

**INVESTIGATING PUBLIC PARTICIPATION STRATEGIES IN THE PROVISION OF
LOW-INCOME HOUSING IN THE BUFFALO CITY METROPOLITAN
MUNICIPALITY**

By

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Submitted in partial fulfilment of the requirements for the study of the Degree
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DECLARATION

I, Thomas Batyi with student number 213499363, hereby declare that the treatise for Master of Public Administration is my own work and that it has not previously been submitted for assessment or completion of any postgraduate qualification to another university or for another qualification.



Thomas Batyi

Date: 22/6/2017

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DEDICATION

I dedicate this treatise to my son Likho Batyi who has been supportive during the course of the study.

ABSTRACT

This study investigates the public participation strategies in the provision of low – income housing. The purpose is to look at the effectiveness of the public participation strategies. In order to achieve this goal, it was necessary to review literature on public participation to advance the argument that public participation is an integral part of local government and the community at large. Currently, public participation permeates all legislation, impacting on local government in South Africa. It enhances individual and group esteem and enables municipal functionaries to understand crucial issues that serve as an impetus for policymaking. A supportive objective was to identify challenges that may be experienced by the Buffalo City Metropolitan Municipality with public participation in low-cost houses.

The study adopted qualitative data collection instruments, which were used to collect data. The face-to-face interviews with the total sample of this study consisted of fourteen (14) participants comprising six (6) municipal officials, (3 officials from each of the Public Participation and the Integrated Development Units) and four (4) ward councillors and committee members, one (1) each from wards 1, 6, 46 and 47. For the purpose of this study, purposive (non-probability) or judgemental sampling was used. The qualitative data was analysed thematically using coding and categorising data into themes.

The findings of this study revealed that there is a lack of public participation by the local communities in development projects. Also, ward committees do not have a platform to participate at the representative forums and during the IDP/budget hearings. In this regard, the study made recommendations on the participation strategies in order to tackle the challenges faced in the provision of low-income housing.

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CHAPTER ONE

GENERAL INTRODUCTION

1.1 INTRODUCTION

This chapter provides the background and rationale to the study and covers the following sections: preliminary literature review, problem statement, objective of the study, research questions, hypothesis of the research, significance of the study, research methodology, quantitative research, research design, population and sampling, data collection instrument, data analysis, ethical consideration and research outline.

1.2 BACKGROUND AND RATIONALE

The White Paper on Housing of 1994 prioritises the needs of the poor; it encourages community participation and commits to delivering one million houses in five years. The African National Congress's Reconstruction and Development Program (RDP) document of 1994, also commits to providing housing for the poor (Republic of South Africa, 1996:12). Since 1994, low cost housing programmes have mostly involved building houses in townships on urban peripheries of society. By early 2000, 3.4 million houses had been constructed or were under construction according to the Department of Housing.

Buffalo City Metropolitan Municipality is situated centrally in the Eastern Cape Province, which is bounded to the south-east by the long coastline of the Indian Ocean. Buffalo City Municipal area covers 2510 square kilometres and is represented as a grouping of urban areas within a metropolitan corridor which stretches from the port of East London in the east, to Dimbaza in the west. In addition, Buffalo City Metropolitan Municipality comprises the rural settlement areas including the Newlands settlements, which previously fell within the former Ciskei Bantustans, and the Ncera settlements located west of East London (Buffalo City Metropolitan Municipality's Profile Situational Analysis, 2012). The province has the third largest population of South Africa's people. It is generally seen as one of the two poorest provinces in South Africa. Consequently, the Buffalo City Metropolitan Municipality is associated with social

problems of poverty and poor living conditions. Many people in Buffalo City are homeless or live in shacks (Morrow and Engel, 2003:17).

The new municipal area of Buffalo City was formed in 2000 by the integration of East London, King Williams Town and Bhisho, as well as rural areas. The Buffalo City Metropolitan Municipality is one of the newest metropolitan municipalities in South Africa and has undergone a transition from a category B to a category A municipality. This took effect immediately after the 2011 local government elections.

Low-income houses were constructed by the state government to solve the housing problems of the poorest people in the community. The low-income housing was provided for unemployed people and people earning a maximum of R1 500.00 per month. Housing in the Buffalo City Municipal Municipality falls into four categories: rent to rent, rent buy, rent to own and instalment sale. They range from single detached dwelling units to three storey walk-up flats and high rise blocks of flats (Buffalo City Metropolitan Municipality Sector Plan, 2008 to 2012).

The purpose of this research is to investigate the public participation strategies to alleviate dysfunctionality and to discuss their relevance in the provision of low-cost housing by municipalities with specific reference to the Buffalo City Metropolitan Municipality (BCMM).

1.3 PRELIMINARY LITERATURE REVIEW

Public participation is not only a South African objective but is a key focus of the United Nations to ensure sustainable human settlement. The United Nation Report (1996:16), states that we commit ourselves to the strategy of enabling all key actors in the public, private and community sectors to play effective roles at national, provincial, metropolitan and local levels in human settlement and shelter development. The Department of Human Settlement (2009:12), states that the South African government seeks to create an enabling environment, in which the human settlement process is people-centred and promotes thriving partnerships that will encourage the establishment of human settlements that improve housing opportunities and realise a sustainable housing vision.

The Buffalo City Metropolitan Municipality has included in its Integrated Development Plan (2011:6-11), the need to establish an operational People's Assembly, which includes 'taking the government to the people'. This is complemented by community izimbizos (outreach programmes), and Masithethisane (come let us talk together) programmes, which aim to establish community needs and their feelings on governance and how it should be improved. Both the political and administrative leadership take part in these programmes to enhance public participation. Although public participation is part of a developmental government and a constitutional requirement, it is, however, also one of the challenges confronting local government. Of course, true public participation entails much more than taking part in elections; it is an integral part of local government processes (Bekker, 1996:8).

Community members have to play a surveillance role to ensure that municipal functionaries and councillors comply with the mandate these citizens have given them. In a democratic local government, community members should enjoy a range of political rights, such as the right to vote and to be represented in all spheres of governance. Public participation in political decision making by members of the public, individuals and groups, directly or indirectly, through elected political representatives, must be secured (De Visser, 2003:124). Williams (2005:22) states that limited participatory practices give rise to what he calls administered society, not democratic society. Citizens are likely to find other ways to mobilise and express themselves because of improper public participation mechanisms. Municipal officials need to work pro-actively to ensure that, in their structural planning and policy making, the voices of the widest possible public are heard and considered during delivery of municipal services. The municipal implementation of public participation should transcend mere technical compliance and should become an integral part of service delivery in the municipality.

Community participation in local government affairs remains a relevant and important aspect of municipal administration for the 21st century. Community participation is also a *sine qua non* for developmental local government. While participation remains relevant, modes, attitudes and trends of participation change from time to time, depending on many aspects, including community culture and the existing governmental system. The culture of community participation should be enhanced in

all municipalities to ensure that the participation process is localised. Post-apartheid community participation, though still through mass action to some extent, has changed direction from large-scale mass mobilisation to democratic debates and legalised strikes in some sectors. In other words, when the new government came into being in 1994, it inherited a country with high levels of poverty, social dysfunctionality and growing levels of inequality (Smith & Vawda, 2003:36).

1.4 PROBLEM STATEMENT

In terms of section 26(1) of the Constitution of the Republic of South Africa, 1996, everyone has the right to access adequate housing. According to Gqamane (2013:30), the Buffalo City Metropolitan Municipality should provide affordable, safe and comfortable housing as an essential aspect of service delivery of local governments. Brynard (1996:41-42) stated that people often complain about their exclusion from the public participation process. This means that the involvement of community members is sometimes minimal or opposed in certain issues. Although the Buffalo City Metropolitan Municipality has made efforts to involve communities to ensure that various types of low-income houses are provided to suit the needs and affordability of the communities, challenges still exist. The problem for this study is the effectiveness of the public participation strategies in the provision of low-income housing in the Buffalo City Metropolitan Municipality.

1.5 OBJECTIVES OF THE STUDY

The objectives of this study are as follows:

- To identify any challenges that may be experienced by Buffalo City Metropolitan Municipality with public participation in low-cost houses.
- To identify public participation strategies in the service delivery with specific reference to the provision of low-cost housing.
- To propose alternative strategies, if warranted, in relation to public participation.
- To make recommendations, if needed, as to how to improve participation in the provision of low-income housing in the Buffalo City Metropolitan Municipality.

1.6 RESEARCH QUESTIONS

The research questions for this study are:

- What is Buffalo City Metropolitan Municipality's approach towards participation?
- To what extent has Buffalo City Metropolitan Municipality complied with the legal framework of public participation in delivery of low-cost housing?
- What is the level of involvement of community participation during the integrated development planning and budget review process in Buffalo City Metropolitan Municipality?
- What alternative strategies can be implemented to address public participation challenges?

1.7 HYPOTHESIS OF THE RESEARCH

The provision of low-cost houses in the Buffalo City Metropolitan Municipality is constrained by improper public participation.

1.8 SIGNIFICANCE OF STUDY

The findings of this study will assist in the enhancement of public participation in the metropole. It will also promote public participation awareness and encourage proactive management of housing delivery as a core community challenge of the metropole.

1.9 RESEARCH METHODOLOGY

Mouton (2001:56) and Fox and Bayat (2007:7), state that the various types of research could be divided into two broad categories, namely, qualitative and quantitative. In this study, the qualitative method will be used. Data will be collected during the research process from selected participants who have relevant information that will ultimately confirm the objectives of the study. Leedy and Ormrod (2001:3) define research as the systematic process of collecting and analysing data to increase our understanding of the phenomenon about which we are concerned or interested.

In human sciences, two basic research methods may be distinguished: qualitative and quantitative. A qualitative study is concerned with non-statistical methods and small samples, often purposely selected. A quantitative study is based on testing a theory composed of variables, measured with numbers and analysed with statistical procedures, in order to determine whether the predictive generalisations of theory hold true (Creswell, 1994:1-2). These two research methods will be discussed in the following paragraphs.

1.9.1 QUANTITATIVE RESEARCH

According to Fox and Bayat (2007:77), quantitative research can be distinguished from qualitative research because of its particular characteristics. These characteristics may be summarised as data in the form of numbers. In qualitative research the focus is concise and narrow, i.e., data is collected by means of structured instruments such as questionnaires. Quantitative research concerns data that can be counted, systematically measured and subjected to statistical analysis and methods of experimentation. An important advantage of numbers is that they can be analysed using descriptive statistics. Quantitative research can be repeated or replicated and the analysis of results is more objective. Fox and Bayat (2007:78) list the following two main advantages for using a quantitative research design:

- The use of numbers allows for greater precision in reporting results.
- Powerful methods of mathematical analysis can be used in the form of computer software packages.

1.9.2 QUALITATIVE RESEARCH

According to Fox and Bayat (2007:7), qualitative research methods are designed to explain scientific events, people and matters associated with them and they do not depend on numerical data although they may make use of quantitative methods and techniques. Qualitative methodology refers to research that produces descriptive data, generally through people's own written or spoken words. Babbie & Mouton (2006:271) state that qualitative researchers put themselves in the shoes of the respondents and try to understand their actions, decisions, behaviour and practices

from their perspective. According to (Babbie & Mouton, 2001:270), qualitative research distinguishes itself from quantitative research in terms of the following key features:

- Research is conducted in the natural setting of social actors;
- The primary aim is in-depth description and understanding of action and events;
- The main concern is to understand social action in terms of its specific context rather than attempting to generalise to some theoretical population;
- A detailed engagement or encounter with the object of study;
- Openness to multiple sources of data and
- Flexible design features that allow the researcher to adapt and make changes to the study where and when necessary.

According to Kumar (2005:12), a study is qualitative if the purpose of the study is primary to describe a situation, phenomenon, problem or event. The researcher focuses on the experiences from the participants' perspective. In order to achieve the emic perspective, the researcher becomes involved and immersed in the study. The researcher's participation in the study adds to the uniqueness of data collection and analysis (Streubert & Carpenter, 1999:17).

In this study, the qualitative method is used. The reason for choosing this method is indicated by Neuman (2006:78), who explains that qualitative researchers follow a nonlinear path and emphasise being inductive, flexible and intimate with the details of the natural setting. The researchers conduct detailed investigations of particular cases or processes in their search for authenticity.

1.10 RESEARCH DESIGN

Rubin and Babbie (2001:107) state that the term "research design" refers to all the decisions we make in planning the study - decisions not only about what overall type or design to use but also about sampling, sources and the procedure for collecting the data, measurement issues and data analysis plan. Mouton (2001:49) explains further that the research design addresses the key question of what type of study will be undertaken in order to provide possible answers to the research problem or question.

