents as far as the commitment of the eThekweni Metropolitan Municipality in the provision of quality houses. Thirty nine percent of respondents indicated a level of dissatisfaction with the quality of the low-cost houses provided by the eThekweni Metropolitan Municipality. More than 25% said they were very satisfied with the quality of the low-cost houses provided by the municipality. It must be pointed out that the level of satisfaction with the quality of low-cost houses provided by the municipality is likely to grow, given that the municipality, together with the KwaZulu-Natal Department of Human Settlements, and the NHBRC, now monitor the quality of the houses provided, even though there are still managerial problems that result in the quality being compromised, as was pointed out by respondent I. Respondents B and C emphasised that the people who had been given low-cost houses appreciated the low-cost houses they received from the municipality. They regarded them as an improvement on the shacks they had been living in. Receiving the low-cost houses goes a long way in meeting one of the constitutional imperatives – restoring the citizens' dignity.

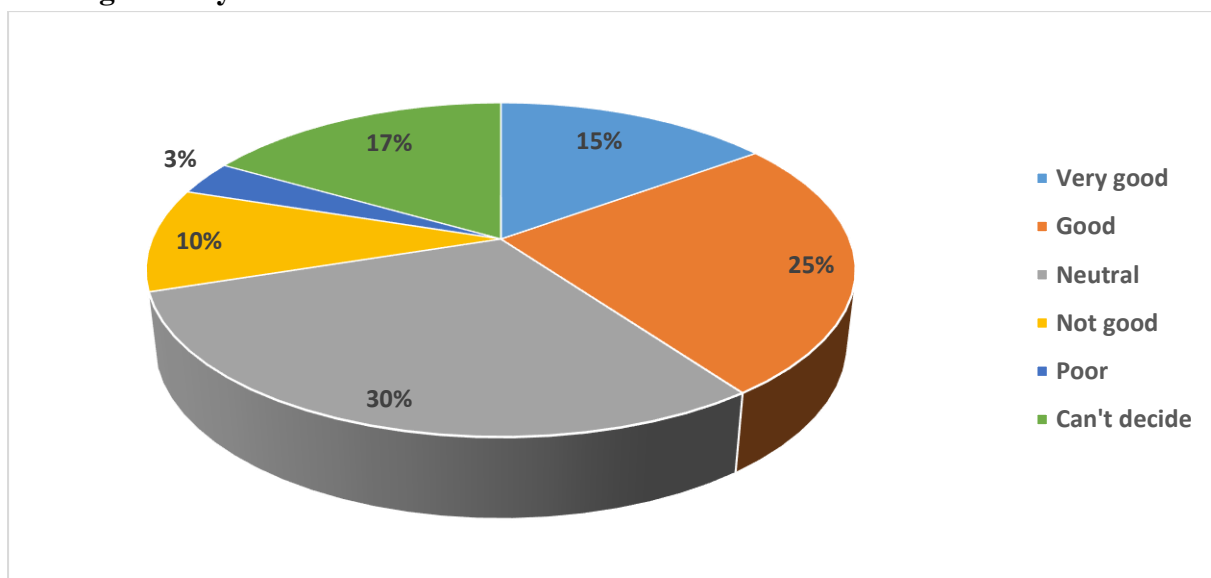
Figure 5.12 Umlazi Township residents' views of the relationship between municipal councillors and Umlazi Township community regarding low-cost housing provision



Source: Researcher's quantitative data analysis of the study, 2019

Figure 5.2.3, above, indicates Umlazi Township residents' views of the relationship between municipal councillors and the Umlazi Township community with regards to low-cost housing provision, and Umlazi Township residents' opinions of community participation strategies adopted by the eThekweni Metropolitan Municipality with regards to housing provision. It is somewhat surprising that the respondents gave negative score in both instances. The researcher was of the opinion that the people in the areas surveyed had a good relationship with the municipal authorities. However, having said that, the researcher also observed that the people made a clear distinction between the municipal employees, for whom they had not voted, and those for whom they had voted, who are, in the main, the local councillors and other members of the local leadership structures. This distinction should not be taken for granted. The people in the areas surveyed look at the local structures as their appointees. This view may be different as far as the hired municipal authorities are concerned. This may also account for the fact that there was quite a large number of respondents who were undecided – 15.5% and 11.7%, respectively, in both cases. The large number of neutral respondents (20.7%) in the first case, did not help matters when considered in conjunction with the negative scores. In the second case this figure was slightly lower (11.7%), but could be worrying, when it too is considered in conjunction with the negative scores.

Figure 5.13 Residents' views on the extent of community participation strategies by their local municipality in achieving its objectives of engaging community members in housing delivery decisions



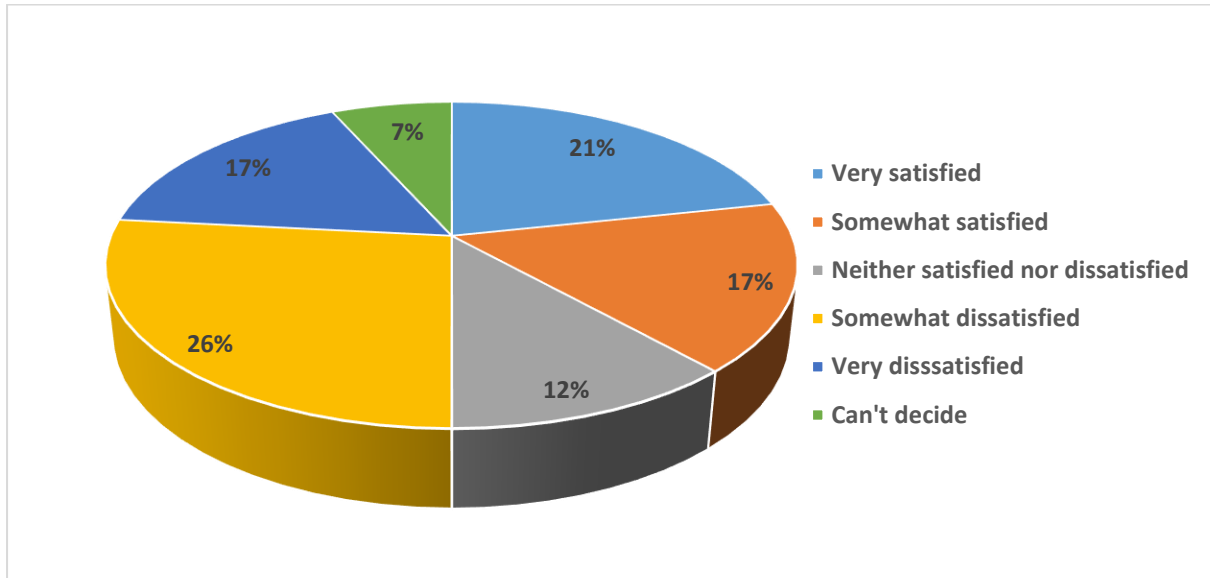
Source: Researcher's quantitative data analysis of the study, 2019

