

**AN ASSESSMENT OF THE QUALITY OF HOUSING DELIVERY
IN THE NELSON MANDELA BAY MUNICIPALITY: THE
BENEFICIARIES' PERSPECTIVE (2008 -2010)**

By

Tim Zamuxolo Mkuzo

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Supervisor: Prof. R. S. Masango

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DEDICATION

This is dedicated to my one and only saviour, Lord Jesus Christ of Nazareth, who has given me many second chances in life. I owe my whole life to you, Lord – Thank you.

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The project has been the most fulfilling and learning experience ever in my academic career. It has impacted my personal being in the most amazing way. For this I am heartily thankful to the following people:

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DECLARATION

I, Tim Zamuxolo Mkuzo, hereby declare that this is my own work and has not been previously submitted to another university or any other institution of higher learning. Where the work of others has been used, it has been acknowledged.

Tim Zamuxolo Mkuzo

ABSTRACT

In an attempt to improve the quality of lives of its citizens, the South African government has introduced low-cost housing projects through the Reconstruction and Development Programme. This is supported by the relevant policy framework and the Constitution.

Many historically disadvantaged communities in the urban areas have benefitted from the low-cost housing programmes initiated by government. The community of Joe Slovo, which has houses which were built between 2008 and 2010, in the Nelson Mandela Bay Municipality is one of them.

However, concerns about the poor quality of some of the houses delivered through government's low-cost housing programmes have been expressed. These concerns were attributed to the defects which tend to show up in some of the houses, shortly after they have been built. In view of such concerns and the importance of the optimal utilization of the country's limited resources, the author decided to undertake this study.

In this study he focused on the perceptions of the beneficiaries of the houses delivered through the Joe Slovo housing project in the Nelson Mandela Bay Municipality. The main focus was on the perceptions about the quality of the recently acquired houses.

The study revealed that not all beneficiaries were satisfied with the quality of their houses. Hence recommendations for addressing this scenario are made.

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CHAPTER 1

INTRODUCTION AND ORIENTATION OF THE STUDY

1.1 Introduction

This chapter presents the introductory part of the study. Among others, it contains the background to the study, problem statement and study objectives. Contained in this chapter, is also the aim of the study, research questions, motivation and significance of the study.

1.2 Background to the study

When the democratic government came to power in 1994, poverty alleviation and the creation of a better life for all became the central focus in its endeavor to rebuild the country. The consequences of the past inequalities left many South Africans destitute. A large number, mainly black citizens, became very poor, had no proper homes to go to and therefore stayed in shacks. Among other challenges such as unemployment, crime and lack of infrastructure, the new government inherited a major problem as the majority of communities were, and to a large extent some are still, without a decent dwelling. It is through this realization that the need to launch housing projects throughout the country came about.

In an attempt to improve the quality of the lives of its citizens, the government introduced low-cost housing projects through its Reconstruction and Development Programme (RDP). Hence the houses built through this programme were later commonly known as RDP Houses. Currently, the low-cost houses built through the government housing programme are common in the urban areas of the Republic of South Africa.

Through the Reconstruction and Development Programme, the government embarked on a full scale development mission of building houses for the poor. This is in line with what the majority of the people expected after the first democratic elections which were held on 27 April in 1994.

The RDP set a new policy agenda for the country based on the principles of meeting people's basic needs on a sustainable basis. In 1996 the Constitution of the Republic of South Africa was adopted. It entrenches the right to basic needs and this includes the right to housing. Section 26 of the Constitution of the Republic of South Africa, 1996 states that, everyone has the right to have "access to adequate housing". It is the government's duty to take reasonable legislative and other measures, within its available resources, to achieve the progressive realization of this right.

The right to housing is a Constitutional right. The Constitution compels the government to ensure that its people have access to adequate housing. Consequently, the government has launched various housing projects throughout South Africa. To date, these projects have seen many municipalities across South Africa benefiting from the scheme resulting in many houses built and delivered to beneficiaries. However, recently there seems to be a new challenge which exacerbates the housing problem. Allegations regarding the poor quality of houses built through the government's housing projects have surfaced.

For instance according to the Centre on Housing Rights and Evictions (2007), in Durban the eThekweni Municipality has been accused of allowing poor quality houses to be built in its jurisdiction. This is perceived to be entrenching rather than eliminating the structural injustice which is the legacy of apartheid spatial segregation.

Studies have shown that the beneficiaries of houses emanating from government funded housing projects are not always satisfied with the conditions of their houses. This is attributed to the poor quality of houses. For instance the study, conducted by Makamu (2007:77) regarding the beneficiaries of the Nobody Mothapo Housing project in the Polokwane Local Municipality, established that out of 30 beneficiaries, 25 respondents were not satisfied with the conditions of their houses because they were of poor quality. They attributed this to the development of cracks on the walls of houses and roofs which were not properly fixed, a scenario which led to roof leaks in some houses. This occurred shortly after the houses had been built and handed over to them. Another study of the Housing Programme in Luthuli Park in the Polokwane Municipality,

which was conducted by Mokgohloa (2008:64), also found that 80.8% of the beneficiaries were not happy with the quality of their houses. Twenty-seven % of them attributed this to leaking roofs, 32,2% to cracks on the walls, 18,5 to poor building materials, and 12,3% said the houses were unreasonably small.

In his reply to a question posed to him in parliament, the Minister of Human Settlement, Tokyo Sexwale,(2010) said his department was taking civil and criminal action against companies, developers or contractors who had build flawed houses for the government housing schemes. He also warned the departmental officials against accepting sub-standard work or colluding with unscrupulous contractors. This indicates that the Department of Human Settlement is aware of the fact that some of the houses which were built through various government-funded housing programmes, may not be of good quality.

The housing projects have a huge financial impact on the country's already depleted resources. If the houses have been poorly built, public funds would have been wasted. The purpose of this research is to assess the quality of the houses built through the Joe Slovo Housing project in the Nelson Mandela Bay Municipality. Furthermore, the study has sought to give the Joe Slovo beneficiaries an opportunity to share their views and give their perspective regarding the success of the project. The study was motivated by the fact that many projects did not afford the beneficiaries the opportunity to give feedback on what they thought about the houses emanating from a particular housing project.

1.3 Problem Statement

After the first South Africa's democratic elections in 1994, low-cost houses were built through the government housing programme. However, concerns have been raised about the quality of these houses. It seems that some are of poor quality. This is not in line with the expectations of the beneficiaries of the houses emanating from the government housing programme and it defeats the government's objective of creating a better life for all. It also derails the progress already made on poverty alleviation. With the country's already limited resources, this can be seen as a waste of public funds.

1.4 Research questions

This study has the following research questions:

- What are the views of the Joe Slovo community on their recently acquired houses?
- What are the concerns regarding the quality of the houses delivered through the Joe Slovo Housing project?
- Are the beneficiaries satisfied with the quality of their houses?

1.5 Aim of the study

The aim of the study was to assess the quality of houses delivered through the government housing programme in the Nelson Mandela Bay Municipality from the perspective of the beneficiaries of the Joe Slovo Housing project.

1.6 Objectives of the Study

The specific objectives of this study were:

- To investigate whether there are problems experienced by the beneficiaries of houses with regard to the quality of houses delivered through the Joe Slovo Housing project.
- To ascertain the extent of the problems, if any.
- To assess whether the Joe Slovo community is satisfied with the conditions of their houses.
- To find out whether the houses delivered through the Joe Slovo Housing project are built in a manner that satisfies their beneficiaries.

- To identify the challenges facing the beneficiaries of the Joe Slovo Housing project.

1.7 Literature Review

Housing the nation is one of the greatest challenges facing the government and, indeed, the people of South Africa. The huge housing backlog translates into the need for housing to be delivered at a faster rate than ever before in the history of the country. Given the scale of the problem, it is unlikely that the government will ever be able to meet the enormous demand and provide conventional houses for all. This is contrary to the Reconstruction and Development Programme (RDP) which promise to deliver houses to the poor (Sowman & Urquhart, 1998:2).

From the above, one can conclude that the provision of houses to the poor is a huge challenge for the government and that it is likely to present new problems i.e. an enormous delivery backlog, the inability to provide shelter for all, the rebuilding of houses due to poor quality, robust service delivery protests from dissatisfied beneficiaries etc. Building a house requires a detailed architectural plan and every brick laid, must be done with precision. The acceleration of the process should not take place at the expense of delivering a quality and sustainable home.

According to Sowman and Urquhart (1998: 13 & 14); housing must provide shelter, but this alone is not enough. Housing must also satisfy people's needs for a home of their own and a place for family life. For low-cost housing and, in fact any housing to be sustainable, it must meet four main criteria:

Ecological sustainability – this means that development activities must not produce more waste and pollution than the natural environment can absorb. Both renewable resources, like water, wood and grass, and non-renewable resources like coal and metal, must be conserved. Damage to the environment must be avoided.

Economic sustainability - it must be affordable and accessible to the beneficiaries and for the local authorities responsible for the maintenance of services. Affordability includes both initial capital costs and ongoing maintenance costs.

Social sustainability – it must promote a sense of community and safety, and must contribute to the physical and psychological well-being of the inhabitants. Housing should promote community involvement and responsibility.

Technical sustainability – it must use appropriate technology for specific situations, so that the users of the technology can carry out ongoing maintenance. Technology must also be appropriate in terms of environmental conditions.

It is, therefore, important to approach settlement upgrading or any housing projects as an integrated process, which considers all four aspects – social, technical, economic and ecological. Many past approaches to housing have been more concerned with the number of houses provided, rather than quality and sustainability issues (Sowman & Urquhart, 1998:13 & 14).

The above writing puts the issue of housing into perspective. It touches on fundamental aspects of housing such as the quality of houses which this study endeavors to address. It is interesting to note how the writer coins together the concept of a quality house, that it is not just the physical structure that everyone can see but a combination of other critical components such as the environment and the tools used during the building process.

Commenting on the issue of the housing problem, Peter Malpass and Alan Murie (1990:3) write; when housing students are asked to discuss the housing problem their initial suggestions are usually about homelessness and disrepair. It is not surprising that homelessness should be the first indicator to come to mind because it is the most visible extreme form of housing problem. The problem of disrepair is perhaps less well understood by most people, but they are aware of the problems faced by low-income homeowners and they hear reports of huge backlogs of repairs in the public sector. In the absolute sense the basic human need for shelter defines the housing problem in terms of quantity and quality: is there enough housing to go around, and is it of a

satisfactory standard? The answers to both questions are contingent upon wider social and cultural factors but quantity and quality are essential components of the housing problem (Malpass & Murie, 1990:3)

In answering the question of what sustainable housing is; Hilary Armstrong writes; housing is an important element in this government's broad social agenda. It overlaps with employment, health, education, crime and many other aspects of people's lives. It is key, therefore, to our strategy for tackling social exclusion and achieving our targets for sustainable development. One look at the remit of the Prime Minister's Social Exclusion Unit – where deprived neighbourhoods and rough sleeping feature as two of the three priority areas for early action – should be enough to demonstrate the importance that we attach to housing. We are committed to securing improvements in the quality of housing and housing management and are making available an extra 5 billion pounds within the lifetime of this parliament for investment in housing to raise standards. But, equally important, our housing policy is about making sure people belong. It is about enabling people to have a decent quality of life, involving them and giving them control over how they live. The overall aim is to offer everyone the opportunity of a decent home and so promote social cohesion, well-being and self dependence. Sustainable housing should ensure a better quality of life, not just now but for future generations as well. It should combine protection of the environment, sensible use of natural resources, economic growth and social progress (Edwards & Turrent, 2000:1).

The above authors emphasize that good quality housing enhances social cohesion and that sustainable shelter cannot be achieved without ensuring that houses built for the needy, are of satisfactory standard.

In order to put the mind of the reader at ease and give some theoretical perspective on this subject, it is imperative that essential concepts are discussed.

PLACE AND IDENTITY: The reason that “place” is such a useful concept for housing studies is that it provides a theoretical basis for addressing the relationships that people

have with the external world. Three main arguments about the nature of senses of place are provided:

1. A sense of place is seen as natural. Sometimes it is argued that a sense of place is a territorial instinct and some argue that it is a survival instinct.
2. A sense of place is seen as a result of the meanings people actively give to their lives. A sense of place can be seen as part of our cultural interpretation of the world around us. Some writers have argued that it is an awareness of cultural difference which may encourage a sense of place to develop and that power relations are important in understanding a sense of place.
3. A sense of place is part of the politics of identity. This includes the idea of defining oneself in opposition to one another.

TOWARDS A DEFINITION OF HOME: We feel at home in the fields where our habitat has developed. Similarly, we feel at home in the places where our habitat has developed. But what is “home”? Home is a contested concept in the academic literature. Much discussion has focused on the need to expand the definitions of home away from a simple spatial definition of home as “house” or collection of houses and associated social amenities. Some writers have argued that home is a socio-spatial entity, the result of the fusion of the physical unit of the house and the social unit of the household (Easthope, 2004:3&7).

National Housing Vision

Housing is defined as a variety of processes through which habitable, stable and sustainable public and private residential environments are created for viable households and communities. This recognizes that the environment, within which a house is situated, is as important as the house itself in satisfying the needs and requirements of the occupants.

Government strives for the establishment of viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities as well as health, educational and social amenities, within which all South Africa's people will have access on a progressive basis (Housing Policy and Strategy, 1994:21).

Housing as a Basic Human Right

Government has a duty to create conditions which will lead to the right to housing for all. It also has a duty to refrain from taking steps which promote or cause homelessness. It is held that people have a right to live in dignity and in habitable circumstances. Government therefore should promote vigorously an effective right to housing for all with the available resources and other limitations applicable to it (Housing Policy & Strategy, 1994:22)

Both the above sections of the National Housing Policy recognize that people must live in dignity and in habitable circumstances. The commitment of the government to ensure that occupants are pleased with the quality of their houses is also highlighted. This commitment, however, falls short of being realized as houses, built and delivered to beneficiaries, continues to be a concern in terms of quality and sustainability. The policy outlines the clear goals of government in wanting to improve the lives of South Africans by delivering sustainable housing. However, the implementation has been suspect.

In the modern world, the idea that houses can be loved and beautiful has been eliminated altogether. For most of the world's housing, the task of building houses has been reduced to a grim business of facts and figures, an uphill struggle against the relentless surge of technology and bureaucracy, in which human feeling has almost been forgotten.

The Housing Corporation (the regulatory body for housing associations in England) has produced a set of housing quality indicators which will in due course be imposed on all new building. The 10 indicators are as follows:

- Location
- Site – visual impact, layout and landscaping
- Site – route and movement
- Unit – size
- Unit – layout
- Unit – noise, light and services
- Unit – accessibility
- Unit – energy, green and sustainability issues
- Performance in use

Each indicator can be further broken down into sub-types which are perceived to constitute the most important element of quality under each indicator (Franklin, 2001:1&4).

The above sentiments cannot be emphasized enough. The beneficiaries receive little, if any, feedback when a housing project has been completed. How they feel and what they think is never the issue. The number of houses built and how well the government has delivered on its mandate, always form the core of the report back. Feedback from the beneficiaries is seldom included. It is also interesting to note how quality in housing is viewed by other governments abroad.

According to Dennis Ndaba (2010), it has been acknowledged that, fraud, delays, absentee contractors, ghost houses, shoddy workmanship and corruption around waiting lists are chronic impediments to the delivery of housing. There are currently 800 government employees who have been found to be unlawful beneficiaries of housing subsidies – 120 of them at municipal level.

Ngcola (2000:30) writes; “I visited a housing delivery project in Despatch and Motherwell in the Nelson Mandela Bay Municipality. These houses consist of only two

rooms and one entrance/exit door. The beneficiaries are complaining of the quality and size of these houses, claiming that these are too small and of poor quality. Some of the houses are already falling down in areas like Zinyoka in the Nelson Mandela Bay Municipality where I carried out my inspections. The beneficiaries attribute this to the inexperience of the builders”.

The above work is relevant to what this study sets out to achieve. The discoveries and deductions of the researcher present an interesting finding, namely that the quality of the houses delivered through various housing projects in the above-mentioned municipality is suspect. However, the writer in this study is not addressing the problem of poor quality in housing, but is rather highlighting the views of the beneficiaries regarding the quality of the houses from which they have benefited.

Addressing the National Assembly in Cape Town on April 21 2010, the Minister of Human Settlement, Tokyo Sexwale, said the following; “This year 26 June marks the 55th anniversary of the adoption of the Freedom Charter, a key founding document of South Africa’s democratic constitution. We approach this historic occasion understanding that the Charter remains relevant to the vision of a new South Africa. The housing clause states without any equivocation: There shall be houses, security and comfort for all. All people shall have the right to live where they choose, to be decently housed, and to bring up their families in comfort and security. Slums shall be demolished and new suburbs built where all have transport, roads, lighting, playing fields, crèches and social centres. Therein, lie the founding philosophy, strategy, vision and practicality of human settlements” (Minister of Human Settlement Tokyo Sexwale, 2010).

From the above statement one can deduce that the government seems to have a clear vision on the issue of housing. The need for poor communities to be decently housed is regarded as imperative. Whether this is taking place or not is what the study seeks to ascertain.

Mvulani Mapu, the Nelson Mandela Bay Municipality housing manager in 2007, was quoted by BuaNews (30 January 2007) as saying the following:

“Our target is to complete 6 000 houses for the poor families at the end of every financial year (June). An amount of R90 million has been spent on the construction of RDP houses within the jurisdiction of the municipality. Quality housing delivery is the essence of the municipality’s developmental programme. Each house has four rooms and includes an indoor flush toilet, a bathroom with a shower, 40 square meters of floor space, two exits, and five windows. All metro houses have verandas and the exterior is plastered with cement. Home owners are also given the choice of three types of roofing: corrugated iron, fiber glass or roof tiles”.

This statement has implications for the quality of housing, an area which the researcher’s enquiry targeted.

1.8 Research Methodology

According to Roberts-Holmes (2005:21), methodology refers to the principles and values, philosophies and ideologies that underpin research. David Silverman (2000:79) says that a methodology defines how one will go about studying any phenomenon. The main purpose of this study was to assess the quality of government housing delivery programme by obtaining the perspective of the beneficiaries of the Joe Slovo Housing Project. It was therefore, important for the researcher to plan how this would be achieved. In an attempt to pursue the objectives of the study, the researcher adopted a qualitative method of enquiry. According to Weinreich, (2006) qualitative research methodologies are designed to provide the researcher with the perspective of the target audience members through immersion in a culture or situation and direct interaction with the people under study. In the qualitative paradigm, the researcher became the instrument of data collection and made use of secondary information from books, journals, newspapers and the internet.

