

UNIVERSITY OF KWAZULU-NATAL

**AN ASSESSMENT OF A SUSTAINABLE HUMAN SETTLEMENTS STRATEGY IN
CREATING A QUALITY LIVING ENVIRONMENT: A CASE OF ETHEKWINI
MUNICIPALITY**

by

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Administration**

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DECLARATION

I, **Bongekile Yvonne Charlotte MVUYANA**, declare that

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I wish to thank my Lord God Almighty and my Saviour, for giving me the strength and courage to prepare this document to the best of my ability. If it wasn't for Him I wouldn't have finished my work, all Glory and Honour should be given to Him.

I wish to dedicate this work to my late parents John and Eslinah Makhanya, though you are gone but your spirit lives. Thank you to my mother-in-law Lephinah Mvuyana for the support she gave me during my years of study.

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ABSTRACT

Various factors complicated the process of urban transformation in South Africa – these included the legacy of apartheid, legislation and settlement planning, private sector investment decisions, political and economic transition, and inter-governmental relationships, government capacity, and financial constraints. The lack of service delivery, more particularly, at local government sphere, is one of the conflicts among policymakers and development planners. Different strategies have been implemented by the South Africa government to address this lack and absence of service delivery in housing provision. The main objective of the study was to identify the interventions that the eThekweni Municipality has engaged in, and whether or not they have contributed to improving quality living environments of poor households. The Housing Act of 1997 defines housing development as the establishment and preservation of houses fit for human habitation, and secure and sustainable public and private residential environments to ensure viable households and communities. These houses should be built in areas enabling suitable access to economic opportunities, health, educational and social amenities.

The study examined the processes and procedures for promoting integrated housing strategy in local government in order to create a quality living environment in post-apartheid South Africa. The study is in qualitative in nature and data was collected from members of the Cornubia community and officials from the eThekweni Municipality and KwaZulu-Natal Department of Human Settlements. The study was able to indicate problems that the municipality has encountered and strategies embarked on to ensure that the right to adequate housing is fulfilled. The study, through its findings has reflected the challenges that the Municipality is facing in the provision of houses, as some of the houses provided do not have facilities as expected, to complete human settlements. Against this background, the study recommends the need for a change in the processes followed by municipalities in housing provision, in order to ensure that the human settlements mandate is achieved. Hence, the new framework proposes that an appropriate legislative and policy framework for planning be developed to support the operation of an efficient, effective and transparent planning system. This framework can afford departments an opportunity to align their vision, mission, strategic plans and operational plans. The framework further provides for the importance of awareness programmes amongst communities and in building capacity in communities. Housing policy reforms are a key in addressing human settlements problems in South Africa and meeting the current backlog.

Keywords: adequate housing, integrated human settlements, sustainable human settlements, sustainable development, and quality living environment.

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CHAPTER ONE

INTRODUCTION AND OVERVIEW

1.1. INTRODUCTION

The major challenge facing the ANC-led government has been the same challenge that society has been faced with – that is addressing the imbalances of the past in housing provision. The legacy of repression and discrimination has led to the disorganisation of most black families in terms of their societal living and wealth generation. During the colonial and apartheid era, service delivery and societal structures were twisted which not only resulted in the challenges of establishing new democratic forms of governance, but of primarily transforming society (Kotze, 2010). The fast rate of urbanisation, the formation of new households and past-culturally based design have hindered the provision of affordable, suitable accommodation to poor households as articulated by the Socio Economic Rights Institute of South Africa. It has led to an increasing numbers of people residing in informal dwellings in South Africa. Statistics South Africa has indicated that, 79.3 % of urban households live in informal dwellings, 13.9% of urban households live in informal dwelling, while 5.6% live in traditional dwellings (Bosman, 2014).

The National Development Plan (NDP) (2012), outlines the ills and tenacious class and inequalities in South Africa's inner-city topography. In some instances, housing policies have, since 1994, perpetuated the spatial divide by building houses for low-income earners on the edge of cities, far away from the hub of economic activity. According to Kihato (2014), settlement designs ought to address the desires and preferences of citizens, by considering wider societal, eco-friendly and economic securities. The long distances travelled by communities to centres of economic activities need to be shorter. This can be done by ensuring that majority of workers reside closer to their places of employment, and that there is a safe public transportation, which people can rely on, inexpensive and energy efficient. This can be achieved through creating solid and more habitable cities and towns (Kihato, 2014).

The Department of Human Settlements has acknowledged that in South Africa, houses continue to be built without considering preplanning requirements which are necessary for establishment of towns and the essential infrastructure and amenities which permits for functionality and sustainability. These settlements continue to be fragmented and the poor households are placed in remote areas (Department of Human Settlements, 2015). The current

approach on housing provision, which focuses on the provision of state-subsidised houses, has not brought a solution to the existing and future backlog – therefore financial sustainability in relation job opportunities, education, and other factors needs to be considered. As noted by the Department of Human Settlements, an alternative development and delivery strategy, which includes the upgrading of informal settlements, the increased rental stock and improving the right of entry to housing opportunities has also not yielded the desired results (Huchzermeyer, 2006). In order for any municipality to address housing backlog, it is necessary to have an integrated human settlements strategy aimed at creating quality living environment for communities.

The rapid growth of urban populations further leads to financial strain and creates an ever-increasing demand for public services, new public infrastructure, and maintenance. International housing literature reflects diverse outcomes in the proportional efficacies also disparities in housing between (Pugh, 1992). The author argues that housing provision benefits lower-income earners, with more disparities in high-class housing. In industrialist countries, housing inequalities reflect the structural disparity in the economic system (Pugh, 1992).

Aluko (2010) maintains that urbanisation should be regarded as a subjective concept as interpreted by different authors, which should be defined, based on its purpose and its principles. Urban settlements in European countries should satisfy other conditions in order for them to be declared as such. These conditions should include administrative, educational, provision of services, commercial, and in other cases, industrial centres. The United Nations (2007) has reported that the urban population in the world has grown from 29.6 percent in the 1950s to 54 percent in 2015. However, according to the United Nations Habitat (2015), this growth is expected to increase by more than 6 percent by 2030. Push and pull factors such as poverty and unemployment and the pull factors being technology, greater opportunities and better facilities such as better schools, health care facilities and job opportunities have contributed to rapid urbanisation in cities (Aluko, 2010).

The United Nations Human Settlements and United Nations Economic and Social Commission (2008) reiterates that housing comes in all shapes and sizes – from blocks of low, medium or high rise flats, rental homes, row-houses and free standing houses. In order to cater for a wide range of housing requirements for the increasing population, cities should provide a steady supply of new housing and increase the existing supply. As time goes by these houses need to be repaired or replaced. The rising urban challenges are some of the problems that cities have

been faced with, which they have failed to tackle. Cities provide a basis for the growth of the economy and advancement, but also contribute towards urbanising poverty. Economic growth in cities has not been able to keep up with the rate of the influx of people to cities (Cities Alliance, 1999). According to Pillay, Tomlinson and du Toit (2006) as cited in Magida (2013), during the democratic elections in 1994 an enormous need arose for city dwellers to have right of entry to housing and additional amenities. Meanwhile, the migration of people to cities created a backlog in housing allocation. The insufficient municipal outflow, the inconsistencies in spatial planning associated with the apartheid cities, the fight against past local government structures, the increasing unemployment rates, and numerous numbers of destitute families have become the order of the day (Ramshamole, 2012).

South African's housing policies have concentrated on reasonably remarkable attention - that is its attention is on delivering formal housing. In the process, the ideal of being people-centred became lost, as focus has been on implementing policies, through market actors. These houses were constructed by profit-driven professional developers. It is still happening in South Africa, notwithstanding the outwardly promising, unique characteristics of housing policies (Bradlow, Bolnich & Shearin, 2011). Ilesanmi (2012) attests to the fact that housing is one of the fundamental inevitabilities of mankind, which has a major impact on the health and wellbeing of an individual. The world has recognised that sufficient and reasonable housing is key to enjoying a decent life, and that it is a vital requirement for a well-organized labour force, and provides basis for satisfactory community life. If government wants to restructure a society and eradicate poverty, housing provision must be used as an important tool for development (Mzini, Masike & Maoba, 2013).

According to Tomlinson (2007), South African housing policies were formulated through consultation with relevant stakeholders which, gave rise to debates around the location of the houses that should be provided, whether incrementally, as well as the possibility that financial institutions could give finance to those that are accommodated in the subsidy scheme. What was key at the time was the distribution of a once-off capital subsidy. It was available to all families with a joint income of less than R3 500 per month. The maximum amount of the subsidy in 1994 was R12, 500, which has increased to R31, 879 in 2005 (Tomlinson, 2007). The Department of Housing was able to provide 1,877,958 housing units which, by 2006, were either constructed or under construction. The White Paper on Housing (2007) introduced the fourth subsidy scheme – which was the lowest income band, to the already existing three subsidy bands (Department of Human Settlements, 2015), each receiving a different amount:

“R0 – R800 (R15 000), R801–R1 500 (R12 500), R1 501–R2 500 (R9 500) and R2 501–R3 500 (R5 000). In 1998 the subsidy amount of R12 500 for the second-lowest income band was increased to R15 000. The third increase came in 1999 (R16 000), and the latest change was made in 2002, when the subsidy reached R20 300” (DHS, 2014:19).

The South African Constitution of 1996 gives each sphere of government the powers to describe and express its own distinctive character. It further indicates that all spheres of government are distinct, reliant on each other and interconnected in the manifestations of governmental authority. Hence, the functions of the different spheres of government are stipulated in the Constitution of the RSA of 1996. Cooperative governance, rather than competitive political conduct, facilitates inter-governmental cooperation, and is precipitated by the division of powers (Devenish, 2005). In South Africa, as is the case in all other developing nations, the emphasis has now been on a high degree of service delivery and development. Various methods have been implemented by the government of South African to address the lack of service delivery in the provision of housing. To this effect, the emphasis has been on development, which suggests that the services should best be delivered at local authorities’ level, closest to the people (Tshishonga & Mafema, 2012). Tshishonga and Mafema (2012) further argue that a number of policies, and developmental programmes, have been introduced and employed by the new democratic government.

The Housing Act 107 of 1997 stipulates government’s commitment to provide sustainable human settlements to the masses, meant at improving the quality of life for poor households. While government aims at providing quality housing together with basic services, this measure has cost implications for the poor, due to other external factors such as unemployment, increased transportation costs, poor access to amenities (Department of Housing, 1997). The Housing Act further put emphasis that housing must be recognised as a shelter which is enough to realise a basic human need. It also emphasises housing as both a product and development a product being human advancement; as a vital part of integrated development planning; and lastly, socio-economic well-being of the nation (Mnguni, 2011). According to South African Human Research Council (2002), the right to adequate housing is regarded as the most significant basic human right and is recognised in most global human rights instruments and agreements. SAHRC further attest that the state favourable conditions must be created for all inhabitants, notwithstanding their economic position to access reasonable housing. As a result, the Breaking New Ground introduced a movement from the previous strategy which was based

on a demand quality based policy but reinforced the vision of achieving a “non-racial, integrated society through the development of sustainable human settlements” (Department of Human Settlements, 2015). DoH reaffirmed its obligation to distribute quality and inexpensive housing by:

“accelerating the delivery of housing as a key strategy for poverty alleviation; using housing provision as a major job creation strategy; ensuring that property can be accessed by all as an asset for wealth creation and empowerment; leveraging growth in the economy; combating crime, promoting social cohesion and improving the quality of life for the poor; supporting the functioning of the entire single residential property market to reduce duality within the sector by breaking the barriers between the first economy residential property boom and the second economy slump; and using housing as an instrument for the development of sustainable human settlements, in support of spatial restructuring” (BNG, 2004:9).

Hence, the former President of RSA Jacob Zuma, in his 2009 State of the Nation Address, announced that future Human Settlements in South Africa should contain the development of suitably-located housing which is reasonable, and accommodate for decent human settlements. This brought an understanding that human settlements do not only refer to the provision of houses, but go beyond that. Cities and towns should be converted as this would ensure efficiency, inclusion and sustainability, therefore access to sports and recreation facilities ensures community development and inclusion (The Presidency, 2009). Section 7 of the Housing Act of 1997 stipulates the functions of provincial government in housing provision must be done in consultation with provincial organisations representing municipalities and they should do everything to expedite and support the provision of adequate housing in provinces (Department of Housing, 2007).

There are many factors at local level that have complicated the process of urban transformation in South Africa – these include the “legacy of apartheid, legislation and settlement planning, investment decisions by the private sector, political and economic transition, and inter-governmental relationships, government capacity, as well as financial constraints” (Engelbrecht, 2008: 4). According to the DoH provincial government must ensure that the “constitutional right to adequate housing in the province is met through the creation of a provincial housing policy that is informed by the national policy. Furthermore, the provinces

are required to accredit municipalities to support and strengthen their capacity to implement housing programmes” (Department of Housing, 2007).

Tomlinson (2011) argues that during the 10-year review, poverty has been defined as involving three critical magnitudes – that is income, human capital and assets. These indicators assist in emphasising a wide representation of the experiences of being impoverished, in terms of deficiency in relation to basic needs, susceptibility, and feebleness. Tomlinson (2011) argues further that asset poverty is attributed to the insufficient access to resources by individuals, families and communities, including poor housing, the insufficient establishment of suitable infrastructure and the insufficient provision of basic services. Hence, Tomlinson further contend that the BNG has advocated the accreditation, of metropolitan cities, secondary cities; and eventually, all municipalities to ensure that they are competent to undertake the obligation of housing development; by affirming that municipalities undertake overall obligation for housing programmes in their areas, through decentralisation of accountability and resources to municipalities (Tomlinson, 2011).

Ndinda, Uzodike and Winaar (2011), indicate that the Housing Act 1997 requires municipalities to develop housing within their jurisdiction incrementally. Municipalities have an obligation to find suitable land for housing development, and develop infrastructure such as roads, street lights, water and reticulation, drainage and sanitation, organise waste removal and produce and preserve a public environment which is beneficial to housing development on such land (Ndinda, et al., 2011). Section 152 of the Constitution, provides the objects of local government as to: “provide democratic and accountable governance for local communities; ensure the provision of services to communities in a sustainable manner; promote social and economic development; promote a safe and healthy environment; and encourage the involvement of communities and community organisations in matters of local government” (Tissington, 2011). Modisha and Mtapuri, (2013) reaffirms the provision made in the Constitution which requires local government to provide sustainable services to communities, provide shared support and economic development, foster peace and a healthy environment, while at the same time encouraging community participation and sector-based community organisations, in order to promote a democratic and accountable government. Section 153 further summaries the developmental duties of municipalities as (a) that a municipality must: “structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of

the community; and participate in national and provincial development programmes” (RSA, 1996).

Maserumule (as cited in Modisha & Mtapuri, 2013) further asserts that due to this municipalities are no longer a mechanism that can be used to address service delivery, but are also entrusted the responsibility of acting as agents of economic development in their areas of jurisdictions. Therefore, one can further argue, without doubt, that local government is now principally in authority for realising policies in a developmental manner. According to Atkinson (2001), the White Paper no 27 of 1998 on Local Government was based on the concept of a developmental local government that is dedicated to working with people and organisations within the community. This should be done with the aim to find sustainable ways to meet their societal, economic and measurable requirements. Atkinson further attest that for local government to achieve this, it has to deal with challenges of relating to the many inexperienced councillors, party political contestations and the relationships between councillors and officials (Atkinson, 2001).

Therefore, Housing Policy and Strategies adopted after 1994 focused mainly on stabilising the environment, which had been unstable due policies of apartheid. These newly-adopted policies were aimed at converting the tremendously disjointed, complicated and racially-based financial and institutional framework, which was inherited from the apartheid government. This led to the instituting of new arrangements to ensure efficient delivery of services and reduce the housing backlog (Engelbrecht, 2008).

Thus, this study was able to reflect on the problems that the municipality has encountered, as well as the current strategy that the municipality has embarked on to ensure that the right to adequate housing becomes a reality. This study therefore, provided responses as to whether or not there has been an improvement in the welfare of the beneficiaries after accessing these houses. Lastly, the study was able to ascertain whether there was community involvement in the allocation of houses to the beneficiaries before relocations are conducted by the municipality. To this effect, the researcher developed a proposed framework for the eThekweni Municipality to ensure that all actors – that is planners, policy makers, policy implementers and communities are afforded the space to participate and contribute to an integrated human settlement strategy in order to advance the quality of life of beneficiaries. Should one of the actors compromise its role, chaos may ensue, thus leading to service delivery protests by the dissatisfied masses. Government’s failure to implement policies may be directly attributed to

role players who renege on their responsibilities. Therefore, this chapter provides an introduction of the entire study – that is the background, problem statement for the study, justification of the study, motivation of the study, research problem, objectives as well as implications of the research questions; the literature reviewed; conceptual framework, as well as the research methodology employed in collecting the data and lastly, the contributions of the findings of the study to the existing body of knowledge.

1.2. BACKGROUND OF THE STUDY

Post-1994 housing delivery was placed at the top of the agenda of the newly-elected government. Consequently, the 1994 White Paper on Housing provided for about 3.7 million houses to be delivered, ranging from houses subsidised by the state and rental housing (South African Cities Network, 2014). The provision of housing, requires that all spheres of government to encourage the creation, development and maintenance of socially and economical sustainable communities (Naidoo, 2010). Naidoo further argues that the Act further states that a safe and healthy environment should be provided in order to guarantee that people residing in these areas are not exposed to unhealthy conditions. It further indicates that government have a duty to encourage the meeting of different housing needs, as well as the needs of those living with disabilities (Naidoo, 2010). The Presidency (2010), have acknowledged that municipalities since 1994, through the national housing programme, managed to deliver 220 000 houses per annum. Households considered for such opportunities are those whose members earn between R3 500 and R 12 800 combined. Furthermore, families considered are those excluded from the full subsidy, as well as those that are not being catered for by mortgage financed housing market (The Presidency, 2010: 5).

Housing programmes projected places, with emphasis put on inner-city regeneration, integrated land development, compactness housing, and improving settlement quality. The eThekweni Municipality, in fulfilling the mandate from the national government, has engaged in the process of building low-income houses and relocating people to new areas, with the hope of bringing down the numbers of persons residing in informal settlements (IDP, 2015/16). The 2006 Integrated Housing Development Plan, was aimed at creating “sustainable human settlements in the eThekweni Municipality, with a view to ensuring that by 2015 all residents would have access to housing opportunities, which would include secure tenure, basic services and support in achieving incremental housing improvement in living environments with the requisite social, economic, and physical infrastructure” (eThekweni Housing Sector Plan,

2012). Hence, the municipality's plan to ensure that all residents would have access to housing opportunities in 2015 did not materialise, as the municipality was faced with endless challenges, with the housing backlog that continued to increase (IDP, 2006/2007). Thus, outcome 4 in the IDP addresses issues of societal disproportions in the delivery of services and the maintenance of community facilities. As a result, provision of such services should not be confined to the delivery of housing, but should also include community amenities and facilities, and the operations and preservation of such facilities (eThekweni Housing Sector Plan, 2012).

The municipality's IDP, emphasis the commitment of considering providing a shelter its priority. The municipality has been able to provide 180 000 homes for the poor, at the same time acknowledging that eradicating the housing backlog takes time (IDP, 2016/17). Scholars such as Charlton (2009), Sutherland, Robbins, Scott and Sim (2013), as well as the DoH (2004) attest to the fact that in South Africa housing delivery post-1994 was guided by the Housing Policy and Strategy, and that the programme has been able to provide state-subsidised, large-scale housing for the majority of disadvantaged people. The critical part is that the strategy integrated sustainable human settlements has not been able to fulfil its intended objectives (Sutherland, Sim & Scott, 2015). Critical to this is the fact that houses built did not reconstruct the displacements created by policies of apartheid. As a result, the municipality had to ensure that the Cornubia project as a national priority was facilitated in accordance with guidelines from the National DHS. Initially, particular settlements were identified, as the aim was to address the housing backlog that the municipality was faced with at that particular time. The informal settlements, which were to be prioritised, were those within close proximity. The Municipality was to ensure that communities were housed in habitable, cost-effective and sustainable housing. This in turn, would contribute to urban renewal, regeneration, and the social and economic growth of the city (eThekweni, 2015).

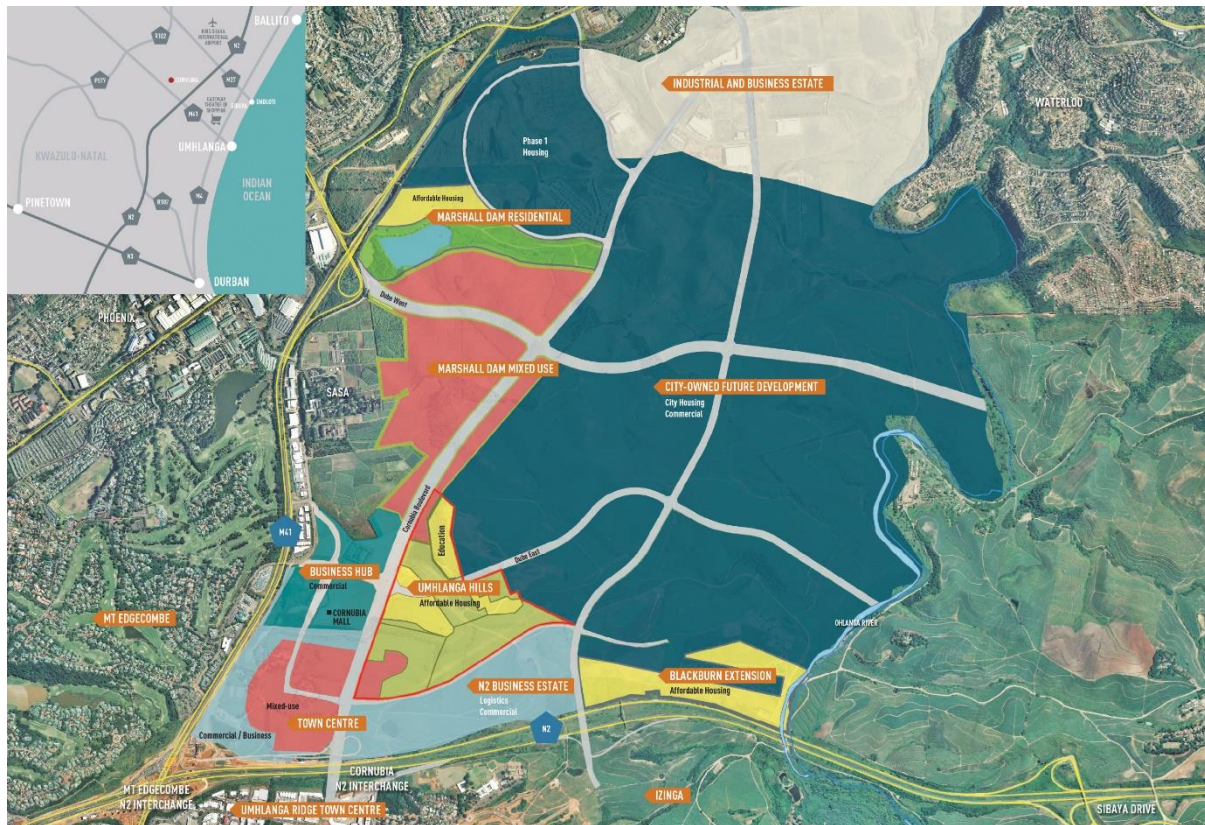
Sutherland et al. (2015) indicates that around the 2000's the eThekweni Municipality witnessed the leadership moving towards the direction of promoting innovative urbanism in the City. This move was very crucial to the city, as it was to fast-track economic growth, while at the same time, improving the tax base. This was to be achieved through the development of mega projects in the inner city. The move was planned in partnership with private developers. Tongaat-Hullet Developments (THD) and the eThekweni Municipality identified mixed-use projects, which comprised large-scale housing components to improve economic growth, produce employment, address housing backlogs, and assist in creating integrated human settlements (Sutherland et al., 2015). Often, public-private conglomerates push away

communities in the decision-making process. In most cases, consultations are between the public and private partners, and are normally conducted in private settings, with little input from people at grass root level (Lombard, 2013). Even with the case of Cornubia, negotiations took place between municipal officials and Tongaat-Hullet.

These following are the key objectives of the Cornubia as identified by the eThekwini Municipality:

“Make a key contribution to building, consolidating and integrating the social and economic base of the northern region of eThekwini; Ensure a sustainable mixed use, inclusionary mixed income development that maximizes economic opportunities for future residents and investment; Create value by maximising the potential of the land through public-private partnerships so that the development of the land delivers a positive and a balanced economic, environmental and social return that is both financially sustainable and contributes to redressing inequalities; Position eThekwini as a leader, innovator and promoter of integrated visionary planning and development; and To use the opportunity for creating substantial Black Economic Empowerment opportunities in property development ownership and urban management” (eThekwini Municipality, 2015).

Figure 1.1: Cornubia Industrial, Business Estate & BNG Housing



Source: www.cornubia.co.za

The above diagram indicates municipality's plan on Cornubia as a mixed-use project consisting of industrial, business estate and BNG housing. The plan indicate the catalytic development which pioneers the model of integrating industrial, commercial, residential and open space usage in South Africa (www.cornubia.co.za). In fulfilling National Priority, Cornubia was to receive funding from the national government, as well as the project management support, which was to benefit Tongaat-Hulett Development directly. Cornubia has been described by all spheres of government as an integrated human settlements project, which required the involvement of all stakeholders, including the other spheres of government (Sutherland, Sim, Scott & Robbins, 2011). Sutherland et al. (2015), indicates the municipality's intentions, through the Cornubia project, which was to redress the disproportions created by the legacy of apartheid, drive economic growth in the northern zone and meet the requests indicated in the BNG. The desires of the BNG have been wedged by the extensive enlargement of the project, the inclusion of different players, other than those from Tongaat-Hulett. Thus the municipality experienced difficulties in meeting the interests of both the pro-growth, as well the poor in the project (Sutherland et al., 2015).

The municipality was to achieve these objectives by creating a stakeholder involvement through the delivery of a stable economic, environmental and social return (Cornubia Framework Plan, 2009). This was to ensure that the project was financially viable and contributed towards redressing the inequalities of the past, while ensuring that the quality of life of the people is enhanced and the value of properties. This was done to contribute to building a combined and integrated societal and economic base of the region. The municipality aimed at ensuring a sustainable, inclusionary mixed used developments that would maximise the opportunities for housing, employment, investment and economic opportunities (Sutherland et al., 2015).

1.3. SIGNIFICANCE OF THE STUDY

The eThekweni Human Settlement Unit's mandate is to facilitate the development of sustainable and integrated human settlements, and to deliver housing opportunities to eligible recipients which will allow them to secure tenure and quality living environments (Integrated Housing Development Plan, 2006). According to the Municipality, quality housing opportunities were to be provided which included the construction of new integrated human settlements and the revamping of houses built by the previous government (IDP 2011/2012). The municipality's understanding has been that Cornubia would integrate principles of integrated human settlement. To this effect, the municipality purchased 517 hectares of the 1 333 ha sites – 15 000 subsidised housing and affordable units were to be built on 337 hectares, which were developable sites. Modifications were made in the proposal to accommodate the concept of a mixed use to include the concept of integrated living (Social Impact Assessment Cornubia, 2015).

Hence, this project was aimed at “leveraging, assembling, and systematically aligning institutional, financial, human and managerial resources. The aim was to be done using creative and innovative methods. Aspects to be considered was the eradication of informal settlements, inter-intra settlement integration, urban restructuring, urban renewal, densification, tenure diversification, improved settlement design, better quality shelter, poverty eradication, as well as responsiveness to livelihood strategies” (Final Environmental Impact Assessment Report, 2011). There is lot that other municipalities can learn from this study since it has investigated the current strategy of integrated human settlements in creating quality living environments. Most municipalities have engaged in the upgrading of informal settlements and this has not yielded the results since the backlog has continued to increase. This study investigated the

current strategy used by the municipality whether or not it has improved the quality of life of communities. The study further indicated the significance of stakeholder involvement in creating quality living environments for communities. The importance of capacitating communities in housing development as it shapes the future of communities was further emphasised in the study.

According to Siswana (2007), public administration is influenced by external conditions and society by solving present and future problems. Thus it involves the coordination of all organised activities having its purposes of implementing public policy. This coordination is an organised activity to all administrative endeavours, public and private, the implementation of public policy factors within the context of public administration. The South African public service as alluded by Naidoo and Kuye is now on cooperative conglomerates and coalitions that would facilitate service delivery in order to meet the societal needs. The public service has been mandated to come up with measures to improve municipal governance, which refers the need to consistent communication and involvement of communities in service delivery initiatives (Naidoo & Kuye, 2005).

According to Naidoo and Kuye (2005), the public service has been able to respond to service delivery contests by exploring and executing different methods of service delivery initiatives. The new trend is for both local and provincial governments to involve public-private partnerships (PPPs) to assist them in meeting their service-delivery objectives. The approach mainly uses the proficiency, investment and managing the capacity of the private sector to improve infrastructure, as well as advancing and extending well-organized services to communities (Naidoo & Kuye, 2005). In South Africa, decentralisation has become the centre and the state arm towards fast tracking service delivery and local development backlogs created by the past segregation and discriminatory apartheid laws and the consequent bureaucracy (Tshishonga & Mafema, 2012). Naidoo and Kuye (2005) further argue that the public service is not only mandated to provide the public with a full range of services, but to make sure that all that falls within its range is achieved. Thus there has been an important shift in the conventional public administration approach, as it suggests that it is not only the obligation of the public sector to provide services, but also to administer that services are provided as expected.

1.4. MOTIVATION OF THE STUDY

The increasing levels of poor service delivery and corruption among public officials and politicians have contributed to triggering uncertainty amongst South African communities. The increased levels of poverty, unemployment and inequality are the results of poor planning policies. Post-1994 democratic elections, the political administration has been able to create the political space through which people, as both citizens and agents of development, participate actively in determining their destiny (Tshishonga, 2011). As such, public officials have an important role to play by recommitting themselves towards creating a society which is free from poverty, unemployment, hunger and starvation.

Integrated human settlements should be aimed at considering walking distance to public transport, closeness to vital social amenities and nodes of high economic activity and the availability of existing bulk infrastructure, hence municipalities should strive at achieving this objective (eThekweni Municipality 2011). Very few researchers have taken this further by engaging with the beneficiaries and obtaining their view-points. Sutherland et al. (2015) conducted a study on the Cornubia mega project development which is a partnership between eThekweni Municipality and Tongaat-Hullet as indicated above. This study revealed the pressures and predicaments between diverse actors and their interests in attempting to dictate this large scale development.

Thus this study identified the gap which exists in large scale projects of this kind where voices of communities are disregarded. The study further looked at the costs and benefits for the beneficiaries once they have access to these houses. This has resulted in the normal movement cycle of people from the informal settlements in that, they start from the shacks and move to stay in the houses provided. Within a short space of time they return to informal settlements, although perhaps not to their original location. The relocation of people by government is an indication that government determines the socialisation circles of the poor. This leads to easy decisions made by shack-dwellers to sell their houses and return to their original places of abode.

1.5. RESEARCH PROBLEM

The housing backlogs that the eThekweni Municipality contends with include backyard informal dwellings and traditional homes that needed to be upgraded. Family formation in

South Africa is rising at a rate of about 3 percent annually. As a result, the municipality is experiencing a rapid inflow of people moving from rural areas to urban areas, where a few of them has the means to provide for themselves in the city (IDP, 2015/16). Poor quality accommodation has caused people not to be able to access basic services such as water, sanitation, refuse removal and electricity. This annual shortage of quality houses has continued to grow and has further contributed to housing shortages. People living in informal settlements continue to be affected by this shortage, the lack of access to basic services, whilst, facing threats of eviction by the municipality (SERI, 2018).

Upgrading informal settlements has been the priority of international development agencies for many decades. Many approaches have been followed, which were aimed at dealing with the increasing number of informal settlements, but these have fallen short of dealing with the issue adequately. It can be affirmed that all attempts have resulted in increasing the numbers rather than reducing them (Huchzermeyer, 2006). Challenges in housing provision, identified by Seekings (2000), Huchzermeyer (2001), Bauman, Bolnick & Mitlin (2001) and Biermann (2004) include: (a) the establishment of townships and construction of houses in the urban peripheries, which placed them far from their places of work; (b) deteriorating infrastructure and houses, which are built of materials of inferior quality; (c) models of freeholding that do not deal with the dynamics of poverty, as well as class distinction amongst the poor; and (d) housing models that are not accommodative of household sizes. This has caused a large number of communities to resort going back to the informal settlements and backyards, where they used to live (Huchzermeyer, 2006).

According to Geobel (2007) the sizes of houses provided by government became a big issue, because they could not accommodate household with many members. As the government continued to build houses in the peripheries, communities were faced with the challenges of rising transport costs from the newly-established townships. This was further aggravated by financial problems which communities started experiencing. There were also environmental concerns regarding the new establishments, which included traffic congestion, which was caused by urban sprawl and land use changes (Goebel, 2007).

In most cases, community protests are caused by poor service delivery and poor public representation at grass root level (Booyesen, 2007). Communities still contend with the lack of adequate housing, which led to chronic problems caused by lack of access basic service delivery – that is the delivery of water, sanitation and electricity, increasing unemployment and

unresponsiveness at local government level. This has further led to a growing number of service delivery demonstrations in black communities across the country (Tissington, 2011). Pithouse (2007), on the other hand, argues that demonstrations by communities are in most cases about right of abode. Social conscience is understood as the measureable benefits of full communal insertion, as well as the right to be taken seriously. Inadequate topographical developments have been the basis for race/class distinction in South African human settlements. Regardless of people being able to access housing through mortgage bonds and other forms of consumer credit, there has been an inclusive process of property assumption that has increased the disproportions in housing delivery (Bond & Mottiar, 2013).

Huchzermeyer (2011), argue that a number of problems have arisen, which have been linked with the extensions in urban areas, compounded by the separation of land uses. This has forced people who live in excluded housing areas to travel to other parts of the city to do shopping, for work, for learners to attend schools and access health facilities. The conversion of the spreading informal settlements and uneven areas to more condensed and resourceful settlements is one of the key approaches municipalities are adopting to make towns and cities viable (Huchzermeyer, 2011). In spite of all these measures housing provision remains a challenge, because of the movement of people back to informal settlements. Urbanisation has remained a challenge in keeping pace with these demands – in spite of a large number of new formal houses built over a decade, the housing backlog is still significant, and is concerted in big towns and cities. The escalating levels of poverty, unemployment and inequality are the results of inadequate planning policies adopted by municipalities (COGTA, 2009). Moreover, the recipients of these houses have never been engaged to ascertain whether the houses provided actually met their needs. These engagements should be between government developers, policy implementers and the communities, to ensure that all actors are represented in decision making.

Human settlement should create an environment, which is highly liveable, and promotes the ongoing process of merging and improving over time. This should be cognisant to the needs of the parties affected, which includes surviving residents, businesspersons and manufacturers, as well as new residents. Each of these parties have their own interests, which should be respected and promoted (CSIR, 2000). It is clear, given the above context, that for some people informal settlements provide a solution to people affected, hence the strategy of relocating beneficiaries to areas which are close to economic opportunities without facilities like schools, clinics, police stations and job opportunities should not be regarded as a solution. Therefore, municipalities

should ensure housing developments are able to address other issues as mentioned above which beneficiaries expect in order for that place to be regarded as a proper settlement where people can work, shop, attend schools, clinics without having to travel long distances, In order to address issues of housing backlog a sustainable integrated human settlements strategy is adopted which ensures that facilities are provided to beneficiaries before communities are relocated to these new areas.

1.6. AIM OF THE STUDY

The study aimed at assessing the sustainable human settlements strategy created by the eThekweni Municipality in creating quality living environment.

1.7. RESEARCH OBJECTIVES

The objectives of the study were:

- To ascertain the current integrated human settlements strategy used by the eThekweni Municipality to create quality living environment.
- To establish the extent of the satisfaction of communities in sustainable settlements strategy used to create quality living environment.
- To ascertain the strategy used by the eThekweni Municipality to address housing backlog in creating a quality living environment.
- To assess the infrastructural development strategy used by the eThekweni Municipality in creating quality living environment.
- To determine the level of involvement of stakeholders in creating a quality living environment.

1.8. RESEARCH QUESTIONS

The study attempted to answer the following research questions:

- What is the current human settlements integrated strategy used by the eThekweni Municipality in creating a quality living environment?
- What is the level of satisfaction in communities brought by the human settlements strategy used by the municipality in creating quality living environment?

- How is the eThekweni Municipality addressing service delivery backlogs in housing provision in order to create quality living environment for communities?
- How is the infrastructural development strategy used by the eThekweni Municipality going to improve the quality living environment of communities?
- How do communities contribute to the human settlements strategy to create quality living environments?

1.9. LITERATURE REVIEW

Post the 1994 elections a lot of people migrated to the urban areas and this created a huge need for housing and thus, a service delivery backlog. According to Pillay (2006), this era has witnessed insufficient municipal spending, spatial irregularities, the effects of the legacy of apartheid, as well the scrapping of local government structures incepted during apartheid, high unemployment rates, and the increasing number of destitute families. Pillay further argues that if these factors are ignored, they will cause further problems – an immediate solution is therefore, required. In the past 20 years, government was able to provide state-assisted housing opportunities to millions of people. A challenge experienced in the provision of these houses has been the insufficiency of inexpensive, prime location for building low-income housing. This has resulted largely in the extension of existing residential areas on the urban periphery, thus achieving limited integration (Engelbrecht, 2008).

While government was dealing with the challenge of displacing communities to places closer to economic activities, it also struggled with sprawling informal settlements in the countryside. The challenges brought by informal settlements should be approached from a practical point of view of changing certainties and uncertainties (Huchzermeyer, 2006). Huchzermeyer further contends that the sprawling of informal settlements as indicated by DoH should not be observed as a housing problem, but as an indicator of organisational societal changes. It requires the determination of multi-sectoral conglomerates to promote healthy living among communities, long-term commitments and political endurance. Bradlow et al. (2011) is also of the view that the spatial development of new houses has not undone the urban apartheid legacy, but has rather enhanced it. The new black townships and extensions done to pre-existing ones far from city centres have strengthened an already established system of pushing poor people further from cities. Mokoena (2007) shares the same opinions: that a key challenge facing those implementing the South African Housing Policy is how to develop suitable possession preparations for the upgrading of informal settlements – particularly since informal land and

housing delivery by government will for many years to come, be the only alternative for the poor.

The DoH through the BNG acknowledges that extensions to settlements are deficient of the abilities necessary to enable a decent quality of life. This has been caused by a lack of funding and the poor placement of settlements, which generally lack the qualities necessary to enable an adequate quality of life. This led to the poor placements of budgets and priorities between line-function departments and municipalities liable for providing social facilities in new communities (BNG, 2004). Scholars such as Huchzermeyer (2001) attest to the fact that the housing subsidy model required home-ownership of a homogeneous housing unit provided to new communities have been converted into large-scale developments of uniform, freestanding, mostly two-roomed houses with separate ownerships, situated on the urban fringes. Chapter 7 of this study acknowledges the gaps in the national housing policy and strategies adopted by government, which have not been able to address the varying nature of the demands that urbanisation pressures bring in most provinces in South Africa. Meanwhile, the rate of urbanisation has put more pressure on the ability of the metros to spend resources, because they have not been allocated sufficient resources to address this movement of people (Huchzermeyer, 2001).

The adoption of the Social Housing Act (No.16) of 2008 was aimed at establishing and promoting a sustainable social housing environment. The Act stipulates the functions and principles of the national, provincial and local spheres of government in respect of social housing (South African Yearbook, 2015/2016). It further gives legal acknowledgment to social housing institutions and makes provision for matters associated with these institutions. The Act also makes provision for the recognition and accreditation of social housing institutions (DoH, 2008). The Human Settlements Plan of 2010 has been mandated to strengthen the vision of the DoH, which is to expedite the attainment of a “non-racial, integrated society that can be accomplished through the development of sustainable human settlements and quality housing” (DHS, 2010).

The South African Yearbook (2013/2014) reiterates government’s commitment to delivering sustainable human settlements with the aim of advancing the quality of life for the poor. This involves access to quality accommodation, basic services, secure tenure and reasonable secured loans through financial institutions (The Presidency, 2011). The NDP stresses the changing of old arrangements and the need for noteworthy advancement to be made in reducing existing

settlements backlogs. The Plan continues to give assertion when targeting rural areas by ensuring that investments are revived by 2030 (NDP, 2012). Bradlow et al. (2011) brings in another element – that the lack of expertise and resources, poor policy implementation, corruption, nepotism and political in-fighting within the party are fundamental factors contributing to non-delivery of services by the ruling party. All these factors are political and administrative in nature – hence local government was identified as the right sphere for the provision of services to communities. Local government, through municipalities, is expected to provide services that cater for local necessities and right of way, and within greater proximity. As a result, decentralisation in local government promotes allocative competence as local authorities are better informed than the central government about the realities of local people. This necessitates the recognition of the different spheres of government (Tshishonga & Mafema, 2012).

1.10. DEFINITION OF TERMS

1.10.1. Adequate housing

The concept of adequate housing is interpreted as a “viable, socially and economically integrated communities, situated in areas that have convenient access to economic opportunities; as well as health, educational and social amenities:

- a permanent residential structure with secure tenure, that ensures privacy and provides adequate protection against the harsh elements; and
- potable water, adequate sanitary facilities – including waste disposal and domestic electricity supply” (Huchzermeyer, 2001).

1.10.2. Sustainable human settlements

Sustainable human settlements are “well managed entities in which economic growth and social development are in balance with the carrying capacity of the natural systems on which they depend for their existence and result in sustainable development, wealth creation, poverty alleviation and equity” (SANC, 2014).

1.10.3. Integrated human settlements

According to Ackerman, (2016: 16) as cited in (BNG, 2004; Hart, 2010; Ferguson & Low, 2005:7) integrated human settlements are “well managed entities in which economic growth

and social development are in balance with the carrying capacity of the natural systems on which they depend for their existence and result in sustainable development, wealth creation, poverty alleviation and equity”.

1.10.4. Sustainable development

According to Ackerman (2016:16) as cited in (BNG, 2004; Hart, 2010; Ferguson & Low, 2005:7), it is the “development which meets the needs of the present without compromising the ability of future of future generations to meet their own needs”.

1.10.5. Quality living environment

The living environment refers to “an assembly of the natural and built environment which is offered to the inhabitants of the place who perform various kinds of social, cultural, religious, economic, and political activities which induce peculiarities in the character of the living environment” (Tiwari, Nair, Ankinapalli, Rao, Hingorani & Gulati 2015: 153).

1.11. CONCEPTUAL FRAMEWORK

The Housing Code emphasises the vision of the National Department of Housing and the Comprehensive Plan for Development. The vision encompassed in the Housing Code is to “facilitate the achievement of a non-racial, integrated society, which will ensure the development of sustainable human settlements and quality housing” (DoH, 2008). The state housing subsidies were aimed at moving beyond just building a house but would contribute to the creation of sustainable integrated settlements. The prediction was that all households would have convenient access to prospects, infrastructure and basic services. Access to economic opportunities, educational, recreational and cultural activities, and health, welfare and police services facilitates sustainable development. Integrated human settlements strategy should aim at accelerating the delivery of housing opportunities, through the integrated housing development, integrated infrastructure development, addressing service-delivery backlogs, stakeholder involvement and community satisfaction (DoH, 2007). According to Rocco and Plakhotnik (2009), a conceptual framework places the study in the relevant knowledge base, and lays the foundation for the significance of the problem statement and research questions. Thus, a comprehensive integrated human settlements framework was designed for the study in order to assist municipalities to ensure good living conditions through human settlements.

1.12. RESEARCH DESIGN

The research designs provide a framework for the collection and analysis of data. A research design reflects a decision on the priority being given to a range of dimensions of the research (Yin, 2012). According to Yin (2011: 26) a research design is “a plan of action for getting from here to there. It is the early set of question to be answered, and a set of deductions about these questions”. Yin further attest that a number of important steps may be between here and there, which include the collection and analysis of relevant data (Yin, 2011: 26). The study adopted a case study research design in order to assess an integrated human settlements strategy used by the eThekweni Municipality in creating quality living environments. According to Yin (2012: 4), a case study is an “empirical inquiry on a contemporary phenomenon set within its real-world context, especially when the boundaries between phenomenon and context are not clearly defined”. A case study design was suitable because such a design allows for an up-close, detailed research and produces first-hand facts about what the study proposes to investigate.

1.13. RESEARCH METHODOLOGY

There are two research methodology approaches that is qualitative and quantitative research methodology. Creswell (2014) points out that qualitative research is an approach used for discovering and trying to understand individuals or groups better in order to determine if their behaviour cannot be attributed to social or human problems. It is a processes which involves constructing interrogations and processes, collecting data in particular setting, analysing the data, building from particular to wide-ranging themes. At the end, the researcher makes sense to the meaning of the data collected (Creswell, 2014). On the other hand, quantitative research normally involves collecting and changing data into numerical form for statistical calculations with the aim of drawing conclusions. Quantitative research investigates an identified problem, and is based on testing a theory, measured in numbers, and analysed using statistical techniques. It aims at determining whether the extrapolative generalisations of a theory are true (Habib, Maryam & Pathik, 2014). This study employed a qualitative method to assess the integrated human settlements strategy used by the eThekweni Municipality in creating quality living environments of communities. Researchers adopting qualitative methods are informed by the literature review, which provides that the enquiry be consistent with the beliefs of the participants, by not prescribing questions. This was necessary so that the researcher could

engender rich, comprehensive data that would leave participants' viewpoints complete and provide numerous backgrounds for understanding the phenomenon under study.

1.13.1. Qualitative methodology

The researcher used a qualitative method, which enabled her to explore in more detail the concepts with research participants, and had an opportunity to hear them talk about issues that affected them. In order to improve qualitative methods in public administration, research scholars such as Brower, Abolafia and Carr (as cited in Gabrielian, Yang & Spice, 2008), came up with assessment guidelines for research, which stipulate that (1) authors should make their role observable in the interpretative process, and should present detailed procedures used in collecting the data; (2) in terms of probability, authors should connect with the readers by being able to defend the research methods used in the study; (3) authors should reflect exceptional understanding about the subject in order to stimulate the reader to reconsider issues at hand, which are taken for granted; and (4) research questions should be formally stated, a research design employed, and data analysed in relation to existing theories, and uncover truths, using the data (Gabrielian et al., 2008).

1.13.2. Research Area

The case study adopted in this research was the eThekweni Municipality, which is one of the metropolitan municipalities in South Africa, in KwaZulu-Natal. The municipality consists of an area of 2 297 km. Twenty-nine percent of the area is peri-urban. The municipal area stretches from Umkomaas in the south, and includes some tribal area in Umbumbulu to Tongaat in the north, moving inland to Ndwedwe up to Cato Ridge in the west. The population in this municipality is estimated to 3.4 million (IDP, 2016/17). The study site included an area called Cornubia Flats, which is a sustainable, mixed use, mixed income development, which is believed to give communities access to job opportunities, social amenities, major services and public transport (IDP, 2016/2017). Therefore, the study was aimed at providing an assessment of an integrated human settlements strategy used by the municipality in order to provide quality living environments as envisaged in the IDP.

1.13.3. Population

According to the IDP (2016/17), the municipality intends to build 25 000 units by 2030. The project is done in phases which is Phase 1 A&B is the BNG units as well as Phase 2 which will consist of houses for those that cannot get financial assistance from financial institutions. Phase 1 A has been completed which consisted of 482 units and Phase 2 is under construction which is expected to provide 2186 units. Cornubia Flats covers over 1 300 hectares and the municipality has a plan to develop it in the next 15 to 20 years. The target population included officials also from the eThekweni Municipality, as well as officials from the Provincial DHS. The reason for including officials from the Provincial Department was because providing housing is the mandate of provincial governments. The eThekweni Municipality was accredited by National DHS to provide housing on behalf of the provincial government because it has the capacity to do so.

1.13.4. Sampling strategies

The study used the non-probability sampling. In the non-probability sampling the probability of selecting a single individual is not known. With non-probability sampling the researcher assumes that potential participants of the sample do not have an equal and independent chance of being selected (Salkind, 2006: 92-93). By employing this strategy, the researcher was able to generate information on the level of satisfaction in the population that occupies these houses for low-income earners. The strategy was able to help ascertain the procedure the eThekweni Municipality followed in allocating houses – that is whether the houses provided are close to economic opportunities. The procedure should in line with the objectives of the DHS and the housing strategies adopted in the country. The findings of the study revealed the strategy used by the eThekweni Municipality in ensuring good living conditions to beneficiaries of BNG houses has failed to yield all the intended results. Beneficiaries were relocated and houses handed to communities without some of the amenities as expected by communities.

1.13.5. Sampling technique

Purposive sampling is when the researcher uses his/her knowledge of the population in relation to the research goals. Thus, the elements in the study were selected, based on the researcher's judgements that they would provide the relevant information (Dattalo, 2007: 2). Participants were purposively selected by the researcher in order to purposefully inform an understanding

of the research problem of the study. Data collection for the study was guided by processes that provided in-depth details about the phenomenon under study, in order to maximise the range of specific information that could be obtained from and about the area of study. They were able to share their experiences once they were relocated to this new place. These relocations have had an effects as they now have to find themselves travelling long distances to work caused by the types of work they are engaged in.

1.13.6. Sample size

“A sample is a sub-set of the population that results from a sampling strategy. A sample is representative of the entire population” (Dattalo, 2007: 3). The study sample consisted of 100 participants from the study site. The sample was selected by virtue of their capability that richly textured information was to be provided, which is related to the phenomenon under investigation. There were two separate interview schedules, which were prepared by the researcher. A separate interview was prepared for officials and communities in order to assess the strategy employed by the municipality in creating quality living environments for communities. The researcher conducted interviews with six officials from the municipality, as well as two from the Provincial DHS. The participants who provided the information were able to share some light on the strategy used by the municipality in ensuring good living conditions through human settlements. The researcher decided not to interview the management of Tongaat Hullett because when the negotiations took place the community was never involved. Hence, the decision to interview officials from the municipality and provincial department was because the provision of basic services to communities is the responsibility of these two stakeholders.

Communities or beneficiaries through the study were are able to tell their side of the story, starting from their life in informal settlements, to their involvement in the whole process, and the time-frames culminating in the distribution of houses, the vetting of the beneficiaries, up until they were relocated to new places and the reasons for the return to their original places of abode. Communities were able to indicate whether the strategy used by the municipality has been able to improve their quality of life. Officials from Housing Unit in the eThekweni Municipality and DHS KZN were able to share intensions of the department and the problems encountered when delivering low-income houses to communities. Officials also shared their frustrations caused by communities in responding to the implementation of government policies aimed at improving their quality of life.

Participants shed light on the challenges that the municipality is faced with in implementing its strategy aimed at improving quality living environment of communities. A sample drawn from the community in the study site was also interviewed, and the information provided was taken to represent the views of the population. It was easy to generalise the findings from the sample of the population because participants were able to share their own experiences in the new area. The population living in the area under study came from different backgrounds, and the findings of the study revealed that some people in the community living in the area had the opportunity of accessing houses through the housing scheme but had resorted to returning to live in shacks, owing to some dissatisfactions.

1.13.7. Data collection instruments

Since the study used a qualitative method of collecting data, semi-structured, in-depth one-on-one interviews were conducted and semi-structured, focus groups used. According to Bertram and Christiansen (2014), semi-structured questionnaires consist of open-ended questions than close-ended questions. Respondents in these types of questions may answer as they see fit, and no specific categories or answers are given to choose from. The questions allow respondents to provide their own opinions or experiences on the matter. Hesse-Biber and Leavy (2011:102) attest that in-depth interviews refers to partnerships between interviewers and the respondents. These sessions provide opportunities for the researcher to immerse him/herself in the social life of participants through their own experiences and languages of those living it. Thus, during the one-on-one interviews the respondents had an opportunity to share their stories, pass on their knowledge and provided their own perspective. These one-on-one interviews included research questions employed by the researcher to determine the direction of the interview. The researcher recognised the importance of semi-structured interviews as they formed the backbone of the investigation (Messer & Townsley, 2003: 46).

The study also used semi-structured focus groups to understand the dynamics in households. Focus groups are one of the methods used in qualitative interviews where multiple participants are interviewed. The difference between focus group interviews and one-on-interviews interviews is that the former focuses on a group, while the latter is conducted with individuals. With focus groups perceptions are explored, as well as the experiences of the group, who have a common understanding in respect of the situation at hand. Mostly with focus groups, broad discussions are developed – by either the group or the researcher. Members of the group are able to express their opinions as discussions progress (Kumar, 2011).

The researcher also used focus groups and divided participants – for example those sharing a similar perspective are grouped together in order to generate active exchanges. A homogeneous group was created, with homogeneity being defined according to the participants' shared knowledge of the topic. Dividing participants into segments serves two purposes: firstly, it increases the comfort levels of the participants in each group; secondly, it allows the researcher to make systematic comparisons across the factors that distinguish the different categories of groups (SAGE Encyclopaedia, 2008: 354).

