TSHWANE METROPOLITAN MUNICIPALITY's RESPONSES TO INFORMAL SETTLEMENTS: A CASE STUDY OF MAMELODI

by

MARY MOLOISANE

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SUPERVISOR: **Prof P Khumalo**

CO-SUPERVISOR: **Ms C Alers**

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ABSTRACT

The persistence and enormity of the housing backlog facing the poorest of the poor is an indication of the gravity of the housing crisis in Gauteng. The challenge exists despite government efforts to provide low-cost housing and formalize informal settlements. Against the background of this persistent need, this study investigates the   City of Tshwane Municipality's response to informal settlements in Mamelodi Phase 3, Gauteng. Participants from Mamelodi Phase 3 and officials from the City of Tshwane Municipality were purposively sampled. Research findings indicated that informal settlements in Mamelodi are caused by various factors, which include movement from rural to urban areas, movement from other provinces to Gauteng and natural population growth. Furthermore, the persistence of the informal settlements is caused by poverty. Most people continue to live in informal settlements since they cannot access financial assistance from the banks as per the National Credit Regulation (NCR). Corruption is also a formidable problem as some informal settlement dwellers alleged that officials of the City of Tshwane Municipality allocated houses in contravention of set procedures. This research shows that the City of Tshwane's informal upgrading policies have failed in terms of providing adequate housing. Further, the housing policy has not succeeded in creating long-term sustainability in the delivery of low-cost housing to deal with the problems of the informal settlements. Although the City of Tshwane has implemented the *Re aga Tshwane,* which involves a wide range of policies, programmes and strategies to address the developmental challenges facing dwellers in informal settlements, more is required. On this basis, it is recommended that proper consultation with the community should be held to improve the lives of people in informal settlements in line with Section 26 of the Constitution of the Republic of South Africa (1996), regarding every person's right to have access to adequate housing.

Key words: Informal settlement, Mamelodi Phase 3, City of Tshwane

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LIST OF ABBREVIATIONS AND ACRONYMS

ABBREVIATION	MEANING
RDP	Reconstruction and Development Programme
COGTA	Cooperative Governance and Traditional Affairs
ANC	African National Congress
NDoHS	National Department of Human Settlement
ISUP	Informal Settlements Upgrading Programme
NHC	National Housing Code
EIA	Environmental Impact Assessments
DoH	Department of Housing
BNG	Breaking New Ground
CTMM	City of Tshwane Metropolitan Municipality
DHS	Department of Human Settlements
GCIS	Government Communication and Information System
FIS	Forensic Investigation Service
IDP	Integrated Development Plan
PHP	People's Housing Process
UN	United Nation
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
NUSP	National Upgrading Support Programme
UNICEF	United Nations International Children's Emergency Fund
WFP	World Food Programme

CHAPTER 1: GENERAL INTRODUCTION

1.1   Introduction and background

After 1994, the South African government realized that the democratization of South Africa would not be achieved by political freedom alone. Social and economic problems also posed challenges to both the central and local government. When the new government came into power in 1994, it inherited various imbalances from the past, especially in the provision of housing. Although the democratic government has made significant progress in meeting service delivery challenges in under-serviced areas since 1994, if the many existing housing problems are to be resolved, ongoing efforts are required.

The Department of Human Settlements finances, promotes, communicates and monitors the implementation of housing and sanitation programmes in South Africa to meet its objectives of sustainable human settlements and improved quality of household life. Thus, the Department of Human Settlements (2011) has identified the following areas of priority: accelerated delivery of housing opportunities, access to basic services, more efficient land use and an improved property market.

The Local Government: Municipal Systems Act 32 of 2000 defines basic municipal services as a service that is necessary to ensure an acceptable and reasonable quality of life and which, if not provided, would endanger public health, safety and the environment. Every municipality must, within the framework for national and provincial housing policy, seek to ensure that the right of access to adequate housing is realized.(Huchzermeyer, 2009). Hence, the Gauteng Housing Act 6 of 1998 is a policy framework developed to facilitate public housing provision. This policy framework is necessary in order to ensure that public resources in Gauteng are correctly managed to meet the increasing housing demands of the poor. According to Matji (2012:6), the Department of Human Settlement through the National Housing Act 107 of 1997 is mandated to provide low-income earners in the City of Tshwane Metropolitan Municipality with adequate, safe, affordable and sustainable accommodation that is administered in a transparent manner in accordance with good governance.

In this context the City of Tshwane Metropolitan Municipality, in its effort towards a clean, efficient, and accountable administration has embarked on an operation to audit the allocation and occupation of Reconstruction Development Programme (RDP) houses. The campaign known as *Motse ke wa mang* (Whose city is this) has recently been intensified to root out corruption in its Housing Department. As part of the campaign, a Member of the Mayoral Committee for Housing and Sustainable Human Settlement Development, escorted the Forensic and Investigation Services Division (FIS) on unannounced door-to-door visits in Mamelodi, Nellmapius area, in October 2012. The visits were focused on investigating cases where beneficiaries are letting houses to foreigners or to non-qualifying individuals, identifying beneficiaries that are contravening the prescribed regulatory conditions, investigating financial irregularities and misconduct within the housing and human settlements department; and verifying the occupancy of the RDP houses to ascertain whether the legal beneficiary, is indeed the person who is occupying the house (Matji, 2012:6).

Against this backdrop, this study investigates the responses to informal settlements (also referred to as squatter settlements) in Mamelodi by the City of Tshwane. This is particularly relevant because the previous Department of Housing could not reach its aim to eradicate informal settlements by 2014 (Department of Human Settlements(1), 2004: Online). The eradication of informal settlements is seen as one of the ways of integrating the disjointed housing delivery sector caused by racial planning and zoning of the apartheid era (National Housing Code 2009). Furthermore, the national declaration states that the Gauteng Provincial Government and City of Tshwane Metropolitan Municipality have also designed policies and strategies that respond to the housing backlog and informal settlements. This research thus seeks to broaden the study on informal settlements by investigating how the City of Tshwane has responded to informal settlements in Mamelodi, in an effort to efficiently use resources and achieve sustainable urban housing.

1.2   Problem statement

Given that there is an increasing migration of people from rural and semi-rural to urban areas and provinces, such as Gauteng, which has led to a myriad of problems including the shortage of housing and the proliferation of informal settlements, the South African government aimed to eradicate informal settlements by 2014 and ensure that every South African lives a decent life, with access to housing, water, sanitation, and electricity (Department of Local Government and Housing, 2008).

The specific problem identified is that, despite the efforts of the City of Tshwane to provide formalised low-cost housing through the Reconstruction and Development Programme (RDP) to the residents of Mamelodi, informal settlements persist in Phase 3 of Mamelodi. Therefore, informal settlements in Mamelodi presents a challenging and complex issue, which requires scholarly investigation to establish how the City of Tshwane responds to and attempts to eradicate informal settlements. In light of this, the following research questions arise.

1.3   Research questions

This study seeks to obtain answers to the following questions:

(a)   What are the main causes of the development of informal settlements?

(b)   Why do informal settlements in an area like Mamelodi persist in spite of the provision of Reconstruction Development Programme (RDP) houses?

(c)   How and with what success has the City of Tshwane responded to the Mamelodi informal settlements?

(d)   What approach can the City of Tshwane adopt to address problems associated with informal settlements in Mamelodi successfully?

1.4   Research aim and objectives

Granted that public housing problems persist in Mamelodi, the overarching aim of this study is to explore the responses of the City of Tshwane to the informal settlements at Mamelodi. This leads to the following objectives:

(a)   To conduct a theoretical exploration of urbanization, informal settlements and public housing.

(b)   To investigate the causes of informal settlements at Mamelodi.

(c)   To explain why informal settlements at Mamelodi persist.

(d)   To assess the responses of the City of Tshwane towards the informal settlements at Mamelodi.

(e)   To suggest possible solutions towards the eradication of informal settlements at Mamelodi.

1.5   Significance of the study

The study contributes to the growing body of literature on urbanization, informal settlements and public housing shortages in South Africa. In addition, the study exposes and brings to the fore the reasons why informal settlements in Mamelodi continue to grow, in spite of City of Tshwane's efforts to eradicate them. Most critically, this study avails information of practical and policy importance to the City of Tshwane regarding informal settlement at Mamelodi. The responses from dwellers are particularly important in guiding the direction of public housing policy and service delivery.

Given that several terms are used in the framework of informal settlements and housing delivery, in a study of this nature and to avoid ambiguity, it is important to define certain terms and the contexts within which they are used in this research

1.6   Key concepts defined

In order to avoid uncertainty in the interpretation of concepts, key concepts and terms utilized throughout this study are concisely defined below.

- **Global South** refers to developing countries, which are located primarily in the Southern Hemisphere. It is a historic and decontextualized concept. It omits a critical core of dynamic variables that characterize different kinds of countries, especially historical, economic, social, cultural, and political variables, among others. These factors might explain the reality of these countries as a product of a

societal process, and the type and origin of the differences among them (Hollington, Wolvers, Tappe, Salverda & Schwarz, 2015:Online).

- **Informal settlements** are areas where groups of housing units have been constructed on land that the occupants have no legal claim to, or occupy illegally. Informal settlements are also unplanned settlements in areas where housing does not comply with official planning and building programmes (OECD Statistics, 1997).

  According to Zárate (2016), inadequate living conditions affect one-third of the global urban population; therefore *squatter settlements*, *favelas*, shacks, *villas miseria*, *bidonvilles*, slums, and many other names are typically used to refer to such impoverished neighborhoods. All of these names highlight the negative characteristics of informal settlements and imply pejorative connotations. By cruel extension, the words used to describe the physical conditions of the settlements also tend to apply to their inhabitants.

- **Public housing** is provided for people on low incomes, subsidized by public funds. It can be regarded as affordable housing. This means that housing development (or conversion of existing houses) is undertaken specifically for people with income levels ranging from below middle to very low and even no-income households (English Oxford living dictionary,2017)Online

- **Social housing** is an umbrella term referring to rental housing, which may be owned and managed by the state, by non-profit organizations, or by a combination of the two, usually with the aim of providing affordable housing. Social housing can also be seen as a potential remedy to housing inequality. Key function of social housing is to provide accommodation that is affordable to people on low incomes. Limits to rent increases set by law mean that rents are kept affordable *(*Shelter*, 2017:online).

- **Urbanisation** is the movement of population from rural to urban areas and the resulting increasing proportion of a population that resides in urban rather than rural places. The process of urbanisation is rapid all over the world. A variety of opportunities, like education, healthcare system, employment avenues, civic facilities and social welfare, are some of the reasons attracting people to urban areas Jones (1975) maintains that this socio-cultural context refers to the continuous process of exposure, interaction and changes that urban residents experience and whereby certain patterns of behaviour, lifestyle, value systems,

ambitious and attitudes arise. This argument is also supported by Kok et al. (2003:93)

- **Reconstruction and Development Programme (RDP)** is a South African socio-economic policy framework implemented by the African National Congress government in 1994 to address the immense socio-economic problems brought about by the consequences of the struggle against its predecessors under the Apartheid regime. The RDP is a comprehensive programme that was designed to redress past social, political and economic imbalances in South Africa (Republic of South Africa, 1994; Beck, 2000). It was designed to start a process of rebuilding, transformation, redistribution and growth to end the previous oppressive apartheid policies (Republic of South Africa, 1994; Bendix, 2010).

- **Municipality r**efers to a division of local government that lies one level below provincial government, forming the lowest sphere of democratically elected government structures in South Africa (South Africa, 1996).

1.7   Outline of chapters

This study is composed of five chapters

Chapter 1

Chapter 1 introduces the study by outlining the background and the context, research problem, research questions as well as the aims and objectives. Chapter 1 also highlights the significance of this research.

