

housing in the 21 wards in Nkonkobe. The following table shows the low-income housing waiting list in the last six years.

Table 5.1

YEAR	TOTAL NUMBER OF WAITING LIST	NUMBER OF STANDS ALLOCATED
2002	1946	834
2003	3017	1079
2004	4740	2065
2005	5313	2860
2006	6430	3795
2007	6956	3800

Source: Nkonkobe Municipality: Department of Housing 2008.

This indicated that there was a huge demand for housing in these rural areas. Therefore it would seem from the above that the housing waiting list has been growing over the years. In 2002 there were 1946 people on the waiting list and the corresponding figure for the stands allocated was 834 which means a total of 1112 remained on the waiting list. In the following year, 2003, a total of 3017 were recorded on the waiting list with only 1079 stands allocated. As the waiting list increased the number of stands allocated decreased, which meant that the figure for stands or houses stayed very low.

In the year 2006 there was an improvement in the number of stands allocated as the figure rose from 2860 to 3795 but still this was far below the total number of waiting list which also rose to 6430. From the above figures it shows that demand for housing overwhelms the housing supply. Problems like these increase the poverty situation of the affected people. The management of the waiting list is largely manual, with computerization having been recently introduced but not fully functional. The list is largely based on the information given at first registration, especially those that are income related. This does not accommodate changes in income earnings, marital status

and family size, illegal structures to house or even death of that particular applicant. These are the noted discrepancies of the waiting list.

The delivery rate of housing through the waiting list is very slow to the extent that it may prove so unfair to keep renewing the registration on the housing list, when one may never get a house from the local authority. Most respondents noted that most applicants are demotivated or demoralized. This can be seen from the number of stands allocated against the overall number of applicants. They noted with concern that some applicants either become inactive or completely drop from the housing list because they would not know about their chances of owning a house. In addition the rules and regulations of how the waiting list operates should be made clear to every applicant as well as aspirants. The problem of high demand for housing has resulted in many people building illegal structures which are substandard by the standards of the housing policy in order to stay while awaiting the long spell housing provision by the local government.

Many respondents pointed at the inefficiency of the local municipality in providing housing to the rural populace as the main reason for inadequate housing delivery in the area. One respondent states that:

'I am not happy with them; they call us for meetings, promise this and that, even though they know they cannot deliver'.

Considering that there is still a huge number of people in need of adequate housing, the municipality has a mammoth task to do and this study shows that the municipality is not effective in meeting the needs of people as in most areas housing projects are yet to be started. On the other hand, 50% of the respondents managed to acknowledge the efficiency of the municipality because they have shelter and their needs such as a sense of belonging, identity, safety and security are met. While beneficiaries appreciate that the government built houses for them, they were still not satisfied as a number of problems are still eminent in the area. Community participation will ensure that the deserving people get the houses they deserve without nepotism.

‘These officials do so because of the conception that, people do not have the necessary knowledge and expertise to take part in such a process’.

This shows that participation creates tensions among the partnerships. Some officials feel that social compacts are a waste of time. Mostly the officials claim that the ‘bottom-up’ approach will delay the development process. But the community members have a different view on this matter. They argued that losing time in consultation and planning is better than losing time at the most critical period of the process. Losing time in a critical period of the process is more likely to occur as a result of a top-down approach.

According to a local official, South Africa has a housing policy that encourages community participation. He argues that, though the housing policy promotes community participation, the problem is that people do not have knowledge of these policies. . As a result of this lack of knowledge about housing issues, they are most of the time unable to engage themselves in policy matters in times of discontent with the housing delivery. Another government officials interviewed states that:

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‘The private sector must play a leading role in the funding of the housing process, if the pledge to improve the conditions in the country were to be realized’.

The lack of other stakeholders in initiating development projects in Nkonkobe rural areas has affected the progress of provision and sufficiency of housing. The majority of the respondents indicated that there are no other people or stakeholders involved in housing development projects in their areas besides the government. Hence, the process of reducing poverty and eliminating housing shortages has a long way to go. Only a minority of the respondents stated that stakeholders are involved in housing development projects in their areas particularly in areas, such as McFarlane and Sheshegu. Therefore, Community Based Planning (CBP) is a form of participatory planning which has been designed to promote community action. The empowerment of communities and local government will enable local social capital to be harnessed, and provide downward

accountability to users. The Department of Housing (2004) states that Khanya, a Community based Organization is managing rural change by addressing some of the challenges of the Nkonkobe municipality especially by funding housing projects. Low cost housing and infrastructure totaling more than R19million have been constructed in Middledrift and Maluti Village. This shows that community participation must however not be limited to political structures. There is therefore a need to establish housing associations, and housing co operations to mobilize people's own resources for development.

From the government official's stance the idea of private sector developers is a very noble idea but it must be done without problems of taking advantage of intended beneficiaries. This is mainly because in some instances these developers try to minimize infrastructural costs by using many substitutes on the actual works thereby compromising on the quality of houses produced. Thus, the housing policy has no mechanism to counter this practice by the developers, consequently making the idea of involving private developers a problem. But the respondents are of the view that because of the municipality nature of slow delivery, rendering much support to the private sector increases the prospects of low income earners being accommodated in standard houses.

The logo of the University of Fort Hare, featuring a shield with a sunburst at the top, a book in the center, and the motto 'LUMINE TUIS TUO LUMEN' below it. The text 'University of Fort Hare' and 'Together in Excellence' is overlaid on the page.
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For the process of housing delivery to be effective, a partnership among the relevant stakeholders is of vital importance, because they all have certain roles to play in this process. The NGOs play a significant role in the supplementing and building of capacity at community level. This is very important to enhance effective participation as these organizations would assist in mobilization community members, facilitating the development process and in monitoring and coordination. The reason I am of the opinion that CBO's and or NGO's can be another force to challenge the current situation, is that these organizations have a history of working close to their target communities, and it gives them a comparative advantage over other development structures. They tend to have a more localized viewpoint of the needs of the community and a greater understanding of the issues that are relevant to the community. The fact that they tend to have a greater emphasis on the community puts them in a more trusting relationship with

the community and communities are therefore in some instances more willing to cooperate with NGO's than with the government. The main aim is to facilitate the development of housing stock and support community development.

The basic functions that all the NGOs offer are the facilitation and support of housing developing by equipping the community with knowledge and training them with the necessary skills to facilitate their participation in the housing process. John (2002:45) states that community participation as a development initiative involves the intervention and cooperation by other development agencies. Therefore the argument in this study is that there is a need of cooperation among all these stakeholders to ensure effective participation in rural housing delivery. The involvement of the private sector in the delivery of sustainable integrated affordable housing is therefore crucial as this enormous challenge cannot be achieved by the government alone. The dissatisfaction with the level of involvement further challenges traditional ways of practicing community involvement and calls for much more intensive methods that are aimed at empowering and building the capacity of communities collectively and as individuals.



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5.3.4. The release of state land and housing development

Land is a pre-eminent issue in the provision of housing. The government officials interviewed asserted that the major planning obstacle in regard to housing development was the release of state land. A certificate in terms of Section 239 of the Constitution of South Africa (1996) had to be obtained in order to delegate functions from the national to provincial authority to release and develop state land. This dependence on higher tiers of government in realizing land for development represented a bureaucratic obstacle to realizing housing development in previously Bantustan areas. In an interview with the government officials on (February 7, 2008) they noted that most of the land for instance, especially in Nkonkobe area is vested in the State. Large and cheap supplies of housing land are usually only available on the urban periphery. But this land is probably outside municipal administration and is thus more difficult to acquire. The method of releasing

that land for housing development has to go through the Department of Land Affairs and it has to undergo a process of checking whether there are no claims, land claims, against those proposals. It becomes a length process, which actually impedes progress in housing delivery. The land policy of willing buyer, willing seller is a controversial one and private owners need to be encouraged to release land for housing development.

In case of Nkonkobe as part of the Eastern Cape the delegation of functions and transfer of State land had also been complicated due to lack of capacity in the province. National legislation states that it is the “owner of the land” who has to apply for a process of resigning and diving land, which has made local government in the area as well as the provincial government unable to proactive in the process. However, the interview material indicates that private sector agents on the other hand, with more knowledge of previously legislation and policies related to land, have been able to initiate local development on behalf of local governments. Hence, the post-apartheid local governments, due to the existing institutional framework of land management and ownership, may be obstructed in fulfilling the role of developmental local government if not assisted sufficiently either by private sector agents or overarching state levels. A local official denotes that:

‘Local municipalities play a minimal role in rural land and site allocation even though the national housing policy states that municipalities have a major role to play in housing delivery’.

The government has not taken action towards resolving the ambiguities of ownership and administration of State land, a central aspect of any housing development. It is noted that the traditional leaders are obstacles to change in most rural communities in Nkonkobe for they still hold on to the authority of the specific land in their territories. This hampers housing development in the area. This is line with what Pottie (1998:92) states that democratic municipal governance faces an added challenge in South Africa’s rural areas where traditional authority continues to play an important role in the daily life of many millions of people. Although the constitution elected municipalities’ throughout South

Africa, traditional leaders have argued that in the traditional communities they still wield decision making power. There are substantial development challenges in traditional rural communities and these conflicts on land development projects should be resolved. This hampers housing development for the local municipality as it finds it difficult to implement housing project in these areas controlled by traditional leader who demarcate their boundaries and have control over the State land.

Apart from creating local conflicts which is evident from the assertion above. It has been noted that, land and control over local land also influence interrelations with overarching State levels. The government official stated that:

'It is a hell of a problem and people are fighting everyday because they don't have title deeds for where they live'.

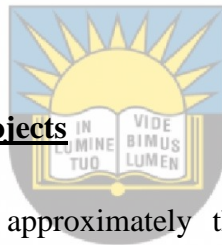
This shows that the municipality has a problem, if they have a project to be build they are no space to put it. For instance if they built something in a particular place , the Department of Public works claims to have the title deeds over that particular area or space. This is a major problem and from this assertion it is very difficult to for the municipality to implement housing development projects in its areas.

This study contends that housing projects require a supply of land on a rolling basis, in good locations and in large quantities for a successful implementation of housing projects. This is supported by Maqhasha (2003:43) who asserted that since people do not have access to land, this fact inhibits their access to housing, whereas housing is a right. The process of acquiring land and letting people build houses is significant because it provides the poor with access to security of tenure and encourage them to progressively build or extend quality standard houses and increasingly improve their infrastructure.