1.8.1 Research Design

Leedy (1997) explains that; research is a systematic process of collecting and analyzing information with the objective of increasing the understanding of the subject with which there is a concern or interest. The design of the research was a key element in its success. The study was descriptive in nature as the researcher sought to gain insight into the conditions of the government housing projects by obtaining the feelings, thoughts and perceptions of the Joe Slovo beneficiaries.

1.8.2 Population

According to Preece, (1994:126) “The term ‘population’ does not refer to the population at large nor even necessarily to humans or indeed animate objects at all. It refers to any whole group of subjects or things which have the characteristics identified for research purposes.”

The population of this study comprised the beneficiaries of the 950 houses built through the Joe Slovo Housing Project. The houses are situated in phases 2 and 3 in ward 37 of the Nelson Mandela Bay Municipality. The study drew respondents from the beneficiaries of the houses which had been built from 2008 to 2010.

1.8.3 Sampling

Best and Khan, (1989:10) explain that the primary purpose of research is to discover principles that have universal application. However, in some cases, studying a whole population, in order to arrive at generalizations, is not possible. Some populations are too large to the extent that it would be difficult to measure their characteristics and, when an attempt is made to measure them, it can be difficult to complete it before the population changes.

According to Ray, (1993:334) the basic idea behind sampling is to learn about the characteristics of a large group of individuals by studying a smaller group. If all people were equal in every way then it would not matter which individuals the researcher chose to study out of a large group. The enquirer could use any procedure he wishes to select a sample. No matter how individuals are grouped, the results would always be the

same. However, people are not the same in every respect, and hence it becomes necessary to find ways of choosing people from a larger group in such a way that the characteristics found in a smaller group reflect those of the larger group.

There are two basic techniques for sampling individuals from a population: probability sampling and non- probability sampling (Cozby, 2004:130). In probability sampling each member of the population has a specifiable probability of being chosen. Probability sampling is very important when one wants to make precise statements about a specific population on the basis of the results of the survey. Non-probability sampling, on the other hand, allows the researcher to define the population, it is cheap and convenient. Mindful of the characteristics of the defined population of the study, the researcher elected to use purposive and simple random sampling.

Leary (1991:90) explains that in purposive sampling the researcher uses his or her judgment to decide which respondents to include in the sample. The researcher can choose respondents that are typical of the population. In this study the researcher was more interested in obtaining the perceptions of 48 beneficiaries who are also home owners. The selection was based on the houses emanating from the Joe Slovo Housing project. In each selected house, the person in whose name the house was registered was understood to be the beneficiary.

The selection of houses was done as follows: Through purposive sampling, streets with four or more houses were identified and a list of such streets was drawn in alphabetical order. Thereafter, through random sampling, 12 streets were selected. The researcher randomly selected any number between 1 and 12. Thereafter, from the chosen number, every 12th street on the list was chosen until 12 streets had been identified.

In order to get a fair representation of the above purposefully chosen population, the researcher further applied simple random sampling. According to Ray (1993:334), in simple random sampling, each member has an equal chance of being selected. Simple random sampling was applied in each of the chosen streets in order to select four houses per street. In this regard, the researcher randomly selected a number between 1

and 4. From the chosen number, every fourth house was selected. Data collection was then undertaken.

1.8.4 Data Collection

A self-administered questionnaire in the form of semi-structured questions was used to collect data directly from the respondents. The questionnaires were hand delivered to the respondents and fetched two weeks later. According to Mitchell and Jolley (1992:467) a semi-structured questionnaire is constructed around a core of standard questions. However, unlike the structured questions, the interviewer may expand on any questions in order to explore a given response in greater depth. Like the structured questionnaire, the semi structured questionnaire can yield accurate and comprehensive data. In addition, it has the advantage of being able to probe for underlying factors or relationships that may be too elusive for the structured questionnaire. Roberts-Holmes (2005:143) contends that questionnaires can be used for a wide variety of reasons in small scale research projects. Unlike in depth interviewing, questionnaires tend to provide the broad picture of people's experiences and views. The researcher has therefore elected to use questionnaires due to their reliability. Questionnaires are also affordable, relatively quick and have scientific merit.

1.8.5 Data Analysis

The first step in analyzing data is to determine what data is relevant to the hypotheses. How the data is summarized depends on what kind of data is at the researcher's disposal (Mitchell & Jolley, 1992:477). After the collection of data, the researcher analyzed it. Afterwards, conclusion and recommendations were produced.

1.9 Ethical Considerations

Commenting on the issue of ethics when conducting research, Mason & Bramble suggests the following (Mason & Bramble, 1989);

- **The research should have value** – the research should be considered in terms of its usefulness in contributing to the advancement of human knowledge. This principle is fundamental to all the rest. If the research has no purpose, it should not be done
- **The researcher is responsible for his or her subjects** – this principle is considered valid with respect to all types of research using human subjects. Even research as innocuous-seeming as a market survey for coffee –brand preferences require that subjects 'rights not to be violated. If a subject prefers not to participate or prefers that it not be general knowledge that he uses a particular brand of coffee, this preference should be respected by the researcher.
- **Subjects must provide informed consent** - subjects should be willing to take part in the study after being informed of all aspects of the research that might influence their decision. Subjects should have all the information about the study that they need to make a decision about participating. They should not be misled.
- **Anonymity and confidentiality** – subjects have the right to insist that their anonymity as participants in the research be observed. They should be assured that they will not be identified by their performance or the nature of their participation. The researcher also has the responsibility of ensuring that information about the subjects and their responses remains confidential and that it is used for no purpose other than the experiment for which it was intended.
- **Subjects must not be coerced** – subjects must not be coerced into participating. This principle had been violated consistently before ethical codes for researchers were formalized.

The researcher is fully aware of the importance of adhering to the ethical codes and that the rights and safety of the respondents should not be compromised at any cost. Apart from ethical considerations, the researcher also ensured that the respondents were aware that they were at liberty to withdraw from the study at any time. The researcher also understood that the respondents needed to be treated with respect and every possible precaution had to be taken to protect them from harm.

1.10 Significance and Motivation of the Study

Each researcher is a pioneer, for the research can never be an exact technical replication of any previous work, and the social world is never the same twice (Marten Shipman, 1981).

The researcher believes that the study will contribute meaningfully to the field of research and will also help to stimulate a constructive dialogue on the subject. The research was also undertaken as the requirement for the completion of the Magister Artium Degree in the field of Social Sciences and Humanities in the Nelson Mandela Metropolitan Municipality. The researcher was born in the Nelson Mandela Municipality and grew up in squatter camps at Soweto on Sea. The drive to undertake this study was also inspired by the need to give back to the community. Growing up in the informal settlement and watching many families and individuals benefiting from the government's housing projects throughout the country is phenomenal. All of these reasons have inspired the researcher to undertake the study.

1.11 Definition of key Concepts

1.11.1 Beneficiaries: In the context of this study, this refers to the Joe Slovo families who gained from the housing project run by the Nelson Mandela Municipality. The persons in whose names the houses are registered are referred to as beneficiaries.

1.11.2 Housing: This is more than just the concrete structure but also includes other aspects such as the yard, sewage, environment etc.

1.11.3 Respondents: The primary participants of the study

1.11.4 Community refers to: a group of people living together in one place

1.11.5 Perceptions: A way of regarding, understanding, or interpreting something. In the context of this study, this talks to the way in which the Joe Slovo community regards the conditions of their houses to be.

1.12 Chapter Layout

Chapter 1

The introductory part of the study is contained in this chapter. Among other aspects, it addresses the background to the study, problem statement, research questions, aims and objectives and motivation for doing the investigation.

Chapter 2 – Literature Review

This chapter presents an in-depth analysis of relevant literature. It discusses themes and concepts which are pertinent to the subject of housing.

Chapter 3 – Research Methodology

The road map of how the study has been carried out is outlined in this chapter. It contains the research design, population of the study, sampling method, data collection tools and, lastly, it touches on how primary data has been analysed.

Chapter 4 – Findings and Interpretation of data

Having gathered the necessary data, findings and interpretation are presented in this chapter with the aid of illustrations and text.

Chapter 5 – Conclusion and Recommendations

After the completion of data analysis, the researcher provides a conclusion by making inferences and suggestions.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

While the ever-increasing housing backlog may require a change of strategy on the part of government, equally important is the quality of houses delivered to the beneficiaries. The South African housing programme has achieved important successes since its inception in 1994. However, there are major concerns about its ability to provide sustainable low-cost housing. The problem arises when the programme is viewed from a quality versus quantity perspective. In the past, government's focus has mainly been the making of targets. Resources have always been channeled towards mass production and the delivery of houses. The recent service-delivery protests, the barrage of media coverage of defective houses and the crescendo of beneficiary complaints on the sustainability of their houses, all highlight a much bigger problem. Hence the government is now revisiting its strategy in this area.

After the attainment of democracy, the provision of adequate housing for a large sector of South African society is still an intractable problem. It engages the minds of politicians, administrators, researchers, community leaders and industry leaders, all aiming at reducing the horrendous backlogs and trying to achieve one of the ideals of South African's new Constitution that; everyone has a right to adequate housing (Schlotfeldt, 2000:1).

Since the inception of democracy, access to housing has been an integral part of the government's commitment to reduce poverty and improve the quality of people's lives. From the vicious Land Act of 1913 which encouraged racial segregation to the establishment of a National Housing Forum of 1992, which promotes national consensus in housing, South Africa has come a long way in addressing the factors associated with the provision of housing.

Housing development in Nelson Mandela Bay has not yet shown satisfactory progress and the city's municipality is determined to redress this. However, little is known about the perceptions, preferences and abilities of potential beneficiaries (Potgieter, 1999).

According to the study conducted by Makuma (2007:77) on the beneficiaries of the Nobody Mothapo Housing Project in the Polokwane Local Municipality, it was found that out of 30 beneficiaries, 25 respondents were not satisfied with the poor quality of their houses.

This chapter reviewed related literature on housing. Relevant themes have been discussed and a conclusion provided.

2.2 Housing broadly defined

In this section, a definition of housing in relation to the current study has been provided. A detailed definition of housing, which does not merely relate to physical structure, is given.

Housing is most often the largest item in personal expenditure. It is also an important determinant of people's quality of life and, next to agriculture, housing normally constitutes the largest single land use. Clearly, apart from nourishment, shelter is humankind's most essential material need (Balchin & Rhoden, 1998).

Housing is a broad concept and does not merely relate to the physical building or structure representing a house. Dewar says that the fact that makes the issue of housing complex is that it does not simply relate to the provision of shelter. In obtaining a dwelling space, the individual gains access to a number of different products. These products all have the potential to contribute to an improved quality of life and thus to generate a range of objectives which should direct the formulation of housing policy (Dewar, 1997).

In the South African Housing Policy, housing is defined as a variety of processes through which habitable, stable and sustainable public and private residential

environments are created for viable households and communities. This recognizes that the environment within which a house is situated is as important as the house itself in satisfying the needs and requirements of the occupants (Housing Policy and Strategy, 1994:21).

Golland and Blake maintain that housing is a multi-faceted process in which virtually all aspects of everyday life have some input. Homes are the core ingredient of neighbourhoods, villages and towns, and have influenced the siting of schools, super markets, health centres and children's play areas. Together with community facilities and local roads, houses make up the residential landscape that most people fondly associate with their childhood and adolescence (Golland & Blake, 2004:5).

Rust and Rubenstein state that housing has a bearing on the ability or inability of the individual to satisfy his or her social, physical, mental and interactive needs. More importantly, the home-base is the nucleus of individual existence (as opposed to only living) and a societal microcosm. Ultimately place identity may be linked to self identity. There has been a shift in emphasis from the house as a physical structure to the concept of creating a habitable, stable and sustainable public residential environment (Rust & Rubenstein, 1996:72).

When the new government came to power, it made a commitment to create a living world for all by creating jobs, eradicating poverty and principally to provide shelter for all by building affordable houses in a secure environment. The past decade has seen good but questionable success of the South African financial institutions in the delivery of housing (Coreen, JEL code 057:1)

From the above, one can deduce that housing does not only relate to the walls of the house. There are other pertinent factors that make up a house. The environment is an important element in housing. Factors such as social and economic sustainability should be considered when planning any housing project. The above section stresses the significance of the environment in housing production.

2.3 South African Housing

The highlight of the South African housing agenda can be traced back to the years of the great transition. The release of Nelson Mandela in 1990 and subsequently, the unbanning of the African National Congress and numerous other organizations marked the demise of apartheid and a significant birth of democracy. In its attempt to address homelessness and other housing related issues, the government established a National Housing Forum (NHF) in 1992. This section looks at the country's state of housing in general, and with particular emphasis on the evolution of housing.

The South African housing policy is closely related to the political economy of the World Bank and the World Bank's policy proposal of the early 1990s. Furthermore, both policy and practice have by some been labeled as economically conservative. However, the South African policy cannot simply be equated to that of the World Bank. South Africa's housing policy is a mixture of international policy proposals and self-generated policy initiatives. In terms of policy proposals, the influence of the World Bank can be seen, *inter alia*, in terms of the incremental nature of the policy, the emphasis on a once off subsidy, emphasis on ownership and the assumption that spending on housing should take place within the limits of available public funding (Marais, 2007).

Redressing the inherited inequalities of apartheid has established a complex and challenging context for meeting basic needs in contemporary South Africa. Given the physical and political segregation of apartheid, meeting the demand for housing has been a central development challenge since 1994 (Pottie, 2004).

Apartheid alone cannot be held responsible for the housing conditions in South Africa but equally no account of housing policy and conditions can be credible if it does not take into account the recent history of South Africa and the colonial legacy of the African continent (Goodlad, 1996).

Although it can be argued that the South African housing policy was founded on the RDPs basic needs approach, which emphasizes providing the poor with basic shelter and public services, the South African housing agenda has objectives that go far

beyond this. From a national perspective, at least five other related objectives are discernable;

- First, an important aim has been to demonstrate delivery to an expectant post-democracy constituency. Leading up to the 1994 election, housing delivery featured prominently in the African National Congress's campaign. Immediately after the election, expectations to address homelessness were high from many people across the country.
- Second, it is expected that housing should contribute to the economy. The housing code notes that housing practices should reinforce the wider economic impact and benefits derived from effective and adequate housing provision in the domestic economy. The benefits are not only anticipated at the macro level, but also within households, with the expectations that housing will be an asset.
- Third, government discourse in recent years has flagged the intention that housing should contribute to poverty alleviation.
- Fourth, in line with the World Bank's view in the 1990's, the South African housing policy also aims to enable the housing markets to work. With the country's constrained resources, it will not be possible for the government to single-handedly address the housing problem.
- Fifth, the housing programme is expected to contribute to the development of urban citizenship with new communities of home owners helping to develop a democratic and integrated society.

In national terms, therefore the objectives of the housing programme include demonstrating delivery, contributing to the economic performance and assisting with poverty alleviation (Charlton, 2009).

Two decades after the advent of a new democratic South Africa, the exuberance that marked the dawn of a new South Africa has been replaced by growing signs of despair regarding the inability of the government to provide services that the majority of the people waited for. Whilst the government has performed much better than the pre-

1994 government, poverty, poor health services, acute shortages of housing, falling education standards, etc still dog the post 1994 government (Nengwekhulu, 2009).

The housing challenge posed by the end of apartheid is enormous, but difficult to quantify precisely, in the absence of adequate data about population, household composition, migration patterns and income (Goodlad, 1996).

According to Mokoena and Marais, the South African housing policy has frequently been criticized for fostering urban sprawl by locating housing delivery on the peripheries of urban areas. This reinforces spatial tendencies of apartheid and it also locates the poor on the periphery. Further to this, evidence suggests that residents of shack settlements on the urban peripheries, while now enjoying access to housing subsidies, have remained marginalized and impoverished. The lack of economic opportunities means that huge numbers of families are in the same situation as before, albeit with a housing option. It must also be stated that aspects relating to norms and standards have always been an issue in housing policy. Although the initial White Paper on housing contained no specific guidelines in respect of norms and standards, some provinces had their own. Later during the policy development process, some guidelines were set (Mokoena & Marais, 2007).

The Botshabelo Accord which is a landmark of the late Minister of Housing, Joe Slovo stipulates that government must strive for the establishment of viable, socially and economically integrated communities which are situated in areas allowing convenient access to economic opportunities, health, educational and social amenities and within which South Africa's people will have access on a progressive basis to:

- A permanent residential structure with secure tenure, ensuring privacy and providing adequate protection against the elements
- Portable water, adequate sanitary facilities, including waste disposal and domestic electricity supply.

In his state of the nation address, President Zuma gave even further meaning to this. As part of social infrastructure development, the government will provide suitably located and affordable housing and decent human settlements. Human settlement is not just

about building houses. It is about transforming the cities and towns and building cohesive, sustainable and caring communities with closer access to work and social amenities including sports and recreation facilities (Parliamentary Monitoring Group, 2010).

South African housing has come a long way. From the Segregation Act to the National Housing Forum, the housing programme has seen a great paradigm shift. The change has been majorly influenced by the change of governments, from the nationalist to the majority rule government. The past government previously considered race as the determinant factor in the allocation of land and the provision of housing. In an attempt to address the imbalances of the past, the government of national unity has undertaken through legislation and other means to provide adequate housing to all those who are in need.

2.4 Legislation relating to Housing Delivery

Using legislation as one of its main tools, the apartheid government provided white South Africans with abundant resources and economic opportunities. Correlated with the opportunities provided to whites was the systematic denial of opportunity to members of other racial groups. Since 1994, the African National Congress led government has worked to remedy the effects of apartheid through legislative means (Freeman, 2008). Mackay says that work on the development of a housing strategy predated the election of the government of National Unity in 1994. Many of the ideas which subsequently became policy were thrashed out by the de Loor commission (1992) and the National Housing Forum (1993). A Housing White Paper, a new Housing Policy and Strategy for South Africa and Botshabelo Accord were all produced soon after the elections in October 1n 1994. The 1994 White Paper prioritized the following issues:

- The large backlog of housing
- The impact of apartheid patter settlements
- The confusing role of a myriad of institutions

- Constraints in finance and delivery to the lower income groups (Mackay, 1999).