In this study, a case study design is employed. According to Fox and Bayat (2007:69), a case study refers to the fact that a number of units of analysis, such as an individual, a group or institutions are studied. In a case study, if a single individual is studied, he or she should be highly representative of a particular population. Such an individual should be extremely atypical of the phenomenon being studied. Denscombe (2003:38) contends that the merit of a case study approach is that it facilitates the use of a variety of research methods. It also allows the use of multiple sources of data, thereby facilitating the validation of the data. This approach can fit in well with the needs of small-scale research by concentrating effort on one or a limited number of research sites.

1.11 POPULATION AND SAMPLING

Population is a set of elements that the researcher focuses upon and from whom the results obtained by testing the sample could be generalised (Bless and Higson-Smith, 2000:87). Welman and Kruger (2001:46) state that the size of the population makes it impractical and uneconomical to involve all the members in the population. Quinlan (2011:206), defines population as all individuals, items or units relevant to the study and it is comprised of individuals, groups, organisations, documents, campaigns, incidents and so on. Bless and Higson-Smith (2000:84) define sampling as “the subset of the whole population which is actually investigated by a researcher and whose characteristics will be generalised to the entire population”

Fox and Bayat (2007:58) state that in non-probability sampling, units of analysis in the population do not have an equal chance and sometimes have no chance of being included in the sample. This sampling method is used because it is convenient and inexpensive. Purposive sampling is the most important type of non-probability sampling because the researcher is able to rely on her or his experience and the sample used may be regarded as representative of the relevant population. Convenience or availability sampling is the method of choosing anyone until the required size of the sample is reached. Random sampling is drawn from the population in such a way that each element of the population has the same chance of being selected (Fox and Bayat, 2007:55).

The total sample of this study consisted of fourteen (14) participants comprising six (6) municipal officials (3 officials each from the Public Participation and Integrated Development Units), four (4) ward councillors and committee members and one (1) each from wards 1, 6, 46 and 47. For the purposes of this study, purposive (non-probability) or judgemental sampling was used.

1.12 DATA COLLECTION INSTRUMENT

Data can be collected in a variety of ways, in different settings and from a variety of sources. There are normally three data collection instruments for qualitative research, namely: questionnaires, the personal interview and the attitude scale. Semi-structured interviews are a versatile method of data collection and limit vague responses (Van der Walt, 2004:62). In this study, a semi-structured interview, where face-to-face interviews will be conducted with selected respondents, will be employed.

According to Welman and Kruger (1999:166), the biggest advantage of such interviews is the fact that the interviewer is in control of the interview situation. The interviewer is there just to ask leading questions and to record the responses in order to understand how and why. Fox and Bayat (2007:73) claim that a qualitative interview is a research method with a considered way of learning about people's thoughts, feelings and experiences. Blanche, Durrheim and Painter (2006:297) report that there are structured, unstructured and semi-structured interviews. A structured interview is a list of standard questions and is useful if some straightforward information is needed. An unstructured interview is conducted when the interviewer needs a deeper understanding of the feelings or experiences of the interviewees. The semi-structured interview is where an interview schedule is developed in advance. In this study, a structured interview was used to conduct interviews and the interview schedules are attached.

1.13 DATA ANALYSIS

Data analysis is the process of systematically searching and arranging the interview transcript, field notes and other material that can be accumulated in order to increase understanding and to enable the researcher to present what he has discovered (Creswell, 1994:155). In essence, data analysis enables the researcher to organise

and bring meaning to a large amount of data. Data collected by the researcher in this study will be broken down into themes for the purpose of analysis and interpretation. According to De Vos (1998:336), analysis is a reasoning strategy with the objective of breaking down a complex whole and resolving it into meaningful parts. Data interpretation is further defined as a process whereby recorded observations are used to describe events and test hypotheses (Dane, 1990:156).

According to Mouton (1998:161), qualitative analysis focuses on:

- Understanding rather than explaining social actions and events;
- Remaining true to the natural setting of the actors and the concept/s they use;
- Constructing, with regard to the social world, stories, accounts and theories;
- Contextually valid accounts of social life, rather than formally generalisable explanations.

Data analysis in qualitative research consists of preparing and organising the data for analysis, then reducing the data into themes through a process of coding and condensing the codes; and finally representing the data in figures, tables or a discussion (Creswell, 1994:123). As data is only meaningful once it is analysed, in this study data was analysed by the coding of main themes from word to word. Common themes were identified from individual interviews. Categorisation was conducted by looking at issues that speak to the same phenomena, and also those that are exceptional, to integrate themes and concepts into a detailed interpretation of the research topic. All the mentioned steps were followed in the analysis of the data collected during the interviews (Babbie and Mouton, 1988:50).

1.14 ETHICAL CONSIDERATION

Ethics in research deal with beliefs about what is right or wrong, proper or improper, good or bad (Millan, 2001:94). Babbie and Mouton (2001:520) describe ethics as typically associated with morality and dealing with matters of confidentiality that must be upheld at all times in order to avoid potentially “unsatisfactory practices”. In this study the following major principles of ethics in social science research will be upheld:

- Voluntary participation;

- Participants could withdraw from the study at any stage;
- No harm to the participants; and
- Anonymity and confidentiality (Babbie and Mouton, 2001:523).

The participants were ensured that data collected from them will be used for academic purposes only. Ethics clearance from the Nelson Mandela Metropolitan University will also be sought.

1.15 RESEARCH OUTLINE

The research consists of five chapters:

CHAPTER ONE

GENERAL INTRODUCTION

This chapter provides a general introduction, background and rationale of the study, the problem statement, the aims and objectives of the study, the research questions, the significance of the study, an overview of the research design and methodology and the research outline.

CHAPTER TWO

THE LINK BETWEEN PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING AND THE PROVISION OF LOW-INCOME HOUSES

This chapter deals with the association of public participation in the integrated development planning (IDP) and the provision of low-income housing in the Buffalo City Metropolitan Municipality. The policy framework and the importance of public participation in the IDP will be explained.

CHAPTER THREE

RESEARCH METHODOLOGY

This chapter outlines the research methodology followed and describes the tools and techniques used for collecting data, as well as methods of data analysis and interpretation.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

This chapter deals with data analysis and interpretation, as well as the findings of the face-to-face interviews and survey questionnaires' information from ward committees and ward councillors.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

This chapter draws conclusions based on discussions presented in the previous chapters, and provides recommendations

CHAPTER TWO

LEGISLATIVE FRAMEWORK, PUBLIC PARTICIPATION AND THE PROVISION OF LOW-INCOME HOUSING

2.1 INTRODUCTION

In the Republic of South Africa it is accepted that municipalities are there to perform particular functions to enhance the welfare of the specific society (Thornhill, 1982:144). The provision of houses is one of the most important services that municipalities need to provide for the community. Craythorne (2003:162-163) maintains that basic municipal services comprise electricity, collection of refuse, water and sanitation, housing, education and health services. However, housing as a social welfare service to the poor implies the initiation of a package of services that can never be terminated, unless that neighbourhood is totally destroyed.

According to Petschow, Rosenau and Von Weizsäcker (2005:7), before the 1994 democratic elections in South Africa, service delivery was disproportionate based on population groups. Hence, service delivery is a controversial matter with its own unique problems, for example corruption, lack of skills and maintenance. It is imperative that service delivery be performed in a sustainable manner. The capital subsidy regime also generally resulted in uniform housing developments without taking into consideration 'household choice' or 'household preference'. The National Planning Commission (2011:45) determined that the capital subsidy failed to meet the needs of a great part of the population that require rental houses, forcing many into backyard shacks on private properties.

This chapter will deal with the provision of low-cost houses in the South African legislative framework, housing challenges in municipalities, Integrated Development Plan, public participation and the provision of low-income housing strategies.

2.2 THE PROVISION OF LOW-COST HOUSES IN SOUTH AFRICA

In South Africa, the local government sphere is one of the three spheres of government alongside central and provincial spheres of government. Local government is the lowest sphere, consisting of municipalities, and is mandated in section 152(b) of the

Constitution, 1996 to ensure provision of services to communities. The primary function of a municipality is to serve its community by providing water, electricity, sanitation and other related services (Du Toit, Knipe, Van Niekerk, Van der Waldt and Doyle, 2002:101). Municipalities are responsible for providing a whole range of services as long as they have the financial capacity to do so. Section 153(a) of the Constitution, 1996 stipulates that the municipality must structure and manage its administration, budgeting and planning processes, to give priority to the basic needs of the community, including water.

The different types of housing, namely, low-income, subsidy and rental housing, will be dealt with in the following paragraphs.

2.2.1 Low-income housing

Bourne (1981:14) described housing as a 'flow of services' with inputs provided by production relations, physical facilities, capital investment, labour and entrepreneurship as well as the environment. These are matched to provide outputs in the form of shelter, equity, satisfaction, environment, accessibility, services and social relations. In terms of section 2(1)(a) of the Housing Act, 1997 (Act No. 107 of 1997), it is imperative for the national, provincial and local spheres of government to encourage communities in their efforts to fulfil their own housing needs in order to empower them. Goh and Ahmad (2011:1), state that most of the people living in informal settlements do so to be able to own their own home. Unfortunately, these informal dwellings create unsafe and unhygienic conditions. The current provision of low-income housing is characterised by the phrase "intangible". The word tangible is associated with a housing structure which is accessed by low-income households and the homeless.

Low-income housing projects are meant to improve the situation of destitute communities. In a two pronged approach, the first project aims to "fast track housing delivery" in order to accommodate homeless people. Secondly, the low-income housing project is aimed to "empower, support and enable beneficiaries to build their own houses" (Campbell and Mshumpela, 2008:2). Balchin and Rhoden (1998:214-215) mention a range of standards that should be applied to housing. These include

building regulations and target standards. The following criteria must be met if a dwelling is to be considered fit for human habitation: Structural stability;

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

Where a dwelling fails to meet 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 (Mkuzo, 2011:33). Lund (2007:20) holds the view that poorly built houses impact negatively on the government's striving towards sustainable development. A great number of the defects in low-income houses occur during the construction stage and are mostly due to poor communication and inadequate checks and controls (Sommerville, 2007:395).

In the case of low-income houses, Carmona, Carmona and Gallent (2003:3) contend that poor-quality housing, whether poorly planned in the wider sense, or badly designed, has been the hallmark of a commodity culture whereby housing is viewed as merely a 'demand good' to be thrown up wherever the price is right. Alink (2003:18) observe that failures have resulted from incorrect building procedures and poor on-site supervision and workmanship. Goh and Ahmad (2011:01) indicate that the improvement in the provision of housing creates a "harmonious society" and "promotes a sustainable living environment."

2.2.2 Rental housing for the poor

In 2009, the government's prime target was to eradicate or upgrade all informal settlements by 2014/2015 through housing delivery, including the development of low-cost housing, medium density accommodation and rental housing. Currently, the government is again emphasising the need to develop different forms of tenure, especially in the area of rental housing, through the development of differentiated public and social housing sectors (Stell, 2011:763). The Social Housing Act, 2008 (Act No. 16 of 2008) came into being for the purpose of creating and fostering a sustainable

social housing environment that has the legislative mandate to revamp communities by offering rental homes that are affordable, to create an environment that will enable the growth, development and sustainability of the social housing sector.

According to the Community Residential Units Programme (2010), the purpose of housing provision is to provide public rental housing to very low income households who currently access informal rental housing opportunities. The purpose of this programme is to upgrade and make available existing hostels, residential units and dilapidated buildings that are owned by local government to provide inexpensive rental housing to the very poor. Overall, the programme establishes a formal public rental sector. The programme targets current public sector tenants; households from informal settlements; households who are on the housing backlog and indigent groups who are able to afford some rent. The programme is provincially funded but it is locally administered. The local municipality is responsible for the efficient management of the stock. Gqamane (2012:32) suggests that municipalities can ensure affordability through setting tariffs that balance the economic viability of continued service provision and the ability of the poor to access such services, and determining appropriate service levels. Service levels that are too high may be economically unsustainable and jeopardise continued service provision.

Disadvantaged people continue to occupy urban land with legally insecure tenure, and the government has failed to emphasise the importance of security of tenure (Stell, 2011:770). Government must refrain from depriving occupiers of existing housing and must enact legislation to give effect to this right. To construe some definition for adequate housing, reference to international law is justifiable (Stell, 2011:770)

2.2.3 Housing subsidies

The current housing subsidy is based on the principle of capital subsidy and uses a targeting mechanism where the poorest of the poor (earning less than R3 500 per month), qualify for the subsidy. The rationale is that the low levels of income among the masses constrain their access to adequate housing. It is central to government's approach to the provision of housing to utilise a combination of subsidies, within the fiscal abilities of the state, to those most in need and non-state credit, in order to

supplement subsidy assistance provided by the state (Department of Human Settlements, 2009:3)

The subsidy programme allows for access to housing through different types of tenure and delivery options. Currently, there are about eight types of subsidy including, the integrated residential development subsidy, people housing process subsidy, informal settlement upgrading subsidy for informal dwellers, consolidation subsidy, emergency housing assistance subsidy, community residential units, institutional subsidy, social housing subsidy and the rural subsidy for those with informal rights to land. The subsidies are allocated towards home ownership. What has not changed about the subsidy scheme is the eligibility criteria; it stipulates that qualifying households should earn less than R3 500 per month (Department of Human Settlements, 2009:3).

