AN ASSESSMENT OF THE CHALLENGES TO HOUSING DELIVERY IN THE ENGCOBO MUNICIPALITY – EASTERN CAPE

By

L. Jiyose

201214507

A dissertation submitted in partial fulfilment of the requirements for the Masters Degree in Public Administration (MPA)

In the Faculty of Management and Commerce

UNIVERSITY OF FORT HARE

Supervisor: Dr T. Mle

2014

Declaration

I Lamla Jiyose hereby declare that this dissertation is my own independent work, and has not been previously submitted by me for evaluation at any other university.

Signature

……………………………………

Date

……………………………………

Dedication

This research study is dedicated to my late parents Kholisile and Nonikile and the entire family.

Acknowledgements

I would like to express my sincere gratitude and appreciation to the following persons who assisted me to carry out and complete this important task.

The Municipality of Engcobo for allowing me to conduct this research and their unwavering support especially councillors, management and staff.

My supervisor Dr. Mle for the professional guidance he provided at all stages of this work. His words of encouragement as well as constructive criticism has made me realize the significant of the work.

Special words of gratitude go to Mrs Nomzamo Winnie Madikizela-Mandela for encouraging me to continue studying and finish this work.

My family especially my wife Nomabhongo for her understanding and support as well as my children Fezokuhle, Manyano, Siphesihle and Onelihle for accepting me as their father, at times requesting me to produce results of the course work and their understanding that I was not always available to spend quality time with them. I undertook all this in order to show you the importance of being educated even if you are old.

The community of Ngcobo for understanding me and realizing that it was important for me to empower myself through the studies, in order to better lead them and be exemplary to the entire community

I would like to thank the University of Fort Hare for their support and guidance.

Lastly, thanks to the Almighty God for responding to my wishes and providing strength to complete the research study.

Abstract

The intention of this study was to examine the challenges facing housing service delivery and its impact in Ngcobo Municipality. The study was also focusing on the factors that prevent/hinder the delivery of houses in Ngcobo. In this process the role of the different stakeholders has been identified and it became apparent that the spheres of government do not always complement each other or plan together. There was not a single window of co-ordination and this has resulted in a lack of support by National and Provincial government to the local sphere. The role of politicians and government officials and their lack of understanding of government policies has led to poor housing service delivery. In some instances their inability to work as a collective created tension and a lack of trust on the part of the community.

This study has adopted both qualitative and quantitative research methods which are regarded as complementary. The findings that emerged from the study was that this housing service delivery project lacked integrated planning by the stakeholders.

It is crucial and would make a significant difference if the Ngcobo Municipality were to review the results of the study and consider implementing its recommendations. The recommendations by the researcher relate to the areas of integrated planning, budgeting, execution, monitoring and evaluation.

Table of Contents

1. INTRODUCTION

This research identifies and assesses the challenges to housing service delivery in the Engcobo Municipality in the Eastern Cape from 1999 - 2012 with a view to proposing an appropriate approach which will help resolve these challenges that have led to the stoppage of the housing project at the Masonwabe informal settlement. The study will emphasize the importance of strengthening co-operation between the provincial and the local sphere of government as stated in the *Constitution of the Republic of South Africa, 1996.* (Hence forth referred to as Constitution, 1996)

The intention of the researcher is to help the Municipality to address the challenge by suggesting workable alternatives that will fast-track service delivery in the area of housing. Finding such alternatives will also help the Eastern Cape Department of Human Settlement to effectively spend its budget as in the past department has been known for its under-spending.

2. STATEMENT OF THE PROBLEM

Houses built at Masonwabe informal settlement at the Engcobo Municipality between 1999 – 2012 were left incomplete, and those that were left "complete" have since collapsed due to the poor workmanship and the use of cheap building material. During this period, housing service delivery at Engcobo Municipality had challenges which ground to a halt the housing delivery.

3. RESEARCH OBJECTIVES

In the light of the poor performance of the Eastern Cape Department of Human Settlement, the objectives of the research study will be:

❖ To assess challenges to housing service delivery at the Engcobo Municipality in the Eastern Cape between 1999 – 2012.

❖ To devise possible mechanisms to address the challenges.

4. RESEARCH QUESTIONS

❖ Why challenges to housing service delivery at the Engcobo Municipality were not addressed during the period 1999 – 2012?

❖ What could be done to address the housing service delivery backlog at the Engcobo Municipality?

5. MOTIVATION OF THE STUDY

The study is important because it will expose and analyze the challenges faced by the Eastern Cape Department of Human Settlement in the course of the execution of its constitutional mandates. Recommendations made will help the department in addressing the shortfalls so that there is an improved delivery of houses in the Eastern Cape. In addition the study will emphasize the importance of co-operative governance between the national, provincial and local sphere of government to ensure prompt delivery of services to communities. Finally, gaps in policy implementation will be identified and proposals will be made to close those gaps.

The study will also be useful as a frame of reference by students doing public administration studies. Also, the study will assist in conscientising municipal authorities about the importance of monitoring performance of staff with a view to making an impact in the delivery of housing services. Through research the study conducted in these communities will indirectly benefit them once the implementation of the submitted recommendations is undertaken by all affected departments.

6. LITERATURE REVIEW

The literature review can be explained as follows.

6.1 INTRODUCTION

Literature review will seek and examine the existing body of knowledge that applies within the statement of the problem identified for research. The literature review will expand on the knowledge of other scholars who have critically reflected on the issues that are raised by the research and will also identify the gaps that the research intends to bridge. It will also enhance the research by providing definitions and theories that will support or reject the argument put forward in the study.

6.2 LEGAL FRAMEWORK

The *Constitution of the Republic of South Africa, 1996* in the Bill of Right, Chapter 2 section 25 and 26 guarantees everyone's right to have access to adequate housing and enforces the requirement for government to make reasonable legislative provision and other measures within its available resources, to achieve the progressive realization of this right. By implication, failure or delay by the organs of state to execute this right is equivalent to a human rights violation.

Chapter seven, section 152(b) and (c) of the Constitution, 1996 states the objects of local government as they relate to the provision of sustainable services to communities and to the promotion of social and economic development. In pursuance of the objectives of local government, chapter 3 of the Constitution, 1996, section 41(1) (2), there is a requirement for all spheres of government to co-operate with one another.

The *Bill of Right* shows how important the people are. The Constitution, 1996 is based on the will of the people. Any action that fails to achieve the spirit and dictates of the Constitution, 1996 is rendered unconstitutional and therefore invalid. In an attempt to perfect the provisions of the Constitution, 1996, chapter 3, section 41(2) on co-operative government, the provincial government of the Eastern Cape is expected to work with the local sphere. For this to happen the *Housing Act, 1997 (Act* 107 of 1997) closes the gap by defining the role that the municipalities have as part of the integrated planning within the national and provincial housing legislation and policy.

Legislative framework by itself cannot bring about delivery of houses to Masonwabe informal settlement; the provincial department has to lay down public administrative functions such as organizing and controlling. Van der Waldt and du Toit (1999:191) write that for effective service delivery to be rendered the authority for the programme should be delegated clearly. Smith and Cronje (2004:197) define delegation as the process of assigning responsibility and authority for attaining goals. Responsibility and authority are delegated down the chain of command from a person at a higher level in the organisation to a person at a lower level. It implies that in the case of housing delivery, the provincial government can devolve its authority to municipalities to perform certain functions on behalf of the provincial government.

According to Starling (1982: 72) human beings are the real determinants of whether the relationships between units of government will be positive or negative because such workplace harmony is founded largely in terms of human relations and human behaviour. Human relations in public institutions cannot be left to chance, because failure in these relationships may lead to the organization failing to make a meaningful output. Smit and Cronje (2004: 393) agreed with other scholars of Public Administration by endorsing the need for effective control in management to achieve organizational goals aligned with the pre-determined standards. Smith and Cronje (2004: 393) define controlling as the process by which managers ensure that all the departmental resources are effectively deployed so that the mission and goals of the organization can be attained. The process includes setting standards against which actual performance can be measured, measuring actual performance, evaluating any deviations that might occur and taking steps to rectify those deviations.

6.3 ADMINISTRATIVE THEORIES

To implement the dictates of the Constitution, 1996 an administrative and management theoretical base had to be followed. According to Kanyane (2008: 6) Henry Fayol's administrative and management theory identified the principles of administration as constituted by the division of labour, authority and discipline. Other contributing factors include unity of direction, the subordination of particular interests to general interests, equity and stability of personnel. Gulick and Urwick integrated Henry Fayol's principles of administration into specific functions such as planning, organizing, staffing, directing, and coordinating, reporting and budgeting. Such administrative functions also correspond with Cloete's six administrative functions, namely policy making, organising, financing, staffing, determining of procedures and the exercising of control. (Cloete, 1986:2). The topic under investigation is of an administrative nature and as such it is implied that the task will be carried through in respect of administrative theory and will reflect the previous work on service delivery.

Effective implementation of public projects like the building of houses depends on the effective performance of the executive functions, planning and programming. (Meiring, 2001: 47 and Craythorne, 2003: 255). Planning processes include the need for a decision to adopt a planning process and to establish an organizational framework for the support of such planning that is an organized intelligent attempt to select the best alternatives to achieve specific goals (Hanekom *et al*, 2001: 46). For

effective policy implementation in housing service delivery, those responsible for carrying out decisions must know exactly what they are attempting to achieve. The determination of clear and effective policy for housing service delivery is important. The orders to implement a policy must be consistent, clear and accurate in specifying the aims of the decision makers. An element of co-ordination will become central to any implementation that has to be done. Thus co-ordination is key in service delivery. Du Toit and Van der Waldt (2003: 206) define co-ordination in the public service as a process of ensuring that activities of public managers and institutions do not overlap and that all institutions in the public sector work together to achieve the objectives set by legislation. Greenwood and Wilson (1989: 44) agree with Craythorne and Van der Waldt on the centrality of co-ordination in policy making by defining co-ordination as "the controlling of activities and decisions of individuals or agencies so that they are harmonized in pursuit of some stated goals or objectives". Policy co-ordination has an administrative element where it concerns dealing with procedure, efficiency, consistency and the seeking of common administrative procedures and methods such as accounting procedures. Delivery of houses is a national challenge that needs unity of direction. Its effectiveness revolves on continuity of personnel.

The National Housing Code promotes consultation on matters regarding housing development between national government and representatives of civil society; the sector and sub-sectors supplying or financing housing goods and services; the provincial government, municipalities and any other stakeholder in housing development. Liebenberg and Stewards, (1997: 22) agreed that community involvement will not only speed up service delivery and development but will build capacity by making it easy for community members to become masters of their development and own service delivery. Through consultation, communities will be proud of projects in their areas and they will protect service delivery projects against vandalism which is very common practice at Masonwabe informal settlement (Coetzee (1989: 263). Such monitoring will ensure that the building of sub-standard houses with cheap building material and poor workmanship will be avoided as well as under-spending will also be avoided. Under-spending will also be avoided as reported in housing department vote Mthembi – Mahanyele (2002/2003).

7. RESEARCH METHODOLOGY

The research study is meant to identify the effects of poor housing service delivery in Engcobo. The study will also evaluate the involvement of communities in establishing the progress of government programmes. Strauss and Corbon (200:1) write about research methodology and describe it as the scientific process that seeks to provide answers to questions through a systematic approach with the support of the credibledation. Mouton (2002: 35) describes research as the application of a variety of standard methods and techniques in pursuit of valid knowledge and is committed to the use of objective methods and procedures that will increase the likelihood of attaining validity. He also emphasizes research methodology as the means required to execute a certain stage in the research process.

The research design will be both qualitative and quantitative. According to Mouton (2002:39) the use of multiple methods and techniques is actually one of the best ways to improve the quality of research. The data will be collected from a sample of people who are either directly or indirectly affected by the housing project. Research will be carried out through the use of questionnaires. The target group will be not more than fifty two people.

7.1. Sampling

The research will use two forms of sampling as a way of gathering information. These are stratified and random sampling. According to Kumar (2005: 144) sampling is the process of selecting a few cases from a large group for the purpose of identifying the effects of an incident.

7.1.1. Random sampling

This type of sampling will focus on the selection of a random sample of community leaders and people along with members of management and stakeholders in general.

7.1.2. Stratified sampling

The target group will be categorized as follows

7.2.1 The Member of the Executive Committee [MEC] for Human Settlement in the Eastern Cape Province.

7.2.2 The Speaker of Engcobo Municipality

7.2.3 Portfolio councilor for Infrastructure of Engcobo Municipality

7.2.4 Portfolio councilor for Infrastructure of Chris Hani District Municipality

7.2.5 Head of Department of Housing in the Eastern Cape Province

7.2.6 Municipal Manager at Engcobo Municipality

7.2.7 Project Manager from Chris Hani District Municipality

7.2.8 Technical Services Manager from Engcobo Municipality

7.2.9 In the targeted community [Masonwabe informal settlement] a representative sample will be made. The research sample will be taken from the following:-

- Youth
- Elderly people
- Women
- Disabled people
- Professional people
- Faith based organizations
- Ward committees

7.2.1 Qualitative approach
The study will be descriptive and explorative in approach. It is explorative in nature because important information is from books, legislation, journals and papers presented by government leaders. This data also gives a picture of the role played by the targeted group of fifty two people.