Chapter 2

Chapters 2 comprises the literature review on matters of urbanisation, public housing problems and informal settlements. The intention is to demonstrate that research about public housing and informal settlement is ongoing in its search for sustainable solutions. The ways in which city authorities need to respond to informal settlements while ensuring sustainability are also highlighted.

Chapter 3

Chapter 3 details the research design and methodology, with the intention of showing how the data, which informs this study, was obtained.

Chapter 4

Chapter 4 explains how the data were analyzed in relation to the research design and methodology.

Chapter 5

Chapter 5 engages with the research objectives against the findings of the study. In other words, this chapter describes the findings in relationship to the objectives of the research. It also concludes this study and makes applicable recommendations.

1.8   Summary

This chapter has suggested that the issue of housing problems and particularly informal settlements is topical, because it illustrates the crisis of urbanisation and the legacy of apartheid spatial planning in urban Gauteng, specifically in the Mamelodi area of the City of Tshwane. Thus, the chapter motivated research on why informal settlements persist and how the City of Tshwane has responded to problems relating to informal settlements in Mamelodi.

In order to provide a framework and/or context for this study, the next chapter, Chapter 2, provides a literature review of informal settlements.

CHAPTER 2: LITERATURE REVIEW

2.1   Introduction

This chapter offers an overview of the state of informal settlements both internationally and nationally, highlighting the extent to which urban populations have increased and the subsequent rise in the number of informal settlements present in cities. This is intended to situate this study within the debates around urban housing problems, informal settlements and attempts that have been implemented to address them. This paragraph thus addresses the research objective: "*To conduct a theoretical exploration of urbanization, informal settlements and public housing*" by focusing on the research question: "*What are the main causes of the development of informal settlements?*"

2.2   Theories of urbanization

Several theories have been advanced to explain urbanization. They include industrial capitalist development and rural urban migration, dependency/world systems perspective, modernization and the natural growth of urban populations. Regarding the industrial capitalist development, the idea is that urbanization occurs because of the development of industrial capitalism, which then triggers the migration of people from the rural to urban areas (Rayfield, 1974:164.) While this may be true of cities before the Industrial Revolution, which began in Britain and spread to other countries, what may be considered as the main limitation of this theory is that it fails to explain urbanization in contemporary times.

Dependency theory is linked or similar to the world systems perspective, which was advanced by several scholars such as Frank (1969), Wallerstein (1979). The basic premise of the theory is that the introduction of capitalist development especially in developing countries, such as those in Africa, engineered an unequal and exploitative relationship between rural areas and loci of capitalist development. This triggered the migration of people from the former to the latter. This theory thus emphasizes the role of capitalism in its different stages such as industrial capitalism, monopoly capitalism and currently, what can be considered as corporate capitalism (Clark 1998). In this view, the globalization of economic activities, which are evident in big cities, continue to fuel

urbanization (Friedman, 1986; Sassen, 1991). The modernization theory states that urbanization occurs due to the development of technology and the diffusion of the ideas of progress - modernization (Orum & Chen 2003). The natural growth of urban populations refers to an increase in the number of people that reside in a country, state, county, or city through birth.

From the brief definitions of the theories of urbanization, it is evident that its causes have different explanations, but what is certain is that urbanization leads to increased problems in urban areas. These problems include, but are not limited to, urban poverty, urban food security and the growth of squatter settlements (UNDP/UNFPA, UNICEF & WFP 2009). In this research, the focus is on the shortage of housing and the growth of squatter settlements.

2.3   Urbanization and the state of informal settlements

Since the period 1985 to 2003, the rate of urbanization in developing countries has been exponential. The urban population rose from 1.2 billion to 2.1 billion and It is anticipated that the urban population in Africa will surpass 750 million by 2030 (Pieterse 2009). According to United Nations statistics, 10% (100 million) of the world's population currently lives in informal settlements (Huchzermeyer 2008). This figure is set to double to 2 billion people by 2030. The UN further estimates that two out of five of Africa's informal dwellers live in life-threatening conditions (Huchzermeyer 2008). In Sub-Saharan Africa, 59 % of the urban population lives in slums and by 2050 Africa's urban dwellers are projected to have increased to 1.2 billion (Zárate, 2016: online)

In spite of great progress in improving slums and preventing their formation that is represented by a decrease from 39 % to 30 % of urban population living in slums in developing countries between 2000 and 2014, absolute numbers continue to grow. (Habitat, 2016). The slum challenge remains a critical factor for the persistence of poverty in the world; subsequently excluding fellow humans and citizens from the benefits of urbanisation and from fair and equal opportunities to attain individual and collective progress and prosperity (Habitat, 2016).

According to Kleeman (2008), meeting the demand for housing is a problem confronting all the developing world's mega-cities. This is because population growth, both from natural increase and from rural-urban migration, is greater than the growth in housing supply. As a result, the poor are forced to crowd in the already filthy slums or squatter settlements. Despite what normative frameworks might dictate about all persons being equal before the law and the state, inhabitants of informal settlements are generally treated as second-class citizens.

Added to the housing problem, is the insecurity associated with the threat of eviction. Evictions often take place due to 'justifications', such as urban improvement, claims of illegal occupation of public and private land, construction of infrastructure, major international events and political, military and ethnic reasons (Human Development report, 1997: Online) The scale of the international housing problem can be summarized as follows. Forty percent of the population of Karachi, Pakistan live in slums and squatter settlements. In Manila, the capital city of the Philippines, the figure is 32%. In Mexico City, it is over 50%. In Cairo Egypt, more than 1 million people live in the city's cemeteries, while many others sleep in mosques. In Lima Peru around half the city's population lives in inner city slums, and another quarter in squatter settlements (Lloyd, 1980). Around half a million people live and sleep on the streets of Kolkata, India. Some 3.5 million people (nearly 20% of the population) live in legal slums, or Bustees, and refugee settlements. A survey of a typical two-story apartment in Delhi found 518 people (106 separate households) living in 49 rooms, or 1.5 square meter per person (Kleeman, 2008).

This informality should not always be regarded as a negative aspect in the urbanisation process. To start with, if the urbanisation process is properly managed and planned for, in terms of equitable access to resources and provision of basic services, squatter settlements can be managed. A balanced distribution of human settlements is an asset since such a network of cities and towns will allow a more efficient use of all resources and hence contribute to sustainable economic growth (UN-HABITAT 1996).

It is essential that for South Africa to progress, we must acknowledge that the legacy of apartheid caused structural challenges, which the country now faces. Poverty and inequality emanates from the experience, hence reference is still made to apartheid.

Notwithstanding the achievements of the past 20 years, the challenges remain enormous and great efforts are needed to overcome socio-economic problems.

2.4 The legacy of apartheid, housing problems and informal settlements in South Africa

The main objective of the apartheid government was to separate the whites from the other race groups. The economy was therefore built on systematically enforced racial division in every sphere of the society. Rural areas were divided into underdeveloped Bantustans and well-developed, white-owned commercial farming areas. Furthermore, towns and cities were divided into townships without basic infrastructure for blacks and well-resourced suburbs for whites. The apartheid government, which came into power in 1948, promulgated the Prevention of Illegal Squatting Act no. 52 of 1951, which mandated the Minister of Native Affairs to remove black people from both public and privately owned land and establish resettlement camps for them (Lemanski, 2006:419).

Black people who had been born and lived in a specific town for 15 years and worked for the same employer for ten years were granted permanent residence in 1952 through the enactment of the Native Laws Amendment Act no. 54 of 1952. In 1961, the Urban Bantu Councils Act no. 79 of 1961 was promulgated by the apartheid government with the purpose of permitting the democratic election of new municipal councils with black chairpersons. The municipal councils were assigned housing administrative duties, but these were insufficient to solve the housing problems of urban black people or to improve their living conditions (Lemanski, 2006:420).

The Black Abolition of Passes and Coordination of Document Act no. 67 of 1951, the Blacks Resettlement Act no. 19 of 1954 and the Promotion of Bantu Self-Government Act no. 46 of 1959 were all used to control the influx of black people into certain areas. This displaced black people and ensured racial segregation. This was confirmed when about a million black people were removed from white farms based on the implementation of laws against squatting and labour tenancy. In addition to this, Rungasamy (2011:17-18), states that between 1948 and 1976, 258 632 black people were removed from *black spots* (defined as land in a white demarcated area where black people were said to be living

illegally) and resettled in the homelands. This resulted in millions of black people being removed from their land and sent to homelands, which was sustained by the strict enforcement of the pass land influx control laws (Rungasamy, 2011:17-18). Furthermore, the unequal distribution of land led to the unequal distribution of resources among the inhabitants of South Africa. Black people were sent to homelands and townships. Among black people, these apartheid policies resulted in landlessness, poverty, illiteracy, unemployment and insecurity of tenure (Rungasamy, 2011:18).

Napier (2005:3) states that the post-apartheid government embarked on addressing the challenge of housing through progressive access to tenure. This was done to redress the housing challenges, including the fact that the poorest were inadequately housed, as well as located furthest from economic opportunities. Occupation as well as access to adequate services and safe living environments can secure the life chances of low-income urban dwellers by a security to tenure. Thus, people's well-being and livelihood opportunities are closely linked to where they are as well as to what they do (Beall, Crankshaw & Parnell, 2000:834). This suggests that government on national, provincial and local levels should play an active role in addressing the issue of informal settlements. This notion drives this research.

Section 26 of the Constitution of the Republic of South Africa of 1996 states that everyone has the right to have access to adequate housing. It is the government's duty to provide reasonable legislative and other measures within its available resources to overcome the social, economic and political devastation caused by separate development for black South Africans during the apartheid era. In post-apartheid South Africa, the concept of development has been redefined and integrated into a people-centered approach. According to Tshikotsi (2009:4-5), given the huge and fragmented housing backlogs inherited from the apartheid government, South Africa has done very well in the provision of low-cost housing units meant for the urban poor, and the attention it has dedicated to this cause. As stated by Tshikotsi in 2009 2.8 million low-cost houses were provided to the urban poor, but the backlog still remains at 2.2 million, coupled with the lack of spending, poor coordination, corruption and planning at the local sphere of government. Minister of Human Settlements Lindiwe Sisulu echoed the sentiment alluded by Tshikotsi

after eight years at the seminar held at Saint George Hotel that 4.5 million houses and subsidies were provided to the urban poor thus far, however the society grows phenomenally above that and the backlog grows as society grows, the government is urbanizing at 2.4%annually (Sisulu,2017). This indicates that the informal settlements will remain problematic for decades to come, as described in the following section.

The problem of informal settlements in Gauteng cannot be understood without a consideration of the history of migration, urbanisation and land dispossession. These processes cannot be detached from the wider discourse of colonial domination and structure of coloniality at large. They exist because urbanisation has grown faster than the ability of government to provide land, infrastructure and homes .According to Lehohla at the human settlements seminar also highlighted that Gauteng comprises the largest share of the South African population and still through projection done from 2016-2021 Gauteng will be a place (Lehohla,2017). Approximately 14, 3 million people (25,3%) live in this province therefore, it is evident that Gauteng is considerable margin the largest net receiver of migration streams (Statistics S.A., 2017).

2.5   Persistence of informal settlements in post-apartheid South Africa

The Freedom Charter (1955:25) states that all people shall have the right to live where they choose, to be decently housed and to bring up their families in comfort and security. Furthermore, unused housing space shall be made available to the people. Slums shall be demolished and new suburbs built where all have transport, roads, lighting, playing fields, crèches and social centres. However, informal settlements remain eyesores across major cities in South Africa especially in Gauteng province. It is evident that informal settlements are here to stay for the next decade and beyond, because the South African government has failed to ensure that rapid urban growth is supplemented with investments in services, mainly in the indigents' areas (Cairncross et al., 1990:19). The result is an increase in the number of households living in informal settlements without suitable infrastructures.