The first democratic election in South Africa in 1994 was attended by a sense of euphoria and a large number of optimistic policy promises. In 1994, the housing conditions of many South Africa's citizens were unsatisfactory and the expectations of the ANC-led government were so high that delivery in the first few years of the housing programme was almost inevitably bound to be unsatisfactory. The Reconstruction and Development Programme (RDP) (ANC, 1994) concentrated on vision rather than on the design and development of institutional arrangements for delivery. In housing, as in many other programmes, there was a conscious emphasis on reforming the administrative infrastructure and putting responsive delivery mechanisms in place as a prelude to effective implementation (Mackay, 1999).

From the vicious Land Act of 1913 which encouraged racial segregation to the establishment of a National Housing Forum of 1992 which promotes national consensus in housing, South Africa has come a long way in addressing factors associated with the provision of housing. This section looks at some of the legislation elements that pertain to the delivery of housing in South Africa. In an attempt to address housing inadequacies, the government has put legislation in place to deal with this challenge.

2.4.1 Constitution

One of the unsurpassed ever achievements of the national unity government in South Africa, was the crafting of a democratic constitution immediately after the great change in 1994. The constitution became the cornerstone against which the hope of never returning to the past injustices rests. It is an essential document that obliges the government not only to commit to protect the rights of every South African but also strive towards ensuring that the lives of the poor are improved. One of the areas that it touches on is housing.

To this end, Section 26 (1) and (2) of the Constitution of the Republic of South Africa, 1996 promotes and emphasizes the rights of all South Africans to adequate housing as follows:

- Everyone has the right to have access to adequate housing.
- The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realization of this right.

This economic right is premised on the arguments of distributive justice that all individuals should receive an equitable share of social resources. But the determination of that share, and the process through which such a decision is structured, are not defined. In South Africa, the right to housing is therefore a qualified right, subject to available public resources. Thus, the extent to which the government bears responsibility for the provision of the means for citizens to exercise their rights remains an ongoing source of debate. In order to facilitate the realization of this right, the ANC adopted an income-based capital subsidy system as the basis of its approach to low-cost housing. Beginning with project-linked subsidies that required applicants to be members of a housing project, and then followed by the introduction of individual subsidies, credit-linked subsidies, and institutional subsidies to support cooperative housing, the ANC's housing policy has grown in complexity (Pottie, 2004).

❖ The National Housing Forum

In the run up to the 1994 election, the most significant of the organizations contributing to policy-making was the National Housing Forum. It played a role in feeding political, professional and grassroots opinion into the policy process before and after the election. The forum was established in order to help negotiate policies and initiatives which will help to address the past imbalances associated with housing provision. Most importantly, it was geared to address the following;

- Housing policies should be sustainable
- The need to recognize housing's role in the broader economy

- The need for co-ordination and consensus
- The need to promote viable communities
- The need for the rationalization of administrative structures
- The necessity for openness and accountability

The forum has also helped to facilitate community meetings, workshops with concerned groups, and has promoted interaction amongst those concerned with policy-making, such as political parties and civic organizations (National Housing Forum, 1994)

2.4.2 Housing Policy

The housing policy is the road map which highlights government's approach to tackling the problem of housing in South Africa. It clarifies pertinent issues such as the government's role in providing adequate housing for all. The policy provides guidelines on how housing programmes and projects should be handled and implemented.

- The role of the state in housing provision

The harsh socio-economic realities and sometimes despair faced by the relatively large proportion of poor people in South African society have to be recognized. The state has a fundamental role and responsibility to implement policies and strategies that will redress this imbalance in the distribution of wealth in the country. Where people, due to socio-economic adversity, are not in a position to afford access to secure tenure, basic services and basic shelter, society in general and the State specifically has the responsibility to address this situation within resources and other constraints applicable to it. It is the responsibility of the State to ensure conducive conditions to the delivery of housing. Delivery should take place through the widest possible variety of mechanisms. It is incumbent on the State to assist particularly the poor to enable them to be adequately housed.

- Housing as a Basic Human Right

Government has a duty to take steps and create conditions which will lead to an effective right to housing for all. It must also refrain from taking steps which promote or cause homelessness. It is held that a person has a right to live in dignity and in

habitable circumstances. Government must therefore vigorously promote an effective right to housing for all, within the resource and other limitations applicable to it. The challenge facing South Africa, is to develop a strategy in the short term to direct scarce and insufficient state housing and other resources together with private, non – state resources, to ensure that all those in need - and particularly the poorest sector of society - are able to progress towards the realization of an effective right in housing (Housing Policy and Strategy, 1994:22).

When the government of national unity came to power in 1994, it had, among other priorities, a critical challenge of housing millions of poor South Africans who were without adequate shelter. Strategies on how this was to be realized had to be put in place. Expectations of the masses had to be balanced with what was practical, given the realities of available resources. From the above, one can gauge the commitment of the government in ensuring a better life for all. The promise of the provision of adequate shelter for all those who were without it did not only remain as an agenda item in political meetings and the main theme of political speeches. In its endeavor to make things right for all South Africans, the government took a bold step and entrenched the right to adequate housing in the Bill of Rights. This was a commendable action in the sense that it allowed ordinary South Africans the opportunity to challenge the government if it failed to fulfill this legal obligation. It remains to be seen whether or not the government has lived up to its promise made to the millions of poor citizens, to provide sustainable housing for all.

2.4.3 Social Housing Policy for South Africa

To achieve its housing objectives and to provide coherence to the social housing sector, the government will pursue the establishment, regulation and maintenance of social housing institutions through a structured and dedicated policy programme. The Social Housing Policy outlines the government's proposed range of interventions as an overarching approach to stimulate the development of the sector. The overall purpose of the policy is to establish a mechanism in terms of which government can create an enabling environment for the development, delivery and maintenance of the social

housing sector required to deliver housing opportunities at scale in South Africa. The policy defines Social Housing as follows:

“A housing option for low-to-medium income persons that is provided by housing institutions and that excludes immediate individual ownership” (Social Housing for South Africa, 2003:4).

In a democratic South Africa, the sense of the housing policy was, to a large extent, one of optimism. In 1994 the housing conditions of many South Africans, especially the black people, were unsatisfactory and the expectations of the government very high on the delivery of housing as part of the Reconstruction and Development Programme. South Africa exhibits first world and third world characteristics in people’s living conditions. Third world living conditions are manifested in housing problems derived from historical inequalities and injustices in the educational and political structure, and the lack of income (Adebayo and Adebayo, 2000:1).

There has long been dissatisfaction with the performance of the construction industry in housing and in other sectors. This has arisen from its inability to deliver buildings of adequate quality, embracing the best technology, on time and at a reasonable, predictable cost. There has also been criticism of the smaller scale repair and maintenance end of the industry associated with builders (Bramley, Munro & Pawson, 2004:126).

2.5 The Reconstruction and Development Programme

The RDP is an integrated, coherent socio-economic policy framework introduced to all South Africans by the African National Congress in consultation with its Alliance partners. The main objective of the document was to create an improved living standard and provide quality life for all South Africans. Among other important priorities, the programme set out to provide housing for millions of poor unsheltered South Africans. The document contains the following undertaking concerning the provision of housing:

2.5.1 Right to Housing

The RDP endorsed the principle that all South Africans had a right to a secure place in which to live in peace and dignity. Housing is a human right. One of the RDP's first priorities was to provide for the homeless. The approach to housing, infrastructure and services had to involve and empower communities, be affordable, developmental and sustainable. The RDP was committed to establishing viable communities in areas close to economic opportunities and to health, education, social amenities and transport infrastructure.

2.5.2 Delivery

Delivery systems depend upon community participation. While the central government has financing responsibilities, provincial and local governments should be the primary agencies facilitating the delivery of housing and should be particularly active in the delivery of rental housing stock. Organizations of civil society should play a supportive role in relation to local government to enhance the delivery process.

2.5.3 Community Control

Beneficiary communities should be involved at all levels of decision-making and in the implementation of their projects. Key to such participation is capacity building, and funds for community based organizations must be available (RDP, 1994).

Government's commitment to the provision of housing can also be seen from a legislative perspective. The constitution is one of the important legislative pieces that obligate the government to ensure that adequate shelter is provided to the needy. Even though the constitution provides a safety net for poor communities to hold the government accountable in this regard, limitations, provided for by the same constitution, weaken this safety net. It acknowledged by the Bill of Rights that the government must provide adequate housing to the poor but must do so in line with the available resources.

2.6 Housing Standards

Housing is an important part of people's lives. It provides shelter during windy and rainy seasons and keeps many families warm during the cold months. It is therefore important that due diligence be applied during the construction of a house. This section looks at some of the criteria that a house must satisfy in order to be regarded as habitable.

According to Balchin and Rhoden, there are a range of standards applied to housing. These include building regulations and target standards for new developments. However, it is the statutory standard of fitness which provides a benchmark for the assessment of housing conditions and is one of the main triggers for enforcement actions. The standard is based on the minimum habitable conditions. Criteria must be met if a dwelling is to be considered fit for human habitation. These cover the following aspects:

- Structural sustainability
- A lack of dampness
- The provision of adequate heating, lighting and ventilation
- Adequate piped supply for water
- An effective drainage system

Where a dwelling fails any of these criteria, and is not considered suitable for occupation, the premises will be considered unfit for human habitation. The local authority is then obliged to consider the most satisfactory course of action to deal with the problem (Balchin and Rhoden, 1998:215-216).

Regarding housing standards the RDP document outlines the following;

As a minimum requirement, all housing must provide protection from the weather, be a durable structure, and contain reasonable living space and privacy. A house must include sanitary facilities, storm-water drainage, a household energy supply and convenient access to clean water. Moreover, it must provide for secure tenure in a variety of forms. Upgrading of existing housing must be accomplished with these minimum standards in mind. Community organizations and other stakeholders must establish minimum basic standards for housing types, construction, planning and development, for both units and communities. Legislation must also be introduced to establish appropriate housing construction standards, although such standards should not preclude more detailed provisions negotiated at the local level (RDP, 1994).

The extract above describes the criteria that a house should meet before it can be considered suitable for human occupation. It further suggests that government must take responsibility and decide on the appropriate action should a house fail to meet the prescribed standard. Recently the Minister for Human Settlement, Tokyo Sexwale, indicated that houses which are badly built and not habitable will be destroyed.

The huge housing backlog translates into a need for housing to be delivered at a faster rate than ever before. Given the scale of the problem, it is unlikely that the government will ever be able to meet the enormous demand and provide conventional houses for all (Urquhart, 1998:3).

Pottie maintains that adequate housing has to provide shelter from the elements, provide suitable living space for the inhabitants, be located within a pleasant living environment, and be well located for economic and social opportunities, such as shops and places of employment. Thus, adequate housing is a sum of a number of considerations, including: location, basic infrastructure, affordability, sustainability, right to tenure and a range of household types (Pottie, 2004).

The Eastern Cape Department of Housing hosted an open day session with the National Home Builders Registration Council (NHBR) to launch a variety of products protecting government home builders and housing consumers against defined structural failures of a home. The launch was part of efforts and interventions to improve the

quality of houses in the province and avoid rectification of government built homes in the future. Currently, the province is rectifying nearly 20 000 defective homes due to poor quality work of contractors (Issued by: Department of Housing, Eastern Cape Provincial Government, 2010)

Although it can hardly be denied that there is evidence of developers and contractors providing products that are inferior and of poor quality, it should also be noted that stricter norms and standards have also had negative consequences. There are two opposing views in the relative literature in respect of norms and standards;

- Norms and standards result in low levels of services being implemented and this, in turn, negates the idea of well located development.
- There seems to be a prevailing opinion that too much emphasis has been placed on norms and standards. This often creates certain unexpected policy outcomes. The most prominent evidence in this regard can be observed in the fact that houses constructed in other parts of the country, not only have been the largest, but have also had the lowest levels of infrastructure. The Public Service Commission has also warned that problems of equity may result from an emphasis on housing size (Mokoena & Marais, 2007).

Low-cost housing in South Africa seems to focus only on cost saving rather than design and layout that recognizes human habitation. Mass production of housing units has led to a lack of architectural values, aesthetics and a sense of identity for its residents, making it an area of great concern for policy implementation. The professional attitude towards designing for the poor is questionable and the resultant places as part of the face of the city are an aspect that needs to be corrected. The current housing implementation concept, with regard to design, needs to be inspired through research, carried out in the area of settlement patterns, and houses form in traditional architecture to understand the principles and processes underlying qualitative building environments. The South African housing policy advocates the use of local building materials and technologies. However, in practice local governments have continued to adhere to building regulations and codes that are financially unaffordable to the poor,

leading to a lack of housing consolidation or consolidation with materials that are considered inferior and inadequate (Adebayo & Adebayo, 2000).

The perceptions of beneficiaries are fundamental to the subject of housing. It is imperative that communities, as custodians of the various housing projects across the country are engaged and their views recognized. It is clear that there is a massive problem with housing in South Africa. This relates to the huge backlog and the state of quality of houses delivered to beneficiaries. Equally important, is the fact that housing does not merely relate to the provision of a shelter. The following section deals with the quality of housing.

2.7 Housing and Quality

Decent housing is fundamental towards building a stable society, no more so than in South Africa. This section evaluates the importance of quality housing delivery and its significance in sustainable development.

There is a broad consensus on the fact that housing has a central importance to everyone's quality of life and health. Housing, besides being a very valuable asset, has much wider economic, social, cultural and personal significance. The way in which housing is produced and exchanged has an impact over development goals such as equity and poverty eradication. The construction techniques and location of housing can influence environmental sustainability and mitigate against natural disasters (Erguden, 2001).

In his paper on poor housing and mental health in the United Kingdom, Alan Page says, "poor housing refers to dwellings that are cold and damp, overcrowded, or badly designed and built. Poor housing can be described in terms of an individual's premises, in relation to physical conditions, and at a community level in terms of lack of community facilities, crime levels, employment and social support networks" (Alan Page, 2002).

In another study called Beneficiaries' Views on the South African Government's New Housing Subsidy Scheme, beneficiaries felt that their houses were extremely small in

relation to what they had expected. As far as quality was concerned, beneficiaries generally were very unhappy with the shoddiness of the products delivered to them – houses reportedly often cracked and leaked within weeks of owners moving in (Urban Studies, 1999:1349).

Contrary to expectations, beneficiaries' satisfaction with their new living conditions did not necessarily hinge on the size of the house. Households accessing larger houses were not happier than those with smaller ones. In conventional housing projects studies, where the households earned enough to qualify for a mortgage bond to use in addition to the government subsidy, this resulted in the purchase of a four-room house. The beneficiaries were most likely to say that their situation had worsened. Their unhappiness was directed at three issues; the size, quality and cost of the house. Generally, beneficiaries found their houses extremely small in relation to what they had paid. They also complained that their overall living costs had risen beyond what they could afford and, in some cases, had become unmanageable due to the loss of their jobs. Beneficiaries were very unhappy with the quality of their houses. Generally, they were not satisfied with the shoddiness of the products delivered to them, house often reportedly cracked and leaked within few weeks of moving in (Tomlinson, 1999).

According to Tomlinson, the government has made good progress in the area of housing provision and has turned South Africa into something of an international showpiece. However, housing delivery has nevertheless not kept up with the growing number of households making up an increasingly impoverished urban housing backlog. Households are better off due to feeling a sense of security, feeling in charge of their own lives and having access to services on the sites they now own. At the same time, beneficiaries are often unhappy about the quality of the structures they have received, as well as their location, especially if they are on urban peripheries and therefore far from economic opportunities. In many cases they are also concerned that their household expenses are greater than when they were living in informal settlements and backyard shacks. Because of these issues many recipients do not view their houses as assets (Tomlinson, 2006).

Commenting on the issue of the housing problem, Peter Malpass and Alan Murie (1990:3) write “when housing students are asked to discuss the housing problem their initial suggestions are usually about homelessness and disrepair.” It is not surprising that homelessness should be the first indicator to come to mind because it is the most visible extreme form of housing problem. The problem of disrepair is perhaps less well understood by most people, but they are aware of the problems faced by low-income homeowners and they hear reports of huge backlogs of repairs in the public sector. In the absolute sense the basic human need for shelter defines the housing problem in terms of quantity and quality: is there enough housing to go around, and is it of a satisfactory standard? The answers to both questions are contingent upon wider social and cultural factors but quantity and quality are essential components of the housing problem (Malpass & Murie, 1990:3)

Poorly constructed houses undermine any benefit already received by beneficiaries. It also undermines government’s plan for a normalized and vibrant housing market in which dwelling units are bought and sold among subsidized beneficiaries (NDoH, 2000:15).

According to Urquhart, housing must provide shelter, but this alone is not enough. Housing must also satisfy people’s needs for a place of their own and a focus for family life. For low-cost housing and, in fact, any housing to be sustainable, it must meet the four main criteria;

- Ecological sustainability – this means that development activities must not produce more waste and pollution than the natural environment can handle.
- Economic sustainability – it must be affordable and accessible for the beneficiaries and for local authorities responsible for the maintenance of services. Affordability includes both initial capital costs and ongoing maintenance costs.
- Social sustainability – it must promote a sense of community and safety, and must contribute to physical and psychological well-being of the inhabitants. Housing should promote community involvement and responsibility.

- Technical sustainability – it must use appropriate technology for specific situations, so that the users of technology can carry out ongoing maintenance. Technology must also be appropriate in terms of environmental conditions.

It is therefore important to approach housing projects as an integrated process, which considers all four aspects – social, technical, economic and ecological. Many past approaches to housing have been more concerned with the number of houses provided rather than quality and sustainability issues (Urquhart, 1998:13 & 14).

The above literature review confirms the fact that; housing is not only concerned about the building. Housing goes beyond the physical walls and extends to economic and social aspects. It is therefore important that government considers these factors whenever embarking on housing production. The building of inferior houses is not good for sustainable development.

2.8 Sustainable Housing

Housing is an important aspect of any country's economic and social development. Poorly constructed low-cost houses derail development and impacts negatively on poverty alleviation. This section discusses the importance of sustainable development in housing.

The national state has been active in various forms of self evaluation and reflection in recent years. Specifically within the housing terrain, new areas of emphasis have emerged since about 2000. These include discourse on the notion of sustainable human settlement, and a concern with quantity as well as quality (Charlton, 2009).

Sustainable development had become a central theme of planning policy, and also an important cross-cutting theme of all areas of government policy during the 1990s and early 2000s. In defining sustainable homes, Bramley, Munro and Pawson look at two aspects:

2.8.1 Quality of design

Many aspects of sustainability and quality can be defined according to technical standards and measures or benchmarks of performance. Much more difficult to monitor in this way is the issue of design, where there is a good deal of subjective preference involved and a lack of a common language or metric. Governments are giving more attention to improving standards of design.