7.2.2. Quantitative approach
The research will be conducted through the use of a questionnaire that will cover the following areas: role of an individual, housing delivery and its challenges and the proposed solution to the challenges identified.

7.3. Data collection
It is a method of getting information from different sources. Both primary and secondary data will be used in order to collect the necessary information. The individual participants will be asked to maximize their response rate for the questionnaire. The information gathered from people through interviews,

questionnaires etc. will be regarded as the primary source of data. The secondary information is where newspapers, journals and relevant legislation give the story and the mandate of the department.

Forty two questionnaires will be distributed by hand to each of the identified respondents. There will be two different groups of questionnaires. The political office bearers and Chief officials will be given similar questionnaires whereas respondents from the community will be given a different set of questionnaires.

The researcher will collect the questionnaires directly from the respondents. This will help the researcher to find out areas that the respondents find it difficulty in understanding so that clarities will be given. Where respondents are unable to finish up due to time constraints, an extension of time for collection will be made.

7.4 Data analysis

There is always a need to analyse the collected data. This information will be coming from different categories of respondents according to the roles of the identified individuals. Both politicians and management will be included in order to provide the researcher with the relevant information. The data display techniques will be used in the research in order to ensure having clear findings that can be easily understood.

The obtained data will be organized into a table and be categorized according to negative responses, unsure or undecided responses and positive ones. Such organizing will make it easy to explain, apply and deduce from the data. In addition it is the intention to use:

- o A Statistical package for social sciences will be used for analysis and interpretation.

- o Mind mapping for linking the thinking.

- o And pie chart for proportional analysis.

The data will be described by the researcher, who will also explain the method of receipt and means of classification according to target group/respondent. It will then be evaluated according to comparative percentages.

The shortcomings that are anticipated could be:

- The negative attitude which may result in the lack of co-operation in providing relevant information by both political and administrative arms of government

- A legitimate expectation could be transmitted to the community, as if housing delivery challenges have been resolved

- Internal protocols could be cumbersome

- Unavailability of interviewees due to tight schedules

To overcome the shortcomings, the researcher will seek a letter in advance from University of Fort Hare explaining the purpose and importance of the research to the community in general and government in particular. Permission will be sought from the Member of the Executive Committee (MEC) for housing and from the provincial head of housing, to conduct the research. The speakers and the municipal managers will also receive letters of request for permission to carry out the research. A prior meeting will be held with the expected respondents with a view to explaining the intentions and contents of the research. The researcher will allow more time for respondents who may have tight schedules.

7.5. Research Findings and results

The most important thing is for the researcher to explain to the participants the reasons for the research. The quality of the data will be determined by the commitment of the participants in the process. Therefore, the researcher will use self-administered questionnaires to collect the data. The data analysis will help to determine the findings of the research and will therefore give a picture about the state of the housing department and municipality.

8. DELIMITATION OF THE STUDY

- The study will focus on challenges to housing service delivery at Masonwabe informal settlement in Engcobo Municipality

- The study will investigate the period starting from 1999 to 2012

- The study will take a minimum period of four months to complete.

- There will be a need to check the implementation of the customer care.

9. LIMITATION OF THE STUDY:

Limitations of the study could be:

- o Insufficient time

- o The forthcoming elections could hamper or delay the study because politicians may be engaged in the electioneering, after which new ones will be sworn in which may subsequently lead to appointment of new officials

- o These limitations will be overcome by making pre-arrangements with those the researcher could not meet.

- o The participants may not co-operate fully.

- o Those who are always vocal may be reluctant to cooperate fearing the wrath of the authorities.

10. ETHICAL CONSIDERATIONS:

Ethical guidelines serve as the standard on which the research will assess the work. Those who participate through the research programme must find security. The participants must freely participate and not be intimidated.

The participants must also be aware of the following:

- ▪ the scope of the research must be clearly understood by participants;

- ▪ the purpose, methods, benefits and potential changes of the research;

- ▪ they must be aware of their rights before and during the research period;

- ▪ there must be a confidentiality clause for those who will be supplying the information;

- ▪ the research must also reflect objectivity. There must be no favours;

- ▪ researchers should establish proper lines of communication;

- ▪ the research will focus on real challenges facing the institution.

Kanyane (2008:12) wrote that ethics deal with personal conduct and moral duty. It also deals with what is good and bad, with moral duty and obligation. It implies

therefore that in the course of the research the following ethical guidelines and practices will be considered in the study:-

10.1 <u>Anonymity</u>:   Participants names will not be disclosed

10.2 <u>Privacy</u>: The source of the information will not be disclosed and participants will be free to withdraw from participation

10.3 <u>Freedom of choice</u>:   participants will be approached personally and be given freedom of choice in participating in the research through informed consent and typed information

10.4 <u>Plagiarism</u>:   All sources of information that will be used during the course of the research will be acknowledged to avoid plagiarism.

10.5 <u>Honesty</u>:   According to Hanekom (1997 : 04) honesty pertains to the manner of reporting where a researcher should at all times and under all circumstances, report the truth and should never present the truth in a biased manner. It may lead to checking whether a specified document does exist and that what is reported by the researcher is the exact truth as presented in a particular manner.

10.6 <u>Confidentiality</u>: Anything learnt about the participants will not be disclosed, including names of the participants. Hanekom (1997: 04) emphasizes that even if a researcher stumbles upon data of a confidential nature, publication which could be harmful to the persons or groups involved, the researcher should remember that the interests of the participants always prevails and that no confidential data should be recorded or published.

11. Chapter outline
This research on housing delivery will consists of five chapters.

Chapter one: Introduction and overview

The research will be conducted in the municipality of Engcobo on housing service delivery. The study will give the population, social and economic developmental potential of the area. The problem statement, objective of the study, research questions and method will be indicated. It will be important to know whether the current study was ever conducted.

Chapter two: Literature review

This chapter will focus on the literature which deals with housing delivery services. The literature will include journals, papers, books and speeches by politicians and the auditor general's report.

Chapter three: Research design and methodology

The research method will focus on the samples used. It will also cover the nature of the method for example qualitative and quantitative.

Chapter four: Research analysis and findings

This chapter will focus on the tools used for the analysis of information and its findings. The researcher will collect and analyse the information received. This information will enable the researcher to have a clear understanding about the number of respondents. It will be in this chapter that the researcher will have an in-depth knowledge about the extent of poor housing delivery. The researcher should distinguish the relationship between government and the public.

Chapter 5: Recommendations and conclusion.

The findings of the study will enable the researcher to make recommendations. These proposed solutions should provide a lasting solution to the challenges facing housing delivery. It must be through these recommendations that the government is able to assist other municipalities. The lessons learnt from this study should be used to improve the lives of our people by introducing new approaches to promoting quality housing delivery. The conclusion will be based on the analysis and recommendations.

12. Definition of key concepts

Sampling: According to Kumar (2005: 144) sampling is the process of selecting a few cases from a large group for the purpose of identifying the effect of the incident.

Research methodology: According to Strauss and Corbon (2000: 1) is a scientific process that seeks to provide answers to questions through a systematic approach with the support of credible data.

Coordination: Is the controlling activities so that they are harmonized in pursuit of some stated goals or objectives. It's a process of ensuring that there is no duplication of activities by public office bearers or management.

Delegation: Is the process of assigning tasks, responsibilities and authority to a structure or to individuals with the purpose of achieving goals. Accountability remains with the person delegating.

The Housing Act (Act 107 of 1997) Department of Housing, Local Government and Traditional Affairs, Bisho: Government Printer.

The Housing Policy Communiqué of the Eastern Cape, 1/2005. Department of Housing, Local Government and Traditional Affairs, Bisho: Government Printer.

Public Service Commission. August 2007. *Report on the Management of Poor Performance in the Public Service.* Pretoria: Public Service Commission.

Local Government: Municipal Systems Act, 2000 (Act 32 of 2000).

CHAPTER 2: Literature Review on the Policy Process and Challenges Facing Provision of Housing Services

2.1 Introduction

The Constitution of the Republic of South Africa, 1996 gives the government responsibility for providing services to its citizens. Therefore, the three spheres of government in terms of Chapter three of the Constitution encourage co-operative governance. The National Government together with the provinces should support the local government so that the provision of services can be realised through the policies developed. It is the duty of the politicians working with the administration to develop appropriate and relevant policies to meet the needs of citizens.

This chapter will explain the process to be followed when developing a policy and the role players involved in the formulation of policies. There are legislative processes that guide the policy processes in public administration.

2.2 The Policy Concepts in Public Administration

It is important for any policy to be tested through public participation openly to determine whether it will have a direct impact on the people. After 1994 the National government through the National Department of Housing and Provincial Government, introduced various policies to enable them to deliver houses to the people. Thus, in some instances, public participation in policy development is being encouraged. Public participation is defined in many ways. Beinier (2005:2) for example describes public participation as engaging openly and respectfully in "give and take" discussion, with citizens and or stakeholders about an impending decision or action. The people-centred development deals with people and their capacity to enhance and influence the development and implementation of the projects. Researchers describe public participation as a process through which people, who will be affected or interested in a decision and who have a stake in the outcome, get a chance to influence its context before it is made (Whittle, 2009:1). In any development, consultation is the key for the smooth running of the projects. The process of consultation involves listening to opinions of affected and interested groups.

Public administration is important in the delivery of services and the term 'administrators' is described by scholars, such as Bozeman (1978:8) and Cloete;

(1986:2) as a co-operative group of actors working together to achieve a specific end. According to Cloete, administration takes place in all situations where there are two or more people who work together. Cloete also further describe administration as a wide-ranging set of activities that can be grouped in line with their functions. Public administration consists of the following processes, for example: policy making, organising, financing, personnel provision and utilisation, work procedures, and the exercising of control.

Hanekom *et al* (2001:25-26) describe the role of the government as an institution which is meant to have specific objectives set out in the policies pertaining to all aspects of its intended actions. There is no government which can disregard the general welfare of the society it represents. It is, after all, the government which has a responsibility for fighting poverty, under development, and the creating of job opportunities.

According to Meiring (1987:16) policy making can be seen as an administrative function. The process involves, policy making, policy implementation and policy analysis and evaluation.

Public policy is a proposed course of action for government to reach goals and objectives. It has to do with the allocation of values to society as a whole (Kuye; 2002:72). Policy is dynamic not static. It is influenced by the needs of the public economic and political environment.

Kuye describes policy as an intellectual understanding amongst colleagues of the course to follow in order to achieve a set of objectives most effectively. He further describes policy as an authoritative statement made by the legitimate public institutions about the way in which they propose to deal with a particular the policy problem.

Van der Waldt and Du toit (1997:14) define policy as the umbrella process in terms of functions which are carried out to help to decide a platform of actions to achieve certain objectives. The policy manifests itself at political, operational, executive and administrative levels.

2.3 Policy Process Plan

The policy process is a series of activities that are influenced by various conditions. In this case processes of policy development are composed of six administrative stages: policy process, organisational process, financial process, personnel processes, procedure process and control process. The policy process consists of policy making, policy implementation and policy evaluation.

Hanekom et al (2001:26) identify the following phases of the policy probe:

- Policy demands which are representative of community needs and which need some kind of action on the part of authorities.
- Policy decisions which are made by those in power.
- Policy statements, making public what the authorities intend doing.
- Policy outputs.

The topic under research can be defined within the policy process because the rendering of housing delivery is a policy matter and part of the overall government policy process. Gortner (1977:37) describe the steps which influence policy processes: problem identification, formulation and course of action, legitimisation of course of action, application of legitimate policy and evaluation of policy.

2.3.1 Policy Initiation

Policy initiation is the group of activities that lead to the solving of specific problems. The following are the measures leading to problem solutions:

- Becoming aware and making the problem known
- Emphasising the necessity for a new policy
- Collecting information to solve problems

2.3.2 Policy Formulation

This is the second step and is composed of the following:

- Liaison with interested parties.
- Processing of information
- Setting of objectives.
- Considering of alternatives
- Determining of priorities.

- Survey of financial resources.

2.3.3 Policy Approval

Policy approval is the key process in the development of the country. Government policies need the blessing of the public. Meiring (2001:60) indicates that specific policies such as housing policy can have political, executive, departmental and the operational aspects to be taken into account. Policy recommendations or proposals need the approval of the policy makers who are appointed by the public.