Figure 5.2.4 indicates the residents' views on the extent of community participation strategies adopted by their local municipality in achieving its objectives of engaging community

members in housing delivery decisions. Significantly, more respondents (25.0%) rated the interaction as good, compared to those that did not (10.0%). This could be as a result of the role played by the eThekweni Metropolitan Municipality's Department of Community Participation in disseminating the relevant information to the people at the right time, a point that was made by respondents B and C. At the beginning of the year, the Department of Community Participation would be made aware of the other departments' programmes, and then at the right time the responsible sections within the Department of Community Participation would inform their respective sections in Umlazi Township what they need to know. The Department of Community Participation is divided, with a particular section responsible for a particular section of the ward in terms of information delivery. The department uses a loudhailer to make announcements. Respondents B and C highlighted the fact that they requested the Department of Community Participation to announce meetings, and local foot soldiers from the voting districts (VD) reinforced the message. Respondent C also explained the extent to which they went in explaining issues to the people. For instance, they would explain in detail why, what was initially considered as a single site, would then be divided into two sub-sites for two houses. Also, respondent B meticulously explained how they got the community involved in housing projects. Calling a community meeting is one of the first steps that the ward leadership takes when there is a housing project. Respondent B emphasised that in everything they did, community participation was a priority. There were four set quarterly meetings held in her ward. Other meetings would be held as and when they were required. In all cases the meetings would be properly announced in terms of the role played by the Department of Community Participation, and the local foot soldiers. The residents were familiar with all the meeting places in the wards. Also, the fact that the language used when communicating with the people was IsiZulu, the language they were familiar with, would be a big plus in getting the message across. This would go some way in explaining the 'good' (25.0%) and the 'neutral' (30.0%) in support of the community participation strategy implemented by the eThekweni Metropolitan Municipality. The combination of the 'good' and the 'neutral', with the 'very good' (15.0%), should be considered as favourable, at 70%, compared to the rest – 'not good' (10.0%), 'poor' (3.3%) and 'can't decide' (16.7%), at 30% in total. One of the NPM principles is that systems should be open to being influenced by outside views and opinions, a point that was made by Barnard (1938:7), in van der Walddt (2016:68). The eThekweni Metropolitan Municipality's Department of Human Settlements, as a system, shows dynamism by giving the residents of the municipality a chance to air their

views so their needs can be satisfied. This is part of good governance that was illustrated by Reddy and Govender (2014:159).

Figure 5.14: Umlazi Township residents' rating of the IDP of their local municipality, with regards to housing provision

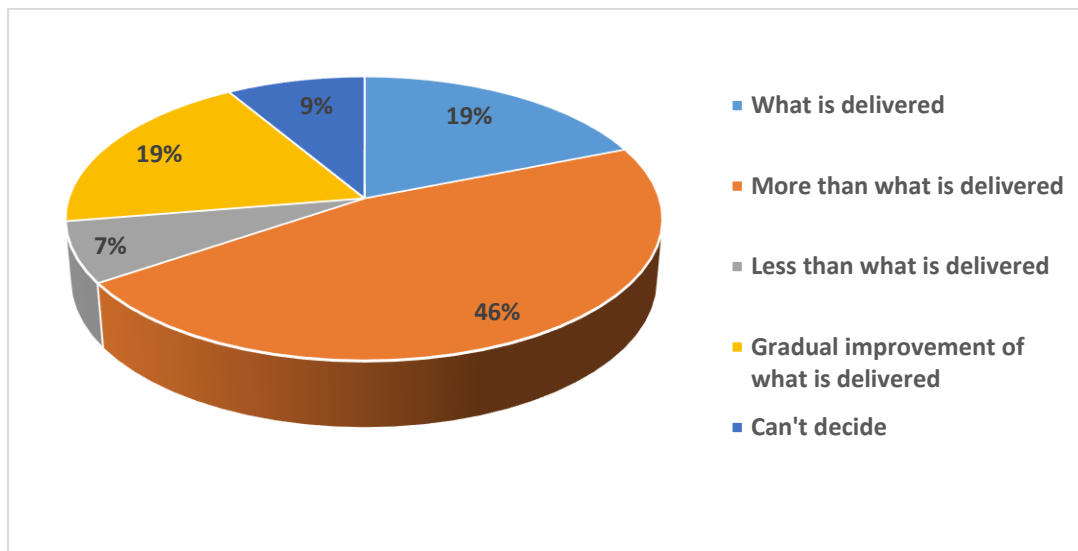


Source: Researcher's quantitative data analysis of the study, 2019

Figure 5.2.5, above, shows the Umlazi Township residents' rating of the Integrated Development Plan (IDP) of their local municipality with regards to housing provision. According to this figure, the residents who were 'very satisfied' and 'somewhat dissatisfied' in rating the eThekweni Metropolitan Municipality's IDP, constitute a significant portion (21.7%, and 26.7%, respectively) of what the residents thought. There is just a 5% difference between the views. The 26.7% (somewhat dissatisfied) is an anomaly, for two reasons. As was explained by respondent A, the leadership of the ward would ask the people to contribute to compiling the ward IDP. This practice was in line with consultation principles, which is advocated by both the NPM and Batho Pele. Housing was usually the first on the list, said respondent A. The people were made aware that their ward's IDP would be part of the larger municipal IDP. They knew that the municipal IDP was a roadmap. Respondent B, with more than 10 years of experience as a councilor, went to great lengths in explaining the pressure the people put them under. The ward committee's response would be to explain to the people the processes which were followed when houses were built. These processes were part of the municipality's IDP. Also, given that the IDP was not a new concept, particularly to those citizens that deal directly with the municipality on a regular basis, there should have been a much more favourable score for this questions. The 'very satisfied' (21.7%) respondents are proof of the argument above. The negative scoring in this instance could be as a result of the

level of education of some residents, and the fact that some may not be viewing the IDP in its proper context, which is that it is first a tool by which the whole municipality gathers the relevant information, and is then used a roadmap for service delivery.

Figure 5.15 The Umlazi Township residents' expectations of the eThekweni Metropolitan Municipality as far as housing provision is concerned



Source: Researcher's quantitative data analysis of the study, 2019

Figure 5.2.6 shows the Umlazi Township's residents' expectations of the eThekweni Metropolitan Municipality as far as housing provision is concerned. Nearly half of the respondents (46.6%) indicated that they expected more from the municipality. The houses provided by the municipality lacked the very basic necessities. For instance, those built before 2013 lacked the following: running water, flushing toilets and gutters; some are built too close to the cliffs. This situation was a source of anxiety for the respondents. Together this, and the lack of sufficiently wide footpaths and roads between the houses, could have been source of dissatisfaction on the part of the respondents. In the N section the researcher noticed that an elderly woman was wheelchair-bound. Her son complained that the footpath was too narrow for her to move around. The son had to hire an assistant to look after his mother. Approximately a fifth of the respondents (19.0%) indicated that the municipality had delivered on what they had promised, but they expected a gradual improvement. The scoring was the same (19.0%) as for those residents that said the municipality had delivered what they expected.

5.2.1.8.2. TRIANGULATION OF QUALITATIVE AND QUANTITATIVE DATA

Creswell (2015:2) highly recommends the use of more than one method of data collection. The use of multiple methods assists in the triangulation of data. In the case of the present study, it was qualitative and quantitative data. Leedy and Ormrod (2014:104) argue that in the triangulation process ‘multiple sources of data are collected with the hope that they will all converge to support a particular hypothesis or theory’. In Khathini (2018:106), Denzin (2014:102) explains triangulation as a research process whereby the convergence, complementarity and dissonance of results obtained from different methodological approaches, sources and theoretical perspectives are explored. For the purpose of the present study, it was deduced from the above sources that triangulation is a deliberate combination of all the data collected from various sources with the aim of answering the research question. This approach offers a balanced perspective when the data collected supports and advances an argument (Creswell, 2015:2).