The factors which contributed to the decline in housing provision in Nkonkobe can be explained in terms of the unequal land ownership, discriminatory land use regulations and insecure land tenure systems which marginalize the majority of the rural and urban


poor populations. The legacy of racially unequal land control which confronted the former settler colonies was at independence maintained through constitutions which guaranteed the protection of private property and sanctified ‘willing buyer, wiling seller’ approaches to the redistribution of freehold land which is essential for housing. More harm to the housing service delivery was the neo-liberal tendency of the South African government to enhance a market based economy or rather gradualist approach to land reform. This study argues that they must be equitable distribution of land and the state must acquire more land for housing projects. Above all, the community must be involved in land distribution process and this involvement would speed up housing development in Nkonkobe rural areas.

5.3.5. Funding for housing projects



The Local municipality gets approximately the majority of its revenue from the Government. However, the fund has not performed to expectations due to funding constraints arising from the country’s economic crisis. This view is also echoed by Park (1998:6) who states that, lack of financial support for the housing sector has made attempts to increase housing supply ineffective in South Africa. According to a local government official about 35% of Nkonkobe revenue comes from other sources or donors as the private sector is also involved in funding housing projects in low income areas. The budget allocation from the government alone cannot meet the housing needs in the area. The system is driven by national budget allocations, not actual human settlement need. However, the stakeholders themselves are providing little to enhance housing project. Considering that Nkonkobe has more than 21 housing projects, with an estimated 4000 approved beneficiaries it will be very difficult for the municipality to reach these targets. The annually allocated budget for the municipality is not sufficient to spearhead housing projects to its surroundings. Delivery mechanisms are bureaucratic and slow and housing budgets are persistently under-spent.

Currently the major sources of income for the Nkonkobe municipality are the land rents from people who occupy council houses. In the study most respondents cited lack of funding as the major challenge faced by the local municipality to effectively deliver social services such as housing to the people. Lack of funding has been one problem for lack of success for housing projects in the targeted areas. The funds from the government are not enough to tackle the problem of housing in the area. Even the money or funds acquired from banks such as ABSA and FNB who have sponsored some housing projects and other stakeholders are not enough to help deliver cost effective services that meet minimum standards. Nkonkobe municipality's lack of funding has affected service delivery to its surrounding areas and that made it unable to meet the housing demand of its people. Respondents argued that duplication of housing institutions and funding mechanisms caused tremendous constraints in delivery. They argued that:



'Fragmentation of the housing function racially between the previous own affairs administration and the department of housing has resulted in large amount of overlap, duplication and confusion within and between housing institutions which results in significant inefficiencies and wastage'.

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With the initiation of the RDP (1995) the government increased its allocation to the municipalities from 1995-2002. But from the period 2004 up to date the government has suspended these allocations and consequently has not been providing sufficient funds to the municipality to build houses for the people. This impedes the provision of housing to the intended beneficiaries. The role of the municipality as the implementing agency has been affected by lack of funding. About 90% of the respondents indicated that some projects have been blocked and others have undergone several years without completion due to lack of funds examples being Ntselamanzi and Alice Golf course Housing projects run by the Nkonkobe municipality. These projects have been severely affected due to some financial difficulties. However, all efforts to overcome this stumbling block are being undermined by key factors such as corruption and financial mismanagement that are wholly avoidable.

Respondents further argued that lack of end user finance is one of the contributing factors in housing delivery. The unavailability of end user finance, especially for low income households impede the ability of many households to access adequate housing even though they may be able to afford it. They agreed that housing delivery is essential to improve the lives of ordinary citizens. The unavailability of end user finance, the need for bridging finance for developers, and a lack of institutional sources or funding for bulk infrastructure provision, all presented enormous challenges which were sure to persist until the details of these essential supporting programmes. To propound the argument in this study, Tomlinson (1999:76) states that project-linked housing has relied on two assumptions, those communities could be active participants in the projects and equal partners with the developers through social compacts and banks would grant low-income households credit to finance construction of a structure once they had obtained their serviced lots. This has not been the case as evident in the study. With few exceptions, the evidence gathered in the interviews indicates an almost total lack of consultation by developers and civic associations, in a scheme which is meant to produce 'people-centered developments'. The 'social compact' was in the vast majority of the projects unheard of by the respondents, indicating that they had no role in negotiating it. This is partly responsible, it would appear, for the widespread misunderstanding of the scheme and its workings and later dissatisfaction with the products delivered.

More specifically, when questioned, most respondents noted that government, under extreme pressure to continue putting the pieces of the new housing policy into place, never mustered the bureaucratic capacity needed to communicate the policy itself, resulting in the communication of the policy lacking clarity to the masses. Most respondents are unclear as to, whether they would have to pay the subsidy back to government or if the subsidy was free and so on. Financing rural and urban housing remains a greatest challenge in post-apartheid era. Self help constructions can help to strengthen community based organizations and this helps the poorest to be involved in grassroots organizations and community decision making. Financial rigor may be beneficial in order to strengthen community processes in housing delivery. Community

participation becomes a key to socio-economic development particularly when the government has limited administrative capacity financial to service all sectors of the population.

5.3.6. Corruption or Mismanagement of Funds

I noted in my study that corruption in the department of housing impacts heavily on housing delivery. This corruption in the local government is systematic and rooted in policy as well as in acts of fraud. This type of corruption is most serious in diverting State resources away from pro-poor development objectives. Most respondents stated that the local municipality abuse funds allocated to them by the government. Some financial irregularities have been noted, with a number of projects failing. Many respondents reported that the Alice Golf Course Housing Project has been affected by corruption. This is in line with chapter three which noted that the local government has become virtually synonymous with illegal tendering practices, unauthorized loans to councilors and in some cases outright looting. And in this particular case about 126million in state funds were squandered in 2002. In addition, two officials were fired in 2003 for stealing 2.5million allocated for Ntselamanzi-Hillcrest low cost housing project, thus landing the municipality in a huge debt crisis. This shows how service delivery is weakened by corruption. This corruption undermines efforts made at eradicating poverty and transforming our socio-economic order, in particular, service delivery in rural areas. The avenues of corruption in housing development include absenteeism, misuse of facilities and unwarranted services. This has been the case in Nkonkobe municipality.

The 50 % of the 21 wards served by the Nkonkobe municipality have been rocked by the above-mentioned problems. In most areas government officials misuse money allocated for housing for other things or activities. The people are fed up of officials who rent out or sell RDP houses to foreigners. These houses are illegally occupied by non beneficiaries and sometimes officials allocate houses to themselves. Knight (2001:16) states that, accountability has affected the government which has always been on serious

financial backlogs. Also in the study 25% of the respondents blamed lack of resources, infrastructure and assets as the main problems faced by the municipality. Delivery of cost effective housing projects in the targeted areas is also a major problem. The municipality use cheap material to build these houses and always a bias is noted in contracting the companies responsible for the construction of RDP houses. The delivery is slow because tenders or contractors do not have sufficient materials to carry out the projects. This explains why it took so many years to complete housing projects in Alice, Ntselamanzi, McFarlane and other areas administered by the Nkonkobe municipality.

It is however important to note that, municipalities have failed to deliver cost effective service due to financial mismanagement. Another indicator of financial mismanagement is the failure to collect enough revenue to pay for service delivery and in some cases the money set aside for services is outstripped by an expenditure catering for other needs such as salaries for workers or other municipal activities. In the study of the Nkonkobe municipality an alarming trend was discovered, namely, the debt management and the fact that the basis of income generation might not provide sufficient funds for delivering the services expected of municipalities. The inadequate monitoring of transfer payments to municipalities (as the principal developers) has been the primary reason for the Departments repeated audit disclaimers. There is need of ensuring accountability and transparency of all involved in the planning process, which are the stakeholders and the beneficiary communities so as to ensure that fiscal allocations are correctly targeted and to prevent fraud and corruption. Community participation can also address the challenge of corruption and nepotism, whereby houses are allocated to relatives and friends who sometimes are not even on the official waiting list. Therefore, once the beneficiaries receive their houses they will not be tempted to sell them. The beneficiaries are empowered to be responsible.

5.3.7. Politicking in Housing Delivery

The Local authorities are deeply politicized. The councillors very often display accountability only to their political parties and fail to guard the interests of all citizens. Some community leaders explained that some bureaucratic hassles contributed to the slowdown of delivery. There was a common feeling that some politicians derive officials mad. They are said to be infamous for crossing administrative lines and not understanding their role in relation to officials. Lack of clarity on the roles of officials and councillors often leads to tension between them. In particular, a serious lack of financial management skills was reported among councillors, which impede their ability to evaluate and monitor budgets. Every councillor has a constituency and, approximately, wants to see progress within it. It is therefore not uncommon for politicians to try to jump the delivery queue or demand higher standards than the policy provides. This is why uneven housing projects are evident in Nkonkobe.

Some respondents interviewed noted that as politicians have become more familiar with the resource constraints the council faces, they have become less inclined to make unreasonable demands. There is always a division of labor between and hierarchy of power within territories. The interviewees from the community noted this with concern. This is clearly revealed when tasks are not performed or postponed and the excuse given is that they will be done after the elections. One government official interviewed states that:

‘The role of political parties within central governments is usually of considerable importance in determining housing programmes and their implementation’

However, the political performance of local government has been somewhat uneven and its influence upon housing programmes has not always been beneficial. According to respondents in Nkonkobe, in 2004, the year of national elections councillors were very

slow to participate in the development of their communities. The problem of informal settlements was not addressed by local councilors because of a fear of losing votes. One respondent noted this with concern and said,

‘The whole process of housing delivery has ground to halt. There is no movement that I can see except for political maneuvering’.

About 75% of the interviewees complained that Government introduces housing policies without adequate knowledge of the nature, scope and dimensions of the housing problems in the rural areas. Some irregularities were noted in housing with some interviewees claiming government officials allocated themselves houses illegally in Nkonkonbe. The problem is exacerbated by the corresponding stifling red tape that inevitably pushes up the costs of organizing access to resources. This implies that there is a need to curb politicking to effectively render housing and be responsive to the community needs. The provision of housing to the “poorest of the poor” may, in my view, be interpreted as a form of providing a materialized citizenship to the citizens of the new South Africa. Furthermore, the interviewees stated that the government official lack of capacity is enhanced because most of their energy is spend on drawing boundaries on who qualifies for State aid and who does not and this slow down the pace of housing delivery. The councilors do not work effectively to address the needs of their communities for fear of losing membership of their political organizations. Communities and political parties alike must keep councilors accountable when it comes to housing delivery of their areas. Failure to do so undermines democracy and without people actively participating in their own democracy, creating it, fostering it and defending it, fundamental priority will not be fulfilled.