There is a procedure being followed for the consideration and approval of the housing policy. The delivery of houses is a national challenge which needs the involvement of the three spheres of government and stakeholders in addressing the challenges and so contribute to the speedy delivery of housing services. Through such public participation it is anticipated that people will own their projects and protect them against any form of vandalism. Thus an approved plan is expected to ensure that there is no poor performance and little or no underspending.

2.3.4 Policy Implementation

The importance of policy is seen during the implementation period when one can check its relevance. The administration is responsible for policy implementation as the essential practical activity with the primary aim of choosing a course of action for the attainment of specific objectives and seeing that it is properly followed over a specified period of time. Housing policies must be effectively implemented by the administrative personnel to ensure that the citizens become the recipients of houses. Hanekom describes policy implementation as the complicated process with legal prescriptions and administrative possibilities.

The rendering of services is made possible by the implementation of an approved policy. Therefore, specific functions need to be performed in order to help administration to render their services. Fox *et al* define implementation as setting the plan into action.

It is important to note that administration functions guide and direct the implementation of the policies in line with service delivery. In housing policy there should be proper implementation of the administrative functions by government officials completing functional activities in order to attain predetermined objectives that have a duty to produce goods and services.

Therefore functional activities should focus on the building of a housing structure from foundation up to the roofing. These activities should among other things include:

- A clear building plan.
- Digging of foundation trenches.
- Brick walls
- Roof material
- Cement for plastering

It is the responsibility of politicians and officials to ensure that auxiliary functions are relevant to the work situation. These auxiliary function should help the employees to be more effective and efficient in the course of executing their duties.

The government role is to develop clear planning and programmes that will have a positive impact in service delivery backlog. Green (1974:10) writes that planning is a process of human activity, of human thought and action which is essentially purposeful. Planning is about making proper assessments of threats and opportunities and exploiting them by the decision taken in the present.

The effective implementation of projects, like housing, depends on the effective performance of the executive functions. According to Fox *et al* is about what to do, when to do it, how to do it and who is going to do it. Planning is used to manage national context, physical and developmental context. Hanekom *et al* (2001:44) describes Planning as an organised intelligent attempt to select the best alternatives to achieve specific goals. According to Cloete a programme is a set of specific actions which must be taken to implement a plan. There is a need to analyse and evaluate programmes within the value chain of implementation. The effective policy implementation depends on the programmes used and to the extent to which the programmes are integrated.

2.3.5 The Policy Analysis and Evaluation
a) Policy analysis

It is important to note that policy analysis and evaluation is the last phase in the public policy process. Meiring views policy analysis as a tool to determine the value of all policy phenomena and activities necessary to provide public services on a

sustainable basis. Policy analysis is the determinant of functionality of the policy adopted and checks the effectiveness of the policy. It is through policy analysis that the effectiveness of the policy will be measured and tested. The success and failures of the policy are realised during the analysis stage. Anderson (1982:4) defines policy analysis as the systematic examination and explanation of the formation of public policy. Hanekom *et al* (2001:30) describe policy analysis as an attempt to provide policy makers with neutral and objective advice pertaining to the best programme in terms of economy and efficiency.

b) Policy evaluation

The evaluation of a policy is meant to identify the strengths and weaknesses of the policy programme. Durin (1981:339) define policy evaluation as a means of determining the extent to which a programme is responding to its objectives.

2.3.6 The Phases of Policy Analysis and Evaluation
There are four ways of analysing policy processes;

I. Analysis and evaluation of the inputs phase
II. Analysis and evaluation of the processing
III. Analysis and evaluation of the output phase
IV. Analysis and evaluation of the impact phase.

Input phase is where activities may influence the allocation of resources in a community. These resources are usually influenced by community needs. The policy is determined to prevent the social and economic environment from being harmed by human actions. Society will always have its expectations and it is the task of the elected leaders to respond to the needs of the community. Therefore, politicians in government should strive to promote the general welfare of the people.

The delay on the delivery of houses at Masonwabe ward 2 in Ngcobo is a clear indication of the violation of the constitution 1996. According to chapter 2 of the Constitution of the RSA Act 1996, everyone has the right to have access to adequate housing. Housing policy is a social policy whose task is to meet basic needs of the people. The provision of houses should be preceded by infrastructural development, such as roads and storm water drainage. Housing development should form part of the Integrated Development Plan (IDP). Analysis of the community needs will help to

give a better understanding of needs to assist in an integrated approach when providing services.

The second phase, which is analysis and evaluation of processing, requires processes to be performed with competence. The delivery of houses needs financial resources and relevant personnel and so the existence of control measures for effective and efficient provision of housing service is very important.

The analysis and evaluation of the output phase is the consequence of the decisions made by authorities in response to the support they receive and the demands that are made on them. There should be a clear division of roles and responsibilities between politicians and officials to avoid delays in service delivery.

The last phase is the impact phase, which should be the change that the policy makes to the public. Policy implementation should strive for a positive impact when delivering services e.g. housing delivery. Effectiveness and efficiency are the determinants between policy outputs and policy results. Policy is linked to the realities of the existing environment. Wehmeir (2005:746) defines impact as the powerful effect that something has on somebody. Impact could be the change that the policy is making to the community. The impact of policy should be measured against pre-determined policy objectives. If the policy does not yield the required results it should be reviewed. The politicians should plan the oversight of housing during the monitoring and evaluation stage of policy formulation.

2.3.7 Legislative Framework for the Provision of Housing Services in South Africa

The new democratic government which came to power in 1994 inherited a huge housing backlog. It made a commitment of building one million houses per term. The housing backlog is the result of the apartheid regime which allocated resources along racial lines. This has resulted in those living in informal settlement receiving inadequate housing.

The Constitution, 1996 states clearly that every individual has a right to have access to adequate housing. Section 26 (2) provides that the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right. Section 26 (3) prohibits the eviction or demolition

of a house without a court order. In 1997 the government promulgated the Housing Act, 1997, (Act 107 of 1997).

2.3.7.1 The Role of the Three Spheres of Government in Housing Development.

The Constitution of the Republic of South Africa 1996, chapter 3 provides for the role of each sphere of government. Chapter 3 of the constitution focuses on cooperative government. It means the national, provincial and local government should work together to promote the welfare of the people. They should complement each other. The national government should support the other spheres of government.

The national government must establish and facilitate the national development processes. Adequate housing has seven criteria as follows:

- Legal security of tenure: fundamental to the right of access to adequate housing. Secure tenure protects people against unlawful evictions.
- Affordability: the houses built by the state must be affordable including rental of houses or flats.
- Availability of services, materials and infrastructure: all housing beneficiaries should have access to natural and common resources like water, electricity etc.
- Habitability: housing must be safe and well-built so that it is inclusive and accessible to vulnerable groups.
- Accessibility: all groups of people including those with disability must be catered for.
- Location: housing must not be located in polluted areas.
- Cultural adequacy: building structures must not undermine cultural diversity.

The state is obliged to provide shelter for children according to section 28 (1) (c) of the Constitution of the Republic of South Africa 1996.

The National Housing subsidy scheme was introduced to help the previously disadvantaged groups. The National norms and standards were also introduced in 1999 to protect beneficiaries from developers who build poor quality houses.

The Housing Consumer Protection Measures, Act 95 of 1999 protect beneficiaries against defects on built structures. The Rental Housing Act 50 of 1999 was meant to protect people against arbitrary evictions and harassment. The Home Loan and

Mortgage Disclosure Bill 53 of 2000 regulates lending practices by financial institutions. The White Paper on housing 1996 give a right to access housing.

2.3.7.2 Provincial Governments
The National Housing Policy gives guidance to provincial departments of housing. Provincial governments are allowed to develop policies which are not in conflict with the national government departments and as a result the Eastern Cape has started to implement projects like Rural Housing Projects. The Eastern Cape formulated the Provincial Housing Development Bill to realise the right of access to adequate housing.

The national and provincial government are responsible for the housing budget while Provincial government is responsible for the following tasks:

- Ensure consumer protection
- Mediate in case of conflicts between a Social Housing Initiative (SHI) and local government
- Provide a legislative and regulatory framework consistent with the national legislation.
- Administer capital grant funding for social housing programmes.
- Facilitate sustainability and growth of the social housing sector.

2.3.7.3 The Mandate/Role of the Local Sphere of Government
The Constitution of the Republic of South Africa 1996 Chapter 7 gives a mandate to the local government sphere to perform certain functions.

- The local government is at the coalface of where the actual service delivery is taking place and has a crucial role to play in the delivery of housing services. It is important for this sphere to involve society by encouraging community participation through the IDP process.
- Municipalities should set local housing delivery goals, and
- Identify and design land for housing purposes.
- They should regulate safety and health standards in housing programmes, and
- Initiate, coordinate planning, promote and enable appropriate housing development.

- They also need to provide community with recreational facilities in residential areas.
- Housing needs must be incorporated in the local spatial development framework.
- Provide access to bridging finance for social housing initiatives.
- Ensure that there is proper bulk infrastructure e.g. water and sanitation, roads, electricity etc. according to housing Act no 107 of 1997 section 9(1) (a)
- Mediate on disputes/conflicts that arise out of land claim etc. The land use planning is an instrument used to intervene in the allocation of land for use among competing development needs. The Housing Act, 107 of 1997 obliges provincial governments to establish their own Provincial Housing Development Funds.

2.3.7.4 Criteria for Housing Application Qualificators

Though everyone has a right to access to housing, this right is regulated.

- A person must be a lawful resident in South Africa with a green barcoded identity document.
- Must be over 21 years of age, married/divorced and of sound mind.
- Be married or habitually cohabits with any other person or he/she has proven financial dependants.
- Must have a gross monthly income not exceeding R3500.00 and provide a proof of income.
- Must not have benefited from government funding.

The above criteria targets low income earners. According to the National Housing Finance Cooperation both low and moderate income families must benefit in government subsidies. The NHFC must build adequate sustainable capacity within organisations with its funds and also fund intermediaries to promote broader access to housing.

CONCLUSION

The Housing development can only succeed if there is good cooperation among the three spheres of government. It is the responsibility of the state to promulgate laws

and establish relevant policy for the realisation of the goal of housing service delivery.

This chapter started by discussing policy process and the role of public administration and it emphasised that the use of government funds should be guided by proper policies. The development of policy, policy implementation, and executive administrative functions has been clearly explained. The monitoring and evaluation of the policy by the relevant politicians and officials has also been discussed. The legislative framework which gives mandates to the three spheres of government has been thoroughly reviewed and the role of each sphere has been explained including the criteria for applying for a house/subsidy.

Chapter two has also given details about policy processes that need to be followed during the delivery of houses. These acts and regulations should enable the officials to administer housing projects in a proper manner. Chapter 3 will look at the research design and methodology used during the research period.

CHAPTER 3: Research Design and Methodology

3.1 Introduction

This chapter presents the method used in conducting this research. The outcome of the research is determined by the research methodology. This chapter presents the technical as well as the operational matters of research methodology and views of different research methods. Research is defined in different ways. There are scholars who describe research as the collection of methods used to produce knowledge. It describes the methods and processes utilised in order to collect information that was used in responding to the research questions. This chapter is designed to explain the methods used to evaluate the delivery of housing services and its challenges in Engcobo municipality at Masonwabe ward 2 in the Eastern Cape Province. Kothari (2003:12) describes research as the pursuit of the truth with the help of study, observation, comparison and experiment of finding solutions to a research problem identified. He further argues that the following should be considered:

- Collecting facts to help answer the research questions

- Design the appropriate research method process

- Define the research problem

- Reaching certain conclusions from the analysed data thus answering research questions

This chapter will also focus on the following aspects

- Various methods and techniques for data collection

- Population and sample details

- Techniques for data analysis

- Procedure to obtain permission from Engcobo Municipality to conduct research

- Lastly, ethical considerations applied in the research

3.2 Application for Permission to Conduct Research

The permission to conduct research is key before one distributes questionnaires. A letter was written to the Municipal Manager of Engcobo Municipality for permission to conduct research on housing delivery and its challenges at Masonwabe informal settlement ward 2. In the letter the researcher spelt out the people who will be affected by the research and the duration of the task. It is important for the researcher to explain the scope and the nature of the research. The research should focus on the aims of the research, practical application methods and procedures to be used. There should be a guarantee on the confidentiality of the data collected. Respondents in the research were given an assurance on the confidentiality and the value of the research. This has helped the respondents to cooperate with the investigations. The permission to conduct research was granted by the Municipal Manager without conditions.