The data collected through the use of qualitative and quantitative methods made it clear that problems associated with service delivery in the eThekweni Metropolitan Municipality, with emphasis on Umlazi Township, are likely to continue as there are no concrete and permanent plans to solve serious challenges like the scarcity of land, the population explosion, and most importantly, the lack of job opportunities for the people for whom the government has to provide houses. Reasonable jobs opportunities would give the residents a chance to take control of their lives by offering them better choices, like where to live, and what to own, including the houses. The literature consulted showed that the housing problem is a world-wide phenomenon with particularly severe consequences in the developing world, as pointed out by Piyush, Rao, and Day (2016:39), in the case of India. In South Africa, municipalities cannot solve the problem in isolation. The success of any municipality in providing a solution to the housing problem is likely to become its curse as more destitute people are likely to migrate to it, and it will find itself having to deal with the same problem all over again. Having said that, it should be pointed out that municipalities still have an important role to play in providing solutions to this problem. Both qualitative and quantitative data revealed that there is a gap between the aspirations of the local government and those of the housing recipients. For instance, as much as community members participated in meetings that had to do with service delivery, as was mentioned by respondents A, B and C, in particular, there was no mention of the community contributing to the design of the houses that would meet their needs. In the

literature, there is no mention that an issue as important as the average family size in the target communities was considered when the size of the house was planned. The survey revealed that what was of primary importance was the quantity of the houses to be built. In some cases, two houses were squeezed onto one site, as was mentioned by one respondent. This was also highlighted by Khathini (2018:106) when she pointed out that ‘the municipality has not yet utilised its full potential to engage more actively with communities to devise service delivery improvement plans’.

CHAPTER SUMMARY

This chapter has revealed the dynamics and the complexities of housing provision in KwaZulu-Natal through the views of the eThekweni Metropolitan Municipal officials, and those of the external stakeholders involved in the provision of housing in KwaZulu-Natal, with emphasis on Umlazi Township. What was laid bare by the research was a confirmation of the benefits of employing both qualitative and quantitative strategies to collect data, as was strongly argued by Creswell (2015:4-5). The chapter also discusses the limitations that the researcher had to deal with. One of these is the fact that the respondents to the quantitative questions were not asked to justify their responses; the nature of the study did not warrant this kind of follow through. As much as Creswell (2015:4-5) argues that employing both quantitative and qualitative methods of data gathering compensates for the other’s limitations, the qualitative data did not provide answers in this important area.

Both qualitative and quantitative methods of data collection revealed that the housing situation in South Africa, with particular reference to Umlazi Township, is a problem that will take time to resolve, as was alluded to by Siddle and Koelble, (2016:1), Thellane (2008:3), and the eThekweni Metropolitan Municipality’s IDP (2018/2019:63, 169 and 174).

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1 INTRODUCTION

The study examined a number of aspects in the delivery of the low-cost houses in the eThekweni Metropolitan Municipality, with specific reference to Umlazi Township. As necessitated by the research objectives and research questions, this last chapter provides a summary of all the chapters of the study. It then goes on to present conclusions and recommendations and the findings of the study. The chapter concludes by presenting recommendations for further research in the area that was surveyed.

6.2 Reflections on Research Objectives and Research Questions for the Study

Source: Data interpretation and analysis of the study, 2019

Table 6.1 Interaction between the Emerging Themes and the Sub-themes of the study with Research Objectives and Research Questions

Research Objective One:	Research Questions
1. To evaluate the role of eThekweni Metropolitan Municipality in the provision of low-cost housing, with specific reference to Umlazi Township.	1. What is the role of eThekweni Metropolitan Municipality in the provision of low-cost housing, with specific reference to Umlazi Township?
2. To review the role of various municipal stakeholders in the provision of low-cost housing in Umlazi Township.	2. What is the role of various municipal stakeholders in the provision of low-cost housing in Umlazi Township?
3. To evaluate the impact of the shortage of land for housing provision in eThekweni Municipality, with specific reference to Umlazi Township	3. What is the impact of the shortage of land for housing provision in eThekweni Metropolitan Municipality, with specific reference to Umlazi Township?
4. To examine the extent to which eThekweni Metropolitan Municipality complies with the legislative and policy framework regulating housing service delivery.	4. To what extent does eThekweni Metropolitan Municipality comply with the legislative and policy framework regulating housing service delivery?
5. To propose the recommendations that may assist local government in dealing with housing service delivery challenges.	

	<p>5. What are the recommendations that can be proposed to assist local government in dealing with housing service delivery challenges?</p>
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6.3 SUMMARY OF CHAPTERS

This section presents the outcome of each chapter as it relates to the research objectives and research questions as shown in Table 6.1 (b).

Chapter One: This introduced the research and explained its intention, which was the evaluation of the provision of low-cost housing in local government, with specific reference to Umlazi Township, which is part of eThekweni Metropolitan Municipality. The chapter provided the background to the research, and the research problem, and the challenges the eThekweni Metropolitan Municipality has to contend with when dealing with the housing problem. Also included in the chapter were the objectives of the study, and the research questions, the importance of the study, and the theoretical framework that shaped the study. The last parts of the chapter discussed a preliminary literature review, the research methodology, the data analysis procedure, the study site and population, the method by which data was collected.

Chapter Two: This chapter explained in detail the literature review, and its importance in the study. The literature review put into context the housing situation in South Africa, in terms of its origins, (the history), and its impact upon the different racial groupings in the country. The chapter also gave a brief overview of the establishment of the eThekweni Metropolitan Municipality and its present composition. Also reflected in the chapter are the trends in housing as an area of service delivery in local government, and the legislative framework that regulates the housing sector, as well as the macro policies affecting service delivery in the country. The conceptualisation of housing in South Africa, the state of housing provision in Umlazi Township, and the factors affecting housing service provision in local governments were discussed in the last three sections.

Chapter Three: This chapter explored the relationship between the theoretical framework and the study, the theories being the New Public Management, and the Batho Pele principles. The limitations of the latter theory were discussed, and the application of the theories to the study.

Chapter Four: This chapter gave details about the research techniques, and their importance in data gathering. The primary research method, explained in detail, was the mixed method; and its use was justified. The chapter also expatiated on the kinds of data that were collected as a result of the tools used. Lastly, the chapter gave some information on data analysis.

Chapter Five: This chapter gave details of the data analysis, presentation and interpretation, and the interaction between the data and the theories used in the study. Part of the chapter highlighted the primary sources of the data.

Chapter Six: This chapter gave a summary of the research objectives and questions that were presented in the first chapter. The chapter also presented, in detail, the conclusions and recommendations that emanated from the study. In the recommendations, the researcher made suggestions that could be considered by the eThekweni Metropolitan Municipality, and other local governments, to improve housing service delivery.

6.4 MAIN FINDINGS AND CONCLUSIONS

The research findings confirmed the view that housing provision by local government, with particular emphasis on eThekweni Metropolitan Municipality's Umlazi Township, requires a well-planned strategy so that it can achieve the intended results. There has to be a co-ordinated effort between all the stakeholders involved, and a continual revision of the grand plan for housing provision as there are forces that influence the processes. Some of these forces should be permitted to play a role in the process, as principles of the open system suggest. Other forces have to be dealt with, with the greatest care possible, otherwise they might delay, or even derail, the process. It should be pointed out that the eThekweni Metropolitan Municipality is on the right track with its efforts to deliver housing, but it needs to plan properly so that it does not need to do patch-up work later. For instance, it would be reasonable to think that every house should have running water and a proper toilet. But this was not the case in all houses built before 2013. Research in sections W and N revealed that residents had to walk a long distance to ablution facilities as their houses did not have toilets. Also, some houses built after 2013 did not have ledges of a size that was specified by the NHBRC. This was counter-productive: water collected by the roof would cause some damage to the house's apron as it was not properly directed. What the study discovered was arranged in terms of themes that emanated from the research. Such findings have been aligned with the research objectives and the research questions in Section 6.2, above.