2.8.2 Associated local services

Housing should never been seen as a discrete product divorced from its context. Location comprises a bundle of attributes, including the immediate physical environment, accessibility to city centres, transport networks and the nature of services provided in the locality. Failure to address some of these associated dimensions has contributed to problematic or unsuccessful housing developments in the past (Bramley, Munro & Pawson, 2004:130-131)

In answering the question of what sustainable housing is, Hilary Armstrong writes “housing is an important element in the government’s broad social agenda. It overlaps with employment, health, education, crime and many other aspects of people’s lives, it is key therefore, to the strategy for tackling social exclusion and achieving targets for sustainable development”. One look at the remit of the Prime Minister’s Social Exclusion Unit – where deprived neighbour hoods and rough sleeping feature as two of the three priority areas for early action – should be enough to demonstrate the importance that we attach to housing. We are committed to securing improvements in the quality of housing and housing management and are making available an extra 5 billion pounds within the lifetime of this parliament for investment in housing to raise standards. But, equally important, our housing policy is about making sure people belong. It is about enabling people to have a decent quality of life, involving them and giving them control over how they live. The overall aim is to offer everyone the opportunity of a decent home and so promote social cohesion, well-being and self-dependence. Sustainable housing should ensure a better quality of life, not just now, but for future generations as

well. It should combine protection of the environment, sensible use of natural resources, economic growth and social progress (Edwards & Turrent, 2000:1).

The housing programme in general, must have a positive influence on the alleviation of poverty as well as contributing to the redistribution of wealth. The home may act as collateral for credit for home improvements or other purposes such as the development of small businesses (NDoH, 2000:89).

In his writings on the subject of housing, Markus explains that housing has become identified as one of the central social issues of the day by commentators across the political spectrum. Many of them see inadequate housing as the single most pressing problem. It is inextricably associated with a range of others – homelessness, poverty, crime, unrest, unemployment and educational deprivation and ill-health. The housing which is most severely under stress, hence under scrutiny is public housing. Far from it – there is a lack of decent accommodation; its fabric is deteriorating rapidly, and its thermal properties are poor with consequent fuel poverty and associated dampness, discomfort and ill-health (Markus, 1988:1).

Any housing project must be sustainable in nature. Housing is an important part of people's lives and care must be taken during construction. The delivery of defective houses to beneficiaries defeats the objective of the creation of a better life for all as contained in the Freedom Charter. Government must ensure that steps are taken and measures put in place to prevent improper houses delivered to the poor.

2.9 Housing delivery challenges

The provision of adequate and sustainable housing for the poor is not an easy task. Despite the considerable progress made in this area, challenges still exist. With the already constrained fiscal resources at the country's disposal, housing delivery has in some cases been derailed. The challenges vary from the inability of the government to provide appropriate administrative support to the escalating corrupt actions of those

tasked with housing delivery. The ever scarce resources remain the main impediment towards the successful delivery of housing.

Jacob Zuma marked his first 100 days in office on 17 August. They have been challenging times. Dissatisfied voters and workers are impatient for delivery of more jobs and better services, as promised anew in the African National Congress election manifesto, but the government now faces the country's first recession in 17 years. The Finance Minister has warned that South Africa is likely to lag behind the economic recovery seen in some other states and continues to suffer from serious capacity constraints at a local level. The new administration has stressed that it needs more time to deal with such issues, but with the ANC in power since 1994, voters are becoming skeptical of such promises. Lack of housing is a particularly sore point for South African voters. The ANC led government has built more than 2.5million basic new homes since the advent of multiparty rule, but the allocation process sometimes lacks transparency, and more than one million people still live in shacks (Economist Intelligence, 2009).

Government's struggle to provide public service to all South Africans has been dogged by constant accusations of systems failure to deliver services in situations where they are needed. This is in spite of the fact that government has made major strides in the provision of public services, especially to those who were almost completely ignored before 1994. Government has been able to reduce the housing backlog; classroom backlogs; water supply backlogs; school and tertiary enrolments for the previously disadvantaged have increased; health clinics have been built in areas where they did not exist before 1994. However, the shortage of skills in the public sector has been the major challenge in the area of adequate service delivery. There is no doubt that the shortage of skills has a critical impact on the ability and capabilities of the public service to provide excellent service to the public (Nengwekhulu, 2009).

According to the Boutek Report, there are at least three main constraints regarding housing delivery: the extent of poverty of households, fiscal limitations and the administrative capacities of housing implementation agencies. Each of these will be briefly discussed.

2.9.1 Affordability: What contribution can poor people make?

Three major structural issues have to be discussed in order to address the problem of affordability. The first is to develop a general governmental strategy to improve the level of payment for goods and services. The second is to entice the private lending sector back into lending to the lower end of the housing market. The third issue, which the government has to deal with, is to remedy the chaotic system of providing housing finance. Housing funds are allocated to bulk infrastructure, community facilities, and subsidies. Subsidies are the main method of making the low-income housing available to the poor. It has the advantage of being able to target the poor, of avoiding hidden subsidies, of being easy to administer, and of avoiding the troubled system of loan repayments.

2.9.2 Fiscal constraints: Is conventional housing the answer?

Already in 1994, the White Paper on housing maintained that the state would not, in the foreseeable future, be able to provide levels of subsidization at the lower end of the market which are sufficient to cover the costs of delivering a formal house to every South African in need of housing. The White Paper argued for a strong role to be played by individual savings and private credit. Given the poor response to these proposals, however, it has become abundantly clear that this approach will not suffice.

2.9.3 Administrative constraints: Can local government deliver housing?

The institutional framework inherited from the previous government had serious defects. The 1994 White Paper on housing observed that duplication and fragmentation of the housing function across numerous departments, together with weak local authorities, complicated the delivery of housing. The role of local government is particularly important since this is the level of government that is responsible for the actual implementation of housing projects. The nature of local government has undergone a sea of change with the new dispensation. Local government practitioners are now expected to function as agents of delivery in addition to their more conventional service delivery duties. The need to bolster the capacity of local governments is widely recognized. The 1997 Housing Act, for example, instructs provincial governments to

take all reasonable and necessary steps to support and strengthen the capacity of municipalities to effectively exercise their powers and perform their duties in respect of housing development (The Boutek Experience Report, 2000:21-26).

According to Erguden; there has been significant progress in the formulation and implementation of housing policies and, to some extent, strategies. Many constraints still effectively hinder progress in housing development in developing countries, particularly for low income and other vulnerable groups. The constraints include the following issues:

- Lack of effective implementation strategies – this is the first and the most important step in the challenge of adequate shelter for all. The key to overcoming these constraints is to promote an effective facilitative role in order to harness the full potential of all actors in housing production. Most governments in the developing world have adopted enabling shelter strategies and initiated actions to support the actors in the housing delivery process. There is however extensive room for improvement and articulation in this area.
- Poor promotion of security tenure – promoting security of tenure is the prerequisite for sustainable improvement of housing and environmental conditions.
- Inadequate supply of affordable land – lack of adequate land for urban development, particularly for low-income housing, is perhaps the biggest impediment in achieving the goal of a shelter for all. Scarcity of land leads to escalating land prices, overcrowding of existing neighbourhoods and illegal invasion of vacant land and growth of squatter settlements. This trend can only be reversed by the provision of adequate and affordable land for low-income housing.
- Improving infrastructure and services – financing and facilitating infrastructure to meet the basic needs of many urban communities have been difficult for the majority of governments and local authorities. This is, in most cases, due to the

high standards that make provision of infrastructure very costly. Too often, infrastructure services are unnecessarily subsidized and frequently subsidies are wrongly directed.

- Promotion of housing finance mechanisms – housing finance institutions in developing countries, and particularly in Africa, provide services only to a small proportion of the population. Financing of housing comes mostly from informal sources of credit. This is a result of national policies that are not successful in encouraging domestic savings and the development of domestic financial institutions and instruments. Lacking collateral and the guarantee of regular and recorded income, the low-income groups depend completely on informal credit sources, which are expensive and mostly short-term. Establishing and strengthening mechanisms for financial low-income housing and in the inclusion of informal settlements, is a fundamental issue.
- Utilization of local building materials and technologies – building materials often constitute the single largest input to housing construction in most developing country cities particularly in Africa. It is estimated that the cost of building material can take up to 70 % of low-income formal housing units. Many African countries, despite the fact that they are endowed with abundant natural resources that can meet their need for building materials production, depend largely on imported building material and technologies.
- Adjusting standards for building and land subdivision – in many countries, standards for building and subdivisions do not consider affordability issues and have a general nature. Standard subdivisions are often based on regulations of the pre-independence periods prescribing large plots and banning building next to plot boundaries. This results in large plot sizes and high infrastructure costs.
- Promotion of community participation and self-help – policies and the practices of providing ready housing units by governmental agencies to the needy households have failed almost everywhere. This approach is simply not

sustainable and cannot meet the need. On the other hand, the poor have demonstrated that they can effectively participate in the housing process provided that they are assisted. Most rural migrants bring with them a self-help tradition that can be used for the construction of dwellings. Self-help and community participation does not happen by its help. Successful community involvement requires support from the public sector such as provision of training, credit and technical assistance (Erguden, 2001).

The above discussion is pertinent to the topic of housing delivery and the ability of government to deliver quality housing to all poor South Africans. The report above highlights an important aspect on the subject of housing: the limitations of the government's aspiration of providing quality houses. Inadequate resources, the incapacity of local governments in providing the necessary administrative support and the inability of the poor to provide for themselves make attaining the goal of providing adequate housing for all an uphill battle. It can be argued that the report claims that government will not be able to provide housing for all if no fiscal contribution comes from the beneficiaries themselves. However, the report does not provide guidelines on how this contribution should come about, as many of the beneficiaries are poor South Africans who do not have jobs. The fact that many poor citizens are homeless suggests that they do not have the means to provide for themselves. It is therefore, beyond reason to even think that they can help financially.

Housing delivery in the developing world is characterized by an extreme scarcity of resources and remains a contentious issue for any government. Housing delivery policies should aim at providing products of a quality which will ensure living standards conducive to the comprehensive development of previously marginalized recipients. Simultaneously, however, the quantity must be such that the masses of people living under precarious conditions in informal settlements are helped as soon as possible. Even with a perfect balance between quality and quantity of product, the question remains whether the process of housing delivery can be an independent variable which is either conducive or not conducive to the comprehensive development of housing recipients (Development Southern Africa, Vol 15, No 4, 1998:2).

From the above discussion, one can conclude that resources remain the biggest challenge in governments endeavor to provide adequate housing to all those in need. As millions of poor South Africans are without shelter, the government's resources have to spread very thin in order to accommodate these numbers. With this reality, it is possible that quality might be compromised. The realities that are facing the South African government are worthy of mentioning when one addresses the question of poor quality housing. It is highly unlikely that all houses delivered to the beneficiaries will be without defects, given the large scale of the lack of housing.

There is broad consensus that housing has central importance to everyone's quality of life and health. Housing, besides being a very valuable asset, has much wider economic, social, cultural and personal significance. The way in which housing is produced and exchanged has an impact over development goals such as equity and poverty eradication. Construction techniques and the location of a house can influence environmental sustainability and the mitigation of natural disasters. The design of dwellings reflects and protects important elements of cultural and religious beliefs. There is also a consensus on the role of housing construction in employment generation, particularly for unskilled labour, which is extremely important in the economies of developing countries. The difficulty with having access to housing development elements such as land, building materials and credit facilities, have resulted in the proliferation of informal settlements. It is estimated that there are more than 100 million homeless and about 1 billion people inadequately housed in the world. The vast majority of these people are living in the developing regions. With the current rates of urban growth and the inability of housing delivery systems to cope with the need in developing countries, the housing crisis is likely to increase in the future (Erguden, 2001:1).

From the above, it can be concluded that housing remains a comprehensive subject. There are too many variables that impact delivery. From the urban influx to the lack of government's administrative capability to drive housing delivery effectively, it is clear that there are real factors facing the government in fulfilling its commitment of providing

a quality life for all through the delivery of adequate housing. The researcher is not concluding that, as a result of these challenges, poor quality houses cannot be avoided. However these challenges can impact on the delivery of good housing standard.

2.10 Role Players in Housing Delivery

Public housing delivery cannot be achieved without the full definition of the roles of major players such as the provincial, local government, municipalities, building contractors, and the private sector. This section will focus on some of these fundamental roles.

Key to the government facilitating housing delivery was the need to transform the previous racially based institutional framework and create one that could oversee and manage the performance of the housing sector. Initially this meant consolidating the numerous race-based departments of housing into a single national department. New policy measures, legislation, regulations and guidelines needed to be developed to guide the other tiers of government, such as the provincial, local and the private sector, in understanding their new roles and responsibilities. The private sector was given the role of driving housing delivery. This meant that in the initial years of implementing the policy, private construction companies acted as the primary developers of housing projects. In performing this role they applied to the government for subsidies on behalf of low-income communities, liaised with those communities, procured land and established townships (Tomlinson, 2006).

The Housing Act 1997 repealed, incorporated and made major amendments to 35 separate pieces of legislation. Each element of the old legislation had to be examined in order to ensure that there were no gaps in the new Act. Central to the legislation is the intention that implementation will be transferred to provincial and municipal bodies. The National Government will retain powers to allocate finance and administer subsidy schemes and promote the effective functioning of the housing market. It will help provincial and local governments to achieve their goals by establishing of the National Housing Bank and an information system. The powers, rights, duties and assets of the

National Housing Board which was set up in 1993, are to be transferred to the provincial boards and thereafter to the municipalities within which they are situated. It will be replaced by a purely advisory South African Development Board. Municipalities have been given powers to promote housing development by a developer, undertake development on the basis of full pricing and risk and enter into joint ventures with respect to a development programme as well as facilitating and supporting other role players (Mackay, 1999).

2.20.1 The Role of the Provincial Government in Housing Delivery

Provincial government has a critical role to play in ensuring effective and sustained housing delivery. Within the overall institutional and constitutional framework it is envisaged that the following housing functions be executed at a provincial level:

1. Setting of provincial housing delivery goals and performance parameters within the context and in support of national delivery goals
2. Determining a provincial housing policy in relation to;
 - Minimum housing norms and standards in the province
 - Development priorities and programmes
 - Urban and rural development
 - Urban spatial restructuring
 - Rural settlement restructuring

It is recognized that provincial governments are accountable to the people who have democratically elected them in the provinces for the delivery of housing. A leading role for these governments in enabling the sustained delivery of housing in the provinces, with broad national housing policy guidelines is envisaged. At the same time it has to be recognized that the Minister of Housing is accountable to Parliament for overall sectoral performance. A balance between the functions and powers at national and provincial level to reflect these accountabilities will be vital to success (NDoH, 1995).

2.10.2 The Role of Local Government and Municipalities in Housing Delivery

Local authorities are expected to determine where houses should be built, what standards should apply, and then hire, manage and monitor the companies that will establish townships, install bulk infrastructure, service the stands and build the houses (Tomlinson, 2006). According to Martin; Local government is distinct from the national and provincial government as it consists of municipalities that reflect the ground- work success and failures of national government. Local government is the closest form of government that everyone can access and it is obliged, according to the Constitution of the Republic of South Africa 1996, not only to render public services, such as housing, in a professional manner, but its responsibility is also to ensure effective and efficient service delivery (Martin, 2009).

Further to the above defined role, the Constitution assigns local government a role in the provision of basic services in its definition of the role of local government:

- To provide democratic and accountable government for local communities
- To ensure the provision of services to communities in a sustainable manner
- To promote social and economic development
- To promote a safe and healthy environment
- To encourage the involvement of communities and community organizations in the matters of local government (Pottie, 2004).

2.8.3 The Role of the Private Sector

The ability of the private sector is limited by the inability of the people to pay their home loans. One major problem in housing delivery in South Africa is the lack of institutional finance. Banks complain about the non-performing housing loans in the townships, resulting in the reluctance to make housing loans available to emerging social housing institutions. The government is convinced that the private sector is not doing enough to assist in the provision of housing to low- income people. On the other hand the private sector feels that their poor participation in the delivery of low-cost housing is influenced by;

- The high cost of building material and land met by low house prices
- The bureaucracy in the government housing system which is influenced by long periods taken to process their documents and payments
- The low prices of houses, which leads to the poor quality of housing. This in turn reduces their credibility as proper construction enterprises.

Access to finance remains the obstacle. The backlog of housing is estimated at 2-3 million houses (Coreen, 2004).

The Housing Act (RSA, 1997) clarifies government's role in housing provision and urges municipalities, as part of the municipality's process of integrated development to planning, to take all reasonable steps to ensure that residents have access to adequate housing and service delivery. Municipalities have also been urged to establish housing goals and also to designate land for housing development in accordance with the national housing programme.

According to Visser, the minimum obligations of local government in the process of realizing the right to shelter, as a core right to housing, include matters such as:

- Making land which provides shelter available. In many cases, municipalities have greater access than provinces to land in their jurisdiction which is appropriate for causes like these;
- Providing basic water services;
- Providing basic sanitation;
- Facilitating the realization of the right to shelter, by:
 1. Facilitating communication between the residents and the Provincial Housing Departments including the resolution of conflicts

2. Assisting the Provincial Housing Department with any relevant matter – this may include playing a coordinating role in the implementation of the realization of the right to shelter.

These minimum obligations flow directly from the local government's obligation to promote the right to housing and shelter. The local authority is therefore not only responsible for ensuring the provision of these services, but must also carry the cost for these services, within its available resources (Visser, 2000).

2.11 The impact of poor quality housing delivery

Poorly built houses impacts negatively on the government's striving towards sustainable development. South Africa is a resource scarce country and every available rand in the government's coffers needs to be spent as wisely as possible. This section focuses on the cost effect incurred by the South African Government as a result of poor quality housing delivered to beneficiaries.

