AN EVALUATION OF THE PROVISION OF HOUSES IN THE EASTERN CAPE AT INTSIKA YETHU LOCAL MUNICIPALITY: THE CASE OF JOE SLOVO INFORMAL SETTLEMENT AT CHRIS HANI DISTRICT MUNICIPALITY (FOR THE PERIOD 2009-2011)

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MINI-DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION (MPA) IN THE FACULTY OF MANAGEMENT AND COMMERCE AT THE UNIVERSITY OF FORT HARE

SUPERVISOR: PROFESSOR M. H. MEIRING

DATE SUBMITTED: FEBRUARY 2011
AN EVALUATION OF THE HOUSING SERVICE RENDERING IN THE INTSIKA YETHU LOCAL MUNICIPALITY WITH SPECIAL REFERENCE TO THE JOE SLOVO INFORMAL SETTLEMENT AT CHRIS HANI DISTRICT MUNICIPALITY

DECLARATION

I DECLARE HEREWITH THAT THE MINI-DISSERTATION ENTITLED AN EVALUATION OF THE CO-OPERATIVE INTERACTION BETWEEN POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN THE RENDERING OF HOUSING SERVICES IN THE INTSIKA YETHU LOCAL MUNICIPALITY IS MY OWN WORK AND HAS NOT BEEN SUBMITTED FOR A DEGREE AT ANOTHER UNIVERSITY.

________________________  _______________________
SIGNATURE                                          DATE
ACKNOWLEDGEMENT

On behalf of my family, I extend my sincere appreciation to the South African Local Government Association (Eastern Cape) for making my dreams of studying towards the masters of public administration with the University of Fort Hare come to fruition may I also express gratitude to the Intsika Yethu Local Municipality for granting me an opportunity to attend all the courses relevant to my studies.

Professor M.H. Meiring who has been my supervisor was the main source of academic strength, mentor and my motivator towards my finishing the studies. He deserves all the credit. His forever inspiration confidence in my capabilities made my dream to come true. Without his dedication my project would have never been realized at all.

My special words of appreciation go to my ever caring loving wife and mother to my three children i.e. Mzwentombi, children being Asanda Ama-Xesibe, Ayongezwa-AmaBhaca and Budlelwane-Babangcwele and to my extended family. All have made me to come this far as a result of their untiring support and encouragement.

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SUMMARY
The research seeks to evaluate the housing service rendering in the Intsika Yethu Local Municipality with special reference to the Joe Slovo informal settlement at Chris Hani District Municipality. The introduction provides the general overview of the study and provides a background to the intention of the research to evaluate the housing services provision in the municipality. The problem statements briefly describe the problem identified in the study and the objectives of the study are set. The theoretical framework is provided and the theories used to evaluate the housing service are discussed which are institutional theory and the system theory. The importance of conducting the research is discussed and the limitations of the study are discussed in the research. Importantly, the study plan directs the researcher in the direction towards the goals of the research. Also the terms used in this study that are not clear were defined to avoid misinterpretation; misunderstanding and confusion of words and terms.

The review of the current literature on the theoretical framework and the nature and place of public administration was discussed. The policy process and the nature and place of policy making as well as steps in policymaking were discussed. The nature and place of policy implementation which includes all the functions was discussed in the study. The policy analysis and evaluation as the final step in the policy process including the stages in policy analysis and evaluation i.e. input phase; processing and conversion phase; output phase, impact/effect phase were discussed. The legislative framework for rendering of housing services in South Africa was discussed as it influence and affects the housing service rendering in Intsika Yethu Local Municipality. The role of municipal authorities in the rendering of housing services was discussed.

The permission to conduct research was received from Intsika Yethu local municipality on the 13 October 2009 from the Municipal Manager. The research design was explained together with research approaches and strategy as qualitative and quantitative. The research methodology with a clear population and sampling for the study as well as the data collection instruments and procedures as questionnaires; literature study and interviews were explained. The ethical considerations are discussed.

The data analysis and interpretation was conducted to enable the researcher to identify patterns which are consistent within the data. The theory and techniques for data analysis was discussed to link the theory and data analysis. The demographics of chief officials and political office bearers as respondents include their age; year of service, home language, gender, the academic qualification as well as the different stakeholders were analysed. The housing as essential services in the initiation of policy which the input phase of the Systems theory analysis was conducted and the data on the nature of housing services as output phase were analysed and discussed. The data on the structural problems were analysed and discussed. Also the analysis was conducted on the legislative framework for housing
services. The problems with the rendering of housing services especially administrative enabling problems as a processing phase in the policy process were analysed and discussed. And lastly, the possible solutions to the solving of housing problems were discussed and analysed.

The findings of the study were provided and discussed and the concluding remarks were provided to whether the problem is real and whether the hypothesis is true and valid. The recommendations of the study were provided to enable Intsika Yethu Local Municipality to improve the housing service provisioning and ultimately to provide better service delivery.

**KEYWORDS**

Administration
Housing services
Informal Settlement
Municipalities
Municipal policy
Public Administration
CHAPTER 1
INTRODUCTION AND GENERAL ORIENTATION
1.1 INTRODUCTION
Housing is a basic physiological human need and is seen as essential for human existence. However, not all citizens are able to be provided with their own housing needs. This places an important role on the government to provide housing to low-income and poor citizens. Municipal authorities in South Africa face a severe backlog in the provisioning of essential municipal services such as the provision of water and housing. Given the historical background which led to the backlog of not only proper housing but also a lack of sewer and water connections, tarred roads, sport and social facilities, and electricity connections, the goal of municipal authorities is that the rate of low-income housing and related service rendering needs to be improved significantly if the backlog is to be eliminated. The Intsika Yethu Local Municipality is not exempted from the above housing problems and is experiencing the same problems which need to be addressed urgently.

The purpose of this chapter is to provide a framework to articulate the study, to describe and explain what the study intend to investigate and the importance of these aims. The chapter contextualise and define the boundaries of the study. The followings aims, which are standardised, have been set for the chapter. Firstly, a background to the study and the problem will be provided. The study commenced in 2007 and it is imperative that the historical development which led to the housing service delivery in the local sphere be described and explained. Secondly, the circumstances, which led to the origin of the problem and the nature of the problem, will also be explained. Thirdly, following the problem statement, the objectives of the study will be identified. Fourthly, the hypothesis of the study will be set and stated. Fifthly, the necessity of the study, study plan and limitations to the study will be described and explained. Lastly, to eliminate semantic confusion because various words have different meanings, specific words and terms will be explained.

1.2 BACKGROUND TO THE STUDY
Over the last few years, various communities have shown a growing dissent over the government’s perceived poor levels in service delivery. These issues have become regular news items and are thus highly publicized and politicized. Although the existing democratic government has made significant progress in meeting the backlog in service delivery challenges, in under-serviced areas since coming to power in 1994, much needs to be done to address the housing problems that still exist. One of the biggest service delivery problems in South Africa, concerns the allocation and provision of housing.
Housing is a highly politicized and contentious issue, particularly in developing states like South Africa, which experience rapid urbanization and where, as a result, huge demand for housing exists. Although shelter is a basic human need, it is also more than that, because housing entails more than the building and allocation of house. It is also about the availability of land, about access to credit, about affordability, about economic growth, about social development, about environment” (South African Minister of Housing, cited in Khan, 2003: xxiii). In addition to these factors, housing implies gaining access to services and infrastructure, as well as creating feelings of security and pride in citizens in living in a home. The significance of this research project is thus motivated by a passion for finding developmental solutions to the housing delivery issues in South Africa.

Not only is South Africa characterized by a swiftly growing society that is becoming more and more urbanized, but it also has to deal with highly unequal and racially stratified settlement patterns, resulting from its apartheid legacy. This legacy has caused the confinement of the majority of non-white South Africans, to certain areas, usually located on the periphery of urban centres, excluded from service delivery, infrastructure and work opportunities. Furthermore, a large and ever-increasing housing backlog is evident, due to very low rates of formal housing provision. Housing backlogs therefore persist and housing authorities struggle to cope with severe housing shortages.

According to the *White Paper on Housing, 1994* the challenge of extended households and circulatory migration further add to the difficulty of addressing the housing issue. The consequences of this backlog are obvious and manifested in overcrowding, informal settlements, increasing land invasions in urban areas, and generally the poor access to services in rural areas. Additionally, the backlog spawns individual and public insecurity and frustration in both the social and political arenas. This adds significantly to the extreme levels of crime and volatility rife in communities in South Africa (*White Paper on Housing, 1994*).

Insecure tenure is unquestionably one of the prominent features and causes of the housing crisis in South Africa.

Furthermore, large inequalities exist in housing circumstances between rural and urban areas, between different urban areas, as well as between different provinces. This is exacerbated by the fact that a large percentage of South Africans are not financially able to provide for their own housing needs, as low-income families form a large proportion of South Africa’s population (*White Paper on Housing, 1994*).

In the past, the South African housing policy was duplicated and inequitable in its approach to housing for different race groups. The housing strategy lacked coherency and inadequately defined the roles and responsibilities of all role players in the housing sector. This has contributed to the present breakdown in
delivery and confusion as to housing responsibilities. The *White Paper on Housing* (1994) identifies the following specific areas of concern: “The exclusion of rural housing needs from the mainstream of housing policy approaches, as well as the continued marginalization of workers and families effectively trapped within the hostels, especially those within the public sector. These constraints provide a brief synopsis of the scope and extent of the South African housing challenge. “However, all of them are dwarfed by the single most significant constraint to the housing delivery process, that of affordability” (*White Paper on Housing*, 1994).

1.3 PROBLEM STATEMENT
In this study, the ineffective implementation of the housing policy in the Intsika Local Yethu Municipality due to numerous obstacles will be investigated. The problem statement will be formulated in the following questions in order to focus the attention of the research towards finding solutions:-

- Why were housing services at Joe Slovo informal settlement at the Intsika Yethu Local Municipality were inadequately provided to citizens and why were they often of poor quality?
- What could be done to address housing service delivery and improve the quality of houses delivered?

The problem can thus be stated as challenges posed by inadequate poor quality houses provided by Intsika Yethu Local Municipality to Joe Slovo informal settlement community.

1.4 HYPOTHESIS OF THE STUDY
In this study, the following hypothesis will be investigated. The implementation of policy for the provision of housing services in the Intsika Yethu Local Municipality, especially in the Joe Slovo Informal Settlement is in adequate or non-existent in specific areas to satisfy human needs and that this situation could be harmful to human beings.

1.5 OBJECTIVES OF THE STUDY
The following four objectives have been set for the study, namely to

- determine and evaluate the present housing situation at the Intsika Yethu Local Municipality, especially the housing conditions at the Joe Slovo Informal Settlement;
- investigate and evaluate the reasons and causes for housing problems at the Intsika Yethu Local Municipality;
- evaluate the existing housing policy with regard to the problems being experienced; and
- where possible, to make recommendations to improve the housing problems at the Intsika Yethu Local Municipality and the Joe Slovo Informal Settlement.

1.6 THEORETICAL FRAMEWORK

The word theory can be defined as supposition or system of ideas explaining something specially one based on general principles independent of them particular things to be explained (The Concise Oxford Dictionary, 1990:1266). It is also described as “(a) plan or scheme consisting in the mind only, but based on principles verifiable by experience or observation ...” (Funk and Wagnalls, 1946:1164). These principles underlie a science or the application of a science. Kerlinger (1984:168 ) defines theory as a set of interrelated constructs and propositions that specify relations among variables to explain and predict phenomena. This definition indicates three characteristics about a general theory. Firstly, a theory is a set of propositions consisting of defined constructs. Secondly, a theory states the interrelations among a set of variables. Thirdly, theory explains phenomena. By explaining which variable relate to which other variables and how a scientist can make specific predictions from applicable variables. Therefore, it can be deduced that thus far that a theory help and enable one to understand, explain and link specific events within a particular scientific boundaries and that a close interaction between theory and hypotheses exists.

Against this background, the concept of policy in the local sphere of government can be based on theory, and be described and explained within a Public Administration framework. Hypothesis formulation and verification can be done by using the institutional theory/approach, which is that public policy is the product of public institutions (Hanekom, 1987: 81). The institutional environment is large and includes all public institutions, such as municipal, provincial and national government including all the departments. The promotion of the general welfare, for example the maintenance if law and order and the protection of the rights and liberties of the citizens are among the important functions of government in a democratic and free market state. (Marx, et al., 1998:67) It thus also follows that for an institution to exist there must be people. In this study the people may broadly explained as politicians, such as municipal councilors, appointed officials and the citizens. The people must act and react. An institution, such as a municipal authority must have physical structures such as buildings, offices within demarcated geographical areas, perform specific functions such as the governing and administrative functions and to render specific services such as housing services. (Van Dyke, 1960:136) Van Dyke (1960:136) also writes that “... an institution is any persistent system of activities and expectations, or any stable pattern of group behaviour,” and that “... the meaning of the institutional approach varies with the definition of institution.” The focus of the study is however on the processes to make housing services on a continuous basis possible. This entails an investigation of the housing problems and how they are acted on in government. The relationship between public policy and the governmental institutions is
very close. Strictly speaking a policy does not become public policy until it is adopted, implemented, and enforced by some governmental institution. (Dye, 1984:20) In this study attention is thus directed on the policy process, with special reference to policy analysis and evaluation.

Proponents of the institutional theory argue that as public policy is legitimized by government, and only government policies apply to all members of society, the structure of government institutions can have a critical bearing on policy outcomes. The relationship between the structure and the policy should always be taken into account. According to Anderson (1979, 22), the institutional theory could be usefully employed in policy analysis by analyzing the behaviour patterns of different public institutions and their effect on policymaking. Proponents of this theory argue that as public policy is legitimized by government, and only government policies apply to all members of society, the structure of government institutions can have a critical bearing on policy outcomes. The relationship between the structure and the policy should always be taken into account.

According to Anderson (1979, 22), the institutional theory could be usefully employed in policy analysis by analyzing the behaviour patterns of different public institutions and their effect on policymaking. A review of available policy material on the subject shows that the field of the public administration, in particular, has focused on public policy.

Over and above the institutional theory, the systems theory is regarded as one of the most valuable tools for the purposes of policy analysis. Wissink notes that the idea of policy as a process is closely linked to the idea of a political system (Fox, et al., 1991; 3). This approach portrays policy process on a general and simplistic level and often identifies major subsystems and processes. Wissink, most accurate, describes the policy making process as a political sub process within the wider policy process. The former is regarded as that which typically takes place within the bounds of the political arena, and the latter as a broader sphere which includes implementation, results and evaluation (Fox, et al., 1991:31).

This theory is related to the well-known input-output model of David Easton by focusing on the response by the political systems the demands and needs of interested groups. The systems approach provides perspectives on aspects such as the influence of the environment on political policy and vice versa, the success or ability of the political system to convert demands into public policy, the effectiveness of the feedback process and the extent to which feedback information (results, impacts and consequences of policies) is incorporated in the adoption of existing or new policies (Hanekom, 1978:81). Wissink (Fox, et al., 1991: 32) describe these elements as illustrated in the following diagram:
1.7 SIGNIFICANCE OF THE STUDY

The study is important in that it will expose and make an analysis of obstacles faced by the Eastern Cape Department of Housing, Local Government and Traditional Affairs in the course of execution of constitutional mandates. Recommendations made will help the department in addressing the shortfalls so that there is an improved delivery of houses in the Eastern Cape.

The study could also be used as a frame of reference by students doing public administration studies. Also, the study will assist in conscientising municipal authorities about the importance of monitoring performance of staff with a view to making an impact in the delivery of housing services. Through the study, conducted communities will indirectly benefit by the implementation of the recommendations that will be submitted to all affected departments.
1.8 DELIMITATION OF THE STUDY

The scope of the study, also referred to as the delimitation and delineation (Hofstee, 2006:87), explains the extent of matters to be dealt with within a specific geographical area. The scope explains the limits and boundaries of the study. Scope thus refers to the breadth of concrete instances to which the theory applies. (Bailey, 1982:33, and Oxford Advanced Learner's Dictionary, 1995: 308) Hofstee, 2006:87 writes that the delineations limit the scope of the work, that by stating explicitly what falls inside boundaries of the study and avoid thus possible criticism. The research geographical survey area can be explained as follows.

1.8.1 The survey area.

The survey area was delimited to the Intsika Yethu Local Municipality which consists of twenty three (23) wards, two hundred and thirteen villages and two rural towns which are Cofimvaba and Tsomo. Intsika Yethu Local Municipality is one of the eight local municipalities constituting the Chris Hani District Municipality in the Province of the Eastern Cape, with its head office at Queenstown. The field of study is targeted at Intsika Yethu Local Municipality, especially Joe Slovo informal settlement at Cofimvaba town which is situated eighty kilometers from Queenstown. The period of the research covered will be 2007/2009. The following table 1.1 reflects the details of this Municipality

<table>
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<tr>
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<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>194 246</td>
<td>194 246</td>
</tr>
<tr>
<td>Employees</td>
<td>182</td>
<td>165</td>
</tr>
<tr>
<td>Capital Budget</td>
<td>R91 769 482</td>
<td>R48 189 737.00</td>
</tr>
<tr>
<td>Operating Budget</td>
<td>R28 139 884</td>
<td>R21 235 386.00</td>
</tr>
<tr>
<td>Mayor</td>
<td>Mr S.D. Plata</td>
<td>Mr. S.D. Plata</td>
</tr>
</tbody>
</table>
From the table above, one can notice a decline in budget as well as a decline in staff component, hence the quality and speed on service delivery is being compromised.

1.8.2 Scope of policy process

The essential feature of science is that knowledge has been systematized through the application of scientific method to a given area. Thus, we speak of a science of Public Administration to indicate accumulated knowledge formulated with reference to the discovery of general truths in this discipline. (Koontz and O'Donnell, 1964:5) Public Administration thus consists of a vast corpus of knowledge, which requires that the boundaries of this study be clearly demarcated.

The title of the study limits the study area to the rendering of housing services, which is made possible through the policy process, which is seen as one of six administrative processes. The policy process has been described as consisting of three consecutive, related steps, namely policy making, policy implementation, and policy analysis and evaluation. (Meiring, 2001:51) Policy implementation thus follows policy making. In South Africa the rendering of housing services is a functional area of concurrent National and provincial legislative competence. (Constitution of the Republic of South Africa, 1996, schedule 4) The policy made by the National or provincial legislators is described as executive policy, which is to be implemented by municipal authorities. (Meiring, 2001: 66)

1.8.3 Duration of study

The study was undertaking during the period July 2009 to January 2011. Due to work pressure the study took longer than the prescribed period of six months and what was anticipated.

1.9 OUTLINE OF CHAPTERS

The outline of the chapters can be seen as a study plan which directs the reader. It serves as a road map that instructs the reader what to expect in each chapter. It assists the reader to organise the work appropriately in order to make an orderly sense. The plan consists of the following chapters:
Chapter one provides an introduction and overview to the study. The chapter describes and explains the problem statement and hypothesis, objectives of the study, necessity of the study, limitations of the study, the study plan, terminology and definition of terms and concepts used in this study. The chapter provides a foundation for the research topic and the overall investigation.

Chapter two deals with the literature review based on distinguished opinions and views from various sources, and from different researchers and authors whose work is significant in this particular research field. Henning (2004:27) indicates that a literature review is often a separate chapter in a research report in which the researcher synthesises the literature on his/her topic and engages critically with it. The arguments should partly answer the central points (the aims of the study). In this way, various models and theories that can be used to understand policy analysis were considered.

Chapter three deals with the methodology, which describes the exposition of the instrument that can be used to measure policy implementation, the characteristics of the population, the size of the sample, the procedure used in selecting the representation in the sample. The methods used in data collection and their significance are explained. The researcher also provided an additional commentary on theoretical aspects provided by distinguished authors and researchers in this regard. Finally, the chapter explains how the data was collected before it was processed.

Chapter four deals with the data presentation, analysis and interpretation and provides the criteria for analysis and the actual analysis for the data collected. Chapter five is the concluding chapter and summarizes the findings and deductions made in the preceding chapters. Specific shortcomings and problem areas in the implementation of housing policy are explained and recommendations to solve such problems are provided.

1.10 DEFINITION OF TERMS AND WORDS

It is often found that words with different meanings could lead to confusion and misunderstanding. In any scientific study, it is important that words, terms and concepts be clearly described and explained to prevent misunderstanding and even confusion. The following meanings are attached to the words and terms used in this study.

1.10.1 Administration

By administration is meant the functions performed by municipal officials as part of the executive functions. The administrative functions can be classified into six generic functions, namely policy making, financing, organizing, staffing, determining of procedures and controlling. (Cloete, 1986; 2)
1.10.2 Public administration

Bayat & Meyer (1994:4) defines public administration as "system of structures and processes operating within a particular society as the environment, with the objective of facilitating the formulation of appropriate governmental policy and the effective and efficient execution of the formulated policy. When defining Public administration, a clear delineation must be created between Public Administration as an academic discipline and public administration as an institutional activity. According to this definition by Bayat & Meyer (1994:4), the latter will be applicable to this study.

1.10.3 Executive functions

In any state three main groups of functions are to be found, namely the legislative, executive and judicial functions. The executive functions consist of the administrative functions functional activities/operational functions; and the auxiliary functions (Cloete, 1986:2 & Meiring, 2001: 38).

1.10.4 Policy

Ranney (1968: 7) defines policy as “a declaration and implementation of intent.” Hanekom (1987: 7) that “policy making is the activity preceding the publication of a goal, while a policy statement is the aim known, the formal articulation, the declaration of intent or the publication of goal to be pursued.” Therefore, policy is indicative of a goal, a specific purpose, and a programme of action that has been decided upon. Hogwood and Gunn (1984:23-24) defines public policy as “a series of pattern of related decisions to which many circumstances and personal, group and organisational influences have contributed. The policy-making process involves various sub-processes and may extend over a considerable period. For a policy to be regarded as a “public policy” it must to some degree have been generated or at least processed within the framework of governmental procedures, influences and organisations.

1.10.5 Informal settlement

Informal settlement is the term used to describe housing that has been built illegally, without the consent of the proper planning authorities. Informal settlement is not the term used to describe all substandard housing. On the other hand, many dilapidated houses on the edges of rapidly growing cities are perfectly legal dwellings in what were formerly separate villages now surrounded by urban sprawl.
1.10.6 Policy Analysis

According to Mannheim and Rich (1981:321), a number of political scientist have focused their professional attention on the causes, content and consequences of government action. This approach has led to the use of applied social science methods in government departments to monitor the operation of public policies or programmes through the development of appropriate techniques. Policy analysis provides policy makers with information that could be used to exercise reasoned judgement in finding solutions to policy intricacies.

1.10.7 Policy Implementation

Van Meter & Van Horn (1974: 478) define policy implementation as those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions. In this study policy implementation will be regarded as the conversion of mainly physical and financial resources into concrete services delivery outputs in the form of facilities and services, or into other concrete outputs aimed at achieving policy objectives.

1.10.8 Policy Evaluation

Policy evaluation is learning about the consequences of public policy impact and effects on real world conditions. Policy should be viewed as judging process to compare explicit and implicit policy objectives with real or projected outcomes or results or impacts.

1.11 CONCLUSION

This chapter has provided a brief background to the study with regard to the housing in South Africa. The constraints and the scope as well as the housing challenges were provided and painted a picture of the housing challenges. In addition, the statement of the problem was clear stipulated as the non-implementation or in effective implementation of the housing policy at Intsika Yethu Local Municipality due to numerous obstacles. The discussion on the hypothesis showed that the housing policy is inadequate or non-existent and therefore needs an urgent attention. In addition, the objectives of the study are to investigate and evaluate the housing policy at Intsika Yethu Local Municipality. The boundaries were set and the study was contextualised in terms of the theory. The institutional theory as well as systems theory was discussed to set the boundaries of the study. The reasons why study is conducted and why it is important to conduct the study were discussed as well as the limitations of the study to minimise the expectation from what the study can be able to achieve. The study plan was discussed to provide a
road map to the study and indicate what each chapter will be discussing. Lastly, different terms as will be used in the context of the study were discussed to clarify any misunderstanding because different words have different meanings. Chapter two will provide a literature review for this study and it will relate to the evaluation of the housing policy by Intsika Yethu Local Municipality with special reference to the Joe Slovo Informal Settlement.
CHAPTER 2

LITERATURE REVIEW ON THE NATURE AND PLACE OF POLICY PROCESS FOR THE PROVISION OF HOUSES

2.1 INTRODUCTION

The rendering of housing services by a municipal government cannot take place without the making and implementation of clear policies, which ought to be continuously analyzed and evaluated to meet the requirements of a changing environment. The continuous rendering of municipal services cannot take place effectively and efficiently without the making, implementation, and analysis and evaluation of policy. Policy implementation is seen as a main step of a process, known as the policy process which is seen as one of six administrative processes.