According to Mabasa (2015), the ruling African National Congress (ANC) declared 2015 the year of the Freedom Charter. In 1955, a congress of the people gathered at Kliptown and compiled the document that appeared to be the blueprint of the future South Africa, the Freedom Charter. However, at the time of writing (mid-2017) the ANC has not upheld the Freedom Charter. No revolution has taken place in South Africa since the ANC promised to fulfil the Freedom Charter in the spirit of humanitarianism. The ANC leader at that time of compilation of the Freedom Charter, Albert Luthuli, described the Charter as "a practical document which leans towards socialism". Socialism is a political system where the government controls strategic institutions. However, South Africa has emerged as a most unequal society, despite having this principled document. The gap between the rich and poor has still widened since the ANC took over in 1994. This is evident by intensification of service delivery protests done across all province, hence the government came up with a conference to address service delivery protest (Petterson, 2014). In order to redeem the situation, government has come up with Human Settlements transformation and charter the main aim is to close the gap between the poor and the rich (BNG journal, 2017:53). The steadily escalating rate of unemployment is an indication of inequality. South Africans today may say that most black people have made the transition to greater prosperity by shifting from township to urban areas. The reality is that although urbanisation might be taking place at supersonic speed, slums, squatter camps and foreign migration increase daily (Mabasa, 2015).

Statistics South Africa by (2014) highlight that the number of households living in formal dwellings across the country has increased from 76% in 2002 to 80% 2014, According to Stats SA, this increase in formal dwellings signifies that the formalisation of housing arrangements in the country surpassed household growth .The below table indicate that Gauteng has many informal dwellers than other provinces , which poses a challenge for City of Tshwane to meet the continuous demand for housing . Informal settlements are likely to continue to exist within the City because it is the magnet for internal and international migrants who come to it in search of education and job opportunities. In the light of this, the City intends to work tirelessly until its inherited housing backlog is dealt with. About 220 000 households still need to be housed before the housing backlog is addressed (City of Tshwane, IDP 2016/2021)

Table 2.1 Distribution of households by province and type of main dwelling

PROVINCE	FORMAL DWELLING	INFORMAL DWELLING	OTHER DWELLING	TRADITIONAL DWELLING	TOTAL
Western Cape	1 593 891	320 022	10 302	9 401	1 933 616
Eastern Cape	1 154 843	130 885	15 828	471 699	1 773 255
Northern Cape	295 318	45 246	4 858	8 245	353 667
Free State	791 485	132 448	7 137	15 509	946 579
KwaZulu-Natal	2 090 067	245 167	20 166	520 244	2 875 645
North West	977 031	229 544	18 799	23 146	1 248 519
Gauteng	4 029 069	878 246	32 129	10 763	4 950 207
Mpumalanga	1 048 973	135 039	14 747	39 992	1 238 751
Limpopo	1 423 523	77 371	18 304	81 747	1 600 945
South Africa	**13 404 200**	**2 193 968**	**142 270**	**1 180 746**	**16 921 184**

(Source: Stats.S.A 2014)

Furthermore, Mabudusha (2010:41) states that other factors leading to the continuing existence of informal settlements in Gauteng include poverty and unemployment, the rising influx of undocumented foreign nationals, delays in land redistribution and the substantial housing backlog. Owing to this high level of poverty and unemployment, the most people in poor areas have responded to their circumstances by migrating to urban areas with the hope of bettering their lives. Gauteng, in comparison with other provinces,

is still perceived by many people from other parts of the country and other African countries as a region with abundant job opportunities.

Foreign nationals immigrate into South Africa with the hope of obtaining a better life despite the problems facing most black people. South Africa attracts foreign people living in poverty because of this hope (Mabudusha 2010:42). The increasing numbers of immigrants crossing South African borders exacerbate the problem of the continuance of human settlements. However, several researchers (Crush, 2001a, McDonald, 2001b; Crush, 2011; Crush & Tevera, 2010; Crush & Tawodzera, 2011; Landau, 2005; 2007; 2009; 2010) have contested the view that foreign nationals, especially those from African countries, overburden the delivery of services by the South African government to its citizens. The basis of their contestation is that immigrants they do not qualify for government housing scheme or subsidies they only rent the accommodation, therefore they cannot overburden South African government with services such as housing. The researcher contest the view in the sense that with the persistence of influx will increase the demand for housing, while they may not qualify for free housing the competition for rental housing is increased. Furthermore Human settlements is not about providing housing only, also it is about provision of accompanying amenities like waste removal, water, health care, recreational facilities.

Regarding South African citizens, the White Paper on Land Policy (1997) states that the exclusion of black people from land acquisition in the urban areas during the apartheid era influenced the rate of urbanization after democracy, which in turn has created huge pressure on urban land. As stated by Mabudusha (2010:69), the huge migration of people to urban areas occurs outside the coordinated policies and strategies, which are intended to accelerate the land delivery, management and development.

People tend to grow impatient with waiting for the legal procedures to allocate land to them. They resort to taking the law into their hands by occupying the open spaces that were not meant for development (Mudzuli 2014). President Zuma echoed the same sentiment at the parliament that government is doing all it can to provide services he went on saying that some of the protests are because people are impatient of waiting.(Petterson, 2016). The report published in The Star, stated that informal

settlements in areas like Malemaville in Mamelodi have grown rapidly due to people failing to wait for the government to allocate them with land. Addressing problems in areas surrounding City of Tshwane such as Brazaville, Phomolong, Extension 11 and many more produces many service delivery protests, as these informal settlements were unplanned and provision for basic services was also not planned.

2.6   Informal settlement upgrading policy and practice in South Africa after 1994

The way in which the formation of informal settlements has grown in South Africa is a source of concern for the South African government. As a means to address these housing issues, after 1994 the South African government established legislative guidelines, policies and programme frameworks whereby informal settlements dwellers could be housed formally and the development of an integrated human settlement plan could be facilitated (Nhlapo 2013:23). One measure introduced to facilitate access to housing is the housing subsidy. A government-housing subsidy is a grant by government to qualifying beneficiaries for housing purposes (Nhlapo 2013:23). The housing subsidy does not only concern housing; it is also about the dignity and humanity of South African citizens. Housing subsidies also aim to ensure that people have convenient access to urban amenities, including places of employment.

The grant is not paid in cash to beneficiaries. The grant is either paid to a seller of a house or, in new developments, the grant is used to construct a house that complies with the minimum technical norms and standards, which are then transferred to the qualifying beneficiary. Government has recognized the harsh conditions in which the poor live in informal settlements and the struggles they face in order to make a living. Therefore, government has instituted the development of the urban housing projects to meet the essential needs of people. The idea behind the project is to provide an urban housing project, where hundreds of families could socialize and create a community (DHS: Kwazulu-Natal.2016).

However, the former finance minister, Pravin Gordhan, announced in 2016 that government's budget allocation to provide adequate housing for the poor continues to outpace inflation. He also stated that a 6.7% increase would be made in the human

settlements and municipal infrastructure allocation to R182.6bn in 2016, from R178.2bn in the 2015 financial year. A substantial chunk of government's housing budget has been allocated to upgrade informal settlements, that are shack dwellings to formal housing units of bricks and mortar. This would include reticulation infrastructure like running water and water-borne ablution facilities. According to Mr Gordhan, the plan was to upgrade 612 118 houses in informal settlements during the financial year ending March 2017 (S.A. Budget speech, 2016).

The focus of the National Department of Housing (NDoH) was primarily of eradicating informal settlements, creating an environment for dignified human settlements with proper sanitation, electricity and water. We have seen a shift from eradicating informal settlements and evictions to upgrading. However, the NDoH has in terms of Part 3 of the National Housing Counsel NHC (2009) since introduced the Informal Settlements Upgrading Programme (ISUP) with the intention to improve the lives of informal settlements dwellers by 2020. The ISUP deals with procedures for the upgrading of informal settlements. It further promotes the development of healthy and secure living environments, and the empowerment of informal settlement dwellers through building free houses, which constitute part of the RDP. These free houses are known as RDPs by South African citizens. Therefore, the ISUP is one of the main programmes, which seek to improve the livelihood of millions of underprivileged citizens by providing them with a safe residence and access to essential services (NHC, 2009).

The programme also funds municipalities in order to execute the plans for the upgrading of informal settlements within their jurisdiction. The municipalities are funded from the provincial and national budget to expedite housing delivery (Department of Human Settlements (2), 2009: Online). Nonetheless, the ISUP regards relocation and resettlement of people as the last option, that is, relocation should only be considered when a threat exists in the areas where the settlements are located.

2.6.1 Informal Settlements Upgrading Programme

The processes to follow to benefit from the Informal Settlements Upgrading Programme are described in this section. Municipalities have to identify informal settlements within

their areas of jurisdiction for improvement purposes. An application requesting funding for the upgrading of the informal settlement is then submitted to the provincial and national departments together with a drafted business plan (COGTA, 2007). The province subsequently approves the application, based on the criteria, and releases funds to the municipalities. Thereafter, community members are requested to apply for RDP houses and the municipality approves houses for qualifying beneficiaries.

Municipalities identify land and verify who owns the land, that is, whether it belongs to the municipality or to the Department of Public Works. If the municipality owns the identified land, they inform the province about the proposed development and draw up a business plan requesting funding from the province and explaining how the latter will be utilized. The province then funds the project based on the business plan and the number of people who qualify for assistance. Thereafter, the municipality completes the town planning process, which includes Geo-tech studies and an Environmental Impact Assessment (EIA) Project (NUSP, 2015).

2.6.2 Breaking New Ground

The Breaking New Ground (BNG) strategy aims to promote an integrated society by developing sustainable human settlements and quality housing within a subsidy system for different income groups.

Since South Africa became a democracy twenty years ago, extensive progress has been made in the creation of an equal society. Enabling an environment for the delivery of affordable housing forms a large part of this. Although millions of houses have been built, a huge backlog persists and many people are still living in poor conditions (Langeberg Municipality, 2015).

Breaking New Ground (BNG) signifies a more recent version of the Reconstruction and Development Programme housing. BNG subsidy housing builds on the existing housing policy articulated in the *White Paper on Housing* (1994), but shifts the strategic focus from simply ensuring the delivery of affordable housing to making sure that housing is delivered in settlements that are both sustainable and habitable. The BNG incorporates principles such as:

- integrating subsidized, rental and bonded housing;

- providing municipal engineering services at a higher level and applying them consistently throughout the township;

- providing ancillary facilities such as schools clinics and commercial opportunities;

- Combining different housing densities and types, ranging from single-stand units to double-story units and row houses.

Within this broader vision, the Department of Human Settlement is committed to meeting the following specific objectives:

Accelerating the delivery of housing as a key strategy for poverty alleviation;

- Utilizing provision of housing as a major job creation strategy;

- Ensuring property can be accessed by all as an asset for wealth creation and empowerment;

- Leveraging growth in the economy, combating crime, promoting social cohesion and improving quality of life for the poor;

- Using housing development to break down barriers between the First-Economy residential property boom and the Second-Economy slump;

- Utilizing housing as an instrument for the development of sustainable human settlements, in support of spatial restructuring (Langeberg Municipality 2015).

It becomes clear from the above description, that upgrading informal settlements is a programme mandated by the national government of South Africa and is executed by provincial governments and municipalities. In order to situate the programme of the upgrading of the squatter settlements, it is pertinent to consider an example for the Global South. Informal settlements programmes at the City of Tshwane are thus described in the following section.

2.7   Informal settlements programmes at the City of Tshwane

The City of Tshwane is the largest of the three Metropolitan Municipalities in Gauteng, (i.e., City of Tshwane, City of Johannesburg and Ekurhuleni Metropolitan Municipality) in terms of its geographic space. It occupies 6 345 square kilometers, which makes it the third-largest municipality in the world (Tshwane IDP, 2014/2015). Although the geographic space offers opportunities for a vast number of land uses and development, it poses challenges in terms of infrastructure development for basic services, such as water, sanitation, electricity and social facilities. Due to the vastness of the area, urban sprawl is also a concern and puts a huge burden on infrastructure provision (Tshwane IDP, 2016/2021).