The Human Settlement Minister has recently invited the demolition squad to help him remove the rot. After a national housing audit, Sexwale is preparing to spend 10% of this year's housing budget tearing down and reconstructing badly built government houses. The minister has acknowledged that corruption is a problem in his department (Fin week, 2009)

The department of Human Settlement has spent R863.9 million on nationally fixing more than 131 000 RDP houses and rebuilding 368 in the last financial year. The department has to demolish and rebuild poorly build houses totaling to 2489 in the 2010-11 financial year. More than 5000 houses with faults will be fixed in the 2010-11 financial year at a cost of R971.1 million. About 386 houses nationally have been demolished and rebuild in the last financial year at a cost of R14.3 million. So far 131380 houses have been corrected, these houses did not need to be rebuild but certain aspects had to be fixed so that they conformed to quality standards. It cost the government R849.6 million to correct poor workmanship. Gauteng has the highest

number of correction works with 117 451 units that had to be fixed in the last financial year at a cost of R528 million. Another 4 010 houses still have to be repaired in the 2010-11 financial year at a cost of R18 million. The Eastern Cape and Northern Cape are also proving to be expensive with R73 million spent and R300 million still to be spent in this financial year fixing bad workmanship (Kathu Gazette, May 20, 2010).

According to the article that appeared on the Fin week on 27 May, various provinces had different challenges regarding the delivery of housing. These are addressed per province;

Eastern Cape Province:

- The department was owed an estimated R21 million in rental of state houses
- A 43% vacancy rate at some of its critical posts
- Payments made to service providers without approved service level agreements

Limpopo Province:

- No files exist on debts of R7.2 million owed to the department
- No supporting documentation for expenditure of R2.3 million by the fund
- Insufficient information on rental income amounting R500 000
- Officials who approved payments of leave gratuities were not authorized to do so
- Goods and services amounting to R3.2 million were ordered but not delivered. This was not disclosed.

Free State:

- The department did not have contact details for all its debtors
- Efforts were not always made to recover staff debts
- No internal audit section and no functioning internal audit committee for four years

North West

- R118 800 paid to a builder without it being provided for in the contract. Neither was it approved
- Procurement procedure not followed for R2.3 million paid for accommodation of the community development workers
- R763 000 paid to lease buildings without a lease agreement (Fin week, 2007).

A total of 40 000 defective RDP houses nationwide will have to be flattened and rebuilt in the coming months at a cost of more than R1 billion – about 10% of the National Housing Department's annual budget. Almost R360 million of that will be spent in the Eastern Cape (Ndenze, Nov 16, 2009)

According to Dennis Ndaba, there has also been an acknowledgement that fraud, delays, corruption, absentee contractors, ghost houses, shoddy workmanship and corruption around waiting lists are chronic impediments to the delivery of housing. There are currently 800 government employees who have been found to be unlawful beneficiaries of housing subsidies – 120 of them at municipal level (Ndaba, 2010).

The above reports address an important aspect of the study which has been highlighted in the problem statement. Poor housing quality derails government's ability in improving the lives of all South African, more especially the poor. Millions of rands have to be allocated into fixing defects and rebuilding houses as a result of poor workmanship and maladministration. This is money that the government should be utilizing on other priorities or even building more houses for the homeless poor South Africans.

2.12 Background to the Joe Slovo Housing project

The Joe Slovo Housing project is one of many government's initiatives which seek to realize the promises outlined in the Freedom Charter. In line with the Constitution regarding the right to housing, since 1994 the government of national unity has launched a series of projects throughout South Africa. These projects have been launched through various municipalities in the country. One of these participating

municipalities is the Nelson Mandela Bay in the Eastern Cape Province. The Eastern Cape is one of the 9 provinces in the Republic of South Africa and is known for producing a number of prominent leaders that the world has never seen; Nelson Mandela, Raymond Mhlaba, Steven Bantu Biko, Tabo Mbeki and many more. However, the province is also known for its economic and social deficiencies. Before and leading up to the advent of democracy in 1994, The Nelson Mandela Bay, as in other parts of the country, was decorated with informal dwellings in the form of shacks where many poor families lived, when it was hot, windy and also during the rainy season. The past segregation laws affected a number of people. The law of land at the time excluded persons based on race. As a result, blacks could not obtain land like whites could. The absence of proper land and the right to housing pushed people away from the economically viable locations into the peripheries. People resorted to informal settlements trying to cope under the circumstances.

A total paradigm shift happened when the ANC led government came to power on 27 April in 1994. This change saw the provision of housing being put high on the government's agenda for service delivery. Against this backdrop, the current section seeks to introduce the area of the study to the reader and also provide a background of the housing project under study.

2.12.1 Joe Slovo Township

The township is situated near the R75 popularly known as the Uitenhage road in the Nelson Mandela Metropolitan area. It is in close proximity to the suburb of KwaDwesi. It is not very far from the former Despatch municipality and it is about 18-20 kilometres from the central business district. Joe Slovo is only a few kilometres away from the old Uitenhage municipality which is home to one of the big automotive industries in the country, Volkswagen. The area is situated in a previously bushy broad zone. It used to be covered by dense vegetation and was inhabitable until the homeless local people identified it as a potential location for informal settlements.

Homeless individuals and families mainly from Soweto on Sea, Veeplaas, Salamntu and other locations close by flocked to this area from 1998. The group started an organized

informal settlement. After a few years in the area, the community started saving money with an objective of building proper homes for themselves. The initiative saw the birth of a Federation Scheme. From this scheme, a few cement houses were built. However, due to the realities of poverty and unemployment, not everyone was able to contribute to the scheme. The discontinuation of the scheme coincided with the municipality's involvement in the provision of low-cost housing through various housing projects in the Nelson Mandela Municipality. The Joe Slovo Housing Project was one of these. Under the municipality's stewardship, the project experienced many challenges. The building of houses took a long time and as a result some community members started to panic and put pressure on the municipality to expedite service delivery hence the introduction of the current housing project. The Study's main objective is to assess the conditions of these houses through the understanding of the beneficiary's perspectives. It seeks to establish whether the beneficiaries are happy with the manner in which the houses have been built.

Conclusion

The literature review has revealed fundamental aspects that affect housing in general. It has also highlighted key factors that point to the South African housing problems. The government's commitment of creating a better life for all South Africans, especially the poor through the provision of adequate shelter cannot be doubted. Since the inception of democracy in 1994, the ANC led government has worked tirelessly towards the crafting of legislation and putting policies and programmes in place for the realization of the Freedom Charter. One of the very important priorities contained in the Charter, is the provision of proper homes for all those in need.

Through the Reconstruction and Development Programme known as the RDP, the ruling party set out a road map of how this objective was to be realized. The Bill of Rights wherein the government's undertaking to improve the lives of all citizens especially the poor was the highlight of the country's commitment in achieving this goal. It is contained in the Bill of Rights that adequate shelter is a right for all and that the government must strive towards the fulfilment of this right. The document obligates the

government to utilize its available financial resources to make adequate housing a possibility for all South Africans.

Even though progress has been made on the provision of housing, poor quality housing is a huge step back for the government and development. As a result of shoddy workmanship, many houses delivered to beneficiaries have to be demolished, rebuild and those with minor defects must be fixed. This exercise puts a heavy burden on the country's limited resources as the costs amount to millions of rands. It can be deduced that, besides bad workmanship, there are other constraints that impact on the government's aspirations of providing adequate housing for all. These relate to the limited fiscal capacity of the country, the scale of poverty in relation to the number of poor South Africans waiting to receive free housing, and the inability of the government to provide proper administrative support. Left unaddressed, these factors have the potential of affecting the standard of housing delivered to the beneficiaries as the government must find a balance between the reality of the population numbers and what is acceptable as far as quality is concerned. It is clear that the road to freedom for many poor South Africans is long and that the government cannot be blamed.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 Introduction

People have always observed the world around them and sought explanations for what they see and experience. However, instead of using a scientific approach, many people rely on intuition and authority as ways of knowing (Cozby, 2004).

In chapter one, the researcher provided a brief overview of the research methodology. This chapter outlines the research procedure in more detail. In line with the general principles of research, it is necessary that the researcher put together a plan of how the study will be conducted. Robert Holmes describes research methodology as the principles and values, philosophies and ideologies that underpin research (Holmes, 2005:21).

Silverman contends that methodology defines how one will go about studying any phenomenon (Silverman, 2000:79). In terms of research methodology, two methods, namely; qualitative and quantitative can be employed. Depending on the type of enquiry, the investigator may use any of these methods. However, for the purpose of this study, a qualitative method has been applied.

3.2 Research design

Undertaking research is important and requires careful and scientific planning. It is impossible to conduct meaningful research studies without a plan or a road map on how the important factors such as information gathering, population sampling, data collection and analysis are to be carried out.

When describing research design, Leedy says that, research design is the common sense and the clear thinking necessary for the management of the entire research endeavor – the complete strategy of attack upon the central research problem. The researcher must have some structural concept, some idea of the manner in which the data will be secured and how they will be interpreted so that the principal problem under research will be resolved. All this must be conceived and formulated in the researcher's mind before he or she begins to write the research proposal (Leedy, 1989:92).

According to Miller and Salkind (Miller & Salkind, 2004:49-50), any meaningful research design is constructed with the following principles in mind:

1. Research design is the plan of the study and, as such, is present in all studies, uncontrolled or controlled and subjective or objective. It is not a case of scientific or not scientific, but rather one of good or less good design. The degree of accuracy desired, the level of proof aimed at, the state of existing knowledge, all combine to determine the amount of concern one can have with the degree of science in one's design.
2. The proof of hypotheses is never definitive. The best one can do is to make more or less plausible a series of alternative hypotheses. In most cases multiple explanations are given. Demonstrating one's hypotheses does not rule out alternative hypotheses and vice versa.
3. There is no such thing as a single correct design. Different researchers will come up with different designs favouring their own methodological and theoretical predispositions.
4. All designs represent a compromise dictated by the many practical considerations that go into social research. None of us operates except on limited time, money, and personnel budgets. Further limitations concern the availability of data and the extent to which one can impose upon one's subjects
5. A research design is not a highly specific plan to be followed without deviation, but rather a series of guideposts to keep one headed in the right direction

This study was descriptive in nature as the researcher sought to gain insight into the conditions of the government housing projects by obtaining feelings, thoughts and perceptions of the Joe Slovo beneficiaries. According to Rosnow and Rosenthal, in descriptive research, the goal of the investigation is the careful mapping out of a situation or a set of events, that is, a description of what is happening (Rosnow & Rosenthal, 2005:15).

The study falls within the field of qualitative research. This type of study is based on an assumption that understanding of persons and their worlds can be obtained from everyday data of experience (Bailey: 1982). The main purpose of this research is to assess the conditions of the houses delivered through the Joe Slovo Housing Project by obtaining the experiences and views of the beneficiaries.

According to Weinreich, qualitative research methodologies are designed to provide the researcher with the perspective of target audience members through immersion in a culture or situation and direct interaction with the people under study. In the qualitative paradigm, the researcher becomes the instrument of data collection. The advantage of using qualitative methods is that they generate rich, detailed data that leave the participants' perspectives intact and provide a context for health behaviour. A disadvantage is that data collection and analysis may be labour intensive and time-consuming (Weinreich, 2000:2).

In accordance with the above approach, the researcher needed to obtain the perspective of the beneficiaries by answering the following research questions;

- What the views of the Joe Slovo community were on their recently acquired houses?
- What the concerns regarding the quality of the houses delivered by the Joe Slovo Housing project were; and
- Whether the beneficiaries of the houses satisfied with the quality of their houses.

3.3 Data gathering and Instruments

A request for permission to conduct the study in the Joe Slovo Township in the Nelson Mandela Bay Municipality was sought from the Municipal Manager. The letter outlined the reasons for the research (Appendix A). Consent from the respondents was also sought in the form of a written letter (Appendix B).

Explaining the importance of ethics in research, Mason and Bramble (1989), write the following:

1. Subjects must provide informed consent – subjects should be willing to take part in the study after being informed of all aspects of the research that might influence their decision. Subjects should have all the information about the study that they need to make a decision about participating. They should not be misled.
2. Subjects must not be coerced – subjects must not be coerced to participate in the research. This principle was violated consistently before ethical codes for research were formalized
3. Anonymity and confidentiality – subjects have the right to insist that their anonymity as participants in the research be observed. They should be assured that they will not be identified by their performance or the nature of their participation

Apart from the above factors, the researcher also made sure that the respondents understood their rights, such as the liberty to pull out at any stage of the investigation. The respondents were not paid for their information they have provided to the researcher.

For the purpose of this study, both primary and secondary data were gathered. The main goal of the study is to assess the quality of houses delivered through the government housing programme in the Nelson Mandela Bay Municipality from the perspective of the beneficiaries of the Joe Slovo Housing project. In attempting to achieve the objectives of the study, it was important for the researcher to gather information directly from the beneficiaries. The researcher also visited and reviewed the

available literature on housing. The literature was in the form of books, peer journals, newspapers and the internet has been reviewed in an attempt to gain knowledge and insight about the subject under study.

Quantitative data was collected in the following manner:

- A semi-structured self-administered questionnaire was used to gather information directly from the respondents.

The questionnaires were hand delivered by the researcher to the respondents. The completion and return time line for the questionnaire was agreed upon between the enquirer and the participants beforehand. According to Mitchell and Jolley (1992:467) a semi structured questionnaire is constructed around a core of standard questions. However, unlike the structured questions, the interviewer may expand on any questions in order to explore a given response in greater depth. Like the structured questionnaire, the semi structured questionnaire can yield accurate and comprehensive data. In addition, it has the advantage of being able to probe for underlying factors or relationships that may be too elusive for the structured questionnaire.

The questionnaire was prepared in such a way that it covered the research questions and the specific objectives of the study. The respondents were presented with statements in the questionnaire and were asked to say yes or no. Further, the questionnaire requires that the respondents provide a reason for choosing their answer. In this way, the researcher wanted the respondents to be able to expand on any question and therefore not limit their choice of response.

Robert Holmes (2005:143) contends that questionnaires can be used for a wide variety of reasons in small-scale research projects. Unlike in depth interviewing, questionnaires tend to provide the broad picture of people's experiences and views.

All respondents received the same set of questions in an attempt to maintain standardization. Semi-structured questions were employed in order to elicit information about the perceptions of the respondents and also to provide the respondents with an opportunity of freedom of expression and elaboration.

3.3.1 Self-administered questionnaires

Mitchell and Jolley (1992:467) explain that a self-administered questionnaire, as the name suggests is filled out by participants in the absence of an investigator. Self-administered questionnaires have two main advantages. First, they are easily distributed to a large number of people. Second, they allow anonymity. Allowing respondents to be anonymous may be important if you want honest answers to highly personal questions. Further, using these questions is cheap and easy way to get honest answers from respondents. Further, Mitchell and Jolley also write that; using these questionnaires has at least two major draw backs namely:

- Firstly, surveys that rely on self administered questionnaires usually have a low return rate. Because the few individuals who return the questionnaire may not be the people you tried to survey, you may have a biased sample
- Secondly, because the researcher and the respondent are not interacting, problems with the questionnaire cannot be corrected (Mitchell & Jolley, 2010:265).

It must be noted that this study applied the purposive sampling procedure, whereby a population of interest was intentionally chosen and therefore limiting the chances of surveying a non-targeted group. The researcher therefore elected to use self-administered questionnaires due to their reliability. They are affordable, relatively quick and have scientific merit.

3.4 Study Population

According to Preece (1994:126), the term population does not refer to the population at large, nor even necessarily to humans or indeed animate objects at all. It refers to any whole group of subjects or things which have the characteristics identified for the research purpose. The population is composed of all individuals of interest to the researcher. The population of this study is comprised of the beneficiaries of the 950 houses built through the Joe Slovo Housing Project. The houses are situated in phases 2 and 3 in Ward 37 of the Nelson Mandela Bay Municipality. The study drew respondents from the beneficiaries of the houses which were built from 2008 to 2010.

3.5 Sampling and Sampling Procedure

Among the decisions behavioural scientists face when they design research is the selection of subjects to participate in the study. Researchers can rarely examine every individual in the population that is relevant to their interests (Leary, 1991:82). It is not feasible to consider each and every individual who is the beneficiary across the entire population. As such, it becomes necessary to establish a sample that is representative of the entire population.

Best and Khan, (1989:10) explain that the primary purpose of research is to discover principles that have universal application, but in some cases, to study a whole population in order to arrive at generalization, is not possible. Some populations are so large that it would be difficult to measure their characteristics and, when an attempt is made to measure them, it would be difficult to complete it before the population changes.

According to Ray, (1993:334) the basic idea behind sampling is to learn about the characteristics of a large group of individuals by studying a smaller group. If all people were equal in every way then it would not matter which individuals the researcher chooses to study out of a large group. The enquirer could use any procedure he wishes to select a sample. Further, no matter how individuals are grouped, the results would always be the same. However, people are not the same in every respect, and hence it

becomes necessary to find ways of choosing people from the larger group in such a way that the characteristics found in the smaller group reflects those of the larger group.

There are two known sampling techniques for sampling individuals from a population, namely; probability and non-probability sampling (Cozby, 2004:130). In probability-sampling, each member of the population has a specifiable probability of being chosen. Probability sampling is very important when one wants to make precise statements about a specific population on the basis of the results of the survey. Non-probability, on the other hand, allows the researcher to define the population. It is cheap and convenient.

Mindful of the characteristics of the defined population, its elements and the nature of the research aims, the researcher has elected to use a mixed sampling procedure.

Being descriptive in nature, the study focused on purposive-sampling, which Leary describes as the selection of the sample on the basis of the researcher's own judgment. The researcher tries to choose respondents that are typical of the population (Leary, 1991:90). Purposive sampling resembles one of the non-probability sampling procedures.

According to Silverman, (2005:129) purposive sampling allows the investigator to choose a case because it illustrates some feature or process in which he is interested in. The researcher might be constrained by the limitation of resources and be unable to investigate every existing unit. The researcher must therefore make a practical decision. In this study the researcher's interest is to obtain the perceptions of the Joe Slovo Housing project beneficiaries from 2008 to 2010 regarding the quality of their houses. It was not possible for all 950 beneficiaries to be included in the study due to resource constraints and feasibility of the study.

In order to increase validity of the study and also allow the researcher to make a meaningful generalization of the results, simple random sampling has been used. Simple random sampling resembles one of the probability sampling procedures.

3.6 Sampling Criteria

The selection of houses is as follows: Through purposive sampling, streets with four or more houses were identified and a list of such streets was drawn in alphabetical order. Thereafter, using random-sampling 12 streets were selected from the list. The researcher randomly selected a number between 1 and 12. From the chosen number every 12th street on the list was chosen until 12 streets had been identified.

In order to obtain a fair representation of the purposefully chosen population, the researcher further applied simple random-sampling. According to Rosnow and Rosenthal, (2005:225) simple random-sampling means that the sample is to be chosen by a process that will give every member of the population the same chance of being selected. Therefore, simple-random sampling was applied in each of the chosen streets in order to select four houses per street. The researcher then randomly selected a number between 1 and 4. From the chosen number each fourth house was selected.