The purpose of this chapter is to provide a literature review of policy process for the rendering of housing services and to provide a theoretical framework for the evaluation of housing services in the Intsika Yethu Local Municipality. The following aims have thus been set. Firstly, the policy process as one of six administrative processes will be described and explained. Secondly, the consecutive and related steps in the policy process will briefly be described and explained. Thirdly, policy implementation as a step in the policy process will be described and explained. Lastly, the legislative requirements for the rendering of housing services in the local sphere of government in South Africa will be described and explained.

2.2 NATURE AND PLACE OF POLICY PROCESS IN PUBLIC ADMINISTRATION

The meaning of the term ‘administration’ can be deduced from the explanations offered by various writers (Thornhill and Hanekom, 1995: 8-9). Administration is inter alia described as

- a universal phenomenon (Cloete, 1978:6, and Dunsire, 1973:1);
- cooperative group action (Bozeman, 1978:8, and Cloete, 1986:1);
- goal oriented action (Cloete, 1986:2, and Robbins 1980:6);
- apolitical (Cloete, 1980: 8, and Meiring, 2001:47);
- enabling functions (Botes, 1973:15, and Cloete, 1986:1);
- inseparable from management (Meiring, 2001:48) and
- generic functions and processes (Cloete, 1986:1)

It can be deduced that administration is work which must be done. Cloete writes that administration takes place in every situation where two or more people work together and that all work consists of functions and processes.
According to Cloete (1985:2) administration consists of a wide-ranging set of activities which can be grouped according to their respective functions into six main groupings, namely policy making, organizing, financing, staffing, determining work procedures, and the exercising of control.

Cloete, (1986:2) writes also that to obtain clarity about what public administration is a study should be made of the work of administrators because public administration is work and all work consists of carrying out processes. Functions and processes are however not synonymous. Functions are assigned, performed or fulfilled, whilst the ways they are being done is seen as processes. A process can be defined as a series of events which has a recognizable pattern, consisting of a number of identifiable related consecutive steps, which take place so regularly that the pattern repeats itself. (Oxford Advanced Learner's Dictionary, 1995:480, Denhart, 1984:189, Meiring, 1987:15). Policy making can thus be seen as an administrative function. However policy making is also followed by policy implementation, and policy analysis and evaluation which can be seen as a policy process. (Meiring, 1987: 10) Dunn (1981:333) describes the policy process as the political and administrative arrangements and attitudes that shape the transformation of policy inputs into outputs and impacts. It can be deduced that various functions and processes have to be performed to attain purposeful action for the rendering of public services.

Hanekom et al (2001: 25) write that if the government has absolute clarity on what it intends doing with society, the government should have specific clearly defined objectives set out in policies pertaining to each and every aspect of its intended actions. Without clearly defined policies the chances of improving the general welfare of society are very remote. Hanekom (2001-2005:128) writes that no government can afford to turn a blind eye to the general welfare of the society it presents. Promoting general welfare implies among other things countering poverty, uplifting minority groups, promotion of industrialization thereby crating job opportunities. Policy as an essential requirement for community development can be explained as follows.

### 2.2.1 Policy explained

By its very nature, public policy is a proposed course of action government to reach goals and objectives. It has to do with allocation of values to society as a whole (Kuye 2002: 73). Policy is not static as it is always subjected to current societal issues. Policy is dynamic and is easily influenced by the environment like public needs and aspirations party political dynamics and so forth. Dye (1981-95) strongly argues that a policy should be specific, measurable, and realizable and time bond. The dynamic nature of public policy does not influence government objectives, as they remain static or fixed in terms of time. Kuye (2002: 74) describes policy as an intellectual understanding amongst colleagues of the course to follow to achieve objectives most effectively. Meiring (2001: 5) characterizes policy as the result of policymaking. It is an essential requirement for the recording to Kuye (2002: 73) policy is an
authoritative statement made by legitimate public institutions about the way in which they propose to deal with policy problems.

In this case it implies that legitimate public institutions like the department of housing in the Eastern Cape Provincial legislature, the Chris Hani District Municipality and Intsika Yethu Local Municipality have to make authoritative statements with regards to housing delivery obstacles faced by the Joe Slovo informal settlement. Kuye (2002: 73) further defines policy as a proposed course of action of a person, groups or government within a given environment providing obstacles and opportunities, which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective. Meiring (2001: 5) writes that policy is a declaration of intent. It states the objectives of the policy makers(s). Yoder (1959:11) writes that policy is like a road map in that it indicates how development should take place. That policy is the result of policymaking. It can be seen as an authoritative exposition of objectives which indicate what the policy makers wish to do, what they want to achieve and where they want to go in the development of a community or state.

The policy manifests itself on different levels, i.e. political, executive, departmental/administrative and operational policy levels.(Infra,sub-section 2.3.1.3, Cloete,1980:70). To clarify the nature of public policy Meiring (2001: 1) writes that policy process is not practiced in a vacuum by the politicians, but is linked to the realities of the services which are rendered. Each service is rendered efficient and effectively if it is following a policy guideline. Policy is directional and provides guidelines to the personnel responsible for the implementation of such policy. A deduction could be that of any policy to be relevant it has to take into account the environment within which policy makers and targeted beneficiaries. In addition, the policy has to be adjusted from time to time to be consistent with dynamics of the society.

2.2.2 Necessity for public policy

Every government has to focus on general welfare of its citizens. Promotion of general welfare of society depends on the policies made by policy makers, resources available, whether policy makers have a clear understanding of societal problems and needs and the nature of policy. It is also necessary to know who influences whom in making policy, what has an effect on what and to what extent; what justified and what not and who should do what (Hanekom, et al, 2001: 25)

It can be deduced that for any policy to be meaningful cooperative participation and interaction of all role-players for which the policy is intended is very critical. Failure to involve targeted beneficiaries will make it difficult to measure the impact of such a policy.
It can also be deduced that a clear predetermined policy is essential for the effective and efficient implementation of its programmes and thus rendering of services. Such policies will provide direction to all role-players. The policy will guide the role-players towards the achievement of objectives. In the absence of a policy uncertainty and confusion will reign and role-players will not know what to do or expect. The policy process, consisting of specific steps can be described and explained as follows. This discussion is necessary to explain the nature and place of policy implementation.

2.3 POLICY PROCESS EXPLAINED

The policy process can be seen as one of six administrative processes. Meiring (2001; classify administration into six major comprehensive processes, namely the policy process, organizational process, financial process, personnel process, procedure process and the control process. The policy process is then described as consisting of three main steps, namely policy making, policy implementation, and policy analysis and evaluation. Hanekom, et.al.,(2001:26, Van der Waldt, et.al., 2002:179) identifies five phases in the policy process which constitutes the following:

- Policy demands which are representative of community needs and which need some kind of action on the part of authorities.
- Policy decisions, which are decisions made by those in power and which elicit some form of action pertaining to the needs of society.
- Policy statements, making public of what the authorities intend doing.
- Policy outputs, which is what authorities actually do and not necessarily what their intentions were as represented in policy statements. Policy outcomes resulting from the steps taken to satisfy policy demands.

Gortner, (1977:37) writes that ‘(w)henever the public policy process is functioning, the following steps always seem to occur:

- Problem identification
- Formulation a course of action
- Legitimation of course of action
- Application of legitimate policy
- Evaluation of policy

Cloete (1986:56) also refer to specific steps writes that policymaking is the setting and publication of objectives. The objectives set in the executive policy must eventually be written in an easily communicated format so that subordinate personnel will know exactly the nature and scope of operational functions. After political office-bearers
have made the executive policy, chief officials should start with the required implementation in order to render the services to citizens. The policy making process can either be top down or bottom up while the various forces that shape the daily lives of citizens today are global in nature. Lives of citizens are mostly affected by public policies. Van der Waldt (2002:179) write that public policy process starts when a policy problem is identified and the policy makers are expected to formulate a policy that will solve or address that problem. To identify the problems in policy or in policy implementation, it is necessary that thorough research occurs to ensure that all aspects have been considered in the formulation of policy process.

It is clear from the above that the policy process consists of specific consecutive steps. For the purpose of this study, the policy process will be seen as consisting of policy making, policy implementation, and policy analysis and evaluation. (Meiring, 2001: 51) As far as the above theoretical base is concerned, the topic in question can be framed within the policy process because the implementation of policy for the rendering of housing services is a policy matter and a part of the policy process.

2.3.1 Nature and place of policy making

Policy making is an administrative enabling function. (Cloete, 1998:215). Hanekom and Thornhill (1995; 55) emphasized rightfully that the administrative functions are interdependent and that although it is possible to distinguish the various functions, an absolute separation is impossible. Policymaking can thus only be separately discussed for study purposes. The same measure of interdependence is also to be found within the three main steps of the policy process. Policymaking can be described as a process consisting of specific steps/phases aimed at the setting and making known of specific objectives to promote the general welfare of communities. (Cloete, 1981:57, Anderson, 1982:vii). The steps in policymaking can be discussed as follows.

2.3.1.1 Policy Initiation

By policy, initiation is meant the starting of the activities to solve or prevent specific problems or deficiencies in the environment. The search for solutions to problems entails

- Becoming aware and making known the problem(s);
- Describing the problem(s), emphasizing the necessity for a new policy or amendment of the existing policy; and
- Collecting information to solve or prevent the problem(s). (Meiring, 1987:138+145)
2.3.1.2 Policy Formulation

Policy formulation, which follows policy initiation, can be divided into two main phases. Firstly it must be resolved what action is needed to solve or prevent a problem. Secondly a suitable proposal or recommendation must be formulated and submitted to the policy makers for consideration. By formulation is meant the clear, precise and accurate writing of the processed information (Meiring, 1978:170). Policy formulation can, for study purposes, be classified into the following steps:

- Liaisoning with interesting parties
- Processing of information
- Setting of objectives
- Determining of priorities
- Considering of alternatives

2.3.1.3 Policy Approval

Policy is to be found in various forms and levels in the public sector because policy is approved by various participants on the political, executive, departmental/administrative, and operational levels (Supra, sub-section 2.2.1). Meiring, 2001:60 writes that a specific policy, such as a housing policy can thus have political, executive, departmental and operational aspects to be taken into account. Policy proposals/recommendations in draft form, for example bills, are not automatically approved by the policy-makers/legislator. A specific procedure is usually followed for the consideration and approval of policy proposals/recommendations and such documents may be rejected, amended, referred back, or referred to a specific committee before it is approved. (Meehan, et.al.,1966:153, Dye, 1984:326 +334 , Speed, 1975:65-68)

It can be deduced that delivery of houses is a national challenge that needs unity of direction. With-in the process of housing policy implementation, community involvement will not only speed up service delivery and development but will as well build capacity. Through consultation, communities will be proud of projects within their communities, they will protect service delivery projects against vandalism which is a common occurrence at Joe Slovo informal settlement. Building sub-standard houses with cheap building material and poor workmanship will be avoided as well as under-spending.
2.3.2 Nature and place of policy implementation

Policy implementation can be seen as a policy-action continuum which takes place at a specific moment in time and which results in interaction and consultation between the three main groups of role-players, namely the elected politicians, appointed officials and the citizens (Hanekom, 1987:54). Implementation is what happens after laws are passed authorizing a programme, a benefit, or some kind of tangible output (Ripley and Franklin, 1982:4). It is a set of activities that follows statements of intent about programme objectives and desired results by government officials (Ripley and Franklin, 1982:4). Dunn (1981:56) writes that policy implementation is essentially a practically activity with the primary concern the choosing of a course of action for the attainment of specific objectives and seeing that it is properly followed over time.

Hanekom (1987:54) writes that policy implementation is a complicated process with legal prescriptions and administrative possibilities. It is concerned with the attainment of objectives set out in a policy statement. According to Kuye et al. (2002:89) implementation is a directed change that follows a policy mandate, it is the process of rearranging patterns of conduct so as to honour the prescriptions set forth in the decision. Meiring (2001: 66) writes that implementation can be seen as a struggle between those who wish to see the intention of the policy being executed, those who execute policy and those who receive the services. Implementation can be regarded as a process of learning in which knowledge is gained, policy explained and adapted to meet dynamic needs of citizens. Hague and Harrop (2001: 273) define implementation as putting policy into practice. Fox et al. (2006: 58) agrees with Hague and Harrop (2001: 273) by defining implementation as setting the plan into motion.

It can be deduced from the above exposition that the rendering of services is made possible by the implementation of an approved policy. However before a service can be rendered it is required that specific functions be performed, inter alia to enable the subordinate officials to render the service. The rendering of services is made possible by performing the executive functions, which is to be followed by planning and programming. Ripley and Franklin (1982:7) writes for example that "(t)he general process of implementation thus can begin only when general goals and objectives have been specified, when action programs have been designed". The executive functions, which are performed by the appointed officials, are seen as all the work performed by public officials. These functions are classified into three main categories, being the administrative functions; operational functions/functional activities; and auxiliary functions (Cloete, 1975:1 and Cloete, 1983:6). Each of these different groups of functions can be described and explained as follows.
2.3.2.1 Administrative functions

A variety of classifications of the administrative functions exists. Andrews (1988: 255) writes that “(t)he most important exponent to do research on the classical administrative approach was Henry Fayol … “ According to Fayol, in his book *Administration Industrielle et Generale*, Bulletin de la Societe de l'Industrie Minerale, No. 3, 1916; Paris, administration consists of five functions, namely planning, organizing, commanding, coordination and controlling.(See also Dunsire, 1973: 52+234). Dunsire (1973:95) writes that the classification by Fayol prefigures the acronym of Gulick, POSDCORB, meaning planning, organising, staffing, directing, co-coordinating, reporting, and budgeting. (Gulick, 1937:14). In South Africa the classification of Cloete ( 1967:8, 1976:2, 1981:4) is well-known and entails policy making, organising, financing, staffing (previously personnel provision and utilization), determining of procedures, and controlling.

It can be deduced that administrative functions guide and direct policy implementations on what to be done to achieve the intended policy objectives when policy implementation is done. A particular plan has to be strictly adhered to by policy implementation. Without a proper pre-determined of relevant requisite skills and available resources like budgeting, implementation cannot happen. It is quite imperative that for proper housing policy implementation to happen administrative functions should be equally considered, as failure to do so will have a negative bearing on housing implementation.

2.3.2.2 Functional activities

The functional activities (Cloete, 1983:6- also seen as the operational functions (Meiring, 2001:41)) can be described as the day-to-day work of a public official which follows the administrative functions and which are accompanied by the auxiliary functions to attain the predetermined objectives set out in policy.(Meiring,1987: 19). The functional activities which thus have a direct relationship with and responsibility for the attainment of set objectives and are carried out on the operational level to produce goods and services. These functions will be allocated to all posts in an organisational structure. This will result that the functional activities will also differ from post to post, section to section and even department to department. (Meiring, 2001:42). The functional activities also have a direct connection with the rendering of public services and it stands to reason that because public services differ from department to department, the functional activities will also differ (De Villiers, et.al., 1988:66). It can thus be stated that the functional activities to the building of houses can be seen for example as

- Drawing of building plans
- Digging of foundation trenches
- Building of brick walls
- Roof construction
- Fitting of windows and doors

It can be deduced that the fulfillment of policy objectives is impossible without day-to-day activities. Such activities should be properly planned and budgeted for so that within the organogram of the organisation personnel is allocated for and be held responsible for all the tasks allocated to achieve the predetermined goals of the policy. Each functional activity is defined according to the requisite of each public department.

### 2.3.2.3 Auxiliary functions

The auxiliary functions are undertaken in all work situations to help the worker in a supportive way to perform the work faster, easier and ultimately more effective and efficiently. In the public sector politicians and officials make continuously use of various technological tools in the work situation, for example the telephone, micro-computer, calculator, and even the motor car. Work entails time and energy and the time and energy spent in this way constitute a separate group of functions from the administrative and functional activities and are seen as the auxiliary functions. In addition to the use of these technological auxiliary tools various techniques, approaches, models., games and presentations could also be used to perform work more effectively and efficiently, for example work study, operations research, network programming, simulation, and break-even analysis. (Cloete, 1990:2, Thornhill and Hanekom, 1979:22, Meiring, 2001: 42)

It can be deduced that the environment within which the policy continuum is implemented changes from time to time. Such a change necessitates that there should be auxiliary functions which will help the worker to be more effective and efficient in the course of the executing duties. Contemporary technological tools are necessary to maximize the potential of personnel and the use of financial resources to achieve the intended outcomes.

### 2.3.2.4 Planning and Programming

The executive functions are followed by planning and programming which can be described and explained as follows.

#### 2.3.2.4.1 Planning explained

According to Green (1974: 01) planning is a process of human activity, of human thought and action which is essentially purposeful. Planning should reason about how an organization will get where it wants to go. Planning is about making a thorough assessment of opportunities and threats in the future and exploit or prevent them by decisions taken in the present (Starling: 1977: 126). Robbins (1980: 07) writes that planning is determining in
advance the objectives to be accomplished and the means by which such objectives will be attained. Planning is about deciding what to do, how to do it and who to do it.

Cloete (1975: 27) for any planning to be accepted and successfully implemented, it should be a set of processes which must be carried out to find the best course of action to achieve a policy objective which has been identified and described with the policy statement. According to Cloete’s view, there could be a number of possible courses, which could be followed to reach the proposed objective. However, the best course is planning which must be undertaken.

Effective implementation of public projects like building of houses depends on the effective performance of the executive functions i.e. planning and programming (Meiring; 2001: 97 & Craythorne, 2003: 255). Fox et al., (2006: 112) agrees with Robbins (1980: 07) that planning is deciding in advance what to do, how to do it, when to do it and who is going to do it. Argues that planning bridges the gap from where one is and to where one wants to go. Planning has to follow policy making where policy constitutes a statement of an extent to satisfy a societal need. Fox et al (2006: 113) write that planning is used in the management context for the identification of the following forms: National context, developmental context, physical or land use context, management context of budgeting and planning context. Fox et al (2006: 113) write that planning contributes to the effective handling of change, provides direction, unifying of framework, provide opportunities for increased participation. It also creates higher levels of predictability and facilitating control.

Hanekom et al., (2001: 46) define planning as an organized intelligent attempt to select the best alternatives to achieve specific goals. Planning processes include decision to adopt planning and establishing an organizational framework for planning.

It can be deduced that for any purposeful human endeavor to be successful, there should be a thorough planning before any course of action is undertaken. Such a planning helps towards the achievement of the predetermined goals. It implies that during planning stages all relevant role players have to be taken on board so that the outcome of the plan is known in advanced. Involvement of stakeholders at planning stages allows for a smooth flow of the programmes during the implementation stages.

2.3.2.4.2 Programming explained

Cloete (1981: 168) writes that a programme is a set of specific actions, which must be undertaken separately, simultaneously to reach a specific policy goal or to implement a plan. According to United Nations (1965: 07), a programme is the highest level of classification of work performed by an agency carrying out assigned responsibilities. A programme is a planned series of events (http://www.thefreedictionary.com/program) It is also defined as a system of projects or services intended to meet a public need. According to Steynet at [2006:06] large projects normally consists of hierarchy of smaller projects and the highest level project is often called a programme.
From the given definition it can be inferred that a policy should be broken down into various manageable tasks or programmes for easy implementation. An analysis and evaluation of each programme within the value chain of policy implementation should be undertaken. Evaluation and analysis of programmes help in the determination of the efficiency of each program. If there is a delay in release of land for housing development that could impact negatively on project registration, delay in project registration also negatively affects the infrastructure implementation as prescribed in housing Act no 107 of 1997 section 9 (1) (a) (iii).

Effective policy implementation depends on the programmes used and the extent to which programmes are integrated. Meiring (2001: 88) writes that analysis of programmes and analysis there-of are done in order to align a particular programme with policy objectives so that there is satisfaction of the predetermined need of the inhabitants. Programme analysis and need analysis help to inform the government to improve whenever there is a need to do so.

It can be deduced that for executive functions to make a meaningful contribution in the overall objectives of the policy implementation there should be specialized activities, which should be assigned to individual groups for implementation. It implies that in the case of housing implementation, a public private partnership (ppp) should be entered into so that the housing policy intent is attained. It is clear that any planning that is not broken down into specialized programmes cannot be fully implemented and as such, it may be stalled.

2.3.3 NATURE AND PLACE OF POLICY ANALYSIS AND EVALUATION

Policy analysis and evaluation is the final step in the public policy process and entails two complementary processes, which are not synonymous.

2.3.3.1 Policy analysis explained

According to Anderson (1982: vii) policy analysis is the systematic examination and explanation of the formation of public policy, its substantive content and its impact and consequences. Anderson (1982: 4) writes that policy analysis is either equated with the separation or breaking up of a problem into its basic elements or constituent parts just like a clock is disassembled or a machine. Dye (1976: 01) writes that policy analysis is finding out what governments do, why they do it, and what difference does it make.

According to Wildavsky (1979: 12-13) no one can do analysis without becoming aware that most considerations are integral to the enterprise. Analysis is about what is ought to be done, it is about making things better not worse.
Nagel (1982: 15) agrees that policy analysis involves seeking to achieve or maximize given values or social goals rather than ignoring them.

Brewer and Deleon 1982: 328) writes that during the process of policy analysis it is important to determine whose values regarding what events are at stake in any given setting throughout the entire process. Hanekom et. al., (2001: 30) define policy analysis as an attempt to provide policy makers with neutral and objective advice pertaining to the best programme in terms of economy and efficiency. It can be viewed as an attempt to measure the cost and benefits of various policy alternatives and to evaluate actual or proposed government activities.

According to Bozeman’s view, (1979: 267) policy analysis is an “aid to provide evidence for decisions already made or to determine whether existing programmes should be discontinued”. In agreement with other writes, Kuye et al (2002: 75) write that policy analysis is an applied social science discipline, which uses multiple methods of inquiry and argument to produce and transform policy relevant information that may be utilized in political settings to resolve policy problems. Meiring (2001: 79) writes that policy analysis refers to analysis of, and to determine the value of all policy phenomena and activities necessary to provide public services on a sustainable basis. The main purpose for policy analysis is to promote efficiency and effectiveness so that life for the citizens could be created. Policy analysis is the determinant of functionality of the policy adopted and whether the policy is cost effective or not. It is through policy analysis that the effectiveness of the policy will be measured and tested. Impact or failure of the policy becomes observable during this phase.

It can be deduced that a policy is not just changed before an analysis is made in policy, it should be preceded by policy analysis. Then such an analysis helps to close the gaps in policy, which may lead to policy failure.

**2.3.3.2 Policy evaluation explained**

Evaluation is seen as an assessment of the value of something. A specific yardstick is required to make an evaluation. Such yardstick is based on a specific value system. The main feature is thus that it results in claims that are evaluative in character. (Dunn,1981:339) Policy evaluation is the means of determining the extent to which a programme is yielding its objectives, to determine how effective is a policy and its programmes in attaining measurable objectives. (Patton, 1978:6) Three main characteristics can be observed, namely the

- Role that values play;
- Comparison of the end results of a policy with the predetermined set of objectives; and
- Determination of the effectiveness of the service rendered and the objectives attained.
2.3.3.3 Stages in policy analysis and evaluation

Analyzing the policy process and the phenomena which are linked to it can be done in four ways. Policy analysis and evaluation are two continuous functions. The analyzing and evaluation can be done in consecutive stages which makes it possible to have a complete image in due course. Policy evaluation assesses the impact on the environment. It implies that the Housing Act, 1997 (Act 107 of 1997) should be evaluated whether access to adequate housing has been achieved. As the Housing Act, 1997 (Act 107 of 1997) seeks to realize the clear RDP vision of meeting the basic need for housing. It must be evaluated whether indeed it has met such a basic need.