5.4. CONCLUSION

This chapter has given insight of various factors contributing to the lack of housing delivery in Nkonkobe Municipality. It is important to note that the challenges of Nkonkobe municipality have contributed to failure in meeting the needs of the people. These findings are significant in analyzing whether the government has done well to provide housing in the context of empowerment, democratization and nationalization. It is evident from the analysis of the empirical evidence that the government needs to speed up the process to enhance human settlement development. Some of these challenges could have been avoided if the beneficiaries participated in the planning process and decision making regarding housing delivery. For legitimacy reasons as well as sustainability, it is important that the beneficiaries own the process of housing delivery. The following chapter will continue to bring forth the argument, which is a discussion of other social-economic constraints that hampered housing delivery. The main focus will be on broad policy and planning related issues. In addition, the chapter discusses prospects for improved housing delivery strategies and this is enhanced in the conceptual framework of alternative development.



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**CHAPTER 6: FINDINGS AND DISCUSSIONS ON BROAD POLICY AND
PLANNING SPECIFIC CHALLENGES TO HOUSING DELIVERY AND THE
PROSPECTS FOR BETTER HOUSING DELIVERY.**

6.1. INTRODUCTION

The chapter discusses the findings of the study based on broad policy and planning specific challenges to housing delivery and the prospects for better housing delivery. All areas surveyed showed evidence of persistent housing shortages, with impacts on the housing situation of all but very affluent. Evidence of shortages was pervasive, and took various forms. Practically all respondents noted various challenges the Nkonkobe municipality faces such as the impact of macro-economic policy, urban bias, lack of capacity, lack of sufficient planning and building standards among many others factors affecting rural housing delivery. This chapter propounds the core argument of the study which indicates that there has been a lack of housing delivery. Hence, community participation in the development planning will improve the housing situation. This section also discusses the prospects for better housing delivery and this is an attempt to enhance the delivery of housing to the rural people.

6.2. The impact of Macro-Economic Policy (GEAR)

The study also finds out that the ability of the municipality to provide housing has been restricted by the macro-economic policy known as GEAR. Since 1994 there has been growing dissatisfaction with service delivery and employment creation as embedded in the RDP. One respondent states that:

“Each man for himself continues to be the order of the day, worse the reconstruction and development programme (RDP), and GEAR is regarded only as jargon, with no meaning for the residents”.

This macro-economic strategy is a counter to RDP while rhetorically, reiterating the values and goals of RDP. It came as a “replacement” to the RDP. Many viewed this as an uncertain mechanism for redistribution and possibly a betrayal of the principles set out in the RDP. The homeless voice is inaudible, and the government continues to be sluggish when it comes to housing delivery. When GEAR was announced it was widely referred to as market friendly and would help the poor, but the truth soon dawned on us that were a mere wish list aimed at appeasing investors, containing little hope for the homeless. It became apparent from the interviews that the municipality has not been responsive to local needs and expectations for housing delivery. One respondent said that:

“...despite all promises by both the council and national government there is no possible hope that people here will ever enjoy a better quality of life and fruits of liberation. We have been rendered permanent shack dwellers forever”.

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Hence the funds are not enough to carry out these projects and the escalation of prices as a result of this deliberate policy has really affected service delivery. This is mainly because the acquisition of material and contracting tenders becomes very expensive. This study has noted that the introduction of GEAR was a neo-liberal tendency of the State being incorporated in the Modern World system of capital accumulation and market based economy. This impacted strongly on the basic tenets of the RDP which was aimed to empower the marginalized and impoverished members of the society in post-apartheid South Africa. The government officials state that rectification is underway for the municipality to modify its institutional framework for housing delivery to meet the challenges and improve the welfare of its people. Bond (2000) argues that the consequences of the fiscal policy to low income housing delivery are, in most respects, detrimental to the needs of South Africa to build houses for poor people and workers. This was evidenced due to an inequitable allocation of funding different low income

groups, an extreme low rate of delivery, the destruction of existing housing construction capacity due to contradictions within the market and communities being disempowered. The private sector developers were reluctant to be involved in conflict ridden areas where the need for housing was often greatest. This also led to the abuse of scheme by local authorities and developers as noted in Nkonkobe municipality.

6.3. Lack of capacity in housing development

Respondents further cited lack of capacity as a contributing factor in housing delivery. They acknowledged that while municipalities are expected to play a pivotal role in housing delivery, they lack the capacity to do as effectively as the (Housing Act, 1997) anticipated. They have little experience in administering housing projects, since this was not their role under the previous regime. This is illustrated by the uneven performance of housing delivery in Nkonkobe. Bureaucratic logjams, arising from the transformation of local authorities, were producing severe capacity problems. Local government transition caused delays in housing delivery programmes. Technical procedures, such as the approval of layout plans, the opening of registers, land availability agreement, and the like, which tend to be drawn out at the best of times, were also taking longer than usual because of the lengthy local government transition. In an Interview with the Director of Housing at Nkonkobe Municipality, he states that:

'It has become evident that the achievement of this inter-government harmony and drive for suitable service delivery excellence can be unattainable without a formalized, structured inter-governmental relationship'.

The staff code of conduct is also not implemented or effective and there is a duplication of functions between the different spheres of government especially provincial and local government. It was noted that lack of overall housing strategy constrained the delivery process. Inadequate definition of roles and responsibilities of all role players in the

housing sector, as well as the lack of coherent overall housing strategy have contributed to the present confusion and breakdown in delivery. This was echoed by Nkonkobe government officials who highlighted that many projects are run by a few staff. It is also reported that they only have three people to manage the Nkonkobe area. There is currently one estate officer who is responsible for housing, land and town planning. Despite the envisaged provision for other two staff members in the area, none has been advertised or appointed. The respondents argued that:

'The new local authorities suffer a dearth of skills needed to deliver infrastructure, services, and housing to the increasing numbers of people requiring these goods'.

They also emphasized that the provincial government is still in the process of employing more staff. He admits that the government is slow to look at the issue of staff shortages. They further argued that certain key positions are not filled leading to an increased burden on other staff that is unable to attend their tasks effectively. Nobrega (2007) also asserted that the local government has been experiencing severe staff and skills shortages for some time. Both the general and critical vacancy rates have generally been on the rise. The skills shortage and high vacancy rates at both the provincial and local levels are major impediments to housing delivery and are the primary cause of the high housing backlog and slow delivery. This is in line with what the Portfolio Committee on housing suggested to the department of housing in 2006, the need to recruit more staff to enhance service delivery in the area. Certain key functions do not have dedicated staff assigned to them resulting in stop gap. Substantial monitoring, facilitation, administration and community liaison are hopelessly understaffed. As the case of Nkonkobe it takes 15 months to get projects enrolled and approved:

'The people have mistrust towards the local municipalities, they think it has too little capacity, but by sidelining them all the time capacity is never built. At the end of the day you have to weigh different options and fast development is very

important. So instead of creating problems and delaying the project you step out and give the contract to the developer' (Interview with local official, 2008).

Research reveals that most rural people are unaware of organizations (governmental or non-governmental) that can assist them with housing. The uneven distribution of capacity is a hindrance to meaningful community participation in the decision making process. There is need to promote new forms of engagements between State, civil society, markets and households. The capacity constrains in housing delivery acted as a huge break on their ability to transform themselves and become effective housing deliverers. And with financial resources becoming more constrained by the day, it was not all clear how these problems would be resolved. Government officials argued that while the devolution of housing functions to local government appears to be a step forward, little attention seems to have been devoted by national government to the funding and capacity constraints which the local office suffers, with limited resources and in the midst of difficult internal restructuring. Alternative development emphasize the need for participation of various stakeholders in housing development that include private partnership with community based organizations to speed up the provision of housing to the poor. Capacity building is the ongoing process of increasing the ability of individuals, groups and organizations to control and manage all the important areas of their lives or operations. However, building the capacity of any given community involves equipping that specific community with the appropriate resources to take control of development.

6.4. Building and Planning Standards

Since the democratic transition in 1994, housing for the poor in South Africa has been dominated by the State housing subsidy and contractor developed housing. It is imperative to note that the low cost houses provided for free by the local municipality are in devastating conditions. Housing for the poor built by contractors has often been of poor quality. This is mainly because of cheap materials used to build these houses. The

lack of maintenance and improvement of most houses was evident. Approximately 50% of all rural residents are dissatisfied with their dwellings, half of those living in traditional structures were dissatisfied yet interestingly, a quarter of those living in formal dwellings were also dissatisfied. The majority of the respondents complained about unstable housing conditions and asserted the poor state of the houses available. It has been estimated that most of the dwelling units in Nkonkobe area are substandard. There had not been any significant improvement in housing. Only a few of the houses could be considered as physically sound while sanitary facilities were largely unsatisfactory in the buildings.

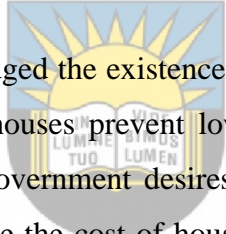
Some respondents stated that the houses were of poor quality as they developed cracks in the walls which later collapsed and the roofs were not properly fixed. As a result they were leaking when it was raining and were easily blown off by the wind. They mentioned one terrible incident where a storm broke in their area in 2005 where numerous roofs were blown off by the wind while others collapsed. People were injured and a number of casualties were reported. One person was killed. All these terrifying things happened as a result of the poor quality houses which could not withstand the force of natural incidents.



Out of the 25 respondents, 9 reported that their houses were not completed. The windows did not have windowpanes and they used roof sheets to close those windows which meant that there was no proper ventilation in those houses and the households were not getting fresh air. In addition, there were no beam filling where the wall joined the roofs and this allowed birds, lizards, flies, and the wind to enter the houses. The floor slabs did not have a smooth finish which caused cement dust to gather in the houses which in turn caused respiratory illness to the inhabitants. Doors did not fit securely into their frames and beneficiaries usually had to stuff material along the frames. Cracks in the wall developed soon after beneficiaries moved in, particularly around the windows, doors and corners. The houses could not be cleaned properly. Some of the unoccupied and incomplete structures were invaded by criminals. Residents thus suggested that government should get a contractor to complete incomplete houses and repair those which had defects as

soon as possible. They also made a suggestion of demolishing houses which were incomplete and unoccupied because they were attracting criminals to the area.