6.4.1 RESEARCH OBJECTIVE ONE AND RESEARCH QUESTION ONE

Research Objective One: To evaluate the role of eThekweni Metropolitan Municipality in the provision of low-cost housing, with specific reference to Umlazi Township.

Research Question One: What is the role of eThekweni Metropolitan Municipality in the provision of low-cost housing with specific reference to Umlazi Township?

6.4.1.1 FINDINGS: THE DELIVERY OF SERVICES BY THE ETHEKWINI METROPOLITAN MUNICIPALITY IN THE CONTEXT OF HOUSING PROVISION

The research uncovered that huge strides have been made by the eThekweni Metropolitan Municipality with regards to services delivery, particularly housing provision. These gains are incremental in nature. This has been facilitated by, amongst other things, the fact that there is relative political stability in the municipality, and the whole province; as well as the provincial government's view that eThekweni, as a city, is the economic hub of the province. But this fact continues to attract internal immigrants who hope that they will be able to secure jobs; this is not always the case for most of them. Such immigrants are then forced to seek shelter on the fringes of where they believe they could find jobs. However, it should be noted that there is still a lot to be done to ensure that better quality housing is provided. This can be achieved by strengthening the relationship between the municipality and all other role players in the provision of housing.

6.4.1.2 CONCLUSION

It became clear from the study that housing provision in the eThekweni Metropolitan Municipality needed to be streamlined and be more purpose-driven. The lines of communication have to be improved, and it should somehow be communicated to the residents that they need to improve their education so that they can secure jobs and be able to provide for their essential needs themselves. The local government must convey to the residents that it has limitations, and the pressure it experiences can only be reduced if the people stop relying on the government for needs that they can provide for themselves. The history of dependence upon the government will not make this easy for the local government. But the long term vision of the municipality must include this.

6.4.2 RESEARCH OBJECTIVE TWO AND RESEARCH QUESTION TWO

Research Objective Two: To review the role of various municipal stakeholders in the provision of low-cost housing in Umlazi Township.

Research Question Two: What is the role of various municipal stakeholders in the provision of low-cost housing in Umlazi Township?

6.4.2.1 FINDINGS: THE ROLE PLAYED BY NUMEROUS MUNICIPAL STAKEHOLDERS' IN THE PROVISION OF LOW-COST HOUSING IN UMLAZI TOWNSHIP

As a result of the research conducted, it became clear that the role of the private sector in the provision of housing to the residents of Umlazi Township, and the whole municipality, was paramount in improving the quality of the houses provided, as was indicated by respondent I, who said their main role was to regulate the housing provision, and to ensure that the houses provided were of good quality. The use of the private builders is in line with the principles of the NPM, and is a strong indication that the government does not have the capacity to build houses. The relationship between the local municipality and private sector should be such that the private sector involved in housing provision should be empowered more, so that they can become more effective. Respondent I said his organisation metes out some form of punishment to offenders, including the municipality itself. But the researcher is of the view that they need more authority; there are still problems with the current arrangement.

6.4.2.2 CONCLUSION

It is good that the provision of housing by the local government and the private business has become the norm in local government, as the literature review indicated; a fact that was supported by the research itself. The research conducted revealed that the private sector was brought into the housing provision process at the earliest possible time. This played a role in eliminating the problems associated with quality, particularly after 2013, as respondent G said. However, measures should be put in place to ensure that residents do not become too dependent upon the government, and that more private investment is encouraged so that people are able to secure jobs. This, as was mentioned above, will relieve pressure on the local government and allow it to divert resources to where they are needed most.

6.4.3 RESEARCH OBJECTIVE THREE AND RESEARCH QUESTION THREE

Research objective three: To evaluate the impact of the shortage of land for housing provision in eThekweni Municipality, with specific reference to Umlazi Township

Research question three: What is the impact of the shortage of land for housing provision in eThekweni Metropolitan Municipality, with specific reference to Umlazi Township?

6.4.3.1 FINDINGS: THE IMPACT OF THE SHORTAGE OF LAND IN THE PROVISION OF HOUSING, WITH SPECIFIC REFERENCE TO UMLAZI TOWNSHIP

As was supported by a number of respondents, the land shortage is a big challenge for the municipality as far as the provision of housing is concerned. The number of residents that need houses keeps on growing at a rapid pace, while the land available keeps getting scarcer. This has resulted in the municipality taking some drastic measures to mitigate this challenge. Respondent B said they had to move some people to other places, and in most cases they had to build formal houses where people were already residing. Respondent L said they were considering building double storey houses because of the limited land that was available, with respondent B adding that Umlazi, as a place, was hardly suitable for building. It is hilly, and the land is rocky, a fact that was highlighted by one of the officials of the NHBRC. This innovativeness is in line with the NPM. In a few cases the municipality was fortunate enough to have open land that could first be serviced properly before building began.

6.4.3.2 CONCLUSIONS

The fact that land will continue to be scarce means the eThekweni Metropolitan Municipality will have to devise more and more innovative measures to deal with the challenge. This will require that HSI&T co-opt more departments to assist in providing the solution to the problem. It is very likely that high-rise buildings will have to be considered as not just an option, but as the norm. Also, the land issue might have an impact upon the whole sector of housing provision – what houses to build; how they are to be designed; what material to use; what their lifespan will be; will ownership still be restricted to a minimum of eight years?

6.4.4 RESEARCH OBJECTIVE FOUR AND RESEARCH QUESTION FOUR

Research objective four: To examine the extent to which eThekwini Metropolitan Municipality complies with the legislative and policy framework regulating housing service delivery.

Research question four: To what extent does eThekwini Metropolitan Municipality comply with the legislative and policy framework regulating housing service delivery?

6.4.4.1 FINDINGS: THE EXTENT TO WHICH THE ETHEKWINI METROPOLITAN MUNICIPALITY COMPLIES WITH THE LEGISLATIVE AND POLICY FRAMEWORK THAT REGULATES HOUSING DELIVERY

The research found that the eThekwini Metropolitan Municipality does consider the legislative and policy framework that governs housing delivery. But the pressure exerted by the residents upon the local authorities leads to some wastage in the form of houses that had to be torn down because their quality was compromised by the poor ground they were built on, or be handed over to the Department of Disaster Management, as respondent B said. There would also be wastage as a result of the fact that some local employees that were hired in terms of the 30% arrangement could not provide work of good quality as they still needed training. The Housing Act, No. 107 of 1997, and the NHBRC require that houses provided should be of good quality, and the PFMA, and its local government arm, the MFMA, stipulate that all public funds should be used with prudence.