Whether the policy has achieved what it was designed to achieve. Has the policy addressed the identified problem in the community. Evaluation determines whether policy implementing agents kept the road map. Hague and Harrop (2001: 273) define evaluation as appraising the effects and successes of the policy. Evaluation is a process carried out to determine the worth or value of policy outcomes. It has to do with the critical assessment of policy implementation (Kuye 2002: 91). Evaluation also determines the impact of policy outcomes. When policy evaluation has been properly done mistakes will not be repeated. Finances and Financial resources will be meaningfully used and properly accounted for. The expenditure incurred should be effective in addressing the problems identified by policy makers. For any service delivery programme, policy evaluation is a must.

It can be deduced that often a policy has been agreed upon, an examination of its inputs to the intended beneficiaries should be made. A policy is made to make lives of the people better, if it does not achieve that it has to be amended, after a thorough analysis, or done away with. Policy analysis process should appreciate the social values of the beneficiaries concerned. It can be deduced that a policy is not just changed. Before any change is made in policy, it should be preceded by policy analysis. Then such an analysis helps to close the gaps in policy which may lead to policy failure. The phases in the policy analysis and evaluation can be discussed as follows.

2.3.3.3.1 Analysis and evaluation of the inputs phase

Babay and Meyer (1994: 88) writes inputs are all those activities or events that may influence on the way resources are allocated in a society. They usually comprise demands by individuals or groups for a different allocation or support for the existing allocation. Community members will experience different needs from time to time from an environment which is no longer adequately satisfying human needs. The policy system can only be responsive to such needs if a specific stimulus is received from the environment. The undertaking of such an action is made possible and sustained through the policy process. Policy is determined for a specific reason. That is, to render goods and services that will have a changing effect on the environment. The policy is determined to develop the environment or to prevent the environment from being harmed by human actions. In this case, the Constitution of the
Republic of South Africa, 1996 states clearly that everyone has the right to have access to adequate housing. The housing Act (107 of 1997) Section 1 (vi) defines housing development as the establishment and maintenance of habitable, stable and sustainable public and private residential environments to ensure viable households and communities in the area allowing convenient access to economic opportunities.

The standard housing in South Africa is too low to qualify as housing. Housing needs to be continuously evaluated in order to determine the impact / consequence of housing policies on the welfare of citizens when analyzing and evaluating such policies.

In a democratic society, it is the duty and obligation of the elected political representatives and appointed officials to promote the general welfare. The community members will have specific needs, interests and expectations which are founded on conditions in the environment and which are conveyed as demands to the politicians’ and officials. To address such demands various means e.g. human and financial resources are required. These means should be obtained and provided by the environment in which the development is to take place. Rendering of goods and services to promote the general welfare is time and place bound and inseparably linked to the values and perceptions of the people who will ultimately receive the public goods and services. The nature, scope, extent, and even acceptance of services are always linked to the prevailing values and perceptions of the recipients of the goods and services.

With respect to delay in the delivery of houses at Joe Slovo informal settlement, it is a delay of a fundamental human rights need Housing is both a social and an economic need. Chapter 2 of the Constitution of the Republic of South Africa Act, 1996, as amended, (section 26 (1)) states that everyone has the right to have access to adequate housing. In fulfillment of the housing needs, the Housing Act, 1997 section 7(1) states that ‘every provincial organisation representing municipalities as contemplated in section 163 (a) of the above Constitution, must do everything in its power to promote and facilitate the provision of adequate housing in its province within the framework of national housing policy.

It is quite evident that housing policy is a social policy whose intension is to meet the basic need of the society, to ensure that the inhabitants have access to adequate housing on a progressive basis. Through delivery of housing, issues related to housing have to be addressed. Impact of delivery of houses will be measured through removing or preventing conditions not conducive to health and safety of the inhabitants. There should be provision of services in respect of water, sanitation, electricity; roads, storm water drainage and transport are provided in a manner which is economical and efficient.
It can be deduced that during the process of formulation of Integrated Development Plans (IDP), municipalities and provincial governments have to make a thorough analysis and evaluation of community needs. During IDP formulation community consultation is fundamental as it helps to inform government about community needs and priorities. Analysis of community needs will help to give a better understanding of needs and assist in an integrated approach when addressing societal problems. Meiring (2001: 87) writes that community needs are not static, they are in a constant continual change. It implies that the social policy should be adaptive to changing needs of the society. To have a meaningful input in rendering of services, Meiring (2001: 86) writes that a thorough analysis and evaluation of the needs of the community, the role of government in satisfying such needs and the perceptions of the beneficiary about such a service being rendered.

2.3.3.2 Analysis and evaluation of the Processing/conversion phase

The processing of policy inputs into specific goods and services require that various processes that are performed. The processes that are performed in the public sector can be classified into the governing, enabling, utilizing operational and auxiliary processes. In pursuing the well-being of a community, every endeavor is made to convert the policy inputs effectively and efficiently into specific outputs i.e. into useful goods and services. For delivery of homes there must be availability of funds, existence of a developmental policy. There must also be a fully populated and relevant organizational structure with personnel for rendering housing services. Such personnel should be suitably trained and skilled. Existence of control measures for adequate and effective rendering of housing service is very key.

2.3.3.3 Analysis and evaluation of the Output phase

According to Bayat and Meyer (1994: 88) outputs are the consequences of decisions made by the authorities in response to the support they receive and the demands made by them. In this study the output is seen as the housing services rendered by a municipality.

Delivery of services to communities is a process not an event. Wehneier (2005: 1152) describes the word process as ‘a series of things that are done in order to achieve particular results’. The word “service of things” imply that a process is a step by step activity as in making tea, as skipping one step may disrupt the whole process. Analysis of service processes will help provide relevant information as to what administrative processes are needed, and as well assist in assessing the standard of each process and its impact to the final product. In the course of service delivery processes will help provide relevant information as to what administrative processes are needed, and as well assist in assessing the standard of each process and its impact to the final product. In the course of service delivery to communities there is a number of different processes involved. In the course of service delivery to communities there
is a number of different processes involved. Non co-operation may result if the due process of analysis and evaluation are not properly undertaken. Meiring (2001: 87) writes that any change in one process automatically leads to change in other processes as well.

It can be deduced that unclear roles between politicians and chief officials in the course of policy implementation may frustrate and abnormally delay service delivery. Policy implementation is a closely related process where failure to properly adhere to a preceding administrative process leads to disruption of other processes to follow. Stake holders in policy implementation have to be made clear of their roles and responsibilities within the value chain of service delivery in order to avoid creating unnecessary bottlenecks to the delivery of services.

2.3.3.4 Analysis and evaluation of the Impact phase

According to Wehmeir (2005:746), the word impact refers to the powerful effect that something has on somebody or something. The impact could be the change that the policy makes to the public. When making an analysis of policy results, evaluation is made by a particular policy is done. Has the policy succeeded in making lives of the people better? In the case of housing policy, Act 107 of 1997, has the policy managed to achieve the predetermined intention? Do inhabitants have access to adequate housing on a progressive basis? Has the policy managed to put in place relevant infrastructure in an economical and efficient manner? An evaluation of policy results should be done by looking at the effectiveness of the service being rendered. Effectiveness and efficiency are the prime difference between policy outputs and policy results. To evaluate the result of policy it is necessary to take note of specific environmental indicators for example high crime rate, unemployment rate. Policy making does not occur in a vacuum but is always linked to the realities of an existing environment and can be said to be usually only a vision of what must be done in the future, when, and where, to facilitate development of the environment.

According to Wehmeier (2005: 746) the word impact refers to the powerful effect that something has on somebody or something. The impact could be the change that the policy makes to the public. When making an analysis of policy results, a change made by policy is analyzed. Has the policy succeeded in making lives of citizens better? In the case of housing policy, Act 107 of 1997, has the policy managed to achieve the predetermined intention? i.e. Do inhabitants have access to adequate housing on a progressive basis? Has the policy managed to prevent or remove conditions not conducive to the health or safety of the citizens. Has the policy managed to put in place relevant infrastructure in an economical and efficient manner?

Expenditure analysis of a department cannot be used as an instrument to measure effectiveness of a particular public policy. The analysis of results after policy implementation is essential. Analysis done will provide enough
information to stakeholders with regards to product of the efforts given. According to Meiring (2001: 90) policy analysis will be measured against inputs and outputs and impact there-of.

It can be deduced that impact of any policy should be measured against pre-determined policy objectives. Evaluation of policy results should be compared against output relative to impact in the environment. In the case of a school, impact is measured against increase in the number of literate people who should translate into meaningful participation in literacy programmes within their environment. If the opposite happens, it will mean that the policy should be amended or be discontinued with. In case of a policy failing to achieve the desired outcomes an investigation or analysis should be made as to why do the policy fail. When making a policy analysis or evaluation a holistic approach should be applied.

According to analysis made by South African Local government Association (SALGA 2007: 91) many municipal integrated development plans, (IDPs) in 2005 did not harmonise with the other two spheres of government, which resulted in IDP’s being poor and unrealistic. Many Provincial Growth and Developmental Strategies (PGDS) were not informed by local realities but were essentially academic documents designed by consultants. Such PGD could not guide municipal growth and development strategies. At the same time, the absence of a National Development Strategy that directs the activities of all spheres of government and that serves as a common policy reference point for all made any alignment very tricky.

Having made a thorough analysis of the policy, the African National Congress (ANC) in its 52nd conference resolved to develop a policy that will allow for a central planning approach for directing resource allocation, distribution and overall coordinated response to human settlement (52nd National Conference Report, 2007: 24).

It can be deduced that in the policymaking process, policy implementation should go hand in glove with policy monitoring and evaluation. The new administration under President Jacob Zuma, in the South African context, looks set to be strong in coordination of departments through the planning commission which is located within the office of the President for accountability purposes. Monitoring looks critical as well as there is a ministry that focuses closely on policy monitoring. This gives the impression that one cannot just develop a policy and expect that the intentions expressed in policy will just happen by themselves. It therefore takes a full cycle for a policy to be fully realized. It also implies that it is a group effort to fulfill policy objectives.
2.5 LEGISLATIVE FRAMEWORK FOR THE RENDERING OF HOUSING SERVICES IN SOUTH AFRICA.

2.5.1 Access to adequate housing as a basic human right

Section 26 of the Constitution of the Republic of South Africa, 1996, states that everyone has the right to have access to adequate housing. It is the government’s duty to take reasonable legislative and other measures, within its available resources to achieve the progressive realization of this right.

In response to the constitutional right to access to adequate housing for all South Africans, the government is obliged to pass an enabling legislation and to apply other measures of an administrative, financial, educational or of social nature in order to fulfill its housing obligations. Due to the fact that the right to adequate housing cannot be achieved overnight, the Constitution creates some leeway for the state in allowing for the progressive realization of the right. The Constitution does not specifically define the roles of the three spheres of government in meeting this directive. In response to this need, the Housing Act, 1997 (Act 107 of 1997) was promulgated.

2.5.2 Definition of roles and relationships of the three spheres of government

The Housing Act, 1997 defines the roles among national government the nine provincial governments, organized local government at national level on their respective roles in respect of housing development. According to the Housing Act, 1997.

- National government must establish and facilitate a sustainable national housing development process
- Provincial government must create an enabling environment by doing everything in its power to promote and facilitate the provision of adequate housing in its province within the framework of national housing policy.
- Municipalities must pursue the delivery of housing. Every municipality must take all reasonable and necessary steps within the framework of national and provincial housing legislation and policy to ensure that the housing right set out in section 26 of the Constitution is realized. Municipalities should address issues of land, services and infrastructure provision and by creating an enabling environment for housing development in its area of jurisdiction.
2.5.3 Meeting the basic needs

The three spheres of government are obliged by the two developmental programmes adopted by government in April 1994 and June 1996, those being the *Reconstruction and Development Programme* (RDP) and *Growth Employment and Redistribution Programme* (GEAR) respectively. Both programmes seek to coordinate government’s developmental efforts into a broad framework of interventions in pursuit of a common vision of reconstruction, development, growth, employment and redistribution.

The RDP sets out a clear vision for housing based on meeting basic needs, developing human resources, building the economy and democratizing the state and society. On the other hand the GEAR framework sets the broad parameters within which a stronger economy and sound fiscal structure will make the attainment of RDP goals. *(National Housing Code, March 2000:9)*

2.5.4 Standards for building of houses

The *Housing Act, 1997* requires that the Minister of Housing determine, among other things national norms and standards for housing development. The norms and standards define:

- Municipal services to be subsidized by the housing subsidy: it focuses on the type of basic internal reticulation services that can be subsidized with the portion of subsidy earmarked for internal infrastructure rather than the specific levels of basic services.

- Minimum size of top structure as well as specific standards for its construction

Norms and standards are applied with a degree of flexibility subject to the approval of the member of the Executive Committee (MEC).

To implement the standards for building houses the National Home builders Registration Council (NHBRC) was established in 1995 as a section 21 company so that consumers are protected from unscrupulous builders. NHBRC requires registered builders to offer a 5 year standard homebuilders sguarantees on all bondable new homes. To protect consumer the 1.3% levy deducted from registered builders which will in turn be used to repair defects in building when the builder refuses to fix them or when the builder absconds. National Housing Code (March 2000: 29).
2.5.5 **Qualifications for application for housing**

Through the Constitution of the Republic of South Africa, 1996 guarantees everyone right to access to housing this right is regulated by rules for eligibility for a housing subsidy. The national Housing Code (March 2000: 174) sets the following criteria for a person to qualify:-

- Must be married (in terms of civil law or in terms of customary union) or habitually cohabits with any other person, or he or she has proven financial dependants
- Must be a lawful resident in South Africa with a green barcoded identity document
- Must be over 21 years of age or married or divorced and of sound mind
- Must have a gross monthly household income not exceeding R3 500 00 and provide an adequate proof of income
- Must not have benefited from government funding. Neither that person nor spouse must have previously benefited from any fund from government scheme.
- Must be that the person will be the first time property owner except in the case of a consolidation subsidy and relocation assistance.

2.5.6 **Financial aspects of provision of housing**

It is clear that the criteria for qualification for housing targets low income earners. To implement housing related issues the government established a public company called the National Housing Finance Cooperation (NHFC) which operates under specific exemptions from the Banks Act 1990 (Act No 94 of 1990). The main role of NHFC is to pilot and explore ways of sustainably providing credit to low income earners. It also leverages funds outside of government sources to support its activities. According to National Housing Code (2000: 35) the NHFC aims to create housing opportunities for low and moderate income families by:

- Funding intermediaries to promote broader access to housing
- Building adequate and sustainable capacity within organization which its funds
- Partnering organizations to pioneer new finance and housing delivery approaches
The Housing Act, 107 of 1997 provides for a system to ensure the sustainable funding of housing development by combining sound financial planning and expenditure with full political accountability by the appointed provincial accounting officers to their provincial legislature. The Act also obliges provincial governments to establish their own Provincial Housing Development Funds.

It could be deduced from the enabling legislative environment that all spheres of government are meant to function in a mutual supportive fashion and are obliged to support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions.

2.6 ROLE OF LOCAL AUTHORITIES IN THE PROVISIONING OF HOUSING SERVICES

The Housing Act, 1997 obliges municipalities to pursue the delivery of housing. It enforces every municipality to seek to ensure that the right to access to adequate housing is realized. The Housing Act no 107 of 1997 section 9 (1) (a) states that “Every municipality must as part of the municipality’s process of integrated development planning, take all reasonable and necessary steps within the framework of national and provincial housing legislation and policy to: ensure that services in respect of water, sanitation, electricity, roads, storm water drainage and transport are provided in a manner which is economical efficient”.

The task of local authorities is made easy through the Development Facilitation Act, 1995 (Act 67 of 1995) which prescribes the way local government has to plan how land development will proceed in its area of jurisdiction on the basis of clear timeframes and detailed budgets. When a municipality has defined its Land Development Objectives (LDO’s) a provincial government should approve the LDO submissions. These LDO’s will be used as benchmarks against which to gauge performance.

Land use planning is a public sector planning instrument used to intervene in the allocation of land uses among competing development needs. When local authorities drafts LDO’s, they should consider including public transport, water, health, education facilities as well as housing. This is a basic pre-condition for facilitating housing supply. The implications for housing development as it relates to Land Development Objectives include:

- The integration of areas settled by low income communities into the relevant area as a whole
- The overall density of the settlement as a whole
- Access to finance for land development
• Number of housing units, sites, manner of delivery and the production rate

According to the Housing Act, no 107 of 1997, municipalities are required to:

• Set housing delivery goals

• Identify land for housing delivery purposes

• Initiate, plan coordinate, promote and enable appropriate housing development

• Plan and provide bulk engineering services

• Undertake land-use planning and regulate and manage land use and development

2.7 CONCLUSION

In conclusion, the chapter discussed the nature and place of process in public administration and the meaning of administration and public administration were clarified. Also, the public policy was discussed in the context of public administration and the necessity of public policy for effective and efficient implementation of government programmes was discussed and clarified. The policy process as one of six administrative processes which include policy making, policy implementation send policy analysis and evaluation was discussed. The nature and place of policy making and the steps in policy making process was discussed and clarified. Also the nature and place of policy implementation and the executive functions groups which are administrative and functional and auxiliary functions were described and explained.

Furthermore, the planning and programming which follows the executive functions were described and explained. The nature and place of policy analysis was discussed with policy analysis explained as well as stages in policy analysis and evaluation was explained. The legislative framework for the provisioning of housing services in South Africa was discussed and clarified. And the role of local authorities in the provisioning of housing services was clarified. The next chapter will look at research design and methodology followed during the research work.
CHAPTER 3
RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

The way of doing something is determined by the methods beings used. Research is a collection of methods used systematically to produce knowledge. Methodology refers to a coherent group of methods that complement one another. Methodology should be able to produce data and findings. This chapter is about the design of research methodology and methods to evaluate the provisioning of housing services in the Intsika Yethu Local Municipality with special reference to the Joe Slovo Informal Settlement. Methodological research refers to investigations of methods of obtaining, organizing, validation, and evaluation of suitable research tools and techniques. (Polit and Hungler, 1993: 150, and Neuman, 2006: 2)

This chapter seeks to describe and explain the methods and techniques employed in the collecting of data. Various research methodologies were applied in the conducting of the study and in this chapter. Specific aims were set form the various chapter section. The chapter describes and explains the

- procedure to obtain permission from the Intsika Yethu Local Municipality to conduct the research;
- various methods and techniques for data collection;
- population and sample details;
- Data collection instruments;
- techniques for data analysis; and
- Ethical considerations applied in the study.

Permission to conduct the research was requested as follows.

3.2 PERMISSION TO CONDUCT THE RESEARCH

Prior to distributing the questionnaires to the selected respondents, written permission to conduct the research at the Joe Slovo Informal Settlement and the Intsika Yethu local municipality was requested on 13th October 2009 from the Municipal Manager. Cohen et.al.,(2003: 54) writes that in the process of obtaining permission the researcher should clarify, before meeting the officials and significant figures, the nature and scope of the research. This was done through identification of the following: aims of the research, its practical application methods and procedures to be used, nature and size of sample or groups degrees of disruptions envisaged, arrangements to guarantee confidentiality with respect to data, the role of feedback and how findings can be best disseminated. In the process of
obtaining a permission to conduct research, there should be absolute clarity about what is to be done. Respondents in the research were ensured confidentiality and as well as the value of the research to the circumstances the respondents find themselves in. It also implied that any research undertaken would be done with absolute accuracy and scientific impartiality. It can be deduced that for any respondent to contribute meaningfully in a study, the precise boundaries of the study should be explained and clarified.

Permission was granted per letter date 30th October 2009. Copies of both letters are attached as Supplement A and B to the dissertation. No special conditions were set by the Municipal Manager.

Research design is one of the main stages in research and it involves the methods of data collection and analysis, which can be explained as follows.

3.3  RESEARCH DESIGN

Research design is seen as a process of designing the overall plan for collecting and analyzing data, including specifications for enhancing the internal and external validity of the study (Polit and Hungler, 1993: 445). Research design refers to the researcher’s overall plan for obtaining answers to the research questions and for testing the research hypotheses (Polit and Hungler, 1993: 129). Kerlinger, (1986:10) writes that scientific research is a systematic, controlled, empirical and critical investigation of natural phenomena, guided by theory and hypothesis about the presumed relations among such phenomena. In every research project it is important to determine exactly what methods are to be used to collect data and what factors will influence the collection. The research design spells out the strategies and techniques that can be adopted to develop information that is accurate, objective, and interpretable. Hofstee, (2006; 120) writes that the research design provides a theoretical background to the methods to be used in the research. A research design is the basic plan which guides the data collection and analysis phases of the study. It provides the framework which specifies the type of data to be collected, the sources of data and the data collection procedure. The research design dictates the boundaries of the research activity. (De Vos, 2005:132+ Salkind, 1977: 371).

3.3.1  Research approaches and strategy

Two types of research approaches are found, namely a quantitative and qualitative research approach.
- Quantitative research requires that the data collected be expressed in numbers. It can be quantified. Various factors will influence it. The methods use to conduct quantitative research are exploratory, descriptive and experimental. (Struwig, 2004:41)

- Qualitative research reflects approaches to knowledge production. This type of research commonly uses qualitative data. Qualitative data refers to any information that the researcher gathers that is not expressed in numbers. (Tesch, 1990:55). Qualitative data includes information such as words, pictures, drawings, paintings, photographs and films.

In this study both a quantitative and qualitative research approach were used because both approaches involved a transparent process and strive to avoid errors, false conclusions, and misleading inferences (Pierce, 2008:178). In this regard, De Vos et.al., (2002: 81) writes that there is general agreement amongst most authors that human science in reality employs both qualitative and quantitative methodology - " ... sometimes consciously, sometimes unconsciously." These two approaches were thus adopted in this study. The research strategy is a case study. Yin (1994:13) explains a case study as an empirical inquiry that investigates a contemporary phenomenon within its real life, especially when the boundaries between phenomenon and context are not clearly evident.

3.4 RESEARCH METHODOLOGY

Fundamental to every scientific research is a method which can be explained as a prescribed manner for performing a specific task, with adequate consideration of the problem, objectives and hypothesis. (Meiring, 2001: 156). Hofstee (2006:107) writes that the method is vital to the success of the study because a result can only be accepted, rejected, replicated or even be understood in the context of how to get there. The method will explain how to get to the conclusion. Mouton (2002: 35) writes that research methodology involves the application of a variety of standardized methods and techniques in the pursuit of valid knowledge, and is committed to the use of objective methods and procedures that will increase the likelihood of attaining validity. Mouton (2002: 36) also emphasizes that research methodology is referred to the means required to execute a certain stage in the research process. It explains the knowledge of how to do things or the total set of means that social scientists employ reaching the good of valid knowledge. It can be deduced that empirical research also involve the selection of respondents selected from a larger population to answer question whether verbally in an interview or in a questionnaire. (Bailey, 1982: 110, and Polit and Hungler, 1993: 445). The respondents used in this study can be explained as follows.
3.4.1 **Respondent selection.**

For a clear understanding of the respondents to be used in a study, a distinction should be made between two concepts namely population and sample.

### 3.4.1.1 Population explained

By population is meant a group of potential participants or cases from which the researcher draws a sample and to which results from the sample are generalized. (Newman, 2006:224+ Salkind, 1997:96) Brynard and Hanekom (1997:43) write that the population refers to objects, subjects, phenomena, cases, events and activities, which the researcher would like to study to identify data. Polit and Hungler (1993: 442) define a population as the entire set of individuals (or objects) having some common characteristics. A specific relationship thus exists between the population and a sample. The population is thus the entire set from which the individuals or units of the study are chosen. In this study the population was the inhabitants of the Intsika Yethu Local Municipality and the target population was the municipal councilors, officials and citizens. Newman (2006:224) writes that a target population is required and that a target group is a specific pool of cases that are to be studied. However, the target population was, however, too big to make a meaningful and objective study for the purpose of a mini-dissertation. Newman (2006: 224) writes in this regard that a target population is “(t)he concretely specific large group of many cases from which the researcher draws a sample and to which results from a sample are generalized.” It can be deduced that small sample sizes from the population should be used. These small samples that are a cross-section of the entire population may help save time and cost as it may be impossible to cover the whole population. Intsika Yethu Local Municipality has a population size of 194 246 living both in rural and in semi-urban areas.