People married in terms of civil or customary law, as well as couples living together but not married, also qualify. The beneficiaries must be lawful South African citizens or permanent residents. Recipients of the subsidy must be over 21 years of age, be legally competent to contract and have financial dependants. The eligibility criteria exclude young mothers, most of whom give birth to their first child before the age of 21. Another modification to the housing subsidy (in line with the Break New Ground), is the inclusion of households earning between R3 501 and R7 000 per month in accessing the credit-linked housing subsidy. The credit-linked subsidy is dependent on savings and allows households in the gap market to obtain bond approval from commercial banks. Households earning up to R3 599 obtain a subsidy allocation ranging from R3 596.36 and those earning R7 000 are eligible for the lowest subsidy amount, which in 2009 was set at R6 042.95 (Department of Human Settlements 2009:7). Households earning below R3 500 are eligible for the full subsidy amount, which in 2009 was R55 706.00. The subsidy allocation is adjusted on an annual basis due to inflation.

The National Planning Commission (2011:233) indicated that despite the millions of subsidised houses delivered, South Africa is far from achieving the goals set out in the Reconstruction and Development Programme (RDP) of “breaking down apartheid geography through land reform, more compact cities, decent public transport and the development of industries and services that use local resources and or meet local needs”. The National Planning Commission (2011:233) continues to highlight the

numerous challenges faced by the capital subsidy system, which delivers what is commonly known in South Africa as 'RDP houses'. This unintentionally reinforces the apartheid geography because financing is mostly focused on individual houses and not public spaces. It is conceded that to stretch limited subsidies, public and private developers often seek out the cheapest land, which is usually in the worst location. The capital subsidy regime also generally results in uniform housing developments without taking into consideration 'household choice' or 'household preference'. The National Planning Commission (2011:243) determined that the capital subsidy fails to meet the needs of a great part of the population that requires rental houses, forcing many into backyard shacks on private properties.

2.3 LEGISLATIVE FRAMEWORK FOR LOW-INCOME HOUSING

2.3.1 The White Paper on Local Government, 1994

The thrust of the White Paper on Local Government, 1994 on housing, was predicated on the following strategies:

- Stabilising the housing environment;
- Rationalising institutional capacities by defining the roles and relationships in the public sector;
- Housing subsidy programme establishment;
- Mobilising housing credit on a sustainable basis;
- Supporting the Peoples' Housing Process (PHP);
- Ensuring the speedy release and servicing of land; and
- Co-ordinating government investment in development by maximising the effect of state investment and careful planning in order for development in one investment to supplement the other.

2.3.2 The Housing Amendment Act, 1994 (Act 8 Of 1994)

After the general elections in 1994, the Housing Arrangements Act (1994) had to be aligned with the changes brought about as a result of building houses for society. As such, the Housing Amendment Act, 1994 was promulgated to primarily provide for:

- The replacement of the (previous) four existing Regional Housing Boards, with nine Provincial Housing Boards, and
- The extension of the availability of subsidies to previous Self-Governing Territories and the so-called Independent Homelands.

2.3.3 The Constitution of The Republic of South Africa, 1996

The basic roles for local government are assigned by section 152 of the Constitution, 1996, stating the objectives 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 encourage the involvement of communities and community organisations in the matters of local government.
- Structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; and
- Participate in national and provincial development programmes

2.3.4 The National Housing Act, 1997(Act 107 Of 1997)

In terms of the responsibilities of local government in relation to housing delivery, section 9(1) of the Housing Act, 1997(Act 107 of 1997) states that every municipality must have a process of integrated development planning to take all reasonable and necessary steps within the framework of national and provincial housing legislation and policy to:

- Ensure that the inhabitants have access to adequate housing,
- Set housing delivery goals in respect of its area of jurisdiction,
- Identify and designate land for housing development,
- Protect the interests of those citizens that find it difficult to provide their own housing needs,
- Promote integrated housing development that is economically, fiscally and financially affordable and sustainable.

2.3.5 The Housing Consumer Protection Measures Act, 1998 (Act 95 Of 1998)

In terms of section 2 chapter 1 of the Housing Consumer Protection Measures Act, 1998 (Act 95 of 1998), for the protection of housing consumers, as well as for the establishment and functioning of a National Home Builders Registration Council (the Council), the objectives of the council are, inter alia, to:

- Represent the interest of housing consumers by providing warranty protection against defects in new homes,
- Regulate the home building industry,
- Provide protection to housing consumers in respect of the failure of home builders to comply with their obligations in terms of the Act,
- Improve structural quality in the interest of housing consumers and the home building industry and
- Promote housing consumer rights and to provide housing consumer information.

2.3.6 The Rental Housing Act, 1999 (Act 50 Of 1999)

Section 2 of the Rental Housing Act, 1999 (Act 50 of 1999) is hereby amended by the following:

- Rental housing forms a key component of the South African housing sector.
- There is a need to promote the provision of rental housing in South Africa.
- In terms of its scope, the Rental Housing Act (1999) sets out to define the government's responsibility in respect of rental housing properties,
- Government's responsibility to promote, and measures to increase, the provision of rental housing property, including the introduction of a national rental subsidy housing programme.

2.3.7 Social Housing Act, 2008 (Act 16 Of 2008)

Section 2(1)(a) of the Social Housing Act, 2008 (Act 16 of 2008) gives priority to the needs of low and medium income households in respect of social housing

development. The national, provincial and local spheres of government and social housing institutions must:

- Ensure their respective housing programmes are responsive to local housing demands, and special priority must be given to the needs of women, children, child-headed households, persons with disabilities and the elderly;
- Support the economic development of low to medium income communities by
- providing housing close to jobs, markets and transport and by stimulating job
- Afford residents the necessary dignity and privacy by providing the residents with a clean, healthy and safe environment;
- Not discriminate against residents on any of the grounds set out in section 9 of the Constitution, including individuals affected by Human Immunodeficiency Virus (HIV) and Acquired Immunodeficiency Syndrome (AIDS).

2.4 HOUSING CHALLENGES IN MUNICIPALITIES

Rapid urbanisation in South Africa has not only created informal settlements, but also communities of slums within informal settlements, referred to as “expressions of social exclusion”. With the rapid urbanisation and the slow pace of government in dealing with the housing issue, it is unlikely that South Africa will be able to provide sustainable housing. Instead, the mushrooming of informal settlements and the accompanying illegal evictions are likely to be a ‘permanent’ feature in South Africa (United Nation Habitat, 2010/11).

Goh and Ahmad (2011:1) add that it is important to ensure that the provision of housing is able to create a harmonious society and promote a sustainable living environment. Housing has been recognised as an important development tool for restructuring a society and eradicating poverty (Goh and Ahmad, 2011:1). Campbell and Mshumpela (2008:2) are of the opinion that low income housing projects are meant to improve the situation of destitute communities. In a two pronged approach: Firstly, the project aims to “fast track housing delivery” in order to accommodate homeless people. Secondly, the low-income housing project is aimed to “empower, support and enable beneficiaries to build their own houses”.

- The improvement of housing in South Africa is undertaken through four forms, namely:
- The Integrated Residential Development Programme;
- The Upgrading of Informal Settlements Programme; and
- The Rural Housing Subsidy;
- Communal Land Rights (Department of Human Settlement, 2009: 2).

According to Nealer (2007:156), “South African local municipalities still face many challenges at the global, regional and local levels of effective governance”. Various internal and external factors, such as physical, political, demographic, financial and social environments can render the level and quality of services to a community inadequate and not up to standard. Such a situation creates confusion as to the significance and strategic role of local government institutions in their efforts to improve the level of services to the community.

- The Development Bank of Southern Africa (2000:83) states that these challenges in South Africa are in many instances similar to those elsewhere in the world, for example the environmental effects of economic growth, unhealthy living conditions and poor service provision. Breaking New Ground (2004:4) intended to serve as a comprehensive administrative strategy for government to ensure the acceleration of public housing provision. The message of this strategy also suggests that the success of public housing should depend on a collaborative approach, where all stakeholders work together as a collective. The Breaking New Ground (2004:4) is predicated on nine elements as listed below:
- Provision of support to the whole residential property market;
- Shifting from just housing to sustainable human settlements;
- Building on existing housing instruments;
- Adjusting institutional arrangements within government;
- Building institutions and capacity;
- Defining financial arrangements such as widening funding flows;
- Creating jobs and housing by building capacity;
- Building information, communication and awareness by mobilising communities and

- Establishing systems for monitoring and evaluation in order to enhance overall performance (comprehensive plan for housing delivery, 2004:4).

Phago (2004:1) states that some of the challenges include community demonstrations against their incorporation into other provinces, demonstrations against the renaming of certain streets and roads in South Africa and demonstrations against the lack of proper service delivery. Sisulu (2004:3) pointed out that the housing backlog has increased and there are dwellings that could be classified as inadequate housing, in the form of both backyard shacks and non-backyard shacks. In addition, Working People Lived (2005:3), highlighted that houses in these areas are mostly very small. Also, there are few basic services providing for health and even life itself.

Green and Rojas (2008:90) posit that the experience of the last decade confirms that government programmes geared to construct, finance and deliver complete dwellings directly to poor households, such as the free 'RDP houses' delivered by the South African government, cannot, on their own, solve the housing problem. Leshabane (2012:455) indicates that such government programmes deliver a limited number of decent houses to a few families, leaving most poor households without any housing support. Leshabane (2012) supports Nobrega's (2007:9) views that it will take the Eastern Cape more than 30 years to eradicate the province's housing backlog at the current rate of delivery. The province has been building between 16 000 and 18 000 houses a year, without taking into account the ever increasing need for housing as the population grows.

2.5 INTEGRATED DEVELOPMENT PLAN (IDP)

According to Li (2006:7), the Agenda 21 Case Studies of 2006 state that the concept of integrated development planning (IDP) was first introduced in 1996 as a form of strategic planning for local government. It is a key tool for empowering local government to cope with its developmental role and is the principal planning instrument that guides all planning and decision-making in a municipality. In developing the IDPs, section 24 of the Municipal Systems Act, 2000 (Act 32 of 2000), requires co-operation between the different spheres of government. In this regard, it requires the alignment of municipal IDPs across municipalities in a particular district

and “other organs of state. IDPs are thus seen as vehicles to meet this mandate (Department of Provincial and Local Government, 2000:19).

According to Craythorne (2003:149), the IDP is a plan aimed at the integrated development and management of an area of jurisdiction of the municipality concerned with terms of powers and duties. Malefane (2005:108) notes that it was initiated to make municipalities more proactive and sensitive in the way they deliver services and manage their responsibilities. The IDP is a comprehensive and sophisticated planning tool for assessing municipal service delivery and infrastructure development. According to SALGA (2003:1), an IDP should guide the activities of agencies from other spheres of government, corporate service providers, non-government organisations (NGOs) and the private sector, within a municipal area.

The Buffalo City Municipality IDP (2007/2008:58-60) illustrates the potential pitfalls should this principle not be applied to the sewage systems in the City that are well beyond their intended lifespan. They are in poor condition and operating at capacity. The effect of this situation is that expansion of the City and the housing programme is severely constrained and the environment is under threat from sewage spills and leakages. Significant funding is required to refurbish and upgrade this bulk infrastructure within the next five years.

2.6 PUBLIC PARTICIPATION AND THE PROVISION OF LOW-INCOME HOUSES STRATEGIES

The solution to these challenges requires governments to ensure that stakeholder involvement is made a priority. In fact, if the massive public housing backlog is to be eliminated, responsibility for the provision of housing should shift from the government to Central Business Organisations (Phago, 2010:102). One such solution could entail the development of relevant public housing policies that would accommodate the needs of the poor and those unable to afford the luxuries of private housing (Phango, 2010:88).

There is a pressing need to intervene and alleviate the plight of communities without adequate shelter. Section 16 of the Municipal Systems Act, 2000 (Act 32 of 2000), proclaims that a municipality must develop a culture of municipal affairs that

complements formal representative government with a system of participatory governance. This involves creating and encouraging conditions for the local community to participate during the drafting of the integrated development programme and strategic decisions relating to the provision of municipal services. Public participation will be explained in the following paragraph.