Some people are making extensions in order to cater for their large families but the majority of house owners would like to have their houses extended because most of the low cost houses are small, one bedroom with a sitting room and a kitchen. It can be argued that the size and nature of the house reveals much about the people's comfort. Most of the families are very big with family sizes ranging from 4-10 people. There was consensus among the respondents that extending their houses was a necessity. If they had an opportunity they would be happy to have their houses extended in order to cater for their bigger families.



The local authorities acknowledged the existence of poor structures in these areas. Some materials used to build these houses prevent low-income earners from owning decent houses. The policy specified government desires to encourage and promote the use of local building material to reduce the cost of housing. This seems to be a good idea, but the problem with this is that the policy did not state how housing quality would be improved and enhanced under the policy. These houses are isolated and built in unproductive land away from the centre of activity or infrastructure such as roads, shops and communication network. Only 40% of the respondents cited stable conditions in the houses provided by the municipality.

However, this shows that houses provided by the municipality do not have adequate facilities. This put most vulnerable groups at risks of increased impoverishment and unstable life conditions. Furthermore, the respondents noted that there is lack of private life in these RDP houses because they are poorly constructed without proper partitions compared to some other forms of housing. They are known for poor noise insulation, so that noise of all night parties, violent family disputes and foul language pass through walls and echo round the yards. Therefore in as much as the nation seeks to solve the

housing problem this must not be at the expense of its social well being. The quality of housing in the Nkonkobe raises questions about why some houses are of such a poor quality, where the breakdown in the delivery process occurred and how service delivery in this regard can be improved. It is also important to consider the implications of poor quality. The right to adequate housing mean the ‘right to live somewhere in security, peace and dignity’. Houses provided by the State should align with constitutional rights to privacy and human dignity.

It is also important to consider how government’s systems have failed and how poor quality requires a shift in perspective and practices at the provincial and local level. Hence, there is need to create sustainable human settlements to improve the lives of rural people and promote rural development. Beneficiaries should be involved in the planning and design of their own houses. As shown a substantive percentage of respondents felt that if they could have been allowed to make an input at the initial or planning stages of the project, their homes would have been more appropriate to their needs. This finding is consistent with the notion of community participation in housing provision. Not only would this be empowering for individuals who should feel part of deciding on how their communities will be developed, but it would also ensure that the Department would be improved, and is one way in which government would be able to meet the needs of families more effectively. This emphasis on participation is not only on building (placing bricks on top of one another) but rather in dealing with people, building communities from all aspects.

6.5. Lack of sufficient Planning for Housing

Rural areas problems are as a result of poor management and planning systems. Local government’s ability to realize the housing right is therefore severely undermined if communication with the province regarding housing policy consistency and alignment breaks down. In the interviews conducted, local government officials complained in general about the lack of communication between local government and provincial

government, resulting in delaying in planning ahead. An official commented that planning at provincial level is haphazard and the process 'is not how it should be.' The lack of sufficient planning has led to unclear guidelines on how to practically implement the rural housing programme in Nkonkobe region. Smith (2003:5) has cited that once municipalities have made their decision on a delivery method for a project the actual steps to follow to implement the project in practice are unclear.

From the interviews with the government official, with effect from 2002 there has been insufficient and in some instances no planning for future housing projects. For instance money was returned to the Treasury at the end of 2007 in the Eastern Cape Province. The department of housing failed to utilize the funds allocated to them for housing projects. In the same year, the Director of the Provincial Department of Housing, Local Government and Traditional Affairs admitted that one of the reasons for its under-spending on housing was that municipalities lacked housing units and the political will 'to do the right thing' at local level. The worst scenario of lack of sufficient planning in the Eastern Cape Province affected Nkonkobe municipality as a sphere of government responsible for implementing housing projects to its surrounding areas. Lack of planning at provincial level necessarily impacts negatively on the municipality's ability to plan and monitor housing projects ahead in terms of the municipalities integrated development plan.

However, no effort has been made to prioritize areas of greatest need of development. From the interview with the official, he states that from the past years, the guidelines set out by provincial housing plan were implemented by the municipality and funds were allocated according to the need but it still clear that the municipality is only doing very limited forward planning and officials need assistance in this regard. Proper planning and settling of expenditure targets is the basis for improved delivery. Without proper planning, delivery targets have very little chance of being met. He argued that when they are planning, community involvement is limited but the community should be encouraged to comment during presentations. Government expenditure is wasted and under spends because of lack of participation by the community as the case of last year in the Eastern

Cape Province. To deal with this factor there is need for community participation as noted on the discourse on alternative development.

Respondents explained that a key impediment is ‘social compact’, the agreement prescribed by law to be reached by the community, the developer, and other stakeholders, aimed at securing community participation in housing delivery. From these findings, it becomes clear that community participation could be understood as the direct involvement of the citizenry in the affairs of planning, governance and overall development programmes at local or grassroots level. Theron (2006) states that the importance of community participation in this planning will reduce cost through the utilization of local labor and expertise. It also leads to the implementation of appropriate responses through the involvement of locals in collective decision making. Furthermore, it helps in directing scarce resources towards the more needy identified by fellow locals. To enhance sufficient planning the alternative development discourse states that the community should be involve more significantly in the conceptualization, implementation, monitoring and evaluation of project to avoid and address any loopholes or challenges in service delivery.

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Community participation is viewed as an important aspect in decision making of development plans. There is need for an accountable and effective local government that would be responsible for revenue generation to facilitate local projects. Transparency in local government decision making, is important to enable people who are affected by the development plans to know what options they have. Communities need to be effectively involved in steering the process of development in the direction that they believe would improve their conditions. In the case of Nkonkobe, planning could be used as a means to address problems surrounding the project. Appropriate planning can ensure progress in terms of implementation of the project, and thereby improve the status of the housing projects.

6.6. Urban bias in housing development

Findings from a study on delivery data on the municipal level show that post-apartheid housing development is skewed towards the larger urban areas in the Eastern Cape such as Port Elizabeth, East London. In areas around Nkonkobe there is little housing development, although the need for housing delivery and basic services are high in this region. Allocation of significant functions and responsibilities in housing toward the provincial and specifically the local levels of governance are addressed. The division of labor among government's levels has been outlined in the white paper on housing from 1994 and the new Housing Act of 1997. However, in the rural areas of the Eastern Cape Province, where local government institutions have been weak or absent following the political transition in the 1990's, there are little prospect of public housing provision. The study shows that obstacles for rural housing development are embedded in the inflexibility of current policies, the legacies of previously state territorial spaces and lack of capacity at local as well as provincial government levels. Areas outside formal urban areas that is, the rural regions like Nkonkobe are due to these obstacles effectively excluded by the housing policy.

The logo of the University of Fort Hare, featuring a shield with a sunburst at the top, a book in the center, and the motto 'LUMEN TUO' below it. The shield is surrounded by a circular border with the text 'UNIVERSITY OF FORT HARE' and '1916'.

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At the core of the debate around an effective response to rural housing needs is the question of the most appropriate institutional home for rural housing. The interviewees noted that the post-apartheid government needs to restructure the space economy of previous apartheid state. Considering the neo-liberal approach adopted by the ANC in the late 1990's in South Africa, it is questionable whether this restructuring process is taking place. If you look at the structural obstacles facing rural local government in terms of local, social and material conditions, it is doubtful whether they will be able to shoulder their role in post-apartheid housing provision. In addition current planning policies by the provincial government presents further impediments for realizing a future rural – urban balance in housing development.

In Nkonkobe allocation of housing remains unequal and the injustices of racial segregation and discrimination forged by apartheid regime have not disappeared up to date. Therefore market oriented housing provision has in most cases resulted in a distribution of housing which is inequitable with the poor sections of the population remaining without houses. Uneven development can be attributed to a fragmented and overlapping institutional framework inherited from the previous apartheid regime. This has slowed down the pace of housing delivery in failing to reach the targeted areas. This implies that the success of community participation depends to large extent on good governance. This means that the central government must be committed to the process of devolving power to the lower tiers of government, to ensure effective facilitation of development on the ground. There is also a need for equitable distribution of resources, to benefit the society especially the rural poor. The following subsection deals with the prospects for better housing delivery strategies.



6.7. The Prospects of Housing Delivery

This is essential to determine the provision of housing in the context of empowerment and democratization in post- apartheid South Africa which forms part of the study. This section is important as an attempt to explore the social and economic empowerment of people through provision of housing. The analysis of the prospects is based upon the conceptual framework of alternative development, which emphasized empowerment and progressive development as basic tenets to enhance the emancipation of rural people and as a strategy to enhance human settlement development in Nkonkobe municipality. The main assumption in this subsection is that housing delivery must bring social and economic empowerment for sustainable livelihoods.

6.7.1. House Ownership and Economic Empowerment

There is also a clear and urgent need to link housing to the long term economic development or income generation or survival strategies of the end-users, in a variety of ways. To own a house may represent some economic security or economic power, which can be experienced mainly at the individual level. Alternative development seeks the empowerment of household and their individual members in all aspects. Empowerment as a frame of this thesis refers to a process in which people take control of their lives by gaining ability to do things and make their decisions that will improve their lifestyles. In this study ownership of house provides examples of potentially empowering forms of government support to the people. Data collected through interviews revealed that some people are sitting tenants who got their houses from the municipality. Some house owners have been staying in those houses for a long period of time. The fact that the new house owners no-longer pay rent has enabled them to save some income. In this way the government effort to render some people the RDP houses in Nkonkobe has left them with some extra income. Some respondents feel empowered as a result of the house ownership as they consider owner occupancy cheaper than renting. The Marxist theorist asserted that, the owner of the house has control over investment and capital itself, in that she can determine who to contract for building, renovation or extension of the house. This means the owner can use the house for income generation through a number of possibilities available.

In line with the Marxist view pointed above, during fieldwork I found that some house owners used their houses as a basis for income generating for example doing petty trading at home. This is a common phenomenon among the low income group and they consider owning a house an important factor in their businesses. It is profitable and convenient as no rentals are involved. The income they generate from their petty trading is generally used on the most basic needs such as food and other very basic necessities. A woman interviewed in the study states that:

“I do my business here (home) and do not need to pay a stand at the market place”.