3.7 Data Analysis

Qualitative research concentrates on the study of social life in natural settings. Its richness and complexity mean that there are different ways of analyzing social life, and, therefore, multiple perspectives and practices in the analysis of qualitative data. There are varieties of techniques because there are different questions to be addressed and different versions of social reality that can be elaborated on (Punch, 2005:194).

Once the researcher has completed the data collection, the next step is for him to organize the data into a manageable format. This allows the researcher to prepare the data for analysis. A semi-structured questionnaire consisting of partially closed and open-ended questions was used to collect primary data from the respondents. The questionnaire included questions where respondents had to answer either yes or no. This type of data is referred to as nominal data.

The questionnaire contained a few open-ended questions. For example, question number 4 of the questionnaire is posed to the respondents as follows: How do you feel about benefiting the house? According to Punch (2005:198), qualitative data analysis has three main components, namely:

1. Data reduction - this occurs continually throughout the analysis. It is not something separate from the analysis. It is part of the analysis. In the early stages, data analysis occurs by editing, segmenting and summarizing the data. In the middle stages it occurs by coding and memoing, and associated activities such as finding themes, clusters and patterns. In the last stages it occurs by conceptualizing and explaining, since developing abstract concepts is also a way of reducing the data. For this study, the researcher employed data reduction as a tool to conceptualize the data collected from the questionnaires. Individual responses from the respondents were categorized and grouped according to the questions. Where patterns, themes and concepts exist, these have been identified.
2. Data display - data displays organize, compress and assemble information. Since qualitative data are typically bulky and dispersed, displays help at all stages in the analysis. Displays are used at all stages, since they enable data to be organized and summarized. They show what stage the analysis has reached and they are the basis for further analysis. There are many different ways of displaying data and these include: graphs, charts, networks, diagrams of different types and any other way that moves the analysis forward is appropriate.
3. Drawing and verifying conclusions - the reasons for reducing and displaying data are to assist in drawing conclusions. While drawing conclusions logically follows reduction and the display of data, in fact it takes place more or less concurrently with them. Conclusions will be in a form of propositions, and once they have been drawn, they need to be verified. During the process of data analysis, the researcher drew conclusions from the data provided by respondents. These will be addressed in detail in the following chapters.

The above three components of data analysis involve coding. Coding refers to the recognition of persistent words, phrases and themes within the data for later retrieval and resorting of information. According to Babbie and Mouton (2001), coding is used to reduce a wide variety of idiosyncratic items of information to a more limited set of attributes composing a variable. These three components provide an overall view of data analysis.

3.8 Conclusion

This chapter provided a clear framework regarding the procedure employed for data gathering, processing and analysis of such data. The research methodology enabled the researcher to establish a road map of how the entire research project should be handled.

The chapter focused on the method applied for the study and also provided descriptions of inter alia, data gathering instruments to be utilized, appropriate sampling sizes, the procedure for the study, ethical consideration during data collection and other pertinent aspects necessary to arrive at a logical process of conducting the study. These factors give credibility to the study. The findings of the study and a detailed discussion of results is presented in the next chapter.

CHAPTER 4

DATA ANALYSIS AND INTERPRETATION

4.1 Introduction

Qualitative research concentrates on the study of social life in natural settings. Its richness and complexity means that there are different ways of analyzing social life, and therefore multiple perspectives and practices in the analysis of qualitative data. There is variety in techniques because there are different questions to be addressed and different versions of social reality that can be elaborated (Punch, 2005:194).

The research has set out to gain insight into the conditions of the Joe Slovo Housing project in the Nelson Mandela Bay Municipality by obtaining perspectives of the beneficiaries. This study had the following specific objectives:

- What are the views of the Joe Slovo community on their recently acquired houses?
- What are the concerns regarding the quality of the houses delivered through the Joe Slovo Housing project?
- Are the beneficiaries of the houses satisfied with the quality of their houses?

In an attempt to achieve the main goal of the study, a population was identified and a procedure employed to select an appropriate and representative sample. A questionnaire (APPENDIX C) was utilized to collect data from the respondents. The same set of questionnaires, were hand-delivered to 48 beneficiaries of the Joe Slovo Housing project. However, only 38 were received. The table presented below provides an illustrative explanation of the number of distributed questionnaires versus the returned.

4.2 Distributed Questionnaires

Table 4.2: Distributed questionnaires versus returned

Questionnaires	%
Distributed	100
Returned	79
Not Returned	21

The above table illustrates the number of returned questionnaires versus those that were distributed to the respondents. The data analysis is reflected in the form of percentages.

The following are the challenges experienced by the researcher during the collection of questionnaires;

- Some of the respondents raised concerns about filling in the questionnaire, fearing that their identities might be compromised. Though the researcher tried to explain that their identities would not be revealed, the respondents still refused to participate.
- Few were adamant that they were happy with the conditions of the houses and therefore did not see the need to fill in the questionnaire. They had every right to refuse participation as explained in the participation request letter addressed to them. It would have been unethical for the researcher to go against their wishes and attempt to persuade them otherwise.
- A few attempts were made to try to get hold of some of the respondents, but to no avail. The researcher visited their homes repeatedly, but was unable to find them.

The following chapter focuses on the data analysis and the presentation of the findings of the primary data collected from the beneficiaries. Illustration instruments such as tables, graphs and charts have been used to provide clarity on some of the responses.

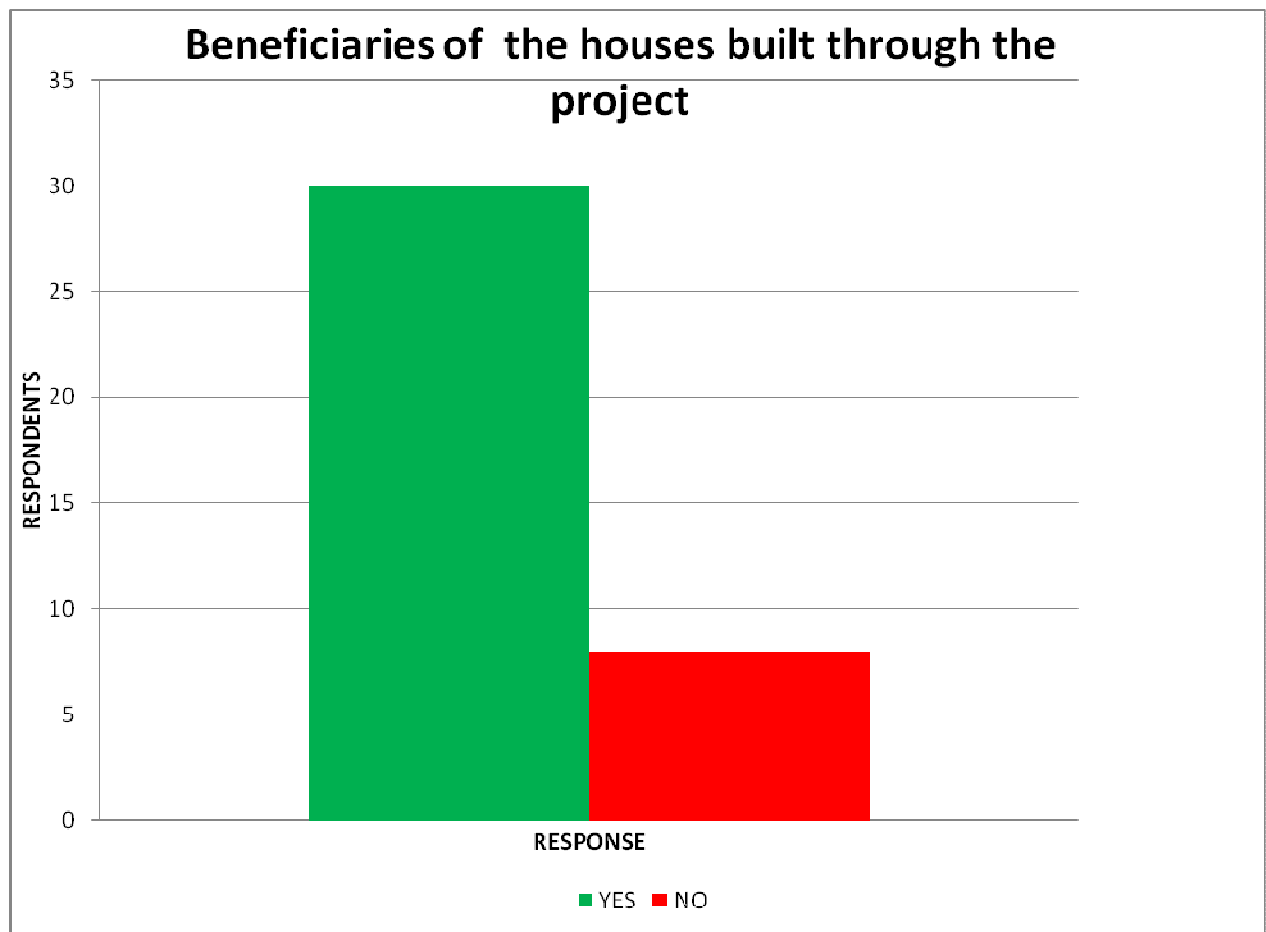
The data has also been explained and interpreted in text form. A detailed analysis of each question per response and per number of respondents is given below:

4.3 When asked if they have benefitted a house through the Joe Slovo Housing project, respondents gave the following information.

Table 4.3:

Response	Respondents	Percentage
Yes	30	79%
No	8	21%

Figure 4.3



Based on the above illustration, 30 respondents confirmed that they had benefitted from their houses and eight responded that they are not beneficiaries. It is unclear why eight respondents would give a negative response. The respondents who answered yes were requested to confirm if the houses they occupied were registered in their names. The responses are analyzed below and illustrations have also been provided to simplify these results.

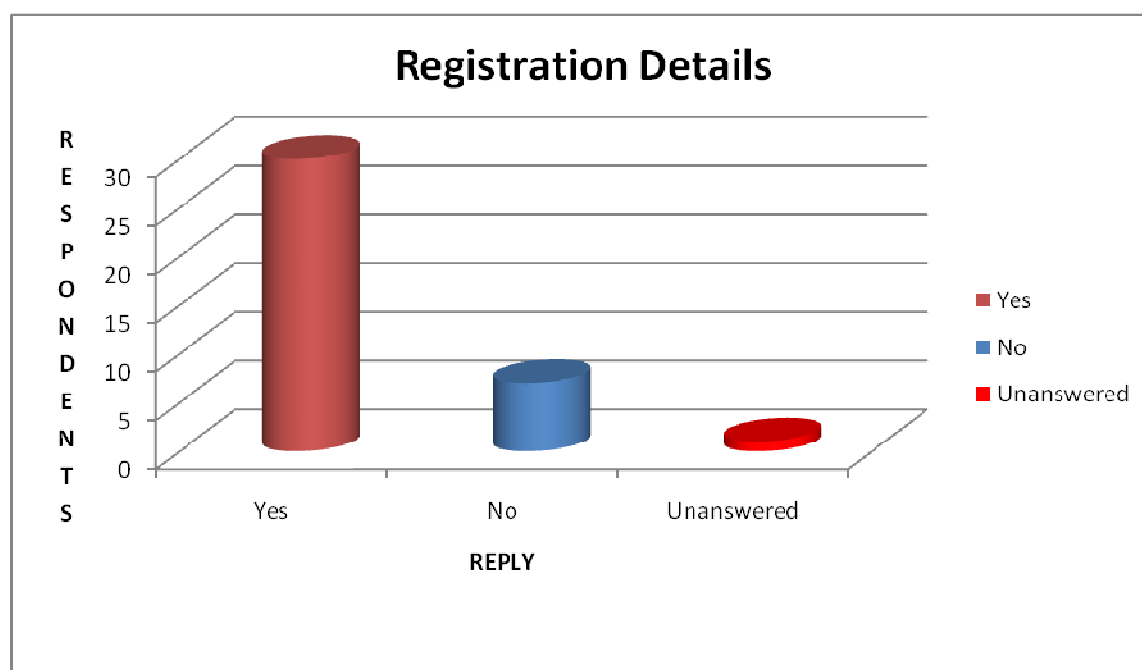
4.4 Registration details

All the respondents, whose answer is a yes, were asked to confirm if the house they occupy rightfully belongs to them. This was determined by asking the respondents the same question; if yes, is the house registered in your name? Thirty respondents are rightful owners according to the responses while seven indicated that the houses were not registered in their names. One respondent did not answer the question. The question was left blank with no answer. The researcher is not clear why the question was not answered. It is worth mentioning that the number of respondents who have answered a yes to the previous question is consistent with responses of the current question. The same was observed with those who had answered no to the previous question. The only exception was the unanswered question. The following table presents the responses in percentage form.

Table 4.4:

Response	Respondents	Percentage
Yes	30	79%
No	7	18%
Unanswered	1	3%

Figure 4.4



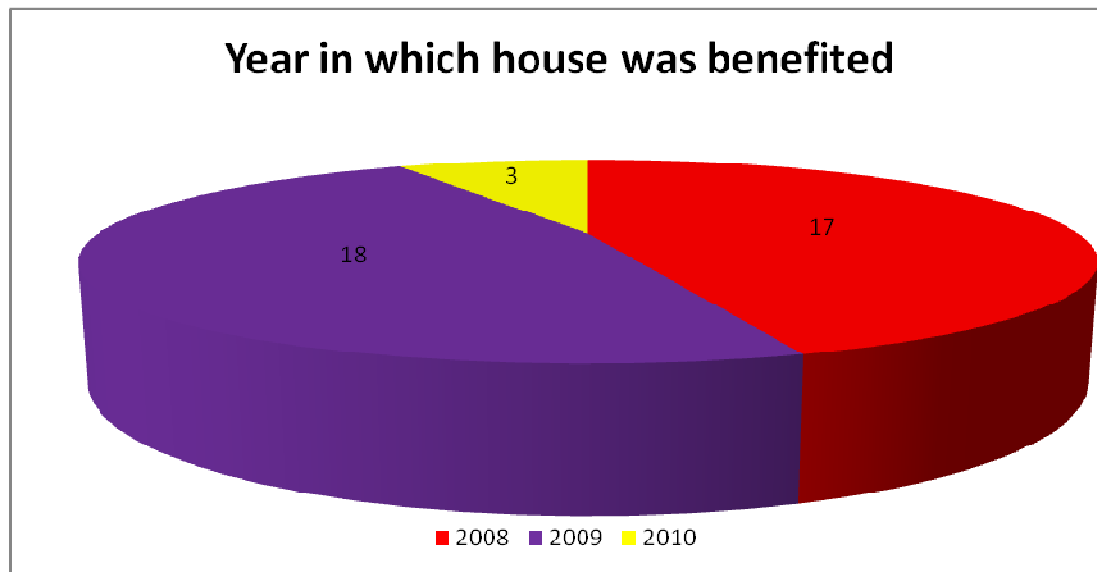
4.5 On which year did you benefit the house?

All the participants were asked to indicate the year in which they became the beneficiaries. The responses to this question are presented in the following illustrations. Based on these, it is clear that a large spread of the respondents benefitted their houses between the 2008 and 2009 period respectively. Only three respondents claim that they received their houses in 2010. Therefore none of the houses are more than three years old.

Table 4.5:

Response	Respondents	Percentage
2008	17	45%
2009	18	47%
2010	3	8%

Figure 4.5:



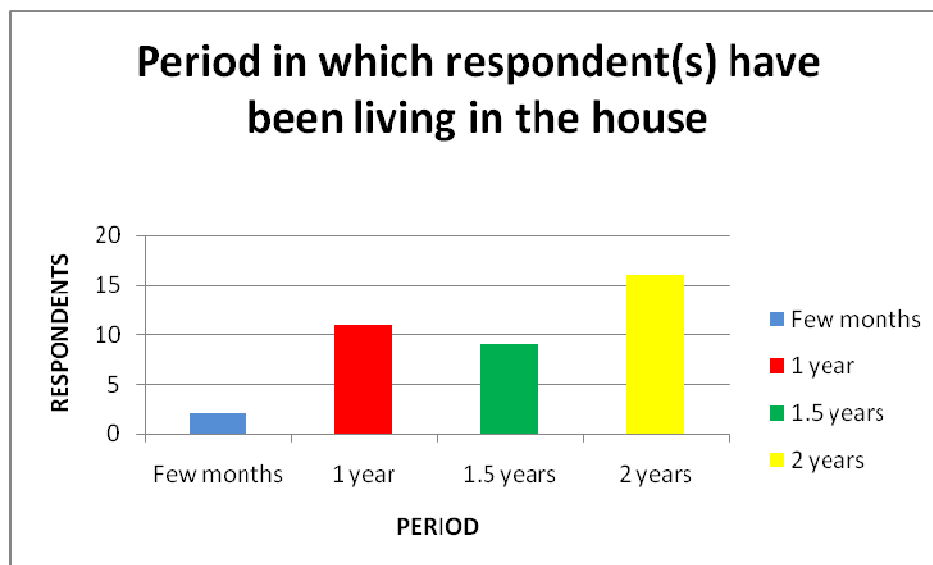
4.6 How long have you been staying in the house?

In this question, respondents were asked to provide information relating to the period of their stay in the houses they have benefitted. They were asked to provide information regarding the number of years they have been living in these houses. The following table provides an analysis of the responses as given by the respondents. It shows that the beneficiaries have been staying in their houses for not more than three years. The houses benefitted by the respondents are new.

Table 4.6:

Responses	Respondents	Percentage
Few months	2	5%
1 year	11	28%
1.5 years	9	23%
2 years	16	42

Figure 4.6



4.7 How do you feel about benefiting the house?

All respondents have indicated that they are happy about benefitting the houses. In all 38 returned questionnaires, the response is consistent. None of the respondents have indicated that they are unhappy.