The researcher does this in order to obtain credible data from participants. This strategy has therefore, helped this researcher to compare points of discussion from different participants on the strategy used by the municipality in ensuring good living conditions for communities. In this study, the researcher took notes and recordings during the interviews with participants. The researcher first sought permission to record the interviews before they were conducted. Not all interviews were recorded, because some community members refused to be recorded, as they feared for their lives. They regarded the matter as sensitive, and that it would lend them into trouble.

1.13.8. Data analysis, interpretation and presentation

The study used thematic analysis to analyse, interpret and present the data collected. According to Braun & Clarke (2006: 6), thematic analysis is a “method of identifying, analysing, interpreting and reporting significant patterns or themes within data, where a theme captures something relevant to the data, which is related to the research question, and represents some level of relationships or meanings within the data”. Braun and Clarke (2006) further argue that, thematic analysis is considered appropriate for qualitative data analysis because the technique permits for a concise organisation and a comprehensive narrative of the data collected. Therefore, in the study themes were created, using the data collected from the participants. The researcher listened to the audio-recorded interviews, and took much time in reading the data noted, to familiarise herself with the content.

The researcher coded every data item collected, and collated codes and data extracts, which were appropriate to the study. The researcher briefly went through the research questions used during the interviews with participants in order to conduct an inductive analysis. The themes were captured on the strategy used by the municipality, using the research questions formulated in the interview schedule. The themes were captured, based on the data, which were relevant

to the phenomenon under study. Data collected from semi-structured, one-on-one interviews and focus groups, were analysed and interpreted, guided by the research objectives of the study. An empirical analysis was used in the study to interpret the data collected. Hence, the results were verified, based on the themes that developed from the literature reviewed.

1.14. CONTRIBUTIONS OF THE STUDY

The IDP (2016/2017) indicates that adoption of catalytic projects by the national government came to effect in order to address the ever-increasing housing backlog faced by municipalities, triggered by urbanisation and the negligence of housing allocations. According to the municipality, access to quality housing opportunities should be provided, which includes the construction of new integrated human settlements and the revamping of houses built by the previous government. The framework developed points for various indicators to be considered by the municipality in all the housing development projects. The criteria emphasis certain considerations, such as walking distance to public transportation routes, closeness to vital social facilities and nodes of high economic activity, and the maintenance of existing bulk infrastructure (IDP, 2016/17). Therefore, these factors should be considered, where beneficiaries abandon their houses and go back to the informal settlements are to be dealt with effectively.

The findings of the study indicated the need to consider reforms in housing policies in order to address issues of integration in the cities as advocated in the BNG. This is aimed at ensuring that portions of land are used to cater for social and economic activities. Thus, integrated human settlements should not only focus on ensuring that poor households are given houses for free, but should also consider moving beneficiaries to medium income houses, since for some, the income continues to increase above the threshold as determined by government. The study has interrogated the tendency for beneficiaries to return to the informal settlements. The study has also revealed that very few researchers have taken this further by engaging with the beneficiaries and getting to hear their view-points. The framework has also revealed the need for proper engagements with communities before the inception of projects. The interviews conducted with participants revealed that the municipality has not engaged properly with communities, and as communities are an important stakeholder, which should be heard and respected if proper, engagement was done; it has failed to yield the expected results.

As discussed earlier, the normal cycle of movement of people poses problems to the municipality as it is in the process of reducing housing backlog. Within a short space of time, they return to the informal settlement – although perhaps not to their original location. This relocation of people by government is an indication that the latter determines the socialisation circles of the poor. This leads to shack-dwellers later making decisions to sell their houses and return to their original places of abode. Thus, the framework developed has also emphasised fast tracking the issuing of title deeds to housing beneficiaries, as this would give them a sense of ownership. The framework proposes that a national database be created by the national government, while at the same time making investments on the human capital in order to speed up the process of issuing title deeds to property owners. The municipality should embark on a vigorous awareness programmes to capacitate even the communities and make them understand the importance of owning a property, and how this influences their current economic status.

1.15. ETHICAL CONSIDERATIONS

The researcher obtained the approval to conduct the study from the University of KwaZulu-Natal Research Ethics Committee. Secondly, human self-worth was maintained by addressing important ethical factors such as informed consent, privacy and confidentiality, as well as anonymity.

1.16. LIMITATIONS OF THE STUDY

One of the limitations that became notable during the study was communication with the respondents. The majority of the people living in informal settlements are illiterate – therefore, the researcher had to ensure that their rights were not violated. Where there was a need for an interpreter, the service was made available. Some participants feared for their lives as a result they did not want to be recorded during the interviews. The interview schedule was also written in both English and IsiZulu. It also took considerable time to secure appointments with officials because of the red tape.

1.17. OVERVIEW OF THE CHAPTERS

Chapter One

This chapter provides an introduction to the entire study. It covers the background to the study; motivation of the study, justification of the study, the problem statement; the research problem; objectives, as well as implications of the research questions. The chapter also presents the literature reviewed; outlines the conceptual framework, as well as the research methodology employed in collecting the data; and the contributions of the study to the existing body of knowledge.

Chapter Two

The chapter provides an international perspective on urbanisation and its challenges in the developing countries; the challenges of slums or informal settlements; the right to housing policies in developing countries and their applicability; housing development and the National Urban Policy as a strategy for urban space and development. The security of tenure, as well as an integrated comprehensive approach to sustainable housing are also discussed. Brazil as a developing country has been used as a case study to illustrate how other countries with similar challenges have dealt with the problems of housing provision.

Chapter Three

The study analyses the Housing Legislation and Policy Frameworks in South Africa, principles of housing development that governs provision of housing. The chapter provides greater clarity on housing strategies used in South Africa in the provision of housing. The chapter also discusses forms of decentralisation and municipal accreditation in order to highlight the role of provincial and local government in housing development.

Chapter Four

This chapter provides a broader background housing development discussed, and investigates the South African perspective on housing delivery, Back to Basics as a strategy for Sustainable Human Settlements in eThekweni Municipality in order to achieve integrated human settlements with the aim of improving the quality of life. The chapter further presents the history of Cornubia, and outlines the objectives and challenges of such projects in addressing housing backlog in eThekweni Municipality. Furthermore, the role of community participation and monitoring and evaluation strategies in housing development is also presented.

Chapter Five

This chapter discusses aspects related to the research design and thoroughly discusses how data were collected in order to successfully ensure their validity and reliability.

Chapter Six

This chapter discusses the findings of the empirical study. The chapter further reflects on the presentation analysis and the interpretation of the data collected among the community and officials from DHS. The researcher was able to provide the findings arising from the primary and secondary data as analysed. The data collected from primary sources, semi-structured, one-on-one interviews, and focus groups is also analysed and interpreted. Through this the researcher was able to analyse the findings.

Chapter Seven

In this chapter the summary of research objectives is presented. The conclusions and makes recommendations for further/future studies, and proposes a model that can assist the municipality to achieve an integrated human settlements plan in order to improve the living conditions of the poor. The model proposes interventions that the municipality should engage in order to deal with the relocation of communities to new areas and other issues that should be addressed in housing development. If municipalities are able to address issues identified in the study the integrated human settlements will be achieved at the same time ensuring that the quality of life of communities is improved.

1.18. CONCLUSION

Housing in South Africa has continued be a problem, government in the strategies adopted has failed to address the housing demand created by urbanisation. As a result, a number of policies were adopted in the country with the hope meeting the demand. It is clear that access to quality housing opportunities should be provided, which includes the construction of new integrated human settlements and the revamping of houses built by the previous government. The chapter was able give a picture of where the county was and the strides made since adopting human settlements as a strategy to create quality living environment.

CHAPTER TWO

INTERNATIONAL PERSPECTIVE ON HOUSING PROVISION IN DEVELOPING COUNTRIES

2.1. INTRODUCTION

According to Kombe and Kreibich (2000) as cited in Kombe (2005), argue that there has been an alarming increase in informal settlements, amid economic inactivity in most countries in sub-Saharan African countries. This has continually generated uncertainties of a looming urban disaster, emanating from continued urban sprawl, ever-increasing poverty and weakening of the built urban environment – including the lack of basic infrastructural services in the rapidly-growing informal settlements (Kombe, 2005). Local governments in developing countries are faced with increasing challenges as a result of rapid and disordered urbanisation. The impact of natural adversities caused by climate change further aggravates global financial and economic crisis. Failure to manage cities in developing countries widens the gap on financial resources and municipal budgeting. This has led to a situation where municipalities are failing to provide services as expected, caused by an increasing population (UN-Habitat, 2015).

Housing provision in developing countries have been provided to lower-income earners, with greater disparities compared to upmarket housing. This has been witnessed in capitalist countries, where housing inequalities reflect the organisational disparities in the economic system (Pugh, 1992). In this chapter the researcher presents international approaches, trends, and tendencies, which she identified, that can be applied to the South African context. The literature reviewed also highlights approaches followed internationally, which can be applied locally to address urbanisation, challenges emanating from increasing slums and informal settlements, housing development and challenges, national urban policy and integrated comprehensive strategy for sustainable development, in the background of developing countries such as South Africa.

2.2. URBANISATION IN DEVELOPING COUNTRIES

According to Aluko (2010) the term urban has created disagreements among different scholars, as some agree that it should be broadened to include economic, sociological, physiological, ethnic and statistical proportions. It is argued that some occupations in urban settlements are held by people whose speciality is primarily agriculture. These are areas where there is no infrastructure such as electricity, pipe-borne water, and roads that are in good conditions. To

this end, developing countries have always been faced with overwhelming rapid urbanisation. This has led to the sprawling of slums, caused by weak governance, low investments in infrastructure, poor planning for development, high standards for residential neighbourhoods, unaffordable infrastructure for the poor households and limited transport system, which limits access to employment centres (Strucky & Giddings, n.d). According to Geiger (1983), it is believed that challenges of urbanisation are specific to large urban agglomerations, caused by the concentration of people and activities in these agglomerations. This has led to an increase in social demands, cost of the infrastructure, an increase in the tertiary sector and poor governance. To be able to deal with the challenges of urbanisation, government and administrators should be more involved in issues of governance in implementing urban and local policies.

According to Hao, Sluizas and Geertman (2011) attest that, cities in developing countries contend with in-migration, poverty and social inequalities. As a result, governments should develop strategies to accommodate the urban low-income households by providing them with formal shelter. Cities have better access to educational and health care facilities, water, electricity and sanitation than rural areas. The increase in the numbers of people flooding urban centres requires cities to develop strategies to deal with the urban transformation of the developing world. These developments pose threats to the surrounding environment, such as natural resources depletion, poor health conditions, social cohesion and a disregard for individual rights (Cohen, 2000). According to UN (2015), cities are seen to be fast growing, and this has led to a situation where low-income earners are living in slums and informal settlements. In most developing countries urbanisation has resulted in a new trend of well-being, efficiency in the use and distribution of resources and increasing growth, and on the other hand, housing poverty lack of affordable housing. The level of inequalities has gone up in urban areas where wealthy communities co-exist together with people living in poor conditions (UN-Habitat, 2015).

The UN-Habitat (2015) has further attested that the high rates of poverty, income inequalities, and the high rate of unemployment amongst the youth can result in a situation where there is a lack of prospects in the future growth of countries, which triggers social unrests and political radicalism. Strucky and Giddings (n.d) are of the view that developing countries should strive at overcoming these challenges in order to ensure greater commitment to output and high living standards. Developing countries should deal with urbanisation as it might continue to threaten

national and international security, health and environmental sustainability - hence, the need to address such issues is a matter of priority since increasing urbanisation compromises stability in developing countries. The United Nations indicate that out of the 7.3 billion in the world, 3 billion lives in urban areas (UNCHS, 2014).

Fan (2002) (as cited Hao et. al., 2011), argues that migrants from rural areas do not have access to decent amenities or decent jobs. Rural migrants often secure low-paying, jobs and live in poor and inferior conditions than urban residents. As a result, rural migrants are excluded from the formal housing market, and are duty-bound to seek accommodation, which is easy to get to and reasonably priced for them. Tian (2008) (as cited in Hao et al., 2011) contends that rural villages provide low-rent housing for rural migrants, while at the same time, increasing the income of aboriginal villages. Hence, some villagers are able to increase their income as rural housing has become their source of livelihood. Scholars such as Tian (as cited in Hao et al., 2011) argues further that in the absence of formal conventions and planning, construction and maintenance of housing in rural areas happen more on the basis of self-help. Villagers have been able to maximise their income by building high-density housing. Better living standards are ensured through the delivery of important services such as water, electricity and sewerage. Hence, long-term investments are not key to aboriginal villagers, because of tenure insecurity.

2.3. URBANISATION CHALLENGES AND OPPORTUNITIES IN DEVELOPING COUNTRIES

Local authorities in developing countries have to deal with increasing challenges caused by rapid and disordered urbanisation caused by natural disasters due to climate change. Global financial and economic instabilities further exacerbate the problems faced by developing countries. Local authorities are threatened by challenges of managing the cities with limited financial resources and old public infrastructure, which has to be maintained (United Nations Human Settlements Programme, 2015). According to Geiger (1983), urbanisation shows transition of socio-economic formations, which are incorporated in the changes in technology, social, cultural and political settings. It is a problem caused by the interests of different sectors, which constitute social formations.

According to Cohen (2000) cities provide prospects for cost-effective housing developments and social developments. Some cities have been able to develop out of their natural advantage of having access to transport or the raw materials cities have access to. Cohen further attest in

the past decades cities have always been the focal point for economic growth, innovations and employment. The author further cautions that cities with a high population density have a lower per capita production costs of infrastructure and basic services.

2.4. CHALLENGES OF SLUMS/INFORMAL SETTLEMENTS IN DEVELOPING COUNTRIES

The United Nations had predicted that by the world would reach a significant landmark by 2007; where urban residents would be more than rural populace. True to this prediction, the world saw more than half of population is now living in towns and cities (UN- Habitat, 2012). Therefore, urbanisation has shaped the globe and is leading world-wide economic development. Studies conducted show that “600 urban centres house one fifth of the world’s population, which contribute to 60 percent of the world’s GDP”, taking many people out of poverty than before. This has been witnessed to be taking place in the developing world (Banerjee, Acioloy, Egziabher, Clos & Dietrich, 2012). Therefore, provision of housing and the related services in residential areas is an important factor in any urban centre.

Slums and informal settlements have high population densities, and the people occupy a smaller geographical space. The geographical space occupied by slum and informal settlements dwellers tends to be smaller when compared to single-family or estate housing in low-density neighbourhoods. As the number of people who flock to urban areas increases, the right to housing and services is determined by sex, influence, privilege and discrimination (UN-Habitat, 2012). The majority of women, men and children who live in slums are not noticed by the authorities - because the land they occupy is unpaid for. They receive pieces of land through informal local processes or from family members, and use all kinds of material to build houses (Augustinus, Westman, Lacroux & Proof, 2004). The United Nations indicates that the shortage of land for housing low income earners has resulted in them living their whole lives with tenure and housing-related insecurity (UN-Habitat, 2012). The UN further attest that women, men and children living in these informal settlements are overlooked by the state while the settlements remain visible. The reason why these people are being overlooked by the state is that they went through an informal process when settling in cities. Women have little economic and political power, and this contributes to their being overlooked.

2.5. RIGHT TO HOUSING POLICIES IN DEVELOPING COUNTRIES

According to UN (2012), the right to adequate housing is enshrined in many international human rights instruments. The UN further acknowledge that the right to adequate housing around the 1990's received an extensive response from groups that lobby for human rights. As a result, many governments embraced and others reviewed housing policies to take account of numerous magnitudes of human rights. This gained support in the Second United Nations Conference on Human Settlements (Habitat II) of 1996 where the housing rights were emphasised. The outcomes of the Conference, the Istanbul Declaration and the Habitat Agenda, established a framework where human settlements development was interconnected with the process of realising human rights in general and housing rights in particular (UN-Habitat, 2003). This led to the acceptance of the right to owning a house universally as the most important basic need - and should be more than just providing a roof over one's head. It accomplishes numerous socio-economic objectives, as it affords investment opportunities, shelter and privacy, and improves one's societal and cultural status in society (UN-Habitat, 2012).

Marsella, Escudero and Brennan (1975) and Mandlker (as cited in Akinmoladum & Oruwaye, 2007) defines a house as “much more than physical structures, housing is/has become a subject of highly charged emotional content: a matter of strong feeling, it is the symbol of status of achievement, of social acceptance, it seems to control in large measure, the way in which the individual, the family perceives him/herself and is perceived by other” (Akinmoladum & Oruwaye, 2007: 589). It has been acknowledged by the UN (2012) that, housing defines the quality of life and welfare of the people, and the value of places. The locality of the homes, and the way they are planned and built, and how well they are merged into the environmental, societal, cultural and economic fabric of people should be the factors considered to influence their everyday lives, health, security, and welfare (UN-Habitat, 2012).

Karl (2013) asserts that many developing countries, to a greater extent, do not have policies governing housing provision – and that in few instances where these countries have such policies, these are ineffective. Ideally, every country should ensure that its Housing policy is embedded in its overall vision and mission statement. The envisaged process should involve all stakeholders and cover a 20-30 year period. These processes will highlight the need to improve housing conditions for the overall economic, social and political advancement of a country. Economic policies at national level should be driven by greater need for foreign

exchange, which will result in export- driven policies and strategies, which will give less preference to domestic investment in housing. Again, the housing market in developing countries dominated by insecurity, legal ineffectiveness and inefficiency caused by political instability (Karl, 2013).

The provision of these services (public hospitals and clinics, public education) have been invariably affected largely by government bureaucracies and the involvement of agencies at regional and local levels for planning, management, provision and maintenance (Keivani & Werna, 2001). The provision of these services have also been affected by shortages of resources and personnel, in addition to the prerequisite government structures to design strategic policies to ensure the delivering of services by the relevant functionaries. Therefore, it is important for stakeholders to be conversant with the whole process of policy formulation and decision making. A relationship should exist between structures, what drives the development process, the intended results, as well as the way the strategies for development are executed (Keivani & Werna, 2001).

The continuous involvement of all stakeholders and organised groups puts more pressure on the structures and help reshape the future of that particular community. Providing houses to millions of families in the developing and the alarming rate of illegal construction and housing provision demands a change in housing policies, urban planning and building practices. This also requires more change, taking into account climate change and its effects, and requires the building sector to reduce its greenhouse gas emissions as they contribute 40 percent to global warming (UN-Habitat, 2007).

2.6. HOUSING DEVELOPMENT IN DEVELOPING COUNTRIES

As early as 2003, almost 1 billion of the world's urban population lived in slums, and the majority were those in developing countries. The result has been increasing global poverty in cities, which led to the phenomenon known as the urbanisation of poverty (Cities Alliance, 2014). The United Nations (2012), contends that in the absence of serious involvements by governments, community organisations and the international community, it is expected that people living in slums will increase in most developing countries. Housing is regarded as one most basic need, as it prescribes the quality of life and welfare of the people, which is achieved when houses are close to all amenities. The place where homes are situated, the design and how well they are interlaced into the environmental, social, cultural and economic drapery of

societies contribute to the quality of life of the people (UN-Habitat, 2012). The UNHSP further attest that, social conditions of the people – that is their health, security and wellbeing, as well as those of future generations are affected by the long life of abodes. As such, housing provision is unprotected to a variety of environmental influences and vulnerabilities, which are accompanied by natural disasters and climate change (UNHSP, 2012).

Agenda 21 of the United Nations Sustainable Development acknowledges that the global objectives of human settlements are to advance the social, economic and environmental quality of human settlements. Therefore, to achieve these objectives, a strong cooperation should be forged between specialists like project managers and architects, which represents the private sector and partnerships with the other stakeholders. Emphasis should be placed on participation by communities and different interest groups such women, aboriginal people, the senior citizens and people living with disabilities in the decision-making process (UN, 1992). According to Pugh (1994), housing policy reforms should be linked to international policy reforms in short, medium and long term economic development. Therefore, in the short term, it is imperative to develop macro-economic policies that would stabilise relations between countrywide development policies and inner-city development. This should be done, taking into account housing policies and practices that have been pushing the emphasis of providing housing, from a project-based approach, to integrated housing sector development (Pugh, 1994).

Pugh suggests that, housing sector development should be coordinated widely with economic policies, which take into account the certainties of the growing rate of urbanisation, and linking reforms with societal purposes and poverty distresses (Pugh, 1994). If the provision of land and housing capital were done in a well-organized and active manner, blockages in the provision of housing would be eliminated including housing provision to low-income earners. Governments have to redirect policies by deregulating them to facilitate effective housing provisions (Pugh, 1991).

The World Bank put emphasis on providing services *in situ* improvements in the slums than building new houses for the poor. In this way the Bank aimed to ensure that the responsibility of building houses rested with families themselves; that is the Bank only introduced self-help measures (Pugh, 1992). In this regard, the Bank aimed at reducing the burden on governments' budgets, by ensuring that financial control is exercised. To this effect, the Bank made it clear

to users that they had to pay for the building of their houses. The World Bank was confident that without this principle, subsidised housing would increase rural-urban migration, resulting in limitless extension of subsidies. This would further lead to managerial and economic breakdown of the housing programme, as the government would be overloaded. In terms of recovering the costs, this principle ensured that projects were replicated. The expansion of programmes and access to low-income housing thus became a reality, and led to a decrease in illegal squatter settlements and slum living conditions (Pugh, 1992). The United Nations reaffirms the conclusion made by previous studies that it is not all the poor people in Africa who reside in informal settlements and slums. Conversely, the quality of housing and the non-existence of basic services, common in all informal settlements shows a clear element of urban deficiency (Cities Alliance, 2011).

2.7. NATIONAL URBAN POLICY AS A STRATEGY FOR URBAN SPACE AND DEVELOPMENT

According to statistics provided by the UN-Habitat (2012), as cited in Okeke (2014), urban growth rate in Africa has increased by 4.5 percent in the past two decades. The projections were that the growth rate would continue to increase between 2010 and 2025. As urbanisation changes the African landscape, towns and cities are growing to accommodate the increasing numbers of the population. These adverse effects, brought by urbanisation, result in the spreading of informal settlements – resulting to insufficient infrastructure in these areas, and increases in poverty and inequality. Thus, countries need an integrated approach to address challenges caused by urbanisation (SACN, 2014). Changes in most developing countries have been brought about by urbanisation in the spatial distribution of people, resources and the use of land. Urbanisation is strongly linked to societal and economic development, which most countries are seen to be lacking. Facilitating these changes can be done through policies and frameworks that can fast track the process for improved developmental advances and guidance towards sustainable trends (UN-Habitat, 2011).

According to World Bank (2015), in most cases, urbanisation overpowers rural dwellers and creates urban villages, which however, do not have access to services offered in urban areas, and do not enjoy land rights. Because urban villagers have no access to services, we tend to witness slums sprawling, which increases urban poverty – perhaps because these people tend to live far away from their places of employment, leading to increased transportation costs. Also, these people are in far proximity from schools, clinics, markets and other social facilities.

Therefore, informal settlement dwellers are expected to cope with commuting for long hours and the cost thereof. This forces them to seek accommodation in informal settlements, which are closer to their places of work, albeit with no land rights or services (World Bank, 2015).

In addressing this problem, the United Nations (2012) has advocated a trajectory should be adopted which focused on a) enhancing the supply and affordability of new housing through the provision of service land and housing prospects to curb the growth of settlements; and b) ensuring that nationwide upgrading programmes are executed, which improves housing conditions and the quality of life in present settlements. It is critically important that housing choices and opportunities are widened, and at an appropriate scale – ensuring that houses are affordable to everyone. However, improving the provision of basic services in informal settlements should not lead to the assumption that security of tenure will also increase for people living in these settlements – but this measure will get all stakeholders in the community to be involved in the process (Desai & Loftus, 2013).

These programmes should ensure that houses are built at suitable locations, where people could have easy access to their place of work to generate more income. If these programmes are implemented correctly, they will make a mark future cities' ecological and economic pathways. As a result, the housing sector will work better to curb an escalation of slums, while promoting sustainable urban development at the same time (UN-Habitat, 2012). However, the following should be noted, which classify an urban area as a slum “a) lack of basic services, that is adequate access to clean water, paved walkways, drains, sanitation and other essential infrastructure; b) a lot of tumbling-down and inferior housing structures, which are not in line with the bylaws; c) overcrowded and characterised by high density of dwellings and population; and d) unhealthy living conditions e) insecure land tenure; and f) high levels of poverty and social exclusion” (UN-Habitat, 2012).

The World Bank attests to the fact that the accumulation effects of cities lead to the reduction of costs in the provision of services, as well as the transportation of goods. At the same time, it allows for specialisations, enabling the sharing of ideas, which results in the spreading and consumption of goods and services. This results in the sharing of knowledge between firms and promotes entrepreneurship. Therefore, urbanisation can also be viewed in a positive light; that is it enhances productivity and boosts economic growth. It is also another way of ending extreme poverty, as it leads to shared prosperity amongst the people (World Bank, 2015).

According to Okeke in SACN (2015), countries should develop their National Urban Policies with the aim of appreciating the advances of urbanisation. The National Urban Policy provides a comprehensive framework, which addresses the unrelenting issues, which confront urban areas, caused by fast development. These should include addressing issues of slum prevention and regularisations, access to land, basic services, infrastructure, urban legislation, and delegating powers, financial flows, urban planning regulation, urban mobility, urban energy requirement, as well as job creation (UN-Habitat, 2015). It should serve to confirm the urban space and its territory at the same time providing direction and the path to be taken by government to support urban development and key legislative organisational reforms. The policy should be based on the belief that a country's population grows overtime, which leads to the urbanisation of major social and economic activities. If countries fail to implement their urban policies, this would create an unmaintainable urban environment, which is categorised by unemployment, urban poverty, informal settlements and environmental degradation (SACN, 2015).

2.8. CHALLENGES IN ADDRESSING URBAN GROWTH AND HOUSING NEEDS

Ilesanmi (2010) alludes to the fact that cities in most developing countries generally contend with challenges of urbanisation, caused by global economic restrictions. This has a negative bearing on the economic opportunities, which lead to prosperity, for the majority of citizens. A decent shelter is essential to the physical and psychological well-being, as well as the social stability of communities. However, the never-ending uninterrupted urbanisation in the developing world generates a huge deficiency in reasonably priced housing, especially for families of low earners. The shortage of housing choices for the growing urban population has driven the ever-increasing number of people into shelters in the growing of informal settlements in many cities, large and small (Struyk & Giddings, nd). Ilesanmi (2010) further attest that higher rates of in-migration aggravated results in a number of urban population difficulties such as unemployment, inadequate housing, food and water supply, pollution, traffic problems – as challenges of delivering public transportation and other infrastructure continues to grow (Ilesanmi, 2010).

Thus, the provision of housing in most developing countries has always faced a number of challenges. There has been a need for the provision of decent, affordable housing, mostly in developing regions. These countries have been experiencing rapid and unending urbanisation,

which has led to increased populations in cities, because of migration from rural to urban areas. This has led a situation where most areas in cities deteriorated into slums and informal settlements (United Nations, 2012). The United Nations (1999) identifies the following common obstacles, that obstruct advancement towards better-quality housing for the poor and low-income earners: low levels of economic growth; absent or ineffective housing policies; imbalances in financial assistance; insecure land title or occupancy rights; lack of access to housing finance; high building costs and shortages of materials and disasters (UN-Habitat for Humanity, 1999; Ingram, 1987).

Informal settlement dwellers in cities in developing regions also struggle with tenure insecurity. The undefined legal status, coupled with the possibility that they could be evicted, make families living in these informal sector dwellings reluctant to renovate their houses, notwithstanding the obvious benefits of the improved quality of live. Those who are renting the buildings constitute a substantial percentage of the slum dwellers, and have less security as compared to those who own buildings (Tshikotshi, 2009). Policymakers who aim at making city dwellers cope with changes brought by urbanisation should have a clear understanding of housing demand and supply circumstances in their respective cities. Effective policies should include provisions regarding how markets allocate resources to housing, and how homeowners and renters access the dwellings. This also involves developers and their contribution, as well as the response of contractors to housing development. Government plays an important role in regulating and providing either actions, which stimulates or constraints housing market activities (Ingram, 1987). The UN for Humanity (1999) identified the following challenges in addressing urban growth.

2.8.1. Absent or inappropriate housing policies

Housing policies require a definite property rights and operational legal frameworks for housing finance, and above all, political will from the government of the day and community involvement. Municipalities should also define their property rights and facilitate the transfer of property by promulgating and enforcing laws. In developing countries customs, defining property rights may hamper commercial and residential land use. (Ingram, 1987). This leads to unequal participation and the inconsistent application of the law, with some groups being barred from participating in urban development. If countries want to implement housing policies, they need to invest wisely in infrastructure as it enhances the quality of life of citizens (UN-Housing for Humanity, 1999).

2.8.2. Imbalances in the assistance given to urban and rural areas

According to United Nations (1999) argue that perceived or actual imbalance in assistance given to urban and rural dwellers reflects the failure of governments and donors to roll out developments initiatives, in urban areas. The appalling living circumstances in rural areas are generally less noticeable, because housing policies or programmes often overlook the needs of rural dwellers, because rural areas are not part of urban conglomerates. Rural-urban migration goes hand in hand with operational changes in the economy, resulting in the transfer of labour from the agricultural sector to the industrial and service sectors in urban areas (Wang, Xingilang, Bo & Haitao, (2014). These operational changes in the economy cause a change in energy use in urban areas. Production tends to shift from low-energy intensity agricultural production to the high-energy intensity in the services sector (Madlener & Sunak, 2011).

Difficulties in providing adequate housing in urban areas are compounded by the fact that local government does not get support from national and multilateral organisations, as well as donors (UN Habitat for Humanity, 1999). In most developing countries urbanisations is complemented by an increasing number of developing megacities – however, these do not bring economic development. This means that most developing megacities are characterised by quantitative growth rather than qualitative growth. This leads to increasing slums and informal settlements, with an increasing importance of the informal economy (Madlener & Sunak, 2011). Madlener and Sunak further acknowledge that developing countries are faced with a daunting task of ensuring reliable access to basic services, while it is expected at the same time that they would ensure sustainable development, while it is clear that they cannot achieve this development, as they lack proper urban planning and environmental awareness.

2.8.3. Insecure land title limits investment

There are two major components of security of tenure: firstly, the sensible duration of rights which are appropriate to the use of land and the societal needs of the land user and secondly, the effective legal securities against evictions, which are associated with enforceable guarantees and remedies against the loss of rights (UN-Habitat, 2011). The security of tenure emphasis the agreement between the individual and residential property, this agreement is governed and regulated by the legal and administrative frameworks. This ensures the recognition of the right to access and use of land, which is guided by regulations (Payne, Lasserre & Payne, 2012). The value of the security of tenure lies in making land investment

more secure, providing a base against which the poor can raise loan finance, promoting the official inclusion of the previously disadvantaged, triggering the provision of services, establishing a tax-collection base, integrating informal housing into the financial land markets, and providing sustainable protection against eviction (Urban Land Mark, 2010). The New Urban Agenda (2016) states thus that countries should commit in promoting at all appropriate level by ensuring security of tenure for all. This should be done by multiplicity of tenure types which is appropriate for purpose and environmentally reactive to the solutions of land and property rights through effective administrative systems

2.8.3.1. Types of tenures

2.8.3.1.1. Customary tenure

This type of tenure system is applicable in certain parts of Africa, and has evolved largely from agrarian societies, where competition for land was limited. At that time, no economic value was attached to land, but survival depended upon careful use of the land to ensure an environmental stability (Payne, 2001). In these parts of the continent, land was regarded as sacred consecrated, and the role of human beings was one of stewardship. One of the characteristics of the customary tenure of land is that community leaders according to the needs of the people, rather than affordability payments determine the transfers (UN-Habitat, 2011).

2.8.3.1.2. Private tenure

According to Payne (2001), people recognise the ideas of public land rights to a certain extent. All rights in socialist countries are conferred to the state, while in capitalist countries these restrictions are narrowed to a variety of public requirements.

2.8.3.1.3. Religious land tenure systems

According to the United Nations (1973: Vol 37) as cited in Payne (2001:417), Islamic society believes that land is held for God. The land controlled by the state carries certain rights whilst communal land slowly come to a close to be a main issue under the requirement by land registries that ownership of land parcels has to be proven (Payne, 2001: 417).

2.8.3.1.4. Non-formal tenure categories

It includes a wide variety of groups with fluctuating degrees of legitimacy such as legalised and un-regularised squatting, unofficial subdivisions on legally owned and numerous systems of informal rental arrangements (Payne, 2001). The United Nations (2011) asserts that the main

characteristics of non-formal tenure include the risk of evictions, exposure to corrupt practices, plots that are situated in hazardous locations, and inadequate shelter. The non-formal categories include squatting, which is a result of inadequate public allocation systems or commercial markets. These markets have failed to cater for the necessities of the underprivileged and functioned on a socially determined basis. Payne, Lasserre and Payne (2012) reaffirm that insecure tenure results in illegal occupations rather than other forms of legal occupation. In some cases, these illegal occupations result in the evictions for the urban poor. Payne (1989) as cited in Payne (2001) further asserts that demand can increase to a level where informal categories become commercialised (Payne, 2001).

2.8.4. Lack of access to finance

Access to financial services encourages freedom and self-development of disadvantaged families and small and medium entrepreneurs. The provision can enhance the economic conditions of the poor, enhancing their quality of life during times of doubt. It ensures the participation of the poor in a wider economic life and allows them to play a role in large communities (Sjauw-Koen-Fa & Vereijken 2005).

2.8.5. High building costs

Finance-constrained nations in developing countries contend with high road construction costs. Meanwhile, an efficient network results in reduced conflicts by raising the opportunity cost, as well as better-quality economic outcomes through better connectivity (Collier, Kirchberger & Soderbom, 2013). According to Erb (2015), all role players should work together to ensure successful and affordable housing development these are constructors and property managers, owners of land, local governments as a developer, shareholders, suppliers, financial institutions and the affected communities. As a result, as these role players engage on a project, they often come with a set of contradictory programmes and incentives (Erb, 2015).

2.8.6. Civil conflict and violence

The World Bank (2011) acknowledges the fact that conflict in developing countries is sparked by the fact the people live in conditions that are even now conflict-ridden, with most of these conditions lagging behind on procedures to reduce poverty and other developmental consequences. According to Varshney (2002) there are two institutions desired at national level in all at-risk developing countries. Both are intended to make sure that the contradictory underlying forces of development policies are recognised, and that information about the

insinuations of these conflicts reach the relevant policy makers. In the case of civil wars, the state not only gives up the principle of impartiality, but it either becomes vigorously involved, or is physically unable to arbitrate between two armed groups fighting each other (Varshney, 2002).

2.8.7. Frequent natural disasters

Lukamba, (2010) argues that natural disasters undermine economic survival of poor communities in developing countries. These countries throughout the continent have experienced these disasters, which have killed thousands and caused injuries to many others.

2.8.8. Planning for Resilience

World Bank Group (2015) acknowledges that a city is resilient if it meets the qualities listed below. The following qualities according to the World Bank describe how a city can use its physical assets, human behaviour, network systems and institutional processes.

2.8.8.1. Robust

A structure is robust if it is well considered, erected and manage physical assets such that they endure the influences of disappointments without meaningful damage of function. It should be designed in such a way that it can anticipate disasters, and should ensure that disasters are projected. The system should also be operated and maintained in a proper manner to ensure its effectiveness (World Bank, 2015).

2.8.8.2. Redundant

Different approaches should be used as back-ups in order to deal with disruptions and extreme pressures. If there are disturbances experienced in network, another can be used during extreme pressures (World Bank, 2015).

2.8.8.3. Reflective

According to Ingram (1987), executing urban systems should be based on how efficient they were in the past, so that new information is revised, centred on evidence rather than permanent solutions, based on the status quo. This emphasises how important it is for people and institutions to interrogate new information and methodically study from their experiences, and use these to enlighten forthcoming decision-making.

2.8.8.4. Coordinated knowledge

Knowledge should be collective, planning coordinated collaborated and strategic decisions based on investment in city systems and agencies. This can assist institutions to move towards attaining collective results. Sharing information enables institutions to function collectively in order to respond by giving feedback through networks in the cities loops occurring in cities (Ingram, 1987).

2.8.8.5. Inclusivity

Inclusivity identifies dangers that are perceived otherwise by different stakeholders, as well as the surprises and tensions, which affect the most vulnerable. It contributes to a sense of shared ownership or a joint vision necessary to build a resilient city. Cities should consult and engage with stakeholders, including the most vulnerable groups. This will ensure that systems are most resilient and consider different groups prone to vulnerability, risk management capacities, as well as localised information (World Bank, 2015).

2.9. SUSTAINABLE DEVELOPMENT AND HOUSING

According to Ilesanmi (2010), sustainability tries to attain the goals of a better-quality environment, an improved economy, and impartial and participative society. The Brundtland Commission defines sustainable development as the ability to mark development sustainable in order to make sure that the desires of the present-day are achieved and not conceding the competence of the generation to come in meeting their own needs (Roberts, Parris & Leiserowitz, 2012). According to Van der Waldt (cited in Trainer, 1997), sustainability, in the context of development refers to the outward inconsistency between, development on the one hand, that requires environmental adjustment and intervention, which consumes natural resources; and on the other hand, is a distinctive state that can be preserved for an indefinite period.

Mukoko (1996) shares the same sentiment that sustainable development has been propagated as development that meets the needs of the present-day generation without compromising the capability of future generations. Through sustainable development, future generations will be able to meet their own needs. It is noted without doubt that if governments anticipate to accomplish sustainable development, an uninterrupted procedure of decision-making be embarked on. It requires decision makers to answer a number of enquiries in order to make the correct choices and judgements. Thus, the state should constantly answer questions and make

the factual choices and decisions on development and environmental protection (Tshiyoyo, 2015).

The United Nations acknowledges that sustainable development agenda is an act by people, which try to find a strength worldwide peace and ensure wider freedom. The eradication of poverty in all its forms and sizes has been a global challenge, and calls for a vital obligation towards sustainable development (UN, 2015). The Sustainable Development Goals (SDGs) identified indicators, and their accompanying 169 targets to be achieved by 2030. Goal 11 reiterates that cities and human settlements should be “inclusive, safe, resilient and sustainable” (UN WG on SDGs 2014:6; Le Blanc, 2014:4 (as cited in Cloete, 2015: 8). The new Agenda recognises that sustainable urban development is important in safeguarding an enhanced quality of life of the people. A commitment was adopted, whereby a pledge was made for all stakeholders to work together with local authorities and communities in order to restructure and strategies for cities and human settlements. This will foster community consistency and personal security, while at the same time stimulating innovation, and eradicating poverty and unemployment (United Nations, 2015). The United Nations (2015) further acknowledges that in order for countries to meet their targets, governments should understand that they are integrated and inseparable, comprehensive in nature and collectively appropriate. Countries should take into account the different nation-wide certainties, proficiencies and levels of development, while at the same time appraising national strategies and priorities. Governments should set their own self-improving global targets directed by level of determination.

2.10. INTEGRATED COMPREHENSIVE APPROACH TO SUSTAINABLE HOUSING

According to the United Nations Handbook of Sustainable Housing (2012), sustainable housing refers to housing that “takes into account the long-term environmental, social, cultural and economic balance of the housing stock and its occupants. Sustainable housing is connected to economic development of all income groups and to inclusive institutions” (UNHSH, 2012). Developing countries are still lagging behind as far as sustainable housing practices are concerned – and there is a growing need for sustainable housing solutions. This calls for a comprehensive approach to sustainable housing, which should take into account environmental, social, economic and institutional conditions (UN-Habitat, 2012). Policies adopted by governments should consider the following intended objectives “(1) the impact of these policies on the environment and climate change, (2) the permanency and flexibility of

these homes, (3) economic activities and their relationship to the economy as a whole, and (4) the cultural and social fabric of communities and its impact on poverty, social development and the quality of life of communities” (UN-Habitat, 2012).

Cloete (2007) (as cited in Cloete 2015) identified main sectoral dimensions of sustainability, which include the following:

2.10.1. Demographic sustainability

According to Cloete (2015), demographic sustainability relates to the accomplishment and preservation of tendencies in human, fauna and flora populations that are constant and resilient within a specified period.

2.10.2. Social sustainability

Hopwood (2005), Littig and Griessler (as cited in Dempsey et.al, 2009), contend that there is limited literature, which focuses on sustainable development – whereas several studies have been conducted on concepts of social capital and social exclusion. These scholars assert that social sustainability is a comprehensive, multi-dimensional concept, which try to find answers to questions on the social goals of sustainable development. According to Woodcraft (2012), social sustainability is mainly about the quality of life of people, today and tomorrow. It is more about how neighbourhoods supports each other and a collective well-being. Relations between people and how they use the space in relation to each other and the functioning of the community. Cloete (2015) argues that an empowered citizenry incorporates unwavering and interrelated populaces working towards repeatedly improving their lives by ascertaining individual preferences and shared interests. Woodcraft (2012) further indicate that social sustainability can only be improved by developments which provide the right to infrastructure supporting societal and cultural life, the chances that people get and the space for evolvement.

2.10.3. Cultural sustainability

This refers to the achievement and preservation of unwavering and hardwearing systems of morals, traditions and practices, sustained through conveying, encouraging and valuing multiplicity in individuals and groups in a community or society (Cloete, 2015). In housing provision, culturally appropriate and approachable built environments are a precarious aspect of sustainable housing. These traditional forms of housing should be protected because of their economic value (UN-Habitat, 2012).

2.10.4. Technological sustainability

According to Cloete (2015), institutions should ensure that firm and effective technological systems are achieved and maintained – as this enables, support, facilitate and promote societal activities in different sectors.

2.10.5. Economic sustainability

A sound, stable and growing economic system can only be attained and retained if the needs of the peoples are met as intended. In most cases, the system has the potential to develop towards higher levels in an efficient and durable way in the long term (Cloete, 2015). Housing policies, design and the construction of housing should ensure connectivity to macro and micro-economic developments, while at the same time, ensuring income generation (UN-Habitat, 2012). Sustainable development should be based on principles, which requires governments to respond to questions of benefits and losses – whether they are shared impartially, in the present or in the future. Governments need to also respond to questions about the quality of life, whether it has improved or not – whether people have equal access to decision making or not (Giddings, Hopwood & O'Brien, 2002).

2.10.6. Institutional sustainability

Cloete (2015) attest that institutional sustainability can only be achieved in institutions, which are stable, effective and efficient. These institutions should have a good trajectory record in realising strategic policy objectives in the long term, and should be able to learn from experiences. Hence, the United Nations (2012), further acknowledge that in all countries, governments are the key stakeholders, who can contribute to the sustainable development of a country and are thus, required to play a critical role in supporting sustainable housing developments. Governments should take cognizance of the fact that this is not a once-off task, but an ongoing process, which requires proper and transparent institutional settings, where all stakeholder are allowed to take part (UN-Habitat, 2012).

2.11. BUILDING SUSTAINABLE CITIES

According to the New Urban Agenda (2015), governments in building sustainable cities should focus on poverty reduction, employment opportunities, and education. Crime reduction and provision of health care facilities. The NUA further attest that housing should be addressed as both an integral and integrating element of sound urban development practice and policies. In

addressing issues of sustainable development, countries take bold and collaborative actions that would ensure that SDG's are achieved. The following risks should be considered by countries: "(a) climate change influence, (b) malnourishment and malnutrition, (c) income discrepancy countries, (d) rapid increase of urbanisation; (e) energy resources and (f) the financial crises" (Saleh & Khan, 2014).

Saleh and Khan (2014) maintain that cities should try to lower units' costs to provide public services to all communities. However, this can only be achieved if cities work towards adopting a sustainable framework that encourages the city's development within environmental restrictions. The United Nations (2011) states that political will is required in all countries, in order for them to build sustainable cities, which would ensure that land management tools are available, so as to avail land for housings. If cities adopt the land management approach, they can improve the management of land and promote consistency and efficiency in the delivery of services (UN-Habitat, 2013).

2.12. BRAZIL AS A CASE STUDY IN ACHIEEVING INTEGRATED SUSTAINABLE HOUSING

The fast growing of Rio de Janeiro's population has led to a serious shortage of housing. As a result, millions of people were forced by circumstances to build their individual houses using scrap material such as wood, corrugated iron, and metals. In Brazil, such places of provisional accommodation are known as favelas, (Flavio, 2006). According to Arellano et al. (2016), the rising urbanisation and inflation left Brazilian population unable to access formal housing market and not being able to access safe and dignified housing. Majority of poor people were seen living in favelas and irregular settlements with family members under overcrowding conditions and illegally subdivided homes.

Housing crisis in Brazil was not only limit to lack of housing but also access to the City. The growth of industries in Brazil attracted many people to the urban areas and this triggered new problems in the urban space. There was a need to increase the supply in urban services and equipment because of the growing numbers of people in the cities. Housing demand increased for families to be housed. Social problems were experienced in the cities because of the high rate of urbanisation (Monteiro & Veras, 2017). In responding to the housing need, Brazil was able to identify tow important players in housing being government and civil society. This was

done through the drafting of legislation to improve access to land as well as creating programs that finance and produce subsidised housing (Arellano et al., 2016).

Satterthwaite, (2010) acknowledges the fact that population distribution in any urban centre is influenced by the jurisdictions are set by law – that is, characterised by the urbanised or peri-urban areas, with little or no inner-city development. As indicated in the World Economic Survey official statistics should include peripheral populations as this can help in making cities larger hence most cities have boundaries set to include only the city and large areas within the city (Department of Economic and Social Affairs, 2013). The Constitution of Brazil declares that land is a fundamental right to be afforded to all citizens and the housing guarantee be afforded by the state to those that can prove lack of funds. The constitution further declares that land must serve a social purpose in that it should provide a set of duties associated with ownership alongside rights. It further requires that municipalities should have a masterplan, which guides all development and growth in its jurisdiction and ensures the social purpose of land (Arellano et al., 2016).

The process of urbanisation in Brazil led to changes in cities urban structure and transformation in the way of life of the population. Social exclusion and precarious inclusion in the housing sector has been the guarantee of the urbanisation process, which resulted in the low-income earners living in the peripheries of the cities (Monteiro & Veras, 2017). In dealing with housing crisis Brazil has been to establish 16 principles to guide able development which include democratisation of city development through participatory processes, the right to a sustainable city and livelihood, by regularising informal settlements and the guarantee of the right to the City (Arellano, et al 2016). The commodification of urban land and housing has caused difficulties in making the low-income earners to participate in state intervention to provide housing and the generation of employment and income, education, health, safety and other social services (Monteiro & Veras, 2017).

2.13. CONCLUSION

In this chapter, it has been noted that one of the challenges that developing countries are facing is urbanisation. Developing countries are faced with a mammoth task of dealing with these challenges in order to ensure greater pledge to increase the quality of life of poor communities. Urbanisation tends to threaten national and international security health and environmental sustainability in developing countries. In addressing these issues, urbanisation should be

prioritised as it compromises stability and development. Absence of adequate housing policies aimed at dealing with urbanisation are a deterrent to most countries as they not able to deal with the growing numbers of people in urban areas. Such frameworks should address issues such as prevention of slums and regularisation, access to land, basic services, infrastructure, urban legislation, and delegation of authority, financial flows, urban planning regulation, urban mobility, urban energy requirement and job creations (SACN, 2014).

If attention is given to these issues developing countries can be able to deal with the increasing numbers of people in urban areas. This it has led to these countries witnessing a number of people living in informal settlements without facilities as expected. Slum upgrading has never been a solution to most households as they require other services to improve their quality of life. In most countries slums are situated in areas, which are not easy to develop, and most governments finds it difficult to deal with these problems, as the expectation is to provide the infrastructure and other services. This has led to an escalating number of diseases with are affecting people living in informal settlements this again becomes the burden to government as the majority of them are poor.

Security of tenure should be prioritised in most countries as it improves the quality of life of poor households. The security of tenure emphasis the agreement between the individual and residential property, and this agreement is administered and regulated by the statutory frameworks. This ensures the realisation of the right to access and use of land, which is guided by regulations. The United Nations has acknowledged that housing the location of houses and how well they are built influence the everyday lives of people their health, security and well-being as it affects both the present and the future generations. Therefore, the need to deal with issues title deed to poor households should be prioritised by governments.

Poor housing provision in most countries has been caused by poor implementation of policies by people given powers to do so. In the absence of serious intervention by administrators, organisations representing communities and the international community, the numbers of people living in slums will continue to grow in most developing countries. Housing should be regarded as one of the most basic needs, which determines the quality of life and welfare of the people. The spaces where homes are situated, the design and how well they are interlaced into the environmental, social, cultural and economic drapery of societies contribute to the better quality of life. The United Nations has indicated that in order for governments to achieve

sustainable development, pillars of integration should be adopted which are economic development, social development, economic development and environmental management. In this way governments would achieve sustainability as it draws from past experiences as well the development goals and the intentions of the country (UN-Habitat. 2013).

To achieve economic development policies must be in place, which aims at improving economic growth in countries. Policies must be designed in such a way that foreign investors are attracted at the same time protecting local communities against exploitation. Foreign investors can also contribute to housing shortages by investing in such countries and the partnership is strengthening between government and private sector. Therefore, building sustainable cities requires investment in “(a) renewable energy sources, (b) efficiency in the use of water and electricity, (c) design and implementation of compact cities, (d) retrofitting of buildings and increase of green areas, (e) fast, reliable and affordable public transportation and (f) improved waste and recycling systems” (Department of Economic and Social Affairs, 2013: 71).

CHAPTER THREE

HOUSING LEGISLATIVE AND POLICY FRAMEWORK IN SOUTH AFRICA

3.1. INTRODUCTION

A home is regarded as a vital part of the societal and cultural unit and is an institution shaped to support a particular way of living (Tomah et al., 2016). Since 1994, housing policies in South Africa have catered for low-income earners, like many developing countries. South Africa is characterised by “extreme disparities in wealth, income and access to resources” (Knight, 2001: 1). Phago (2010) attests to the fact that the most visible aspect of the housing problems at local level is the number of millions of destitute people living on the borders of South African cities. The apartheid government was able to put in place control measures, as well as urban residency rights for black people, blacks were prohibited to migrate to cities, and normal long-term urbanisation in the process prevented migration (Phago, 2010).

Policies formulated in South Africa are aimed at promoting development, whilst, combating poverty and ensuring sustainable livelihoods. These policies ensure a developmental objective, in which service delivery is achieved to the satisfaction of the local citizens (Mubangizi, 2009). The South African government has passed various legislations and adopted policies, which provide housing subsidies for households earning below a certain threshold. According to Mzini, Masike and Maoba (2013) an escalation in the supply of low-income houses for beneficiaries and the drafting of housing policy guidelines were based on experience and the changing needs. Madikizela, in his 2013 State of the Province address in the Western Cape alluded to the fact that in order to deliver houses successfully partnerships should be strengthened between the provinces and national government. There is also a need to have a well-capacitated and professional construction sector (Madikizela, 2013).

A number of policies and statutory developments have been adopted since 1994 relating to housing, which attest to the comprehensive and multifaceted nature of the housing terrain in the country (Tissington, 2011). This chapter highlights important information contained in the Constitution of the Republic of South Africa (1996) and key policy and legislation relating to housing, including: the Housing Act (no. 107) of 1997, the Social Housing Act (no. 16) of 2008, the White Paper on the New Housing Policy and Strategy for South Africa (1994), White

Paper on Housing Breaking New Ground: A Comprehensive Plan for the Development of Sustainable Human Settlements (2004), the National Housing Code (2000, revised in 2009); Spatial Planning and Land Use Management Act, 2013) as well as the White Paper towards policy foundation for development of Human Settlements Legislation (2015).

3.2. WHAT IS HOUSING?

Scholars such as Suglia, Duarte and Sandel (2011) believe that “housing is linked to the wellbeing of a person, at the same time; the physical structure of the home provides shelter”. Suglia et al. (2011) further attest that it offers comfort, privacy and a sense of security. The home further describes the locality environment, both at the organisational and societal level. Without doubt, these levels can have an impact on the wellbeing of an individual – that is structural, social and neighbourhood environment. An inadequate supply of housing results in mental and physical illness, through direct and indirect trails. The physical features of the home, as well as the location, impact directly on the wellbeing of individuals – that is accessing services and facilities – as far as the location is concerned (Suglia et al., 2011). Rust (as cited in Cloete, 2009) refers to housing needed to bridge the gap. The scholar further contends that this gap has increased over the years, leaving an increasing number of people without houses, as they do not qualify for state subsidy, while private-sector finance is also not accessible to them (Cloete, 2009).

Three indicators were recognised by the South African Human Rights Commission (SHRC), which can be used to measure satisfaction of the right to housing – that is access, adequacy, and quality. Access is measured by its proximity economic opportunities, convenience and affordability. With adequacy, the factors to consider are the security of tenure, access to basic services and habitability. Quality measures the impact of housing on one’s quality of life and the wellbeing of an individual. Therefore, emphasis should be on building sustainable, decent and fit for human habitation (Mhodi, 2015).