She finds trading from home advantageous as she can sell as well as attend to home chores and hence save time. Friedman (1992:88) asserts that the surplus time available to a household economy beyond what is necessary for gaining a subsistence livelihood is an essential base for social power. This is because without that surplus time household options are severely constrained. Since the implementation of a free market economy and privatization in the country, people are free to carry out business ventures as they wish. Informal trade is widespread as a consequence of neo-liberal economic policies that forced many people out of formal employment. However, people who own their houses are free to make investments on their houses for improving their businesses. This shows that one characteristic of alternative development is that it enhances progressive development. This model essentially describes the process by which low income households make incremental investments in housing as their income permits. For the urban poor, land and home ownership represents the main avenue to economic security, since it is an inflation proof investment which can often provide access to credit and supplemental income through renting and commercial activity. At this stage, household income comes from informal-sector earnings, from inter-household transfers and to a lesser extent from formal sector wages. The kinds of income that tend to be most readily invested in housing are inter-household transfers, savings and income earned from persons other than the household head. Windfall gains are also likely to be invested in housing.

From the empirical evidence we can see that the provision of housing by the municipality was not only an empowering process but also a disempowering one for many low income men and women. Some people sell these RDP housing as noted by one housing official who said:

'The main challenge we face is that people sell these houses to others, which is illegal in terms of the Integrated Development Plan, a provision in the Housing Act (No.23 of 1997'.

The main reason for the sale of council houses is to boost their income. It is difficult for the low income people to sustain their housing without a steady flow of income. The low income people were marginalized in the process as they had fewer opportunities for meaningful empowerment. Many respondents noted in the interviews states that:

'The conditions of these houses are poor, you can see they are not strong and are very small considering the big families we have'.

This implies that although the RDP was aimed at improving people's economic status, the economic hardships and poverty is making most people in Nkonkobe to rent, leave and sell their houses to other people or foreigners. Therefore it was not surprising to discover that some have resold their houses in order to have many to solve pressing problems. This lack of economic security has led many people into predicament of homelessness. The conditions of the RDP houses are poor. From my study it was clear through interviews that not many of the people have done repairs or renovations to their houses. Below is an illustration of how serious the maintenance problem is among the low income groups:

'My house had part of its roof blown off by strong winds but I have not made replacements due to financial difficulties. Even those who have put their house on rent cannot do repairs because the money they earn on renting goes to food and other necessities'.

The council is not doing much to build strong desirable houses and maintain the places they built houses. The street roads are in bad state, there are no street light for security and garbage is not collected regularly. With such consideration in mind, it is right to ascribe to the neo-Marxist theories on housing that, the provision of a house is a disguise

of class exploitation by the State, in the sense that the ownership of house provides examples of potentially forms of government support while no access to basic services such as water, electricity sanitation can illustrate disempowerment.

Therefore owning a house only gives a temporary solution to the problem of economic solution, it does not lead to real economic empowerment. They can only be stable if they have steady jobs with reasonable income. The State should look into all spheres of human needs, employment opportunity and poverty eradication. If this strategy is implemented then housing delivery can empower many people.

6.7.2. Housing and Social Empowerment

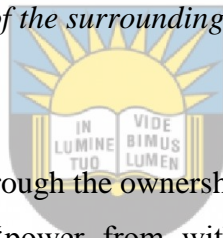
It is believed that there is a relationship between home ownership and social empowerment. . It has been argued that widespread home ownership is more than just an issue of a right to shelter. It contributes to maintain social order. By the end of apartheid in 1994, the women were clear that all that the apartheid regime had done was to stifle their development and empowerment. They argued:

‘Apartheid did nothing for us. The new government is thinking about people. During apartheid if you were black you would not get a house but now we are parents with sites and houses’.

This statement, drawn from a woman who has lived in the rural areas during apartheid and had lived to see the dawn of a new post-apartheid housing policy that included rather than excluded some people. Although other people have benefited from the rural housing scheme, interviews conducted show that households were still consolidating their housing and there was a high level of discontentment and many expressed their dissatisfaction with the housing delivery mechanisms.

In this study, most interviewees stated that from the time they became the owners of the houses they felt more integrated into their community as they are now permanent members. Due to increased feeling of membership, people are more willing to contribute to decision making and take part in activities that are aimed at improving their community in a way or the other. According to respondents, their sense of permanence or stability has developed as a result of the house ownership. Some house owners reported that they feel part of and a responsibility to their houses and local communities when they own the houses. This feeling of membership motivated people to get organized and work together and in this way they become empowered collectively. People identify with their communities more if they own the house, one respondent state that:

‘When you have a house family stability is assured and can feel stable and committed to take care of the surroundings’.



Empowerment was achieved through the ownership of the house, which transformed their lives and contributed to the ‘power from within’ or confidence. This signifies the importance of housing not only as shelter but housing is a source of security and freedom. This is a significant issue which can be linked to territorial space and relative autonomy which are elements inherent in neo-liberal States. Some home owners reported that they feel secured and this strengthens families and encourages the creation of strong neighborhoods and help stop conflicts between the people. A dwelling is considered to provide the best security in terms of basic functioning and is essential for human development and the alleviation of poverty. Abraham Maslow “hierarchy of needs” stipulates that in most important and most basic of needs, shelter is identified as an indispensable need for human survival and progression. Housing is also strongly related with safety, a feeling of sense of belonging and improved esteem.

However, some people they felt disempowered socially due to uneven development and the heterogeneous nature of society. This is because some people still do not have access to housing in their areas. Furthermore, the issue of home ownership and identity is

influenced by various factors some of which may be both external and internal. In this study, socio-economic conditions are a major factor not only at local level but also at national level. The socio-economic status of the groups of house owners determine how homes or localities are defined, maintained and altered through unequal power relations. Social distance is created through social relations between groups and individuals. Home ownership has created greater inequalities or social distances between the poor and the well off. Therefore, the point of departure in the framework is that, social empowerment is a facet of a 'developmental state'. The government in its attempt to provide housing to masses must fully integrate this concept in their developmental plans for housing in Nkonkobe municipality.

An exploration of the prospects of housing has shown that, the housing question remains a significant in Nkonkobe. With the formidable legacy of social struggles shelter issues , more was expected of the first democratic government rural housing policy and less was delivered than in practically any other area of social policy. This is largely because neo-liberal assumptions and housing delivery mechanism were adopted during the carefully managed transition process. Indeed as in most fields of socio-economic development in transitional South Africa, the struggle over housing boiled down to a class conflict over resource allocation when debates over the direction of post-apartheid housing policy began in earnest during the late 1980's.

Notwithstanding the peculiarities associated with formal racial segregation, many of the same problems that characterize housing in fully fledged capitalist societies, displacement of the poor, homelessness, rampant slums, sterile land and ghastly suburban strips, side by side with excessive urban and suburban affluence translated into over consumptive, atomistic housing were exacerbated in the years immediately preceding and following the 1994 election. To understand why shelter in South Africa may actually be worse for more people than during the harshest years of apartheid oppression requires an explanation of the process by which racial segregation degenerated into a combination of residential class segregation and housing market failure, overlaid by neoliberal fiscal

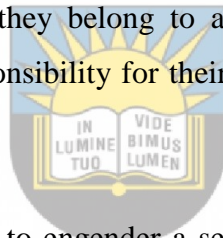
policies which slowly but surely strangled the potential for realizing the benefits of proper shelter.

The study strongly contends that the nature of the State in its fullest debate has an impact on the development and prospects for housing provision. The Marxist and neo-liberal framework provides a vivid explanation of the exploiting nature of State to promote inequality through housing segregation, thus serving the interest of the dominant class and certain territorial areas. The hegemonic tendency of the State to use its repressive and ideological apparatus, false consciousness to the masses has led to a slow pace in rural housing delivery in the area. Hence, we have a huge backlog in housing. The South African State in its attempt to provide housing to the people as per its policy, has failed to some extent. This is due to the fact that there are still a huge number of people in need of adequate housing. The Nkonkobe municipality has a mammoth task to do and the study shows that the municipality is not effective in meeting the needs of people as in most areas housing projects are yet to be started and completed. The State remains embraced within the sphere of capitalism as noted by Immanuel Wallenstein (2002) in his assertion of the 'modern world system' or the globalised village. The new South Africa has failed to deliver its promises to the people and there is an increased uneven development and underdevelopment in most rural areas as the case of the municipality.

So in the study the provision of housing was seen as making them participate in the improvement of their welfare. There is a need for empowering projects which are aimed at addressing the conditions of the poor directly. Housing provision plays a vital role in meeting basic needs. Dwellings provide the security required for basic functioning and are thus essential for both human development and poverty alleviation. This view is evident in chapter four, when Pieterse states that the poor are no longer regarded as passive recipients of state development project but as people who are actually engaged in production of their own livelihoods. But participation and empowerment are sometimes used to legitimize actions that end up marginalizing the poor. This kind of participation left the ideology of Alternative development behind. In this regard the provision of

housing has not been an empowering tool to many low income men and women as it has not brought about meaningful changes in poor people's lives. Participation can give women and other groups of people who are usually marginalized from community activities the opportunity to influence development initiatives in their communities.

Despite its advocacy of a grassroots politics, an alternative development requires a strong state to implement its policies. A strong State however, is not top heavy with an arrogant and cumbersome bureaucracy. It is rather an agile responsive state accountable to its citizens. It is a State that rests on the strong support of an inclusive democracy in which the powers to manage problems that are best handled locally have been devolved to local units of governance and to the people themselves, organized in their own communities. Community participation can lead to greater acceptance of development activities as it gives people the feeling that they belong to a program or project. Participation can motivate people to accept responsibility for their own development, thus promoting self reliance.



Community involvement tends to engender a sense of ownership of the process on the part of the beneficiaries, thereby increasing the chances of satisfaction with the final product. It must be acknowledged that interaction with communities is key to enhance the housing delivery process. To make the communities sustainable through the housing development process is the establishment or strengthening of local community institutions to such a level of that they can maintain developments within the community. Many consumers have too high expectations of the level of housing that can be delivered. Communities should be enabled to become socially and economically empowered and independent from the State's financial assistance and to partake in the realization of their own housing needs and transfer of skills. Households tend to be better off when they feel a sense of security and ownership that they in charge of their own lives and have access to services at sites which they own.