6.4.4.2 CONCLUSION

Given the revelations made in the study, it can now be concluded that the eThekwini Metropolitan Municipality has some way to go in terms of ensuring that it improves the way it complies with the applicable legislative and policy framework. The reasons for this argument are twofold. Firstly, the municipality has to take a stand against the residents who force it to build houses on unsuitable ground as this becomes costly, as stated above. It has to communicate the message in many different ways, as both respondent B and C said, and also make it clear that it will use force where necessary. In the second place, the municipality must make it clear to the residents that it should be the laws of the land that determine how it executes its duties, not the emotions that government officials are expected to show, and in some cases

have been known to show. This is a clear example of how some people in South Africa show how entitled they believe they are. This also indicates a level of immaturity on the part of the government when it allows itself to be pushed by the people in the wrong direction. This is a situation that was strongly implied by respondent D. It must also be added that this will require some time, and a bit of carrot and stick, and improved planning, to bear fruit

6.5 THE PRIMARY RECOMMENDATIONS OF THE STUDY

6.5.1 AN URGENT NEED TO IMPROVE PLANNING, AND THE QUALITY OF THE HOUSES PROVIDED, SO IT CAN BE MORE EFFECTIVE ITS ROLE, IN RESPECT OF OBJECTIVE ONE

The following are a number of recommendations that relate to the evaluation of the role of eThekweni Metropolitan Municipality in the provision of low-cost housing, with specific reference to Umlazi Township. For this reason, this should be regarded as the anchor objective of the study.

The eThekweni Metropolitan Municipality, together with all other stakeholders, must improve their planning for housing provision. A respondent from the eThekweni Metropolitan Municipality's Department of Human Settlements mentioned that all housing projects were led by Housing Settlements Infrastructure and Transportation (HSI&T). But neither she, nor any other respondent, mentioned how the projects were managed in terms of their stage of development. The lack of proper management of the projects resulted in a number of problems. Part of project management should be dealing effectively with the pressure put on the municipality by the people to build houses on undesirable land, as was stated by a respondent who is one of the leaders in one of the wards whose residents were interviewed. The municipality can do this by reacting with speed to fulfil the citizens' needs – find suitable land quickly, and do what is necessary as soon as possible. Red tape should not stall the process of building houses. Also, the communication mechanisms used by the municipality in taking the messages to the people must be strengthened, particularly in matters dealing with land and housing provision. Municipal personnel, and politicians within the municipality, must be careful not to raise people's expectations unrealistically, and then leave the municipality to deliver on the expectations they have created, and which are impossible to meet. Promises must be informed by the resources available for a particular project. The HSI&T must ensure that resource analysis is part of the project plan and that the politicians are made aware of that so

their communication with the people is informed by the realities of the situation. Politicians must exercise the necessary restraint when they are communicating with the residents.

As illustrated by the eThekweni Metropolitan Municipality check list, the infrastructure is not part of what needs to be checked when houses are built, yet it is the most important part of the house, as was emphasised by a respondent from the NHBRC. (*Refer to the eThekweni Metropolitan Municipality's checklist, Appendix 4, to see the areas that are inspected.*) For this reason, the infrastructure must be incorporated into the plan, and must be done first, not last, so that the house is not interfered with as it tries to settle into the ground. After the infrastructure has been installed, it must first be assessed and approved before the slab and all the other parts are built. This will constitute the over-all checking of the house, as was pointed out by the respondent from the NHBRC. This respondent also added that the eThekweni Metropolitan Municipality was not aligning its IDP to the delivery process; all the municipality's departments are supposed to stick to the IDP and be aligned with any delivery within the Human Settlement department, he said. At the moment, he said, there is no co-ordination between the departments' operations. This results in damages to the houses when there are heavy rains because the infrastructure has not been provided.

Lastly, as the primary service provider, which in the study is termed as the role played by the eThekweni Metropolitan Municipality, the municipality must make it clear to the people that it has limited resources, and that its economic base – the funds from National Treasurer, via the provincial government – are not enough for it to continue to provide large numbers of people with houses. The more people put pressure on the municipality, either by their behaviour – destroying public property – or by over-whelming numbers (population growth) and the numbers of people who are unemployed, or unemployable, the greater are the chances that the government structures will buckle under pressure, and the greater are the chances that the disorder will continue. Also to note, as was pointed by a respondent who is one of the ward councillors, is that there are difficulties with re-imbursement from the province's Department of Human Settlements after the eThekweni Metropolitan Municipality has used monies collected in the form of rates, to build houses. The recommendation in this instance is that the municipality must revise its funding formula vis-a-vis the provisional and national spheres of government, and must plan its operations properly.

6.5.2 THE NEED FOR THE VARIOUS EXTERNAL STAKEHOLDERS TO PLAY A BIGGER ROLE IN THE PROVISION OF LOW-COST HOUSING IN UMLAZI TOWNSHIP, IN RESPECT OF OBJECTIVE TWO

In its duty to deliver low-cost housing to the residents of the municipality, the eThekweni Metropolitan Municipality has to collaborate with external stakeholders. Some of these are builders that are awarded jobs via the tender system, and the NHBRC, a house-building watchdog. The study uncovered that these external service providers are playing a major role in housing provision, but they have some limitations. In terms of the Housing Consumer Protection Measures Act, No. 95, of 1998, the NHBRC has to see to it that the housing recipients were protected. The NHBRC has to represent the interests of the housing consumers by providing warranty protection against defects in new homes, and must regulate the home building industry, as stated above. The realisation of these aims becomes difficult because, as the respondent from the NHBRC put it, the municipality is ‘failing’ in its obligation to provide good quality houses. The respondent stated that such ‘failure’ undermined the role played by the external service providers in the provision of the houses to Umlazi Township, and other places within the eThekweni Metropolitan Municipality, yet the role was crucial. He said that people would point fingers at the contactors (builders) when houses are damaged during the heavy rains, not knowing that it was the municipality that did not provide for the infrastructure to service the houses because of the politicians putting pressure on the municipality to start building when the ground is not ready. He said politicians wanted delivery ‘now’. The respondent said that in KwaZulu-Natal the problem was even bigger because of the poor quality of the soil in most places. Places with such soil need reinforced infrastructure, he said. Also, Umlazi Township, and other places, do not have the right topography. The builders have to contend with all these challenges, and be judged by the product that the people are seeing. The respondent mentioned the case of a well-known building company which was featured on the news because of the poor quality of houses it provided. The respondent said it was not the builder’s fault. He stated that at a Medium Term Subsidy (MTS) funding conference they attended, the MEC for Human Settlements in the KwaZulu-Natal said the municipalities ‘have let us down’.

Interviewing the eThekweni Metropolitan Municipality officials revealed that these external service providers do not have enough power to influence decisions taken about the housing; neither do they have enough power to make their own independent decisions. For instance, the fact that the company awarded a building project has to hire local residents who will make 30%

of its workforce is not negotiable. The company has to spend some time transferring skills to the locals who do have the required skills, but have to be hired in terms of the 30% arrangement. There could be two problems with this arrangement: time spent transferring skills to the unskilled could be used by the company's expert builders to do their primary job, which is building; also, using the unskilled people could compromise the quality of the house. This situation could be mitigated by encouraging the unskilled people to register with skill centres and acquire the necessary skills. At present it is very ad hoc, and is driven by the pressure from locals who just want jobs; or the company would not be allowed to work. Now this situation has been formalised. This should not have been the case.

6.5.3 THE NEED FOR A BETTER UTILISATION OF AVAILABLE LAND, AND THE NECESSITY FOR MORE LAND AS THE DEMAND FOR HOUSES KEEPS GROWING, IN RESPECT OF OBJECTIVE THREE

Having said, above, that the eThekweni Metropolitan Municipality's Department of Human Settlements is innovative, it should be pointed out they could do more. Since they are aware of the limitations they are facing in terms of the land, there seems to be a half-hearted attempt to build multi-storeyed houses. This strategy will require the municipality's Department of Human Settlements to revise its funding model. As reported in its Framework for Comprehensive Review Report: 25-year Review & MTSF 2014-2019 Review, currently the funding portion for top-structures is insufficient for medium and high-density developments such as double-storey row-houses, especially if they are located on steep sites'.