3.3 Research Design

Mouton (2002:35) describes research as the application of a variety of standard methods and techniques in pursuit of valid knowledge and is committed to the use of the objective methods and procedures that will increase the likelihood of attaining validity. He further describes research methodology as the means required to execute a certain stage in the research process. Research design is seen as a process of designing the overall plan for collecting and analysing data including applications for enhancing the internal and external validity of the study (Polit: 1993:446). The research design will be either or both qualitative and quantitative. According to Mouton (2002:39) the use of multiple methods and techniques is actually one of the best ways of improving the quality of research. It is important when conducting research to determine methods to be used to collect data and the factors which will influence the collection. Hofstee, (2006:120) writes that research design provides a theoretical background to the methods to be used in the research. Research design is the basic plan which guides data collection and the analysis phase of the study. The research design gives the scope of the research activity. Kerlinger (1986:10) defines research as a systematic, controlled, empirical and

critical investigation of natural phenomena guided by theory and hypothesis about the presumed relations among such phenomena.

3.3.1 Research Types and Strategy

Research could be conducted using various approaches. The purpose of this research is to get truth, or the information relevant, to understand the reasons for the non-delivery of services. There are two types of research to be used in this study, both the qualitative and the quantitative approach.

3.3.1 (a) Qualitative Approach

This research is descriptive and explorative in nature. It is explorative in nature because important information is found from books, legislation, journals and papers presented by government leaders. Qualitative data is defined as any information the researcher has collected and is not expressed in numbers.

3.3.1 (b) Quantitative Approach

The research has been conducted through the use of questionnaires. The questions focus on the role of individuals, the quantity of housing delivery and its challenges and the proposed solution to the challenges identified. According to Struwig, (2004:41) there is a need to describe the methods used to conduct quantitative research which is exploratory and descriptive in nature.

The two forms of research approach i.e. qualitative and quantitative have been used in this study. De Vos *et al* (2002:81) write that there is a general agreement amongst most authors that human science in reality employs both qualitative and quantitative methodology sometimes consciously or unconsciously.

3.4 Research Methodology and Sampling

In conducting research with the purpose of establishing facts, the method to be used is important and the research methodology, according to Mouton involves the application of a variety of standardised methods and techniques for the pursuit of valid knowledge. He further explained that research methodology is the means required to execute a certain stage in the research process. In this case it involved the selection of participants from ward 2 population to answer questions verbally, by interview or through completing a questionnaire.

3.4.1 Population

The total population of the municipality is 155000 according to stats of 2011. The people who participated in this study include the leadership of Engcobo Municipality, Senior Municipal officials of Chris Hani District Municipality, MEC for Human Settlement in the Eastern Cape Province, and selected stakeholders from ward 2 Masonwabe informal settlement. This ward has a population of 4300. There are 50 people who participated in the research, representing different stakeholders. The research sample has been taken from the youth; elderly people; women; disabled people; professional people; faith based organisations; ward committees; and housing committee members.

Hanekom *et al* (1997:43) describe population as objects, subjects, cases and activities which the researcher would like to study to identify data. Polit defines population as the entire set of individuals having some common characteristics. This study has targeted councillors, officials and the community of Masonwabe informal settlement at ward 2. Newman (2006:224) writes that population is required and the target group is a specific pool of cases that are to be studied. The researcher must take a sample for investigation purposes.

3.4.2 Sampling

The researcher has used two forms of sampling as a way of gathering information. These are stratified and random sampling. Kumar (2005:144) describes sampling as the process of selecting a few cases from a large group for the purpose of identifying the effects of the incident. Sampling always implies the simultaneous existence of a larger population of which the sample is a smaller section or a set of individuals selected from a target group.

3.4.2.1Random sampling

This type of sampling will focus on the community leaders and people in general especially those identified stakeholders. A sample is a subset of the population. These identified respondents who are part of the research are participating as provider of services or as the recipients of housing delivery. The government leaders in the form of councillors, senior municipal officials are regarded as the providers of housing development. Those who are residing at Masonwabe ward 2 are the beneficiaries of the project. The MEC together with the municipal politicians and

officials are responsible for policy formulation and its implementation. If there are challenges they are mandated to provide solutions.

3.4.2.2 Sampling selection methods

There are different methods used in conducting research. The aim of the methods is to obtain a sample. The larger the sample the more representative of the population it is likely to be. Nel (2001:345) proposes that the sampling procedure must be designed so that samples of the actual population are collected accurately and reflect the concentrations of population at the time and place of research. Sampling theory differentiates between probability and non-probability sampling methods. Probability sampling methods are the most commonly used because the selection of respondents is determined by change. The non-probability sampling is where the likelihood of selecting any one member from the population is not known. It is composed of convenience sampling, theoretical sampling and purposive sampling. The purposive sampling is a non-random sample in which the researcher uses a wide range of methods. In this study probability sampling was used to avoid personal judgement.

Simple random sampling was used as a technique because probability sampling involves the withdrawal of sample size. Stratified sampling creates a sample for each of the several categories of subject.

Details of selected sample

A sample is a process of selecting a sufficient number of participants from the population so that the researcher will be able to realise the goals of the study. The following group of people have been identified for this study.

➢ The Engcobo speaker

➢ Member of the Executive Committee for Human Settlement in the Eastern Cape

➢ Portfolio councillor for infrastructure of Engcobo Municipality

➢ Portfolio councillor for infrastructure of Chris Hani District Municipality

➢ Municipal Manager at Engcobo Municipality

➢ Technical services manager from Engcobo Municipality

➢ The stakeholders representing Masonwabe informal settlement. The focus was on

Youth   7

Elderly people   7

Women   7

Disabled people   7

Faith based organisation   7

Ward committees   9

The total number of people selected is 50. This selected number would be able to give a clear picture about housing service delivery and its challenge. Those selected from the community are capable of raising peoples concerns. Government housing policies are supposed to make a positive impact in changing the lives of the people. The state official's ability to implement housing policies remains a challenge.

3.5 Data collection instruments
The following instruments have been used to collect data i.e. interviews, questionnaires and books in the form of literature. Literature study consists of legislation and municipal reports relevant to the study. The use of questionnaires and literature were meant to collect data from the respondents. These measures are aimed at gathering the type of information required.

3.6 Research questionnaires
This instrument has been used to investigate the progress made on housing delivery and the understanding of housing policy by the beneficiaries and the problems encountered by both implementers and the respondents. The study has applied various forms of questionnaires. There are short and direct questions which require a direct answer from respondents in the form of true or false agree or disagree. There are questions which need a brief explanation from the respondents. The questionnaires have compiled so as to not make the respondents feel intimidated. This will allow the participants to freely respond to the questions raised and probably

make some suggestions as part of the solutions to the challenges of housing delivery.

There were two batches of questionnaires that were developed based on the categories. The government representatives i.e. politicians and officials were given one set of questions while the other stakeholders and the representatives of the population of ward 2 were given a different set of questionnaires. These questionnaires were self-administered and given to the respondents to complete in their own time. There were structured and unstructured questionnaires. Structured questionnaires are expected to be answered in the way they are asked. These questions have been structured as follows:

a) Housing delivery progress as the topic.

b) Instructions on how to complete it.

c) Personal details of participants.

d) Housing as the key service delivery required.

e) The nature of housing service delivery

f) Legislative mandate for housing service delivery

g) Key stakeholders in the policy formulation

h) The administrators responsible for implementation of housing delivery

i) The policies governing delivery of housing

j) Time frames and budget allocated for housing services

k) Challenges with regards to housing delivery

l) Solutions proposed to deal with challenges of poor service delivery.

These questionnaires were given to 50 participants including government office-bearers and officials.

3.7 Responses by respondents

The response by participants was very positive. This shows the eagerness of the respondents to know/understand the housing process and the reasons for non-delivery of their houses. The response rate was about 75%. The respondents were not compelled to answer questions but they were enthusiastic in participating in the study.

3.8 Data collection process

A meeting was convened to explain the process of the research and the collection of the questionnaires. All participants were given three weeks to respond. There were people who were helping the respondents in answering the questions. The researcher visited all the participants to collect the completed questionnaires. There was constant contact between the researcher and the respondents. The researcher has been motivating the participants to understand the importance of being part of the study.

3.9 Analysis of data

The collection of data is the most important work done by the researcher. After the data has been collected, the next process is the data analysis. This is also a critical stage because it deals with the quality and quantity of work.

According to Polit and Hunger (1993:44) data collection is subjected to various types of analysis and implementation including the process of selecting, focusing, sorting and removing unnecessary information. The data was analysed in a qualitative and a quantitative manner. The data was packaged in orderly manageable variables and both deductive and inductive modes were the key instruments of data analysis. Data analysis needs to be synthetized in order to obtain the correct information and therefore the available data from the respondents was arranged accordingly, they were clearly marked to avoid confusion. The irrelevant information was taken out. The statistical packaging programmes were used. According to Vithal *et al* (1997:37) researchers can only make sense of the data they collect through organising and arranging the data into manageable form.

3.10 Ethical considerations

Ethical considerations serve as the standard when the researcher seeks to assess the work. Kanyane (2008:12) wrote that ethics deal with personal conduct and moral

duty. In this case the ethical considerations focus on the problems confronting the participants. It is possible that during the study some respondents may withdraw citing reasons of insecurity and lack of confidentiality. It was always stressed during the research that people participate voluntarily and if they encounter problems they are free to interact with the researcher. The participants were made aware of the following information and/or rights:

- The purpose, methods and benefits of the research.

- The participants' rights before and during the process of the study.

- Confidentiality clause for those who will be supplying the information.

- The scope of the research was clarified.

- Challenges facing delivery of housing.

The following ethical guidelines were followed

1. Anonymity : The name of the respondents will not be disclosed

It will only be the researcher who knows the people who were participating in the study.

2. Privacy: The participants names will be kept secret

3. Freedom of Choice: The participants will be approached personally and be given freedom of choice in participating in the research through informed consent. The respondents will be free to withdraw from participation.

4. Plagiarism: All sources of information that have been used will be disclosed to avoid plagiarism.

5. Confidentiality: The information received from the respondents has been treated as confidential especially the names of the participants. The researcher should always consider that the interests of the participants prevail and no confidential data will be published.

6. Honesty: It deals with the conduct of the researcher. The researcher must always write a balanced report and it must be trustworthy and truthful at all times.

3.11 Conclusion

This chapter reflected on the research design and the methodology. The first phase was to get permission to research on the Masonwabe housing development and its challenges. It also discussed the types of research and the approaches to be used i.e qualitative and quantitative. The stratified and purpose sampling methods were used for the purpose of sampling the participants. This chapter discussed the role of the participants, the duration of the study and the process employed in the research. The research questionnaires were distributed to the group of participants and the information was collected and analysed. Ethical considerations were made known to the participants. The 4th chapter will focus on the presentation, analysis and interpretation of the data.

CHAPTER 4: Data Presentation, Analysis and Interpretation

4.1 Introduction

This chapter will focus on the tools used for the analysis of information and the resulting findings. The challenge of poor housing delivery has necessitated that the investigation be completed in order to establish the real reasons for lack of housing delivery at Masonwabe in the Engcobo Municipality, Eastern Cape Province. The programme of building houses in this area started more than 10 years ago. This evaluation of housing challenges enables the researcher to understand the impact of housing policies and related legislation on the delivery of housing services. This study will also establish whether the implementation of existing policy is being deliberately undermined by government personnel or whether it is because there is a lack of skills in human resource. This chapter will consider the results that were drawn from the study conducted at Masonwabe. The phase one evaluated quantitative analysis and synthesised statistical data taken from the survey. The second stage examined the qualitative data analysis which included non-numeric outcomes like observation and the feeling of the participants.

4.2 Theory and Techniques for Data Analysis

There are various instruments that have been used to analyse the data. This is a very critical step because the data collected was analysed both quantitatively and qualitatively. The data was clearly marked and categorising by breaking it into percentage charts. The quantitative data analysis was essential because it was arranged and assessed to evaluate the housing conditions at Masonwabe informal settlement.

The system theory was used to assess the work done in the delivery of housing services. The quality of techniques used will determine the quality of information received through the study. Data analysis helps the researcher to be able to understand the progress of service delivery and its challenges. The questionnaire does help the researcher to know exactly the quality of work done.

4.3 Qualitative analysis

4.3.1 Demography
The data below show the quantitative data collected from the respondents.

The analysis of the data has been done focusing on:

1) Demography

2) Education level of respondents

3) Income

4) Gender

5) Age of respondents

The data analysis has been completed according to the two groups of respondents i.e political office-bearers and stakeholders representing the community of Masonwabe informal settlement. The purpose of separating them was to assess their responsibilities in terms of the project. Those in government especially the office bearer have a responsibility of ensuring that government programmes are implemented. The responsibility of the officials is to ensure that government policies and programmes are implemented.

The second group of respondents are the beneficiaries of the project.

Table 4 Age of respondents

Age Analysis		Politicians		Administrative officials		No of Respondents
21-30	0			1		
31-45	2			2		
46-55	2			1		
56-60	0					
61-70	0					
71 & Above	0					
Subtotal	4			4		

The age analysis of both political office-bearers and the officials is between 30 and 55 years. Politicians are between 40 and 55 years which clearly indicates that they are matured. Their age gives confidence that they will easily understand the importance of conducting research.