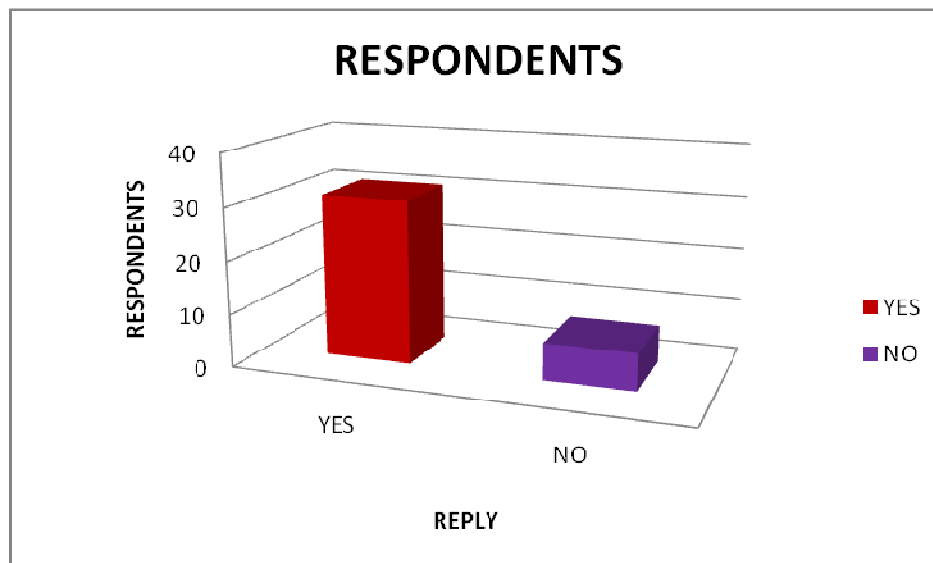
4.8. Manner in which the house was built

In this question, the participants were asked to comment and indicate if they were happy or not regarding the manner in which the houses have been built. Thirty-one out of thirty-eight questionnaires show that respondents are satisfied with the manner in which the houses have been built. Only 7 respondents have indicated that they are not happy with the manner in which the houses were built. The analysis is further made clear by the following illustrations.

Table 4.8

Response	Respondents	Percentage
Yes	31	82%
No	7	18%

Figure 4.8



4.8.1 Provide reasons for the answer you have given above

Respondents were asked to provide reasons for answers they have given above. Those participants who responded that they were satisfied with the manner, in which the houses have built, substantiated their answer by alluding to the following;

- Obtaining a house is much better than staying in a shack
- A house has more space than a shack
- A house provides personal privacy which a shack lacked
- These houses have an internal toilet and bathroom which shacks do not have
- Houses provide decent shelter
- The houses were provided by the government free of charge

Respondents who responded that they were dissatisfied with the manner in which the houses had been built, provided these reasons for selecting the answer:

- The houses are not subdivided
- There is no clear demarcation between the lounge and the kitchen
- The bedroom has no electric plugs

Of the eight who indicated that they were unhappy with the way in which their houses had been built one respondent did not give reasons for choosing the answer. The question was left blank and answered.

4.9 Condition of the house

The following information was obtained when respondents were asked to comment on the condition of the houses. Fifteen respondents said that they had no issues with the conditions of the houses. They based their reasons on the following:

- The house had not presented with any problems
- Better building material than anticipated
- Had not paid for the house and therefore could not complain

- Everything was still working as intended

The 23 respondents who said that they were not happy with the condition of these houses, raised the following concerns,

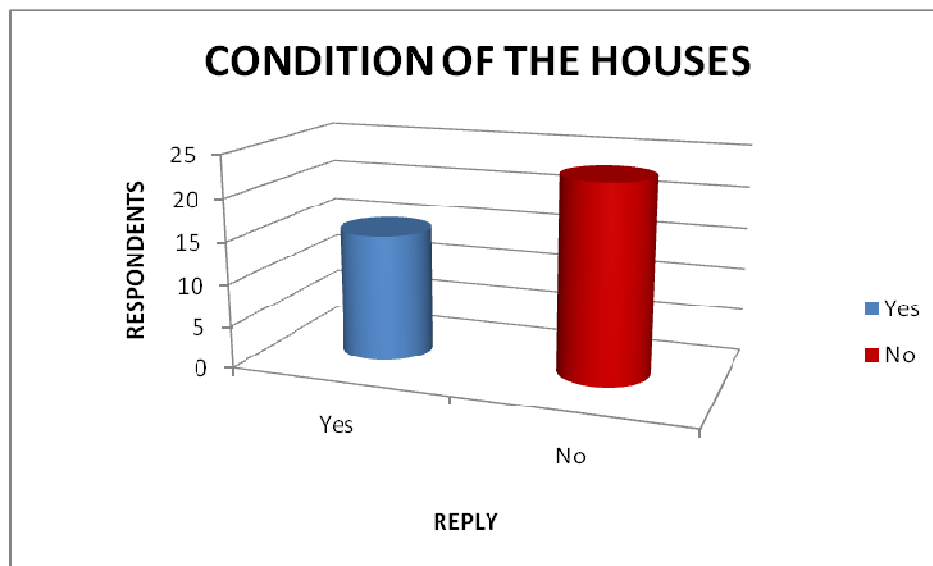
- Walls were crumbling and cracking
- Broken door handles
- Flat structure and therefore prone to flooding
- Damp floors and walls
- Dust got in during windy weather
- Leaking taps and toilets due to poor plumbing
- Thin plastering
- Ceiling falling down

The data is further analyzed below in Table 4.9 and Figure 4.9

Table 4.9

Response	Respondents	Percentage
Yes	15	39%
No	23	61%

Figure 4.9



4.10 In your view, are the other beneficiaries of the Joe Slovo Housing project satisfied with the quality of the houses they have benefitted?

Fourteen respondents answered that other beneficiaries were satisfied with the quality of their houses they have benefitted. They provided the following information to support their answer:

- Most people have been looking forward to obtaining a house and move out of a shack
- The building material is not as bad as what people anticipated it to be
- The houses have not shown any signs of deterioration
- The houses are still new

Twenty-two respondents answered that other beneficiaries are not satisfied with the quality of the houses they have benefitted. They provided the following information to support their answer:

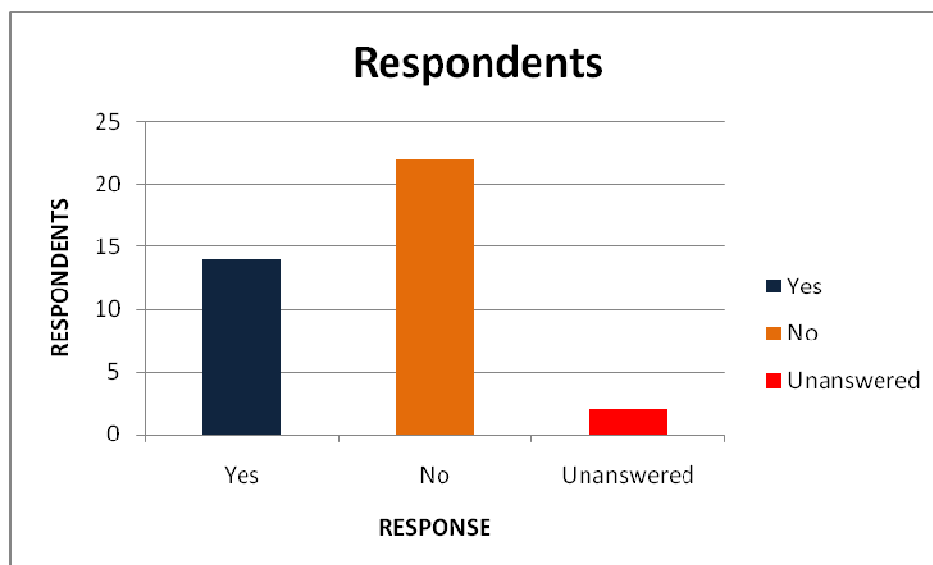
- Cheap building material
- Walls are not adequately plastered
- Poor plumbing leading to tap and toilet leaks
- Houses flood when it rains
- Contractors left unfinished jobs
- Houses are small
- Walls are cracking

Two respondents did not answer this question and left it blank. The data analysis is further provided in Table 4.10 below.

Table 4.10

Responses	Respondents	Percentage
Yes	14	36%
No	22	57%
Unanswered	2	5%

Figure 4.10



4.11 Are you experiencing any problems with the quality of the house you have benefitted?

In answering this question, twenty-eight of the respondents indicated that they are experiencing problems regarding the quality of the houses they had received. They again highlighted these concerns:

- Cracks on the walls
- Dampness as a result of flat house structures

- Poor plumbing
- Poor workmanship
- Door frames not properly fitted
- Overflowing geysers
- Doors difficult to lock and open

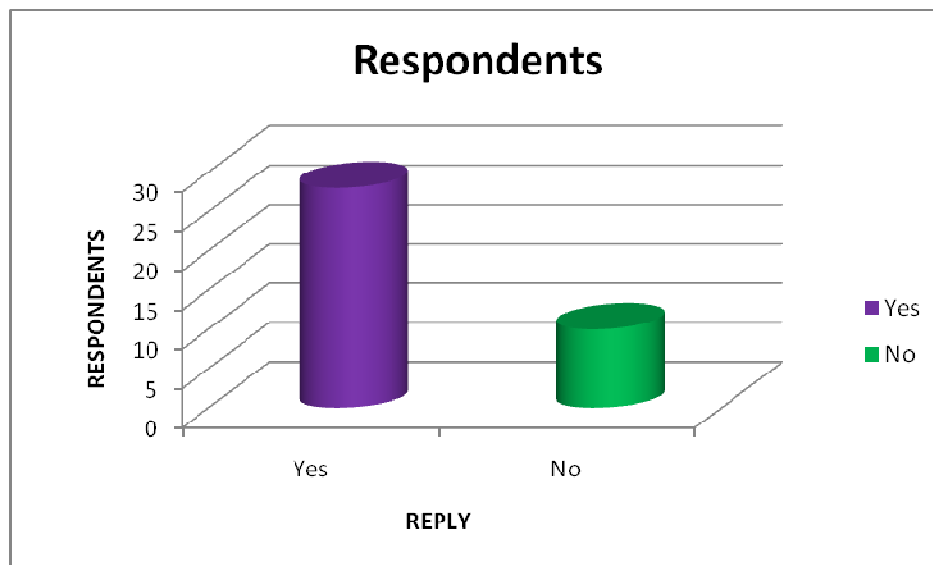
Ten of the respondents replied that they were happy with their houses and had no problems. Their reasons were based on the following:

- They are happy and thankful to have received houses for free
- The houses are still new and not showing any signs of deterioration
- Problems associated with quality have been addressed by contractors

Table 4.11 shows that the majority of the respondents are not satisfied with the quality of their houses whilst ten respondents have no problems with the quality of their houses.

Table 4.11

Responses	Respondents	Percentage
Yes	28	74%
No	10	26%
Unanswered	0	0%

Figure 4.11

4.12 Are there any challenges you are facing as a beneficiary of the Joe Slovo Housing project?

Out of thirty-eight returned questionnaires, thirty-one respondents said that they were facing many challenges in their area. Four respondents indicated that they were not aware of any challenges and three respondents did not answer the question. When asked to give reasons for their answer, the 31 respondents who answered yes to the question, had this to say;

- Poverty is rife in this area
- Crime is a huge problem
- Unemployment is the biggest challenge
- Poor roads
- Lack of recreation facilities

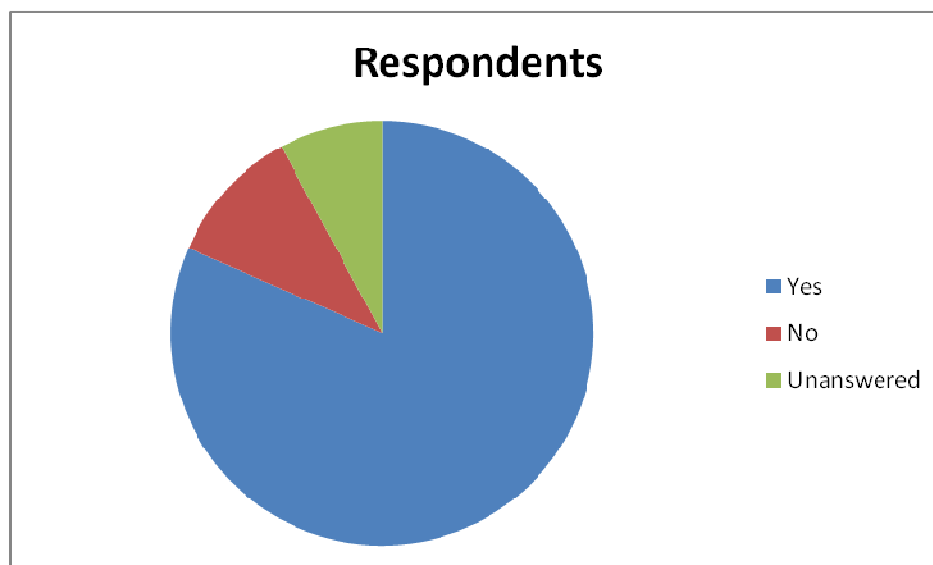
- Transportation is a major problem and people must travel far to get to the bus stop
- The Municipality turns the water supply off too often
- No proper dumping site

The four respondents, who answered that they were not experiencing any problems in this area, did not provide reasons for their answers. This data is captured in the illustration below.

Table 4.12

Responses	Respondents	Percentage
Yes	31	81%
No	4	10%
Unanswered	3	9%

Figure 4.12



4.13 In your view, are there any challenges faced by the other beneficiaries of the houses from the Joe Slovo Housing project?

Twenty-six participants replied that there were other beneficiaries who were experiencing challenges. They gave the following reasons:

- Housebreaking
- No nearby banking facilities
- New installed geysers already giving problems
- No available shopping centre people must walk to kwaDwesi shopping centre or travel to Despatch
- No funding for community development projects
- Lack of sporting facilities
- No library
- Unemployment and poverty

In providing reasons for answering no, the six respondents gave the following reasons:

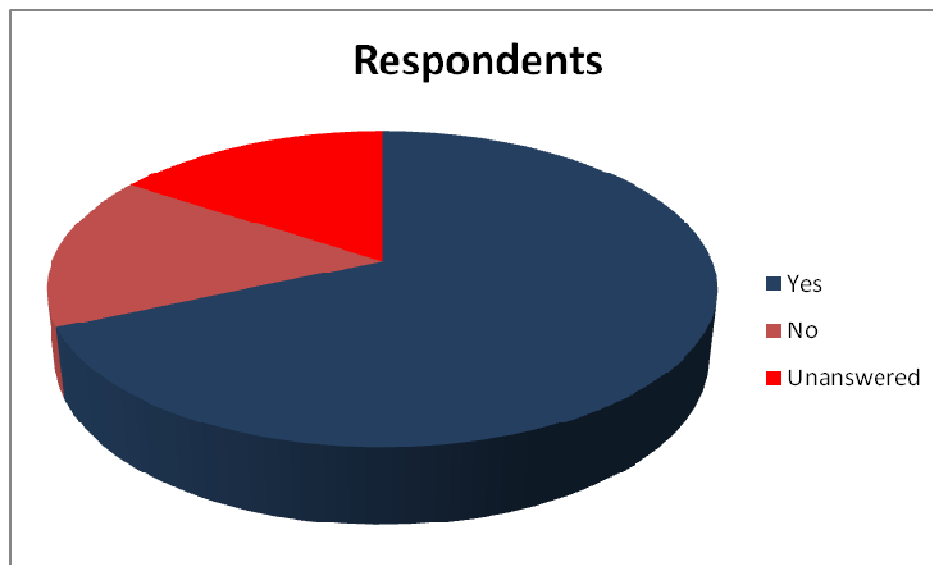
- Had not heard anyone complaining
- All that they needed was available
- People are happy for the houses they have benefited.

Six respondents did not answer the question and therefore did not provide any reasons. They have left the question blank with no response. Table 4.13 provides an illustration of the collected data and shows that the majority of the respondents are aware of the challenges facing fellow community members.

Table: 4.13.

Responses	Respondents	Percentage
Yes	26	68%
No	6	16%
Unanswered	6	16%

Figure 4.13



Conclusion

This chapter presented the analysis of the data gathered through a questionnaire which was distributed to 48 respondents in the Joe Slovo area, but only 38 were received. The other 10 questionnaires were not returned. The information obtained from the questionnaires was textually analyzed and where possible illustrations were made in order to simplify the information.

The purpose of the questionnaire was to gain knowledge of the beneficiaries' perceptions regarding the quality of their houses. This was achieved by asking all the participants the same questions. Another goal of this chapter was to present and interpret data obtained from the information collected from the respondents. Deductions made from the collected data will be presented in the next chapter together with recommendations and the conclusion of the study.

CHAPTER 5

CONCLUSION AND RECOMMENDATIONS

5.1 Summary

The provision of housing still remains one of the biggest challenges facing the South African government. The challenge ranges from homelessness, huge housing backlogs and stagnant delivery of low-cost housing, to houses with defects. Too often, reports on delivery protests due to poor service delivery, media briefings by state officials on housing- related problems such as shoddy workmanship and defective houses delivered to the poor, occupy the popular television stations and radios across the country. As outlined in the country's Constitution, the government is obligated to ensure that all the people are decently sheltered. It is not appropriate to look at housing as just a mere fulfilment of quantities. In line with sustainable development, housing delivery cannot be reduced to the mere mass production of buildings. It is necessary that a balance is achieved between quantity and the overall quality of houses delivered to the beneficiaries. Adequate and sustainable housing is pertinent to the realization of poverty alleviation. Inadequate and poor quality housing perpetuates the poor quality of people's lives. It fails to create a better life for all as outlined in the freedom charter. It also impacts negatively on the country's already depleted resources. As indicated in the literature review, government is spending millions of rands rebuilding and renovating houses which have been poorly built. These are resources that could be focused on other priorities such as job creation, education and public health improvement.

The Joe Slovo Housing project is one of many of government's initiatives across the country aimed at creating a better life for all. It is a realization of the country's commitment to improve the lives of the previously disadvantaged communities and those who are victims of poverty. The main purpose of the study was to assess the quality of the houses delivered through the Joe Slovo Housing project by obtaining perspectives of the beneficiaries. The study wanted to establish if the beneficiaries were satisfied with the conditions of their houses. Further, the research aimed at establishing the extent of the problem stemming from the houses delivered to beneficiaries. The

data was collected through the use of a questionnaire distributed to a sampled population of the Joe Slovo community. All the respondents received the same set of questionnaires.

The previous chapter uncovered challenges that were faced by the Joe Slovo Housing project beneficiaries. It showed that there were legitimate concerns regarding the quality of the houses delivered to beneficiaries. In this chapter, the findings of the study are outlined based on the results of the data analysis. Recommendations and conclusions are also presented.

5.2 Findings

After a complete analysis of the primary data collected from the beneficiaries of the Joe Slovo Housing project and the review of related literature, the researcher is in a position to present the findings, recommendations and conclusion.