The target population that was used in this study was set the Chief officials, Political Office Bearers from Intsika Yethu Local Municipality, Chris Hani District Municipality, Eastern Cape Legislature and Stakeholders from Joe Slovo informal settlement. The total number of Intsika Yethu target population was 194 246. Boase (1999:10) states that in the case of employee surveys, all levels of employees (including management) must be represented in the sample. But for the purposes of this exercise the employees were excluded from the population because they were not prepared to participate in the research study. The study was conducted in Joe Slovo informal settlement within the Intsika Yethu. The participants included youth, elderly, professionals, business, based groups, ward committees, civic organization and unemployed.
3.4.1.2 Sampling details

By sampling is meant any portion of a target population as representative of that population. A sample always implies the simultaneous existence of a larger population of which the sample is a smaller section or a set of individuals are selected from a target population. (De Vos, et al. 2005:193 & Gravetter and Forzano, 2003:465). The process of selecting the elements from a larger population is thus called sampling. It is clear that data are generally collected from a sample rather than from an entire population. This is not only less costly but also more practical.

A random sample is a selection of a sample such that each member of the population has an equal probability of being selected. (Polit and Hungler, 993:444). When unable to investigate the entire population due to various practical reasons, for example a large size of the population a representation sample must be selected and defined. A sample is a subset of the population (Sekaram, 2003:266) it consist of some members selected from it, but not all. It is a process of selecting a sufficient number of elements from the population, so that a study of the sample and the understanding of its properties would make it easy for the researcher to generalize such properties.

The three main groups of respondents were identified in the approved title. It is a requirement for the selection of a sample of respondents that each either be a recipient of housing services or actively involved in the rendering of housing services. The respondents consist of the political office – bearers, chief officials and specific stakeholder to represent the citizens. Stakeholders like the youth, the elderly, professionals, business, faith-based groups, ward committees, civic organization and the unemployed were randomly selected from the Post Office Telephone Guide.

The Members of the Executive Committee (MEC) the political office – bearers were selected because they develop policy that relates to housing services the Municipal Manager are the Chief Administration Officers for their respective municipalities. The section 57 managers in the Chris Hani District Municipality and Intsika Yethu Local Municipality are responsible for the Implementation of housing policy.

3.4.1.2.1 Sampling selection procedure/methods

A method can be described as “a route that leads to a goal” (Kvale, 1996:4 quoted in Henning, 2004:70). A method deals with a task comprising one step of a procedure and specifies how this one step is to be performed. (Koontz and O’Donnell, 1968:87) A method is thus more limited in scope than a procedure. Various methods of obtaining a sample are available. However, the adequacy of a method is assessed by the representativeness of the selected sample. Polit and Hungler, (1993: 184) write that “(t)he larger the sample, the more representative of the population it is likely to be.” Nel (2001:345) conclude clearly that the sampling procedure must be designed so that samples of
the actual population are collected accurately and consistently and reflect the concentrations of the population at the
time and place of research.

Sampling theory distinguishes between probability and non-probability sampling methods. (Bailey, 1982:91) The
characteristics of each method can be explained as follows.

a) Probability sampling is a section of subjects from a population using random procedures for example stratified
sampling, simple random sampling, cluster sampling, and systematic sampling. (Polit and Hungler, 1993:443)
Probability sampling methods are the most commonly used because the selection of respondents is determined by
change. This method provides known, equal and calculable changes that each subject of the population can be
included in the research.

(Salkind, 1997:97, Bless and Higson-Smith, 2002:87)

b) Non-probability sampling is where the likelihood of selecting any one member from the population is not known. It
consists of methods such as purposive sampling, quota sampling, convenience sampling, snowball sampling and
theoretical sampling Non-probability sampling is the selection of sampling units from a population using nonrandom
procedures. (Neuman, 2006: 220)

In this study both the probability method and the non-probability methods were used specifically stratified and
purposive sampling. Stratified sampling as a probability method creates a sample frame for each of several
categories of subjects or cases, draw a random sample from each category, then combine the several samples. Neuman, 2006:241)

Purposive sampling as a non-probability method is a non-random sample in which the researcher uses a wide range
of methods with a specific purpose in mind. It uses all possible subjects or cases that fit particular criteria, The
sample is based on the judgment of the researcher and do not follow the theory of probability in the choice of
elements, such as political office-bearers and chief officials from the sampling population. (Kumar, 2005:177,

A sample was selected because the population was very large. For the purposes of this research, to avoid biasness
probability sampling was used because it does not involve personal judgment. Under probability sampling, this study
used simple random sampling as a sampling technique. Bhattacharyya (2004:80) sees it as the simplest method of
probability sampling in the sense that it involves the withdrawal of sample size (n) in such a way that each of the "N"
members of the population has the same chance of being included in the sample.
The sample was drawn from political office-bearers, chief officials and the citizens. Both male and female respondents were included in the sample. The sample consisted of 62 respondents from Eastern Cape Provincial legislature, Chris Hani District Municipality, Intsika Yethu Local Municipality and Joe Slovo informal settlement.

3.4.1.3 Details of selected sample

A sample is a cross-section of the population (Sekaran 2003: 266) it is made up of members selected from the population. It is also a process of selecting a sufficient number of elements from the population so that a study of a sample and its properties would make is possible for generalization by the researcher.

The selected sample is composed of chief officials:- i.e. two municipal managers, one from Intsika Yethu Local Municipality, one from Chris Hani District Municipality, a director from technical services department from Intsika Yethu Local Municipality and from the Chris Hani District Municipality. A director from Provincial department of housing and the other director from the department of local government. Political office bearers were drawn from:-

✓ Intsika Yethu Local Municipality i.e. the Mayor, portfolio councilor for Technical services
✓ Chris Hani District Municipality: i.e. the Mayor, portfolio councilor for technical services
✓ Provincial legislature: member of executive committee for local government, portfolio committee chairperson. Portfolio committee chairperson for housing, member of the executive committee for housing.
✓ The citizens: stakeholders like the youth, the elderly, professionals, business, and faith based groups, ward committees, and civil organization and the unemployed were randomly selected from the post office telephone guide.

3.4.2 Data Collection instruments and Procedure

Data needs to be collected and analysed to test the viability of the hypothesis. Various instruments can be used for the collection of data, for example a literature study, interviews and questionnaires. Furthermore, scientific research consists of two supplementary phases, namely a theory construction phase, based on a literature study and a theory testing phase based on an empirical study. The literature study consists of primary and secondary sources. Primary sources for the purpose of this study consisted of applicable legislative measures, municipal annual reports and minutes. Secondary sources consisted of relevant published books on the topic. In the empirical study questionnaires and a study of available literature and public documentation were used to collect data from the respondents. The questionnaire details can be discussed as follows.
3.4.2.1 Questionnaire details.

A questionnaire can be described as a method of collecting primary data where lists of pre-structured and pre-tested questions are given to a chosen sample to elicit reliable responses (Collis and Hussey, 2003:173). The questionnaire will always be an intrusion into the life of the respondent, be it in terms of time taken to complete a questionnaire, the level of threat or sensitivity of the questions or the possible invasion of privacy. According to Cohen, et. al., (2003:245) questionnaire respondents are not passive data providers for researchers rather; they are subjects not objects of research.

The questionnaires used in the study were self-administrative and handed to the respondents to complete it in their own time two types of questionnaires were used in the study, namely a structured questionnaire and an unstructured questionnaire. The structured-direct questionnaire requires that questions be asked with exactly the same wording and in exactly the same sequence for all respondents.

In each questionnaire open-ended and close-ended questions were used. Open-ended questions do not restrict the respondent’s answers to pre-established alternative. The respondent selects one or more of the specific categories provided by the researcher. Close-ended questions, which are a type of survey research questions in which the respondents choose from a fixed set of answers. These questions are structured. The questionnaire will simply put the open-ended questions which will leave space for free answers. (Bailey, 1982:123, and Polit and Hungler, 1993:442)

In each questionnaire questions were scaled by using a simple category scale (also known as a dichotomous scale) for all “Yes” and “No” questions. For “Agree” and “Disagree” questions, which were the majority of the questions, a summated scale (the five point scale) was used. A scale is described and explained as “(a) class of quantitative data measures often used in survey research that captures the intensity, direction, level or potency of a variable construct along a continuum. (Neuman, 2006:207) The type of summated scale that was used in this study is the Likert Scaling where the respondents were asked to respond to five items in terms of several degrees of agreement or disagreement, for example strongly disagree; disagree; neutral; agree; strongly agree. (See Bailey, 1982:365)

Two different questionnaires were used. The first questionnaire was distributed to specific political office-bearers and the chief officials in the provincial and municipal sphere. The second questionnaire was distributed to specific stakeholders to represent the municipal citizens. (See section 3.4.1.3 above) The questionnaires were distributed and collected by hand. Each questionnaire consisted of the following sections.

- Explanation of terms used in questionnaire
- Instructions on how to complete the questionnaire
- Personal Details of respondents
- Housing as an essential service
- Nature of Housing services
- Legislative framework for housing services
- Problems with the rendering of Housing services
- Possible solutions to the solving of housing problems

The two questionnaires were distributed to five different groups of respondents where established to five groups of respondents namely; provincial political office bearers and chief official because they are actively involved in the rendering of housing services, the municipal political office – bearers and the municipal chief officials because like their provincial counter – parts are actively involved in the rendering of housing services as well as the citizens as the recipients of housing services. Over and above that, all the three spheres of government are involved in the delivery of housing services.

3.4.2.2 Response Rate

The response rate is actually the total number of questionnaires received back as against the questionnaires delivered or used multiplied by hundred. (De Vos et. al., 2002:134). Barbie et. al., (2001:138) writes “… overall response rate is a guide to the representativeness of the sample.” The questionnaire statistical details can be set out as follows:

Table 2-1: Questionnaires used and received.

<table>
<thead>
<tr>
<th>QUESTIONNAIRE</th>
<th>USED</th>
<th>RECEIVED BACK</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>One</td>
<td>50</td>
<td>50</td>
<td>100%</td>
</tr>
<tr>
<td>Two</td>
<td>02</td>
<td>02</td>
<td>100%</td>
</tr>
<tr>
<td>Three</td>
<td>02</td>
<td>02</td>
<td>100%</td>
</tr>
<tr>
<td>Four</td>
<td>04</td>
<td>03</td>
<td>75%</td>
</tr>
<tr>
<td>Five</td>
<td>04</td>
<td>04</td>
<td>100%</td>
</tr>
<tr>
<td>Total</td>
<td>62</td>
<td>61</td>
<td>98.38%</td>
</tr>
</tbody>
</table>

Newman (2006:295) writes “… the failure to get a valid response from every sampled respondent weakens a survey. Barbie (1973:165) writes that a response figure of at least 50% should be sufficient for analysis of the questionnaires, a figure of 60% can be seen as “good” and a figure of 70% as ‘very good’. It can be deduced that the response rate of the respondents was very good and as such the credibility of the findings.
It could be deduced that respondents could not be coerced to complete a questionnaire. What was much more needed was that the researcher should have strongly encouraged the respondents to be involved. Also the fact that the withdrawal from the research, as it was their ethical right should have been anticipated.

### 3.4.3 Data Collection Procedure

Sixty two questionnaires were distributed by hand to each of the identified respondents. There were two different groups of questionnaires. The researcher first explained the contents and the purpose of the questionnaire to the respondents so that everybody could be clear about what was expected. The political office bearers and chief officials were given similar questionnaires whereas respondents from the community were given a different set of questionnaires. The researcher took two weeks to distribute as it became necessary to allow respondents to familiarize with the contents of the research. The researcher hired three experienced assistants to help in the distribution of questionnaires with the aim of ensuring that all questionnaires return filled in. Research assistants also helped in translating the questionnaires to the respondents that could not read or understand English.

The researcher collected the questionnaires directly from the respondents. That helped the researcher to find out areas that the respondents found difficulty in understanding and that clarities were given on the spot. Where respondents did not finish up due to time constraints extension of time for collection was made. Furthermore, the respondents were telephonically followed up with intent to reminding them.

### 3.4.4 Data Analysis

Data analysis is the process of selecting, sorting, sorting, focusing and discarding data. These activities were performed to ensure accuracy of the data and the conversion from data form to a reduced form which is reduced from which is more appropriate for data analysis.

Data analysis includes data qualitative analysis, quantitative data and statistical data analysis which were used. Qualitative data analysis which involved the integration and synthesis of narrative numerical data were analysed through statistical procedures. Statistical analysis covers a broad range of techniques. (Polit and Hungler, 1993; 41 and Henning, 2004; 104 and 127) The data was analysed both in an inductive and deductive mode.

Data was coded to make it suitable for analysis. Coding is the assigning of codes in the form of symbols (usually numbers) for each category of each answer or variable in a study. It is a process of transforming raw data in its standardized form, usually numerical for data analysis and processing. (Bailey, 1982: 487 and Polit and Hungler:
The data was processed using Statistical Analysis System. (Cooper and Schindler, 2002) Scaling such as nominal, ordinal and interval-ratio scaling became important when data was analysed. The five point scale of Likert is technique that was used in the questionnaire question. (Bailey, 1982; 365) The data was analysed through a computer programme known as Excel. Charts were used to analyze the data.

According to Cohen et al., (2003: 147) data analysis "... involves organizing, accounting for, and explaining the data. It means making sense of the data in terms of the participants’ definitions of the situation, noting patterns, themes, categories and regularities" The purpose of any research is not simply having data, but to deduce information from the data collected. The researcher clearly described and explained how the data was changed into information. The data was analysed in an inductive (for quantitative) and deductive (for qualitative mode. The analysis of data was premised on deductive analysis, which methodologically is ideal for a qualitative research. Vithal and Jansen (1997:27) write that researchers can only make sense of the data they collect through organizing and arranging the data into manageable form. The data was coded by categorizing and breaking it into broad sections in order to make sense of the accumulated information. Data was collected, recorded and arranged systematically for interpretation. Statistical packaging programmes were used. For easy interpretation, data was packaged into manageable themes and variables. Data was analysed by using tables, excel spreadsheets and graphs.

Cohen (2003: 148) advises that to analyze data to be collected, the researchers should set out the main outlines of the phenomena that is under investigation and should assemble chunks or groups of data, putting them together to make a coherent whole. Then, researchers should take apart their field-notes matching, contrasting, aggregating, comparing and ordering notes made.

a) Analysis is equated with the separation or breaking up of something into its basic elements or constituent parts much as a clock or machine is disassembled. The quantity of the data collected may be so great that that a logical interpretation is not possible. To investigate the problem and evaluate the hypothesis meaningfully the data must be processed and analysed in some orderly, coherent fashion so that patterns and relationships be discerned. (Polit and Hungler, 1993:41) The data is then subjected to various types of analysis and interpretation.

b) Data analysis is the process of selecting, sorting, focusing and discarding data. These activities are performed to ensure the accuracy of the data and the conversion from data form to a reduced form which is more appropriate for data analysis.

c) In this study the qualitative data analysis, quantitative data analysis and statistical data analysis were used. Qualitative analysis involves the integration and synthesis of narrative, nonnumeric data. Quantitative (numeric) data are analysed through statistical procedures.
3.5 Ethical Considerations

Ethical considerations refer to a process where the researcher considers ethical problems in advance and showing how the researcher intends to deal with such problems is a good way of demonstrating the understanding of the research process to the audience. (Www.web-miner.com/busethics.htm). This is a process followed during data collection. It considers whether there are any possible ethical problems associated with (i) the researcher’s research methods (ii) the researcher’s approach to contacting people. Strydom (2007:56) writes that the fact that human beings are sometimes the objects of study in the social sciences brings unique ethical problems. A researcher has completely conformed to specific ethical requirements. These requirements were divided into two broad categories of responsibility. Firstly, the responsibility towards human and non-human participants, and secondly the responsibility towards the discipline of science that require them to report with accuracy and truth. Marlow (1998:151) emphasizes that it is important that the researcher obtain the informed consent of the potential participants, as it was obtained in writing, and that the participants were told what the purpose and the objectives of the research project are, to enable them to give a voluntary consent or otherwise reject participation before commencement of the exercise.

De Vos (2007: 57) explains that emphasis should be placed on precise and complete information so that the participant may be able to thoroughly make up a reasoned decision about possible participation. Leady (2005:102) writes that all researchers should respect the participants right to privacy.

The issue of ethical consideration that, in the course of the research the following ethical guidelines and practices were considered in the course of the study:-

- **Honesty:** According to Hanekom (1997: 04) honesty pertains to the manner of reporting where a researcher should at all times and under all circumstances, report the truth and should never present the truth in a biased manner. Checking of whether a specified document existed and truth as contained in a particular manner was done. The researcher took utmost care when reporting.

- **Confidentiality:** Hanekom (1997: 04) emphasizes that even if the researcher stumbles upon data of a confidential nature, the publication which could be harmful to the persons or groups involved, the researcher should remember that the interests of the participants should always prevail and that no confidential data should be recorded or published. Anything learnt from the participants was not disclosed including names of the participants.
• **Freedom of choice:** Participants were approached personally and were given freedom of choice in participating in the research through informed consent and typed information. It was reported to the participants that they could withdraw from the study at any time should they feel like.

• **Plagiarism:** Wehmeier (2005: 1106) writes that plagiarism is an act of copying another person’s ideas, words or works and pretends that they are the researcher’s product. During the course of the study researcher acknowledged all sources of information used to avoid plagiarism.

• **Anonymity:** To participate in the study, participants were not asked to fill their personal details in the questionnaires and their names were disclosed. All the respondents have been informed about their rights and obligations in writing.

### 3.8 CONCLUSION

The first important stage in the research methodology was to negotiate a permission to conduct the study and subsequent approval from the targeted community of Joe Slovo informal settlement. The chapter discussed the permission to conduct the research and discussed the written permission to conduct the research at the Joe Slovo Informal Settlement and the Intsika Yethu local municipality from the Municipal Manager. Also the tow research approaches, namely a quantitative and qualitative research approach and that the two approaches were adopted in this study and the research strategy is a case study.

The research methodology was also discussed as well as the the population of the study was provided and both the probability method and the non-probability methods were used specifically stratified and purposive sampling. The detail of selected sample was provided.

The response rate of the study was also provided. The Data Collection instruments and Procedure were discussed and the questionnaire details were provided. The chapter also provided the data collection procedure to be used in the study as well as the data analysis. Lastly, in undertaking the study, specific ethical conduct and behaviour was strictly followed to improve the credibility of the study and its findings were discussed. The next chapter will present analyse and evaluate the research data collected.
CHAPTER 4

DATA PRESENTATION ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

The non-implementation or ineffective implementation of the housing policy in the Intsika Yethu Local Municipality due to numerous obstacles, necessitated this study with a hypothesis that the implementation of policy for the provision of housing services in the Intsika Yethu Local Municipality, especially in the Joe Slovo informal settlement is inadequate or non-existent in specific areas to satisfy human needs and that this situation could be harmful to human beings and should be urgently addressed.

An evaluation of the impact of public services is fundamental to improvement of municipal services because the nature and extent of municipality is crucial in the promotion of general welfare. Rodee, et al. (1976: 196) writes “… the promotion of the general welfare is greatest happiness of the greatest number”. For this reason, the emphasis of this study is placed on the use and usefulness of a service such as the provision of housing to promote the general welfare of the citizens. The interest of a community and the promotion of their general welfare is thus the ultimate goal of any government.

The data that was collected in the study on the implementation of the housing policy by the Intsika Yethu Local Municipality reviewed specific aspects of the programme. The purpose of this chapter is to analyse, interpret and evaluate the data collected to determine in chapter five whether or not the stated problem of the non-implementation or ineffective implementation of the housing policy resulted in poor and inadequate service delivery to the Intsika Yethu Local Municipality. In addition, the hypothesis in this study proved whether the implementation of the existing housing policy is influenced negatively by municipal personnel who are not competent, well trained, suitably skilled or dedicated, and that for these reasons service delivery was affected. In this chapter the collected data was clearly analysed and interpreted. The chapter was divided into specific sections as posed by the questionnaires. The following aims have thus been set: firstly, the demographic details of the respondents were described and explained. Secondly, the data on housing as an essential service (input phase) was analysed and interpreted. Thirdly, the nature of housing services was analysed and interpreted. Fourthly, the data on the legislative framework for housing service was analysed and interpreted. Fifthly, the problems with the rendering of housing services was analysed and interpreted. Lastly, the possible solutions to the solution of housing problems were analysed and interpreted.
4.2 THEORY AND TECHNIQUES FOR DATA ANALYSIS

Contemporary science recognizes that there are facts independent of theory that organises them. Rein (1983:236) writes that research must also, even if only implicitly, presume a theoretical concept that organizes the study. The previous chapter elucidated how the researcher went about obtaining data from various respondents that included among others different citizens, municipal chief-officials and the political office-bearers. This chapter of the report presents the interpretation of the data collected. The importance of this section of the study cannot be underestimated. Hofstee (2006:137) calls it the heart of the dissertation.

According to Dye (1984:46) the systems theory can be used to evaluate the rendering of services. A system can be defined as an organised whole made up of parts which are connected and directed o some purpose (Terry, 1977:27). Systems are thus basic to human activities. Systems theory has essential phases or components and takes place in a specific environment. Each system has an input, processing or conversion, output, impact and feedback phase, as explained above (See Chapter 2, section 2.2) (Dye, 1984:41 and Meiring, 1987:304). The study dealt with the above phases in the sections of this chapter. The data collected was also divided among the different sections of the chapter.

The quantitative data analysis was used to evaluate the housing delivery service rendering in the Intsika Yethu Local Municipality. This data analysis was chosen because the data collected was to be arranged and be assessed, to determine and evaluate the present housing situation at the Intsika Yethu Local Municipality especially the housing conditions at the Joe Slovo informal settlement. The analysis of data was premised on the scientific programme for Social Sciences (SPSS) which is methodologically ideal for a quantitative research. The data was coded by categorizing and breaking it into bar graphs, percentages, pie charts, frequencies in order to make sense out of it.

The analysis was mainly descriptive and was presented in the form of frequency and percentage distribution tables. The results were also presented graphically, using pie charts and bar charts, where appropriate. Significance testing was not possible due to the small samples involved. A description of the quantitative and qualitative techniques follows.
4.2.1 DEMOGRAPHIC DETAILS OF POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS (QUANTITATIVE DATA ANALYSIS)

Quantitative analysis refers to the manipulation of numeric data through statistical procedures for the purposes of describing phenomena or assessing the magnitude and reliability of relationships among them (Polit and Hungler, 1993:444). As indicated in chapter three, questionnaires were distributed to 62 respondents and that a response rate of 98.38% was achieved. The following graphs and charts detail the quantitative data collected from the respondents.

4.2.1.1 Political Office or Position of Respondents

the respondents were required to indicate the position or office in which the respondents are holding as respondents to this study. The table 4.1 below depicts the position of office of the respondents who responded to the questionnaires.

**Table 4.1: OFFICE OR POST OF RESPONDENTS**

<table>
<thead>
<tr>
<th>Office/Post</th>
<th>Political office-bearer</th>
<th>Chief officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Provincial</td>
<td>Municipality</td>
<td>%</td>
</tr>
<tr>
<td>Member of Executive Council</td>
<td>1</td>
<td>0</td>
<td>16.7</td>
</tr>
<tr>
<td>Member Mayoral Committee</td>
<td>2</td>
<td>0</td>
<td>33.3</td>
</tr>
<tr>
<td>Executive Mayor/Mayor</td>
<td>0</td>
<td>2</td>
<td>33.3</td>
</tr>
<tr>
<td>Municipal Manager</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
The respondents were spread throughout the decision making bodies of both the local government sphere and the provincial government. However, all the political office bearers (100.0%) are from the decision making bodies of the municipality and the provincial government departments, while the majority of the chief officials (66.7%) are from the municipality departments. The provincial political office bearers and chief officials made up 16.7% and 33.3% respectively of the respondents.