3.3. HOUSING POLICY AS A STRATEGY FOR HOUSING PROVISION IN SOUTH AFRICA

The Housing Act of 1997 defines housing development as a “means of establishing and maintaining habitable, stable and sustainable public and private residential environments in order to ensure viable households and communities in areas that have convenient access to

economic opportunities, health, educational and social amenities, in which all citizens and permanent residents of the Republic will, on a progressive basis have access to:

- a) permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the harsh elements; and
- b) potable water, adequate sanitary facilities, and domestic energy supply” (DoH, 2007).

This was further indicated by the DoH by giving an interpretation of the concept of adequate housing in its vision as having “viable, socially and economically integrated communities, situated in areas that have convenient access to economic opportunities, as well as health, educational and social amenities, within which all people of South Africa have access to a permanent residential structure, with secure tenure, that would ensure privacy and provide adequate protection against harsh elements; as well as portable water, adequate sanitary facilities, including waste disposal and domestic electricity supply” (Huchzermeyer, 2001).

3.3.1. Constitution of the Republic of South Africa, 1996

The Constitution of the Republic of South Africa Section, 26(1) states, “*everyone has the right to access to adequate housing*”.

Subsection (2) states that the state is expected to “*take reasonable legislative and other measures, as well as resources to achieve the progressive realisation of this right*”.

Subsection (3) further indicates that “*no one may be evicted from their home, or have their home demolished, without an order of court, made after considering all the relevant circumstances. No legislation may permit arbitrary evictions*” (Republic of South Africa, 1996).

Goebel (2007) further attest that, the provision of low-income housing has been the focus of government in post-apartheid urban South Africa, as government attempted to address past race-based disparities, poor service provision by municipalities, and current fast growth of urbanisation.

3.3.2. Reconstruction and Development Programme (RDP), 1994

Post 1994, the democratically elected government embarked on the RDP, which focused on building a democratic, non-racial future for all South Africans. Thus, the South African government made a commitment to provide housing to all South Africans – so that they can

have a place, they can call home. The aim was to help South Africans to start life anew with dignity and hope for a better future (Kihato, 2014). Thus, the RDP was a policy framework for “integrated and coherent socio-economic progress, which sought to mobilise all the people of South Africa and their country’s resources toward a complete eradication of the poverty, created by the apartheid legacy”. According to RSA (1996) as cited in Nkuna (2013), the goal was to build a “democratic, non-racial and non-sexist future”. It presented a vision for the important transformation of South Africa by:

- i) “developing strong and stable democratic institutions;*
- ii) ensuring representivity and participation;*
- iii) ensuring that South Africa becomes a fully-fledged, democratic, non-racial and non-sexist society; and*
- iv) creating a sustainable and environmentally-friendly growth and development path” (DoH, 1994).*

The 1994 White Paper on Housing stipulates that government should prioritise the needs of the poor, encourage community participation and private sector involvement, and commit to delivering million houses in a period of five years (Goebel, 2007). The scholar further indicates that the ANC, through the RDP document of 1994, aimed to ensure that the government’s quest to provide housing to the poor, as stipulated in the Constitution of the Republic of South Africa (1996), is realised. This programme entails building houses in serviced townships in urban peripheries – this in itself presented many ecological, societal and political concerns (Goebel, 2007).

Thus, the RDP influenced the housing policy post-1994-to this effect, the ANC described the programme as an integrated comprehensible socio-economic housing policy framework (Ndinda et al., 2011). The RDP made clear provisions for legislation in housing, which includes construction standards, tenants and squatters’ rights, community re-investments by financial institutions, removals, consumer protection, land restoration, community participation in developments and anti-discriminatory protection (Bond & Khosa, 1999). Housing delivery targets were set at a million houses in the first five years, with the predicted rate of 350 000 units per annum (DoH, 1994). While the housing policy has been largely influenced by the strong social development agenda of the RDP, it was also informed by the national macro-economic policy, the Growth, Employment and Redistribution (GEAR) since 1996 (Ndinda et al., 2011).

Viljeon (2014) further attest that the RDP made it clear that it was aimed at redressing the lack of access to urban infrastructure, as well as access to land and housing, created by the apartheid government. Land reform was one of the key areas of concern that needed to be addressed urgently. Post-1994 government's policy frameworks in South Africa stipulate that government redress the imbalances in housing provision in urban and rural areas, which were created by the apartheid government (Viljoen, 2014). The RDP policy acknowledged that the majority of South Africans are still suffering because of these imbalances. According to the RDP framework, there should be no class distinction among the people, which was introduced by the previous government, with its ills (Sebola & Nkuna, 2014). Ndinda et al. (2011) allude to the fact that the RDP as a framework, which was identified for development, was replaced by another neo-liberal macro-economic policy, GEAR before the identified programmes could take off.

William and Taylor (as cited in Sebola & Nkuna, 2014), acknowledges that government was committed to implementing the RDP, which was aimed at driving change by maximally spending on social needs. However, the RDP has failed to address the imbalances of the past, although large sums of money were spent on social needs. It became difficult for government to water down the RDP because of external pressures from local and international capital. Great emphasis has been put on rapid service delivery but those in political circles (Wenzel, 2007). Wenzel further warns that if the ruling party disregards the mandate it was given by the electorate this can compromise the party's integrity. Conflicts ensued among stakeholders during the implementation phase of the RDP, caused by the diverse centres of power in the country (Wenzel, 2007). One needs to acknowledge that leaders are not as powerful as they would like to project themselves, and that recommendations by members of the executive are sometimes ignored, if they are not aligned with the mandate of the party. Government institutions are designed to regulate governmental powers and monitor its activities. Events, whether happening on a domestic or external level, shape the choices of governments. Sometimes cabinets have little control over what is happening to them (Weller and Stevens, 2015).

In its 20-year review, DHS has attested to the fact that mostly developers and private construction companies controlled housing delivery during the implementation of the RDP. These were the role players responsible for the planning and building of houses on behalf of national and provincial governments (DHS, 2014). The RDP framework prescribed the housing specification, which was largely oriented to include public-private funds and to promote social

and not individual housing consumption (Bond & Khosa, 1999). According to Bradlow et al., (2011), housing subsidy programme in South Africa shaped a difference between shacks that needed to be destroyed and formal houses that needed to be provided. These new houses constructed through this subsidy programme, referred to by the abbreviation RDP that was all that the government was prepared to provide at the time. Government considered a fully serviced top structure RDP house as a housing and this resulted in many problems to human settlements and the integration of cities (Bradlow et al., 2011).

3.3.3. Housing Act 107 of 1997

The Housing Act of 1997 was adopted to recognise the housing right as enshrined in the Constitution of the RSA. The Act was aimed at redressing the imbalances of the past and speeding up the process of sustainable housing development. The Act further clarified the role to be played by all spheres of government in housing development.

The main objective of the Housing Act 107 of 1997 was:

- *“to provide for the facilitation of a sustainable housing development process;*
- *for this purpose to lay down general principles applicable to housing development in all spheres of government;*
- *to define the functions of national, provincial and local governments in respect of housing development;*
- *to provide for the establishment of a South African Housing Development Board, the continued existence of provincial boards under the name of provincial housing development boards and the financing of national housing programmes; and*
- *to repeal certain laws; and to make provision for matters connected with this aspect thereof” (DoH, 1997).*

Furthermore, Section 2(1) of the Act states that all spheres of government must “give priority to the needs of the poor in respect of housing development, and consult meaningfully with individuals and communities affected by the slow or non-delivery of housing”. The Act further contends that “government must ensure that housing development provides as wide a choice of housing and tenure options as is reasonably possible; is economically, fiscally, socially and financially affordable and sustainable; is based on integrated development planning; is administered in a transparent, accountable and equitable manner; and comply to the practice of good governance” (Tissington, 2011).

3.3.4. Breaking New Ground: Comprehensive Plan for the Development of Sustainable Development, 2004

The BNG as adopted by Cabinet was aimed at eradicating informal settlements and accelerating housing delivery as a component, which can assist, on reducing poverty. This strategy was also aimed at addressing unemployment whilst at the same time improving the quality of life of communities. All the principles identified in the BNG were to be achieved through housing provision.

According to Rust (2006), the BNG was able to meet the broader vision of the Department of Housing, which was committed to meeting the following specific objectives:

- i) *“accelerating the delivery of housing as a key strategy for poverty alleviation;*
- ii) *utilising provision of housing as a major job-creation strategy;*
- iii) *ensuring property is accessed by all as an asset for wealth creation and empowerment;*
- iv) *leveraging growth in the economy;*
- v) *combating crime, promoting social cohesion and improving quality of life for the poor;*
- vi) *supporting the functioning of the entire single residential property market to reduce duality within the sector by breaking the barriers between the first economy residential property boom and the second economy slump; and*
- vii) *utilising housing as an instrument for the development of sustainable human settlements, in support of spatial restructuring” (Rust, 2006).*

Tomlinson (2011) is of the view that the BNG provided an important move away from merely providing RDP housing units to the delivery of sustainable human settlements. This move needed a multifaceted demand-driven process to be followed by local government in fulfilling the mandate, than was previously the case (Tomlinson, 2011).

3.3.5. Social Housing Act of 2008

The Social Housing Act as adopted in 2008 was aimed at addressing the structural, economic and social dysfunctional system aimed at promoting a sustainable social housing setting. This was to be achieved by incorporating housing institutions and indicating the role played by each sphere of government towards social housing. The Social Housing Act aimed at considering

the needs of both the lower and middle-income earners in respect of housing development and access.

The objectives of the Social Housing Act of 2008 was:

- i) *“To establish and promote a sustainable social housing environment;*
- ii) *To define the functions of national, provincial and local governments in respect of social housing;*
- iii) *To provide for the establishment of the Social Housing Regulatory Authority in order to regulate all social housing institutions seeking funds or those that had already obtained public funds;*
- iv) *To enable the undertaking of approved projects to give statutory recognition to social housing institutions; and*
- v) *To provide for matters connected therewith” (DoH, 2008)*

Section 2 of the Social Housing Act outlines the following principles:

- i) *“In giving priority to the needs of low- and medium-income households in respect of social housing development the national, provincial, and local spheres of government and social housing institutions must—*
- ii) *ensure that their respective housing programmes are responsive to local housing demands, and special priority must be given to the needs of women, children, child-headed households, persons with disabilities, and the elderly;*
- iii) *support the economic development of low- to medium-income communities by building houses closer to jobs, markets and transportation routes, and by creating employment opportunities to emerging entrepreneurs in the housing services and construction industries;*
- iv) *afford residents the necessary dignity and privacy by ensuring a clean, healthy, and safe environment for residents;*
- v) *not discriminate against residents on any of the grounds set out in section 9 of the Constitution, including individuals affected and infected by HIV and AIDS;*
- vi) *consult with interested individuals, communities and financial institutions in all phases of social housing development;*
- vii) *ensure the sustainable and viable growth of affordable social housing as an objective of the housing policy;*

- viii) *facilitate the involvement of residents and key stakeholders through consultation, information sharing, education, training and skills transfer, thereby empowering residents*” (DoH, 2008).

3.3.6. National Housing Code of 2009

The purpose of the Housing Code (2009) was to provide a “clear overview of the various housing subsidy instruments available, which would assist low-income households to access adequate housing”. The National Human Settlements Department (2010), outlined the basic principles of the Comprehensive plan was to shift the attention to refining the quality of housing and housing environments by integrating communities and settlements. The new minimum standards were set for housing products, aimed at improving privacy and sustainability by providing for the development of social and economic facilities in housing projects. It also required DHS to focus on upgrading informal settlements in order to meet the millennium goals of the United Nations to improve the lives of slum dwellers (DHS, 2010).

3.3.7. Integrated Residential Development Programme, 2009

According to DHS (2010), the Integrated Residential Development Programme (IRDP) makes provision for the:

“acquisition of land, servicing of stands for a variety of uses – including commercial, recreational, schools and clinics, as well as residential stands for both the low-, middle- and high-income groups. The land use and income group mix would be based on local planning and needs assessments” (DHS, 2010).

The code indicates that IRDP can be realised in phases in exceptional cases it can be a single phase. The first phase could be done in the form of serviced stands, whereas the second phase could make provision for the construction of houses for the eligible low-income beneficiaries. Sites can also be sold to persons who do not qualifying for subsidies, and for commercial usages (DHS, 2010). According to DHS the IRDP approach was to ensure the provision for the acquisition of land; township planning, and municipal engineering service design; the provision of municipal engineering services to all the stands where no alternative funds were available; establishment of townships; selling of sites not identified for subsidized housing; and the construction of houses by registered contractors for beneficiaries of housing subsidy (DHS, 2010).

3.3.8. Upgrading of Informal Settlements Programme, 2009.

The Upgrading of Informal Settlements Programme is consistent with its primary objective of catering the special development needs of informal settlements (DHS, 2009). According to Slack (2015), by 2010 it was clear that progress towards attaining these goals was slow. Some of the reasons for the slow progress were attributed to the manner in which these goals were to be achieved, which was seen as a top-down exercise, directed by national governments – in spite of the fact that most of the essential component services required to ensure that targets are met, such as access to water, sanitation and primary health care were available. These are services that should be provided by both the national and local governments and other stakeholders locally (Slack, 2015).

According to DHS (2009), the key objective of UISP was to “*facilitate the structured in situ upgrading of informal settlements, as opposed to relocation, in order to achieve policy objectives. These included:*

Tenure Security: *aims to enhance the concept of citizenship, which incorporates both rights and obligations, by recognising and formalising the tenure rights of residents within informal settlements;*

Health and Security: *aims to promote the development of healthy and secure living environments by facilitating the provision of affordable and sustainable basic municipal engineering infrastructure to the residents of informal settlements. This must allow for scaling up in the future; and*

Empowerment: *aims to address social and economic exclusion by focusing on community empowerment and the promotion of social and economic integration, building social capital through participative processes, and addressing the broader social needs of communities”* (DHS, 2009).

The UISP was embraced in response to the BNG, with the aim of facilitating the structured upgrading of informal settlements. The characteristics of informal settlements, identified under the programme, include informality and illegality, poverty and vulnerability, as well as social stress and crime (Mbonambi, 2016). Chenwi (2012) attest that UISP among other objectives was aimed at restoring the dignity of the urban poor. The programme supported the progressive eradication of informal settlements to address poverty by, and improving tenure security,

providing healthy and secure living environments, and the empowerment and social and economic integration of the people (Chenwi, 2012).

SAHRC (2015) affirmed that the objective of UISP was to support municipalities in speeding up the delivery of “security of tenure, basic municipal services, social and economic amenities, as well as the empowerment of residents in informal settlements. It was also regulating housing development, which is directly applicable local government sphere”. The South African Human Rights Commission (2015) further affirmed that relocations and resettlement of people were to be done in exceptional cases on a voluntary and cooperative basis. Scholars such as Siquhwalala (2002) recommend that when communities are being relocated, or when an informal settlement is upgraded, it is also important to assist these communities and informal settlement dwellers with relocation costs, so that they are able to adjust in the new areas, as well as to their new life. This again helps communities to prepare themselves to the effect that someday they are going to be relocated. It is a known fact that when physical housing structures are situated in the land that does not belong to government, or that is not suitable for the construction of houses, the likelihood is high that those people will be moved to other areas.

3.3.9. Spatial Planning and Land Use Management Act (SPLUMA) of 2013

The adoption of the Spatial Planning and Land Use Management Act in South Africa was aimed at redressing the past imbalances created by the apartheid government. This was to ensure fairness in the application of spatial development planning and land use management systems. This was to provide for the inclusion of different spheres of government in spatial planning systems aimed at addressing the imbalances of the past.

The main objectives of SPLUMA Act 16, 2013 is to:

- i) “provide a framework for spatial planning and land use management in the Republic;*
- ii) specify the relationship between spatial planning and land use management systems and other kinds of planning;*
- iii) make provision for the inclusive, developmental, equitable and efficient spatial planning at the different spheres of the spatial planning and land use management system;*
- iv) provide a framework for policies, principles, norms and standards for spatial development planning and land use management;*
- v) address past spatial and regulatory imbalances;*

- vi) promote greater consistency and uniformity in the application procedures and decision-making by authorities responsible for land use decisions and development applications;*
- vii) provide for the establishment, functions and operations of Municipal Planning Tribunals;*
- viii) provide for the facilitation and enforcement of land use and development measures;*
and
- ix) provide for the matters connected therewith” (DHS, 2013).*

The Act further indicates that municipal spatial development framework must contribute in integrating, coordinating, aligning and articulating the development policies and plans, which results from the various structures of the spheres of government as it applies within the municipal area (DHS, 2013).

3.3.10. Integrated Development planning as a tool for housing development

According to Moyo & Madlopha (2016) integrated development planning comes from the theory of decentralised governance. decentralisation is aimed at ensuring that the voices of the poor are heard and assist in designing. Implementing and monitoring programmes within communities. Sikander (2015:175) as cited in Moyo & Madlopha affirms the importance of decentralising powers from the centre as it extends the choice, at the same time encouraging creativity and advances amongst communities. It assists in enhancing active participation within communities thus improving the quality of government and a healthy democracy in the country. IDP's adopted by municipalities as a requirement by the legislative framework are aimed at promoting representative democracy whilst achieving development at local level. According to Siddle & Koelble (2016) a developmental state should be administered by the political elite, should show a high level of commitment with the aim of accomplishing economic growth, and developmentally oriented). Moyo and Madlopha further attest that an Integrated Development Planning (IDP) is an instrument used by local government to identify, design and implement developmental programmes aimed at meeting the needs of that particular municipality.

Edighedji (2005) as cited in Siddle & Koelble affirms that a democratic developmental state should include the principles of electoral democracy by ensuring that citizens are asserts that a democratic developmental should embrace electoral democracy and ensure citizen engagements in the development and governance process whilst fostering economic growth and development.

3.4. PRINCIPLES OF HOUSING DEVELOPMENT

South Africa's housing development policies aimed at giving priority to the needs of the poor with regard to housing. This was to be achieved by ensuring that housing development becomes a reality to members of the community affected, based on an integrated development. As a result, it was to be administered in a transparent and equitable manner and upholding the principles of good governance.

The Housing Act of 1997 identified core principles to housing development – according to Section 2(1), the National, provincial and local spheres of government must:

- i) “give priority to the needs of the poor in respect of housing development;*
- ii) consult meaningfully with individual and communities affected by housing development;*
- iii) ensure that housing development becomes a reality:*
 - (i) providing as wide a choice of housing and tenure options as is reasonably possible;*
 - (ii) housing provision is economically, fiscally, socially and financially affordable and sustainable;*
 - (iii) housing provision is based on integrated development;*
 - (iv) housing provision is administered in a transparent and equitable manner, and upholds the practice of good governance.*
- iv) encourage and support individuals and communities, including, but not limited to, cooperatives, associations and other bodies, which are community-based, in their efforts to fulfil their own housing needs by helping them access land, services and technical assistance in a manner that would ensure the transfer of skills to, and empowerment of the community” (DoH, 2007).*

According to Goebel (2007), the majority of people preferred larger houses than the model adopted by government. This led to people selling or renting out their RDP houses that they received through the subsidies, and resort moving back to squatter or other informal settlements closer to hubs of economic activities. This was caused by the increase in the cost of transportation from the new townships to places of employment and income-generation activities, as well as the environmental concerns regarding these new developments, such as increased commuter traffic, resulting from urban sprawl and land use changes (Goebel, 2007).

3.5. HUMAN SETTLEMENTS AS A NEW CONCEPT IN SOUTH AFRICA

The 1994 White Paper on Housing acknowledges that there has been increasing urbanisation in South Africa, which has resulted in a numerically stable rural population. Largely, this has been coupled with the existing and increasing housing backlogs, due to a very sluggish housing delivery in the country (DoH, 1994). Joseph and Sebina (2014) attest to the fact that the lack of access to housing was the key reason for service delivery protests, together with the demand for economic access, inclusion and plans to address the increasing disparities (SACN, 2014). The White Paper on Housing further acknowledged the houses built were on the edges of cities, which perpetuates the spatial legacy of apartheid. The increasing scale of housing and service delivery backlog resulted in fast growing demand for houses, which puts more pressure on future policy makers to formulate efficient housing policies. When formulating these policies problems to be addressed in future were to include issues of physical discrepancies, which is witnessed in housing conditions between rural and urban areas, and between and amongst provinces. Further to this, disparities in income resulting in a large section of the populations being unable to afford adequate housing (DoH, 1994).

Government's inability to establish an integrated, accessible public transport system has resulted in the exclusion of many poor communities from participation in the urban economy (Joseph & Sebina, 2014). The NDP proposes that state housing policies be reviewed to make the constitutional right to housing a reality, while at the same time, ensuring housing delivery to restructure towns and cities, and to strengthen the livelihoods of urban households (The Presidency, 2012). The BNG and the Housing Policy and Strategies post-1994 were aimed at stabilising the environment in order to transform the extremely disjointed, difficult and radically based financial and institutional frameworks – which were inherited from the previous government – while at the same time establishing systems to address the housing backlog (DoH, 2004). The sustainable human settlements approach was adopted by the Department of Human Settlements in 2009, and adopted by the President in the delivery agreements. The aim of this approach was to achieve sustainable human settlements and improve the quality of life of urban households (The Presidency, 2009).

3.6. THE NEED FOR HUMAN SETTLEMENTS LEGISLATION

The NDP alludes to the vision of human settlement that by 2050 an effectively coordinated spatial planning system is achieved aimed at transforming human settlements into equitable

and efficient spaces with citizens living in close proximity to work with access to social facilities and infrastructure (NDP, 2012). The United Nations (2015) alluded to the fact that Goal 11 of the Sustainable Development Goals was intended at making cities and human settlements inclusive, safe, resilient, and sustainable. This was to be done by creating affordable public housing, upgrading informal settlements, providing public transports, creating green spaces and involvement in urban planning policies (DHS, 2015). In implementing, the SDG's cities should develop policies aimed at improving the quality of life and reshape the image by positioning towards hosting events and increasing community participation. Planning strategies should be coordinated with relevant stakeholders for the purpose of support and input, which can assist cities in achieving intended objectives (UN Habitat, 2015).

DHS in its Draft Human Settlements Legislation has identified weakness from the housing legislations adopted in South Africa, which has resulted on the failing of government to meet the human settlements mandate. The BNG brought consistency in ensuring the South Africa met the international standards in meeting the Millennium Development Goals, with the target set aiming to improve slum dwellers by 2020 (DHS, 2015). According to the Cities Alliance (1999), report presented to the United Nations, in order to reduce urban poverty there should be strategy dealing with the following:

- i) *“Sectoral reforms: this includes reforming regulatory and policy regimes for housing, land and infrastructure markets to ensure access for the poor. This can be achieved through involvement of private investors, community groups, NGO, and local government in order to create solutions responding to the needs of the urban poor.*
- ii) *Finance: involvement of financial institutions in order to extend credit to the poor for housing and infrastructure investment.*
- iii) *Employment: informal sector growth can be another way of increasing employment, productivity and private investment among urban poor.*
- iv) *Social capital and knowledge: capacitating communities can be highly effective for community action in order to improve negotiation skills with service providers”* (Cities Alliance, 1999).

According to Jones, (2009) transformations in housing and urban development have been shaped up by sectoral specific policies related to housing and urban development resulting in developments in the economy and finance generally. These policies have revolved around

principles of commodification, competition and private investment with the aim of promoting home-ownership. According to DHS, the lack of community involvement and civil society involvement has resulted in disempowerment of poor households and entrancing a culture of entitlement. Non-involvement of communities in all facets of human settlements have been identified as a root cause of problems that government is currently facing (DHS, 2015). Community involvement emphasises the importance of having communities identifying their own development priorities for which the public sector can provide for support, it emphasises the bottom up approach and seeks the support of communities to shape public sector programmes making them supportive to the development needs of the poor (UN Habitat, 1991).

3.7. SLUMS/ INFORMAL SETTLEMENTS

The Cities Alliance (2016) defines slums as informal settlements within cities, with inadequate housing, characterised by filthy, wretched living conditions. It further argues that slums are overcrowded, with too many people crammed together in a small living space. They do not have access to municipal services and these dwellings do not have access to schools, hospitals or public places for community gatherings (Cities Alliance, 2016). The UN-Habitat further attests to the fact that these areas are dominated by poor structural quality housing, overcrowding, lack of access to clean water, lack of proper sanitation and infrastructure, and uncertainty in residential status (UN-Habitat, 2012). Candiracci & Syrjanen (2007), indicates that the United Nations further asserts that the increasing number of slums is caused by the combined effects of rural-urban migration - which increases inner-city deficiency and disparity, the pay no attention to poor neighbourhoods, high costs of living, lack of access to affordable land for housing in urban areas, inadequate savings in new low-income housing, and poor maintenance (Candiracci & Syrjanen, 2007).

3.7.1. Slum/Informal Settlement Upgrading

Slum or informal settlement upgrading is regarded as the process of intervening in inhabitable dwellings where communities reside with the aim of enhancing the economic, organisational and environmental conditions of existing human settlement. This can be achieved collectively by citizens, a group within the community, governments, and other developmental partners in assisting affected members of the community. The reasons for upgrading slums vary with countries, but the main push factors include the demand for affordable tenure choices, environmental health considerations, and reducing poverty (Syagga, 2011). The United

Nations recommends that slum upgrading should include a variety of interventions within the country if it intends to reduce the numbers of slums. It should be noted that an integrated approach is needed in order to address this problem. Interventions that countries decide on should be holistic, and should include the physical, social, economic, organisational and environmental improvements undertaken cooperatively among citizens, groups within communities, business people and planners (UN-Habitat, 2012).

3.7.2. Benefits of slum upgrading

The United Nations requires countries to direct public investments to all sectors, but more especially to basic infrastructure, hence the provision of all these services should be coupled with security of tenure for residents and improved urban planning, land regularisation, and the construction of houses. The provision of these services guarantees an improved quality of life of the people living in slums or informal settlements. Upgrades should be aimed at integrating communities physically, legally, and socially into the city, and to make them a part of the city's official planning and administration systems (UN-Habitat, 2012). According to Cities Alliance (2016), cities can benefit in slum upgrading by:

- i) *“Fostering inclusion. Serious problems affecting slum residents are addressed, which include unlawfulness, exclusion, instability, obstacles in accessing services, acknowledgement, access to land and the protection of the vulnerable – that is women and children.*
- ii) *Promoting economic development. It releases the vast untapped potential of slum dwellers, who have the skills and a burning desire to participate more in the economy, but are held back by their status and marginality.*
- iii) *Addressing overall city issues. It deals with issues confronting cities by containing environmental degradation, improving sanitation, curbing violence and attracting investment.*
- iv) *Improving quality of life. It improves the quality of life of the people in upgraded communities and the city as a whole, fostering more participatory citizenship, political voice, representation, improved living conditions, increased safety and security.*
- v) *Providing shelter for the poor. It is the most effective way of providing large-scale shelter to the urban poor in a cost-effective manner.*
- vi) *Affordable. It involves fewer costs, and is more effective than relocating people to public housing. Developing land with basic services costs even less.*

vii) *Flexible. It can be done incrementally by the city and residents at a pace that is technically and financially viable for both*” (City Alliance, 2016).

3.8. THE ROLE OF PROVINCIAL GOVERNMENT ON HOUSING GOVERNANCE

The right to housing as enshrined in the Constitution of the RSA indicates that, provincial governments should consult with provincial organisations representing municipalities in issues concerning housing development. Provinces are required ensure that housing developments are facilitated within the housing frameworks adopted by national government.

The functions of provincial government in housing provision have been outlined in Section 7 of the Housing Act of 1997 as that:

(1) *“Every provincial government must, after consultation with provincial organisations representing municipalities as contemplated in section 163(a) of the Constitution, do everything in its power to promote and facilitate the provision of adequate housing in its province within the framework of the national housing policy.*

(2) *For the purposes of subsection (1) every provincial government must—*

- a) determine its provincial policy in respect of housing development;*
- b) promote the adoption of provincial legislation to ensure effective housing delivery;*
- c) take all reasonable and necessary steps to support and strengthen the capacity of municipalities to effectively exercise their powers and perform their duties in respect of housing development;*
- d) coordinate housing development in the province;*
- e) take all reasonable and necessary steps to support municipalities in exercising their powers and the performance of their duties in respect of housing development – when a municipality cannot, or does not perform, a duty is imposed by this Act, on the provincial government to intervene, by taking any appropriate steps in accordance with section 139 of the Constitution to ensure the performance of such duty” (DoH, 2007).*

3.9. ROLE OF LOCAL GOVERNMENT IN HOUSING

Local government as government close to the people and is expected to provide basic services as stipulated in the Constitution. Municipalities in this regard plays the role of implementing

agency with regard to housing development, this requires the setting of housing development goals with the support of provincial government. This should be done in consultation with communities and community organisations to achieve the intended objectives of a municipality.

The objectives of local government are stipulated provided in the Constitution of the RSA (1996) as follows:

- *“providing a democratic and accountable government for local communities;*
- *ensuring provision of services to communities in a sustainable manner;*
- *promoting social and economic development;*
- *promoting a safe and healthy environment; and*
- *encouraging the involvement of communities and community organisations in the matters of local government”* (RSA, 1996).

The Constitution outlines the division of functions comprehensively between the three spheres of government – that is the national, provincial and local government. Local government is then further divided into three categories of municipalities: A which are metropolitan, B the local municipalities, and C district municipalities (Tomlinson, 2011).

Vyas-Doorgapersad (as cited in Sebola, 2011), affirms that a developmental state is one where politicians ensure that authority, sovereignty, and capability are centralised in order to achieve clear-cut developmental goals. Therefore, this role is either played by state institutions or local government institutions, in their quest to promote the socio-economic conditions of the people they serve. SALGA as cited in Sebola (2011) further argues that policies formulated in South Africa are based on policy makers’ understanding of a developmental state as:

- i) *“excels in public administration and intervenes strategically in the economy to promote social development;*
- ii) *concerned with integrating the dual economy by addressing the socio-economic needs of its entire population, especially the poor, the marginalised and the historically disadvantaged.*
- iii) *well-managed and democratic state, that builds its legitimacy on its capacity to simultaneously foster productive economic activities and economic growth, improve the living conditions of its people; and*
- iv) *partnership-based and is globally connected”* (Sebola, 2011).

3.10. RESPONSIBILITIES OF LOCAL GOVERNMENT IN HOUSING DEVELOPMENT

According to Cloete (1997), local government operations should be supported by other spheres otherwise, its operations would be restricted. The support that local government requires should be based on specialised expertise, financial backing and administrative infrastructure. The following challenges faced by municipalities in delivering services as identified by Cloete, (1999) are:

- i) Newly-demarcated municipalities now have larger populations.*
- ii) Many of the political office-bearers and administrative officials do not have the requisite skills and knowledge to run local municipalities.*
- iii) The disparities between urban and rural areas and economic opportunities in rural areas are placing a strain on urban infrastructure.*
- iv) Most settlements in rural areas are far away from one another, due to patterns of traditional ownership” (Cloete, 1999).*

3.11. DECENTRALISATION IN HOUSING DEVELOPMENT

Falleti’s (2005) as cited in Myeni & Mvuyana (2016) indicate that a sequential theory of decentralisation separates three characteristics of decentralisation – firstly, decentralisation is a process; secondly, decentralisation considers the territorial interest of negotiating actors; and lastly, decentralisation incorporates policy feedback effects (Falleti, 2005). Falleti (2005) in Myeni & Mvuyana further attest to the fact that decentralisation is a process of reforms within the state, which is guided by public policies, which transfers responsibilities, resources or authority from higher or lower levels of governments. Cameron (2014) as indicated in SALGA points out risks that local government is exposed to, which prevent it from fulfilling its obligations – namely “(a) tensions between the political and administrative interfaces; (b) the inability of many councillors to deal with the demands of local government; (c) no clear separation of powers between political parties and municipal councils; (d) lack of clear separation between the legislative and executive; (e) inadequate accountability measures and support systems and resources for local democracy; as well as (d) poor compliance with the legislative and regulatory frameworks for municipalities” (Cameron, 2014).

Decentralisation gives rise to democratic mechanisms, which enable local government to differentiate between the needs and preferences of their constituents. It also affords an

opportunity for communities to hold local government accountable for its actions (Ribot, 2002). Ribot (2001) further attest that the key objective of decentralisation are aimed at creating a more well organised and responsible form of government. Decentralisation is often recommended as an instrument to reconstruct an effective government, and ensuring that the resources are allocated equitably and effectively (White, 2011).

According to Ribot (2005) as cited in Myeni & Mvuyana (2016) indicate that decentralisation should be viewed positively as a way of strengthening institutions locally to play a representative, responsive and constructive role in the lives of people and in the areas where they reside. Effective decentralisation should involve the transfer of financial and decision-making powers from central government to local government. Falleti (2005) reaffirms that the downward re-arrangement of authority is achieved through a clear classification of downward reallocation of authority, much of which is dependent on the type of authority decentralised. Falleti further identifies three types of decentralisation:

3.11.1. Administrative decentralisation

According to Falleti, (2005) as cited in Myeni & Mvuyana (2016), administrative decentralisation involves policies, which are transferred to local government, which includes transferring the administration and delivery of social services. It entails the devolution of decision-making authority over policies (Falleti, 2005). Administrative decentralisation occurs to an extent where national departments have flexibility in carrying out their mandate. In some systems, there is a constant contact between line departments, which in other systems, operate in parallel (Wittenberg, 2003). According to White (2011), administrative decentralisation is more about the way in which political institutions turn their policy decisions into allocative outcomes, through fiscal and controlling actions. In terms of delivering public services, decentralisation should not be the key, but the transfer of capabilities from the central government to local government (Cities Alliance, 2010). This leads to administrative de-concentration, in which the agents and local bodies, being on the spot and subject to centralisation, have decision-making powers. This means that local government is not only vested with exclusive powers of implementation, but also have certain decisional power reassigned by the central government. Therefore, the de-concentration of public services includes the handover of capabilities, held at central level, to the subordinated entities functioning in the region, because of a reduced form of administrative centralisation (Bilouseac & Zahara, 2009).

According to Cameron (2014), in South Africa, obligations are shared between the three spheres of government and this has caused problems in delivering housing to the poor. Due to the overlapping of these responsibilities, municipalities have been the most affected – because the authority that decides on the potential location of housing settlements rests with the province. The confrontation from middle-class communities made it difficult for provinces to identify land where houses are to be built. The areas often selected for poor communities are on the periphery, and budgets by line departments are not aligned with plans of municipalities. At the same time, the infrastructure grants are transferred to municipalities whereas housing allocations allocated from the nation level to the province which results in lack of coordination within the spheres of government (Cameron, 2014).

3.11.2. Political decentralisation

In political decentralisation, the legislative functions rest with regions or local bodies. Prior to 1994, the legislative functions in South Africa were undemocratically given to Bantustan governments. In a democratic country, it is assumed that these are democratically constituted, as the powers rest with regions or local bodies (Wittenberg, 2003). Political decentralisation is generally defined as the degree to which political institutions track and collect the interests of citizens and turn them into policy decisions (White, 2011). Hence, developmental local government has been defined as a form of government, working closer to citizens and groups within a particular community in order to find sustainable ways of meeting the social, economic and materials needs of communities, in order to improve their quality of lives (Sebola, Phago & Tsheola, 2013). A developmental government should be aimed at providing household with infrastructure and services; by making living spaces habitable, inclusive cities and towns and not neglecting rural areas; enhancing local economic development and encouraging community empowerment. It also forms an important part in facilitating and enhancing participatory local democracy (Reddy, 2010).

Ribot, (2002) argue that a distinction should be made between rights and privileges, which are important in the development of local self-sufficiency in the governance of local issues. It should be noted that privileges are delegated, and depends on the exploitation of the authority allocating them. These powers may be given and taken them away at any given time by the allocating authority. Citizens, who have representation and recourse, in the event that these rights are being denied (Ribot, 2002), however, should hold the same rights. It can be noted that decentralisation aims at achieving the central aspirations of political governance, and fulfil

the citizens' desire to have a say in matters that affect their lives. Decentralisation is a governance strategy that facilitates the transfer of power to those who are affected mostly by the implementation of such powers (Ribot et al., 2006).

3.11.3. Fiscal decentralisation

Fiscal decentralisation refers to a set of policies, which are intended to accumulate the revenues of a particular level of government. These policies undertake a variety of institutional forms, which involves the raising of transfers of subsidies from the central government, and the creation of new taxes by other governments (Falleti, 2005). According to Calitz and Essop (2013) fiscal decentralisation in the case of South Africa, was coupled with the creation of a fiscally - decentralised system of intergovernmental fiscal relations. This can be achieved through budgetary choices made by officials elected by the local people, who have the obligation to meet the full cost of their decisions through local taxes by ensuring effective allocation of resources (Calitz & Essop, 2013).

3.11.3.1. Objectives of fiscal decentralisation in housing development

According to Cameron (2014) municipalities, administering national housing programmes on behalf of provinces, as part of horizontal integration, aimed to situate decision-making authority around the administration of national programmes at the local sphere. Municipalities should coordinate decisions that relate to the comprehensive sustainability of human settlements. The Presidency (2010) adopted Delivery Agreements and Outcome 8 indicated that municipalities are able to take decisions; opportunities for the application of ground breaking planning principles arise, which contribute to the development of integrated and sustainable human settlements. Cameron further attest that delivery agreements indicate vertical integration as associated with certainty in respect of funding allocations, and decentralising the delivery authority to the local government. This will lead to accelerated delivery and enhanced spending patterns within municipalities, if implemented properly. The result should be a reduction in the rolling over of unspent funds, as well as a more synchronised approach to planning approval and implementation (Cameron, 2014).

Stanton (2009) argues that fiscal decentralisation is the transfer of necessary powers to democratically elected levels of government to raise and spend their own revenue in line with their respective responsibilities. Hence, in South Africa this has been complicated, and as a

result, municipalities had already inherited diverse administrative and financial weaknesses from the previous government. In order to address financial disparities in South Africa dispersing revenues should be revised among the different spheres of government in order to eliminate disproportions, which were created by apartheid policies. Therefore, fiscal decentralisation should be aimed at assisting local governments to carry their constitutional mandates of providing basic services to all South Africans. As a result, it should ensure that municipalities have the necessary fiscal powers and authority to provide communities with basic services and perform functions outlined by the Constitution (Stanton, 2009).

3.12. MUNICIPAL ACCREDITATION

SALGA through DHS has embarked on a drive to accredit municipalities. According to DHS (2012), the accreditation of municipalities is said to be guided by the framework, which seeks to recognise a variety of strategies, statutory and judicial aspects, aimed at enabling municipalities to achieve a full range of housing instruments within their areas of jurisdiction. The principle for accrediting municipalities is that they should demonstrate the capability to strategise, to execute and maintain both project and programmes that are integrated in the IDP, within a 3-year rolling capital investment strategy as the required by the Municipal Finance Management Act (2003) (MFMA) (DHS, 2012). Local government has been given powers as enshrined in the Constitution the right to levy taxes on property and extra charge on services provided at a fee, which forms part of main sources of revenue for a municipality (Cameron, 2014).

Ribot (2002) argue that the management tools necessary on every level of action are planning and coordination. These tools must be exercised with due care in order for them not to become re-centralising instruments, through which powers are devolved by legislation to local government, and evoked by centrally-controlled planning authorities, in the name of technical necessity (Ribot, 2002). Ribot (2002) further indicates that to this end, local planning should concern itself with how municipalities use their powers and resources available at their disposal. To this effect, municipalities should ensure that the resources are used efficiently and effectively, in order to improve the lives of local communities. On the other hand, those at the forefront of national planning grapple with how to adopt processes does not overlook local initiatives in the area, believed to be under local control of local leaders. For this to be effective there should be a clear division of powers between the central and local governments, as well as the maintenance of that division in the planning process (Ribot, 2002).

There are four types of capacities distinguished by Grindle (as cited in Steiner 2008) of the capacities of national governments – these are technical, administrative, institutional and political capacity. Technical capacity refers to the capability of local governments to set and be able to implement policies proficiently, presumptuous and ensures that well-trained experts and policy makers are placed where they best fit (Steiner, 2008). On the other hand, Steiner (2008) indicates that administrative capacity refers to government’s ability to offer physical and collective infrastructure, and carrying out administrative functions, which are fixed which include the collection of revenue and management of information. The institutional capacity denotes to governments’ capability to create and execute rules, which governs financial, and party-political interactions, which normally falls within the jurisdiction of a local authority. Lastly, Steiner (2008) refers to political capacity, as the capability of responding to societal demands, allowing channels to represent communal interests, and integrating public participation in decision-making and conflict resolution in a local authority.

Conyers (as cited in Ribot, 2002), is of the view that decentralisation should not take place until the obligatory capability has been built within municipalities. If local government has not been earmarked by central government to improve its capacity and institutional practices, it will continue to fail to respond adequately to the needs of communities, which in turn, leads to the neglect of national policy priorities. This in turn, brands local government as unaccountable and unproductive (Ribot, 2002).

3.13. CONCLUSION

Housing policies in South Africa were aimed at meeting the constitutional right to housing for the poor. These policies aimed at ensuring that housing delivery was accelerated to restructure towns and cities, and to strengthen the livelihoods of urban households (DHS, 2014). Post 1994, policies were aimed at stabilising the environment, which was disjointed in order to transform the extremely racially-based financial and institutional frameworks inherited from the previous government (Engelbretch, 2008). Houses were built in the urban peripheries, which perpetuated the spatial legacy of apartheid. This resulted in the increase of people moving to urban areas, as they were leaving far from their places of work. The increasing levels of housing and service delivery backlog resulted in rapid growth in housing demand, which puts more pressure on future policy makers to formulate efficient housing policies in order to meet the demand (Onatu, 2010).

Adopting the BNG as a new and coherent approach was aimed at building a non-racial society, where citizens would live in close proximity to economic opportunities. The media is awash with daily reports of dissatisfied communities, who do not have access to basic services. Among the complaints received are the lack of access to reasonable housing, delayed occupancy, and corruption (Mzini et al., 2014). Reasons that hindered the provision of housing have been outlined in the 10-year review period between 1994 and 2004, which have led to the decline in the number of units built by the DHS (Van Wyk & Jimoh, 2015). The BNG was aimed at accelerating the delivery of houses as a key strategy for poverty alleviation. This was after government's realisation that existing housing programmes have not catered for the upgrading of informal settlements. Thus, the BNG called for a total shift, which requires government to redirect and enhance existing mechanisms, which will see the country moving towards a more responsive and effective housing delivery. The government has committed itself, under the BNG, to ensuring the provision of adequate housing to all (Chenwi, 2012). BNG outlined the changing housing needs as a result of increased population growth of 2.1 percent per annum, resulting in an increase between 1996 and 2001. Household numbers had increased by 30 percent in 2001, against the expected increase of 10 percent. This led to a decrease in the household size from 4.5 people per household in 1996 to 3.8 in 2001 (DoH, 2004).

The DHS in its 20-year review (2014) indicated that BNG started reviewing the policy on housing provision from the perspective of human settlements. In its intervention, BNG was expected to go beyond the construction of houses for low-income earners to building affordable houses. It is clear that legislation dealing with human settlements should be fast-tracked, which will ensure that regulatory frameworks in housing, land and infrastructure are reformed. This can be achieved through involving the private sector in responding to the needs of the urban poor households. At the same time, there is a great role to be played by the financial institutions in extending credit to the poor and building the required infrastructure. The legislation should also be aimed at promoting the informal sector as another way of increasing employment productivity and investments among poor households. Community involvement should not be compromised in housing development, as communities are part of the whole structure, involving communities in decision making lessons problems faced by local government when houses are not delivered as expected. This can also be another way of capacitating communities so that they can be highly effective in taking decisions that affects them positively.

CHAPTER FOUR

SOUTH AFRICAN PERSPECTIVE ON HOUSING

4.1. INTRODUCTION

Governments all over the world have an obligation of improving the quality of life of their people. This is expected to be done in an era where slums and informal settlements are increasing every day, while at the same time, ensuring that everyone without shelter is provided with one. Most states are compelled to implement housing programmes, which have proven to bring economic growth in other countries. In South Africa, post-1994, the state has implemented subsidised housing programmes, which have resulted in the building of houses on a large scale annually, then was the case during the apartheid era. The houses built are half as large as those built during the apartheid era, and are constructed with weaker material. Moreover, most of these houses are located far from places of employment and community amenities. The sad part is that they are characterised by disconnections of water and electricity, rare refuse collections, inhuman sanitation, dirty roads, and not enough storm water drainage (Bond & Mottiar, 2013; Bredenoord & van Lindert, 2010).

The Housing Act of 1997 stipulates that all people in South Africa shall have “access to permanent residential structures with secure tenure. This shall ensure that the people are afforded privacy and are adequately protected against harsh elements, as well as potable water and sanitary facilities. This includes the disposal of waste and electricity supply” (Khan & Thurman, 2001). The chapter interrogates the historical background of housing in South Africa, the concept of adequate housing as enshrined in the Constitution, the challenges and constraints of housing in South Africa, and the concept of Sustainable Development, Back to Basic as a strategy for housing development. The chapter further looks at the Spatial Development Plan, aspects of informal housing, the importance of an Infrastructure Development Plan. The concept of Housing to Human Settlements is further explained, community participation and its role to housing development, monitoring and evaluation in housing development, challenges of housing delivery in South Africa. The development of the Cornubia housing development and reasons of such a development are explained, furthermore challenges of mega projects, principles of mixed-use housing are explained in detail.

4.2. SOUTH AFRICAN PERSPECTIVE ON HOUSING PROVISION

According to Wilkinson (1998), before 1920 efforts by the government of the time to improve the living conditions of the poor people were coordinated periodically by the local authorities. This led to the development of barracks and compounds, whose sole purpose was to accommodate single workers – in most cases, migrants. Africans during this time were left to fend for themselves; as a result, a majority of them lived in filthy, congested, and hazardous slums dwellings and backyards (Wilkinson, 1998). According to Kihato (2014), the Native Land Act No 27 of 1913 intentionally demarcated urban areas as exclusively white, with blacks allowed in those areas only at the command of white needs. Scholars such as Maylam (1990) and Parnell (1991) as cited in Kihato (2014) argue this type isolation began in the nineteenth century in South Africa. The Transvaal Report provided principles, which formed the ground for controlling the movement of blacks in South Africa. The Act further recognise the principle that natives which included men, women and children were only allowed within municipal areas only to serve the interest of the whites (Kihato, 2014).

According to Wilkinson (1998), the migrant labour system and the geopolitical entities have been institutionalised in South Africa and regarded as Bantustans or homelands. In order to do this a wide-ranging apparatus of controls on urban migration, maintained the separation of the day-to-day survival of migrant workers from their families. This gave rise to a situation of low wage levels of African workers (Wilkinson, 1998). Harrison and Todes (2015) reaffirms that the spatial controls in South Africa evolved over a period of colonisation, but were implemented when apartheid was at its peak, around the 1950s to the mid-1970s. The pass laws were introduced around the twentieth century, as they were introduced at British borders, serving the same purpose – that is for the natives to sell their labour. Around the 1950s, black South Africans were actively contained in the homelands. This became a key element in advancing the apartheid state, which divided South Africa into racially- and ethnically-segregated territories (Harrison & Todes, 2015).

The period of reconstruction post 1994, included the provision of affordable low-cost housing, which served as a critical strategic goal for the South Africans. This was to promote a sense of community and nation building through participation of all South Africans (Khan et al., 2013). Khan et al. further argue that allowing democratic inputs from communities who are affected by the planning and development of new human settlements can be the first step towards providing a sense of engagement with communities. This eases the way for the conversion from

informal settlements, backyard housing and relocation from the former overcrowded townships, which were created by apartheid government (Khan et al., 2013).

4.2.1. The Right to Adequate housing

Housing Policies in South Africa are guided by the principle that having a house is a basic need. The right to housing has been articulated in the Constitution of the RSA (1996), and in the RDP, introduced in 1994. The Housing White Paper of 1994 gives interpretation to the concept of adequate housing through its *“vision of a viable, socially- and economically-integrated communities, situated in areas that have convenient access to economic opportunities; as well as health, educational and social amenities:*

- i) a permanent residential structure with secure tenure, that ensures privacy and provides adequate protection against the harsh elements; and*
- ii) potable water, adequate sanitary facilities – including waste disposal and domestic electricity supply” (DoH, 1994; Huchzermeyer, 2001).*

According to McDonald (1998), the South African government committed itself towards improving the living and working conditions of the people on an impartial and sustainable basis allowing all citizens in the country to access humane, safe, secure, accessible and adequate shelter. This includes access to basic services, facilities and amenities, which meets the conditions, set out in the Bill of Rights in the Constitution. This will further ensure equitable housing provision as well as access to basic services – with no discrimination based on race, colour, sex, language, religion, political ideology, social origin, property, birth or sexual orientation (McDonald, 1998).

4.2.2. Assessing the adequacy of housing

From its inception in 1994 RDP was aimed at building new houses through a subsidy programme. This created a hostile divergence between shacks that needed to be eradicated and formal housing that was expected to be built by the government. At the time, the state was prepared to provide top-structure RDP houses, according to specific requirements. The desperation of people to have illegal, dangerous, informal shacks and formal standardised houses became an obstacle to human settlements, as well as to the integration of neighbourhoods and accessible and functional cities (Bradlow et al., 2011). The failure of governments in developing countries to accommodate the increasing number of the urban poor

that has increased because of urbanisation. Citizens have had to rely on their creativity, energy, skills, and the resources at their disposal in order to access housing in the form of shacks (Keivani & Werna, 2001; Bredenoord & van Lindert, 2010). The creativity behind the construction of shacks and, took place on an informal bases and it has hampered the provision of basic services caused by the lack of formal interventions from the state (Bradlow et al., 2011).

Busch-Geertsema et al. (2016) identified three dimensions to be considers in accessing housing:

First, is the security domain, which relates to the extent to which households can have a home and stay for whatever period, as long as the legitimate obligations are met. This includes the security of tenure, which limits evictions.

Second, the physical domain relates to having enough space for the house to meet the needs of members of households in terms of quality and quantity. Quality considers the durability, protection from harsh climatic conditions, the provision of basic amenities, and the safety of one's self and possessions. Whilst quantity reflects the size of the family (Busch-Geertsema, et al., 2016).

Third, the social domain ponders on prospects to escalate communal relationships in the family itself. This means respecting the culture and space for privacy in a family or community (Busch-Geertsema et. al., 2016).

Barry and Roux (2016) suggests that failures by government to deal with the delivery of houses to poor South Africans has consequences in alleviating poverty through subsidised housing programmes, and the overall property systems and land market. Hence, state subsidised houses in the country has a distinctive nature, as they are fully services singular parcels of land. Hodge and Gordon (2014) as cited in Barry and Roux (2016) reaffirms that as a result beneficiaries of housing in South Africa have been able to access clean drinking water and sanitation, which in the past, have shown to be important for community health. However, the challenge faced by municipalities has been that housing projects benefit the poor, who have limited livelihood opportunities, and who may struggle to pay municipal services (Alexander, 2010; Barry & Roux, 2016).

4.2.3. Challenges and constraints of housing delivery in South Africa

The Department of Housing has acknowledged major challenges in housing delivery, in that it has been the lack of capacity, and mostly expertise by officials in all spheres of government, particularly local government officials. This has threatened local government capability to drive the establishment of sustainable housing environment. The ineffectiveness to efficiently package and the aligning of funding streams by employing innovative planning principles, acquiring inexpensive pieces of land, and retaining professionals in the department have threatened this sphere of government (DoH, 2004). Hence, this has led to problems such as community protests, the sprawling of informal in areas, which are dangerous for communities. As a result, municipalities are finding it difficult to deal with these problems because of incapacity as well as other functions, which have been transferred to this sphere without clear mandates.

Some scholars, such as Mayekiso (1996) and Cross (1995) as cited in Huchzermeyer (2001) argue that the issue of private tenure is being exploitative, and is, as a result, not appropriate for poor households. Civil movements were in support of this idea, with the aim of discouraging tenants in residential areas, which was dominating at the time. The rising exploitative shack lordism in informal settlements was substituted with common land holding practices, common in African states, mostly especially in rural areas. This move made it possible for settlements to attract local and overseas support for development, because they were planned through various democratically-elected civic communities (Huchzermeyer, 2001). As a result, shack dwellers in Durban, referred to as *Abahlali base Mjondolo* in isiZulu, mobilised themselves for this course. This group was willing to engage in various acts of non-violent action against the City of Durban, which was to include making sit-ins in government offices, as well as other municipal areas (Pithouse, 2006). Gibson (2012) contends that shack dwellers through its organisation began to voice their right to live within the city and demanded active democratic participation. This was to be done from grass root ensuring that services were to be provided to the informal settlements. The emphasis was on criticising the political economy, which failed to address the politics of the state, and its spatial political economy. Gibson further indicate that the demand for housing by the shack dwellers was based on democratic and open engagements aimed at radically changing spatial and political economy in the city. This was to be done by moving away from post-apartheid public awareness through significant involvements in the political economy of the city. According to Monyai (2007:33) as cited in

Mpehle (2012), beneficiaries of public services have witnessed little improvement in the provision of these services. Hence, the service delivery protests are witnessed because of poor provisioning of services leading to most people living in poverty.