6.8. CONCLUSION

This chapter has discussed the factors responsible for lack of housing delivery and broad policy and planning specific challenges faced by the local municipality. The main view from the analysis of the findings is that the provision of housing has to be redefined in the context of nation building and democratization. From the prospects for better housing strategies proposed in this study, it is noted that a more hegemonic principle advanced by Gramsci will be essential to deal with the nature of the State. Antonio Gramsci in his notion of ‘ideological hegemony’ states that each class produces its own intellectuals the bottom-up approach will be applicable to enhance development and have dominance in any particular State. The grassroots people need consciousness and through their participation and empowerment, there is a desired need to deal with the obstacles of the current nature of development in neo-liberal South Africa. The spirit of resistance remained the greatest strength of the grassroots forces and too, their best hope of achieving decent housing in the face of powerful neo-liberal influences which had reached deep into their own movements. These factors have shown that as long as the State remains in this status quo, the number of homeless and impoverished people will increase.

Bond (2000) alludes to this fact by stating that, in neoliberal post-apartheid South Africa, these breeding places of disease, the mass shanty towns, the squatter villages, the hostels, the decaying inner city areas are all found growing not shrinking. The Marxist says “the worker must own his dwelling which means the poor need access to housing and there must be even development of housing provision in all areas for people to develop their fullest potential and be strongly empowered. It is clear that housing provision in the case study area is not only hampered by a lack of proactive planning by local government, but also by lack of cooperation and assistance between the local and provincial sphere of government. These factors in turn impact on the failure of local government to implement the housing policy and make a real difference in the lives of the poorest of the poor. It is

therefore clear that an improvement within the system needs to occur to ensure community participation in the decision making process and service delivery system to ensure sustainable development. The following chapter provides a conclusion for the study. The core argument, literature review, methodology, theoretical framework and major findings are highlighted. The chapter also summarizes the factors responsible for lack of housing delivery and links these factors to the empirical evidence and conceptual framework of the study. The later part of the chapter provides recommendations to policy makers and for further study.



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CHAPTER 7: CONCLUSION

This chapter presents various conclusions noted throughout the findings and empirical evidence. Therefore, I want to point out that my research questions were answered in relation to the theories used to analyze data generated during fieldwork. The core issues noted in the study are vividly illustrated. The core argument of the study that there has been little prospects of housing delivery in Nkonkobe Municipality due to an inherited fragmented and an overlapping institutional framework. This was validated by the empirical evidence presented in the study. The obstacles for housing development in this area are embedded in the inflexibility of current policies and legacies of the colonial as well as the apartheid era. The findings indicated that local as well as external socio-political practices such as lack of funding, unavailability of land, corruption, politicking, lack of community participation, impact of macro-economic policy, planning and lack of capacity, seem to hamper the process of housing delivery.

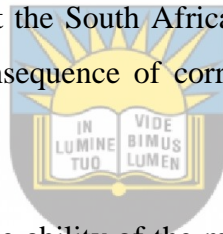
Hence, there is a need for an alternative development strategy which is adopted as the conceptual framework of this study. The framework contends the need for community involvement in development planning to enhance housing development in most areas where local government is weak and absent. The conceptual framework also propounds the view that housing provision in Nkonkobe regions should be enhanced in the context of empowerment, nation-building and democratization in the post-apartheid South Africa. An insight is shown with regard to the study being inductive satisfying conditions of scientificity because of its applicability, validity and reliability. Recommendations on effective housing delivery strategies for the attention of the government and other stakeholders are given on the basis of these findings. The ideas given are a guide to future implementation of such housing projects either by the government or other stakeholders based on the alternative development strategy. Application of these ideas may ensure that such projects are well planned in order for them to meet the needs of the people and make the empowerment process meaningful. This study also suggests a way forward for the low income people who own houses and the need to improve on them for sustainable livelihood. Finally, areas for further research in housing are suggested.

The study analyzed housing delivery through exploring the effectiveness of the Nkonkobe municipality in service provision. This objective was answered by answering research questions including, access to housing, targeted groups, housing projects, the role of government and other stakeholders. Finally, an assessment was done to find out whether the poor have really been empowered. Home ownership has affected people's lives in terms of identity, community participation and personal security and many other factors. The empirical evidence shows that the municipality has not done much to improve the housing problem thus discrediting its effectiveness in service delivery.

The municipality has the power to administer matters such as housing and all other related matters like building regulations, planning and service provision. This according to Government officials is stipulated by the Housing Act (1997) and it is one of the terms of reference of the RDP (1995). Some interviews done indicated that approved work has resumed in communities such as Alice, Ntselamanzi, Nkobo Nkobo, Rhozeni and Ntoleni. But not all targeted areas have managed to complete the housing projects. The data collected show that in some areas housing projects are yet to be started and completed. This is mainly because of a number of factors including the fact that housing applications through the municipality take very long to be approved. These delays lead to underperformance by the municipality in housing delivery. The municipality has not been effective in providing housing to the low-income people.

There are various factors responsible for lack of housing delivery in Nkonkobe Municipality in an attempt to deliver housing services promptly to the surrounding communities. Inefficiency, incompetence and lack of transparency have been noted, resulting in the municipality failing to meet the high demand for housing. As indicated earlier on, the number of potential housing beneficiaries has increased and it is most likely to double in a couple of years to come.

Lack of funding has been one problem which accounts for failure to start successful housing projects in the targeted areas. The funds from the government are not enough to tackle the problem of housing in the area. Mayo (1986:34) noted that municipalities are in a difficult situation and the major problem facing them is insufficient money to cater for the housing services of the people. Even the money or funds acquired from banks and other stakeholders are not enough to help deliver cost effective services that meet minimum standards. Some financial irregularities have been noted, with a number of projects failing. A project in Alice is among the corrupt low cost housing scheme which has seen 126million in state funds squandered in 2002-3. This shows how service delivery is weakened by corrupt practices and the rural poor suffer its consequence as some people gain from such tendencies. The avenues of corruption in housing development include also dishonesty, misuse of facilities and illegal tendering. Norman Schoeman (2005:24) states that the South African municipalities have been affected by corruption and an obvious consequence of corruption is that it leaves less money for service delivery.



The study also finds out that the ability of the municipality to provide housing has been restricted by its macro-economic policy known as GEAR. This macro-economic strategy disregards RDP and it opposes the principles and objectives of RDP. This limited the amount which government can spend on social needs including housing. Hence the funds are not enough to carry out these projects. However, rectification is underway for the municipality to modify its institutional framework for housing delivery to meet the challenges.

The analysis of local socio-political relations signals that housing development is hampered by the conflict between the local government and traditional leaders in terms of land tenure. The traditional leaders exact control over land. And due to the present control of State land by traditional leaders, this local institution and legacy of prior State eras still has a role to play in post-apartheid socio-economic development. In addition, regional and economic planning in the area, in the colonial and apartheid era seem to hamper housing development. Unresolved tensions in regard to local government

structures may further aggravate the situation. The risk is that post-apartheid local government in the rural context, without sufficient means and access to land as evident in Nkonkobe may have little ability to turn developmental. David Dewar (1974) noted that although procedures to exist for local authorities to obtain funds for the purchase of land, very few local authorities have a coordinated long term land policy. It is becoming increasingly difficult to assemble land packages of sufficient size to accommodate mass building programmes.

It was noted through the analysis of empirical evidence that, location and supply of land is problematic. Large and cheap supplies of housing land are usually only available on the urban periphery. But this land is probably outside municipal administration and is thus more difficult to acquire. Another implication is that land is becoming expensive. Although units cost of land are increasing rapidly and will continue to do so in the future, no concerted effort is being made to benefit from today's prices. Most land for large scale development is assembled just before the project is initiated. Long term coordinated land and location policies are therefore required, and location policies are therefore required and land for housing should be purchased soon. If this happens it becomes possible for the authorities to benefit from the characteristic of land investment.

The logo of the University of Fort Hare, featuring a shield with a sunburst at the top, a book in the center, and the motto 'LUMEN TUO LUMEN' below it. The shield is set against a blue background with a sunburst pattern.
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It is imperative to note that from the analysis of the empirical evidence, this study shows and attest the Marxist theory, that land; its ownership, value, and use of rights symbolizes inequality, especially in the developing world, with its growing disparity between small, wealthy, landowning elites and the mass of the urban poor. Zetter (1997) alludes that land markets become more complex with growing investment by financial institutions in land. It become exceedingly difficult to use taxation measures to release portfolios of commercially owned land often held on long term yield expectations.

There are no easy solutions to the problems of housing poor groups in the country and in most developing world. Nowhere is this most obvious of conclusions more relevant than in a review of land issues and this is partly because land has been an insufficiently considered element in housing policies. Whatever is done to open up the supply of cheap,

developable housing land raises many formidable consequences, irrespective of whether the State owns freehold or restrains the use and development rights of privately owned land, inequalities may be accentuated elsewhere in the housing process. Social, cultural and economic issues are the parameters constrain the precise ability of housing agencies to tackle the land issues as they perceive them. Hence the State leaves the land in the hands of the owners at the expense of the masses who desire equitable distribution of land and speeding the process of housing provision.

Moyo (2003) states that the overriding land question facing Southern Africa is that little progress has been achieved in the implementation of land reform, especially with regard to redressing colonially derived and post-independence unequal land ownership, discriminatory land use regulations, and insecure land tenure systems, which marginalize the majority of rural and urban poor populations. The legacy of racially unequal land control which confronted mainly the former settler colonies was at independence maintained through constitutions that guaranteed the protection of private property by sanctifying willing-seller-willing-buyer approaches to the redistribution of freehold land. Those SADC States with legacies of limited settler colonialism have tended to face the challenges of promoting equitable legal and administrative systems of land tenure security and effective land management within a context of growing land concentration and agrarian class differentiation. Land remains a basic source of the livelihood of the majority of South Africans, and is essential to the development of housing.

The development of community participation in sustainable human settlement is currently a widespread problem. Many people in the community do not participate in community-based projects or initiatives. This is mainly because of lack of knowledge and they are not well informed about the progress or developmental capacity in their areas. This also shows that members of the community are not involved in any decision making process. Those on top positions make decisions on behalf of the people. However, because the poor are excluded from the decision making, this hinders housing development in their areas as noted in most communities in Nkonkobe where members of the community do not engage in the developmental process. According to Henkel and Stirrat (2001), there

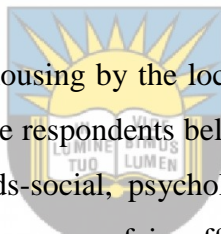
are various common principles that govern participatory practices in development. These include firstly, a stress on “bottom –up” rather than “top-down” approaches. This claim argues that many projects fail because they are imposed from above rather than planned and implemented by the would be beneficiaries. There is the distrust of the State, this is because the State encourages “top-down” development that inhibits “participation” and “disempowers” people. Participation is said to put great emphasis on the importance of local knowledge which is in most cases despised in development.