2.6.1 Public participation

Fox and Meyer (1996:20) describe public participation as an involvement of community in a wide range of policy-making, including determination of levels of service, budget priorities and the acceptability of construction projects, in order to orientate government programmes towards the community needs, build public support and encourage a sense of cohesiveness within the society. Fox and Meyer (1996:29) further state that public participation is an active process in which participants take the initiative, take action stimulated by their own thinking over which they can exert effective control. Humphries, Liebenberg and Dichaba (2000:81) believe that public participation in municipal matters contributes to the creation of community solidarity, because the community feels involved in matters affecting, and relevant to, their welfare, and thereby creating civic pride. This view is shared by Sekoto and Van Straaten (1999:105), who state that consultation gives the community the opportunity of influencing decisions about municipal services, by providing objective evidence that will determine service delivery priorities. Consultation can also foster a more participative and co-operative relationship between the providers and users of municipal services. In engaging the public, government must encourage direct participation. Direct participation means the political empowerment of all citizens in such a manner as to allow them to articulate their will and their needs directly to political representatives and public officials (Gildenhuys & Knipe, 2000:112; Wessels & Pauw, 1999:97). Pollitt (2007:99) maintains that public participation is the most active form of relationship, where citizens are directly engaged with the decision-making process. This is a two-way process, usually with more scope for influencing the agenda than consultation. In genuine participation, power is shared between the public authority and the participating citizens. Public participation in local government is stipulated in the Municipal Structures Act of 1998. Cloete and Thornhill (2005:102) emphasise that to promote community participation, the establishment of ward

committees will assist with service delivery. According to Craythorne (2003:3), community participation has to be focused if it is to be successful in the participation process. In this regard, participation by local community in the affairs of local government must take place through political structures set up for this purpose, such as the municipal structures act, 1988. The municipal structures act, 2000, states that this has to be done through mechanisms, processes and procedures for participation in local government established in terms of this legislation. The intent was to improve service delivery by bridging the gap between the respective communities and municipal structures. Among other things, ward committees should be able to enhance participatory government, by collectively organising communities concerning ward jurisdiction (Smith, 2008:13). In addition, Napier (2008:163) suggests that, in solving the dilemma of service delivery in municipalities, the ward committee structure should focus on increasing the involvement of the municipal communities when decisions are made within the Local Government jurisdiction. According to Gotz and Wooldridge (2003:16-17) and Cloete & Thornhill (2005:124-125), it is their responsibility to interact with the various stakeholders, including political parties, non-governmental organisations and civil society organisations. Through these interactions, the councillor should be able to understand the needs of the communities, integrate and communicate their demands, and determine measures to be taken in addressing service delivery. Participation could occur as a result of government initiative or public initiative, or a combination of both. According to Grossardt (2003:4), a structured public participation process is a protocol for organising the integration of professional and non-professional input into complex development problems. Structured public participation is characterised by efficiency, accuracy and transparency (Grossardt, 2003:4). Public participation should involve the participation of members of the public who are involved and interested in the issue at stake. On the other hand, Thomas (1995:55-56), states that the public involved in a particular issue, could provide information about consumer preferences that might, for example, be useful in resolving the issue, or affect the ability to implement a decision by accepting or facilitating implementation. The involved public in this case could include all organised and unorganised groups of citizens or citizen representatives.

Burkey (1993:56) spells out that participation by the people in the institutions and systems that govern their lives, is a basic human right. It is also important for the re-

alignment of political power in favour of the disadvantaged groups. Mogale (2003:225) conceded that the notion of public participation has widespread common sense appeal and impact. He further states that public participation leads to the expectation that transformation in the system will take place to the benefit of those whom development projects target. In order to cultivate a culture of participation, the legislation of a democratic state should allow and encourage ordinary members of the public to participate in the political decision-making process so that they can influence it (Almond & Verba, 1989:3). For instance, some may not complain about poor service simply because they do not want to cause trouble; others may refrain from asking questions about something they do not understand, for the simple reason that it appears to them to be the idea of an expert (Masango, 2002:52-65).

The maintenance of non-participation is indicative of a basically stable and contented society (Fagence, 1977:346). Such a perception could have a dampening effect on a culture of participation. Municipalities should be accountable to their citizens. The municipality believes that councillors, officials and all stakeholders should sit together and jointly determine the solutions relating to the key development challenges facing the city. It was found that, while this process was participatory, it did not yield solutions that were technically well-thought through, given that they were generated through discussion and debates on the workshop floor (Moodley, 2004:87). This public participation is more effective, particularly when accompanied by mass communication, which ensures that the general public is informed, and made aware that they are representatives who are accountable for articulating their views and tabling their interests (Moodley, 2004: 89).

2.6.2 Provision of low-cost housing strategies

The provision of low-cost housing strategies is briefly outlined in the following paragraphs.

2.6.2.1 *Urban formal settlement*

The key strategy in the Department of Human settlement in the Buffalo City Municipality is a move towards a more holistic development of human settlements,

which includes the provision of social and economic infrastructure (Department of Human Settlement, 2009:17).

2.6.2.2 *The People Housing Process*

The People Housing Process (PHP) is a low-income housing delivery strategy. The PHP allows the beneficiaries to be involved in the development of their own houses (Ogunfeditimi and Thwala, 2008:2). The PHP process also builds human capacity and brings communities closer together (Campbell & Mshumpela, 2008:2).

2.6.2.3 *The Youth in Housing Programme*

The Youth in Housing Programme (YHP) was developed in 2008 to address youth unemployment and skills development. The programme provides the youth with technical, theoretical and practical skills in order to take part in the Human Settlements sector industry (DoHS, 2009:23). The abovementioned programme also serves as a participatory mechanism to promote community participation and address the housing needs within the metropole.

It can be suggested that communities in the low income groups need to play an active role in providing for themselves. By involving the community in the provision of low-income housing, housing becomes more than just a form of shelter; people learn to serve the community and by means of definite action, they acquire a sense of responsibility and pride. The most important fact, however, remains that in this way cheaper housing can be provided, which gives more families the opportunity of obtaining housing.

2.7 CONCLUSION

This chapter discussed the legislative framework, public participation and the provision of low-income housing. An overview of public participation strategies was provided. These strategies are urban formal settlements, the people housing process and the youth housing programme. These strategies should also be an integral part of everyday life in budgeting and IDP processes. The next chapter describes the research design and methodology used in the primary research process.

CHAPTER THREE

RESEARCH METHODOLOGY, RESEARCH PROCEDURE, DATA ANALYSIS AND ETHICAL CONSIDERATION

3.1 INTRODUCTION

The previous chapter encourages public participation strategies as a part of low-cost housing delivery in the Buffalo City Metropolitan Municipality. This study seeks to ensure that the building structure of low-cost housing provided by Buffalo City Metropolitan Municipality complies with the provisions of the White Paper on the Transformation of Public Service Delivery, 1997 and to record successes and challenges encountered.

In this chapter, the research methodology, research design, population sampling, data collection and data analysis is discussed. Ethical consideration is also discussed. In this study, a qualitative method is used to collect data. Structured and semi-structured interviews are used as an instrument to collect primary data from selected participants who have relevant information that will ultimately confirm the objectives of the study. . One-on-one interviews with the selected participants, comprising eleven (11) participants from each of the Public Participation and Integrated Development Units and ward councillors and committee members. The research methodology is discussed in the following paragraph.

3.2 RESEARCH METHODOLOGY

Leedy and Ormrod (2001:3), define research “as the systematic process of collecting and analysing data to increase our understanding of the phenomenon about which we are concerned or interested”.

In human sciences, two basic research methods can be distinguished: qualitative and quantitative. A qualitative study is concerned with non-statistical methods and small samples, often purposely selected, while a quantitative study is based on testing a theory composed of variables, measured with numbers and analysed with statistical procedures in order to determine whether the predictive generalisations of theory hold

true (Creswell, 1994:1-2). Mouton (2001:56), as well Fox and Bayat (2007:7), state that the various types of research could be divided into two broad categories, namely, quantitative and qualitative. These research methods will be explained briefly in the following paragraphs.

3.2.1 Quantative Research

According to Fox and Bayat (2007:77), quantitative research can be distinguished from qualitative research because of its particular characteristics. These characteristics may be summarised as data in the form of numbers. Quantitative research concerns data that can be counted, systematically measured and subjected to statistical analysis and methods of experimentation. An important advantage of numbers is that they can be analysed using descriptive statistics. Quantitative research can be replicated and the analysis of results is more objective. Fox and Bayat (2007:78) list the following two main advantages of a quantitative research design:

- The use of numbers allows for greater precision in reporting results.
- Powerful methods of mathematical analysis can be used in the form of computer software packages.

According to Creswell (2012:13), quantitative research has the following major characteristics:

- Describing a research problem through a description of trends or a need for an explanation of the relationship among variables.
- Providing a major role for the literature through suggesting the research questions to be asked, justifying the research problem and creating a need for the direction of the study.
- Creating a purpose statement, research questions and hypotheses that are specific, narrow, measurable and observable.
- Collecting numeric data from a large number of people using instruments with present questions and responses.
- Analysing trends, comparing groups, or relating variables using statistical analysis, and interpreting results by comparing them with prior predictions and past research.

- Writing the research report using standard, fixed structures and evaluation criteria, and taking an objective, unbiased approach.

3.2.2 Qualitative Research

According to Fox and Bayat (2007:7), qualitative research methods are designed to explain scientific events, people and matters associated with them, and they do not depend on numerical data, although they may make use of quantitative methods and techniques. In qualitative research the focus is concise and narrow, i.e., data is collected by means of structured instruments such as questionnaires. Qualitative methodology refers to research that produces descriptive data generally, through people's own written or spoken words. Babbie and Mouton (2006:271) state that qualitative researchers put themselves in the shoes of the respondents and try to understand their actions, decisions, behaviour and practices from their perspective. Babbie and Mouton (2001:270) further state that qualitative research distinguishes itself from quantitative research in terms of the following key features.

- Research is conducted in the natural setting of social actors;
- The primary aim is in-depth description and understanding of actions and events;
- The main concern is to understand social action in terms of its specific context, rather than attempting to generalise to some theoretical population;
- A detailed engagement or encounter with the object of study;
- Openness to multiple sources of data and
- Flexible design features that allow the researcher to adapt and make changes where and when necessary.

Neuman (2006:151) identifies the following as strengths offered by qualitative research.

- Qualitative researchers often rely on interpretative or critical social science;
- Qualitative researchers apply "logic in practice" and follow a non-linear research path;
- Qualitative researchers speak a language of "cases and context";

- Qualitative researchers emphasise conducting detailed examinations of cases that arise in the natural flow of social life and
- Qualitative researchers try to present authentic interpretations that are sensitive to specific social-historical context.

According to Kumar (2005:12), a study is qualitative if the purpose of the study is primarily to describe a situation, phenomenon, problem or event. The researcher focuses on the experiences from the participants' perspective. In order to achieve the emic perspective, the researcher becomes involved and immersed in the study. The researcher's participation in the study adds to the uniqueness of data collection and analysis (Streubert & Carpenter, 1999:17).

In this study, a qualitative method will be used. The reason for choosing this method is indicated by Neuman (2006:78), who explains that qualitative researchers follow a nonlinear path and emphasise being inductive, flexible and intimate with the details of the natural setting. Hughes (2006:7) further asserts that qualitative researchers want those who are being studied to speak for themselves, to provide their perspectives in words and other actions. This will enable the researcher to ask more probing questions as and when the need arises, instead of coming back for more explanations on issues raised. The researchers conduct detailed investigations of particular cases or processes in their search for authenticity.

3.3 RESEARCH DESIGN

Rubin and Babbie (2001:107) state that the term "research design" refers to all the decisions made in planning the study - decisions not only about what overall type or design to use but also about sampling, sources and procedure for collecting the data, measurement issues and data analysis plan. Babbie (2007:89) identifies two major aspects of research design, namely, that the researcher should first specify what needs to be investigated and secondly determine how best to do it. Mouton (2001:49) further explains that the research design addresses the key question of what type of study will be undertaken in order to provide possible answers to the research problem or question.

In this research, a case study design will be employed. According to Fox and Bayat (2007:69), a case study refers to the fact that a number of units of analysis, such as an individual, a group or institutions is studied. In a case study, if a single individual is studied, he or she should be highly representative of a particular population. Such an individual should be extremely typical of the phenomenon being studied. Denscombe (2003:38) contends that the merit of a case study approach is that it facilitates the use of a variety of research methods. It also allows the use of multiple sources of data, thereby facilitating the validation of the data. This approach can fit in well with the needs of small-scale research by concentrating effort on one research site or just a few sites.

3.4 POPULATION AND SAMPLING

Population is a set of elements that the researcher focuses upon and from where the results obtained by testing the sample could be generalised (Bless and Higson-Smith, 2000:87). Welman and Kruger (2001:46) state that the size of the population makes it impractical and uneconomical to involve all the members in the population. Quinlan (2011:206) claims that a population is all individuals, items or units relevant to the study. It is comprised of individuals, groups, organisations, documents, campaigns, incidents and so on. Bless and Higson-Smith (2000:84) conceded that sampling is “the subset of the whole population that is actually investigated by a researcher and whose characteristics will be generalised to the entire population”

Fox and Bayat (2007:58) asserted that in non-probability sampling, units of analysis in the population do not have an equal chance and sometimes have no chance of being included in the sample. This sampling method is used because it is convenient and inexpensive. Purposive sampling is the most important type of non-probability sampling because the researcher is able to rely on her or his experience and the sample used may be regarded as being representative of the relevant population. Convenience or availability sampling is the method of choosing anyone until the required size of the sample is reached. Random sampling is drawn from the population in such a way that each element of the population has the same chance of being selected (Fox and Bayat, 2007:55).