Displeasure amongst communities' marks resulted to the disappointment to deliver material benefits to the people – but also from government's non-consultative and often exceptionally careless style to urban governance hence, these material benefits included houses and access to water. Therefore, service delivery protests are more about incompetent local governance, caused by people not knowing the proper channels to raise their concerns (Tissington, 2011). Bradlow et al. (2011) indicate that a people-centred approach puts emphasis to the concept of pro-poor strategies. In most cases, these strategies are designed and implemented without the integration of participatory processes by communities. Therefore, this approach was expected to take into account that interventions, which were effective, would oblige the state to provide space for well-informed and organised communities of the urban poor to be considered in such projects (Bradlow et al., 2011).

Policies adopted in South Africa post 1994 aimed at providing change, which does not fully respond to the dualistic challenge of providing services for human settlements, which also ensures a safe and sustainable environment (Goebel, 2007). While the Housing Department was aligning policies to development goals, uneven expenditure patterns arose. To improve the situation, policy instruments and implementing agencies it is important that they are brought together so as to achieve greater alignment, to enhance the flow of funding and housing delivery (DoH, 2004).

4.3. BACK-TO-BASICS AS A STRATEGY FOR SUSTAINABLE HUMAN SETTLEMENTS FOR ETHEKWINI MUNICIPALITY INTEGRATED DEVELOPMENT PLAN

Local government has a mandate to providing basic social services to local communities. This mandate is supported by the belief that a decentralised government is able to improve the delivery of basic services at a cost-effective manner (Hope, 2000). However, in South Africa the opposite has happened, because of inefficient municipalities, which did not have the capacity to deliver as expected. This shows that decentralisation cannot be regarded as a solution to improved service delivery, but a vehicle that can be used in conjunction with others. According to Rondinelli et al. (1983), local government was intended to improve the

responsiveness of officials. As a result, democratic decentralisation can be regarded as a means by which governments are taken to the people. The aim of bringing these governments closer to the people is to enhance active citizen participation in decision-making. This can also be regarded as means where government intends to capacitate communities, through evidence-based interventions, which can only be made possible by generating accurate information about public needs (Dipholo et al., 2011).

In South Africa, a primary source for the delivery of basic services since the dawn of democracy has been at local government level (ANC, 2015). Progress has been made as far as delivering basic services such as water and sanitation, electricity, and refuse removal are concerned. Communities, which are beneficiaries, can attest to the progress made in this regard. However, housing demand is increasing, since people are flocking to cities with the aim of attaining a better life (IDP, 2016/17).

Dipholo et al. (2011), attest to the fact that for any local government to be effective, it should receive the financial boost from the central government. This reliance on the central government puts local government in a vulnerable position; as this is the only way it will be able to deliver services as expected. The author further argue that local government is expected to display capacity, professional aptitude and commitment in utilising the resources at its disposal. This will allow it to silence its critics, instead of accepting their fate and confirming their inefficiency (Dipholo et al., 2011). Thus, the core mandate of the eThekweni Municipality is to provide a quality living environment to members of the community. This can only be achieved through delivering houses and basic services. In the past 20 years, the municipality has been able to fulfil that mandate, but more needs to be done. The municipality is committed to addressing housing backlogs as its priority. There should be an increasing emphasis on the provision of social services that it is aligned to the vision of creating and sustaining integrated human settlements (IDP, 2016/17).

The City of Durban has its own dynamics, caused by a modification of the population and business activities along the coast towards Umhlanga. It is powered by the highway, cars and a search for Greenfield's developments as ways of developing real estate (Freund, 2010). Freund further alludes to the fact that that this phenomenon is different from what is happening in South Africa, where Greenfields are used for low- and middle-income earners. At the same time, this has been used to address issues of inequality in South Africa by bringing people closer to all amenities.

4.3.1. Spatial Development Plan as a strategy for sustainable human settlements

The NDP (2012) acknowledges that in South Africa there is a sound spatial structure, with economic activities distributed across metropolitan cities, as well as large towns and cities, which are linked by the established networks connected by infrastructure. However, there the challenge is that there is a dysfunctional and inequitable settlement pattern, which causes many people to live in poverty – including those in rural areas. Thus, the NDP further acknowledges the need to involve various stakeholders to tackle, which include economic solutions, institutional reforms, land management system changes, and infrastructure investments (The Presidency, 2012). The eThekweni Housing Sector Plan (2012) indicate that the Provincial Growth and Development Strategy (PGDS) ensures that provincial economic growth and enhanced quality of life for all in KZN is in line with National Vision 2030. The strategy further ensures that various stakeholders, with the aim of creating employment opportunities, enhancing skills, effective and efficient governance, human and community development, improved infrastructure and adequate utilisation of spatial form, adopt an integrated service delivery approach (IDP, 2016/17).

The Spatial Development Plan (SDP) forms part of the IDP as it informs and interprets the IDP spatially and provide guidance on the execution of the IDP. It further provides guidance on the spatial distribution of land uses in a municipality giving effect to the spatial vision, goals and objective of the municipality, whilst prioritising areas for spatial interventions (Spatial Development Framework, 2016/17). Todes (2008) argues that spatial framework planning in South Africa did not pay attention to the socio-political dynamics of the cities, but has focused on nodes and corridors, densification and the infill. Attention has been drawn away from understanding how people locate and move within the city, what drives their choices and the effects of the patterns for their livelihoods and survival. Hence, the SDP has identified Cornubia, located within the Urban Development Corridor, as an investment opportunity. The aims are to address the disparities and building the future by responding suitably to the needs and growth patterns and trends (Cornubia Framework Plan, 2011).

Benit and Morange (as cited in Todes, 2008), raised questions regarding a uniform approach used for spatial organisation. These scholars further argue about how poor locations affect employment opportunities for domestic workers, as well as the conditions under which they work. This reinforces the traditional critiques of apartheid cities, which leads to the decline in formal employment, and the increasing reliance by the poor on government. These strategies

have made central location less important. BNG has acknowledged the promotion of densification and integration as public interventions trying to build cities and towns, while they are at the same time processes, which assist in generating wealth and its distribution. The key was to integrate previously groups, which were excluded into the cities and the benefits, which are offered by the cities (DoH, 2004).

In the eThekweni Municipality, the need for managing densities in the city has been recognised by accommodating the people within the metropolitan area. At the same time, appropriate densification controls need to be applied, which could have a bearing on the spatial form of the city, and on accommodating the population growth (eThekweni Municipality, 2013). The SDF is a hierarchy plan for the municipality and informs the future spatial growth of the city. Hence, the SDF adopts the concepts of nodes and corridors as integrators of space in order to redress inequalities and segregation caused by apartheid policies (Sim, Sutherland & Scott, 2015).

4.3.2. Infrastructure Development Plan

According to Khan and Thurman (2011) the national government has the obligation of setting up “policies, norms and standards; set and monitor delivery goals; mobilise and distribute funds to provinces and municipalities for housing development, land acquisition, and infrastructure development; and create an environment for all parties to realise housing goals” (Khan & Thurman, 2011). Municipalities in South Africa are faced with challenges related to infrastructure, such as expanding the existing infrastructure to disadvantaged areas. At the same time, they are expected to deal with the ageing existing infrastructure – while they are expected to increase capital infrastructure to fund projects identified. The transfer of public transport and housing functions to metropolitan cities causes this (Palmer, Graham, Swilling & Robinson, 2016).

Infrastructure provision is critical to social and economic development, and is a fundamental catalyst for investment attraction (Agbola & Olatubara, 2003). Infrastructure development provides the possibilities for the implementation of public policies and interventions to maximise finite resources in the creation of jobs, enhancement of living standards and attracting foreign investments (Ilesanmi, 2012). Ilesanmi (2012) further attest that, the physical infrastructure such as electricity, transportation and communication networks are essential for the sustainability of an operative market economy, as well as the acceleration of good governance. Infrastructure constitutes the bedrock of sound economic development, social

progress and human security. In the absence of constant supply of electricity, industrial activities such as manufacturing, mining and agriculture, which are usually the primary employers in developing economies – cannot be sustainable. As a result, efficient and affordable transportation networks are needed, without it markets disconnect and fail, the rural-urban movement of agricultural products is stalled, price discrepancies between points of manufacturing and consumption broaden, and public administration becomes difficult to manage (Ilesanmi, 2012).

The primary bulk municipal infrastructure and capacity to levy service contributions should be paid by the municipality. The provision of bulk infrastructure by developers can lead to complications and problems if this capacity is exclusive to the developer. The municipal infrastructure should adhere to the standards and technical specifications of the municipality (www.ameu.co.za/.../Provision%20of%20Bulk%20Municipal%20Infrastructure%20).

According to Khan and Thurman (2011), provincial government is expected manage both national and provincial housing programmes, by implementing legislation where the need arises, and approve and dispense subsidies. On the other hand, local government should take realistic and essential steps ensuring that citizens have access to housing on a sustainable basis by providing basic services and infrastructure; and identifying designated land for housing (Khan & Thurman, 2011). Infrastructure for new housing should be developed single-dwelling units, medium-density housing, and incremental housing. Incremental housing involves the provision of services and land component of the project is separate from the top structure. Hence, departments should consider that housing comes as a package, which also incorporates internal infrastructure (COGTA, 2016).

COGTA (2016) recognises that in most cases, communities are not aware that the networked infrastructure draws huge flows of natural and manufactured resources, which are sourced from borders outside the city. Shortages of water, energy, food, sewage and solid waste should not be for long hours, so long as they are needed by the users, and are sourced through channels of the city (Palmer et al., 2016). Infrastructure development has a major impact on the social and economic development of the country. An infrastructure that is up to the required standard provides many benefits to individuals and enterprises (COGTA, 2011). COGTA further elaborates that infrastructure development supports growth and economic output, and affords opportunities for the disadvantaged to contribute to the sustainability of the environment. Municipalities should guard against over-emphasising economic benefits at the expense of

social benefits. Infrastructure planning can take up to 10 years to bring large projects – whether it is water or power generation. Therefore, cities should share their long-term visions in terms of the growth and development strategy, and prove a strategic framework for infrastructure planning (Palmer et al., 2016).

The plan of the eThekweni Municipality on infrastructure is to have a proactive management rather than a reactive maintenance of the infrastructure. This will help the municipality not to over commit funds on new infrastructure development, which can lead to insufficient funding for maintenance, as well as the replacement of the existing infrastructure (IDP, 2016/17). Infrastructure planning should be undertaken by time-scale, coupled with investment plans, which will in turn, apprise short-term plans, which should be updated. Infrastructure planning should be integrated, not only at the level of the sector, but spatially and financially as well by consolidating the funding. Municipalities should exercise their autonomy to define their programmes and projects, with specific performance indicators related to the long-term objectives (Palmer et al., 2016).

Ureta (as cited in Todes & Harrison, 2016), contends that greater spatial access will be achieved if there is investment in infrastructure and systems that improves mobility. The regulatory policies can also play an important role in appropriate zoning, housing typologies and the location decisions around housing development. Metropolitan cities are known for concentrating jobs within higher-income areas, which requires that they consider inclusionary housing by bringing lower income people into the fabric of higher income urban areas (Todes & Harrison, 2016). Todes (as quoted in Todes, 2008), reports on the findings of a study, conducted in 2000, which indicated that spatial frameworks failed to give guidance to infrastructure departments, which made them continue with their planning. This raised apprehensions on whether nodes and corridors were meaningful to departments that provide water and waste disposal services.

4.3.3. Densification

Density, in the eThekweni Municipality is defined, as a key model in planning, architecture and urban design that is used to pronounce, forecast and control the use of land. It increases the demand for efficiency of the urban environment with respect to better utilisation of land and natural resources, infrastructure, and human and financial resources (eThekweni Municipality, 2013). According to Turok (2011), density has two elements: the physical structures and the

actual resident population. The physical structure should be measured by the dwellings per hectare, and urban planners, influence new developments by giving more attention to it. Hence, the main objective becomes raising the actual population density. Turok further indicates that this relationship is not static, but changes with household sizes and alignment, due to changes in income, stages in the life cycle and collective norms.

The World Bank Report (2016) suggests that urban planning process should integrate domains, which seek to increase the built-up space to accommodate both people and businesses at the same time. The required infrastructure should support these higher densities, which at the same time increase the value of the land. This can contribute to an increase in revenues, by levying property taxes and using other tools to increase the revenue. The World Bank (2016) further suggests that if urban planning is done properly, it can promote economically vibrant and sustainable cities and metropolitan areas. Whilst Boyko & Cooper (2011) suggest that high urban densities be accommodated in the policies, which boost food growth in urban areas. Municipalities should be willing to convert vacant land into temporary vegetable gardens, and communities must, at the same time, be willing to grow food on the available land (Boyko & Cooper, 2011).

According to Barret, Gakenheimer, Newman and Kenworthy, Nijkamp and Rienstra, Owens, Stead and Marshall, and Guindon (as cited in Du Plessis, 2014), common interests exist between mixed-use land and travelling patterns. Empirical studies conducted by scholars as suggested by Du Plessis are in favour of higher density levels and mixed use land and points to benefits such as less travelling by car, shorter travelling distances, and lesser transportation costs. This shows that there are benefits to communities, as they are going to live close to places of employment, and would as such, spend less on transportation. Hence, municipalities are to ensure that the land identified is in close proximity to the other facilities in order to achieve the integration in human settlements.

Turok (2011), identified three approaches that drive densification: (a) by state processes such as obtaining and making land obtainable for development so as to provide new low-income housing; (b) the encouragement of market producers, to use incentives encouraging new housing developers to build at higher densities; and (c) fiscal measures, influencing household choices and preferences. Therefore, for any city to realise these proper investment plans, incentives and controls should be put in place so as to ensure sustainability. However, Turok

suggest that if there is no consistency in spatial programmes and policy instruments public land ownership can be hampered (Turok, 2011).

Therefore, densification requires long-term planning, with opportunities provided to restructure cities to enable them to respond positively to challenges, and improving city performance in a positive manner. City dynamics bring changes in issues and realities overtime, and cities are expected to respond to these changes in order to satisfy the needs of communities (Yusuf & Allopi, 2004). The benefits of managing density should be related to the creation of sustainable human settlements and sustainable resource use. These key issues are important in driving the demand for density in the eThekweni Municipality (SDF, 2016/17).

4.4. CHALLENGES OF SUSTAINABLE HUMAN SETTLEMENTS

According to Geobel (2007), cities in South Africa have distinctive and multifaceted pasts, which marked new developments after 1994. The legacy of separating localities has obstinately insistent, and the poor black communities normally settle in areas, or on the periphery of areas, historically reserved for Africans, such as townships. Hence the elite blacks are now moving into formerly white-only suburbs, but these areas continue to be high-class, protected, and the social communication among different races and cultural groups is now restricted (Goebel, 2007). Housing policies have made provisions for improving the quality of life of the poor in South Africa. Todes (as cited in Freund, 2010) alludes to the fact that providing housing in these neighbourhoods ensures the provision of community amenities including the provision of electricity and water and improving facilities in new established black townships. Although governments take care of the poor through the provision of social grants for respective members of the population has been facing challenges of making the poor pay for the maintenance of new facilities and infrastructure. This has necessitated the erection of buildings far from the heart of the city and chosen suburbs, which afford economic opportunities. Houses in these new neighbourhoods are often constructed on state-owned land, and on the outside boundaries of existing black townships (Freund, 2010).

Cohen as cited in Ding et al. (2015) suggest that political interference in administration, weak governance and decreased economic growth, has increasingly affected the majority of citizens in developing countries. Citizens are affected by problems such as health, poor quality of life, as well environmental degradation, lack of social cohesion, and instability. This has associated with increased populations within urban centres. The facilities in urban areas have not kept up

the pace, as the number of people keeps on increasing in megacities. It has been characterised by the random, unplanned, poor regional governance in urban areas, as well as ineffective administrative systems (Ding et al., 2015).

The towns and cities in South Africa indicate a mixture between Western capitalism and colonial assembling as a result they were established in overcrowded, disorderly patterns, which were dominated by the relatively low-density white suburbs, constructed according to modern planning principles (Harrison & Todes, 2015). These scholars further argue that the Native Urban Areas Act of 1923 was promulgated ensuring that towns and cities were colonially-segregated; aimed at segregating locations for black South Africans. The apartheid government had to make sure that laws were tightened up, ensuring broad designing of high-rise, modern, central business districts were surrounded by low-density white suburbs. And making sure that black townships with high rise buildings were pushed to the urban boundaries (Harrison & Todes, 2015).

Bradlow et al. (2011) argues that housing delivery in South Africa has focused on the delivery of mass production focusing on completely-serviced housing sites and driven by housing contractors – as opposed to the incremental model of existing settlements, where upgrading was not possible. As a result, housing policies have failed to capacitate the poor and to create more all-encompassing cities. The urban poor have continued to be inactive – they are constituencies with a sense of entitlement. As such cities are progressively disjointed, uneven, and unsustainable built environments. Bradlow et al. further refer to the urban poor communities as passive and having a sense of entitlement, because the state provides them with houses and services (Bradlow et al., 2011).

4.5. CONSTRAINTS OF INFORMAL HOUSING DEVELOPMENT

4.5.1. Informal Housing

Informal settlements are defined “as a group of housing units, which have been constructed on land which dwellers have no legal claim” (Forte, 2015; Mbonambi, 2016). These structures do not comply with the planning and building procedures of their time. According to Lemanski (2009), backyard dwellings continually flourish in South Africa, in black townships backyards are used as dwellings mainly in older well-located townships. The post-apartheid era observed this phenomenon of such dwellings, in locations of state-subsidised housing, which is in direct inconsistency with the national aims of eradicating informal housing (Kotsoane, 2008).

4.5.2. Infrastructure

A report commissioned by the World Bank in Palmer, Swilling, Robinson, Eales, Fisher-Jeffes, Käsner and Skeen (2016) as also noted by COGTA the need to expand access to services in previously disadvantaged communities, and that progress has been made specifically in electricity provision. However, a backlog still exists in the provision of other services – more especially for people living in informal settlements. Planners should take into account the different patterns of movement for buses, freight vehicles, cars, bicycles, and pedestrians when designing the movement networks for public transportation. The reason for this is to get traffic flowing as quickly as possible from other neighbourhoods (CSIR, 2000).

4.5.3. Location

According to Cities Alliance (2011) the location of housing is tremendously significant for the urban poor – who, constantly try to stay in the areas that are as close as possible to income-earning opportunities. This usually means to be close to centres of marketable activity, manufacturing zones, or markets and transport hubs. Land in such places is in high demand and extremely exclusive, as a result they resort to squatting. This leads to occupying land that nobody else wants – such as hazardous sites with a potential of floods, alongside roads and railway lines, or on the banks of canals and rivers (Cities Alliance, 2011).

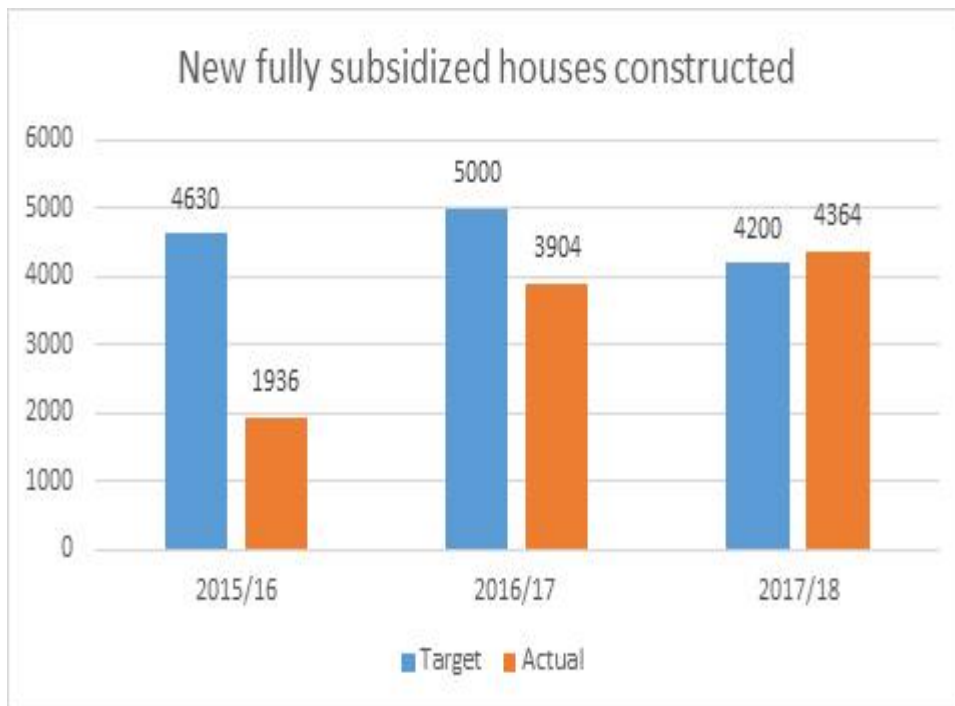
4.5.4. Land tenure

Housing development must allow for a variety of tenure options. Hence, it should be done in consultation with individuals and affected communities; and this process should be aimed at encouraging and transferring skills and capacitating the community (Khan & Thurman, 2001). The author further indicate that the Housing Act emphasise the facilitation of an effective functioning housing market, which will level the playing field and take reasonable steps in achieving equitable access for all (Khan & Thurman, 2001). Informal dwellers in most cases occupy the land without any legal obligations, and they are evicted by the landowners any time. Their lives are made unbearable every day, as there is continual warning of eviction which makes informal settlements dwellers to be reluctant to invest in improving their housing or settlements (Cities Alliance, 2011).

4.6. CHALLENGES OF HOUSING DELIVERY IN THE ETHEKWINI MUNICIPALITY

BNG has attributed a huge demand in government-assisted housing to increased urban populations, caused by urbanisation and increased population growth. It is estimated that one fifth of urban residents are new comers to cities (DoH, 2004). In South Africa the housing backlog as of 2016, was estimated to be around 2.1 million, which needed to clear the backlog but the numbers are gradually slowing down. Therefore, urbanisation has to be dealt with in order to meet the demand for housing in cities. Although it is not possible to stop the migrating of people to urban areas, planning instruments can be used in order to predict these numbers (www.engineeringnews.co.za).

Figure 4.1: New subsidised houses constructed



Source: www.durban.gov.za

The above diagram shows the housing backlog in the eThekweni Municipality. It shows an increased backlog from 2014 to 2017 (IDP, 2016/2017). As such, the IDP indicates that the municipality has embarked on a number of strategies to address the housing backlog including upgrading of informal settlements and relocations to Greenfields such as Cornubia. The challenge however, has been the increasing number of people migrating to the city, as this puts more pressure on the limited resources. The municipality has indicated that it will take a year

to reduce the backlog, but that interim measures have been put in place to ensure that the quality of life of communities is improved. To this effect, the municipality has prioritised access to basic services for the low-income subsidised houses (IDP, 2016/17).

In ensuring the quality of life for community's access to services such as health, community halls, safety, education, and recreation centres, which complete the integration of human settlements, has been prioritised. For instance, the municipality has, in its plan, prioritised the delivery of these services to communities that were relocated to Greenfields, as access to such services is important as it improves the quality of life of the people. This is line with creating and sustaining human settlements that promote the overall wellbeing of community members (IDP, 2015/16).

4.7. CORNUBIA HOUSING DEVELOPMENT

The main aim of the Cornubia project, initiated by the eThekweni Municipality, was to address housing and housing development needs in their totality for identified communities. This community was identified from particular informal settlements. This was done to ensure that individual and community quality living environment is achieved. Scholars such as Charlton (2009), Sutherland, Robbins, Scott and Sim (2013), as well as the DoH (2004) attest to the fact that housing delivery in South Africa post-1994 was guided by the Housing Policy and Strategy, and that the programme has been able to provide state-subsidised, large-scale housing for the majority of disadvantaged people. The critical part is that the strategy integrated sustainable human settlements (Sutherland et al., 2015).

Critical to this is the fact that houses built did not reconstruct the displacements created by policies of apartheid. As a result, the municipality had to ensure that the Cornubia project as a national priority was facilitated in accordance with guidelines from the NDHS. Initially, particular settlements were identified, as the aim was to address the housing backlog that the municipality was faced with at that particular time. The informal settlements, which were to be prioritised, were those within close proximity. The Municipality was to ensure that communities were housed in habitable, cost-effective and sustainable housing. This in turn, would contribute to urban renewal, regeneration, and the social and economic growth of the city (eThekweni, 2015). The BNG was employed as a tool to drive the new human settlements vision of the Department of Housing. The vision has been to achieve a non-racial, integrated

society, which was to be realised through the development of sustainable human settlements and quality housing (BNG, 2004: 7)

4.7.1. Reasons for Cornubia development

Establishing Cornubia as a mixed-used development was to assist in integrating the City with the aim of addressing the imbalances of the past created by poor spatial planning from the previous government. The development aimed at providing new job opportunities for residents in identified areas in the IDP. The following reasons are provided for the foundation of Cornubia project:

- *“to address the integration of the City and the imbalances of historical planning, consolidating and integrating the currently dispersed and dislocated points of urban development in the area.*
- *Strategic location of Cornubia amongst existing settlements and the introduction of the Integrated Rapid Public Transport Network (IRPTN) incorporating the Bus Rapid Transport (BRT) opens up the affluent areas to those previously marginalised through efficient public transport.*
- *The area in which Cornubia is located is identified in the IDP as part of a major economic investment node*
- *The development will create substantial new job and employment opportunities, particularly for residents of areas such as Phoenix, Verulam and Waterloo where work opportunities close to places of residence, because of historical planning, are currently lacking.*
- *It represents an important opportunity for substantial new residential development, significantly addressing demand for affordable housing and integrated residential developments that are well located in terms of access to employment opportunities, urban amenities and social facilities.*
- *The development will provide a benchmark for mixed-income, mixed use development in line with the policy objectives of National Government's new housing policy, Breaking New Ground” (Environmental Impact Assessment, 2011)*

4.8. CHARACTERISTICS OF MEGA PROJECTS SUCH AS CORNUBIA

In the development of an integrated human settlements developers tend to have an increased potential of income from higher density mixed-used use projects. This is due to the increased floor space, accompanied by more sales per square metres, and rising property values. This creates an impression that the tax base for municipalities tends to increase. As a result, less is spent on the infrastructure and utilities per household, caused by the compactness and the higher-nature density of mega projects (Landman, 2010). Landman further attest that this was the case with Cornubia, which, at its inception, was designed to achieve the identified criteria for mega projects (Landman, 2010).

Kennedy (2013) reaffirms that mega projects are tools useful for exploring urban governance and transforming urban areas. In this way, Cornubia was viewed as strategically-situated as a mega project. As a result, the aim of the partnership between the Municipal Housing Department and Tongaat Hulett Development was to contribute to the amalgamation and incorporation of settlements in the area. The integration resulted in a private-public partnership, which was to develop a new integrated human settlement. The aim was to produce large housing components, commercial and industrial development and social facilities. In this way, it was set to meet the criteria for identifying mega projects (Sutherland et al., 2015).

Some authors have argued that increased mixed-housing densities provide benefits for residents, developers and the municipality. Exposing residents to such projects enables them to begin to appreciate a high quality of life, live in close proximity to places of work and recreational facilities. All this will allow easy access to and from places of employment (Landman, 2010). According to Sutherland et al. (2015), this project was expected to achieve what has been advocated by BNG in ensuring the development of an integrated human settlements – “by delivering housing units; the inclusion of informal settlements and in-situ upgrades; the densification of housing; the inclusion of a social housing component in a new large-scale middle to upper- income housing development; enhancing the role of the private sector; and greater participation by communities in the housing process” (DoH, 2004; Sutherland, et al. 2015).

The understanding of the project was that it would incorporate the principles of integrated human settlements. Hence, the municipality purchased 517 hectares of the 1 333 ha sites – 15 000 subsidised housing and affordable units were to be built on 337 hectares, which were developable sites. Adjustments were made in the plan to accommodate the notion of a mixed

use to include the concept of integrated living (Royal Haskoning DHV, 2012). Klug, Rubin & Todes (2013), as cited in Lukhele (2014), indicates that the city's intention with Cornubia was to provide housing development that combines only market rate and public-assisted units. This was also done to include combinations of fully subsidised low-income housing, and rental housing, with the intention to accommodate the gap market and affordable housing for the private market (Klug, Rubin & Todes, 2013; Lukhele, 2014). Klug et al. (2013) as cited in Lukhele (2014) indicates that Cornubia caters for the different income groups: (a) houses for those receiving full government subsidies, "for those earning less than R3 500, and on the other hand (b) there's also a gap market housing for those earning between R3 500 and less than R10 000, and (c) free market/ affordable housing for households earning above R10 000" (Lukhele, 2014). Sutherland et al. (2015) further indicate that the project was initially proposed that the project should build 50 000 homes – with 20000 of these being subsidised. It was estimated that 1.2 million square metres and 400 ha devoted to a converted open space system. This was done in order to create 48 000 jobs and 15 000 construction jobs, which would be sustainable for 15 years. The total investment of R24 billion was expected to generate rates of R 300 million per annum. Scholars like Sutherland et al. (2015) further attest that the project consist of five phases – the first phase was the experimental phase – that of developing 488 low- cost housing units. This was to be followed by phases 1-4, which would include the development of a mix of land uses. The business factory park was launched in 2014 together with phase 1A which consisted of BNG accommodation for poor households. It is recorded that beneficiaries moved from different informal settlements across the city were 151 for the first phase (Sutherland et al., 2015).

The rise of mega projects in South Africa provides a space for public and private partnerships between the different actors. The findings of the study conducted by Altshuler and Luberoff in 2003 corroborated the findings of studies on mega projects in the United States thus: "efforts to realize large-scale investment projects often provide an unusually revealing window on patterns of influence in urban development politics. Such projects involve huge commitments of public resources and often entail significant threats to some interests and values even as they promise great benefits to others" (Kennedy, Robins, Bon, Takano, Varrel & Andrade, 2014: 19).

Mega projects involve large housing investments, which responds to societal disparities through the provision of sub-standard housing in South African cities, which addresses the pro-growth/pro-poor agenda (Sutherland et al., 2011). It is also of significance to note that mega

projects should be implemented as planned, if not, the intended aims are not be achieved – and this result in chaos and mismanagement. Scholars such as Van Marrewijk et.al. (2008) and Capka (2004) reaffirm that mega construction projects’ meanings attest to the fact that these are huge investments projects, which are aimed at supporting governments in realising their social and economic development objectives. At the same time, these projects attract public and political attention, due to their impact on communities, environment and budgets (Othman & Ahmed, 2013).

4.8.1. Challenges of mega projects

According to Majd and Tabibian (2015), megacity social dimensions of sustainable development can be reflected in population growth, population densities, life expectancy, immigration rates, socialisation, and inequality of income distribution, the rate of crime, shortages of houses for people of different socio-economic classes, slums, squatters, unemployment rate, and unhealthy living conditions (Majd & Tabibian, 2015). The following challenges of mega projects are discussed:

1. Over-optimism and over-complexity.

The majority of mega projects tends to underestimate costs and timelines, and overestimates the benefits. For competing priorities, information tends to be withheld until projects are deemed affordable, and this normally sparks interest in the project (Garemo, et al., 2015). Lefebvre (as cited in Sutherland et al., 2011), argues that producing an intangible space enables actors to create a complete schedule, as well as a spatial procedure that serves the interests of a certain group. This results in the removal of anything that stands in the way of an interest group – and allows the voice of this powerful group to prevail and be held in space, as if it represents the views of the world.

As a result, Cornubia was based on spatial concepts, as argued by Sim, Sutherland and Scott (2015), which included condensing the city through the densification of urban development corridors, which were aimed at promoting the integration of the city, the new nodes in previously disadvantaged areas, and urban edges – which were to contain the sprawling of informal settlements, while at the same time, protecting agricultural and environmental resources, and opening space networks (Sim, et al., 2016). Scholars such as Hannan, Robbins and Scott (as cited in Hannan & Sutherland, 2015) argue that the development of mega projects has been marked by controversy, and has raised questions on whether they will bring long-

lasting benefits as promised to beneficiaries – while at the same time, raising questions on whether the city, in most cases, acts in the interests of all its citizens in the coming years.

2. Weakness in organisational design and capabilities

According to Jepsen and Eskerod (2009), actors in mega projects normally have an organisational setup, project leaders establish four or five structures, implementing the project from the top leadership. The structures consist of the following layers:

“Layer 1: Sub-contractor to contractor

Layer 2: Contractors to construction manager or managing contractor

Layer 3: Construction manager to owner’s representative

Layer 4: Owner’s representative to project sponsor

Layer 5: Project sponsor to business executive” (Garemo, et al., 2015).

While Jespen and Eskerod (2009) suggests that in all projects stakeholder analysis requires: “(1) identification of crucial stakeholders; (2) experiences of stakeholders and their contributions, opportunities concerning rewards for their contributions, and their power in relation to the project; (3) a decision to be made on the best strategy that would influence all stakeholders” (Jepsen & Eskerod, 2009).

Tomlinson (2011) indicates that, housing developments should be broken down into activities, which involve planning, procurement, project management and housing allocation.

a) Integrated development planning

Planning should be undertaken prior to housing delivery. Planning should be aimed at ensuring that resources are expended in ways that meet the objectives of the project, the expectations of beneficiaries, and that the intended goals are achieved – which is aimed at improving the quality of life of communities (Harrison, 2006). Quality in housing delivery is measured by the level of satisfaction of beneficiaries. If this is not achieved, projects will be cancelled, resulting in service delivery protests by communities. Therefore, municipalities should ensure that quality management is more than just testing, but ensuring that appropriate processes exist throughout the phases of the project (Mzini et al., 2013).

b) Procurement

According to Tomlinson (2011), procurement processes should not be compromised, as this will affect the quality of houses constructed. The kind of houses delivered; at all times reflect the manner in which contractors were procured. Supply chain management should be the key in ensuring that processes are not flawed. Municipalities are obliged to comply with tender processes as specified in the MFMA, of 2003. The set rules should centre on tender stipulations, evaluation and adjudication when procuring housing project managers and contractors. This ensures compliance with equitable and transparent processes as specified by law (Tomlinson, 2011).

c) Project management

Quality project management in housing projects will guarantee the success of the project during its life cycle. Project management phases include project preparation, handling and implementing contracts, periods for delivery, carrying out inspections, and fast tracking the payment system (Tomlinson, 2011). The success of housing delivery is dependent on the principles of sustainable development, integration with other disciplines in the planning, impact assessment, and strategic impact assessment (Mzini et al., 2013).

d) Housing allocation

The Housing Allocation Policy reaffirm that housing programme should not be confined to housing, but should also address other issues, which are aimed at creating viable communities. This necessitates important changes to be made in the behaviour of all who are involved in the housing delivery process (DoH, 1994). In delivering houses, municipalities as developers are required by law to make sure that houses are allocated to qualifying beneficiaries. Programme managers and developers have the responsibility of ensuring efficient administration to ensure the transparent and proper usage of the limited resources (Tomlinson, 2011). As a result, Cornubia project aimed at addressing challenges of informal settlements from a holistic point of view. The project was expected to take into account the complex dynamics of settlements, with their origins form poverty, inequality and the continued spatial disregarding the poor (eThekweni Municipality, 2015).

3. Streamline permits and land acquisition

Another notable challenge for mega projects is the fact that it takes long for approvals to be granted than implementation itself. Permits should involve prioritising the project, clearly

defining roles and responsibilities of parties involved. Time frames should be clearly stated, while at the same leaving room for public participation (Garemo, Matzinger & Palter, 2015). The Cornubia Development Framework Plan, which enabled the development of the pilot housing phase and the Retail Park, gave rise to the layout for Phase 2. The Development Framework Plan has been able to address constraints including topography geology, water resources, existing servitudes and services, roads and rail links, as well as limited access and opportunities for linkages (Royal Haskoning, 2015).

4.9. PRINCIPLES OF MIXED-USE HOUSING

4.9.1. Integration

Scholars such as Landman et al. (as cited in Lukhele, 2014), argue that as far as integration is concerned, a variety of factors should be taken into account when considering mixed-income housing development. It can be achieved by providing well-integrated combination of different houses types, tenure, and price in defined-geographical areas. This can be facilitated through considering of a variety of family sizes, ages and income groups in close proximity to functioning services and facilities (Nkuna, 2013). The SACN (2014) reaffirms that integration in housing delivery is achieved with the effective delivery of basic services. This includes water, electricity, sanitation, social and educational facilities, access to livelihood opportunities and resources and improving transportation and economic opportunities (SACN, 2014).

If such services are provided, housing beneficiaries are obliged to regard houses provided by government as assets. In this way, beneficiaries begin, for the first time, to have a sense of ownership – which in turn, leads to improved livelihoods (IDP, 2016/17). Harrison, (as cited in Khan, 2014) argue that such blended accommodation of bringing lower income and high income areas together requires people to have money to spend in the area. In this regard, business opportunities such as supermarkets, café, restaurants and other businesses are needed in such areas (Khan, 2014). Therefore, it can be argued that the municipality has the responsibility of ensuring that people who are accommodated in these areas are close to their places of employment, so that they have enough disposable income to spend.

4.9.2. Accessibility

According to Lukhele (2014) accessibility refers mainly to the accessibility of two spatial features. The first can be residential streets, which can accommodate pedestrians, cyclists and

those travelling by car (Lukhele, 2014). DHS advises that municipalities should first profile communities when deciding on social and community facilities, to ensure that enough services are provided to the people. With such embarking on mega projects, the intention is to provide primary municipal facilities such as parks, playgrounds, sport fields, kindergartens, community halls, taxi ranks, satellite police stations, municipal clinics, and local market facilities (BNG, 2004: 14).

The following are the features of accessibility.

4.9.2.1. Efficiency

Landman et al. (as cited in Lukhele, 2014), argue that efficiency means the buildings that can meet different needs for different households, adequate in size, scale and density. At the same time, these buildings should be designed in such a way that they support basic amenities to ensure the efficient use of land, materials and energy (Lukhele, 2014). Tomlinson (2011), points out that efficiency can be improved only if developers and agents considers that houses are allocated to households, which falls within the qualifying criteria. This will ensure efficient administration of beneficiaries, while at the same time, safeguarding transparency and appropriate use of government resources (Tomlinson, 2011).

4.9.2.2. Image and aesthetics

Landman et al. (as cited in Lukhele, 2014), argue that if the exterior part is managed and maintained, it could provide a safe and healthy local environment, with a well-designed living, public and green space, with redesigning provided by professionals. The outside look of residential developments must be enhanced through management and maintenance, both of the inside and outside (Lukhele, 2014). The BNG acknowledges the need to develop guidelines for designers and regulators in achieving sustainable and environmentally efficient settlements. The development of designed size houses, which supports morality and society, are achieved through the proper maintenance and management of the interior and exterior (BNG, 2004).

4.9.2.3. Ownership and Territoriality

According to Landman et al. (2009) as cited in Lukhele (2014), it refers to a residential environment promoting a “sense of possession, respect, territorial responsibility, and privacy; and vigorous engagement and participation of local people in the maintenance of their physical

infrastructure”. Hence, a clear demarcation should be made between public and private spaces in residential areas as it promotes ownership, respect and privacy. This, in residential areas, is done through fencing, or walkways, which alert to visitors in the area of public and private spaces (Lukhele, 2014).

4.10. COMMUNITY PARTICIPATION ON HOUSING DEVELOPMENT

According to Van Dong (2008) as cited in Delener, Fuxman, Victor Lu & Rodrigues (2015), public participation creates democratic spaces, in which stakeholders and communities partake in planning and implementation of housing policies, and taking part in related decisions (Zonke & Matsiliza, 2015). Municipalities should “develop a culture of community engagement through governance, which complements formal representative government with a system of participatory governance” (Nzimakwe & Reddy, 2008: 670). According to Juta, Moeti and Matsiliza (2014), local government as a sphere of government that is close to the people was conceived to engender community participation by working closely with citizens and communities. This can ensure cooperation among communities and stakeholder to help find sustainable ways of meeting the social, economic and material needs of the people in improving their quality of life (Juta, et al., 2014). According to Holmen (2010) as cited in Gibson (2011) the idea of empowering the poor may take three forms: Firstly, is possible through promoting self-entrepreneurship by ensuring that the programmes identified in communities are financed. Secondly, communities are trained so that they understand government policies and be able to engage with them. Thirdly, political education where communities can begin to comment on neoliberal policies adopted by government.

The Constitution of the RSA emphasises participatory democracy, which it defines as the active involvement and participation of citizens and interest groups. It is a process, which serves to strengthen institutions of representative democracy by democratising institutions. It emphasises the active involvement of the public in government’s decision-making (RSA, 2006). Theron (as cited in Zonke & Matsiliza, 2015), asserts that participatory democracy should be conducive and get communities to participate in housing development – since such a system entails the involvement of the poor at grass-root level in discussions affecting their lives. Beneficiaries as well should be afforded the space to participate in the decision making of issues affecting them. Community involvement is perceived as developing and empowering historically marginalised communities (Lizarralde & Massyn, 2008).

This can only be achieved if communities are afforded an opportunity to enter into negotiations with governments and be involved in decisions in respect of their developmental needs and priorities (Nzimakwe & Reddy, 2008). Sabatier (as cited in Irvin & Stansbury, 2004), has explained the benefits accrued to citizen participation, as they get to understand government's insistence of implementing specific policies, even though some may not be popular with them. This is assumed to yield better results for policy decisions, as well as better social and environmental outcomes. There should be consistent and clear communication concerning stakeholder participation. This helps in building trust, while at the same time encouraging transparency and increased engagement. Issues can be discussed in forums such as public hearings and any other forums initiated by citizens (Fombad, 2013). Hence, public involvement should be seen as a collective and individual initiative to promote their interest in decision-making and oversight. A public participation framework for provincial and national legislatures should take into account minimal considerations in facilitating public involvement (Public Participation Framework, 2013).

The BNG aimed at enhancing the ability of citizens to exchange the value of their houses as an asset and settlement concerning setting and the degree of incorporation into urban and rural economies. The administrators also benefit when engaging more with communities in that they learn about policies, which are likely to be explosively unpopular, and how to avoid policy failures. Scholars such as Draai and Taylor (as cited in Juta, Moeti & Matsiliza, 2014) emphasise that community involvement should be encouraged to contribute to development efforts in communities by empowering community members, implementing poverty alleviation programmes, fostering partnerships between stakeholders. Stakeholders are people that have a specific and clearly-definable interest on the project, at the same having an interest in the outcome. Hence, in the framework stakeholders are referred to as partners in the design and implementation of the required solutions and outcomes (Public Participation Framework, 2013).

4.11. MONITORING AND EVALUATION OF HOUSING DEVELOPMENTS

So far, government has made great strides in the delivery of housing – but has received criticism as far as the monitoring of housing programmes is concerned. Problems identified include the cost of the housing product, poor location, and the poor quality of housing, as well as poor integration with other socio-economic facilities (Cities Alliance, 2016). The Housing Act (1997) outlines the responsibilities of national governments as determining the housing policy,

setting broad national housing policy delivery goals, and monitoring the performance of provincial and local government delivery goals and budgets (RSA, 2015). Both monitoring and evaluation are geared towards learning from policy, programmes or projects. The focus is on three issues – namely efficiency, effectiveness, and impact. Monitoring is seen as a collection and analysis of information as a policy is being developed and a programme progresses. On the other hand, evaluation involves informing stakeholders of progress made toward the achievement of policy outcomes and goals, and providing information on strategic decisions (DHS, 2015).

The Government-Wide Monitoring and Evaluation (GWME) framework is aimed at delivering outputs to “improve the quality of performance and analysis at programme level (inputs, outputs and outcomes); improving the monitoring and evaluation of outcomes and impact across government as a whole (i.e. government programme of action, provincial growth and development plans, service delivery, business implementation plans); improving monitoring and evaluation on the performance of projects and building capacity for monitoring and evaluation” (Monitoring and Evaluation Framework, 2007).

The Public Service Commission has reiterated that the challenges of decentralising housing responsibilities to municipalities are caused by the complicated intergovernmental relations, system which misaligned powers and functions. This led to compromising service delivery, as a result houses are constructed without the necessary bulk infrastructure and are not handed over to recipients at the time of expected occupancy (Public Service Commission, 2010). The UN-Habitat on Sustainable Housing for Sustainable Cities (2012), recommends that the national sustainable housing strategy should set out “a clear housing vision for the country over a 10-20 year timeframe and key strategic objectives; which are based on a sound evidence base; set out policies and a comprehensive action plan to implement the vision and objectives; set out the outcomes expected from the delivery of the actions and the indicators that will be used to monitor progress towards them, including quantified targets; which should be reasonably concise and accessible to the general public” (Sharifzai et al., 2016).

In measuring progress, policies and programmes should therefore, be monitored and reviewed on a regular basis to ensure that outcomes are achieved and information on best practice given. The Department of Human Settlements is currently focusing on performance measurements, which are based on the number of households assisted through the delivery of top structures and service sites delivered annually (DHS, 2015). It is evident that programmes and projects

where monitoring and evaluation is done on a regular basis tend to stay on track. If monitored properly, problems are identified in the early stages; and this reduces the prospect of incurring unnecessary costs or delays (DHS, 2015). According to Garfi, Ferrer-Marti, Velo and Ferrer (2012) in order to improve the chances of success, attention should be placed on common areas of weakness in programmes and projects. Thus, effective monitoring and evaluation enables government to achieve three main purposes: learning from past experiences in order to improve practice, providing internal and external accountability for results obtained, and making informed decisions for future initiatives (Garfi et al., 2012).

4.12. CONCLUSION

As alluded by Lemanski (2009) earlier, South Africa has a history of inadequate housing for the urban poor. As a result, apartheid-era policies of urban containment resulted in overcrowded and under-serviced townships, and informal settlements on the urban periphery. Housing policies before 1996 essentially ignored backyard dwellers, and statistics placed them in the informal settlement bracket – although their circumstances and challenges are very different (Lemanski, 2009). According to Landman and Napier (2010), competition for land, as well as increased land value of well-located land, made it difficult for low-income earners to access land, unless they occupy it illegitimately, or for the state to obtain such land on behalf of poorer communities.

The intergovernmental system in South Africa is based on the principle of cooperation between three spheres of government. While there are functions allocated to specific spheres, there are many functions shared among the three spheres. However, as visualised in the Constitution of the Republic, support should be given to municipalities so that they can be able to develop the necessary capacity and administration of the many functions that are presently delegated by the other two spheres of government (Lemanski, 2009). As a result, housing provision has been assigned to metropolitan municipalities; although it is a prerogative of provincial government. The expectation has been that municipalities can be able to deliver services as expected, but that they have failed to do so. Human settlements includes the integration of the infrastructure, social facilities, and recreation facilities and bring people close to economic opportunities. As attested by Ilesanmi (2012), the physical infrastructure is essential for the sustainability of a functioning market economy, as well as the facilitation of good governance. Infrastructure constitutes the foundation of sound economic development, social progress and human security. In the absence of constant supply of electricity, industrial activities such as

manufacturing, mining and agriculture, which are usually the primary employers in developing economies – cannot be sustainable.

Projects such as Cornubia were developed to redress the imbalances created by the legacy of apartheid, and to drive economic growth in the area. The project was aimed at creating substantial jobs and employment opportunities, and ensuring that people work close to places of residence; while at the same time, ensuring that less money is spent on transport. Large-scale projects have the tendency of overstating the benefits, and this has been the case with Cornubia. However, for the municipality to achieve this, stakeholder involvement should be a priority. In projects such as Cornubia, stakeholder involvement is compromised because of the hidden agendas of the various actors. This results in the removal of anything that stands in the way of an interest group – and allows the voice of this powerful group to prevail and be held in space, as if it represents the views of the world. It should be emphasised that integration in housing delivery can only be achieved with the delivery of basic services effectively by municipalities. This includes water, electricity, sanitation, social and educational facilities, access to livelihood opportunities and resources. This can be achieved through the improved transportation and economic opportunities (SACN, 2014). Municipalities have a responsibility to ensure that people are accommodated in areas, which are close to their places of employment, so that they have enough disposable income to spend. Profiling communities should be a priority when deciding on social and community facilities to ensure that enough services are provided to people. This can reduce dissatisfaction among communities, which leads to service delivery protest. Human settlements should create an environment, which is highly habitable, and promoting the ongoing process of amalgamation and advancement as years progresses. This should be informed by the needs of the affected parties, which includes existing residents, entrepreneurs and industrialist, as well as new residents. Each of these actors have their own interests, which should be respected and promoted (CSIR, 2000).

CHAPTER FIVE

RESEARCH METHODOLOGY AND DESIGN

5.1. INTRODUCTION

Different types of research employ different research methods. Research methods represent a structure which guides the execution of the research, while the research design is the instrument used to collect the data (Bryman, 2001: 28). Bryman (2014) argues that research methods in social sciences, firstly, are associated with different versions of social reality, which should be studied. These versions are linked with the way in which scientists understand the connectedness between different points of view, and how these point of views should be examined. It is imperative to note that research methods are perceived as not being neutral, and not immune to intellectual feelings. Secondly, with research methods, one needs to understand how the methods and practice connect with the wider social scientific enterprise. When data are collected this is done in relation to the problem identified, which could be the burning social problem affecting that particular community (Bryman, 2014). The purposes of conducting research are three fold – namely “exploring a new topic, describing a social phenomenon, or explaining why something is happening” (Neuman, 2014). The research objectives of the study are indicated in Section 1.7.

The study was aimed at assessing the integrated human settlements strategy employed by the eThekweni Municipality in creating quality living environments. Researchers in Public Administration employ qualitative research methods with the aim of searching for knowledge, while at the same time, engaging personally and meaningfully with practitioners. Public Administration as a discipline tends to recognise the importance of understanding the context and use of qualitative research questions. In this way, it contributes to perspectives and insights in contexts that the other techniques cannot provide (Luton, 2015). This chapter provides a discussion on the research paradigm, steps in qualitative research, research methodology, research strategy, sampling techniques, sample size and the data analysis used to assess the strategy employed by the municipality in creating quality living environments for communities.

5.2. RESEARCH PARADIGM

Research paradigms are known to address the measurements of social sciences (Tran, 2016). Scholars such as Jonker and Pennink (as cited in Wahyuni, 2012) define a research paradigm “as a set of fundamental assumptions and beliefs that explain how the world is perceived, which then serves as a thought framework that guides the behaviour of the researcher” (Wahyuni, 2012). According to Gray (2013), there are two philosophical dimensions underpinning research paradigms are ontology and epistemology. Ontology can be perceived as the existence of external reality and interdependence of social actors and their interpretations.

Gray (2013) further explains that ontology is the study of being – that is the nature of existence, and constitutes reality. It tries to embody the understanding of what is. Saunders, Lewis and Thornhill (as cited in Wahyuni, 2012), introduced the concept of objectivists, while Neuman (2011), termed it the realist. Epistemology concerns itself with generalisations, understanding, and the use of knowledge that is deemed acceptable and valid. Epistemology, in interpretivism, is subject to meanings and social occurrences. It focuses on detailing situations, realities behind these details, the subjective meanings and motivating the actors (Wahyuni, 2012) – while on the other hand, providing a philosophical background for deciding on the types of knowledge that are legitimate and adequate (Gray, 2013). An epistemological perspective is informed by the following reasons: firstly, it helps clarify issues of a research design; and secondly, it creates knowledge of a research philosophy, which helps the researcher to identify the design that will work, and the one that will not (Hasan, 2009). Hence, this study focuses on realities behind the details of the subject investigated.

5.2.1. Positivism

Neuman (as cited in Wahyuni, 2012), argues that positivist researchers pursue law-like generalisations, referred to as nomothetic. This, they do by conducting value-free research that measures the social subject under study. Creswell (as cited in Wahyuni, 2012) supports this argument by asserting that positivism stems from the fact that different researchers investigate the same problem, and produce the same results by using statistical tests and applying similar research processes when investigating a large sample (Creswell, 2009; Wahyuni, 2012). Positivist researchers begin their research by stating a hypothesis, which becomes their starting point (Phothongsunan, 2015).

5.2.2. Interpretivism

Interpretivism has the same belief as constructivism. Interpretivist researchers believe that any form of research conducted is critical to the interpretation of the data gathered. Wallis (as quoted in Thanh & Thanh, 2015), attests that interpretivism in most cases, seeks to comprehend a particular background. Its core belief is that reality is socially constructed, which makes the data collected by the researcher important. These researchers do not seek the answers in strict way, the approach they use is to interview subjects. The interviews are conducted with people who have been affected by a particular problem, who own the experiences, and are from a particular group or culture (Thanh & Thanh, 2015).

In this study, semi-structured interviews and focus groups are conducted with the aim to collect as much data as possible from the people affected by the problem being investigated. Hennink, Hutter and Bailey (as quoted in Wahyuni, 2012) reaffirm that interpretivists researchers believe in reality constructed by social actors as well as the perception of people regarding it. These researchers recognise people involved with their own different upbringings, expectations and their familiarities contribute to the on-going creation of realities. These realities exist in their broader social contexts, through their social interaction (Wahyuni, 2012). This model was chosen for this study, because it recognises the different backgrounds and assumptions of the subjects under study.

Thus, interpretivist researchers are at liberty to interact and have a dialogue with the subject under study. Interpretivist researchers are most likely to work with qualitative data, which provide a rich description of social constructs (Wahyuni, 2012). Hence, as mentioned earlier, this study is qualitative in nature, as the focal point in this study were the participants, who have had first-hand information, as well as experiences. Thus, the study was conducted through in-depth interviews with the participants.