From the above it can be concluded that were from the highest decision making structures of the provincial government and the input from the respondents brought sound analysis and a thorough evaluation of housing sphere and gave different perspective of the housing issues. The age of the respondents will be discussed in the next sub-section.

### 4.2.1.2 Age of the Respondents

The respondents were requested to indicate the age in the space provided in order to categorise the respondents according to the age. The age of the respondents will be categorised to determine the views of the respondents with regards. The following table 4.2 depicts the age of the respondents:

<table>
<thead>
<tr>
<th>Head of Department</th>
<th>0</th>
<th>0</th>
<th>0</th>
<th>2</th>
<th>0</th>
<th>33.3</th>
<th>2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chairperson Standing Committee</td>
<td>1</td>
<td>0</td>
<td>16.7</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>S57 Manager</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>33.3</td>
<td>2</td>
</tr>
<tr>
<td>%</td>
<td>66.7</td>
<td>33.3</td>
<td>100</td>
<td>33.3</td>
<td>66.7</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>Total</td>
<td>4</td>
<td>2</td>
<td>6</td>
<td>2</td>
<td>4</td>
<td>6</td>
<td>12</td>
</tr>
</tbody>
</table>
Table 4.2: AGE OF RESPONDENTS

<table>
<thead>
<tr>
<th>Age (in-years)</th>
<th>Political office- bearer</th>
<th>Chief officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>18-25</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>26-30</td>
<td>1</td>
<td>16.7</td>
<td>1</td>
</tr>
<tr>
<td>31-40</td>
<td>2</td>
<td>33.3</td>
<td>1</td>
</tr>
<tr>
<td>41-50</td>
<td>2</td>
<td>33.3</td>
<td>2</td>
</tr>
<tr>
<td>51-60</td>
<td>1</td>
<td>16.7</td>
<td>1</td>
</tr>
<tr>
<td>61-70</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>70 and above</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>6</td>
</tr>
</tbody>
</table>

From the table above it is clear that the political office-bearers are equally spread between the ages 26 and 70 years. 16.7% of the chief officials are between the ages of 26 and 30 year of age and also 16.7% was between the ages of 51 and 60 years. The majority of chief-officials (50.0%) are between 31 and 50 years of age.

From the above it can be concluded that there is a mixture of young and old respondents and the response are mixed with the new ideas and the maturity of the political office-bearers. It can further be deduced that the respondents are mature enough to have the mental capacity and strength to familiarise and interpret the contents of the questionnaire to be able to complete it. The demographics further indicate that the youth are also considered for political appointments and they are qualified enough to be appointed at management level. The gender analysis of the respondents will be discussed in the sub-section to follow.
4.2.1.3 Gender of the Respondents

The gender of the respondents need to categorised to understand the views of the respondents with respect to gender. The respondents were requested to indicate the gender. The following table 4.3 depicts the age of the respondents.

Table 4.2: GENDER OF RESPONDENTS

<table>
<thead>
<tr>
<th>Gender</th>
<th>Political office-bearers</th>
<th>Chief officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>Female</td>
<td>1</td>
<td>16.7</td>
<td>0</td>
</tr>
<tr>
<td>Male</td>
<td>5</td>
<td>83.3</td>
<td>6</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>5</td>
</tr>
</tbody>
</table>

Hundred percent (100%) of the chief officials are male and 83.3% of the political office-bearers are male. Sixteen point seven (16.7%) of the political office-bearers are female. It is clear from the above table that the majority of respondents were males.

It can be deduced that the reflection of the responses of political office bearers and officials does not reflect the principles of the Employment Equity Act, 1998 in which gender representation is an important requirement in the introduction of affirmative action in the contemporary public service. It seems as though females are not yet trusted to handle housing issues at both political and administrative levels in the municipality. Housing service delivery is perceived to be a matter that can be best handled by male councilors, which contrasts with the principles of the Employment Equity Act, 1998. The departments in which the respondents work will be discussed in the next sub-section.

4.2.1.4 Departments of the Respondents

The respondents are representing different department from the municipality and provincial government. The respondents were requested to indicate the department from the municipality or provincial government...
to determine the views of respondents departments. The following table 4.4 depicts the departments of the respondents:

Table 4.3: DEPARTMENTS OF RESPONDENTS

<table>
<thead>
<tr>
<th>Department</th>
<th>Political office-bearers</th>
<th>Chief officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>Human Settlement</td>
<td>2</td>
<td>33.3</td>
<td>1</td>
</tr>
<tr>
<td>Local Government &amp; Traditional Affairs</td>
<td>2</td>
<td>33.3</td>
<td>1</td>
</tr>
<tr>
<td>Technical Services</td>
<td>1</td>
<td>16.7</td>
<td>1</td>
</tr>
<tr>
<td>Engineering Services</td>
<td>1</td>
<td>16.7</td>
<td>1</td>
</tr>
<tr>
<td>Administration</td>
<td>0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>6</td>
</tr>
</tbody>
</table>

The majority of Political office bearers (66.6%) and 33.4% of Chief officials are from the provincial government department. Also, the municipal departments responsible for the provision of housing services at the municipal level are represented by 66.7% of the Chief officials. 33.4% of the political office-bearers are from the Engineering departments that support the municipal housing service delivery.

From the above it can be concluded that the provincial departments that support municipal housing services are represented with the clear understanding of the housing service delivery environment. It can further be deduced that the views presented by the respondents are from an informed respondents who understand the housing services delivery. The next sub-section will discuss the years of service which will indicate the experience of the respondents.
4.2.1.5 Years of services

The number of years indicates the experience acquired by the respondents. The respondents were requested to indicate the number of year’s service as municipal official or political office-bearer. The table 4.4 below depicts the years of services of the respondents.

Table 4.4: YEARS OF SERVICE OF RESPONDENTS

<table>
<thead>
<tr>
<th>Years of service</th>
<th>Political Office-bearers</th>
<th>Chief officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>Less than 5 years</td>
<td>4</td>
<td>50</td>
<td>3</td>
</tr>
<tr>
<td>5 to 10 years</td>
<td>2</td>
<td>33.3</td>
<td>2</td>
</tr>
<tr>
<td>11 to 15 years</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>16 to 20 years</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>More than 20 years</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>6</td>
</tr>
</tbody>
</table>

The above table 4.5 shows that 66.7% of political office bearers are less than five years of services and 33.3 % is between five to ten years of service. Thirty three point three (33.3%) of the chief official are between 5 to 10 years experience and 33.3% is between 11 to 15 years of services.

It can be deduced that the respondents has the sufficient experience for this research and reflect their understanding of the challenges and dynamics of local government. Knowledge management is therefore enhanced within the Intsika Yethu Local Municipality due to continuity. The high number of experience exhibited by both officials and political office bearers give credence to better understanding of the system of local government. Furthermore, it can be deduced that the response received from the political office-bearers and chief-officials can be regarded as valid and informed. The home language of respondents will be discussed in the next sub-section.
4.2.1.6 Home Language of Respondents

The respondents were requested to indicate the home language to determine the respondent understands of the questionnaire and the as well as the representation of the language in the study. The table 4.5 depicts the home language of the respondents.

**Table 4.5: HOME LANGUAGE OF RESPONDENTS**

<table>
<thead>
<tr>
<th>Language</th>
<th>Political Office-Bearers</th>
<th>Chief officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>Afrikaans</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>English</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Xhosa</td>
<td>6</td>
<td>100</td>
<td>6</td>
</tr>
<tr>
<td>Other</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>6</td>
</tr>
</tbody>
</table>

From the above it is clear that all the eleven questionnaires received were from political office bearers (100.0%) and Chief officials (100.0%) who are Xhosa speakers. It can be concluded the all respondents’ home language is Xhosa and the dominant language in the Chris Hani District Municipality and Intsika Yethu Local Municipality is Xhosa. Thus furthermore, all respondents were found to be Xhosa speakers. The next sub-section discusses the academic qualification of the respondents.

4.2.1.7 Academic Qualification of the Respondents

The academic qualification of the respondents is an indication of the level of education and understanding of the questionnaires and the study. The respondents were requested to indicate the academic qualification to determine the level of education. Thirty three percent (33.0%) of the chief officials has a post graduate degree and 16.7 % of the chief officials have undergraduate university degree. Also the 33.3% of the political office-bearers have an undergraduate university degree and 33.3% of the political office-bearers
have a post graduate university degree. The table 4.6 below depicts the academic qualification of respondents.

Table 4.6: ACADEMIC QUALIFICATION OF RESPONDENTS

<table>
<thead>
<tr>
<th>Qualifications</th>
<th>Political office bearers</th>
<th>Chief officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>Grade 10/ std 8</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Grade 12</td>
<td>2</td>
<td>33.3</td>
<td>1</td>
</tr>
<tr>
<td>Diploma (Municipal Institutions)</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Diploma/Certificate(s)</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Technikon</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Diploma/ Certificates University</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Undergraduate Degree (University)</td>
<td>2</td>
<td>33.3</td>
<td>1</td>
</tr>
<tr>
<td>Post graduate (University)</td>
<td>2</td>
<td>33.4</td>
<td>2</td>
</tr>
<tr>
<td>Other</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>6</td>
</tr>
</tbody>
</table>

From the above it can be deduced that the highly qualified respondents can be seen as a good recipe to conduct Council business as local government operates in a highly regulated environment and it is imperative for a high quality of information to be received for this study to be relevant. It can further be deduced that the high level of educational qualification facilitated the execution of council’s responsibilities, which in the main, is geared towards service delivery. Due to the legislated environment in which local government operates, the qualifications are relevant to ensure sound interpretation of policies and relevant
regulations. The type of different stakeholders involved in the study will be discussed in the next subsection.

4.2.1.8 Type of Stakeholders

The study involved different stakeholder in order to get different views from all sectors of the community. The municipality has different stakeholder involved and affected by the housing service delivery. The following table 4.7 depicts the type of stakeholders:

Table 4.7: TYPE OF STAKEHOLDERS

<table>
<thead>
<tr>
<th>Stakeholders</th>
<th>NO</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Youth</td>
<td>5</td>
<td>10.0</td>
</tr>
<tr>
<td>Elderly</td>
<td>5</td>
<td>10.0</td>
</tr>
<tr>
<td>Professionals</td>
<td>10</td>
<td>20.0</td>
</tr>
<tr>
<td>Business</td>
<td>4</td>
<td>8.0</td>
</tr>
<tr>
<td>Faith-based groups</td>
<td>5</td>
<td>10.0</td>
</tr>
<tr>
<td>Ward Committees</td>
<td>4</td>
<td>8.0</td>
</tr>
<tr>
<td>Unemployed</td>
<td>12</td>
<td>24.0</td>
</tr>
<tr>
<td>Civic organisations</td>
<td>5</td>
<td>10.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>50</td>
<td>100</td>
</tr>
</tbody>
</table>

The majority of the respondents are unemployed (24.0%) but are directly affected by the housing service delivery, hence, their interest to participate in the research. They are followed by professional (20.0%) who at least have a knowhow of how public institutions work. The youth (10%), elderly (10.0%), faith-based (10.0%) and civic organisation (10.0%) indicate the total representation of all the majority of the stakeholders in the community. Whereas, the business and ward committee are both 8%.
It can be deduced that though the study has been dominated by community members with limited knowledge about legislations and policies that enforces public institutions for their involvement, the political economy of the country and mass community meetings organised by political parties has enriched the masses hence their willingness to participate in the study.

It has been found that the highest decision-making structures of the provincial government and the input from the respondents brought sound analysis and a thorough evaluation of housing sphere and gave different perspective of the housing issues. It has also been found that there is a mixture of young and old respondents and the response are mixed with the new ideas and the maturity of the political office-bearers. The study has found that the respondents are mature enough to have the mental capacity and strength to familiarise and interpret the contents of the questionnaire to be able to complete it and the demographics further indicate that the youth are also considered for political appointments and they are qualified enough to be appointed at management level.

It has been found that the reflection of the responses of political office bearers and officials does not reflect the principles of the Employment Equity Act, 1998 in which gender representation is an important requirement in the introduction of affirmative action in the contemporary public service. It has also been found that the respondents has the sufficient experience for this research and reflect their understanding of the challenges and dynamics of local government. Furthermore, it has been found that the response received from the political office-bearers and chief-officials can be regarded as valid and informed.

It has been found that the highly qualified respondents can be seen as a good recipe to conduct Council business as local government operates in a highly regulated environment. It has also been found that the high level of educational qualification facilitated the execution of council’s responsibilities, which in the main, is geared towards service delivery.

It has been found that though the study has been dominated by community members with limited knowledge about legislations and policies that enforces public institutions for their involvement, the political economy of the country and mass community meetings organised by political parties has enriched the masses hence their willingness to participate in the study.
4.3 HOUSING SERVICES RENDERED IN THE INTSIKA YETHU LOCAL MUNICIPALITY.

(QUALITATIVE DATA ANALYSIS)

A qualitative analysis is the organisation and interpretation of nonnumeric narrative data for the purpose of discovering important underlying dimensions and patterns of relationships (Polit and Hungler, 1993:444). To turn the collected data into information it must be analysed and interpreted using suitable analysis techniques. Three data collection methods were used, namely, questionnaires, interviews and official documentation. In general the survey involve asking the respondents specific questions that have been designed in advanced and summarizing the answers in qualitative terms. The statistical analysis was done by using tables and figures based on percentages.

4.3.1 HOUSING AS AN ESSENTIAL SERVICE (INPUT PHASE)

The first phase of the systems theory involves the citizens making demands and inputs in the policy making process. Such demands and inputs are converted into outputs. Citizens are expected to be actively involved in making inputs and debating prioritizing their demands so that their demands are converted into service delivery during the implementation phase of the systems theory. The following data collected was to facilitate solving the present housing problems and prevent future problems that could arise. Questions were crafted under this heading to different categories of respondents so as to get different views of internal and external municipal citizens whether the housing policy at Intsika Yethu Local Municipality is formulated and reviewed correctly. The following questions and statements were put to the respondents:

(a) Statement: The Constitution of the Republic of South Africa, 1996 states clearly that everyone has the right to have access to adequate housing.

Respondents were required to indicate whether the respondents agree with the above statement or disagree. The figure 4.1 below depicts the responses of the respondents on right to access to adequate housing:

Figure 4.1: RESPONSES ON RIGHT TO ACCESS TO ADEQUATE HOUSING
All (100.0%) of the Chief officials and 80.0% of the political office bearers agree with the statement whereas 20.0% of the political office-bearers disagree. 69.5% of the municipal citizens were aware that adequate housing is a human right and agree with the statement and 30.5% of the citizens disagreed with the statement.

The Constitution of the Republic of South Africa, 1996, as amended, section 26 (1) and (2) states that, “(e)everyone has the right to have access to adequate housing [and that] (t)he state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right. During the interviews conducted on the 22 June 2010 at 12:30 with the inhabitants of the Joe Slovo Informal Settlement all the interviewees indicated that are living in shacks that are own built for more than six years.

From the above, it can be deduced that citizens were aware that housing is a human right and the majority of the chief official and the political office-bearer are clear that housing is a human right. The “adequate housing will discussed in the next sub-section

(b) Question: In your opinion, what is meant by “adequate housing”?

The respondents were requested to indicate what is meant by “adequate housing”. All (100.0%) of the
political office bearers were not confident on the definition of “adequate housing”. The majority (83.3 %) of the chief officials and 80.0% of citizens reflected their lack of understanding of what “adequate housing” is. Only a minority (16.7%) of chief officials and 20.0% of the citizens indicated that they have an understanding of the concept. One of the political office bearers indicated in his opinion that “adequate Housing” meant “descent housing with running water, proper sanitation and electricity”.

The political office bearer provided the following requirements for “adequate housing”
- 4.2 m² with full basic services provided in it (e.g. water; electricity and sanitation)
- Decent housing with running water, proper sanitation and electricity

The chief officials provided the following with regards to “adequate housing”
- It means housing that addresses community and individual needs built to last the future generation.
- It means a structure that could provide suitable shelter for a person with his/her family including basic services like water and sanitations.

The Housing White Paper, 1994 states that government strived for the establishment of viable, socially and economically integrated communities situated in areas allowing convenient access to economic opportunities as well as health, educational and social amenities.

It can be deduced that all respondents do not agree on the definition of “decent housing” and also there is a lack of understanding of what does the municipality strive to achieve with adequate housing. It can further be deduced that although people understand that housing is a constitutional right, there is still a challenge when it comes to how this delivery of this right is implemented. It can further be deduced that all the citizens of the Joe Slovo are living in shacks that are owner built. The next subsection will discuss the housing as an essential service.

(c) Question: In your opinion, should housing be seen as essential service?

The respondents were asked to indicate in their opinion, what should be seen as essential services. The figure 4.2 depicts the responses to housing being seen as essential service.

Figure 4.2: RESPONSES TO HOUSING BEING SEEN AS AN ESSENTIAL SERVICE
All (100.0%) of political office bearers agreed that the provision of housing is an essential service. The majority (83.3%) of the chief officials and 50.0% of the citizens furthermore agreed with the question. However, 16.7% of the chief officials disagreed and were joined with 50.0% of the citizens.

Housing plays a vital role in meeting people’s basic needs and in their capacities for productive functioning. Ledbetter states that ‘dwellings are the nursery of all domestic virtues, and without a home, the exercise of those virtues is impossible’ (1967: 3). Housing provides a combination of both environmental and location services. Environmental services include the supply of clean water, waste disposal and energy, while location services include access to jobs and social infrastructures (Stewart, 1997: 3; Marais, 1998: 237-239).

From the above, it can be deduced that whilst the political office bearers and the chief officials maintain that housing is an essential service whereas the people to whom the service is offered i.e. citizens have got a different view, which means their priorities have changed. The standard of housing in South Africa will be discussed in the next sub-section.

(d) **Statement:** The standard of housing in South Africa is too low to qualify as adequate housing.
The respondents were requested to indicate to agree or disagree with the statement that the standard of housing in South Africa is too low to qualify as adequate housing. The figure 4.3 below depicts the responses of the respondent with regards to the standard of housing in South Africa.

**Figure 4.3: THE STANDARD OF HOUSING IN SOUTH AFRICA**

![Chart showing responses](image)

Sixty percent (60.0%) of the political office bearers agreed with the statement that the standard of housing to poor and disadvantage people is too low. The majority (54.0%) of the citizens agreed with the statements. At the same time a minority (46.0%) of the citizens disagreed that the standard of housing in South Africa is too low. The minority (46.7%) of the chief officials did not agree that the standards of housing in South Africa is too low and only a minority (40.0%) of the political office-bearers are supportive of the statement. This means that the majority of the chief officials (53.3%) and the political office-bearers (60.0%) supported the statement.

The political office bearer and chief officials motivated their responses that standard of housing in South Africa is too low, as follows.

- The housing policy was developed to respond to the proliferation of informal settlement.
• The government rushed to provide the number of houses to poor people and left the issues of standardisation behind;
• The quality of houses that are built are not adequate to satisfy the needs of the families and therefore it is too low.
• Rectification is a permanent feature in housing development.
• The recently built houses are not up to standard.
• In some areas houses are very poorly built and some without basic services.

It can be concluded that the standard of houses built are too low and are inadequate to satisfy the needs of the communities. It can further be concluded that there is a lack of basic service in houses provided to the communities. The continuous evaluation of housing services will be discussed in the next sub-section.

(e) **Statement:** Housing services need to be continuously evaluated.

The respondents were requested to indicate whether the housing services need to be continuously evaluated. The figure 4.4 depicts the responses of the respondents on a need to continuously evaluate the housing services.

**Figure 4.4:** HOUSING SERVICES NEED TO BE CONTINUOUSLY EVALUATED
All the political office bearers (100.0%) agreed with the statement and stated that housing services should be continuously evaluated. In accordance, all Intsika Yethu Local Municipality citizens (100.0%) and more than half of chief officials (55.0%) agreed that housing services need should be continuously evaluated. However, 45.0% of chief officials did not agree that the housing services need should be evaluated continuously.

During the interview one of the interviewees indicated that the municipality has never asked what are our need with regards to housing services and the only thing you hear about are the list that we are not sure who draw those list. Bardill (2004:11) emphasizes that if appropriate information is lacking or unreliable, this will compromise the ability of policy makers to effectively understand the policy context, to diagnose the key policy issues and problems, to identify and evaluate different policy options, to make rational decisions based on the available evidence and to monitor and evaluate effectively.

From the above it can deduced that the housing services need to be evaluated continuously in order to monitor settlement patterns; review housing policies; and measure the housing services rendered against the set standards. The next sub-section will discuss the satisfaction of housing needs.

(f) **Statement:** This municipality satisfies all housing needs effectively.

The need to understand whether the housing needs are effectively satisfied in order to improve the housing service delivery to the community for the municipality is critical. The respondents were requested
to indicate whether the municipality satisfies all housing need effectively. The following figure 4.5 depict the responses on the satisfaction of housing needs.

**Figure 4.5: SATISFACTION OF ALL HOUSING NEEDS**

All local citizens (100.0%) agreed that the Intsika Yethu Local Municipality does not satisfy all housing needs effectively. The political office bearers (60.0%) and the chief officials (66.7%) supported the view that the municipality does not satisfy the housing needs effectively. Some of the motivations provided by the political office bearer for the lack of municipality to satisfy all housing needs effectively:

- There are serious administrative and management challenges on the quality of houses
- Poor administration of beneficiary list, corruption and incapacity of contractors.
- Lack of necessary skills and knowledge from the officials.

Some of the motivations provided by the chief officials for the lack of municipality to satisfy all housing needs effectively:

- There are serious challenges around the land ownership;
• Housing is a provincial function and the municipality are performing an agent function.
• The ineffective Integrated Development planning.

The majority of the citizens of the Joe Slovo informal settlement, interviews on the 23 May 2010 at 13:05) when asked “Are you satisfied with your existing housing?” responded that they are dissatisfied with the existing house and when asked “Why are you dissatisfied?” the interviewees indicated that “(t)he toilet facilities and mud in the streets are bringing the mud into the house which is not different from a pig sty.”

As Walker (1994:158) observed “(t)he previous government housing policy was not directed at meeting only the housing needs of the poor, but merely to enforce the segregation”. Likewise, the present democratic government needs to make serious strides if it is truly going to change the legacy of the past.

It can be concluded that the municipality cannot satisfy the housing needs effectively due to the lack of necessary skills and knowledge to manage and administer the housing function. It can further be concluded that the municipality’s lack of housing service delivery hampers the ability to deliver on the government mandate to satisfy the housing needs. The continuous liaison with citizens will be discussed next.

(g) **Statement:** Continuous liaison with citizens takes place to determine housing needs.

Municipal councillors and officials should continuously liaise with the citizens to determine the needs of the community including the housing needs. The respondents were requested to indicate whether the Intsika Yethu Local Municipality continuously liaise with citizens to determine housing needs. The following figure 4.6 depicts the respondents’ responses regarding municipality’s continuous liaisons with citizens.

*Figure 4.6: CONTINOUS LIASON WITH CITIZENS*
The majority of the citizens (60.0%) felt strongly that the statement is inaccurate and disagree, however a substantial group of the citizens (40.0%) agreed with the statement. Conversely, the political office bearers (80.0%) believed that there is sufficient liaison with the citizens to determine their housing needs. Furthermore, an overwhelming majority of chief officials (80.0%) agreed where 20.0% of the chief officials were not in agreement.

During the interviewees the citizens of the Joe Slovo informal settlements were asked “(h)ow has the attention of the municipality been drawn to the housing problems and services being rendered. One interviewee replied that “(w)e sometime call for meetings to discuss problems with the municipal councillors and officials and elect persons to report our needs to the municipality”

Khan’s (1998: 11) observation is that “(t)he apparent inaccessibility and lack of visibility on the part of the officials in the community has meant that the needs of the vast majority of people have largely gone unaddressed” is still true today. Municipalities tend to forget to use the media as an instrument to engage people in constructive debate. A key requirement would be the need for municipalities to build the capacity of community representatives, so that they have both the skills required and the understanding to effectively represent the needs of their communities (Smith, 2003/04: 4).
It can be deduced that there is not sufficient liaison with citizens as a result the municipality is not aware of the housing needs of the community. It has been found that the citizens were aware that housing is a human right and the majority of the chief official and the political office-bearer are clear that housing is a human right and it has also been found that there is a lack of understanding of the what does the municipality strive to achieve with adequate housing and although people understand that housing is a constitutional right, there is still a challenge when it comes to how this delivery of this right is implemented.