Generally, participation has been limited and so the aims and objectives of the RDP and the Housing White paper have only been partially implemented. Indeed the overall lack of attention to rural housing in the Housing White Paper and in other policy documents increases the likelihood of more rapid migration to towns and cities. This is in line with what Bond (See Chapter 3) states that the implementation of the housing policy was difficult and civic associations and other community groups are completely ignored throughout the HWP, reflecting only the documents lip service to people driven development. This is going to contrast the RDP, which states that beneficiary communities should be involved at all levels of decision making and in the implementation of projects. There is need for popular participation in the development initiatives and projects.

Another obstacle that prevents housing development in Nkonkobe is lack of capacity. It has been noted from the empirical evidence that shortage of technical staff due to high vacancy rate has affected the frequency of housing delivery in the area. Due to lack of staff many projects are in bleak and there is no monitoring and evaluation of these projects as well as the proper planning procedures to implement other projects. This has caused the local authority to have a huge backlog in housing because the targeted areas are not met.

It is imperative to note that the distribution of housing in most areas has been politicized. This is mainly because the local officials and traditional have an influence in the development process of any area. Hence, decision come from the top and imposed upon

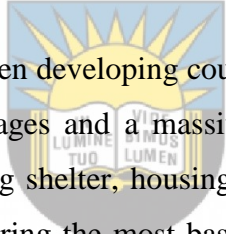
the grassroots people. From the empirical evidence it can be noted that there is uneven distribution of State resources as some areas have projects underway and some are still in idle. The respondents from the community noted this with concern. They also indicated that tasks are not performed by officials on time due to their political commitments. According to respondents in Nkonkobe, in 2004, the year of national elections councilors were very slow to participate in the development of their communities. They are not effective to address the needs of their communities when it comes to housing delivery. The interviewees stated that the government official lack of capacity is shown in their bias allocation of housing to the beneficiaries. Some of the houses are given to unintended beneficiaries and some instances there is multiple ownership of houses. This clearly explains the notion on the politics of housing and its hindrance to the pace of housing delivery.



Furthermore, the provision of housing by the local municipality did not address the real needs of the people. Many of the respondents believed that the provision of housing does not help in meeting their needs-social, psychological and economic. In other words, economic needs are not met because of insufficient money and unemployment. The conditions of housing are not proper and people spend their money in renovations and paying for other things such as land rents, water and electricity. Considering the big families they have, basic needs and shelter become insufficient. The lack of economic empowerment has led many people into a predicament of homelessness. Having a house only give a temporary solution to the problem of economic security, it does not lead to real economic empowerment. Pieterse (2001:42) defines empowerment as a process through which people take control of their own lives, gain the ability to do things and make their own decisions that will improve their lifestyles. This implies that people's economic rights can only be secured when they have stable jobs with reasonable incomes. Hence, housing provision is too insignificant for overcoming poverty among most of the low income people in a meaningful way.

The study propounds that housing delivery should be done in the context of empowerment and nation building. Only a few of the respondents acknowledged housing

provision as having enhanced social development through provision of shelter, safety and security. The provision of housing by the municipality to its people represents some economic security. In the study housing provision is an example of potential empowering forms of government support for the poor to improve their economic status. Housing provision is a basis for income generation. It enabled people to have extra income. The extra money that families save is used to meet other basic necessities such as health care charges, food and education of their children. Despite having to still pay for land rates, water and electricity, some feel empowered. They consider municipality housing better than renting. The owner of the house has control over investment and capital itself. This also means that the owner can use the house for income generation through a number of possibilities available.



However, the last decade has seen developing countries embrace the notion of housing as an industry that has local linkages and a massive potential for generating income for owners. In addition to providing shelter, housing plays other very important role in the lives of the people. After acquiring the most basic need of shelter one can venture into other needs. It can be used as a resource that can generate extra income to cushion households against the threats of poverty. Moser (1996) asserts that housing insecurity such as when lack formal legal title, increases the vulnerability of the poor but when the poor have secure ownership of their housing, they often use this asset with particular resourcefulness.

Housing as an asset can be used as rental property, grow vegetables or raise livestock's or run a commercial or small scale home based enterprise. In renting out rooms the owner of the house turns the house into an income generating asset and thereby reducing vulnerability. This may not be a major source of income for some low income earners but it goes a long way in supplementing the major source of income. In the sale of home grown food products and livestock one can generate income and at times reduce. When one owns a house it gives a chance to utilize the land productively, which may act as a survival strategy during the time of crisis. In the interviews with the respondents, it has

been noted that other RDP house owners are not doing any trading but had to sublet their houses to renters in order to be earning an income. While the money realized from renting such low cost houses may not be adequate for a decent living, people without options may have to make ends meet with whatever they realize.

It is imperative to note that from the empirical evidence we can see that the provision of housing by the local government was not only an empowering process but also a disempowering one for many low income men and women. Mayo (1986:76) states that it is difficult for the low income people to sustain their housing condition without a source of steady flow of income. The low income people were marginalized in the process as they had fewer opportunities for meaningful empowerment than do better placed ones. The lack of economic empowerment has led many people into a predicament of homelessness. This implies that people's economic rights can only be secured when they have stable jobs with reasonable incomes. Hence, housing provision is too insignificant for overcoming poverty among most of the low income people in a meaningful way. The poor need to be given access to other services which compliment the provision of housing by the local municipality in order to change their lives for the better.

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There is a relationship between home ownership and social empowerment. Most interviewees stated that from the time they become legal owners of the houses they felt more integrated into their community as they are now permanent members. According to some respondents, their sense of permanence or stability has developed as a result of housing provision. A house is therefore evolved into a status symbol that gives a sense of belonging and worth that also facilitates access to other State resources. Pieterse (2001:45) states that the feeling of membership motivated people to get organized and work together and in this way they become empowered collectively. It will become possible for the majority to lead a typical life, join the mainstream and become part of a highly homogenous society. But due to increased membership, only a few people contribute to the decision making process and do not take part in activities that are aimed at improving their community in one way or the other.

Home-ownership was a means of obtaining social security for some old people as well. The level of public pension and other social security services are low for older people and they can't afford to rent, so providing them with RDP house is an empowering tool for them since they are most often rejected by landlords. By owning their homes people thus hope to ensure a secure home and a place to live in their old age. The house can be passed to the next generation even if they die and young people will have a chance of owning houses when their parents pass away. This is a form of social empowerment.

It is important, however, to conclude this assessment with a reassertion of the importance of housing as a pivotal element in everyday life. Housing is a key site in the creation of social identity and sense of belonging and a primary ingredient in the creation or erosion of social cohesion. The home and community represents a set of social relationships which always in transition but which nevertheless offer security and stability. It is appropriate to reassert the significance of housing in social change. The way in which housing systems operate remains a key determinant of quality of life. It is self evident from the empirical study that housing quality and wider residential environment are pivotal elements of the daily lived experience. Insecure, badly located and low quality accommodation dominates the grind of daily life for those on the social and economic margins. But how housing is provided and of what quality is a key aspect of wider perceptions and experiences of social justice, environmental sustainability. Housing in whatever cultural context, remains one of the most visible and potent determinants of social participation or exclusion. Hence, the empirical evidence gathered in this study tends to suggest that social empowerment is more significant to a greater extent than economic empowerment.

However, it can be noted that the nature of the state has hampered development in post-apartheid South Africa. The South African state has shown elements of neo-liberalism, which was inherited from a fragmented and overlapping institutional framework of the Apartheid regime. The local literature on housing has denoted various challenges in housing delivery. The problem of housing is a worldwide phenomenon. In comparison

with other countries, the South Africa's current housing delivery system is hampered by a legacy of the past. Various aspects in the empirical evidence for example fiscal policy, unavailability of land, corruption, mismanagement of funds, lack of capacity, politicking, bureaucratic red tape and other planning specific challenges are inherent in a neoliberal State.

A conceptual framework based on alternative development has provided a framework to the core argument of the study to describe lack of housing delivery in the country. This study contends that alternative development is the best strategy to enhance human settlement development in the 21st century and post- apartheid South Africa. This study argues that, while a wide range of housing delivery options should be promoted, community based housing is a critical component of national housing policy and needs more effective government support. There is need to promote local community initiative and community participation is essentially to address the housing problem. The local communities must make decisions regarding every aspect of the housing process. The initiative for meeting their housing needs lies within the community itself.

The role of community based initiatives is to encourage and facilitate all the delivery processes to speed up rural housing. The underlying assumptions in community participation is that local people, working in their local group situations, do not only have the right, but also the responsibility to choose their own decisions and this can bring progress on rural housing. However, because of the fragmented nature of the State, the problem of housing will persist. This study contends that only the people can shape their new society which is self governing, self organized collectively of people seeking a whole social well being for all. Unless people are involved in the process of planning, organizing, implementing and evaluating the various programmes, no programme can become successful.

It can be noted that certain limitations were noted in the study. Firstly, the respondents were very reluctant to be interviewed as they thought the researcher is a government representative and the research had political implication. Some rural areas were

strongholds of the ruling party, the African National Congress (ANC). This was overcome by explaining the purpose of the study to them and also being reliable and presentable. Secondly, official documents on housing projects by the local municipality were not easily available or accessible (the problem of securing information). But this was overcome through good communication skills, and collaboration with the relevant stakeholders.

The officials from the Department of Local Government and Housing indicated that their working schedule is always tight during working hours. Therefore, the researcher requested them to accommodate her after working hours and that was accepted after long discussions with them. It was difficult to get hold of them and it delayed the process of data collection. Creating time for data collection was also a challenge on the researcher's side because of her own tight work schedule. She worked from 7h30 to 16h30, and sometimes even until 19h30. The researcher had to work on Saturdays and Sundays also to collect data from the beneficiaries who were not available during work days.


The study was significant in that it leads to knowledge production and generation. It looks at how best could we improve the social well being of people and remove obstacles that impede social development. The study explores that an understanding of human attitudes, values and needs of rural communities will lead to more efficient rural housing strategies. The policy makers will find usefulness and meaning in the study because of the evaluation of some government policies on housing. It is also significant in the sense that the study can be used as a yardstick to measure government response to sectional needs of its people in rural areas. The study can also be used as a form of appraisal assessing Government commitment to housing, an indication of upholding human dignity and meeting the basic needs of the rural poor.