5.3. WHAT IS A RESEARCH DESIGN?

The research designs provide “a framework for the collection and analysis of data. Choosing a research design reflects a decision on the priority being given to a range of dimensions of the research” (Leedy, 1997: 195). The study adopted a case study research design. According to Yin (2011: 26) a research design is a plan of action for getting from here to there. It is the early set of questions to be answered, and a set of deductions about these questions. It is also a procedure of collecting, analysing, and interpreting observations.

5.4. RESEARCH METHODOLOGY

There are two research methodology approaches that is qualitative and quantitative research methodology. Creswell (2014) points out that qualitative research is “an approach used for exploring and trying to understand individuals or groups” better in order to determine if their behaviour cannot be attributed to social or human problems. It is a process which involves constructing questions and procedures, collecting data in particular setting, analysing the data, building from particular to general themes. At the end, the researcher makes sense to the meaning of the data collected (Creswell, 2014). On the other hand, quantitative research normally involves “collecting and converting data into numerical form for statistical calculations” in order to draw conclusions. It investigates an identified problem, and is based on testing a theory, measured in numbers, and analysed using statistical techniques. Quantitative research aims at determining whether the extrapolative generalisations of a theory are true (Habib, Maryam & Pathik, 2014).

5.4.1. Quantitative research

Quantitative research normally involves “collecting and converting data into numerical form for statistical calculations in order to draw conclusions”. Quantitative research investigates an identified problem, and is based on testing a theory, measured in numbers, and analysed using statistical techniques. Quantitative research aims at determining whether the predictive generalisations of a theory are true (Habib, Maryam & Pathik, 2014). Scholars such as Hanekom, Brynard and Brynard (as cited in Mouton, 2006) contend that quantitative research concerns itself with things that can be counted. It uses statistics to process and explain data, so that it becomes easier to analyse the findings. It is also concerned with systematic measurements, statistical analysis and methods of experimentation.

5.4.2. Qualitative research

Creswell (2014) points out that qualitative research is an “approach used for exploring and trying to understand individuals or groups” better in order to determine if their behaviour cannot be attributed to social or human problems. It is a processes which involves constructing questions and procedures, collecting data in particular setting, analysing the data, building from particular to general themes. At the end, the researcher makes sense to the meaning of the data collected (Creswell, 2014).

This study used a qualitative method, which enabled the researcher to discover concepts in more detail with the research participants, in order to hear participants talking about issues that affect them. This is so that the researcher can produce rich, comprehensive facts allows participants' viewpoints complete and provide various backgrounds for understanding the phenomenon under study. Researchers adopting qualitative methods are informed by the literature review, which provides that the enquiry be consistent with the beliefs of the participants, by not prescribing questions. Qualitative research is exploratory, meaning that even though much might have been researched about the topic, researchers continue to listen to participants and build an understanding, which is based on what has been heard (Creswell, 2014). This researcher conducted a study on the assessment of an integrated human settlements strategy, which has been researched by many scholars before. The problem of housing in South Africa continues to grow, as more people are moving to urban areas. Housing in South Africa is a problem, which researchers need to investigate, in order to come up with solutions.

5.5. EXPLORATORY RESEARCH

This kind of research is conducted when a subject is new, or in cases where little or no information about the phenomenon is known. The goal of exploratory research is to formulate more precise questions that addresses the problem being investigated. This kind of research does not come with definitive answers to the problem being investigated – but addresses what part of questions. Researchers conducting this kind of research are expected to be creative, open minded and flexible. They are also expected to adopt an investigative stance; and are at the same time, expected to explore all sources of information (Neuman, 2014).

According to Saunders, Lewis and Thornhill (2012), exploratory research is conducted to determine the nature of the problem being investigated. It is not envisioned to providing convincing evidence, but provides, at the same time, a clear understanding of the problem. Researchers conducting exploratory research should be willing to change their direction because of the outcomes of the new data and insights. Hence, this study has embraced exploratory data, because the data collected by the researcher did not provide conclusive evidence to the problem, but has provided a space for further investigations of the problem at hand. As a result, the study followed a qualitative approach, as it aimed at providing a wide range of evidence and bring in new ideas to the problem that was being investigated.

5.6. RESEARCH STRATEGY

5.6.1. Case study research design

Yin (2012) defines a case study as “an empirical inquiry, which investigates a contemporary phenomenon in depth and within real-life contexts – and more importantly, when the boundaries between phenomenon and context are not evidently clear”. A case study design was selected in this study because it would allow for up-close, in-depth research and produce first-hand information about what the study intended to investigate. The case study for this research was the eThekweni Municipality. A case study design is deemed relevant as it would provide detailed contextual analysis of the subject under study.

Yin (2009) points out the primary advantage of a case study and maintains that it “provides much more detailed information, as it allows for the use of a number of methods of data collection (i.e. surveys, interviews, document review and observation) and analysis in a variety of contexts, thereby providing a comprehensive view of the subject under study” (Yin 2009). Cases examined in a case study research can be individuals, groups, organisations, movements, events, or geographic units. The data on these cases are comprehensive, diverse and broad, and can focus on a single point in time or a duration of time (Neuman, 2014). This study assessed an integrated human settlements strategy adopted in creating quality living environments within the eThekweni Municipality. It assessed the move from informal housing to formal housing in improving the quality of life of communities, and whether the integration was achieved through the provision of houses. Yin (2009) reaffirms the use of a case study as a research design method used by institutions to gather knowledge on individuals, groups, organisations, social, political and related phenomena (Yin 2009).

Political parties in South Africa use their given mandate to ensure that houses are delivered to the South African masses. Housing provision in South Africa has been associated with fulfilling the mandate enshrined in the Constitution to ensure the provision of adequate housing to the people. Stake, (as cited in Yin, 2009) observes that a case study is concerned with the density, and a particular, the nature of the case in question, or single community.

5.6.2. Characteristics of a case study

According to Hancock and Algozzine (2015), the following characteristics of a case study are identified.

First, *although a case study research sometimes focuses on an individual representative of a group*. In most cases it addresses a phenomenon under study (Hancock & Algozzine, 2015). The case study for this research focused in an area called Cornubia Flats, which is a sustainable, mixed use, mixed income development, established with the sole purpose of bringing communities closer to their places of employment and economic activities, social amenities, major services, and access to public transport (eThekwini Municipality, 2015).

Secondly, *the phenomenon being researched is studied in its natural context, bounded by space and time* (Hancock & Algozzine, 2015: 15). The housing backlogs that the eThekwini Municipality contends with include backyard informal dwellings and traditional homes that needed to be upgraded. Household formation in South Africa is growing at a rate of about 3% annually. As a result, the municipality is experiencing a rapid influx of people moving from rural areas to urban areas, where a few of them has the means to build or buy formal houses in the city (IDP, 2015/16).

Thirdly, *case study research is richly descriptive, because it is grounded in deep and varied sources of information* (Hancock & Algozzine, 2015: 16). Thus, the researcher conducted interviews with people living in the area, officials from the eThekwini Municipality, and officials from the Provincial Department of Human Settlements. The reason for including the Provincial Department is because the mandate to provide housing has been given to provincial governments. As for the eThekwini Municipality, it has been accredited by the NDHS to provide housing on their behalf, due to the fact that it has the capacity to provide housing (IDP, 2015/2016).

Fox and Bayat (2011) postulate that three aspects should be considered when conducting a case study research:

a) *The case should be defined or demarcated* – which means that its boundaries should be determined. In this case, the target population for the study was the community of eThekwini Municipality, in the area called Cornubia. Cornubia Flats covers over 1 300 hectares of land, and the municipality has a plan to develop it over a period of between 15 to 20 years. As stated earlier, the project is a sustainable, mixed use, mixed income development, which brings communities closer to their places of employment, social amenities, major services, and public transportation routes (eThekwini, 2011).

b) *With regards to techniques used to collect data, should not be on what is being observed, but on consistent regularities and recurring patterns*. In the area under study, the

population came from different areas – and some people have already had the opportunity to access the housing scheme, but because of some dissatisfaction, have gone back to living in shacks.

c) *Triangulation should be used frequently.* Since the study adopted a qualitative methodology, data were collected, using semi-structured, in-depth interviews, and semi-structured focus groups. The reason why the researcher used semi-structured focus groups was so that she could understand household dynamics, reflected from the group interviews (Messer & Townsley, 2003: 46). Information collected from participants assisted the researcher in assessing an integrated strategy employed by the eThekweni Municipality in creating quality living environments.

5.6.3. When to adopt a case study approach?

According to Yin (2003), a case study approach should be considered when:

(a) The study focuses on answering the “how” and “why” questions. Asking such questions elicit more explanatory responses, and is likely to be relevant in case studies, history, or experimental studies as the preferred questioning method. Such questions lead with an operational link, which needs to be traced overtime (Yin, 2014). Yin (2014) further argues that the use of the “what”, “where”, “how” and “why” are associated with exploratory research. These questions are used to develop pertinent hypotheses and propositions for further inquiry. The research questions were developed for this study as indicated in Section 1.8.

(b) The behaviour of those involved in the study cannot be manipulated (Yin, 2009). Yin (2009) further attest that case studies are preferred when contemporary issues are being examined. At the same time, case studies should not manipulate relevant behaviours. Case study researchers prefer using historical methods in dealing with the dead past –more especially when observation of the events under study is not possible, or when there are no relevant persons to report on events that took place. The study relied on primary and secondary documents, as well as cultural and physical artefacts as the main source of evidence (Yin, 2014). The following evidence was used to convey essential data collection:

- supporting textbooks;
- documentation/policies;
- interviews;
- direct observations; and

- participant observation.

(c) *The study is aimed at uncovering contextual conditions because of their relevance to the phenomenon under study* (Yin, 2009). The housing backlogs that the eThekweni Municipality contends with include backyard informal dwellings and traditional homes that need to be upgraded. Household formation in South Africa is growing at an alarming rate per annum, due to migration. As a result, the municipality is experiencing a rapid influx of people from rural areas to urban areas; and few has the means to build or buy formal houses in the city.

(d) *The boundaries are not clear between the phenomenon and the context* (Baxter & Jack, 2008 545). In Public Management case studies also permit the discovery of causal mechanisms with new phenomenon; and can also help in drawing attention to unexpected results (McNabb, 2010). In South Africa the increasing level of poor service delivery and corruption among public officials and politicians has also contributed to instability in communities in South Africa. The increased levels of poverty, unemployment and inequality are results of poor planning policies – which have resulted in less public engagements (engaging the recipients of the houses). Therefore, it was not clear as to whether the houses provided actually met their needs or not.

5.7. SAMPLING TECHNIQUES

According to Bryman (2015), a sample is the segment of a population that is selected for investigation. Bryman and Hanekom (2014); Okyere (2012) further define sampling as a “method employed to select a small group, with a view to determining the characteristics of a large group”.

5.7.1. Population

According to Bryman (2015), a population is the universe of units from which the same is selected. Reference has been made to the universe, because the population may not only constitute cities – but depending on what the researcher is investigating, it can also constitute nations, cities, regions, organisations and many others. In this study, the target population for the study was the eThekweni Municipality community in the area known as Cornubia Flats. This area extends to over 13 000 hectares, which the municipality must develop over a period

of between 15 to 20 years (IDP, 2016/17). The target population as stated in Chapter One, included communities, the eThekweni Municipality officials, as well as provincial officials.

5.7.2. Probability sampling

Probability sampling is the sample selected randomly, so that each person in the population has a known chance of being selected – in this way, a representative sample is always achieved when the representative method of selection from the population is employed (Li, 2014). Researchers use this method to avoid errors in interpreting results, due to the differences between the population and the sample. These errors may be caused by problems such as the poor wording of questions, poor interviewing or flaws in processing the data (Bryman, 2015). Researchers using probability sampling are less likely to experience errors in their sample, even though the researcher would have taken care in selecting the population. Probability sampling is classified into simple random sampling, systematic sampling, stratified sampling and cluster sampling (Bryman, 2012; De Vos et al., 2014; Creswell, Ebersohn, Ellof, Ferreira, Ivankova, Jansen, Nieuwenhuis, Pietersen & Plano Clark, 2016). The probability of units selected in certain cases is equal, which means that there are cases where the groups are presented in the sample in their true proportions. In other cases, the units are presented with unequal proportions (Ritchie et al., 2013).

5.7.3. Non-probability sampling

Scholars such as Gravetter and Forzano (2003: 118); Salkind (as quoted in de Vos, Strydom, Fouche & Delpont, 2014), contend that if a researcher has employed a non-probability sampling, chances of selecting a particular individual are not known – because the researcher does not have an idea of how small or big the population is, or does not even know members of the population. This means that members of the population being studied do not have an equal opportunity of being chosen in a particular study. This study employed a non-probability sampling. The findings of the study showed that the human settlements strategy employed by the eThekweni Municipality did not create quality living environments of communities in the selected area. Members of the population chosen was able to tell their side of the story, from the initial stage of implementation, up to the time of occupation. Non-probability captures not all forms of sampling that are conducted in the same way as probability sampling. Therefore, non-probability sampling includes convenience sampling, purposive sampling, snowball

sampling and quota sampling (Creswell, 2013; Neuman, 2014; Bryman, 2014; Ritchie et al., 2013).

5.8. PURPOSIVE SAMPLING

Purposive is done when the researcher uses his or her knowledge of the population in relation to the research goals. The elements are selected, based on the researcher's judgements that they will yield the desired information (Dattalo, 2007). Ritchie et al. (2014) reaffirms that selecting participants through purposive sampling ensures that members are chosen to fit in with the criterion. Purposive sampling is done to ensure that all important communities chosen are relevant to the subject under study – and to ensure that within each sample there's enough diversity so that the impact of the characteristics concerned are exploited (Ritchie et al., 2013). When selecting a sample, this researcher ensured that all age groups and races were interviewed, so that all members of the community in the area were represented. Participants were purposively selected by the researcher to purposefully inform an understanding of the research problem of the study. Therefore, the data collection in the study were to be guided by processes that provided rich detail to maximise the range of specific information that would be obtained from and about the area under study. Neuman (2014) points out that purposive sampling is ideal for exploratory research, because the researcher uses judgments of selected cases, and selects cases with a specific purpose in mind. Therefore, the sampling employed by this researcher was suitable, because the Municipality purposely identified the population in the specified area.

5.9. SAMPLE SIZE

A sample is a “sub-set of the population elements that result from a sampling strategy. A sample is representative of the population” (Dattalo, 2007: 3). The decision on the sample size depends on a number of factors: therefore, there is no definite number of participants to be interviewed (Bryman, 2014). Bryman further attests to the fact that a large sample guarantees accuracy of the results, and reduces sampling errors. Creswell (2015) provides guidelines on the sample size – that firstly, in qualitative research, the sample always consists of a few individuals or a few cases. This is because the researcher is able to get a broad picture of the phenomenon under study. This ability diminishes as the number increases. Secondly, in some cases the study is conducted on a single individual or a single site. Qualitative research requires reports to be made on individuals – therefore, the larger the sample, the higher the likelihood of gaining

superficial perspectives. Moreover, collecting data in a qualitative study and analysing it requires a lot of time, and the inclusion of more individuals can have a bearing on the timeline of the study. Therefore, this study consisted of a sample of 100 participants from the study sites, including officials from the municipality and two officials from the provincial DHS. The semi-structured interviews and focus groups were conducted with the participants.

Table 5.1: Representation from the community

Original place	Occupation	Family size	Age	Gender
Isipingo	Unskilled/unemployed	Max 6	25-70	Combination
Blackburn	Unskilled/unemployed	Max 8	25-65	Combination
Welbadacht	Unemployed	Max 4	20-65	Combination
Cato Crest	Piece jobs	Max 7	22-50	Combination

A separate interview schedule was prepared for officials from the municipality (six) and the provincial Department of Human Settlements (two). Information received from the participants represented the views of the population. As a result, it became easy to generalise the findings from the sample of the population.

Table 5.2: Representation from Officials

Participants	Organisation	Position	Gender	Age
P1	eThekwini Municipality Projects	Project Manager Cornubia	Female	40-50
P2	eThekwini Municipality Planning	Human Settlements Manager	Male	30-40
P3	eThekwini Municipality Engineering	Manager	Male	30-35
P4	eThekwini Municipality Housing Allocation	Manager	Female	30-40
P5	eThekwini Municipality Community Participation	Public Liaison Officer	Male	20-30
P6	Human Settlements Province KZN	Chief Director: Sustainable Human Settlements	Male	30-40
P7	Human Settlements Province KZN	Housing Development Agency Manager	Male	35-40

P8	eThekwini Municipality IDP	IDP Manager	Male	40-50
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5.10. DATA COLLECTION TECHNIQUES

5.10.1. Semi-structured interviews questionnaires

According to Hesse-Bibber and Leavy (2011:102), in-depth interviews involve partnerships between interviewers and their respondents. These sessions afford the researcher opportunities to learn about the phenomenon through the perspective and experiences, as well as the languages of those living the experiences. During interviews, the respondents have an opportunity to share their stories, pass on their knowledge and give their own perspectives. The interviews include research questions employed by the researcher to guide the process. The researcher recognises the importance of semi-structured interviews, as they form the basis of the investigation.

Taylor and Bogdan (as cited in Kumar, 2011) identified essential characteristics of in-depth interviews as (1) involving face-to-face repeated interactions between the researcher and the informants, and (2) seeking to understand the participants' perspective on the subject being investigated. The researcher doing in-depth interviews is involved in repeated contacts with the informants, and this extends the time spent with informants. At the same time, confidence and understanding between the researcher and the informant lead to in-depth and accurate information generated from the interview. According to Bertram and Christiansen (2014), semi-structured questionnaires consist of open-ended questions than close-ended questions. Respondents in these types of questions may answer as they see fit, and no specific categories or answers are given to choose from. The questions allow respondents to provide their own opinions or experiences on the matter. As a result, in this study the researcher used semi-structured interviews to collect data.

5.10.2. Structure of semi-structured questions

5.10.2.1. One-on-one interviews

According to Creswell (2015), one-on-one interviews are costly and takes time for the researcher. In these interviews the researcher asks questions and records answers from individual participants – such interviews are ideal for participants that are not hesitant to express themselves, can express their thoughts, and able to share with ease (Creswell, 2015). In this study, one-on-one interviews were conducted with the participants, who were able to express their own opinions on the subject under study questions, which were asked the participants included open-ended questions.

Interviews in public management have things, which are different, which makes them complete and acceptable. Questions which are often asked by public administrators starts with *how many*, *how much*, *how efficient*, *how effective*, *how adequate*, and *why*. These interviews provide a deeper insight into what other stakeholders might be thinking about a project. They also provide the outcomes and performances of public policy and programmes (Osafa, 2015: 151). Thus, the researcher was able to get answers to the problem that was being investigated by employing open-ended questions.

5.10.3. Designing a semi-structured interview questionnaire

Shensul et al. (as cited in Sandy & Dumay, 2011), provide guidance on maintaining high quality in designing a questionnaire by recommending that the following principles be adhered to:

- *maintaining the flow of the interviewee's story;*
- *maintaining a positive relationship with the interviewee; and*
- *eliminating interviewer bias* (Sandy & Dumay, 2011).

The questionnaire for this study was designed in such a way that it would elicit clear responses regarding the human settlements strategy employed by the eThekweni Municipality in ensuring the quality of life of environments. The provision of all facilities in the area under study is important because it leads to the integration that the BNG advocates. In getting as much information as possible, the researcher had to ensure that interviews were flowing, and that a positive relationship was maintained between the interviewer and the interviewee.

The researcher for this study designed two interview schedules. The interview schedule for community members in Cornubia was designed to investigate whether the quality of life of community members had improved since they were relocated. This researcher also employed the services of research assistants to assist with the data collection. The research assistants were trained by the principal researcher on how to ensure consistency when collecting the data. Creswell (2016) reiterates that those assisting in conducting the interviews should be trained so that techniques used by all interviewers are constant. This training should involve demonstrating to assistants how an interview is conducted, followed by a trial interview.

The following themes emerged from the questionnaire:

1. To assess the integrated housing strategy employed by the eThekweni Municipality in creating a quality living environment/*ukubheka uhlelo lwezindlu olusetshenziswa uMasipala we Theku ukwenzeni impilo engcono yabantu.*

This theme was based on the current integrated human settlements strategy employed by the eThekweni Municipality in creating a quality living environment for communities in Cornubia.

2. To assess the level of satisfaction of communities in sustainable human settlements strategy, aimed at creating a quality living environment/*sifuna ukuthola izinga lokwaneliseka lomphakathi ohlelweni luka Masipala lwezindlu ekushitsheni izimpilo zabantu.*

This theme was based on the level of satisfaction of communities in the current strategy employed by the Municipality, and whether it did improve the quality of life of affected communities.

3. To determine the strategy employed by the eThekweni Municipality to address housing backlogs, in order to create a quality living environment/*sifuna ukubona ukuthi uhlelo luka Masipala weTheku kungabe luyakwazi yini ukwehlisa inamba yabantu abafuna izindlu.*

The theme was based on how the municipality is addressing housing backlogs in order to create quality living environment – and the kind of houses provided to communities in order to reduce the demand for houses in the municipality.

4. To assess the infrastructure development strategy employed by the eThekweni Municipality in order to create quality living environment/*sifuna ukuthola ingqala sizinda uMasipala ayisebenzisile ukuze kushitse izimpilo zabantu kulendawo.*

The theme addressed infrastructure development in the area, where communities had been relocated – whether the kind of infrastructure that was developed met the demand in the area. Human settlements is about ensuring that all facilities are provided in proximity to where communities live, in order to enhance the quality of their lives.

5. To determine the level of involvement of all stakeholders in creating a quality living environment/*sifuna ukubona izinga lokuthintwa kwazonke izinhlaka zomphakathi uMasipala ekushitsheni izimpilo zabantu.*

The theme considered the level of stakeholder involvement in decisions, which affected communities, in order to improve their quality of life. The theme also ascertained the attendance of community meetings, where issues were raised with communities. It also ascertained the role played by community leaders in ensuring that communities are involved in decision-making.

As mentioned above, that data were also collected from officials to ascertain the integrated human settlements strategy employed by the eThekweni Municipality in creating quality living environments. The following questions, which were grouped into themes, were employed to collect the data:

1. Current integrated housing strategy used by the KZN province in creating a quality living environment.

The theme addressed the issue of household formations and racially based planning in the province, which affected housing provision in the eThekweni Municipality. It looked at how the province is facilitating the current human settlements strategy, while at the same time formalising the tenure rights of residents within the informal settlements.

2. The level of satisfaction of communities in the sustainable human settlements strategy, aimed at creating a quality living environment.

The theme looked at issues of transport, access to basic services in order to increase the level of satisfaction amongst communities in the new areas after relocations. Issues of financial exclusion were also considered for household earners that can be accommodated within the BNG.

3. The strategy used by the eThekweni Municipality to address housing backlogs in creating a quality living environment

The theme address relocations and housing backlogs in the municipality, as well as the problems affecting housing delivery in the eThekweni Municipality, as well as look at the housing reforms in the municipality – whether they have led to improved housing delivery, while at the same time, monitoring the progress made in the delivery of housing.

4. Infrastructure development strategy used by the eThekweni Municipality in creating quality living environment.

Issues of infrastructure development were addressed by assessing how the Municipality was dealing with them in order to create quality living environments. The extent of ensuring that affordable and sustainable basic municipal infrastructure was addressed to meet the demands of communities was also looked into.

5. The level of involvement of all stakeholders in creating a quality living environment.

The theme addressed response of communities during public community meetings where they were invited by the municipality, on issues affecting them. Furthermore, the extent to which the province addressed the societal and economic exclusion of communities in order to promote social and economic integration.

5.10.4. Piloting the interviews

Piloting is important in research because it helps the researcher to identify problems in the questionnaire. For instance, the trial run of the interview may indicate that the language used in the questionnaire is too difficult, or that the questions are too long to be understood. Once this has been established the questions can be simplified before the questionnaire is distributed to the real sample, or the actual research participants (Bertram & Christiansen, 2014). In this study, the trial run was conducted and the researcher picked up language problems in the questionnaire. As a result, the questionnaire had to be translated into IsiZulu that is predominantly spoken by the people in the area of study.

5.11. FOCUS GROUPS

The difference between focus group interviews and one-on-interviews interviews is that the former focuses on a group, while the latter is conducted with individuals. With focus groups, perceptions are explored, as well as the experiences of the group, who have a common understanding in respect of the situation at hand. Mostly with focus groups, broad discussions

are developed – either by the group or by the researcher. Members of the group are able to express their opinions as discussions progress (Kumar, 2011). In some cases, according to Bryman (2004), focus groups are carried out so that the researcher can spend less time and money by carrying out interviews with a number of individuals simultaneously. Researchers who use it are only interested in how individuals perceive a certain issue as members of a group, which usually comes out when individuals are engaged in a discussion (Bryman, 2014).

In this study, four focus group interviews were conducted with members of the community of Cornubia. The researcher as the facilitator, who ensured that there were no interruptions during interviews, guided the session. Individuals who were interviewed in focus groups were 8 in number per group, were of the same orientation, and had similar goals. The researcher encouraged members to talk and take turns when talking. In this study the researcher was able to interview even members of the steering committee involved; from the initial stages of the project, up until people were relocated to the new area. The role played by the community in ensuring the quality of life of the people staying in the area was also discussed.

5.12. RECORDING AND TRANSCRIPTION

Lofland and Lofland (as cited in Creswell, 2016), argue that recording data is an essential process in a qualitative research. The process of recording information involves research protocols, administering data collection and taking into account ethical considerations that may affect the validity of the data. According to Bryman (2014), qualitative research sessions work best if they are recorded and transcribed once interviews have been concluded. In this study, the researcher took notes during one-on-one interviews with participants. The researcher first sought permission to record the interviews before they were conducted. Not all interviews were recorded, because some community members refused to be recorded, as they feared for their lives. They regarded the matter as sensitive, and that it would land them in trouble.

5.13. DATA ANALYSIS

According to Braun and Clarke (2006: 6) thematic analysis is “a method of identifying, analysing, interpreting and reporting important patterns or themes emerging from the data – where a theme captures something relevant about the data, which is related to the research question, and represents some level of relationships or meanings within the data. It is deemed suitable for analysing qualitative data because the technique allows for concise organisation

and a detailed description of the data collected. In this study, thematic analysis was employed to analyse the data, with the aim of producing a theory-driven analysis.

The researcher used thematic analysis in collecting the data. This was suitable for this study as it creates a variety of research interests and hypothetical perspectives, which are useful for this method. This type of analysis is suitable for analysing different types of data, from secondary data to the transcripts of focus groups, and one-on-one interviews (Hattingh, 2015). The researcher listened to the audio-recorded interviews, and took much time in reading the data noted, to familiarise herself with the content. The researcher coded every data item collected, and collated codes and data extracts, which were relevant to the study. The researcher briefly went through the research questions used during the interviews with participants in order to conduct an inductive analysis. She further searched for themes to ensure that they were not hidden in the data. Data that were relevant to the theme were coded and created by the researcher.

The themes were reviewed in relation to both the coded extract and the set of data. The researcher reflected on whether the themes were convincing and portrayed a convincing story about the data collected (Clarke & Braun, 2013). The researcher, while at the same time, identifying the crux of each theme, and developing a brief explanation for each theme, noted a detailed analysis of each theme. The researcher has provided details of the analysis in the next chapter.

5.14. CONCLUSION

This chapter presented the research design adopted for this study, as well as its relevance to the problem that was being investigated. The importance of the research design was also discussed in detail, as well as its relevance to what the researcher intended to achieve. The research strategy and the sampling techniques employed indicated the importance of identifying the suitable population for the study, as well as its influence in the results of the investigation. The data collection techniques employed in this study attested to its relevance, the importance of one-on-one interviews, and the focus groups in collecting the data to be analysed for research purposes. The analysis of the data depends on how the data is handled by the researcher in order to achieve the intended objectives. In this case, the coding of data assisted the researcher to do the analysis, which is discussed in the next chapter.

CHAPTER SIX

FINDINGS AND DISCUSSION OF FINDINGS

6.1. INTRODUCTION

This chapter presents and interprets the results of the data analysed. As mentioned in the previous chapter, the study adopted a qualitative approach and employed thematic analysis to analyse the data. Thematic analysis provides a strong, systematic framework for coding qualitative research. Coding using thematic analysis is used to identify the dataset, which should be in relation to the research questions. The level of patterns should be sought, as interpreting patterns using thematic analysis is always at the researcher's discretion (Braun, Clarke & Rance, 2014). This chapter presents data analysed from officials of the municipality and provincial department of Human Settlements. It also provides data analysed from one-on-one interviews and focus groups conducted from the members of Cornubia community.

The study has identified the following themes for each objective.

6.2. INTERVIEWS WITH OFFICIALS FROM THE ETHEKWINI MUNICIPALITY AND PROVINCIAL DEPARTMENT OF HUMAN SETTLEMENTS

6.2.1. Theme 1: From Housing to Human Settlements

The objective of this theme is to ascertain an integrated housing strategy used by the eThekwini Municipality in creating quality living environments. The study sought to assess the current strategy, employed by the municipality, to ascertain whether it creates quality living environments for communities in this municipality. Housing strategies are aimed at ensuring an improved quality of life of communities as beneficiaries of formal housing. The question that one needs to ask is: *To what extent has the current strategy, employed by the municipality improved the quality of life of communities?* In pursuing integrated human settlements, the municipality strives to meet the basic human rights of the people – that is having access to adequate housing. The aim of the Cornubia project was to create a comprehensive and habitable environment within a variety of economic and societal prospects under the banner of housing provision (eThekwini Municipality, 2011). Hence, the project was implemented to make the provision of the Constitution, which is the right to adequate housing for the poor, a reality.

6.2.1.1. Redressing imbalances of the past

Respondents that were interviewed all agreed that since 1994 the government, through the RDP, had to ensure that housing provision was based on mass production. The emphasis was on providing a house, and nothing else that completes a human being.

Provision of houses was just numbers, numbers, numbers, numbers soon after 1994. (4)

But then they realised that “no man, we are almost creating the same apartheid mentality of monotonous low-density development”. Once houses have been built they are not homes. (4)

It was clear from the responses given that housing policies were influenced by the RDP, which aimed at redressing the imbalances of the past – by mobilising the people of the country and the country’s resources. The goal with the RDP was to build “a non-racial and non-sexist future, representing the fundamental transformation of the South African society” (RSA, 1994). Some researchers further confirmed that the RDP policy was clear about addressing the imbalances of the past, as it was aimed at providing urban infrastructure, land and housing, which the disadvantaged in the country had been deprived of (Viljoen, 2014).

6.2.1.2. Achieving an integrated human settlement

Respondents indicated that the government realised that building houses in large numbers was not yielding the desired outcomes - that of improving the quality of life of communities. As informal settlements increased, the government was left with no choice but to develop strategies to deal with the housing backlog. It has been noted that the housing backlog is huge, more especially in the metropolitan cities, as the majority of people believe that life is better in cities.

... then what happened is that there had to be a paradigm shift by officials. ... But if you’re going to count the settlement as being good for human habitation, you’re going to start addressing the issue of sustainability. (7)

Respondents contended that the move towards integrated human settlements was to ensure that houses were designed in a way that would reduce the environmental impact – and at the same time ensuring that the community needs are met without compromising the needs of future generations (see Goebel, 2012). Hence, government implemented projects such as Cornubia to moved away from the concept of building houses, but making sure that once a settlement is

developed, all other amenities are provided for communities in order to improve their livelihood (see eThekweni Municipality, 2015).

... are people accessible to amenities, are people accessible to job creation, are we not keeping people on the periphery... (2).

Respondents indicated that the Cornubia project was conceived in order to address the concepts of human settlements that DHS introduced. The vision of the department in this regard, was to create self-sustaining units – the idea was to relocate people from different slums, located in the not-so-convenient places (see Sutherland et al., 2015). These are people living close to dumping areas, some of which are not habitable. People migrate to the city form whichever places in search of a better life – this is more of a socio-economic issue (see DHS, 2009). Respondents further indicated that in addressing the housing backlog, the eThekweni Municipality embarked on *in-situ* and Greenfields strategies.

Cornubia is a Greenfield project where people are relocated to this new area and at the same time taking into account special needs. Cornubia was aimed at ensuring that all amenities are provided so that people do not travel long distances to their places of work. Cornubia is believed to have lessened the pressure in addressing socio economic issues at the same time ensuring that the quality of life is improved. (8)

However, in ensuring the quality of life of communities, the municipality, through the Housing Development Agency, has the responsibility to identify such land – which is very difficult to find. It is easy for the municipality to develop mega projects in Greenfields, because the municipality can build double storeyed units. In the Greenfields, integration is in terms of race, socio-economic, status and income (IDP, 2015/2016).

... Some of the beneficiaries relocated are from Blackburn which is a mixture in terms of race (4)

Respondents alluded to the fact that the Cornubia project aimed at promoting self-sustaining communities by relocating people from slums and informal settlements. These places are not conducive for the health and wellbeing of the people and for building houses. Also, most of these informal settlements are far from places of work – and this gives rise to a socio-economic issue (see Habitat, 2011).

There is an informal settlement in Isipingo which is closed to the river banks and every time there are floods those people are to be taken to safer areas. (6)

The challenges with these new developments is that people don't seem to stay in such areas for long. Respondents further acknowledged that people move back to informal settlements, because these ensure more livelihoods (HABITAT, 2011). Cornubia does not boost shops and places of work because it is still being developed – hence people go back to informal settlements (see www.cornubia.co.za).

There is livelihood in informal settlements, thus people prefer to live there than in these new houses. (3)

This researcher established that in addressing the housing backlog, government revisited its approach by moving from housing to human settlements. Through human settlements, government aims at ensuring adequate access to social amenities, economic opportunities, convenience and affordability. It is important to note that quality of life is measured by access to such facilities that improve the well-being of individuals (Mhodi, 2015). As a result, Cornubia development was established to address human settlement problems. Urbanisation as a global challenge has also affected metropolitan cities because people are moving in numbers to cities, with the hope of finding a better life. The BNG was based on the principles of the 1994 White Paper on Housing, whose emphasis is on transforming and stabilising the environment – to transform the environment, which was exceptionally fragmented, difficult, and racially-based financial and institutional frameworks. In addition to stabilising the environment the BNG was to address the backlog by ensuring housing delivery (see DHS, 2014). The IRDP makes provision for the acquisition and serving of land, as well as land used for commercial and recreational buildings, and schools for both low- and middle-income groups (see DHS, 2009; IDP 2016/2017).

6.2.1.3. Household formations

Respondents also acknowledged that the municipality was encountering problems in meeting the targets, because of rapid urbanisation. The housing backlog has increased because of people migrating from rural areas to urban centres – and this numbers changes every year. The increasing number of household formations has result is the increasing demand for settlements in the City. This has led to a number of people resorting to living in informal settlements. The problem is, however, that they tend to occupy vacant land, which is owned privately. The HDA has to facilitate the acquisition of land for the municipality so that development can take place.

The DHS should be assisted in securing town planning approvals. The planning department is again expected to check if the development integrates with the development of the entire city.

We are not dealing with the new household formations per se but where we come in is that there will be a backlog analysis and then a demand for human settlements will arise either because there is an informal settlements or there is just a need for development. However, we find that the land is not already owned by the government and so that's where we come in to secure the land for a municipality or for a government department, in order for them to come in and develop houses. (3)

Respondents indicated that the housing sector plan gives guidelines on how to deal with household formation. This plan must be aligned with the IDP. The municipality is guided by the housing plan – as well as the national legislation. Those implementing the plan must first begin by profile communities. Within the plan, therefore, the focus is on the RDP, free standing houses, and rental housing that promote social housing (partnership with NGO). The municipality is only accredited to deal with such a strategy. The housing sector plan indicates that it will take 30 years to deal with the housing backlog because of migration which is a global phenomenon (see DHS, 2009).

6.2.1.4. Recognising backyard houses

Respondents indicated that there was another strategy that the municipality has begun to recognise – that is the backyard housing – and whether it will contribute to the increasing number of people flocking to township (Huchezermeier, 2001). But the municipality is committed to ensuring that people do have access to housing, because if they are confined to informal settlements their quality of life will not be improved.

... This strategy focuses on all townships whether black or white in this way the municipality is trying to make sure that no one is excluded. Landlords are given a choice whether to agree with this arrangement or not. (7)

The findings of the household formations theme revealed that some of the people who come to cities do not do so with the aim of settling, but are coming to work. The municipality does have a strategy in place for such communities. Thus, the municipality has been compelled to ensure that informal settlements are built on suitable land – and that the land has been acquired. In this way, the municipality has to make sure that the people who live in the informal settlements have access to clean water, electricity and sanitation. This is done through the *in situ* upgrades

advocated in the BNG, as discussed in the previous section. In this way, the municipality is trying to make informal settlements habitable (see SAHRC, 2015).

6.2.1.5. Policy challenges

The respondents indicated that there was no law in South Africa that legitimizes the eviction of households once there is a new owner. As a result, the municipality is finding it extremely difficult to deal with these cases, as beneficiaries begin to sell their units. Access to housing is a constitutional mandate given to DHS, and the department should, through municipalities, fulfil this mandate (see RSA, 1996). The Housing White Paper on Housing of 1994, reaffirms the concept of adequate housing in its vision as providing a viable, socially and integrated communities which are suited in convenient areas (see Huchzermeyer, 2001; Bradlow et al., 2011).

The purchase price for each unit is R248 000.00, government provide R110 000 which is the subsidy quantum and the municipality is expected to top up for the infrastructure. (8)

No evictions can take place because one is contravening the South African law. (1)

The findings of this study addressed the objective of ascertaining the current integrated housing strategy employed by the eThekweni Municipality in creating quality living environments. The theme acknowledges that integrated human settlement as a new concept followed the birth of the BNG. The initial housing programmes were aimed at the mass production of houses, as government was trying to redress the imbalances of the past. However, this strategy failed to address other issues, including the increasing number of city dwellers. Providing housing on a large scale was not considered to be a solution in redressing the imbalances of the past.

The officials also asserted that people were living in houses which were not suitable – both in terms of the location and the size. Reference was made to the apartheid era, where townships were built in the urban peripheries. Thus, the RDP was implemented to deal with this problem – but could not address it adequately (see DHS, 2015). The sprawling of informal settlements has continued to be a challenge to municipalities in addressing issues of housing shortages. Furthermore, gaps in housing policies have been found to be a contributing factor to municipalities in failing to deal with land invasions. The upgrading of informal settlements has not been found to be the solution to housing shortages in South Africa as some communities resort to revert to their original areas of abode. With reference to Cornubia, the integration that DHS, through its policies, intends to achieve, has been witnessed. For instance, beneficiaries

have been relocated to these new BNG units, which are phases 1 A, & B. In Phase 1A, the municipality was able to handover units to beneficiaries, with the expected services such as water, sanitation and electricity. Cornubia has an advantage of getting the USDG, which is received by all metros, which assists in meeting the city standards. The USDG comes tops on the city standards in ensuring that proper services are provided (see eThekweni Municipality, 2015).

... In Phase 1B some units were handed over to the beneficiaries without electricity. Because of the demand of houses problems arise with the supply of meter boxes. (8)

Some respondents indicated that assessment risks were conducted, where the municipality felt that access to water is more important than electricity. This is also the reason the municipality decide to hand over the units – because there were threats of invasions, similar to those that happened in Phase 1A. To avoid threats of invasion, the municipality, in some cases, provided interim services up until services were made available. The findings indicate that keeping houses vacant for a long period, is costly for the municipality – because it has to pay for the security. This places pressure on the municipality, as it is expected to deal with the challenges that comes with the allocation of other units. Integrated human settlements speak to accessing all other amenities, and with the case of Cornubia, there are no community halls, churches, there is only a primary school, as well other amenities, which completes the integration.

Communities when interviewed alluded to the fact that the majority of the people who were relocated to new areas were not working – and that bringing them close to economic opportunities did not help, because there were no jobs. Projects such as Cornubia were aimed at bringing people from lower socio-economic classes and the jobless to locations where they would have access to economic opportunities but this did not happen in reality as communities are still struggling even today.

The findings further indicated that an attempt should be made to deal with the minimum threshold, discussions should be centred on increasing the minimum requirement of R3 500. The department should also consider engaging on discussions on the minimum wages, and other aspects such as access to better jobs, which improves the quality of life of the people. This again, can reduce cases where houses are extended without authority from the municipality – and where people sell houses, where conveyancers are involved in the transactions. The municipality, in dealing with these problems, should think along the lines of regularising the process – and access whether the current occupants should be the ones to be

identified when the process for registrations is being fast tracked. Communities were also aware of original beneficiaries selling houses but no action has been taken. Communities have acknowledged that there is better life

6.2.2. Theme 2: Spatial transformation

The objective of this theme was to ascertain the strategy employed by the eThekweni Municipality in addressing the housing backlogs - thus creating quality living environments. Post-1994 spatial planning in South Africa was predisposed by the transition to democracy – and as a result, there has been a need to restructure South African cities, which were poorly planned. However, the transition provided opportunities for planning to play a significant role in transforming the cities in order to address the inequalities of the past (see Sim, Sutherland & Scott, 2016). The theme responds to how is the municipality addressing housing backlogs in creating quality living environment for communities.

6.2.2.1. Spatial development planning

The SDF is the strategy of the integrated human settlement development. Human settlement developments should be incorporated into the SDF. Spatial planning can be regarded as the development of urban areas, which can only be achieved through densifying the cities, having mixed use and high density public transport routes aimed at integrating cities (see Sim, et al., 2016; IDP 2016/2017). In the SDP Cornubia was identified as an investment opportunity located within the Urban Development Corridor. The aim was to redress the imbalances and build future communities by responding appropriately to the needs and growth patterns and trends (see Cornubia Spatial Framework Plan, 2011). These new nodes from previously disadvantaged communities ensure that communities are connected to the city.

... Apartheid used natural barriers like rivers, like mountains, to separate communities. They used also man-made barriers like freeways, power lines to separate communities. How can we actually reverse use the same, you know, mechanism that they used to separate us, but use them as a matter of integration of communities and ensure that there is equity where there was none before. (4)

In integrating the city, new nodes, which were created, ensured that those that were previously disadvantaged are now connected to the city. While considering spatial segregation urban edges

should avoid the sprawling of informal settlements and protect agricultural and environmental resources, as well as open spaces networks.

... it is difficult in this way that, we are retrofitting human settlements onto an existing apartheid planning city, it's unlike planning everything from scratch. (2)

Furthermore, poor human settlement led to the poor being effectively side-lined in terms of accessing jobs, urban amenities and social networks – the reason being that they were expected to spend too much time and money on transportation costs. On the other hand, locating human settlements closer to centres of job opportunities can have a positive impact on households and on their savings - while at the same time, offsetting the higher costs of housing involved (see Khan & Khan, 2012).

When retrofitting the city, respondents indicated that the application for human settlements was initiated by municipality, with the help of the consultant. The application submitted required input from all the departments involved, in order to ensure integration in the development.

... we have an obligation as the department to ensure that all the parties that need to comment on the application to make an input so that whatever output is integrated as possible in terms of getting comments from various line departments. (2)

In order to ensure integration, the submission by Human Settlements should be a package, which includes infrastructure development for settlements. At the same time, the submission should be in line with the SDP and the IDP of the municipality, including social facilities and the infrastructure (see IDP 2016/2017).

.... incorporate whatever the strategy of the human settlement integrated development settlement incorporated into our SDF and then we will know spatially where all those projects are. (4)

The findings of this theme has revealed that spatial development should indicate the direction of economic opportunities, areas of investment, and the developments, which is the strategic direction that the city is taking. Concerning human settlements, the plan should ensure that sustainable communities are created, so that settlements are not *ad hoc* but should achieve the goal and objectives identified in the IDP (see SDF, 206/17). Housing projects do not follow spatial plans, but are driven by developments to a particular direction. Todes argues that because of more reliance by the poor on government, domestic workers and other unskilled workers are not considered – once the project is identified emphasis is more on the local (see

Todes, 2008). It has become clear that when retrofitting, cities should accommodate the Department of Human Settlements' housing policies, and should also provide guidance on how cities can create compact and integrated towns and cities (see Harrison & Todes, 2015). The Spatial Development Framework, as incorporated in the IDP, ensures that houses are built in well-located areas – while at the same time, improving the transport links and the infrastructure.

6.2.2.2. Availability of prime land for human settlements

The theme identified the shortage of land as a critical element to human settlements. Government aims at eradicating informal settlements and ensuring that communities are relocated to suitable areas where there is integration, which promotes human settlements. The challenge, however, has always been that land is owned by private individuals, and that suitable land has to be identified but is costly. Partnering with the private sector make it easy for government to acquire land close to economic opportunities (see DoH, 2004). Tongaat Hullet and eThekweni Municipality identified mixed-use projects, which comprised large-scale housing components to enhance economic growth, create employment, address housing backlogs, and produce integrated human settlements (see Sutherland et al., 2015).

When identifying the land value should be maximised through public-private partnerships so that the development of the land brings a positive and a stable economic, environmental and social return that is both financially sustainable and contributes to redressing disparities (see Royal Hansking DHV, 2012). Respondents echoed the issue of identifying the land for housing development as problematic. As the demand for housing increases the demand for human settlements also increase. One of the problems that the Municipality is faced with is the fact that most of the informal settlements are built on the land which is not owned by the municipality or government.

The discussions on the Cornubia project were held between the municipality and Tongaat-Hullet. Cornubia as a mixed-use project is aimed at accommodating the BNG and Social Housing, while at the same time fulfilling the policy mandate of promoting integrated human settlements (see DoH, 2004; Sutherland et al. 2011). Such types of projects provide a space for private partnerships between different actors.

Cornubia as a mixed-use development and the land owned by Tongaat-Hullet, facilitation of the project was done by the municipality and them as private partners. With regard to mixed-

use projects communities are consulted towards the end as the relocation of beneficiaries is done from different settlements. (1)

The findings of the theme indicated that it is important for the national and provincial government to facilitate access to habitable land. This is stipulated in the 1994 White Paper on Housing as a critical component that government has to deal with if formal housing development is to be a reality (see Khan & Thurman, 2001). In acquiring land, the municipality should utilise the services of HDA, as mandated by the DHS. It is clear that municipalities cannot acquire the land on its own, but that the support of the provincial and national government is crucial in ensuring that suitable land is acquired. The cost of acquiring land in this regard, can be borne by all spheres of government (see Cameron, 2014).

The findings indicated that the Cornubia project came into being because the government wanted to do away with informal settlements. When all *in situ* upgrades were done, the municipality realised that it had still not met the target. In some cases, the challenge has been that the municipality has failed to accommodate everyone in the emergency camps, because there was an excess (see White, 2011). Respondents were concerned with the budget constraints, where the municipality has to “top up” in order to ensure that all people are accommodated to improve the quality of life of communities. Land, which is close to the city is owned by the private sector or individuals, who are only prepared to sell it to the municipality at a high price. Some respondents were concerned with the competing needs of different interest groups – in the sense that in some cases acquiring land in prime areas becomes difficult as departments also need land – and those that own land prioritise other government departments. This again exerts more pressure on the already strained resources as it pushes up the price of the land identified for development.

6.2.2.3. Security of tenure

The Housing Act of 1997 stipulates that housing development should make available a wide range of reasonable housing and tenure options – while at the same time, ensuring that developments are based on integrated development planning, which is managed in a transparent, responsible and reasonable manner that supports principles of good governance (see Tissington, 2011).

... on paper the policy requires that once land has been acquired and after houses have been built it should be transferred to the beneficiaries. But it is not happening, municipalities are

still struggling to issue title deeds. It becomes safer for municipalities in ensuring that once the land is bought it remains with the provincial government because one bill for rates is sent to the province rather than issuing tens of thousands of title deeds and taking into account because some cannot afford to pay for the rates (4).

The above statement shows that the provincial government and the municipality are experiencing a challenge with issuing title deeds. Communities still contend with the lack of adequate housing, which led to chronic problems caused by lack of access basic service delivery – that is the provision of water, sanitation and electricity, as well as increasing unemployment and unresponsiveness at local government level. This has led to service delivery protest in most communities in black new settlements (see Booysen, 2007; Tissington, 2011).

So even themselves they want to transfer it to the beneficiaries as quickly as possible to reduce their own rates burden cause if it remains in their name it remains their asset and then pay rates. If you are a municipality you will think about it, it's easier to send one invoice to a provincial government on a land that covers 50 hectares and surely a government department will have to pay rather to send 400 invoices to poor families which cannot afford to pay. (5)

The findings in this theme revealed the challenges experienced in acquiring prime land for human settlements. The participation of the private sector in housing development in this regard, is crucial as some of the land acquired is expensive, and government cannot afford to buy expensive land. As a result, the Cornubia project has been a partnership between eThekweni and Tongaat-Hulett, which made the concept of integrated human settlements a reality (see Kennedy, 2013). Such projects improve the quality of life of communities – as they live in close proximity to places of employment and recreational facilities (see DoH, 2004).

... the reality is that so many housing projects as we speak today have not reached the stage of issuing of title deeds. (8)

This theme also revealed that there were problems in issuing title deeds to beneficiaries. To this effect, tenure security formalises the agreement between individual and property owners, regulated by legal and administrative frameworks (see Payne, 2012). The aim with the integrated human settlement was also to ensure that title deeds are issued, and that once they are issued, the quality of life of the people will improve because they are now owning an asset (see Urban Landmark, 2012). On the other hand, a delay in issuing title deeds increases the likelihood of land invasions by communities, evidenced by the everyday sprawling of informal settlements around South African cities. This is to the detriment of municipalities, whose

mandate is to address the housing backlog – as in some cases shacks are built on land that does not belong to the municipality, which the latter still has to acquire from the private sector or individuals.

With reference to Cornubia, the delay in issuing title deeds has seen an increase in illegal activities – as people began to sell houses to their friends and relatives. Respondents indicated that some beneficiaries were selling these houses – as they were now far from their places of work, as well as their social networks. The findings indicated that this will pose problems to the municipality, when the process of allocating title deeds is initiated as houses will be occupied by new owners. Respondents were wondering how the municipality was going to address this problem, as the new occupants were not on the list, but the municipality could not have them evicted – as they will be violating the laws of the land.

6.2.2.4 Sustainable human settlements

In order to achieve sustainable human settlements, housing developments should seek to create a liveable environment with integral abilities that stimulate an ongoing process of consolidation and upgrading overtime. Officials emphasised that sustainable human settlements should not only be about providing people with houses, but should encompass the provision of social amenities, skills development, and opportunities. Through developments such as Cornubia, municipalities should ensure that integration is achieved, as the project also entails a strong partnership between the private sector and municipalities. When relocating communities access to transportation should be taken into account, as well as other facilities which are a responsibility of other departments within the municipality. Integration within departments is a challenge as it usually takes a while before all amenities can be made available in new developments, as various departments are involved.

The nature of development and the scale of the development should not just be an ordinary housing project but integrated human settlement development which encompasses more than just housing, it encompasses social amenities, skills and economic opportunities. (1)

... the other important question that we address as public sector housing is to test the sustainability of that particular development. As a human settlement establishment will not be sustainable if it is not integrated you must see for instance how people travel (you know) to the place of employment you must check also whether is adequately educational facilities within the development. (2)

But if you're going to count the settlement as being good for human habitation, you're going to start addressing the issue of sustainability. (4)

The findings of this theme reflected on how human settlements can create an environment, which is highly liveable, which also promotes an ongoing process of consolidation and upgrading overtime (see CSIR, 2000). In achieving this, the BNG indicates that a balance should be maintained amongst economic growth and societal development in order to achieve sustainable human settlements (see DoH, 2004). It further indicated that densification is crucial in addressing sustainable human settlements – and ensures that communities are brought closer to economic opportunities, while at the same time, accessing all amenities. In making this possible, the municipality adopted the strategy of building high-rise structures in order to accommodate the demand for housing. Densification is a concept used “in planning, architecture and urban design, which is used to describe, predict and control the use of land” (see eThekwini, 2013; see Turok, 2011). Respondents indicated that decisions have to be made regarding densification in order to address sustainable human settlements. Bringing communities closer to economic opportunities and accessing all amenities requires the municipality to adopt the strategy of building high-rise structures in order to accommodate as many people as possible. It is imperative that such decisions are covered in policies, which encourage high-urban densities (see Boyko & Cooper, 2011).

To promote sustainable human settlements, scholars conducted an empirical research and supported the idea of higher levels of density housing that would provide benefits for car travel, travel distances and transport costs (see Barret, 2010; Gakenheimer, 2011; Newman & Kenworthy, 1991; Nijkamp & Rienstra, 2010; Owens, 1986; Stead and Marshall, 2001; Guindon (as cited in Du Plessis, 2014). Hence, municipalities have to ensure that the land identified is in close proximity to other facilities in order to achieve integration in human settlements. To increase sustainability, walkability and accessibility should be taken into account, as these are important factors which promote integrated human settlements. BNG has acknowledged densification and integration of communities as a strategy used to promote human settlements (see DoH, 2004). The integration process should adhere to the principles identified in the BNG. When densifying, the SDF should be taken into account as it stipulates future plans for the municipality (see Yusuf & Allopi, 2004; Sim, et al., 2015; Turok, 2011).