It has been found that whilst the political office bearers and the chief officials maintain that housing is an essential service, the people to whom the service is offered i.e. citizens have got a different view, which means the priorities of the people have changed. It has also been found that the standard of houses built is too low and inadequate to satisfy the needs of the communities because of the lack of basic service in houses provided to the communities.

It has also been found that the housing services need to be evaluated continuously in order to monitor settlement patterns; review housing policies; and measure the housing services rendered against the set standards and it has also been found that the municipality cannot satisfy the housing needs effectively due to the lack of necessary skills and knowledge to manage and administer the housing function.

It has finally been found that the municipality’s lack of housing service delivery hampers the ability to deliver on the government mandate to satisfy the housing needs and it has also been found that there is no sufficient liaison with citizens as a result the municipality is not fully aware of the housing needs of the community. The next section will discuss the nature of housing services.

4.4 NATURE OF HOUSING SERVICES (OUTPUT PHASE)

The output could be in the form of the impact or change that the policy has made to the public. Bayat and Meyer (1994:88) maintain that outputs are the consequences of decisions made by the authorities in response to the support they receive and the demands made by them. In order to evaluate the results of the policy it is necessary to note the specific environmental indicators like the standard of the service rendered. The questions below were posed to such citizens inclusive of chief officials and political office bearers.
(a) **Statement:** The quality of housing services provided by this municipality is of a high standard.

The respondents were requested to the standard of the quality of housing services provided by the municipality. The figure 4.7 below depict the quality of housing services provided by the municipality.

**Figure 4.7: PROVISION OF QUALITY HOUSING SERVICES**

The majority of chief officials (66.7 %) responded that the quality of housing services provided by Intsika Yethu Local Municipality is of a high standard. This statement was also supported by the 40.0% of the political office-bearers. Only 16.6 % of the Chief officials disagree that the quality of housing provided by the municipality is of high standard and the other 16.7% chief officials and 40% of political office-bearers are unsure about the quality of housing services provided. At the same time the political office bearers (20.0%) disagree with the view that the quality of housing services provided by Intsika Yethu Local Municipality is of a high standard and are supported by 16.0% of chief officials. Also the majority of citizens (60%) do not view the quality of housing services provided by Intsika Yethu Local Municipality as of high standard with 20% of citizens disagree and 20% not sure about the quality of housing services provided.

The following are some of the reasons provided by the Political office bearers:

- The houses provided by the municipality are too small and shoddy job is done
• Poor administration of beneficiaries.
• The houses are small measured against the specifications or national norms and standards.
• Majority of houses need rectification due to the quality of work done.

The following are some of the reasons provided by the chief official to disagree with the statement:

• The municipality only provides basic services and no waterborne sanitation is provided for rural houses.
• Because of the regular rectification needed to the houses built.

The Housing Act, 1997 requires that the Minister of Housing determine, among other things national norms and standards for housing development. The norms and standards define as the municipal services to be subsidized by the housing subsidy and it focuses on the type of basic internal reticulation services that can be subsidized with the portion of subsidy earmarked for internal infrastructure rather than the specific levels of basic services. From the above, it can deduced that the quality of housing services provided by the municipality is not of a high quality. The next section will discuss the structural problems of the housing service rendering.

4.5 STRUCTURAL PROBLEMS (OUTPUT AND IMPACT PHASE)

Policy making does not occur in a vacuum but is always linked to the realities of an existing environment. According to Bayat and Meyer (1994:88) outputs are the consequences of decisions made by the authorities in response to the support they receive and the demands made by them. An evaluation of policy results should be done by looking at the effectiveness of the service being rendered. To evaluate the result of policy it is necessary to take note of specific environmental indicators. The specific environment indicators of the housing service delivery will be discussed in the next sub-section.

4.5.1 Statement: The rendering of suitable effective houses to citizens is hampered by:

The respondents were asked to indicate whether the rendering of suitable effective houses to citizens is hampered by a lack of skilled operational workers; poor workmanship; demand for houses which can not be
met due to a lack of resources; houses that are too small or backlog in the rendering of housing services in the Joe Slovo informal settlement. The following sub-sections will discuss the response of the respondents.

(a) **A lack of skilled operational workers**

The respondents were requested to indicate whether the rendering of suitable houses to citizens is hampered by a lack of skilled operational workers. Following is the figure 4.8 for a lack of skilled operational workers.

**Figure 4.8: A LACK OF SKILLED OPERATIONAL WORKERS**

![Graph showing the lack of skilled operational workers](image)

The majority of political office-bearers (83.3%) agreed that the rendering of suitable effective houses to citizens is hampered by a lack of skilled operational workers and are supported by the chief official with 100.0% agree with the political office bearers. Only 16.7% of political office- bearers did not agree that a lack of skilled operational workers hamper the rendering of houses.

From above it can be deduced that the lack of skilled operational workers hampers the rendering of suitable effective houses to citizens. The next sub-section will discussed the poor workmanship.

(b) **Poor workmanship**

The respondents were requested to indicate whether the rendering of suitable effective houses to citizens is hampered by a poor workmanship. The figure 4.9 below depicts the poor workmanship.
The majority of political office-bearers (83.3%) agreed that the rendering of suitable effective houses to citizens is hampered by a poor workmanship and are supported by the chief official with 100.0% agreed with the political office bearers. Also only 16.7% of political office-bearers did not agree that a lack of skilled operational workers hamper the rendering of houses.

From above it can be deduced that poor workmanship hampers the rendering of suitable effective houses to citizens. The demand for houses will be discussed in the sub-section.

**A demand for houses which cannot be met due to a lack of resources**

The respondents were requested to indicate whether the rendering of suitable effective houses to citizens is hampered by a demand for houses which cannot be met due to a lack of resources. Following is the figure 4.10 depicts the demand for houses which cannot be met due to a lack of resources as the contributing factor to rendering of suitable effective houses to citizens.
The majority of political office-bearers (83.3%) agreed that the rendering of suitable effective houses to citizens is hampered by a demand of houses which cannot be met due to a lack of resources and that view is supported by the chief official with 66.6%. Chief officials (33.4%) disagreed that the demand of houses by the citizens which cannot be met by the municipality is due to lack of resources hampers the rendering of houses to citizens.

From above it can be deduced that a demand for houses which cannot be met due to lack of resources hampers the rendering of suitable effective houses to citizens. The following sub-section will discuss the houses that are too small.

(d) **Houses that are too small**

The respondents were requested to indicate whether the rendering of suitable effective houses to citizens is hampered by houses that are too small. Figure 4.11 depicts the houses that are too small as the contributing factor to the rendering suitable effective houses to citizens.
Fifty percent of both political office-bearers (50.0%) and chief officials (50.0%) agreed that the provisioning of suitable effective houses to citizens is hampered by houses that are too small. Also 50.0% of both political office-bearers and chief officials (50.0%) did not agree that houses that are small hamper the provisioning of houses.

From above it can be deduced that houses that are small are not hampering the provisioning of suitable effective houses to citizens. The backlog in the provisioning of housing services will be discussed in the next sub-section.

(e) Backlog in the provisioning of housing services in the Joe Slovo informal settlement

The respondents were requested to indicate whether the rendering of suitable effective houses to citizens is hampered by backlog in the provisioning of housing services in the Joe Slovo informal settlement. Figure 4.12 depicts the backlog in the provisioning of housing services in the Joe Slovo informal settlement as the contributing factor to the provisioning of effective houses to citizens.
Sixty-six point six percent (66.6%) of political office-bearers agree that the rendering of suitable effective houses to citizens is hampered by a backlog in the provisioning houses and are supported by the majority of chief official with 83.3%. However, 33.4% of political office-bearers do not agree that a backlog in the provisioning of houses hampers the provisioning of houses.

From above it can be deduced that the backlog in the provisioning of houses hampers the provisioning of suitable effective houses to citizens. *The Star newspaper dated 26/05/2010* indicated that more than half million of South African living in metropolitan areas are unhappy although the existing democratic government has made significant progress in meeting the backlogs in service delivery in the previous ‘homelands’ where only 1 in 1000 had electricity.

It is mentioned in the Intsika Yethu Local Municipality *Annual Report (2006/2007:37)* that bulk infrastructure services implementation, which includes water and sewer reticulation for Joe Slovo Informal Settlement, faces challenges, such as lack of funding and price escalation, as well as a low pace of fund allocation for development of housing sector plan.

It has found that the quality of housing services provided by the municipality is not of a high standard. It has been found that the lack of skilled operational workers hampers the provisioning of suitable effective houses to citizens. It has also been found that poor workmanship hampers the provisioning of suitable
effective houses to citizens and that a demand for houses which cannot be met due to lack of resources hampers the provisioning of suitable effective houses to citizens.

It has finally been found that houses that are small are not hampering the provisioning of suitable effective houses to citizens and that the backlog in the provisioning of houses hampers the provisioning of suitable effective houses to citizens. The following section will discuss the legislative framework for housing services.

4.6 LEGISLATIVE FRAMEWORK FOR HOUSING PROVISION

Local government is one of the sectors that are over-regulated in South Africa and therefore, housing service has legislation guiding its implementation processes. In order to provide housing services, there needs to be a clear understanding of the legislative framework that regulates service delivery. There should be clear roles and responsibilities for all the role players in order to avoid unnecessary clashes. The following questions explored this issue.

(a) **Statement:** The existing legislation is adequate to provide housing services effectively.

There are numerous legislations that guide the housing development in South Africa, in particular local government. Respondents were required to indicate whether the existing legislation is adequate to provide housing services effectively. The figure 4.13 depicts the opinion of the respondents regarding existing legislations to provide housing services effectively:
All political office bearers (100.0%) and chief officials (52.5%) supported each other and maintained that the existing legislation is adequate. Also, a minority of the citizens (47.5%) agreed with the statement. Furthermore, 30.0% of the citizens are either not sure or are not aware of legislation governing the housing services. This is of grave concern given the fact that they are the beneficiaries of housing services. A weighty group of citizens (22.5%) disagreed.

It can be deduced from above responses that that the existing legislation is adequate to regulate the housing services effectively and to provide adequate housing services effectively. The following sub-section will discuss the political leadership in the housing service rendering.

(b) **Statement:** Housing policy implementation is hampered by a lack of political leadership.

The respondents were requested to indicate whether the housing policy implementation is hampered by a lack of political leadership. Figure 4.14 depicts a lack of political leadership as the contributing factor to the housing policy implementation.
The majority of political office bearers (80.0%) disagreed with the statement, whereas 20.0% agreed. Also the majority of the chief officials (66.7%) did not agree with statement. Minority of the officials (33.3%) agreed with the statement. The citizens (47.5%) are disputing the fact that housing policy implementation is hampered by a lack of political leadership. However, a minority of citizens (52.5%) tip the scales and state that a lack of political leadership hampers implementation. The political leadership defended their statement by stating that they know their role of leadership in housing policy implementation and state that leadership includes: Setting or scrutinising strategy direction, priorities and budget options; Monitoring performance, by receiving performance reports that are concise and create a clear picture of performance trends; Challenging performance by asking questions about current performance and improvement plans; Using local knowledge to draw out the bigger picture from complaints and community consultation events; Creating strategic solutions; Participating or undertaking in-service or policy review; and Making sure that adequate systems are in place to manage performance, risk and resources. (Local Government Series, 2 sine anno).
It can be deduced from that above that there is an agreement that the political leadership is being provided and therefore the housing policy implementation is not hampered by a lack of political leadership. The political interference in the housing policy implementation will be discussed in the next sub-section.

4.6.3 Statement: Political interference in the implementation of policy within municipality is hampering effective services delivery rendering.

The respondents were requested to indicate whether the political interference in the implementation of policy within the municipality is hampering effective service delivery rendering. Figure 4.15 depicts the political interference in the implementation of policy.

Figure 4.15: POLITICAL INTERFERENCE IN THE IMPLEMENTATION OF POLICY

![Bar chart showing political interference in policy implementation](image)

The chief officials (100.0%) disagreed with the statement entirely. On the other hand political office bearers (60.0%) clearly viewed political interference as a factor that hampers effective service delivery and supported by the majority of citizens (66.3%). Although it must be shown that almost 40.0% of political office bearers also disagreed with the statement. Evidently, political office bearers and chief officials are not reading from the same page in this matter.

It can be deduced that provincial political office bearers view the municipal political principals as interfering and hampering effective housing service delivery. It can further be deduced that the municipal political office bearers do not see it as political interference but as conducting a necessary oversight role. It can also
be deduced that there is no differentiation between what constitutes an oversight role and the political interference. The next sub-section will discuss the sufficient delegation in the rendering of housing service.

4.6.4 Statement: The rendering of housing services is hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials.

The respondents were requested to indicate whether a lack of sufficient delegation of authority by political office-bearers to chief officials is hampering the rendering of housing services. Figure 4.16 depicts the lack of sufficient delegation of authority by political office-bearer to chief officials.

Figure 4.16: DELEGATION OF AUTHORITY BY POLITICAL OFFICE-BEARERS TO CHIEF OFFICIALS

The majority of citizens (62.5%) disagreed with the statement and are supported by many the chief officials (50.0%). Also, the political office bearers (60.0%) supported the citizens that there is adequate delegation in the housing service.

It can be deduced that there is a clear policy on the delegation of powers and function from the Council to the political office-bearer to the chief officials; and all the role players understand their roles clearly. It can also be deduced that the rendering of housing services is not hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials.
It has found that the existing legislations are adequate to regulate the housing services effectively and to provide adequate housing services effectively and also it was found that that there is an agreement that the political leadership is being provided and therefore the housing policy implementation is not hampered by a lack of political leadership.

It was found that provincial political office bearers view the municipal political principals as interfering and hampering effective housing service delivery and that the municipal political office bearers do not see it as political interference but as conducting a necessary oversight role. It has been found also that there is no differentiation between what constitutes an oversight role and the political interference.

It has finally been found that that there is a clear policy on the delegation of powers and function from the Council to the political office-bearer to the chief officials as a result the provisioning of housing services is not hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials. The problem with the rendering of housing services will be discussed in the next section.

4.7 PROBLEMS WITH THE PROVISIONING OF HOUSING

The policy process can be seen as one of six administrative processes. Meiring (2001:69) classifies administration into six major comprehensive processes, namely the policy process, organizational process, financial process, personnel process, procedure process and the control process. Policy making is described as the first step in the policy process.

According to Cloete (1998:215) policy making is an administrative enabling function. It means that policy making can be described as a series of specific steps/phases aimed at the setting and making known of specific objectives to promote the general welfare of communities. The following sub-section discusses the administrative enabling problems.

4.7.1 ADMINISTRATIVE ENABLING PROBLEMS. (PROCESSING PHASE)

The conversion of policy inputs into specific goods and services require that various functions be performed. These functions that are performed in the public sector can be classified into the governing, administrative/management, operational and auxiliary functions. The performance of any function can be
problematic. This is also the case with the administrative functions. The administrative enabling problems are encountered in the administration of housing provisioning services. The following sub section will discuss the administrative enabling problem in the housing service provisioning.

4.7.1.1 Statement: Available finance is adequate to provide in the existing housing needs.

Financing and the financial resources are always in the centre of any service delivery function. The respondents were requested to indicate whether the available finance is adequate to provide in the existing housing needs. Figure 4.17 depicts the responses with regard to the available fiancé for the housing needs.

Figure 4.17: AVAILABLE FINANCE FOR HOUSING NEEDS.

The majority of political office bearer (83.3%) is of the view that the available finance is inadequate to provide for the housing services. This statement that finances are inadequate is supported by the 16.6% of the chief officials and also by the majority (62.7%) of the citizens. However, the majority of chief officials (66.8%) is of the view that the budget is sufficient to provide for the housing services needs of the municipality and is supported by 37.3% of the citizens.

The Housing Act, 1997 provides for a system to ensure the sustainable funding of housing development by combining sound financial planning and expenditure with full political accountability by the appointed provincial accounting officers to their provincial legislature. It can be deduced that the budget for the
housing services is inadequate to provide for all the housing needs of the citizens. The next sub-section will discuss the existing departmental policies.

4.7.1.2 Statement: Existing department policy is adequate for housing services.

The municipality is required to develop a departmental policy to regulate the housing service in the relevant departments of the municipality. The respondents were requested to indicate whether the existing departmental policy is adequate for housing services. The figure 4.18 depicts the responses on the existing department policy.

Figure 4.18: EXISTING DEPARTMENT POLICY FOR HOUSING PROVISION

Firstly, the majority of municipal chief officials (66.7 %) agreed with the statement and were supported by a large majority of political office bearers (80.0%). On the other hand (16.7%), chief officials disagreed with the statement while 16.6% remained neutral. This slim margin of disagreement was mirrored the political office bearers' (20.0%) sample. The majority of municipal citizens (50.0%) agreed that the departmental policy is adequate for housing service with only 27.5% disagree with the statement.

In the Intsika Yethu Local Municipality Housing Sector Plan (2009:35) it is reported that the municipality does not have an applied housing policy and uses consultants for support in design and implementation of housing projects. Dunn (1981:333) describes the policy process as the political and administrative arrangements and
attitudes that shape the transformation of policy inputs into outputs and impacts. It can be deduced that the departmental policy exist in the municipality and the various functions and processes were performed to attain purposeful action for the provisioning of housing services. The existing organizational structure will be discussed in the next sub-section.

4.7.1.3 Statement: The existing organisational structure (e.g. sections and posts) is inadequate to provide housing services effectively.

For any municipal authority to operate effectively, the organisational structure must be aligned with the goals of the organisation. The respondents were requested to indicate whether the existing organisational structure is inadequate to provide housing service effectively. Following is figure 4.19 depicts the existing organisational structure of the municipality to provide housing services effectively:

**Figure 4.19: EXISTING ORGANISATIONAL STRUCTURE IS INADEQUATE**

The majority of political office-bearers (80.0%), chief officials (almost 67.0%) and citizens (50.0%) agreed and a general round off of 20.0% of chief officials, political office bearers and citizens were either neutral or disagreed.

It can be deduced that the existing organisational structures is inadequate, therefore, the organisation is not fulfilling its mandate due to the high vacancy rate in the current organisational structure. According to the *Intsika Yethu Local Municipality Housing Sector Plan*, (2008:35) the municipality has an established
Housing Division Comprising of approved positions with only two filled positions which affects the housing service delivery of the municipality. It can be deduced that the municipal Council need to approve and fund all the organisational structures. The following sub-section will discuss the existing personnel for the rendering of housing services.

4.7.1.4 Statement: The existing personnel for the rendering of housing services are suitably trained and skilled.

The municipality need qualified and capacitated enough human resources to drive its objectives. The respondents were requested to indicate whether the existing personnel for the rendering of housing services are suitably trained and skilled. Figure 4.20 depicts the respondent’s response with regard to the skills and training of the existing personnel of the municipality.

Figure 4.20: EXISTING PERSONNEL SKILLS AND TRAINING

The majority of political office-bearers (60%) do not agree with the statement and the municipal chief-officials (50%) are equally divided on the issue, but show solidarity with the statement. The majority of the citizens (63%) feel confident in the skill level of the municipal workers, but it is clear that the workers feel that they need further development.

It can be deduced that existing personnel for the rendering of housing services are not suitably trained and skilled. The existing work procedures in housing services will be discussed in the next sub-section.
4.7.1.5 **Statement:** The existing work procedures to render housing services are effective.

The rendering of housing services are having work procedures that need to be followed by the personnel working within the housing service departments. The respondents were requested to indicate whether the existing procedures to render housing services are effective. The following figure 4.21 depicts the responses with regards to the existing work procedures.

**Figure 4.21: EXISTING WORK PROCEDURE TO PROVIDE HOUSES**

Thirty three percent (33.0%) of the municipal chief officials are either not aware of the work procedures or not sure about the effectiveness of these procedures and are supported by 35.0% of the municipal stakeholders. However, the majority of political office-bearers did agree with the statement and are supported by the 50.0% of municipal chief officials. The chief officials are working with these procedures on a daily basis and therefore the 33.0% that responded negatively creates much concern.

It can thus be deduced that the municipal work procedures are either not effective or are not implemented sufficiently; though these procedures are well developed. The existing control measures in the housing services will be discussed in the next sub-section.
4.7.1.5 **Statement**: The existing control measures are adequate and effective for the provisioning of housing services.

The department that deal with the policy implementation of housing service need to develop the control measures to effectively implement the policy. The respondents were requested to indicate whether the existing control measures are adequate and effective for the rendering of housing services. Figure 4.22 depicts the responses with regards to the control measure for the rendering of housing services:

**Figure 4.22: EXISTING CONTROL MEASURES FOR HOUSING PROVISION**

The average response of municipal chief officials (33.3%) indicates that municipal control measures are effective and this notion is supported by the 31.0% of municipal citizens. Although, 80.0% of political office bearers do agree that the control measures are adequate, 20.0% of political office bearers that did not agree with the statement. Good governance is one of the Key Performance Areas (KPAS) as outlined in the Local Government: Municipal Planning and Performance Management Regulations (2001).

It can be concluded that the existing control measures are adequate and effective for housing service delivery, although the existing control measure need to be reviewed and improved.

It has been found that the budget for the housing services is inadequate to provide for all the housing needs of the citizens and also that the departmental policy exist in the municipality and the various functions and processes ware performed to attain purposeful action for the provisioning of housing
It has been found that the existing organisational structures is inadequate, therefore, the organisation is not fulfilling its mandate due to the high vacancy rate in the current organisational structure and that the municipal council need to approve and fund all the organisational structures relevant to housing services. It has been found also that the municipal work procedures are either not effective or are not implemented sufficiently; though these procedures are well developed and that also the existing control measures are adequate and effective for housing service delivery, although the existing control measure need to be reviewed and improved. The possible solution to solving the housing problems will be discussed in the next section.

4.8 POSSIBLE SOLUTIONS TO THE SOLVING OF HOUSING PROBLEMS

Expenditure analysis of a department cannot be used as an instrument to measure effectiveness of a particular public policy. The analysis of results after policy implementation is essential. Evaluation of policy results should be compared against output, relative to the impact in the environment. For instance, in the case of a school, impact is measured against increase in the number of literate people who should translate into meaningful participators in literacy programmes within their environment. If the opposite happens, it means that the policy should be amended or be discontinued with. In case of a policy failing to achieve the desired outcomes an investigation or analysis should be made as to why the policy failed. When making a policy analysis or evaluation, a holistic approach should be applied. The following questions dealt with these issues:

(a) **Statement:** The implementation of housing policy in the Intsika Yethu Local Municipality Local Municipality and especially in the Joe Slovo informal settlement, which is inadequate in satisfying human needs and expectation.

The policy implementation is always about satisfying a particular need. The respondents were requested to indicate whether the implementation of housing policy in the Intsika Yethu Local Municipality and especially in the Joe Slovo informal settlement is adequate in satisfying human needs and expectation. The figure 4.23 below depicts the responses of the respondent regarding the implementation of housing policy in the Intsika Yethu Local Municipality.

**Figure 4.23: IMPLEMENTATION OF HOUSING POLICY**
The majority of political office bearers (83.3%) are of the view that the housing policy implementation in the Intsika Yethu Local Municipality and especially at Joe Slovo informal settlement is inadequate in satisfying the human needs and expectation and supported by 60.7% of the chief officials. 33.3% of the chief officials are of the view that housing policy implementation is adequate and supported by 16.7% of the political office bearers.

Hanekom (1987:54) writes that policy implementation is a complicated process with legal prescriptions and administrative possibilities. From the above it can be deduced that the housing policy implementation at Intsika Yethu local municipality and Joe Slovo informal settlement is inadequate because the municipality is not able to balance the legal prescription of the policy and the administrative possibilities to implement the policy. The reasons for the municipality not meeting the citizens’ expectations will be discussed in the next sub-section.

(b) **Statement**: If you agree, please provide reasons why the service is not meeting citizens’ expectation.

The following are the reason provided by the political office bearer:

- The integration of human settlement is not yet achieved
- Health centres and work opportunities are still far to be accessible.
- Integrated human settlement policy is not implemented at Intsika Yethu Local Municipality;
Other services like health and sanitation services are still not accessible.