At this stage of the study, it is necessary to state that the City of Tshwane received an award for the Best Metropolitan Municipality of the Year in 2014 from the Human Settlements Department at the annual Govan Mbeki Awards (City of Tshwane News – e-Government & ICT Summit, 2015). The award promotes and instills a culture of excellence in the human settlement sector in order to deliver quality human settlements and dignity to South Africans. The awards take into account the unique needs and potential of various rural and urban areas in the context of emerging development corridors in Southern Africa.

With regard to the implementation of informal settlements programmes by the City of Tswane, the following programmes will be briefly highlighted in the following sections:

- Partnerships with housing and other private institutions
- *Re Aga Tshwane* (We are building Tshwane) campaign
- Initiatives by the Division of Housing and Resources of the City of Tshwane
- Housing Subsidy System
- West Capital Development project

2.7.1 Partnerships with housing and other private institutions

According to the Mayor's speech in May 2015 at Freedom Park about "remaking the people's capital through radical economic transformation and spatial justice", the intervention was to restore dignity of over 100 000 people who live in informal settlements without access to the most basic infrastructure (City of Tshwane State of Nation, 2016). Since the initiation of the *Re aga Tshwane* campaign in May 2013, the City of Tshwane has formalized 62 townships, equating to approximately 68 071 stands. Of the 62 townships formalized, 13 have already been proclaimed thus shifting in excess of 20 000 families from unsuitable living conditions to permanent dwellings; all this was undertaken within the parameters of the national housing subsidy quantum (City of Tshwane, State of Nation, 2016:30-31).

According to South African government communication and information system, formal housing has grown by 50% since 1994, translating to an additional 5,6 million formal homes since the country's first democratic elections in 1994. Government and human settlements' stakeholders have committed to deliver 1,5 million housing opportunities by 2019. The commitment by banks, developers, mining companies and big employers officially declared South Africa the biggest construction site in Africa and the developing world (GCIS.2015:239). City of Tshwane Metropolitan Municipality has in some cases used a public-private partnership approach and partnered with private developers to address the rising demand and to fast track housing provision. The social housing regulatory authority is one of the role players with which the City of Tshwane Metropolitan Municipality collaborates for the provision of social housing and delivery of sustainable integrated human settlements (Tshwane Update Newsletter, 2014:4).

Through Gauteng Partnership Fund programme, the City of Tshwane has repositioned its social housing entities (Housing Company Tshwane) to ensure accreditation by the Social Housing Regulatory Authority (SHRA). The City has since established well-located partnerships with accredited SHIs, like Yeast City Housing, by providing well-located municipal land for the development of social housing (City of Tshwane, IDP 2014).

City of Tshwane has noted that a high demand for affordable rentals within the city which outweighs the supply. Hence, the municipality developed a project pipeline that will ensure that the affordable rental market is catered for: Housing Company Tshwane will yield 1 200 units. Implementation will be done in phases, as the project will be completed in 2019. Thembelihle Village, which is implemented by YCH, will yield 733 units. This flagship project is currently under construction in phases (State of Capital Address (SoCA), 2017:21).

The first phase of 241 units has been completed and units have already been occupied since the 1 February, 2017. Moreover, the City is in the process of developing an affordable rental housing strategic plan, which will assist in accelerating the delivery of affordable rental stock. For this to be achievable, City of Tshwane made a commitment to working closer with its stakeholders: Gauteng Department of Human Settlements, Social Housing Regulatory Authority, Gauteng Partnership Fund and other relevant stakeholders in order to derive benefits that accrue from working together (SoCA.2017:21).

2.7.2 *Re Aga Tshwane* (We are building Tshwane*)* campaign

This has served as an important model within the housing landscape of the African continent towards expediting the restoration of dignity for the poorest and most socially vulnerable groups within City of Tshwane society. Since the interceptive of the programme in May, 2013, the following has been dealt with:

- Fast tracking the formalization of informal settlements, that is, getting a township approved and in-situ upgrading;

- Relocating communities who are residing in unlivable conditions, such as wetlands, flood lines and dolomitic areas, among others, to safer and permanent stands with the Installation of infrastructure in a phased approach, which also includes the construction of a park and/or soccer or netball field, and the installation of street names;

- Investigating innovative ways of addressing densification and the construction of houses;

- Addressing the deficit in communities by upgrading community facilities.

The lack of access to decent shelter continues to negatively affect many South African citizens, who are confined to informal settlements with limited access to services. At the beginning of the term of Council in 2011, there were 150 informal settlements spread across the seven regions of Tshwane. To date (2015), the number of informal settlements stands at 124, a number City of Tshwane aims increase through the accelerated formalisation process through the *Re Aga Tshwane* (We are building Tshwane) programme (State of the Capital Address, 2015: online).

The City of Tshwane continues to ensure that its people's dignity is restored through the *Re Aga Tshwane* programme where more than 2 800 permanent stands in Pienaarspoort were allocated to former residents of Mamelodi Ext 11 and Stoffel Park squatter camps. The *Re Aga Tshwane* programme aims to relocate families in informal settlements to permanent serviced stands (Tshwane Update, 2015:5).

2.7.3   Initiatives by the Division of Housing and Resources of the City of Tshwane

The City of Tshwane Metropolitan Municipality is currently implementing the guidelines adopted by the National Department of Human Settlements in 2004 (i.e., the Breaking New Ground (BNG) Comprehensive Plan on the Development of Sustainable Human Settlements), which advocate for mixed-use development where people can live, play, work and relax. Further, it is also engaging the private sector to address the rising demand and to fast-track housing provision (City of Tshwane IDP, 2011:2).

It is the responsibility of the Division of Housing and Resources at the CTMM to eradicate housing backlogs and curb land invasions by educating communities, by providing layout plans for informal settlements and by identifying land that can be developed for the relocation of informal settlements. The Division of Housing and Resources also empowers communities through housing support centers and the People's Housing Process (PHP), which is an initiative that teaches people the importance of saving money and assists with the development of building skills (City of Tshwane IDP, 2011:2).

2.7.4   Housing Subsidy System

According to the Housing Subsidy System (HSS) of the Department of Human Settlements, 171 070 households have registered for housing subsidy assistance on the Housing Demand Database but only 30 864 have been approved to benefit or are in the process of benefitting from the housing subsidy. This implies that only a fraction of the people qualifying for government housing subsidy, have or are being assisted thus far. HSS validates subsidy applications, which is essentially doing due diligence on the applicant. Every household that has received a subsidy is on the system, and if a household has already received a subsidy, any new application will be denied. There is also monitoring of developers and their requests for subsidies and their applications. HSS enables the Department to track in real time which business plans have been approved and to track expenditure approvals. It shows housing, real estate, projects that are currently underway, units available and how many title deeds have been issued, as well as other information (Department of Human Settlement, 2016).

2.7.5   West Capital Development Project

In 2013, the Executive Mayor announced that, in line with its Tshwane 2055 vision to modernise the core of the capital, the CTMM would develop the western part of the city over the next five years at a cost of R 6 billion through the "West Capital Development Project". This will provide mixed-use development where people can live, play, work and study. It is the intention of the project to provide residential accommodation that will include a student village, retail and commercial areas, inner city housing and health facilities. The West Capital Development Project was initially envisaged as student accommodation owing to the shortage of student accommodation given that it is situated close to learning institutions such as University of Pretoria, University of South Africa and the Tshwane University of Technology (City of Tshwane Update, 2013:5).

With the main informal settlements programmes of the City of Tshwane identified, informal settlements in Mamelodi will now be discussed.

2.8   Informal settlements in Mamelodi

Mamelodi is one of the largest townships in the Tshwane metropolitan district. The city Mamelodi was established in 1953 as an urban housing scheme, designed exclusively for occupation by black African residents. In line with apartheid planning, Mamelodi was intended to provide a cheap labour pool for industries in Pretoria and the wider Gauteng region. Mamelodi is located 20 km east of the capital City of Tshwane and comprises 10 732 hectares of land. Mamelodi is a favoured area for migrants because of its proximity to economic opportunities in the Tshwane Central Business District (CBD). Its connectivity and stability makes it one of the most attractive areas (Affordable Land & Housing Data Centre, Online).

According to an organization, called *The Mamelodi Trust* the area remains a solidly populated township with large areas of informal settlements. The government is trying to provide opportunities for those living in the informal settlements to move to areas in the townships where they can build more permanent structures with some financial assistance. Nevertheless, the housing problem is so great that it is proving impossible to keep up with the demand. Apartheid was responsible for leaving the townships with a legacy of deficient education, extreme poverty, high unemployment and a whole range of socio-economic problems which will take many years to eradicate (Mamelodi Trust: online).

Service delivery in Mamelodi has been one of the biggest challenges of the government. Since 2009, poor access to services has caused a number of violent protests, which are associated with housing, roads and sanitation (Mahopo, 2013:5). In 2015, there was eruption of strikes where residents blamed the government for lack of attention to their problems. According to the press, one resident was interviewed and alleged: "*But our government always comes with empty promises. They removed us at Phase 3 and Extension 11 Informal Settlement in November 2013 and promised permanent stands with water and electricity, but it was all lies and empty promise. We tried to have a meeting with the officials, but no one came. One block of a street has to use one toilet and walk long distances to fetch water*" (Selaluke, 2015: online). Even in 2016, the Mamelodi

residents still found themselves protesting about service delivery in informal settlements (SABC 3, 2016).

As will be confirmed in chapter 4, during a field visit, the researcher observed that Mamelodi Phase 3 residents lacked access to basic services such as proper houses, sanitation, water, legal connection of electricity, waste removal services and road infrastructure; poverty and unemployment were rife. There are no streets lights hence there is the allegation of a high crime rate and it is not safe to walk in the streets at night in the dark. When the waste is uncollected, residents suffer from the unpleasant smell, which contributes to the spread of diseases. Regarding solid waste, the already vulnerable residents are faced with inadequate garbage and waste collection because collection does not take place daily. Due to lack of proper services, residents are forced to dump household waste in the open spaces and between the houses, exposing themselves to diseases such as cholera. However, the municipality is bound by the Municipal System Act to deliver waste collection service.

In Mamelodi Phase 3, some dwellers reside next to a mining dump which can cause lung related sickness because of daily inhalation of dust. Furthermore, there is no allocated space for sports grounds where children can play. This contributes to the high number of youth in the area involved in illegal activities, for example, drug related crimes. There is also a risk to younger children who have to cross a very busy road to access the facilities in another area. Only a few residents are employed mostly in irregular jobs; hence, most people rely on social grants and state pensions. Despite the level of high economic growth, unemployment is high and most dwellers live in wooden or steel shacks.

The next section reflects on Brazil to demonstrate that the problem of urban housing is a global issue, which is more pronounced in the Global South, where urban populations continue to increase because of urbanization.

2.9   Informal settlement upgrading in Brazil

The shortage of housing and housing problems in Brazil is illustrated by the growth of shantytowns and/or slums or *favelas,* which have a very long history. For instance, in the early twentieth century, the growth of the *favelas* was negatively regarded and considered

illegal (Abreu, 1994 and Lira, 1994 cited in Magalhães & di Villarosa 2012). Consequently, in the 1940s, slums were cleared by city authorities on the assumption that they were illegal (Magalhães & Di Villarosa 2012). However, in the 1970s, there was increasing pressure from the landless people who advocated for the regularization of the *favelas.* However, policies from about the 1980s considered slums as "worthy of being integrated into the city and widening the scope of interventions to include an inter-sectoral perspective along with infrastructure improvements" (Magalhães & di Villarosa 2012: XVII). Municipalities, such as Rio de Janeiro, Recife, Diadema and Belo Horizonte, then started the integration of *favelas* into official city housing programmes. Nowadays, the upgrading of the *favelas* in Brazilian cities is part of the institutional framework of housing provision and there appears to be a certain degree of success in this regard, as manifestly shown by what is considered as "*favela* urbanisation." The brief overview of the Brazilian experience is intended to position the response of the Tshwane municipality to the informal settlements of Mamelodi, as neither an isolated nor a new phenomenon in the Global South.