The findings for this objective indicated that housing projects do not follow spatial plans, but are driven by developments in a particular direction. Todes argues that because the poor relies

more on government, domestic workers and other unskilled workers are not considered once the project has been identified, as emphasis is more on the locals (see Todes, 2008). Even though the Spatial Developments have been approved by Council, catalyst projects tend to bypass the whole process. In as much as plans are driven by developments in a particular direction, plans for developments have to be adopted, in order to meet the requirements (see eThekweni Municipality, 2015).

The findings have further shown that it is important for government to facilitate access to the land, which is habitable. Land which is close to the city is owned by the private sector or individuals, who are only willing to sell it to the municipality at a high price. Another challenge identified by officials that also hinders the process of the transfer of title deeds is that beneficiaries would rather go back to the informal settlements than staying in these new developments. The findings further indicated that if the issuing of title deeds can be fast-tracked by the relevant structures, municipalities will have less problems with the illegal transactions taking place (see Urban Landmark, 2011). The original beneficiaries in the register are no longer occupying the units, in some cases there are new owners who have made informal arrangements with the original owners. Some have paid money for these new units which is going to lead to difficulties removing them

The findings further indicated that community members be involved in the decision to relocate them to new areas. Consumer education should concern itself with how communities' lives will be affected in the new areas, which can serve as another strategy to improve the quality of life of communities (see Irvin & Stansbury, 2004). Communities emphasised correct procedures be implemented in facilitating community participation by the municipality, as this will result in less problems experienced in implementing community projects. It is not only the communities, which benefit but also administrators because they get to be aware of what the community is thinking in relation to the proposed policy.

6.2.3. Theme 3: Level of community satisfaction

This objective of this theme was to establish the level of satisfaction of communities on the strategy employed by the municipality in creating quality living environments. Local government has been mandated by the national government to provide basic services to communities. The eThekweni Municipality has been able to provide houses to communities using integrated human settlements as a strategy of improving the quality of life to

communities. The objective intends to ascertain the level of satisfaction among communities with the strategy employed by the eThekweni Municipality in creating quality living environments.

6.2.3.1. Housing backlog

Housing backlog in South Africa has resulted in the increased number of people living in informal settlements. This has further resulted in the municipality not being able to provide houses for all people living in the city. As indicated in the above theme, the municipality has engaged *in situ* upgrades and Greenfields, which are strategies used to address the housing backlog in the city. *In situ* upgrades is the upgrading of informal settlements so that communities can have access to basic services where they are, without them being relocated to new areas. The Greenfields is the relocation of people from informal settlements and other areas identified by the municipality, which also involve special cases (see IDP 2016/2017). The question that one is likely to ask themselves is *how is the municipality employing this strategy in order to create quality living environment?* In addressing the housing backlog, government has introduced a new paradigm by developing projects within walkable distances that are closer to work; transport and social amenities (see Khan & Khan, 2012).

.... migration has been a major challenge that we are witnessing in the City. I admit that this is a world trend that generally human beings are urbanizing, however in our case they are not many opportunities in other regional centres as a result you then get a mainly Richards bay, eThekweni, Newcastle and Port Shepstone absorbing a big number of migrants or people coming to their cities at a rate that municipalities cannot cope with the rate of migration. (3)

6.2.3.2. Facilitation of in situ upgrades and Greenfields

Respondents indicated that the Housing Sector Plan outlines strategies that municipalities should employ in addressing human settlements. The municipality is giving priority to *in situ* upgrades. However, there is a Greenfields project, Cornubia, which is a catalyst, and regarded as a national priority. Respondents indicated that there is a challenge of finding land for Greenfields. Respondents further indicated that there was a pronouncement by the Minister of the DHS that the Greenfields must produce more than 10 000 units or more (see Social Impact Assessment Cornubia, 2015).

The Greenfields consists of mix-use, individual ownership, rental, social housing close to employment opportunities, partnership between government and private sector. As a result, they are regarded as mega projects. In Greenfields it is easy to build up in a small piece of land where the municipality is able to accommodate more people. (8)

Respondents indicated that the facilitation of *in situ*-upgrades, where informal settlements are upgraded first, is often not without challenges – for instance, the land identified in most cases, belongs to the municipality – and is, in cases, not suitable for human habitation.

People in informal settlements are there for different reasons others want to be relocated to Greenfields. Social facilitators are there to handle this so that they can address such issues. (9)

The relocation of participants again by the municipality is based on the fact that some settlements are built on the land which does not belong to the municipality. Some informal settlements are built on the land which belongs to the department of education and that land must be returned back. (7)

... in situ is a three prone strategy because when upgrading in some settlements not everyone will be relocated some have to be transferred to the transit camps. As per policy they are expected to stay for a certain period but it is no longer the case some are now staying longer. (6)

The findings indicated that it is a huge challenge for the municipality to relocate communities. Some communities do not meet the criteria because of certain documents which are missing, and some are earning more than the threshold, therefore they do not meet the requirements. This makes it difficult to eradicate informal settlements completely, because once a particular group has been relocated others come in to build new shacks, which makes it difficult to control. The key objectives of the *in situ* upgrades is to provide tenure security, health and security, as well as empowerment, as opposed to relocations, in order to achieve policy objectives (see DHS, 2009). This is further affirmed by the fact that upgrading informal settlements is aimed at restoring the dignity of the urban poor – through the programme. This programme will assist in enhancing tenure security, promoting a healthy and safe environment, and facilitates social and economic integration. This is supported by the adoption of the programme Upgrading and Informal Settlements Programme (see Chewni, 2012).

6.2.3.3. New life in the Greenfields

Respondents reiterated that moving to the Greenfields has created other demands in their new way of living. There has also been an increase in the demand for communities to access other amenities, economic opportunities, and recreational facilities. Hence, South African cities were overcrowded, because of the number of people moving from rural to urban areas, with the hope of securing better lives. Others felt that informal settlements guaranteed them of livelihoods (see UN-Habitat, 2012). Moreover, respondents unanimously agreed that if municipalities want to build communities, it is important that people have access to all amenities, which satisfy the new strategy by government of integrated human settlements (see City Alliance, 2016).

Then they realised that “no, no” you can’t be creating communities, unless you bring in everything in an integrated manner. You are building the settlement hence a settlement can be a settlement if it brings in all these other amenities. (4)

Being relocated to the Greenfields means that in as much amenities are available, however they are not provided to beneficiaries for free. The municipality experiences challenges in the sense some beneficiaries would find it difficult to pay for these services as some of them are not employed. Beneficiaries are now expected to maintain the units, as they are no longer living in an informal settlement (see Siqhwala, 2002).

The findings of this theme indicated that the poor level of dissatisfaction among communities in most cases results from the lack of consultation on the part of authorities. This has led to an increase in the number of service delivery protests in communities (see Tissington, 2011) – as has resulted in communities resorting back to informal settlements – owing to their dissatisfaction with life in the new area and has been acknowledged by the communities. This has in turn, led to an increase in the housing backlog in the city, where the demand for housing is increasing over time (see IDP, 2015/16).

The findings of the theme further indicated that migration to the city has resulted in an increased demand for housing. Metropolitan cities are finding it difficult to deal with rapid urbanisation, given the limited resources at their disposal (see United Nations, 2012). Urbanisation is a global problem – therefore, cities should take action, in order to deal with the challenges that urbanisation brings – hence, this movement has increased the backlog experienced by the city in meeting the demand of the increased numbers (see www.durban.gov.za).

The findings of the theme further revealed that the upgrading of informal settlements has not yielded the results that the city was expecting. This is witnessed through the increasing numbers of informal settlements sprawling in the city and the decisions that communities are showing in moving back to the informal settlements once they have been relocated to new areas. Respondents indicated the frustration that the municipality is facing in dealing with informal settlements in the city as it stifles the strategies that the municipality has engaged in addressing housing backlog. Relocations to Greenfields were deemed a solution in addressing housing backlog but this has resulted to more pressure that the city is faced with in dealing with illegal transactions taking place amongst the beneficiaries. Communities also acknowledged the difficulty in paying for the services, and the result of failing to pay for the services is also another problem that the municipality is facing in dealing with the relocations.

6.2.4. Theme 4: Infrastructural development strategy

The objective of this theme was to assess the infrastructural development strategy employed by the eThekweni Municipality in creating quality living environments. In order to achieve an integrated human settlement, infrastructure should be developed for the benefit of the beneficiaries. The human settlements product includes “sanitation, water, electricity, waste disposal and other services” – which improves the quality of life of the beneficiaries. The questions that the theme posed is: *what is the infrastructural development strategy employed by the municipality in creating quality living environment for beneficiaries?*

6.2.4.1. Provision of Bulk infrastructure

Infrastructure development should be an integral part of human settlements. Respondents indicated that when an area is to be developed, those involved in planning should ensure that plans are in place to have bulk infrastructure developed in the area. Bulk infrastructure includes bulk sewer, bulk water, and bulk storm water before introducing the reticulation systems. Those involved in the planning should ensure that approvals are received for bulk infrastructure before development begins.

.... Is that you are not going to get the area established unless you have what we call “the bulk infrastructure”. Bulk sewer, bulk water, bulk electricity, bulk storm water, before you deal with the reticulation. (4)

Infrastructure development entails the provision of “water, electricity, solid waste, sanitation, storm water, roads, sidewalks, public transport infrastructure, and bridges” (see IDP, 216/17). Respondents noted the importance of confirmations from the various departments for any settlement that the municipality has identified. When designing the actual township, connections for bulk infrastructure should be catered for. Respondents applauded the municipality of eThekweni for ensuring that all processes have been adhered to as per the norms and standards for human settlements.

.....It tells you if you are dealing with human settlement development, these are the standards in terms of services that you need to meet. Water, this is how you deal with the water reticulation, roads, storm water and other structures needed. But the space planner helps with the issue of allocation of amenities, proposed schools, crèches, worship sites, commercial etc. In other words, the number of amenities to be accommodated in any integrated human settlement will be determined by the number of household sites that will be generated. (2)

6.2.4.2. Aligning of budgets to developments

The provision of bulk infrastructure and amenities in any integrated human settlement depends on the number of household sites that have been identified for the development and the availability of funds to provide the infrastructure.

With the case of Cornubia Phase 1A & B as per the norms and standards, a primary school should be provided for 70 units and high school for 1 500 units. (2)

In addition, crèches, sport fields, community halls and other amenities should also be provided as they are required by communities. Respondents indicated that some amenities in the area are not provided instantly, due to budgetary constraints.

Integrated development means that all other line departments should actually be ensuring that their budgets are responding – you don’t want a development that will be purely residential for the next five years, without any school, clinic not provided to communities in the area. (4)

The respondents identified a gap in the provision of some services – for example schools, clinics, community halls, crèches and other facilities. The desired situation is that when an integrated development is being planned all line departments should ensure that services are provided on time, and not long after the development has taken place.

.... If you want the clinics, department of health should allocate the funding to cater for a newly established development in terms of the clinics. That is the desired stance, but operationally it does not happen like that all the time. (2)

Infrastructure ensures easy access and mobility among beneficiaries once relocated to new areas. The findings in this theme indicated that infrastructure development requires the city to plan properly as more funds are required for such developments. The findings from this theme further indicated the importance of aligning budgets in the various departments in order to achieve an integrated human settlements strategy. The budget proposals presented to City Council for adoption should consider the competing priorities that the city is currently faced with at the same time ensuring that houses are provided to the needy. The city is currently faced with the challenge of replacing the ageing infrastructure whilst at the same time expected to provide new infrastructure to new housing developments.

Infrastructure development requires municipalities to have a proper plan to address the ageing infrastructure and develop new infrastructure as human settlements developments increases overtime. Funding the infrastructure has always been a challenge for municipalities, in the sense that if the infrastructure is not provided, it affects service delivery levels (see Agbola & Olatubara, 2003; Khan & Thurman, 2011; Ilesanmi, 2012). It can be argued that infrastructure development can be achieved if there is cooperation between the three spheres of government, as specific roles fall within the jurisdiction of a specific sphere.

The theme further indicated the importance of bulk infrastructure in order to achieve integrated human settlements. It also indicated the role played by the planners in ensuring that the layout complies with the plan for the municipality. Planners should ensure that standards are set and that physical specifications for the infrastructure needed and services are supplied (see UN-Habitat, 2011). Ilesanmi (2012) concurs with this view in asserting that physical infrastructure such as electricity, transportation and communication networks are crucial for the sustainability of a functioning market economy, as well as the acceleration of good governance. In the absence of consistent, adequate supply of electricity, industrial activities such as manufacturing, mining and agriculture, which are usually the prime employers in developing economies – cannot thrive (see Ilesanmi, 2012).

6.2.5. Theme 5: Stakeholder involvement

The theme was based on gaining an understanding of stakeholder involvement in housing development. According to the MSA, 2003, municipalities are expected to engage communities in decision-making. This is very critical, because it ensures that communities are involved in the decision-making from the inception stage right through implementation. Also, the theme intended to establish whether communities recognise the forums created for them, so that the quality of their lives is improved. It is also imperative that the professional team engages the Department of Human Settlements on progress made so that the department can also monitor the progress. The question that the theme intended to answer was: *To what extent are stakeholders involved in housing delivery in order to ensure that the quality of their lives is improved?*

6.3.5.1. Housing handover

Respondents indicated that with regards to the relocations, beneficiaries are consulted on a regular basis regarding that particular project identified for them to ensure that they are kept informed on issues affecting them. Respondents further indicated that beneficiaries are usually more involved in the process before occupation, and that once they have taken occupation they are no longer keen to participate on a regular basis. This becomes problematic because the DHS can only claim money from the provincial government once all documentation has been signed.

Sometimes it becomes difficult to get communities when they are needed for the signing of documents (7).

The findings of this theme revealed problems that officials experience with communities on dealing with issues affecting them. To this end, the municipality is expected to establish methods of reaching out to communities – since any delays on the part of communities hinders the municipality’s progress in fulfilling their mandate. Accountability is compromised, since officials are given time frames to deliver the expected outcomes.

6.2.5.2. Training and outreach to communities

The participants acknowledged the importance of consumer education to communities. This, they indicated, is the responsibility of social facilitators – social facilitators work with communities before they are relocated to formal housing settlements. Consumer education

plays a crucial role, as it prepares communities for a life that is different from life in informal settlements. Communities emphasised their involvement during relocations to these areas, they need to understand that they are now expected to pay for certain services such as electricity and water – and ensure the maintenance of these new houses – for example paintings should be done, landscaping and gardening, which ensures that houses are in good condition at all times.

These people are basically indigent they live in informal settlement and they have never owned a house before, so the role of consumer education would be to prepare them for living in a formal community and also how to take care of the houses and various aspects of living in a formalized environment as opposed to informal settlement. (2)

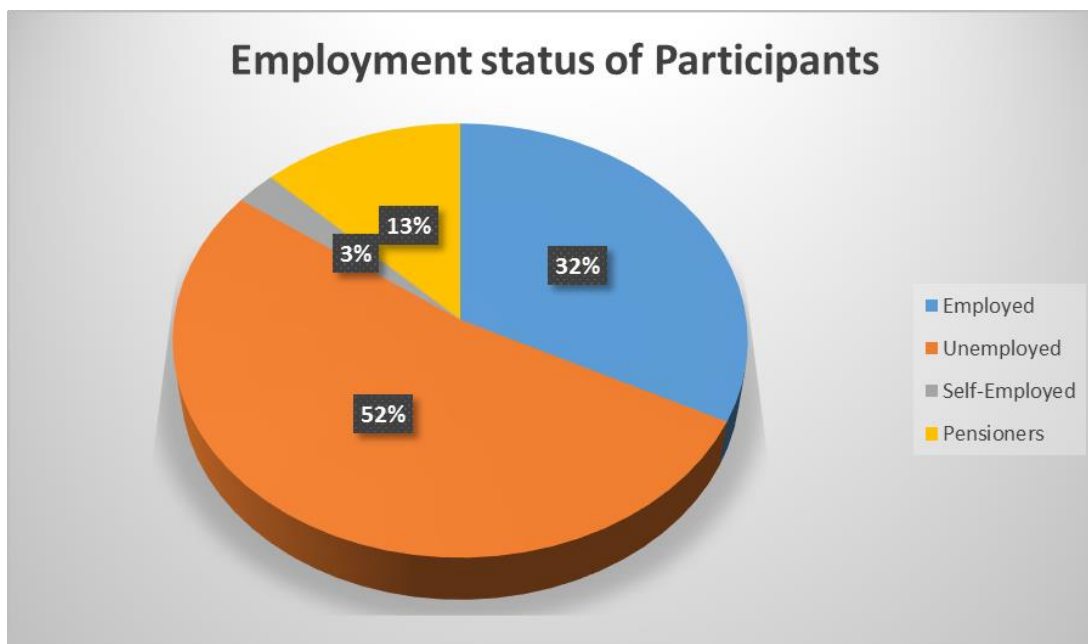
The findings of this theme highlighted the role played by outreach programmes in preparing communities for the settling in formal housing. This is emphasised in the legislation that requires municipalities to engage communities in order to keep them up-to-date with progress made with projects. Stakeholder involvement does not only involve communities, but also involves other stakeholders such as professional teams and officials from other units (see Fombad, 2013). In human settlements projects, the involvement of all stakeholder is crucial for the success of any project. Planning for human settlements is not only the prerogative of the department, but all line departments should come on board to ensure that integration is achieved (see Tomlinson, 2011; Mzini et al., 2013). If stakeholder involvement is done efficiently, trust among communities is fostered, while at the same time, encouraging transparency amongst those involved in a project and engagements with communities.

Moving communities to Cornubia meant involving them a great deal in the decision-making, as they were going to be unsettled by the idea of paying for services, which is new to them. People with special needs should also be taken into consideration when relocating communities (see Khan & Khan, 2012). Involving communities does not only benefit communities but administrators as well (see Irvin & Stansbury, 2004). This has been the case with Cornubia, where social facilitators engaged communities before relocations took place but it was more on familiarising them with what is going to happen in the new place not on their contribution to the project itself. During the whole process communities are able to express their opinions on how the development was affecting them (see Juta, Moeti & Matsiliza, 2014). Communities are confronted with many social ills, and social facilitators play a role in finding solutions to those problems.

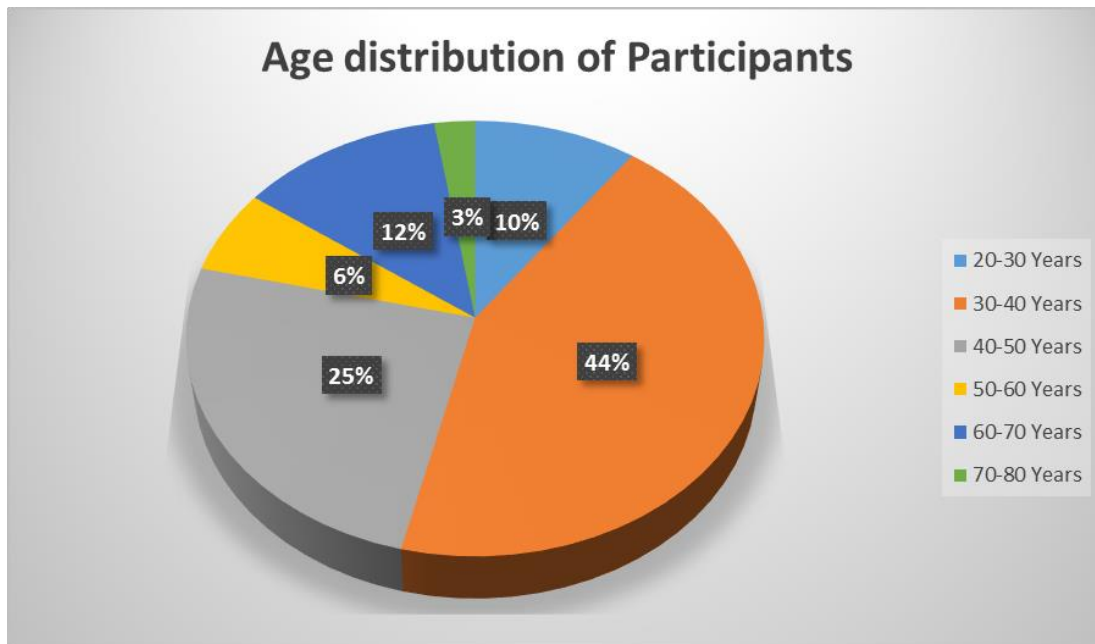
6.3. Interviews with members of the community

Semi structured interviews were conducted with members of the community in the form of focus groups and one-on-one interviews. The first section presents the demographics of the participants, while sections that follow presents an analysis of focus groups and one-on-one interviews.

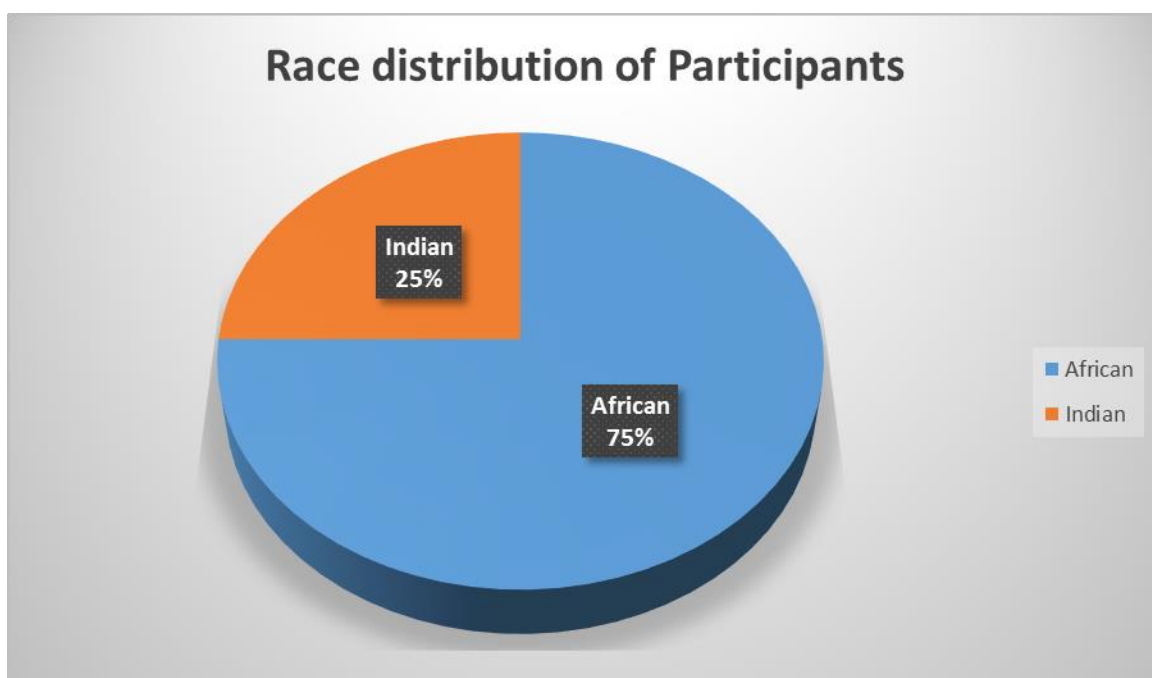
6.3.1. Demographics of participants



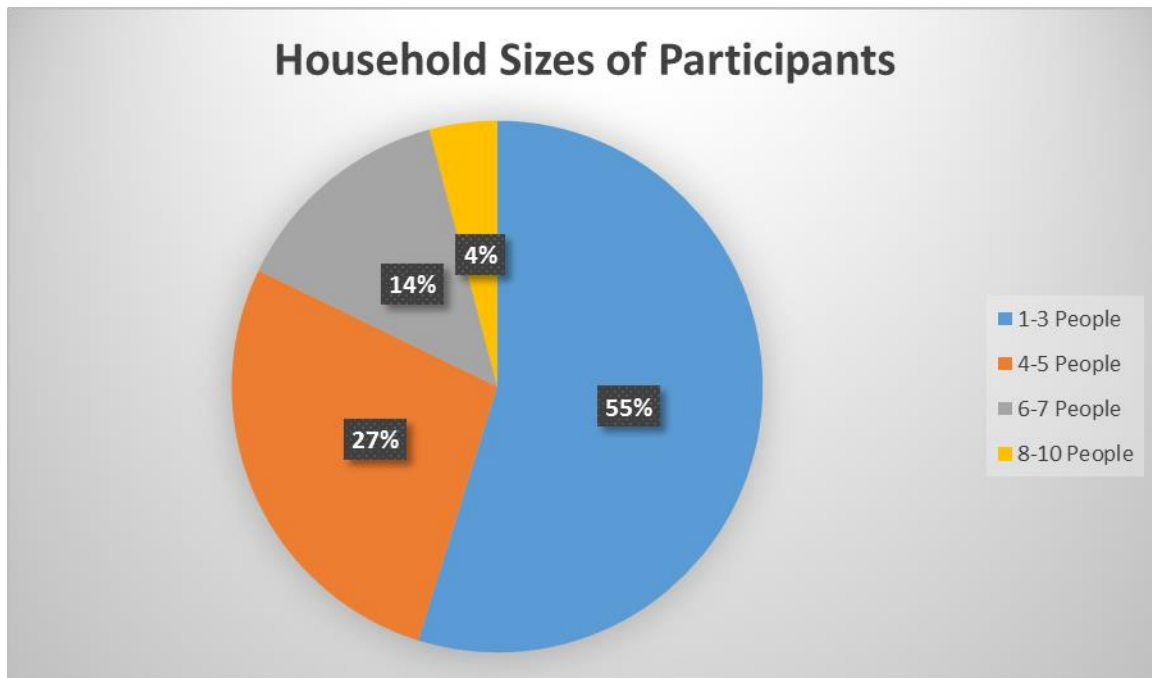
The pie chart above is a representation of the employment statistics of the participants who were interviewed during the course of the study. The above shows that out of 100 participants 32 percent were employed, while the other 52 percent were unemployed – 13 percent were pensioners, while 3 percent were self-employed. This shows that the study area had a mix of employed and unemployed people; and as a result, they could only afford formal housing provided by government.



The above chart serves as a representation of the dispersion in terms of age, among the participants selected for the study. Ten percent of the participants were between the ages of 20 and 30; 44 percent were between the ages of 30 and 40; 25 percent were between 40 and 50 years; 6 percent were between 50 and 60 years; 12 percent between 60 and 70, while 3 percent were between the ages of 70 and 80. The chart further indicates that the majority of beneficiaries were between the ages of 30 and 40 – an age group which is at the stage of raising families. Those that were above 40 have spent most of their time in informal settlements, which had not been a better place to raise children.

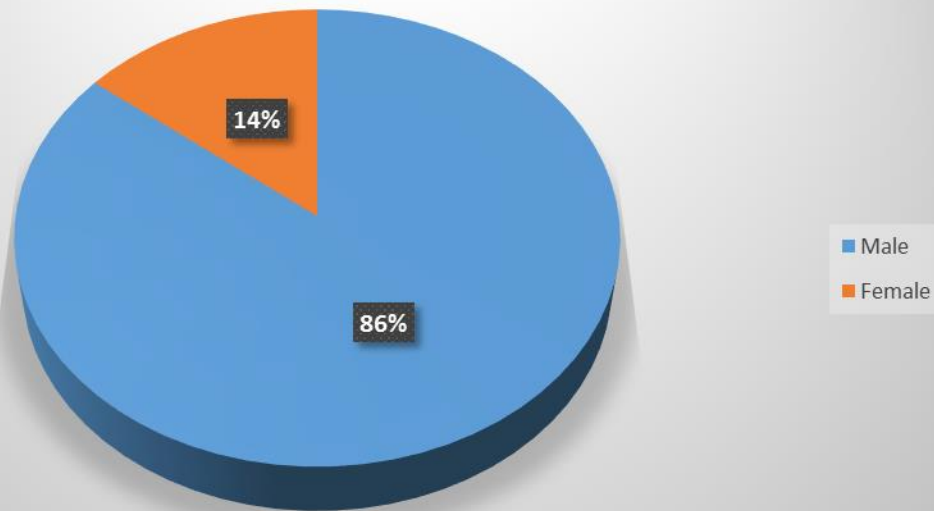


The above chart shows that out of the 80 study participants 75 percent were African and 25 percent were Indian. In achieving the vision of the BNG, human settlements is more about building a non-racial settlement which includes all races. Although the majority of the population in this area are Africans, Indians are also beneficiaries of the housing project – as some were relocated from areas such as Blackburn.



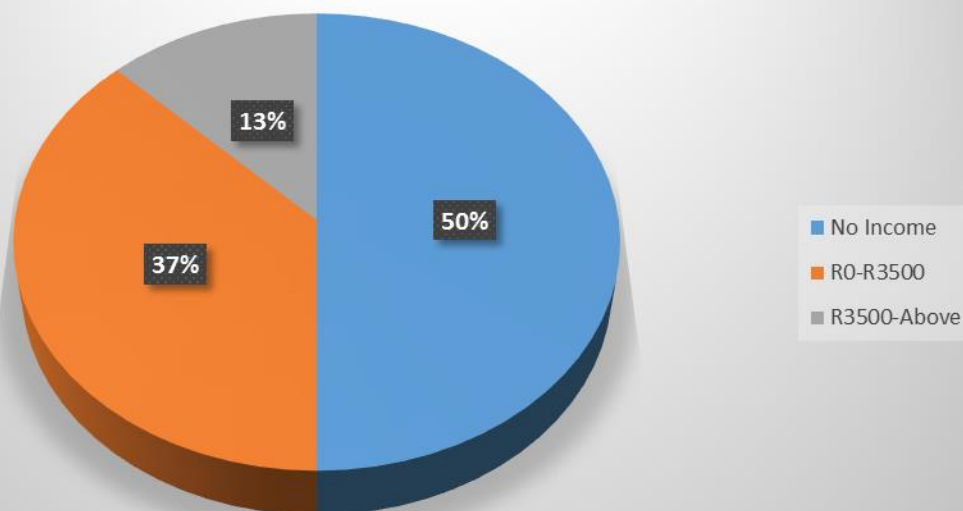
The above chart is a representation of the size of households determined during the interaction with the study participants. As indicated, 55 percent of the participants lived in households with 1-3 members, 27 percent lived with 4-5 members, 14 percent lived with 6-7 members, while 4 percent lived with 8-10 family members. This is an indication that although some households have been relocated to formal housing, they still contend with overcrowding. This means that families with more than four members are expected to share a two-bedroomed house. In such cases, privacy and other issues are compromised.

Gender distribution of Participants

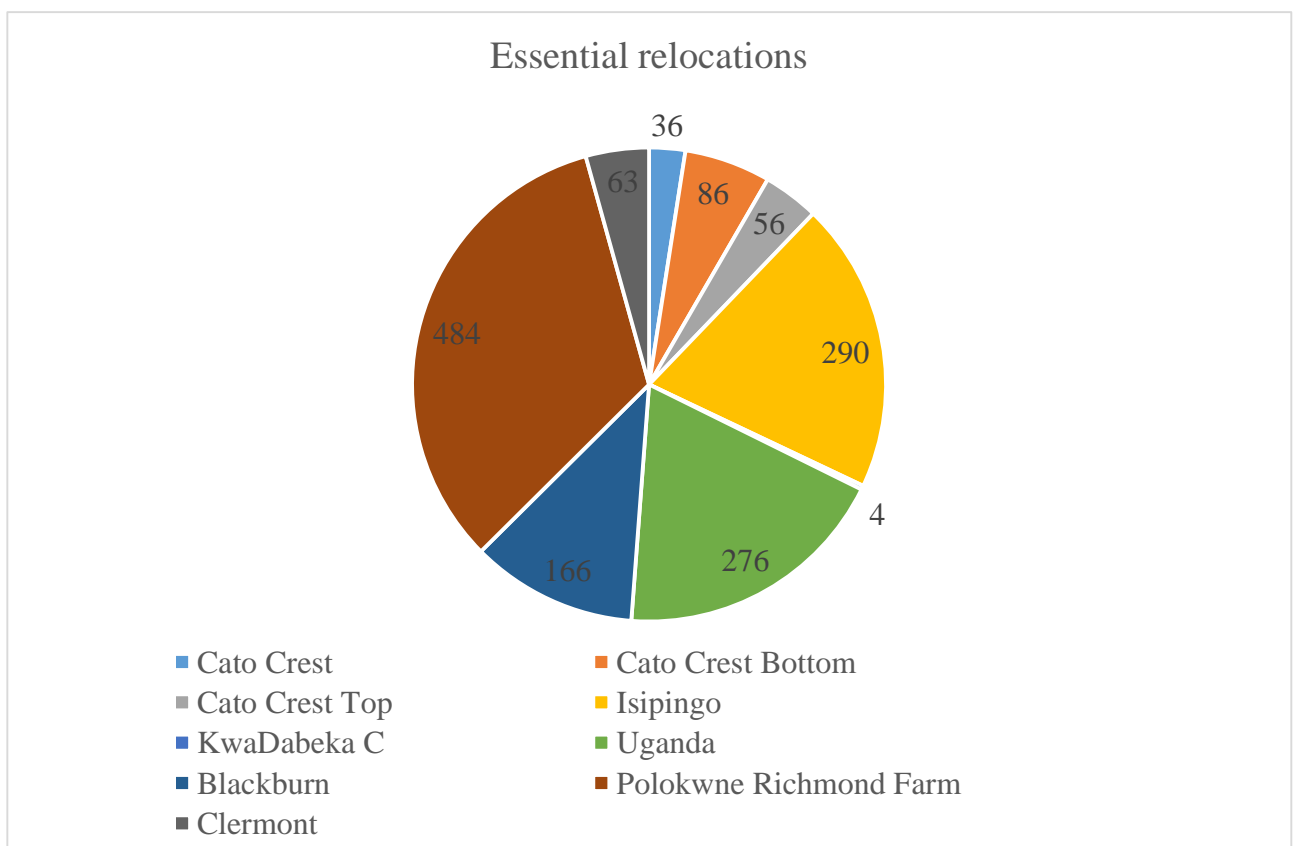


The participants in this study were not equally distributed. Males represented 86 percent of the participants, while females represented 14 percent of the participants. The reason why there were more males than females is that in most cases families have to be established by males. The majority of people who leave their places of origin to look for better opportunities are males, with females only following thereafter. This again, compromises families, because some, especially women, are left in rural areas; and the spouse get a new partner in urban areas.

Income status of the Participants



The above chart represents the income distribution of the participants. Fifty percent of the participants reported that they relied on grants such as child support, old-age pension, foster care and HIV/AIDS grants. Thirty-seven percent were earning between R0 and R3 500 – most of the people in this group were recipients of state grants and old- age pensions. Lastly 13 percent of the participants were earning above R3 500, while some were earning in the range of R12 801. The above chart further indicates that most people in the area rely on government grants for survival. This also means that they will also find it difficult to pay for the services – because of the limited income at their disposal – while some are earning more than the threshold determined by government as the criteria for BNG houses. This again, can raise questions of whether the correct assessment was done by the municipality when allocating houses to beneficiaries.



The above chart indicates the relocations of beneficiaries from different settlements due to different reasons – among them the location of a settlement on floodplain, under a power line, people not incorporated in rectification process, high impact areas, and other factors. What is

worth noting is that some beneficiaries were relocated from the southern and western parts of Durban to the northern part of Durban. This has resulted in a number of problems, where some beneficiaries are now spending more on transport, because of these relocations. The largest number of beneficiaries relocated from the south to the north is from Isipingo and Uganda, which can be very far for beneficiaries.

6.4. FOCUS GROUPS PERSPECTIVE

The researcher conducted interviews with four focus groups to assess the strategy used by the eThekweni Municipality in creating quality living environments. The two strategies adopted by the municipality is the upgrading of informal settlement and relocating people to Greenfields are aimed at improving the quality of life of communities but the study focuses on relocations to Greenfields such as Cornubia. The researcher used an interview schedule, based on the objectives identified earlier in the chapter. Respondents were allowed to express their own views, guided by the questions posed by the interviewer.

6.4.1. Theme 1: Quality living environment

The theme was based on the strategy used by the municipality – whether it has improved the quality of life of beneficiaries. Some beneficiaries have been relocated from the informal settlements, where they have been living for a long time. As indicated in the interviews with officials, the city is faced with a massive overflow of people from rural to urban areas. Life in urban areas is perceived to be better than in rural areas. As a result, cities contend with the influx of people to urban areas, with the hope of accessing better facilities. The focus groups indicated that life is better in formal housing settlements but it has its own challenges, which are different from living in informal settlements.

6.4.1.1. Life in the informal settlements

Participants in the focus groups indicated that the quality of their lives has improved since they were moved to this new area, where there is formal housing, more than in the informal settlements. Participants indicated that they were no longer living in areas which were flooded in the event of heavy rains – some indicated that they were no longer living under power lines, which posed a danger to them. Participants unanimously agreed that the kind of life they were exposed to in informal settlements could not be compared with the new life they have been

exposed to in formal housing – where they were now accessing running water and toilets inside their houses.

Life in this place is much better than where I was living. In the informal settlement where I am coming from in Isipingo the area used to be flooded when it was raining (2).

The introduction of the RDP was equated to the provision of adequate housing, which was the vision envisaged in the Constitution of the Republic of South Africa. As a result, the objective of the Housing White Paper of 1994 was to prove “viable, socially- and economically-integrated communities, which were to be situated in areas of convenient access to economic opportunities such as health, educational, and social amenities” (see Huchzermeyer, 2001; SAHRC, 2015).

Some participants in the focus groups indicated that even though they were now living in urban areas, where they have escaped overcrowding in informal settlements they were, however, exposed to all kinds of diseases, as they did not have access to basic amenities, just like people living in informal housing. Participants unanimously agreed that while in informal settlements they have been compromised in so many ways, because of the sizes of shacks, as compared to the sizes of houses in the new area.

My shack was a one bedroom where we were doing everything, cooking, watching television and sleeping with my family of four (1).

The findings indicated that in informal settlements housing conditions for those that cannot afford formal housing differ greatly with those in formal housing. Houses in informal settlements are built with materials of inferior quality, and there is less developed infrastructure and no basic amenities, with less regard to formal planning and building regulations (see United Nations, 2012).

6.4.1.2. Shortage of amenities

Participants in all focus groups acknowledged that the strategy used by the municipality has brought an improvement to their quality of life in that they were now living in formal houses. Most beneficiaries were relocated by the municipality from different informal settlements - the challenge however, has been that some of the amenities were not available in this new area.

Where I was living it was close to schools, community halls and we had electricity life was good. (2)

Some respondents raised concerns that in these new area children have to travel for long distances to schools that cater for them. Respondents unanimously felt that in as much as the quality of their life has improved, it appears to them as if they have been dumped – and that the municipality does not care.

There is no electricity in this area; we have been told it will be fixed. In the informal settlement where I am coming from, we had electricity. We cannot leave on these illegal connections it is not safe for our children. (3)

The findings from this theme indicated that the vision of the BNG has not been realised - since municipalities have not reached the target of providing houses in order to improve the quality of life of communities. This challenge has been acknowledged by the officials, that the lack of funding and poor alignment of budgets and priorities between line-function departments and municipalities, as well as municipalities responsible for social facilities in new communities has always been a problem (see Huchzermeyer, 2001, DHS, 2015). The eThekweni Municipality has committed itself to improving the quality of life of communities by ensuring that there is access to services such as health, community halls, safety education, and recreational centres, which complete the integration of human settlements (see IDP, 2016/17).

6.4.1.3. Access to economic opportunities

Focus group were concerned with accessing economic opportunities, as the majority of people who lived in the area were unemployed. The relocations of people from Isipingo, which is +- 48 km away to the Greenfields, was a matter of concern for the focus group. It can take up to 45 minutes for a person to travel from Isipingo to Cornubia. Some of the beneficiaries were working in Isipingo, while others were working as far as Amanzimtoti. Respondents in all focused groups were concerned that people now had to travel for long distances, leaving home in the early hours of the morning, and coming back late.

I work at Amanzimtoti I now leave home at about 4 am in the morning, and I don't even know how my kids look like when they go to school. (1)

I work in Pinetown; I was staying in an informal settlement in Clermont now have to travel a long distance to work. I leave home at 4 am take a train from Mount Edgecombe to Pinetown. It is much better now because I used to take a taxi and spend R60 a day, which was too much for me (4).

The findings indicated that because beneficiaries have been relocated from different settlements, those that were staying closer to Cornubia have benefited. Those who were staying far acknowledged that their quality of life has improved, but that the only problem that they were faced with was that they now had to spend more on transport. Another concern raised by some parents was that because they leave early in the morning they didn't even know if their children attended school as expected, or whether they were presentable when going to school. These parents did not have these problems when they were staying in informal settlements because they were hands on. Participants also revealed that some beneficiaries have resorted to going back to the informal settlements closer to work, while others have even rented out their houses.

The findings further indicate that the relocation of beneficiaries to this new place has affected the normal functioning of their families, because in some cases the breadwinner would leave the family, including the spouse, to go and stay in an informal settlement. The findings of the theme alluded to the fact that the majority of the people who were relocated to new areas were not working – and that bringing them close to economic opportunities did not help, because there were no jobs. The Cornubia development project was aimed at bringing people from lower socio-economic classes and the jobless to locations where they would have access to economic opportunities (see Tongaat Hullet, 2014).

6.4.2. Theme 2: Safety and security

Safety and security are one of the key issues for households that improve their quality of their life. Participants in focus groups indicated that some beneficiaries preferred to live in informal settlements for safety and security reasons. The provision of services in formal housing guarantees the improved quality of life for people living in informal settlements. Once services are provided in these new areas, they are guaranteed that they are physically, legally and socially part of the city. This again gives them hope that they are now part of the city's official planning and management systems. Participants indicated that they were not included in the city planning, as some of the informal settlements were upgraded, while some dwellers were relocated to the Greenfields. According to the SACN (2011), the upgrading of informal settlements improves the quality of life of the people as it elevates communities and the city as a whole, providing inclusion in the economy, party-political opinion, demonstration and improved living conditions, as well as increased safety and security.

6.4.2.1. Meeting household needs

Household sizes have always been a problem in the South African society, mostly in the black society, since there are no laws governing the size of structures. Some of the beneficiaries were not satisfied with the size of houses delivered, since these did not meet their needs in terms of the number of people in their households. The increase in the number of household members has forced others to relocate to informal settlements and backyards so as to cater for the changes. Meanwhile, human settlements is aimed at improving the quality of life of households.

In my household, we are 6, and it is a struggle for us to leave in a two-bedroom house (3).

The shortage of houses has forced communities to welcome unconventional or formal housing solutions by government (see Keivani & Werna, 2001; Bredenoord & Lindert, 2010). Housing provision to communities should consider delivering houses with enough space to meet the needs of households in terms of quality and quantity (see Busch-Geertsema et al., 2016). It is imperative to note that household needs can be met if social and physical factors are considered. This will ensure that housing delivery increases household satisfaction and access to basic services.

6.4.2.2. Restoring dignity

Participants in focus groups unanimously alluded to the fact that even though there was livelihood in the informal settlements. Participants indicated that living together with people who share the same struggles takes away the feeling of being excluded from the services offered by government. Participants have acknowledged the fact that living in formal housing has restored their dignity and improved their quality of life. The relocations to Cornubia brought them positive benefits as they were now living closer to prime suburbs. The challenge has been that life in the new area is unaffordable, and that everybody pays the same tariffs for services, irrespective of how much you earn.

Things in this area are expensive and the benefit that one can say is that we now leave in formal housing. (1)

There is nothing that has changed if I cannot see the change in the type of food that we used to eat. (3)

The findings indicated contradicting statements from beneficiaries – some felt that the quality of their life has not changed – because they still continue to struggle to have food like it used to be the case in informal settlements. Others indicated that the quality of their lives have changed. For instance, these beneficiaries indicated that although some of the things they needed were not within reach, they were now, however, staying in formal housing. The upgrading of informal settlements was aimed at restoring the dignity of the urban poor in order to address poverty by enhancing the security of tenure, and promoting healthy and secure living environments (see Chenwi, 2012).

6.4.2.3. Social and economic integration

Participants were concerned about the rate of unemployment in the area. The demographics indicated above show that 50% of the population in the area was unemployed. This caused hardships to beneficiaries as they were now expected to pay for certain services like water and electricity. Participants felt that they should enjoy equal opportunities and rights for the services that are available in the area. Access to health facilities was a great concern for participants – since many people in the area were affected by communicable diseases.

The clinic is needed in the area since most of us are sick. If someone gets sick in the middle of the night when you call an ambulance, it takes time to come. (4)

All people should have access to such facilities, not only a particular group. The findings indicated that DHS is working on addressing issues of social exclusion by focusing on communities and promoting social and economic integration (see DHS, 2009). In addressing this challenge, the department has committed to empowering communities through participative processes and addressing the broader social needs of communities. Participants indicated that the municipality relocates all people to the Greenfields – since the majority of people living in informal settlements are from rural areas. The findings also indicated that if the municipality is to increase the social and economic integration effective policies need to be put in place. This the municipality can achieve by creating stable and decent job opportunities for previously disadvantaged persons and groups. The leadership should promote the social inclusion of communities in these new areas. Programmes should be developed to promote the development of capabilities to overcome poverty and deprivation of certain services. Officials emphasised the need for ensuring that local people benefit from local developments and that priority should be given to South Africans without discriminating foreigners at the same time.

Participants indicated that they are disadvantaged as far as accessing employment opportunities is concerned – since most employers in industrial areas employ foreigners – arguing that such employers have of exploitative tendencies – hence they prefer cheap labour provided by foreigners.

6.4.3. Theme 3: Community participation

The theme was aimed at determining the level of community participation in issues concerning housing delivery. Housing backlog in the municipality is increasing at a faster pace than before – as a result of rapid urbanisation. The strategy of relocating communities to new areas can be strengthened by full community participation in matters of housing development. Encouraging community participation plays a very important role in empowering communities to deal with issues affecting them. Community leaders should understand the role played by local people in the area as a result of their involvement in decision-making. The theme also sought to answer the question of whether communities should be encouraged to participate in the decision making of issues affecting them. Questions were raised on the strategy to ensure the level of community participation in addressing housing backlog; thus creating quality living environments.

6.4.3.1. Public meetings attendance

Ward councillors and ward committees have a very important role to play in liaising with communities on issues affecting them. Respondents indicated that some members of the community had not been attending meetings, as they should, because of the way things are done in the area. Some participants indicated that members of the community had been attending meetings just to make appearances so that no one complains for non-attendance. On the other hand, other participants were concerned that ward councillors have dictator tendencies. However, what came out strongly was the fact that people are tired of attending meetings where they are fed false hope.

Every time we attend meetings, the councillor will keep on promising us things that do not materialise. I have decided not to attend meetings anymore. (3)

The findings also indicated that communities are not sure of how they should contribute in public meetings – and as a result, community leaders dominated such meetings without giving communities the space to make their expectations known. If this trend continues, the

municipality will see no end to service delivery protests, which reflect badly on the leaders. To this effect, Bond and Khosa (1999) allude to the fact that clear regulations should be formulated that govern community participation in housing development. This requires leaders to understand their role as well as the role of the community in housing development. Officials alluded to the fact that community participation is of critical importance, and as stipulated by the local government legislations, community leaders should not obstruct the process (community participation) to advance their own political agendas.

6.4.3.2. Contributions to advancement of the community

Some respondents pointed out that there was a lack of some services such as the collection of waste and the cleaning of the streets – and this for them, is a health hazard. Respondents further indicated they had offered to render these for free – but that such issues were not entertained in meetings because external service providers wanted to benefit from rendering these services. What transpired in these meetings was that perhaps once this had been formalised by the municipality members of the communities could be hired, as they were unemployed which no one knows it will ever materialise.

We requested to clean the streets from the local leader, what we needed was the resources not the money. Streets in this area are very dirty and this can lead to diseases. (2)

The findings also indicated that the community wanted to contribute to developing the area as community members considered themselves part of the community. Ideally, community leaders have a very crucial role to play in the sense that they should drive development initiatives in the area. If community members can be given the permission to start small projects, the municipality can also come on board with the resources, and this, in the long term, can be formalised. Since there is an outcry in the area of unemployment being high, such small projects can be to the benefit of the community. Therefore, community involvement should concern itself with empowering community members with skills necessary for them to ensure a livelihood, in order to alleviate poverty (see Juta, Moeti & Matsiliza, 2014). Nzimakwe and Reddy (2008), who assert that community participation should aim at developing the skills and abilities of communities, further confirm this.

6.4.3.3. Improving community trust

Communities should participate in public meetings; since it is in these meetings where community needs are addressed. Municipalities should develop mechanisms for encouraging communities to attend these meetings by involving community leaders. Participation in such meetings is crucial because it engenders trust between the municipality and communities. Respondents in focus groups were discouraged to attend these meetings because of the manner in which the local leaders conducted them. Thus, the level of participation ranged between low and medium, which poses a threat to community development.

I don't even know the ward councillor; why should I attend the meetings. The ward councillor where I come from was very active. (3)

Such responses indicate the disconnection between leaders and the people they are leading. Wenzel (2007) raises a concern that if leaders disregard their mandates from the electorate this can taint the image of the party. Some scholars have referred to political capacity as the ability to respond to societal needs, by allowing channels to represent societal interests by incorporating public participation in local decision-making and conflict resolution (see Steiner, 2010). The local leader can play this crucial role of responding to the needs of communities; rather than imposing what needs to be done at that particular time.

The findings of this theme indicated the importance of making communities understand the role they can play in community decisions which is what officials are expecting. At the same time, local leaders should capacitate communities so that the latter would not allow them to use the platform to advance their own political agenda. The minute communities realise that the platform is being used by some to advance their interests most of the members begin to drag their feet and develop a negative attitude towards their leaders. This, in most cases, leads to service delivery protests by communities. Community participation should not range between medium and low, if such cases are experienced it becomes problematic to engender trust between leaders and community members. The findings further indicated that community members, in some cases, want to be part of the whole project. Therefore, this requires leaders to identify gaps and involve communities in order to reduce the rate of unemployment in the area. Taking decisions without involving community members can be problematic in future when the municipality decides to employ external services.

6.4.4. Theme 4: Infrastructure contribution to quality of life

Infrastructure provision is of vital importance to human settlements to improve the quality of life of beneficiaries. The BNG emphasises that the municipality should provide bulk infrastructure such as “water, sanitation, and electricity” before houses are handed over to the beneficiaries. Respondents in the focus groups acknowledged that access to these services has improved the quality of life of the beneficiaries. Participants acknowledged that in informal settlements bulk infrastructure was shared by communities as the municipality had resorted to the provision of services in that way.

6.4.4.1. Provision of bulk infrastructure

The municipality in a particular area that is being developed should provide bulk infrastructure. DHS must ensure that houses built should be handed over to communities with basic services and officials acknowledged this. Respondents indicated that in Cornubia water, sanitation and electricity were available. Another group indicated that in Phase 1B the only service that was not available was electricity – although connection on the street was available. This was a source of frustration for communities in that particular area, who resorted to illegal connections.

We have no electricity in this area, and we have resorted to helping ourselves this way. (2)

When asked whether the municipality was aware of the illegal connections, respondents indicated that the electricity department vehicles were always doing rounds in the area, and that they are aware of this. Zietsman (2010), who asserted that the municipality should pay the bulk infrastructure, and that the municipality should decide on the contribution of levies, has reaffirmed such cases. The findings indicated that since the municipality had already paid the electricity it had decided to ignore these illegal connections – since the fault was on their side and the admission was also made by officials. To this effect, human settlements aim to ensure that in all housing developments the bulk infrastructure is provided to ensure that the quality of life of beneficiaries is improved.

6.4.4.2. Payment for services

Municipalities charge customers for the utilisation of services – however, there is also a policy that allows the indigent to access free water services for up to 12 kilolitres per month, and free

100 kilowatts for electricity. Participants in focus groups were concerned about how they would pay for services since they were not working. Some even raised concerns with the billing for water, which, they said, was inaccurate, and that they were expected to pay thousands of rand for the water they have not used. Participants in the other focus group were concerned that in this new area life has become expensive in terms of accessing even water and electricity.

I got a bill where I was expected to pay R1 500, I don't have that money and I didn't even use that much water. (2)

My water was disconnected for a long period since I was not able to pay because I lost my job (60)

I am now accessing clean water coming from the tap but I cannot afford to pay for it since my income is not much. (55)

The card system is a good idea but it poses problems because once we have reached the limit, we have to buy more electricity but we cannot afford this because the income is very low. (40)

Some of us are working short times and it becomes a problem to pay for the services thus we resort to illegal connections. (32)

Therefore, the findings from this theme indicated that beneficiaries in formal housing found it difficult to pay for the services as expected. Some even resorted to illegal connections, which was risky for residents. Further to this, social facilitators can play a role in educating beneficiaries about the importance of paying for services. Irvin and Sansbury (2004) reaffirmed that education offers benefits to citizen in that it capacitates communities for specific policies adopted by municipalities. This highlights the importance of community participation – as such, issues can be discussed in public meetings and other forums where citizens participate (see Fombad, 2013). Municipal officials can engage communities as this would foster transparency, which will increase the level of participation (see DoH, 2004).