Table4.2 Gender of Respondents

	Politicians		**Officials**	**%**
Male	1	10%	3	90
Female	3	90%	1	10

There is a gender balance when one combine politicians with the administration. The political office bearers are dominated by females whilst the officials are dominated by males.

In the case of female politicians they are entrusted to lead service delivery. They constitute 90 % while male only represent 10 %. The administration especially the senior posts are male dominated at 90 % against 10 % of females.

Table 3 Education Qualifications

The table below show the level of education of politicians and the administration.

	Politicians			**Administrative officials**	
Academic qualifications	No	Percentage	Number	Percentage	**Total**
Grade 12 or Std	2				

10					
Technikon Diploma			1		
University Degree/Diploma	1		1		
Undergraduate					
Postgraduate	1		2		

There are no academic requirements for politicians. Nevertheless they are between above grade 12 and postgraduate. They are capable of executing departmental decisions as well as council decisions and are able to carry out their responsibilities. With regard to officials they possess the necessary qualification for the job they are doing.

There was no challenge about responding to the questionnaire. The questionnaire targeting office bearers and officials was trying to establish whether government policies are implemented, monitored and evaluated.

Table 4 Work experience – Provincial Housing and Local government

Years	Position	Group	HOD	Municipal officials
1 – 5	1	2	1	1
6 – 10		1		1
11 – 15				1
16 – 20				
TOTAL	1	3	1	3

The experience shown in the above graph indicates clearly the good combination of different expertise. They are supposed to deal with the challenges facing the project.

Table 5

Academic Qualifications		
Political office-bearers		
Member of the Executive Council	Graduate	
Speaker- Engcobo Local Municipality	Grade 12	
Infrastructure – councillor – Engcobo Municipality	Grade 12	
Infrastructure – Chris Hani District	Post graduate	
Officials		
Head of Housing Dept – provincial	Degree	
Municipal Manager – Engcobo Local Municipality	Post graduate	
Technical Services Manager – Engcobo Local Municipality	Diploma	
Technical Manager – Chris Hani District Municipality	Degree	
Project Manager – Chris Hani District Municipality	Graduate	

The above table shows the qualifications of the respondents i.e. politicians and officials.

Stakeholder's representatives

Table 6

The table below shows a list of stakeholders representing their groups/organisations

Name	No	Age	Male	Female

Elderly	7		3	4
Business	7		5	2
Youth	7		3	4
Professionals	7		1	6
Religious fraternity	7		4	3
Ward committees	9		2	5
Total	44		18	24

The above stakeholders are the most affected people because they were taken from Masonwabe informal settlement at ward 2 in Engcobo municipal area. They are mostly part of the beneficiaries with the majority of these participants (60%) not working, while 20% are working and the final 20% are elderly people. The level of education is very low and as a result they cannot read with understanding the government policies without being assisted. It was found that the largest number of participants are mature adults who were able to understand what was required by the questionnaire. The involvement of these stakeholders in different activities like meetings has helped them to understand some of the laws and policies governing local government.

Housing as an essential service (Input Phase)

The idea of building houses at Masonwabe came from the community. They prioritised housing development because they were staying in shacks as from 1985.

Question: Do you understand that there are spheres of government responsible for service delivery?

Response: Both politicians and officials had a clear understanding. The second group of respondents were not clear, they had little knowledge. It was only the professionals who were clear, the rest of the stakeholders were not sure.

1. Question: How long have you been staying at Masonwabe?

Response: The stakeholder's response was 100%.

2. Do you know how many people are residing at Masonwabe informal settlement?

Response: Politicians and officials were able to give statistics using census 2001. Those who are staying (stakeholders) at Masonwabe were not sure.

3. Question: Do you agree that any development will need proper planning?
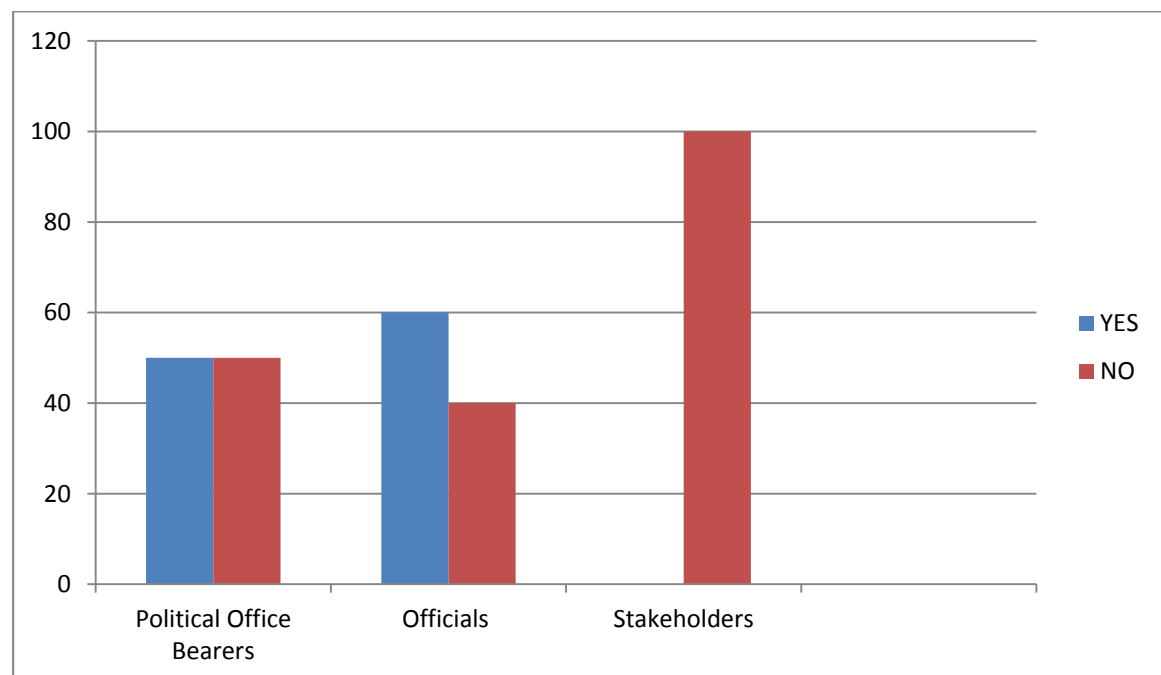
Politicians and officials: Agree

Stakeholders : Disagree

4. Is it true that an advert was made and published in the newspaper regarding the development of Masonwabe housing project?

Response: Both politicians and officials confirmed the tender of Masonwabe housing project. True.

Stakeholders: False – they only become aware when the project was about to be implemented.

5. Question: Was the budget for the project presented to the community of Masonwabe, yes or no?

Response: About 50% of the politicians said yes and 50 said no. The response from the officials was 40% for those who said yes and 60% were not sure. The stakeholders response was 100% no.

6. Question: Was the community of Masonwabe involved or taken through the stages to be followed in implementing the project?
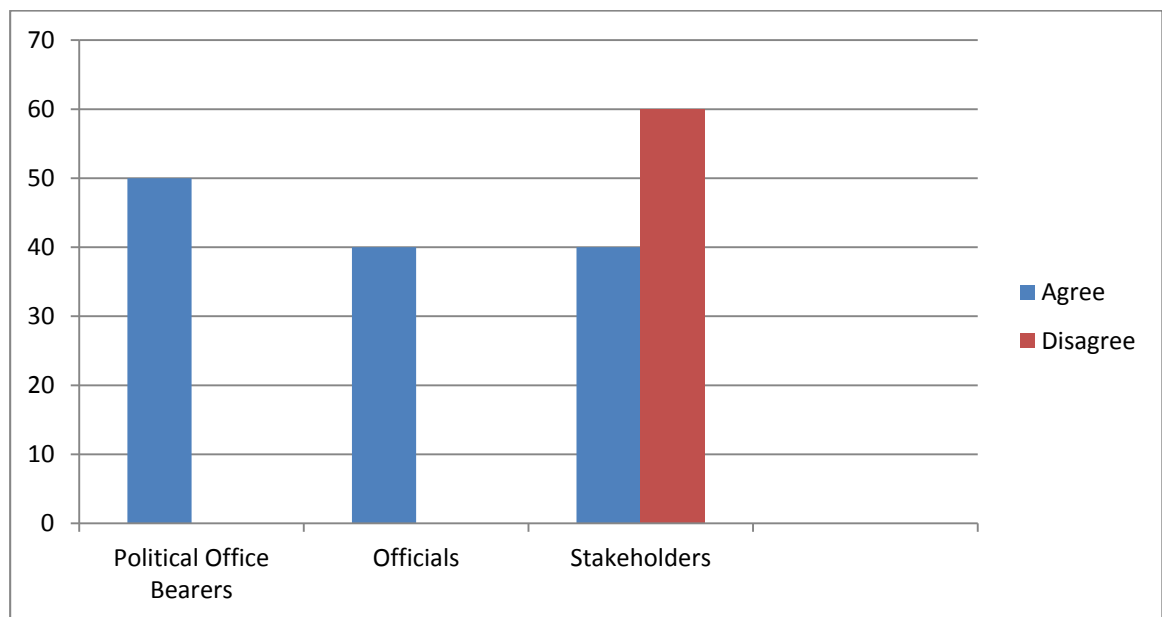
Response: Political office bearers (50%) and (40%) of officials were sure about public participation. Stakeholders, it was 40% who remembered but even they were lacking the details and the remaining 60% were not sure.

7. Question: How many meetings were held?

Response: Politicians especially local councillors, claimed to have held seven meetings; officials from the municipality also confirmed seven meetings. Stakeholders remembered four meetings. According to the adopted plan there were supposed to be 18 meetings.

8. Question: How many of the meetings did you attend?

Response: Political office bearers attended 80%, officials attended 100%, and stakeholders attended 20%

9. Which of the following items were discussed in a meeting?

a) Policies

b) Solution of the steering committee

c) Identification of beneficiaries

d) Employment

e) Calendar of meetings

f) Project design and implementation
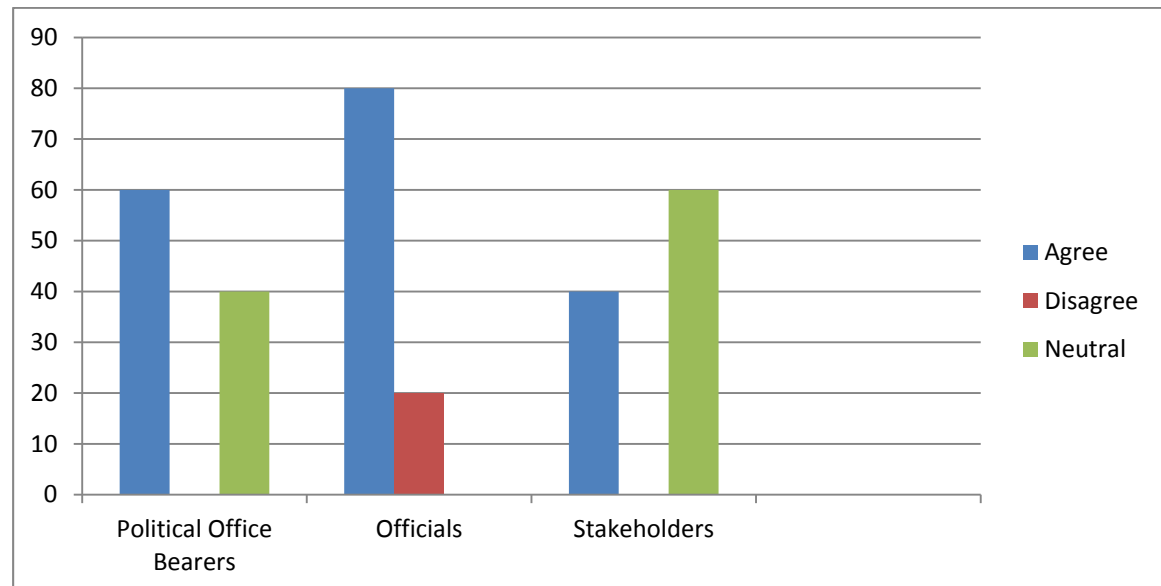
Response: Political office bearers (60) agree that all the above items were discussed, 40% of them were not sure. Government officials (80%) agree and (20%) of them disagreed that all these items were discussed. The stakeholders were not sure whether all the items were discussed. They only remembered that 40% of the items were discussed.