The pre-specified total sample of this study was ten (10) participants comprising six (6) municipal officials, (3 officials each from the Public Participation and the Integrated Development Units), four (4) ward councillors, one (1) each from wards 1, 6, 46 and 47. Only one municipal official will be drawn from each of the three sections, namely, Public Participation Unit, Integrated Development Plan Unit and Low-income Housing Section. On the commencement of the fieldwork, the sample of the study comprised a total of fourteen participants consisting of three (3) Housing, integrated development programme (IDP), three (3) Public participation unit, four (4) ward councillors and four (4) ward committee members.

3.5 DATA COLLECTION

Data can be collected in a variety of ways, in different settings and from a variety of sources. There are normally three data collection instruments for qualitative research, namely: questionnaires, the personal interview and the attitude scale. Semi-structured interviews are a versatile method of data collection and limit vague responses (Van der Walt, 2004:62), whereas Leedy and Ormrod (2005:144), argue that methods for collecting data are in-depth, unstructured interviews with 5 –25 individuals. In this study, a semi-structured interview, where face-to-face interviews will be conducted with selected respondents, will be employed. According to Welman and Kruger (1999:166), the biggest advantage of such interviews is the fact that the interviewer is in control of the interview situation. The interviewer is there just to ask leading questions and to record the responses in order to understand ‘how and why’.

Fox and Bayat (2007:73) say that a qualitative interview as a research method is a considered way of learning about people’s thoughts, feelings and experiences. Blanche, Durrheim and Painter (2006:297) report that there are structured, unstructured and semi-structured interviews. A structured interview is a list of standard questions and is useful if some straightforward information is needed. An unstructured interview is conducted when the interviewer needs a deeper understanding of the feelings or experiences of the interviewees. The semi-structured interview is where an interview schedule is developed in advance.

In this study, the interviews were conducted in Ziphunzana, Duncan village and East London over a period of five weeks. Even though the items on the interview schedule

were written in English and were understood by participants, some participants requested to respond in a language with which they are more comfortable, that is isiXhosa. This was not a problem as the researcher also speaks isiXhosa, and in some instances the researcher translated questions from English to isiXhosa. The interview questions were designed to solicit information on the participation strategies that could offer a feasible solution to improve the provision of low-income housing in Buffalo City Metropolitan Municipality. The small size of the sample was to look at key issues that are affecting public participation in the level of service delivery in low-income housing. Therefore, public participation strategies could apply a good standard of performance within communities.

3.6 DATA ANALYSIS

Data analysis is the process of systematically searching and arranging the interview transcript, field notes and other material that can be accumulated in order to increase understanding and to enable the researcher to present what he has discovered (Creswell, 1994:155). In essence, data analysis enables the researcher to organise and bring meaning to a large amount of data.

According to De Vos (1998:336), analysis is a reasoning strategy with the objective of breaking down a complex whole and resolving it into meaningful parts. De Vos (2004:344) asserts that the process of analysis is not mechanical but rather based on hunches, insight and intuition. Data interpretation is further defined as a process whereby recorded observations are used to describe events and test hypotheses (Dane, 1990:156).

According to Mouton (1998:161), qualitative analysis focuses on:

- Understanding rather than explaining social actions and events;
- Remaining true to the natural setting of the actors and the concept/s they use;
- Constructing, with regard to the social world, stories, accounts and theories;
- Contextually valid accounts of social life, rather than formally generalisable explanations.

According to Creswell (1994:153), data analysis requires that:

- The researcher be comfortable with developing categories and making comparisons and contrasts and
- The researcher is open to possibilities and sees contrary or alternative explanations for the findings.

Data analysis in qualitative research consists of preparing and organising the data for analysis, then reducing it into themes through a process of coding and condensing the codes; and finally representing the data in figures, tables or a discussion (Creswell, 1994:123). Fox and Bayat (2007:104-110) state that data analysis is not limited to the mass media, but can also include, inter alia, transcriptions of personal interviews, political documents and minutes of meetings. As data is only meaningful once it is analysed, in this study, the qualitative data will be analysed into themes using coding and categorising of data into themes. Common themes will be identified from individual interviews. Categorisation will be conducted by looking at issues that speak to the same phenomena, and also those that are exceptional, to integrate themes and concepts into a detailed interpretation of the research topic. The coding manual for qualitative researchers is intended as a reference to supplement existing works. Richards & Morse (2007:137) stated that coding is not just labelling, it is linking. "It leads you from data to the idea and from the idea to all the data pertaining to that idea". On the other hand, Creswell (2007:153) noted that a code can emerge from data that is not only expected but even surprising, unusual, or conceptually interesting. All the mentioned steps will be followed in the analysis of the data collected during the interview phase (Babbie and Mouton, 1988: 50). In this study, data collected from the interviews will be broken down into themes. The process will be discussed in chapter 4 and will be developed during the analysis.

3.7 ETHICAL CONSIDERATIONS

According to Kumar (1999:190), all professions are guided by a code of ethics that has evolved over the years to accommodate the changing ethos, values, needs and expectations of those who practice in these professions. Ethics in research deal with beliefs about what is right or wrong, proper or improper, good or bad (Millan, 2001:94). Babbie and Mouton (2001:520) describe ethics as typically associated with morality

and dealing with matters of confidentiality that must be upheld at all times, in order to avoid potentially “unsatisfactory practices”. In this study the following major principles of ethics in social science research will be upheld:

- Voluntary participation;
- Participants could withdraw from the study at any stage;
- No harm to the participants and
- Anonymity and confidentiality (Babbie and Mouton, 2001:523).

During the data collection, the researcher adhered to the ethical considerations held in social science research concerning ethics when carrying out research with humans. Consequently, a letter requesting permission to conduct research at the Buffalo City Metropolitan Municipality was written to acquire information from the municipal officials, ward councillors and ward committees. The municipality subsequently gave permission (see annexure 1). The researcher made use of the consent form to acquire the informed consent of all the participants. The researcher also made it clear to the participants that they had a right to withdraw from the study at any time and to either participate or not. In the consent forms as well as in the introductory remarks of the face-to-face interviews and observations, the researcher indicated that participants would remain anonymous and the information obtained from them would be confidential. Subsequently, pseudonyms were used in respect of the ward councillors that participated in the face-to-face interviews and those that were under observation. During the data collection and analysis period, data collected were preserved in the researcher’s safe place. Hard copies of the questionnaires were stored under lock and key in the researcher’s office. Ethics clearance from the Nelson Metropolitan University’s Faculty of Arts Research, Technology and Innovation (RTI) committee was sought and granted for this study.

3.8 CONCLUSION

This chapter provided a detailed explanation of the research design and methodology. Data collection methods and instruments, the population sample and data analysis of the collected data was discussed. The researcher found the participants in the study very cooperative. The co-operation of participants built a friendship between the

researcher and staff members. The Buffalo City Metropolitan Municipality's housing unit assisted a great deal in facilitating face-to-face interviews with the respondents. Subsequently, the researcher was able to acquire more information than expected as the participants were very open to the interviews.

Chapter 5 will focus on the recommendations to improve levels of low-cost housing and draw conclusions based on the research findings.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

This chapter focuses on the analysis and interpretations of data obtained in the interviews. It seeks to determine the level of public participation in the provision of low-cost housing in the Buffalo City Metropolitan Municipality. Casale and Desmond (2007:78) argue that the quality of the low cost houses provided by the post-apartheid government has been called into question on a number of counts. Quality is a measure of the extent to which customers' (low-cost housing owners/tenants/users), requirements and expectations are satisfied (Goh & Ahmad, 2011:3).

The researcher identified six themes, each of which formed major findings from the qualitative data. These eight themes are public participation strategies, the awareness of the public participation legal framework, Information and transparency of the budget, community participation in the budgeting and IDP processes, challenges in the provision of low-cost houses, involvement of ward councillors and committees in the budget and IDP process and participation in the provision of low income housing. Each of these themes relates to the public participation strategies with reference to the provision of low-income housing in section 2.6.1. These themes are derived from qualitative analysis using manual coding nodes as described in this chapter.

4.2 PRESENTATION AND ANALYSIS OF DATA

The themes elaborated upon in the following paragraphs are derived from the use of the thematic analysis.

4.2.1 Public participation strategies

Respondents were asked about public participation strategies that are in place to promote participation in the municipality. The participants indicated that the respective ward councillors have regular meetings to go to prompt communities to be engaged in issues relating to their wards. Stakeholders should be involved and informed about general council meetings. The respondents explained that there is a public

participation document that is under review to formulate a policy as a baseline for the strategy. Essentially, an integrated development plan (IDP), provides a strategic framework for democratic municipal governance in that it sets out the vision, needs, priorities, goals and strategies of a municipal council to develop the municipality during its five-year term of office (Davids, 2005:64). To support this argument, one of the participants mentioned that the existing public participation strategies are:

- IDP/budget roadshows
- Council open days
- Representative forum
- Intergovernmental relations
- Implementation of business indaba or business tactics workshops

Davids (2005:103) agrees with the aspects mentioned above. He says "the pivotal role of a local sphere is to establish local democracy and as such, municipalities should develop strategies and make arrangements to engage with the public, business and the community" (Davids, 2005:103). This implies that municipalities should develop their own strategies to ensure that public participation takes place by allowing communities opportunities to participate in the affairs of the municipality. In addition, a respondent cited the different public participation strategies from those above as follows:

- Ward committee meetings
- Mayoral imbizo
- Petition for municipality
- Community survey satisfaction

According to Craythorne (2006:171), public participation takes place through political structures, public meetings, consultative sessions, report back sessions with the local community and through mechanisms such as izimbizo (informal gatherings with councillors, where questions can be asked on any issue related to municipal matters). According to the view of the respondents, municipal officials must also organise public meetings to ensure that the community participates and also forms part of the forums i.e. housing. One of the ward committee members added that loudspeakers are used

to announce meetings in every areas within the community. Gibson (2006:7) states that community participation occurs when ordinary citizens come together, deliberate and take action collectively to address problems and issues that the community decides are important, appropriate and part of their needs. This means information-sharing, acting to help solve community needs and being involved in the decision-making process.

Another participant stated that Buffalo City Municipality holds annual IDP road shows in every ward and the communities are invited to partake and give feedback or ask questions relating to issues within their wards. Theron (2008:234) suggested that the most important issue in the participatory development debate is the question concerning the level of influence, decision and ownership that participants gain at the end of the participatory process. Public participation should be about equity and empowerment. On the other hand, Levy (2007:71), says public engagement, underpinned by access to high quality information, forms an outermost, and possibly the most important, element of a national system of checks and balances. The majority of the respondents said that the human settlement department has its own consumer education section through which they give training on policies with the Buffalo City municipality (BCMM) that is, public participation policy. The human settlement section allocates a policy service for municipalities and is an education team policy from the national government.

However, Mabelebele (2006:105) posits that there is a need to formalise government Izimbizo in order to hold officials accountable for promises made. This becomes more pressing for the implementation of government problems, and this approach has been adopted by the government since 2001. Ward committees are used as the main vehicle for public participation strategy in order for the community to participate in municipal meetings. Therefore, ward councillors and ward committees are the major link to facilitate consultation and participation within their wards. Ward councillors are expected to provide feedback to their communities on the adopted IDP and budget. Section 158(1)(a), (c) and (e) of the Constitution, 1996 stipulate that ward councillors should be in touch with the issues in the area, understand the key problems and monitor development of service delivery. To this end, one of the respondents indicated that ward councillors must use wardrooms for the effective participation of the

community. Ward committees should report back in the interest of the community and inform communities through placards, noticeboards, media and pamphlets. The usage of ward committees is a visible method of the public participation strategy.

The IDP serves as a growth-directed plan of the municipality that directs the delivery of services to the community. Van der Waldt (in Venter, Van der Walt, Phutiagae, Khalo, Niekerk & Nealer, 2007:95), views integrated development planning as a "participatory planning process aimed at integrating sectorial strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population, in a manner that promotes sustainable growth, equity and the empowerment of the poor and marginalised". Mfenguza (2007:03) states that the IDP is also a platform for the community to engage with the municipality on the required services to be delivered to them. If participation in the community is not carried out effectively and efficiently, it will hinder the processes of the IDP. When proper community participation does not occur, and the IDP is not properly implemented, development of the local economy may be detrimentally affected. Respondents noted that municipal official must encourage communities to participate in the municipal programmes by providing civic education on the provision of low-income housing. Ward councillors have been allocated in different committees where they are a part of the public participation. As a general guide towards effective participation, municipalities should take the following into account (Policy Paper on Integrated Development Planning, 2000:30).