6.4.5. Theme 5: Public involvement

The theme was about the attendance of meetings by community members from the time the informal settlement was identified for relocations up until residents were relocated to new areas. Once a settlement has been identified for relocation to the Greenfields, municipal officials would contact the beneficiaries, as there were documents to be completed. Participants in focus groups were pleased with the strides taken by the municipal officials in informing

them about the whole process. However, some participants that although they appreciated having been relocated to the new areas, it took long for the municipality to finalise the relocations.

6.4.5.1. Engagements with local leaders in informal settlements

Participants indicated the important role that their leaders in informal settlements played in informing them about the process of relocations. The municipal officials took them through, systematically, and explained to them why they needed to be relocated.

My councillor where I come from called for meetings as well as our representative were able to give us feedback on relocations. (4)

The findings further indicated that many activities took place in the informal settlements while people were still waiting to be relocated to new areas. Communities seemed to be responding to calls by the local leader since this benefited them – hence participatory democracy involve communities at grass-root level in discussions affecting them (see Zonke & Matsiliza, 2015).

6.4.5.2. Engagements with local leader's in formal housing

Participants indicated that public meetings organised in this new area were no longer about their needs but in most cases, were about advancing the political agendas of local leaders. The new leaders, in most cases, made promises that they did not fulfil. As a result, this led to communities losing interest in attending local meetings organised by the local leader.

We are tired of attending meetings because they'll make promises which are not fulfilled. (1)

Local leaders have a very important role to play in engendering trust amongst communities. Relocating communities is not an end in itself but the beginning of a new life for the local people. Leaders should understand that community members always need the assurance from their leaders that not all is lost, and that this can only be achieved through public meetings. Officials emphasised that public meetings are held mainly to involve community members in decision-making, and should not be used as a platform to advance the political agendas of leaders. In addition, the Constitution clearly stipulates the role played by local government in housing development, and in encouraging the participation of communities and community organisations in matters of local government (see RSA, 1996). Municipalities, through local

leaders are expected, to encourage community involvement, which engenders trust and accountability.

6.4.5.3. Role of officials in engaging communities

Respondents indicated that the only engagements they have had with officials from the municipalities was when the latter wanted to know challenges that communities were facing in the new area. Respondents were concerned with being excluded from the discussions at the inception phase of the project, which tended to be problematic and raised questions on issues affecting communities.

The municipal official came to inform us when they had already decided of who will be relocated. (4)

To this effect, the findings indicated that communities were less involved in projects, which were the size of Cornubia. This could have negative consequences because communities tended to continue to complain about what they were experiencing in these projects if they were not included. Some of the complaints by communities were not genuine, and served as a strategy to frustrate the municipal officials. Nzimakwe and Reddy (2008) are of the opinion that communities should negotiate with municipalities and make their own decisions in respect of their developmental needs and priorities.

The findings from this theme further indicated that once relocations were completed the level of engagement changed from both the side of beneficiaries and the leaders. The focus of engagement changed once houses had been delivered, and this contributed to the level of desperation in communities. Leaders on the other hand, were only concerned about making a livelihood through engagements with communities they lead. This again raised questions on how the changing needs and priorities of communities should be addressed if engagements are shaped by what communities require at that particular time, and after that the focus changes. The Public Participation framework emphasises the need for public participation, public involvement and democratic participation (see RSA, 2013).

6.5. COMMUNITY PERSPECTIVE ON ONE-ON-ONE INTERVIEWS

The researcher with members of the community conducted one-on-one interviews. The themes and subthemes were developed in order to assess the strategy used by the municipality in creating the quality of life for communities.

6.5.1. Theme 1: Community benefits on housing strategies

The objective of this theme was to ascertain whether or not the strategy used by the municipality in creating quality living environments benefited communities. The crucial question to be answered was whether the community of Cornubia benefited from the housing development, which was aimed at improving the quality of life of members. Cornubia is a mixed-used project, which caters for the BNG, Social housing and industrial areas.

6.5.1.1. Creating awareness on community services

The municipality has an important role to play in ensuring that communities are informed of the services delivered to them. Respondents indicated that they were not aware of strategies used by the municipality in improving their quality of life. Communities also indicated that what was important to them was for houses be allocated to them; and the reason for a switch to high-rise buildings was supposed to be shared with them.

The only time when were told about this project was when officials discussed with us the relocations to the new area. (40)

Participants also indicated that they were satisfied with the kind of houses provided, as they improved their quality of life. They further indicated during their discussions with the officials that in as much as the place was far from economic activities, they still benefited because they were allocated new houses. Life was going to be better than it used to be in the informal settlements. Moving communities to the new housing development was a strategy used by the municipality to provide communities with equal opportunities and quality services than it was the case in informal settlements. This highlights the importance of demographic sustainability (see Dempsey, et.al. 2009).

6.5.1.2. Programmes to empower communities

The municipality has an important role to play in ensuring that communities are empowered by implementing programmes that have been designed to engage communities. Communities that had not been empowered or had not participated in programmes tended not to understand the rationale behind the provision of a particular service by the municipality. Housing delivery in South Africa contended with challenges, which required that communities be empowered.

Relocating communities from informal settlements to formal housing should be handled in a manner that would ensure that communities understand the reasons for such relocations. This would prevent cases where some would resort to returning to informal settlements as a solution. Consumer education provided by officials from the municipality should also address such issues – but most importantly, reasons why the municipality has embarked on this new strategy. It would be to the interest of communities if the benefits of being relocated were also discussed with communities, rather than just emphasising relocation per se.

There was no involvement of the community only when we were told that we will be relocated to a new place. (30)

Involving communities at grass root level serves as a very important indication that the interests of communities are taken into account, as in most cases discussions should be around issues which affect them (see Zonke & Matsiliza, 2015). This could be another way of empowering communities so that they begin to understand the role they are expected to play in the whole process. Engagements should not only revolve around housing development, but on issues affecting them on daily basis as well. Community participation should be perceived as a strategy used to empower communities who were previously marginalised to ensure their involvement in long-term decision making (see Lizzarde & Massyn, 2008). In this way, certain skills and abilities are developed, which does not only benefit the individual, but the whole community (Nzimakwe & Reddy, 2008). The findings of the theme indicated the importance of engaging communities on issues, which directly affect them and officials continued to emphasise the importance of engaging communities in decision-making. Communities were affected by many issues, which ended up revolving around the delivery of housing. If issues are not attended to holistically, service delivery protests may ensue. This again, would reflect badly on the image of the municipality, as if it had failed to deliver services as expected. Empowering communities fosters the relationship between the municipality and communities. If communities were empowered, they would begin to understand that the benefits offered by these new settlements are long-term strategies. Communities understand issues of competing priorities better if they are more engagements and these engagements are based on empowering communities.

6.5.2. Theme 2: Consumer satisfaction in housing strategies

The objective of this theme was to assess the level of consumer satisfaction in the strategy used by the municipality to create quality living environments. The delivery of services to communities should aim at improving the quality of life of communities. The impact is the key in measuring the success of the municipality in delivering services to communities. The important question to be asked in this regard is the extent to which communities are satisfied with the level of integrated housing delivery.

6.5.2.1. Access to facilities

The level of satisfaction in the services provided by the municipality is measured by the services that communities are able to access. Participants from focus groups and one-on-one interviews indicated that they were now experiencing problems in accessing other services such as electricity – as in some instances houses were handed over to them without electricity – and this has led to illegal electrical connections. Participants indicated the risks they were exposed to because of certain services not being provided.

Our kids if they go to school because we only have a primary school here are exposed to being hit by cars, as we do not have a high school in the area. (50)

Some of us are sick in this place, it takes hours and hours for an ambulance to come, the clinic only comes once a week, and sometimes it does not. (70)

Participants have acknowledged that the quality of their lives has improved, but were concerned that they have no access to schools, health, community centres and other facilities – and how this lack of facilities has influenced negatively on their well-being. The Presidency, through DHS, has emphasised access to facilities as one of the transition from housing to human settlements – this was done to ensure that towns and cities were transformed to ensure efficiency, inclusion and sustainability. This was to be achieved by ensuring that communities access facilities like basic services, sports and recreational and social services within a reasonable distance from where they live (see The Presidency, 2010).

The Cornubia project was aimed at ensuring that the beneficiaries have access to services, which would lead to integrated human settlements. As a result, the IRDP stipulates that suitable land identified for such projects, which includes the acquisition of land, the servicing of site for a variety of land uses including commercial, recreational, schools and clinics (see DHS,

2009). The findings from both one-on-one and focus groups inform this theme the importance of making facilities available once communities have been relocated to these new areas. It also indicated the importance of consumer education in respect of issues like these, where communities should be made aware that some of the services cannot be provided immediately after they had taken occupation – but that the plan has been drafted to ensure the provision of these facilities in future – depending again, on the availability of the funding from the national government.

During the discussions of such projects by government officials, communities should be involved, and such issues should be discussed as they affect communities directly. In this way, communities tend to understand that particular facilities cannot be provided overnight, but that plans are underway once the funding has been secured. Such engagements can also reduce service delivery protests as indicated in the theme above (see Zonke & Matsiliza, 2015). Housing delivery protests tend to be fuelled by other services, which are not delivered by other sectors. Booysen (2007) confirms that community protest is caused by the poor quality of services delivered, as well as public representation at grass root level.

6.5.2.2. Current houses do not consider future increase in household sizes

The integrated human settlements strategy is aimed at ensuring that communities are accommodated in houses which cater for the needs of different household sizes. Participants indicated for some houses provided do not meet the requirements of some households, as determined by the family sizes, as indicated in the chart above (see Table 5.2). Participants further indicated that for some families in the area have the potential to increase because of the age.

As we continue to give birth to children these houses are going to be small as time goes on because the majority of us are not interested in family planning. (35)

Household sizes have always been a problem for the poor black in South Africa – whether they are living in an informal settlement, townships or rural areas. The exodus of people from rural to urban areas has also resulted in a number of people not being accommodated in suitable areas. Participants indicated that the different needs of people living in the area should be considered when houses are allocated to communities. Family planning in other cultures has never been taken seriously. This is guided by the fact that if people can afford to put a plate of food on the table, every day for their families; then this means that they can have as many

children as they want. Participants in both focus groups and one-on-one interviews indicated that this could cause serious problems in the future – as these houses will no longer be able to accommodate the increasing number of people.

The physical domain as indicated by Busch-Geertsema, confirms that there should be enough space for houses in order to accommodate the needs of household in terms of quality and quantity (see Busch-Geertsema, 2016). Some scholars indicated that the past model of freehold did not deal with the dynamics of poverty – as class distinctions among the poor because of the housing model did not accommodate household sizes (see Seekings, 2000; Huchzermery, 2001; Bauman, Bolnick & Mitlin, 2000; Biermann, 2004). The findings indicate that the new model of integrated human settlements should also consider the household sizes when designing the projects to be implemented. Officials were also concerned about the large numbers in household sizes. This also brings to light the role that can be played by the municipality when profiling communities for identified projects. Consumer education should be structured in such a way that it considers the socio-economic factors to achieve the intended objectives of improving the quality of life of citizens.

6.5.2.3. Dissatisfaction amongst communities

Participants were concerned about members of the community who abandoned their new houses and return to informal settlements. Questions of transportation and broken family ties were identified by participants as some of the reasons why beneficiaries return to their original informal settlements. In some cases, people were now staying far from their places of work, and had to travel for approximately 48 kilometres to work. The only option that these people had was to return to their former places together with their families. It was observed that in some cases people would leave early in the morning, without even preparing their children for school, and would arrive home late – this deprives them of the time to help their children with homework.

Some of us travel long distances to work and we come back late. We are aware that some have decided to abandon these houses and go back to informal settlements. (45)

To this effect, the findings have indicated that there should be proper engagements with communities before they are relocated to new areas. This issue raises the importance of profiling communities in order to prevent cases where people would be relocated far from their places of work. If beneficiaries continue to work far from their homes sustainable human

settlements will not be achieved, and this would not improve the quality of life of beneficiaries. The findings further indicated that quality of the houses delivered is measured by the satisfaction of beneficiaries in the services provided to them (see Mzini et al., 2013).

6.5.3. Theme 3: Giving priority to community needs through human settlements

The objective of this theme was to determine whether the strategy used by the municipality is effective in reducing the housing backlog in order to improve the quality of life of beneficiaries. Housing provision should aim at improving the quality of life of beneficiaries. This can only be done if houses provided are close to economic opportunities and consultation with the relevant stakeholders is improved. Proper consultation reduces the chances of beneficiaries opting to return to their original areas of abode. The theme aimed at responding to the strategy used by the municipality in addressing housing backlog within the municipality. Cornubia was identified as a housing development project that could help the municipality to address housing backlog.

6.5.3.1. Consultation process in housing development

In most cases, beneficiaries are never consulted when large-scale projects are undertaken – as these projects are mostly catalyst projects. Beneficiaries for such projects are selected from different informal settlements and transit camps. Such projects are planned by the authorities, together with the private sector; as they are in most cases part of the project. With Cornubia the planning was between the municipality and Tongaat-Hulett, with less consultation with civil society groups. Participants and officials confirmed the non-involvement of communities when the project was finalised between the municipality and Tongaat-Hulett.

Officials together with the community leader came to notify us that we were to be moved to an area called Cornubia. (75)

The involvement of civil society groups can play a very important role in these large-scale projects, and can bring a solution to problems, which might arise once beneficiaries have been relocated (see Harrison, 2006; Scott, et al., 2006; Hannan, 2012; Robins, 2014; Hannan & Sutherland, 2015).

6.5.3.2. Access to economic opportunities

Sustainable human settlements is aimed at bringing communities closer to economic opportunities. This can only be achieved by identifying housing development, which accommodate income levels ranging from above moderate to low income. Cornubia as a housing development project was aimed at bringing people from lower socio-economic classes and job opportunities in the same location. The project was aimed at enhancing economic growth; creating unemployment, address-housing backlogs and producing integrated human settlements (see Sutherland, et al., 2015). Participants indicated that relocating to the new area came with new challenges owing to the demands of the new area. Participants found that they had to pay for services that they were not used to paying for, such as electricity, water, and transportation costs, because of the change in travel distances.

In this new area, we are expected to have more money for the services and other things. Life is expensive in this place. Even going to town requires money to pay for the taxi. (41)

According to Landman (2010), the reason for exposing residents to such projects is to ensure that communities begin to enjoy a high quality of life, as they would be living close to employment opportunities, where recreational facilities are in close proximity. The findings further indicated the need for an IRPTN as planned by the municipality in order to address these challenges (see eThekwini, 2015).

... as you can see I am not working, how am I going to afford to stay in this area where everything is expensive (10)

The findings from this theme indicated that bringing lower income and higher-income classes together increased the need for communities to have money to spend in the new area. Business opportunities, which were developed in such areas, create the demand for employment opportunities in the area so that people can have money to spend (see Khan, 2014). The findings further indicated that there was a new demand for transport costs, which participants had to consider because of where the development is situated. Some of the participants used public transport to travel to other places; and in some cases, public transport was not reliable. Transportation costs include travelling to work, and for learners to travel to school – since not all facilities are provided in the area. The findings further indicated that communities were only involved in the last stages of these large-scale projects. As a result, certain factors were not considered when the relocations were done.

6.5.4. Theme 4: Benefits of modern infrastructure

This objective of the theme was aimed at ascertaining the infrastructure provided by the municipality in improving the quality of life of beneficiaries. Infrastructure provision should consider the walking distance to “public transport, close proximity to essential social facilities”, and access to bulk infrastructure. The provision of bulk infrastructure should aim at improving the quality of life of beneficiaries. Greenfields such as Cornubia should be able to provide such services as people are relocated from informal settlements where such services were not provided. The objective sought to respond to questions in respect of the provision of infrastructure in the provision of formal housing in order to improve the quality of life of beneficiaries.

6.5.4.1. Effects of physical and human infrastructure to beneficiaries

The provision of human and physical infrastructure in housing developments is of vital importance as it improves the quality of life of beneficiaries. Participants indicated that the lack of certain facilities has had an impact on the living conditions in the new area. Bulk infrastructure provided by the municipality in all housing developments has aimed at achieving the integration of services in new settlements. Participants together with officials acknowledged that the bulk infrastructure provided has improved, and that the one in the informal settlements was able to meet the need of beneficiaries in the area.

We do have clean water, roads, sewerage and electricity in some parts but there is a need for bridges and proper transport system. (50)

The findings indicated that access to modern infrastructure is important as it makes communities feel like part of the citizens of the country. Beneficiaries are always keeping an eye on the services and treatment afforded to the poor. However, the new life in these new housing developments placed more demands on the government. If the infrastructure is not provided in these new developments integration in housing delivery and land, use will not be achieved, and there will be less transformation (see DoH, 2004). Providing proper infrastructure in new human settlements strengthens the plans to support the development of sustainable human settlements and the development of housing assets (see Tomlinson, 2011). In any developmental state government, aims at providing household infrastructure and services in order to create habitable, inclusive cities and towns and empowering communities at the same time (see Reddy, 2010).

Integrated human settlements is aimed at bringing all amenities closer to communities in order to improve their quality of life. Participants acknowledged that the quality of life of beneficiaries had improved, as they were now accessing clean water and other services. The importance of providing other facilities to communities has been emphasised by respondents. Respondents felt that if such facilities were provided before houses were handed over this would lessen problems they normally experienced.

Having no bridges in the area is a problem which requires urgent attention. (70)

The findings from this theme highlighted the importance of proper planning from all line departments in order to ensure that all services were provided simultaneously which the officials have acknowledged. The RDP interpreted adequate housing as a viable vision of integrating communities to access economic opportunities as well as “health, educational and social amenities”. This was reaffirmed in the Housing Act of 1997, that housing development should be established in areas allowing for convenient access to “economic opportunities, health, educational and social amenities” (see DoH 1997). The identification of suitable land for housing development should ensure that such facilities are provided in order to complete the integration. The Constitution gives mandates to the government of South Africa to ensure that when communities are relocated to new areas access to basic services, facilities and amenities meet the conditions which have been set by the Bill of Rights (BoR) (see MacDonald, 1998). As a result, Cornubia project was aimed at addressing challenges of informal settlements from a holistic point of view (see eThekwinini, 2015).

6.5.5. Theme 5: Stakeholder involvement

This theme was aimed at determining the level of community involvement in decisions that affected them. Communities should be involved during the planning process for new housing developments. The theme involved the attendance of meetings by the community from the time the informal settlement is identified for relocations up until occupation is taken. Once a settlement has been identified for relocation to new housing development, municipal officials should get into contact with the beneficiaries as they have to complete the necessary documents.

6.5.5.1. Loss of interest in community meetings

Communities as part of stakeholders indicated that they were no longer keen on attending community meetings – the reason being the failure by the municipality to meet its obligations in respect of some of the services promised in the new area of abode. Participants indicated that the level of attendance had changed since communities were relocated to the new area.

We used to attend meetings when we first resided in this area but we no longer bother. (60)

The findings indicated that housing beneficiaries only showed interest in the activities of the municipality before houses were handed over to them. Once the houses had been handed over communities tended to focus on the provision of other basic services. This was an indication that communities expected that the houses provided should also include other basic services, which would complete the asset. Housing policies should clearly define property rights, which also deal with issues of community involvement (see UN Habitat, 1999). The findings of the theme also revealed that community involvement was not clearly defined in housing policies in terms of how far communities should be involved in issues affecting them. The impression created by communities was that they should only be involved once a project was in its last stages. This is a clear indication that community involvement has not been prioritised in housing development.

6.5.5.2. Capacitating communities

Encouraging community participation is another strategy that municipalities can use to capacitate communities on issues affecting them. Communities are always at ease when involved in all activities of the municipality. Officials were concerned about the level of attendance in community meetings on issues affecting them. The result has been that communities have lost interest in the activities of the municipality. Respondents did acknowledge that resorting to taking a back seat is not good for them, and for the progress of municipal activities.

There is nothing interesting in the meetings called by our leaders. (41)

The findings further indicated that discussions in community meetings were not aimed at capacitating communities, but that there were certain agendas which were brought forward by the leaders. Even relocating communities to new areas of abode requires continuous engagement with stakeholders. This promotes a sense of community and nation building – and

communities are encouraged to participate in issues which affect them (see Khan, et al., 2013). Relocating communities to areas such as Cornubia was aimed at improving the quality of life of beneficiaries – including issues such as skills enhancement and community development (see IDP, 2016/17; Reddy & Nzimakwe, 2008).

6.5.5.3. Role of community leaders

Community leaders in housing development can play a very important role if these roles are clearly defined to them. Respondents were not happy about the role played by community leaders in ensuring that their interests were being taken into account. Lizarralde and Massyn (2008), emphasise the importance of participatory democracy as a strategy for empowering the historically-marginalised communities and long-term developments. Community leaders can also foster trust, while encouraging transparency and increasing engagements with communities.

We do not even know who our councillor is in this area. (62).

.... because we come from different areas I don't even know some of the people here. (74)

The findings also indicated that community leaders were not aware of the role they could play in uniting communities that they were leading. Community leaders should have the interest of their followers at heart. Juta, Moeti and Matsiliza (2014) contend that there should be efforts to encourage community development through implementing poverty alleviation programmes and foresting partnerships between stakeholders.

The findings of the theme indicated the important role, which community leaders could play, firstly in empowering communities on issues affecting them for personal growth – and secondly, in building the trust, while at the same time building capacity and increasing engagements. Housing delivery has always contended with issues affecting communities directly. Officials acknowledged that involving community is an opportunity for community leaders to address issues and provide support where it is needed. They should see the involvement of the public as a collective that can produce individual initiative, which promotes interest in decision-making and oversight (see RSA, 2013). Sabatier (as cited in Irvin & Stansbury, 2004) regurgitates the benefits of citizen participation as a forum that can be used to explain certain policies, which are pursued by government, even though they are not popular with the public. This can only be achieved if there is trust between the public and its leaders.

In housing development stakeholders should partners in the design and implementation of the solutions and outcomes (see RSA, 2013).

6.6. CONCLUSION

In this chapter, the data collected were analysed and interpreted. The data collected were grouped into themes and coded, based on the research objectives and research questions of the study. The themes were based on one-on-one interviews and focus groups, conducted with officials from the municipality and the provincial DHS, as well as community members of Cornubia. Themes were created for the interviews, conducted with officials and the summary of findings for each theme provided. The chapter further provided the data collected from focus groups and one-on-one interviews, conducted with members of the Cornubia community. Themes were generated and coded, as well as providing the summary of the findings for each theme. The detailed summary of objectives of the study, based on the analysis and interpretation, are presented in the next chapter. The next chapter further provides the detailed findings of the data collected, according to themes, based on the interpretation in this chapter.

CHAPTER SEVEN

CONCLUSION AND RECOMMENDATIONS

7.1. INTRODUCTION

Housing provision in South Africa has always been a challenge since the dawn of democracy. The approach of the South African government to provide state-subsidised houses failed to respond to the current and future housing needs of South Africans. In addressing housing backlog, the municipalities had to take into account financial viability in respect to the provision of basic services as expected by communities. The adoption of alternative development and delivery strategies, which include the upgrading of informal settlements and the increase in rental stock, and improving access to housing opportunities, has not yielded the expected results. The consolidated works in the previous chapters' explored opportunities identified by municipality in addressing provision of integrated human settlements in order to improve the quality of life of communities. This chapter provides a discussion on the problem investigated by employing the objectives, the analysis, and proposals that the municipality can adopt in order to improve the quality of life of communities.

The research questions under Section 1.8 highlighted the problem to be investigated in Section 1.5, posing the following questions:

- To what extent is the current integrated housing strategy used by the eThekweni Municipality to create quality of living environment to communities?
- What is the extent of satisfaction of communities in the strategy used by the eThekweni Municipality in creating quality living environment?
- How is the eThekweni Municipality addressing housing backlog in order to create quality living environment?
- What is the infrastructural development strategy used by the eThekweni Municipality in creating quality living environment?
- What is the level of stakeholder involvement in housing provision in eThekweni Municipality, in order to create quality living environment?

The research objectives highlighted in Section 1.7 have been analysed in the previous chapters of this study. The research objectives are as follows:

- To ascertain the current integrated housing strategy used by the eThekweni Municipality in creating a quality living environment.
- To establish the extent of satisfaction of communities in sustainable settlements strategy used to create a quality living environment.
- To ascertain the strategy used by the eThekweni Municipality to address housing backlogs in creating a quality living environment.
- To assess the infrastructural development strategy used by the eThekweni Municipality in creating a quality living environment.
- To determine the level of stakeholder's involvement in creating a quality living environment.

The findings of the research objectives, challenges in housing delivery, and gaps in housing regulations were presented in the previous chapter. The discussion was informed by the research objectives outlined above, aimed at providing reliable answers for the research questions stated in the study. The aim was to provide reliable information, which provides a space for future research, while at the same time, reducing gaps in the literature. This chapter presents conclusions drawn on the integrated human settlements strategy employed by the municipality in creating quality living environments, as stipulated in housing regulations. The discussion is also aimed at providing a framework that promotes integration in human settlements, in order to improve the quality of life of communities.

7.2. SUMMARY OF CHAPTERS

The study comprises seven chapters, outlined as follows:

Chapter One outlines the study overview, which covers the research topic and introduces the entire study. The background; significance of the study; motivation of the study; the problem statement; objectives, as well as implications of the research questions for the study; the literature reviewed; conceptual framework was discussed, together with the research methodology to be employed in collecting data and lastly the contributions of the study.

Chapter Two focuses on approaches applicable in international housing development, trends and tendencies on urbanisation that are similar, as well as those that are different in the provision of housing. The challenges of slums or informal settlements, the right to housing policies in developing countries; challenges in addressing urban growth and housing needs; the

integrated comprehensive approach to sustainable development and how other countries have dealt with issues of housing were presented.

Chapter Three outlines the Housing Legislation and Policy Frameworks in South Africa, principles of housing development that governs provision of housing. The chapter provides greater clarity on housing strategies used in South Africa in the provision of housing. The chapter also discusses forms of decentralisation and municipal accreditation in order to highlight the role of provincial and local government in housing development.

Chapter Four provides a broader background housing development discussed, and investigated the South African perspective on housing delivery, Back to Basics as a strategy for Sustainable Human Settlements in eThekweni Municipality in order to achieve integrated human settlements aimed at improving the quality of life. The chapter further presented the history of Cornubia, and outlines the objectives and challenges of such projects in addressing housing backlog in eThekweni Municipality. Furthermore, the role of community participation and monitoring and evaluation strategies in housing development were also presented.

Chapter Five outlines aspects associated to the research design and methods. The chapter discusses in length how the data were collected to ensure its validity and reliability. Data were collected through semi-structured interviews and focus groups, and analysed and interpreted.

Chapter Six provides an empirical basis for this study and presents the views and perceptions of the community of Cornubia, municipal officials and provincial officials from DHS in respect of the study objectives. The chapter also presents the summary of findings of the themes developed in the study.

Chapter Seven provides the findings of research objectives; draws conclusions and make recommendations for further studies, and outlines a model for providing quality living environments, which is integrated in the eThekweni Municipality Plan.

7.3. THE FINDINGS OF RESEARCH OBJECTIVES

7.3.1. Objective 1: Integrated human settlements

This objective has been discussed in detail in Section 1.8 of the thesis. The aim of this objective was to ascertain if there was an integrated housing strategy used by the eThekweni Municipality in creating quality living environments. This objective sought to establish whether the current strategy has led to improved quality of life of communities (see 3.3.2; 3.3.3; 3.3.4; 3.3.5; 3.3.6;

.3.3.7). The demand for housing delivery in South Africa has been attributed to migration and rapid urbanisation – which is a global problem that large cities contend with. Previous studies indicate that this problem will continue for as long as the focus is on developing cities, and focusing less on rural areas. According to Phago (2010), during the era of apartheid, lasting urbanisation was prohibited by controlling migration and urban placement rights for black people. The deregulation of such discriminatory policies in the 90s saw more people migrating from rural to urban areas. This resulted in the demand for housing in South Africa, caused by the increase in household formations. Once an analysis of the backlog has been done, the DHS has to guarantee that houses were provided for the needy. Human Settlements will get a demand for land to build more houses, the link has been more on ensuring that there is a demand for the land.

The BNG brought the birth of human settlements as a strategy that can be used to improve the quality of life of communities. The BNG reinforces the vision of the DoH – that is to promote the achievement of “a non-racial, integrated society, through the development of sustainable human settlements and quality housing” (BNG, 2004). Municipalities must ensure that houses built have proper parks, school’s recreational facilities, water and sanitation. If these services are not provided on time service delivery protests ensue. This fact was corroborated by the South African Network (2014), asserts that absence of access to housing is the reason for service delivery protest – together with economic access, inclusion and plans to address inequalities.

In addressing housing delivery in South Africa, government adopted the RDP to address the disparities of the past. Post 1994, emphasis has been on numbers, with no concern for other issues, which contribute to the well-being of human beings. The programme was aimed at building a “non-racial and non-sexist society”, which represented the fundamental transformation of South Africa. Participants unanimously acknowledged that government was faced with the challenges of rapid urbanisation, which places more demands on the city. The municipality has acknowledged that it is chasing a moving target. Cornubia came into being when the government made a promise to eradicate informal settlements. Developing countries are confronted with the challenge of overcoming urbanisation in order to achieve greater output and higher standards of living. These issues need immediate attention, because they threaten national and international security, health and environmental sustainability (see 2.2). The United Nations contends that urbanisation can usher a new era of well-being, resource efficiency and economic growth. Inequality is rife in urban areas, and is witnessed in wealthy

communities coexisting alongside slums and informal settlements (UN-Habitat, 2015). Because of this challenge government are forced to accommodate the urban low-income households by making subsidised housing available to them. According to Hao, Sliuzas and Geertman (2011); because cities are growing fast, the low-income households also contribute to the increasing number of slums and squatter settlements in urban areas.

The SAHRC has identified indicators to measure the satisfaction of the right to housing access, adequacy and quality. Access to housing is measured in terms of the physical access to economic opportunities, convenience and affordability. The inadequacy factors must consider the security of tenure, access to basic services and habitability. Quality measures the impact of housing, and one's quality of life; and the well-being of an individual (Mhodi, 2015). If governments intend improving the quality of life of citizens, then they should use the above indicators as performance indicators. The increasing number of backyard housing also presented a challenge for the municipality (see 4.5.; 6.1.4.). While the eThekweni municipality has adopted strategies for upgrading informal settlements – it is imperative that it deals with those who take advantage of the system. Municipal officials alone cannot do this – support from members of the affected communities is important.

While the aim of the municipality was to upgrade informal settlements; some informal settlements were built on the land which does not belong to the municipality or the government. As a result, that group of informal settlement dwellers had to be accommodated somewhere else, on a temporary basis. However, the municipality was able to do upgrades on informal settlements built on their land. The findings indicated that one of the problems that the municipality is facing is land invasion by shack dwellers. The aim of upgrading informal settlements is to provide services in order to improve the quality of life of communities. Hence, the aim is to integrate informal settlement dwellers physically, legally, and socially in the city (see UN-Habitat, 2012).

The objective also revealed another strategy that the municipality adopted in creating quality living environments; the Greenfields like Cornubia. Required categories for the Cornubia project were identified for the housing allocation – whether a person is from a rural or urban area. This was done, considering that everyone was in line with the constitutional mandate of being allocated adequate housing for South Africans. The Constitution indicate that no one may be removed from their homes, or have their homes destroyed without considering relevant circumstances. As long as the beneficiary meets the criteria, they should not be discriminated

against. It sometimes becomes a challenge for the municipality to conduct *in situ* upgrades if informal settlement is built on land that do not belong to the municipality. Before the upgrading can be implemented, ownership of the land should be changed from private to public. Social housing also accommodates people who are in the city for work purposes, and nothing more. The rental stock is available for such cases, as indicated in the IDP.

Participants acknowledged that there was a misunderstanding among community members that development in the area was for the people of KwaZulu-Natal, who speak the same language, meanwhile, adequate housing is for all South Africans who meet the set criteria. People coming from other areas are only in this region for work and nothing more; and the municipality has the responsibility to create an awareness to such group that they can only be accommodated in the rental stock. The problem that has been identified is that the very same people want to be accommodated in these houses – whereas they are only here for specific reasons (see 6.1.4.). Municipalities have the responsibility to enlighten people about social housing, and make them understand that they are not there to own, but rent. This accommodates those who want to go back to their original places – whether Eastern Cape or wherever the case may be. It is important for municipalities to ensure that all the beneficiaries understand this, in order to avoid conflicts – which sometimes arise as time goes on.

The IRDP was adopted as a strategy to cater for the procurement of land, and servicing stands for a variation of land uses. This consist of land for commercial, entertainment purposes, building of schools and clinics, as well as residential stands for both the low-, middle- and high-income groups. This programme allows construction to be undertaken in phases – the first phase is the acquisition of land; and second phase the construction of houses for qualifying low-income beneficiaries. Hence, the programme gave birth to the Cornubia Project, as the construction was done in phases. Phase 1A has been completed and Phase 1B is still ongoing. This phase caters for the low-income group, which is the BNG. The Social Housing Act of 2008 was adopted, which aimed at establishing and promoting a sustainable social housing environment. The period of reconstruction post-1994, aimed at relocating communities to new human settlements. Some communities have been living in informal settlements, and all of a sudden, they find themselves living in formal environments. The eThekweni Municipality adopted Back to Basics as a strategy for Sustainable Human Settlements (see 4.3.; 4.4; 4.5; 4.6.; 4.7; 4.9). The strategy of the Greenfields adopted by South Africa is different to strategies adopted in other countries in that they are used for low- and middle-income households. In addition, the emphasis has been on addressing inequality by bringing people closer to economic

opportunities and access to amenities. The provision of housing has been extended to the provision of “electricity and water”, and improved amenities in established black townships. However, there is a challenge in making the poor households to pay for the repairs of new amenities and infrastructure. However, for Cornubia, the findings indicated that some units were handed to beneficiaries without electricity – and this compromised the integration of human settlements, which is being emphasised.

Housing policies and strategies adopted have been able to provide large-scale state-subsidised housing for the poorest of the poor. However, promoting an integrated human settlements strategy to redress the inequalities created by the apartheid government seemed to be a challenge. To address these challenges government resorted to implementing mega projects as a tool useful for exploring urban governance and transformation of urban areas at the same time. Projects such as Cornubia were identified as representing an economic and mixed-use project. The findings further indicated that relocating communities to the Greenfields does not solve some of the problems that communities are faced with – equally, the municipality is experiencing problems with the conduct of beneficiaries (see 6.1.4). The findings further indicate that because of the lack of access to some amenities, as a result some beneficiaries begin to sell their units or let them out. It was discovered that the delay in issuing title deeds has prompted people to engage in these illegal transactions. Dealing with these problems becomes very difficult for the municipality moving forward with issuing title deeds. Some houses are being extended without the approval of the municipality, so what was initially a formal process is now becoming an informal process. The study reveals that the municipality has no systems or policies in place to deal with this predicament. This makes it problematic for the municipality to quantify the effects of housing delivery project, as people return to the informal settlements. Based on the information above, one can conclude that the following challenges were identified, which make it difficult for the municipality to create quality living environments for communities:

- i) Shortage of land;
- ii) Land invasion;
- iii) Influx of people to the cities;
- iv) Shack lords in the area letting out informal shacks;
- v) Units extended, now becoming informal;
- vi) No clear understanding of strategies used by the municipality on housing provision;
- vii) Shortage of other services and amenities; and

viii) Beneficiaries selling units and returning to informal settlements.

7.3.2. Objective 2: Community satisfaction

The satisfaction of communities, through the provision of housing, has been analysed in Chapter Three (see 3.2; 3.3; 3.4; 3.5; 3.6; 3.8; 3.9). The analysis has shed some light to the mandate given to provincial governments to provide housing according to the functions delegated by the national government. It further outlines the mandate given by the National DHS to all provincial governments to provide houses to the poor. Post-1994, the RDP was aimed at the mass production of houses to the poor. The research outlines the reasons for the implementation of the White Paper on RDP as prioritising the needs of the poor, while at the same time, encouraging participation by communities and the participation of the private sector in housing development. The Constitution gave powers to local government to be a democratic and accountable government for local communities – while at the same time, ensuring that communities are provided with services in a sustainable manner. The services provided to communities did not include the provision of housing – that mandate has now been shifted to metropolitan cities, because of their capacity. The Constitution of South Africa is based on a comprehensive division of functions between the three spheres of government, which are listed in Schedule 4 and 5 (RSA, 1996). The research further draws attention to arguments by some scholars, to the effect that local government has been entrusted with demanding responsibilities; and that it is expected to show high levels of participatory, accountable, transparent and representative commitment within communities. One of the problems that have been identified for local government is that there is a lack of capacity, which hinders the delivery of services. One can therefore, conclude that local government was set up to fail from the beginning – as more functions were delegated without establishing if it has the capacity.

In the case of South Africa, local government is a sphere close to the people – therefore, certain functions reside with it. However, resources, which makes it possible for local government to fulfil its mandate, remain with the national and provincial governments. Therefore, some scholars argue that in developmental states politicians ensure that control, independence, and capabilities are centralised, in order to achieve clear-cut developmental goals. These developmental goals are only identified by the ruling party, which ensures that they are achieved through government structures. Policies adopted by the post-apartheid government of national unity were aimed at promoting development, whilst, fighting poverty and ensuring sustainable livelihoods. This was to be achieved through programmes that government

departments were to implement. The policies were to ensure that the developmental objectives, aimed at improving service delivery, were achieved, while at the same time, ensuring the level of satisfaction among communities is improved. In respect of housing provision, the BNG restructures the subsidy scheme to accommodate everyone - including those that are earning above the required threshold for low-income housing.

In order to address housing delivery, the BNG was adopted to drive the vision of the DoH, aimed at promoting “a non-racial, integrated society, through the development of sustainable human settlements”. The BNG had to deal with dissatisfaction among community members concerning the type of houses, which were offered through the RDP. Most of these houses were built on the peripheries, and there was no access to basic services – and this led to an upsurge in the numbers of sprawling informal settlements in black townships. Moreover, inadequate housing provision in South Africa; together with the demand for economic access, inclusion and strategies and to redress the increasing disparity has been the main reason for the increased incidents of service delivery protests. As a result of the damage caused by the previous regime, it has become difficult for the current government to address disparities caused. The current government is slowly trying to establish an integrated, accessible public transport system to cater for communities that were previously excluded from the benefits of being in or near the city. This was acknowledged in the NDP, which stipulates that housing policies should ensure that the constitutional right to housing, as well as housing delivery, are implemented to reorganise towns and cities and reinforcing the livelihoods of families.

Service delivery protests show that communities are dissatisfied with the level of accessing basic services. This has further been exacerbated by the delays in accessing reasonable housing, which has led to delays in occupancy and corruption. There have been reports on the level of corruption from both contractors and beneficiaries. Constructors have been involved in shoddy workmanship, which has led to more complaints from communities, in respect of the conditions of the houses provided. Interviews conducted indicated that the level of satisfaction should not be viewed from the perspective of beneficiaries, but from the developer’s (the municipality) perspective as well. Beneficiaries’ tendency to defraud the system can have far-reaching consequences as far as the limited resources are concerned, which are at the disposal of municipalities. The findings of the objective indicated that municipalities, through the implementation of the BNG, introduce programmes that were aimed at accelerating housing delivery as strategy for economic development and job creation – whilst, fighting poverty and

improving the quality of life of citizens in the country. In this way, communities will regard residential property as a financial asset and attach value to it.

The findings of this objective indicated that beneficiaries sell houses at a price lower than the cost price. This decision is influenced by the fact that beneficiaries do not understand government's intention of restoring the disparities of the past. Thus, the poor should be capacitated through awareness campaigns, on strategies that government has embarked on in an attempt to redress the imbalances of the past. It is vital that local governments embark on awareness campaigns to ensure that communities understand the reasons behind service provision. Housing provision is about not only providing houses and other amenities, but is also about improving the quality of life of communities. Tomlinson (2011), who asserts that poverty is caused by the inadequate access to assets by individuals, households and communities, has confirmed this. This includes insufficient shelter, insufficient provision of suitable infrastructure, and the insufficient provision of basic services, which includes "health, safety and emergency services, educational and day-care centres" (BNG, 2004). Thus, DHS strategy is aimed at ensuring that all services indicated above are provided to communities, and this brings more expectations from local government to deliver services. Municipalities were accredited to assume overall responsibility for housing development. This was achieved through greater devolution of certain responsibilities and resources, although partially, as powers and financial resources still rest with the provincial and national governments. Hence, municipalities will continue to struggle to provide services – because of political agendas of ruling parties.

However, in a survey conducted by Statistics SA in 2015, communities were asked to rank priorities, based on their level of satisfaction regarding services delivered by the municipality. Job creation was ranked number one, while housing provision was ranked number two (Stats SA, 2015). Respondents emphasised the importance of housing – hence, if government can provide houses, the need for shelter would be satisfied. On the other hand, government officials were stunned by these responses, as for them, education should rank highest, as compared to housing. This again, was a sign that municipalities will continue to struggle in meeting the demands of communities as the emphasis is more on the provision of houses than other issues which are considered to be important. If communities were equipped with skills, government would experience less pressure, leading to sustainable human settlements. The need for intervention programmes should continue to be a priority for government, other than just

providing houses, because communities do not value the asset entrusted to them by government.

In conclusion, the findings of this objective indicated the importance of community involvement in housing development. The findings in earlier chapters indicated this principle in the Housing Act, as aiming at ensuring that the needs of communities are met as developments are in progress. This raises the same concern about service delivery protest, fuelled by instances where communities feel that they are being taken for granted by authorities, if they are not involved in decision making. It has been noted that projects such as the Cornubia are bound to inherit these problems – since the discussions are mainly between the municipality and the private sector. This is mainly caused by the nature of the project, as beneficiaries are relocated from identified informal settlements and emergency centres, created by the municipality. It can be argued that rapid urbanisation and migration can also be another factor that contributes to problems encountered in relocating beneficiaries for such projects. In most cases, people who live in informal settlements are people that have migrated to the cities, and as a result, when beneficiaries are relocated, they benefit, irrespective of where they are coming from. The criteria used by the DHS when allocating formal housing is that the beneficiary must be a South African citizen, and that they had never benefitted from a housing subsidy. Respondents indicated that some of the beneficiaries were not aware that in terms of housing allocation, no one should be discriminated against, as long as that person meets the criteria (6.4; 6.5.2). Relocating communities to the Greenfields has proven to be challenging, as far as integrating communities from different informal settlements is concerned. This can only be achieved if stronger structures are formed within communities themselves, and leaders chosen from those communities (6.4; 6.5.2.). Leaders should not be elected based on their political affiliation only, but on their abilities as well. If this is achieved, South Africa will have well-rounded communities who understand their needs, and how these can be satisfied where service delivery is concerned. Training and Outreach programmes should assist in upskilling communities, as this will lead to job creation within the identified areas.

7.3.3. Objective 3: Housing backlog strategy

Chapter Four focuses on the housing backlog and the strategy used by the eThekweni Municipality in addressing the backlog, in order to create quality living environments. The first objective is concerned with the strategies that the eThekweni municipality has embarked on, after dealing with issues of spatial transformation (see 4.1.; 4.2; 4.6; 4.8; 4.8.1; 4.9). It is

imperative to note that post-1994, planning was influenced by the transition to democracy – as South African cities had to be restructured to accommodate the establishment of new townships. This transition afforded municipalities opportunities to address inequalities of the past. The NDP acknowledges the reasonable spatial structure with economic activities dispersed across metropolitan cities, as well as large towns and cities. This has led to discriminatory and dysfunctional settlements patterns, which brought immense poverty to a lot of people – more especially those who live in rural areas. As a result, provinces have an obligation to adopt Provincial Growth Plans, which seek to address the inequalities identified in the NDP. The KwaZulu-Natal Provincial Growth and Development Strategy is aimed at improving provincial economic growth and quality of life for all people in the region. It is there to ensure that an integrated service delivery strategy approach is applied by various stakeholders, with the aim of generating employment opportunities, skills enhancement, effective and efficient governance, human and community development, improved infrastructure and adequate utilisation of spatial form (IDP 2014/2015).

The interviews conducted with officials from the municipality, and the PDHS indicated the need to adopt SDF in order to address spatial transformation. SDF should further, be in line with the IDP – and should, at the same time, give guidance on the spatial dispersal of land uses within the municipality, provide effect to spatial vision, goals and objectives of the municipality and prioritise areas for spatial interventions. The SDF for the municipality provides the future spatial growth of the city, hence the concepts of nodes and corridors have been used. The municipality believes that nodes and corridors can be the integrators of space in order to redress the inequalities and segregations, which was caused by apartheid.

The application for establishing townships should be guided by the SPLUMA. SPLUMA provides for improved regularity and standardisation in the application processes and decision-making by authorities (see 3.3.8.). Hence, when applying for the establishment of township the applicant, in this case, human settlements, should frame the application in such a way that it meets the requirements. The findings indicate that packaging the application is important – which is why more than 21 line departments within the eThekweni Municipality should submit their contributions to ensure compliance. The obligation is to ensure that parties provide their input, layout (including sewers and roads) and other social facilities. The settlement should be in line with the SDF and should indicate how it fits with the IDP. SDF is the main component, which influences the form, which is there to ensure that it does keep up with the goals and

objectives of the municipality. An environmental assessment should be conducted to ensure its sustainability.

Changes in household formations, as indicated in Objective 1, result in changes in household sizes and composition, due to the changes in income, stages in life, as well as social norms. To accommodate this, the report released by the World Bank provides that the planning process integrates domains, which seek to increase built-up space to accommodate both people and business at the same time. The eThekweni Municipality has explored densification as a strategy to meet housing demand. If this is done correctly, it can promote economically-vibrant and sustainable cities and metropolitan areas. Turok (2011) identified three approaches to densification: a) densification can be driven by state processes, such as obtaining and making land accessible for development, so as to provide new low-income housing; b) market producers can be stimulated by using incentives to encourage new housing developers to build higher-density houses; and c) fiscal measures can be put in place, which can influence household choices and preferences.

In retrofitting cities, once land has been identified government should commit projects, which can assist in eradicating informal settlements. Acquiring land for such developments promote public-private partnerships, because of the magnitude of such projects (DoH, 2004). The sustainability of the settlement should be tested, as it will not be realised if basic services are not provided. Planning for sustainable housing development is important, and should ensure that people are as close as possible to economic centres. The findings of this objective indicated the role that can be played by the private sector in housing development. This can only be effective if regulations are in place in order to set the limits on how far each sector can go to ensure that houses are provided to the poor (Fombad, 2013).

Once land has been acquired, and houses handed over to beneficiaries, the right to own assets can only be said to have been realised once title deeds have been issued to beneficiaries. The data collected indicated that the issuing of title deeds is a national problem. Participants unanimously indicated that there was a delay in the handing out of title deeds for pre- and post-1994 houses in black townships. The DHS has the responsibility of facilitating the issuing of title deeds. The municipality has the responsibility to ensure that the land is transferred to the respective beneficiaries, but this cannot be done because of the delays. Thus, the land, in most cases remains in the name of a provincial department and the provincial government pays the rates. In the early years of democracy, there was a drive to build houses, and no one was charged

with the responsibility of dealing with title deeds. As a result, there was a serious backlog in the issuing of title deeds, which is still the case today (Urban Landmark, 2011).

The unavailability of title deeds has led to the original owners selling the houses, and this tendency is increasing, the prescribed term is 8 years (DoH, 2004). A proposal was made in the BNG to reduce the term to five years, but the authorities have taken no serious action so far. Authorities should also be active in dealing with these matters, to reduce the increasing number of problems associated with housing development. In order for beneficiaries to enjoy their constitutional rights, title deeds should be issued to beneficiaries as provisions of Section 26 of the Constitution. Participants interviewed indicated that the emphasis on housing delivery has been on providing a shelter, with little emphasis on the security of tenure. Participants believe that if the backlog in issuing title deeds can be addressed, illegal transactions will be eliminated. In dealing with this problem, provincial government and municipalities are prevented by law not to evict people – instead, municipalities are required to look for an alternative accommodation for them.

To fast-track the whole process, and to avoid litigations, municipalities should regulate the occupation of houses. This means that once the municipality is ready to issue title deeds, they should regularise the current owners, because it goes without saying that the person occupying the house is the one needing it. Therefore, once the person occupies a house, a title deed should be issued as soon as possible. Consumer education can also play an important part in guaranteeing that beneficiaries understand the process of issuing title deeds. If community participation is facilitated correctly, communities tend to be interested in the functioning of the municipality; rather than pulling down any attempts of developments. All housing developments are aimed at improving the quality of life of communities. It is therefore, the responsibility of municipal officials to ensure that information is cascaded on time to relevant structures.

Bringing communities closer to centres of employment should not be done haphazardly. Many factors should be considered, which make people leave their new houses and go back to the informal settlements. Sustainable human settlement is thus aimed bringing people closer to centres of economic opportunities. Relocating communities in this regard, is done to bring people closer to their place of employment. The municipality can play an important role in profiling beneficiaries for relocations – instead of identifying settlements for relocations. Relocations done on the basis of settlement types tend to result in problems. Participants

interviewed indicated that they were relocated from as far as Isipingo, which means that some beneficiaries were now staying very far from their places of employment. When the municipality was planning relocations they never took into account that beneficiaries may struggle to find employment in the new areas – they were only concerned with them having access to formal housing.

7.3.4. Objective 4: Infrastructural development strategy

Human settlements, as indicated in the previous objectives, requires the provision of services, including infrastructure. As cities grow at a fast rate, municipalities need to be vigilant in ensuring the provision of bulk infrastructure, public transport, and the supply of raw materials. Cities have always been central points for economic growth, innovations and employment. As the number of people in the cities increase, so does the cost of providing infrastructure and basic services (2.2; 2.3; 2.4; 2.7; 2.8; 2.10; 3.3.4; 3.3.5; 3.3.6; 3.3.7; 3.3.8; 3.11). Chapter 2 indicates that infrastructural development is not a problem in South Africa only, but is a worldwide problem. Local authorities in developing countries have to deal with increasing challenges, caused by rapid and disordered urbanisation and natural disasters resulting from climate change. Global financial and economic instabilities further exacerbate problems faced by these developing countries. As a result, local authorities are confronted by challenges of managing cities with limited financial resources and ageing public infrastructure, which has to be maintained. As cities become more urbanised, poverty increases; but this does not hide the fact that urban residents enjoy better access to education and health care amenities and other public services than people in rural areas do.

The findings of this study indicated that urbanisation changes the landscape of the cities, and results in the sprawling of informal settlements. As more informal settlements spread out every day the available infrastructure becomes insufficient to cater for the increased populations. People living in informal settlements are deprived of certain services, which leads to increased poverty and inequalities. An integrated approach is needed in countries to deal with the challenges of urbanisation (Okeke, 2014). The previous sections indicated the strategies that the South African government has embarked on to deal with these challenges. The UISP, the Rental Housing, the Social Housing and the BNG programmes were aimed at dealing with such problems in improving the lives of communities living in informal settlements. The World Bank attests to this challenge by positing that growth in cities creates opportunities for the poor, leading to increasing inequalities in accessing services, employment and housing. It can be

concluded that challenges in relation to urbanisation have far-reaching consequences for the poor, as this widens inequalities in accessing services, which can only be achieved if infrastructure is developed and maintained. The findings have indicated the conclusions drawn by other scholars that the lack of services and quality housing are common in informal settlements, and are an indication of urban poverty. The lack of integration between housing delivery and use of land, transportation, and bulk infrastructure investment planning indicate problems in the existing planning (BNG, 2004).

The findings further indicated the need for an urban policy to tackle issues of urban space and land. Such a policy embraces the direction and action to be taken in order to support urban development. The policy makes it possible for municipalities to deal with issues related to urban development, including the reduction of informal settlements, regularising access to land, and basic services and infrastructure, urban legislation, delegation of authority to national and provincial governments, urban mobility, urban energy requirements, as well as job creation (SACN, 2016). While the South African government embarked on addressing the problems identified earlier, there were still problems with the existing unsustainable infrastructure, which continued to deteriorate, as a result of the lack of maintenance. The upgrading informal settlements should aim at promoting healthy and safety living environments, facilitated by the provision of reasonable and sustainable municipal engineering infrastructure. It is argued that if cities fail to implement urban policies, an unsustainable urban environment is created, characterised by unemployment, urban poverty, informal settlements and environmental degradation (Cities Network, 2016). This requires town planners to carefully design policies, based on how the city is structured.

In addressing issues of sustainable human settlements, the NDP has acknowledged that South Africa has a reasonable structure of economic activities distributed across cities and towns. These structures can be linked with the establishment networks, which should be connected to the infrastructure. Challenges that cities are facing is the dysfunctional and discriminatory settlement patterns, which result in many people living in poverty, especially the majority of those living in rural areas. The only way to address such issues is to adopt a PGD strategy, which is aimed at improving the quality of life of all citizens (see (4.3.1; 4.3.2; 4.8.1; 4.3.3; 4.4.; 4.9; 4.10)). This strategy should ensure that all stakeholders whose aim is to create employment opportunities, enhance skills, effective and efficient governance, human and community development, improved infrastructure and adequate utilisation of spatial forms (IDP 2015/2015) implement an integrated service delivery approach. From the interviews

conducted, officials indicated that the IDP in eThekweni is aligned to the PGD – and if implemented correctly, it will definitely improve the quality of life of communities, and enable the municipality to deal with the human settlement challenges they are contending with.