The following are the reason provided by the political office bearer:

- No job opportunities are created;
- The role of the municipality is to facilitate because according to Municipal powers and functions, housing is the function of the provincial government; and
- The centralisation of the budget still remains a challenge

From the above it can be deduced that Intsika Yethu Local Municipality has to improve the housing policy implementation in order to satisfy the human needs and expectations at Joe Slovo informal settlement. The question of whether it is possible to satisfy the need for housing will be discussed in the next sub-section.

(c) **Question:** Is it possible to satisfy the need for housing in the Intsika Yethu Local Municipality and in the Joe Slovo Informal Settlement?

The rendering of housing services is made possible by the implementation of an approved housing policy. The respondents were requested to indicate whether it is possible to satisfy the need for housing in the Intsika Yethu local municipality and in the Joe Slovo informal settlement. Below is a figure 4.24 depicting the responses regarding the possibility of the Intsika Yethu local municipality to satisfy the need for housing services?

**Figure 4.24: THE POSSIBILITY OF SATISFYING THE HOUSING NEED**
Hundred percent (100.0%) of the chief-officials responded “yes” and were supported by 50.0% of the political office bearers while the other 50.0% of the political office bearers felt it was not possible for the municipality to satisfy the housing needs of the municipal environ. The majority of citizens (63.0%) are of the view that it is not possible for the Intsika Yethu Local Municipality to satisfy the housing need of the community and 37.0% of citizens are of the view that it is possible to satisfy the housing need at Intsika Yethu Local Municipality.

Nagel (1982: 15) writes that policy analyses involve seeking to achieve or maximize given values or social goals rather than ignoring them. It can be concluded that it is possible to satisfy the need for housing in the Intsika Yethu Local Municipality and in the Joe Slovo informal settlement by maximizing the social goals and the given values of the communities. The main reason for the inability to render sufficient housing will be discussed in the next sub-section.

(d) **Statement:** Please give three main reasons for the inability to render sufficient housing to the citizens of the Joe Slovo informal settlement.

The respondents were requested to provide three reasons for the inability to render sufficient housing to the citizens of the Joe Slovo informal settlement. Following are the reason provided by the Politicians for the inability to render sufficient housing to the citizens of the Joe Slovo informal settlement:

- The land has not been surveyed
- Lack of infrastructure
- The majority of the Joe Slovo citizens are above the housing quantum allocated for low income earners.
- Lack of the monitoring and evaluation strategies;
- Lack of the implementation of the Intergovernmental Relations (IGR).
- Corruption in municipalities.

The chief official's reasons for the inability to render sufficient housing to the citizens of the Joe Slovo informal settlement were given as follows:
• Inadequate funding from the province;
• Lack of the necessary skills from the municipality and the provincial departments;
• No consultation of the relevant citizens;
• Land invasion earmarked for housing which lead to unavailability of land;
• No land available to roll out housing programme
• It is difficult to develop infrastructure because of the illegal occupation of the land; and
• Occupation of land by people who cannot be subsidised by government.

According to Hanekom (1987:54), policy implementation can be seen as a policy-action continuum which takes place at a specific moment in time and which results in interaction and consultation between the three main groups of role-players, namely the elected politicians, appointed officials and the citizens. From above it can be deduced that there need to be a co-operation, interaction and consultation between the role players in order to deal and address all the reason that make the municipality to be unable to render sufficient housing to citizens. The next sub-section will discuss the solution to solve housing problems.

(e) Question: How can these problems be solved effectively?

The respondents were requested to provide solutions to effectively solve for the Intsika Yethu local municipality’s inability to solve the housing problem effectively.

Answer: The following were some of the possible solutions provided by the political office-bearer for the municipality to render the housing effectively to the citizens:

• More resource planning; monitoring and evaluation of anchor projects
• Better co-ordination of budget between the national; provincial and local sphere of government.
• Correct analysis of beneficiaries in the Joe Slovo informal settlement.
• Improve and implement vigorous oversight roles by both the Council and the provincial legislature.

The chief officials provided the following solution to the problem of rendering housing to the citizens:

• The housing function need to be delegated to the Intsika Yethu Local Municipality with the necessary funding allocated to the function;
• Funding should be transferred to the municipality.
• The political principals to seek intervention and assistance to deal with illegal land invasion;
• Communicate and engage the communities on a regular basis to seek a common understanding on the issue;
• Appointments or tenders to be awarded to service providers that are properly skilled with enough experience;
• Skills transfer to be one of the conditions on the tender processes in order to do skills transfer that will capacitate and skill the municipal personnel;
• Put in place the monitoring and evaluation systems that assist in effective implementation of the projects in the municipal jurisdiction; and

Fox et al., (2006: 113) write that planning contributes to the effective handling of change, provides direction, unifying of framework, provide opportunities for increased participation and also creates higher levels of predictability and facilitating control.

From the above it can be deduced that for any purposeful human endeavor to be successful, there should be a thorough planning before any course of action is undertaken. The next sub-section will discuss the housing policy analyses and evaluation.

(f) **Statement:** How often are housing policies analysed, evaluated and updated?

Policy analysis and evaluation is a critical step in the housing policy implementation. The respondents were requested to indicate how often are housing policies analysed, evaluated and updated. The following table 4.9 depicts how often are housing policies analysed, evaluated and updated:

<table>
<thead>
<tr>
<th>Policy analysis, evaluation &amp; update</th>
<th>Political office bearers</th>
<th>Chief officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>Annually</td>
<td>3</td>
<td>50</td>
<td>4</td>
</tr>
<tr>
<td>Every second year</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
Policy analysis, evaluation & update

<table>
<thead>
<tr>
<th></th>
<th>Political office bearers</th>
<th></th>
<th>Chief officials</th>
<th></th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
<td>%</td>
<td></td>
</tr>
<tr>
<td>Every third year</td>
<td>1</td>
<td>16.7</td>
<td>1</td>
<td>16.7</td>
<td>2</td>
</tr>
<tr>
<td>Every fourth year</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Every fifth year</td>
<td>2</td>
<td>33.3</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>6</td>
<td>100</td>
<td>12</td>
</tr>
</tbody>
</table>

The majority of political office-bearer (50.0%) and 83.3% of the chief officials indicated that the housing policies are analysed, evaluated and updated “annually” whereas 16.7% of all the political office-bearers and also 16.7% of the chief officials indicated that the policies are analysed, evaluated and updated “every third year”. Thirty three point three percent (33.3%) of the political office indicated that the policies are analysed, evaluated and updated “every fifth year”.

Meiring (2001:79) defined policy analysis and evaluation as a process of determining value of all policy phenomena and activities necessary to provide public services on a sustainable basis. Policy analysis makes an in depth investigation of whether the policy is functional or not. During policy analysis, a determination is made whether the policy makes a desired impact to the environment or society.

From it can be deduced that the housing policy are analysed, evaluated and updated annually because most of the housing projects normally take not less that a year to finish. It can also be deduced that a more realistic possible period could be between three to four years to analyse, evaluate and update a housing policy. The extent into which housing development objectives have been met will discussed in the next sub-section.

**Question:** To what extent have your housing development objectives been met in the 2008/9 financial year in the Intsika Yethu Local Municipality and Joe Slovo Informal Settlement?

The impact of any policy should be measured against pre-determined policy objectives. The respondents were requested to indicate the extent to which the housing development objectives were met in the 2008/09 financial year in the Intsika Yethu Local Municipality and Joe Slovo informal settlement.
The following are the responses received from the political office-bearers:

- There is no movement because of infrastructural backlog
- There is still a housing backlog in the municipality with plans to address the backlog.
- The start of the St. Marks Rural Housing program is a good start but the lack of infrastructure development programme is cause for concern;

The chief official respondent as follows:

- There is nothing happening even though all the plans are in place, there is a lack of funding; and
- All housing projects are in the planning stages and they have been in that stage for years.

Meiring (2001:88) writes that analysis of programmes and analysis thereof are done in order to align a particular programme with policy objectives so that there is satisfaction of the predetermined need of the inhabitants.

From the above it can be deduced that the housing development objectives have not been met in the 2008/09 financial year in the Intsika Yethu Local Municipality. The following sub-section will discuss the analysis and evaluation as an essential function.

(h) **Question:** Do you consider the analysis and evaluation of housing policies an essential function of your council?

Policy analysis and evaluation is the final step in the public policy process. The respondents were requested to indicate whether the analysis and evaluation of housing policies is considered an essential function of the council. Figure 4.25 depict the responses regarding the analysis and evaluation of housing policies.

Figure 4.25: ANALYSIS AND EVALUATION OF HOUSING POLICIES AS AN ESSENTIAL FUNCTION
Sixty six percent of the municipal chief-officials responded positively to the question and supported by 20.0% of the political office-bearers and motivated the answer as follows:

- Housing is a constitutional right and a critical element of service delivery. Hence it should be addressed as an essential service by the local government;
- Although housing is a function of both the national and provincial government, through intergovernmental relations, municipalities in general and Intsika Yethu Local Municipality in particular should consider understanding and implementation of housing policies as an essential service;
- Intsika Yethu Local Municipality is a facilitating role player and the face of government to the people, as well as a government that is closer to the people and should play a critical role in analysing and continuously evaluating housing policies to advise and influence any housing policy direction taken by the national and provincial government.

The majority of the political office-bearers (60.0%) respondent negatively to the question and supported by 33.4% of the chief officials and motivated as follows:

- Council does not have much influence in housing policy development and therefore, cannot be expected to evaluate and analyse policies that it did not develop.
• This is purely a function of the provincial government and therefore, only the province can analyse and evaluate housing policies.

Meiring (2001: 79) writes that policy analysis refers to analysis of, and to determine the value of all policy phenomena and activities necessary to provide public services on a sustainable basis.

From the above it can be deduced that policy analysis and evaluation is not considered as an essential function of the Intsika Yethu local municipal council. The following sub-section will discuss the impact and consequences of the housing policy.

(i) Question: Do you as a councillor and/or chief official determine the impact/consequence of housing policies on the welfare of citizens when analysing and evaluating such policies?

The councillors and chief officials need to analyse and evaluate policies to determine the impact and consequences of housing policies. The respondents were requested to indicate whether as councillor or chief officials determine the impact or consequences of housing policies on the welfare of citizens when analysing and evaluating such policies. The following figure 4.26 depict the responses of the respondents on the impact and consequences of policies on the welfare of citizens.

Figure 4.26: IMPACT AND CONSEQUENCES OF POLICIES ON THE WELFARE OF CITIZENS
All hundred percent (100.0%) of the chief officials and the political office-bearers responded positively to the question and motivate their answer as follows:

- A need-analysis of the citizens' needs should be done in order to influence any housing policy development process;
- There needs to be an understanding of the conditions of the citizens' current situation so that when the province is analysing and evaluating the policies, the municipality can give informed inputs;
- The municipality determine the impact through the feedback received from the policy and budget road shows and imbizos from the communities; in order to determine whether there is an improvement or not because these policies are aimed at improving the lives of the citizens; and
- In order to influence the priorities and hence the policy direction of the ruling party that aims to improve the lives of all the citizens.

According to Meiring (2001: 90) policy analysis will be measured against inputs and outputs and impact there-of. An impact of any policy should be measured against pre-determined policy objectives.

From the above it can be deduced that the municipal office-bearers and chief officials of the Intsika Yethu Local Municipality determine the impact and consequences of housing policies on the welfare of citizens when analyzing and evaluating such policies.

It has been found that the housing policy implementation at Intsika Yethu Local Municipality and Joe Slovo informal settlement is inadequate because the municipality is not able to balance the legal prescription of the policy and the administrative possibilities to implement the policy. It has also been found that Intsika Yethu Local Municipality has to improve the housing policy implementation in order to satisfy the human needs and expectations at Joe Slovo informal settlement.

It has been found that it is possible to satisfy the need for housing in the Intsika Yethu Local Municipality and in the Joe Slovo informal settlement by maximizing the social goals and the given values of the communities and also that there need to be a co-operation, interaction and consultation between the role players in order to deal and address all the reason that make the municipality to be unable to render sufficient housing to citizens.
It is also found that for any purposeful human endeavor to be successful, there should be a thorough planning before any course of action is undertaken and the housing policies are analysed, evaluated and updated annually because most of the housing projects normally take not less that a year to finish and that a more realistic possible period to analyse, evaluate and update policies is between three to four years.

It has also been found the housing development objectives have not been met in the 2008/09 financial year in the Intsika Yethu Local Municipality and the policy analysis and evaluation is not considered as an essential function of the Intsika Yethu Local Municipal Council. It is also found that the municipal office-bearers and chief officials of the Intsika Yethu Local Municipality determine the impact and consequences of housing policies on the welfare of citizens when analyzing and evaluating such policies. The conclusion will be discussed in the next sub-section.

4.8 CONCLUSION

The chapter has discussed the demographical representation of the respondents and found that the respondents has the highest decision making structures of the provincial government and the mixture of the young and old respondents in order to get the new ideas and the maturity of the political office-bearers. It was found that the demographics indicate that the youth are also considered for political appointments and they are qualified enough to be appointed at management level. It was discussed and the non implementation of the Employment Equity Act, 1998 with lack of gender equity. The experience and the level of understanding of the respondents is sufficient experience for this research and reflect their understanding of the challenges and dynamics of local government and the response received from the political office-bearers and chief-officials can be regarded as valid and informed.

The chapter also discussed the qualification of the respondents and found that the high level of educational qualification facilitated the execution of council’s responsibilities, which in the main, is geared towards service delivery. And the also found that study has been dominated by community members with limited knowledge about legislations and policies that enforces public institutions for their involvement, the political economy of the country and mass community meetings organised by political parties has enriched the masses hence their willingness to participate in the study.
The chapter also discussed the housing as an essential service which is the input phase of the policy process. It found that the citizens were aware that housing is a human right and that there is a lack of understanding of the what does the municipality strive to achieve with adequate housing and also discussed that although people understand that housing is a constitutional right, there is still a challenge when it comes to how this delivery of this right is implemented. It was discussed that that housing is an essential service; the people to whom the service is offered i.e. citizens have got a different view, which means the priorities of the people have changed. The standard of houses were discussed in the Intsika Yethu Local Municipality and Joe Slovo informal settlement and found that houses built are too low and inadequate to satisfy the needs of the communities because of the lack of basic service in houses provided to the communities.

The evaluation of housing need and found that housing services need to be evaluated continuously in order to monitor settlement patterns; review housing policies; and measure the housing services rendered against the set standards and that the municipality’s lack of housing service delivery hampers the ability to deliver on the government mandate to satisfy the housing needs and it has also been found that there is no sufficient liaison with citizens as a result the municipality is not aware of the housing needs of the community. The standard of the housing services delivered by the municipality were discussed and found that the quality of housing services provided by the municipality is not of a high quality. The quality of houses provided by the municipality was discussed and found that the quality of housing services provided by the municipality is not of a high quality due to the lack of skilled operational workers; poor workmanship; and the demand for houses which cannot be met due to lack of resources.

The existing legislations were discussed and found that the existing legislations are adequate to regulate the housing services effectively and to provide adequate housing services effectively and that there is no differentiation between what constitutes an oversight role and the political interference as well as the has been found that that there is a clear policy on the delegation of powers and function from the Council to the political office-bearer to the chief officials. Also the needs of the citizens were discussed and found that the budget for the housing services is inadequate to provide for all the housing needs of the citizens and also that the departmental policy exist; the existing organisational structures is inadequate tot fulfilling its mandate due to the high vacancy rate in the current organisational structure; the municipal work procedures are either not effective or are not implemented sufficiently.
The housing policy implementation was discussed and found that the housing policy implementation at Intsika Yethu Local Municipality and Joe Slovo informal settlement is inadequate and has to improve the housing policy implementation in order to satisfy the human needs and expectations at Joe Slovo informal settlement. Also found that it is possible to satisfy the need for housing in the Intsika Yethu Local Municipality and in the Joe Slovo informal settlement and that there should be a thorough planning before any course of action is undertaken and the housing policies are analysed, evaluated and updated annually. The housing development objectives have not been met in the 2008/09 financial year in the Intsika Yethu Local Municipality and the policy analysis and evaluation is not considered as an essential function of the Intsika Yethu Local Municipal Council and the municipality determine the impact and consequences of housing policies on the welfare of citizens when analyzing and evaluating such policies.

The last chapter firstly, will focus on the findings and recommendations which will prove whether Intsika Yethu Local Municipality has adequately implemented the housing policy effectively, secondly, the reasons and causes of problems, thirdly, the need for a policy analysis and evaluation, and lastly, recommendations to improve the implementation of housing policy in Intsika Yethu Local Municipality.
CHAPTER: 5

FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION
This chapter will deal with the findings of the evaluation of co-operative interaction between municipal political office-bearers and chief officials in housing service rendering in the Intsika Yethu Local Municipality. The researcher has attempted to respond to overall objectives as indicated in chapter one. Conclusion and remarks will be in the form of evaluation. The chapter will consist of three main sections. Firstly, the findings of the study will be discussed. Secondly, the study will be concluded and special attention will be given to the reality of the problem and the stated hypothesis. Finally, specific recommendations will be provided as possible solutions to the identified shortcomings in the evaluation of housing services rendering in the Intsika Yethu Local Municipality with special reference to the Joe Slovo informal settlement in the Chris Hani District Municipality. The findings of the study will be discussed in the next section.

5.2 FINDINGS OF THE STUDY.

Chapter one of this study focused on a process plan that has been provided by the researcher in the form of a study plan. A brief background to the study with regard to the housing policy implementation in South Africa was discussed and the scope as well as the housing challenges were provided and painted a picture of the housing challenges. The statement of the problem was stipulated as the non-implementation and ineffective implementation of the housing policy in the Intsika Yethu Local Municipality due to numerous obstacles. It was found that the hypothesis of the study is that the implementation of policy for the provision of housing services in the Intsika Yethu Local Municipality, especially in the Joe Slovo informal settlement is inadequate or non existent in specific areas to satisfying human needs and that this situation could be harmful to human beings and should be urgently addressed.

Chapter two reviewed the literature and that any policies to be relevant it has to take into account the environment within which policy makers and targeted beneficiaries are found. In addition, the policy has to be adjusted from time to time to be consistent with dynamics of the society. It was also found that administration is work which must be done. Cloete writes that administration takes place in every situation where two or more people work together and that all work consists of functions and processes. It was further found that policy making has manifested itself to be the fertile ground where the policies are
developed; implemented, evaluated and analysed as well as updated, especially in rendering efficient and effective service like housing.

It was found that any policy to be meaningful cooperative participation and interaction of all role-players for which the policy is intended is very critical. It was further found that the policy process consists of specific consecutive steps and the policy process will be seen as consisting of policy making, policy implementation, and policy analysis and evaluation. It was found that delivery of houses is a national challenge that needs unity of direction. Within the process of housing policy implementation, community involvement will not only speed up service delivery and development but will as well build capacity.

Chapter three, discussed the research design and methodology. It was explained that the research design is the basic plan which guides the data collection and analysis phases of the research project. The research area was explained as the Intsika Yethu Local Municipality within the Chris Hani District Municipality. The permission to conduct research was obtained from the Municipal Manager of the Intsika Yethu Local Municipality (See Supplement 1). A case study was conducted at the Joe Slovo informal settlement which is situated within the Intsika Yethu Local Municipality. Various data collecting instruments were used to collect data in the study, namely questionnaires, interviews and the study of official documentation.

The target population of this study consisted of the political office-bearers and chief officials of the Intsika Yethu Local Municipality and the Chris Hani District Municipality, the citizens of the Intsika Yethu Local Municipality, and members of the Executive Council and chief officials of the Province of the Eastern Cape, responsible for Housing services. Both the probability and the non-probability methods of sampling were used. The selected sample consisted of:

- Two municipal managers of the Intsika Yethu Local Municipality and the Chris Hani District municipality
- A Director of the Provincial Department of Housing
- A Director of the Provincial Department of Local Government and Traditional affairs
- Political office-bearers and chief officials of the above two municipalities
- Stakeholders to represent the municipal citizens of the Intsika Yethu Local Municipality

The aim was to ensure a representative sample and to obtain data from knowledgeable persons who are receiving housing services or are actively involved in the rendering of housing services. A total of 62
questionnaires were distributed, 61 questionnaires were collected with a response rate of 98.38% which could be seen as very good. The analysis of the collected data consisted of qualitative analysis, quantitative data and statistical data analysis. Qualitative data analysis which involved the integration and synthesis of narrative numerical data were analysed through statistical procedures. Statistical analysis covered a broad range of techniques. The data was analysed both in an inductive and deductive mode. The data was coded to make it suitable for analysis. Coding is the assigning of codes in the form of symbols (usually numbers) for each category of each answer or variable in a study. The five point scale of Likert as a technique was used in the questionnaire questions. Finally it was clearly undertaken and respondents informed that the ethical guidelines of honesty, confidentiality, freedom of choice, plagiarism and anonymity would be strictly adhered to in the study.

Chapter four deals with the analysis and interpretation of the research data collected. The purpose was to analyse interpret and evaluate the data collected to determine whether or not the stated problem of the provision of poor and inadequate housing services to the citizens of Joe Slovo informal settlement does exist and that the hypothesis in this study will prove that the implementation of policy for the provision of housing services in the Intsika Yethu Local Municipality, especially in the Joe Slovo informal settlement is inadequate or non-existent in specific areas to satisfy human needs and that this situation could be harmful to human beings and should be urgently addressed, is real and true. This chapter was divided into the following sections for the purpose of analysis and contextualisation of the research data:

- Theory and techniques for data analysis
- Demographic details of respondents (Quantitative data analysis)
- Housing as an essential service (Input phase)
- Nature of housing services (Output phase)
- The structural problems (Output and impact phase)
- The problems with the rendering of housing services
- Administrative enabling problems (Processing phase).
- Possible solutions to the solving of housing problems

When analysing the data on the theory and techniques data analysis (Section 4.2), it was found that
The analysis was mainly descriptive and was presented in the form of frequency and percentage distribution tables.

The results were also presented graphically, using pie charts and bar charts, where appropriate.

Significance testing was not possible due to the small samples involved.

When analysing the research data on the demographic details (Section 4.2.1) of chief officials and political office-bearers as respondents, it was found that:

- The highest decision making structures of the provincial government and the input from the respondents brought sound analysis and a thorough evaluation of housing sphere and gave different perspective of the housing issues.
- There is a mixture of young and old respondents and the response are mixed with the new ideas and the maturity of the political office-bearers.
- The demographics indicate that the youth are also considered for political appointments and they are qualified enough to be appointed at administrative/management level.
- The reflection of the responses of political office bearers and officials does not reflect the principles of the Employment Equity Act, 1998 in which gender representation is an important requirement in the introduction of affirmative action in the contemporary public service.
- The respondents have the sufficient experience for this research and reflect their understanding of the challenges and dynamics of local government.
- The response received from the political office-bearers and chief-officials can be regarded as valid and informed.
- The highly qualified respondents can be seen as a good recipe to conduct Council business as local government operates in a highly regulated environment.
- The high level of educational qualification facilitated the execution of council’s responsibilities, which in the main, is geared towards service delivery
- The study has been dominated by community members with limited knowledge about legislations.
- The policies that enforces public institutions for their involvement, the political economy of the country and mass community meetings organised by political parties has enriched the masses hence their willingness to participate in the study.
When analysing the research data on the second section that relates to the housing as an essential service (Input phase. Section 4.3.1), it was found that

- The citizens were aware that housing is a human right and the majority of the chief official and the political office-bearer are clear that housing is a human right.
- There is a lack of understanding of what does the municipality strive to achieve with adequate housing.
- That although people understand that housing is a constitutional right, there is still a challenge when it comes to how this delivery of this right is implemented.
- The political office bearers and the chief officials maintain that housing is an essential service and the people to whom the service is offered i.e. citizens have got a different view, which means the priorities of the people have changed.
- The standard of houses built is too low and inadequate to satisfy the needs of the communities because of the lack of basic service in houses provided to the communities.
- The housing services need to be evaluated continuously in order to monitor settlement patterns; review housing policies; and measure the housing services rendered against the set standards.
- The municipality cannot satisfy the housing needs effectively due to the lack of necessary skills and knowledge to manage and administer the housing function.
- The municipality’s lack of housing service delivery hampers the ability to deliver on the government mandate to satisfy the housing needs.
- There is no sufficient liaison with citizens as a result the municipality is not aware of the housing needs of the community.