- Mass meetings are not the most effective way to acquire information from the community.
- Many different creative techniques exist (e.g. focus groups), that may be useful in attaining effective community participation.
- Information technology may be of use to interact with communities and stakeholders. It should be borne in mind though, that access to these technologies is limited in some communities.
- Participation should be carefully structured, as it may become time consuming and costly. This may particularly be the case in newly demarcated areas that are of large physical size and/or have a large and highly differentiated population.

4.2.2 The awareness of public participation policy framework

The Municipal Systems Act (Act 32 of 2000), dedicates chapter 4 to community participation in local government. It states that local government should develop a culture of community participation and municipal governance that complements formal representative government and should encourage and create conditions for local communities to participate in the affairs of the municipality in, inter alia:

- The preparation, implementation and review of its integrated development plan;
- The establishment, implementation and review of its performance management system;
- The preparation of its budget and
- Strategic decisions relating to the provision of municipal services.

The Municipal Systems Act (Act 32 of 2000), specifies that in each municipality, mechanisms, procedures and processes for community participation should be put in place.

The interview responses to the question: “Are you aware of the public participation policy framework for the delivery of low-cost houses? If yes, how did you hear about it? If not, what kinds of policies are in place and used by Buffalo City Metropolitan Municipality?” The majority of the respondents indicated that the legal framework exists in the municipality. The researcher observed that the majority, 80% (n=ten; 10) of the respondents are aware of the public participation legal framework in the delivery of low-income housing. The minority, that is 20% (n=three (4)) of the municipal officials indicated that they are unaware of this legislation within the municipality. Buffalo City Municipality has a legal public participation framework that is used by municipal officials, stated one of the participants. Several respondents have never been exposed to this legislative framework and a few respondents claim that they not familiar with, or aware of, the policy. They do not have this policy in their section. Respondents further said that, at a certain stage, the municipality or municipal officials, consult the communities to present the budget as well as prospective projects (as per their identified needs). Baiocchi (2010:260) asserted that participatory budgeting could be referred to as a process whereby a wide range of stakeholders debate, analyse, prioritise, and monitor decisions about public expenditure and

investments. Some of the participants explained that the municipality discussed every issues which is needed by community through IDP processes and gives clarity to all questions from the community. Khuzwayo (1999:56) emphasises that the IDP has a legal status that supersedes all other plans for local development and is meant to arrive at decisions on issues such as municipal budgets, land management, economic development and institutional transformation in a consultative, systematic and strategic manner.

An analysis of the response of the participants reveals that some municipal officials are not informed about the policy framework on public participation. Officials are not informed about the policies that they are expected to implement. The municipal officials should be the first people to follow legal framework in order to build the effectiveness of service delivery. The delivery of services should be the first priority and participatory action could bring people closer to local government. It can be assumed that active participation could improve the standard of service delivery to the community. Community members should be encouraged to participate in municipal affairs.

4.2.3 Information and transparency in the budgetary and IDP processes

According to Frewer, Rowe, Marsh and Reynolds (2001:1), the involvement of the community is intended to increase the transparency of how government decisions are made, and currently, different methods of community participation are used by government when consultation processes are undertaken. Councillors are responsible for ensuring that the public participates in budgetary and IDP processes of the municipality.

According to Fourie and Opperman (2007:95), the budget is the most important mechanism in giving effect to a municipality's service strategies. It is considered that although the IDP is a strategic blueprint, it is the annual budget that provides the tool for implementing the IDP. Of note here is that the budget is for implementation and not for measuring performance of the IDP. The indicators and targets set in the IDP form the basis for this measurement. It will be clear that operating and capital budgets must be aligned with objectives and strategies contained within the IDP. However, in general terms, the IDP is given effect through the capital budget, as this is where

projects associated with improving service delivery are funded (Fourie & Opperman, 2007:114).

The interview responses to the question: “how do municipal officials provide information and promote transparency to enable the community to understand the budgetary and IDP processes?” The majority, that is (n=nine; 9), of the respondents indicated that ward councillors and ward committee members are involved in discussions and ward councillors raise ward priority needs in the council meetings. Section 152 of the Constitution, 1996, states amongst other things, that the function of local government is to encourage the involvement of communities and community organisations in local government. The minority of the participants (n=three; 3), explicitly mentioned that municipal officials provide information through ward councillors and they promote it by calling ward committees for meetings. Community is involved in the IDP processes during IDP/budgetary hearings. Redford (1969:8) noted that participation requires “access to information, based on education, open government, free communication and open discussion”. Access to information is a central component of governmental transparency, and governmental transparency is a tool to achieve accountability. The minority of the participants noted that ward councillors organise meetings for ward committees and community members to enable the community to understand the budgetary and IDP processes. Similarly, the Municipal Structures Act (No 117 of 1998), requires municipalities to engage in consultation with civil society in meeting the needs of local communities. One of the respondents said that officials also attend IDP public meetings to explain municipal documents for transparency.

An analysis of the ward committees’ responses on information and transparency, revealed that municipal officials’ duty is to organise meetings for ward committees and community members. Ward committees represent community members in these meetings and the community raises their concerns and needs in the general meetings. Van der Waldt (2007:28) indicates that established municipalities around the community should see public participation as essential for transparency and accountability in governance. On other hand, Pollitt (2005:207), noted that transparency only offers the element of openness in disclosure of information, the accessibility of the debates to the general public or the disclosure of the judgment.

4.2.4 Community participation in the budgeting and IDP processes

According to Bekker (1996:41), public participation can broadly be divided into two main categories, namely the mere receiving of information by the community from authorities about proposed actions, and the sharing of power with community to shape final decisions. It is however, often argued that the mere provision of information cannot be regarded as participation, although the provision of information helps to empower and educate people, thereby equipping them with participation tools.

Respondents were asked. “At what stage is the community afforded an opportunity to participate in the budgeting and IDP processes?” The minority, that is, (n=four; 4), of respondents indicated that at the end of the financial year, community members are given an opportunity to raise their issues and seek clarity on the year’s budget progress in terms of service delivery issues. One of the respondents further expounded that in the mid-term budget, communities are also afforded an opportunity to raise their needs. The Municipal Structures Act of 1998 requires that local councils consult communities on key municipal processes, and ward committees are intended to act as the main means of communication between the council and local communities.

Some of the respondents explained that community is involved from the beginning of the IDP/budget process, the preparatory phase of the process plan, which guides the process to review the IDP/budget. The community is afforded an opportunity to decide in this process and also have input throughout all IDP/budget phases. Stakeholders such as municipal officials, are involved through the IDP representative forum and the broader community is involved in the public hearing.

One of the respondents noted that the IDP has a continuous cycle of planning, implementation and evaluation. At the beginning, municipality’s plans are driven by the needs of the communities, as the mandate of local government is to provide services to the communities. This is consistent with Harrison’s (2008:325) contention that the IDP has a narrower focus on the efficiency of local government. It is concerned with introducing the corporate culture to public sector management. This is a neo-liberal approach to government and is underpinned by the imperative of the New Public Management (NPM) approach to governance.

Another respondent contradicted this by saying:

“The community is only involved in the reporting stage, which is the last stage of the IDP budgeting process.”

According to Ababio (2004:14), the question may be asked whether the community is really competent to participate in municipal issues that would influence them directly, especially planning issues. The majority, that is, (n=ten; 10), of the respondents noted that the IDP makes a report about budgeting when the project is implemented. In addition, the White Paper in local government, 1998, emphasises the role of the IDP in setting out priorities of linking and coordination of sectorial plans and strategies; aligning financial and human resources with implementation needs; strengthening the focus of environmental sustainability and providing the basis for annual and medium-term budgeting.

An analysis of the views of the participants reveals that community members participate in the process of budgeting and the IDP because the housing projects of the municipality cannot be successful without them. A budget matter seems to be too critical between municipal officials and the community members. On many occasions the municipality remains unclear about budget processes and how the organisation maintains and prepares the budget for a certain project. As a result the community should have a better understanding about budget matters from the IDP as a major introduction to the municipality. The IDP is expected to play a significant part in budget matters within a community.

4.2.5 Challenges in the provision of low-cost houses

Adebayo and Adebayo (2000:1) stated that one of the constraints in improving housing conditions for the lowest income groups continues to be experienced in the area of affordability. Quality focuses on eliminating defects and variations and seeks to avoid waste of time, materials, and financial resources due to rework (Love, Edward & Smith, 2005:197). A great number of the defects occurred mostly due to poor communication and inadequate checks and controls in low cost housing (Sommerville, 2007:395). The disadvantages were the inability of the houses to stand up to extreme weather conditions, structural defects such as cracks that are not easy to repair with some

materials, poor workmanship and structures that are not compatible with future extensions (Mgiba, 2007:16).

The National Planning Commission (2011:243) stated that, to stretch limited subsidies, public and private developers often sought out the cheapest land, which was usually in the worst location. The capital subsidy regime also generally resulted in uniform housing developments, without taking into consideration 'household choice' or 'household preference'. The capital subsidy failed to meet the needs of a great portion of the population that requires rental houses, forcing many into backyard shacks on private properties.

The interview responses to the question: “Do you think there are challenges in the provision of low-income houses in the municipality? If yes, what are the main challenges?” The majority, that is (n=twelve; 12) of the respondents indicated that low cost houses are not ready for habitation as the contractors do not complete their work. The problem arises when contractors have signed their binding agreement building documents with the municipality, they do not continue to and complete the remaining work. This poses challenges on the part of the beneficiaries as well as the municipality. The beneficiaries could get impatient and resort to protests if these houses are not delivered within the promised time.

It is important that municipal officials should be equipped with project management knowledge so that they do not let the service providers sign the completion forms prematurely. This is in agreement with Bamberger's (2004:122) view that the monitoring of the implementation of projects is a continuous process that is crucial right from the start of a project, all the way through to its conclusion. Continuous monitoring and regular evaluation of the process, outcomes and implementation impact are essential methods for detecting deviations from the project's focus, or as indicators of the need for the redirection of strategies and activities.

4.2.5.1 Quality of houses

The minority, that is (n=five; 5) of the respondents pointed out that the quality of houses that are built is not only a problem for the members of the community who are recipients of these houses but also the municipality, as the municipality is expected to

rebuild or repair the cracks. Participants also mentioned that the building material is not approved and there is no laboratory to test the thickness of the building material.

Tissington (2011:80) contends that the issue of the quality of low cost houses should rectify badly constructed houses. According to Royston (2003:234), the goal of sustainable human settlement development is being impeded by the inaccessibility of well-located land and this drives people to the towns' fringes. This is corroborated by Rust (2008:13), that it is almost impossible for people in the low to moderate income groups to access a serviced, residential stand for ownership.

4.2.5.2 Availability of land

Another challenge is that the municipality struggles to find suitable land on which to build low cost housing. As espoused by Wensing and Taylor (2012:5), the right to land and homeownership is a powerful tool for a community's economic development. Owning land or a house gives power to the owner to use these assets as an economic empowerment opportunity to enhance his/her socio-economic status through investment and any other possible way. As mentioned by Rumney (2005:403), this is exacerbated by the failure of the state to adequately address the issue of land restitution of property expropriated under apartheid, redistribution and land tenure. As long as the government continues to shy away from adequately and boldly addressing the pertinent land reform issue, the strife for land acquisition and lack of sustainable housing will always remain a harsh reality.

Reitzes (2009:31) says that the failure of the government to expedite the redistribution of land from private owners who unfairly benefited from the apartheid era, to disadvantaged communities, serves as a colossal barrier to land transformation. According to Ul Huda, Burke, Ul Haq and Hamza (2006:3), the question of land and housing becomes a critical socio-economic issue when the majority of the population is being marginalised based on race, gender, class or ethnicity. One respondent explained that the unavailability of land at an affordable price that is closer to employment opportunities, amenities such as health services, education, police stations and other facilities, is another problem. Also, the rapid migration and urbanisation of people from rural areas to townships has led to informal settlements, land invasion and illegal occupation

Onatu (2012:187) noted that “South African cities inherited a dysfunctional urban environment with skewed settlement patterns that are functionally inefficient and costly, and a huge service infrastructural backlog in historically underdeveloped areas. A lack of proper beneficiary identification and prioritisation of measures was identified as one of the challenges in the provision of low-cost houses. One of the respondents observed that there is still manipulation of the beneficiary list and illegal occupation of houses. Another problem is that the houses are not accessible for disabled people, meaning that chances are limited for disabled people to have a home of their own. In addition to this some beneficiaries sell their house and return to the squatter camps.

One official noted that the municipality has not been granted an approval certificate by provincial government to build houses. Therefore, the municipality is not eligible to build but only to administer the processes of delivering low cost housing. As a result of unemployment, unaffordability and the escalating urbanisation affecting poverty-stricken communities, the last resort is to create informal settlements. The rapid urbanisation in South Africa has not only created informal settlements, but also communities of slums within informal settlements one of the participants mentioned the following challenges:

- A shortfall in the budget;
- There is no accreditation;
- Limitations in the delivery of low-income housing;
- Beneficiary list and
- The influx of squatter from rural areas.