10. Question: Is it true that the project steering committee was appointed by management?
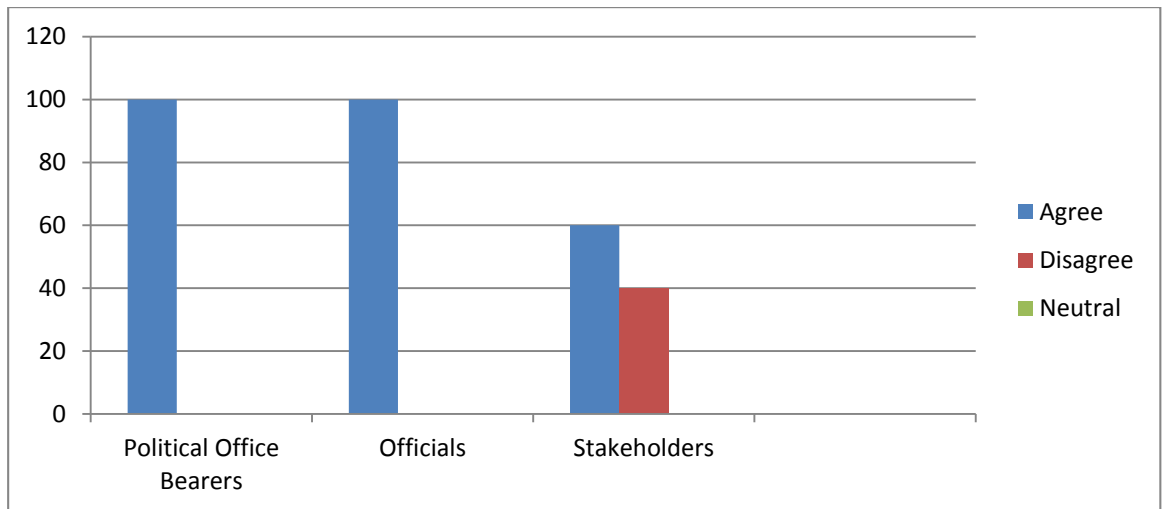
Response: Politicians and managers (100%) said that it is false whilst stakeholders said are they are not sure they were disputing that they participated in the election of the project steering committee. Then (60%) remembered that indeed the steering committees were elected by the community guided by project managers.

The output phase and impact phase

This is about the impact the project has made on the people. According to Meyer (1994:89) outputs are the results of the decisions taken by the authorities in line with the demands made by the community. The policy evaluation results should be determined by the effectiveness of service delivery. The output and impact should reflect where most of the challenges were faced by housing service delivery at Masonwabe informal settlement.

a) Poor financial management
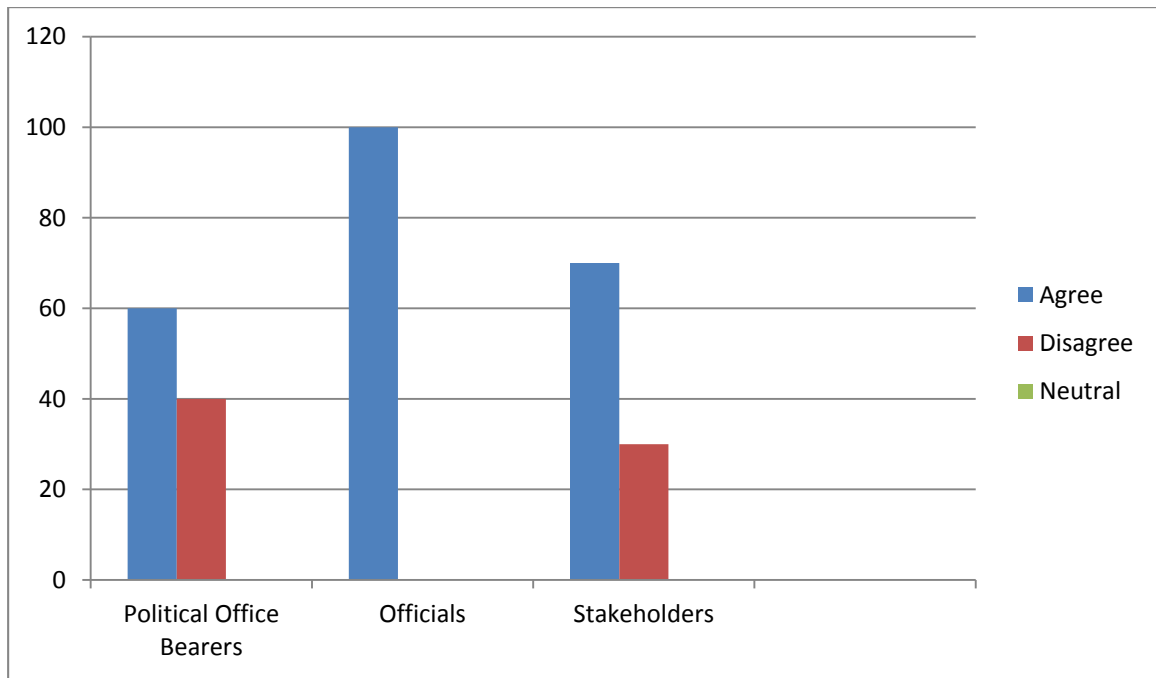
The majority of councillors (60%) believe that there was sound financial management of the project, whilst 40% disagreed. Government officials strongly believe that funds for the project were properly managed. About 75% of the stakeholders believed that funds were mismanaged. However 25% of the stakeholders confirmed that there was proper management of the financial resources.

b) Lack of public participation
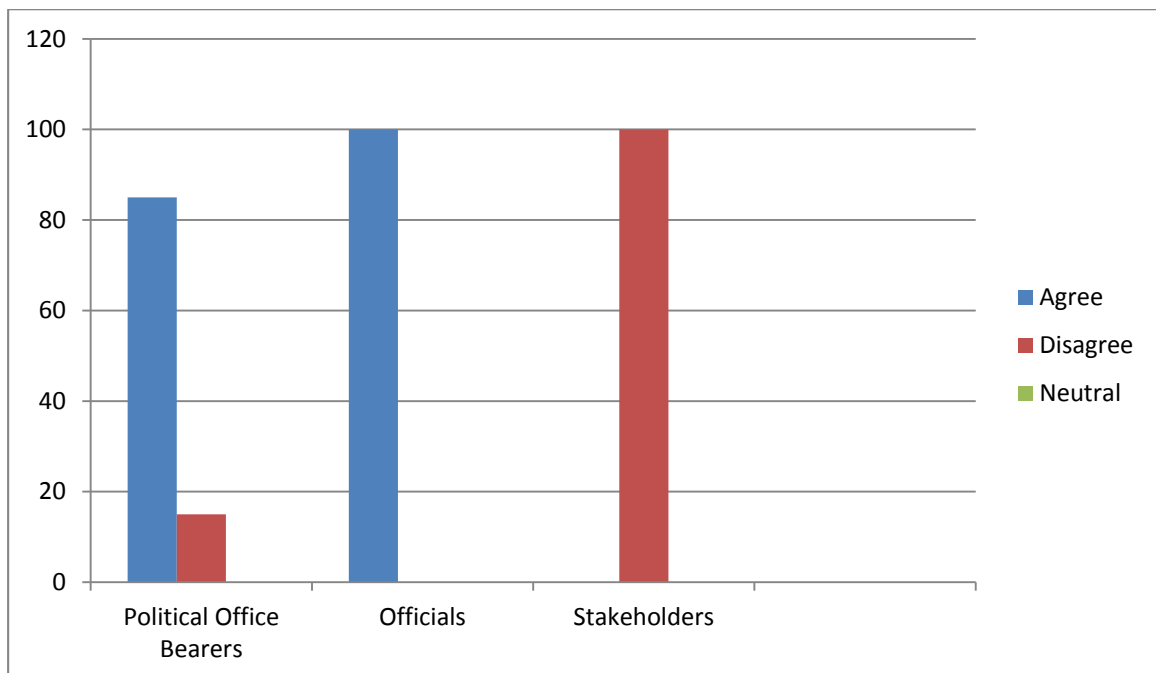
Most politicians (85%) support the view that there was public participation. Its only 15% who disagreed by raising some of the challenges like lack of community commitment. Municipal officials agree that the community of Masonwabe were taken through the project processes. Stakeholders disagreed with the politicians, raising the non-visibility of councillors in their project and collaboration of the PSC with municipal officials.

c) Lack of skilled workers
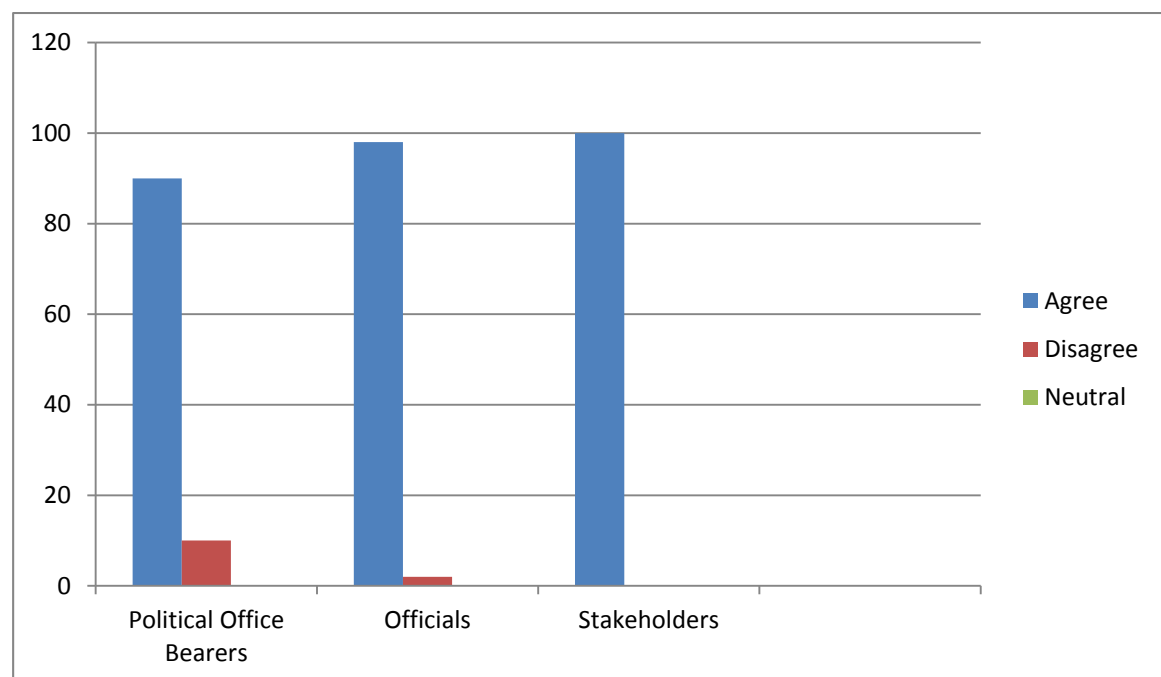
The participants were requested to establish whether the delay on housing delivery was hampered by unskilled labourers. The majority of politicians (90%) strongly believe that housing delivery was hampered by the lack of skilled workers. Then almost all of the managers (98%) disagreed and instead they blamed community members for not protecting their project.

d) The stakeholders (100%) blame the government for employing unqualified and unskilled people with no experience.

e) House that were built were small
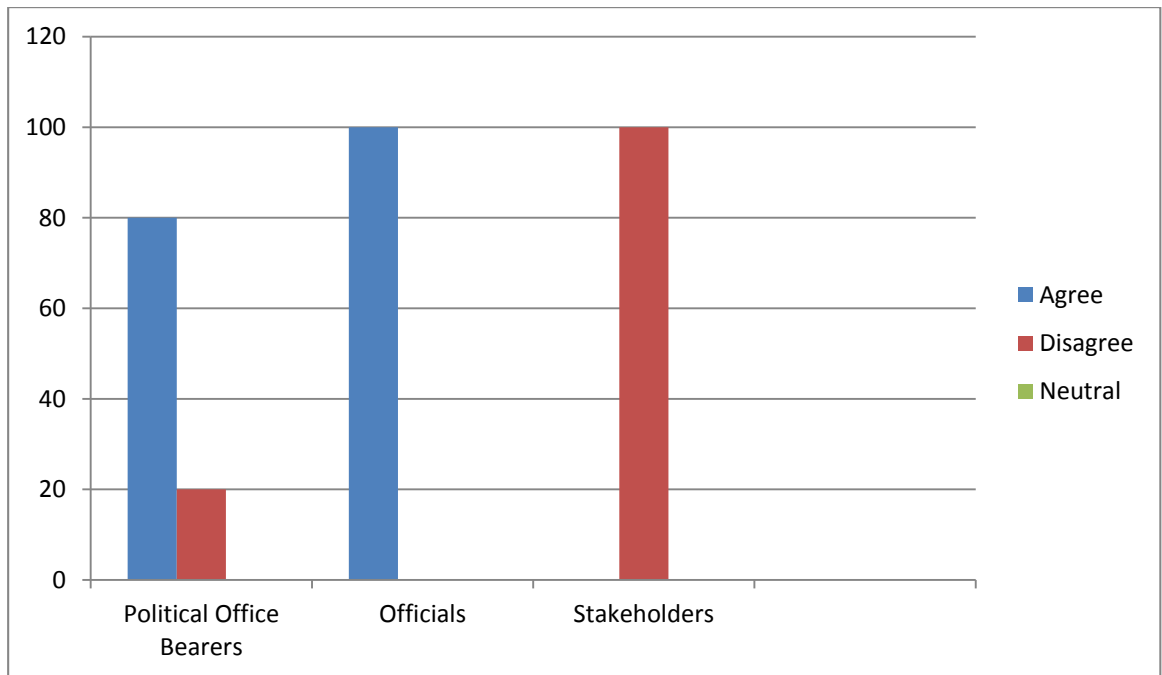
The report indicates that 80% of politicians believe that the houses built are too small. About 20% of politicians believe that houses built were completed as per the policy. All officials (100%) believe that houses are built according to the specification. Stakeholders disagree and indicated that different sizes have been built.

f) Lack of monitoring

The majority of respondents including stakeholders agree that there was a lack of monitoring by officials. Only officials disagreed claiming that the work at the site was under the strict supervision of the project manager.

g) Poor workmanship

All respondents agree that poor workmanship hinders the provision of effective quality houses to the community.