The empirical study will contribute to the development of strategies to foster community participation. This means that a process of developing and reviewing housing policies should be a consultative one, taking into consideration the individual and collective needs of rural communities. This influence the community to take control of their development

initiatives and translate their aspirations and needs into appropriate action plans which are realistic, affordable and attainable to improve the living standards of the community through interactive participation.

7.2. **RECOMMENDATIONS**

The existence of poverty among low income people inhibits their full and effective enjoyment of rights, denying their full participation as both agents and beneficiaries in housing programmes. There is therefore a need for state intervention to ensure that the poor become empowered through such projects. The study denotes some suggestions which are aimed at helping policy makers come up with workable strategies and implement housing projects which will meet real housing needs of the most vulnerable members of the society.

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- In order to realize the housing rights of vulnerable groups including those of women to access adequate housing, relevant policies must be put in place and fully enforced to support the empowerment processes through participation. From the findings it emerged that 70% of the interviewees raised concern over the exclusion of women. Women are not recognized as household owners. Hence, it can be very difficult for most of the women to acquire government free housing facilities in the local areas in Nkonkobe.
 - In order to make a meaningful contribution to poverty alleviation, housing projects should have been accompanied by the creation of employment opportunities or other income generating activities. It was noted from the fieldwork that poverty is making most people in rural Nkonkobe to rent, leave and sell their houses to other people or foreigners. Therefore, it was not surprising to discover that some people have resold their houses in-order to solve pressing social and economic problems.

- To help the low income people to upgrade their houses to approved or acceptable standards, the use of affordable local building material should be promoted by the local municipality. It is imperative to note that the low cost houses provided for free by the local municipality are in devastating conditions. This is mainly because of cheap materials used to build these houses. The lack of maintenance and improvement of most houses was evident in most rural areas.
- It has been noted during the fieldwork that, where various development projects are taking place, it became clear that most respondents are not involved in community based projects or initiatives. Many respondents wish they could have community based organizations or cooperatives on housing development. They must be initiated and encourage community participation in the development of neighborhoods through identifying problems and exploring resources for loans to improve houses and give owners the necessary strength for involvement in decision making processes.
- The role of the state must be limited to that of a facilitator of development. This facet is inherent in a “development state”. It has been noted from the findings that many factors resulting in perpetuation of housing problem are as a result of the fragmented nature of the state. Hence there is need to foster partnership with other role players in housing delivery to enhance sustainable human settlements.

7.3. **RECOMMENDATIONS FOR FURTHER STUDY**

The suggestion for further study is that, similar studies as this one may be carried out in either towns or cities within the country in order to compare the impact of the housing programmes and the findings can be a basis for future planning and implementation of similar programmes.

A number of ideas and research questions have evolved in the process of analyzing my study. This will enhance focus on the subject matter in future research. It is the policy of the People's Housing Process .One particular feature of People's Housing Process is that the beneficiary household builds the housing structure with the support of institutions. During the 1990's, this particular housing programme has been characterized by a strong involvement of women in the implementation phase. Hence, a study on the implementation of People's Housing process should, in my view address the issue of gender that is local gender relations and a gendered division of labor in local housing development. Additional questions that need to be posed in relation to such a research subject on People's Housing Process are to what extent women are encouraged to take part in decision making processes as well as enabled in acquiring home-ownership. This is even more pertinent, considering the new direction in the Eastern Cape Province on future housing development which entails a strengthened focus on People Housing Process.

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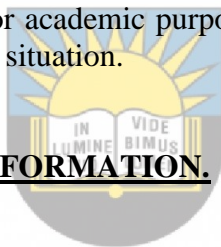
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APPENDIX 1

INTERVIEW GUIDE QUESTIONS FOR LOCAL GOVERNMENT OFFICIALS

DATE: -----

Hello, my name is Antony Chakuwamba and I am a Sociology Master’s student at Fort Hare University. I am conducting a study on Housing delivery and socio-economic empowerment in Post-Apartheid era. The main aim of the study is to investigate the availability of housing services to the people surrounding Nkonkobe area and have an insight to whether the poor have really been empowered. An attempt will be made in this study to evaluate the performance of the Nkonkobe Municipality in the provision of housing to various areas. The study can be a yard stick to measure the Government’s response to sectional needs of its people. The information you provide is highly confidential and will be used for academic purposes only. I would like to ask you some questions about present housing situation.



SECTION A: PERSONAL INFORMATION.

Gender : ----- Marital Status : -----
Age Group : ----- Nationality : -----
Position : ----- Population Group: -----

SECTION B: HOUSING POLICY

- 1) Would you please describe the changes that have taken place in South Africa’s Housing Policy during Apartheid until the period of Independence?
- 2) Can you comment in detail about the 1996 Housing policy?
- 3) What was the Government main aim for reconstruction and the sale of council houses to the people?
- 4) In your view, would you say that this aim has been achieved in Nkonkobe area?

- If yes, what are the targeted areas?

SECTION C: ACCESS TO HOUSING

1) What measures were put in place to assist people who could not afford paying towards the purchasing of the houses?

2) Who is eligible for state assisted (RDP) housing Scheme?

3) Explain in detail what criteria is used to allocate (RDP) housing to the applicants?

4) Were all eligible people from different locations, offered houses able to occupy them?

5) Is there a deliberate measure to ensure that people who are entitled to have houses are not left out? In terms of the following:

a) Gender b) Race c) Class d) Nationality e) Age

6) What complains in general, if any, have you been receiving with regard to the provision of these houses to the people?

7) Are there cases of people complaining of being evicted or victimized during the period when the houses are being provided?

8) In particular, are there complaints by women or other vulnerable groups such as the unemployed people, the elderly with regard to this allocation of housing by the Municipality?

SECTION D: EMPOWERMENT

9) From your understanding what is meant by the term empowerment with reference to housing?

10) Have the poor really been empowered?

11) In what specific ways has the housing programme benefited specific groups of people in the communities? Please explain.

SECTION E: THE ROLE OF COMMUNITY

- 1) Are there any other service providers involved in the provision of housing in the communities around Nkonkobe?
- 2) Are the community members involved in the housing delivery process?
 - If yes, at which stage are they involved?
- 3) Are there any community based cooperatives initiating housing projects in Nkonkobe?
 - If yes, which areas have engaged in the housing projects?

SECTION F: THE ROLE OF THE STATE

- 1) How did the provision of housing relate to the overall economic policies and programmes in the country at the moment?
- 2) In what ways has the government's policy of (RDP) and (GEAR) affected housing delivery in South Africa?



SECTION G: THE CHALLENGES OF THE LOCAL MUNICIPALITY

- 1) What are the constraints or difficulties faced in the provision of housing as stipulated by (RDP of 1995) and (Housing Act of 1996)?
- 2) Is Government revenue enough to spearhead housing projects in the local areas?
- 3) Do you have any other sources of revenue for housing projects besides the government's annual budget allocation to the municipality?
- 4) What impact does inadequate housing have on people's lives.

SECTION H: SUGGESTIONS OR COMMENTS

What are the future plans for housing delivery in the country administered by the local government?

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APPENDIX 2

INTERVIEW GUIDE QUESTIONS FOR THE COMMUNITY MEMBERS

DATE: -----

Hello, my name is Antony Chakuwamba and I am a Sociology Master’s student at Fort Hare University. I am conducting a study on Housing delivery and socio-economic empowerment in Post-Apartheid era. The main aim of the study is to investigate the availability of housing services to the people surrounding Nkonkobe area and have an insight to whether the poor have really been empowered. An attempt will be made in this study to evaluate the performance of the Nkonkobe Municipality in the provision of housing to various areas. The study can be a yard stick to measure the Government’s response to sectional needs of its people. The information you provide is highly confidential and will be used for academic purposes only. I would like to ask you some questions about present housing situation.

SECTION A: PERSONAL INFORMATION

Residential address (house no): _____

Gender : _____ Family Size _____

Age Group : _____ Education Level: _____

Marital Status : _____ Occupation : _____

Population Group : _____ Nationality: _____

SECTION B: ACCESS TO HOUSING

- 1) Do you rent or own this house?
- 2) In whose name is the house registered?
- 3) Did you ever get a loan or mortgage to have housing?

SECTION C: GOVERNMENT AND HOUSING

- 4) Have you applied for a formal house?
 - If so, when? If not, why not?
- 5) Have you ever heard of the government's waiting list? What do you know about it?
- 6) What do you think about the way the government is giving people houses?
- 7) Why do you think that you have not got a house yet?
- 8) Do you think that you will get a house?
- 9) How do you think the government chooses the people who get the houses?
- 10) Why do you think they chose / did not choose you?
- 11) Do you think some people should get houses before other people?
 - Who?
 - Why
- 12) How do you think the government should decide on who gets houses?
- 13) What might be the difficulties the Local government has in terms of housing delivery to the surrounding areas?
- 14) In your opinion what other factors might affect the performance and provision of housing to the people?

SECTION D: EMPOWERMENT

- 15) Did the provision of housing help meet your needs?
 - If yes, please explain
- 16) Do you have an income /job?
 - If so, what kind of income/ job?

- 17) How long have you had your source of income?
- 18) How many people do you support on your income?
- 19) How many people in your house have an income?
- 20) Are the conditions of housing good?
- If yes/no, please explain
- 21) Did the ownership of a house bring any changes in your personal life?
- 22) Do you now feel more part of your community than you felt before having the house?
- If yes, why?



SECTION E: ROLE OF THE COMMUNITY

- 23) Are you involved in community based or cooperatives of housing development?
- If yes/no, please specify
- 24) Do you participate in the decision making process?
- If yes, please explain.
- 25) Besides the local government, who else is involved in initiating housing development projects in your area?

SECTION F: SUGGESTIONS OR COMMENTS

What are your recommendations for future housing provision by the local municipality?



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APPENDIX 3

INDEPTH-INTERVIEWS

RESEARCH QUESTIONS

1. Has housing delivery taken place in line with government pronouncement at the Nkonkobe Municipality?
2. If yes, what are the factors responsible for successful implementation of government policy on housing delivery?
3. If no, what factors were responsible for the failure of the Nkonkobe Municipality to deliver housing to communities in line with the government policy?
4. Was there any community involvement in the conception and implementation of housing delivery strategies and process at the municipality? Elaborate.
5. What strategies do you think should be put in place to improve housing delivery at the Nkonkobe municipality?
6. What recommendations do you have for future housing delivery? Please provide a justification for your answer.

**NB*Is there anything more you would like to add?
I will be analyzing the information you and others gave me.**

Thank you for your time.



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