2.10   Summary

Although urbanisation has played a role in housing problems, apartheid spatial and racial planning laid the foundation for housing shortages and the growth of informal settlements. Consequently, the post-apartheid government at national and provincial levels cascading to municipal levels have devised strategies to address housing shortages in general and informal settlements in particular. The responses of the City of Tshwane to the informal settlements in Mamelodi is the focus of this study.

The following chapter, Chapter 3, describes the research design and methodology of the empirical inquiry.

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

3.1   Introduction

This chapter outlines the research methodology followed in this study. The research design, sampling method, data collection methods as well as the method used during data analysis are described. It also describes ethical consideration and the limitations of the study.

3.2   Research methods

Research methodology is described as the methods, techniques and procedures that are employed in the process of implementing the research design (Babbie & Mouton 2016:105). This study deploys a qualitative approach in the collection, analysis and presentation of the findings. The qualitative method or research approach is supported by an interpretative and a post-positivist or postmodern perspective (Cresswell 2009:5).

The qualitative approach is concerned with the meanings that people attach to things in their lives. It looks at settings, people holistically, and is concerned with how people think and act in their everyday lives. In this way, it enables researchers to explore the perspectives and meanings that people derive from their experienced realities, based on the inductive logic of this research approach (Taylor & Bogdan 1998:7).

In this way, qualitative research is conducted in the natural setting of the social actors and focuses on process rather than on outcomes. It emphasises the actor's perspective and is mainly concerned with understanding social actions in terms of its specific context rather than attempting to generalise theoretical aspects (Roller & Lavrakas, 2015:398). Based on this, the guiding principles of qualitative research are not prescriptive and rigid as the purpose is contextual or situated in understanding. In addition, the researcher generally adopts an open approach in qualitative research (Willis 2007:17). This is important to explain because this study of the Tshwane Metropolitan Municipalities' responses to informal settlements in Mamelodi investigates and explores the experiential realities of both the informal settlement dwellers at Mamelodi as well as selected officials at the Tshwane Metropolitan Municipality. These were explored through a qualitative research approach by means of semi-structured interviews.

3.3   Study area

Mamelodi is one of the largest townships in the Tshwane metropolitan district. Mamelodi is located 20 km east of the city of Pretoria and comprises 10 732 hectares of land. Mamelodi is a favored area for migrants because of its proximity to economic opportunities in the Tshwane Central Business District (CBD). Its connectivity and stability makes it one of the most attractive areas to enter the city. Mamelodi was established in 1953 as an urban housing scheme, designed exclusively for occupation by black African residents.

The Solomon Kalushi Mahlangu Freedom Square in Mamelodi Township outside Pretoria is a major boost for township tourism in Gauteng City Region. The 16 000m2 precinct Solomon Kalushi Mahlangu, an *Umkhonto-we Sizwe* (MK) soldier who hailed from this township was executed by the apartheid government in December 1970 despite worldwide appeals for leniency.   Facing the gallows, he uttered his famous words, "My blood will nourish the tree that will bear the fruits of freedom. Tell my people that I love them. They must continue the fight." Since then Mahlangu's resilience and defiance facing death propelled the youth of this country to intensify the fight against the unjust apartheid system, which resulted in the 1994 democratic dispensation. The Solomon Mahlangu Freedom Square adds to an impressive list of key struggle sites in this township: the house of the famous struggle hero, Dr Ribeiro; Solomon Mahlangu's family house now declared a national heritage site; and the burial site of former ANC President, Sefako Mapogo Makgatho. Work is underway now to link Mahlangu's house, the precinct and the Pretoria Central Prison (now Kgosi Mampuru Prison), where Kalushi was hanged, into a formal route retracing his long struggle journey. Tour operators, visitors and tourists in general will now have unhindered access to the area (Gauteng, 2017: online).

The township is home to the Mamelodi Sundowns of the ABSA Premier League and the Mamelodi Bees Basketball of the South African Women's Basketball League. The area is also known for quintessential outdoor festivals in Moretele Park**.** The popular annual event in celebration of the local talents honors and pays tribute to South Africa's musical icons and others who have made a major contribution to the arts. It also aims to offer a strong platform for the development of local talent, growing from strength to strength year

after year. The event has attained iconic status as the biggest and most popular one-day, open air, music presentation in the country (Gauteng, 2017: online).

There is a diverse set of living standards in Mamelodi, ranging from well-built brick houses to small informal dwellings made out of sheet metal known as shacks. Overall, the areas in the west mostly consist of brick houses and low cost RDP houses made out of large cement bricks. There is increasing number of informal shack dwellings in the east of Mamelodi.

According to the latest Statistics South Africa (2011), Mamelodi covers an area of 45.19km² and has a population of about 334 577. This population is broken down into the categories shown in Table 3.1 below. Figure 3.1 also shows the location of the study area.

Table 3.1: Population in Mamelodi

POPULATION GROUP	PEOPLE	PERCENTAGE
Black African	330875	98.89%
Coloured	1351	0.40%
Other	1142	0.3%
Indian or Asian	746	0.22%
White	462	0.1%

Figure 3.1: Location of Mamelodi (map studio)

The study area is Phase 3 in Mamelodi East, which falls under the jurisdiction of the Tshwane Metropolitan Municipality. Phase 3 in Mamelodi, was established in 1999. This area was chosen because it has been in existence for a lengthy period and has received assistance from the City of Tshwane. Thus, for the purpose of this research, which investigates the response of the City of Tshwane towards the informal settlements in Mamelodi, the area of Phase 3 provided an appropriate site because it clearly illustrates the issue of squatter settlements and their persistence. Figures 3.2, 3.3 and 3.4 below show some of the dwelling structures in the area under study.

Figure 3.2: Unfinished structure – Example 1

The above picture indicates the unfinished structure that was mentioned by the informal settlement dwellers; only one room was erected

Figure 3.3: Unfinished structure – Example 2

The above picture differs to the previous one. This photo indicates the inconsistency in service delivery to the dwellers: City of Tshwane erected the outer part of the structure in 1997 but has not completed it to date.

Figure 3.4: Poor infrastructure

The picture indicates the poor state of the road.

Mamelodi Phase3 informal settlement have poorly constructed roads. The streets are narrow and this makes it difficult to access transport such as taxis and ambulances in that area especially during the rainy season.

3.4   The population

Welman and Kruger (2001:46) define a population as the study object which may be an individual, a group, organizations, human products, events or the conditions to which humans are exposed. It encompasses the entire collection of cases (units) which will provide data to ultimately reach conclusions. The population of this study is divided into two groups. The first group comprises the residents or informal settlement dwellers of Phase 3 in Mamelodi East. The second group comprises officials from the City of Tshwane Metropolitan Municipality. Table 3.2 below, summarizes the research population;

Table 3.2: The research population

	NATURE OF GROUP INVOLVED	SAMPLE SIZE	AGE CATEGORY OF GROUP
Group 1	Residents or informal settlement dwellers in Mamelodi East	**40** informal settlement dwellers	Various ages, but older than 18 and younger than 65 years.
Group 2	The second group are City of Tshwane Metropolitan Municipality officials.	**3** municipal officials	Various ages, but older than 18 and younger than 65 years.

3.5   Sampling techniques

Welman and Kruger (2001:87) define a sample as representative of a population. The process of sampling occurs when a certain number of people/participants are chosen from the broader population to represent it. In addition, qualitative sampling is concerned with information richness (Willis 2007:17). This means that qualitative sampling requires identification of appropriate participants, that is, those who can best inform the study. It also requires adequate sampling of information sources.

The researcher selected 40 informal dwellers who reside in Mamelodi Phase 3. These randomly chosen participants were between the ages of 18 to 65 years; two participants were from foreign countries and rent accommodation in the yard; and the rest (including 18 year olds) inherited an incomplete house from parents while they were still alive and are legal owners of the stand or house. Three municipal officials from the City of Tshwane Metropolitan Municipality were also selected as participants.

3.6   Data collection procedure

In this study, data collection was based on semi-structured and open-ended interviews with the above-mentioned officials and the dwellers in Mamelodi Phase 3 (3 municipal officials, and 40 informal settlement dwellers). The researcher maintained a non–judgmental approach during data collection. This data collection procedure assisted the researcher to obtain rich insight into the experiences and views of the participants. Direct observation of formal and casual activities was carried out during site visits to Mamelodi Phase 3. The participants were observed to find out about their experiences and feelings about persistence of informal settlements.

The municipality officials were asked questions that focused on:

- The main causes of the development of informal settlements;

- Reasons why informal settlements in an area like Mamelodi persist in spite of the RDP houses;

- The manner with which City of Tshwane has responded to the Mamelodi informal settlements and the success achieved.

3.7   Data analysis

The qualitative data analysis was done in search of a general statement about relationships between categories of data. Each stage of data collection involves data reduction, as a large volume of data is reduced to manageable parts (De Vos & Fouche, 1998:203). Qualitative data analysis is defined as an interpretation of the collected data for drawing conclusions that reflect on the interests, ideas and theories that initiated the research (Babbie & Mouton, 2016:75). Following the framework by Leedy and Ormrod (2010:12), the researcher began with a large body of information, read through interview data and categorized it according to the themes. The researcher interpreted the raw data by looking at data from different angles to identify the major themes (Maree, 2007:51)

according to the commonalities and/or differences arising from the participants' comments. Thus, themes emerged from pattern analysis and comparison.

3.8   Ethical considerations

Ethics are a set of moral principles which are suggested by an individual or group, and subsequently widely accepted, and which offer rules and behavioral expectations about the most correct conduct towards experimental subjects and respondents, employers, sponsors, other researchers, assistants and students (De Vos et al.,2011:114). Ethical guidelines and practices considered in this study include anonymity, privacy, confidentiality and the liberty to withdraw from participation. The participants were approached personally and given the choice of participating in the research through informed consent, typed information and free choice (Brink, 2003:42). Accordingly, the participants were informed beforehand about the objectives and potential impacts of the study.

This included the following aspects:

- This interview is based on investigation responses from the Tshwane Metropolitan about informal settlements in Mamelodi.

- You have been invited to participate in this study because of your extensive experience about the topic under study.

- The interview would take approximately 40 minutes.

- You are kindly requested to answer the questions as honestly and completely as possible.

- Participation is anonymous: You are not requested to disclose your identity.

- Your privacy will be respected. No one will be able to connect you to the answers you give.

- You have the right to withdraw your participation at any time.

- You will not receive any payment or reward, financial or otherwise, and the study will not incur undue costs to you.

- A copy of the final approved research study will be available in the library at the Muckleneuk Ridge Campus of the University of South Africa, Pretoria.

3.9   Limitation of research methodology and problems experienced

Limitations in a research project refer to the challenges that affected the research (Maree 2007:177). In this research, a potential limitation was the small sample size of 40 informal settlement dwellers. This could be considered to be small, but in qualitative research there are no strict guidelines on sample size. Thus, the researcher was satisfied that the sample size was appropriate. In addition, the random selection of informal settlement dwellers could have upheld a bias in the choice of participants. This is because the random selection of participants was based on those who were willing to be interviewed; some simply refused. Thus, only those who were randomly selected and were willing to be interviewed participated. This problem was mitigated by the fact that in qualitative research, the focus is on the extent to which the chosen cases provide rich information, which responds to the research questions. Another problem was that both the informal settlement dwellers and City of Tshwane officials were skeptical of the research, which could have affected the answers that they provided. However, the researcher fully explained that this research was only for academic purposes.