Interestingly, some respondents said that the communities need to be given options to choose between houses and plots as some community members do not want RDP houses. They would rather be provided with plots to build their own houses. It is for this reason that the housing section has to inform the community about the policy of delivering low-income housing projects.

Analysis of the views of the respondents revealed that in most cases, the beneficiary list has been manipulated and the original beneficiaries remain homeless. In some instances, the delivering of low-income housing is too slow to accommodate new occupants and younger people. This is one of the reasons leading to higher demand

for housing and a higher volume of informal settlements in the country. At the same time the low-income houses are being purchased for other beneficiaries in the same community. The delivery of low-income housing need to be checked and monitored in a trustworthy manner for disadvantaged communities. To this end, Davis and Keating (2002:37) argue that in so far as there are solutions, they require an interrelated set of policies that represent a major challenge of coordination.

4.2.5.3 Availability of financial and skills resources

Mogale (2003:229), states, that in order to assist municipalities to speed up service delivery to the poor, extensive resource acquisition in terms of funding, human resources and most importantly, the adoption of key and enabling legislative measures, became essential to realise the needs of local communities. In support of this view, one of the participants said that the municipalities' waiting list (database), has approximately 50000 applicants who have been on the list since the 80s. The majority, that is (n=ten; 10) of the respondents stressed that the shortage of houses is as a result of contractors that do not finish their work on time and there is no follow up from the municipality. Invasion of municipal and private land results in non-availability of land and a struggle to build houses. Schoeman (2006:111) argues that "in many instances, municipalities lack capacity both in terms of skills and finances". This is evident in that most municipalities show a poor ability to accurately plan and disburse their budgets. More or less the same views were expressed by another participant who said that major contributing factors to the problem are"

- Poor contractors;
- Poor skills;
- Incorrect ordering of building material and
- Incorrect taxation.

The shortage of houses is one of the factors that discourages the community. This matter of houses also affects public participation within the community and builds a negative stance against the municipality.

4.2.6 Participation in the provision of low-income housing

The White Paper on Housing, 1994, provides for the co-operation among the various tiers of government and partnerships between the private sector and the communities is a prerequisite for sustained housing delivery. This White Paper acknowledges that a housing programme cannot be restricted to housing, but it also needs to promote viable communities. This means that a holistic approach to housing delivery needs be adopted, and that includes the socio- economic aspects related to the housing problem in South Africa.

In addition, People's Housing Process Act, 1998 stipulates that increasingly took responsibility for low-cost housing delivery; a parallel process was under way to entrench community participation in the process. The People's Housing Process (PHP) was adopted by the Minister of Housing in 1998 to assist communities to supervise and drive the housing delivery process by building their homes themselves. The idea of community participation was part of the White Paper on Housing, reflected in the requirement for a contract between developers and communities.

Respondents were asked? “What do you think can be done to ensure that community members participate in the municipality programmes like the provision of low-income housing?” The majority of the respondents indicated that ward committees must encourage communities to participate in municipal programmes such as IDP by conducting civic education on the provision of low-income housing, and community members should raise their needs during the meetings.

The minority of the respondents explained that officials must organise public meetings to ensure that communities participate and also form part of the forums, specifically housing. Kroukamp (2002:50) contends that the participation of citizens in government activities and governance structures should always be well organised. Therefore, the community must be involved from the beginning of the project until the end. Accurate information and the correct documentation will assist this process, said one of the participants. It can be safely said that community members do not participate in the majority of the public meetings because promises that were made for service delivery are not fulfilled by the municipality.

4.2.7 The involvement of ward councillors and committees in the budget and IDP process

In terms of section 74 of the Municipal Structures Act, 1998, recommendations on matters affecting the ward can be made to the councillor, metropolitan or local council, the executive committee, the executive mayor or the relevant metropolitan sub-council. It may perform other duties and functions delegated to it by the metropolitan or local council. These duties and powers are to act as a specialised participatory structure to enhance formal communication channels and forge co-operative local partnerships. Furthermore, a committee may express dissatisfaction to the council on the ward councillor's failure to perform. The ward councillor is the institutional link between the ward committee and council. In respect of communication, ward committees must 'create formal unbiased communication channels between the community and the council'.

In fact, the government issued the Resource Book on Ward Committees (DPLG, 2005:36), which sees this as 'the primary function' of ward committees. In respect of mobilisation, ward committees may achieve solutions by attending to all matters that affect and benefit the community, acting in the best interest of the community and ensuring the active participation of the community in service payment campaigns, the IDP process, the budgetary process, decisions regarding service provision, by-laws, and by delimiting and chairing zone meetings.

The interview responses to the question: Do you involve ward councillors and members of the ward committees in the budgetary and IDP process? If no, what are the reasons for not involving them? If yes, do they contribute and participate in the discussions? The majority, that is (n=eight; 8) of the respondents indicated that ward councillors and committees are involved in the budgetary and IDP process. The housing section should educate the community about policies or strategies used in the delivery of low-income housing in the Buffalo City Metropolitan Municipality. Holder and Zakharchenko (2002:15) stated that community participation is the involvement of communities and community organisations in the affairs of government to ensure that their voices are heard. They stated that community participation is a community-based process, where citizens organise themselves and their goals at the grassroots level and work together through non-governmental community

organisations to influence the decision-making process. The respondents explained that ward committees are excluded from the platform for the representative forum and they are not allowed to contribute nor participate during the IDP/budget hearing. Section 72 of the Municipal System Act, 2000 (Act 32 of 2000), encourages participatory democracy and outlines the role of ward committees in enhancing participation during the budget process. Ward committees are expected to consult with communities and inform municipal officials on the outcomes of budget decisions made by councils.

Analysis revealed that there is still much that needs to be changed on how the ward committees operate and how they should function in their respective communities. Ward committees are ignored in the processes of local government and they are not given enough chance to participate and voice their dissatisfaction within the municipality. Therefore, municipalities should value the work of ward committees as they are the link between the ward councillors and the members of the community. For instance, in the absence of ward committees, ward councillors would not be able to organise the community for municipal affairs as well as know the needs and demand of the community. In fact, members of the community should also be involved during the IDP/ budget hearing. This practice will enable the municipality to know the needs and demands of the community.

4.2.8 Conclusion

This chapter focused on the analysis and interpretation of data. It was observed that there are various challenges in the provision of low-income housing. This might be attributed to the low quality of houses, the housing backlog and unavailability of land, financial resources and skills. It was established that these challenges can only be addressed if the housing backlog has been met by national government. The following chapter will draw conclusions based on the research findings and provide recommendations on improving levels of public participation in the provision of low-income housing.

CHAPTER FIVE

FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

This chapter will focus on the findings and recommendations of the study that was conducted. As participants of the study have given their views, conclusions will be drawn about the study. The researcher's recommendations will be given based on this study. These recommendations are taken from the views provided by the participants in this study.

5.2 SUMMARY OF THE STUDY

It is worth to mentioning that rapid urbanisation of people from rural areas has not only created informal settlements, but also communities of slums within informal settlements. This has led to unavailability of serviceable land for building low-income houses.

Chapter 1 presents the general introduction, background and rationale of the study, the problem statement, the aims and objectives of the study, the research questions, the significance of the study, an overview of the research design and methodology and the research outline.

Chapter 2 deals with the encouraging public participation strategies in the integrated development planning (IDP) and the provision of low-income housing in the Buffalo City Metropolitan Municipality. The policy framework and the importance of public participation in the IDP is explained.

Chapter 3 outlines the research methodology and describes the tools and techniques used for collecting data, as well as methods of data analysis and interpretation.

The focus on **Chapter 4** is on data analysis and interpretation, as well as the findings of the face-to-face interviews and survey questionnaires information from ward committees and ward councillors. The study made use of coding for the main themes. Common themes were identified from the individual interviews.

Chapter 5 deals with conclusions based on discussions presented in the previous chapters, and also provides recommendations drawn from the interviews.

5.3 SUMMARY OF FINDINGS

This study focused on the public participation strategies in the provision of low-income housing. Following are the findings and shortcomings that were identified:

- There is a lack of public participation by the majority of the community members.
- The various stakeholders need to be consulted before commencement of the projects.
- Community participation in the affairs of the municipality could increase effectiveness, efficiency, transparency and accountability.
- The municipality is a vital entity in local government that must carry out the critical function of service delivery to all communities within its area of jurisdiction.
- Ward committees do not have a platform to participate in the representative forums and during the IDP/budget hearings.
- Ward committees submit community priorities to councillors without consulting the broader community.

5.4 CONCLUSIONS

The provision of low-income housing to the poor in Buffalo City Municipality is below the expectations of disadvantaged communities. There are major problems in all aspects related to the provision of low-income houses. Starting at governmental departments, such as municipalities that award and oversee low-income housing projects, to the contractors who build the houses, problems seem to abound. The problem is exacerbated as the housing policy does not provide a range of options to meet all housing needs; most notably, there are no strategies for the upgrading of informal settlements or for the promotion of affordable rental housing (Department of Local Government and Housing, 2005:8). On the other hand, the community's role in the IDP process is limited and unclear, because the community does not take ownership of the development imposed on them by the municipality. This discourages

the community from engaging in finding solutions to their current problems. Emmert (2000.508), asserted that the lowest form of participation centred on identifying the needs and gaps that could potentially create attitudes that view the community in a negative and prejudiced manner.

However, the broad plan of the municipality is the result of vigorous consultation and engagement with stakeholders, who must contribute to the drafting, review and adoption of the plan. In a sense, an integrated development plan must be community-based and communities must have the “upper-hand” to own the processes and the plan itself. The constitution, 1996, requires that municipal councils must function on a participatory basis with local communities with the intention that these communities have a significant role to play in local government decision-making. The establishment of ward committees by the Buffalo City Metropolitan Municipality can be considered as being of significance in this regard. Authentic participation in the municipal sphere should result in transformed municipalities and a citizenry with real influence over public policy decisions.

In this regard, capacity building, role clarification and resource mobilisation for effective participation is crucial. The impact of authentic public participation will emerge as municipal actions start producing tangible outputs and outcomes (e.g. poverty reduction, redress of grievances and improved service delivery). In addition, feedback is necessary on inputs made by the community. Individuals will simply not participate if some results from their inputs are not visible. Residents do not know their rights and duties as citizens of a municipality, and community participation in municipal affairs is lacking. Residents are not educated on when, why and how they should participate. As a result they do not hold municipal functionaries accountable for their actions or inaction. Participants need to have a feeling of power and effectiveness in order to participate. A possibility of expanding participation would be through a call to experts, interested parties and stakeholders to participate in electronic or internet information exchange groups.

5.5 RECOMMENDATIONS

The long-term sustainability of the project is dependent on the participation and support of the people for whom the project was designed.

First recommendation: Institutionalisation of public participation

The municipality should ensure that public participation is institutionalised. The community needs to be involved early in a project so that it can voice its needs and concerns regarding a project. All stakeholders should try to arrive at a point of consensus in order to provide an efficient and effective solution to the identified problem. If the community does not participate in the early stages, the project may fail to appeal to the needs of the people, that is, the very people who are supposed to benefit from the project. According to the Department of Provincial and Local Government (2001:9), public participation has to be “institutionalised in order to ensure that all residents of the country have an equal right to participate”. Makgoba and Ababio (2004:278) reflect that municipalities sometimes fail to respond to community needs and expectations owing to a lack of finances and that this could be seen as the municipality’s failure to address their problems. This participatory inertia may culminate in a loss of interest in the local government, thereby exacerbating tension between the ward committees and community members. Coetzee, Graaf, Hendricks and Wood (2001:479) mention that power structures and relationships are becoming increasingly important within municipalities. Achieving true community participation is difficult.

According to Kehler (2000:18-19) it is important that communities are empowered to participate meaningfully in terms of knowledge of technical aspects and budgetary processes in this regard. Meetings should also take place at times that are generally regarded as being convenient, such as over weekends, so that school activities, work and home chores do not prevent them from participating. Crucial decisions should also be made by all the interested and affected parties and not only by their representatives or community associations, (since the combined views may not be a true reflection of individual yearnings and aspirations).

Second recommendation: Empowering communities through public participation

Local communities should be educated on the implementation of the system so that they can be involved in its implementation, monitoring and evaluation. This would add to ensuring that the power imbalance between the municipal officials and the community is eliminated. As part of empowerment, it is strongly recommended that both the community and the municipality assess the impact of the training offered and the learning gaps. It is further recommended that the municipality allocates funds and adequate time to the process of empowering ward committee structures and that this process takes place at regular intervals, not at pre- or post-election periods only. This would ensure that empowerment became progressive and opportunities to address capacity gaps were created. If the system is applied properly, it will promote the accountability of municipal officials.