The literature review has revealed that housing relates to more than just the physical structure of a house. Aspects such as the environment, social and economic factors, all play a role when defining housing. The geographical location of any housing project is important towards the successful housing delivery. Housing projects that are built on the peripheries have a history of not yielding the desired results. As stated in the literature review, communities which are far removed from the major economic activities of the cities, have no chance of prosperity. The literature review states: housing that is not sustainable is a waste of resources and a major drawback to developmental goals. The review of secondary information has emphasized that complete housing cannot be attained without addressing the quality aspect. It had also been discovered that the current housing programme in South Africa is more concerned with mass production and little care is taken with the quality of housing. The spate of public delivery protests had also come about in reaction to this problem. Communities are no longer willing to accept inferior service delivery from the government. During the review of literature, it was established that role identification in housing delivery was paramount towards successful projects. It is therefore important that roles be clearly defined and explained

in the relevant White Paper i.e. local government and municipalities, provincial, national government and the private sector roles. Failure to clarify responsibilities could lead to haphazard management of projects as already seen in many instances where major role-players could not be identified. With the already depleting resources, the active involvement of the private sector in injecting funds in this area is fundamental.

The results of the survey show that respondents are happy to have received the houses. They acknowledge and appreciate government's commitment to fighting homelessness. Many respondents have commented that obtaining a house is the best thing that has ever happened to them, as they had previously been living in shacks. Some of the respondents have lived in a shack for many years without any hope of occupying a normal house. All the respondents have hailed the government on its attempts to improve the lives of the poor. Judging by the responses provided by each respondent when asked how they felt about receiving the house, one can conclude that there is a general feeling that the government has delivered.

This is surely a positive step in the right direction in service delivery on the side of the government. It must be commended that people are finally reaping the fruits of the sacrifices made during the fight against apartheid. This is a huge milestone for democracy in South Africa. Though, housing backlogs have escalated, it would be ignorant to deny the fact that many previously homeless communities are now owners of low-cost houses. Credit must go to government's commitment in fulfilling the undertakings of the Freedom Charter and the country's Constitution.

According to the survey results, the majority of the occupants have been staying in these houses for less than three years. This suggests that the houses are reasonably new. The data analysis has revealed that although the Joe Slovo Housing project beneficiaries are happy to have obtained their houses, they do not seem to be happy about the quality or conditions of these houses. The respondents have pointed out that the houses are prone to flooding. According to the respondents, this is due to the flat structure of the buildings that allows water to be stagnant. The cracking walls have been highlighted as the major problem that many households are concerned about. Beneficiaries associate this problem with poor and thin plastering of the walls. Their

worry stems from the fact that the houses are still new, but are already showing signs of deterioration. This is a huge challenge for the government as it impacts negatively on sustainable development. The literature review has discussed the importance of quality housing in fulfilling sustainable development goals. It is unlikely that the Joe Slovo Housing project could be regarded as sustainable - not with the amount of problems highlighted by beneficiaries.

The literature review also revealed that shoddy workmanship had impacted a few housing projects across South Africa. It has been established that many beneficiaries have had similar experiences regarding the quality of houses delivered by the government. The problems vary from size, cracking walls, geographical location and a lack of economic opportunities to the absence of basic health facilities. Despite the progress made in making housing available to the needy, housing delivery, in general, has taken a serious step back. In a number of provinces, the government is faced with a challenge of repairing and rebuilding defective houses as a result of failed housing projects.

Another problem which many respondents highlighted in their questionnaires was poor plumbing. A substantial number of beneficiaries have complained about leaking toilets and taps. This is concerning if one considers the fact that the houses under study are less than three years old. It is not common for a house of this age to show signs of deterioration. Ceilings that are falling off and problematic door handles were reported. Dampness, as a result of stagnant water has also been reported as the major cause of flaking walls (see pages 109 to 120 for examples). The respondents have also raised the following challenges facing their community:

- ❖ Crime due to unemployment. Some respondents raised concerns regarding the level of crime in the area due to high levels of unemployment. The survey revealed that a large number of people in the community especially the youth were unemployed. It is not uncommon for high levels of unemployment to be linked to crime.

- ❖ The majority of households are poor. Respondents have highlighted that poverty continued to haunt many families and that there was an absence of projects directed towards improving the community.
- ❖ Lack of recreation facilities. The area does not have community halls or sporting facilities to occupy the youth. There is a lack of proper facilities to stimulate and keep the youth busy.
- ❖ Transportation problems. People of the Joe Slovo community are facing serious problems with transportation. There are no proper roads and this precludes public transport from coming into the area. The bus stops or taxi pick-up points are far and most people have to walk long distances to and from the bus stops.
- ❖ Absence of shopping malls. The community lacks restaurants and shopping centres. They have to travel to the nearby Despatch area or walk to the KwaDwesi shopping mall if they want to buy groceries or other essentials that are not accessible in Joe Slovo.
- ❖ No schools or libraries in the area. This is a major challenge. Respondents are concerned that their children have to attend school in other areas outside Joe Slovo. Many families are poor and not in a position to afford transport money.

The data analysis revealed that other community members were faced with similar challenges as noted above. From these results, one can conclude that the beneficiaries are happy to have obtained the houses. There is a general feeling among all the respondents that the government has changed the lives of the people in this area for the better and also given hope to many families. However, it is worth noting that even though this is the case, beneficiaries are not satisfied with the manner in which the houses have been built. Many participants have raised concerns regarding the quality of their houses. Beneficiaries have found the conditions of their houses unsatisfactory. The houses have serious defects and are already showing signs of deterioration (see pages 109 to 120 for examples).

5.3 Conclusion and recommendations

Taking cognizance of the data collected from the survey and the results of the analysis, it can be deduced that the Joe Slovo Housing project is not free of challenges. As much as the people are happy to have gained the status of becoming home owners, it is apparent that there are issues regarding the quality of the houses. The concerns, raised by the study, reveal that some of the beneficiaries are not satisfied with the manner in which the houses have been built. The respondents have highlighted a sad reality facing a number of state driven housing projects across the country. It has been discovered that some of the houses delivered to the Joe Slovo beneficiaries are poor and inferior in quality. This is not what the people expected. People did not anticipate that houses built less than three years ago could already be presenting with signs of deterioration. One cannot dispute the achievements of the African National Congress led government in impacting the lives of poor South Africans. To date, the government has built and delivered millions of houses to needy communities across the provinces. This has been done in the name of rebuilding the country and restoring the dignity of many poor South Africans who became victims of the past laws.

However, acknowledging the challenges facing housing delivery is an important first step. These relate to shoddy workmanship, maladministration and red tape. It can be concluded that the project suffered the same plight as many other housing projects in the country. Looking at the nature of the problems raised by the respondents, it is clear that the project lacked good facilitation and management.

As discussed in the literature review, there are various factors that influence the success of housing delivery in general. These relate to the following issues;

- ❖ Limited resources

Like many other developing countries in the world, South Africa is caught in between two important realities. Firstly, homelessness is not an option and the government is well aware of its obligations in ensuring that people receive adequate shelter.

Legislation and other pertinent policies and programmes to deal with homelessness have been put in place hence the launch of the National Housing Forum (NHF), Social Housing Policy and many others. Secondly, the realization of this goal must be balanced with the fact that fiscal resources are already constrained. As true as this may be, it is not acceptable that poor quality houses are built and delivered to communities. This defeats the whole notion of sustainable development and the betterment of people's lives.

❖ Incapacity of state officials

The ability of state officials, tasked with overseeing the various state funded housing projects, is vital to the success of these projects. The lack of skills such as the ability to facilitate projects of a high magnitude could lead to flawed projects. This is one area that the government needs to invest in and ensure that necessary skills are given to the owners of the projects. This will help to minimize the wasting of resources.

❖ Fraud and corruption

Fraud and corruption puts a lot of strain on the government's capacity to adequate service delivery. Like many other countries internationally, South Africa is not immune to acts of corruption. Amongst other service delivery essentials, housing has been hugely affected by corruption throughout the country. The recent media briefings by the Minister for Human Settlement have revealed a major challenge facing the government. The department of Human Settlement has made public pronouncements on cases relating to fraud and corruption in the delivery of housing. There is no doubt that corruption has the potential to undermine development programmes which are meant to improve the lives of the poor. It is important for the government to act swiftly against corrupt state officials, in particular those tasked with housing delivery.

One must take note that the subject under study did not set out to look into the above issues. These are mentioned as a point of reference to the reader and also due to their relevance to the study. Any time that the subject of housing is discussed, it is important that the deliberations take the above factors into account. The research proposes the following as the starting point;

- ❖ A plan strategy to address the challenges and concerns raised by the beneficiaries must be put in place. The defects, as highlighted by the respondents, cannot be left unattended. It is necessary that a project plan, detailing time frames and other necessities, must be devised regarding correcting the defects of the houses delivered to the Joe Slovo beneficiaries.
- ❖ A cost- analysis exercise might need to be conducted to determine the best possible option. This will help to determine the most affordable option between fixing the defects or building new houses altogether. Where defects are found to be extreme and costly, it might be advisable to explore the option of rebuilding.
- ❖ Lessons learned from previous housing projects could be used to improve current and future projects
- ❖ The Nelson Mandela Bay Municipality must look into the possibility of making recreational facilities available for the Joe Slovo community. This is necessary for the stimulation of the youth. Keeping them busy may help to also keep them off the streets.
- ❖ The project leader and the Municipality should give the residents a hearing. Judgieng from the results of the survey, where a number of issues have been raised by beneficiaries regarding the quality of their houses, listening to them might be ideal for continuous improvement.

The subject of housing occupies many government agendas across the world. Housing backlogs, poor quality housing and other related housing problems are frequently in the media, in research reports and other relevant documents. The literature review has revealed that housing is the most important need after food. It is against this background, that governments are obligated to ensure that homelessness is fought at all costs. Poverty alleviation cannot be achieved if the housing need is not addressed. The provision of housing is fundamental to sustainable development. It is stipulated in the country's Constitution that housing is a basic need and further that everyone has a right to have access to adequate housing. Despite the failure of many other housing projects in the country, it is undeniable that good progress has been made in the

provision of low-cost housing. The Joe Slovo Housing project is one of many attempts towards the realization of what is stipulated in the Constitution and in the Freedom Charter. The study has showed that the Joe Slovo community is grateful for the houses they have received. They take pride in being home owners as opposed to living in shacks for many years. It has further revealed that some beneficiaries are not satisfied with the conditions of the houses. The data analysis has uncovered challenges that the community of Joe Slovo is facing. As discussed in the literature review, housing is not complete if it does not encompass the necessary environmental, social and economic aspects. The Joe Slovo Housing project should be used as a learning example and an opportunity for future improvements in the area of housing delivery in the Nelson Mandela Bay Municipality.

It is clear that a much improved interaction between the project owners and the community at large is needed. The implementation of this effective communication between the two parties is necessary for successful projects. Some projects fail as a result of two important parties working pass each other. Beneficiaries have highlighted concerns regarding the quality of their houses. However, the general feeling as discovered by the data collection, suggests that the community is happy to have obtained the houses.

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Appendix 1

QUESTIONNAIRE

1. Are you a beneficiary of a house built through the Joe Slovo Housing project?

Yes No

- 1.1 If yes, is the house registered in your name?

Yes No

2. On which year did you benefit the house?

2008

2009

2010

Other (please specify)

3. How long have you been staying in the house you have benefited?

4. How do you feel about benefiting the house?

5. Are you satisfied with the manner in which your house has been built?

Yes NO

- 5.1 Can you give reasons for your answer in 5?

6. Are you satisfied with the condition of the house you have benefited?

Yes No

6.1 Can you give reasons for your answer in 6?

7. In your view, are the other beneficiaries of the Joe Slovo Housing project satisfied with the quality of the houses they have benefited?

Yes No

7.1 Can you give reasons for your answer in 7?

8. Are you experiencing any problems with the quality of the house you have benefited?

Yes No

8.1 Can you give reasons for your answer in 8?

9. Are there any challenges you are facing as a beneficiary of the Joe Slovo Housing project?

Yes No

9.1 If yes, can you briefly explain them?

10. In your view, are there any challenges faced by the other beneficiaries of the houses from the Joe Slovo Housing project?

Yes No

10.1 If yes, can you briefly explain them?

Thank you for your co-operation

Appendix 2

Tim Zamuxolo Mkuzo

Student at MMMU

Nelson Mandela Bay Municipality

Goven Mbeki Street

Office of the Municipal Manager

6000

Dear Sir/Madam

Re: Request for the permission to carry out research as part of the Magister Artium Degree in the Nelson Mandela Metropolitan University on the following title:

AN ASSESSMENT OF THE QUALITY OF HOUSING DELIVERY IN THE NELSON MANDELA BAY MUNICIPALITY: THE BENEFICIARIES' PERSPECTIVE (2008 – 2010)

I hereby request permission to undertake research on the above mentioned subject. I believe that this study will contribute meaningfully to the city's vision of improving the lives of the poor. The study is not carried out in order to find faults with the municipality but rather to create awareness and assist with problem-solving if any exist. Please note that the respondents' participation will be voluntary and under no circumstances will they be coerced.

I will also ensure that the respondents' identities will not be compromised and that the final draft of the study will make no mention of persons' names. The subjects will also be able to withdraw from the study at any given time. I am fully aware of the respondents' rights and will ensure that this is respected throughout their involvement.

The Joe Slovo community will not be paid for participating on this exercise. Participation will be strictly voluntary.

The findings and recommendations of the research will be made available to the Municipal Manager once the research has been completed. Please feel free to contact me should you require any further clarity on this matter.

I hope that my request meets with your approval

Yours Faithfully

Tim Zamuxolo Mkuzo (Mr.)

Appendix 3

Tim Zamuxolo Mkuzo

Student at MMMU

Nelson Mandela Bay Municipality

Joe Slovo Community

Uitenhage Road

Hello, my name is **Zamuxolo Tim Mkuzo**

I am a student at the Nelson Mandela Metropolitan University and doing research in your community. The title of my research is:

AN ASSESSMENT OF THE QUALITY OF HOUSING DELIVERY IN THE NELSON MANDELA BAY MUNICIPALITY: THE BENEFICIARIES'S PERSPECTIVE (2008 – 2010)

I would like to ask you to participate in this study by answering questions. Please note that it is your choice to refuse to participate and I will not take this personally or hold it against any of you. If you do assist and participate, you must know that you have the right to withdraw at any time. You are not required to give your name. Your identity will not be revealed.

Thank you for your co-operation.

Yours Sincerely

Tim Zamuxolo Mkuzo (Mr.)

Appendix 4

Common door and handle coming loose



Flaking wall and cement work pilling off



Cracked wall



Damp stoop due to flooding



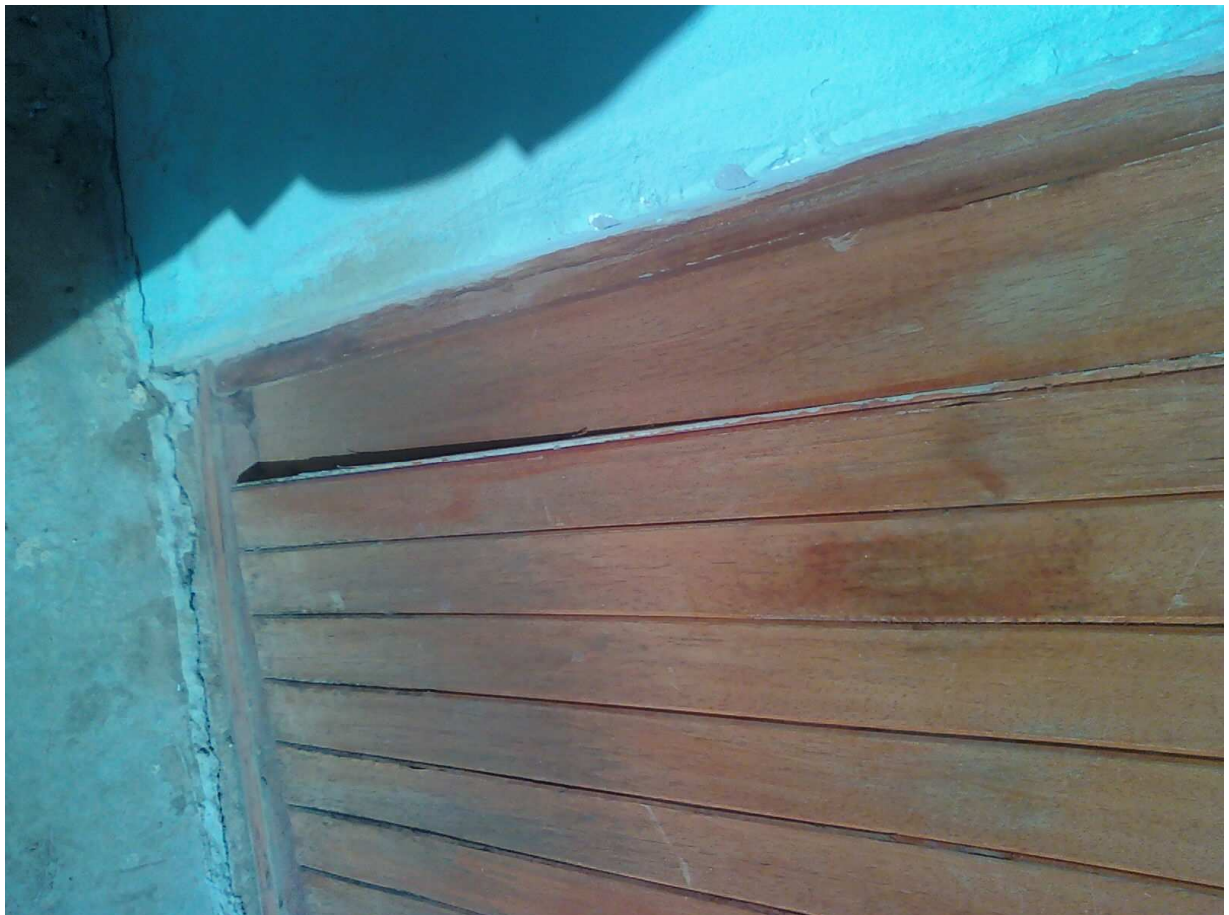
Wall not plastered and ceiling coming loose



Broken ceiling



Common door and cracked bottom walls of the house



Damp and flaking wall



Poor plumbing and shoddy workmanship



Leaking pipes



Stagnant water due to flooding



Stagnant water and damp front yard