3.10   Summary

This chapter provided insight into the planning and process of the study including the research design and methodology, the study population, sample, data collection and data analysis strategies and ethical consideration of the research.

The analysis of the data so collected is presented in the next chapter, Chapter 4.

CHAPTER 4: PRESENTATION OF FINDINGS

4.1 Introduction

This chapter provides the findings from interviews that were administered among the dwellers. This chapter also postulates logical deductions and defendable inferences from the data collected in order to enable the researcher to draw conclusions in the next chapter.

4.2 Socio-economic profiles of settlement dwellers in Mamelodi

As mentioned in chapter 1, Phase 3 is an informal settlement located in Mamelodi East, about 20 km east of Pretoria, Tshwane district. Most of the resident participants are from Limpopo, Gauteng, Mpumalanga and the North West Province (Figure 4.1).
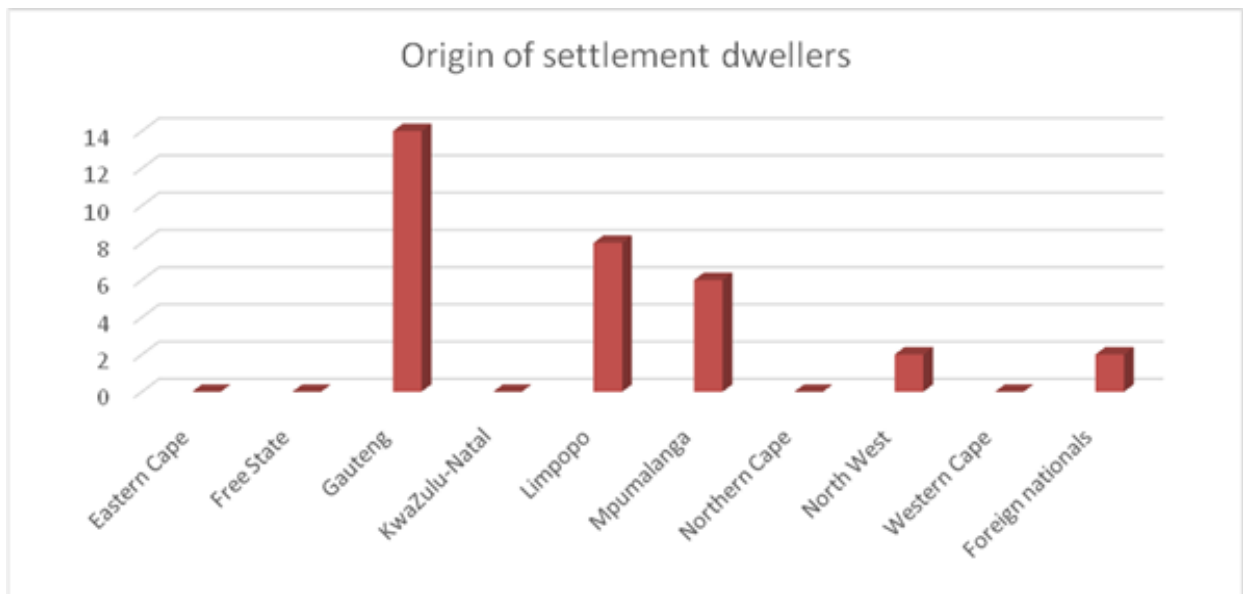
Figure 4.1: The origin of settlement dwellers

Although the participants suggested that persistence or growth of the squatter area was due to influx from foreign nations, the findings indicate that only two participants were from Lesotho and Zimbabwe respectively. Further, this suggests that the shortage of

housing in South Africa should not be blamed on the influx of foreign nationals. The shortage of housing, the growth and persistence of an informal settlement, like Phase 3 in Mamelodi, should be seen as a South African problem arising out of urbanization, in terms of the migration of people from the rural to the urban areas or from one province to another and the growth of the South African urban population itself. All squatter settlement dwellers are mainly Black South Africans. Out of 40 respondents, 16 were male and 14 were female (Figure 4.2). This scenario suggests that the problem of housing shortage affects both males and females and the latter have taken matters into their own hands to provide housing for themselves without having to depend on men.

Figure 4.2: Gender profiles of settlement dwellers
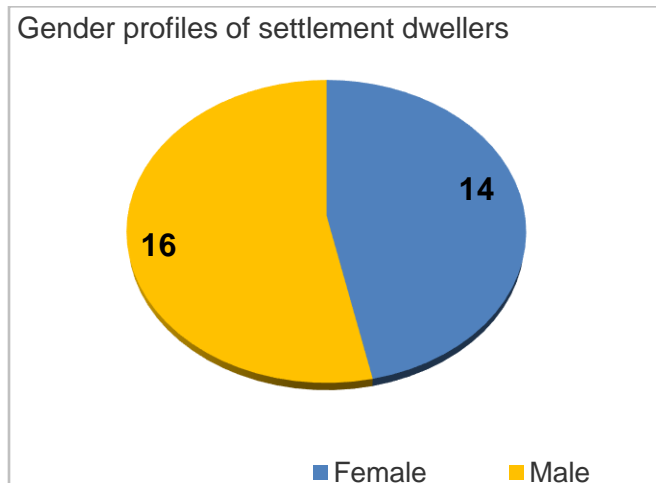
Another socio-economic profile uncovered in this case study is that the majority of settlement dwellers were between the ages of 20 and 50 years and they had many dependents. Most of these people came to the squatter settlement because they had no house, as they could not afford one. Thus, unemployment amongst the settlement dwellers was a major problem (Figure 4.3).

Employment status of settlement dwellers

Employed	Self-employed	Unemployed
8	6	16

Figure 4.3: Employment status of settlement dwellers

Thus, the affordability of living in a squatter settlement arose as a clear majority of participants (27 out of 40) indicated that they resorted to living in a squatter settlement as the only available option because they had nowhere else to live and were either unemployed or self-employed or employed and earning a low salary, The squatter settlement at Phase 3 in Mamelodi is growing because of shortage of affordable housing coupled with unemployment, which compounds the condition of poverty. This condemns the urban poor to squatter settlements. The rate of unemployment posed a danger to the community because some community members were tempted to engage in criminal activities. Due to unemployment, some youth abused drugs. The researcher observed that the area lacks a school and day care facilities where children can play. As a result, children in this area crossed a dangerous and busy public road to access the facilities mentioned in other areas close by.

4.3   Service provision

The researcher discovered that a shocking lack of service provision at Phase 3 in Mamelodi. A clear majority of the participants (Figure 4.4) were adamant that the lack of services such as electricity, water, sewerage disposal, social and physical infrastructure and security among others, was a big problem.
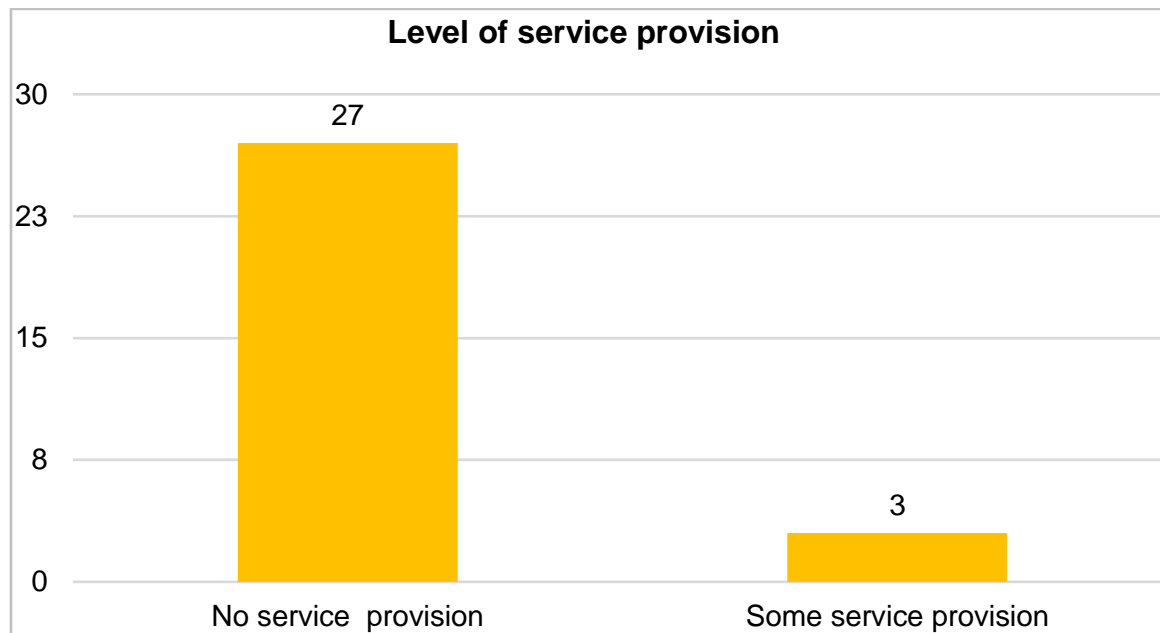
Figure 4.4: Level of service provision

Because of the shortage of such services, the settlement dwellers indicated that life was difficult in the squatter settlement, as they had to live without, for example, electricity and water. This led to illegal connections to sources of water and electricity. This situation is a serious indictment on the City of Tshwane and its efficiency to deliver services. According to the government-housing programme under the RDP policy and its nation-wide implementation, which commenced in 1997, municipalities are mandated to provide such services. However, in Phase 3 informal settlement, people still suffer from inadequate housing and lack of basic social services. The field visits by the researcher confirmed that residents lacked access to these basic services. Consequently, the settlement is exposed to a number of hazards. Regarding solid waste, the vulnerable residents are faced with inadequate garbage and waste collection because collection does not take place daily.

The residents complained about the unhygienic conditions since there were no designated waste management sites. Therefore, residents dump rubbish everywhere

contributing to the health hazard. Although that City of Tshwane Municipality was scheduled to collect garbage on a weekly basis, in some cases it did not collect refuse on time. When refuse collectors delayed collections, informal settlement dwellers placed full refuse bags close to their households. Some residents were compelled by circumstances to dump waste near their dwelling places because there were no sites designated for dumping purposes.

In addition to poor service provision, the researcher also observed that most RDP house structures were not complete. Residents reiterated that the City of Tshwane Municipality has not acted to complete unfinished structures since 1997. The participants also alleged that municipality officials were corrupt and accused them of selling residential stands. Informal settlement dwellers argued that this contributed to the growth of informal settlements in this area. The Phase 3 Mamelodi informal settlement dwellers also suffered disadvantages in terms of access to school, recreational amenities and the job market. The researcher observed that transportation was a major challenge in this informal settlement. The mode of transport was minibus taxis and buses.

4.4 The responses of the City of Tshwane towards the informal settlements at Mamelodi

Although the aims of the study were met, limitations to the study emanated from time limits and the small sample of senior officials (3 senior officials of CTMM). The preceding sections presented researcher observations and the views of the informal settlement dwellers, which indicated the provision of services by the City of Tshwane Municipality is almost non-existent. In contrast, the findings of the interviews with the three officials from the City of Tshwane suggested that the municipality was committed to addressing both the growth of the Phase 3 in Mamelodi squatter settlement and the issue of service delivery. All three officials declared that the municipality had always adopted a serious and positive attitude towards the squatter settlement. They asserted that the municipality, albeit not entirely successful, was providing services. These officials added that the municipality was working towards the formalization and/or regularization of the squatter settlement. These declarations by the municipality officials contradicted what the residents had said, which had also been validated by field observations by the researcher.

This divergence of views between the Tshwane municipality officials and the squatter settlement dwellers, although expected, clearly illustrates a problem relating to both the growth of the squatter settlement and the limited efforts at addressing the same. In particular, observations of the researcher confirmed the views of the settlement dwellers, suggesting that the Municipality of Tshwane has not or is not doing as much as is claimed.