Legislative mandate on housing delivery

The three spheres of government have been regulated legally. There are laws and regulations that guide service delivery, even at local government level. Chapter 7 of the Constitution of the Republic of South Africa, 1996 gives municipalities powers and functions that are aimed at providing basic services including housing development.

11. Question: Do people understand the laws that are meant to provide housing?

Response: About 90% of politicians and officials believe that communities do not understand the laws governing housing because government is over-regulated.

Statement:

There is a strong view that politicians are interfering in the administration affairs.
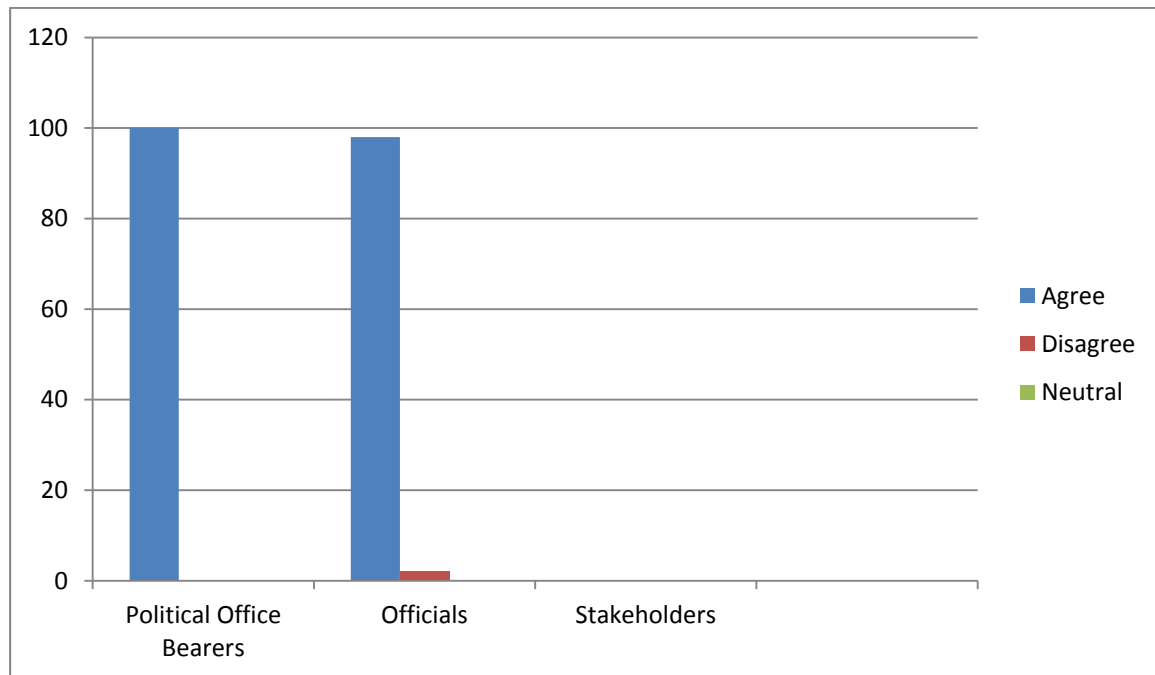
Respondents: Politicians disagree instead they are intervening with the aim of assisting the management. Almost 98% of the officials agree that politicians are interfering with the administration and this hampers housing delivery.

Statement:

There is lack of political leadership. The political office bearers disagree that there is lack of political leadership to guide service delivery at local level. About 35% of officials agree that lack of political leadership makes people disrupt government programmes. Stakeholders also support the view that there is no political vacuum at local level. Therefore it is incorrect to believe that lack of housing delivery was caused by lack of political leadership.

12. Question: Do you believe that budget allocated for housing is enough to address backlogs?

All the politicians and stakeholders agree that funding for housing is not enough. There is no clear funding for infrastructure such as roads, electricity, bulk water and sanitation. It was 10% of the officials from the province who argued that they are not sure, because municipalities are supposed to budget for infrastructure. Then 90% of officials from the municipality agreed that funding shortage hampered service delivery.

Proposed solutions to housing problems

The data analysis gave the respondents an opportunity to understand the real reasons for non-delivery of houses. They even as part of the questionnaire attempted to respond by providing solutions pertaining to housing development. Their solution was based among other things on the following:

I. Policy implementation and renewal

II. Budget

III. Personnel

IV. Land

V. Framework on housing delivery legislature

13. Question: Are the housing policies both at provincial and local level adequate to provide housing development particularly at Masonwabe.

Response: - The majority of politicians (100%) and 50% of officials responded as follows. There should be an integration of programmes by government departments.

- Housing policies need to be known by the community
- Those that are no longer relevant must be reviewed or repealed
- Government should involve people in policy development
- Certain officials (50%) believe that policies are still relevant.

14. Question: State reasons as to why you believe that budget is not enough and what could be done to address budget constraints.

Response: Budget allocated at Masonwabe did not cover the price increases during the implementation stage. It only focuses on the building of the top structure.

The government should budget even for the infrastructure because when municipalities are budgeting, they do not consider departmental programmes because government departments do not attend IGR meetings. Even those who attend are not clear about their departmental programmes and budget.

The National Treasury should consider budgeting for infrastructure focusing on housing development especially in rural municipalities like Engcobo.

15. Question/Statement: The Human resource responsible for housing delivery lack the necessary skills, why and what could be done to address this issue.

Response: All politicians and stakeholders of Masonwabe agree with the statement because of the delays and poor quality of services rendered by government. Its only 10% of the provincial staff who disagree but 90% of the municipal officials agree that the available staff for housing do not possess the necessary skills.

Reasons: The majority of people employed to deliver houses do not have qualifications for their jobs.

It is only those few with engineering background that can assist.

There is a great shortage of housing inspectors

The only solution is to skill those who are already employed.

Recruit new personnel with the required skills or qualifications

Employees should be taken to training courses.

16. Question/Statement: The key role of a municipality is to identify land for development. Why is it a challenge to get land from the municipality.

The Constitution of the Republic of South Africa, 1996 Chapter 7 empower municipalities to make land available for development.

Response and Reasons: The political office bearers and stakeholders together with the officials agree with this statement. The councillors and municipal officials argue further by stating the following challenges.

Reasons: Not all land for development belong to the municipality

- There are portions of land that are still owned by the Dept of Public Works

- The land transfer process from Department of Land Affairs always took too much time and this resulted in a delay on the start/implementation of the project.

- At times both Department of Public Works and Land Affairs are not clear about their land and properties.

Solution: The municipality should quickly do the land audit

- Land claims by individuals or traditional leaders must be addressed as quickly as possible.

- The Dept of Land Affairs must assist the local municipalities with documents confirming the real owners of the land e.g. tittle deeds

- Land identified for development must be serviced by means of providing the necessary infrastructure.

- Communities must be educated about land ownership and land claims.

Legislative framework

These laws and regulations need to be reviewed or repealed. That's the view of the participants. It is also important to educate people about the laws in order for them to support any form of development.

Both councillors and officials agree on the fact that they do not determine the impact of and consequences of the housing policy. Therefore it is their duty to analyse and evaluate the impact of these policies on the community.

The policy analysis according to Meiring (2001:91) will be measured against the inputs, outputs and impact. Therefore the impact of any policy should be measured against pre-determined policy objectives. The real reason for the lack of housing delivery at Masonwabe ward 2 is caused by the lack of understanding of policies by government officials. The second challenge is the continuous changing of project managers by the province without seeking advice from the municipality. The Masonwabe housing project which has been dragging on for years is caused by the

fact that there are no dedicated personnel. It has been found that policy analysis and evaluation has not been considered as an essential function of Engcobo Local Municipality. Policy analysis and evaluation remain the most important steps in the housing policy implementation.

They should also ensure that their service delivery programmes impact positively on the communities they serve. This will help communities to support government programmes. It became evident that local government is overregulated. In spite of this, there is a great need for the government to involve people especially during the process of policy formulation and implementation. The importance of developing a calendar of meetings was debated and proposed. The need for the housing department to employ qualified and dedicated personnel responsible for housing implementation at municipal level was emphasized. The size of houses built at Masonwabe is too small and could not satisfy the needs of the beneficiaries. In addition there is no privacy because walls are not demarcated. Housing development planning should be inclusive in order to minimise possible challenges. The proposed solutions from the respondents should be analysed and considered by those in authority.

5. CONCLUSION

This chapter is crucial because it deals with the research analysis and findings. It is the most important component of the study as it focuses on the contextual matters. This chapter has also discussed the theory and techniques for data analysis. In order to know the qualitative and quantitative nature of the data it has to be analysed and evaluated using different methods. It has been found through the demographic presentation that the identified sample of respondents are trusted leaders. It was also noted that even amongst some of those unemployed youth there are skills that the department of housing and municipality do have it. Although the research was dominated by stakeholders from ward 2 at Masonwabe their commitment to the research was appreciated. Those who participated in this study were motivated because of the information they received and the kind of questions asked and the statements made gave the respondents valuable knowledge.

The housing standards/quality were discussed and the reasons for the poor quality were also explained. It was also discovered that funds for housing development are always a challenge. There was a suggestion of a new budget formula which will cater even for the infrastructure. There is a need to review policies, if possible, annually in order to provide services in line with the new amendments of the legislation. The land availability is critical in development and it should be prioritised for development to avoid land claims or disputes. There is a need for the integration of programmes by all spheres of government and in particular, this program must be considered at local levels. The politicians together with the administrative officials should always be sensitive about the quality of service delivery.

Finally, the last chapter will discuss findings and recommendations. These findings will enable the municipality to understand the impact of the housing policy and its implementation. The recommendations could be useful to both policy makers and policy implementers.

CHAPTER 5: Findings, Recommendations and Conclusion

5.1 Introduction

This chapter will deal with the findings drawn from the evaluation of the study. This evaluation is based on the lessons learnt from the respondents who were involved in the research. It will also give a summary on the previous chapters, and give special focus to the reality of the problem. The recommendations will form part of the solutions to the problems identified.

5.2 Findings of the study

The four previous chapters have introduced the nature of the topic which is about housing delivery assessment. Chapter one dealt with the research proposals. It covered the background of the research and the statement of the problem namely that the non-implementation of policies and other regulation was closely related to the failure of housing delivery.

The second chapter covered the literature review on the policy processes and the provisions of housing services. After 1994 the new national government through the National Housing Department introduced various policies in order to be able to deliver houses to the people. The process which led to the formulation of a policy has been clearly explained. Kuye described policy as an intellectual understanding amongst colleagues of the course to follow in order to achieve objectives most effectively. Therefore the process plan has a variety of stages that must be followed because the rendering of services is only possible through the implementation of an approved policy. Public administration is at the centre of driving a policy towards the objectives of attaining service delivery and such a policy only becomes effective if there is cooperation between the government and the community it serves.

Then Chapter 3 discussed research design and methodology and presented technical and operational matters relating to this research methodology. The chapter is designed to explain in detail the types of methods used to assess the provision of housing delivery and its challenges at Masonwabe informal settlement as the target area. The participants were the politicians from the province, municipal councillors, senior officials both from the province and at local municipal level and community stakeholders. These stakeholders were identified from the ward where the delay in the delivery of housing was taking place. In fact some of them were part of the

housing beneficiaries. There were various instruments that were used e.g. interviews, questionnaires and books. The sampling technique such as probability and non-probability were used. The aim of identifying 50 participants was to get a clear understanding about the problems facing housing delivery in the area. The collected data was composed of quantitative, qualitative and statistical data that was subsequently analysed. The data collected was tagged for the purpose of identification.

The respondents were informed about their rights and the confidentiality of the information they presented. It was made clear to them that it was not compulsory for them to continue participating if they did not feel comfortable.