Therefore, the municipality must actively engage with community members so that they realise that public participation is important. A related issue concerns the municipality not giving constant feedback to the communities. The municipality must provide feedback to community members. Members of the community must utilise other forms of participating in the activities of the municipality. They can write a letter to the municipal manager, volunteer in the municipality and attend local meetings. The municipality must be open to new ways to allow community members to participate in their activities. It is important for the municipality to expand its different strategies to encourage communities to participate in municipal affairs.

Third recommendation: Enhancing participation

The municipality should streamline the identification of needs and the needs prioritisation phases of the IDP processes, so that the community can participate directly. This prioritisation phase of the process should run concurrently with the community needs identification phase. The municipality should structure the IDP meetings so that they give a hearing to those community-related issues that draw interest from the middle and working classes of the community. They should not appear to be meetings for the poor. In order for community participation to have an impact on the IDP process, it is essential for the community participants to be well

informed. It is therefore recommended that capacity-building workshops be purpose-centred and responsive to any gaps in capacity revealed by community participants. It is further recommended that the municipality allocates funds and adequate time to the process of empowering ward committee structures and that this process take place at regular intervals, not at pre- or post-election periods only. This would ensure that empowerment became progressive and opportunities to address capacity gaps were created.

Fourth recommendation: Participation in the IDP and budget process

Communities should be consulted via their development forum and ward councillors especially in respect of capital projects, to ensure that it is a participatory budget in terms of the IDP. Municipalities are mandated to put in place appropriate structures such as ward committees that should be represented in the IDP forums. The IDP is informed by resources that can be afforded and allocated through the budget process. The budget must, in turn, be aligned with IDP objectives and strategies. These processes are therefore not separate and distinct, they are integrally linked and symbolic. The rationale for this is to ensure that the IDP is affordable and consistent with budgetary constraints. It serves to ensure that projects are linked to the attainment of the objectives set in the IDP. This assists in ensuring the attainment of the overall vision of the council. Of crucial importance are the operational strategies, which by definition, must support the attainment of the objectives set in the IDP. The ward committees constitute a link between the municipality and the community. Overall, the priority identification for public participation depends on the mayor's support. The IDP committee and its sub-committees are important to enhance public participation, since representation from the ward committees may be presented at such committees.

Fifth recommendation : Promoting transparency

The municipality should create a platform for the community itself to be present when decisions by a particular ward are discussed and ultimately made. The ward councillors should be trained to realise that they are part of the ward committees and local communities. All councillors from the selected municipality should be encouraged to raise and discuss community-related issues during council meetings. In an effort to encourage councillors to be more participative, it is further recommended that

capacity-building programmes should be undertaken on meeting procedures, protocols and public speaking. Portfolio councillors should be held accountable for their respective units. Councillors should be more visible, transparent and responsive to local needs. The council should be more committed to working with local communities and officials to promote service delivery.

Sixth recommendation: Community participation in the housing project

The community should be involved in project approval, implementation and in the monitoring stages for mitigation of measures. The community's active participation may positively influence the project proponent to reduce or minimise the negative impacts of the project on the community, thereby ensuring the use of available resources in a more efficient and sustainable way. This may ensure sustainable development of low-income housing. It will furthermore contribute towards overcoming the identified constraints and challenges and improving the identified underperformance in the provision of low-income housing in the Buffalo City Metropolitan Municipality.

Seventh recommendation: Initiatives for the success of low-income housing

The local government should conduct an investigation into service delivery to establish a platform to encourage meaningful communication between communities and municipalities. There is also the need for an agreement between communities and municipalities to be transparent, so that the housing initiative of local government can easily be implemented. The low-income housing projects should be properly monitored and assessed, from the initiation until the closure of the project, in order to realise their objectives. Stakeholders should be involved in policy development to promote transparency and accountability. Municipalities should apply community participation strategies to facilitate community involvement in the projects. This can be used to eliminate inequality and build a democracy that creates new opportunities and fosters the ability for communities to look at community participation in a new light. To achieve this objective, there is the need to set clear objectives for the project. That will be the driving force that will make the project achievable within the shortest possible time. Housing projects should also serve as a poverty alleviation initiative to change communities' social living conditions.

Eighth recommendation: Strategies for community participation

Councillors should be acutely aware that the need for public consultation and participation is entrenched in the 1996 Constitution. Communities should be consulted on all important matters affecting their areas, and failure to do so could result in violent service delivery protest action. Imbizo programmes are aimed at strengthening democracy through the involvement of communities in service delivery. This programme is designed to bring government closer to the people, with the aim of mobilising them through their involvement to help tackle service delivery issues. The government believes that an imbizo is an appropriate forum for engaging with the people and allowing them to raise their concerns with regard to service rendering, while the government listens with the idea of addressing those concerns.

For the efficient handling of the challenges existing with the provision of low-income housing, it is critical to treat these as interrelated activities and to acknowledge the basic techniques of all the key participants. It is important that appropriate goals are developed for the implementation of strategies. Strategies should be aimed at stimulating the effective provision of low-income housing in the Buffalo City Metropolitan Municipality, as described in the previous chapters. The strategies that the local municipality must implement should be the following:

- There should be a set of uniform standards to be adhered to by all contractors involved in the provision of low-income houses. Low-income housing projects should be awarded to competent contractors: contractors' experience and capabilities should be evaluated before awarding the contract;
- Training and education related to low-income housing building standards should be provided through workshops and seminars at regular intervals. Formal training requirements in the built environment disciplines should be promoted among emerging contractors, especially in terms of construction materials and methods;
- All contractors involved in low-income housing projects should be encouraged to register with a quality assurance body in order to facilitate performance audits. There is also a need to engender a culture of excellence related to quality in the industry.

The project stakeholders, (national building registration council officials and municipal officials), should ensure monitoring and inspections during the construction phase;

- There should be strategies that support the access to mortgage and subsidy finance for low-income groups, to correct these housing inequalities. An essential element for providing low-income housing should be including the provision of adequate infrastructure, efficient financial support and ensuring that the provision of low-income housing is affordable for the target population group in Buffalo City Metropolitan Municipality.

FURTHER RESEARCH ON THIS TOPIC

This study focused on public participation strategies in the provision of low-income housing in the Buffalo City Metropolitan Municipality. Focus on community participation should be a permanent feature in the implementation of projects. This is because community members expect delivery of low-income housing to be fast-tracked, and when they do not participate in the process of the provision of these houses, they become disillusioned and resort to protests.

A further research area that needs to be explored is the role of an administrative unit to facilitate public participation strategies for the provision of low-income housing, to genuinely promote sustainable human settlements.

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ANNEXURE 1: REQUEST FOR PERMISSION TO CONDUCT RESEARCH STUDY

Department of Public Administration and management arts
P.O Box 7700
Nelson Mandela Metropolitan University
Port Elizabeth 6000
06 June 2015

The Municipal Manager
Buffalo City Municipality
East London
5200

Dear Sir/Madam

REQUEST FOR PERMISSION TO CONDUCT RESEARCH STUDY

I am the student of Nelson Mandela University doing Masters in Public Administration and management arts. In order to complete my studies I am required to conduct a research with the following topic; **INVESTIGATING PUBLIC PARTICIPATION STRATEGIES IN THE PROVISION OF LOW-INCOME HOUSING IN THE BUFFALO CITY MUNICIPALITY**

The purpose of the study is to investigate the challenges encountered by the municipal housing officials in East London area. I hereby seek for your permission to conduct this research in Buffalo City Municipality. The participants to the study will consist of Municipal officials, ward councillors and committees. Municipal public participation legislation and other relevant documents will be accessed and reviewed from the internet. Interviews will be done in the participants" work environment. Participation to the study will be done voluntarily and if the participant decides to withdraw is free to do so any time.

Ethical values, anonymity and confidentiality will be ensured at all times. Furthermore, queries with regard to this research can be directed to the Research Ethics Committee (Human), Department of Research Capacity Development, PO Box 77000, Nelson Mandela Metropolitan University, Port Elizabeth, 6031. The study will contribute to the

improvement of low-income housing in East London area. Findings will be made available to the municipal low-income housing sector.

Your cooperation will be appreciated.

Yours faithfully

Thomas Batyi

Cell number: 0736573904

E-mail address: Thomas.batyi@gmail.com

ANNEXURE 2: PERMISSION FROM BCMM

BUFFALO CITY METROPOLITAN MUNICIPALITY



MEMORANDUM

Date: 19 AUGUST 2016

From: **MANAGER: KNOWLEDGE MANAGEMENT, RESEARCH AND POLICY** To: **MR. THOMAS BATYI**

Our ref:	Please ask for MR J.FINE (043) 705 9742	Your ref:
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**RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN BCMM:
MR THOMAS BATYI**

It is hereby acknowledged that Mr. Batyi, a student at Nelson Mandela Metropolitan University, completing Masters of Public Administration has met the prerequisites for conducting research at Buffalo City Metropolitan Municipality (BCMM) for partial fulfillment of his degree. He has provided us with all the necessary documentation as per the BCMM Policy on External Students conducting research at the institution. With reference to the letter to the City Manager received on 17 August 2016, permission was requested to conduct research at BCMM for his Research Report, entitled "**Investigating Public Participation Strategies in the Provision of Low-Income Housing in the Buffalo City Metropolitan Municipality**". This request was acknowledged by the Office of the City Manager, and forwarded to the Knowledge Management and Research Unit for further assistance. Mr. Batyi was asked to provide the Unit with the necessary documentation, which he subsequently did.

ANNEXURE 3: INTERVIEW SCHEDULE FOR MUNICIPAL OFFICIALS

The aim of this research is to find out how effective public participation is in the in low-income housing at the Buffalo City Municipality. Findings from this research will be used purely for academic work purposes. The researcher will use the findings to write the treatise for a master's degree. Your right to anonymity, consent and any other research ethics is fully assured.

1. Are you aware of the public participation legal framework for the delivery of low-cost houses? If yes, how did you hear about it? If not, what kinds of policies are in place and used by Buffalo City Metropolitan Municipality?
2. At what stage is the community afforded an opportunity to participate in the budgeting and IDP processes?
3. How do municipal officials provide information and promote transparency to enable the community to understand the budgetary and IDP processes?
4. Do you think there are challenges in the provision of low-income houses in the municipality? If yes, what are the main challenges?
5. What do you think can be done to ensure that community members participate in the Municipality programmes like the provision of low-income housing?
6. Do you think there are public participation strategies in place to promote public participation in the Buffalo City Metropolitan Municipality? If yes, what are they? If no, which strategies can you recommend?
7. Do you involve ward councillors and members of the ward committees in the budgetary and IDP processes? If no, what are the reasons for not involving them? If yes, do they contribute and participate in the discussions?
8. What other issues do you think need to be addressed in relation to the delivery of low-income houses by Buffalo City Metropolitan Municipality?

ANNEXURE 4: INTERVIEW SCHEDULE FOR WARD COUNCILLORS AND WARD COMMITTEES

The aim of this research is to find out how effectively public participation in low-income housing at the Buffalo City municipality works. Findings from this research will be used purely for academic work. The researcher will use the findings to write his treatise for a master's degree. Your right to anonymity, consent and any other research ethics is fully assured.

1. Are you aware of the public participation legal framework for the delivery of low-cost houses? If yes, how did you hear about it? If not, what kinds of policies are in place used by Buffalo City Metropolitan Municipality?
2. At what stage is the community afforded an opportunity to participate in the budgeting and IDP processes?
3. How do municipal officials provide information and promote transparency to enable the community to understand the budgetary and IDP processes?
4. Do you think there are challenges in the provision of low-income houses in the municipality? If yes, what are the main challenges?
5. What do you think can be done to ensure that community members participate in Municipality programmes like the provision of low-income housing?
6. Do you think there are public participation strategies in place to promote public participation in the Buffalo City Metropolitan Municipality? If yes, what are they? If no, which strategies can you recommend?
7. What other issues do you think need to be addressed in relation to the delivery of low-income houses by the Buffalo City Metropolitan Municipality?

Thank you for assistance in completing this survey!

ANNEXURE 5: LETTER FROM THE LANGUAGE EDITOR



One Stop Solution
24 Firenze Gardens
Warbler Road
Cotswold Ext
Port Elizabeth
6045
www.onestopsolution.co.za

TO WHOM IT MAY CONCERN

I, Michele van Niekerk, declare that I have done the language editing for the thesis of:

THOMAS BATYI (213499363)

entitled:

**INVESTIGATING PUBLIC PARTICIPATION STRATEGIES IN THE PROVISION OF
LOW-INCOME HOUSING IN THE BUFFALO CITY METROPOLITAN MUNICIPALITY**

Submitted in partial fulfilment of the requirements for the degree of Masters of Public Administration at the Nelson Mandela Metropolitan University.

I cannot guarantee that the changes that I have suggested have been implemented nor do I take responsibility for any other changes or additions that may have been made subsequently.

Any other queries related to the language and technical editing of this treatise may be directed to me at 076 481 8341.

Signed at Port Elizabeth on 28 January 2017

Mrs M van Niekerk