4.5   Summary

This chapter indicates that the growth of the Phase 3 informal settlement is linked to increasing rates of urbanization in South Africa as people continue to move from rural to urban areas and from one province to another. Gauteng appears to attract people from the rest of the country and beyond. The problem is compounded by natural population growth in urban areas.   Many people are unemployed and thus fail to qualify for mortgages and the RDP programme fails to meet the housing demand, with the result that people resort to living in informal settlements as shown by the example of Phase 3 in Mamelodi.   The government through the agency of the City of Tshwane has a responsibility to   improve the quality of life of informal settlement dwellers. These needy people should be afforded an opportunity to not only acquire better accommodation, but also to inhabit a better environment. However, the outcome of data collection and its analysis as presented and discussed in this chapter shows a serious gap between what the City of Tshwane should do and what it has actually done in practical terms. The Phase 3 informal settlement dwellers live in poor living conditions. This informal settlement lacks basic services and infrastructure. In the Phase 3 informal settlement a high rate of unemployment contributes to a high rate of crime.

Chapter 5 presents pertinent recommendations as they are informed by the study's research findings.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.1   Introduction

This chapter takes up the findings in Chapter 4 and discusses them in terms of responding to the objectives of the research. In this regard, this chapter synthesizes the discussion in the previous chapters, based on which generalizations will be made and conclusions drawn. For this reason, it is necessary to restate the objectives of this research as the conclusions were formulated by reflecting on what the study set out to do. The objectives of the study were to:

(a)   To conduct a theoretical exploration of urbanization, informal settlements and public housing.

(b)   To investigate the causes of informal settlements at Mamelodi.

(c)   To explain why informal settlements at Mamelodi persist.

(d)   To assess the responses of the City of Tshwane towards the informal settlements at Mamelodi.

(e)   To suggest possible solutions towards the eradication of informal settlements at Mamelodi.

5.2   Conclusions

It is clear from the above-listed objectives, that this study set out to investigate the causes of informal settlements in Mamelodi, explain why informal settlements in Mamelodi persist and assess the responses of the City of Tshwane towards the informal settlements at Mamelodi. The study has established that informal settlements in Mamelodi are caused by various factors, which include movement from rural to urban, from other provinces to Gauteng and natural population growth. Furthermore, this study shows that the persistence of the informal settlements is caused by poverty. Most people stay in informal settlements because they cannot access financial assistance from the banks per the National Credit Regulation (NCR). Corruption is also a grave problem as some informal

settlement dwellers stated that officials from the City of Tshwane allocated houses outside of laid down procedures. This research shows that the City of Tshwane informal upgrading policies have failed in terms of providing adequate housing.

Further, the housing policy has also failed to create long-term sustainability in the delivery of low-cost housing to deal with the problems of the informal settlements. Although the City of Tshwane has implemented the *Re aga Tshwane,* which involves a wide range of policies, programmes and strategies to address the developmental challenges facing dwellers, more still needs to be done. Based on this, it is recommended that proper consultation with the community should be carried out to improve the lives of people in informal settlements in line with the demands of Section 26 of the Constitution of the Republic of South Africa of 1996, regarding every person's right to have access to adequate housing.

5.2.1   Causes of the informal settlements at Mamelodi

The results of this case study show that the growth of the informal settlement in Mamelodi Phase 3 can be attributed to the migration of people from rural to urban areas. In addition, some informal settlement dwellers are people who were born in Tshwane and because of the shortage of housing have resorted to the informal settlement. This suggests that the natural growth of population in urban areas in South Africa and the shortage of housing both fuel the growth of informal settlements in a setting like Mamelodi Phase 3.

Since the dawn of democracy in 1994, housing has proved to be a major problem for the government. Not only is there a critical shortage of available land for sustainable living but for housing as well. There has been a dramatic increase in the rate of migration of people from the rural areas to the cities in search of jobs and better living conditions. The result thereof is acute shortages of housing and people have resorted to the erection of informal settlements (ANC, 1994). This is the case with the area of study: Mamelodi Phase 3. Most participants in this study were from Limpopo and other provinces. They migrated to Gauteng because they were attracted mainly by socio-economic conditions. This confirms Kramer's (2006:10) findings that most informal settlement inhabitants migrate from rural areas fleeing poverty, to seek comparative improvement as a result of

the seeming hopefulness of cosmopolitan opportunities. However, rural-urban migration is not as permanent as generally believed, nor is it the only one cause of informal settlements; there are indications of return migrations to rural areas from cities and towns. This return is most frequently seen during in festive seasons where people flock to different rural areas regarded as home. Intra-city and intra-provincial migration play a role in causes of informal settlements (Kramer 2006:20).

Moreover, the natural growth of urban populations in Mamelodi occurs when children born and raised in the area move into informal settlement since it is affordable and they will have their own place where they will call it home. Further, there is the issue of poverty and/unemployment, which manifests in the failure of people to build houses of their own or at least live in rented accommodation. Finally, the rising cost of living has led to the increase in informal settlements in Mamelodi. Despite the construction of low cost housing by the government, the demand of housing exceeds supply. The researcher also noted that, even though City of Tshwane municipality attempts to provide houses to the community of Mamelodi Phase 3, poverty and unemployment has meant that dwelling units remain unfinished structures for more than ten years. Most unfinished structures belong to orphans, pensioners and unemployed dwellers. Despite poverty reduction initiatives and safety net programmes, informal settlements grow in alarming number and this has forced the urban poor to rely on informal land for access to land and shelter (Tshikotshi 2010). BNG (2004) was created to integrate sustainable human settlements focusing on providing tenure options and creating of economic opportunities for the urban poor by using the house as a catalyst and an asset to eradicate poverty, promote social inclusion, empowerment and merging of the first and the second economies. Notwithstanding, the failure of markets to recognize the demand for valuable land and housing solutions for most informal settlement dwellers has led to urban poverty and exclusion. Several internal and external, global and local challenges have contributed to the government's national, provincial and local failure to eradicate the housing backlog by 2014 as per BNG. The problem of informal settlements in Gauteng cannot be understood without consideration of the history of migration, urbanization and land dispossession. These processes cannot be detached from the wider discourse of colonial domination and structure of coloniality at large. They exist because urbanisation has

grown faster than the ability of government to provide land, infrastructure and homes (Bosman 2014:34).

Furthermore, according to the Human Settlements South Africa Environment Outlook: (2005), trans-boundary migration has played a significant role in the South Africa's urbanisation especially in Gauteng province, where people are attracted by opportunities. However, it is difficult to determine how many migrants are living in South Africa currently. In addition, some participants stated that the shortage of housing and the growth of squatter settlements was caused by foreign migrants, but a significant number of participants from Mamelodi Phase 3 disputed this assertion and argued that land and house allocation is not equally distributed or managed due to corruption within the City of Tshwane. The researcher dismisses the allegation made by dwellers of Mamelodi Phase 3 that the informal settlement is due to influx from foreigners. Interview data and field observations show that foreign migrants do not own houses; they rent backyard rooms in Mamelodi.

5.2.2   Persistence of informal settlements at Mamelodi

Despite government attempts to address the issue of housing and informal settlements, the latter persist. An issue that emerged in this study as accounting for the persistence of informal settlements at Mamelodi Phase 3 is corruption by the City of Tshwane officials. This alleged corruption has forced residents to engage in marches against the City of Tshwane. A case in point is the October 2012 march by almost 100 informal settlement dwellers who handed over a memorandum of grievances at the Union Buildings, Pretoria complaining about corruption. This corruption was said to extend to City of Tshwane officials selling RDP houses to foreign nationals. However, the findings indicated that the allegations might be unfounded because foreigners who were interviewed and living in Mamelodi Phase 3 were renting backyard rooms.

Furthermore, informal settlements continue to grow because the policies of the Department of Housing and Human Settlements are inadequate. For instance, the Department of Housing developed a policy for *in-situ* upgrade to provide people with a permanent solution to their housing problems, or give them long-term rights to invaded

land (DoH, 2004: 4), which means that these housing policies and programmes are part of upgrading informal settlements. Such policies have also failed to create long-term sustainability in the delivery of low-cost housing in Mamelodi Phase 3.

5.2.3 An assessment of the responses of the City of Tshwane towards the informal settlements at Mamelodi

Three City of Tshwane municipality officials stated that formalizing or regularizing informal settlements was taking place through the 2013 *Re aga Tshwane (*We are building Tshwane). In this regard, the City of Tshwane municipality officials stated that they were focused on working with the informal settlements dwellers to fulfill the mandate to eradicate informal settlements. In this light the City of Tshwane declares that it is committed to continue to improve informal settlements and living conditions.

During the 2014/15 year, it is stated that 16 informal settlements were formalized to meet proclamation requirements. According to City of Tshwane, a rigorous effort has been made to provide alternative tenure options by means of community residential units and social housing. During the year under review, 48 community residential units were developed, totaling 289 community residential units since the initiative started in 2013/14. Furthermore, 23 449 hectares of land was acquired for human settlement purposes in an effort to provide security of tenure to residents, 3 821 title deeds were registered to new homeowners and 1 374 housing beneficiaries were allocated houses. The City is continuing the process to ensure that security of tenure remains a priority (Tshwane IDP 2016/2021). However, one wonders if the City of Tshwane would report its successes to the same extent as its failures. Evidence as collected in this study shows that the City has not met their targets regarding the provision of housing to the poor or regularizing squatter/informal settlements. Interview results and field observations show that the City of Tshwane municipality has failed to provide essential services to the area although this became its responsibility more than 10 years ago. In the Mamelodi Phase 3 informal settlement, there are no pre-primary, primary and secondary school facilities. There are no social amenities or facilities such as a post office, clinic, parks and shopping centre. The community in the Mamelodi Phase 3 informal settlement depends largely on tuck-shops for groceries unless they travel to Mahube Mall or Mamelodi West shopping Centre

to shop. Based on this evidence, the researcher concurs with the views of the informal settlement dwellers that the City of Tshwane has failed in its mandate to regularize the settlement or at least provide basic amenities. This challenges the assertions by the officials from the municipality and other proclamations by the same regarding the issue under discussion.

5.2.4 Possible solutions that the City of Tshwane can adopt towards the informal settlements at Mamelodi

The City of Tshwane is governed by the Municipal System Act 32 of 2000, which requires annual review and amendment of the Integrated Development Plan (IDP). This affirms that a municipal council must review its IDP annually in accordance with an assessment of its performance measurements in terms of Section 41 and the demands of changing circumstance and amend accordingly. Furthermore, to exercise its legislative and executive authority by developing and adopting policies, plans, strategies and programmes including setting targets for service delivery and promoting and undertaking development. Section 153 of the Constitution of the Republic of South Africa provides that a municipality must structure and manage its administrative, budgeting, and planning process to give priority to the budgeting and planning process and thus prioritise the needs of the local community. In this context, it is recommended that the City of Tshwane should realign and restructure its budgets and programmes to prioritize the provision of the sewerage infrastructure, water, sanitation, electricity and other social and physical infrastructure that is deficient in Mamelodi Phase 3. This means that the City of Tshwane should priorities the informal settlements in Mamelodi Phase 3, which need urgent intervention in terms of infrastructure.

The planning process of the Department of Housing should, as a priority, involve dwellers of informal settlements in the development of efficient strategies. They should have a say in this process as they possess knowledge of the areas in question. Lessons learned from their challenges could be of use to the department; they are the people most affected. The City of Tshwane cannot use a blanket approach to address challenges in all areas within the City.