One respondent pointed out that there were sections in Umlazi Township where multi-storeyed structures had been built. Some of these are in the respondent's ward. But these were two floors meant for one family, not a neatly divided structure with floors for different families. This seems to be an under-utilisation of space by people that are pointing out the lack of land. A transit camp in the ward has a temporary corrugated structure with two storeys for different families. The respondent mentioned how comfortable she was with living in the bottom part of the structure. She was not rushing to have a permanent house, even though she was part of the BEC in the ward. In terms of the by-laws of the municipality, they can build living structures with up to six floors. The municipality has an Engineering Department that can ensure that the ground is well prepared for that kind of structure. The municipality can enlist the assistance of an anthropologist to see to it that the design is in line with the culture(s) of the different

prospective recipients. The respondent from the NHBRC pointed out that the municipality first built houses, then put the infrastructure in place. This was putting the cart before the horse, he said. The result of this was that the plot on which the house was standing would be severely compromised. That resulted in the houses cracking or suffering other forms of defects.

However, it should be pointed out the municipality has come up with ideas for more land. A respondent, who is a councillor, said the municipality was looking at acquiring more land in areas surrounding the township so that more low-cost houses could be built. Such places are Ngonyameni, and Ilovu. They will also continue filling up some pockets of empty land within sections of the township. It is worth pointing out that, whatever the municipality does as far as the land acquisition goes, they must strive to acquire land that would be more suitable for building, and budget properly so that they could have enough funds to provide proper infrastructure for the houses, as was recommended by a respondent from the NHBRC.

6.5.4 AN URGENT NEED TO ADHERE TO THE RECOMMENDED BUILDING GUIDELINES, IN RESPECT OF OBJECTIVE FOUR

The following recommendations relate to the extent to which eThekweni Metropolitan Municipality complies with the legislative and policy framework regulating housing service delivery, with specific reference to Umlazi Township. Respondents from eThekweni Metropolitan Municipality's Department of Human Settlements and the NHBRC both stated that the inspection focused on milestones like slabs; walls; finishing; doors and window frames; roof; plumbing; electrification; the completion, plastering and painting of the houses; ceiling and doors; and lastly, general comments about the houses. This is the municipality's attempt to comply with the RSA Constitution (1996), which states that local governments should, within their means, provide quality houses to the residents. The eThekweni Metropolitan Municipality also has to satisfy the stipulations of the Housing Act, No. 107, of 1997 by becoming a house building agency in the KwaZulu-Natal province.

But the respondent from the NHBRC, who is head of the council in KwaZulu-Natal, pointed out that the municipality's Human Settlements Department was not dealing properly with the most important part of the process of house building – the provision of infrastructure. The eThekweni Metropolitan Municipality's Department of Human Settlements would do well to

heed the advice from the NHBRC KwaZulu-Natal head – that they need to use the skills and the knowledge in the municipality, particularly in the Engineering Department. The Engineering Department must do a feasibility study, assess the ground and advise accordingly as to the necessary steps that should be taken. The respondent said that after the feasibility study, the priority should be to first install the infrastructure, secure the ground, and let it settle, before building the top structure. The respondent pointed out that the eThekweni Metropolitan Municipality's Department of Human Settlements should follow the necessary stipulations when building the houses. One of these, he said, was that the ledges of the houses were to be 1.5 metres from the house's wall, and should be sloping so the water from the roof would be directed away from the house. This is the requirement of the SANS 10400, one of the building regulations in South Africa. This stipulation is in respect of the houses without gutters. Houses with gutters should have pipes that either lead water to the drains, or to the tanks for later use, the respondent said. It is highly recommended that the eThekweni Metropolitan Municipality adhere to all building regulations so that the quality of the houses it provides improves. This will also have a positive impact upon its coffers, as good quality houses would mean money well spent. This is one of the cornerstones of Batho Pele and the NPM. The municipality can achieve this by strengthening its inspections, and take advice from the NHBRC, whose main role is to regulate the building of houses and protect the housing consumers, as required by the Housing Consumer Protection Measures Act, No. 95, of 1998.

6.6 CONCLUSION

After the ending of apartheid, local government assumed a very important responsibility in rebuilding local communities, as the basis for a democratic and non-racial society. The local government can make or break the South African democracy. This sphere of government is the mirror by which the South African people can judge the performance of the government and make decisions that should determine their future. The issue of housing in South Africa will remain one of the critical areas that any post-apartheid government will have to pay close attention to all the time. The current research gave a clear indication that the people of South Africa, particularly those of Umlazi Township, will need to be assisted by the local government with housing for the next two to three generations at least, given the fact that even those citizens that have a much higher level of education are unable to secure jobs. These are some of the multitudes that are going to feel the brunt of the fourth Industrial Revolution. Only the government can soften the blows by reorganising its efforts to provide services to the people.

It is essential to point out the government cannot win this battle alone. The people must play their role beyond what is suggested by the National Development Plan (NDP). The government, at all spheres, must encourage the people to work with it towards the goals that will secure the future. This will eliminate the adversarial relationship that is common between the government and the people. The government must reward the people by giving them proper services, in time.

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APPENDIXES

MPA RESEARCH PROJECT

PROJECT TITLE: An Evaluation of eThekweni Metropolitan Municipal Service Delivery Protests, with Emphasis on Umlazi Township

QUESTIONNAIRE FOR THE COMMUNITY OF UMLAZI TOWNSHIP

Please tick (✓) the appropriate box below.

SECTION A: BIOGRAPHICAL INFORMATION

1. gender

Gender	Male		Female	
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2. Race

Race	African		Indian		Coloured		White	
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3. Age

Age	18 - 25	26-30	31-35	36 - 45	46 - 55	56- 60	57 -
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4. Educational Background

Level of Education	No Education		Primary Education		Secondary Education		Tertiary Education		Other	
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5. Employment Status

Sector	Unemployed		Private		Public		Other	
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SECTION B: SERVICE DELIVERY INFORMATION

6. What is your opinion of housing delivery at Umlazi Township?

Exceeds expectations	
Meets expectations	
Neutral	
Satisfactory	
Unsatisfactory	
Can't decide	

7. Give the level of your satisfaction with the commitment of eThekweni Local Municipality in providing quality housing at Umlazi Township.

Very dissatisfied	
Somewhat dissatisfied	
Neither satisfied nor dissatisfied	
Somewhat satisfied	
Very satisfied	
Can't decide	

8. What is your view of the relationship between the municipal councilors and the Umlazi Township community with regards to the provision of housing?

Very good	
Good	
Neutral	
Weak	
Fair	
Can't decide	

9. What is your opinion of the community participation strategies by the eThekweni Metropolitan Municipality with regards to housing provision?

Very good	
Good	
Neutral	
Weak	
Fair	
Can't decide	

10. To what extent does community participation strategy of your local municipality achieve its objectives of engaging community members in housing delivery decisions?

Very good	
Good	
Neutral	
Not good	
Poor	
Can't decide	

11. How would you rate the Integrated Development Plan (IDP) of your local municipality with regards to housing provision?