When analysing the research data that relates to the nature of housing services (Output phase. Section 4.4), it was found that the quality of housing services provided by the municipality is not of a high standard.

When analysing the research data on the fourth section that relates to the structural problems (Section 4.5), it was found that

- The lack of skilled operational workers hampers the rendering of suitable effective houses to citizens.
- The municipal citizens are not satisfied with the provision of the basic services in the municipality.
- Poor workmanship hampers the rendering of suitable effective houses to citizens.
● A demand for houses which cannot be met due to lack of resources hampers the rendering of suitable effective houses to citizens.
● Houses that are small are not hampering the rendering of suitable effective houses to citizens.
● The backlog in the rendering of houses hampers the rendering of suitable effective houses to citizens.

When analysing the researching data on the administrative problems with the rendering of housing services (Section 4.6 and 4.7), in particular the administrative enabling problems (processing phase), it was found that:

● The budget for the housing services is inadequate to provide for all the housing needs of the citizens.
● The departmental policies exist in the municipality and the various functions and processes were performed to attain purposeful action for the rendering of housing services.
● The existing organisational structures is inadequate, therefore, the organisation is not fulfilling its mandate due to the high vacancy rate in the current organisational structure.
● The municipal Council need to approve and fund all the organisational structures relevant to housing services.
● The municipal work procedures are either not effective or are not implemented sufficiently; though these procedures are well developed.
● The existing control measures are adequate and effective for housing service delivery,
● The existing control measures need to be reviewed and improved.

When analysing the research data that relates to possible solutions to the solving of housing problems, (Section 4.8) it was proved that,

● The housing policy implementation at Intsika Yethu Local Municipality and Joe Slovo informal settlement is inadequate.
● The municipality is not able to balance the legal prescription of the policy and the administrative possibilities to implement the policy.
● Intsika Yethu Local Municipality has to improve the housing policy implementation in order to satisfy the human needs and expectations at Joe Slovo informal settlement.
It is possible to satisfy the need for housing in the Intsika Yethu Local Municipality and in the Joe Slovo informal settlement by maximizing the social goals and the given values of the communities.

There need to be a co-operation, interaction and consultation between the role players in order to deal and address all the reason that make the municipality to be unable to render sufficient housing to citizens.

For any purposeful human endeavor to be successful there should be a thorough planning before any course of action is undertaken.

The housing policies are analysed, evaluated and updated annually because most of the housing projects normally take not less that a year to finish.

A more realistic possible period to analyse, evaluate and update policies is between three to four years.

The housing development objectives have not been met in the 2008/09 financial year in the Intsika Yethu Local Municipality.

The policy analysis and evaluation is not considered as an essential function of the Intsika Yethu Local Municipal Council.

The municipal office-bearers and chief officials of the Intsika Yethu Municipality determine the impact and consequences of housing policies on the welfare of citizens when analyzing and evaluating such policies.

### 5.3 CONCLUDING REMARKS

The study was based on the on the systems theory, because it evaluates the housing service rendering in the Intsika Yethu Local Municipality. Evidence has confirmed that the housing service rendering in the Intsika Yethu Local Municipality with special reference to the Joe Slovo informal settlements is inadequate and not effective. It has been found that the housing service rendering at all levels in the context of public administration required further and equal participation of political office-bearers, chief officials and the citizens. However, in the Intsika Yethu Local Municipality a lack of housing service rendering in the policy process, due to ignorance or a lack of training of all role-players could lead to the ineffective implementation of an approved housing policy.
In the research and also in the case study it was found that the stated problem of inadequate poor quality houses provided by the Intsika Yethu Local Municipality is due to the ineffective implementation of the Provincial housing policy. The stated problem is thus real and yet remains unresolved.

The reason for the continuous existence of the problem has been found to be firstly, due to the inadequate and poor quality of housing services at Joe Slovo informal settlement at the Intsika Yethu Local Municipality, secondly the numerous administrative enabling problems with the rendering of housing services and lastly, the lack of sufficient legislative framework for housing services.

Evidence also supports and confirms that the stated and tested hypothesis, namely that the implementation of policy for the provision of housing services in the Intsika Yethu Local Municipality, especially in the Joe Slovo informal settlement is inadequate or non-existent in specific areas to satisfy human needs and that the situation could be harmful to human beings. This situation should be urgently addressed. The stated hypothesis is thus also true and valid. The hypothesis is true and valid because the evidence confirmed firstly that housing is an essential service that needs to be addressed by the municipality, secondly the housing service provided by the municipality is not of high standards and lastly, the implementation of housing policy in the Intsika Yethu Local Municipality is inadequate in satisfying human needs and expectations. It can also be concluded that the stated objectives to

- determine and evaluate the present housing situation at the Intsika Yethu Local Municipality, especially the housing conditions at the Joe Slovo informal settlement;
- to investigate and evaluate the reasons and causes for housing problems at the Intsika Yethu Local Municipality; and
- to evaluate the existing housing policy with regard to the problems being experienced, have been attained in this study.

5.4 RECOMMENDATIONS

The following recommendations are provided to enable the political office-bearers and chief officials to improve the policy for the rendering of housing service in the Intsika Yethu Local Municipality and the Joe Slovo informal settlement to promote the general welfare of citizens.

It is thus recommended that,
• Given that the South African housing policy states that every South African should have access to basic services, these services should be delivered to all households irrespective of location without ‘discrimination’. To ensure this, the municipality should set penetration levels evaluating essential service delivery to the poorest members of society.

• Local governments are mandated by legislation to provide basic infrastructural services to localities by integrating programmes through the developing Integrated Development Plans (IDPs). IDPs must at least present existing levels of basic services provided to households and proposed new service levels.

• Local governments need assistance in developing the capacity required for prioritising, planning and implementing programmes that will facilitate a speedy delivery process of basic services. Thus provincial government should be a key player in supporting municipalities in achieving their objectives.

• The National government has also an essential role to play by establishing a performance appraisal programme that will monitor, evaluate and enforce the total usage of funds available for delivering services.

• There should be a stronger, more concentrated focus on the process of allocation of housing. This should include extensive guidelines on how beneficiary lists are developed and subsequently allocated to these beneficiaries, especially in light of the fact that there is a constant increase in possible beneficiaries as people migrate more and more to Joe Slovo informal settlement.

• The capacity for dealing with issues arising from the allocation process is addressed in order to ensure that all role-players are able to complete their tasks with utmost efficiency and competence. Such capacity development includes human resource management, organisational development, resource allocation and institutional and legal framework development.

• Partnerships between municipalities and other governmental or non-profit organisations are also significant means of developing capacity; mechanisms for forming partnerships with communities and NGOs need to be examined as competitive tendering processes are inappropriate mechanisms for setting up these partnerships.

• In order to successfully allocate and deliver houses to the correct beneficiaries, an integrated consultative process is necessary with all the relevant stakeholders such as the community members and government officials. Integration and co-operation must shape the groundwork in all
efforts to increase sustainable human settlements. This should include the participation of all stakeholders and role players and the active input of communities.

- The case studies of housing allocation and delivery are needed where similar developing country contexts are examined in order to establish best practice guidelines for dealing with the rapid urbanisation occurring in the developing world. In this way, local municipalities and communities will best be able to benefit from the information that exists in order to ensure less conflict during this process and more efficiency so that the poor have access to houses and homes that form the core of our societies.

- Another issue that goes hand-in-hand with the above issue of capacity development is that of resource mobilisation. The municipality needs to mobilize more resources to fund the housing service delivery at Joe Slovo informal settlement as the subsidy scheme is not available to the majority of beneficiaries.
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6. DISSERTATIONS AND THESIS

REQUEST FOR PERMISSION TO UNDERTAKE A STUDY TOWARDS A MASTERS DEGREE

I am undertaking a research project at the University of Fort Hare as part of my studies in Public Administration. My student number is 200199455. The purpose of this letter is to obtain your permission to conduct research at your department. The title of the research topic is:- AN EVALUATION OF THE IMPLEMENTATION OF HOUSING POLICY BY THE INTSIKA YETHU MUNICIPALITY WITH SPECIAL REFERENCE TO THE JOE SLOVO INFORMAL SETTLEMENT.

Questionnaires will be distributed to obtain data from municipal chief officials and political office bearers. The questionnaires will not be longer that 10 (ten) pages and respondents will have a choice to complete the questionnaires or not. The questionnaires will be anonymous and confidentiality of the respondents is guaranteed. In addition, I will follow and adhere to any ethical guidelines or practice you may prescribe. I will be glad if the above request for written permission can be granted.

Thanking you

Yours faithfully

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

Mbotoloshi A.Z.
**SUPPLEMENT 2: QUESTIONNAIRE TO MUNICIPAL STAKEHOLDERS AND CITIZENS**

**UNIVERSITY OF FORT HARE**

**DEPARTMENT OF PUBLIC ADMINISTRATION**

**QUESTIONNAIRE TO MUNICIPAL STAKEHOLDERS/CITIZENS OF THE INTSIKA YETHU LOCAL MUNICIPALITY AND THE JOE SLOVO INFORMAL SETTLEMENT.**

**PROVISION OF MUNICIPAL HOUSING**

*Instructions*: Please indicate your response with an _X_ on the five point scale below.

| EVALUATION OF MUNICIPAL HOUSING SERVICES. STAGES IN SYSTEMS THEORY | EVALUATION CATEGORIES |
|---|---|---|---|---|---|
| **PHASES AND QUESTIONS** | **Strongly agree** | **Agree** | **Neutral** | **Disagree** | **Strongly disagree** |
| **INPUTS:** | | | | | |
| 1. Housing needs of citizens are continuous evaluated | 1 2 3 4 5 |
| 2. This municipality satisfy all housing services needs | 1 2 3 4 5 |
| 3. Continuous liaisoning with citizens takes place | 1 2 3 4 5 |
| 4. Housing services are rendered pro-actively | 1 2 3 4 5 |
| 5. The quality of housing services are of a high standard | 1 2 3 4 5 |
| **PROCESSING:** | | | | | |
| 1. Available finance is adequate for housing services | 1 2 3 4 5 |
| 2. Existing policy is adequate for housing services | 1 2 3 4 5 |
| 3. Existing organisational structures require attention | 1 2 3 4 5 |
| 4. Existing personnel is suitably trained and skilled | 1 2 3 4 5 |
| 5. Existing procedures and methods are effective | 1 2 3 4 5 |
| 6. Existing control measures and standards effective | 1 2 3 4 5 |
| 7. Housing services are hampered by | | | | | |
| 7.1 A lack of political leadership | 1 2 3 4 5 |
| 7.2 A lack of skilled operational employees | 1 2 3 4 5 |
| 7.3 A lack of capital financing | 1 2 3 4 5 |
| 7.4 A lack of operating finance | 1 2 3 4 5 |
| 7.5 A lack effective delegation of authority | 1 2 3 4 5 |
| **OUTPUTS:** | | | | | |
| 1. The houses provided is of a high standard and clean | 1 2 3 4 5 |
| 2. Houses is adequately provided to citizens | 1 2 3 4 5 |
| 3. Houses are readily available to citizens | 1 2 3 4 5 |
| **IMPACT:** | | | | | |
| 1. Housing service are essential for citizens | 1 2 3 4 5 |
| 2. The municipality can handle any negative impact | 1 2 3 4 5 |
| 3. Housing services have no negative impact on citizens | 1 2 3 4 5 |
SUPPLEMENT 3: QUESTIONNAIRE TO POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS

UNIVERSITY OF FORT HARE

DEPARTMENT OF PUBLIC ADMINISTRATION

QUESTIONNAIRE TO POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS OF THE CHRIS HANI DISTRICT MUNICIPALITIES AND THE INTSIKA YETHU LOCAL MUNICIPALITY

OCTOBER 2009

QUESTIONNAIRE ONE: EVALUATION OF HOUSING SERVICE RENDERING IN THE INTSIKA YETHU LOCAL MUNICIPALITY WITH SPECIAL REFERENCE TO THE JOE SLOVU INFORMAL SETTLEMENT CHRIS HANI DISTRICT MUNICIPALITY

1. EXPLANATION OF TERMS USED IN QUESTIONNAIRE

- Policy implementation means the implementation of municipal executive policy to render housing services.

- Policy analysis refers to the systematic examination of the impact and effect of municipal executive policy and thus housing services on the lives of people in the above district and local municipality.
- Housing services means the provision of houses by government to people who are not in a position to build or purchase such houses.

- Effectiveness

- Organisational structures means the department with its divisions, sections and various posts rendering housing services.

- Control measures and standards mean inspection, auditing, reporting and cost analysis measures to ensure effective work performance.

1. INSTRUCTIONS ON HOW TO COMPLETE THE QUESTIONNAIRE

2.1 Read the following carefully before filling in the details on the questionnaire.

Where applicable, the questions should be answered by circling the correct option

Example 1

Question: Who decides on a development policy for your municipality?

Answer

In this case the respondent has indicated that councilors decide on a development policy.

2.2 Some questions will require that you indicate, on a five point scale (marked 1-5), the extent to which you agree or disagree with the given statement.

The following meaning is attached to the figure:

1 = strongly disagree
2 = disagree
3 = neutral
4 = agree
5 = strongly agree

Example 2

Statement: Municipal authorities must provide suitable houses to the poor and unemployed citizens.

Answer

1 2 3 4X 5

In this example the respondent agrees with the statement.

2.3 Some questions will require that you indicate whether you are agree or disagree with the statement.

Example 3

Statement: Interest groups play a role in the initiation of a development policy.

Answer

In this case the respondent indicated that he/she disagrees with the statement.

2.4 Your own view/opinion (based on your practical experience) will also be asked. In such case please write the required information in the space provided.

Example 3

What is the main reason for the existence of your municipality?

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

2.5 Often a question will have a mere "yes or no". However, you could be asked to motivate your answer.

Yes X No
2.6 Your views/comments could be asked, to explain a specific question

Example 4:

In your view, should there be greater co-ordination of health and social development services at municipal levels (please motivate)

3 PERSONAL DETAILS OF RESPONDENTS

3.1 What office/post do you hold?

<table>
<thead>
<tr>
<th>Office/Post</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Member Executive Committee</td>
<td>1</td>
</tr>
<tr>
<td>Member Mayoral Committee</td>
<td>2</td>
</tr>
<tr>
<td>Executive Mayor/Mayor</td>
<td>3</td>
</tr>
<tr>
<td>Municipal Manager</td>
<td>4</td>
</tr>
<tr>
<td>Head of Department</td>
<td>5</td>
</tr>
<tr>
<td>Other: ______________</td>
<td>6</td>
</tr>
</tbody>
</table>

3.2 Indicate your age, please

…………………………….Years

3.3 Indicate your sex, please

<table>
<thead>
<tr>
<th>Sex</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>1</td>
</tr>
<tr>
<td>Female</td>
<td>2</td>
</tr>
</tbody>
</table>
3.4. Department

…………………………

3.5. Years service as municipal official/political office bearer

<table>
<thead>
<tr>
<th>Years Service</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 5 years</td>
<td>1</td>
</tr>
<tr>
<td>5 to 10 years</td>
<td>2</td>
</tr>
<tr>
<td>11 to 15 years</td>
<td>3</td>
</tr>
<tr>
<td>16 to 20 years</td>
<td>4</td>
</tr>
<tr>
<td>More than 20 years</td>
<td>5</td>
</tr>
</tbody>
</table>

3.6. Home language

My home language is:

<table>
<thead>
<tr>
<th>Language</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>English</td>
<td>1</td>
</tr>
<tr>
<td>Afrikaans</td>
<td>2</td>
</tr>
<tr>
<td>English/Afrikaans</td>
<td>3</td>
</tr>
<tr>
<td>Xhosa</td>
<td>4</td>
</tr>
<tr>
<td>Other</td>
<td></td>
</tr>
</tbody>
</table>

3.7. Academic Qualification

3.7.1. My highest qualification is:

<table>
<thead>
<tr>
<th>Qualification</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Standard 8/Grade 10</td>
<td>1</td>
</tr>
<tr>
<td>Matric/ Grade 12</td>
<td>2</td>
</tr>
<tr>
<td>Diploma(s) Municipal Institutions</td>
<td>3</td>
</tr>
</tbody>
</table>
4. SPECIFIC QUESTIONS REGARDING HOUSING SERVICES.

4.1 HOUSING AS AN ESSENTIAL SERVICE. (INPUT PHASE)

4.1.1 The Constitution of the Republic of South Africa, 1996 states clearly that everyone has the right to have access to adequate housing.

4.1.2. In your opinion, what is meant by “adequate housing?”

____________________________________________________________________________
____________________________________________________________________________
____________________________________________________________________________
____________________________________________________________________________

4.1.3 In your opinion, should housing be seen as an essential service.

Yes  No

If yes, please furnish reasons for your answer.

____________________________________________________________________________
____________________________________________________________________________
____________________________________________________________________________
____________________________________________________________________________

4.1.4 The standard of housing in South Africa is too low to qualify as adequate housing.

1  2  3  4  5

a) If you agree, please motivate your answer.
b) If you disagree, please motivate your answer.

4.1.5 Housing services need to be continuously evaluated

If you agree, please comment how such evaluation is done.

i) 

ii) 

iii) 

4.1.6 This municipality satisfies all housing needs effectively.

Please motivate your answer.

4.1.7 Continuous liaising with citizens takes place to determine housing needs.

If you disagree, please give reasons why not.

i) 

ii) 

iii)
4.2 NATURE OF HOUSING SERVICES (OUTPUT PHASE)

4.2.1 The quality of housing services provided by this municipality are of a high standard. 

If you disagree, please give reasons why not.

i) 
ii) 
iii) 

4.3 LEGISLATIVE FRAMEWORK FOR HOUSING SERVICES

4.3.1 The existing legislation is adequate to provide housing services effectively

If you disagree, please give reasons why not.

i) 
ii) 
iii) 

4.3.2 Housing policy implementation is hampered by a lack of political leadership.

If you agree, please motivate your answer.

____________________________________________________________________________
____________________________________________________________________________
____________________________________________________________________________
4.4.3 Political interference in the implementation of policy within municipal departments is hampering effective service rendering.

Yes  No

If yes, please motivate your answer.

____________________________________________________________________________

4.4.4 The rendering of housing services is hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials.

1 2 3 4 5

If you agree, please motivate briefly.

____________________________________________________________________________

____________________________________________________________________________

4.4 PROBLEMS WITH THE RENDERING OF HOUSING SERVICES

4.4.1 ADMINISTRATIVE ENABLING PROBLEMS. (PROCESSING PHASE)

4.4.1.1 Available finance is inadequate to provide in the existing housing needs

1 2 3 4 5

If you agree, please motivate your answer
4.4.1.2 Existing departmental policy is adequate for housing services.

If you disagree, please motivate your answer.

4.4.1.3 The existing organisational structures (e.g. sections and posts) are inadequate to provide housing services effectively.

If you disagree, please motivate your answer.

4.4.1.4 The existing personnel for the rendering of housing services are suitably trained and skilled.

If you disagree, please motivate your answer.
4.4.1.5 The existing work procedures to render housing services are effective

If you disagree, please motivate your answer.

____________________________________________________________________________
____________________________________________________________________________
____________________________________________________________________________

4.4.1.6 The existing control measures are adequate and effective for the rendering of health services.

If you disagree, please motivate your answer.

____________________________________________________________________________
____________________________________________________________________________
____________________________________________________________________________

4.4.2 STRUCTURAL PROBLEMS (OUTPUT AND IMPACT PHASE)

4.4.2 The rendering of suitable effective houses to citizens is hampered by

a) A lack of skilled operational workers

b) Poor workmanship
c) A demand for houses which cannot be met due to a lack of resources.

Yes | No

d) Houses that are too small

Yes | No

d) A backlog in the rendering of housing services in the Joe Slovo informal settlement

Yes | No

4.5 POSSIBLE SOLUTIONS TO THE SOLVING OF HOUSING PROBLEMS

4.5.1 The implementation of housing policy in the Intsika Yetho Local Municipality and especially in the Joe Slovo informal settlement is inadequate in satisfying human needs and expectations

1 2 3 4 5

4.5.1.1 If you agree, please provide reasons why the service is not meeting citizen expectations.

i) ____________________________________________________________
ii) ____________________________________________________________
iii) ____________________________________________________________

4.5.1.2 Is it possible to satisfy the need for housing in the Intsika Yethu Local Municipality and in the Joe Slovo informal settlement

Yes | No
4.5.1.3 Please give three main reasons for the inability to render sufficient housing to the citizens of the Joe Slovo informal settlement.

i) __________________________________________________________________________

ii) __________________________________________________________________________

iii) __________________________________________________________________________

4.5.1.4 How can these problems be solved effectively?

______________________________________________________________________________

______________________________________________________________________________

______________________________________________________________________________

______________________________________________________________________________

______________________________________________________________________________

4.5.1.5 How often are housing policies analysed, evaluated and updated?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>Annually</td>
<td></td>
</tr>
<tr>
<td>Every second year</td>
<td></td>
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<tr>
<td>Every third year</td>
<td></td>
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<tr>
<td>Every fourth year</td>
<td></td>
</tr>
<tr>
<td>Every fifth year</td>
<td></td>
</tr>
</tbody>
</table>

4.5.1.6 To what extent have your housing development objectives been met in the 2008/9 financial year in the Intsika Yethu Local Municipality and Joe Slovo informal settlement

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

4.5.1.7 Do you consider the analysis and evaluation of housing policies an essential function of your council:
Please motivate your answer

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

4.5.1.8 Do you as a councillor and/or chief officials determine the impact / consequence of housing policies on the welfare of citizens when analyzing and evaluating such policies

Yes  No

Please motivate your answer

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

THANK YOU FOR YOUR TIME AND PATIENCE

SUPPLEMENT 4: THE STAR NEWSPAPER ARTICLE
Further unrest possible over poor services

More than half of those living in metro areas are dissatisfied

XOLANI MBANIWA

MORE than half of South Africans living in metropolitan areas are unhappy about the state of services in the country, and this could spark further outbreaks of violent protests and xenophobic attacks.

This is according to a survey released by TNS Research Surveys yesterday.

"With levels of unhappiness over service delivery exceeding half the population, the likelihood of such protest action then becoming violent becomes highly probable," the research company noted.

Of the 2,000 people polled in the survey, which targeted people living in urban areas of Gauteng, Durban, Cape Town, the Eastern Cape and Bloemfontein, 53 percent said they were not happy about service delivery.

TNS said even wealthy people, 9 percent were unhappy, citing the coupling power outages, water problems and billing hassles.

The survey warned that dissatisfaction was "widespread", and that more service delivery "flashpoints" were likely to occur in Gauteng and Pretoria.

The research company believes not only is poor service delivery to blame for violent protests.

"It is clear that there is extreme dissatisfaction with service delivery from local authorities in metro areas. Problems can be expected almost anywhere, as feelings are so strong. That this will spill over into violence is many instances should not be a surprise," said the survey.

Among the 2,000 people polled, 1,200 were black, 385 white, 340 coloureds and 118 Indians or Asians.

Although it was mostly black people who were most unhappy (54 percent), this did not mean that the ANC's constituency was most unhappy, according to the survey.

"Among the unemployed, 22 percent are unhappy about service delivery. Among those in squatter camps and informal settlements, the unhappiness level rises to 65 percent. Also, not surprisingly, it is the poorest of the poor who are the most unhappy," said the poll.

TNS Research Surveys also warned that frustration over lack of service delivery could lead to a repeat of the 2008 xenophobic attacks which left 62 people dead, including some South Africans.

The company argued that xenophobia was not about the hatred South Africans had for foreigners, but was driven by poor services and scarce resources such as houses, water, jobs and "even women".

"It is clear that the government needs a plan to address both the issue of service delivery and the constant violence, especially against foreigners, as we are, indeed, sitting on a powder keg," said TNS.

It said 70 percent of people polled wanted illegal immigrants to be returned to their country of origin.