In the spirit of our democratic dispensation, no development can take place without the effective participation of the communities. Section 29(1) (b) of the Local Government: Municipal Systems Act 32 of 2000 requires municipalities to follow certain procedures to consult with communities and procure their participation in the planning processes. As these structures are mandatory, they are available and should be used to involve the relevant communities in the process of upgrading of informal settlements. Since corruption appeared to be a major issue that affected the delivery of services in Mamelodi Phase 3, the Tshwane municipality should set up an anti-corruption task force to investigate and monitor instances of corruption. This task force must include members of the community such as those in Mamelodi Phase 3.

5.3   Recommendations

Since poverty or the lack of means to buy decent housing appears to the main issue that fuels the growth of the squatter settlements in Mamelodi Phase 3, the City of Tshwane should consider extensive programmes that target the upgrading or regularization of these settlements. This can be done by proving services to such a settlement. This has been done relatively successfully in other parts of the world. For example, the government in Phillipines implemented Citywide Development Approach to informal settlement upgrading (Kanda, 2014: online). Therefore, the City of Tshwane should systematically allocate resources to and prioritise regularizing areas such as Phase 3 in Mamelodi.

Since corruption interferes with the provision of services in an informal settlement such as Mamelodi Phase 3, it is recommended that the City of Tshwane set up a task force dedicated to tackling corruption. Community members should be represented on this task force. This representation will ensure that all programmes aimed at the informal settlements are well informed. Further, it is difficult to prevent people from migrating from rural to urban areas. Nevertheless, the government of South Africa should attempt to develop rural areas by decentralizing economic activities from big cities and providing essential services to rural areas. This will minimize the number of migrants from rural to urban areas. When migrants reach urban areas, they fail to find employment and as a result resort to informal settlement. Minimizing the migration to urban areas in the first

instance may reduce the growth of informal settlements in urban South Africa such as the case of Mamelodi Phase 3.

5.4   Comparable studies

This study has established that informal settlements in Mamelodi Phase 3 grow because of rural-urban migration, urbanisation, natural growth of population in urban areas, urban poverty, unemployment and the inability of the South African government through local government structures such as the City of Tshwane to address the problem effectively. These findings confirm other studies such as the Un-Habitat (2009), which established that developing regions in Sub-Saharan Africa are experiencing the fastest rate of urbanisation attributed to rural to urban migration. People are attracted to urban areas by the high concentration of social services and potential employment opportunities. Many such migrants from rural areas ultimately remain in urban areas for extended periods.

Rural to urban migration has played an important role in the growth of the informal settlements in Mamelodi Phase 3. This is similar to the cause of informal settlements in cities like Mumbai, Caracas, Bogotá, Mexico City, Cairo and Lagos (Gebeyehu, 2016).

This research shows that a reason why informal settlements grow and persist is because of the failure of the government to adequately deal with the problem. Similar findings have been established in Egypt (Khalifa, 2015) and Ethiopia (Gebeyehu 2016). This is significant because the case study of Mamelodi Phase suggests that the failure of the government to address the issue of housing has led to the urban poor resorting to informal settlements. Comparable studies by Suliaman (2006) and Ibrahim (2014) also support this finding.

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APPENDIX A: ETHICS CLEARANCE CERTIFICATE

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DEPARTMENT: PUBLIC ADMINISTRATION AND MANAGEMENT

RESEARCH ETHICS REVIEW COMMITTEE

Date: 06 May 2016

Dear Mrs Moloisane

Decision: Ethics Clearance Approval

Ref #: PAM/2016/006 (Moloisane)

Name of applicant: Mrs M Moloisane

Student #: 34329781

Name: Mrs Moloisane, sonom@unisa.ac.za, tel: 012 429 6090.
[Supervisor: Prof Khumalo, 012 429 3779, khumap1@unisa.ac.za]
Research project: Tshwane Metropolitan Municipality responses to informal settlements: A case study Mamelodi: **Qualification:** MPA

Thank you for the application for **research ethics clearance** by the Department: Public Administration and Management: Research Ethics Review Committee for the above mentioned research. Final approval is granted for the duration of the project on the **condition** that a letter from the City of Tshwane, in which permission is granted to you to do this research and involve municipal participants, is submitted to this Ethics Committee within **30 days** of the date of this letter.

The decision will be tabled at the next College RERC meeting for notification/ratification.

For full approval: The application was reviewed in compliance with the Unisa Policy on Research Ethics by the RERC on 06 May 2016. The proposed research may now commence with the proviso that:

1) The researcher will ensure that the research project adheres to the values and principles expressed in the Unisa Policy on Research Ethics.
2) Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study, as well as changes in the methodology, should be communicated in writing to this Ethics Review Committee. An amended application could be requested if there are substantial changes from the existing proposal, especially if those changes affect any of the study-related risks for the research participants.
3) The researcher will ensure that the research project adheres to any applicable national legislation, professional codes of conduct, institutional guidelines and scientific standards relevant to the specific field of study.

Kind regards

Prof Mike van Heerden
Chairperson:
Research Ethics Review Committee
vheerm@unisa.ac.za

Prof MT Mogale
Executive Dean: CEMS

University of South Africa
Preller Street, Muckleneuk Ridge, City of Tshwane
PO Box 392 UNISA 0003 South Africa
Telephone: +27 12 429 3111 Facsimile: +27 12 429 4150
www.unisa.ac.za

APPENDIX B: PARTICIPANT INFORMATION SHEET

Title: Tshwane Metropolitan Municipality responses to informal settlements: A case study Mamelodi

Dear Prospective Participant

My name is Ms Mary Moloisane and I am doing research under the supervision of Prof P Khumalo, an Associate Professor in the Department of Public Administration and Management, towards a Master's degree at the University of South Africa. We are inviting you to participate in a study entitled *Tshwane Metropolitan Municipality responses to informal settlements: A case study Mamelodi*.

WHAT ARE THE AIM AND OBJECTIVES OF THE STUDY?

Granted that the service delivery problems persist, the overarching aim of this study is to explore the responses of the City of Tshwane to the informal settlements at Mamelodi. This leads to the following objectives.

The objectives supporting these aims are to:

- To investigate the causes of the informal settlements at Mamelodi.

- To explain why informal settlements at Mamelodi persist.

- Assess the responses of the City of Tshwane towards the informal settlements at Mamelodi

WHAT IS THE NATURE OF MY PARTICIPATION IN THIS STUDY?

The researcher forwarded a letter to the City of Tshwane to request permission to interview you. Approval from the City of Tshwane has been granted and the permission letter is available on request.

Data will be collected by means of semi-structured interviews. The interviews will be conducted at a time and place convenient to you. The interviews will last between 40-50 minutes. You will be requested to elaborate on informal settlements in the City of Tshwane, specifically Mamelodi.

CAN I WITHDRAW FROM THIS STUDY EVEN AFTER HAVING AGREED TO PARTICIPATE?

Participating in this study is voluntary and you are under no obligation to consent to participation. If you do decide to take part, you will be given this information sheet to keep and be asked to sign a written consent form.

You are free to withdraw at any time and without giving a reason.

ARE THEIR ANY NEGATIVE CONSEQUENCES FOR ME IF I PARTICIPATE IN THE RESEARCH PROJECT?

I do not anticipate any undue risks for Unisa, the City of Tshwane or the individual participants from participation in the study. The privacy of all the participants will be protected by removing identifying information in the dissemination of the findings of this study.

WILL THE INFORMATION THAT I CONVEY TO THE RESEARCHER AND MY IDENTITY BE KEPT CONFIDENTIAL?

You have the right to insist that your name will not be recorder anywhere and that no one, apart from the researcher and identified members of the research team, will know about your involvement in this research.

Your answers may be reviewed by people responsible for making sure that research is done properly, including the statistician, transcriber and members of the Research Ethics Review Committee. Otherwise, records that identify you will be available only to people working on the study, unless you give permission for other people to see the records.

Your anonymous data may be used for other purposes, such as a research report, journal articles and conference proceedings. A report of the study may be submitted for publication, but individual participants will not be identifiable in such a report.

HOW WILL THE RESEARCHER(S) PROTECT THE SECURITY OF DATA?

Hard copies of your answers will be stored by the researcher for a period of five years in a locked cupboard/filing cabinet in a locked office for future research or academic purposes; electronic information will be stored on a password protected computer. Future use of the stored data will be subject to further Research Ethics Review and approval if applicable. After five years, hard copies will be shredded and electronic copies will be permanently deleted from the hard drive of the computer through the use of a relevant software programme.

WILL I RECEIVE PAYMENT OR ANY INCENTIVES FOR PARTICIPATING IN THIS STUDY?

You will not receive any payment or reward, financial or otherwise. The study will not incur undue costs to you.

HAS THE STUDY RECEIVED ETHICS APPROVAL

This study has received written approval from the Research Ethics Review Committee of the Department of Public Administration and Management, Unisa. A copy of the approval letter can be obtained from the researcher if you so wish.

HOW WILL I BE INFORMED OF THE FINDINGS/RESULTS OF THE RESEARCH?

If you would like to be informed of the final research findings, please contact Ms Moloisane on (012) 429-6090, or via email at sonom@unisa.ac.za.

The thesis will be available at the Unisa library (Muckleneuk campus). A copy of the thesis will also be submitted to the City of Tshwane, who may make available a copy to the participants.

Should you have concerns about the way in which the research is conducted, you may contact my supervisor, Professor P Khumalo, at 012 429-3779or via email at khumap1@unisa.ac.za.

Thank you for taking time to read this information sheet and for participating in this study.

Yours sincerely

Ms Mary Moloisane
Directorate:Student Assessment Administration
OR Tambo Building 2-44
Unisa, Muckleneuk Campus
Tel   : 012 429-6090 / Email   : sonom@unisa.ac.za

APPENDIX C: CONSENT TO PARTICIPATE

CONSENT TO PARTICIPATE IN THE RESEARCH

RESEARCH TITLE:

TSHWANE METROPOLITAN MUNICIPALITY
RESPONSES TO INFORMAL SETTLEMENTS: A CASE STUDY MAMELODI

I, ……………………………….. (participant name & surname), confirm that the person asking my consent to take part in this research has told me about the nature, procedure, potential benefits and anticipated inconvenience of participation.

- I have read and understood the study as explained in the participant information sheet.

- I have had sufficient opportunity to ask questions and prepared to participate in the study.

- I understand that my participation is voluntary and that I am free to withdraw at any time without penalty.

- I am aware that the findings of this study will be anonymously processed into a dissertation.

- I agree to be interviewed.

Participant's name and surname	**Date**	**Signature**
Ms Mary Moloisane		
Researcher's name and surname	**Date**	**Signature**
Witness name and surname	**Date**	**Signature**

APPENDIX D: LIST OF INTERVIEW QUESTIONS

GENERAL INFORMATION

1. This interview is based on an investigation responses from the Tshwane Metropolitan about informal settlements in Mamelodi.

2. You have been invited to participate in this study because of your extensive experience about the topic under study.

3. The interview would take approximately 40 minutes.

4. You are kindly requested to answer the questions as honestly and completely as possible.

5. Participation is anonymous: You are not requested to disclose your identity.

6. Your privacy will be respected. No one will be able to connect you to the answers you give.

7. You have the right to withdraw your participation at any time.

8. You will not receive any payment or reward, financial or otherwise, and the study will not incur undue costs to you.

9. A copy of the final approved research study will be available in the library at the Muckleneuk Ridge Campus of the University of South Africa, Pretoria.

PART A:

DEMOGRAPHIC INFORMATION (ALL PARTICIPANTS)

1. Age

19-29	
30-39	
40-49	
50-60	

2. Gender

Female	
Male	

PART B:

OPEN-ENDED INTERVIEW QUESTIONS

What are the main causes of the development of informal settlements?

_____

_____

_____

Why do informal settlements in an area like Mamelodi persist even in spite of the Reconstruction Development Programme (RDP) houses?

_____

_____

_____

How and with what success has City of Tshwane responded to the Mamelodi informal settlements?

_____

_____

_____

**Thank you for your participation and
your effort towards making this research study a success**.