Very dissatisfied	
Somewhat dissatisfied	
Neither satisfied nor dissatisfied	
Somewhat satisfied	
Very satisfied	
Can't decide	

12. What did you expect from the eThekweni Metropolitan Municipality as far as housing provision is concerned?

What is delivered	
More than what is delivered	
Less than what is delivered	
Gradual improvement of what is delivered	
Can't decide	

Thank you for participating in this survey

MPARESEARCH PROJECT

PROJECT TITLE: An Evaluation of eThekweni Metropolitan Municipal Service Delivery Protests, with Emphasis on Umlazi Township

UHLA LWEMIBUZO YABAHLALI BASEMLAZI

Beka umaka ebhokisini ekuyilo

ISIGABA A: UKUNGAWE

1. Ubulili

Ubulili	Owesilisa		Owesifazane	
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2. Ibala

Ibala	African		Indian		Coloured		Omhlophe	
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3. Iminyaka

Iminyaka	18 - 25	26-30	31-35	36 - 45	46 - 55	56- 60	57 -
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4. Okuphathelele nokufunda kwakho

Izinga lokufunda kwakho	Angifundile		Nginemfund o yamazinga aphansi	Nginemfund o yamazinga aphuzudlwana		Nginemfund o yamazinga aphezulu		Okunye	
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5. Okuqondene nomsebenzi

Usebenzaphi	Angisebenzi		Ngisebenze la inkampani ezimele		Ngisebenzel a uhulumeni		Okunye	
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ISIGABA B: OKUQONDENE NOKULETHWA KWEZIDINGO ZOMPHAKATHI

6. Uthini umbono wakho ngokukwkhwa kwezindlu eMlazi?

Kangaphezulu kwebengikulindele	
Kuyilokho ebengikulindele	
Anginambono	
Ngigculisekile ngakho	
Angigculisekile ngakho	
Angikwazi ukuhlulela	

7. Ake usitshele ukuthi ugculiseke kangakanani ngokuzibophezela kuMkhandlu waseThekwini ukuthi ulethele umphakathi waseMlazi izindlu ezisezingeni eliphezulu.

Angigculisekile nhlobo	
Angigculisekile, kodwa akufani	
Hhayi, kuyafana nje	
Ngicishe ngigculiseke	
Ngigculiseke kakhulu	
Angikwazi ukunquma	

8. Uthini umbono wakho ngobudlelwano phakathi kwamakhasela omKhandlu nomphakathi waseMlazi uma kukhulunywa ngokwakhiwa kwezindlu?

Buhle kakhulu	
Buhle	
Anginambono	
Buntekenteke	
Busezingeni	
Angikwazi ukunquma	

9. Uthini umbono wakho ngezindlela ezisetshenziswa umKhandlu waseThekwini ukuze umphakathi ube neqhaza uma kukhulunywa ngokwakhiwa kwezindlu?

Buhle kakhulu	
Buhle	
Anginambono	
Buntekenteke	
Busezingeni	
Angikwazi ukunquma	

10. Kusiza kangakanani ukuthi kube neqhinga elisetshenziswa umKhandlu waseThekwini lokuthi umphakathi waseMlazi ubambe iqhaza ezindabeni eziphathelele nokwakhiwa kwezindlu ukuze kufezeke izinhloso zomKhandlu ngokwakhiwa kwezindlu?

Kuhle kakhulu	
Kuhle	
Anginambono	
Abubuhle	
Bubi	
Angikwazi ukunquma	

11. Ulubeka kuliphi izinga uhlelo lokuthuthukisa umphakathi lomKhandlu waseThekwini um kukhulunywa ngokwakhiwa kwezindlu?

Angigculisekile nhlobo	
Hhayi, ukafani	
Anginambono	
Ngigculisekile nje	
Ngigculisekile kakhulu	
Angikwazi ukunquma	

12. Yini obuyilindele uma kukhulunywa ngokwakhiwa kwezindlu wumKhandlu waseThekwini?

Lokho asebekwenzile	
Okungaphezulu kwalokho asebekwenzile	
Okungaphansi kwasebekwenzile	
Ukuthi kuya kube gcono ukwakhiwa kwezindlu	
Angikwazi ukunquma	

Thank you for participating in this survey

MPA RESEARCH PROJECT

PROJECT TITLE: An Evaluation of eThekweni Metropolitan Municipal Housing Delivery with Specific Reference to Umlazi Township

INTERVIEW SCHEDULE FOR eThekweni Metropolitan Municipal OFFICIALS

SECTION A: BIOGRAPHICAL INFORMATION (Please tick (✓) the appropriate box below)

1. Gender

Gender	Male		Female	
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2. Race

Race	African		Indian		Coloured		White	
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3. Age

Age	18 - 25	26-30	31-35	36 - 45	46 - 55	56- 60	57 -
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4. Educational Background

Level of Education	No Education		Primary Education		Secondary Education		Tertiary Education		Other	
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5. Employment status

Status	Unemployed		Private		Public		Other	
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SECTION B: SERVICE DELIVERY INFORMATION

6. Provide a brief overview of the municipal processes involved in delivering houses to Umlazi communities. -----

7. What has been the feedback of the community about houses provided by the eThekweni Metropolitan Municipality? -----

8. What strategies have been implemented by the eThekweni Metropolitan Municipality to deal with negative feedback about housing provision?

8. What are the challenges experienced by the eThekweni Metropolitan Municipal officials in providing houses to Umlazi Township?

10. Provide a brief explanation of the community participation strategies employed by the eThekweni Metropolitan Municipality to Umlazi Township as far as housing provision goes.

11. Who are the external municipal service delivery stakeholders, and what is their role in housing provision?

Thank you for participating in the survey

UNIVERSITY OF KWAZULU-NATAL
Public Governance School

Research Project
Researcher: Bheki Hlophe - 061 283 2257
Supervisor: Dr SI Zondi
Research Office: Ms. M Snyman (031 260 8350)

Dear Respondent,

I, am WB Hlophe, an MPA student, at the Public Governance School, of the University of KwaZulu-Natal. You are invited to participate in a research project entitled: **An Evaluation of eThekweni Municipal Housing Delivery with specific reference to Umlazi Township.** The aim of this study is to: Evaluate the housing provision by the eThekweni Municipality, with Emphasis on Umlazi Township.

Through your participation I hope to understand the reasons for the protests, and how these relate to service delivery. The results of the survey are intended to contribute to the improvement of service delivery in the area concerned.

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. There will be no monetary gain from participating in this survey. Confidentiality and anonymity of records identifying you as a participant will be maintained by the Public Governance, UKZN.

If you have any questions or concerns about completing the interview or about participating in this study, you may contact me or my supervisor at the numbers listed above.

This interview should take about 20 minutes to complete.

Sincerely

Investigator's signature...

Date 17 August 2018



School of Management, IT & Governance
College of Law and Management Studies

December 2, 2016

TO WHOM IT MAY CONCERN

PERMISSION TO CONDUCT RESEARCH

Research students undertake projects that invariably involve the collection of empirical data from organisations. In this way students are given the opportunity to investigate and report on the practical issues facing organisations in real life settings. Typically, this project necessitate data gathering by paper-based questionnaires or interviews.