The fourth chapter dealt with the research analysis and the findings based on the study. This chapter has the information about housing delivery. The data collected reflects on the process leading to the implementation of the project and deals with the policies that were used to deliver houses. It also shows differences of understanding by the respondents on policy matters and the actual implementation of the plan for development. This chapter was focusing on the following:

> Theory and techniques for data analysis

> Demographics of the respondents especially politicians and senior government officials.

> Beneficiaries (respondents) of the project

> Input phase

> The output phase or structural challenges

> Legislative mandate on housing delivery

> Proposed solutions to the problems encountered

The demographic details of political office bearers and senior officials of government reflecting their capabilities, namely:

- The participants have a deep knowledge of this study area and are able to reflect their understanding about problems and dynamics of the local sphere of government.

- Their level of education shows their ability to understand policy process for development.

- The responses of both politicians and administrators are regarded as authentic.

- The majority of the responses of the community respondents were stakeholders taken from the community of ward 2.

- Stakeholders' participation reflects a lack of understanding on housing issues.

- The type of meetings organised by government leadership has empowered the community members to a certain extent but more could have been done to increase knowledge and assist understanding.

In analysing the research data with regard to housing development as an essential service, the researcher has made the following observations:

- The quality of houses was poor, no demarcated walls inside.

- Both the stakeholders and political office bearers knew that housing is a human right.

- Housing policies were not fully understood by the community members.

- There is a lack of communication between the community and government on issues of service delivery.

The researcher has made the following observations with regard to the output phase and impact phase on housing services.

- The lack of financial resources hampers the building of houses.

- The backlog will continue to be a challenge unless more funds could be provided.

- There is a general lack of skills and as a result those houses that have been built are of poor quality.

- Beneficiaries are not satisfied with the quality of their houses.

In analysing the research data on the administrative problems on housing delivery, these challenges were identified.

- There are no proper controls especially on the budget expenditure.

- The municipality and housing departments must employ qualified personnel.

- Community must be capacitated about housing policies

It was also found that:

- Housing development objectives have been realised.

- The municipality does not regard policy analysis and evaluation as part of their essential function.

- Housing policies are reviewed annually in order to respond to the new challenges.

5.3 Recommendations

The research findings and analysis of the data necessitated the researcher to make recommendations. The assessment or evaluation of the information received from the respondents provides a platform for improvement. The following recommendations could be used to strengthen government policies and improve the quality of work:

- The National Housing Department should develop a system of monitoring and evaluation of the work at local level.

- The relationship among the three spheres of government need to be strengthened.

- The National and Provincial Housing Departments must assist the local municipality in developing housing policies.

- Funding for housing development must incorporate the infrastructure.

- There must be monitoring of funds to avoid unauthorised, irregular, wasteful expenditure and underspending.

- Local governments must be assisted in developing their capacity for planning, prioritising and implementation.

- The Inter-Government Relations (IGR) must be made compulsory.

- The coordination of government programmes should be done by local government.

- The three spheres of government should employ qualified and dedicated human resource.

- The monitoring and evaluation should be the joint responsibility of all the spheres of government.

- There should be involvement of communities in all processes of development. Communities must be empowered by increasing their understanding of government policies.

- Criteria on the standard of qualification for suitable housing must be discussed with the relevant people.

- Those involved in the project e.g. project steering committee must be capacitated.

- Visibility of leadership to the people before and after the completion of the project becomes important.

- Municipality should mobilise more funding for the completion of Masonwabe housing project.

- Identified poor houses during the construction phase must be demolished and rebuilt at a cost to the builder.

- The government must ensure that people take the ownership of the project.

5.4. Conclusion

Housing development in the Eastern Cape Province is still a challenge. The lack of housing personnel contributed negatively to the provision of houses at Masonwabe ward 2 in Engcobo Municipality. The government should ensure that people participate fully in all programmes of development and there must be continuous training of all the role players. The stated problem of inadequate and poor quality houses at Masonwabe is due to the lack of implementation of the provincial housing policy. The lack of administrative enabling to resolve the problems and the lack of effective legislative framework impact negatively on housing development. The lessons learnt should be used to address not only the challenges at Masonwabe housing project but even other projects outside the municipal area. The success of such work is determined by the inclusive strategy of the affected role players.

PERSONAL DETAILS OF RESPONDENTS

Questionnaire

Questionnaire Number	....
Interview Date	………………………………………………………………
Area	………………………………………………………………
Name of Enumerator	……………………………………………………………..
1. Where do you reside	……………………………………………………………..
2. How old are you	……………………………………………………………..

3. Which position/post to you occupy/hold……………………………………………….

4. Indicate your sex ……………………………………………………………..

5. How many years of your experience in this post…………………………………..

6. Home language: XHOSA, ENGLISH, AFRIKAANS, OTHER

7. Academic qualifications

Grade 8/10	
Grade 12	
Diploma	
Degree	
Post graduate	
Other	

Questionnaire

Yes	

1. Do you understand that there are spheres of government responsible for service delivery?

No	

2. How long have you been staying at Masonwabe?

3. Do you agree that any development need proper planning?

Agree	
Disagree	

4. Is it true that an advert was made and published in the newspaper regarding the development of Masonwabe housing project?

Yes	
No	

5. Was the budget for the project presented to the community of Masonwabe?

Yes	
No	

6. Was the community of Masonwabe involved or taken through about the stages to be followed in implementing the project?

Yes	
No	

7. How many meetings were held?

8. How many of the meetings did you attend?

9. Which of the following items were discussed in a meeting?

   a) Policies

   b) Selection of the steering committee

   c) Identification of beneficiaries

   d) Employment

e) Project design and implementation

10. Is it true that the project steering committee was appointed by government officials?

Yes	
No	

11. Do people understand laws that are relevant to housing development?

Yes	
No	

12. Is there any lack of political leadership?

Agree	
Disagree	

Financial Resources

1. Do you believe that housing budget allocated is enough to address the backlog, at Masonwabe?

Yes	
No	

2. Does the Department of Housing have the financial expertise to control funds?

Yes	
No	

3. What could be done to avoid over-expenditure and underspending?

Yes	
No	

4. Is there any risk plan for the project?

Yes	
No	

Proposed solutions to housing problems

1. Are the housing policies both at Provincial and local adequate to provide housing development in particular at Masonwabe?

Disagree	
Agree	

2. State reasons as to why you believe that budget is not enough and what could be done?

3. Human resource responsible for housing delivery lacks the necessary skills, why and what could be done to address the challenge?

4. Why is it a challenge to address land for development from the municipality?

Annexure A

ERF 101

Elliot Road

Engcobo

03 May 2013

The Municipal Manager

Ngcobo Local Municipality

Ngcobo

5050

<u>Request to conduct a research</u>

I am student at the University of Fort Hare, I am currently pursuing a two year Masters Degree in Public Administration

As a student doing masters I am expected to undertake a research as part of this programme. The title of my research topic: An assessment of the challenges facing Eastern Cape Housing Delivery in the Ngcobo Municipality.

I therefore request a permission to conduct a research in the identified wards of the municipality. The purpose of the research is to get an understanding about housing challenges and proposed solution.

Thanking you in anticipation

Yours faithfully

L. Jiyose

Annexure B

To: The Participant

Date: 03 May 2013

Subject: Invitation to participate in a research programme

This serves to request your good selves to join me in the research I am doing focusing on service delivery challenges. I have chosen your wards in order to involve you and understand your knowledge and the kind contribution you could make to assist the project. Therefore there are questionnaires that are meant to guide you. Please read the questions carefully and request assistance where possible.

I am also attaching a consent form for you to complete in order to show you that your participation is voluntary.

Yours in nation building

L. Jiyose

Annexure C
Consent form

To: The participant

Date: 03 May 2013

Subject: Consent form

I …………. fully understand the context in which my voluntary participation in this study is required, and I agree to participate with the researcher of the topic being investigated

Signed…………………

Date…………………….

LIST OF REFERENCES

Books

ANDERSON. J.E. 1982. Cases: *A Public Policy Making,* Second Edition. New York; Holt Rinehart

BAYAT. M.S. & MEYER, I.H. 1984. Public Admin Concept. *Theory and Practice.* Halfway House; Southern Books Publishers

BOZEMAN, B. 1979 *Public Management and Policy Analysis;* New York, St. Martins Press.

CLOETE J.J.N. 1975. *Administration of Health Services.* Pretoria; Van Schalk

CLOETE J.J.N 1985. *Local Government Transformation in South Africa.* Pretoria; J.L Van Schaik

CLOETE J.J.N. 1994. *Public Administration and Management.* Hartfield, Van Schaik

COETZEE. J.K. 1989. *Development for people.* Bergvlei: Southern Book publishers.

COHEN. L., MANION, L. and MORRISON**,** K. 2003. *Research Methods in Education:* 5th Edition. London: Routledge Falmer.

CRONJE. G.J., de. and SMITH. P.J., 2004*. Management Principles: A Contemporary Edition for Africa*. Cape Town: Juta.

CRAYTHORNE. D.G. 2003. *Municipal Administration: The handbook, 5th Edition. Lansdowne*: Juta and Co. Ltd.

DU TOIT. P.F., and van der WALDT G., 1999. *Managing for excellence in the public sector. Second Edition*. Cape Town: Juta co. Ltd

DUVIN, W.M. 1981. Public Policy Analysis; *An Introduction,* New Jersey; Prentice Hall

DYE, T.R. 1984. *Understanding Public Policy;* Fifth Edition, New Jersey; Prentice Hall

FOX, 2006. Comparative Government and Policies: *An Introduction,* New York, Anatomy Rowe LTD.

GORTNER, H.F. 1997. *Administration in the Public Sector.* New York, John Wiley and Sous.

GREENWOOD. J., and WILSON, D. 1989. *Public Administration in Britain. Second Edition.* London: Unwin Hyman Ltd

HANEKOM. S.X., ROWLAND. R.W., BAIN.E.G. 2001. *Key Aspects of Public Administration. Revised edition.* Johannesburg: Oxford University Press

HANEKOM, S.X., and THORNHILL. 1997. *Introduction to Research in Public Administration.* Johannesburg: Oxford University Press.

KANYANE., M.H. 2008. *Administrative Theories*: PAD 813

Kerlinger. F.N. 1984. *Foundation of Behavioral Research,* 3rd Edition, New York, Worth Publishers.

LIEBERNBERG. S. and STEWART. P.1997. *Participatory Development Management and the RDP.* Kenwyn: Juta and co. Ltd

MOUTON, J. 2001. How to Succeed in your Masters and Doctoral Studies: *A South African Guide and Resource Book.* Pretoria, Van Schaik.

MTHEMBI- MAHANYELE. S., 2002/2003. *Budget Speech to the National Council of Provinces.* Pretoria: Government Printers.

POLIT, D.F. and HUNGLER, B.P. 1993. *Ways of Approaching Research Quantitative Design.* London. Free Press

ROBBINS, S.P. 1979. *The Administrative;* 2nd Edition, New Jersey, Prentice Hall Inc.

SMIT, P.J. and G.de J. CRONJE (eds) 1992. *Management Principles.* Kenwyn, Juta and Co.

South Africa (Republic) Constitution of the Republic of South Africa 1996 (Act 108 of 1996), Pretoria: Government Printers.

STARLING. G.1982. *Managing the Public Sector Revised edition.* Illinois: The Dorsey press.

STARLING. G. 1997. *Managing the Public Sector.* Humewood; Ilinois: The Dorsey Press

THORNHILL, C. and HANEKOM, S.X. 1995. *The Public Sector Manager;* Durban; Butterworths

Van Der Waldt, G. and Du Toit, D.F.P 2002. *Managing Excellence in the Public Sector.* 2nd Edition, Kenwyn; Juta and Co. LTD.

Van Dyke, V. 1960. Political Science; *A Philosophical Analysis.* California. Stanford University Press.

Acts and White Paper

The Constitution of the Republic of South Africa 1996 (Amended)

The Housing Act, 1997 (Act 107 of 1997)

The White Paper on Housing, 1994

The Municipal Structures Act, 1998. (Act of 117 of 2000)

The Municipal Systems Act 2000. (Act 32 of 2000)

The White Paper on Local Govt, 1998.

Official Documents

South Africa Local Government Association 2007, April 22-26

South Africa Minister of Housing, Khan 2003, African National Congress Report 200, December 16-20

Dictionaries

The Concise Oxford Dictionary, 1990

Wehmeier S. Oxford, Advanced Learner's of Current English, Seventh Edition.

Wehmeier. S. 2005. Oxford Advanced Learner's Dictionary. International Succulents Edition, New York; Oxford University Press.

Pattun, M.A. 1998. Utilization- Focused Evaluation. Beverly Hills, London. Sage Publications Accessed http//www.thefreedictionary.com