The SDP, adopted by the municipality, is in line with the IDP, as it provides guidance on the spatial distribution of land use within the municipality, as well as areas of spatial interventions are priorities. The SDF should be aimed at integrating towns and cities by ensuring access to urban opportunities extended to previously disadvantaged communities. This ensures that houses are built in good areas, ensuring transport links and improved services and greater economic activities in black communities (Harrison & Todes, 2015). The literature reviewed indicated that scholars such as Harrison & Todes (2015), provided a further argument on SDF, to the effect that no attention has been paid to socio-political dynamics of the cities, but that the focus has been on nodes and corridors, densification and infill. Attention has not been drawn on how people locate and travel in the city, what drives their selections, and consequences of designs for their livelihoods and survival. When interviewed, respondents indicated that the focus has been on nodes and corridors created by the municipality for the Cornubia housing project, and that there was less focus on how they move within the city. This is supported by the relocations of people from informal settlements that are far from the identified settlement, as a result, problems in commuting from their place of work, and yet the strategy adopted was aimed at bringing people closer to centres of economic development. For some beneficiaries, life has not improved since they now have to spend more money on transport. Projects of this magnitude have their own disadvantages; since the benefits are only experienced in the long term. In as much as municipalities aim at reacting to the needs of the poor, as well as growth patterns and trends, it takes years for such projects to meet the needs of the poor.

To achieve sustainable human settlements, community facilities which extend to the provision of electricity, water and approved amenities should be provided. Municipalities are faced with a challenge in as far as providing and maintaining the infrastructure is concerned, due to limited resources. Municipal Infrastructure Grants can be of assistance in this regard, depending on how the municipality intends to improve the quality of life of communities. There are still problems associated with the provision of infrastructure to achieve integrated human settlements. Municipalities are also faced with the challenge brought by the delegated powers from the two spheres of government to provide transport and housing to metropolitan cities. Infrastructure development should be based on good governance, and should cater for public

policies and interventions to maximise the resources required in the creation of jobs, enhancement of the standard of living, and attracting foreign investment. The provision of the physical infrastructure such as electricity, transportation and road and rail network cannot be compromised as this ensures the sustainability of a functioning market economy, and facilitates good governance. Respondents indicated that the municipality, through council, has adopted the IRTS to dealing with transportation networks, through the identified nodes and corridors, which connects communities with centres of economic activities.

The findings of this objective have revealed that infrastructure should not only be provided for mega projects, but should include other types of dwellings such as single dwellings, medium housing and incremental housing. This can also be realised through the legislation adopted by local government in the allocations and approvals of subsidies. COGTA has acknowledged that housing should be considered as a package, which includes bulk infrastructure. As a result, municipalities should ensure that when houses are handed over to the beneficiaries, bulk infrastructure has been taken care off. It can be argued that infrastructure development can yield positive outcomes on the social and economic developments in the country – as it supports economic growth and creates opportunities for the disadvantaged, while at the same time, contributing to environmental sustainability.

The findings in this objective further indicated the importance of regulatory policies that can play a role in zoning housing typologies appropriately, and locating decisions around housing developments. This again, can help municipalities in understating spatial planning within their areas of jurisdiction, and decide on how best to redress the imbalances of the past, so that the infrastructure can be provided to everyone, as enshrined in the Constitution of the RSA. Whilst thinking around inclusionary housing by locating lower-income earners into the fabric of higher income urban areas, infrastructure provision should be carefully dealt with to avoid further damage to the other parties.

Suitable land and the cost associated with it should be dealt with during the planning stages – paying particular attention on how these problems can be overcome. All stakeholders should clearly understand what human settlements are about, and how the provision of services can be undertaken in order to improve the quality of life of communities. The type of infrastructure provided can also determine whether municipalities are prepared to deal with past issues, or whether strategies employed constitute the continuation of the past in reverse. The findings of a study conducted in 2000 indicated that SDF was too broad to give guidance to infrastructure

development. This therefore, raises concern about whether notions such as nodes and corridors are meaningful to all stakeholders. If this is the case, departments should strive to ensure the integration of human settlements.

7.3.5. Objective 5: Stakeholder involvement

The objective was aimed at determining the level of stakeholder involvement in housing development (3.2; 4.2; 4.7; 4.8; 4.9; 4.10; 6.5.5). Stakeholder involvement is crucial in housing development as it determines the level of satisfaction of all who have an interest in the project – in as much as the success of any project depends on how stakeholders were involved from the inception to the handover stage. The 1994 Housing White Paper has prioritised the needs of the poor, and put emphasis on encouraging communities to participate in housing development. The BNG has noted private sector participation in housing development to address housing delivery backlog. Furthermore, the BNG has also acknowledged community participation in housing development to ensure that the needs of communities are taken care of by the developer. This statement brings to the fore questions on why there is emphasis on engaging stakeholders in housing development. To this end, government has realised that the only way to improve housing delivery in South Africa is to encourage communities and the private sector to participate. The aim of the RDP was to rebuild the country from the operations of the previous government, and the space had to be created for all stakeholder to participate in housing development.

In relation to housing policy, the RDP catered for the construction of standards, tenants' and squatters' rights, community reinvestments by financial institutions, forced removals, protection of consumers, restoration of land, participation of communities in developments, and anti-discriminatory protection. The RDP was regarded as a failure in the sense that it was not able to redress the imbalances of the past; since political emphasis was on the provision of services. The newly-elected government ended up adopting the top-down approach of governance in dealing with matters affecting communities. This in return, gave effect to certain kinds of participation in project implementation – and has further led to communities expecting too much from the government, which resulted in numerous service delivery protests in the country. Building houses for the poor involved the building of serviced townships in urban peripheries, which required that communities understand numerous environmental, social and political concerns. Communities would not feel they are taken for granted if they are aware of

what is expected from them – hence communities normally demand that officials be accountable, through service delivery protests, if services are not provided.

The findings of this objective indicated the importance of engaging communities when relocating them to formal housing. It was evident from the interviews conducted that the municipality, through the human settlements department, have social facilitators to engage communities from the beginning, up until communities are relocated. Post-1994, emphasis has been on promoting a sense of communities and nation building, through participation of all South Africans. This was to be achieved by ensuring that communities participate in decision-making as stipulated in the legislation, in order to raise awareness towards community building. Relocating a person who has lived in an informal settlement for more than 10 years can be very difficult, since communities are expected to leave some of their belongings, which they value. Thus, it becomes difficult for these people to let go of their informal way of life. Hence, the role that can be played by social facilitators will move beyond moving people to these new areas, to include addressing other socio-economic factors completing an individual.

Officials indicated that they encountered challenges when relocating communities – since they have long been living in informal settlements. Some of the challenges shared by the respondents included integration with other members of the community from other settlements. Thus, emphasis should be placed on oneness – since communities now form part of the new development, which again, raises question of promoting *Ubuntu* among communities. Therefore, if municipalities do not set proper structures, such relocations to formal living environments can pose challenges to the very efforts to improve the quality of life of the beneficiaries. Some beneficiaries may find it difficult to adjust in new routines and conclude that life is better in informal settlements than in formal housing. Consumer education in this regard, can play a very important role. This again, requires the municipality to engage services of other units in order to deal with problems of people living in informal settlements.

Participants indicated that catalyst projects did not consider communities as important, like other stakeholders. The only stakeholder with catalyst projects considered important is the private sector, because of the nature and dynamics of the project. In the discussions around the relocation of communities to Cornubia, civic organisations representing people living in informal settlements raised issues about the benefits to the project. This group was concerned with the relocations, since the project identified communities from different settlements. The

group raised transport and employment issues, but that was not taken into account, since the project was at its last stage of implementation.

Community participation has benefits for both the municipality and communities in the end. Engaging communities serves as a way of getting a buy-in from communities about the project, as well as protecting the project from external threats, which can hinder the progress of the project. The benefits of having citizens who are informed is that leaders do not have to explain reasons for pursuing certain policies, even though such policies may be unpopular. This can only be achieved if communities are taken seriously and not rubber-stamping the political agenda of the municipality without their buy-in. Clear and consistent participation by stakeholders in all activities of the municipality can foster cooperation in housing development. If this is done as expected, trust is built and transparency is encouraged, and future engagements are guaranteed. Challenges of over committing by government are holding back development progress, because if the goals are not met, communities become discouraged and distrusting. Therefore, it would be better if municipalities can commit to what is realistically possible. Respondents indicated that over committing was unnecessary, because it leads to distrust from both parties.

The objective further concluded that the involvement of stakeholders is a very crucial element, which municipalities should try to handle with care. It can further be argued that human resources can also play a vital role in handling issues of communities. Batho Pele principles were adopted with the understanding of improving customer relations with officials and making people come first in service delivery. For officials to be able to discharge their duties or adhere to the values and principles of public administration, it is important that the employer ensures that officials are capacitated. This can be done through running workshops and seminars, hence the curriculum should be also structured to consider the dynamics of the contemporary society. If these issues are dealt with, less complaints and service delivery protest will be witnessed. Building a democratic South Africa post-1994 was aimed at achieving a non-racial, non-sexist society. This can only be achieved if communities are aware of their roles and if governments provide goods and services as expected. Governments have identified the Greenfields as a solution to human settlements – but their success depends on how communities are engaged in implementing the strategy.

7.4. RECOMMENDATIONS

Integrated human settlements are aimed at ensuring that communities are settled closer to centres of economic activities, with access to all facilities, in order to improve their quality of life. This research employed a qualitative methodology and information was gathered through semi-structured interviews with officials and members of communities. The interviews were conducted one-on-one with officials and communities; and focus groups were held with members of the communities. With the data collected to formulate primary data, new information on catalyst projects was generated to ensure the validity of the study, and to contribute to the prevailing body of knowledge. The study was able to use Cornubia as an example of catalysts projects, which were earmarked by the Presidency through the National DHS aimed at promoting integrated human settlements as indicated in the BNG.

7.5. RECOMMENDATIONS ON THE FINDINGS

The recommendations made by the study must be understood on the basis of an integrated human settlements strategy, employed by the eThekweni Municipality in order to improve the quality of life of communities. The recommendations of this study are informed by the findings as outlined below:

7.5.1. Policy gaps in housing provision

The findings of this theme addressed the objective of ascertaining the current integrated housing strategy used by the eThekweni Municipality in creating quality living environments. The theme acknowledges that the new concept of integrated human settlements came after the birth of the BNG. The initial housing programmes were aimed at the mass production of houses, as government was trying to redress the inequalities of the past; but failed to address other issues, which failed to match the increasing number of people flocking to the cities. Housing provision, on a large scale, has never been a solution to addressing the imbalances of the past, but has led to problems that the study has pointed out earlier. It was also acknowledged by the recipients that people were living in houses that were not suitable, both in terms of the location and the size. During the apartheid era townships were built in the urban peripheries, and this led to the problems identified. The RDP as a programme failed to address the challenges, which were experienced by black people during the apartheid government (DHS, 2015).

Because the houses built could not cater for the needs of communities, the municipality has to deal with cases where houses are being extended without any formal plans for the structures. The reason for this is that there is no other unit which deals specifically with such issues, as the DHS cannot build houses and monitor these other developments at the same time. When addressing issues of housing delivery, cultural issues in some communities must be taken into account – as the intention, at the end of the day, is to build a non-racial, non-sexist community as advocated in the BNG. As stated earlier, in some cases if informal settlements are built in habitable land the municipality facilitates the processes of upgrading those settlements. But if the land is not fit for human habitation the municipality has the responsibility of moving those communities to safer areas.

Recommendation 1: The need for sustainable patterns

The replacement of communities to zones which are distant from their places of work has been a result of the shortage of land. To this effect, the study recommends that policy gaps should be addressed, as this has led to communities occupying land belonging to private individuals. Currently, the municipality is struggling with increased incidents of land invasions, and this has resulted to the sprawling of informal settlements in areas which are not habitable. The study proposes that housing policies should consider other socio-economic factors; and that if this is not done it will hamper the whole agenda of improving the quality of life of communities. Factors such as increases in transport costs and family separations are other issues that must be addressed, while designing a human settlements strategy that will ensure an improved quality of life of communities. It is important that the municipality attend to these factors vigorously in order to reduce cases where housing developments will be stalled, increasing the housing backlog in the process.

The BNG foresaw the need for communities to be close to economic opportunities – therefore, municipalities have the responsibility to ensure that housing developments are close to centres of employment, while at the same time, providing public amenities, safe and well-organized public transport, recreational centres, usable open spaces and gathering places as expected by communities. To achieve this integration, the DHS requires all partners to be involved in the integration of the processes, institutional and urban administration arrangements, and that role players and stakeholders, interested parties of the community are all given a space to participate.

7.5.2. Too much urban regulation on land use resulting in housing informality

The findings of the study indicated that the city does not have a system of ring-fencing beneficiaries. There is also a gap in monitoring the whole system of allocations in order to exercise control on placements. This has triggered two things for the municipality, that the person inside cannot be removed or remove the person. The study discovered that there has been too much regulation on the land identified for housing development. The majority of vacant land in the city is owned by private individuals and this has led to the city no being able to provide housing as expected. Acquiring such land would mean that a lot of money has to be paid and in some cases owners of the land are not prepared to sell. In extreme cases, communities living in affluent areas refuse to accommodate low income houses around their areas as they are going to reduce property values. This resulted on the size of the houses provided not being able to meet the household size.

Apart from addressing housing shortages, the challenges have been the profiling of communities before identifying them for relocations to new areas. Even though the relocations are done by the municipality, with the aid of the security management in demolishing shacks, there has been problems with new shacks built in the same areas, once people have been relocated. The study has identified the gaps in the policy where once there is land evasion the municipality cannot remove those communities because the law doesn't allow that. Yet, if control is not exercised in area where informal settlements have mushroomed, the municipality will find it difficult to reduce the housing backlog is going to chase a moving target. As a result of stringent regulation in the land identified for housing development, households often choose informal houses over formal housing – since their needs are not met.

Recommendation 2: Housing Policy Reforms

Municipalities are grappling with land invasions, which pose a great threat to housing provision. Once the land has been illegally occupied by a particular community, the municipality is forced to give priority to providing housing to that group. Certain cases have been identified, where once communities have been relocated to other areas, what normally happens is that some return to their original areas of abode. It is clear that the municipality has to provide new housing instruments, which are to cater for all types of people. The study recommends the need to review the minimum requirements for housing subsidies; this can be done through the DHS. Currently the maximum income qualification is R3 500 joint household income in order to qualify for BNG. This is a criteria specified by the DHS in terms of housing

provision for the poor. This does not take into account the increase in wages/salaries and other factors. As a result, there are people that are still benefiting from the low income housing yet the income is now far above the stipulated threshold.

The study further recommends that beneficiaries that resorted to go back to informal settlements once allocated units should be identified and have measures in place to attend such cases. One of the measures is to have proper records kept for all beneficiaries and continuous monitoring and evaluation be conducted on all housing developments. The regulation should also limit circumstances under which beneficiaries can be able to sell or let units/houses offered to them by the municipality. In order to deal with social housing as per the requirements of the BNG continuous monitoring should be conducted by the municipality in order to identify beneficiaries have upgraded to medium size houses as a result of the increase in salaries.

7.5.3. Lack of proper consultation with communities

This study concludes by emphasising that there is a need to involve communities in issues which affect them. The only way of involving communities is encouraging communities to attend community meetings. The MSA requires that municipalities support proper consultation with communities. Public meetings in most areas do take place, but communities are made to rubber stamp decisions already made by the officials. There is therefore, a great need for proper consultation with communities if municipalities want to address housing backlog in their areas of jurisdiction. Lack of consultation by the municipality in housing development has led to a number of problems, which has resulted in communities taking the law in their hands.

There is a high level of dissatisfaction among communities regarding the activities of the municipality, as people do not see themselves as part of the municipality. While implementing housing projects, consultation between communities affected should be driven by officials and community leaders for the proper implementation of such projects. The findings further indicate that the level of participation by communities in these meetings ranges between medium and low, which reflects badly on the municipality. The legislative framework on municipalities regards community participation as a key factor, which can assist municipalities to deal with problems affecting communities.

Recommendation 3: Vigorous communication strategy with communities

Consultation with communities promotes a sense of ownership to communities. Thus, the study recommends that municipalities should ensure meaningful involvement of communities - this

can be done through empowerment and capacity building. The BNG emphasises the need for communities and beneficiaries to mobilise and partner with the DHS in developing human settlements plans. It is the responsibility of municipalities to develop a communication strategy, aimed at clarifying intentions of policies adopted by the municipality, while at the same time, raising awareness. This opportunity can also be used to buttress housing ownership, and what it means to own a house. This can only be achieved through the proper participation of community leaders, such as Ward Committees and Councillors, whilst highlighting the role that these structures play in the upliftment of communities. Municipalities should commit to encouraging communities to attend meetings; as this is in their best interests. Through these engagements, communities can be made aware of the importance of owning a house as an asset, as well as the benefits of paying for the services, which are provided by municipalities.

7.5.4. Lack of infrastructure to complete human settlements

The finding of this study indicated that the provision of bulk infrastructure by the municipality has been hampered by poor coordination among governments. Communities were relocated to Cornubia prior to the provision of other services such as electricity, schools, bridges, clinics, community halls and places of worship which can be provided by private individuals. The shortage of these services has led to dissatisfaction among communities, and as a result, some members of the community have resorted to accessing electricity illegally; which is a health hazard to people living in the area. The shortage of schools and bridges also had an effect on the learners, as they now have to travel long distances to schools around the neighbouring areas. The White Paper on RDP interpreted adequate housing as a viable vision of integrating communities to access economic opportunities as well as other amenities.

Recommendation 4: Integration among government departments

The BNG has emphasised the need to give attention to development planning, with the aim of ensuring that sustainable settlements are developed. The issues to be considered are the location for development, layout planning and design, infrastructure development, as well as maintenance and inter-departmental planning. The study recommends that inter-departmental planning should include all the departments, which provide services, in order to complete human settlements – for example public transport, education, sports and recreation, etcetera. The study recommends that government departments through integration should be able to

provide a human settlement product which includes housing, transport, water, sanitation, electricity, land, and environment, social, economic and governance.

Housing provision should not be seen as a responsibility of the DHS alone, but should be the responsibility of all government departments. Proper planning from all line departments should be the key to ensuring that all services are provided simultaneously. Integration can only be achieved when all line departments share their vision, mission, departmental objectives, strategic plans, and operational plans. Hence, the study further recommends that a forum should be created for this to ensure that departments understand the role they are expected to play in fulfilling the mandate for human settlements. This involves the cooperation of all the three spheres of government, as some of the functions do not rest with municipalities, but provinces and the national government.

7.5.5. Prioritisation of Security of tenure

The findings of the study indicate that security of tenure was never a priority in the new strategy by the DHS although documented in the housing policies and strategies adopted. Acquiring land for municipalities has always been a problem, since the negotiations should take place between the government and the private sector. At the same time, municipalities are faced with the pressure to reduce the housing backlog. As a result, the emphasis has been on providing houses, and not on giving ownership to beneficiaries. The Housing Act affirms that housing developments should provide a range of housing, as well as tenure options, which allows for different housing options.

Recommendation 5: Ownership as a drive towards human settlements

Integrated human settlement should aim at securing title deeds for beneficiaries in order to ensure improved quality of their life. The delay in issuing title deeds has resulted in chaos; in the sense that it became easier for beneficiaries to sell or let their houses. It has also transpired that the municipality has failed to monitor this tendency, because there are no proper systems within the municipality itself. Thus, the study recommends that while municipalities are administering the implementation of the IDP in a manner that is transparent, accountable and equitable, a drive should also be on engagements with national government to fast track the issuing of title deeds. Municipalities should be given powers to establish their units, which are to deal with the issuing of title deeds rather than relying on the national government.

7.5.6. Lack of integration of urban opportunities

The finding of the study revealed a lack of integration of urban opportunities, which included the provision of employment opportunities, recreational and health facilities.

Recommendation 6: Developing quality life-enhancing environments

The BNG has advocated integration into the use of land and planning for public transport as key drivers in ensuring a more diverse and responsive environments are created, whilst, reducing travelling distances. The study recommends that municipalities, through housing delivery, should ensure that quality living environments are created; while on the other hand, providing houses. A choice should be left to beneficiaries to decide on spaces where they want to live – whether in densely-populated areas, or high-intensive environments, where access to services is not a problem. Thus, government should ensure that people are free to have the freedom to choose where to live, by ensuring that services are provided even in high-density areas, as the law requires.

7.6. RECOMMENDATIONS FOR FUTURE RESEARCH

The study was aimed at assessing the human settlements strategy employed by the eThekweni Municipality in creating quality living environments for communities. The focus has been on the mega project identified and initiated by the DHS, which was aimed at fulfilling its mandate of integrated human settlements. The study has identified poor governance in the management of state resources by government departments. Government is responsible for the provision of goods and services in an effective and efficient manner. Officials in government departments have the responsibility of maintaining resources in an efficient and effective way as per the basic values and principles of public administration. The recommendations made above are based on what has been offered to this community, through large-scale projects. The findings indicated that such projects pose a threat in the sense that they do not provide a complete product for human settlements. In responding to the needs of communities, the municipality has failed to provide a complete human settlement product as required by the current legislative framework. The findings of the study indicates that the municipality when planning for this housing project did not take stakeholder involvement serious. Consultation with communities was compromised at some point, and communities returning to areas of abode have witnessed this. Therefore, the researcher proposes that in future researchers should explore whether government should embark on implementing mini projects, as opposed to mega projects, to

ensure that beneficiaries are closer to economic opportunities as stipulated in the BNG. The researcher also proposes that future research can be conducted on whether the Cornubia Mall has been able to provide employment to communities living around the area as promised.

7.7. PROPOSED FRAMEWORK FOR INTEGRATED SUSTAINABLE HUMAN SETTLEMENTS

The findings of the study indicated that there is a need for municipalities to adopt new processes to ensure that the DHS achieves its mandate. The researcher has reflected on the challenges faced by the municipality in providing houses; as some of the houses were built in areas where there are no facilities for integrated human settlements. The researcher therefore, proposes a legislative and policy framework, which will ensure integrated sustainable human settlements, and consider the following topics:

7.7.1. Integration

In the South African context, integrated human settlements, as advocated in the BNG, was aimed at ensuring a variety of land uses that would provide social, economic and environmental integration. Planning by municipalities should be aimed at integrating communities from different walks of life. A variety of developments were identified by the DHS, through municipalities, to ensure that people were relocated to new development close to economic opportunities, and have access to all amenities as stipulated in the BNG. This holistic approach was also advocated by the New Urban Agenda, where governments had to commit to ensuring that integration in human settlements is achieved through the provision of mix- use housing in suitably-located areas. The DHS in its 2016/17 annual report recognised the need for activating preparation, funding and execution of Catalytic Projects such as Cornubia. However, for such projects to flourish in South Africa, they require the involvement of all spheres of government to ensure that cities and towns are designed in a way that they are attractive places to live and work. There have been challenges in this area, some going beyond the control of the departments entrusted with the mandate. Intergovernmental relations should be promoted amongst all three spheres of government as mandated by the Constitution of the Republic.

To this effect, the researcher proposes that an appropriate legislative and policy framework for human settlements is formulated to support the operation of an efficient, effective and transparent planning system. The framework adopted should consider issues of socio-economic

factors i.e. employment, education and income as it can assist government in addressing the needs of beneficiaries. The role of the private sector should be clearly defined in housing development; hence parameters should be set by government to avoid cases of corruption as currently experienced in the country. To date, the DHS in South Africa relies on the Housing Policies and Strategies adopted post 1994, as there is no Human Settlements Act, which regulates integrated human settlements. As such, if the proposed framework is adopted, it will afford departments with the involvement of the private sector, the opportunity to align their vision, mission, strategic and operational plans with human settlements. The BNG is the only document, which has paved the way for integration in housing development. The findings have highlighted problems faced by officials responsible for human settlements, where line departments would not make facilities available in the newly-built houses; such as water pipes and electricity. As a result, beneficiaries resort to illegal connections to access these facilities.

The framework could further pave a way for departments to align their budgets in respect of the provision of schools and health care facilities. Inter-departmental planning can be achieved if all departments can agree to share ideas on identified projects to be achieved, priorities, and consult with other departments before finalising the schedule for the project. Continuous consultation can also reduce challenges faced in the implementation of projects in conjunction with departments responsible for providing of other amenities. The researcher further proposes that all line departments collaborate on issues related to housing i.e. provision of facilities such as schools, clinics, bulk infrastructure, in order to meet the housing needs of families, through a range of housing delivery mechanisms.

7.7.2. Reforms in qualification criteria

Integrated human settlements should not only focus on ensuring that poor households are given houses free, but also should consider medium size housing where beneficiaries are afforded an opportunity to rent or buy as well. This can be done through fast-tracking title deeds where beneficiaries can sell and be able to use proceeds as a deposit for medium size houses provided by the state. A number of low-income houses were being built by the South African government, based on the maximum income of R3 500 hence, an increase in the household salaries for the past 15 years was never considered. In the South African context, the lowest paid person in the formal sector is a security guard, but their income today is far above the maximum R3 500. This means that there are some beneficiaries who are still benefiting from

the provision of low-income houses, even though their income is currently, far above the stated maximum threshold.

The researcher thus proposes reforms in the housing policies, taking into account the threshold of the qualifying households to BNG houses already occupied. The UN, in the NUA, has compelled countries to commit to encouraging the adoption of integrated and responsive housing policies, which will address issues of unemployment, education, health care, and social factors at all levels of government. If this is done, suitable, reasonable, accessible, efficient resource, safe, robust, well-connected and well-located housing will be achieved. The challenges that the researcher identified will also be eliminated if government considers such factors in housing development. The BNG emphasises the need for an integrated human settlement, where beneficiaries will be located close to centres of economic activities. The findings of the study have shown that projects such as the Cornubia were not designed to address issues of unemployment, education, health care facilities and social factors in the short term; but only in the long term. This has left beneficiaries facing a predicament; because what they have been promised was no longer forthcoming. Part of the problem is that people earning more than the maximum threshold in South Africa are the ones who are invading land.

The policy should have a clause governing financial audits within the very same beneficiaries, where those that are now earning above the maximum threshold will be moved to the rental stock or given an opportunity to buy. This will also help increase revenue for the municipality. Municipalities in this case, will be expected to have proper systems in place monitor this. This will create a space for new beneficiaries to occupy houses that have already been built than to spend money in new houses. The well-designed housing reforms will reduce poverty, without spending more on public housing as indicated above.

7.7.3. Awareness programmes and education

In most cases municipalities would indicate that an enabling environment has been created for citizens to participate in housing development by making sure that they influence the decisions made by the Council. As such, the researcher proposes that in creating this awareness, it is important that decisions are implemented wisely from the beginning, while beneficiaries are still in their homes in the informal settlements - by engaging communities before they are relocated to new developments. It is a well-known fact that people living in informal settlements would love to see themselves owning houses. Hence, it should not be taken for

granted that since they are in a vulnerable state, they would accept anything that comes their way. Such actions have created more problems for the government, rather than addressing the problem itself.

Questions in respect of what constitutes a perfect community should be thrown to the community, to share their own views and expectations. Opportunities, characteristics and long-term goals of a perfect community should be deliberated on, with the people affected. This can only be achieved if municipalities recognise community organisations; since they are the ones who understand the needs of the people they are leading. The eThekweni Municipality has catered for such programmes, as they are aimed at strengthening partnerships with various stakeholders, and establish linkages with other role players within the municipality. This sounds good on paper, and the intentions as well, where a requirement is stated that all stakeholders are involved – but practically, this is not happening as it should be. In order to avoid problems that the researcher has highlighted, issues of raising awareness should be discussed at the project planning phase; where problems in the community are identified. At this stage a work plan suitable for the community will be designed, that would meet the needs identified. The community should be made aware of the quantifiable benefits that would accrue to them, as well as resources available for the project to be successful.

The researcher has highlighted the project design as planned by DHS – therefore, the municipality should consider involving communities by having a comprehensive plan, a strategic plan and the needs assessments of the communities affected. This strategic plan and a space should be created to share the ideas with the municipality representative. The MSA does acknowledge the need for municipalities to create a space where communities are involved in decision making – this however, is dependent on the intentions the municipalities have with communities they are serving. The forum can be formed by members of the community, as well as leaders of such communities; and should be given the space to lead. In the earlier discussion, the researcher has earlier alluded to the fact community members were no longer attending meetings, as they had become tired of being fed empty promises. Furthermore, community members would be encouraged to attend meetings if free childcare was provided for the people attending such meetings – or if the people were offered small tokens - and if there were no clash of activities in the community.

Lastly, community members would be encouraged to attend such meetings if local entertainment was provided after the meetings. Local entertainment can be provided, using the

same local people and celebrities from other wards. In this way, community members would be interested in attending meetings, because rather than having the same councillor leading the discussion, they will get to see a different person facilitating these meeting. Therefore, relocations should not be done haphazardly, just because the municipality intends to fulfil its mandate. The human rights of the same people should be respected, and communities will begin to understand the importance of living in formal houses, and implications thereof. This would be witnessed when community members start doing repairs, painting walls or roofs, fixing leaking pipes, without even waiting for the municipality to do so. This is in line with the NUA, where governments are expected to ensure that a holistic approach to planning is adopted, whereby land use is identified, and a commitment is made to utilise it optimally.

7.7.4. Promoting ownership of property

Post-1994, housing delivery has focused on the mass production of houses, intended at restoring the inequities of the past. Homeownership was never an issue; and as a result, government has reported a huge backlog in the issuing of title deeds to property owners. Scholars have argued that owning land defines the way in which property rights to land are allocated, transferred, used or managed in a particular section of the society. If community members secure land this will contribute to economic growth, as having land is a form of investment. In cases where land is not secured, conflicts and instability ensue, resulting in the exclusion of vulnerable groups from economic participation. Therefore, governments have an obligation and the responsibility to ensure that beneficiaries of low-income houses have their properties registered in their names. This has had a ripple effect on beneficiaries, as the need to own a house does not translate into owning an asset. This resulted in numerous cases being reported about houses that are sold at a price far lower than what was originally paid. Cornubia is no exception: the same problems have been experienced by the municipality, as was the case with other developments. Legislation governing human settlements, as indicated earlier, should be fast-tracked which will also address security of tenure, as stipulated in the BNG.

The DHS further acknowledged that housing provision cannot be said to be adequate if beneficiaries do not have a sense of security, which provides assurance to legal protection. This security should be enjoyed by child-headed families, disabled persons, and women who have benefited from the system – hence a need for a market registration property system should be facilitated to deal with the registration of low-income houses. The issuing of title deeds has been regarded as another way of handing over rights to property owners, and the recording of

changes in the ownership of the property. This again brings the element of assets being owned by the beneficiaries, which can also be another way ensuring the creation of wealth. Scholars reported that the delays in issuing title deeds post-1994 were caused by poor township establishments, revisions to the project payment process, and the appropriateness of the deeds registration system.

The issuing of title deeds requires that the database be established, where houses built by government will be listed, as well as the names of the property owners. If beneficiaries are not issued with title deeds they are not recognised in the municipality roll; and as such, it becomes difficult to monitor and control illegal transactions taking place. Title deeds do not only protect the rights of individuals, but also facilitates market and financial transactions. The researcher thus, proposes that security of tenure be improved by ensuring that property transfers are done timeously to qualifying beneficiaries of housing delivery. The strategy that the researcher proposes is that the SALGA, the Deeds Office and the Property Conveyancers identified by government should facilitate the whole process. When these structures are involved it is important that they are capacitated, rather than increasing the workload without investing in the human resource and infrastructure.

The involvement of SALGA can be of great help since its mandate is to fulfil the developmental role of local government. Human capital issues will have to be addressed in order to deal with the huge backlog that the country is faced with in respect of issuing title deeds. Investment in human capital requires that funding be set aside in order to ensure that the appropriate staff is appointed, and that the existing staff is equipped with the tasks at hand. Local government cannot do this without the support of the other two spheres of government as stipulated by law. A system of institutional collaboration should be established, which seeks to address relations of equality and interdependence amongst all three spheres of government. In terms of the cooperative governance framework, local government requires support and technical assistance from the other two spheres of government.

7.8. CONCLUDING REMARKS

Post-1994, the newly elected government was on the drive to equalise the disproportions of the past. As a result, the White Paper on the RDP was introduced, which was aimed at the same time, at addressing issues affecting the country. One of these issues was the provision of houses to South Africans that were previously disadvantaged. Thus, the RDP was implemented to

provide houses to the poor – and at the time, the focus of government was the mass production of houses. Houses were indeed built for the poor, but because of the shortage of land, they were built on the peripheries. The poor became poorer because they had to travel for long distance to their places of work. Furthermore, government did not provide facilities in these new locations. The Constitution of the RSA recognises the right for all people to enjoy adequate housing. This right has been interpreted in the Housing White Paper as a vision for a viable, socially and economically integrated communities, which are situated in areas with convenient access to economic activities, as well as health, educational and social amenities (BNG. 2004).

Housing policies adopted in the county were aimed at providing for the enabling environment of sustainable housing development processes. The policies had to lay down the general principles to regulate housing development by all spheres of government. All structures of government are expected by law to give priority to the needs of the poor in respect of housing developments, and that there should be significant discussions with individuals and communities affected by housing development. While the Housing Act was promulgated to ensure that sustainable housing development is achieved, there were problems experienced in the interim: the new homes and townships were still built in the ghettos of the urban edges, far from jobs and services. This led to an increase in the transport costs – prompting people to sell their low-income houses and reverting back to the squatter or informal settlements, closer to their places of work.

To this day, sustainable human settlements is still a challenge in South Africa – even though an enormous amount of policies have been adopted to address the housing backlog. The study has pointed out some policy gaps, which do not adequately address the achievement of an integrated human settlements that government is aiming at. The initial housing programmes were aimed at the mass production of houses as government dealing with disparities of the past. However, this strategy failed to address other issues, such as meeting the needs of the increased number of people flocking in to the cities. Relocating communities to new areas did not address some of the experiences that beneficiaries have gone through, while in the informal settlements. The results of the case study indicated other challenges that the municipality contends with, such as cases where the houses are being extended without any approved formal plans for the structures. This has been pointed out in Section 7.5.1, where the municipality is specifically dealing with such issues, as the DHS cannot build houses and monitor at the same time, these other developments.

One can safely say that the decision to relocate communities to new areas has resulted in other socio-economic factors, such as the increase in transportation costs, lack of trust, poverty, unemployment, corruption as well as family separations. These issues need to be addressed, while the human settlements strategy is being designed in order to improve the quality of life of communities. Hence, this cannot be left in the hands of the municipality to deal with: the private sector as well can play a role in this matter. Section 4.8 of this study attests to the fact that such projects should attract new investments projects, which should aim at supporting governments in achieving societal and economic development objectives. The BNG emphasises the necessity for communities to be close to centres of economic activities: therefore, the responsibility of the municipality is ensuring that housing developments are closer to employment centres, public amenities, safe, providing efficient public transport, recreational areas, and serviceable open spaces and meeting places.

The need to have Housing Policy Reforms has been identified in this study as a strategy to address the housing backlog. Section 4.6 of the study points out the challenges municipalities encounter in addressing housing delivery issues in communities. Although the numbers are decreasing, the rapid urbanisation of people is still posing a challenge. Municipalities are grappling with land invasions, which pose a great threat to housing provision. Once the land has been illegally occupied by a particular community, the municipality is forced to give priority to the community. Such activities disturb the planning of the municipality, as a result communities embark on service delivery protest demanding houses from the municipality as they feel neglected in the whole process. At the same time the municipality has its own processes and there are settlements that have been already identified for relocations. Housing policy reforms should include a broader approach, which considers financing, technology, and urban management elements, which are aimed at completing human settlements.

Human settlements, as a new approach adopted in South Africa, was adopted as a comprehensive service delivery machinery to address the housing backlog. The BNG was aimed at stabilising the environment in order to transform the tremendously uneven, radically-based financial and institutional framework, which was inherited from the previous government - while at the same time, aiming at establishing systems to ensure that the delivery of houses address the housing backlog (BNG, 2004). As indicated earlier, in 2009 the former state president adopted the housing delivery agreements, which were aimed at attaining sustainable human settlements, and improving the quality of life of communities. Municipalities, through the process of accreditation, as indicated in Section 3.12, were given

mandates to drive this whole process to ensure sustainable human settlements for communities. The result has been that municipalities had to identify the land for housing development. The challenges faced by this case study has been that land is in the hands of private individual and that the municipality has to pay millions of rands to acquire the land for housing development.

The findings of this study have indicated that the reasons given by beneficiaries for going back to the informal settlements were that they were now far from their places of work, and that the houses could not accommodate their families. It seemed as if it was not enough to relocate communities to new areas – but what is important is the rigorous involvement of communities in the whole process. The findings further indicated the lack of proper consultation with communities during the relocation process, from the initiation stage up until the implementation phase. The researcher points in section 7.5.3 the importance of community involvement, which will make communities value the role they are playing where they live. Municipalities should ensure that there is meaningful involvement of communities, and that this is done through empowering and capacitating members. The BNG has acknowledged that there is also a need for communities and beneficiaries to mobilise so that they can partner with DHS and municipalities in developing human settlements plans. It is clear that sustainable human settlements can never be achieved without proper engagements with communities.

Housing developments should be designed in such a way that the infrastructure, recreational facilities, educational and health facilities are provided to beneficiaries during the handing over of the houses to the beneficiaries. The case study chosen has indicated the challenges faced in the housing development under investigation. The findings of the study have further indicated a lack of amalgamation of urban opportunities to accommodate new household formations. As indicated in section 7.5.6, the integration into land use and public transport planning should be key drivers in ensuring that more diverse and responsive environments are created, while at the same time, reducing travelling distances. It should be acknowledged that municipalities, through housing delivery, should ensure that quality living environments are created, while providing houses on the other hand. Municipalities cannot do this alone; other departments involved in housing development should also collaborate with the municipality. It is important to note that housing delivery should not be aimed at providing large numbers of units to accommodate communities in order to address housing backlog – but should also ensure urban opportunities are provided to beneficiaries. The only way to ensure the provision of these opportunities is by allowing beneficiaries to make their own choices regarding where to find spaces to live – whether in densely-populated areas, or in high- intensive environments, where

there is access to services. It seems as if communities are comfortable in living in densely-populated areas because, that is where there is livelihood.

In conclusion, it can be acknowledged that the study has been able to achieve the objectives outlined in Chapter One. Therefore, the critical factors, which impede the eThekweni Municipality from achieving sustainable integrated human settlements by ensuring improved quality living environments for communities have been outlined. Furthermore the study has also outlined a proposed framework for sustainable integrated human settlements, which should seek to address policy gaps in creating quality living environments for beneficiaries. The framework will also assist in terms of, firstly, matters to be addressed in developing a Human Settlements Act, which will incorporate integrated planning, and other issues, which complete human settlements.

The concept human of settlements is aimed at completing an individual, as it has been acknowledged in the BNG, by building a non-racial, integrated society, which can be achieved through sustainable human settlements, as well as quality housing. It should be noted that integrated human settlements have a new meaning to beneficiaries, as it is the beginning of a new life all together. The study was also able to point out the benefits derived from projects such as Cornubia that can only be accessed in the long run, as access to jobs and other facilities are not made available immediately after relocations. The proposed framework will also assist in ensuring that once the Act has been adopted, line departments will also not find it difficult to align their departmental strategies and objectives with those of human settlements. Aligning strategies and objectives will assist DHS to achieve the vision and mission articulated in the NDP. This brings in M&E where housing developments will be designed with the aim of determining their relevance, efficiency, effectiveness, impact and sustainability (The National Treasury, 2010). These programmes should be aligned with the IDP adopted by the Council in a municipality.

Another critical factor that should be raised in the framework is the awareness and education programme, which should not be compromised in project planning, where the need for involving communities from the beginning has been highlighted. Capacitating communities in human settlements should be a priority for the municipality to improve their skills and knowledge. Lastly, the study has highlighted critical issue of ownership by households, which have been compromised in South Africa. Property ownership has not been on the top of the agenda, and yet in terms of inclusion in the economy, it could also play a significant role in the

lives of the poor, who were previously excluded in the functioning of the economy. Municipalities rely on the support they get from the other two spheres of government hence intergovernmental relations should therefore, be promoted and maintained as enshrined in the Constitution.

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ANNEXURES

Annexure A

Interview Schedule for Communities

Objective 1

Age/ Iminyaka	
---------------	--

Gender/ Ubulili	
-----------------	--

Highest education level/ Izinga elephakeme lemfundo	
---	--

Race/ Ubuhlanga	
-----------------	--

Household size/ Nibangaki ekhaya	
----------------------------------	--

Employment status/ Umsebenzi	
------------------------------	--

Income/ Umholo 0 > 3500 3501 > 7 500 7501 > 12800 12801 <	
--	--

Disability	YES//NO
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To ascertain integrated housing strategy used by the eThekweni Municipality in creating a quality living environment/ ukubheka uhlelo lwezindlu olusetshenziswa u Masipala we Theke ukwenzeni impilo engcono yabantu.

1. Are you aware of the current integrated housing strategy used by the eThekweni Municipality in creating a quality living environment?/ Kungabe lukhona yini uhlelo olwaziyo olusetshenziswa u Masipala we Theku ekushitsheni impilo yomphakathi ibe ngcono na?

Satisfied/wanelisekile	Not satisfied/awanelisekile
------------------------	-----------------------------

2. Is the housing strategy used by the Municipality improves your quality living environment in this area. Provide reasons for your answer/ Uhlelo luka Masipala alusebenzisayo kulendawo kungabe luyishitshile yini impilo yabantu na? uma kunjalo siphe, kungabe yini ekwenza usho njalo

3. Are you aware of the housing strategy used by the Municipality in improving the quality of life?/ kungabe lukhona yini uhlelo olusetshenziswa u Masipala olaziyo ukushitsha izimpilo zabantu?

4. What is your involvement in the relocation of households to new areas?/ uma uMasipala esusa abantu ezindaweni abebekuzo ebasa kwezintsha kungabe kukhona yini oyake ukwenze wena njengelunga lomphakathi

Objective 2

To assess the level of satisfaction of communities in sustainable human settlements strategy aimed at creating a quality living environment/ sifuna ukuthola izinga lokwaneliseka lomphakathi ohlelweni luka Masipala lwezindlu ekushitsheni izimpilo zabantu.

1. To what extent are you satisfied with the sustainable settlements strategy used to create a quality living environment?/ kungabe waneliseke kangakanani ngohlelo luka Masipala lwezindlu ekushitsheni izimpilo zabantu kulendawo?

2. What can you say about the strategy of the eThekweni Municipality in ensuring sustainable human settlements?/ *kukhona yini ongakusho ngaloluhlelo luka Masipala lwezindlu ekunikeneni abantu loluhlobo lwezindlu?*
3. As part of the community in this Municipality, do you have access to other facilities such as health, education, recreational etc? If so, do you have access to these facilities as expected?/ *njengelunga lomphakathi kungabe zikhona yini izinto ezifana nezempilo, izikole kanye nezindawo zokuzithokozisa kulendawo na? uma kunjalo kungabe niyakwazi yini ukuzisebenzisa ngendlela enifuna ngayo?*
4. Does the sizes of houses provided meet your household's requirements?/ *izindlu u Masipala aninika zona kungabe zinilingene yini uma ubheka abantu abahlala endlini eyodwa?*
5. Any suggestions on what can be done by the Municipality to ensure that your needs are addressed?/ *kungabe unawo yini umbono ngendlela uMasipala angenza ngayo ukuze anelise izidingo zabantu kulendawo?*
6. Some community members abandon their new houses and revert back to the informal settlements, what can be the reason?/ *amanye amalunga omphakathi ayazishiya lezindlu aphinde emijondolo lapho kade ehlala khona, kungabe lokho kwenziwa yini?*
7. Does this new strategy of providing flats caters for everyone in the community? *Kungabe lokuhlelo luka Masipala lezindlu ezingama flat linakekela lonke uhlobo labantu emphakathini.*

Objective 3

To determine the strategy used by the eThekweni Municipality to address housing backlogs in creating a quality living environment/ *sifuna ukubona ukuthi uhlelo luka Masipala we Theku kungabe luyakwazi yini ukwehlisa inamba yabantu abafuna izindlu.*

1. Are you familiar with the strategy used by the eThekweni Municipality to address housing backlogs in creating a quality living environment? If so, mention the one's you know. / *kungabe uyalwazi yini uhlelo luka Masipala alusebenzisayo ukwehlisa inamba yabantu abafuna izindlu ukuze izimpilo zabo zibengcono.*

2. What is the strategy used by the eThekweni Municipality in addressing housing backlogs in order to improve your quality of life?/ *iluphi uhlelo u Masipala alusebenzisayo lwezindlu ukushitsha izimpilo zabantu?*

3. Were you involved in the planning process before they were implemented? If so, what was your role?/ *ngenkathi esebenzisa loluhlelo kungabe wanibiza yini esahlela ningaka lethwa kulendawo? Uma wawukhona, yini owawuyenza?*

4. Any suggestions on how the Municipality can address housing backlogs in order to create a quality living environment?/ *ukhona umbono onawo u Masipala angawusebenzisa ukuze ehlise inamba yabantu abadinga izindlu ngaphansi kwendawo yakhe?*

5. Are there any employment opportunities around this area than in your original place? If so explain/ *kungabe akhona yini amathuba emisebenzi kulendawo osuhlala kuyona kunale ovela kuyona na? uma kunjalo ake uchaze kabanzi*

Objective 4

To ascertain infrastructure development strategy used by the eThekweni Municipality in creating quality living environment./ *sifuna ukuthola ingqala sizinda u Masipala ayisebenzisile ukuze kushitshhe izimpilo zabantu kulendawo.*

1. Which of these infrastructural developments in your area which are taking place?/ *iyiphi inhlobo yengqala sizinda ekhona kulendawo?*

Infrastructure development	Tick
Roads/ <i>imigaqo</i> bridges/ <i>amabriji</i> running water/ <i>amanzi</i>	
Schools/ <i>izikole</i>	
Clinics/ hospitals/ <i>isibhedlela noma ikliniki</i>	
Formal housing/ <i>izindlu zezitini</i>	

Recreational centres/ <i>izindawo zokuzithokozisa</i>	
---	--

2. Do you see an improvement in the current infrastructure compared to the one in the informal settlement?/ *kungabe ukhona yini umehluko phakathi kwengqala sizinda yase mjondolo neya la kundawo ohlala kuyona manje.*

3. Is the Municipality providing a modern infrastructure which meet the needs of the community? *Kungabe u Masipala wakho ingqala sizinda ehambisana nesikhathi ukuze ikwazi ukwanelisa abantu bendawo na?*

Objective 5

To determine the level of involvement of all stakeholders in the in creating a quality living environment/ *sifuna ukubona izinga lokuthintwa kwazozonge izinhlaka zomphakathi u Masipala ekushitsheni izimpilo zabantu*

1. What is your level of participation in decision making on issues which affects housing provision in your Municipality? *Kungabe kungakanani ukuhlanyela kwakho ekuthatheni izinqumo ngezindlu kulendawo ohlala kuyona manje?*

High/ <i>likhulu</i>	
Medium/ <i>phakathi nendawo</i>	
Low/ <i>phansi</i>	

2. Are you are aware of all the participative processes involved before decisions are made by the Municipality in order to address social needs of the community? *Kungabe uyazazi yini izindlela ezibekiwe ukufanele zilandelwe uMasipala uma efuna ukuthatha izinqumo ngezidingo zomphakathi*

3. Is there any procedure which has been laid down by the law to follow? If so explain.
Kungabe ikhona into ebhalwe phansi umthetho efanelwe ilandelwe ekuthathweni kwezinqumo ngezidingo zabantu. Uma kunjalo chaza
4. Do you have representatives in your communities? If so, what is their role? *Kungabe ninabo abantu abanimele emphakathini ukunakekela izidingo zenu? Uma kunjalo yini umsebenzi wabo?*
5. Any suggestions on how the Municipality can improve its stakeholder involvement?
Kukhona ongakunika u Masipala njengombono ekunganyusa izinga labantu ekuhlangenyeleni ezintweni zomphakathi.

ANNEXURE B

Interview schedule 2 Municipal and Provincial Officials

Objective 1

To ascertain integrated housing strategy used by the KZN province in creating a quality living environment.

1. How is the Province dealing with new household formations and racially based planning which affects housing in the eThekweni Municipality?
2. What is the current integrated housing strategy used by the eThekweni Municipality in creating a quality living environment?
3. How is the province facilitating the structured in situ upgrading of informal settlements as opposed to relocation?
4. Is the province ready to recognise and formalise the tenure rights of residents within informal settlements? If so, provide reasons.
5. How familiar are the municipal officials with housing policies and reforms?
6. Can South Africa learn from other developing countries like Brazil on how they have addressed housing issues?

Objective 2

To assess the level of satisfaction of communities in sustainable human settlements strategy aimed at creating a quality living environment

1. What is the extent of satisfaction of communities in sustainable settlements strategy used to create a quality living environment?
2. How is the province addressing the marginalisation of households in terms of distance and transportation costs?
3. To what extent is the province ensuring that households do have access to basic services?
4. How is the provincial government ensuring that households earning between R3 500 to R12 800 are not excluded from fully subsidised as well as mortgage financial housing market?

5. Any suggestions on how the eThekweni Municipality can improve its current integrated human settlements strategy?

Objective 3

To ascertain the strategy used by the province to address housing backlogs in creating a quality living environment

1. What is the strategy used by the province to address housing backlogs in creating a quality living environment?
2. How is the province addressing the issue of informal settlements which are not located close to social amenities and economic opportunities?
3. What you would say are the major problems affecting housing delivery in the eThekweni Municipality?
4. Do you think that the administrative reform measures implemented by the eThekweni Municipality have improved housing delivery in this municipality?
5. How does the province monitor the progress of housing delivery in addressing the backlog?

Objective 4

To ascertain infrastructure development strategy used by the provincial government in creating quality living environment.

1. What is the infrastructural development strategy used by the province in creating quality living environment?
2. How is the eThekweni Municipality dealing with inadequate supply of suitable land and costs associated with the provision of bulk infrastructure?
3. How far is the province in providing affordable and sustainable basic municipal engineering infrastructure that allows for scaling up in the future?

Objective 5

To determine the level of involvement of all stakeholders in the in creating a quality living environment

1. What is the level of involvement of stakeholders in creating a quality living environment?
2. How often does do you invite stakeholders to meetings so as to address human settlements issues?
3. Are communities responding to calls made by the eThekweni Municipality and the province? If so, in what way?
4. How is the province addressing the social and economic exclusion of community in order to promote social and economic integration?

ANNEXURE C

UNIVERSITY OF KWAZULU-NATAL

School of Management, IT and Governance

Dear Respondent,

D Admin Research Project

Researcher: BYC Mvuyana (082 576 3076)

Supervisor: Dr TI Nzimakwe (031 260 2606)

Research Office: Ms M Snyman (031 260 8350)

I, Bongekile Yvonne Charlotte MVUYANA (8626326), am a Doctor of Administration (D Admin) student in the School of Management, IT and Governance, at the University of KwaZulu-Natal. You are invited to participate in a research project entitled “An Assessment of a Sustainable Human Settlements Strategy in Creating a Quality Living Environment: A Case of eThekweni Municipality”.

The aim of this study is to ascertain the strategy used by the eThekweni Municipality to address housing backlogs in creating a quality living environment.

Through your participation I hope to ascertain the current integrated housing strategy used by the eThekweni Municipality in creating a quality living environment.

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 research project. Confidentiality and anonymity of records identifying you as a participant will be maintained by the School of MIG, UKZN.

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

This interview should take about 20-30 minutes to complete. I hope you will take the time to participate in the interview.

Sincerely

Investigator's signature _____ Date _____

This page is to be retained by participant

ANNEXURE D

UNIVERSITY OF KWAZULU-NATAL

School of Management, IT and Governance

D Admin Research Project

Researcher: BYC Mvuyana (082 576 3076)

Supervisor: Dr TI Nzimakwe (031 260 2606)

Research Office: Ms M Snyman (031 260 8350)

CONSENT

I _____ (full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project. I understand that I am at liberty to withdraw from the project at any time, should I so desire.

I hereby consent / do not consent to have this interview recorded

Signature of Participant

Date

This page is to be retained by researcher



14 March 2016

Mrs Bongeklele YC Mvuyana B626326
School of Management, IT and Governance
PWestville Campus

Dear Mrs Mvuyana

Protocol reference number: HSS/0161/0160

Project Title: An assessment of a Sustainable Human Settlements Strategy In creating a quality living environment. A case of eThekweni Municipality

Full Approval – Expedited Application

In response to your application received 12 February 2016, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol has been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the 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.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

yours faithfully

Dr Shenika Singh (Chair)
Humanities & Social Sciences Research Ethics Committee

/pm

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Existing Campuses: Edgewood Howard College Macisa School Pietermaritzburg Westville