Wellington Bhukumuzi Hlophe (Student No.: 8933909) has chosen to do a research project entitled:
An Evaluation of Municipal Service Delivery Problems in the Local Government with a Particular Emphasis to Umlazi Township

Supervisor name: Dr. SI Zondi Supervisor telephone number: 031 260 8247

Supervisor e-mail address: Zondisa@ukzn.ac.za

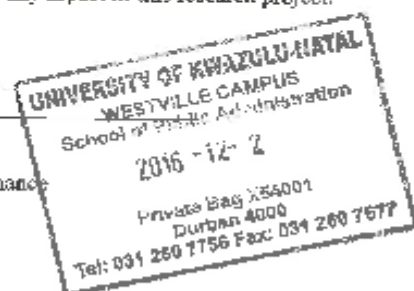
The student has identified your organisation as an excellent site for the study.

Your assistance in permitting access to your organisation for the purposes of this research is most appreciated. Please be assured that all information gained from the research will be treated with the utmost circumspection. The student will strictly adhere to confidentiality and anonymity.

I am available at any stage to answer any queries and/or to discuss any aspect of this research project.

Thank you for your assistance in this regard.


Bachelors & Higher Degrees: School of Management, IT & Governance
University of KwaZulu-Natal - Westville Campus



**The School of Management, IT and Governance
College of Law and Management Studies**

12 The Hill
185 Sherwell Ave
Boskruin
2188
18 March 2020

To whomever it may concern:

This letter serves to confirm that I worked as the proof reader and language editor on Wellington Bhekumuzi Hlope's Master's thesis:

An Evaluation of eThekwin Municipality Housing Delivery with
Specific Reference to Umlazi Township

In no way did I change the content.

Yours faithfully



Ethel Ross (BA Hons; H Dip Ed)

clanross@icon.co.za

083 954 5412



HUMAN SETTLEMENTS & INFRASTRUCTURE HUMAN SETTLEMENTS Unit

3rd Floor, Shell House,
221 Arden Lane, bde Elund, Durban
PO Box 3608, Durban, 4000
Tel: 031 311 3305, Fax: 031 311 3463

19 November 2018

Durban University of KwaZulu-Natal
School of Management, IT and Governance
Westville Campus

To whom it may concern:

Ref: REQUEST FOR PERMISSION TO CONDUCT A STUDY ON

AN EVALUATION OF ETHEKWINI MUNICIPAL HOUSING DELIVERY WITH SPECIFIC REFERENCE TO UMLAZI TOWNSHIP

On behalf of the eThekweni Municipality Human Settlements Unit, I hereby approve that Mr Hilophia may conduct his research on the above mentioned topic.

I am satisfied with the research aim and method to collect data; however, this is subject to the respective community members agreeing to being interviewed. All analysis, results, conclusions, recommendations, etc to be submitted to eThekweni Human Settlement Unit for comments, and response prior to being submitted. Lastly, we look forward to the analysis and final product of the research.

Permission to collect and use data granted by:

Name: Bulelwa Magudu

Signature: 

Position in eThekweni Municipality: Researcher: Research and Policy



08 November 2018

Mr Wellington Bhukumuzi Hlophe (8933909)
School of Management, IT & Governance
Westville Campus

Dear Mr Hlophe,

Protocol reference number: HSS/1693/018M

Project title: An evaluation of eThekweni Municipal Housing delivery with specific reference to Umfazi Township

Provisional Approval - Expedited Application

I wish to inform you that your application received on 03 September 2018 in connection with the above, has been granted provisional approval, subject to the following:

- Gatekeeper permission letter(s) obtained

Kindly submit your response to Professor Shenuka Singh (Chair) Research Office (Ethics Section), as soon as possible.

This approval is granted provisionally and the final approval for this project will be given once the above condition has been met. Research may not begin until full approval has been received from the HSSREC.

Yours faithfully



Professor Shenuka Singh (Chair)

/ms

cc Supervisor: Dr Sakhile Zondi
cc Academic Leader Research: Professor Isabel Martins
cc School Administrator: Ms Angela Pearce

Humanities & Social Sciences Research Ethics Committee

Professor Shenuka Singh (Chair)

Westville Campus, Govan Mbeki Building






Postal Address: Private Bag 2054001, Durban 4000

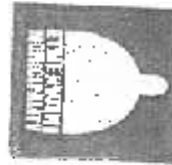
Telephone: (27) 031 260 0557/0552/4557 Fax/mobile: +27 (0) 31 260 4309 Email: shenuka.singh@ukzn.ac.za / ismartins@ukzn.ac.za / angela.pearce@ukzn.ac.za

Website: www.ukzn.ac.za



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Project Name
Project No.
Date

INSPECTION FORM

☒ Pass

☒ Fail

N/A

Not Applicable

Unit

Slab

Walls

Doors & Window
Frames

Roof

Plumbing

Electrification

Completion
Plastered, Paint, Numbered,
Ceiling, Doors

General Cor

Name of Inspector

Signature

Date

Organization

Ministry of Housing and Urban Settlements Department

KZN Human Settlements Department

Total Units Approved

PROCURE
INFRASTRUCTURE
How
37, Derby St
721 Avon Park 5100, Dur
P.O. Box 3878, Dur
Tel: 031 313 3031, 3031 02
WWW.CA

13 April 2021

Mr Wellington Bhekumuzi Hlophe (8933909)
School of Management, IT & Governance
Westville Campus

Dear Mr Hlophe,

Protocol reference number: HSS/1693/018M

Project title: An evaluation of eThekweni Municipal Housing delivery with specific reference to Umlazi Township
Amended title: An evaluation of eThekweni Metropolitan Municipality low-cost housing delivery with specific reference to Umlazi township

Approval Notification – Amendment Application

This letter serves to notify you that your application and request for an amendment received on 29 March 2021 has now been approved as follows:

- Change in title

Any alterations to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form; Title of the Project, Location of the Study must be reviewed and approved through an amendment /modification prior to its implementation. In case you have further queries, please quote the above reference number.

PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

All research conducted during the COVID-19 period must adhere to the national and UKZN guidelines.

Best wishes for the successful completion of your research protocol.






Yours faithfully



.....
Professor Dipane Hlalele (Chair)

/ms

Humanities & Social Sciences Research Ethics Committee
UKZN Research Ethics Office Westville Campus, Govan Mbeki Building
Postal Address: Private Bag X54001, Durban 4000
Tel: +27 31 260 8350 / 4557 / 3587
Website: <http://research.ukzn.ac.za/Research-Ethics/>

Founding Campuses:  Edgewood  Howard College  Medical School  Pietermaritzburg  Westville

INSPIRING GREATNESS

TOPSTRUCTURE COMPLETION CERTIFICATE – ROOF AND COMPLETION

	12(b)
5	13
	14(a)

Project Name: Umlazi Infill Phase 1 Part 4
 Project Number: K2020012
 Developer: ETHEKWINI MUNICIPALITY
 Claim No:

I, Thokoza Bulose the undersigned
 (Name of Building Professional)
 do hereby certify that:

a) Completion of top structure

The top structure has been completed in a satisfactory manner, in accordance with the building specifications stipulated within the agreement of sale between the seller and the purchaser, as approved by the KwaZulu-Natal Department of Human Settlements.

SECTION: 57A	SITE No. 57A
--------------	--------------

Signed at PINETOWN on this 13 day of December - 2017
 (Day) (Month)- (Year)

Signature
 Structural Engineer (BSc, Eng. GDE)
 Reg. No. 20050182 (ECSA)

Thokoza Bulose
 Name of signatory

Signed at Durban on this 13 day of December - 2017
 (Day) (Month)- (Year)

Signature
 Municipality Building Inspector

MN Mkhize
 Name of signatory

FOR OFFICIAL USE		
Data captured by: Name:	Signature:	Date:
Verification by: Name:	Signature:	Date: